

# Granville Strategic Action Plan & Land Use Study

A Part of the Northwest Side Area Plan



MILWAUKEE  
comprehensive Plan

CITY OF MILWAUKEE  
DEPARTMENT OF CITY DEVELOPMENT  
OCTOBER 2017





# Granville Strategic Action Plan & Land Use Study

A Part of the Northwest Side Area Plan



Prepared by the City of Milwaukee  
Department of City Development

October 2017

# ACKNOWLEDGEMENTS



## *Village of Brown Deer*

Carl Krueger, Village President  
Michael Hall, Village Manager  
Nate Piotrowski, Community Development Director

## *Consultant Team*



## *Plan Advisory Partner*

Granville Business Improvement District  
Mark Krause, Chair  
Mary Hoehne, Executive Director



## *City of Milwaukee*

Mayor Tom Barrett

## *Common Council*

President Ashanti Hamilton  
Ald. Cavalier Johnson  
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Patricia T. Najera, Chair  
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Whitney Gould  
Stephanie Bloomingdale  
Joaquin Altoro  
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## *Department of City Development*

Rocky Marcoux, Commissioner  
Martha L. Brown, Deputy Commissioner  
Vanessa Koster, Planning Manager  
Samuel Leichtling, Long Range Planning Manager  
Maria Pandazi, Senior Planner (former)  
Nolan Zaroff, Senior Planner  
Sierra Starner-Heffron, Economic Development Specialist  
Emma Siegworth, Planning Intern



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# City of Milwaukee

Office of the City Clerk

200 E. Wells Street

Milwaukee, Wisconsin 53202

Certified Copy of Resolution

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**FILE NO: 170607**

**Title:**

**Resolution approving the Granville Strategic Action Plan and Land Use Study and amending the Northwest Side Comprehensive Area Plan to include the Strategic Action Plan/Study as part of Milwaukee's Overall Comprehensive Plan, in the 9th Aldermanic District.**

**Body:**

Whereas, A detailed strategic action plan has been prepared, which is titled the Granville Strategic Action Plan and Land Use Study ("GSAPLUS"), a copy of which is attached to this Common Council File; and

Whereas, Shifting market conditions, including increased vacancy within retail centers and "big-box" retail stores in the Granville area have necessitated an updated land use plan and supporting strategies to attract new investment and reduce vacancy within the Granville area to further the goals of the Northwest Side Comprehensive Area Plan; and

Whereas, The GSAPLUS was created to supplement the City's existing Northwest Side Comprehensive Area Plan that contains the Granville neighborhood in order to identify strategies aimed at redeveloping and reinventing the commercial corridors, strengthening the industrial core, prioritizing urban design improvements, determining infrastructure needs and establishing an implementation framework to best achieve neighborhood and economic success in the Granville area; and

Whereas, The creation of the GSAPLUS involved extensive public outreach, input and cooperation, with public and neighborhood stakeholders, similar to the public process followed in the development of the City's thirteen Comprehensive Area Plans; and

Whereas, This engagement included partnering with the Granville Business Improvement District on the development of the GSAPLUS and to sponsor the Granville Design Charrette coordinated by the University of Wisconsin-Milwaukee's Community Design Solutions; and

Whereas, On September 21, 2004, the Common Council adopted File No. 040565, setting forth an Evaluation, Update and Amendment Procedure for amending Comprehensive Area Plans; and

Whereas, That procedure, including a properly noticed public hearing, has been followed; now, therefore, be it

Resolved, That the Common Council of the City of Milwaukee, approves the Granville Strategic

Action Plan and Land Use Study, as recommended by the City Plan Commission, and amends the Northwest Side Comprehensive Area Plan, with the inclusion of the GSAPLUS as an element of the City's Overall Comprehensive Plan; and, be it

Further Resolved, That the amended Comprehensive Area Plan, as approved, shall include as an appendix a text reference to consult the GSAPLUS as a supplement to provide further guidance and serve as the basis for decision-making by the Common Council in its consideration of matters related to and located within the Granville neighborhood; and, be it

Further Resolved, That the Department of City Development (“DCD”), the Department of Neighborhood Services, the Department of Public Works and other appropriate City departments and agencies are directed to work toward implementation of the GSAPLUS; and, be it

Further Resolved, That the Commissioner of DCD is authorized to send copies of the GSAPLUS to the parties identified in it as having responsibility for implementation of the GSAPLUS for their reference and use.



**I, James R. Owczarski, City Clerk, do hereby certify that the foregoing is a true and correct copy of a(n) Resolution Passed by the COMMON COUNCIL of the City of Milwaukee, Wisconsin on September 26, 2017, published on August 16, 2017.**

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**James R. Owczarski**

**October 11, 2017**

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**Date Certified**





# EXECUTIVE SUMMARY



*ETE Reman industrial reuse (Credit: Granville BID)*

In many ways, the Granville area on Milwaukee's Northwest Side is unique within the City of Milwaukee. When initially developed, Granville provided both a regional destination for shoppers and an opportunity to live in a "suburb within the city" with alternative housing choices that didn't exist elsewhere inside City limits. In addition to diverse housing choices and regional shopping, a significant industrial base was developed in the Northwest Land Bank, providing high numbers of job opportunities that remain a regional asset today. The industrial base in Granville has been able to compete with suburban industrial centers and remains a highly desirable location.

Meanwhile, increased regional competition from shopping areas in nearby communities and the nationwide decline in brick and mortar retail spaces, combined with the 2003 closure of Northridge Mall has put pressure on existing retail in the Granville area, resulting in significant vacancies. Brown Deer Road in particular has been identified by area business owners, residents, and other stakeholders as needing a new strategy to spur investment in the area and revitalize one of the Northwest Side's primary arterials.

The changing retail landscape and the continued strength of the industrial areas of Granville have led many to question whether the historic land use mix on the Brown Deer Road corridor is the best fit for a successful future.

At the same time, there are a number of factors that Granville is poised to capitalize on that will help guide its revitalization. High traffic counts on major arterials with easy freeway accessibility, a range of housing choices and recreational opportunities, concentrations of successful industrial businesses and the leadership of the Granville Business Improvement District all will continue to be positive forces shaping the area.

While long term vacancy at the former Northridge Mall has been a barrier to investment in the area, the size of the site provides redevelopment potential at a scale that is rare in urban environments. The Granville area has already seen a number of successful conversions of former big box retail spaces into new uses, demonstrating that Granville is ahead of the curve on addressing an issue that is vexing cities across the country.

The Granville Action Plan provides a blueprint for building on the strengths of the area to chart a new path forward that will lead to reductions in vacancies, increased investment in Granville, and the creation of new jobs that are accessible to area residents.



*Former Northridge Mall (DCD/Planning)*

The plan takes into account the history of the area, current conditions and market trends, and the goals of the community to offer a strategic vision for the future. Land use recommendations are focused on the Brown Deer Road corridor, but the plan also includes supporting recommendations that impact the larger Granville area. These recommendations balance the economic health of the area with the interests of the residents, businesses, and property owners who call the area home and have the largest stake in its future.

## MARKET STUDY AND DESIGN CHARETTE

In addition to stakeholder input and past planning efforts, the plan was informed by a Brown Deer Road Market Study prepared by S.B. Friedman Development Advisors and a Design Charette coordinated by Community Design Solutions. The market study concluded that due to a shrinking trade area and other market forces, a “realignment” of retail in the corridor was necessary, with a goal of featuring resident and employee serving retail users such as a grocery store, casual restaurant, pharmacy, etc., featured at key nodes and at high-visibility outlots along Brown Deer Road. However, the market study concluded that there would not be sufficient future retail demand to fill the vacancies at the many “strip style” retail centers along the corridor or at Northridge itself.

The market study also highlighted the success of the existing manufacturers in the Granville area and the continued demand for land appropriate for modern manufacturing in the area. It concluded that encouraging conversions of former large-format retail sites, including Northridge Mall, to modern industrial and other non-retail uses would bring additional jobs and investment to the area and provide the most effective mechanism to reduce the vacancies currently impacting the corridor. This strategy has already seen some success with the recent conversions of the former Walmart and American TV and Appliance stores to new industrial uses. This approach also supports the City of Milwaukee’s economic growth agenda, Growing Prosperity, that calls for the City to maintain an inventory of at least 100 acres of “shovel ready” industrial sites to accommodate new development with a goal of developing 500 acres of modern industrial facilities within the next 10 years.

The Granville Design Charette brought together residents, business owners, and other stakeholders with participating architect teams to develop a new vision for five high-profile sites in Granville. The concepts developed during the charette were used to inform both the overall recommendations of the Action Plan as well as the site specific development recommendations it contains. The charette envisioned a number of creative reuse ideas for former retail sites including urban agriculture, family entertainment, job training, modern manufacturing, and mixed use housing development. The charette process ensured that these development concepts are aligned with neighborhood desires and are driven by current market trends.



*Aerial rendering of an industrial campus at 8105 - 8603 W Brown Deer Road Site (Credit: Continuum Architects + Planners)*



*Rendering of vision for former Johnson's Park Site (Credit: Engberg Anderson)*

## GOALS, STRATEGIES, AND ACTIONS STEPS

The plan recognizes that land use changes must be supported by complementary actions to address workforce development, crime and safety, and business recruitment, or they will not succeed in attracting investment to Granville, improving the business climate, or positively impacting the quality of life for existing area residents.



*MATC Workforce Development Programing (Credit: MATC)*

The plan lays out eight overarching goals with associated strategies and action steps that were developed throughout the planning process. Those eight goals and a brief description of their key supporting strategies are as follows:

- 1. Redevelop and Reinvent Commercial Corridors** by implementing the zoning changes necessary to support retail at key nodes and outlots, while allowing the conversion of obsolete retail sites to modern industrial and other non-retail uses and making complementary improvements to the physical appearance of the corridors.
- 2. Protect, Strengthen, and Promote the Industrial Core** through continued partnership with the Granville BID to effectively respond to the concerns of area businesses, including through ongoing infrastructure investments.
- 3. Strengthen Workforce Training and Resident Support Services** to ensure that employers have access to the skilled workforce required for their ongoing success and that Granville residents are able to take advantage of the current and future job opportunities in the area.
- 4. Address Real and Perceived Safety Concerns** that pose a barrier to investment in Granville. This includes proactive partnerships between the Milwaukee Police Department and local businesses and residents to implement physical changes to the area that may increase safety and security and a visible police presence in the area to deter crime and foster positive relationships with area residents.
- 5. Prioritize Architectural, Urban Design, and Streetscape Improvements** such as new gateway and wayfinding markers, more attractive signage, and new buildings designed in accordance with the City of Milwaukee's urban design guidelines.
- 6. Create a Connected Greenway and Bikeway** to better connect the existing greenspaces and parkways in the area and to provide expanded recreational opportunities for area residents.
- 7. Protect and Stabilize Residential Housing and Neighborhoods** through efforts to increase owner occupancy, market housing opportunities to area employees, and encourage responsible management of rental properties in the area.
- 8. Strengthen Neighborhood Identity via Marketing and Branding** including trumpeting the successes of the area's industrial businesses, highlighting the retailers in the area, and showcasing the wide range of housing options available in Granville.



## REDEVELOPMENT CONCEPTS TO REPOSITION BROWN DEER ROAD

The Granville Action Plan also recommends a set of development concepts that will physically reinvent and reposition the Brown Deer Road corridor and the former Northridge Mall in a manner consistent with the conclusions of the Market Study and the input received during the Design Charette and planning process. If carried out in concert with the goals and strategies described above, these physical changes to the Brown Deer Road corridor have the potential to bring more than 1,500 new jobs to the corridor, redevelop more than 100 acres of underutilized land, add more than \$20 million to the tax base, reverse the increase in vacancies along Brown Deer Road, support the growth of existing businesses in the area, and increase the quality of life for area residents.

The City of Milwaukee engaged GRAEF, a planning and engineering firm with significant experience in the Milwaukee market, to create a series of redevelopment concepts for Brown Deer Road (west of 76th Street) and the Northridge Mall site. These scenarios envision the character of the corridor changing to allow for a wider variety of uses including modern manufacturing, with retail located at key nodes and highly visible outlots along 76th Street. It also calls for the creation of a series of “Green Infrastructure” features throughout the area that will both improve the appearance of the area and contribute to its environmental sustainability. These concepts were developed further through the Granville Design Charette process, which envisioned the specific types of development that may result.



Conceptual site plan for Northridge Mall (Credit: Uihlein Wilson)



Vision for an a new industrial campus at the 8105 - 8603 W Brown Deer Road Site  
(Credit: Continuum Architects + Planners)



Vision for a new walkable community center at the  
8105 - 8603 W Brown Deer Road Site  
(Credit: Zimmerman Architectural Studios)



*Worker at ETE Reman (Credit: Granville BID)*



*Residents providing input at the Granville Design Charette (Credit: CDS)*

## A PATH FORWARD

Throughout the planning process, Granville stakeholders have reiterated the importance of having an adopted plan that charts a path forward for the area and provides specific and actionable recommendations to drive positive change, and attract additional investment into this part of Milwaukee.

With the foundation provided by past planning efforts, the Brown Deer Road Corridor Market Study, the vision developed through the Granville Design Charette and the extensive public input provided throughout this planning process, this document attempts to provide that blueprint for action.

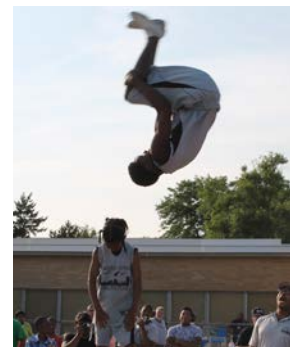
However, in order to achieve the goals of this plan, the drafting of this document itself must be seen as only a starting point. The Granville area is well positioned to see through the implementation of the actions recommended in this Action Plan. Multiple city departments are poised to work in coordination with other committed public sector partners across multiple levels of government to help implement this plan. The Granville BID and its members have a long-term commitment to the area and are motivated to continue to position Granville among the best places to do business in the region and collectively remove some of the barriers that exist preventing a greater number of Granville residents from accessing the many good jobs available in the area. Combined with the existing groups of engaged neighbors in the area and the skill and experience found within the community and faith based organizations in Granville, the elements are all present for the sustained work needed to best position Granville, its businesses and residents, to thrive for years to come.



*Outlot retail on Brown Deer Road (DCD/Planning)*



*Rendering of vision for former Ray's Mountain Bike Site (Credit: Galbraith Carnahan Architects)*



*Community event (Credit: Granville BID)*







Community event (Credit Granville BID)



# CHAPTER 1

## INTRODUCTION

### 1.1 Purpose

The Granville area on Milwaukee's Northwest Side is a unique area within the City of Milwaukee. Developed in the 1960's and 1970's, Granville's suburban land use pattern varies significantly from the traditional urban patterns found throughout the majority of the City of Milwaukee. These differences are marked by Granville's largely segregated mix of land uses that include residential subdivisions, large industrial areas, and commercial corridors arranged along highly trafficked roadways, and distinguished by the automobile oriented pattern of development found throughout the area.

When initially developed, Granville provided both a regional destination for shoppers and an opportunity to live in a "suburb within the city" with alternative housing choices that didn't exist elsewhere inside City limits at the time. In addition to diverse housing choices and regional shopping, a significant industrial base in the Northwest Land Bank was developed, providing high numbers of job opportunities in the area that still exist today. The industrial areas in Granville have been able to compete with suburban industrial centers, offering plenty of space for loading docks, wide road networks for truck traffic, and buffers from conflicting land uses. This industrial setting is unlike most other urban industrial sites available in the City of Milwaukee and thus remains highly desirable.

Once Granville's preeminent retail destination, the 2003 closing of Northridge Mall has had significant impacts on retail shopping traffic in the area. Increased regional competition from other shopping areas in nearby communities, including existing malls that have seen significant reinvestment such as Bayshore Town Center in Glendale and Mayfair Mall in Wauwatosa, and new developments such as the Mayfair Collection, also in Wauwatosa and other new national retailers in Mequon, Menomonee Falls and Grafton and the nationwide decline in brick and mortar retail space have all put pressure on existing retail in the Granville area. These factors have contributed to a large number of vacancies within Granville's commercial corridors. Brown Deer Road in particular has been identified by area business owners, residents, and other stakeholders as needing a new strategy to spur investment in the area and revitalize one of the Northwest Side's primary arterials.



*Granville BID Car Show (Credit: Granville BID)*



*High vacancy retail on Brown Deer Road (DCD/Planning)*



*Marking Services Incorporated Workforce (Credit: MSI)*

While the retail sector in the Granville area is marked by high vacancy rates, the industrial and manufacturing sectors in the adjacent Northwest Land Bank remain strong. This changing retail landscape, combined with the continued strength of the industrial areas of Granville have led many to question whether the historic land use mix on the corridor is the best fit for a successful future.

The area is also impacted by the effects of the automobile-dependent development patterns found throughout the Northwest Side. Large scale signage, minimal landscaping, expansive parking lots devoid of landscape or pedestrian amenities, and minimal design standards have resulted in corridors that can be unattractive and also undervalued when compared to similar areas. These issues must be addressed in order to breathe new life into the area.

Granville is also challenged in its segregation of residential developments into small, disconnected areas. Many of these developments contain high density multi-family housing, both rental and owner occupied. When developed, these units provided residents alternative housing choices to the dense urban grid found in traditional neighborhoods of the City and were considered very desirable units. However, as buildings have aged and preferences have shifted back to walkable neighborhoods served by retail uses and accessible public green spaces, the area has seen a decrease

in value of many of these higher density developments. Some of these developments currently have very high concentrations of low-income families and young people, but provide little access to community supporting facilities or services such as parks, recreational centers, social services, or medical facilities. Limited public transit in this area further impacts the ability of residents to access jobs, services, and recreational amenities, and traversing Brown Deer Road or 76th Street by foot is not an attractive option given the auto-oriented layout of those streets.

There are a number of factors that Granville is poised to capitalize on that will help guide its revitalization. The area is easily accessible by car and has convenient access to Interstate Highway 41. High traffic counts on 76th Street and Brown Deer Road should continue to support retail uses tailored towards the needs of area residents and employees at key nodes in the district. The area is home to a range of housing types that provide a wide variety of options at various levels of affordability and that can meet most style preferences. The area's parks and parkways provide ample recreational opportunities, from bicycling to golf or swimming. The cluster of existing, thriving industrial businesses in the industrial portion of the area provides a concentration of stable anchors that are committed to the area and its future growth. This concentration of businesses also provides the critical mass that is required to develop and implement

tailored area-specific workforce development initiatives, including those that endeavor to connect area residents to available jobs. While long term vacancy at the former Northridge Mall has been a hindrance to investment in the area, the size of the site provides redevelopment potential at a scale that is rare in urban environments. The Granville Business Improvement District (BID) is an active force in shaping the area. The BID's leadership and members were instrumental in shaping the recommendations of this plan and stand ready to assist with its implementation.

This document is an action plan and a strategic land use plan for the revitalization of the area. It takes into account the history of the area, current conditions and market trends, and the goals of the community to offer a strategic vision for the future.

This plan provides a clear, comprehensive vision for how to advance revitalization efforts in the Granville area in the manner envisioned by neighborhood stakeholders. Land use recommendations are focused on the Brown Deer Road and 76th Street corridors, but the plan also includes supporting recommendations that impact the larger Granville area. These recommendations balance the economic health of the area with the interests of the residents, businesses, and property owners who call the area home and have a stake in its future.



Former Granville Target location (DCD/Planning)



Little Menomonee Creek (DCD/Planning)



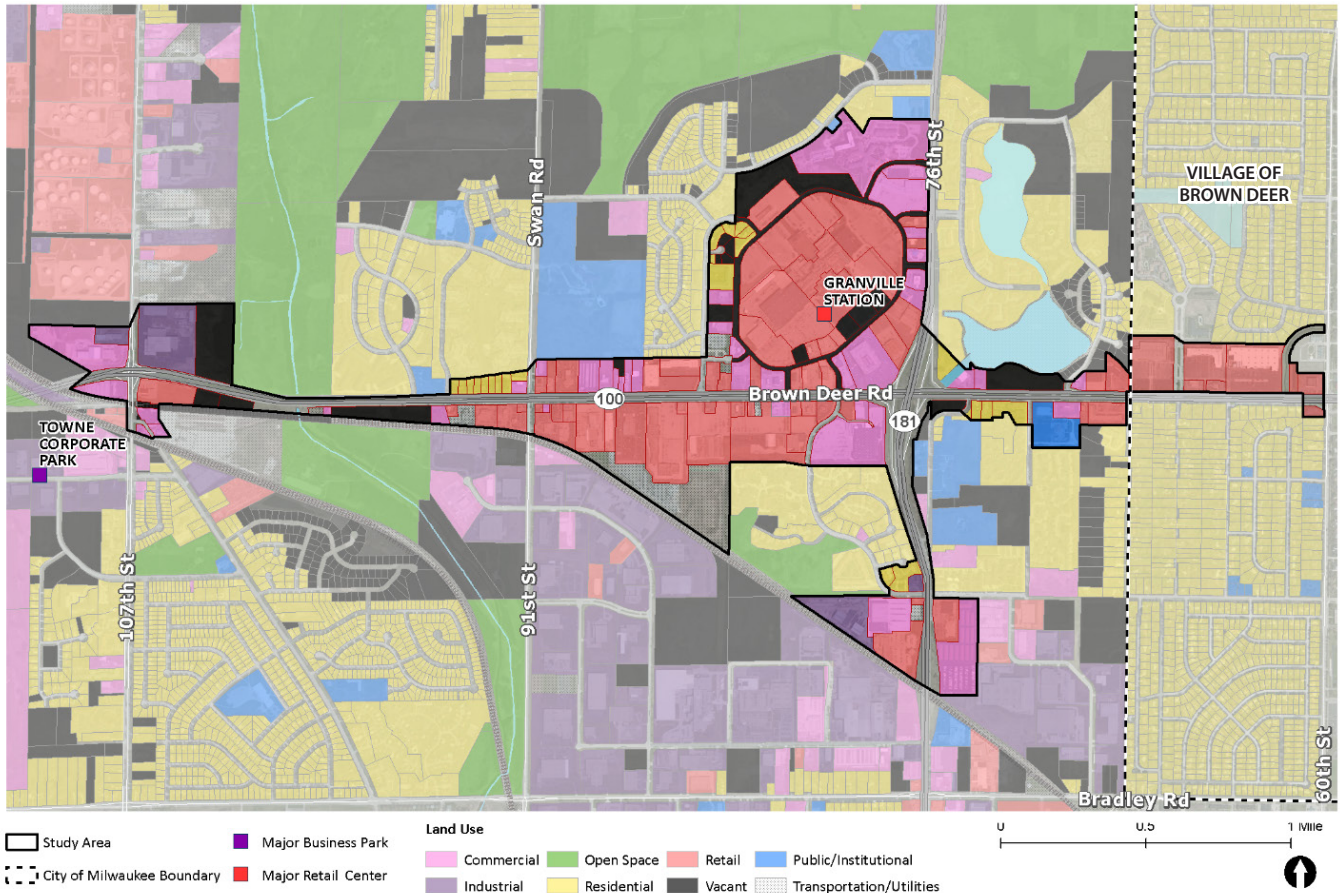
Example of Area Housing (DCD/Planning)



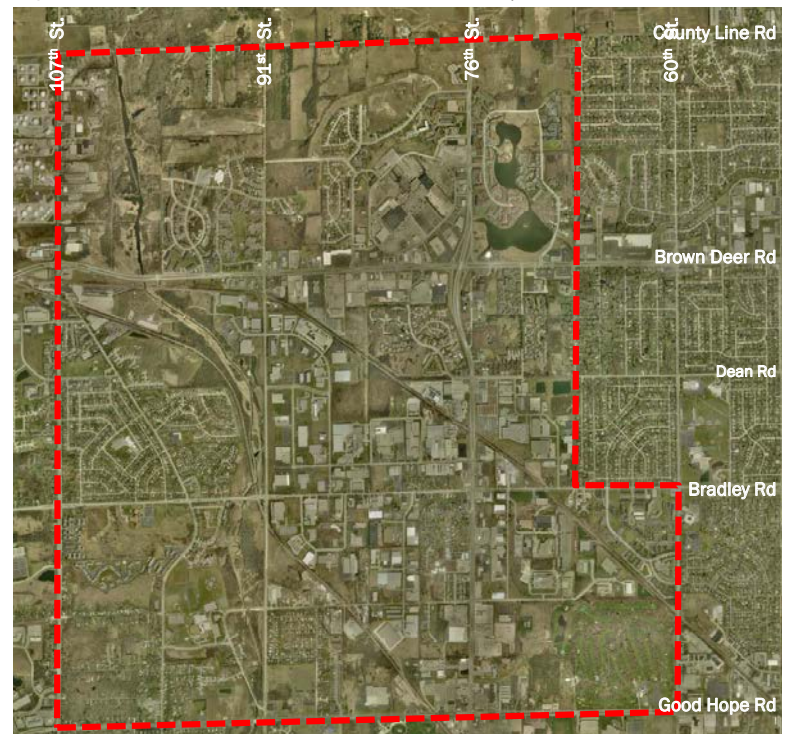
Andy's Gas Station and North Milwaukee State Bank (DCD/Planning)



**Figure 1.1 Brown Deer Corridor Boundary Map**



**Figure 1.2 Granville Action Plan Boundary Map**



## 1.2 Study Area

The Granville area (**Figure 1.2**) is bounded by Good Hope Road to the south, County Line Road to the north, the city limits to the east (roughly North 68th Street), and 107th Street on the west. The overall recommendations found in Chapter Five apply to the whole area. However; the focus of the land use recommendations that form the bulk of Chapter Five are centered on the Brown Deer Road commercial corridor (**Figure 1.1**).

### 1.3 History

Much of Milwaukee's Northwest Side is commonly referred to as Historic Granville because it was incorporated as the Town of Granville at the time of territorial legislative approval on January 13, 1840. By 1876, the town encompassed approximately thirty-six square miles.

Granville quickly became known as the most productive agricultural town in Milwaukee County. By 1956, Granville was fully annexed by the City of Milwaukee and the Village of Brown Deer. After the annexation, the City of Milwaukee promoted its new acquisition as "Milwaukee's suburb in the city." The availability of undeveloped land led to a rapid and expansive growth of this area, and resulted in land patterns that are more typical of suburban communities – large lots, limited sidewalks, and separate parking areas. In particular, the Northwest Side is characterized by moderate-density single-family housing and pockets of multi-family development isolated from commercial areas, single-use zoning, and uses that are dependent on the automobile. The scale of each aspect of



*Northridge Lakes housing development in 1974 (Credit: UWM Library)*

development in this area – including the roads, parking areas, and office and retail building footprints – is significantly larger than occurs in more traditional urban areas of the City.

The Northwest Land Bank was created during the late 1960's as an industrial park on the Northwest Side, due to the availability of large parcels. This land between Good Hope Road, Brown Deer Road, 76th Street, and 91st Street provides approximately 750 acres of industrial land and is home to many thriving industrial and manufacturing businesses serving as Milwaukee's largest cluster of industrial users.



*Northridge Mall in 1973*

*(Credit: Milwaukee Public Library Historic Photo Collection)*

From the time it opened in 1972 until its closing in 2003, Northridge Mall was the primary anchor of the Brown Deer Road corridor. The mall was a regional draw, bringing shoppers and other retail establishments into the area. After the mall closed, many of the neighboring retail stores who benefited from the proximity to the mall and its shopping traffic have also closed their doors, leaving large buildings and strip malls vacant. Without the mall, the corridor has struggled to compete with other regional shopping centers such as Bayshore Town Center as well as "power" centers in Mequon and Menomonee Falls. The western portion of the mall site was redeveloped in 2003 as Granville Station, but the main mall buildings remain vacant today.



Ownership has changed hands a number of times and the main mall structure is currently controlled by a developer located in China that is exploring the possibility of an import/merchandise center at the site. A local firm in the food manufacturing sector purchased the former Boston Store anchor building and attempted to purchase the remaining portion of the mall in 2013 in order to relocate its headquarters to the area. The past few years have seen the closures of a number of high profile tenants in the Brown Deer Road corridor including Target, Walmart, and Pick 'n Save. Signaling potential trends in the area, the former Walmart facility has found new life and been repurposed by the transmission rebuilding firm ETE Reman Inc. and is home to 250 employees. The former American TV facility further east on Brown Deer Road in the Village of Brown Deer saw a similar transition and is now home to the manufacturing and packaging firm PAK Technologies.

#### 1.4 Planning Process

The process to develop this plan was a collaborative effort between the City of Milwaukee, the Granville Business Improvement District (BID), and the former Granville-Brown Deer Chamber. The Village of Brown Deer also contributed to study the Brown Deer Road corridor within the Village's jurisdiction. The planning process included gathering input from a wide variety of sources, synthesizing that information, completing a market analysis specifically for the Brown Deer Road corridor, conducting the Granville Design Charette, and finally developing recommendations and development scenarios.

The process began with a kick-off meeting of the partners in order to begin to identify Granville's assets, areas of greatest concern, and goals for the future. A resident workshop was held on a Saturday morning to gather input from area residents and identify their



concerns and vision for the area. A survey was developed to allow residents who were unable to attend the meeting to provide input. Working closely with the Granville BID, one-on-one interviews were held with retail businesses, industrial businesses, brokers, developers, and property owners. Input was also gathered from groups that the Granville BID convened to meet regularly to discuss area concerns. These included a property management group, an industrial business group, and a commercial corridor retailer group. A series of focus groups were conducted in early 2017 in conjunction with the Design Charette.

Early on in the process, the Brown Deer Road corridor was identified as critical to the future direction of the larger area given the negative perception and level of disinvestment it has experienced since the closing of Northridge Mall. For that reason, consultants were hired to look more closely at this corridor through a detailed market analysis, land use analysis and the development of conceptual redevelopment scenarios for the corridor and the former mall.



*Public input meeting (Credit: Granville BID)*

## 1.5 Summary of Recent Plans and Studies

This planning process was informed by past planning efforts that serve as the springboard for this Action Plan to build upon. This includes the City of Milwaukee's Northwest Side Area Plan that was adopted in 2008, as well as the annual operating plan of the Granville Business Improvement District and the City's economic growth agenda, Growing Prosperity.

### Northwest Side Area Plan (2008)

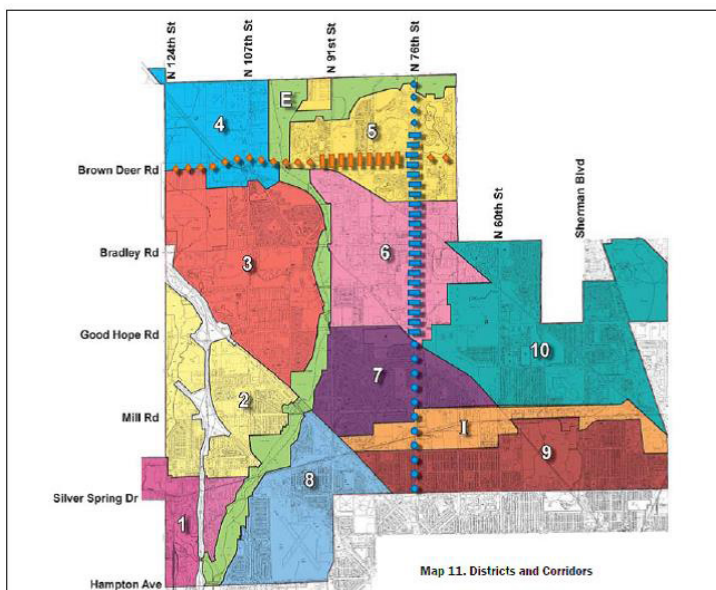
Adopted in 2008 after a comprehensive community planning process, the Northwest Side Area Plan serves as one of thirteen Area Plans that, along with the Citywide Policy Plan, make up the City of Milwaukee's Comprehensive Plan. The Northwest Side Area Plan was prepared under the authority of Wisconsin's Comprehensive Planning Law, Wis. Stats. §66.1001, more commonly referred to as the State's "Smart Growth" legislation. This legislation provides a framework for developing comprehensive plans, procedures for adopting such plans, and requires that any program or action of a community that



Northwest Side Area Plan

affects land use must be consistent with the community's comprehensive plan. Upon adoption by the Common Council, this Granville Land Use Study and Strategic Action Plan will become an amendment to the Northwest Side Area Plan.

Figure 1.3 Northwest Side Plan Map



The Granville Action Plan and Land Use Study builds on the recommendations of Northwest Side Plan. The Northwest Side Plan remains in force for Granville and the larger Northwest Side Plan Area. However, where the Granville Action Plan identifies areas of the larger Area Plan that can be improved, updated, or refined, the Action Plan will make recommendations regarding those specific changes and this document will serve as an amendment to the Northwest Side Plan. The full text of the Northwest Side Plan is available on the website of the Department of City Development. There are a number of elements of the Northwest Side Area Plan that have significant bearing on the Granville Area:



*Vacant retail space (DCD/Planning)*



*Sketch of Woodlands Condominiums with landscaping improvements  
(Northwest Side Area Plan)*

**The Northwest Side Plan made a number of location specific recommendations that informed the Granville Plan. These included:**

- Allow for sections of 76th Street to be redeveloped with uses other than commercial where the market does not support current or future retail.
- Improve the street appeal of existing strip mall developments by encouraging the construction of infill buildings along the street edge in the Granville Action Plan area.
- Work with the Granville – Brown Deer Chamber of Commerce to redevelop Granville Station and parts of Brown Deer Road.
- Ensure that commercial uses along Brown Deer Road and 76th Street are not too abundant and promote a saturated market that competes locally.
- Redesign and reconfigure parking lots on the Brown Deer Road corridor so that they include landscaping, pedestrian walkways, and primary entrances.
- Allow light industrial and business uses to be located in industrial parks within the Granville Action plan area.

**Additionally, as part of its overall vision for the area, the plan articulated the following urban design goals that are relevant to the Granville Action Plan:**

- Place buildings in such a way that they create meaningful formal and or informal open spaces and reinforce the street edge.
- Employ designs that prevent the automobile from further encroaching into pedestrian friendly areas and rights of way.
- Reinforce streetscapes that naturally slow traffic to enhance the safety and attractiveness of commercial corridors.
- Encourage the incorporation of open space features in new development and redevelopment projects.
- Incorporate retailers in commercial corridors that add to the commercial/retail mix by providing a greater range of goods, services, and pricing than already exists.
- Promote stronger connections between commercial buildings and the street edge by bringing buildings closer to the right of way. Buildings on a block should work together to define the edges of commercial corridors.
- Find a balance between preserving industrial land and allowing commercial development that complements the needs of nearby employees.



The redevelopment of the former Northridge Mall was identified as a catalytic project in the Northwest Side Plan. A number of potential redevelopment scenarios were included in the plan that are further refined and adjusted based on changing market conditions in this Granville Action Plan. Improving the intersection of 76th and Good Hope Road was another catalytic project identified in the Northwest Side Plan that falls within the Granville Action Plan boundary and is supported by the recommendations of this Action Plan.

### **Granville Business Improvement District Operating Plan (2017)**

The Granville Business Improvement District (BID) was formally established as BID #48 beginning in 2013.

A BID is an entity created by commercial property owners within a defined geographic boundary whereby property owners agree to pay an annual assessment in addition to their property taxes that can be used to fund BID-directed activities such as marketing, street beautification, cleaning, and other services. The assessments are collected by the City of Milwaukee each year as part of property tax collection and the annual BID operating plan and confirmation of new BID board members both require the approval of the Common Council.

There are more than 500 commercial, manufacturing, and retail properties within the Granville BID. The primary objectives of the BID are to:

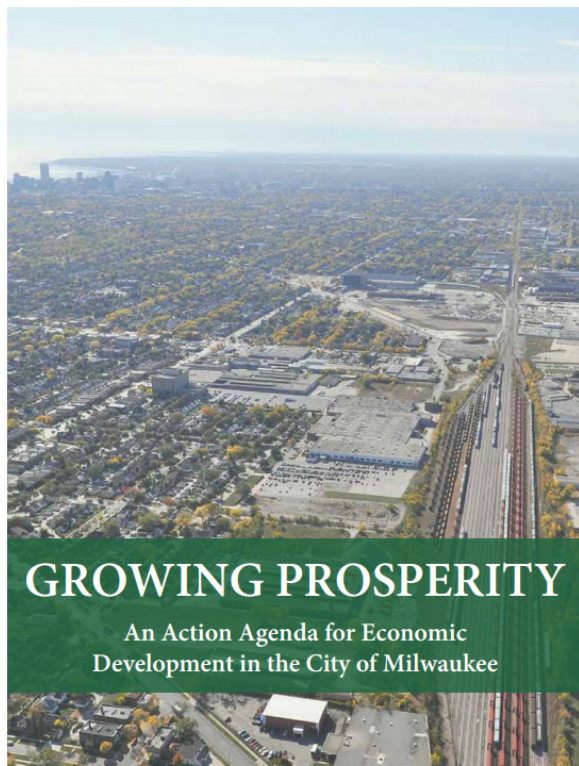
- Enhance the economic vitality of local businesses,
- Enhance property values,
- Maximize business facilities,
- Market and promote the friendliness and qualities of services,

- Enhance the community image through safety and beautification,
- Develop overall area growth,
- Facilitate economic development and business retention.

Each year, all BIDs are required to submit an operating plan to the City of Milwaukee that lays out the activities that the BID will engage in to support its mission and how it will allocate BID funds to these various activities. The 2017 Operating Plan for the Granville BID allocates its \$678,000 annual budget to provide funding for neighborhood cleanups, signage, boulevard enhancement, community outreach initiatives, workforce development and educational efforts to support business retention and expansion, and marketing and promoting the district. By working with the Granville BID as a planning partner throughout the process of preparing this Action Plan, the intent is that the recommendations of this plan align with the priorities of the BID and can be carried forward by both the BID and the city after adoption of the Plan.

**Figure 1.4 Granville BID Boundary Map**





*Growing Prosperity*

### **Growing Prosperity (2014)**

In the fall of 2014, the City of Milwaukee finalized its comprehensive plan for economic growth, “Growing Prosperity: An Action Agenda for Economic Development.” Growing Prosperity outlines a broad vision and principles, closely aligned with the goals of the Milwaukee 7 regional economic development plan, that combines a driver industry strategy with basic tried and true economic development practices to put the City of Milwaukee and its residents on a path to economic success.

Growing Prosperity explores four critical areas: location-based opportunities, human capital development, entrepreneurship and innovation, and quality of life and place; and identifies strategies to develop and capitalize upon these strengths.

One key element of Growing Prosperity that helped inform the Granville Action Plan was the goal of maintaining an inventory of 100 acres of “shovel ready” industrial lands for

development to ensure the city’s ability to meet the needs of firms within key industry clusters.

Other recommendations of Growing Prosperity that helped guide this Action Plan are to update the City’s analysis of industrial zoned land within Milwaukee to ensure that zoning regulations fit needs of key asset clusters, align the workforce development structure with growth opportunities in key asset industry and large employment clusters, and to establish a Local Business Action Team within City government that worked throughout 2015 to focus on improving service to business.

### **1.6 Precedent Review**

The conversions from vacant “big box” retail store to industrial uses that have resulted in PAK Technologies and ETE Reman Inc. locating on Brown Deer Road provide compelling case studies for the feasibility and benefit of these types of transitions.

Looking further afield is necessary for examples of large format shopping malls being repurposed for job creating industrial uses. According to the Urban Land Institute, “the (2008) recession has brought the 50-year expansion of suburban development patterns to a halt. It also is accelerating the trend to retrofit, reinhabit, and regreen the rising number of dead malls, dying office parks, and other declining office parks.” While the Granville area is located within the City of



*ETE Reman industrial reuse (Credit: DCD Planning)*





*Vacant Randall Park Mall (Credit: Gus Chan)*

Milwaukee, it was developed utilizing many of the same principles that can be found in those struggling suburban areas that are the focus of the Urban Land Institute's 2009 "Retrofitting Suburbia" compendium, and it is facing some of the same challenges of a declining retail base and a shuttered enclosed mall.

The challenge of a shuttered mall in particular is not unique to Granville. Green Street Advisors indicates that more than two dozen enclosed shopping malls around the country have closed in the last five years with another 60 on the brink (New York Times, January 3, 2015). They forecast that 10% of the nation's 1,000 enclosed malls will fail by 2022. Real Estate research firm CoStar estimates that there is currently 1 billion square feet of retail space nationwide that will either need to be closed, converted to other uses, or see major rent restructuring based on ongoing changes in the brick and mortar retail industry. Other cities have found multiple ways to creatively reuse former shopping centers, including some that bear similarities to the former Northridge Mall:

### **Randall Park Mall, North Randall, Ohio**

Randall Park Mall was a retail mall located southeast of Cleveland. Built in 1976, Randall Park was at the time one of the largest indoor malls in the world with two million square feet of retail space with five retail anchors. The mall was closed in 2009. In 2014, plans were made public to demolish the majority of the mall, retain some of the former anchor tenant buildings and repurpose most of the 100-acre site as a new industrial park with

warehousing and distribution uses. By end of 2014 demolition was underway. The mall site is remarkably similar to Northridge with the large mall structure surrounded in a similar shaped ringed-road surface parking lot with smaller outlot fast food and retail businesses fronting along a major commercial arterial.

### **Shannon Mall, Union City, Georgia**

Shannon Mall was a retail mall on a 90-acre site southwest of Atlanta. Built in 1980, the mall, and its four anchors, were closed in 2010. The mall site is a classic development pattern for malls of its time and mirrors the layout of Northridge: large enclosed mall building with bookend anchors surrounded by a large, oval shaped surface parking lot and ring road. In 2014 the mall was sold to the Rooker Group which had plans to demolish much of the mall structure and replace it with light industrial uses, specifically, 1.1 million square feet of warehouse and distribution space, primarily for e-commerce firms. The remaining development and use will be used to centrally house many Atlanta-area film and digital arts studios.



*Shannon Mall (Credit: Atlanta Business Chronicle)*



*Vision for Shannon Mall  
(Credit: Rooker Real Estate Development and Construction)*



*Windsor Park Mall Site (Credit: Express News)*



*Windsor Park Mall Site (Credit: San Antonio Business Journal)*



*Rackspace Headquarters, renovated from Windsor Park Mall  
(Credit: Jennifer Whitney for The New York Times)*

### **Windsor Park Mall, Windcrest, Texas**

Perhaps the most successful example of a mall being converted for office use, Windsor Park was once a thriving mall in Windcrest, a suburb of 5,400 residents outside of San Antonio. It was developed in 1976 and contained 1.2 million square feet of retail space. The early 1990's saw a rise in violent crimes at Windsor Park. Following the loss of numerous tenants and the national closure of the premier anchor tenant, Montgomery Ward in the early 2000's, Windsor Park Mall closed permanently in 2005.

Rackspace, a website hosting company, had been expanding in the early 2000's adding as many as 600 employees per year. Chairman and co-founder Graham Weston envisioned utilizing the closed mall when Rackspace outgrew their 200,000 square foot office space. Rackspace negotiated the purchase of the closed mall and agreed to make \$5 million in infrastructure improvements. As a part of the agreement, Rackspace received significant tax abatements and development grants from Windcrest and the State of Texas. Since 2007, the web hosting company has spent over \$100 million transforming half of the mall in to a functional workspace, with intentions to continue converting additional mall areas.

Importantly, the revitalization of the Windsor Park Mall has had impacts on the surrounding neighborhood as well. Restaurants and shops have encircled Rackspace taking advantage of the new market where employees' salaries exceed the local average by more than \$32,000. A total of 111 acres have been developed in reaction to the mall's revitalization and a YMCA has repurposed a former nearby Target store as a community serving use.







Machine operator at Busch Precision (Credit: Busch Precision)



# CHAPTER 2

## ANALYSIS OF EXISTING CONDITIONS

### 2.1 Land Use Profile

The Granville study area has a diverse mix of land uses. In addition to a variety of residential neighborhoods, limited retail uses are present mainly along Brown Deer Road and North 76th Street. A large portion of land within Granville is used for industrial and manufacturing businesses in the Northwest Land Bank. A greenway is present along the Little Menomonee River and connects to Kohl Park along the north edge of the study area. A breakdown of land uses within the study area compared to the city as a whole is shown in the chart below.

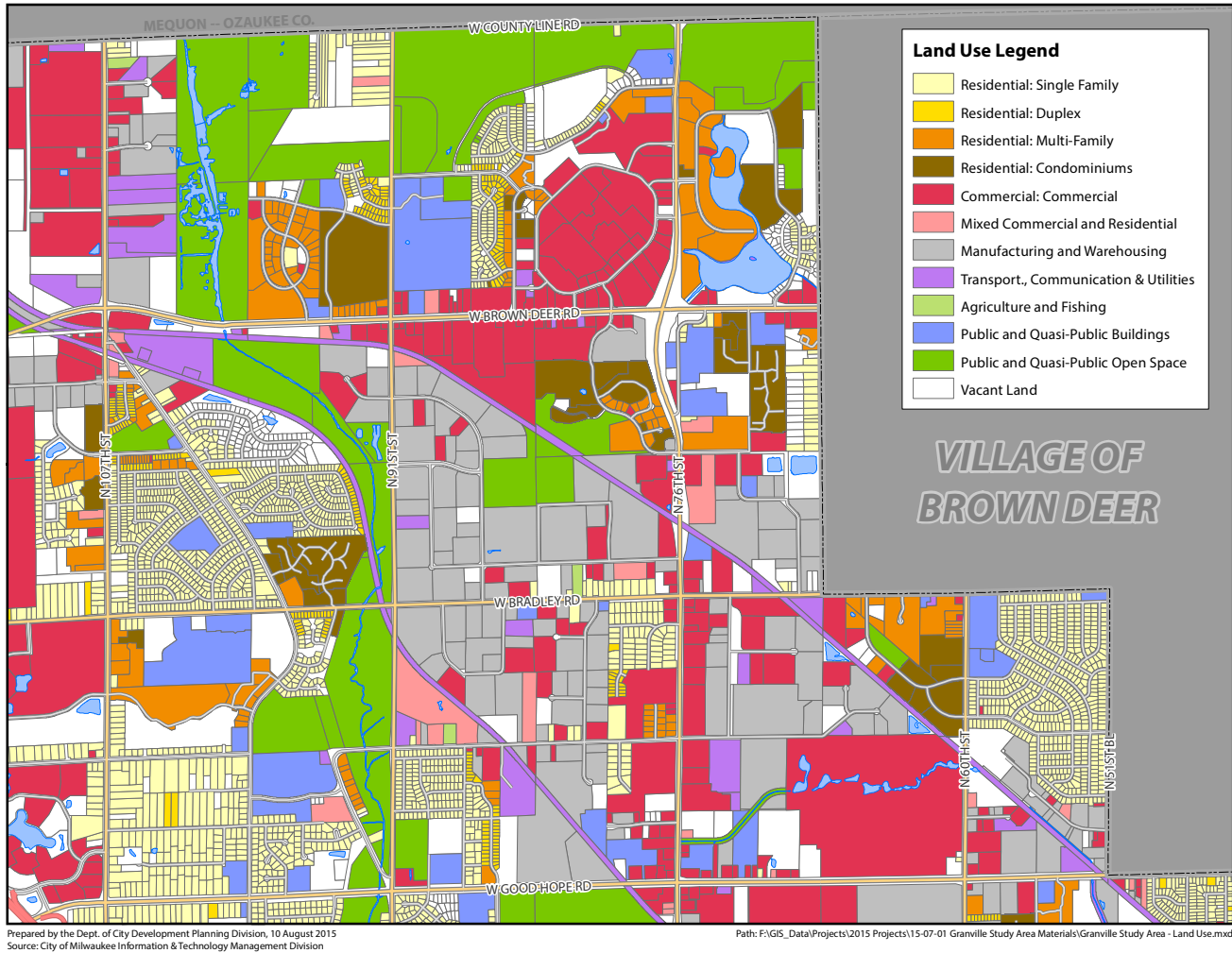


Granville residential street (DCD/Planning)

Figure 2.1 Land Uses in Granville and the City of Milwaukee

Category	Granville		City of Milwaukee	
	Land Area (in acres)	Percent	Land Area (in acres)	Percent
Single Family	23	0.5%	13,050	27.2%
Duplex	55	1.1%	4,085	8.5%
Condominium	954	19.6%	985	2.0%
Multi Family	300	6.2%	2,339	4.9%
Mixed Use	78	1.6%	655	1.4%
Commercial	804	16.5%	5,711	11.9%
Industrial	771	15.8%	3,214	6.7%
Transportation & Utilities	250	5.1%	5,068	10.5%
Agriculture & Fishing	20	0.4%	48	0.1%
Public & Quasi-Public Buildings	238	4.9%	4,044	8.4%
Public & Quasi-Public Open Space	677	13.9%	5,868	12.2%
Vacant Land	698	14.4%	2,984	6.2%
TOTAL	4866	100.0%	48,052	100.0%

**Figure 2.2 Granville Study Area Land Use Map**

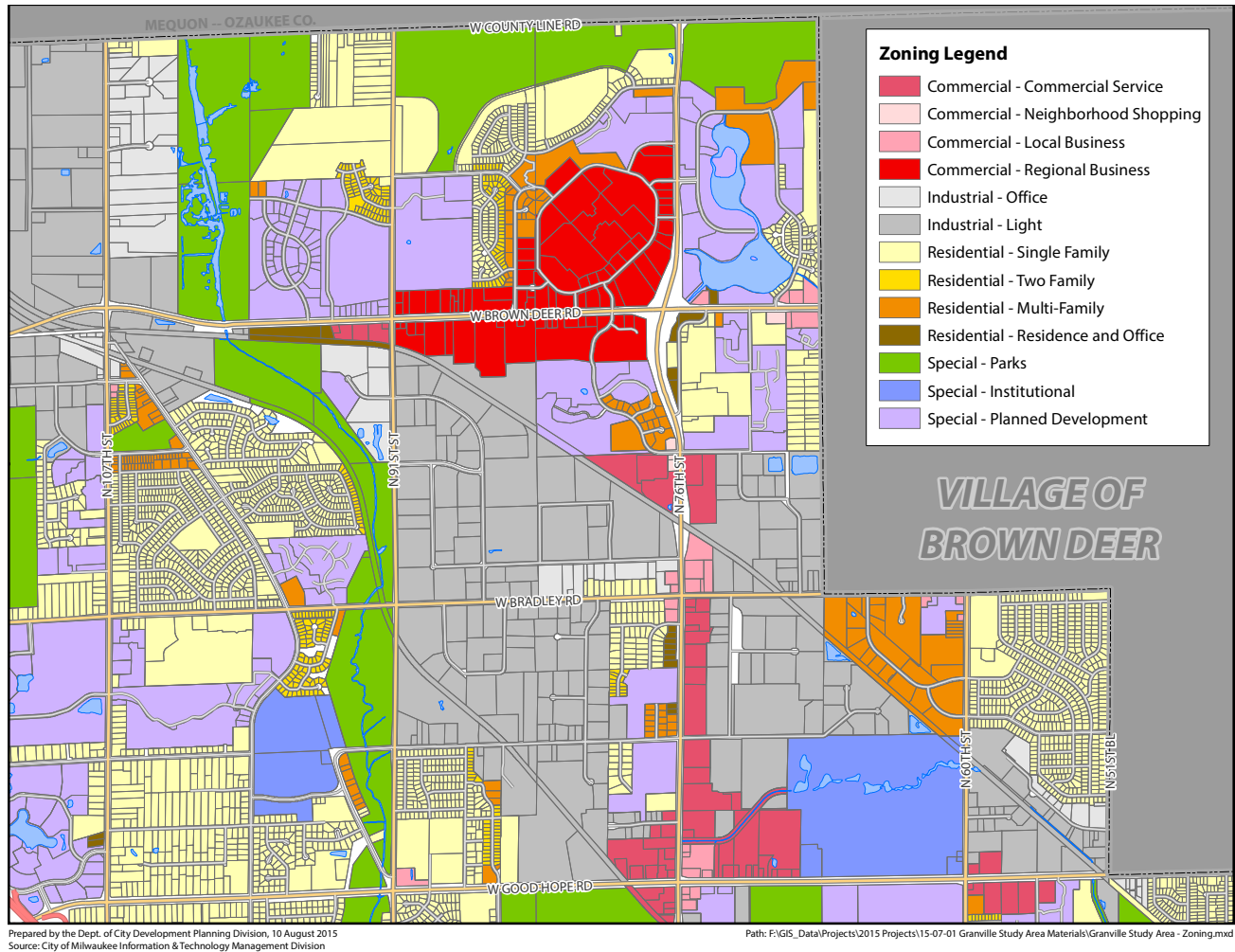


At eight square miles, the Granville study area comprises 8.2% of the city's total land area.

In looking at the Brown Deer Road corridor specifically, one trend related to land values in the area emerges that is especially relevant to this plan. For a number of the larger retail strip centers on the corridor, the current assessed values are in the \$75,000 - \$100,000 per acre range. This is significantly lower than retail centers in other parts of the City. In addition, the range is lower than the assessed value per acre of similarly sized industrial parcels directly to the south of the corridor that are generally assessed between \$250,000 and \$500,000 per acre. This difference is highlighted in the map on page 18 (**Figure 2.4**).

This comparison demonstrates that the land on the Brown Deer Road corridor is not performing anywhere near its full economic potential. This is discussed in further detail in the Market Study found in Chapter 3. Very often, high performing retail uses will generate higher taxable values than industrial sites, making municipalities reluctant to recommend changing uses from retail to industrial or other non-retail uses. However, given the already low values of many of the larger retail parcels in the area, the proposed conversion to new uses that is a core component of this plan will result in increased tax base as well as the job creation benefits that accompany the development of new industrial land.

**Figure 2.3 Granville Study Area Zoning Map**



Based on the current average assessed value of industrial properties in the area, the conversions proposed in this plan could add more than \$22 million to the tax base along Brown Deer Road. That is a conservative estimate given the age of many of those existing facilities.



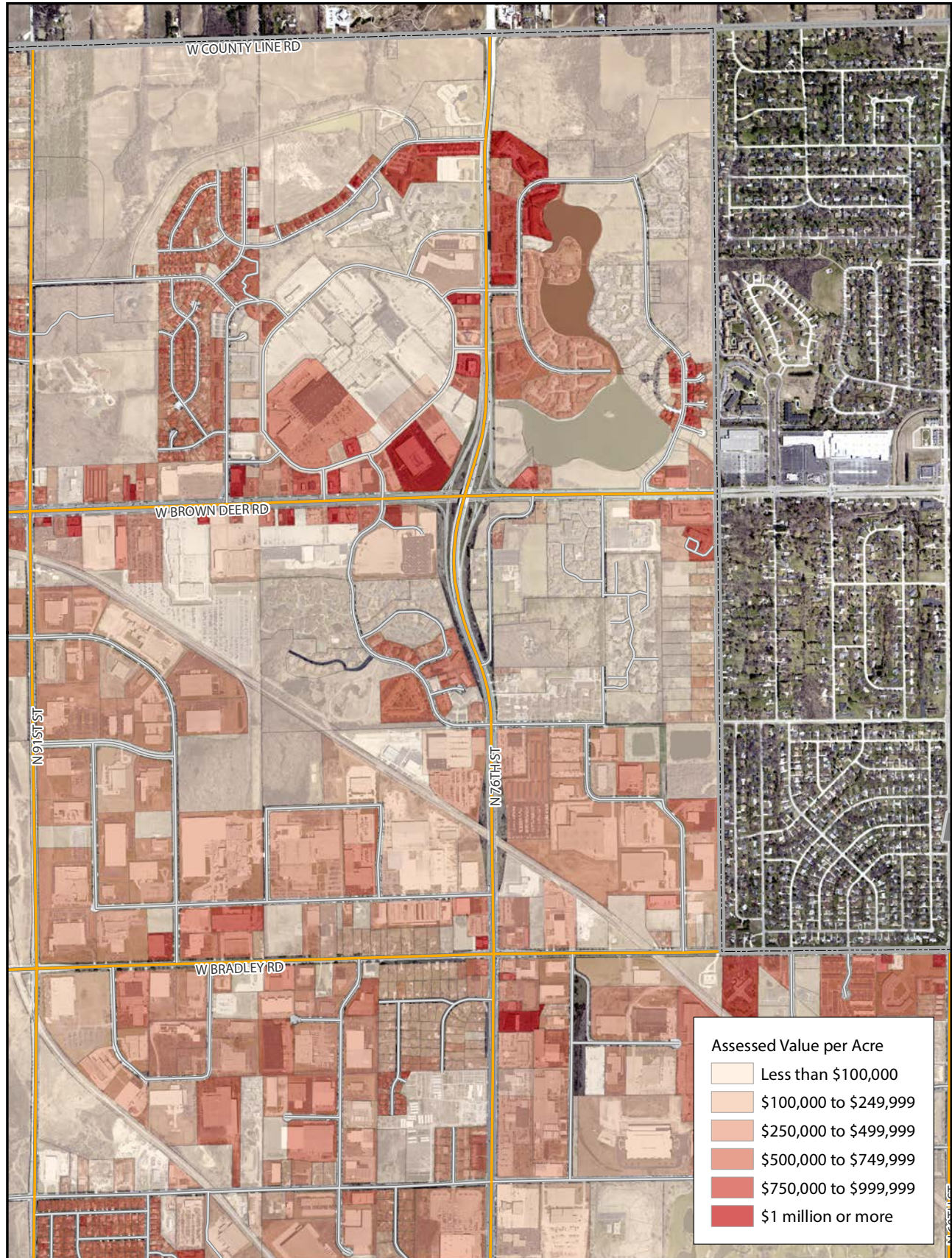
Miller Bakery (Credit: Granville BID)



Menards (DCD/Planning)



**Figure 2.4 Granville Study Area Value Per Acre Map**



Prepared by the Dept. of City Development Planning Division, 10 August 2015  
Source: City of Milwaukee Information & Technology Management Division

Path: F:\GIS\_Data\Projects\2015 Projects\15-07-01 Granville Study Area Materials\Granville Study Area - Value Per Acre.mxd



## 2.2 Demographic and Economic Overview

### Population Characteristics

According to 2009-2013 American Community Survey estimates, the population within the study area was 23,523, or about 3.9% of the total city population. From 2000 to 2010, the population grew by 4 percent; between 2010 and 2013, it grew by just under 1 percent. The Granville study area has a higher proportion of female residents than males: about 44.6% are male and 55.4% female. It also has a relatively older population than the city as whole: the median age in the study area is 36 whereas for the city it is 30.3. This may be attributable to a number of housing complexes in the area that are specifically targeted to older residents.

The Granville study area has a diverse racial and ethnic composition. Overall, the study area has a larger proportion of African American residents and a lower, but growing proportion of Hispanic or Latino residents than the city as a whole. The Latino population in the area has seen significant growth in recent years, increasing by 75.5% between 2000 and 2010. Stakeholder interviews suggest this trend is likely to continue, which will have impacts on workforce composition, school enrollment, and the need for multi-language services in the area in the years to come. Granville also has a growing Asian population, up 6.6% from 2000 to 2010, and 11.7% from 2010 to 2013. The racial and ethnic breakdowns of the Granville study area and the City of Milwaukee are shown in the chart below.

**Figure 2.5 Area Racial and Ethnic Breakdowns**

RACE / ETHNICITY	GRANVILLE STUDY AREA		CITY OF MILWAUKEE	
White, non-Hispanic	7,540	32.1%	220,599	40.0%
African American	13,067	55.5%	232,168	38.9%
Asian	878	3.7%	21,718	3.6%
Some other race	176	0.8%	3,692	0.6%
Two or more races	444	1.9%	15,275	2.6%
Hispanic or Latino	1,418	6.0%	103,007	17.3%

**Figure 2.6 Area Housing Occupancy Characteristics**

	Percent Owner-Occupied	Percent Renter-Occupied	Percent Occupied	Percent Vacant	Owner-Occupant Vacancy	Renter-Occupant Vacancy
Granville Study Area	41.8%	58.2%	87.0%	13.0%	2.0%	8.6%
City of Milwaukee	43.7%	56.3%	88.8%	11.2%	1.0%	4.0%

### Households & Housing Occupancy

There are 9,731 households within the Granville study area, with an average household size of 2.36, which is slightly smaller than city average (2.54). Of these, 5,501 or 56.5% are “family” households, while the remaining 43.5% are “non-family” – unmarried couples, individuals living alone, or non-traditional family structures, which are similar to the citywide averages. Households with children comprise nearly 31% of households in the study area and of these, more than half are single mothers; the city value is nearly 10% lower. As noted in the previous section, the study area has a significant number of older residents: 31.7% of households in the Granville study area are made up of persons 65 and over living alone, compared to only 19.4% citywide.

The Granville study area has roughly 11,000 housing units, which makes up about 4.3% of the total number of housing units in the City of Milwaukee. Both the study area and city have similar levels of owner-occupancy and renter-occupancy rates, although the city has a slightly higher level of homeowner occupancy. However, the study area has notably higher levels of housing unit vacancy: rates are 1% higher for single-family homes and 4.6% higher for rental units in the study area than the city as a whole. A chart depicting housing occupancy characteristics for the Granville study area and city as a whole are shown in Figure 2.6 above. It is worth noting that the figures above are for all housing units in total, not properties (i.e., an owner occupied triplex property would count as 33% owner occupied, not 100%).



## Workforce & Income

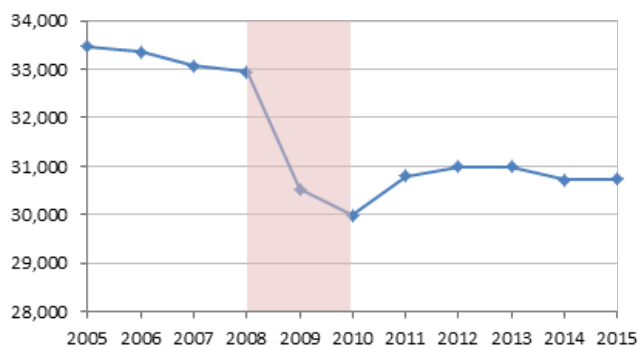
The Granville study area has a lower workforce participation rate than the city as a whole, but also a slightly lower unemployment rate of 12.7% compared to 13.8% citywide. This workforce participation rate is partially explained by Granville's higher than average number of retirees who are no longer considered to be in the workforce. The chart at right shows workforce participation figures for the study area and city as a whole. Among those residents of prime working age (between 25 and 54 years of age), a smaller percentage of those in the Granville study area – 80.6% – are employed, compared to 81.3% citywide.

When broken down by race/ethnicity, minority populations in the study area exhibit higher rates of unemployment than white workers in the labor force. The unemployment rate among African Americans is 17.6%, compared to 8.7% for the white population.

Among those in the labor force, nearly 7.5% within the Granville study area do not have access to a vehicle which, while lower than the city average of 8.2%, still means that nearly 1,000 workers living in the study area must rely on other forms of transportation to get to work.

American Community Survey estimates for

**Figure 2.8 Total Primary Jobs in Granville Study Area, 2005-2015**



**Figure 2.7 Area Employment Characteristics**

	GRANVILLE STUDY AREA	CITY OF MILWAUKEE
Residents 16 and older	17,989	297,293
In Labor Force	60.4%	65.6%
Employed	52.7%	56.5%
Unemployment Rate	12.7%	13.8%
African American Unemployment Rate	17.6%	21.5%

income at the Census tract level have a wide margin of error, but general trends can be discerned: median household income in the Granville study area is \$38,718 (+/- \$15,749) which, even accounting for the margin of error, likely trends slightly above the citywide value of \$35,467. However, this income distribution is uneven throughout the study area, which includes both pockets of single-family detached homes occupied by middle and upper-middle income families, as well as concentrations of rental housing that are home to the bulk of the area's low-income population.

Employment in the Granville study area has changed dramatically over the past decade. In 2005, nearly 33,500 jobs existed within the study area. By 2015, this number had dropped to 30,737. Although this represented an improvement from the 2008 recession, it still accounted for a decrease of nearly 9%. For comparison, in the city as a whole, employment increased 4% over the same period. Figure 2.8 at left shows the change in primary jobs in the Granville study area between 2005 and 2015.

Granville residents employed in manufacturing jobs earn significantly more than their neighbors working in the retail sector. According to the US Census Bureau's On the Map data, the average wage for Granville residents working in manufacturing jobs is \$36,250. By comparison, the average wage for

Granville residents working in retail jobs is \$21,300. This same holds true when looking at jobs located in the Granville area where 62% of employees working in manufacturing jobs earn more than \$40,000 per year. For employees working in retail in Granville, that is true for only 22% of workers, while 35% earn less than \$15,000 per year.



*Hellman Tyton (Credit: Granville BID)*

## 2.3 Manufacturing and Industrial Cluster Profile

While there was an overall decline in area manufacturing jobs during the recession, Milwaukee in general and the Granville area specifically have a strong history of manufacturing. In fact, southeastern Wisconsin still ranks as one of the leading regions in the U.S. for manufacturing, with the second highest percentage of its workforce employed in manufacturing jobs. The region has more affordable industrial real estate than competing regions, and it posts strong concentrations in advanced manufacturing, power, energy and controls, food and beverage production, and water technology. Manufacturing is vitally important to Milwaukee because it provides family-supporting incomes, has high employment multipliers – i.e., each manufacturing job helps to support two to three additional jobs in the economy – and generally has lower

educational requirements for entry.

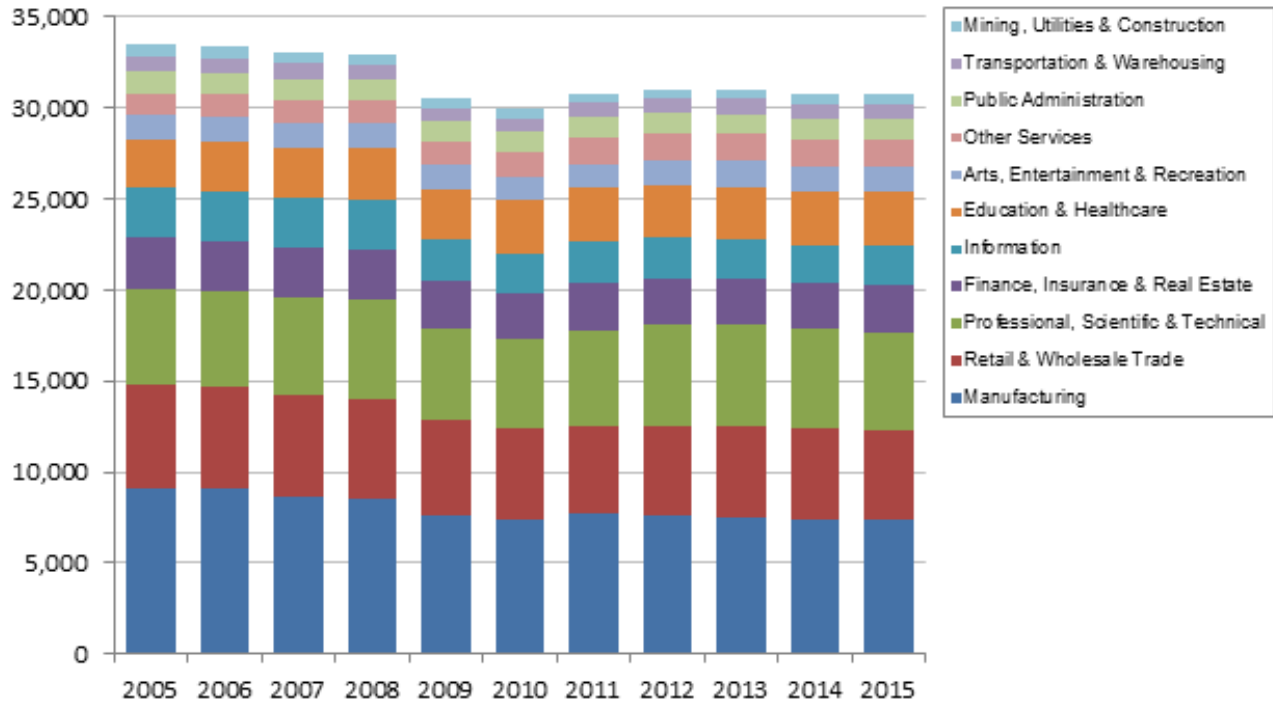
The Granville study area is well positioned to continue to capitalize on Milwaukee's competitive advantage in manufacturing. According to the Quarterly Census of Employment and Wages, there are 10 manufacturing sectors that demonstrate a strong concentration in the Granville study area. Each of them has a location quotient of greater than 1. A location quotient (LQ) is a measure of the relative concentration of an industry sector in a region relative to the U.S. as a whole. LQs greater than 1 indicate that a particular industry sector is more concentrated in that region than the U.S. average. The chart below shows the 10 manufacturing sectors that have an LQ of greater than 1 in the Granville study area.

Although manufacturing has seen net job loss over recent years, it still makes up a significant portion of overall employment in the Granville study area. In 2015, manufacturing provided more than 7,000 jobs in the Granville area; this represents roughly one quarter of all manufacturing jobs city-wide. Moreover, a number of the industry sectors identified in the chart above are growing or are poised to grow in the coming years. For example, chemical manufacturing grew by 1% in the Granville study area between 2014 and 2015;

**Figure 2.9 Manufacturing Industries in Granville**

Description	Location Quotient	2015 Jobs
Electrical equipment, appliance, and component manufacturing	14.39	1,056
Textile product mills	10.84	249
Paper manufacturing	6.28	450
Fabricated metal product manufacturing	5.75	1,692
Computer and electronic product manufacturing	3.66	763
Machinery manufacturing	3.52	804
Plastics and rubber products manufacturing	3.4	453
Primary metal manufacturing	2.62	211
Chemical manufacturing	1.83	298
Miscellaneous manufacturing	1.53	189

Figure 2.10 Number of Jobs by Industry, 2005-2015



plastics and rubber manufacturing grew by 7% over the same period. Electrical equipment – part of the power, energy and controls cluster identified by the Milwaukee 7 as a key driver industry – has both a strong concentration in the Granville study area and projected annual growth rates between 2.2% and 3.3% between 2010 and 2020. The Northwest Side and Granville study area have both suffered losses in retail and commercial jobs over the past 15 years. As shopping habits continue to evolve, strategies must be identified to reposition the Northwest Side for job growth, including finding ways to better accommodate new industrial and manufacturing redevelopment.

The Granville study area contains a number of sites that were identified in Growing Prosperity, the City's economic development strategy, as prime locations for redevelopment, including the former Northridge Shopping Center (100 acres), the Towne Granville Corporate Park (12.1 acres) and the former Johnson's Mini Golf sites (9.6 acres). Given the need to reevaluate the current mix of land uses and reposition the Northwest Side as an employment center,

these may be appropriate sites to target for industrial redevelopment.

### Place of Employment vs. Place of Residence

It is important to note that the vast majority of jobs in the Granville Area are not held by Granville residents, and the vast majority of Granville workers hold jobs outside the area. The employment characteristics for Granville residents differ significantly from those who come to the area to work.

Census Bureau data show that in 2013, 92.8% of area residents left the area for work in jobs dispersed throughout the metro area. The most common field of employment for residents of the area is Health Care and Social Assistance, employing 18.7% of residents. An additional 18.7% work in Retail, Accommodation, or Food Services. 12.1% are employed in manufacturing jobs. Only 29.7% of area residents worked in jobs paying more than \$40,000 per year.

A profile of individuals who work in the area paints a vastly different picture. Of the workers

employed in the area, 96.5% commuted in from outside the area. Roughly 14% commute from neighboring zip codes on the Northwest Side or Menomonee Falls, with the remainder commuting from elsewhere in the metro area. Manufacturing jobs employ the most people in the area, providing jobs for 30.6% of workers in the area. Information, Real Estate, Finance and Insurance employ 18.1% of individuals who work in the area. 8.5% of area jobs are in retail. 45.5% of employees working in the area make more than \$40,000 per year.

The differences in educational attainment between those who live in the area and those who hold jobs there are not as marked as may be expected given the above. For workers age 30 or older where the Census Bureau has educational attainment data, 56.3% of area residents have gone on to post-high school education (including completing college courses, an Associate's degree or a Bachelor's or advanced degree). For those who work in the area, 58.5% have some level of post-high school education. Overall the area is an "importer" of labor as there are roughly twice as many jobs in the area as area residents in the

workforce. These figures suggest that additional job-specific workforce development and training efforts as well as added employer outreach will assist in connecting the local workforce to jobs in the area. This is a stated goal of the BID and many of the employers in the area and has the potential to benefit both local residents and businesses. Strategies to achieve this critical goal are discussed in the recommendations section of this plan.



*Helwig Carbon Products, Inc. Facility (Credit: Granville BID)*

**Figure 2.11 Employment Characteristics<sup>2</sup>**



(Credit: CDS)

<sup>2</sup> Data on place of employment is available at a different geographical level than some of the data cited elsewhere in this chapter for the Granville Study Area. Data in this subsection comes from the U.S. Census Bureau's On the Map Longitudinal-Employer Household Dynamics Program and includes census tracts 1.01, 1.02, 2.01, 2.02, and 7. Job counts are 2013 estimates.





*Business Owners Planning Meeting (Credit: Granville BID)*

## 2.4 Summary of Community Participation and Input

A range of meetings were held to gather public input on both existing conditions in the area and stakeholder's future goals. Below is a summary and highlights of input gathered.

**1) Kick off Meeting** - A kick off meeting was held with city/village staff, BID and Chamber members to begin the discussion about the areas assets and liabilities. The overall plan process and analysis to date was presented. Below is a summary of common themes heard during the resulting discussion.

### Residential:

- There are several different residential areas in the larger plan boundary. Some are very distressed, others are high quality but have lost property value due to proximity to the distressed areas. Many seniors live in the area.
- There are two residential towers which are particularly bad. High crime, with poor management and disruptive tenants. This is a major issue to address.
- The residential areas are all isolated from one another. Better connecting them is a goal, whether by adding back to the street

grid, adding sidewalks, or trails.

### Institutional:

- Institutional users, such as post-secondary educational and health care facilities, could be major contributors to the rejuvenation of the area. The educational facilities could help to correct the jobs-skills mismatch by providing workforce development training. This could include MATC or other institutions. Industrial training tailored towards the needs of Granville area businesses is critical.

### Retail v. Industrial:

- There is currently an over-supply of retail space. The quality of retail has declined over time. Condensing retail into vibrant retail clusters should be pursued.
- Some of the current retail space should be converted to industrial space. Not as an "easy out," but as a way to create good jobs and increase traffic and investment in currently vacant land.
- There is a major lack of sit-down restaurants and entertainment options in the area.

### Perception Issues:

- The area must combat the negative perception people have of the corridor: vacancies, not safe, etc. To fight this perception, start with highly visible projects and bring people back into community spaces.

### "Singles" v "Home Runs":

- While there are many diverse needs to address, it is important to begin with small, achievable goals to show progress and build momentum. Aim for "singles" on many different fronts, rather than trying to hit one "home run." This will show momentum in the area and help change perception.



**2) Resident Community Meeting** - A Saturday morning meeting and a subsequent focus group with area residents was also conducted to gather additional community input. An overview of the planning process was provided and a short visual preference survey was used to generate discussion about the area with emphasis on the commercial corridors. In addition, a brief written survey was distributed that neighborhood watch groups were asked to disseminate to neighbors. Below is a summary of input received from area residents.

- Kohl Park is an asset to the community, but no one knows it's there.
- Aesthetics on the commercial corridors are unpleasant. Residents pointed to suburban communities where retail areas have more landscape, lower signage, and quality building design and materials. The feeling was that there should be a higher level of quality among new development.



*Police-Youth Cleanup Partnership (Credit: Granville BID)*



*Resident Planning Meeting (Credit: Granville BID)*

- The “hodge-podge” development along the corridors is a negative.
- Attracting new businesses to the area to increase desirable shopping options is a priority.
- Crime is an issue, but the perception of the area is far worse than reality. Would like to see the perception of the area change. Most residents indicated feeling safe in the neighborhood to live and shop.
- There is a lack of activities for the youth in the area.
- Walking in the area should be a more pleasant experience.
- Cleaning up the trash is important along the corridors.
- St. Katherine’s Parish is an historic building with long roots in Granville and an active parish. It could be used as a focal point.

**3) Interviews and focus groups with retail businesses along Brown Deer Road and 76th Street** - Several meetings and focus groups with retailers along the commercial corridor were conducted. Many expressed similar feelings about the assets of the area as well as concerns with the corridors. Below is a summary of comments from business owners on the area’s commercial corridors.

- The traffic counts along the corridors are a positive; however most traffic is moving through the area and not stopping.
- Traffic speeds are a concern.
- There are still a few strong destination retailers such as Minors Garden Center on 76th Street that bring people from all over the metro area. This should be capitalized on to promote the area.
- Crime was seen as more of a concern on Brown Deer Road than on 76th Street. Crimes such as shoplifting, vehicle theft or vandalism were cited as specific concerns.

- Panhandling is also an issue along Brown Deer Road.
- Making the area more aesthetically pleasing should be a goal.
- The existing business mix is good, but could use more options to get to a critical mass.
- Auto dealers are healthy along 76th Street. It is good to see these properties occupied again.
- Industrial uses could be compatible on both corridors as long as truck traffic doesn't interfere with customers.
- Some businesses try to hire from the neighborhood, but the quality of applications are not great. Those employees who do get hired from the neighborhood often end up being great employees.
- Public transit could be improved. Bus shelters are few and far between - there should be shelters or at least benches at each stop.

**4) Interviews and focus groups with industrial businesses** - In addition to interviews with retail and commercial business owners, input was also sought from industrial businesses operating within Granville. Below is a summary of their comments.

- Located here because of labor source, but now local labor force needs better training. Applicants for jobs cannot pass basic skills tests.
- There is no place to take clients for lunch, dinner, entertainment. The area is a restaurant desert.
- The appearance of the major arterials when a client comes to visit is not inviting or welcoming.
- Businesses want the area to be a community; a neighborhood. Now it is all isolated land uses.
- With the negative perception of area, it is sometimes difficult to get good employees to want to work here.



*Super Steel workforce (Credit: Granville BID)*



*Workforce development celebration (Credit: Granville BID)*



*BID Security Grant award ceremony (Credit: Granville BID)*



*Youth workforce development event (Credit: Granville BID)*



- The limited bus service is a problem for second/third shifts. Even using public transportation for first shift is difficult because of limited lines, transfers, and schedule.
- There is bad lighting in industrial parks.
- There should be a coordinated approach to employee wellness within the area. This could include options for walking or biking in the business parks and options to connect to greenspace.

**5) Broker/Developer interviews and focus groups** - Given the unique perspective they can provide, several meetings were also conducted with brokers and developers to primarily discuss the Brown Deer Road corridor and the viability of various future land uses. Below is a summary of comments.

- The area will never support the level of retail it once did. There are too many other choices for customers.
- Strip malls that are oriented perpendicular to the street are the most difficult to find tenants for because of low visibility.
- For retail to be successful, it should be seen from the street.
- Industrial uses could be successful along the corridors.
- High crime residential areas are an obstacle to redevelopment - perception or reality doesn't matter
- For retail, targeting local chains may be a better option than national retailers
- Other communities have given forgivable loans to businesses locating in certain districts. This should be considered for Brown Deer Road.
- There is an extremely high cost for private security on existing properties which adds to the cost of doing business in the area.
- Traffic counts are still high, but they have decreased over time.

- A good strategy for redeveloping for light industrial uses is to assemble large tracts of land. The land assembly is often the biggest hurdle.
- Redevelopment of the area should be looked at as a long term investment and be tied to job creation.



*High vacancy retail on Brown Deer Road (DCD/Planning)*



*Former Granville Target location (DCD/Planning)*



*Worker at ETE Reman (Credit: Granville BID)*



# CHAPTER 3

## MARKET STUDY

From the onset of the planning process, questions about the health and future of the Brown Deer Road corridor and the former Northridge Mall site were often cited as the most critical issues facing the planning area. Stakeholders continuously expressed the belief that no other land use issue had as much potential to impact the larger area as what occurred along Brown Deer Road. The departure of high profile anchor tenants led many to question the ongoing role retail would play in the corridor: where it should be located, what types and amounts of retail stores were most likely to succeed in the area, and what other uses should be targeted at those locations where retail may no longer be the highest and best use? As a result, the City of Milwaukee, the Village of Brown Deer, and the Granville BID partnered to commission a market study of the area. S.B. Friedman Development Advisors prepared this market study to evaluate the market in the corridor for retail, industrial, and other uses and identified strategies that could be deployed by the City and the BID to attract new users and cultivate a land use mix that will help position the corridor for ongoing success.

Given the importance of this issue to creating the overall plan for the corridor, the entirety of the S.B. Friedman market study is reproduced in this chapter. All of the text, charts, and graphs that follow in this chapter were produced by S.B. Friedman Development Advisors.

### 3.1 Introduction

SB Friedman Development Advisors (“SB Friedman”) was retained by the Redevelopment Authority of the City of Milwaukee (“RACM”) to conduct a market analysis for the Granville Strategic Action Plan and Land Use Study. As shown in Figure 3.1 on page 30,



the Brown Deer Road corridor study area (“corridor”) extends from the train tracks near 107th Street within the City of Milwaukee on the west to 60th Street in the Village of Brown Deer on the east. The corridor, which is located within both the City of Milwaukee and the Village of Brown Deer, is predominantly a retail corridor, but it also includes office, service and industrial uses.

The former Northridge Mall (the “Mall”), closed since 2003, is located within the corridor at the corner of Brown Deer Road and 76th Street. The Mall was developed in the early 1970s as an enclosed regional shopping center totaling approximately 1.1 million square feet. Although it initially thrived, the Mall experienced a process of decline during the early 1990s due to such factors as perceived crime in the area and department store industry trends. In 2004 and 2005, the Mall’s owner developed a new retail center on a portion of the Mall site with assistance



*Granville Woods Business Park (DCD/Planning)*

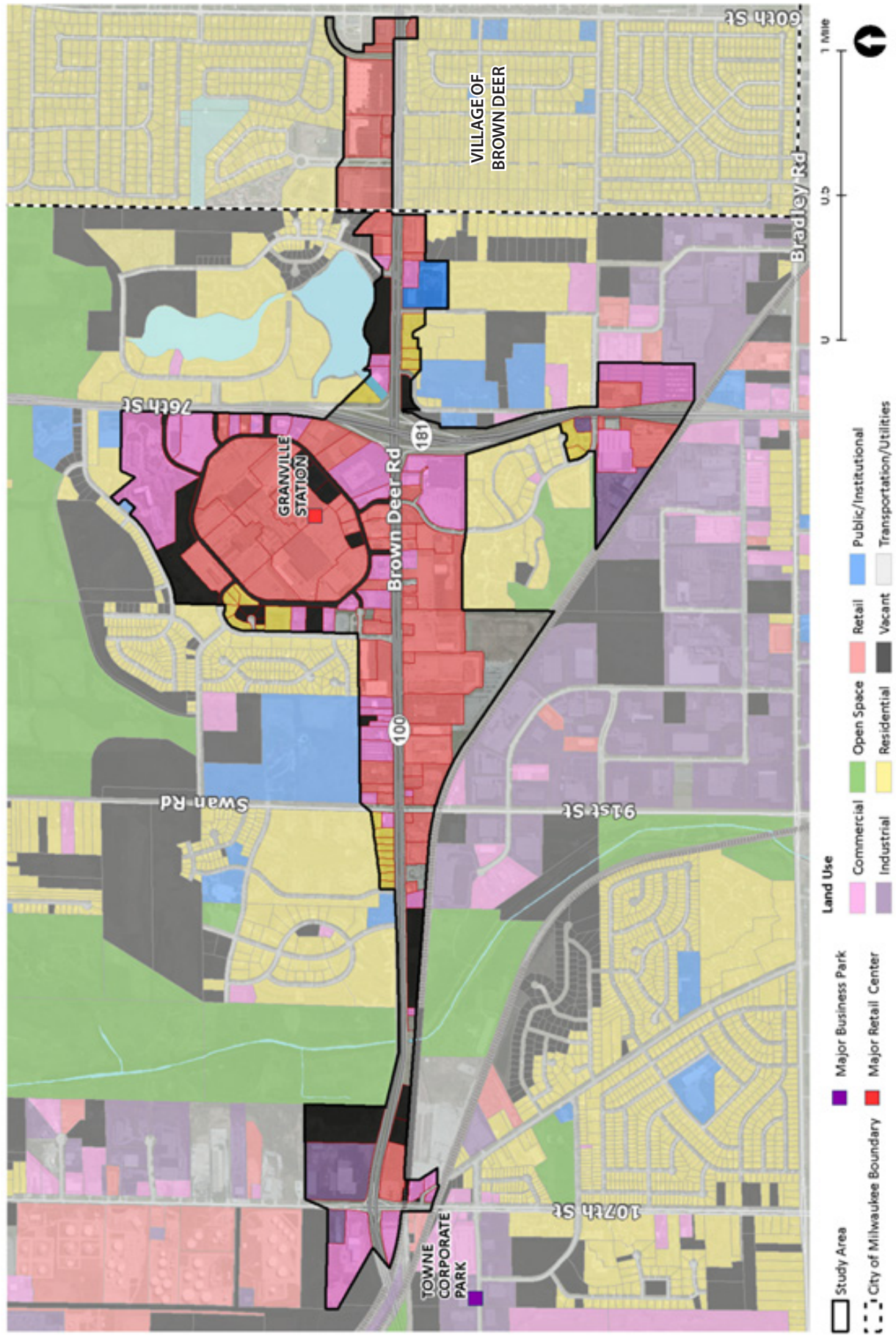
from the City of Milwaukee (the "City"). This shopping center, called Granville Station, includes a Menards and a former Pick 'N Save grocery. In 2008, the City supported a plan to expand Granville Station by redeveloping additional portions of the Mall site; however, this second phase of development was not implemented, and over 1.0 million square feet of the site remains vacant.

Since the Mall's closure, other retail centers in the corridor are also experiencing high vacancy rates and closure and/or relocation of many national retailers. Strategic repositioning of the Mall site and other corridor retail may be needed to align development with current market conditions and reduce the blighting effects that an empty mall can have on a commercial district.

SB Friedman conducted a high-level market study focused on retail and industrial uses to identify potential strategies to reposition the Brown Deer Road corridor. A preliminary assessment of residential, office and other uses, including institutional, healthcare and entertainment was also conducted to assess whether these uses could be part of an overall redevelopment strategy. This summary report is intended to provide guidance to the City of Milwaukee and the Village of Brown Deer regarding the level and type of development that might be supported by the market.



Figure 3.1: Corridor Area Overview Map



Sources: Esri, Milwaukee County Automated Mapping and Land Information System, SB Friedman Development Advisors, 2014



## 3.2 Retail Market Findings

### CHANGING RETAIL MARKET POSITION

The Brown Deer corridor currently has over 2.6 million square feet of total retail space, including the vacant Northridge Mall Complex and three big box anchors: Menards and the former Pick 'N Save at Granville Station and the former Target. The corridor is also home to a new Walmart Supercenter that occupies the former Lowe's store on the eastern edge of the study area, in the Village of Brown Deer (the Walmart that was located at the southwest corner of 76th Street and Brown Deer Road closed in 2012 due to restrictive covenants that prevented it from expanding into a Supercenter at that location). In addition, the corridor also contains three shopping centers with smaller in-line stores and outlots, and several freestanding retail facilities along Brown Deer Road and the west side of 76th Street.

While the size and scale of the total retail space along the corridor resembles that of a major retail destination with a regional draw, high vacancies and recent loss of national retailers suggest that the corridor's market area has been eroded. Nearly 56 percent of the total retail square footage or approximately 1.6 million square feet along the corridor is currently vacant. Much of this vacancy is concentrated at the former Northridge Mall, which accounts for over 1.0 million square feet of vacant retail. However, even if the vacant mall building is excluded, the vacancy rate of the remaining 1.9 million square feet of retail is over 37 percent. *(Update: Recent vacancies that have occurred after the completion of the Market Study have pushed the overall retail vacancy rate on the corridor to more than 70%; or more than 50% if the Northridge Mall complex is excluded).*

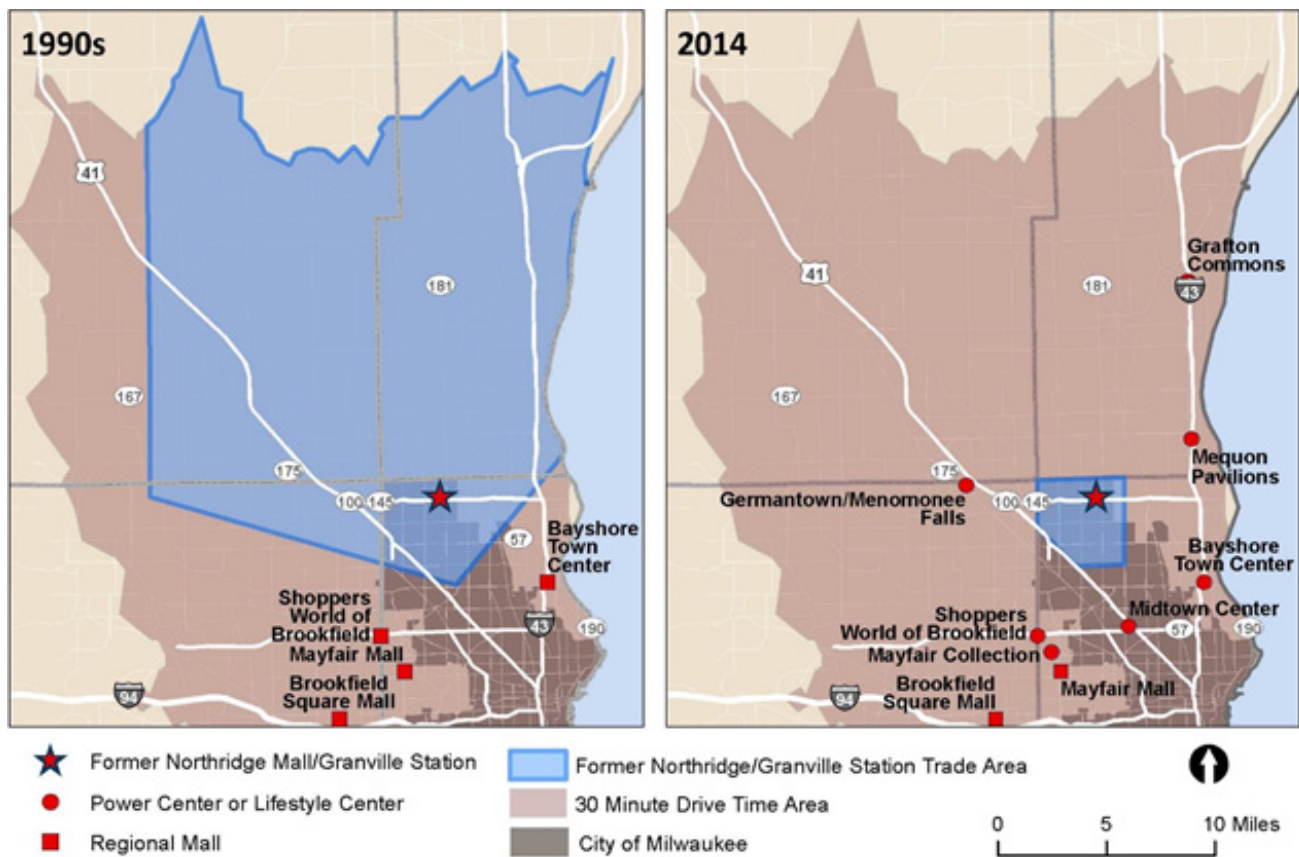
The high vacancy in the retail centers near the mall is a result of a number of big-box and junior-box retailers leaving the corridor in the recent nationwide economic recession. Best Buy closed its location on 76th Street in 2010, and the Lowe's at 6300 W. Brown Deer Road in Brown Deer closed in 2011 (as previously indicated, a Walmart Supercenter has since opened at this location). More recently, the Dunham's Sports store on North 76th Street closed, and the Wisconsin chain American TV and Appliance closed all of its stores, including one located on the Brown Deer Road corridor.

Our interviews, field observations, and analysis of the market suggest that there are a number of challenges that make it difficult for the Brown Deer Road corridor to fill all the existing vacancies with retail uses and regain the regional drawing power that it once enjoyed. While retail vacancy for some of the centers should reduce as the economy recovers, SB Friedman believes that the prime opportunities for the corridor may involve selective redevelopment or reuse of existing space with non-retail uses. The challenges and opportunities for the corridor are as follows.

### MARKET CHALLENGES

- **Increased Competition and Reduced Trade Area.** Changing patterns in retail development and consumer shopping have re-shaped the trade area of the corridor. In the 1990s, regional malls divided the Milwaukee region's consumer market area for regional-scale shopping. As a super-regional mall, Northridge Mall captured a relatively large portion of northern Milwaukee and the suburbs to the north and west. There were few competing regional retail developments located in the suburbs north and northwest of Milwaukee. In the current retail landscape, a number of recently-developed retail power centers and other large shopping centers have further divided this market area.

Figure 3.3 Brown Deer Road Corridor Trade Area



Sources: Esri, CoStar, SB Friedman Development Advisors

In **Figure 3.3**, the Mall/corridor trade area in the 1990s is defined by Thiessen polygons for all regional shopping malls that were in existence within the Milwaukee region, and a 30-minute drive time from Northridge Mall. Thiessen Polygons are polygons constructed from lines of equidistance between a set of points. In the Northridge Mall trade area the western, southern and eastern boundaries are drawn such that a potential consumer living along the border is equidistant from competing malls and a consumer living within the polygon is closest to Northridge Mall. The northern boundary of the trade area is constrained by a 30-minute drive time which is approximated to be a threshold drive time for the majority of consumers. The 2014 trade area is defined by Thiessen polygons for regional malls and power centers or lifestyle centers, and based on our interviews with retail brokers, is further constrained by major roads, including County Line Road and the Fond du Lac Freeway (Route 145).

In addition, interviews with brokers indicate that County Line Road and other roads form boundaries that suburban consumers often do not cross. **Figure 3.3** on the previous page shows the approximate trade area of the former Mall/corridor in the mid-1990s and the estimated current trade area of the retail within the corridor. The reduction in drawing power of the corridor is further evidenced by changes in the Average Daily Traffic (“ADT”), as measured and reported by the Wisconsin Department of Transportation. The number of cars travelling on Brown Deer Road and 76th Street has decreased by 24 percent to 29 percent in the past decade (**Figure 3.4**). A reduction in overall corridor traffic further limits the number of potential customers for retail along the corridor.

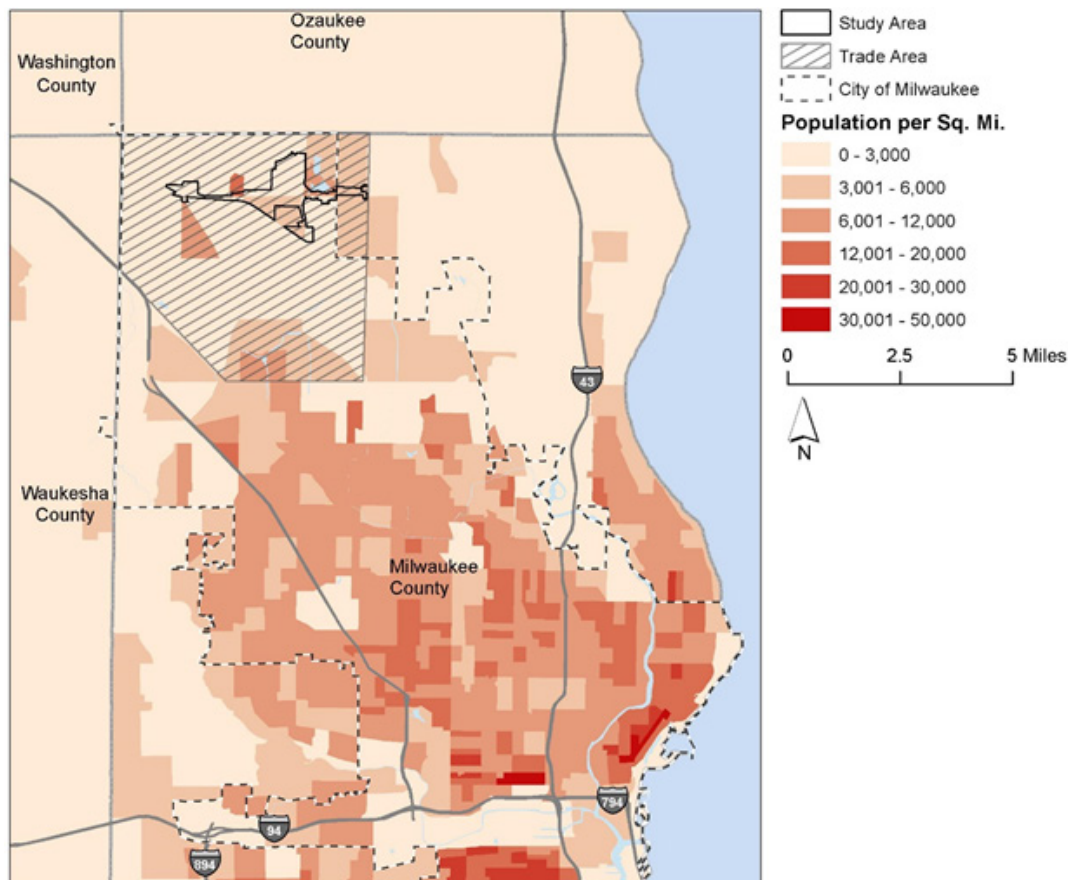
Figure 3.4 Average Daily Traffic ("ADT") around the Brown Deer Road Corridor

	Average Daily Traffic		Percent Change
	1997 - 2001	2010	
Brown Deer Road between Swan Road and 76 <sup>th</sup> Street	33,700 - 35,300	20,300 - 28,900	-29% (average)
76 <sup>th</sup> Street at Brown Deer Road	21,700	16,500	-24%

Sources: Wisconsin Department of Transportation, SB Friedman Development Advisors

• **Relatively Low Population Density.** The limited population of the corridor's new retail trade area compounds the impacts of growing regional retail competition. The area immediately surrounding the corridor has a relatively low population - there are a few residential subdivisions, but approximately 40 percent of the land within the market area is non-residential or vacant. **Figure 3.5** shows the population density within the corridor's estimated market area and in surrounding parts of Milwaukee and its suburbs. The corridor currently serves a geographic area that has among the lowest population densities within the City. The low population density around the corridor results in a relatively low retail spending potential within the current market area.

Figure 3.5 Population Density in Northwest Milwaukee



Source: Esri Business Analyst, SB Friedman Development Advisors



- **Low Visibility and Poor Access.** The vacant eastern portion of the former Mall and the outlot properties to the east of the Mall along 76th Street have limited visibility due to the 76th Street overpass over Brown Deer Road and grade changes between 76th Street and Northridge Mall Road. The vacant Mall properties and outlots, which include the former Best Buy and Toys R Us, a high-vacancy office building, and the shopping center with the former Dunham's Sports, are primarily accessed from Northridge Mall Road (the ring road that surrounds the Mall). There are a few points to the north where sites can be accessed from 76th Street or driveways that connect 76th Street to Northridge Mall Road, but properties closer to the corner of Brown Deer Road and 76th Street are inaccessible from these major roads.

- **Obsolescence of Older Retail Centers.** A number of retail centers along Brown Deer Road may face challenges to marketability due to obsolete site configuration, building size and low visibility. These factors may increase the difficulty of attracting both tenants and consumers. Shopping centers that are set back too far from the road may have limited visibility, and therefore are less able to attract customers. In addition, lots should be deep enough to accommodate retail buildings, appropriate parking and loading zones. Retail centers that are not up to current standards for ceiling heights, configuration and visibility may have difficulty attracting retail tenants.

- **Perception and Safety.** Perception problems and concerns about crime and safety along the corridor may also be barriers to retail success. Neighborhoods surrounding the corridor are perceived to have high crime. Local business owners, brokers, developers and other stakeholders have indicated that security concerns deter both shoppers and investors, and that building security costs can be high. In response to these concerns, the Granville Business Improvement District ("BID") has implemented programs to mitigate crime, including providing police bicycles for better patrolling of the local neighborhoods.

## MARKET OPPORTUNITIES

- **Strength of Existing Anchors.** Despite the loss of anchors in the area, the corridor still has a number of large retail anchors, including Menards, and the new Walmart in Brown Deer which likely bring traffic to the corridor and support other retail in the area.

- **Re-Tenancing Potential.** Despite high retail vacancy rates, some smaller vacant spaces may be filled over time as the economy strengthens. Retail and related uses that appear to have near-term potential within the area include fitness centers, auto parts and repair stores, independent or regional restaurants, and apparel stores.

- **Outlot Performance.** The outlot spaces along Brown Deer Road have performed relatively well. There are approximately 107,000 square feet in outlots along the corridor and only 11.8 percent of this space is vacant (or 2 out of 23 total outlot buildings). The outlots have good access and visibility and include restaurants such as Denny's, IHOP and Burger King, banks, auto dealerships, and wireless providers. There are a few opportunities for additional outlot development, including two undeveloped pad sites in the Village of Brown Deer in front of the former American TV and Appliance store. *(Update: Outlot development is currently occurring at these locations)*

• **Non-Retail Redevelopment.** The high incidence of vacant boxes combined with low retail rents that range from \$4.00 to \$12.00 per square foot, net of utilities, may provide an opportunity to attract less conventional users, including industrial uses, service uses such as indoor sports, education and public uses, and others attracted by relatively low rents. Where low access or low visibility may limit the appeal of existing developments for retail tenants, there may be opportunity to bring in non-retail uses to occupy space, bring traffic to the corridor, and anchor retail centers. Penzey's Spices has already indicated an interest in using a portion of the Mall building for office and distribution. Opportunities for non-retail redevelopment of existing retail space are explored further in the following sections.

## **RETAIL MARKET CONCLUSIONS**

The changing regional retail landscape appears to have undermined the competitive position of the corridor. Although Granville Station was redeveloped such that it, along with adjacent retail centers in the corridor, would regain some of the market presence of the former Northridge Mall, new competition has diminished the drawing power of the corridor. Established consumer shopping patterns may be difficult to change, and the perception of safety problems near the Mall may pose a further challenge to attracting consumers back to the corridor. The low-density population and poor layout and visibility of some of the retail pose a further challenge to attracting major national retailers back to the corridor. The outlots along Brown Deer Road as well as several shopping centers have healthy tenancy and appear to be functioning well, but increasing vacancy suggests that the viable footprint of retail in the corridor is shrinking.

There are some opportunities to fill vacancies with retail uses, including fitness centers, apparel stores and restaurants as the economy recovers. Ultimately, however, it is unlikely that all of the corridor's vacant retail spaces will be filled solely with retail. It will be important to identify opportunities to redevelop or adapt some of the existing retail development, particularly on sites with limited visibility, to non-retail uses such as industrial, flex, service and/or institutional uses.

## **3.3 Industrial Market Findings**

### **TRENDS IN MANUFACTURING**

Manufacturing throughout the U.S. has been enjoying a renaissance, due to trends of reshoring (the return of manufacturing activities previously relocated overseas), increasing productivity and low energy prices in the nation. According to the Bureau of Labor Statistics ("BLS"), the U.S. regained a net of 551,000 manufacturing jobs between 2010 and 2013. These trends are being experienced in the Milwaukee Metropolitan Region as well, where since 2010, manufacturing has added 9,475 jobs at a compounded annual growth rate of 2.6 percent. Manufacturing jobs are a key portion of the regional economic base accounting for about 14.0 percent of total regional employment. Both regional and City agencies recognize the importance of manufacturing to their economic future and are planning for growth and expansion of the manufacturing sector.

The Milwaukee 7 Framework for Regional Growth, which outlines economic opportunities in a seven-county region of southeast Wisconsin, focuses on enhancing a number of the region's existing industry clusters, including energy, water technology, and food and beverage manufacturing,

and on promoting opportunities to enhance high-tech industry performance, innovation and entrepreneurship within the region. Recent successful recruitment efforts include Campbell's Soup, United Natural Foods, and Ingeteam, Inc., a manufacturer of wind turbines.

As part of the 30th Street Corridor Master Plan for the City of Milwaukee, SB Friedman identified target manufacturing subsectors that are likely over the long term to generate jobs and demand industrial real estate. Target sectors were identified as those manufacturing subsectors that have strong growth prospects (measured in terms of output), have historically exhibited high demand for industrial real estate, require workforce skills that match the local labor force, and have an existing critical mass of similar firms in the region and well-developed supply-chain linkages. The target manufacturing sectors identified in the study include the following:

- Fabricated metal product manufacturing;
- Food manufacturing;
- Machinery manufacturing; and
- Computer and electronic product manufacturing.

With a strong existing industrial base and commitments to support manufacturing growth at the regional and City level, Milwaukee appears well positioned to capture some of the growth in manufacturing industries. The City has supported manufacturing in part by establishing urban industrial parks to accommodate new development. By providing development-ready industrial land in the Northwest Side Industrial Land Bank and the Menomonee Valley Industrial Center, the City has been extremely successful in attracting modern manufacturing businesses. Recently, the City cleared the former Tower Automotive site in Milwaukee's near north side and is marketing the 60-acre development-ready site as the Century City Business Park.

### **NORTHWEST MILWAUKEE REGION INDUSTRIAL MARKET PERFORMANCE**

A market area that includes the northwestern portion of Milwaukee and adjacent suburbs, including the Villages of Germantown, Mequon and Brown Deer, was selected based on the spatial distribution of competing business parks around the corridor (**Figure 3.7**). Recent industrial real estate trends in this area indicate a strong industrial market; absorption of industrial space has been relatively high since 2006, with an average annual absorption of almost 300,000 square feet, and over 880,000 square feet of new industrial space has been developed during this time.

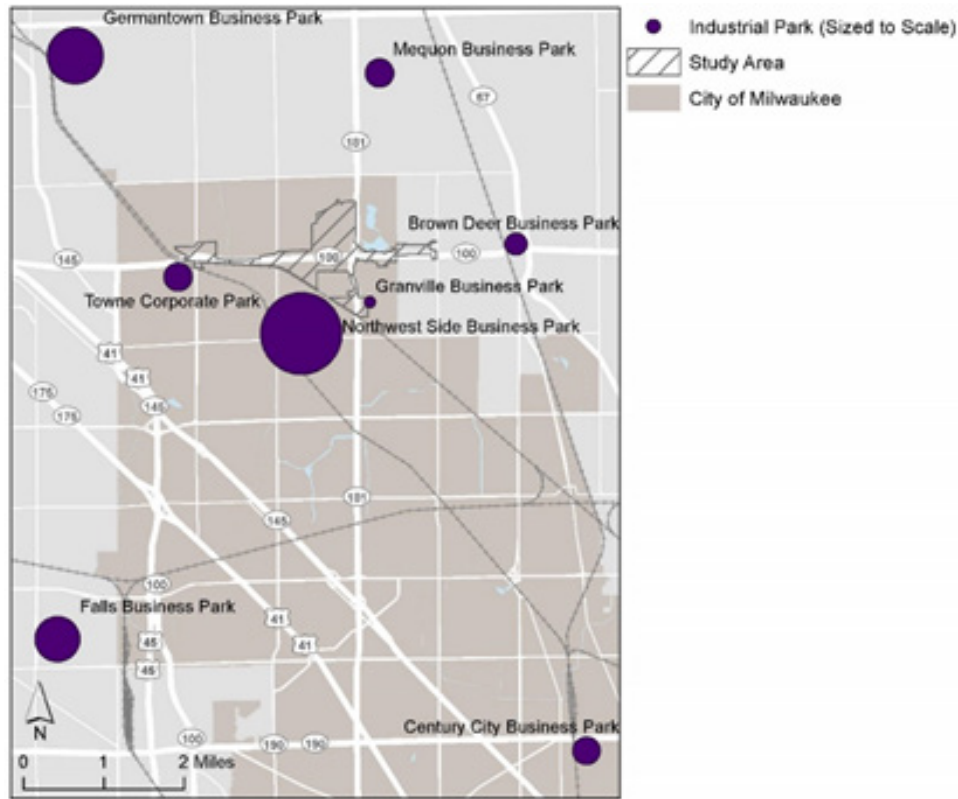
*Figure 3.6 Northwest Milwaukee Region Industrial Market Summary*

<b>Total Rentable Area (sf)</b>	33.4 million
<b>Current Vacancy Rate</b>	7%
<b>New Deliveries (sf) 2006-2014</b>	887,000
<b>Total Net Absorption (sf) 2006-2014</b>	2.5 million
<b>Average Annual Net Absorption (sf)</b>	299,000

*Sources: CoStar, SB Friedman Development Advisors*



**Figure 3.7 Map of Northwest Milwaukee Region Industrial Parks**



Sources: CoStar, Esri, SB Friedman Development Advisors

The selected market area includes eight business/industrial parks as summarized in **Figure 3.8** on the following page. These parks have had great success at attracting industrial development on the northwest side. Five of these parks, including the Northwest Side Industrial Park, the Falls Business Park, the Brown Deer Business Park and Granville Business Park, are either fully built out or approaching full build-out. As previously indicated, the Century City Business Park is the newest industrial park in the City. The City started marketing this industrial park in early 2014. It is zoned for heavy industrial uses, with land for sale at a price of \$55,000 per acre. Both Towne Corporate Park and Century City have lower land prices than the suburban business parks that are currently being marketed at prices ranging from \$79,900 to \$99,900 an acre. In addition, a new 192-acre business park is currently being proposed in Germantown.

These industrial parks have primarily been developed with build-to-suit facilities and fee simple land ownership. Because land is more readily available, suburban business parks tend to be larger and less dense with a Floor Area Ratio (FAR) of 0.12 to 0.20, while business parks in the City tend to be smaller with higher FARs of around 0.20 to 0.25. The larger parks that are over 100 acres tend to absorb industrial land at a faster rate ranging from 18 to nearly 30 acres a year. The smaller industrial parks of about 60 acres tend to absorb at 3 to 4 acres a year. Surveys of these business parks indicate that parcel size typically ranges from 5 to 8 acres, although parcel size outside this range is not uncommon.

As existing industrial parks approach full build-out, there may be opportunities for new industrial centers to begin development within the region. Parts of the corridor may be able to be assembled for a new industrial park or incrementally transitioned to industrial uses over time.

**Figure 3.8 Northwest Side Industrial Park Performance [1]**

Industrial Park	Approx. Development Period	Gross Land Area (Acres)	Net Acreage Developed	Approx. Annual Net Land Absorption (Acres)	Total RBA Developed (SF)	Built Floor Area Ratio	Typical Site Size (Acres)	Typical Building Size (SF)	Land Available (Acres)	Current Land Asking Price Per Acre
Brown Deer Business Park	1979 - 1982	40	31	10	746,931	0.46	3	88,230	0	N/A
Falls Business Park	1989 - 1996	161	152	23	1,728,250	0.26	5	42,100	0	N/A
Germantown Business Park	2001 - Present	250	102	18	822,202	0.18	8	59,000	20	\$79,900 to \$89,900
Granville Business Park	1995	11	11	11	60,600	0.13	5	30,300	0	N/A
Mequon Business Park	2003 - Present	68	28	3	90,357	0.14	4	22,600	37	\$99,900
Northwest Side Industrial Park	1974 - 1991	604	463	29	5,167,897	0.26	5	58,500	0	N/A
Towne Corporate Park	1999 - Present	64	61	4	539,880	0.2	4	41,500	12	\$69,900
Century City Business Park	Opened 2014	60	–	–	–	–	–	–	60	\$55,000
<i>Proposed Germantown Business Park</i>	<i>Proposed</i>	192	–	–	–	–	–	–	–	–
<b>Summary</b>		<b>1,154</b>	<b>803</b>	<b>3 to 29</b>	<b>8,409,186</b>	<b>0.24</b>	<b>5</b>	<b>42,333</b>	<b>129</b>	<b>\$55,000 to \$99,900</b>

[1] Based on land area and rentable building area for properties within the park listed in CoStar, as available.

## **CORRIDOR POTENTIAL FOR INDUSTRIAL REDEVELOPMENT**

The regional growth of manufacturing and the successful build-out of industrial business parks near the corridor, including the Northwest Side Industrial Park, and more recently the Towne Corporate Park, may suggest an opportunity to reposition parts of the corridor that are less viable for retail uses as a business/industrial park. As demonstrated above, the corridor is located in an established industrial area of the region, with a number of other business parks nearby, many of which are fully built or have limited land available. The City can offer competitive industrial land prices relative to its suburban neighbors; land prices of approximately \$60,000 to \$70,000 per acre may be low enough to make urban industrial land competitive with suburban locations, and if industrial absorption on the northwest side continues, there may be a growing demand for new industrial parks.

There is some existing interest in reusing commercial structures on the corridor for industrial uses as demonstrated by the re-tenanting of the former Walmart and American TV sites with industrial users. A redevelopment of the former Northridge Mall, which could include a mix of retail, office, and industrial space, has the potential to be a major catalytic development for the corridor. It would reduce or remove the blighting effects of the vacant Mall, bring economic activity to the corridor, and more firmly establish an industrial presence on the corridor.

Retail sites with low visibility and high vacancy may be well suited to redevelopment as industrial spaces. This may include high-vacancy shopping centers on deep lots or the numerous retail boxes along 76th Street that have relatively low visibility and poor access. Although there may be opportunities to locate industrial uses in other existing retail structures, some of the existing building formats may not support typical industrial users. Modern industrial standards normally require 25-foot clear heights in buildings, accessible loading docks, and building depths of 120 feet and many of the older retail structures in the corridor may have lower ceilings, narrower buildings, and less accessible site configurations. The suitability for industrial reuse of existing structures may need to be determined on a case-by-case basis.

The Northridge Mall site is one of the only large sites on the northwest side of Milwaukee that may be available for redevelopment. A large-scale planned industrial development could have a transformative impact on the corridor. However, there are challenges to this strategy: the site along with adjacent outlots and shopping centers along 76th Street currently have multiple owners and existing structures, which means that site assembly and preparation would be required for any large-scale redevelopment. High vacancy in some of these sites may motivate retail property owners to sell; however, owners with limited debt on their properties may not have sufficient incentive to sell. The success of many existing parks appears to depend on a suburban park-like setting, which might be difficult to achieve on smaller sites on a commercial corridor with existing buildings. Due to the challenges of assembly and master planning, it is possible that a more incremental approach to industrial development, which requires less up-front investment, might be easier to implement and more successful. A few smaller industrial conversions might build momentum for later redevelopment efforts.

## **INDUSTRIAL MARKET CONCLUSIONS**

The momentum of the industrial market in northwest Milwaukee and its surrounding suburbs suggests there may be market support for industrial development along the Brown Deer Road



corridor. The historical track record of industrial growth in the area and recent successes in attracting industrial users to the corridor indicate that additional industrial users may be willing to reuse or redevelop commercial spaces along Brown Deer Road, particularly if land prices are competitive with those at existing suburban business parks. The corridor and the Mall site may offer an opportunity for larger-scale industrial development. However, repositioning these properties for industrial development may require site assembly and demolition or re-configuration of existing improvements. The scale and timing of these investments, and the level of public involvement in potential repositioning of these properties, should be determined based on financial feasibility, and may require the commitment of a private partner to develop all or part of the site.

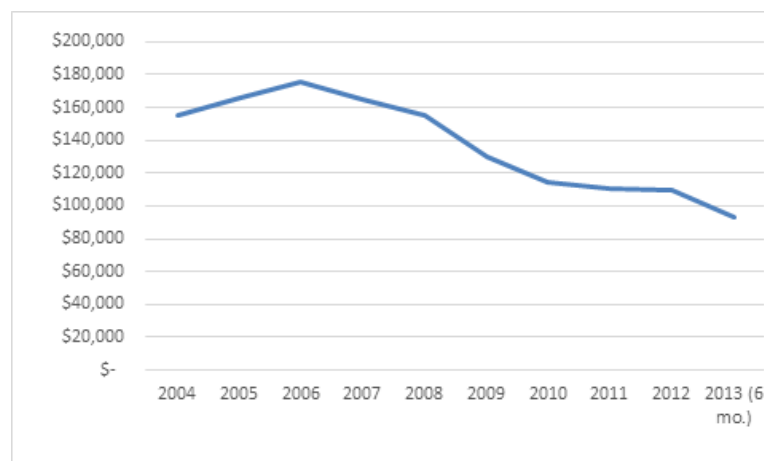
### 3.4 Residential Market Assessment

A number of factors impact the feasibility of residential development along the corridor. These include the performance of existing residential properties, demographic trends, and the perception of existing neighborhoods adjacent to the corridor. The challenges and opportunities for residential development are summarized below:

#### MARKET CHALLENGES

- **Low Home Values.** Home values are relatively low in neighborhoods surrounding the corridor, particularly within the City of Milwaukee. Multiple listing service (MLS) data indicate that the median sales price of single-family housing in the 53224 zip code, which includes the majority of the corridor, fell 34 percent between 2006 and 2012, from \$176,000 to \$110,000 (**Figure 3.9**). Within the neighborhoods immediately adjacent to the corridor including Northridge Lakes, Hilltop Parish and Servite Woods, home prices are much lower than median values in the zip code. The current median list price for attached and detached single-family housing is \$64,700, and the upper decile list price is approximately \$126,800. At these prices, it appears unlikely that new home construction would be financially feasible. In addition, there are existing subdivisions and housing developments in the vicinity of the Mall site, including Northridge Lakes, Ridgewood and Westridge Apartments, with land available for housing development; thus, there does not appear to be a near-term demand for single-family housing on the Brown Deer Road corridor.

*Figure 3.9 Median Home Sales Price, 53224 Zip Code*



Sources: MLS, SB Friedman Development Advisors

- **Perception.** The perception of high crime in the residential areas around the Mall further limits the desirability of housing in the neighborhoods adjacent to the corridor. Enhancing the appearance and perception of these neighborhoods may be necessary to improve home values. There may be a need for coordinated property management, including tenant screening, on-site security and building maintenance, to address these perception problems, provide enhanced security within these neighborhoods, and market the area to new residents. The Granville BID has already implemented programs to address these concerns, including providing police bicycles for better neighborhood patrols.

- **Limited Household Growth.** The number of households within the zip codes 53223 and 53224 (Figure 3.10), which encompass the corridor and surrounding portions of the Northwest Side of Milwaukee and Village of Brown Deer, is not projected to grow significantly in the next five years. Since net increase in households is a primary driver for housing demand, the low projected household growth suggests limited housing demand.

Figure 3.10 Total Households for Zip Codes 53223 and 53224

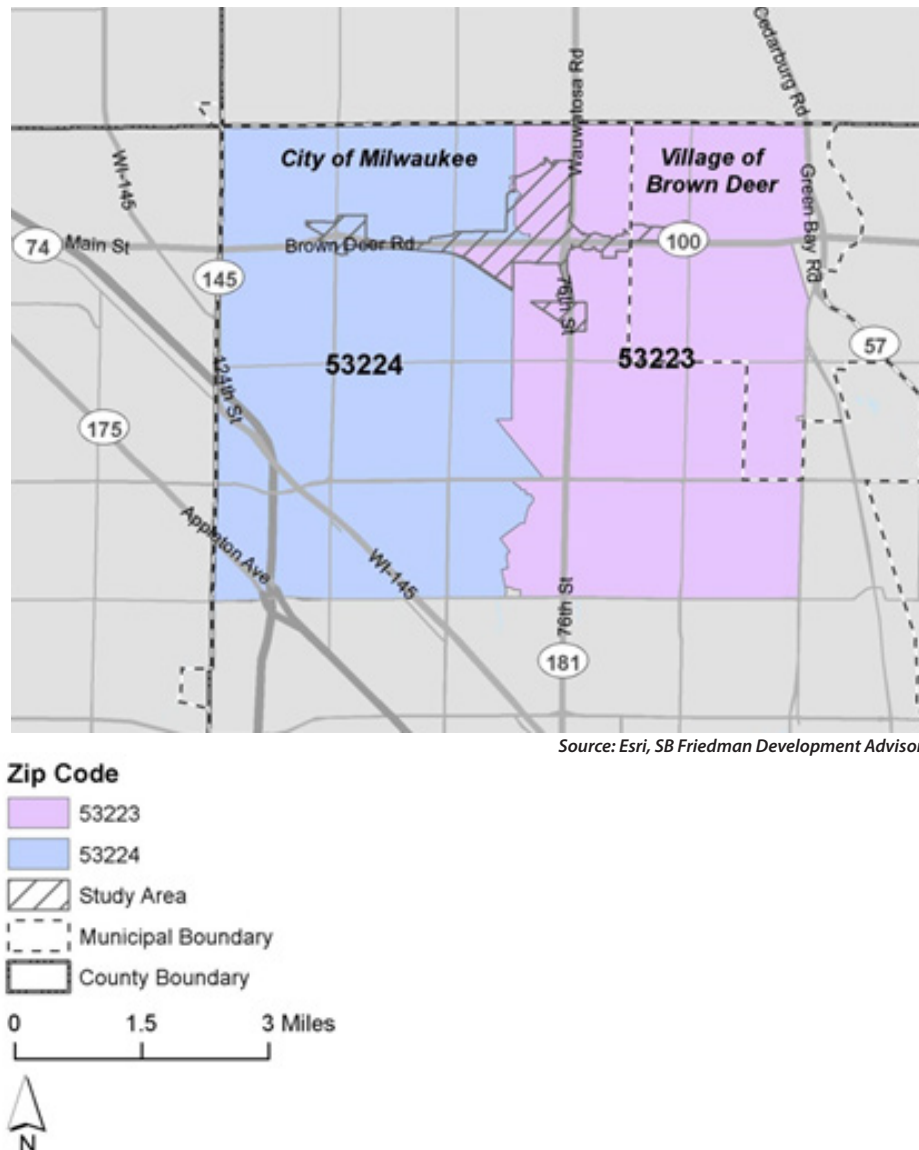


Figure 3.11 Total Households for Zip Codes 53223 and 53224

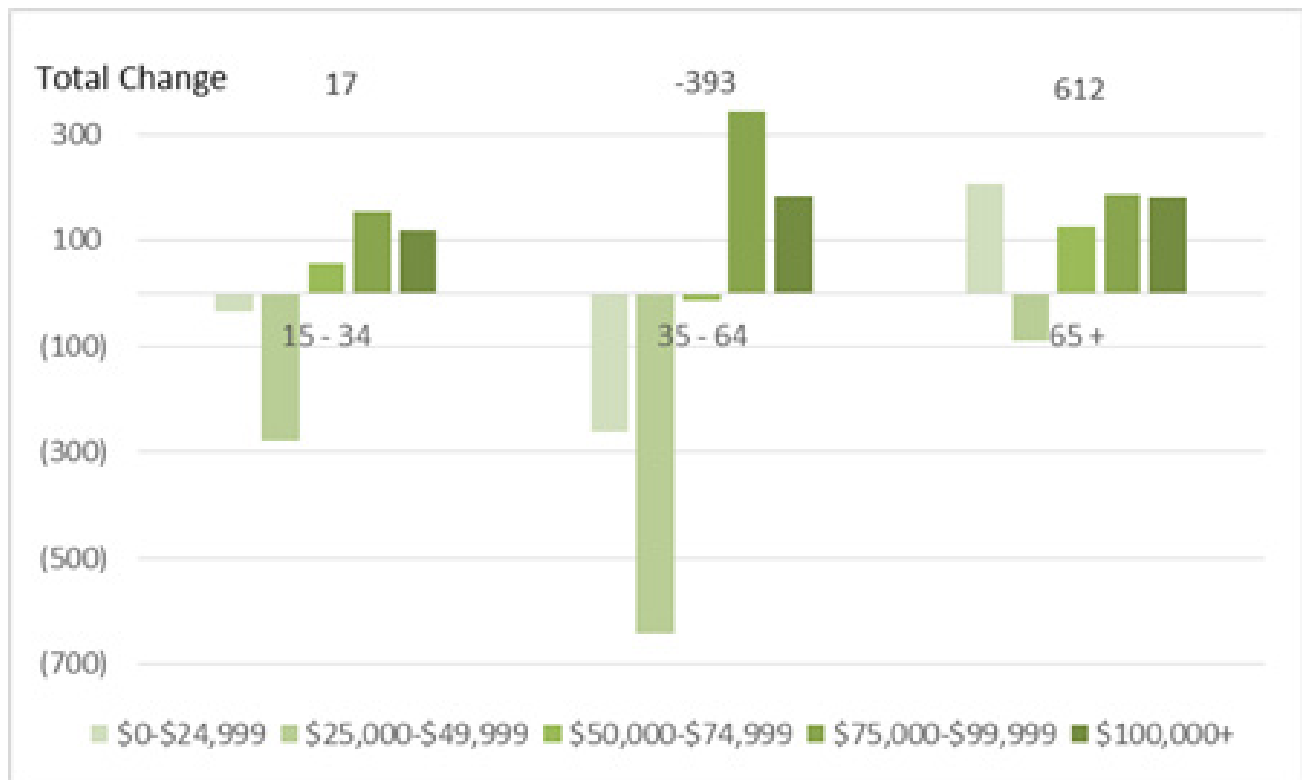
2013	20,193
2018 (Projected)	20,429
Change 2013-2018	236
Compound Annual Growth Rate	0.23%

Source: Esri Business Analyst, SB Friedman Development Advisors

## MARKET OPPORTUNITIES

• **Growing Senior Population.** As shown in **Figure 3.12**, zip codes zip codes 53223 and 53224 is expected to add more than 600 householders of age 65 years and older. Nearly 20% of the net new householders are projected to have incomes less than \$50,000 and over 60% of the new households are projected to earn more than \$75,000. This suggests there may therefore be a growing demand for both market rate and affordable senior housing. The Alexian Village senior housing facility located to the north of the Mall site is a Continuing Care Retirement Community that provides over 90 age-restricted housing units within the area. There may be opportunities for this facility to expand in order to accommodate a growing senior population. Additional sites for development are discussed below.

Figure 3.12 Change in Households by Age and Income in Zip Codes 53223 & 53224, 2013 – 2018 [1]



[1] Adjusted to 2012 dollars using the CPI for the Chicago-Gary-Kenosha area

Source: Esri Business Analyst, SB Friedman Development Advisors



• **Available Sites for Residential Development.** In addition to vacant land located north of the Mall adjacent to the Alexian Village senior housing, there are a few sites in the Village of Brown Deer that may be suited for residential development, if demand arises. These include a 2.3-acre site off of Park Plaza Court, behind the Brown Deer Center shopping center and the planned Walmart Super Center, and two sites totaling 3.5 acres located north of Brown Deer Road to the east and west of 60th Street.

Falling home values and lack of population growth in the zip codes surrounding the corridor, and low for-sale housing prices in the neighborhoods adjacent to the corridor, indicate a limited market for for-sale residential development in the short term. Perception issues further limit the appeal of redeveloping the Mall area with residential uses. Substantial recovery of home values and changes in the area's perception would likely be necessary for single-family housing development to be feasible in or near the Mall area. However, changing demographics indicate a potential future demand for senior housing in this area. Such development could likely be accommodated on vacant sites adjacent to existing residential development.

### **3.5 Office Market Assessment**

There are 10 office buildings totaling 296,000 square feet of rentable area along the corridor, with an overall vacancy rate of 23.7 percent. The largest existing office building, located at the corner of Brown Deer Road and 76th Street, is partially occupied by Foot Locker corporate services. This 176,000-square-foot building has been 37.5 percent vacant since 2011. Vacancy in the other office buildings on the corridor has been declining since 2006, from an average of 15.5 percent vacancy in 2006 to 3.6 percent vacancy in 2013. This is in part due to lease-up in the most recent office development, a 22,000-square-foot building on Brown Deer Road in front of Granville Station that was built in 1974 and renovated in 2007. This building was more than 60 percent vacant in 2006 but has been fully occupied since 2009 following its renovation. Back-office uses, including customer service call centers and business support services, medical office uses, banks and insurance companies, law offices, and not-for-profit institutions are the primary occupants of these offices.

There is some existing vacant land adjacent to one of the office buildings, on the north side of Brown Deer Road between 70th and 76th Street, next to Northridge Lake, that may be suitable for additional office development. However, gross office rents along the corridor are between \$12 and \$18 per square foot, which are likely too low to support new speculative office development in the short term. Additionally, there are over 70,000 square feet of available vacant office space that could likely accommodate any near-term office tenants, although some renovation and rehabilitation may be needed to modernize older buildings.

### **3.6 Other Potential Uses**

#### **INSTITUTIONAL USES**

Institutional uses, such as libraries or schools, can serve as community anchors. In addition, they may provide an opportunity to increase the number of visitors to the corridor and re-tenant vacant space. Institutional uses that might be considered include:

- **Community Facility.** There is an existing YMCA community services center to the west of the Mall on Swan Road. The site has low visibility from Brown Deer Road, and is accessed from a private driveway. The YMCA may be willing to relocate the center within the corridor to a more visible and accessible site near existing retail services.
- **Educational Facility.** Both public and private educational facilities can generate economic activity while providing services to the nearby households. Milwaukee Area Technical College ("MATC") has already been working with the Granville BID to provide some training courses at the BID's offices, including soft skills development and management skills. These programs have been successful, and stakeholders have expressed a desire for MATC to establish a permanent presence, perhaps locating a satellite facility on the corridor.

## HEALTHCARE FACILITIES

Healthcare is a growing industry nationwide. The aging population, policy changes of the Affordable Care Act, and scientific advances are driving a rise in demand for medical services. According to the U.S. Department of Health and Human Services, adults aged 65 and older average twice the number of medical office visits of adults aged 45 to 64. Population growth and the passage of the Affordable Care Act may result in an overall 18.6 percent growth in the insured population by 2020, according to the Congressional Budget Office. Technological advancements in medicine mean that more procedures can be done on an outpatient basis. These emerging trends in the healthcare industry are changing the character of medical real estate and the typical formats of healthcare service delivery. There are three major real estate products that will be prevalent in this new healthcare delivery system:

- Large hospital networks with clinical research facilities;
- High-quality, hospital-affiliated medical office buildings (MOBs), or outpatient pavilions, which combine general or specialist MOB with outpatient surgical centers and diagnostic imaging; and
- Low-cost, walk-in, high-volume neighborhood healthcare clinics and offices.

Demand is anticipated to increase nationally for multi-service neighborhood clinics that offer coordinated, patient-oriented care; neighborhood-based primary care clinics will likely be the front line of healthcare delivery. Although the Brown Deer Road corridor is not in a primary healthcare professional shortage area (as designated by the U.S. Health Resources and Services Administration), development of a neighborhood healthcare center on the corridor may be feasible. It is an area with a shortage of mental health and dental care professionals, and a community-based healthcare facility in this location can serve as a non-traditional anchor for retail centers. Occupying existing retail spaces can be an inexpensive and efficient way to deliver these new products to market quickly and access markets that might not otherwise be cost-effective for medical development.

## ENTERTAINMENT AND RECREATIONAL USES

Entertainment and recreational uses, including indoor sports facilities, have the potential to generate activity, anchor retail centers, and occupy retail or other existing spaces. Ray's Indoor

Mountain Bike Park, which was located within the study area at 8365 N. 76th Street, was one such example of re-use of an existing structure for recreational purposes. Entertainment and recreational uses, including indoor fields and gymnasiums, bowling alleys and other game venues, and trampoline, paintball and other wild-card entertainment uses, may provide opportunities to reuse existing space within the corridor.

### **3.7 Potential Redevelopment Strategies**

Based on the market assessment findings presented above, there appear to be three main strategies that could help spur reinvestment in the study area:

- Industrial reuse/redevelopment, either through a catalytic project or a gradual approach;
- Retail realignment and consolidation; and
- Improving perception.

These strategies are described in detail below. It is important to note that these strategies are not mutually exclusive; in fact, to a large extent they are complementary, and would be most effectively deployed together to address different target areas of the corridor.

#### **INDUSTRIAL REDEVELOPMENT**

As stated above, the strong performance of industrial real estate in the region and decline of traditional retail activity in the study area could provide an opportunity to transition underperforming retail properties to light industrial use. The size of the vacant/underutilized properties at the Northridge Mall site and its location near successful business parks present a rare opportunity to create a signature industrial park that could transform the image of the Brown Deer corridor and catalyze investment in the surrounding area, particularly if a high-profile developer and/or anchor tenant is involved.

Currently, the vacant sites at the Mall are owned by a Beijing-based investment company called U.S. Toward Enterprise Group Inc., and Penzey's Spices. Additionally, there are several underutilized and vacant sites to the north and east of the Mall with multiple owners that could be assembled to form a critical mass of land for business park development.

The business park redevelopment could also occur through a partnership with a reputable well-capitalized private developer who would be responsible for assembling land, developing and marketing the business park. The City's role could be limited to providing the right zoning framework for the project and delivering infrastructure, which could be constrained to off-site improvements or include some on-site facilities (such as shared stormwater detention). City support could help the developer reach a price point and level of amenity that would be competitive with other competing business parks. In exchange, the developer could agree to performance standards on job density, job quality and minimum FAR, similar to those in place in other City-sponsored industrial parks (e.g., the Menomonee Valley Industrial Center and Century City).



However, if a private partner is unavailable or the City has other priorities that take precedence (e.g., Century City), industrial redevelopment could proceed through an incremental transition of retail space to industrial over time. In such a scenario, the City could adopt an appropriate planning and zoning framework to ensure that the area transitions into a cohesive business park-like environment over time. The City would provide phased enhancements to streetscaping and infrastructure in conjunction with redevelopment to increase the area's attractiveness for high-quality light industrial users.

Whether industrial redevelopment occurs through a major catalytic project or a more incremental approach, the City could identify sites with the greatest potential for industrial conversion and ensure that appropriate zoning is in place to facilitate the transition of the area to a functioning business park. As previously mentioned, sites with less visibility and deep lot lines and buildings are likely to be the most attractive for industrial conversion. The vacant properties of the former Northridge Mall and its associated outlots toward the east that have relatively less visibility from Brown Deer Road would seem particularly well-suited from this perspective. The relocation of ETE to the south side of Brown Deer Road suggests that other sites that have significant retail vacancies and are of sufficient scale could be suitable for industrial rezoning as well.

## RETAIL REALIGNMENT

Despite the changes in the competitive landscape and consumer shopping patterns described in the Retail Market Findings section, the configuration of stores and shopping centers along the Brown Deer corridor still reflects the format of a regional shopping cluster. A strategy that repositions existing retail to serve the local community-based market area could help the corridor stabilize around a new identity and provide an amenity for new industrial users as well as existing businesses and residents. The key components of this realignment would include the following:

- **Focus retail at key nodes** with high visibility and appropriate lot and building configurations for neighborhood-serving retail. The outlots along Brown Deer Road, in particular, should be preserved for retail use given that they have been performing significantly better than other retail formats in the corridor.
- **Allow service and institutional uses** that complement retail and serve the community. Educational, health care, sports-related uses and community facilities can generate traffic and activity that help support retail users and fill vacant space that may be less desirable from a retail standpoint.
- **Engage and support shopping center owners** to reinvest in and improve the appearance of their properties. While much of this engagement could take the form of periodic check-in calls to owners and attendance at BID meetings, the City may also prioritize corridor businesses for limited financial support in the form of façade improvement grants or small loans.

## IMPROVING PERCEPTION

While an area's reputation can prove resilient even as the facts on the ground change, the perception of the area cannot be changed without concerted action. To that end, continuing to work with the BID and property owners on security issues is an important way to address crime and fear of crime, and signal to businesses and owners that the City takes their concerns seriously.

Targeted code enforcement could help improve the corridor's public appearance and also signal that the City expects responsible property management. Finally, streetscaping and strategic investment in infrastructure can show that the City is committed to improving the corridor and could help attract higher quality users if coordinated with private redevelopment efforts.





Presentation at the Granville Design Charette (Credit: DCD Planning)



# CHAPTER 4

## DESIGN CHARETTE

To help community stakeholders develop a future vision for land uses in Granville that takes into account changing market forces and community goals, the City of Milwaukee and the Granville BID sponsored the Granville Design Charette.

After conducting a series of focus groups with local residents, business owners, brokers, lenders, and developers, Community Design Solutions (CDS) led an all-day design charette for the Granville area on March 1, 2017. Community Design Solutions is an affiliate of the University of Wisconsin-Milwaukee School of Architecture and Urban Planning,

Five sites were selected to be included in the Charette and six architecture firms worked with participants to create proposed development concepts for each of the sites (one site had two assigned teams). The sites were selected because they occupy prominent locations along Brown Deer Road or 76th Street, can serve as examples for similar developments envisioned for the area, and their redevelopment would be likely to have a particularly positive effect on Granville.



*Mayor Barrett offering thoughts on the Northridge Mall Site  
(Credit: CDS)*



*Alderwoman Lewis giving input to Engberg Anderson Architects  
(Credit: CDS)*

The goal of the charette was to develop concepts that allow for the conversion of auto-oriented retail properties into new uses that align with the current market demand and advance the goals of Granville stakeholders.

The uses proposed in the charette were ones that were identified as highly desirable in Granville. Market considerations will ultimately determine how these sites are redeveloped. While the charette proposed specific locations for urban agriculture facilities, new modern manufacturing, mixed use development, job training, family entertainment and health services, there are many sites in the area that could ultimately accommodate those desired uses and the intent of the charette was not to limit the uses of a particular site, but rather to showcase how these desired uses can be woven into the existing fabric of Granville and provide City officials and stakeholders with site specific and more overarching goals to strive for when attracting new development to Granville.



*Vision for Site 1 as a food production hub with gathering spaces (Credit: Galbriath Carnahan Architects)*

### **Site 1: 8365 North 76th Street**

This former home improvement store was reimagined as a hub for local food production and related businesses. Vincent High School is growing its agricultural focus and there is a desire for additional opportunities for local food production and sales in Granville. Because of its former use, this site would be well situated to provide space for growing and processing in the former lumber yard area while featuring vocational training, classrooms, event spaces, offices, and a café in the buildings closer to 76th Street.



*Rendering of gathering space and stage for Site 1 (Credit: Galbriath Carnahan Architects)*

### **Site 2: 8105-8603 West Brown Deer Road**

This site consists of two large strip-style shopping centers and the former Brown Deer Road Target. It was selected for inclusion in the charette because of the currently high vacancy rates and the market study suggesting that over the long-

term, re-tenanting these developments with retail users may be difficult. Architect teams were asked to develop concepts that helped reinforce the existing outlot retail along Brown Deer Road, while proposing new uses for these parcels that are set further back off Brown Deer Road.





*Vision for Site 2 as a new neighborhood center with a coffee shop and community plaza (Credit: Zimmerman Architectural Studios)*



*Rendering of main drive and pedestrian pathway in Site 2, reimagined as an industrial campus (Credit: Continuum Architects + Planners)*

One concept proposes converting this area to a modern manufacturing park that incorporates up to six new light industrial buildings with public paths and additional greenspace and landscaping. This proposal also includes relocating the parking to the rear of the site. This proposal would bring significant numbers of new jobs to the area and could also include the retention and retrofitting of the former Target facility for a light industrial or similar use.

The second concept reimagines this area as a mixed-use town center style development that would provide new housing styles not

currently available in the area. This concept would also include retail space closer to Brown Deer Road to provide additional resident-serving retail options. A community gathering place is proposed to address resident feedback that called for a signature public space in this part of Granville to attract new residents and brand the area.

Both of these concepts would bring additional number of people to these sites, with the goal of supporting retail and restaurants along the south side of Brown Deer Road. Given recent development proposals to reuse the Target





Rendering by Engberg Anderson proposing to re-institute Site 3 as a recreation destination (Credit: Engberg Anderson)



Aerial rendering of  
a new vision for Site 3  
(Credit: Engberg  
Anderson)

facility for light industrial uses and the fact that the housing densities proposed in the town center concept are likely more dense than current market conditions will support, it does appear that the first concept may be more feasible in the short term and still address many of the stakeholders' goals for the site.

### Site 3: 7350 North 76th Street

Throughout the action planning and charrette process, Granville residents consistently identified the need for family entertainment options that could both serve neighborhood residents and attract others from around the area to Granville. Given its history and the fond memories many

Milwaukeeans have of the former Johnson's Park, this site lent itself to being reimaged as a modern family entertainment facility during the design charrette.

The proposed concept attempts to capitalize on linkages to the nearby Uihlein Soccer Park and Destiny Youth Plaza by providing activities that would appeal to users of both anchors. The proposed development could include a game room, laser tag, roller skating, restaurants, private party space, rock climbing, trampolines, and outdoor activities.

A portion of this site is currently owned by the City of Milwaukee and the City anticipates marketing the site for sale later this year.



*Aerial rendering of Site 4 reimagined as a job training center (Credit: American Design)*

#### **Site 4: 9127 North 76th Street**

This strip mall serves as a bridge between the former Northridge Mall to the south and the Alexian Brothers retirement village to the north. This site was formerly home to a Dunham's sporting goods store and is now largely vacant, while Alexian Brothers remains a highly desirable retirement community.

The charrette attempted to develop a concept that would visually complement the Alexian facility while also provide job training and other services that would support the redevelopment envisioned for Northridge Mall. The proposal creates a new visual element to serve as gateway

to the area that would be visible to drivers coming towards Northridge from the north. The building itself would be retained, with uses targeted to job training and classroom, office, and daycare uses that would align with the potential new uses at Northridge. Reducing the amount of parking and adding landscaping was also proposed for this site, as the amount of unused parking and hardscape throughout the plan area was a common theme of the charrette. While not included in the final concept drawings, it was also noted during the charrette process that a medical facility could also be the primary user of this site if it was redeveloped consistent with the goals of the design charrette.



*Rendering showing a vision for Site 4 as a job training center with a landscaped parking lot and glassy building facades (Credit: American Design)*





*Uihlein Wilson's vision for Site 5 as a light industrial development (Credit: Uihlein Wilson Architects)*

### **Site 5: 8221 North Granville Station Road**

The former Northridge Mall site is a complex redevelopment challenge that offers significant opportunities to attract new development that will have a major impact in reshaping this part of the Northwest Side. For the purposes of the charrette, the architect team was tasked with developing a concept that retains the existing mall complex and sees it converted to new uses, while accommodating new buildings on currently vacant and underutilized portions of the site and making any required adjustments to the existing road network to provide more traditional streets and sidewalks. These uses would be designed to complement the existing

Menards store which is a major community asset.

The proposed concept addresses all of those goals by adding multiple new development sites that can accommodate light industrial users while reserving land near 76th Street and Brown Deer Road to provide smaller retail and restaurant spaces that capitalize on their visibility from those major roads as well as the additional employee spending that would be generated by the redevelopment of the mall complex. The concept also incorporates significant green amenities to improve the aesthetics of the site and reduce the amount of hardscape currently created by the large surface parking lots.



*Aerial rendering of a reimagined Northridge Mall: blue represents new light industrial; yellow represents retail or commercial (Credit: Uihlein Wilson Architects)*







*Little Menomonee Creek (DCD/Planning)*



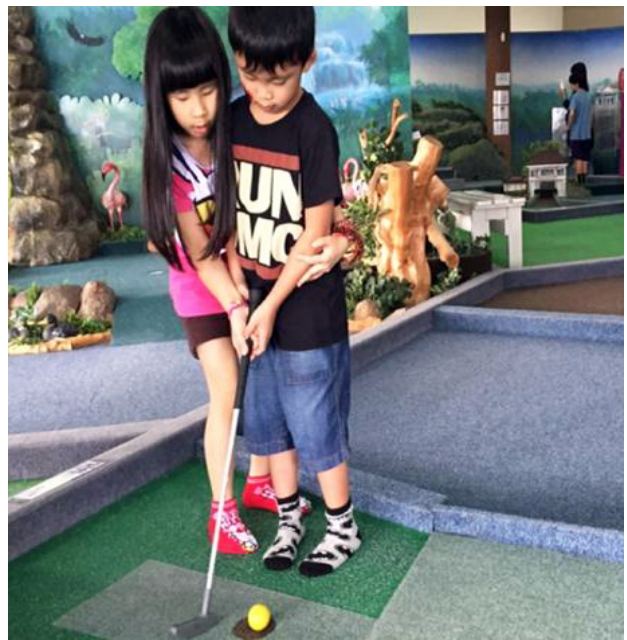
# CHAPTER 5

## GOALS, STRATEGIES, AND ACTION STEPS

This chapter presents the overall strategies, action steps and development concepts recommended for the larger Granville area. It is based on the findings of the market study, physical analysis of the area, and stakeholder input.

While Chapter 6 will make recommendations for significant changes to land use in the Brown Deer Road corridor, land use changes alone will not help stakeholders achieve their vision for the area. A constant theme that has undergirded the planning process has been that land use changes must be supported by complementary actions to address workforce development, crime and safety, and business recruitment, or they will not succeed in attracting investment to the area, improving the business climate, or positively impacting the quality of life for existing area residents.

This chapter lays out eight overarching goals with associated strategies or action steps that were developed throughout the planning process. The goals are intended to revitalize the Granville area as a complete live-work-play community with industrial, commercial, residential, and recreational land uses that reinforce and complement one another. The relationship between the land uses is critical to strengthening and improving the community. Area residents can provide a local workforce pool for industrial and commercial businesses, which in turn can assist in economic development. This relationship can be reinforced with job training



*Family entertainment options are desired by area residents*

programs, walk-to-work or live-local campaigns, and employer-assisted housing programs. Residential and day-time employee populations provide the density to support commercial uses. The goals and associated action steps are further summarized in the chart that can be found in Chapter 7: Implementation / How to Make it Happen with timelines and responsible partners identified.



## GOAL #1 REDEVELOP AND REINVENT COMMERCIAL CORRIDORS

With the area no longer serving as a regional shopping destination, as well as the overall low residential density and scattered neighborhood pattern of development, a new approach to the commercial corridors is needed (primarily Brown Deer Road and 76th Street). Concentrating retail uses along the street edge and at high visibility nodes and allowing parcels farther from the street to transition to other uses is the best way to reduce vacancy in the corridor while still attracting and retaining high-quality retail users desired by area residents and employees. The plan identifies a series of land use and streetscaping changes to help achieve these goals of reinventing the area's commercial corridors. General actions that should be taken throughout the plan area are described in this section. The location-specific recommendations for reinventing the Brown Deer Road and 76th Street area are further laid out in Chapter 6.



*High Vacancy Retail on Brown Deer Road  
(DCD/Planning)*

### STRATEGIES + ACTION STEPS

- A. Market the area to new businesses with a targeted approach to fill the needs of residents and local employees. For example, targeting grocery or fresh food businesses would fill a major void in the area. In addition to a grocery store, adding a pharmacy and additional casual restaurants to the area of 76th and Brown Deer Road is another priority of area stakeholders.
- B. The City should develop an expanded Industrial / Commercial zoning district or other appropriate zoning overlay that would support the type of development envisioned by the Granville Design Charette and called for by this plan and support the reuse and transition of vacant commercial properties. Appropriate areas within the plan boundary should be reviewed for rezoning under this new district to allow for a broader mixture of uses, which would include industrial uses. As outlined in more depth in Chapter 6, retail uses should be clustered at high-visibility nodes, while vacant retail parcels that may no longer be feasible for retail uses should transition to industrial uses or other non-retail uses such as medical offices, entertainment, or educational uses, provided they do not cause land use conflicts with neighboring parcels.
- C. The City and BID should improve the physical appearance of the commercial corridors through landscaping, trees, wayfinding, and neighborhood identity signage in the public right-of-way.
- D. Identify options to slow traffic along the corridors, especially at key intersections, to promote shopping at local businesses.
- E. Identify what support services are needed by residents and target those services to fill vacant commercial space. For example, medical offices and services, driver's license reinstatement programs, and basic workforce skills training are all uses that the planning process indicates are needed in the plan area and would fit well within targeted vacant spaces in the area. The Granville area lacks the type of medical and institutional anchors found in many parts of the City and efforts should continue to locate them in the area.
- F. Customize and enhance the City of Milwaukee's facade grant program to elevate the design quality of the area. Funds should be used only for enhancements above and beyond basic requirements and should be targeted to outlot development and the area's remaining critical retail nodes. Improved landscaping visible from the street should be considered for inclusion in the program. A partnership

with the BID should be explored that could bring additional funds to support such an effort.

- G. When a new tenant or use necessitating occupancy or other permit goes into an existing building or parcel, Department of Neighborhood Services (DNS) plan exam, building inspection, and code enforcement staff should require that landscape, facade and architectural details are up to, or exceed, current requirements.
- H. All Granville stakeholders should continue to support efforts and work with Milwaukee County Transit Services to improve public transit options in the area for residents, employees, and visitors. This includes improved bus waiting areas and shelters at high use locations throughout the area and evaluating whether new strategies can be deployed in the area to address the “last mile” challenge of workers commuting by public transit (see box on page 62).
- I. All area stakeholders, led by the BID, should support proactive efforts to keep the commercial corridors clean and free of trash and litter.
- J. The BID and its members should establish a process for reporting code compliance issues and tracking them through the code enforcement process and DNS should take proactive steps to ensure that property maintenance, landscaping, and other issues impacting the appearance of the corridor remain a priority.
- K. The Department of City Development will continue to have a designated liaison to the Granville BID and the newly established Granville Development Advisory Committee to assist with the implementation of these recommendations, to support existing businesses, and connect potential new tenants to the resources available through the city’s various business assistance programs.

## GOAL #2 PROTECT, STRENGTHEN, AND PROMOTE INDUSTRIAL CORE



Worker at ETE Reman  
(Credit: Granville BID)

Perhaps the greatest strength of the Granville area is its active and successful industrial base. Covering more than 750 acres and home to more than 5,000 manufacturing jobs, this concentration of industrial users is unmatched in the Milwaukee region. Ensuring that industrial businesses continue to thrive on the Northwest Side is critical to the City of Milwaukee’s economic growth strategy and will require continued efforts to promote and strengthen the area. Business owners have expressed concerns about their ongoing ability to attract and retain employees in the area as well as the need for ongoing investment in the area’s infrastructure and amenities. The strategies below will help Granville remain a thriving industrial area in the future while adding additional land for industrial development. Throughout the planning process, crime and safety and workforce development issues were also continually mentioned as some of the primary concerns impacting business climate in the area. As such those topics are addressed as their own goals later in this chapter.

### STRATEGIES + ACTION STEPS

- A. The City should rezone portions of the area where retail uses may no longer be feasible to a new zoning classification that also allows for industrial use.
- B. The BID and other stakeholders should continue to publicize the successful businesses located in the industrial core and expand efforts to tell their stories.

- C. The BID should continue to work with its industrial members to determine threats to their success and assist them in addressing those issues that are location specific including acting as a liaison to City government.
- D. The BID should promote business to business opportunities within the district and businesses should endeavor to maximize the use of vendors and suppliers that are also located in Granville.
- E. The BID should continue its well-received efforts to coordinate safety and security efforts between businesses in the district, including its security patrol within the industrial park.
- F. Property owners should create employee amenities within the business parks such as walking and bike paths. Specifically, Bradley Woods and the GE Medical park space is an area of opportunity. The City should support these efforts to the extent they would utilize public right of way.
- G. The BID should coordinate an effort to promote opportunities for employees to patronize businesses along the commercial corridors.
- H. The City should ensure that road conditions on roads that may have low traffic counts but high truck traffic are maintained in a manner that is conducive to trucking and area businesses movement of goods. To that end, Calumet Road between 76th Street and 91st Street was repaved during 2016 through the High Impact Paving Program. This is expected to extend the life of the road by roughly one decade. When the road is next scheduled to be reconstructed, consideration should be given to adding full sidewalks on this stretch. Bradley Road between 76th Street and Granville Woods Road may be eligible for repaving through the High Impact Program during 2017 pending budget allocations, the priority of other eligible projects, etc. DPW should take into account the goals and priorities laid out in this plan when determining which eligible projects are ultimately selected for High Impact Paving during 2017.
- I. As industrial properties become available for sale or lease, the BID should continue to aggressively market sites to new companies. This includes promoting and marketing the existing concentrations of those industries identified in Chapter 2 as having a strong presence in Granville to attract complementary users to the area.
- J. As opportunities arise, the BID and City should work with developers to acquire and assemble land for future industrial development to further the development concepts proposed in Chapter 6.
- K. The BID should coordinate with M7 to find more ways to attract businesses and start-ups to the area.

### GOAL #3 STRENGTHEN WORKFORCE TRAINING AND RESIDENT SUPPORT SERVICES

Strengthening workforce development and expanding training opportunities for area residents is critical for the continued success of industrial manufacturing businesses in the Granville area, as well as ensuring neighborhood residents benefit from economic opportunities in the area. Throughout the planning process, business owners have indicated that they have a difficult time identifying qualified applicants for job openings at their facilities. Many of these jobs do not require post-secondary education, while offering the opportunity for advancement.



*Youth Workforce Development Event (Credit: Granville BID)*



Community-based organizations in the area have indicated that there are a lack of training opportunities (or a lack of knowledge of existing opportunities) available to connect unemployed or underemployed residents in the area to these jobs. The BID has worked to address this gap by implementing a pilot incumbent worker training program and hosting continued discussions on this issue. While that pilot program was viewed as a success, more must be done to ensure that the labor force in the Granville area is an asset to attract new businesses to the area and that local residents have access to these opportunities. Businesses indicate they are willing to pay for training that delivers a positive return on investment and would prefer to hire more workers from the area. The land use recommendations laid out in Chapter 6 have the potential to create more than 1,000 new jobs in the Granville area, underscoring the importance of having a “pipeline” of trained workers from the surrounding neighborhoods positioned to benefit from these new opportunities.

#### STRATEGIES + ACTION STEPS

- A. The BID should continue to work with employers to identify the specific training needs of employees. This information can be utilized to work with workforce development agencies (Employ Milwaukee [formerly the Milwaukee Area Workforce Investment Board], Milwaukee Area Technical College, W RTP/Big Step, etc.) to develop training tailored to Granville area businesses. Based on past successful partnerships that the Milwaukee Area Workforce Investment Board has carried out in other areas, this should include both targeted recruitment events as well as customized training designed specifically to address the needs of Granville area employers and workers.
- B. While there are a number of agencies that have established strong partnerships in the Granville area, increasing the number of workforce development partners with a physical presence in the area remains important. All area stakeholders should continue working towards the goal of bringing job-training services to a physical location within the area. This could include a MATC satellite facility or a facility operated by another service provider.
- C. The BID should work with Employ Milwaukee (Milwaukee Area Workforce Investment Board) to evaluate the pipeline of workers in the area through a labor market study or similar project and then determine the specific training programming that needs to be deployed in the area to link area workers to jobs that already exist or are likely to be created in the area.
- D. Partnerships should continue that would allow the BID to replicate the success of its 2014 workforce training program. Efforts should be made to expand the training opportunities to include qualified residents seeking opportunities in the area.
- E. Localized efforts that connect residents with services that address barriers to employment such as driver’s license recovery, soft skills training, and job search assistance should be prioritized in coordination with any job training efforts.
- F. Workforce development and training opportunities should extend to area youth as well. Area employers and non-profits should participate in the City of Milwaukee’s Earn and Learn Program to provide job opportunities to area high-school students. Career development programming in area high schools should be tailored to high-growth potential jobs that exist in Granville’s industrial areas.
- G. BID members should explore the feasibility of a van pool that stops at major bus stops or other central locations in the area to increase the ability of workers who don’t have access to a private automobile to work at jobs in Granville. (See box on page 62).



MAWIB Job Fair (Credit: MAWIB)



OPCIMA Local 599 Building (DCD/Planning)

## SOLVING THE “LAST MILE CHALLENGE” IN GRANVILLE

Existing public transit serving Granville provides the area with a competitive advantage over many suburban industrial parks that are inaccessible to a significant portion of their potential workforce. However, Granville business owners and workers continue to identify increasing transit availability as a major need to improve the ability of employers to attract new employees to current and future job openings.

While multiple Milwaukee County Transit System (MCTS) routes serve Granville, some route schedules may not align with shift start and end times for particular employers, or may not have stop locations that are close enough to allow employees to walk from the closest stop.



These challenges are not unique to Granville and were the subject of a recent Public Policy Forum Report, “The Last Mile: Connecting Workers to Places of Employment.” In this report, the Public Policy Forum highlighted a number of strategies that are being employed around the country to bridge the gap between traditional transit services and individual employers or smaller areas that may need customized solutions.

The report explored shared-ride taxi services, public “flexible” transit connectors, employer shuttle routes, subsidized ride hailing services, “micro-transit” (private vans that fill gaps within existing public transit systems), as well as other options and evaluated whether they held promise to address some of the challenges faced by Milwaukee area employers and workers.

Many of the concepts evaluated in the report are similar to those that have been discussed informally by Granville BID members to make the area more accessible to workers. The BID should continue to focus on this issue and explore which of the national models may be best suited to be implemented in Granville.

## GOAL #4 ADDRESS REAL AND PERCEIVED SAFETY CONCERNS



Former Northridge Mall (DCD/Planning)

Crime and the perception of crime have been continuously cited as a major issue impacting the area. The perception of crime at Northridge Mall is still frequently invoked as a reason for its eventual closing. Increases in crime related to auto theft and the subsequent use of stolen cars in criminal activities have been a frequent subject of television news stories and newspaper articles during the past year, making that issue forefront in the minds of residents and businesses. This activity has impacted the City as a whole, but has generated particular interest on the Northwest Side.

Figure 4.1 below shows that crime in the Granville area has increased in a number of categories over the past decade, including vehicle theft and burglary; however, it has also decreased in other categories such as criminal damage to property and theft. The increase in vehicle theft in the area mirrors a similar trend city-wide. It is important to note that as Figure 4.2 illustrates, **crime statistics in the Granville area are generally close to, but slightly better than, city-wide averages**. While addressing many of the root causes of neighborhood crime is beyond the scope of this action planning process, there are a number of concrete steps that other neighborhoods have taken in conjunction with the Milwaukee Police Department and other partners to combat specific types of criminal activity and improve neighborhood safety.

Figure 4.1 Granville Area Crime

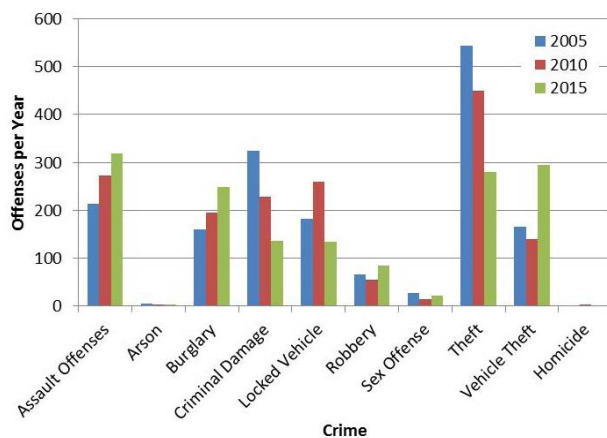
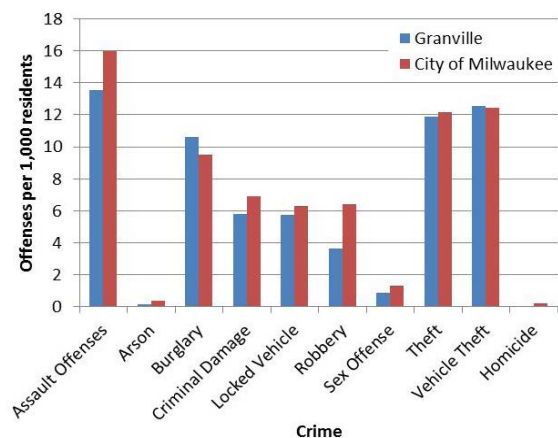


Figure 4.2 Granville Area v. City of Milwaukee Crime



### STRATEGIES + ACTION STEPS

- A. Crime Prevention through Environmental Design (CPTED) strategies should be incorporated into both the design of any new buildings in the area as well as deployed at existing buildings in the area to increase “eyes on the street” and make the area less attractive for criminal behavior. The reuse of currently vacant retail space will also help in this regard by bringing additional “body heat” to the area that can serve as a detriment to criminal activity.
- B. Business owners, the BID, and Milwaukee Police Department (MPD) staff should conduct parking lot audits to ensure area parking lots and other landscaped areas are designed to foster safety and reduce “blind spots.”



- C. The BID and existing business owners should continue to inundate the market with positive marketing that highlights the successes occurring in the area to combat the perception of crime.
- D. MPD and area community based organization should continue to support activities that bring police, residents, business owners and other community members together to build relationships between MPD and area residents and businesses.
- E. MPD should continue efforts to have a meaningful visible police presence along Brown Deer Road and in the adjacent industrial areas to deter crime.
- F. Efforts to increase police presence should include continuing to evaluate placing a “sub-station” in the Granville area given the distance from District 4 headquarters. In the event a sub-station is not feasible, other opportunities to increase the police presence in the area during the times businesses are closing for the day or having shift changes should be pursued.

## GOAL #5 PRIORITIZE ARCHITECTURAL, URBAN DESIGN, AND STREETSCAPE IMPROVEMENTS

The visual character of a community is important to the way in which it is perceived. “Raising the bar” on design is important in order to attract and retain the types of residents and businesses that stakeholders want to locate in Granville. While the area will continue to have a more “suburban” character than other parts of Milwaukee, design improvements to existing buildings, the public rights of way, and at any new buildings constructed can have a significant impact on the overall attractiveness of the area for businesses, residents, and visitors alike.



*Attractive Streetscaping in the Riverworks Area  
(DCD/Planning)*

### STRATEGIES + ACTION STEPS

- A. The BID and City should create gateway and wayfinding signage at key commercial and industrial locations.
- B. The BID and City should work with other jurisdictions (State and County) to add streetscape elements along major arterials with Brown Deer Road and 76th Street as priorities.
- C. Businesses should retrofit parking areas where opportunities arise to include shared parking, cross access easements, and additional stormwater management or other green infrastructure features as illustrated in the Granville Design Charette.
- D. The City should revise the zoning code of ordinances, or establish a Master Sign Overlay Zone along Granville commercial corridors to reflect sign standards comparable to the quality and aesthetic required in surrounding suburban municipalities. This will assist in improving the visual appearance of the corridors which is critical to ongoing investment in the area.
- E. When new industrial buildings are constructed, they should meet the design and environmental standards set by the City for industrial buildings in the Menomonee Valley Industrial Center. Commercial buildings should follow the City’s Commercial Design Guidelines for new construction.
- F. New retail outlot buildings should be designed to face the street, be as pedestrian friendly as possible, and incorporate high-quality landscaping.

## GOAL #6 CREATE A CONNECTED GREENWAY AND BIKEWAY



*Menomonee Parkway Bike Trail (Googlemaps)*

Building off of the Little Menomonee Parkway to create an amenity in the Granville area that is unique in the region could greatly enhance quality of life for residents and employees and create positive momentum to change perceptions of the area. A lack of easy-to-access recreational space for residents and area employees was identified as an issue of concern throughout the planning process.

### STRATEGIES + ACTION STEPS

- A. Stakeholders should inventory and identify opportunities to connect existing greenspace within the Granville area, featuring the Little Menomonee Parkway as the centerpiece or spine of a greenway network.
- B. Work with the Milwaukee County Parks Department, City of Milwaukee, and MMSD to identify opportunities for enhancing the parkway and other publicly owned greenspace in the plan area including Kohl Park.
- C. As the City of Milwaukee develops its network of local street bikeways, ensure that routes in Granville are identified that connect with the city-wide network and the Little Menomonee Parkway.
- D. Bike/greenway planning should be coordinated with nearby Business Improvement Districts such as Havenwoods and the 30th Street Industrial Corridor to ensure a seamless system.
- E. All partners should be prepared to implement small portions of a larger system as opportunities arise.
- F. As roads are reconstructed, opportunities to add sidewalks where they don't currently exist and bike lanes should be explored and prioritized. Specifically, during the upcoming resurfacing project, North 107th Street should be evaluated for the potential to add bicycle lanes.



*Outlot Retail on Brown Deer Road (DCD/Planning)*



*BID Networking Event (Credit: Granville BID)*

## GOAL #7 PROTECT AND STABILIZE RESIDENTIAL HOUSING AND NEIGHBORHOODS

Unlike many other neighborhoods of the City, Granville has residential neighborhoods that are essentially segregated from other uses. This is both an asset and a challenge. Some areas have retained strong and growing value through the years, while others - most notably the areas with high numbers of high-density multi-family apartment or condominium developments, have seen disinvestment and increases in crime. The area is home to a range of housing types that provide a wide variety of options at various levels of affordability and that can meet



*Area Housing (DCD/Planning)*

most style preferences. In order for the Granville area to thrive as a complete community, the residential neighborhoods need to be strong and vibrant. One challenge to implementing many of the recommendations below is that Granville is not home to community based organizations working on improving housing conditions and attracting new homeowners as can be found in other City neighborhoods. As a result, the BID and City of Milwaukee will need to be creative in identifying partners who can take a lead on some of the actions below, even if there is not a central agency with “ownership” of these issues. The Granville BID has recently added a new position focused on community development to help advance some of these goals

### STRATEGIES + ACTION STEPS

- A. All area stakeholders should continue to support efforts to increase owner-occupancy and improve the design of parking lots at the Woodlands Condominium complex, identified as a catalytic project in the Northwest Side Plan. This could include the Woodlands Association constructing a centralized office/community center at the development to provide services for residents.
- B. Strengthen the values of properties in high density residential areas through continued emphasis on housing improvements and crime reduction.
- C. The BID and its members should establish partnerships that market area housing opportunities to their employees. Affordable prices, the variety of housing choices in the area, and reduced commutes could be selling points in such a campaign.
- D. Stakeholders should strive to coordinate existing social services in the area, and fill in the gaps with other needed services.
- E. Connect residents to available resources for making critical repairs to their homes. This includes ensuring residents are aware of the resources available through the City of Milwaukee’s STRONG Homes Loan Program.
- F. Ensure that an appropriate mix of youth serving agencies and programs are available to provide resources for neighborhood youth. In areas where youth are underserved, add new programming and enrichment options. Stakeholders have indicated that the Servite Woods area is particularly in need of youth serving offerings.



- G. Create better recreation areas that serves as the community 'heart' or center, similar to the role that Northridge Mall served in years past. This should include hosting events that are accessible to residents of all ages, but especially older children.
- H. Work with landlords, condominium associations, and property owners to establish landlord compacts in neighborhoods with high concentrations of rental housing. Landlords who are not willing to operate their property in a responsible manner should be encouraged to sell their properties.
- I. All area landlords should complete the City of Milwaukee's Landlord Training Program.
- J. Milwaukee County Parks should make improvements to the Servite Park Preserve to make it a more active space that provides recreational and other opportunities for residents of the surrounding residential neighborhood. Initial focus should be given to the area closest to Servite Drive.
- K. Community partners should continue to connect residents with faith based resources they may be interested in accessing. This could include continuing use or expansion of the District 4 Faith Based Resource Directory.
- L. Area condominium associations that are seeing increasing numbers of units transition to rental uses should consider allowable steps within their bylaws to promote owner occupancy.
- M. Any new multi-family housing proposed for the area should be prioritized along existing commercial corridors and should be developed to be accessible by transit, include strong pedestrian connections between the building and the street, and increase the socioeconomic diversity of the area. Senior housing and housing choices that may attract young professionals in particular has been identified as a potential need in the area.
- N. The Department of Public Works will work with residents of the Servite Woods area to collect data and evaluate the best option for addressing speeding and other dangerous driving along Servite Drive."



*BID Networking Event (Credit: Granville BID)*



*Youth Workforce Development Event (Credit: Granville BID)*

## GOAL #8 STRENGTHEN NEIGHBORHOOD IDENTITY VIA MARKETING AND BRANDING



Granville BID Car Show (Credit: Granville BID)

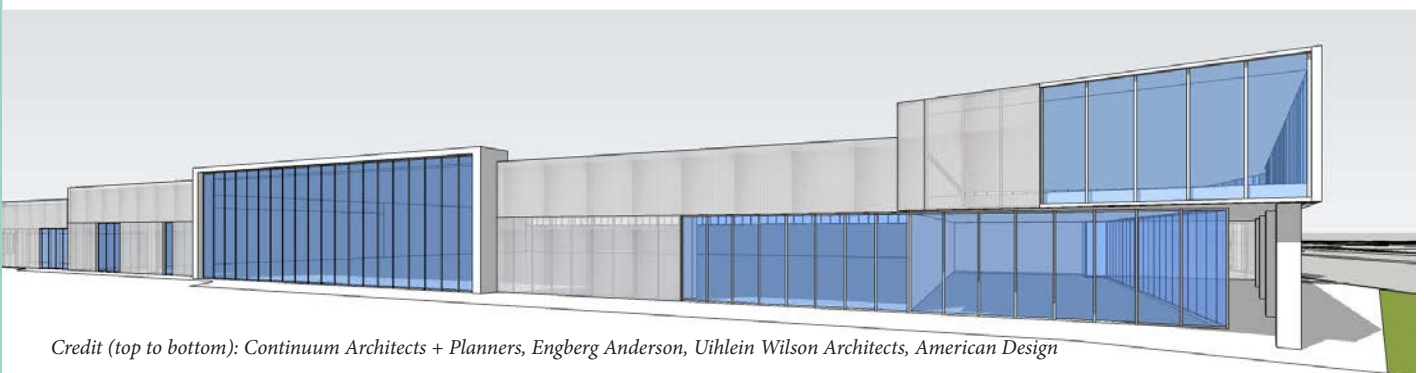
Continuing to position the Granville area as a great place to do business and to live is another critical component of implementing stakeholders' vision for the area. Perceptions of the area remain an obstacle in attracting new businesses that may not be aware of the area's significant assets. In examining successful redevelopment or rebranding efforts elsewhere in the city and around the country, having stakeholders who are "cheerleaders" for the area and work to spread a positive message about its direction is a constant ingredient to achieving success. The BID and its members already play this role in Granville, and those efforts should continue to be bolstered going forward.

### STRATEGIES + ACTION STEPS

- A. Continue to utilize the Granville BID website to highlight the positive aspects of the neighborhood's residential, commercial, and industrial areas.
- B. BID members should continue to be "cheerleaders" for the area within their professional groups, associations, and other venues. This is critical to telling the story that Granville is a good place to do business.
- C. Keep the BID website current and post success stories regularly.
- D. Utilize collateral print materials to market the area in general as well as key properties for sale or lease, in particular to perspective new industrial users. These materials should highlight the advantages Granville has over suburban locations.
- E. Continue to hold special events such as the annual Car Show to promote the area and highlight area businesses. At the events, take the opportunity to promote other attributes of the neighborhood, such as its housing options, recreational opportunities, and retail businesses.
- F. The BID and area businesses should engage in a concerted effort to attract media attention highlighting the various positive news stories occurring in the Granville area. This "earned media" can have a significant impact in shaping the public's image of the area. This could be done in tandem with a "What you don't know about Granville" campaign to address perceptions of the area.
- G. If the City launches a city-wide neighborhood marketing campaign as called for in Growing Prosperity, ensure that Granville neighborhoods are included as an area of focus in any marketing materials.







*Credit (top to bottom): Continuum Architects + Planners, Engberg Anderson, Uihlein Wilson Architects, American Design*

# CHAPTER 6

## REPOSITIONING THE BROWN DEER ROAD CORRIDOR

One core goal of this planning process and plan document is to recommend a set of strategies that will physically reinvent and reposition the Brown Deer Road corridor and the former Northridge Mall. The future of this corridor and the larger Granville area are inextricably linked. While all of the actions recommended in Chapter 5 are necessary to support the health of Granville's commercial corridors, industrial areas, and residential neighborhoods, the transformation of Brown Deer Road has significant potential to create meaningful positive change for the area that reverberates beyond the corridor itself. One core tenet of the City of Milwaukee's area planning process is that "bricks and mortar" development alone does not have the power

to transform an area absent complementary quality of life improvements. This is certainly true in the Granville area, where the workforce development, public safety, and neighborhood improvement recommendations found in Chapter 5 are essential to achieving the goals of area stakeholders. If carried out in concert with the physical changes to the Brown Deer Road, these recommendations have the potential to bring more than 1,500 new jobs to Granville, redevelop more than 100 acres of underutilized or vacant land, add more than \$22 million to the tax base, support the growth of existing businesses in the area and increase the quality of life for area residents.



### 6.1 REPOSITIONING BROWN DEER ROAD

#### WHAT IS IT?

The Brown Deer Road Market Study and the feedback received throughout this planning process indicates that significant physical changes are needed along Brown Deer Road to reverse the disinvestment and increasing vacancies that have occurred during the last decade. This includes changing some of the land uses along the corridor to address current market trends. As part of the planning process, the City of Milwaukee contracted with GRAEF, a planning and engineering firm with significant experience in the Milwaukee market, to create a series of redevelopment concepts for Brown Deer Road (west of 76th Street) that are grounded in the findings of the market study and recommend future land use scenarios that support stakeholders' vision for the area. The images and portions of the narrative in this section were developed by GRAEF to articulate this vision. These concepts were further explored through the Granville Design Charette

These scenarios envision the portion of the Brown Deer Road corridor between 76th St. and 91st St. (including the former Northridge Mall) changing gradually over time to reflect primarily industrial or residential characteristics with retail concentrated at key nodes and outlots in the corridor. The scenarios are made up of a number of distinct components:



**STREET FRIENDLY RETAIL/OFFICE USES:** (Properties adjacent to Brown Deer Road) Current traffic patterns and access drives along Brown Deer Road should allow for the continuation and incremental turnover of modest amounts of retail and office uses. Maintaining a strong visual appeal with a continuous visual character for the buildings and landscape along Brown Deer Road is essential. Retail uses that serve the day-to-day shopping needs of area residents such as a grocery store, pharmacy, casual restaurants and entertainment uses are high priority users for the corridor.

**MIXED COMMERCIAL AND INDUSTRIAL:** The land along 76th Street offers the potential for conversion to industrial use or for expansion of existing uses. These uses may include new retail or office activity, depending on market characteristics.

**INDUSTRIAL WITH COMMERCIAL ALLOWED:** (Properties south of Brown Deer Road) Existing properties set back from the south side of Brown Deer Road include a number of large-format buildings and acreage that could be well-suited for future industrial use. Existing outlot retail and office uses can also be combined, when visually appropriate, with the buildings/uses further south. Making sure that existing and future buildings are attractive and create a cohesive style and scale throughout the corridor is essential. The site concept includes an attractive boulevard concept and new landscape features. Such features would include some new landscape features within the public right of way, but focus primarily on strong landscape elements to be constructed as the existing buildings are reused or modified to suit the changes sought by current landowners.

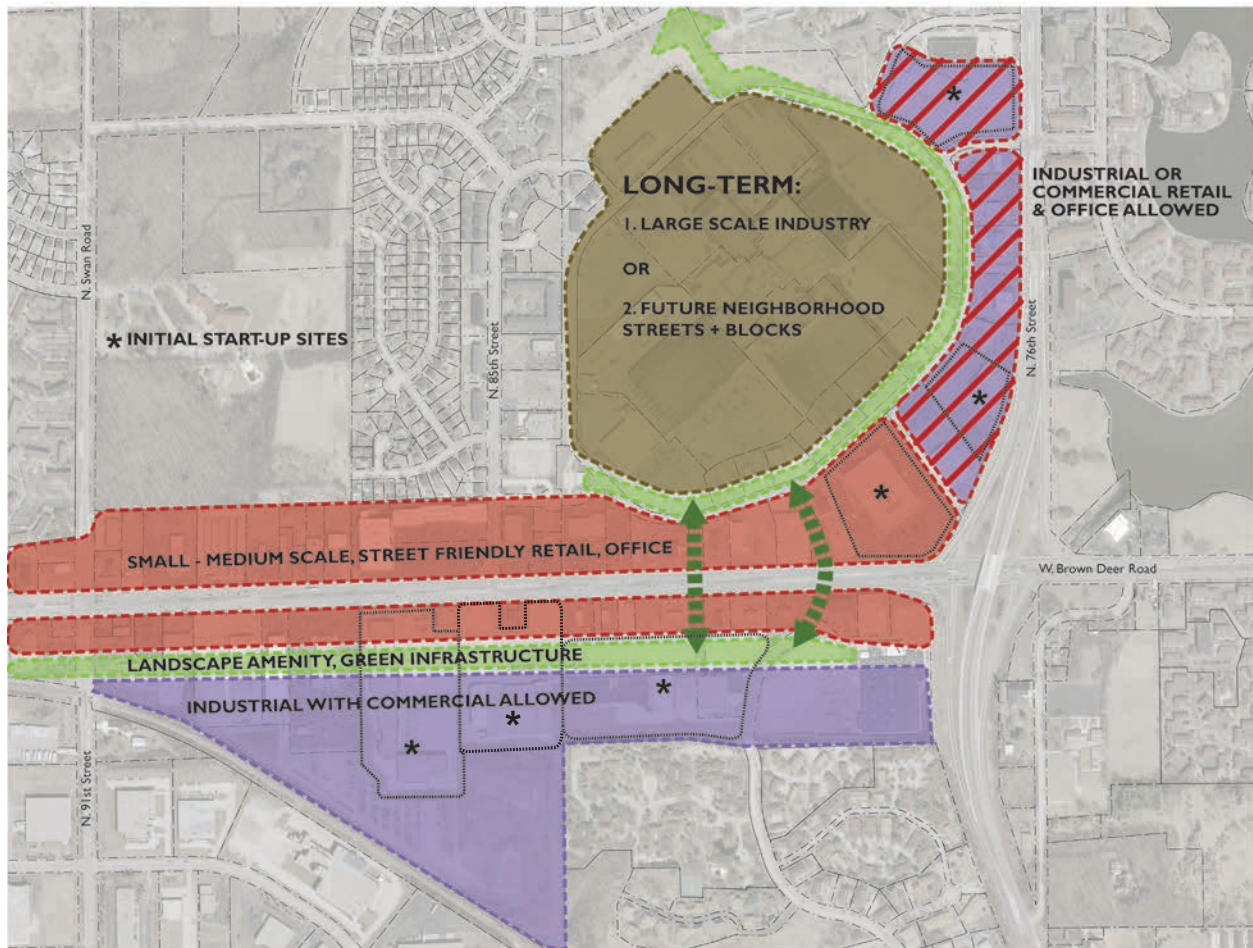
South of the buildings abutting Brown Deer Road, there are new commercial and industrial structures, some of which are anticipated as the rehabilitation of existing buildings. These uses and the more detailed site plans would be modified incrementally if land owners chose to modify their existing uses. A continuous green space runs east-west across multiple properties that serves not only as an amenity to adjacent properties, but also as a physical space for storm water facilities. While the area in pink on the map in Figure 6.2 is not likely susceptible to change in the short term, in the event that improvements or redevelopment occur within that area, new development should follow the site design concepts shown at adjacent parcels in the concept map. One concept for this area proposed in the Granville Charette included a mixed use town center style development that incorporated residential options not currently available in the Granville market (Figure 6.3). If market conditions change and these types of residential uses become feasible, public input suggests these uses would be desired in this location or other appropriate locations along the major corridors in Granville.

**INTEGRATED GREEN INFRASTRUCTURE:** A strong potential to create an appealing pattern of green infrastructure exists between the different subareas. This green infrastructure could come in the form of bio-swales, walkways, and other features. These subareas may also include stormwater retention areas. In all cases, these areas should include pathways and possibly bikeways to promote non-auto dependent uses, even when the initial volume of such uses is likely to be modest.

**INITIAL START-UP SITES:** A select number of properties have been identified on the Future Land Use diagrams that signify potential 'first steps' in transforming the Brown Deer Road corridor. These sites include characteristics such as high visibility, strong building stock, and/or minimal (re)development constraints.

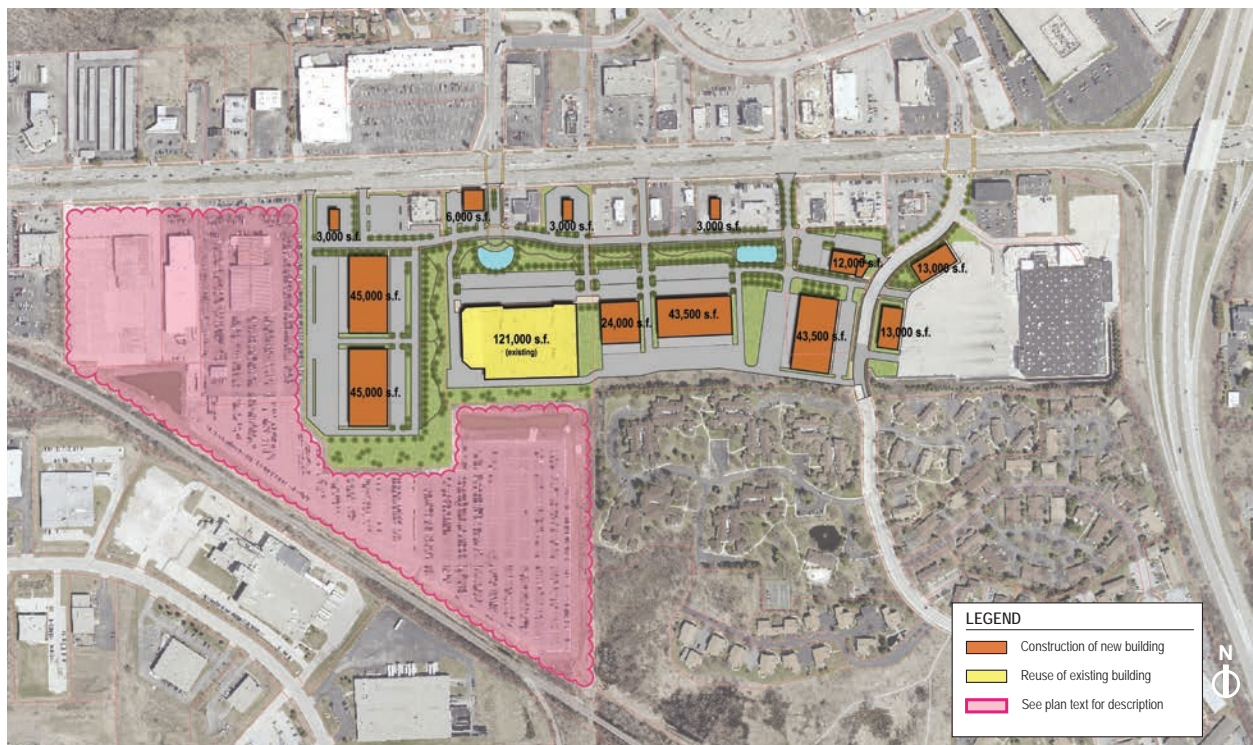


Figure 6.1 Future Land Use Diagram for Brown Deer Road



(Credit: GRAEF)

Figure 6.2 Conceptual Site Plan for Properties South of Brown Deer Road



(Credit: GRAEF)



**Figure 6.3 Aerial Rendering Showing 8105 - 8603 W Brown Deer Road as a Town Center**



(Credit: Zimmerman Architectural Studios)

**Figure 6.4 Site Plan Showing 8105 - 8603 W Brown Deer Road as an Industrial Campus**



(Credit: Continuum Architects + Planners)

Aerial rendering by Zimmerman Architectural Studios, reimagining Site 2 as a new neighborhood center (Credit: Zimmerman Architectural Studios)

A return to the level of prior retail activity on the corridor is most unlikely. Moreover, the embedded pattern of roads, buildings, and other physical features remains ill-suited to many other uses, especially since the original city grid pattern and the compatibility with abutting uses was not considered a priority in past development. The proposed redevelopment concepts address a number of neighborhood priorities:

- By prioritizing retail uses at high-profile, outlot locations, retailers remain able to take advantage of the high traffic counts and high visibility provided by Brown Deer Road. Existing outlot retailers are some of the highest performing on the corridor and prioritizing outlot retail along a repositioned Brown Deer Road provides opportunities to retain and attract the type of high-quality, neighborhood serving retail users that are desired by neighborhood stakeholders, such as a grocery store or another sit-down restaurant.
- Allowing for the conversion of retail uses that are set back from the street and suffering from high rates of vacancy into industrial or other non-retail uses will help reduce vacancies along the corridor and bring new job-creating uses to the area. Jobs created under this scenario would be accessible to a wide variety of residents with diverse levels of skills and education. With a goal of 15 jobs per acre, it is possible that the parcels identified as susceptible to change on the south side of Brown Deer alone could accommodate more than 500 new industrial jobs. These jobs targets are more conservative than the 22 jobs per acre goal achieved in the Menomonee Valley Industrial Center. The redevelopment of these 37 acres for industrial uses would also likely add \$8 million or more to the tax base based on the average assessed value of industrial properties in the area. That is a conservative estimate given the age of many of those existing facilities.
- The recent closure of the Target store on Brown Deer Road will have spillover impacts on neighboring retail. In addition to creating a high-profile vacancy, the loss of this anchor will reduce the number of shoppers coming to the area who may patronize neighboring businesses. It also creates a concentration of properties that are either currently for sale or susceptible to change in the future that could be converted to industrial or other land uses.
- Incorporating green infrastructure and better connectivity between properties helps to achieve the plan goals of making the area more attractive and pedestrian friendly, and reducing the impacts caused by the significant amount of paved surfaces in the area.

- The City of Milwaukee should pursue zoning changes that allow for the type of development called for in this Chapter. This will likely require the creation of a new zoning district or the development of an overlay for areas that are transitioning from commercial to industrial or other uses but that allow for the two uses to complement each other. This zoning classification should be applied to the appropriate portions of the Brown Deer Road corridor and 76th St.
- As land uses transition, educational, health care, entertainment and other community serving service and institutional users that meet a community need should also be encouraged to locate in former retail spaces on the corridor at those locations where traditional retail may not be viable.
- New industrial buildings developed in the area should strive to meet the design and



building performance standards utilized by the City of Milwaukee in the Menomonee Valley Industrial Center and should create at least 15 jobs per acre.

- Any new zoning classification should include design criteria that support the plan goals of adding additional green infrastructure, high quality landscaping, pedestrian elements, and retail uses that reinforce the street edge.
- City financial assistance including tax incremental financing may be appropriate to assist in the conversion of previous uses to new industrial developments. The Milwaukee Economic Development Corporation (MEDC) has low-interest rate financing available to assist industrial users locate on the Northwest Side.
- The BID and the City of Milwaukee should continue to evaluate opportunities for land assembly and partnership with private developers for a catalytic project to advance the goals of this plan. This could include the development of a small industrial park with shared storm-water detention facilities. The City and BID should also continue to support an incremental shift to industrial uses by assisting industrial developers who are pursuing conversion of former retail sites in the area.
- Existing and new retail should take advantage of the City's various business assistance programs to make improvements to their facades, landscaping and signage to support the goals for the area. The Department of City Development should work with the Granville BID to explore customizing an incentive package tailored towards the specific needs of the Brown Deer Road corridor. DCD should also work with the Granville BID to attract those users identified through the planning process as a high priority to the area, especially a sit-down restaurant, a grocery store, and a pharmacy. The recommendations of DCD's forthcoming Fresh Food Access Strategy should be used to guide the effort to attract a grocery store to the area.
- The City should review and update the zoning code of ordinances, or establish a Master Sign Overlay Zone along Brown Deer Road, to reflect sign standards comparable to the quality and aesthetic required in surrounding suburban municipalities. This will assist in improving the visual appearance of the corridors which is critical to ongoing investment in the area.

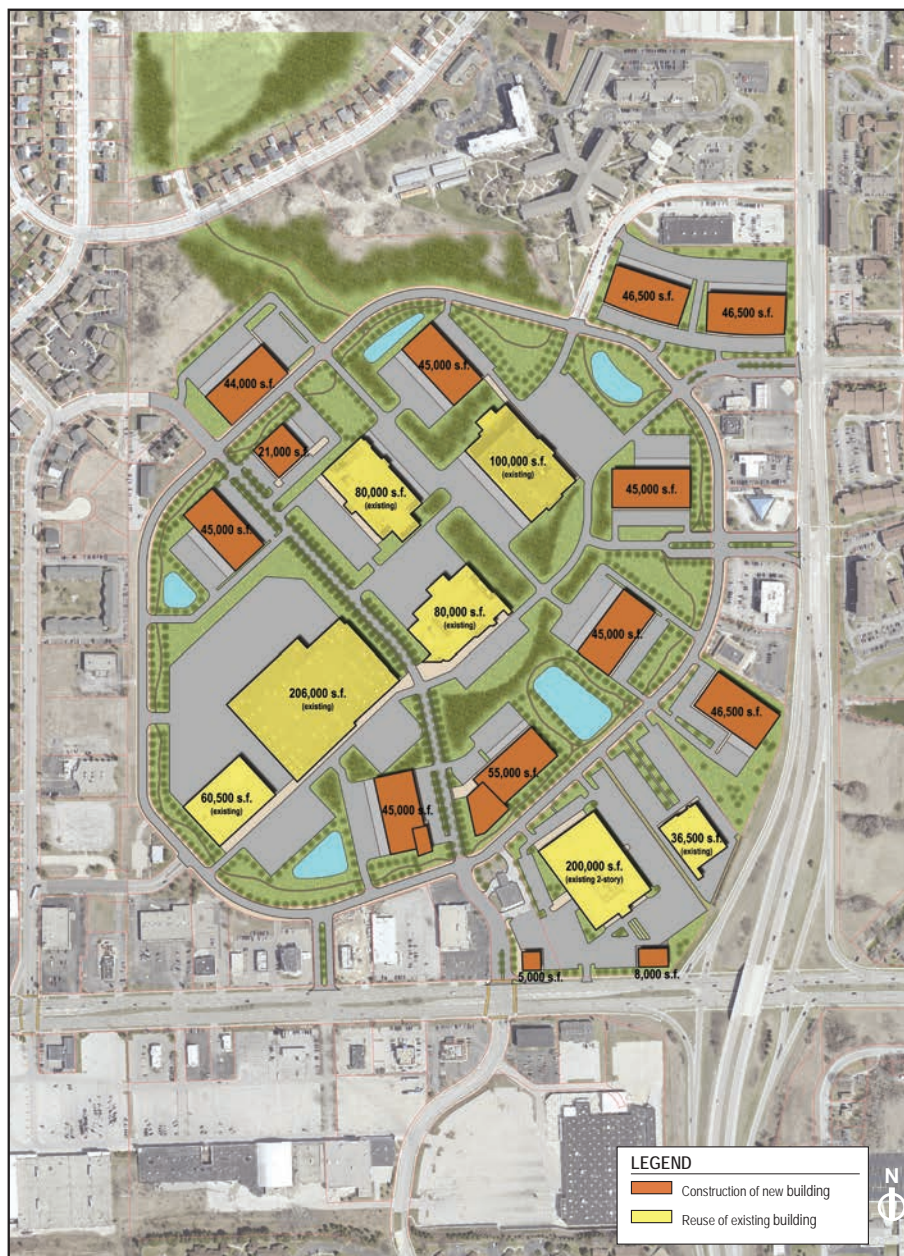
## 6.2 REVITALIZING THE FORMER NORTHRIDGE MALL

The former Northridge Mall is the area's most prominent redevelopment site and its reuse is critical for the overall future of the area. Based on the findings of the market study and national trends impacting enclosed malls similar to Northridge, it is unlikely that this site will re-emerge as a traditional mall development, or even as a regional retail center. The current owner continues to explore reusing the mall as a merchandise or import mart. However, those plans stalled and a more holistic redevelopment should be pursued that is consistent with the recommendations of the market study and the precedents included in Chapter 1, and the results of the Granville Charette.

GRAEF designed a number of redevelopment scenarios for the former mall site that contemplate differing mixtures of new construction and reuse of anchor buildings. One of these potential concepts was further refined during the Granville Design Charette.

**SCENARIO A (Big Box Retention)** shows the long term, future land use for the subarea being developed as new industrial buildings along with several existing buildings that remain with current or modified uses. Existing buildings along 76th Street also remain and incorporate new or revised uses. Two new structures are shown at the northeast corner that could be adapted for uses compatible with Alexian Village or established as separate commercial or industrial uses. The shopping center “ring road” remains in place with stronger landscaping features. The interior infrastructure assumes scattered parking lots, some small green areas (which could serve as low-use park spaces), shared cross-easements, some green infrastructure, and a variety of potential locations for storm water retention. Retail uses remain along Brown Deer Road. GRAEF created one land use scenario that reflects this vision. This concept was further refined during the Granville Design Charette.

*Figure 6.5 Conceptual Site Plan for the Former Northridge Shopping Center (Scenario A)*

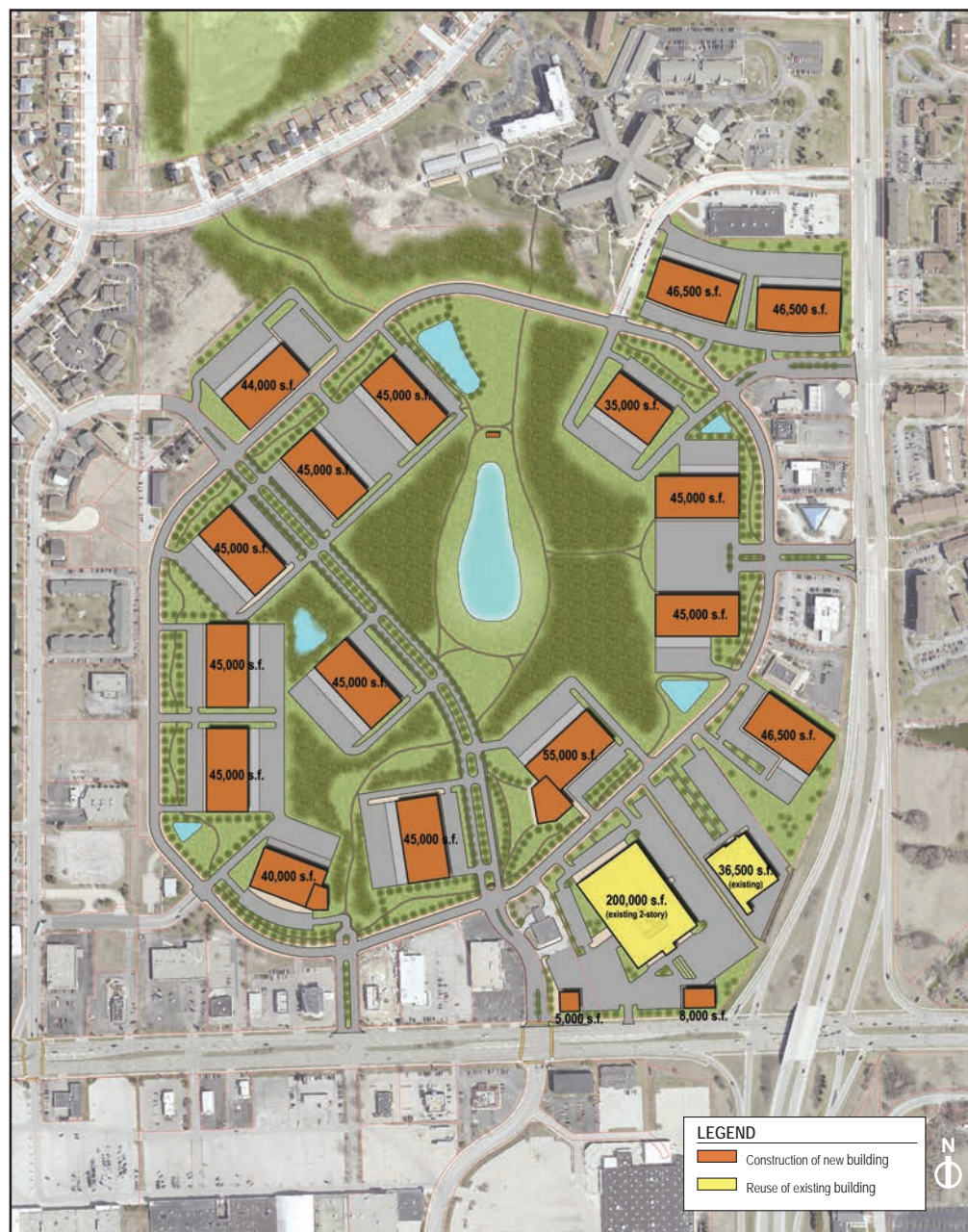


(Credit: GRAEF)



**SCENARIO B (Industrial Ring)** is very similar to Scenario A in terms of the uses along 76th Street and the areas to the northeast. However, the central area within the ring road shows a complete demolition of existing large-format buildings and redevelopment with a much larger park area (compared to Scenario A) that can serve as a neighborhood amenity in combination with a regional stormwater facility. If it is determined that retention of the mall complex is not feasible or consistent with the planned reuses for the mall, this concept could be pursued. Retaining the Menards location at Granville Station was a major goal of stakeholders in the planning process that could also be incorporated if a more significant redevelopment of this site occurs. The Granville Charette recommendations to include more intense, active uses at the corner of 76th Street and Brown Deer Road would remain applicable in this scenario.

*Figure 6.6 Conceptual Site Plan for the Former Northridge Shopping Center (Scenario B)*



(Credit: GRAEF)



**SCENARIO C (Neighborhood Grid)** varies considerably by including options for residential development (both single family dwellings as well as multi-family units) along the northwest side of the subarea. This scenario also breaks away from the ring road configuration on the north side (as opposed to scenarios A and B) and attempts to create a neighborhood character by establishing a street grid pattern. The southeast side, like scenarios A and B, retains the existing buildings, industrial uses, and similar green infrastructure features. Based on the market study and other market factors, this scenario and its inclusion of new housing appears the least feasible for the foreseeable future. However, it is included for consideration in the event of future market changes prior to the implementation of these redevelopment concepts. The 2008 Northwest Side Plan also envisioned new housing at this site, but that document was finalized prior to the downturn in the national housing market and the subsequent recession.

*Figure 6.7 Conceptual Site Plan for the Former Northridge Shopping Center (Scenario C)*



(Credit: GRAEF)





Aerial rendering of a reimagined Northridge Mall; blue represents new light industrial; yellow represents retail or commercial  
(Credit: Uihlein Wilson Architects)



Conceptual site plan showing new parcels for Northridge Mall  
(Credit: Uihlein Wilson Architects)



Vision for Northridge Mall as a light industrial development with public plaza and commercial, maker-spaces, or retail uses  
(Credit: Uihlein Wilson Architects)

Regardless of which scenario is pursued, more detailed plans and parcel layouts will need to be developed that incorporate the desired scenario's relevant features, such as pedestrian and bicycle circulation plans, parcel sizes, parking and storm water management arrangements. These plans should incorporate the overall goals of the Granville Design Charette regardless of the final building and road configurations.

- Since the closing of the mall in 2003, the former Northridge Mall has stood as a symbol of disinvestment in the Granville Area. While the creation of Granville Station in 2005 brought some new activity to the site, the lack of development at the former mall complex

since that time has magnified some of the other challenges faced by the corridor as a result of shifting market forces. A redeveloped Northridge site would send a powerful message about the long term potential of the area and help reverse some of the negative spillover impacts caused by the mall's vacancy.

- The industrial areas elsewhere in Granville are successful and have low vacancy rates. There is a lack of modern industrial space in the area to accommodate companies that would like to move to the area or expand. The market study indicates that there is demand for modern industrial space at the former Northridge Mall. A fully redeveloped site as envisioned by Scenarios 1 and 2 could result in the area being home to more than 1,500 jobs and significant increases in tax base for the City of Milwaukee. The redevelopment of these roughly 100 acres also has the potential to add more than \$15 million to the tax base based on the average assessed value of industrial properties in the area. That is a conservative estimate given the age of many of those existing facilities.
- Based on the trends seen in other industrial areas in the city, the types of jobs that could be created if the site is redeveloped for industrial (or office/medical) uses have the potential to be family supporting jobs that are part of the region's growth industry clusters and are accessible to job seekers with a diverse range of education and skills. To ensure that local residents are able to access these positions, continued localized workforce development programs will be critical as discussed elsewhere in this plan.
- *Growing Prosperity*, the City's economic action agenda calls for the City of Milwaukee to maintain an inventory of 100 acres of "shovel ready" industrial land available for development and put 500 acres of brownfield properties back into industrial use within 10 years. Converting the former Northridge to industrial use will help achieve this goal.

- The City of Milwaukee should work with the current or future owner of the mall to implement a redevelopment plan similar to the one envisioned in the above scenarios. In the event that the current owner is unable or unwilling to return the property to productive use, the City should work to help identify a new developer with the capacity to carry out the project.
- The developer and the City should collaborate on a site master plan that is consistent with the goals of increasing circulation within the site, providing shared green space, managing storm water on site, and including high quality landscaping and signage.
- New industrial buildings developed in the area should strive to meet the design and building performance standards utilized by the City of Milwaukee in the Menomonee Valley Industrial Center and should create at least 15 jobs per acre. Medical, educational, entertainment, and office uses could also be incorporated into development at this site if done in a manner that is complementary to adjacent users.
- City financial assistance or assistance with land assembly may be appropriate to assist in the conversion to new industrial developments. The Milwaukee Economic Development Corporation (MEDC) also has low-interest rate financing available to assist industrial users locate in the Northwest Side. Granville is included in the area of the region where industrial development projects may be eligible for New Market Tax Credits, which have also been successfully deployed by MEDC on past industrial projects in the area.





*Vision for the main building and gardens on the 8365 N 76th Street Site  
(Credit: Galbriath Carnahan Architects)*

### 6.3 IMPACTING 76TH STREET

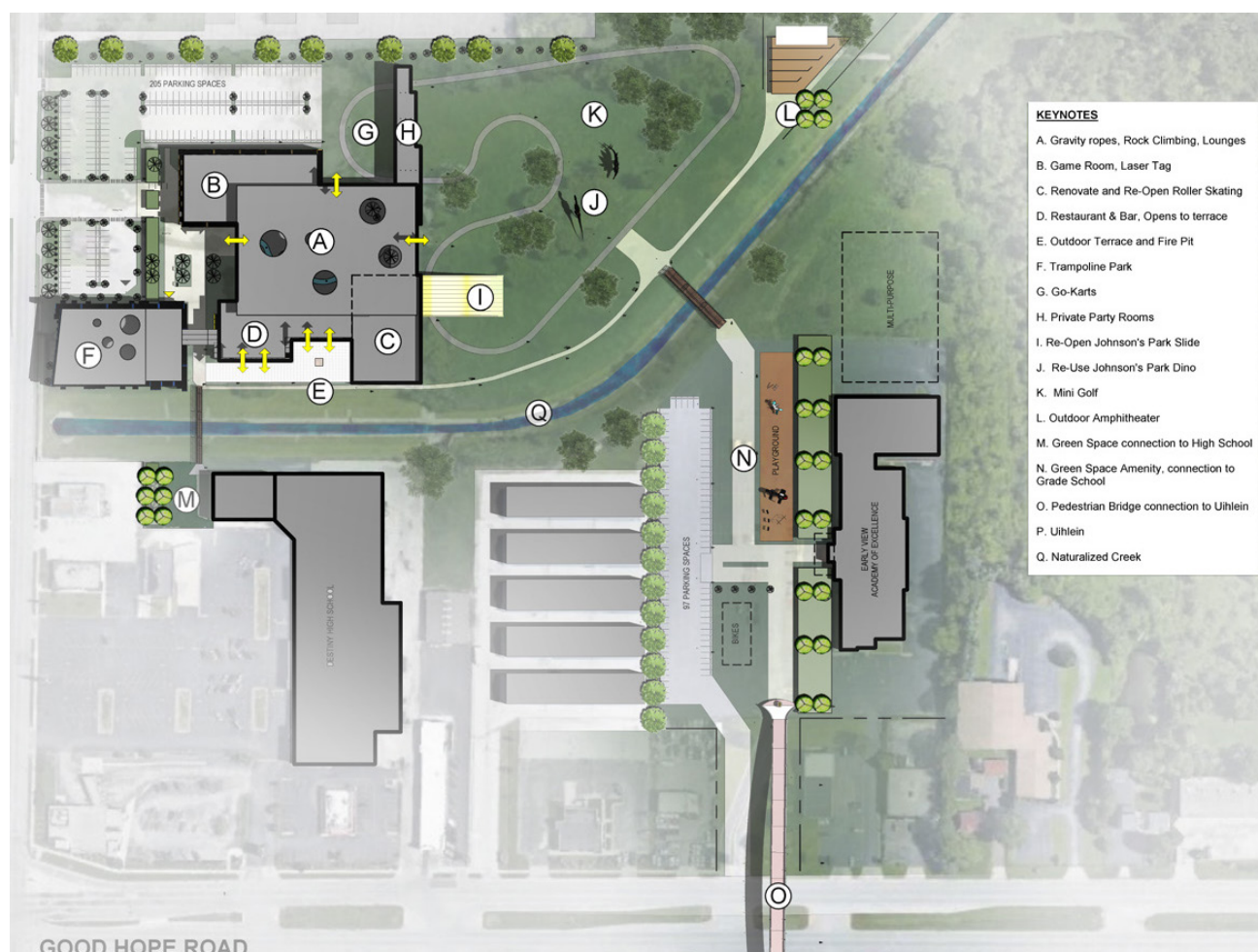
While the Brown Deer corridor was the primary focus of this land use study, many of the recommendations regarding the corridor are applicable to the 76th Street corridor as well. The ongoing transformation of Brown Deer Road will have impacts on 76th Street and should help direct new investment to the area. 76th Street is home to a number of long standing anchor businesses and is already seeing new investment at key nodes along the corridor, from Destiny Youth Plaza to the proposed relocation of the former Mill Road Library and the construction of the new Phongsavan Asian Market south of the plan area. However, there are a number of large vacant parcels in the corridor and other properties subject to change in the near future that will significantly impact the long term shape of the 76th Street corridor. The Granville Design Charette included three sites on North 76th St. and stakeholders should work to attract development consistent with those concepts. The following goals and principles should be followed to ensure this ongoing redevelopment aligns with the stakeholders' vision for the area:

- As called for along Brown Deer Road, retail should be prioritized at key nodes of 76th Street to recognize the impact of concentration and avoid saturation. These nodes include the intersections of 76th Street with Good Hope Road, Bradley Road, and Brown Deer Road.
- The City should issue a RFP for the former Johnson's Park site that prioritizes reuses consistent with the recommendations of the Granville Design Charette.
- Uses other than retail should be encouraged along the corridor at non-key retail nodes. These uses could include residential development between commercial nodes.
- New buildings should be designed with strong connections between the building, street, and sidewalk to increase connectivity and make the area more pedestrian friendly.
- Parking lots should incorporate landscaping, pedestrian walkways, and clear connections to primary building entrances to the greatest degree possible.
- The ongoing development of the intersection of 76th and Good Hope Road should continue to be prioritized as called for in the Catalytic Project section of the Northwest Side Plan.
- For those large-scale parcels that abut existing industrial areas, redevelopment for modern industrial uses are appropriate, provided building design and use does not have a negative impact on neighboring residential areas. Industrial conversions on

- 76th Street should follow the same site and design recommendations proposed for Brown Deer Road in this chapter.
- Support reuses consistent with the recommendations of the Granville Design Charette for the vacant or underutilized properties at 8365 North 76th Street and 9127 North 76th Street.
- All stakeholders should continue to evaluate opportunities to add landscaping, pedestrian amenities, stormwater management, and shared parking throughout the corridor.
- Any signage code changes that impact Brown Deer Road may also be applicable to 76th St. in an attempt to improve the aesthetics of the corridor.



Rendering of vision for the building's street facing facade on the 9127 N 76th Street Site (Credit: Amercian Design)



Site Plan for the 7350 N 76th Street Site (Credit: Engberg Anderson)





*Alexian Village Assisted Living Facility (DCD/Planning)*



# CHAPTER 7

## IMPLEMENTATION / HOW TO MAKE IT HAPPEN

Throughout the planning process, Granville stakeholders have reiterated the importance of having an adopted plan that charts a course forward for the area and provides specific and actionable recommendations to drive positive change, and attract additional investment into this part of Milwaukee.

With the foundation provided by past planning efforts, the Brown Deer Road Corridor Market Study, the Granville Design Charette, and the extensive public input provided throughout this planning process, this document attempts to provide that blueprint for action.

However, in order to achieve the goals of this plan, the drafting of this document itself must be seen as only a starting point. Chapter 5 provided eight overarching plan goals and identified specific actions to achieve them. Chapter 6 provided a detailed set of recommendations and development concepts to revitalize Brown Deer Road and the former Northridge Mall. This chapter summarizes the highest priority action items recommended in Chapters 5 and 6 and more clearly defines the parties responsible, the resources required, and the general time frame associated with the individual actions. While this chapter is the only one with the word “implementation” in the title, all three of these chapters should be read in concert as they provide a road map of actions that will help achieve the goals of the plan.

The Granville area is well positioned to see through the implementation of the actions recommended in this Action Plan. Multiple city departments are poised to work in coordination with other committed public sector partners across multiple levels of government to help implement this plan. The Granville BID and its members have a long term commitment to the area and are motivated to continue to position Granville among the best places to do business in the region and collectively remove some of the barriers that exist preventing a greater number of Granville residents from accessing the many good jobs available in the area. Combined with the existing groups of engaged neighbors in the area and the skill and experience found within the community and faith based organizations in Granville, the elements are all present for the sustained work needed for successful plan implementation.

The vacancy rates on Brown Deer Road undoubtedly create a sense of decline that reverberates throughout the Granville area. However, the recent closures have also had the effect of increasing the urgency among some area stakeholders and convincing others that the historical land uses along Brown Deer Road may need to change significantly in order to attract new investment to the area. The creative reuse of the former Walmart and former Sam’s Club as productive, job-producing, light industrial facilities demonstrate the resiliency

of the area and the potential for the ongoing reinvention of former retail spaces. This plan offers a vision for a reimagined Brown Deer Road and Northridge Mall site that includes a new set of uses along the corridor that are grounded in market data and the input of area businesses and residents.

The actions called for in the Granville Action Plan and Land Use Study attempt to capitalize on the existing assets in the area, offer a set of comprehensive recommendations to improve the quality of life, and bring significant new investment and job opportunities to the corridor that has long served as the spine of this part of the city in order to best position Granville, its businesses and residents, to thrive for years to come.

**A note on “Implementation Timeframes:”**  
*Recommendations labeled as “Short Term” can begin immediately. Those labeled as “Medium Term” are more likely to require additional planning, funding, or market shifts and may more likely occur in the next two to five years. Finally, those recommendations labeled as “Long Term” are more ambitious in nature and can more reasonably be expected to be completed in a five to ten-plus year time horizon. “On-going” projects are those that may take many years to complete but consist of multiple phases or components, some of which should be acted upon immediately with the understanding that full completion is also dictated by outside factors, typically funding availability, public facility replacement schedules, and supply and demand.*

The following organizations or entities are referred to by abbreviations in the chart below and on the following pages:

**BID:** Granville Business Improvement District

**County:** Milwaukee County

**DCD:** City of Milwaukee Department of City Development

**DNS:** City of Milwaukee Department of Neighborhood Services

**DPW:** City of Milwaukee Department of Public Works

**ECO:** City of Milwaukee Environmental Collaboration Office (former Office of Environmental Sustainability)

**MATC:** Milwaukee Area Technical College

**MEDC:** Milwaukee Economic Development Corporation

**MPD:** Milwaukee Police Department

**NIDC:** Neighborhood Improvement Development Corporation

**WDOT:** Wisconsin Department of Transportation

Goal #1: Redevelop and Reinvent Commercial Corridors				
Action	Lead Implementer	Supporting Entities	Funding Sources	Implementation Time Frame
Market the area to new businesses with a targeted approach to fill the needs of residents and local employees. For example, targeting grocery, pharmacy, or fresh food businesses would fill a major void in the area.	BID	DCD	City Business Assistance Programs, MEDC, BID	On-going
Develop an expanded Industrial / Commercial zoning district or other appropriate zoning overlay as called for in plan. Rezone appropriate areas to allow for a mixture of industrial and commercial uses.	DCD	BID	NA	Short Term

Improve the physical appearance of the commercial corridors through landscaping, trees, wayfinding and neighborhood identity signage in the public right-of-way.	BID, DPW	DCD, WDOT, County	BID, City, State	Medium Term
Establish a process for reporting code compliance issues and tracking them through the code enforcement process to ensure that property maintenance, landscaping, and other issues impacting the appearance of the corridor remain a priority.	BID	DNS	NA	Short Term
<b>Goal #2: Protect, Strengthen, and Promote Industrial Core</b>				
Action	Lead Implementer	Supporting Entities	Funding Sources	Implementation Time Frame
Continue to publicize the successful businesses located in the industrial core and tell the story of thriving businesses in the area.	BID		NA	On-going
Continue efforts to coordinate safety and security efforts between businesses in the district, including security patrol within the industrial park.	BID	MPD, Area Businesses	BID, Area Businesses	On-going
Ensure that road conditions on roads that may have low traffic counts but high truck traffic are maintained in a manner that is conducive to trucking and area businesses' movement of goods.	DPW		City	On-going
<b>Goal #3: Strengthen Workforce Training and Support Services</b>				
Action	Lead Implementer	Supporting Entities	Funding Sources	Implementation Time Frame
Bolster partnerships with workforce development agencies to develop training tailored to Granville area businesses. This should include both targeted recruitment events as well as customized training designed specifically to address the needs of Granville area employers and existing employees.	BID	Area Businesses, Employ Milwaukee, MATC, WRTTP/Big Step	BID, Workforce Development Programs	Short Term
Evaluate the pipeline of workers in the area through a labor market study or similar project and then determine the specific training programming that needs to be deployed in the area to link area workers to jobs that already exist or are likely to be created in the area.	BID	Employ Milwaukee	BID, Workforce Development Programs	Short Term
Explore the feasibility of a van pool that stops at major bus stops or other central locations in the area to increase the ability of workers who don't have access to a private automobile to work at jobs in Granville.	BID	Area Businesses	BID, Participating Businesses and Employees	Medium Term
Attract a job-training service provider to a physical location within the area. This could include a MATC satellite facility or a facility operated by another service provider.	BID	Employ Milwaukee, MATC	Workforce Development Programs, BID	Medium Term
<b>Goal #4: Address Real and Perceived Safety Concerns</b>				
Action	Lead Implementer	Supporting Entities	Funding Sources	Implementation Time Frame
Conduct parking lot audits to ensure area parking lots and other landscaped areas are designed to foster safety and reduce "blind spots."	Area Businesses	MPD, BID	NA	Short Term
Inundate the market with positive marketing that highlights the successes occurring in the area to combat the perception of crime.	BID		NA	On-going
Ensure there is a meaningful visible police presence along Brown Deer Road and in the adjacent industrial areas to deter crime.	MPD		NA	On-going
<b>Goal #5: Prioritize Architectural, Urban Design, and Streetscape Improvements</b>				
Action	Lead Implementer	Supporting Entities	Funding Sources	Implementation Time Frame
Create gateway and wayfinding signage at key commercial and industrial locations.	BID	DCD, DPW	BID, City	Medium Term
Add streetscape elements along major arterials with Brown Deer Road and 76th Streets as priorities.	BID	DCD, DPW	DCD, DPW	Medium Term
Revise the zoning code of ordinances, or establish a Master Sign Overlay Zone along Brown Deer Road, to reflect sign standards comparable to the quality and aesthetic required in surrounding suburban municipalities.	DCD	BID	NA	Short Term
Retrofit parking areas where possible to include shared parking, cross access easements, and additional stormwater management or other green infrastructure features	Property Owners	DCD, ECO, BID	Private, City	On-going



<b>Goal #6: Create a Connected Greenway and Bikeway</b>				
<b>Action</b>	<b>Lead Implementer</b>	<b>Supporting Entities</b>	<b>Funding Sources</b>	<b>Implementation Time Frame</b>
Identify and implement opportunities for enhancing the parkway and other publicly owned greenspace in the plan area.	County	City, BID, Resident Associations	County, Grants	On-going
As the City of Milwaukee develops its network of local street bikeways, ensure that routes in Granville are identified that connect with the city-wide network and the Menomonee Parkway.	DPW	DCD, BID	City, Grants	Medium Term
<b>Goal #7: Protect and Stabilize Residential Housing and Neighborhoods</b>				
<b>Action</b>	<b>Lead Implementer</b>	<b>Supporting Entities</b>	<b>Funding Sources</b>	<b>Implementation Time Frame</b>
Establish partnerships that market area housing opportunities to the employees of Granville businesses.	TBD	Area Businesses, BID	NA	Medium Term
Connect residents to available resources for making critical repairs to their homes, including the City of Milwaukee's STRONG Homes Loan Program.	TBD	DCD, NIDC	STRONG Homes Loans	Short Term
Ensure that an appropriate mix of youth serving agencies and programs are available to provide resources for neighborhood youth. In areas where youth are underserved, add new programming and enrichment options.	Existing Social Service Agencies	Area Businesses, Area Property Owners, City	Youth and Social Service Program Funding	On-going
Establish landlord compacts in neighborhoods with high concentrations of rental housing. Landlords who are not willing to operate their property in a responsible manner should be encouraged to sell their properties.	TBD	Area Property Owners, Condominium Associations	NA	Short Term
<b>Goal #8: Strengthen Neighborhood Identity via Marketing and Branding</b>				
<b>Action</b>	<b>Lead Implementer</b>	<b>Supporting Entities</b>	<b>Funding Sources</b>	<b>Implementation Time Frame</b>
Utilize collateral print materials to market the area as well as key properties for sale or lease, in particular to perspective new industrial users highlighting the advantages Granville has over suburban locations.	BID	DCD	BID	Short Term
Continue to hold special events such as the annual Car Show to promote the area and highlight area businesses while promoting the other attributes of the neighborhood.	BID	Area Businesses	BID, Sponsorships	On-going
Engage in a concerted effort to attract media attention highlighting the various positive news stories occurring in the Granville area, potentially in tandem with a "What you don't know about Granville" campaign to address perceptions of the area.	BID	Area Businesses, City	BID	On-going
<b>Chapter 6: Repositioning the Brown Deer Road Corridor</b>				
<b>Action</b>	<b>Lead Implementer</b>	<b>Supporting Entities</b>	<b>Funding Sources</b>	<b>Implementation Time Frame</b>
Implement zoning changes that facilitate the development scenarios proposed in this plan.	DCD	BID	NA	Short Term
Add additional green infrastructure, high quality landscaping, pedestrian elements, and retail uses that reinforce the street edge.	Area Business Owners	DCD, DPW, ECO	Private, City	On-going
Evaluate opportunities for land assembly and partnership with private developers for a catalytic project to advance the goals of this plan.	DCD	BID, Private Developers	Private, MEDC, City	Short Term
Collaborate with the redeveloper of the former Northridge Mall on a site master plan that increases circulation within the site, provides shared green space, manages storm water on site, and includes high quality landscaping and signage.	Property Owner	DCD, DPW, ECO	Private, MEDC, City	Medium Term
Encourage new industrial buildings to meet the design and environmental standards set by the City for industrial buildings in the Menomonee Valley Industrial Center. Commercial buildings should follow the City's Commercial Design Guidelines for new construction	Property Owners	DCD	NA	On-going



City of Milwaukee  
Department of City Development

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