MILWAUKEE comprehensive Plan

DEPARTMENT OF CITY DEVELOPMENT • JUNE, 2015

Menomonee Valley 2.0

A Plan for the Area

City of Milwaukee

Menomonee Valley 2.0 Comprehensive Area Plan

June, 2015

Cover image courtesy of Menomonee Valley Partners
Photograph by Richard Bublitz

City of Milwaukee

Office of the City Clerk
200 E. Wells Street
Milwaukee, Wisconsin 53202

Certified Copy of Resolution

FILE NO: 150029

Title:
Resolution approving the Menomonee Valley Area Comprehensive Plan Update as an element of Milwaukee's Overall Comprehensive Plan, in the 4th, 8th and 12th Aldermanic Districts.

Body:
Whereas, One step in the City of Milwaukee's ("City") comprehensive planning process is the creation of plans for areas of the City, sometimes referred to as neighborhoods; and

Whereas, An updated comprehensive plan has been prepared, titled the Menomonee Valley Area Comprehensive Plan Update ("Plan"), a copy of which is attached to this Common Council File; and

Whereas, The Plan amends and updates the Market Study, Engineering and Land Use Plan for the Menomonee Valley that was approved by the Common Council on September 23, 1998, by File No. 980698; and

Whereas, Pursuant to Section 66.1001, Wisconsin Statutes, the City Plan Commission adopted the Plan and recommended adoption to the Common Council; and

Whereas, Approval of the Plan by the Common Council will establish the Plan as a guide for the City regarding the use and development of the land of the area, it will encourage common understanding and coordination among levels of government and private interests and it will facilitate implementation of the Plan; now, therefore, be it

Resolved, That the Common Council of the City of Milwaukee, approves the Menomonee Valley Area Comprehensive Plan Update as an element of the City's Overall Comprehensive Plan; and, be it

Further Resolved, That the Menomonee Valley Area Comprehensive Plan Update, as approved, shall provide guidance and serve as the basis for decision-making by the Common Council in its consideration of land use and physical development issues; and, be it

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

Further Resolved, That the Commissioner of DCD is directed to send copies of the Plan to the parties identified in it as having responsibility for implementation of the Plan 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 June 2, 2015, published on April 28, 2015.

James R. Owczarski

June 15, 2015
Date Certified

MENOMONEE VALLEY 2.0

TABLE OF CONTENTS

Chapter 1 – Introduction 1

Chapter 2 – Plan Context & Process 9

Chapter 3 – Land Use Strategies & Policies 33

Chapter 4 – Districts & Corridors 53

Chapter 5 – Catalytic Projects 63

Chapter 6 – Implementation 79

Appendix – Market Analysis 84

ACKNOWLEDGEMENTS

City of Milwaukee

Mayor Tom Barrett

Common Council

Ald. Michael J. Murphy, President
Ald. Ashanti Hamilton
Ald. Joe Davis, Sr.
Ald. Nik Kovac
Ald. Robert J. Bauman
Ald. James A. Bohl, Jr.
Ald. Milele A. Coggs
Ald. Willie Wade
Ald. Robert G. Donovan
Ald. Robert W. Puente
Ald. Joseph A. Dudzik
Ald. Jose Perez
Ald. Terry L. Witkowski
Ald. Tony Zielinski
Ald. Russell W. Stamper, II

City Plan Commission

Patricia T. Najera, Chair
Larri Jacquart, Vice Chair
J. Allen Stokes
Whitney Gould
Stephanie Bloomingdale
Joaquin Altoro
Jezamil Vega-Skeels

Department of City Development

Rocky Marcoux, Commissioner
Martha L. Brown, Deputy Commissioner
Vanessa Koster, Planning Manager
Sam Leichtling, Long Range Planning Manager
Bob Harris, Project Manager
Maria Pandazi, Project Manager
Nolan Zaroff, Senior Planner
Paula Priebe
Andrew Falkenburg
Eric Miels

Redevelopment Authority of the City of Milwaukee

David Misky, Assistant Executive Director

Contract Management Team

Corey Zetts - Menomonee Valley Partners
Laura Bray - Menomonee Valley Partners
Karen Sands - Milwaukee Metropolitan Sewerage District & Friends of the Hank Aaron State Trail
June Moberly - Avenues West Association
Keith Stanley - Avenues West Association
Bruce Keyes - Menomonee Valley Partners Board Memeber and Foley & Lardner LLP
Rana Altenberg - Marquette University and Menomonee Valley Partners Board Member
Bill Davidson - Harley-Davidson Museum and Menomonee Valley Partners Board Member
David Brien - Potawatomi Hotel & Casino and Menomonee Valley Business Improvement District
Jeff Morgan - Menomonee Valley Business Improvement District, Menomonee Valley Partners Board Member and Allied Insulation Supply Co.
Teddy Werner - Milwaukee Brewers
Chuck Yanke - Vulcan Global Manufacturing Solutions

Consultant Team

Planning and Design Team
- LaDallman Architects
- Zimmerman Architectural Studio

Market Analysis Team
- URS
- Bay Ridge Consulting
- Milwaukee Stat
- Public Policy Forum

1 Introduction

The revitalization of the Menomonee Valley started with a vision. This plan is a continuation of that vision for the next generation of redevelopment in the Valley.

This plan is also part of a citywide comprehensive planning process that began in 1999 in response to State of Wisconsin "Smart Growth" legislation. Together with community partners and residents, the City of Milwaukee developed a comprehensive plan for the entire city for the first time in its 166 year history. The process began by dividing the city into 13 different planning areas. The thirteen area plans, informed by substantial public participation and analysis, identified key land use recomendations and prioritized neighborhood and development issues. This plan is an update to the original Menomonee Valley Plan which was completed in 1998, just prior to the comprehensive area plan process. Each of the 13 area plans plus an overarching citywide policy plan now comprises the City's Comprehensive Plan.

The legal significance of this area plan, as part of the citywide comprehensive plan, is that upon adoption all land use decisions within the boundaries of this plan must be consistent with the goals, objectives, and policies outlined in this document.

This Menomonee Valley plan update or Menomonee Valley 2.0 is an attempt to continue the vision and successful initiatives of the original Valley plan, "Market Study, Engineering, and Land Use Plan for the Menomonee Valley" (the 1998 plan) which was created as a response to the on-going blight and neglect of large industrial parcels in the Valley and the corresponding negative consequences on adjacent commercial and residential neighborhoods.

City of Milwaukee Comprehensive Plan

A series of fourteen documents

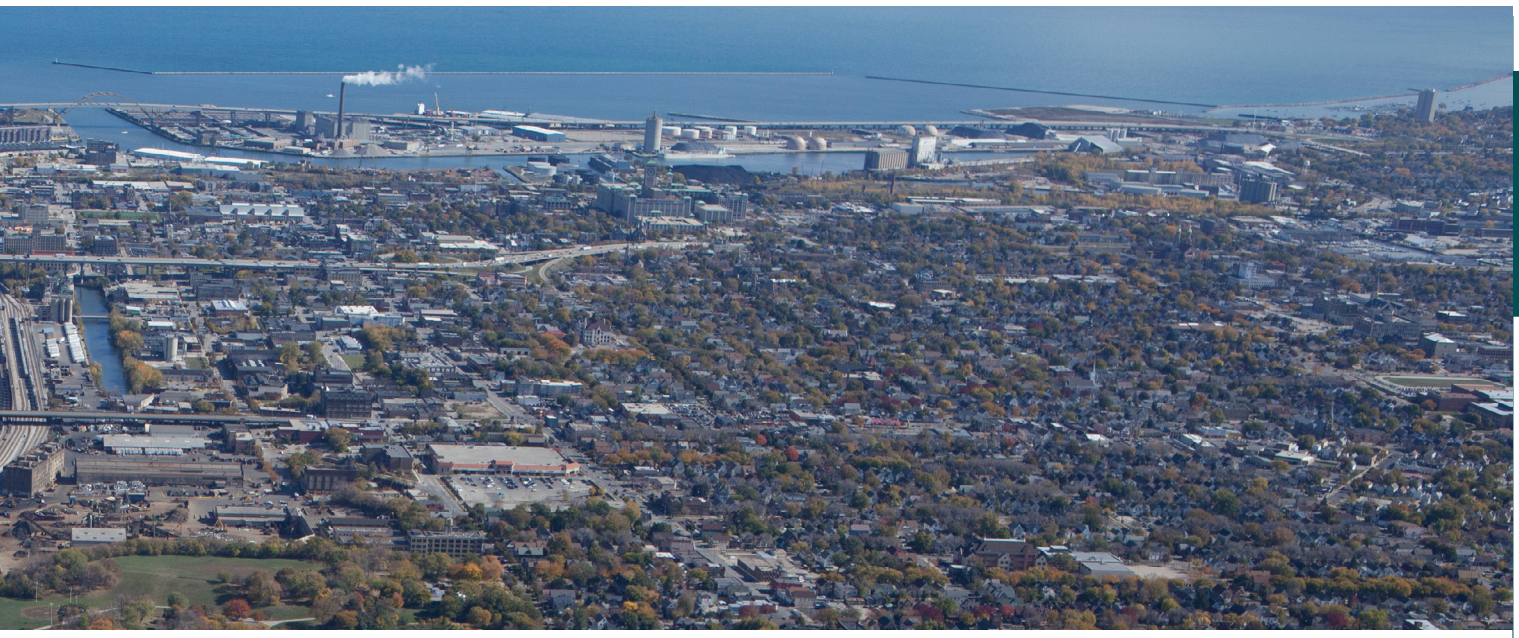
Citywide Policy Plan

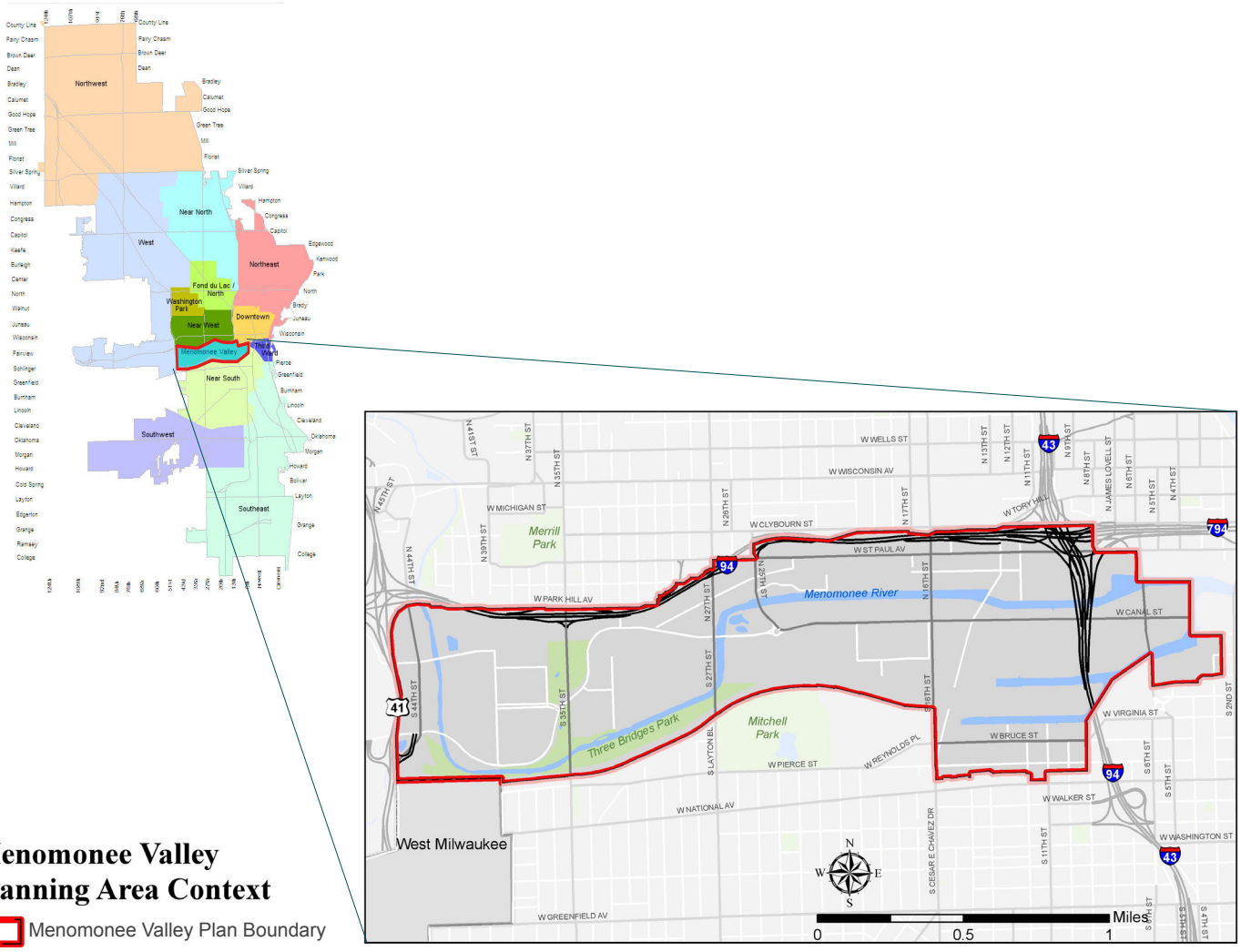
- Land Use
- Transportation
- Economic Development
- Housing & Neighborhoods
- Natural Resources
- Cultural Resources
- Community Facilities
- Utilities
- Intergovernmental Cooperation

13 Area Plans

Menomonee Valley

- Downtown
- Third Ward
- Fond Du Lac & North
- Near West
- Washington Park
- Southeast
- Near South
- Southwest
- West
- Northeast
- Northwest
- Near North

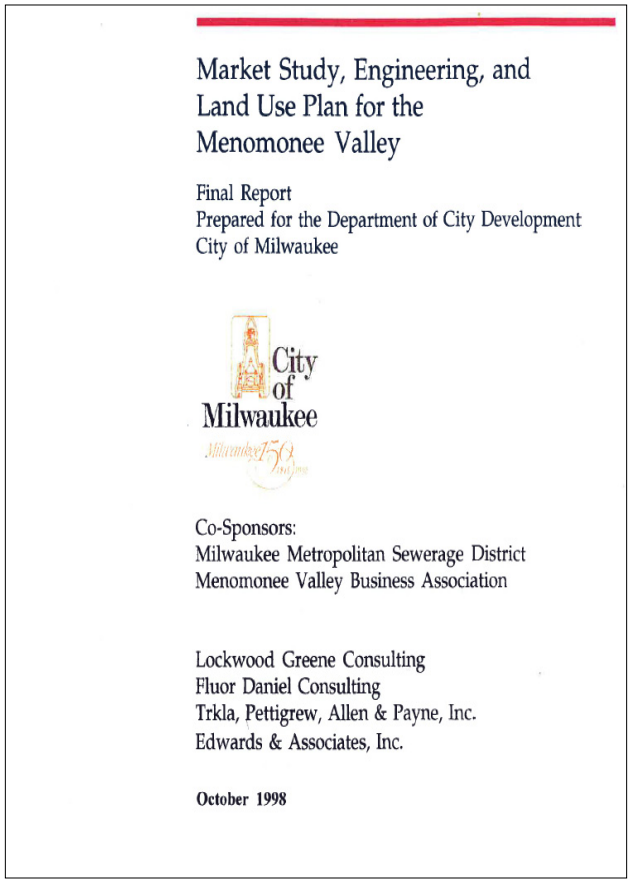




Menomonee Valley Planning Area Context

Menomonee Valley Plan Boundary

Prepared by the Department of City Development, 10 February 2015
Source: City of Milwaukee Information and Technology Management Division; Real Estate



Market Study, Engineering, and Land Use Plan for the Menomonee Valley

Final Report
Prepared for the Department of City Development
City of Milwaukee

City of Milwaukee

Co-Sponsors:
Milwaukee Metropolitan Sewerage District
Menomonee Valley Business Association

Lockwood Greene Consulting
Fluor Daniel Consulting
Trkla, Pettigrew, Allen & Payne, Inc.
Edwards & Associates, Inc.

October 1998

The 1998 Plan was organized into five different areas of study and evaluation:

Economic Evaluation – demographic and economic conditions in the Valley were analyzed

Market Assessment – a study of market potential in the Valley for industrial, office, and retail uses

Land Use Analysis – an evaluation of existing land use conditions, key land use issues, and future land use potential

Engineering Analysis – an environmental and structural examination of existing Valley conditions aimed at identifying future infrastructure and environmental improvements

Implementation Strategy – An outline of the steps required to complete identified Valley projects and initiatives

Eight major recommendations were identified that laid the foundation for revitalizing the Valley:

1. Create a public/private partnership to oversee plan implementation
2. Amend the City zoning code to better regulate uses and address conflicting land uses
3. Conduct a brownfield analysis of identified redevelopment sites
4. Identify funding and financing for brownfield mediation efforts
5. Market the Valley through the newly formed public/private partnership
6. Eliminate hazardous or blighting land uses
7. Create new or improve existing roadway infrastructure in the Valley to improve access
8. Develop green spaces and other visual amenities in the Valley

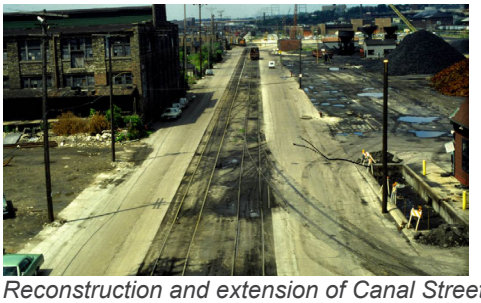
By all accounts, the 1998 Plan is a success. In the 16 years since its completion, most of the goals and objectives of that plan have been met or exceeded on multiple levels. This has included:

- Creation of the Menomonee Valley Partners (MVP)
- Formation of the Menomonee Valley Business Improvement District
- Redesigned and rebuilt of the 6th Street viaduct
- Development of the Menomonee Valley Industrial Center (MVIC)
- Redesigned and rebuilt Canal Street between S. 6th and US 41
- Development of the Harley Davidson Museum and grounds
- Expansion of the Potawatomi Hotel and Casino
- Creation of Three Bridges Park
- A shared storm water park and public trails
- Expansion of the Hank Aaron State Trail
- Long list of redevelopment and environmental awards and recognitions

Infrastucture Accomplishments since 1998 Plan

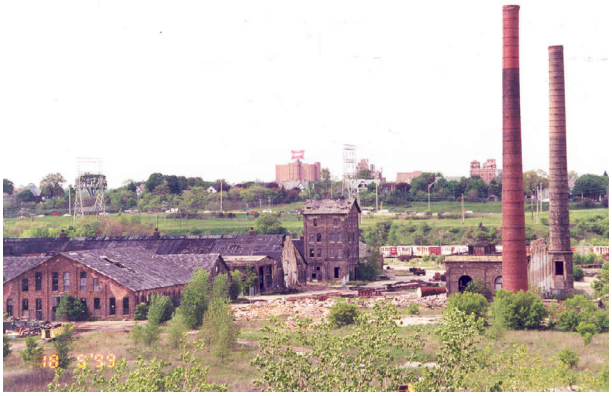
Redesign of the 6th Street viaduct creating access to Canal Street via a landmark bridge.

Opening the Valley Passage restored pedestrian and bike access to the Valley from near southside neighbors.



Reconstruction and extension of Canal Street to connect the east and west sides of the Valley.

Real Estate Development Accomplishments since 1998 Plan



Development of the Menomonee Valley Industrial Center (MVIC) on the former Milwaukee Road Shops site.

Redevelopment of blighted property along the Menomonee River into office space and extention of the Hank Aaron State Trail

Redevelopment of stockyards into multi tenant light industrial building

Redevelopment of City owned DPW yard into Harley-Davidson Museum

Development of Potawotomi Hotel & Casino

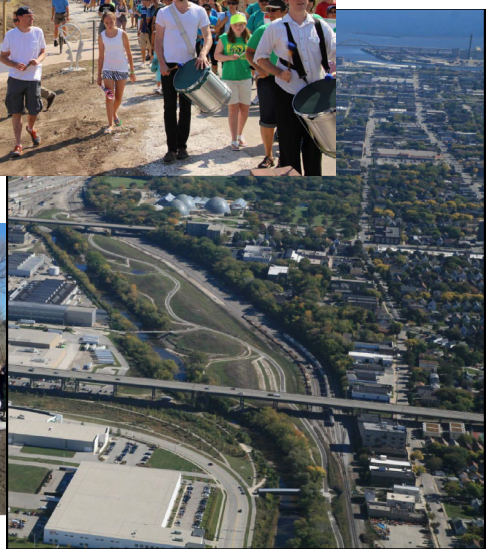
Adaptive re-use of Citylights building

Environmental & Recreational Accomplishments since 1998 Plan

Redevelopment of blighted property along the Menomonee River into Marquette University Valley Fields

Restoration & naturalizatoin of river's edge

Development of Stormwater Park manages stormwater for the MVIC.



Development of Three Bridges Park

Plan Goals & Objectives

As noted, it has been over 16 years since the adoption of the original Menomonee Valley Plan and with the passage of time change happens, projects are completed, and current events and market conditions ebb and flow, and new challenges and priorities arise. To better address the issues of both today and the future, this plan update will build upon past success as well as address a new set of challenges and priorities.

To this end, the broad goals of Menomonee Valley 2.0 are to make the Valley more:

- Job dense
- Connected
- Accessible
- Sustainable
- Visible

The intent of this plan is to elevate the Menomonee Valley into one of the most successful, innovative and recognized urban industrial centers in the United States.

Plan Layout

This plan serves as a replacement to the 1998 Plan and in format mirrors the layout and form of the other twelve area plans. The organization of this plan is intended to create a document that is clear, concise, and easy to use. It lays out policies and recommendations for the Menomonee Valley as a whole, provides more specific recommendations for smaller areas or districts and initiatives within the Valley, and concludes with site-specific guidelines and recommendations.

This plan provides a framework for investment by both public and private sector entities as well as overall direction and strategy as it pertains to land use, zoning, urban design, and architecture in the Valley.

The remaining chapters in this document consist of the following:

Chapter 2: Plan Context and the Plan Process – A brief analysis of the Menomonee Valley planning area, including its physical and historical development, market analysis, and a summary of the plan's public input process and results.

Chapter 3: Land Use and Development Strategies and Policies – A summary of the types of land uses in the Valley and redevelopment strategies and policies for the Valley as a whole.

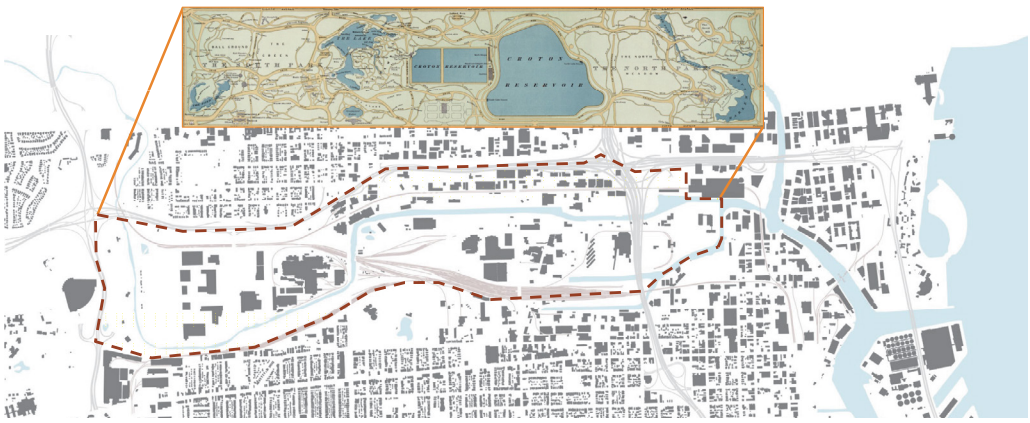
Chapter 4: District Recommendations – An outline of what, where, and how development and land use decisions should be implemented within specific districts in the Valley.

Chapter 5: Catalytic Projects – Identification of priority projects or actions in the short, medium, and long term, for specific sites in the Valley.

Chapter 6: Implementation – Recommended priorities, implementation strategies, and responsible parties for the eventual implementation of the plan's initiatives and projects.

2 Analysis

Spanning roughly 1,200 acres from Miller Park on the west to the Harley-Davidson Museum and the confluence of the Milwaukee and Menomonee Rivers to the east, the Menomonee Valley cuts an imposing and unmistakable four mile long and half-mile wide swath through the heart of the city of Milwaukee. For comparison, the Valley is similar in size and shape to New York City's Central Park.



Located along the southern edge of I-94, the Valley can be described as both a dividing line and the bridge between Milwaukee's north and south sides. Its physical characteristics are unique. The most prominent feature, as its name implies, is the elevation difference between the Valley floor and the top of its bluffs to the north and south providing clear views into the Valley and excellent visibility for the businesses and activities located there.

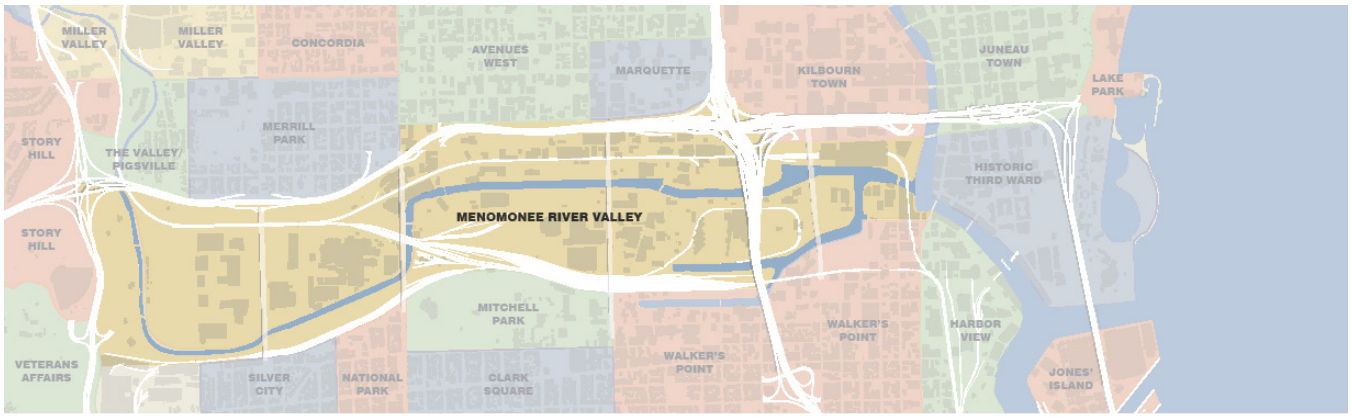
Because of the differences in elevation the Valley is physically disconnected from the rest of the city and historically accessing the Valley has been secondary to traversing it. The primary routes across the Valley are the four north-south viaducts and the elevated I-94 freeway. These viaducts act as seams running across the Valley; however, only Sixth Street provides access to the Valley floor. The area west of the 27th Street viaduct is characterized by three main uses: Miller Park, home of Major League Baseball's Milwaukee Brewers; the 10-year old Menomonee Valley Industrial Center (MVIC), made up of a new generation of light industrial manufacturers set within an innovative storm water park; and the Rexnord Corporation (formerly the Falk Corporation), maker of industrial precision parts and gears and the largest and also one of the last legacy firms remaining in the Valley from its industrial peak in the last century. The Valley Center, between the 27th Street viaduct and east to the I-94 overpass, is comprised of three major land uses: industrial facilities such as the Cargill meat packing plant, the City of Milwaukee Department of Public Works fleet and electrical shops, the WeEnergies Menomonee Valley Power Plant, smaller office and professional businesses, the Potawatomi Hotel & Casino, and the

Marquette University Valley Fields. The third main segment of the Valley lies east of I-94 and is essentially a peninsula by means of the Menomonee River to the north and the Menomonee Canal to the south and east. This east end is bisected by the 6th Street viaduct and is comprised of two industrial facilities notable for large storage silos, vacant industrial parcels, and is capped off on the eastern end with the Harley-Davidson Museum.

Relation to City and Region

The Valley lies adjacent to several notable and active neighborhood districts: downtown Milwaukee, the Historic Third Ward, Walker's Point, Walker Square, Avenues West, the Layton Boulevard West Neighborhoods, Clarke Square, Merrill Park, and West Milwaukee.

For this plan, the Menomonee Valley planning area is bordered to the north by I-94; to the south by Pierce and Bruce Streets and the Canadian-Pacific Railroad line; to the east by the Harley-Davidson Museum and the Reed Street Yards; and to the west by Miller Park Way.

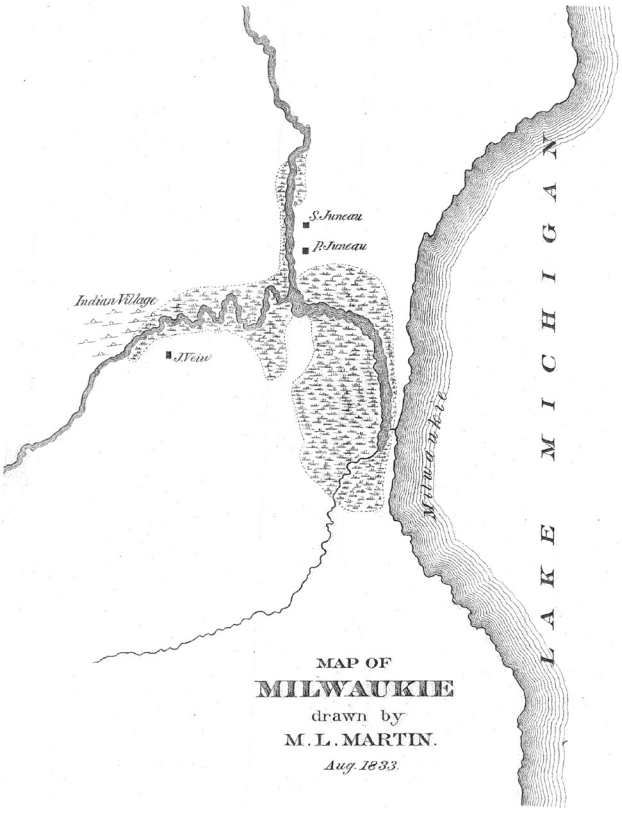


Neighborhoods

Historical

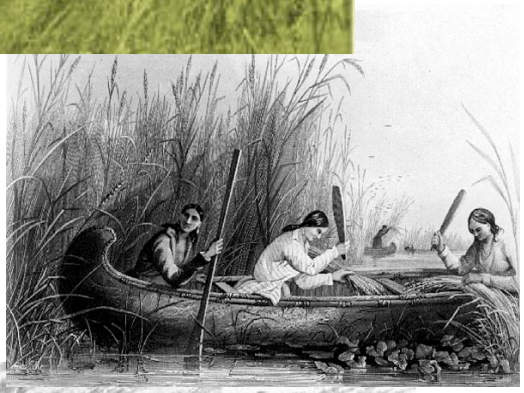
The Menomonee Valley Partners website (renewthevalley.org) contains a concise yet detailed history of the Menomonee Valley provided by local historian and writer John Gurda. The historical development summary of the Valley that follows is largely based upon this helpful and illustrative document.

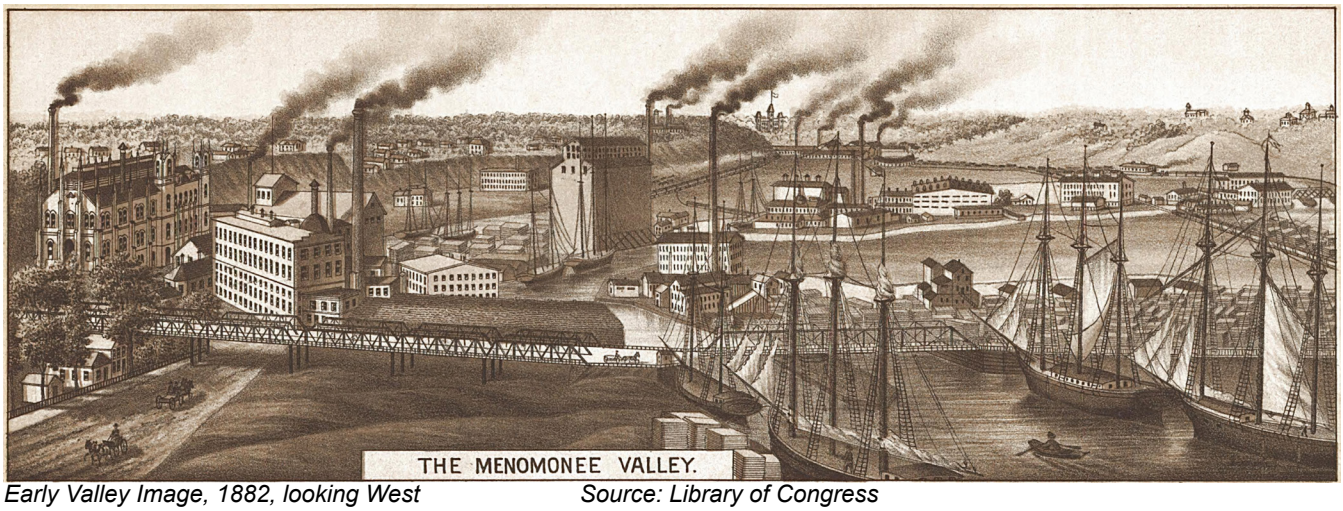
Prior to European settlement and the urbanization of Milwaukee, the Menomonee Valley was much steeper and lower than today. It was a vast marsh filled with wildlife, dense cattails, grasses, and wild rice – from which the word "Menomonee" is derived. In fact, its waters reached as far as what is the corner of present-day Water Street and Wisconsin Avenue. Due to these natural resources and supply of game and fish, for centuries the Valley was home to native tribes including the Potawatomi, Ojibwa, Odawa, Sauk, and Fox which in turn eventually attracted French-Canadian traders and European settlers including Jacques Vieux, Solomon Juneau, George Walker, and Byron Kilbourn – considered to be the first European settlers of what would become the city of Milwaukee.



The Valley was Milwaukee's original river greenway, viewed and used in the same manner as today's greenway along the Milwaukee River on the city's east side, offering residents an enclave of wilderness seemingly far-removed from, yet located in the middle of, an increasingly urbanized city.

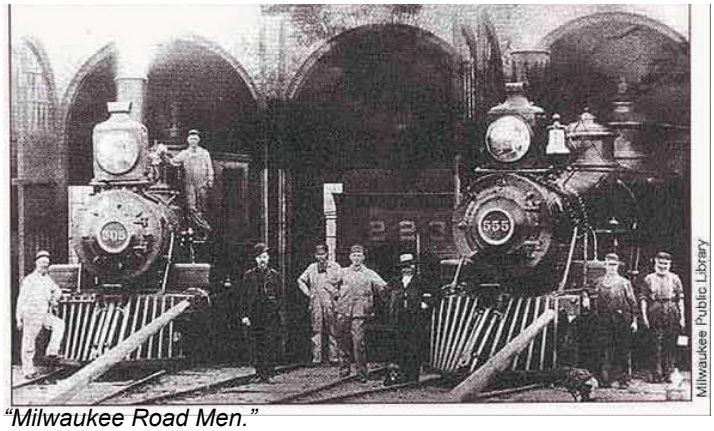
This didn't last long. Soon after the incorporation of the City of Milwaukee in 1846, the first railroad tracks were laid between the Valley and Wauwatosa. The number of rail lines soon expanded to take agricultural products from the interior of the state for export by way of the Valley and Lake Michigan. Local processing of these export products naturally followed and thus was born Milwaukee's beer, tanning, and cream-city brick products for which the city became known for.





Early Valley Image, 1882, looking West *Source: Library of Congress*

Map of City of Milwaukee, Note: Expanse of Menomonee River in Valley



"Milwaukee Road Men."
Source: Milwaukee Public Library

Menomonee Valley, Circa 1900's

All rights reserved © Milwaukee Public Library

Menomonee River Dockwall Construction, Circa 1941
Source: Milwaukee Public Library

The next evolution of the Valley occurred with the transition to heavier industries, taking advantage of the early rail lines and the Valley's ample space to accommodate the larger footprints required of industrial operations. And so began the filling-in of the Valley. Bluff slopes were reduced and parts of the Valley floor filled in by more than 20 feet. Canals were either created or expanded as were rail lines and sidings. By the late 1800s industrialization had assimilated much of the Valley with areas along Bruce, Pierce and St. Paul streets from which would emerge mass storage of commodities, stock yards, millwork, and the industrial processing and manufacturing businesses that put Milwaukee on the map as the machine shop to the world. This would continue well into the 20th Century until the age of deindustrialization forever transformed America's northern tier cities.

While the Valley supplied Milwaukee with an incredibly job rich manufacturing district, after decade upon decade of heavy industrial operations a price was eventually to be paid. Pollution, contamination, and the overall smell from multiple olfactory-unfriendly operations wafted over and around the Valley seriously affecting the quality of life for many adjacent neighborhoods. Coupled with the shift in commercial transportation modes from rail to wheel and a decentralization of manufacturing from the industrial Midwest to southern states and foreign countries, the Valley gradually devolved from asset to embarrassment and into an unmistakable metaphor for the state of legacy industrial belt cities in America.

Canal Street, Circa 1990s
Source: Milwaukee Public Library

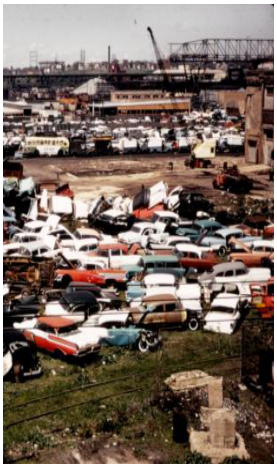
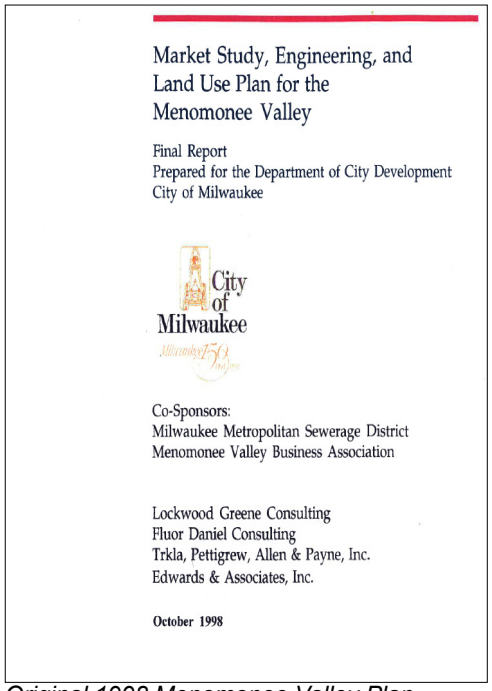


Photo: Milwaukee County Historical Society


Market Study, Engineering, and
Land Use Plan for the
Menomonee Valley

Final Report
Prepared for the Department of City Development
City of Milwaukee

City of Milwaukee

Co-Sponsors:
Milwaukee Metropolitan Sewerage District
Menomonee Valley Business Association

Lockwood Greene Consulting
Fluor Daniel Consulting
Trkla, Pettigrew, Allen & Payne, Inc.
Edwards & Associates, Inc.

October 1998

Original 1998 Menomonee Valley Plan

MENOMONEE VALLEY PARTNERS, INC.

Because it was a source for so many jobs, the environmental conditions in the Valley were tolerated. Once the Valley started growing dark due to urban de-industrialization, cleaning up the Valley became more of a priority. Beginning with Mayors Meier and Norquist, and continuing under Mayor Barrett, the City of Milwaukee took a proactive approach to redeveloping the Valley. The City located public works facilities in the Valley, improved trucking access and began acquiring land. Marquette University assumed a large tract of land between Canal Street and the Menomonee River for its athletic teams and for the first time in nearly a century the Valley had an unmistakable swath of green: Marquette's Valley Fields.

A major turning point occurred in 1998 with the creation of the Menomonee Valley Redevelopment Plan, the first major comprehensive plan for the Valley that called for sweeping changes in the Valley. Land was identified for City purchase, environmental remediation, and industrial redevelopment.

The decision to keep land uses in the Valley primarily industrial is notable and should not be overlooked. At a time when cities throughout the country were repurposing vacant and under-utilized industrial land into retail, office, residential, and other uses, Milwaukee unflinchingly declared that the Valley has been and will continue to be a source of manufacturing jobs for Milwaukeeans. Backing up its intent, the City acquired the 140 acre CMC shop yards and after a significant demolition and clean-up effort the City created a model, next generation industrial park. Other transformative changes resulted from the 1998 Plan as well: a major improvement and connection of the 6th Street viaduct that connected to the Valley rather than over it, an extension of Canal Street through to US 41 (now Miller Parkway), and the creation of Menomonee Valley Partners, a public-private partnership tasked with coordinating with existing Valley businesses, recruiting future ones, and marketing and improving the Valley's physical stock and programming.

CMC Shop Site, Circa 1990's

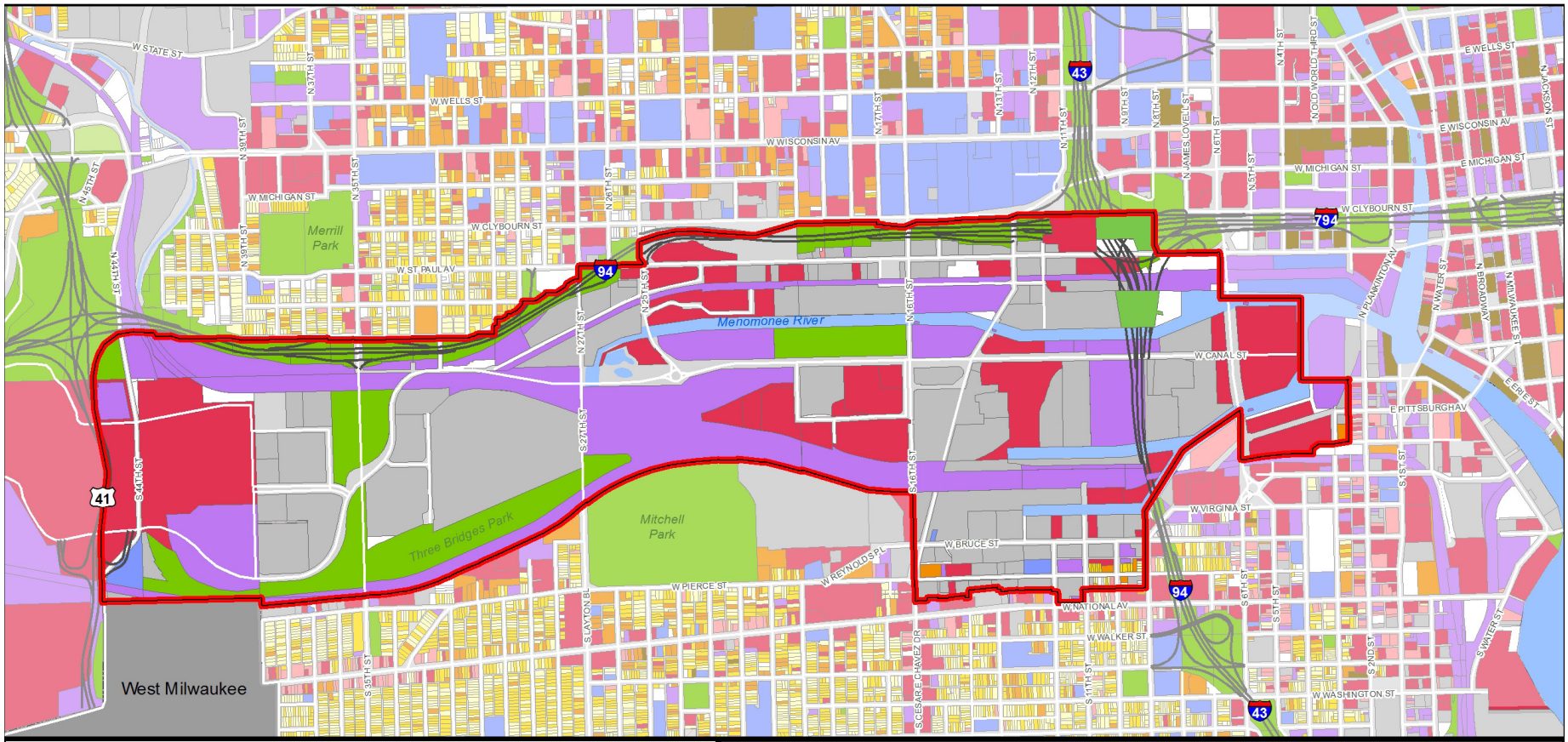
Current/ Emerging Issues and Trends

Since the creation of the 1998 Plan, profound changes have occurred at the local, national, and international level that continue to affect Milwaukee and the Menomonee Valley today. The 1998 Plan was bold and paved the way for the successes that have made the Valley one of the more notable industrial redevelopment stories in the country. In time however, economic currents ebb and flow and new issues and strategies rise to the surface creating a need for new priorities and strategies that will continue to spur the ongoing development and benefits of the Menomonee Valley. Several major issues, both at the global and local level, which have transpired or changed during the last 15 years, will need to guide the direction of this plan:

- Shift in global manufacturing landscape
- Emergence of manufacturing clusters
- Pending I-94 reconstruction
- Balance of entertainment uses
- Ongoing environmental challenges and opportunities at select sites

Existing Conditions Maps

The following pages contain maps and diagrams that describe the existing conditions in the Menomonee Valley.



City of Milwaukee
Menomonee Valley
Existing Land Use

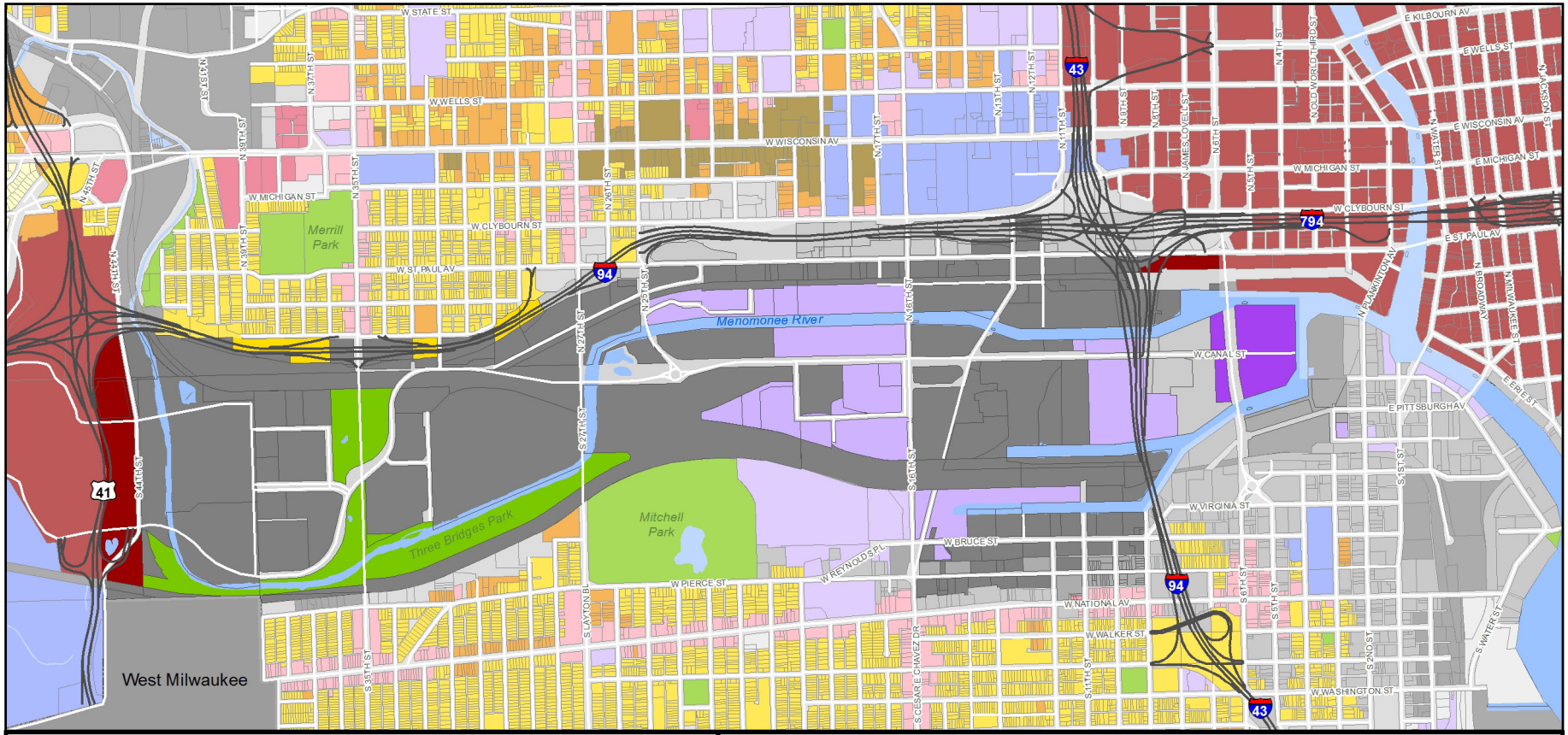
Prepared by the Department of City Development, 25 February 2015
Source: City of Milwaukee Information and Technology Management Division; Real Estate

N W E S

0 0.25 0.5 Miles

Legend

- MVP 2.0 Boundary
- Residential: Single Family
- Residential: Duplex
- Residential: Multi-Family
- Residential: Condominiums
- Commercial: Commercial
- Commercial: Mixed Commercial and Residential
- Manufacturing, Construction, and Warehousing
- Transportation, Communications, and Utilities
- Agriculture and Fishing
- Public/Quasi-Public: Public Schools, Buildings, Churches, Cemeteries
- Public/Quasi-Public: Public Parks and Quasi-Public Open Space
- Vacant Land



City of Milwaukee
Menomonee Valley
Base Zoning

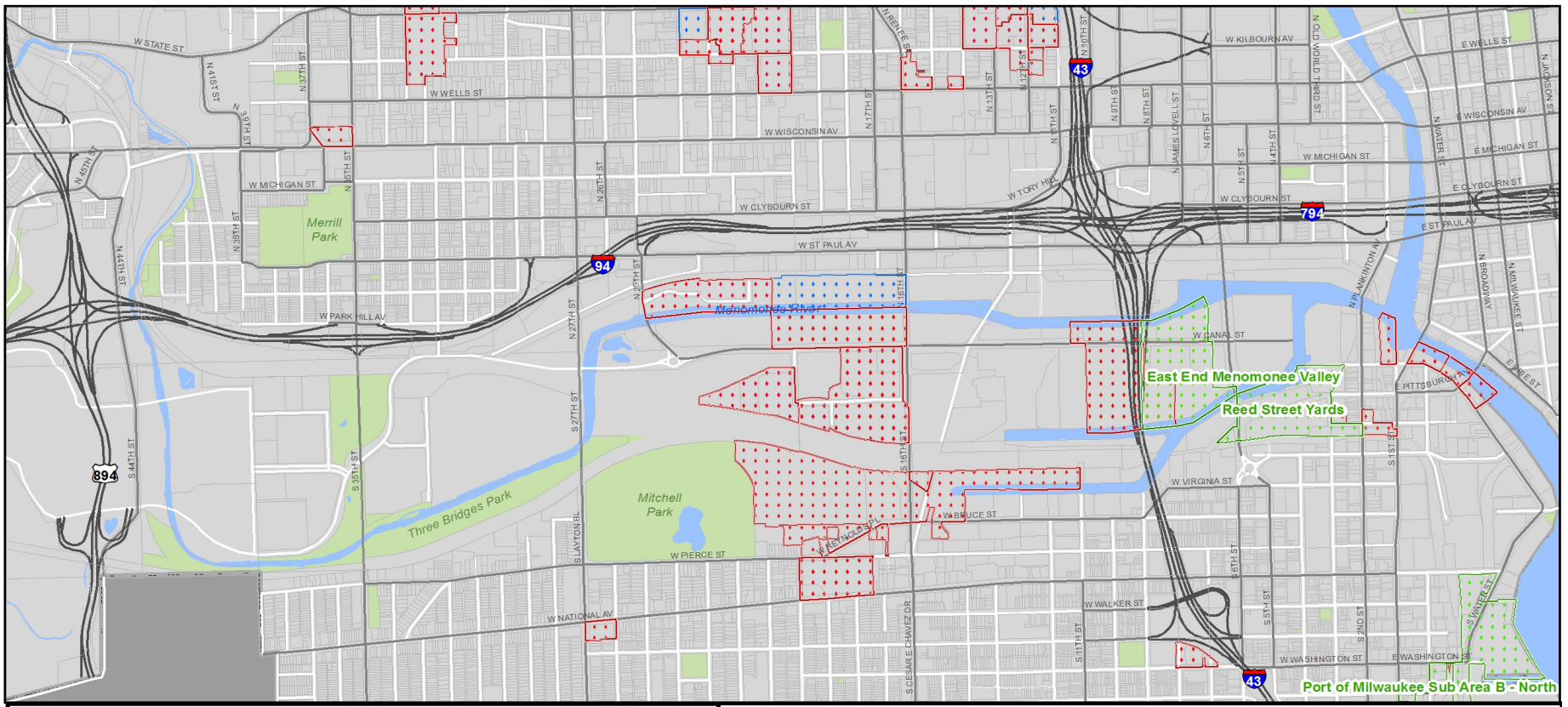
Prepared by the Department of City Development, 6 January 2015
Source: City of Milwaukee Information and Technology Management Division; Real Estate

N
W E
S

0 0.25 0.5 Miles

Legend

- Menomonee Valley Boundary
- Commercial - Commercial Service
- Commercial - Neighborhood Shopping
- Commercial - Local Business
- Commercial - Regional Business
- Downtown
- Industrial - Office
- Industrial - Light
- Industrial - Mixed
- Industrial - Heavy
- Residential - Single Family
- Residential - Two Family
- Residential - Multi-Family
- Residential - Residence and Office
- Special - Parks
- Special - Institutional
- Special - Planned Development
- Special - Redevelopment District



City of Milwaukee
Menomonee Valley
Zoning Overlays

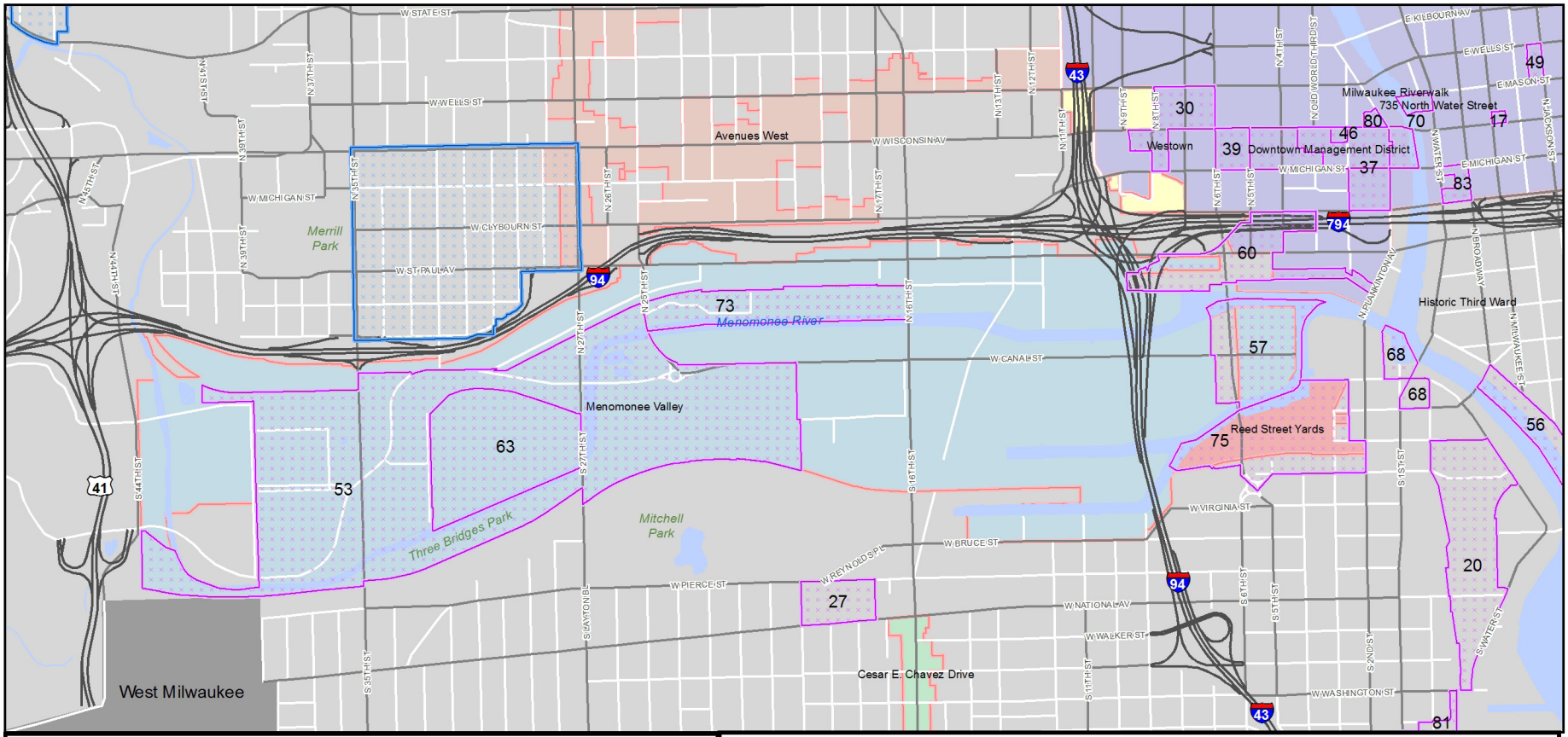
Prepared by the Department of City Development, 6 January 2015
Source: City of Milwaukee Information and Technology Management Division; Real Estate

N W E S

0 0.25 0.5 Miles

Legend

- Menomonee Valley Boundary
- Development incentive zones
- Detailed planned development
- General planned development



City of Milwaukee
Menomonee Valley Program Areas

Prepared by the Department of City Development, 6 January 2015
Source: City of Milwaukee Information and Technology Management Division; Real Estate

N W E S

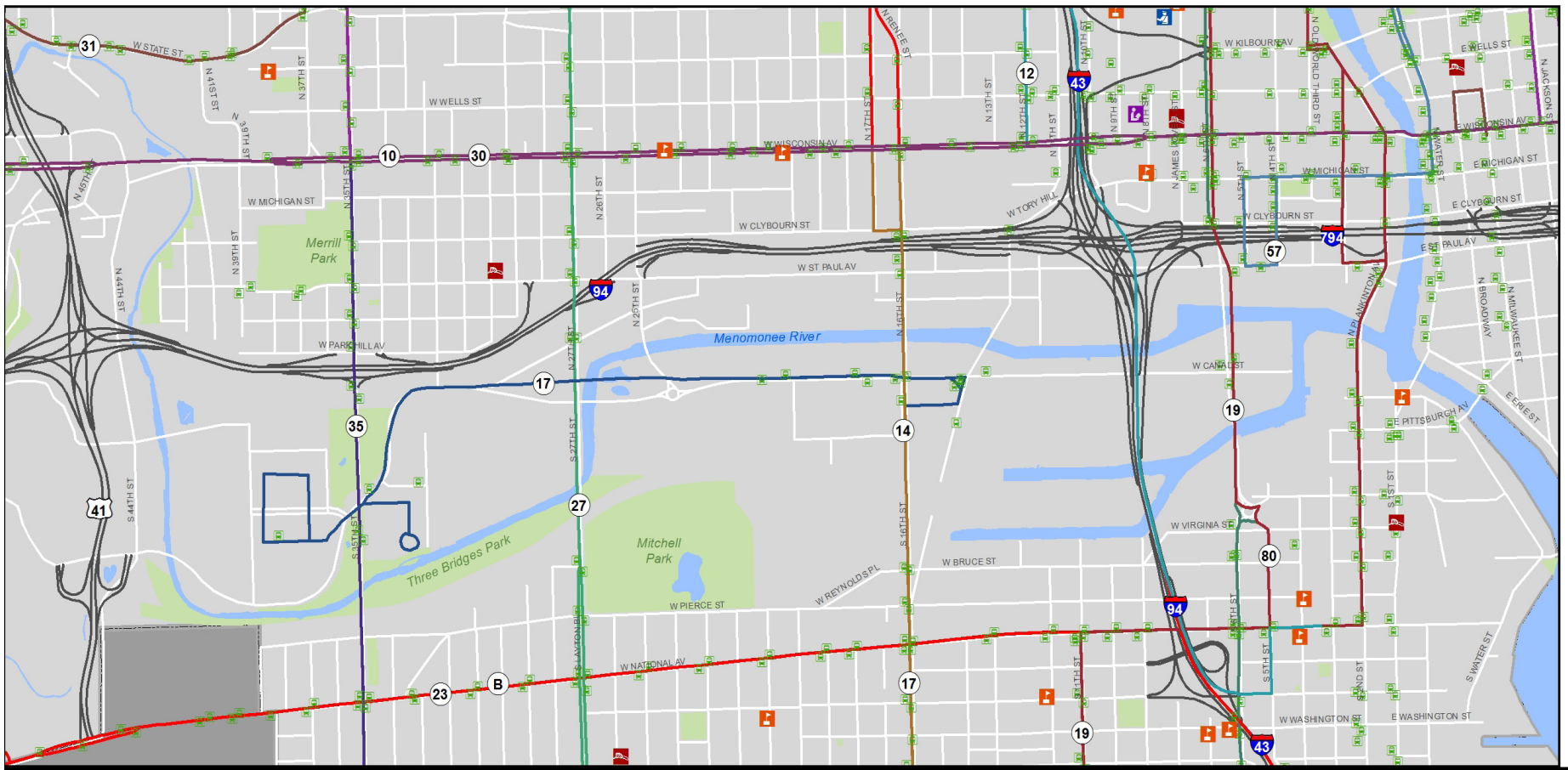
0 0.25 0.5 Miles

Legend

- Menomonee Valley Boundary
- Healthy Neighborhoods Program
- Targeted Investment Neighborhoods
- 27 Tax Incremental Districts

Business Improvement Districts

- Avenues West
- Cesar E. Chavez Drive
- Downtown Management District
- Menomonee Valley
- Reed Street Yards
- Westown



City of Milwaukee
Menomonee Valley
Transit and Services

Prepared by the Department of City Development, 6 January 2015
Source: City of Milwaukee Information and Technology Management Division; Real Estate

N W E S

0 0.25 0.5 Miles

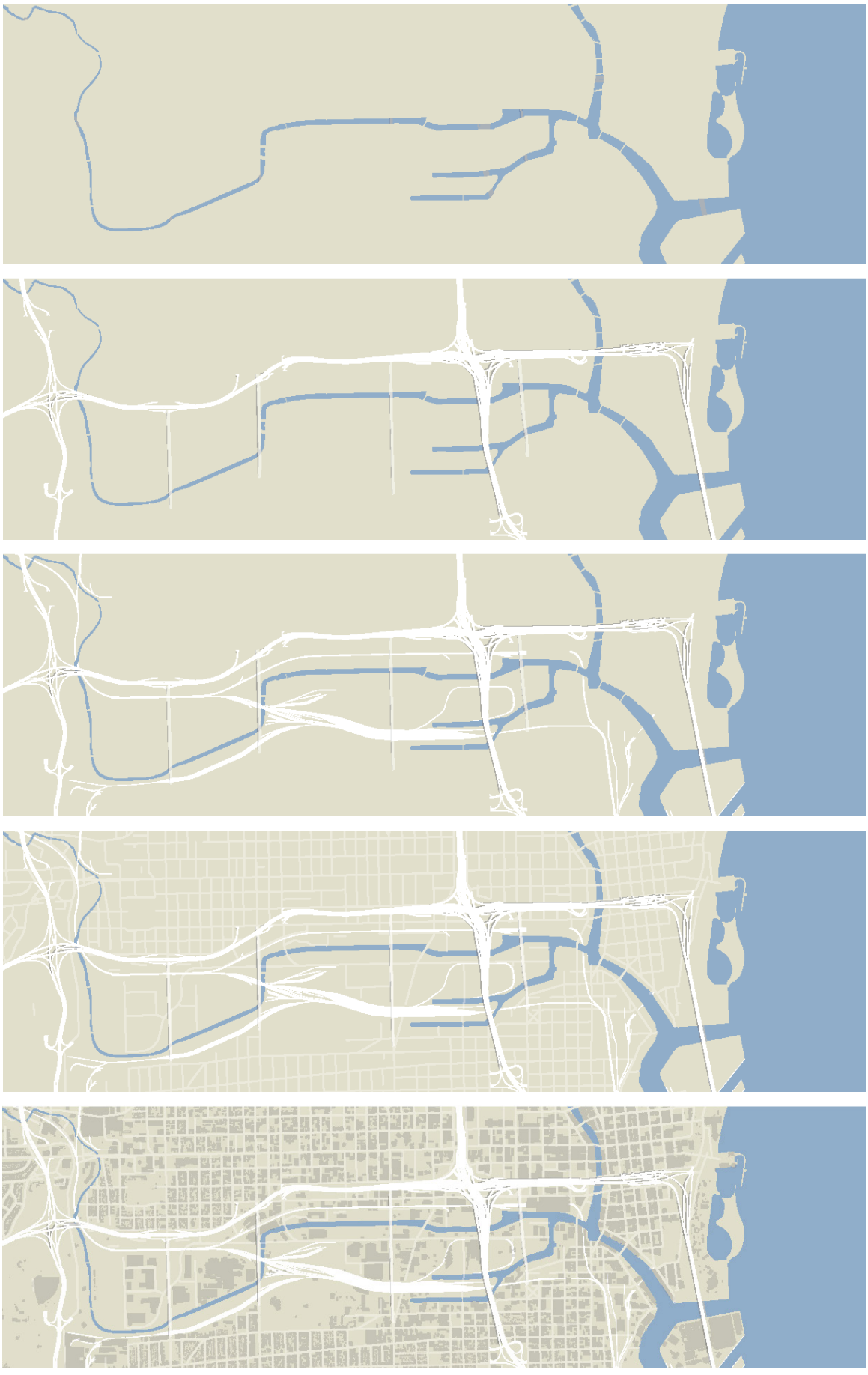
Legend

- Menomonee Valley Boundary
- Police Department
- MPS Schools
- Library
- Firehouse
- MCTS Stop

MCTS Routes

10, 12, 14, 17, 19, 23, 27, 30, 31, 35, 57, 80, 18

Valley Systems Diagrams



Water

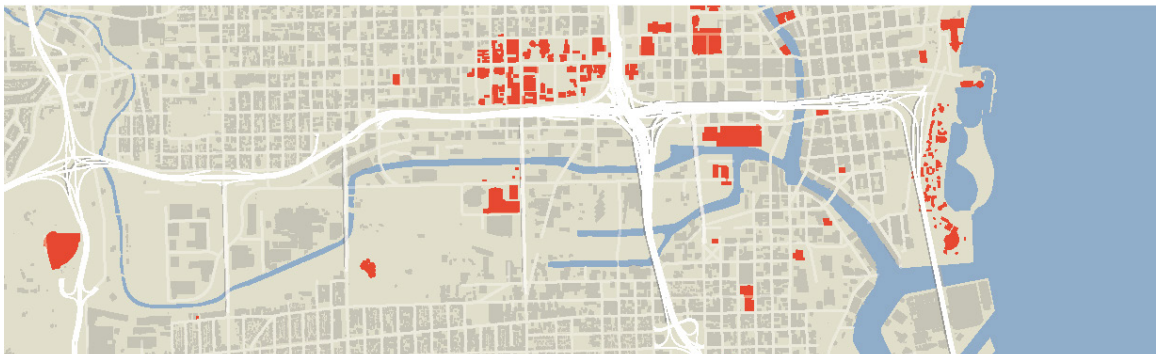
Highways & Viaducts

Rails

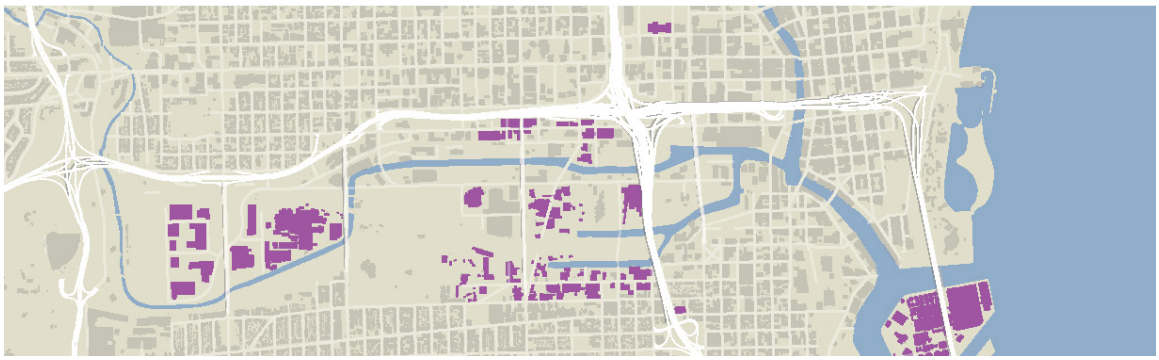
Streets

Urban Fabric

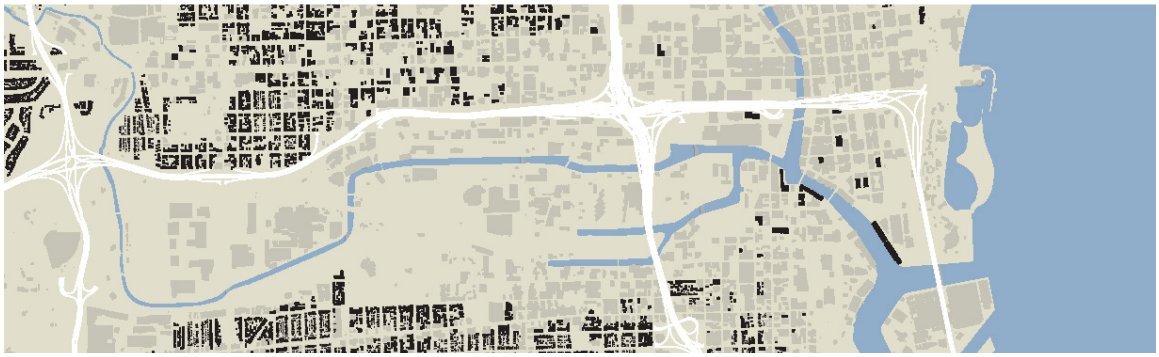
Valley Systems Diagrams



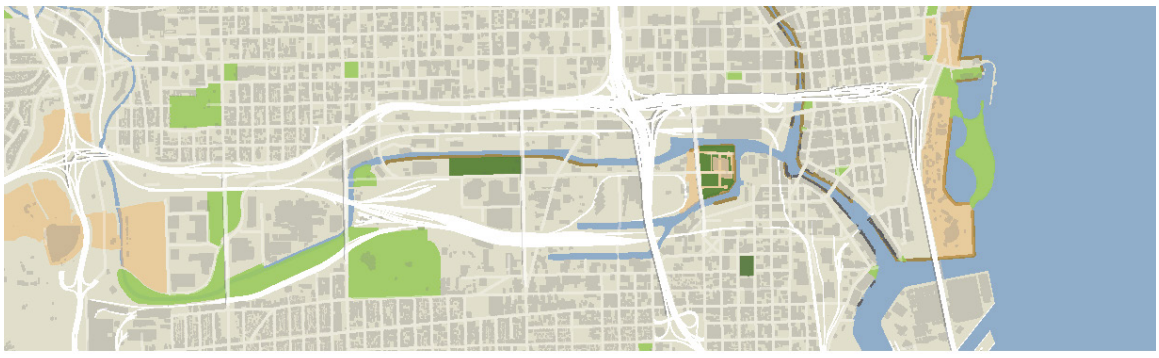
Civic & Entertainment



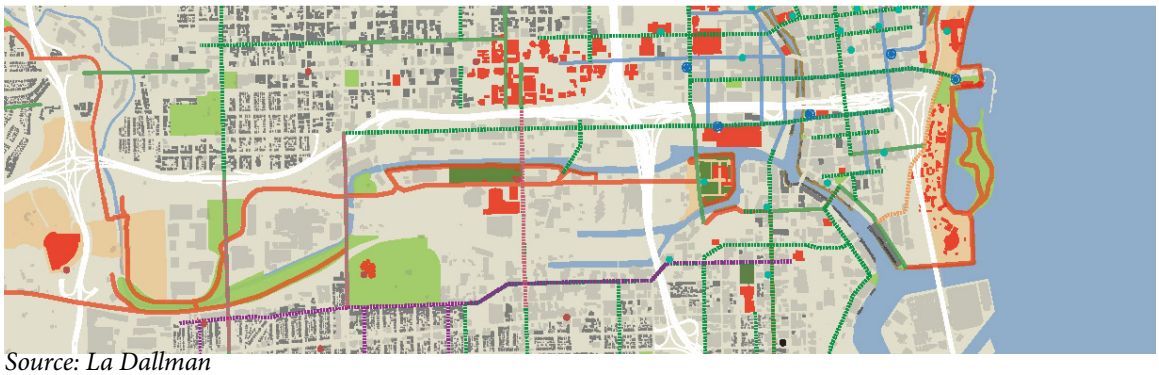
Industrial



Residential



Parks & Recreation



Civic Infrastructure

Source: La Dallman

Market Study

The Menomonee Valley 2.0 Market Study was completed in 2013 and 2014 for the City of Milwaukee Department of City Development by the URS Corporation, Public Policy Forum, Bay Ridge Consulting, and Big Lake Data. A summary of the analysis follows. The complete report may be found in the Appendix section.

Market Study Findings Summary and Policy Implications

Summary of Industry and Labor Analysis

- Although manufacturing represents a consistently shrinking segment of the nation's economy, nearly all the economic driver sectors leading the southeastern Wisconsin economy are in the production of goods. These sectors are particularly beneficial to the region's economy because they are export industries, bringing money in from beyond the region and outside the country.

- The value of the goods exported by driver industries is growing for many sectors since the end of the 2007 'Great Recession.' For several notable sectors at the three-digit NAICS level, the value of products exported from Wisconsin is growing faster than the nation as a whole. Key growth sectors measured by export value include leather products, chemicals, wood products, printing, converted paper products, plastic products, and furniture. Other Wisconsin sectors such as machinery manufacturing, electrical equipment, and food products are seeing exports increase at a rate commensurate with the industry as a whole.

- Thirty-seven of 41 driver industry sectors in southeast Wisconsin are manufacturing industries. Since the end of the recession, the majority of these industries have seen output rebound, some strongly. Electric lighting equipment manufacturing saw output grow by 68% between 2008 and 2011; other electrical equipment manufacturing output is up 59%; industrial machinery manufacturing is up 30%. Printing, hardware manufacturing and institutional furniture manufacturing – all driver industries as well – have seen output lag in that period.

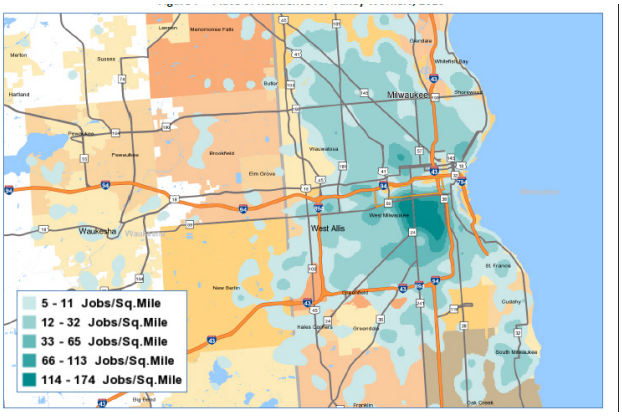
- Manufacturing employment in Milwaukee fell steadily between 2002 and 2010, with a large drop in 2009. Since 2010, however, manufacturing employment has seen slow but steady growth in the metropolitan area but is still below pre-recession levels. However, though industrial production has largely recovered, job gains have not been commensurate. Only two industry sectors, both in food production, had positive employment gains between 2008 and 2011. In other words, output recovery has been based on increased productivity or outsourcing, not increased employment. Based on past experience with recessions and the results of stakeholder interviews, at some point manufacturers are likely to begin hiring again to maintain growth in output.

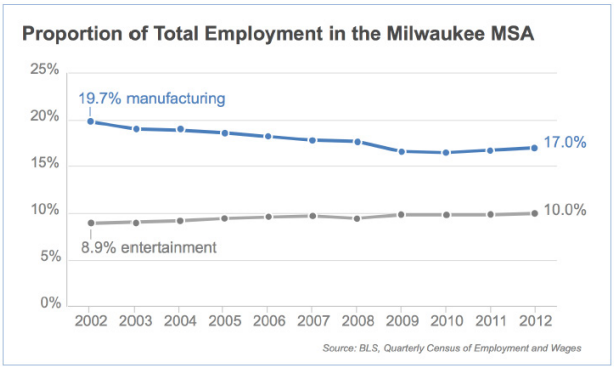
- The Bureau of Labor Statistics forecasts that some occupations are likely to see employment growth between now and 2020. Of particular note for jobs in the Menomonee Valley, these growth occupations include industrial machinery mechanics, welders, cutters, solderers and braziers, and machine tool operators. These growth occupations are represented by Valley businesses and in the southeast Wisconsin driver industry sectors.

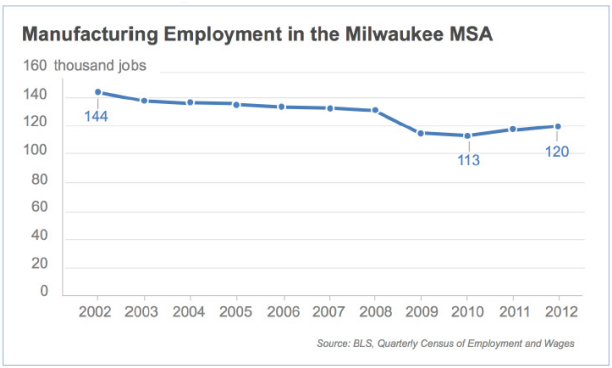
- Entertainment occupations are strongly represented in the Menomonee Valley. As a share of the Milwaukee metropolitan area workforce, jobs in entertainment and food service have been growing for over a decade while manufacturing employment had been in decline until the last three years. Entertainment jobs have recovered completely since the recession while manufacturing employment has recovered only 32% of the jobs lost between 2006 and 2010.

- In 2011, census tract 1868, which covers the center of the Menomonee Valley from Miller Park to 6th Street, was home to 4,600 jobs, about 1.5% of all jobs in the city of Milwaukee. However, at 2,075 jobs, more than 7% of all city manufacturing employment is located in this tract. High rates are also present for utilities, construction, and especially arts, entertainment, and recreation, with more than 10% of all employment within this sector in the city of Milwaukee.

- Valley workers employed in goods-producing industries tend to live in the area immediately south of the Valley itself. This data is corroborated by interviews with Menomonee Valley employers.







Policy Implications of the Industry and Labor Market Analysis

- As the economy continues to recover, job growth is likely to follow once productivity gains have been realized. Manufacturing is the cornerstone of the Milwaukee economy and strongly represented in the Menomonee Valley. Manufacturing is likely to continue to provide well-paying jobs for the foreseeable future. It is reasonable to plan for the continued presence and expansion of manufacturing in the Valley.

- Occupations in food preparation, machinery set up and repair, and architectural and structural metal fabrication are poised for slow but steady growth.

- Arts, entertainment, hospitality and food service industries employ a growing segment of the Milwaukee area workforce. These jobs are also strongly located in the Menomonee Valley, and the numbers employed in these industries are on track for continued growth. However, entertainment jobs tend to be lower paying than manufacturing jobs.

- Balancing the interaction of manufacturing and entertainment uses in the Valley, allowing a mix of uses that activates more of the Valley for longer periods of the day and on weekends while supporting existing businesses, is a key challenge for this plan. Real estate experts and other stakeholders see the western and central areas of the Menomonee Valley as better suited for manufacturing use, due to good highway connections, room for maneuvering large vehicles, and the potential availability of larger parcels. In addition to manufacturing, some see the eastern end of the Valley as suited to a variety of uses, including entertainment, restaurants, and small office developments, based on its proximity to downtown Milwaukee and more restricted freeway access. They also recognize the value of manufacturing jobs for the region and the need to weigh that when making land use decisions. Ancillary entertainment and support uses such as cafes, restaurants, business services, and employee support services such as child care and medical facilities, could support both manufacturing and the destination entertainment businesses that already call the Menomonee Valley home.

- Food production is an industrial anchor in the Valley. Since the last Valley plan, several key manufacturers have located there including Palermo's Pizza, Rishi Tea, and Great Lakes Distillery. Industries in the 311 NAICS classification employ nearly 10,000 people in the region. Most of these outlets include retail and tasting rooms or tours for the general public. In addition, MATC and FaB Wisconsin are collaborating to establish the MATC Food Maker School and Center of Excellence at 8th and National Ave. With the rapid establishment of a culinary district immediately to the east, along S. 2nd Street, it may be valuable to find ways to strengthen this cluster in the Valley.

Note: in July 2014, following the completion of the analysis documented in this section, Cargill announced the closure of its beef slaughtering facility in the Menomonee Valley, with the immediate elimination of approximately 600 jobs. These data are not reflected in the analysis.

Land Use Analysis Policy Implications

- Entertainment and manufacturing uses currently coexist in the Valley and in some respects – particularly in employing persons with a range of skills and educational attainment as well as activating the area seven days a week – they complement one another. The plan should consider addressing sources of friction between the two classes of use, such as goods movement, clean operations, and traffic congestion.

- The center of the Valley, along Canal Street between 35th Street and the Marquette Interchange, appears to be the area most suitable for redevelopment with manufacturing uses. Large parcels could be made available here.

- The City and its partners should consider developing visualizations of key redevelopment parcels, showing how buildings of various sizes appropriate to manufacturing could be situated, along with parking and semi-truck loading areas.

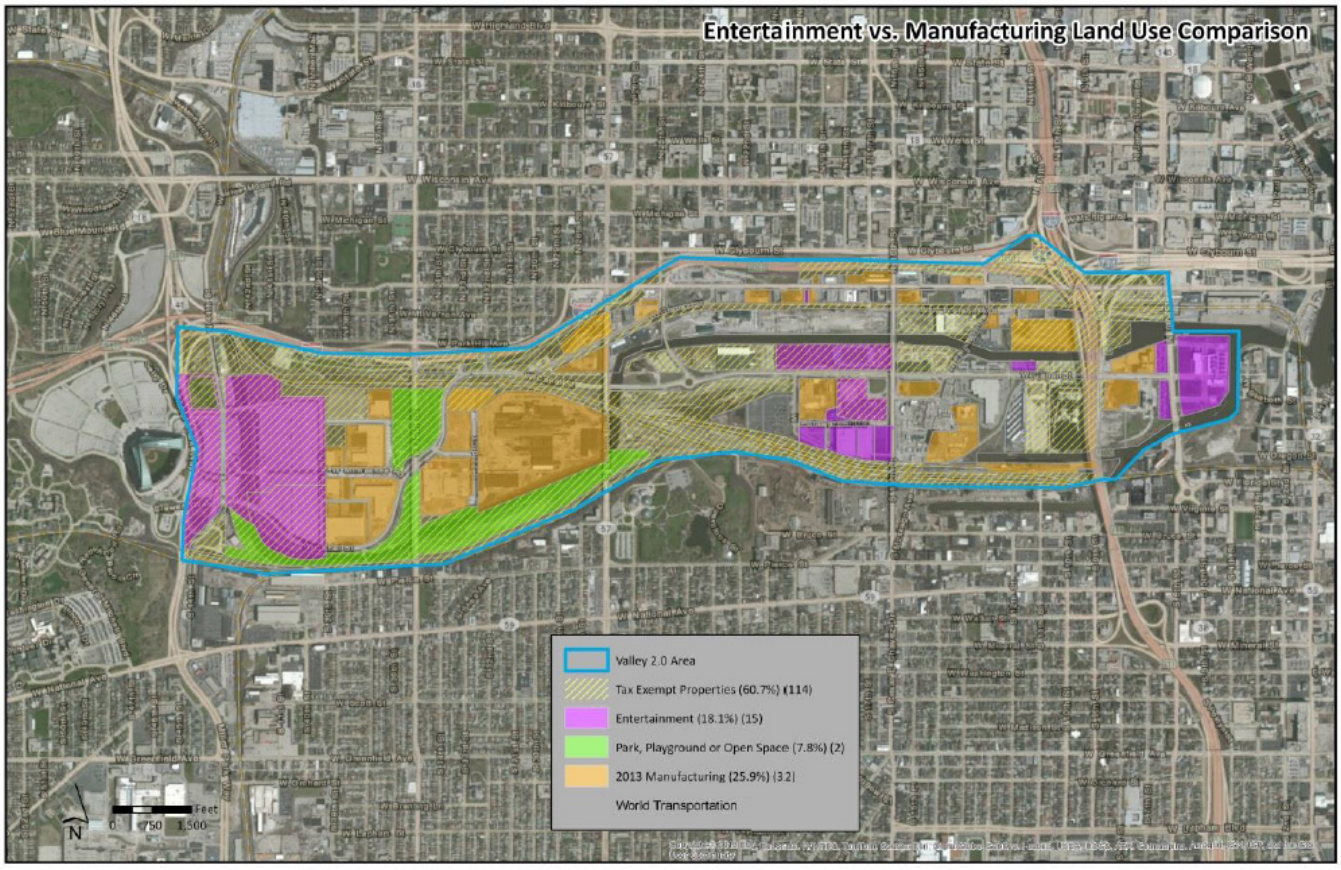
- The predominance of tax exempt land uses in the Menomonee Valley may not be in the city's best interests over the long term given the potential for manufacturing and taxable entertainment development in the area. The City of Milwaukee may want to consider vacating some of the land currently occupied by Department of Public Works operations and prepare this land for development. Such a strategy comes with relatively high risk if development is slow to materialize, but if properly located could catalyze a second wave of industrial redevelopment in the center of the Valley.

- Reducing the size of privately held tax-exempt properties would benefit the City. For example, the City and MVP could work with the Canadian Pacific Railroad and the Wisconsin Department of Transportation (WisDOT) to market land that is surplus to the railroad's needs. This would involve cooperatively working with the railroad to address its operational needs. Finally, as the redesign of the I-94 progresses, the City and MVP could work with WisDOT to prioritize the creation of buildable parcels with good freeway access in areas where freeway rights-of-way will be impacted.

- Preserve space for an additional stormwater management facility in the center of the Valley. Regional stormwater management is among the key assets for redevelopment in the Valley along with access to the interstate freeway system.

- The existing buildings along St. Paul Avenue are not likely to be adapted for heavy manufacturing. Light manufacturing-showroom uses for creative businesses may be an answer to adaptive reuse of blighted structures. The City should consider loosening zoning on St. Paul Avenue to spur such redevelopment. Although St. Paul Avenue is situated near Marquette University, adding housing to the mix of uses may create problems with existing manufacturing. New housing in this area is not supported by Marquette University because it would disperse the student population over a wider area.

- Pierce and Bruce Streets are home to a mix of smaller heavy industries that would have difficulty relocating due to their permitting requirements. The Industrial Mix zone in this district may be too permissive of uses that are not particularly compatible with the existing heavy industries. These manufacturers tend to draw employees from the surrounding neighborhood, do not require high educational attainment from their employees, have proven themselves willing to train employees, and source materials and services from within the near south side neighborhood. Their presence at the edge of the Menomonee Valley is a decided benefit to the area and to the city's employment mix. It may be beneficial for the City to revisit the recently amended industrial-mix classification to determine its effectiveness. Alternatively, a neighborhood industrial zoning overlay could be established that could be applied citywide after working with stakeholders to determine uses that are compatible with heavy industries located at the edges of established residential neighborhoods.



Source: URS

Planning Process

The Valley planning process has been a far-reaching effort with the intent to capture the feedback and input of all possible groups, businesses and individuals with an interest in the Menomonee Valley. It was an 18-month long process and was comprised of a plan steering committee with representatives from the public and private sectors, a public kick-off meeting, on-line and hard copy surveys, one-on-one stakeholder interviews, small focus group meetings, public workshops, an open-house plan preview, and on-line and social media access throughout the entire process.

The plan steering committee or Contract Management Team (CMT) consisted of a mix of public and private sector participants with interests in the Menomonee Valley. These participants included: the City of Milwaukee and the Redevelopment Authority of the City of Milwaukee, Menomonee Valley Partners, the Menomonee Valley Business Improvement District, Friends of the Hank Aaron State Trail, Avenues West Association, the Milwaukee Brewers, Marquette University, the Harley-Davidson Museum, Milwaukee Metropolitan Sewerage District (MMSD), Potawatomi Hotel & Casino, and Vulcan Global Manufacturing Solutions. The Contract Management Team served as the plan's "executive committee" overseeing the overall goals and plan recommendations of the plan.

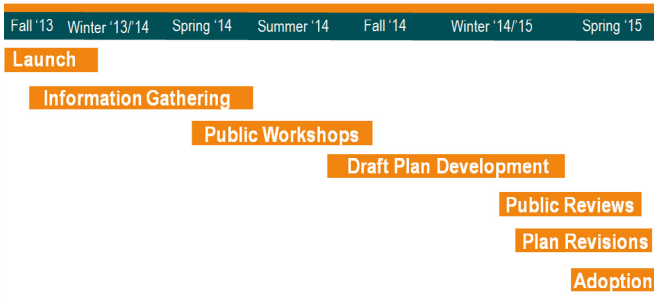
Stakeholder Interviews

The planning team conducted over 20 stakeholder interviews selected by the Contract Management Team, Valley aldermen, and other plan participants. The list included Valley businesses, government entities, non-profits, academia, real estate developers and brokers, Valley property owners, and businesses that considered but did not locate to the Valley.

A sampling of comments and observations follows:

- The Valley's central location is a plus; it means easy access for customers and employees.
- The workforce density near the Valley is unique to this region.
- Good access to a labor supply; there are great workers in the neighborhoods.
- The Valley is safe, it shows well.
- The freeway access is important.
- Truck access is much more important than rail access.
- The river is now an amenity, capitalize on it.
- Valley employees would like more amenities; child day care and health care for example.
- More lighting in the Valley; light up the viaducts, put up Christmas lights.
- Many of the manufacturers go home after 5:00; make the Valley more of a destination with the anchor entertainment uses.
- A key problem is the Industrial Heavy zoning – going to BOZA (Board of Zoning Appeals) is costly and time consuming.
- There is a need for more bike and pedestrian connections. Some employers noted a growing number of employees arriving by bike.
- Employers and employees both saw a need for additional restaurants and other amenities such as a gas station, noting there were none in the Valley.
- Difficult for customers to get to our facility when coming from the freeway – the route often feels counter-intuitive.
- It may sound trivial but the seagull population is a serious problem and a serious expense.

MENOMONEE VALLEY 2.0 Schedule



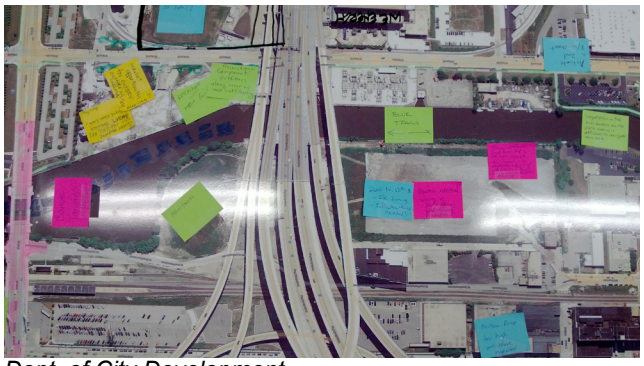
Initial Public Launch

In the Fall of 2013 the planning process was formally launched by Mayor Barrett at a public kick off meeting held at J F Ahern. The intent of the meeting was to announce the plan process, provide information on how the community could stay involved in the process, and gain some initial information on key opportunities, assets, concerns or development potential in the Menomonee Valley. The meeting included a brief presentation and the opportunity to discuss ideas. A large scale map of the Valley was the center of discussion and participants were asked to stick comments on the map. A digital survey was also available both at the meeting and online.

Dept. of City Development

Dept. of City Development

Dept. of City Development



Dept. of City Development

Focus Groups/Small Group Discussions

During the fall and winter of 2013-14, a series of five small group meetings were held to gather information and opinions on specific geographic areas and varying topics specific to the Valley. These five groups included:

1. St. Paul Avenue businesses and property owners;
2. Pierce and Bruce Street manufacturers and property owners;
3. Marquette University;
4. businesses located in the Menomonee Valley Industrial Center; and
5. local industrial real estate brokers.

A sampling and summary of these discussions include the following:

- Residential is not appropriate in the Valley, it conflicts with the existing manufacturing operations.
- There is a need for improved access and linkages, both to and from the Valley and internal ones.
- The central location of the Valley is an advantage, as is the freeway visibility.
- With the improvements in the Valley traffic is becoming an issue; not so much parking but rather the rate and speed of pass-through traffic.
- Aesthetics and beautification is an asset for the Valley.
- The extra Menomonee Valley building design and landscape guidelines weren't that much extra and makes for a good first impression for our business.
- Parking is not a big issue, there is not a lot of it but it works.
- A gas station would make for a nice amenity for employees.
- There is a need for more zoning flexibility; allow for retail - manufacturing combinations.
- There is a feeling that the City of Milwaukee can be difficult and costly to do business with.

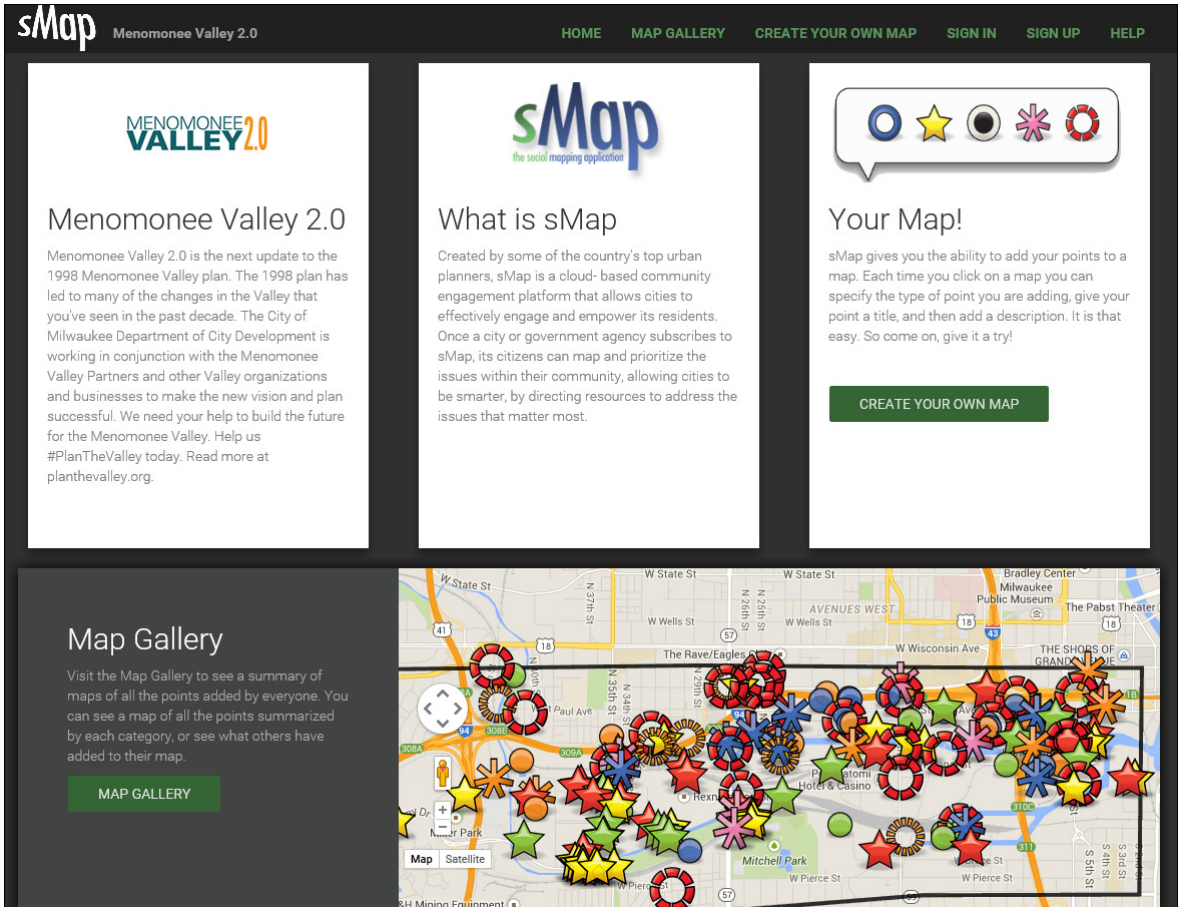
Dept. of City Development

Dept. of City Development

Digital Engagement

Working with Menomonee Valley Partners staff, the Valley planning process included the most extensive social media outreach since the City began its comprehensive planning process. While working through the traditional outreach models of emails, surveys, interviews, and meetings, Twitter, Facebook, blogs and other digital mapping applications, in this case a Map was utilized to maximize public input. Another benefit to this social media approach was allowing persons or groups not able to attend in-person meetings to actively engage digitally in real time.

- Public Engagement Goal: Increase the number of interested persons to become engaged with the Valley planning process.
- Outcome: The number of participants from the 1998 Plan to Valley 2.0 more than doubled.
- Total unique website visitors, micro-participation on social media, and survey participants: 526.



Public Workshop

During early summer of 2014 two public visioning workshops were conducted at the Harley-Davidson Museum. The intent of the workshops were to take previous stakeholder and public input and focus workshop topics on areas that emerged as most subject to change and with the greatest impact along with issues deemed significant and reoccurring. Five key areas were identified and a sampling of comments from each is shown below:

I-94 and a Western Gateway

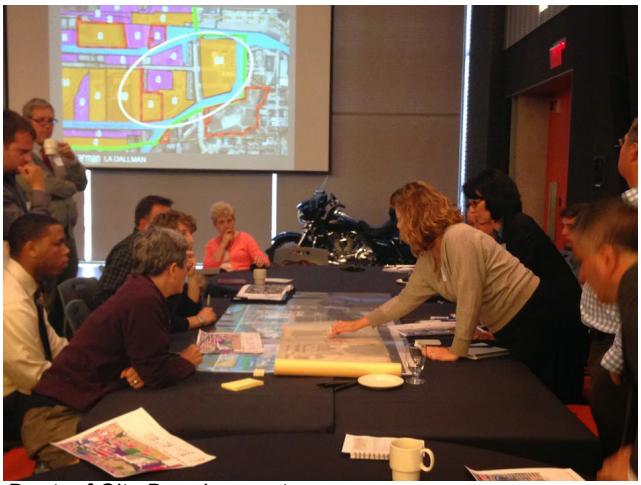
- It is difficult to connect North-South between 13th and 25th streets.
- The character of Clybourn is too much like a highway. Add bike lanes and landscaping.
- St. Paul west of 25th Street is horribly inhospitable.
- Direct access to Canal Street off of 27th Street is an intriguing idea.
- There was no clear consensus on which of the two interstate alternatives is preferable.
- All Valley access from I-94 to 27th is worrisome as a possible new bottleneck.
- With the large amount of freeway reconstruction it is important not to overlook the opportunity to improve the local streets.

St. Paul Avenue

- Activate showroom space along St. Paul – show the good work that's going on inside. Brass Light is a good example.
- Milwaukee is the only city I've lived in that doesn't have a design district.
- A St. Paul design district should be extended east of the river.
- St. Paul is not very pedestrian friendly and persons do make their way along it from the Intermodal Station to Marquette and the Casino.
- It should be understood that St. Paul is an industrial street and car traffic should expect some overlapping with trucks and loading.
- There is some desire to convert certain vacant buildings into live-work style housing.
- Would residential uses be compatible with heavy uses on St. Paul like Materion?
- Line the street with planters, parklets with products made from St. Paul businesses.

Dept. of City Development

Dept. of City Development



Dept. of City Development

Mt. Vernon Waterfront Sites and Eastern Gateway Sites

- Due to the number of trucks going to the post office Mt. Vernon is relatively busy yet it is in very poor shape.
- Mt. Vernon is more of an alley than a road; too narrow.
- Access to these sites should be more intuitive.
- The RACM-owned property at 260 N. 12th is a good location for manufacturing and as part of a food and beverage district that could be established.
- The river frontage is an attraction; use of a retail component in front of the production facility.
- Petit Point, the point of land at 825 W. Hinman Street, directly across from St. Mary's Cement, is a good location for an outdoor attraction such as a marina.
- Petit Point has some safety issues and there is not a friendly walk to Harley-Davidson.
- Multiple attractions on this east end area will make it a destination district.
- Connections to Harley-Davidson from the public parking at MMSD and from the Intermodal.
- Activate the space under the Marquette Interchange to make it feel safer. It could be a pretty space.
- Encourage industries that use steam or gas to locate near We Energies.
- Adapt the zoning code to better accommodate a food and beverage district that makes "Wisconsin stuff."
- New roadways are needed to activate empty or underutilized parcels and infrastructure improvements such as storm water and parking need to be shared and put in place to attract future employers.

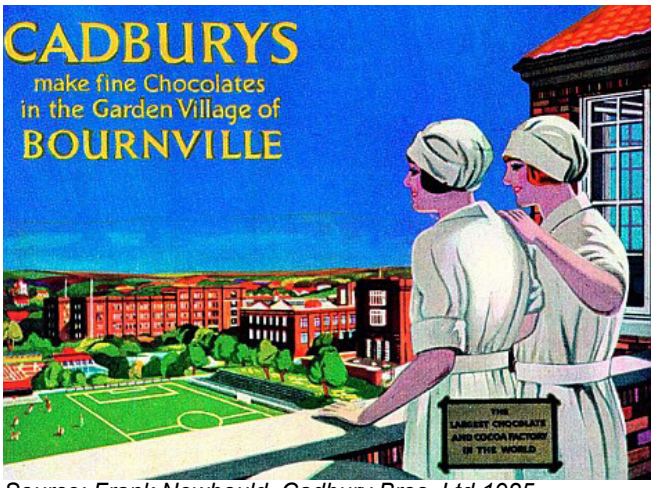
Pierce & Bruce Streets

- Industrial businesses are concerned with new residential development and any additional residential would be very problematic.
- Truck traffic works for the industrial users.
- A very high percentage of employees live in the surrounding neighborhoods.
- Area should be protected for the existing businesses.
- The freeway divides this area off from Walker's Point.
- The firehouse building at 5th & Pierce provides an identity for the area.
- Explore how the businesses in the area could be better served; perhaps through a BID or an extension of Chavez BID?
- The area could use additional restaurants such as Oscar's.
- A good location to build up a food and beverage cluster.
- Traffic and parking typically are not an issue but this could change with additional residential development.
- To continue to be a viable area for employers trucking maneuvering needs to be easy.

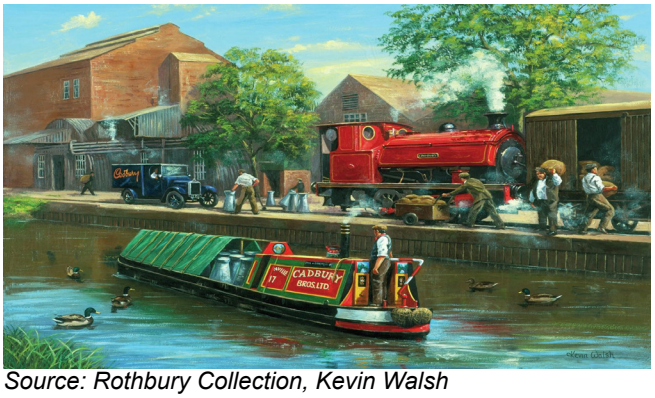
3 Land Use Strategies & Policies

In order to provide a vision for the Menomonee Valley, it is important to consider the desired overall feel or vibe for the Valley which in turn will shape its character. Is the Valley simply an industrial park that happens to have some major entertainment establishments nearby or is it a mixed use district of seemingly incompatible uses jelled together in a non-Euclidian urban landscape? In addition, major environmental and recreational improvements have become as big a part of the success of the Valley as its industrial redevelopment. With these various layers, is there a compatible theme or sense of place that can accommodate all the various elements that make up the Valley and weave that feeling from one end of the Valley to the other making it not just "that industrial area" or "where the casino is" but, rather, a complete place with a distinct feel found nowhere else?

Similar to the City Beautiful and the Garden City movement in Britain was the idea of the "Factory in a Garden." A good example is the Cadbury Chocolate factory complex in Bourneville, UK. Established near the turn of the 19th Century, the Cadbury factory was essentially a move to the suburbs in order to procure cleaner and more expansive tracts of land to accommodate the Cadbury's expansion plans. What is unique about this development is the concern the Cadburys had for the health and fitness of their employees and the setting in which they should work. The ultimate vision of the Cadburys was for a workplace surrounded by natural open spaces, recreational facilities, and entertainment venues for the well-being of their employees and their families.



Source: Frank Newbould, Cadbury Bros. Ltd 1925



Source: Rothbury Collection, Kevin Walsh

Cadbury Vision of an Ideal Factory Setting *Source: Bournville Village Council*

It was this idea and eventual reality that came to be known as The Factory in the Garden.

Fast forward to the present and a successful redevelopment of the Menomonee Valley has resulted in clean and usable tracts of land for industrial employers. Riparian banks and water quality have been improved, trails and open spaces have been created and easy access to recreational and entertainment amenities has been expanded. All of this in the heart of a major urban city that seeks those same qualities for its residents that Cadburys sought for their employees over a century ago. Adding layer upon layer of these qualities, the Menomonee Valley is Milwaukee's Factory in a Garden.

Land use and urban design strategies and policies for this plan revolve around major land use categories and broader topics mentioned by participants again and again during the planning process: the importance of industrial growth and employment; the role of entertainment; the river and overall Valley sustainability; connections in the Valley; and making the Valley a distinct place.

Focusing on these major topics and themes, overall land use and design strategies for this plan center upon:

1. Industry in the Valley
2. Entertainment in the Valley
3. Greening the Valley
4. Connecting the Valley
5. Placemaking in the Valley

Industry in the Valley

Vision: The Menomonee Valley is a thriving, modern industrial district located in the heart of Milwaukee. With a combination of legacy and new generation manufacturers, the Valley is a model urban manufacturing center providing accessible employment opportunities to surrounding neighborhood residents. With its mix of urban industrial design, prominent location, and labor force accessibility, the Menomonee Valley is a completely built out, job dense industrial hub for the southeast Wisconsin region.

Policies & Strategies:

- Reduce the amount of tax-exempt property in the Valley.
- Continue the core mission of the City of Milwaukee and Menomonee Valley Partners to prioritize industrial development and job creation in the Valley alongside the successful entertainment uses currently existing there.
- With the nearly complete build out of the Menomonee Valley Industrial Center (MVIC), shift the focus of industrial redevelopment to the center and eastern portions of the Valley.
- Prioritize redeveloping remaining vacant parcels for light industrial uses.
- Identify and prioritize remaining developable parcels to be made shovel ready for near-term industrial redevelopment.
- City controlled property should be prioritized for uses to meet, at minimum City job density requirements. The MVIC job density goal is currently 22 jobs per acre.
- Light manufacturing uses and identified Milwaukee-area industrial clusters are preferred uses in the Valley, with food and beverage manufactures a priority for central and eastern portions of the Valley. Determine the effects of rezoning Industrial Heavy (IH) areas to lighter industrial zoning classifications in the Valley in anticipation of eventually down zoning areas of the Valley from IH.
- Expand the current or create a revised East Valley Developmental Incentive Zone (DIZ) to encompass identified priority sites.
- Cross-market industrial developer interest to areas adjacent to the Valley when sites are not available or specific uses would be more appropriate elsewhere.

Form:

- Adhere to an urban form of industrial design and building placement similar to that of the MVIC.
- To the best extent possible, buildings should form a street edge with public entrances clearly visible
- Street facing building facades should, whenever possible, avoid blank walls and contain glazing, fenestration, and other forms of wall design and articulation.
- Signage should be integrated into the building façade rather than as a free-standing type. When free-standing is required, monument type placement is recommended.
- Off-street parking should be minimized along the street frontage.
- For prominent waterfront sites, blank facades should be avoided. The use of glazing and other means of façade articulation are recommended where feasible.
- Minimize off-street parking along river edges. When surface parking is unavoidable, run-off buffering along parking edges is strongly recommended.
- For building exterior materials, brick, architectural pre-cast concrete panels, decorative block, or cut stone is recommended. Vinyl, corrugated sheet metal, aluminum siding, imitation stone sidings, and spandrel / reflective glass is discouraged.
- At the pedestrian level, incorporate the use of windows, awnings, landscaping, lighting, and other decorative elements at public entrances and front facades.

Ahern Glazing
Source: Menomonee Valley Partners

A good example of a prominent entry feature
Source: Menomonee Valley Partners

Ingeteam provides an example of an urban industrial form avoiding long blank walls along a street front.
Source: Menomonee Valley Partners

Source: Menomonee Valley Partners

Source: Dept. of City Development

Source: Dept. of City Development

Entertainment in the Valley

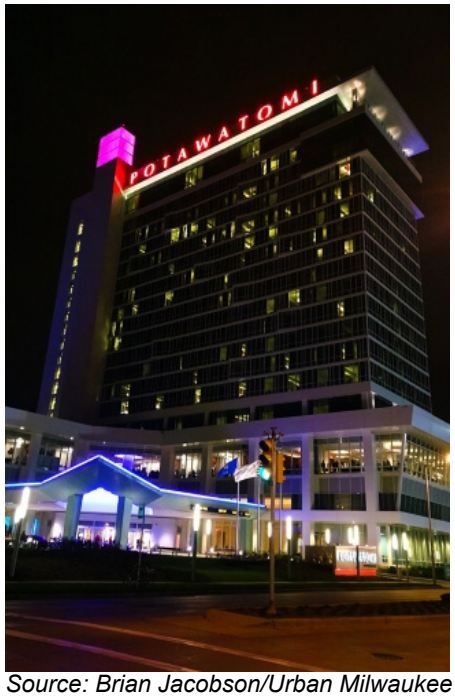
Vision: The Menomonee Valley's existing entertainment venues make the Valley one of the top visitors destinations in Wisconsin. Millions of annual visitors are able to easily and intuitively access and exit the Valley and be within a safe, attractive, identifiable, and walkable distance to other recreational or entertainment sites. This creates a uniquely Milwaukee destination incorporating Valley businesses and adjacent neighborhoods.

Policies & Strategies:

- Maintain the overall industrial mission for the Valley while recognizing the evolution of the Valley and equally supporting the existing entertainment entities currently located there.
- Use the existing entertainment draws to complement manufacturers with a work-play corridor using "front-of-factory" retail or commercial uses related to product manufacturing. Palermo's Pizza and Lakefront Brewery are good examples.
- New entertainment uses should be accessory to manufacturing uses in identified priority development sites.
- Take advantage of the large number of annual visitors to Miller Park, the Potawatomi Hotel & Casino, Marquette Valley Fields, the Harley-Davidson Museum, and Hank Aaron State Trail to market adjacent neighborhood establishments and amenities, such as Silver City's International Dining District.
- Identify smaller sites suitable for standalone commercial and food and drink uses.
- Improve and increase the number of and quality of connections between entertainment uses in the Valley and adjacent neighborhoods.

Form:

- Animate street facing building walls with high quality wall design and articulation, LED, and specialty lighting.
- Incorporate clear glazing into the entrance facing façade(s). Faux windows and spandrel are discouraged.
- Public entrances should be clearly visible from the street and sidewalk.
- Minimize parking between the public entrance side of the building and its facing street – in an urban context the establishment of a street wall is a primary design goal.
- Sidewalks or walkways, ample in width, should connect public entrances with the public right of way and off street parking areas.
- Off-street surface parking lots should have defined street edges and separation from the public right-of-way by means of hard elements such as appropriately scaled walls and non-chain link fences as well as an array of planting types.



Source: Brian Jacobson/Urban Milwaukee

Accent lighting to highlight Harley-Davidson Museum
Source: Menomonee Valley Partners

Menomonee Valley Partners event at Miller Park Source: Menomonee Valley Partners

Palermo Pizza cafe in front of the manufacturing facility.
Source: Menomonee Valley Partners

Valley Fields along the Menomonee River
Source: Menomonee Valley Partners

Local example of adding retail food and beverage space to a proposed Lakefront Brewery expansion along the Milwaukee River.
Source: Lakefront Brewery Inc.

Greening the Valley

Vision: The Valley is one of the most environmentally conscious industrial districts in the country owing to innovative storm water run-off practices, riparian and water quality improvements, and finer grain layers of landscape design, integrated green spaces, and recreational trails connected with environmental education programs and activities available for Valley employees and local neighbors alike.

Policies & Strategies:

- Increase the overall tree canopy coverage in the Valley.
- Increase the amount of storm water run-off conveyed by green or passive infrastructure.
- Increase and improve the quality of storm water run-off buffering at waterfront surface parking sites.
- Align City and MVP strategies and actions with pertinent ReFresh Milwaukee goals and recommendations.
- Increase the number of green roofs in the Valley.
- Increase the square footage of pervious pavement in the Valley.
- Identify sites unsuitable for development for shared storm water runoff and parking facilities.
- Continue to maximize green spaces in the Valley that combines flood control, storm water run-off, and recreational space and connections to like open spaces and amenities.
- Identify priority run-off areas and apply storm water best management practices.

Conceptional Rendering of the Burnham Canal wetland project.

Stormwater Park
Source: Menomonee Valley Partners

Source: Menomonee Valley Partners

Source: Menomonee Valley Partners

Connecting the Valley

Vision: The Valley is completely integrated to the surrounding area, across nearly all modes of transit: truck, train, bus, car, bike, pedestrian, as well as water borne craft. When major opportunities arise, roadways, bridges, and viaducts are seriously considered for transformational change that dramatically improves access into the Valley. Valley connections are equally a matter of function and form, adding to the Valley's status as a cutting edge model of urban industrial redevelopment and design.

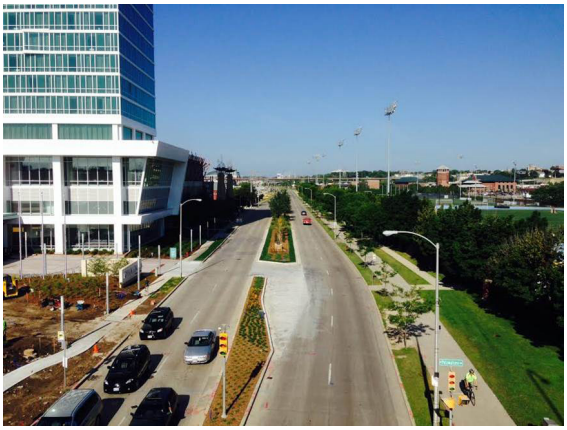
Policies & Strategies:

Roadway Connections

- Use the scheduled I-94 rebuild project as an opportunity to improve interstate and local street connections into and out of the Valley.
- Improve under-developed rights-of-ways and existing streets to access and activate under-utilized development sites.
- Should appropriate circumstances arise, examine reconfiguring one or possibly more of the Valley-spanning viaducts to improve access to the Valley floor.
- Establish new and improve existing north - south connections between the St. Paul and Clybourn corridors.
- Install new public streets to maximize land assemblage and development opportunites throughout the Valley.
- Develop a coordinated Context Sensitive Solutions (CSS) effort with the Wisconsin Department of Transportation (WisDOT) to not only mitigate, but improve upon the effects of a rebuilt I-94 freeway.
- Eliminate, to the greatest extent possible, existing right turn bypass lanes and work with MVP, DPW, and WisDOT to prevent adding them in relation to new interstate and associated roadwork.

Rail and Viaduct Infrastructure

Jersey barriers at N 12th stub end.
Source: Dept. of City Development



Stormwater Park
Source: Menomonee Valley Partners

Pedestrian & Bicycle Connections

- Improve and expand bike and pedestrian links to and within the Valley.
- Use new connections to link public parking, transit stops, and neighborhood residents and businesses to similar amenities in the Valley creating multi-purpose activity nodes.
- Establish bike lanes that avoid concentrated trucking routes and areas of heavy industry.
- Use the I-94 rebuild to improve bike and pedestrian access between Clybourn, Marquette, Avenues West, and the Valley.
- Identify potential sites for expansion of the Bublr bike rental system into the Valley.
- With increased development in the Valley and major economic development initiatives underway to the south, the 6th Street Viaduct is becoming an increasingly strategic connector from the Intermodal Station. Improve the pedestrian access for overnight visitors arriving from the Intermodal Station at the north end of the 6th Street Viaduct.
- Identify bike stops containing bathrooms, bike repair, and related facilities along the Hank Aaron State Trail (HAST). New commercial sites and food and beverage (FaB) front-of-factory spaces may also accommodate bicyclists in a similar manner.
- Traffic speeds along Canal, particularly in the MVIC, are increasing. Study and implement traffic calming measures without interfering with truck traffic.
- Incorporate river walk and river side paths with new river and canal fronting development.
- Use the de-commissioning and greening of the Burnham Canal to establish public trails for near south side residents to access east end of the Valley sites and amenities.
- Determine a bike and pedestrian route between Three Bridges Park, Mitchell Park, and the Burnham Canal without interfering with the major industrial users and related trucking operations.
- Use the I-94 CSS opportunities to create attractive, defined, safe, and well-lighted pedestrian and bike access to and from the Valley, Clybourn, and adjacent neighborhoods.
- Establish a Valley-wide way-finding signage system that incorporates a consistent and distinct to the Valley design.
- Attempt to add bike and pedestrian links to existing bridges, especially when bridges are identified for repair or improvement.

Segment of the Hank Aaron State Trail in the Menomonee Valley
Source: Menomonee Valley Partners

Ideal riverwalk conditions along the Menomonee River
Source: Dept. of City Development

Valley passage linking the Valley to near south side neighborhoods.
Source: Menomonee Valley Partners

Water

- Expand public access to the Menomonee River and canals.
- Use public and privately owned sites to establish recreational docks and slips within close proximity to the Hank Aaron State Trail, riverwalks, and commercial and entertainment uses.
- Increase the linear footage of public access along the Menomonee River and canals.
- The Menomonee River offers rare straightaway river segments. Use an increasingly accessible river and public linkages to it to make the Valley an integral and popular rowing destination.

Kayaking on the Menomonee River
Source: Menomonee Valley Partners

Kayak launch on the Menomonee River near Emmber Lane.
Source: Menomonee Valley Partners

Source: Dept. of City Development

Linkable space in the Menomonee Valley
Source: Menomonee Valley Partners

Destination Connections

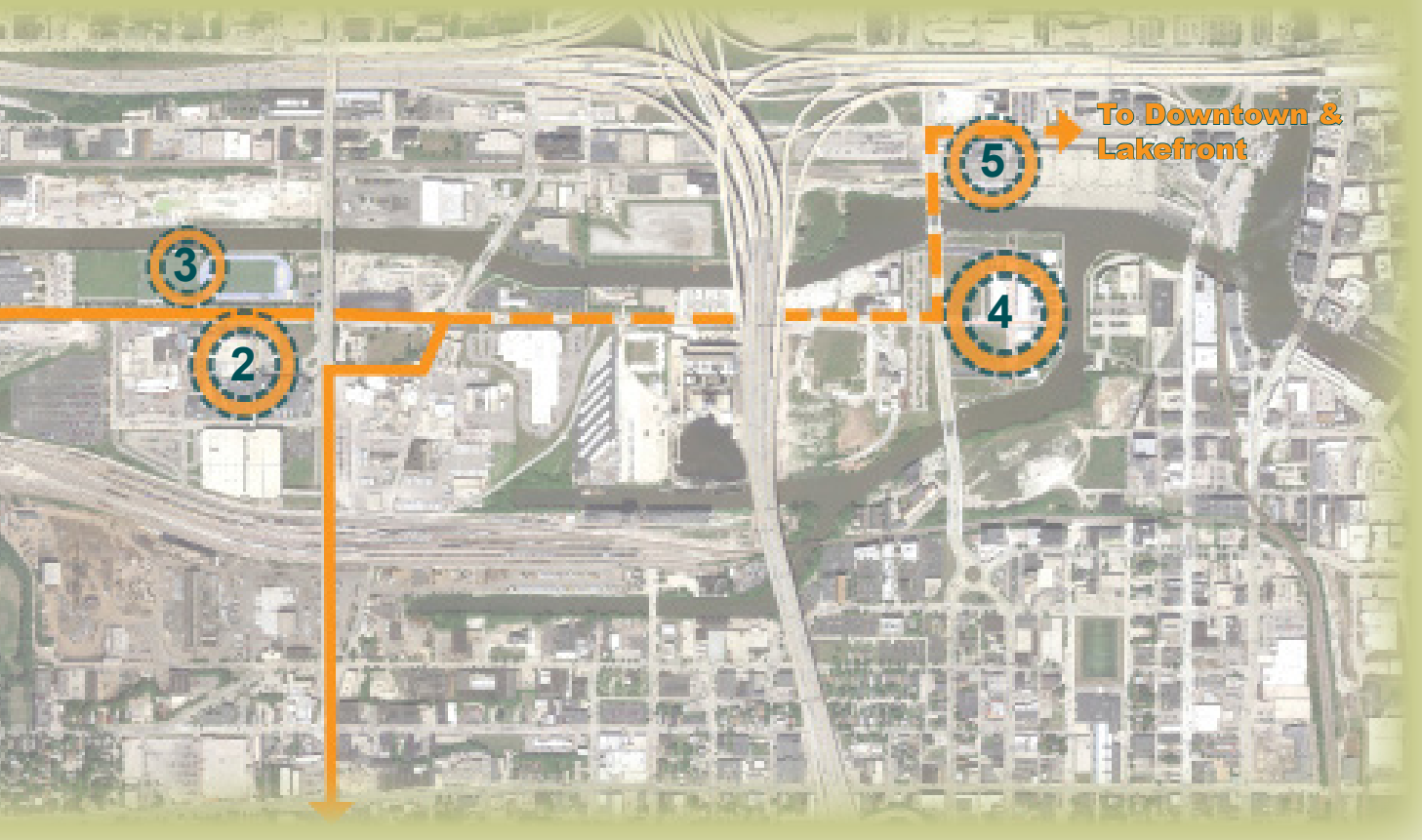
The three largest entertainment uses in the Menomonee Valley: Miller Park, the Potawatomi Hotel and Casino, and the Harley-Davidson Museum, together attract approximately 10 million visitors annually to the Valley and yet are linked together by a single public right-of-way, Canal Street. Surprisingly, there does not currently exist a single bus line serving the entirety of Canal Street and all three heavily used venues. The existing Milwaukee Transit System Route 17 presently serves Canal Street but does not extend east of the 16th Street viaduct. It runs between the Menomonee Valley Industrial Center and the Selig Drive surface lots for Miller Park to the 16th Street Viaduct and points south in order to provide a direct transit connection between south side residents and major Valley employers such as Cargill, Potawatomi Hotel and Casino, Rexnord, the MVIC, and Miller Park. All other bus lines traversing the Valley do so on North-South axes along the Valley viaducts.

It is anticipated that the total number of entertainment seeking visitors to the Valley will increase over time, particularly if a planned food and beverage cluster is successfully implemented in the center and east end of the Valley. When combined with increased residential density and entertainment offerings Downtown and in the Third Ward along with enhancements to the Downtown lakefront, the need to conveniently integrate these areas by a dedicated public transportation route becomes more apparent. In this light, a mass transit route mirroring the current 17 line at Selig Drive but continuing the length of Canal Street with stops at Potawatomi and Marquette's Valley Fields, the Harley-Davidson Museum and the East Valley Gateway and then continuing north along the 6th Street Viaduct to link with the Milwaukee Intermodal Station and the planned streetcar route would link all of downtown Milwaukee's major attractions, employers and lakefront with a unifying public transit route with no more than one transfer.

1. Miller Park - 3 Million Annual Visitors
2. Potawatomi Hotel & Casino - 6 Million Annual Visitors
3. Marquette Valley Fields
4. Harley-Davidson Museum - 1 Million Annual Visitors
5. Intermodal Station and connection to proposed streetcar

Existing public transit route

Proposed connection transit route



Placemaking in the Valley

Vision: Through innovative industrial development, existing entertainment uses, thoughtful recreational connections, and improved access wrapped in good urban design, the Valley is a unique district with a look and feel entirely its own. The Valley contains a large collection of successful uses and is a catalyzing asset adding to the quality of life of its surrounding neighborhoods and commercial districts.

Policies & Strategies:

- Establish a mix of uses along the Valley waterways when feasible. A mix of uses could include boat, canoe, and kayak docking points, and floating food and drink platforms connected to entertainment and front-of-factory retail.
- Preserve and enhance prominent vistas throughout the Valley by means of architectural and urban design features on existing or new buildings.
- Reduce the number and impact of blank walls and structures along frequently travelled public routes with the use of landscaping, lighting enhancements, architectural features, interesting wall signage, and public art. A good, practical example is Ahern's clear glazing showcasing the building's state-of-the-art internal HVAC system.
- Affix LED lighting and other visual improvements to existing infrastructure and structures in the Valley.
- Surface parking lots or parking lots awaiting future development should have well-defined edges comprised of hard elements such as proportionate masonry walls, decorative aluminum fencing, plantings or closely spaced canopy trees.
- Reduce the amount of chain link fencing along street fronting parking and storage lots.
- Create an original Valley design or logo that can be used on Valley streetscaping banners, way-finding, and gateway markers that will weave a distinct identity throughout the Valley.
- Canal Street is the Valley's Main Street. Undertake an effort to expand the amount of canopy trees along Canal. A priority area can begin along the right-of-way in front of the DPW facilities and along the southern side of the Canal Street roundabout along the Canadian Pacific's Adams' yard. For a more memorable Valley experience up-light this continuous row of canopy foliage between Harley Davidson and the 25th Street roundabout.

Commercial

Vision: Despite its industrial and entertainment dominated uses, the Valley contains a distinct commercial corridor organically grown from existing Valley product makers and provides a unique niche of products that creates a metro and regional draw of customers.

Residential

Vision: The Valley retains its historic and current manufacturing dominated uses attracted by the absence of residential uses that would otherwise clash with the day to day industrial operations of these businesses. Residential uses are welcomed and appropriate in many areas adjacent to the Valley planning area.

Patio at Twisted Fisherman
Source: Menomonee Valley Partners

Former industrial water towers used as public art at the Harley Davidson Museum
Source: Menomonee Valley Partners

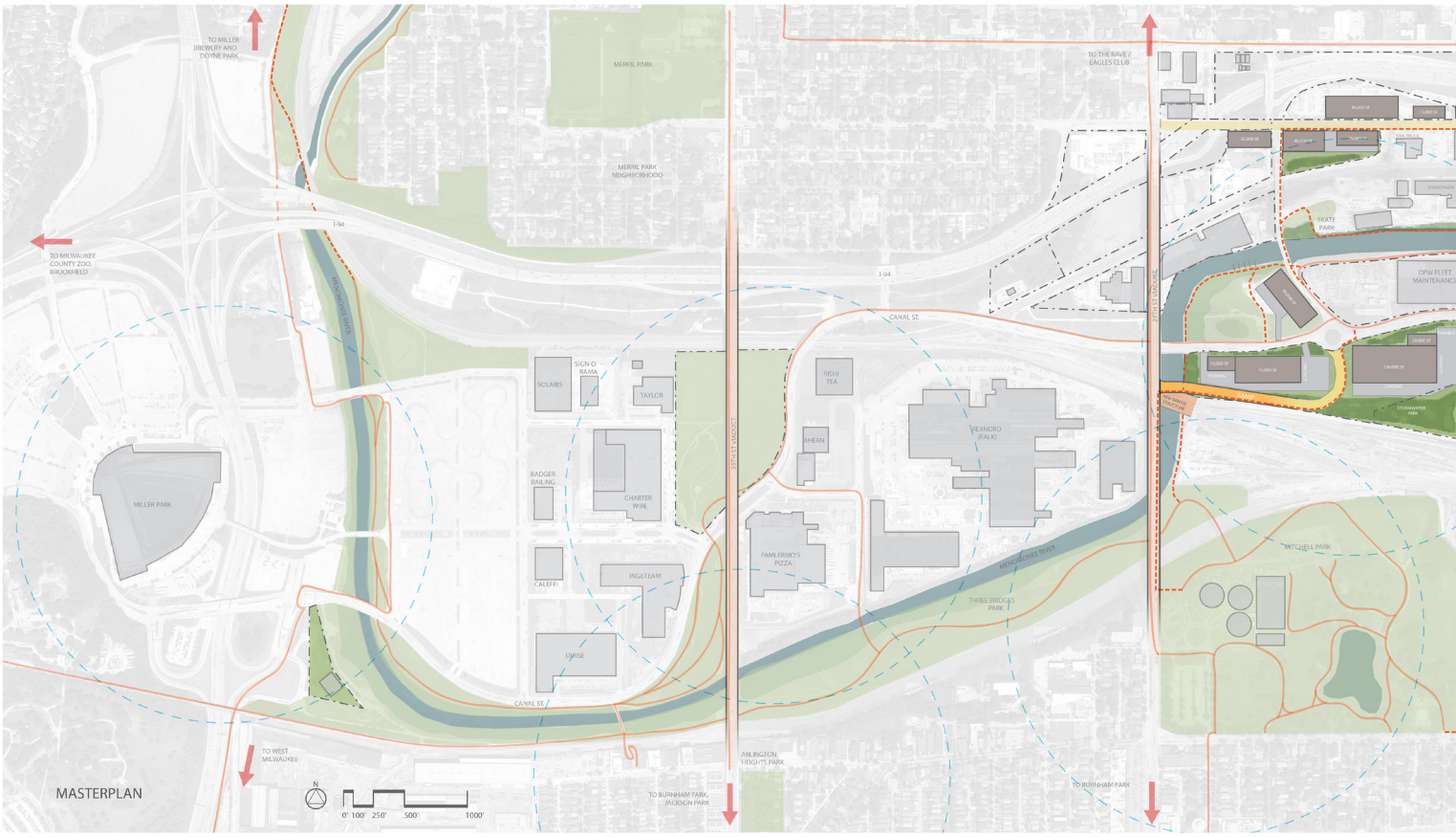
Former streetcar shelter along the Hank Aaron State Trail.
Source: Menomonee Valley Partners

Stormwater Park offers clean, natural views in the Menomonee Valley
Source: Menomonee Valley Partners

Riverfront walk along the Menomonee River.
Source: Menomonee Valley Partners

Example of an entrance arch in Dixon, IL
Source: Wikipedia Commons

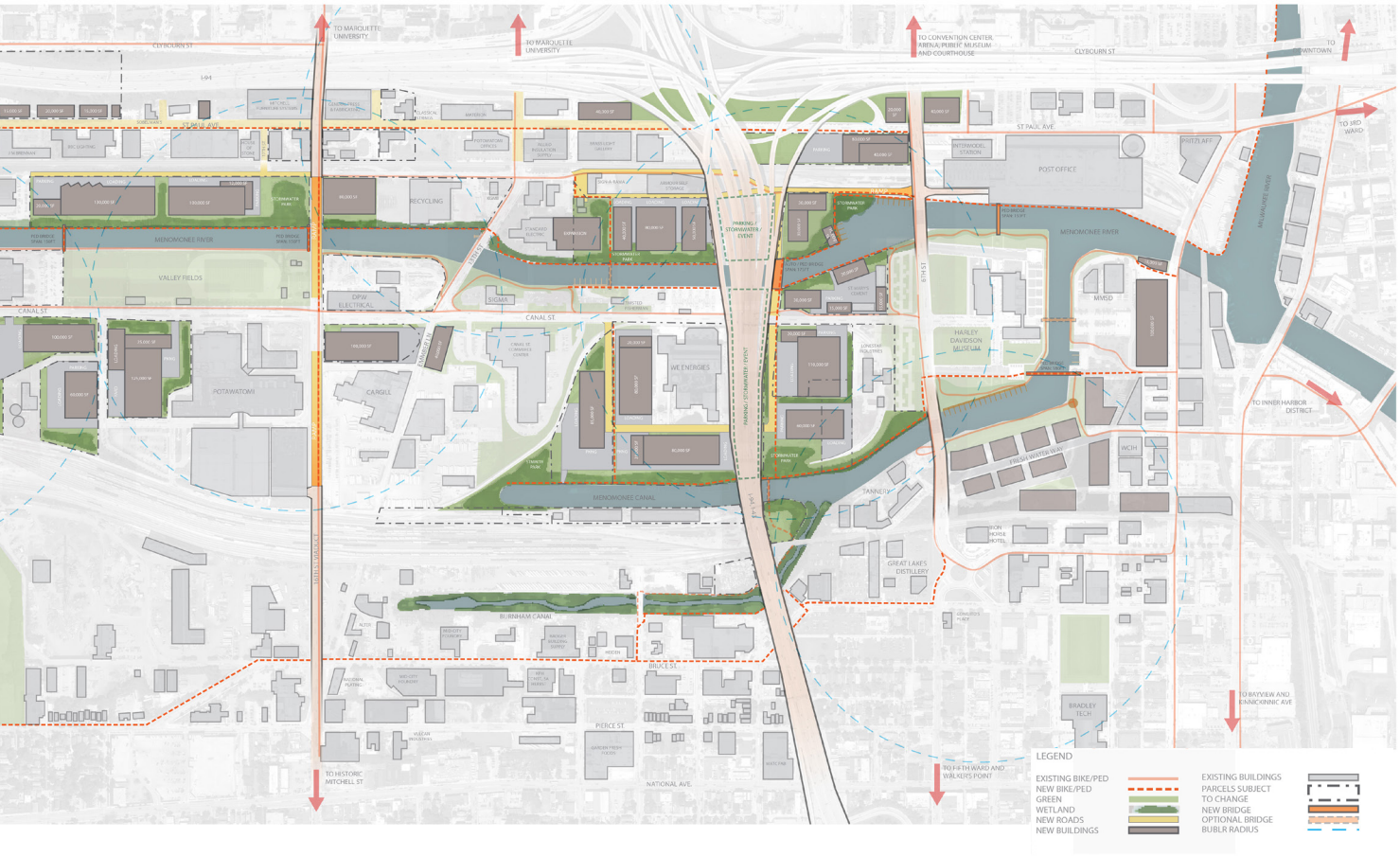
11 X 17 PLAN FOLDOUT



MENOMONEE VALLEY MASTERPLAN 2.0

zimmerman LA DALLMAN ARCHITECTS

11 X 17 PLAN FOLDOUT



11 X 17 PLAN FOLDOUT

ROOF TERRAIN

GREEN ROOF	340,000 SF
POTENTIAL GREEN ROOF	2,000,000 SF
SOLAR PANEL ROOF	150,000 SF
TOTAL	**2,490,000 SF**

BUILDINGS

INDUSTRIAL	2,000,000 SF

JOBS

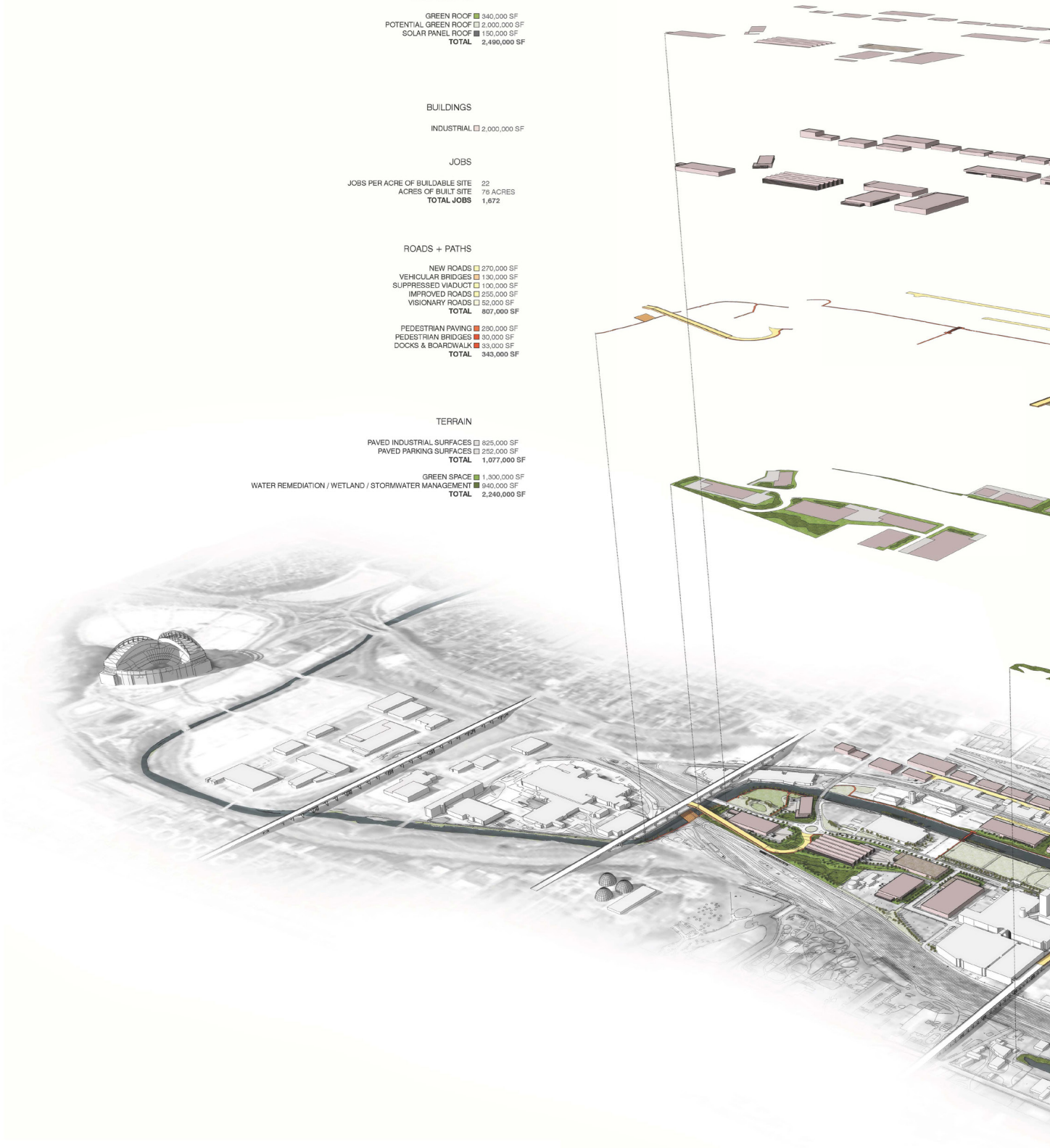
JOBS PER ACRE OF BUILDABLE SITE	22
ACRES OF BUILT SITE	76 ACRES
TOTAL JOBS	**1,672**

ROADS + PATHS

NEW ROADS	270,000 SF
VEHICULAR BRIDGES	130,000 SF
SUPPRESSED VIADUCT	100,000 SF
IMPROVED ROADS	255,000 SF
VISIONARY ROADS	52,000 SF
TOTAL	**807,000 SF**
PEDESTRIAN PAVING	280,000 SF
PEDESTRIAN BRIDGES	30,000 SF
DOCKS & BOARDWALK	33,000 SF
TOTAL	**343,000 SF**

TERRAIN

PAVED INDUSTRIAL SURFACES	825,000 SF
PAVED PARKING SURFACES	252,000 SF
TOTAL	**1,077,000 SF**
GREEN SPACE	1,300,000 SF
WATER REMEDIATION / WETLAND / STORMWATER MANAGEMENT	940,000 SF
TOTAL	**2,240,000 SF**



MENOMONEE VALLEY MASTERPLAN 2.0

ZIMMERMAN LA DALLMAN ARCHITECTS

11 X 17 PLAN FOLDOUT

4 Districts & Corridors

Chapter three, the land use policy chapter, identifies characteristics and development standards to be applied throughout the Menomonee Valley planning area. This chapter organizes the plan area into smaller districts and corridors and recommendations for each area are identified.

1. Valley West

As far back as the late 19th century, the westerly portion of the Menomonee Valley was comprised largely of two major entities: the Falk Corporation and the Milwaukee Rail Road repair and maintenance shops. Today, only Falk (as part of the Rexnord Corporation) remains and what were once the sprawling Milwaukee Road shops is today the Menomonee Valley Industrial Center which, along with the steady presence of the Falk facility, now defines the west end of the Valley planning area.

The Valley West is that portion of the Menomonee Valley between US 41 / Miller Parkway, east to the 27th Street Viaduct with Interstate 94 and the CP Rail line serving as the northern and southern boundaries respectively. It is this district that is most reflective of the visible transformation of the Valley in recent years and the face of much, but certainly not all, of its success. This is highlighted primarily through the major redevelopment effort that replaced the long-blighted rail shops with the Menomonee Valley Industrial Center. The MVIC is a 65-acre industrial park that is home to ten light industrial businesses and 1,300 employees. Two notable features of the MVIC that distinguish it from other business parks are the shared storm water park and the Hank Aaron State Trail, which weaves the Valley into the surrounding urban fabric and is a popular stretch for bikers, runners, and pedestrians.

Flanking the MVIC on the west is a collection of large surface parking lots for the Milwaukee Brewers' Miller Park. Used by Milwaukee's Major League baseball team during 82 regular season home games, these lots provide excellent visibility for the MVIC businesses due to the hundreds of thousands of Brewers' fans using them for parking and tailgating during the spring, summer, and early fall months. It should be mentioned that entrance to these parking areas and the business park is primarily via a single road, Canal Street. During Valley plan interviews, it was noted that despite the traffic generation by both of these entities, the level of truck and car traffic is remarkably manageable during game days. This demonstrates that urban settings are able to not only accommodate multiple industrial, entertainment, and commercial endeavors in close proximity to one another, but also enjoy mutual benefit from these settings.

East of the MVIC is the Rexnord Corporation. A legacy industry from Milwaukee's days as "machine shop to the world", Rexnord, as the Falk Corporation, has been at its Valley location since 1888. Rexnord currently occupies approximately 50 acres, is one of the largest employers in the Valley, and a solid industrial anchor for the economic well-being of both the Valley and the city of Milwaukee.

Directly south of the MVIC and Rexnord is the new Three Bridges Park. Officially opened to the public in 2013, Three Bridges Park is a 24-acre park built over land formerly used by the rail lines as an "airlinesyard", rail-speak for rail car staging and queuing areas. As the name suggests, three attractive and thoughtfully designed pedestrian bridges connect the park to the Valley's Hank Aaron State Trail system and to neighborhoods adjacent to the Valley's southern rim, connecting jobs, people, and nature.

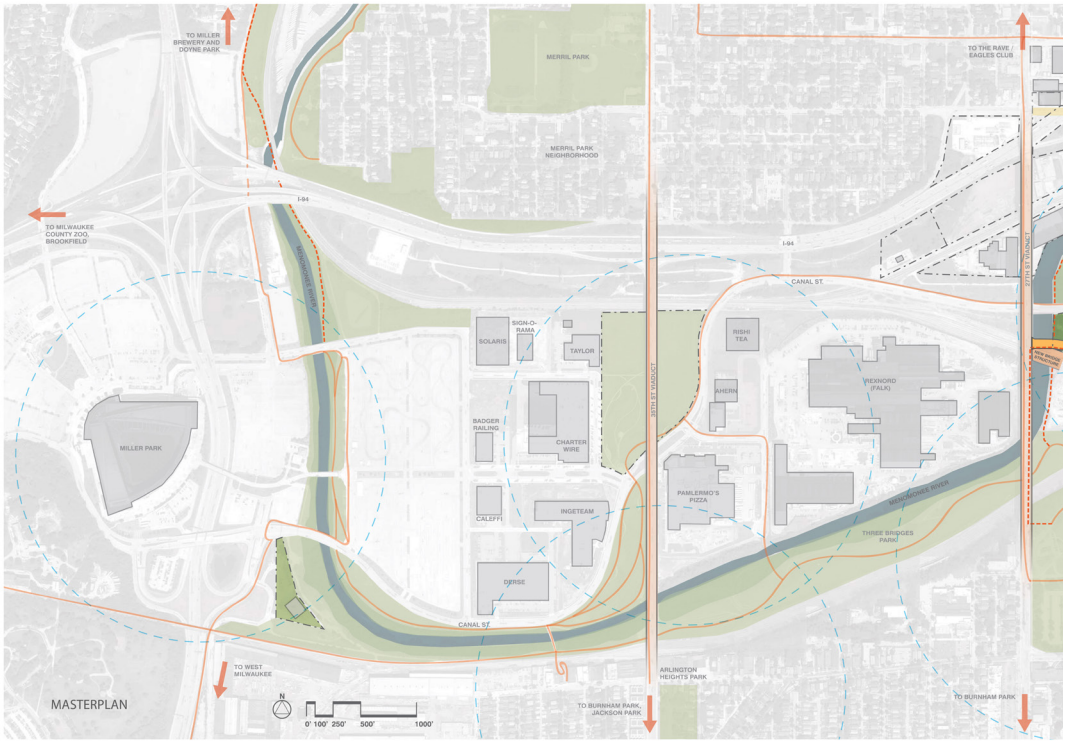
The Valley West has been the focus of redevelopment efforts by the City of Milwaukee since the creation of the 1998 Valley plan and the formation of Menomonee Valley Partners and has been an unquestioned success. It is a stable and well-developed area of the Valley that, going forward, requires no major land use changes. Rather, improved multi-modal transportation connections, landscaping, lighting, signage, and other design enhancements will add a finer grain layer of aesthetics, visibility, and identity to the Valley and its adjacent neighbors.

West Valley Recommendations:

- Maintain access to and from 27th Street and I-94.
- The planned I-94 reconstruction should be used to improve access to Canal Street and wayfinding to/ within the Valley.
- Organize a coordinated Context Sensitive Solutions (CSS) team to create a design plan for I-94 and 27th Street improvements and access to Canal Street.
- Coordinate Menomonee Valley Partners with DPW, DNR, and WisDOT, as part of the Stadium Interchange project, to include a dedicated bike lane between Miller Park and the MVIC as part of the stadium interchange project. This would supply an improved and uninterrupted connection linking the Valley, Merrill Park, and Doyne Park.
- Additional bike and pedestrian crossings combined with traffic calming should be established at hazardous points on Canal Street.
- Activate the storm water park with recreational programming such as soccer and MVIC employee events that do not require fixed structures that would conflict with its primary use as a storm water retention facility.
- Continue efforts to integrate and accent the viaducts into the Valley with LED lighting enhancements, providing distinct nighttime visibility and providing Milwaukee with a new recognizable landmark.

Garabit Viaduct, France. Lighted infrastructure provides an unmistakable place making feature
Source: Free Images, Guy Patny

Decorative LED lighting provides aesthetics & pedestrian comfort to highway overpass



An improved N 44th St. can provide a key bike and pedestrian linkages between west side neighborhoods and the Valley

A lighted 35th St viaduct would create an iconic Valley landmark

2. Valley Center

The Valley Center is that portion of the Valley located between the 27th and 16th Street Viaducts on the west and east, and the CP rail lines to the north as well as south. It is a section of the Valley notable for its lack of industrial uses and the unmistakable presence of the Potawatomi Hotel & Casino, the largest employer in the Valley and a draw for 6 million annual visitors. Facing the hotel and casino on the north are Marquette University's Valley Fields, home to Marquette's soccer and track and field teams. Valley Fields features a prominent and attractive streetscape pattern along Canal Street and can be a model to follow for the remainder of that street.

Directly west of Marquette University's Valley Fields is the City of Milwaukee's Department of Public Works fleet repair yard. Covering approximately 10 acres, the site is situated at a prominent Valley gateway at the Canal Street roundabout. Given that all other parcels around the roundabout are essentially vacant, future streetscaping and aesthetic improvements on the site would greatly enhance this very visible location.

Located along the northern bank of the Menomonee River opposite the DPW yard is the former Milwaukee Gas Company complex. Comprised of four buildings designed by Alexander Eschweiler, the Gas Light buildings have been recently redeveloped with various uses including an indoor skateboard park, artist studio, and, most notably, a significant renovation of the main gas building to accommodate Zimmerman Architectural Studios. This rehabilitation represents an exemplary example of historic reuse of the Valley's building stock while adding professional employment to the heart of urban Milwaukee.

There is at least one, and potentially four, prominent redevelopment sites in the Valley Center. The most significant is 17 acres of privately-owned, vacant property west of the City Lights complex. With prominent river frontage and access to Mount Vernon Avenue, this site is a significant redevelopment site for future light industrial and accessory uses.

A second site with future development potential is the MMSD owned parcel located in the northeast quadrant of the Canal Street roundabout and at the 45 degree bend of the Menomonee River. While the majority of the site is currently used for storm water detention, a remainder of the property is currently leased to the City of Milwaukee for storage and maintenance of parking enforcement vehicles. Given its location to the Hank Aaron State Trail and river frontage the site may be suitable for future commercial development.

Adams Yard is a Canadian Pacific (CP) owned rail spur with frontage along Canal Street. Underutilized, CP may consider selling this parcel at some point in the future. The site offers suitable acreage and road access for light industrial users and would fill an undeveloped gap along this section of Canal Street. Immediately east of Adams Yard and adjacent to the Potawatomi casino is the Cargill beef slaughtering facility. The facility is sited on 6-acres of land and was an important employer for local residents until Cargill shuttered the plan indefinitely in 2014.

Valley Center Recommendations:

- Improve water flow at the CP rail bridge at the Menomonee River crossing at N. 27th Street.
- The 199 N. 25th Street MMSD Property northwest of the Canal Street roundabout can be redeveloped for eating and drinking establishments incorporating recreational uses at its river side.
- Improve landscaping at the center of the Canal Street roundabout as both an aesthetic feature and to improve the safety and functionality of the roundabout.
- Install a linear arrangement of large canopy type trees along Canal Street and Adams Yard.
- Any future redevelopment at Adams Yard is to be reserved for light industrial uses similar to those in the MVIC.
- Install storm water improvements in and around Canal Street and the roundabout and continuing into the DPW fleet yard to reduce heavy particulate and contaminated runoff into the Menomonee River.
- Improve fencing and landscaping around the perimeter of the DPW yard in order to improve first impressions at this gateway location.
- Continue the current planned development zoning and associated development intent for the vacant Giuffre property east of the City Lights development.
- Former Cargill slaughtering site: With the permanent closing of the slaughtering operation, a major change in use of this parcel must be anticipated. It abuts the Potawatomi Hotel & Casino to the east and is across the street from parking facilities serving the hotel and casino to the west and south. Entertainment, commercial, hotel, office, or other uses supportive of the hotel and casino, or light industrial use, are recommended. Future development design shall be complimentary and sensitive to the Marquette Valley Fields and the Potawatomi Hotel & Casino. Facades shall avoid blank walls and feature landscaping and prominent glazing.

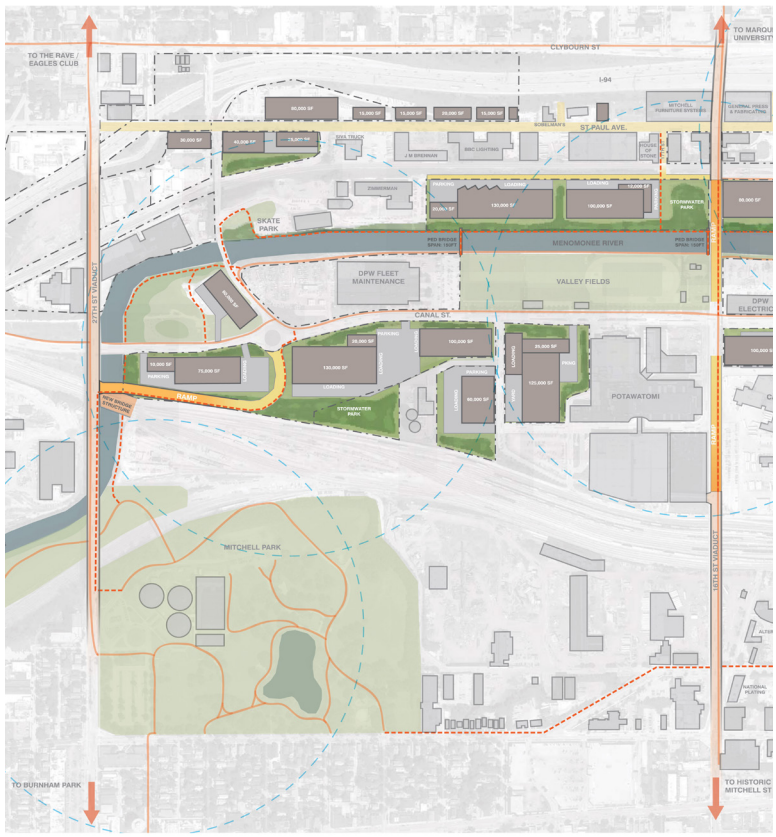
- Continue incorporating viaducts into Valley context with efforts to add LED lighting, storm water improvements and best practices, and improved underside lighting
- The vacant Cargill parcels fronting along Canal Street and bisecting Emmber Lane are recommended for light industrial uses generally, and more specifically for food and beverage sector manufacturers as part of a targeted food and beverage (FaB) district. These are visible, spacious, and accessible sites attractive for future development.
- Eliminate the right turn bypass at the southwest corner of Canal and Emmber Lane.

The Milwaukee Dept. of Public Works vehicle yard adjacent to the Menomonee River

Now vacant Cargill slaughtering facility adjacent to the Potawatomi Hotel & Casino. Source: Bing Maps

Canal Street roundabout
Source: Bing Maps

Right turn bypass lanes at Canal and Emmber
Source: Bing Maps



Valley Center

3. East Gateway

3. East Gateway

The East Gateway is that portion of the Menomonee Valley east of the 16th Street Viaduct between the Menomonee River to the north and the Menomonee Canal to the south, essentially forming a peninsula jutting into the space between Downtown Milwaukee and Walker's Point. As opposed to the west end of the Valley that has been redeveloped from nearly a blank slate with Miller Park, the MVIC, and a western terminus of Canal Street, the east end remains a somewhat eclectic mix of old and new uses on smaller footprints with some areas having awkward, if any, roadway access.

A prominent feature of the east end has been the redesign of the 6th Street viaduct in 2002 that transformed the viaduct into a combination roadway and bridge that connected 6th Street at grade to the Valley. With an eventual modernization and extension of Canal Street, the Valley for the first time had convenient and direct access to and from the north and south sides of the city.

Along with the improvement to Canal Street, the eastern terminus of the Valley is occupied by the Harley-Davidson Museum at the T-intersection of 6th Street and Canal Street, offering a pleasant vista to east bound traffic. The museum is situated at a significant intersection at the confluence of the Valley's waterways and surrounded by downtown Milwaukee, the Valley, and Walker's Point. Given its central location and large number of visitors to its grounds, the Harley-Davidson Museum has an opportunity to be a nexus tying together these major Milwaukee neighborhoods into an integrated business, transportation, and entertainment district along Milwaukee's two rivers.

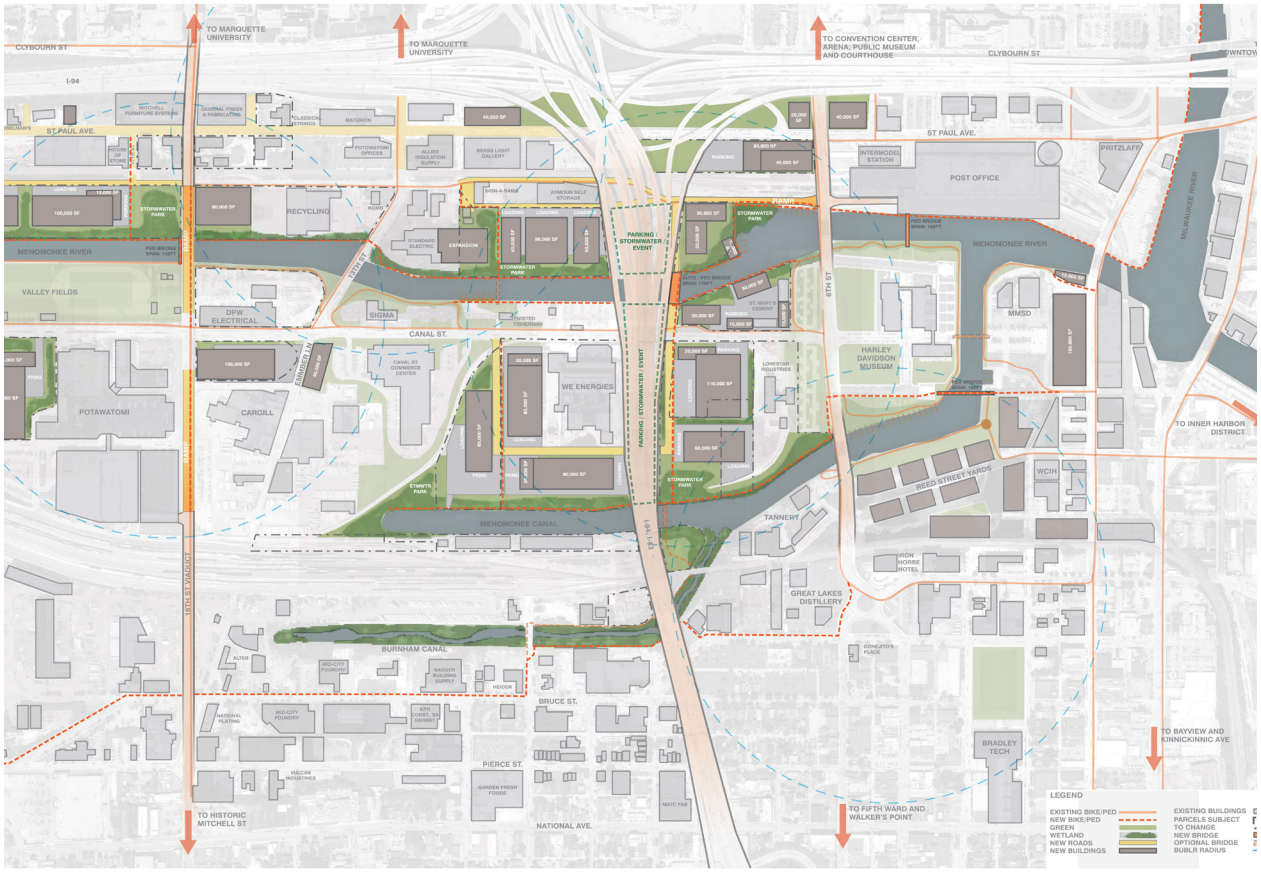
Despite the magnitude of change provided by the 6th and Canal improvements, the east end of the Valley contains a surprisingly large number of vacant and under-utilized parcels along Canal Street and along the north side of the Menomonee River. With improved access and varying degrees of remediation, these parcels represent an opportunity for a new wave of Valley redevelopment on its eastern end not unlike that which occurred on its west in terms of total acreage and economic impact. Included in this inventory of developable land is property owned by We Energies adjacent to its Valley plant. In 2015 the Valley plant will convert its operations to natural gas from coal. This will eliminate the need for coal barge deliveries and the large coal pile to the rear of the plant along the Menomonee Canal. This change will free-up nearly 5-acres as well as the adjacent lot to the west currently used for employee parking. Together with large vacant tracts east of the Valley plant, this southern hemisphere of the East Gateway contains nearly 36 contiguous acres for light industrial development.

Included in the East Gateway is a stretch of properties along the north side of the Menomonee River containing a mix of vacant parcels and a number of office and light industrial businesses. The large vacant riverfront properties would be highly desirable for redevelopment but for their lack of modern street access. These properties are currently accessible by way of an under-developed Mt. Vernon right-of-way more resembling an alley than a street. With proper street improvements, this area of the Valley, given its visibility and acreage, has the potential to significantly contribute to the overall goals and objectives of not only the East Gateway but to the overall mission of the City and the Milwaukee 7 (M7).

East Gateway Recommendations:

- Convert the existing Mt. Vernon right-of-way into an improved public street from the eastern edge of the Giuffre site to the eastern edge of the RACM owned 260 N. 12th site and Petit Point.
- Should the Milwaukee recycling facility (MRF) operations cease before the end of its present agreement, future use should be light manufacturing with site development focused on river frontage considerations.
- Prioritize the 260 N. 12th site to be cleared and cleaned for immediate light industrial development with uses focused on the food and beverage cluster.
- Preserve the now vacant former administrative office building at the entrance to the 260 N. 12th site. Razing to improve access should be a last resort if all other alternatives are not feasible.
- Recognize that access to 260 N. 12th via an improved Mt. Vernon will not be a standard access point due to the placement of existing buildings but rather will resemble access to Zimmerman Studios. To that end, examine a curbless section of road at this entry and exit point to maximize access width.
- Petit Point land uses are recommended to be light industrial and potential water uses such as a marina (as referenced in the Greening the Valley section). A food and beverage use is particularly desired.
- Improve pedestrian access from the Intermodal Station to 6th Street Viaduct.
- Areas underneath Marquette Interchange can accommodate storm water and surface parking for new redevelopment parcels adjacent to the interchange.

- It is recommended that the Cargill-owned open space on Canal Street be utilized for light industrial uses.
- The East Gateway redevelopment parcels of St. Mary's Cement, Stollenwerks, and We Energies coal pile and parking site should be reserved for light industrial land uses.
- Establish an access drive to activate these redevelopment parcels.
- Create a new pedestrian connection spanning the river from the Harley-Davidson Museum to the Reed Street Yards.



Valley East

4. St. Paul Corridor

St. Paul Avenue is an east-west street along the Valley at the base of its northern bluff and supplies a direct connection to the Valley from downtown Milwaukee, the Intermodal station, and the Historic Third Ward. Like the Valley, St. Paul has been and is currently comprised of industrial and heavy commercial uses devoid of residential and institutional uses. There is no singular or dominating business facility on the street, but rather varied commercial and industrial operations that include insulation wholesaling, chemical coating processing, cold storage, lighting fixture designers and retailers, custom stone fabricators, and automotive and mechanical contractors. Sobelman's, a locally owned bar and grill is the sole food and drinking establishment in the St. Paul portion of the Valley.

As in other historically industrial areas in Milwaukee, St. Paul contains a small collection of under-utilized, turn of the 20th century, multi-story industrial buildings. Architecturally notable with cream city brick and attractive fenestration, these buildings are no longer practical for industrial operations and are further hampered by the existing industrial zoning along much of St. Paul. Combined with varying levels of age and disrepair, the long-term future of these buildings is unknown.

Visually, the 16th and 27th Street viaducts and the Marquette Interchange traverse over the top of St. Paul Avenue and unlike Canal Street, the elevation differences make these roadways a much more looming presence along St. Paul. Combined with the majority of its physical stock being industrial in nature, uninviting viaduct stairwells, and minimal streetscaping, St. Paul presents an intimidating and detached environment for pedestrians and drivers alike.

Lack of access exacerabtes the visual and comfort issues, particularly on the west end of St. Paul. While there is a clean transition of St. Paul on its east end into the Third Ward, the west suffers from a confusing spaghetti string collection of I-94 on and off ramps, right-turn-bypass remnants, and an overall poor right-of-way condition. Indeed, while it is but a ten minute walk from 27th and Wisconsin Avenue south to St. Paul (less by bike) it seems an afterthought as a means to access St. Paul or the Valley. It is imperative that a more intuitive and human scaled access between these roadways be integrated into the upcoming I-94 reconstruction project. This project provides an unique opportunity to create a more cohesive and economically viable part of not only the Menomonee Valley, but Wisconsin Avenue and the near west side neighborhoods, as improve access between the Valley and near southside neighborhoods. While the Canal Street corridor of the Valley has been transformed into a national model of industrial redevelopment, it has been business as usual along St. Paul Avenue. Its relative isolation has long been viewed as an asset that has benefitted many of the businesses located on the street. However; in light of the demand generated by the overall success of the Valley, the current business mix along St. Paul ,and potential to improve access and visibility, the opportunity exists for St. Paul to evolve into a dynamic urban business corridor unique to not only Milwaukee but to southeast Wisconsin and the rest of the state.

St. Paul Recommendations:

- Rezone or establish a St. Paul overlay district to accommodate light industrial uses not otherwise permitted in the current IH classification.
- Establish an additional north-south connection between St. Paul Avenue and Mt. Vernon Avenue. These two corridors offer significant and compatible redevelopment potential and are currently only accessible to each other via 13th and N. 25th Streets, nearly one mile distance apart.
- Among other permitted uses under its current zoning classification, the RACM-owned vacant parcel at 18th and St. Paul is recommended for public off-street parking.
- Organize a St. Paul CSS design team to work with WisDOT to create a significant context sensitive design solution for St. Paul and connecting streets affected by the I-94 reconstruction.
- Work to eliminate the right turn bypasses at the 27th and St. Paul intersection.
- Reduce the number of chain link and barbed wire fences fronting along St. Paul.
- Residential uses are not recommended in the St. Paul corridor as defined in this plan document.

View of St. Paul Avenue looking west
Source: Dept. of City Development

Vacant cream city brick building
Source: Dept. of City Development

27th St Viaduct looms over St. Paul Ave
Source: Dept. of City Development

Underutilized light industrial property
Source: Dept. of City Development

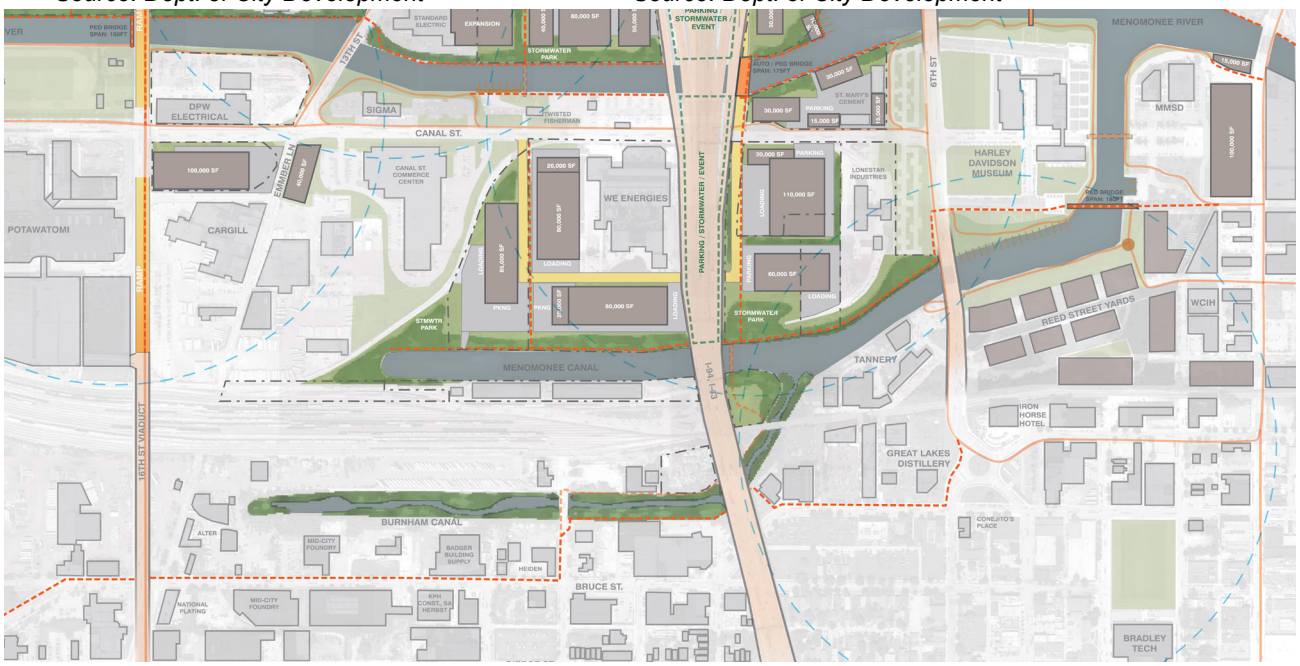
View of St. Paul Ave looking east
Source: Dept. of City Development

Heavy industrial operations still operate on St. Paul
Source: Dept. of City Development

Overgrown sidewalk along St. Paul Ave
Source: Dept. of City Development

Access to 16th St Viaduct from Bruce
Source: Dept. of City Development

National Plating Company
Source: Dept. of City Development



View of W Bruce St.
Source: Dept. of City Development

View of W Pierce St. looking east
Source: Dept. of City Development

5. Bruce & Pierce Industrial District

The southeast portion of the Valley plan area is not located in what is traditionally viewed as the Menomonee Valley, but its historical industrial roots, physical plant, and current industrial heavy users make it a natural extension of the Valley. The area is dominated by Alter, formerly Miller Compressing, a large scale metal compacting and salvage operation. East of Alter are smaller salvage operations, metal working, tanning, and automotive services. Notable manufacturing employers east of Cesar Chavez Drive are Vulcan Global Manufacturing Solutions, a lead refining business, and Garden Fresh Foods, a food processing and packaging business.

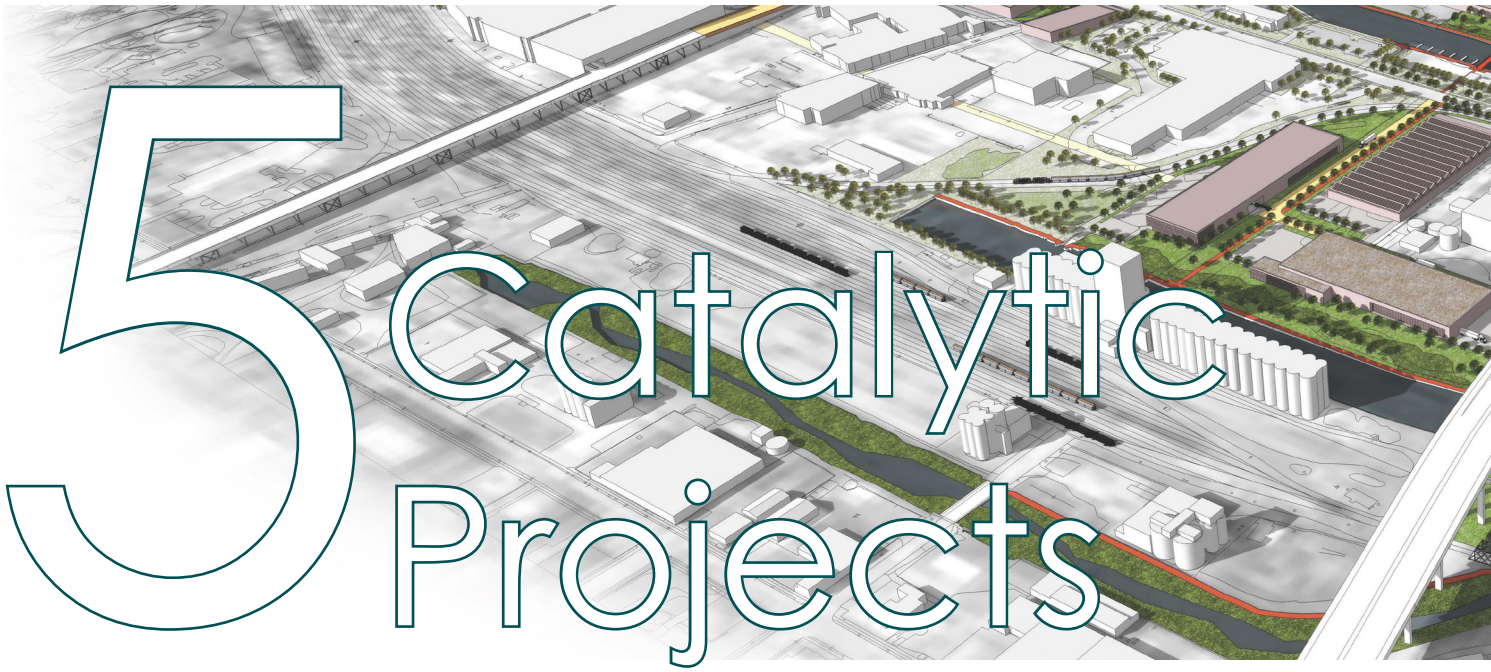
Unlike the Valley proper, the eastern edge of this district contains a scatteration of residential and commercial establishments, which is not surprising given the high density residential neighborhoods and major commercial corridor of National Avenue to the immediate south. While this mix of uses is compatible west of Chavez, the area east of Chavez is decidedly industrial in nature and land use conflicts should be addressed in order to avoid undermining the economic and job producing viability of these manufacturers.

Bruce & Pierce Recommendations:

- Residential and educational uses are not recommended for the Pierce and Bruce District as defined in this plan document.
- Retain the recently revised (2014) IM zoning classification in the Pierce and Bruce district. If needed, create an industrial overlay that adds additional protections against industrial land use conflicts.
- Determine support for extending the Valley BID to this area of Pierce and Bruce. The industrial mission of the Valley is compatible with this portion of Pierce and Bruce - maintaining and growing local industrial employment. A possible BID expansion would also reinforce this area's industrial identity and further refute future land use conflicts with the potential to invite additional industrial erosion.

Burnham Canal looking east
Source: Dept. of City Development

11th St Bridge spanning the Burnham Canal
Source: Dept. of City Development



5 Catalytic Projects

A key feature to the Milwaukee planning process is the identification of catalytic or priority projects.These can be brick and mortar development projects, policy changes, or programming efforts that target a specific geographic area or policy aimed at increasing economic and community value and identity. It is the intent of this plan document that these priority projects should warrant extra consideration and importance by Valley stakeholders and decision-makers.

Five priority projects are proposed in this plan.

1. East Valley Gateway FaB Cluster
2. St. Paul Avenue Showroom Corridor
3. Pierce and Bruce Industrial District
4. I-94 Valley Gateway
5. Valley Connections

East Valley Gateway FaB Cluster

On the central and eastern end of the Menomonee Valley there is a collection of vacant industrial land primed for future light industrial redevelopment. These parcels range between two and ten acres in size and are able to accommodate varying square footage of floor space and building configurations. Additionally, these parcels have both waterfront access and good visibility within a desirable industrial market. Some parcels contain a varying degree of impediments which include limited roadway access, deep footing requirements, building limitations from steel piling tiebacks, and some degree of needed soil remediation. These obstacles, while real, are not daunting given the redevelopment history of the Valley and its success with similar and even more challenging sites. The use of effective public and private partnerships, good planning and architecture, and its in-place amenities can take these development strategies and turn these available sites into yet another Valley success story.

The Milwaukee 7 (M7), southeast Wisconsin's economic development arm, has identified specific industrial clusters in the Milwaukee region upon which to build up the area economy. Among these clusters are food and beverage (FaB) manufacturers, where southeast Wisconsin contains the largest concentration in the country and accounts for 9% of the overall manufacturing sector. The City's recently completed economic development plan, "Growing Prosperity" has, like the M7, emphasized the importance of attracting these types of manufactures to Milwaukee, in part because of its location and access to freshwater. Furthermore, the plan identified high priority redevelopment sites in the Menomonee Valley, primarily on the east end of the Valley, that would be ideal for food and beverage manufacturers.

Objective: The East Valley Gateway FaB Cluster is an urban food and beverage manufacturing cluster in a new east end Menomonee Valley Industrial Center, similar in size and scope - if not in contiguous acreage and ownership -and integrated into a waterfront setting with complimentary uses and amenities.

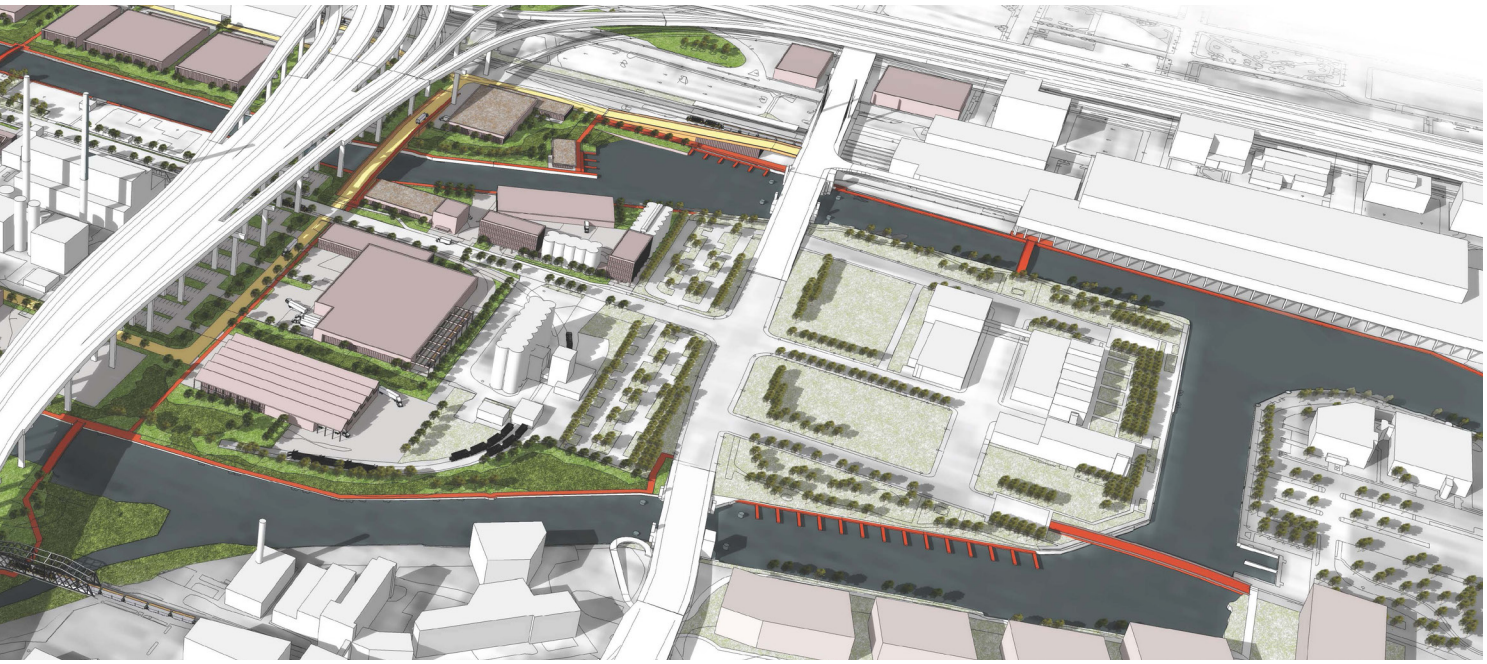
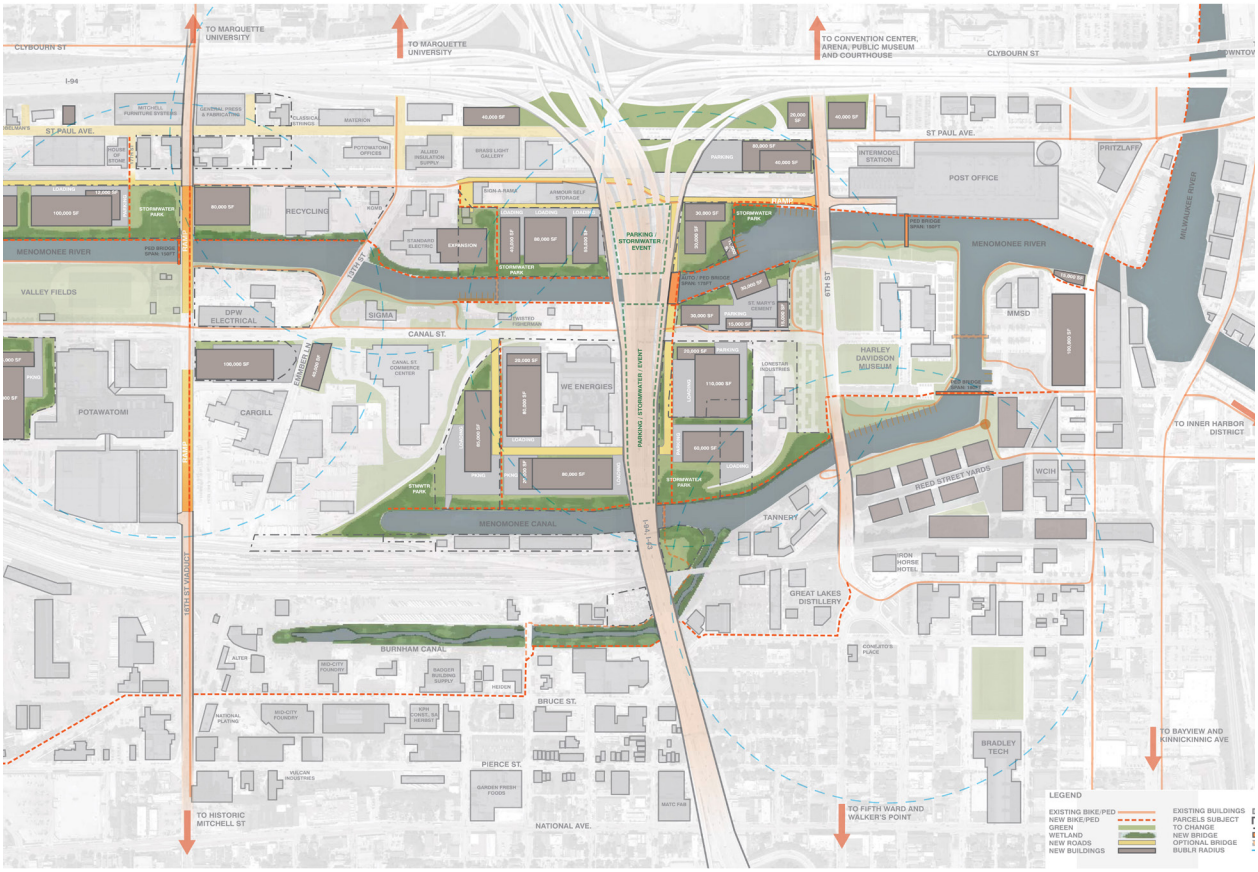


Image of a built out East Valley FaB cluster with riverwalk and pedestrian linkages and water's edge amenities.



Strategies & Recommendations:

- Construct new light industrial development on approximately 40 acres and up to approximately 700,000 square feet of buildable area.
- Invest in roadway improvements that will activate four major, job-producing redevelopment sites totaling approximately 22 acres, all with waterfront access: the We Energies coal pile site, the former Stollenwerk property east of We Energies, the RACM-owned 260 N. 12th property, and Petit Point.
- Maximize space with the utilization of the vacant land under the Marquette Interchange and I-94 for shared parking and storm water management.
- With the establishment of the Food Maker School and Center of Excellence by the Milwaukee Area Technical College and FaB Wisconsin at S. 8th and National Avenue in Walker Square, and adjacent to the Pierce and Bruce manufacturing district, focus recruiting efforts on attracting food and beverage manufacturers.
- Smaller, start-up space under 30,000 square feet exists near the MATC/FaB Wisconsin school creating a stepping stone of available space and manufacturing needs culminating with large floor plate, build-to-suit facilities from 30,000 to over 100,000 square feet in the East Valley Gateway for established and rapidly expanding businesses.
- A FaB cluster will effectively enjoin and enhance the two major uses in the Valley: industrial and entertainment, by offering front-of-factory product retail and café space similar to the nearby Palermo's Pizza café, Stone Creek Coffee, and Great Lakes Distillery. Similar Milwaukee models are also found at Lakefront Brewery and Miller-Coors.
- Creating a redevelopment plan to promote the FaB east end district will assist in implementing a strong cluster in this area of the Valley.
- Apply existing or revised Sustainable Development Design guidelines to establish uniform architectural design and forms similar to the Menomonee Valley Industrial Center and continue the high threshold of development excellence found in the Valley.
- Rezone Industrial Heavy (IH) districts in the East Valley Gateway area to allow for easier accommodation of desired light industrial manufacturing uses. An examination of Industrial Light and Industrial Office zoning districts should be the initial step in this process.
- Link riverwalk and bike systems. In keeping with the environmental mission of the Valley, waterfront edges of redeveloped parcels may be designed with passive storm water detention and filtering areas and integrated with riverfront walkways similar to those found in the MVIC, creating a linear greenway system with linkages to the Hank Aaron State Trail, Miller Park, Three Bridges Park, the Harley-Davidson Museum, Reed Street Yards, Walker's Point, Downtown, and the Historic Third Ward.
- Add a pedestrian bridge connection. The Harley-Davidson Museum is a major attraction at the eastern end of the Valley with an active interest in improving the Valley experience for its many visitors. Coupled with the Reed Street Yards and the potential for an innovative FaB cluster, this district can serve as a national and international example of marrying industry, entertainment, commercial, and recreational uses into a single, urban multi-use district.
- Although FaB uses are emphasized in this area, manufacturers with high job per acre counts along with significant sustainable building operations and practices should be welcomed.

Wisconsin has developed an extensive FaB industry.

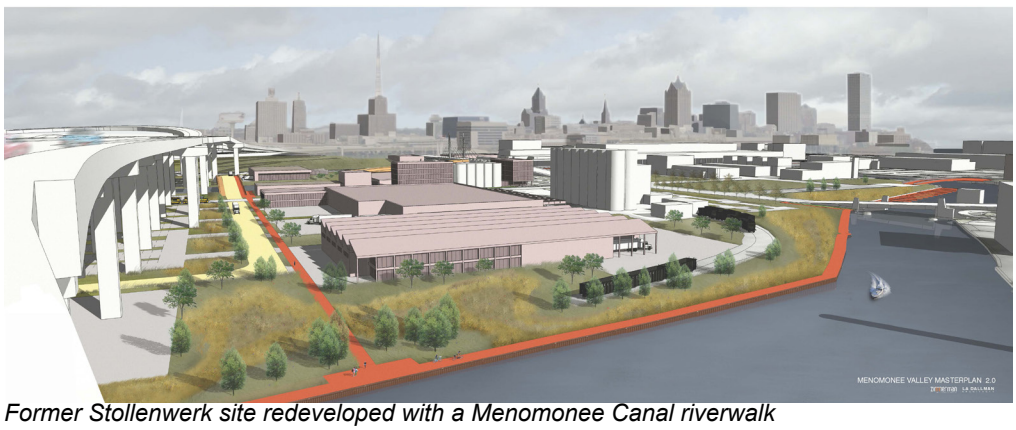
Training session at Rishi Tea
Source: Rishi Tea

Future redevelopment sites with river frontage
Source: Dept. of City Development

Southern edge of Petit Point
Source: Dept. of City Development

A built out and fully connected valley FaB District
Source: Dept. of City Development

Saint Mary's cement site incorporating the existing silos
Source: Dept. of City Development



Former Stollenwerk site redeveloped with a Menomonee Canal riverwalk
Source: Dept. of City Development

St. Paul Avenue Design Showroom District

St. Paul Avenue is a street in transition and identified by stakeholders as a gateway to the Valley. It contains a wide mix of commercial and industrial businesses ranging from a popular bar and restaurant to a chemical coatings manufacturer. Similar to the Pierce and Bruce Streets south of the Valley, there is pressure to repurpose underutilized and obsolete industrial building stock into multi-family residential units, which has raised the potential for land use conflicts with the existing industrial and commercial employers, who currently enjoy a residence-free area in which to conduct manufacturing operations that can occur at any hour of the day or night.

A notable cluster of specialty decor businesses currently exist along this stretch of St. Paul, including long standing Valley businesses like House of Stone, Brass Light Gallery, and BBC Lighting. There is also some momentum to develop a multi-tenant building supply showroom that would allow smaller companies and artisans to display their products in a retail mall-like setting. Combined with recent efforts by these existing stand-alone businesses to showcase their products more openly by means of front-of-factory space, the potential and momentum exists to create a unique design showroom district.

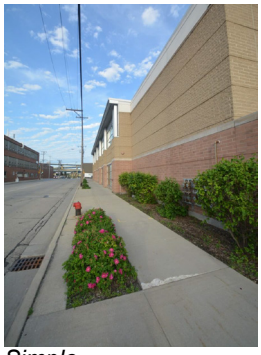
Overall, St. Paul is primarily industrial in nature and as such is a street given to function over form by way of blank facades and utilitarian parking lots, fencing, and signage. With a potential home improvement sector including showroom space, along with right of way, building facade, and freeway underpass improvements, this segment of St. Paul Ave. could become a transformative commercial and industrial corridor.

Objective: The St. Paul Avenue Design Showroom District is a new and unique design showroom corridor with a region-wide draw anchored by home and commercial decor manufacturing and designers featuring "front of facility" showroom space.

Strategies and Recommendations:

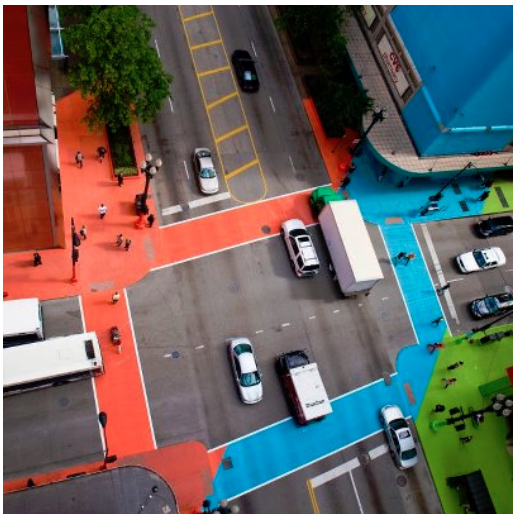
- Commit to and establish the St. Paul design showroom district as a brand and identity.
- A redefined BID and commercial corridor strategy: implement facade and right-of-way improvements to reflect a unique showroom mission and character.
- Rezone or establish a St. Paul overlay district to accommodate light industrial and related retail uses not otherwise permitted in the current IH classification along St. Paul Avenue.
- Using the example of Brass Light Gallery, each participating business can use simple images, photos, or other exterior improvements to showcase products and to enliven both their building facade and the streetscape.
- Designated crosswalks along St. Paul should have a significant design prominence and allow for specialty marketing and other forms of non-invasive design promoting the identity of St. Paul. Brady Street is an example of such intersection designs.
- Manufacturing and showroom space can act as a compliment to the upscale retail offerings located in the adjacent Third Ward.
- Design, signage, and right of way improvements can follow an un-scripted or non-formulaic design ethos in keeping with the eclectic and varied uses along St. Paul Ave.
- Its location in close proximity to the Milwaukee Intermodal Station and Streetcar line can attract regional visitors and lessen on-street parking pressures.
- Designate the RACM owned property at N.17th & St. Paul for shared surface parking for new and existing uses.

Brass Light Gallery facade with distinctive window graphics



Simple streetscaping

Brass Light Gallery entrance



Examples of non-formulaic building facade and streetscaping that may be attempted along a St. Paul design showroom corridor.

Pierce & Bruce Industrial District

Located between the Clarke Square neighborhood and Walker's Point is a relatively small but job-dense manufacturing district that employs hundreds of local residents, particularly from nearby south side neighborhoods. Recent tenant changes to under-utilized manufacturing buildings have created land use conflicts which have put pressure on the adjacent manufacturing businesses to the extent that relocation to other less intrusive locations are a possibility.

While adjacent areas contain a mix of retail, residential, and industrial uses to a certain degree of success, the location and land use nature of the Pierce and Bruce district in this plan area prove to be an exception to this comingling of uses. The heavier nature of the manufacturing operations, concentration of industrial uses, and a small residential population currently existing in the area make the introduction of non industrial or non-office uses more stark and obtrusive in this unique area.

The need and importance to preserve this near-south side manufacturing district is further reinforced with the recent creation of MATC's Food Maker School and Center of Excellence located to the east on National Avenue. Created in partnership with FaB Wisconsin, this facility will be able to provide local food and beverage manufacturers with a competitive advantage by having ready access to a specifically trained workforce. In addition, the smaller industrial building stock in the area can provide start-up space for graduates that have outgrown the lab and manufacturing facilities provided at the FaB school.

With the concentration of existing industrial employers located primarily on Pierce and Bruce Streets and a new training school designed specifically for the local food and beverage manufacturing cluster, this area on the city's near south side has the potential to form a larger catalytic industrial district. Combined with the high density neighborhoods and mix of amenities and services literally across the street, a job-dense, walkable urban neighborhood can be realized just blocks from the Valley and the nascent water cluster at Reed Street Yards.

Objective: The Pierce and Bruce Industrial District is an identifiable and preserved urban manufacturing district serving as an employment anchor for Milwaukee's near south side Menomonee Valley.

Strategies & Recommendations:

- Retain the revised Industrial Mixed (IM) zoning classification in order to avoid future land-use conflicts that inhibit industrial growth. The recent zoning code text amendment changed the use classification for various residential land uses from permitted to a limited use, requiring that residential uses are not located within 150 feet of a parcel located in an Industrial Heavy (IH) zoning district that contains an intense or heavy manufacturing use.
- If necessary, add additional zoning protections to further protect and allow for industrial expansion and attraction.
- Added exposure from the creation of the FaB school will enhance the visibility of the area as a distinct area of manufacturing and light industrial uses in Milwaukee.
- Use the location of the FaB school to attract FaB manufacturers and FaB start-ups to this area.
- Gauge interest amongst businesses and property owners in order to examine the possibility of becoming a part of the Valley Business Improvement District, thereby gaining greater representation to achieve like interests.
- Clearly delineate bike and pedestrian routes to and from the decommissioned Burnham Canal wetland to ensure any new public access to this project does not interfere with the operations of the existing businesses abutting it or in the immediate vicinity.
- The Burnham Canal de-commissioning will result in a below grade wetlands feature and may be used as an amenity for abutting businesses and its employees. The feasibility of a public trail as part of a neighborhood recreational trail should be examined both for conflicts with trucking routes and for entrance and exit points. A conceptual trail is shown in this plan for visualization purposes but additional vetting is required.

Conceptual design of a decommisioned Burnham Canal

Train bridge over the Burnham Canal
Source: Dept. of City Development

Placemaking ideas for abandoned storage silos

Bicycle access between Walker's Point, The Tannery, and Reed Street Yards with 6th St. Viaduct

Example of an industrial entry arch

Pedestrian linkage betwen the 6th St viaduct and Walker's Point/Reed Street Yards
Source: Dept. of City Development

I-94 Valley Gateway

A complete reconstruction by the Wisconsin Department of Transportation (WisDOT) of the east-west segment of I-94 between 16th Street and 70th Street in Milwaukee is planned to take place in 2019. The prefered alternative design is a modernization of the existing freeway, essentially leaving the current freeway footprint in place with the addition of one additional travel lane in each direction and upgrades to merges and on and off ramps. No matter the design of the freeway, it will significantly impact St. Paul Avenue and the Menomonee Valley as a whole. Nevertheless, an opportunity exists to work with WisDOT to shape a new freeway design to significantly improve access, aesthetics, and connections to and from the Valley.

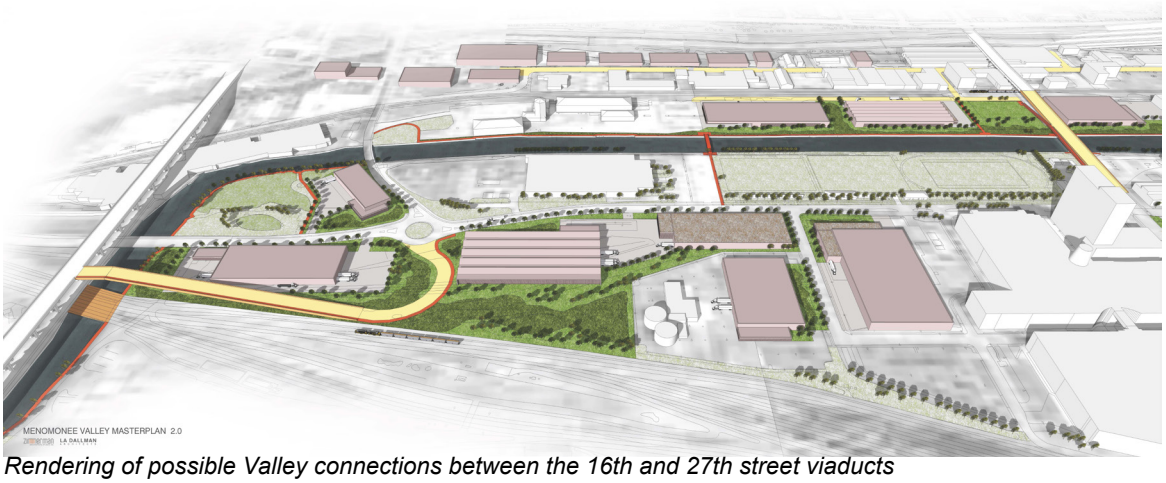
Current roadway connections on the west side of the Valley are indirect and, in some places, meandering and confusing. Drivers wishing to visit one of the major entertainment sites in the Valley are often required to take a circuitous route from the I-94 freeway as there is no direct connection to Canal Street save for the connection from Miller Parkway at the western terminus of the Menomonee Valley. The on and off ramps at St. Paul are a collection of right turn bypass lanes, right of way remnants, and an overall poor pedestrian experience. Accessing the Valley from I-94 was never a primary consideration when the original freeway was designed and the current experience of getting to and from the Valley from I-94 reflects that. Now that the Valley is a major destination a new freeway design must take into consideration a new and revitalized Menomonee Valley as opposed to skirting over and along a gritty industrial chasm that it once was.

Objective: The I-94 Valley Gateway is a new and visually engaging western gateway to the Valley with improved multi-modal connections for auto, bike, and pedestrians that provides direct and intuitive connections between the Valley and adjacent neighborhoods.

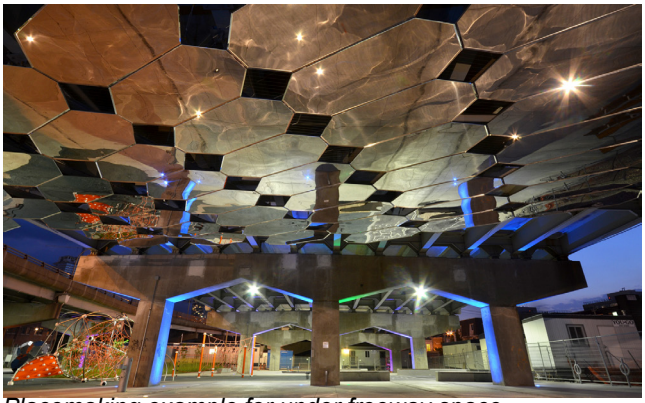
Strategies and Recommendations

- A reconstructed I-94 should mitigate the length of a possible overhead interstate over St. Paul.
- The planned I-94 reconstruction should be used to improve access to Canal Street by more directly connecting the 27th Street Viaduct to Canal.
- A reconstructed I-94 should maximize developable parcels to compensate for the resulting loss of existing parcels and businesses to freeway and connecting roadway rights of way.
- Right turn bypasses and other right of way remnants should be avoided where possible. These “elements” create negative pedestrian environments and become blighting influences due to haphazard maintenance.
- Organize a coordinated Context Sensitive Solutions (CSS) team to create a design plan for I-94 that connects north to Clybourn and the near west side and south to St. Paul Avenue and Canal Street.
- CSS elements should include LED lighting elements, creative landscaping, attractive fencing, and an overall comfortable walking experience. The CSS elements for the I-794 project can serve as a model.
- Improved and more intuitive connections to the north will extend or redirect spillover Valley industrial and residential demand to the Avenues West and Near West corridors.
- Improved and appropriately designed I-94 connections between Clybourn and the Valley will create a new north-south gateway on the west side of the Valley.

A conceptual connection between the 27th St. viaduct and the Canal St. roundabout



Rendering of possible Valley connections between the 16th and 27th street viaducts



Placemaking example for under freeway space

Commercial space and activation of freeway piers

Valley Connections

The successful redevelopment of the Menomonee Valley began with improved infrastructure connections, notably 6th and Canal Streets. These two improvements alone opened the doors for major developments including the Menomonee Valley Industrial Center, expansion of the Potawatomi Hotel & Casino, and subsequent development of the Harley-Davidson Museum at the Tracer Yards. Simply put, improved Valley connections and its economic and community impact cannot be overstated in regards to transformation within the Menomonee Valley, both historically and in the future.

Recent events have created opportunities for new Valley connections not otherwise feasible previously. This plan examines an entire array of roadway opportunities available now or at some point in the future. New roadways center upon inaccessible sites along Mt. Vernon and around the We Energies Valley plant. Further roadway connections can also be incorporated to the existing Valley viaducts. Much like road ramps have aided the Potawatomi Hotel & Casino, Cargill, and the former public works facility at Tracer Yards, ramps can be a long term method to improve access to Canal Street and to open up access to Petit Point and the Mt. Vernon parcels.

The recent decision by We Energies to convert their Valley plant to natural gas from coal fired operations will allow for greater access of pleasure craft to navigate the Menomonee Canal and Menomonee River confluence area. Additionally, the use of natural gas by We Energies will lead to the elimination of the coal pile located to the rear of the Valley plant along the Menomonee Canal, opening up possibilities of waterfront walkways related to any future redevelopment of sites around the We Energies plant.

Further connective opportunities related to future development lie along the northern span of the Menomonee River. Along with publicly owned properties, including Petit Point, 260 N. 12th,and the Milwaukee Recycling Facility (MRF), a planned development at the Giuffre and City Lights properties could include a future riverwalk stretching from Petit Point west to N. 25th Street. A similar situation exists on the south span of the Menomonee River, where multiple publicly owned properties, in conjunction with private parcels already with river walk development in place, will allow for a future riverwalk from the Twisted Fisherman to the Canal Street roundabout and linking to the Hank Aaron State Trail.

The development of the Reed Street Yards and a burst of residential and entertainment activity in Walker,s Point has created interest in expanding the connections between the east end of the Valley to this increasingly in-demand district. While the 6th Street viaduct currently serves this purpose, a second more direct link would create a more cohesive node of activity. A proposed span near the Harley-Davidson Museum and Reed Street Yards would accomplish this and at the same time open up a new avenue of development along Seeboth Street at S. 1st Street incorporating new sight lines to the Valley and the Harley-Davidson Museum grounds and further activating the development potential on the north end of the Reed Street Yards.

Objective: Create a new series of multi-modal connections that further weaves the Valley into the urban grid and its adjacent neighborhoods. New and improved connections activate previously under-utilized Valley areas and give greater prominence and further enhance already successful ones. In short, these new connections combine industry, entertainment, recreation, and urban integration like no other industrial district in the country.

Strategies & Recommendations:

Pedestrian & Bike Bridges

- Construct a bike and pedestrian span linking the grounds of the Harley-Davidson Museum with the grounds south of the MMSD and effectively joining the Reed Street Yards and Walker's Point with the Harley-Davidson Museum campus and the Valley's proposed east end manufacturing and FaB cluster.
- A second span opportunity would arise should the United States Postal Service (USPS) relocate their current St. Paul distribution center operations to a new, modern facility. The St. Paul USPS site, identified as part of the Station District catalytic project in the 2010 Downtown Area Plan, represents a major redevelopment opportunity as a mixed use transit hub tying together Downtown, the Historic Third Ward, Walker's Point and the Menomonee Valley. A bridge connecting a future riverwalk and collanade with the Harley-Davidson Museum campus would provide clear and attractive pedestrian access for users of the Intermodal Station and the Harley-Davidson Museum.
- A more immediate means to address suitable pedestrian access between the Station District and the Valley and points south of the 6th Street Viaduct would be an improved access point at the north end of the 6th Street viaduct near the Intermodal Station. Current access is somewhat cumbersome, particularly for travelers with luggage.

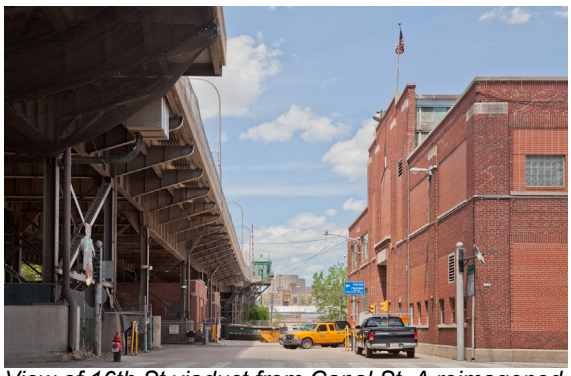
The Hafen City project in Germany provides an example for a re-imagined USPS building.
Source: Bob Gusin and Partner BGP

Another example in New York City provides an additional vision for the USPS building.
Source: SHoP Architects

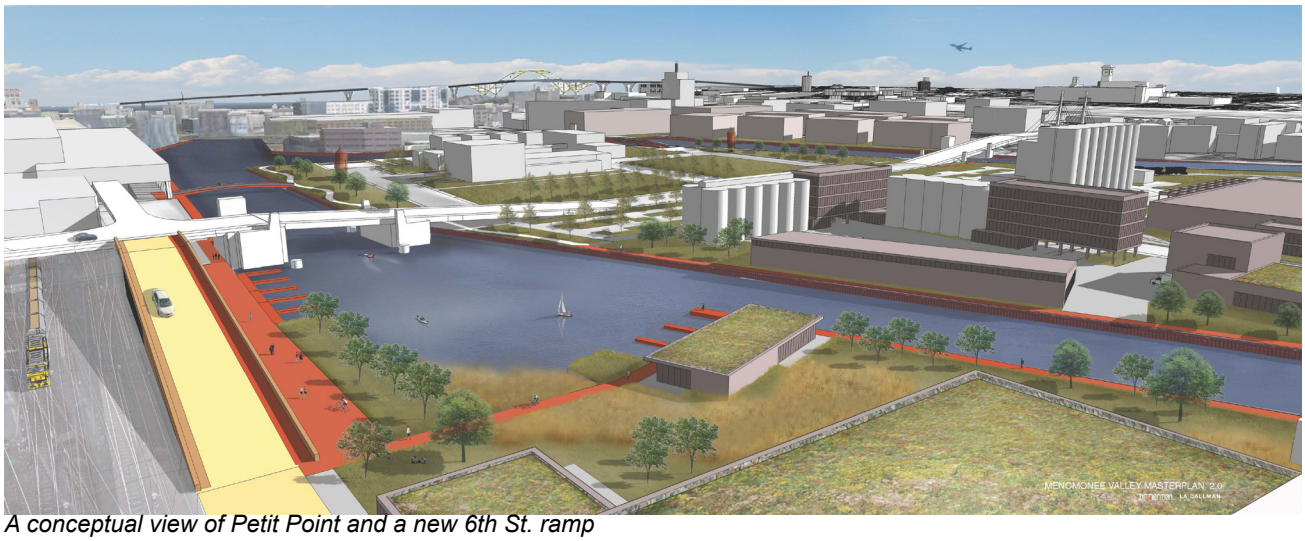
Street Improvements

- As noted in previous sections, an extended and improved Mt. Vernon right-of-way would activate underserved acreage at 260 N. 12th and Petit Point and create a new market for desirable industrial space between St. Paul Avenue and the Menomonee River. A notable feature of an improved Mt. Vernon would be a curbless or woonerf style street at the entrance to the 260 N. 12th parcel in order to both maximize street width and accommodate an architecturally notable, vacant building with office user opportunities.
- With development of Petit Point, 260 N. 12th, the MRF recycling sorting center, and the Giuffre land, a connecting road either spanning the Menomonee River or, more realisitically, connecting to Canal Street or via a ramp up to the 6th Street viaduct could provide quicker and more intuitive access to the interstate system than what currently exists. Furthermore, such new connections would alleviate Emmber Lane and St. Paul trucking congestion in this denser part of the valley.
- A similar catalyzing street can be established around the We Energies Valley plant creating easy Canal Street access for three redevelopment areas west, south, and east of the Valley plant.
- While considered a longer term vision, as the Valley viaducts are deemed to be in good condition, a radical redesign of the 16th Street viaduct would offer direct access to Canal Street by touching down onto the Valley floor similar to that of 6th Street. On either side of Canal Street are two major entertainment and institutional uses that draw large numbers of visitors. Providing a more direct access from either side of the valley at 16th Street would be a transformational infrastructure arrangement providing more intuitive ease of access and would constitute a significant step in continuing to weave the urban grid into the Valley.
- While recently closed off by the Wisconsin Railroad Commissioner, the current stub end of N. 17th street south of St. Paul Avenue should in the future be reconsidered to extend south across the existing CP rail lines to Mt. Vernon Avenue. This effort should not be discontinued given the opportunity to connect two separate but potentially viable commercial and industrial corridors.
- As redevelopment occurs east of the City Lights project, an improved Mt. Vernon street right-of-way will be created linking Mt. Vernon Street from N. 25th Street east to Petit Point, just west of 6th Street thereby creating a riverfront light manufacturing corridor over one mile in length.
- An opportunity exists to directly connect the 27th Street viaduct to Canal Street via an extension off of the viaduct down to the Canal and 25th Street roundabout. This would be the first viaduct connection to the Valley floor since the successful rebuild of the 6th Street viaduct in 2002 and the first such connection accessible directly from I-94, creating major accessibility and directional improvements for the millions of annual visitors to the Valley's entertainment venues.

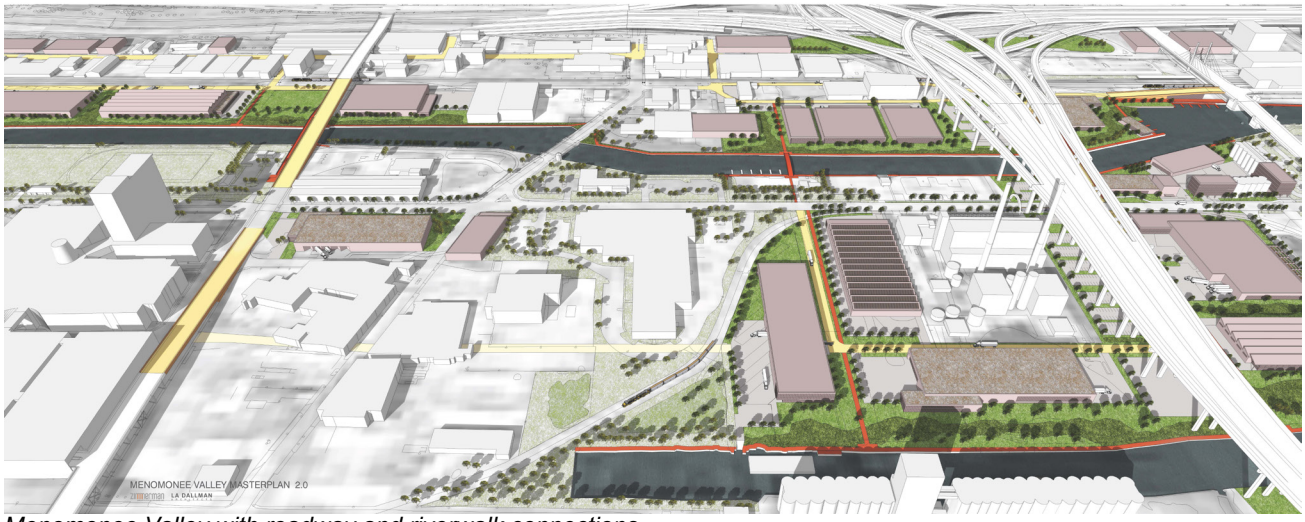
Conceptual view of 260 N 12th St looking southeast Source: Dept. of City Development



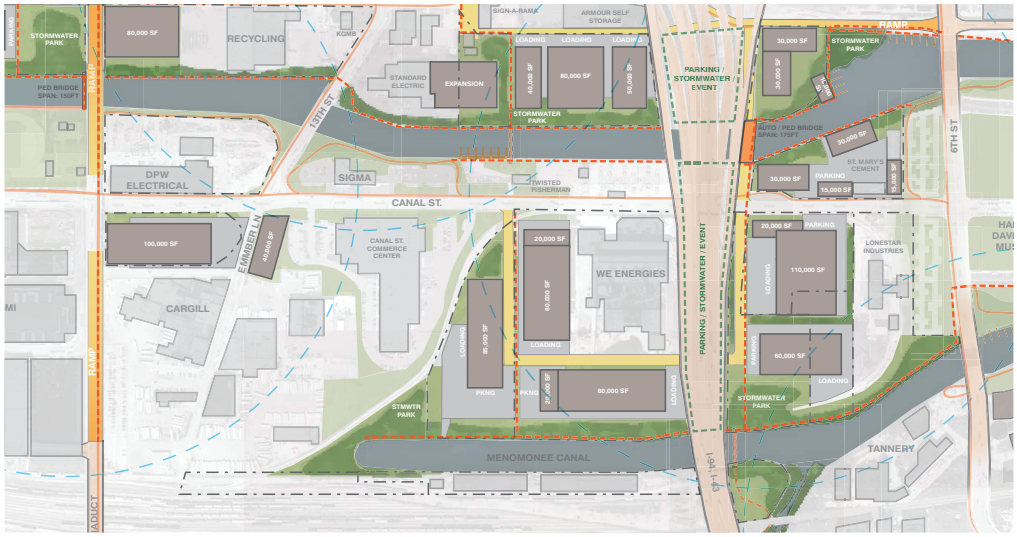
View of 16th St viaduct from Canal St. A reimagened viaduct would touch down onto Canal St. Source: Dept. of City Development



A conceptual view of Petit Point and a new 6th St. ramp
Source: Dept. of City Development



Menomonee Valley with roadway and riverwalk connections
Source: Dept. of City Development

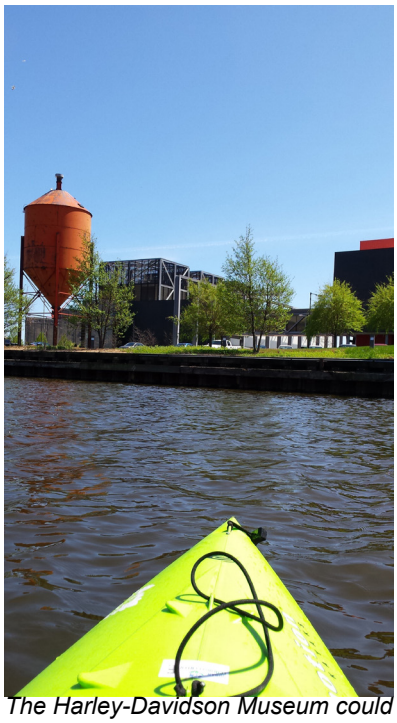


Eastern end of valley with new roadway and other connections
Source: Dept. of City Development

Water and Trails

- With the transition of the Valley We Energies plant from coal to gas, commercial barge traffic in the Valley will be eliminated. This policy change will open up Valley waterways for more recreational water craft to ply the river and Valley canals and take advantage of entertainment and recreational uses and amenities already in place. An obvious location would be at the Harley-Davidson Museum, providing a natural resting stop and social gathering place for boaters and kayakers.
- Locating a new pedestrian/bike span south of the MMSD boat dock through the decommissioning of the Menomonee Canal as a navigable waterway would allow for more water based activities, including dining platforms, and increased public access.
- Winter storage of the Lake Express ferry could be relocated at the north grounds of the Harley-Davidson Museum, providing a visually interesting backdrop for visitors and through traffic.
- Designated as a desired landing spot for a FaB use, Petit Point offers a unique opportunity for boat slips in conjunction with an outdoor café or plaza related to a food and beverage operation. Additional amenities could be included with either storm water islands (bio havens) or by filling in the former canal space at the northeast corner of the site. Combined with potential sites at the Harley-Davidson Museum, a series of boat slips and waterfront rest stops could be added, not unlike the series of streetcar shelters established along the Hank Aaron State Trail.
- 199 N. 25th Street is a MMSD-owned parcel used for storm water detention facilities and for storage and maintenance for the City of Milwaukee's parking enforcement fleet. Designated in this plan for commercial uses including food and beverage ones, this location may act as a western terminus for recreational water craft and offer landings and slips in a setting similar to the Valley's Twisted Fisherman and those found elsewhere along Milwaukee's rivers such as in the Third Ward, Downtown, and further south at Barnacle Bud's.
- A riverwalk can be constructed along the northern length of the Menomonee River from Petit Point west to the Canal Street roundabout to link up to the existing Hank Aaron State Trail. This north side trail is possible due to the length of City and RACM owned property along the northern bank combined with the possibility of cooperation from the remaining private landowners.
- Similarily, a riverwalk of nearly equal length could be extended to the MMSD property at 199 N. 25th Street. When combined with existing riverwalks along the Sigma and Marquette Valley Fields properties, a continuous mile long riverwalk can be established to Canal Street.
- With the decommissioning and wetland conversion of the Burnham Canal, a recreational trail can be established to serve near south side neighborhoods and provide a link from Three Bridges and Mitchell Parks to the Hank Aaron State Trail, the Harley-Davidson Museum, the Reed Street Yards, and east towards the Third Ward and the lakefront. In order to avoid conflicts with the operations of numerous industrial users and a very busy National Avenue, a designated trail running along Bruce Street to S. 11th and east along the canal may be the best option.

LaDallman Architects conceptual rendering of a riverwalk segment along the Menomonee Canal
Source: Dept. of City Development



The Harley-Davidson Museum could provide an ideal location for boat slips and kayak launches

Hamburg, Germany provides an example of canal side dining platforms that could be replicated in the valley

Three Bridges Park provides additional kayaking opportunities

6 Implementation

Menomonee Valley 2.0 highlights five catalytic projects and several initiatives that build on the success of the original 1998 plan. The Menomonee Valley is uniquely well positioned to implement many components of this plan in a systematic and directed way due to existing partnerships, real estate ownership, and current market demand in the Menomonee Valley. The previous Valley plan recommended that a public-private 501c3 entity be created to implement that plan as the size and scope of needed actions was beyond any one unit of government. This recommendation led to the formation of Menomonee Valley Partners (MVP). Since its inception, MVP has been instrumental in working with the City of Milwaukee and other partners to carry out the majority of the recommendations in that '98 plan and more. With the establishment and maturation of MVP, a major component needed to carry out the Valley 2.0 plan is already in place.

The City of Milwaukee was the catalyst in the transformation of the Menomonee Valley when it acquired, razed, remediated, and redeveloped 140 acres of the Milwaukee Road Shops site into the Menomonee Valley Industrial Center and improved and extended Canal Street through the west end of the Valley. Although there is not a single, contiguous piece of property similar to the Milwaukee Road Shops site, many properties and projects that are the subject of recommendations in this plan are either under City or RACM ownership or subject to City or other design controls that greatly facilitate implementing actions called for in the Valley 2.0 plan.

The tables that follow are plan recommendations prioritized for implementation. Involved parties and general time frames are shown in order to organize which action items may be acted upon immediately and which will likely begin at a later date. The implementation of all plan recommendations will be dictated by market forces and other considerations such as government policy decisions and the availability of financial resources. 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 three 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 can be acted upon immediately with the understanding that full completion is also dictated by outside factors, typically supply and demand, and financing.

The goal of laying out the implementation chapter in this format is to provide direction to the City, MVP and other partners to implement the recommendations of the Valley 2.0 Plan and serve as a periodic touchstone by which the success of the plan can be measured.

As noted above, the Valley is well positioned for success because of the commitment of many dedicated partners. In addition to carrying out the specific items

The abbreviations utilized in the implementation tables correspond to the following organizations:

DCD: City of Milwaukee Department of City Development
DPW: City of Milwaukee Department of Public Works
DNR: Wisconsin Department of Natural Resources
M7: Milwaukee 7
MMSD: Milwaukee Metropolitan Sewerage District
MVP: Menomonee Valley Partners
RACM: Redevelopment Authority of the City of Milwaukee
WisDOT: Wisconsin Department of Transportation
Others:
Building 41 LLC: Ownership entity of the Reed Street Yards
H-D: Harley- Davidson Museum

Project: East Gateway Food & Beverage Cluster	Involved Parties	Time
Facilitate the construction of new light industrial development on approximately 40 acres and up to approximately 700,000 square feet of buildable area.	DCD, RACM, DPW, MVP, M7	On-going
Maximize space for shared parking and storm water management by utilizing the space under the Marquette Interchange for such purposes.	DPW, MVP, WisDOT	Medium Term
Apply existing or revised Sustainable Development Design guidelines to establish uniform architectural design and forms similar to the Menomonee Valley Industrial Center and continue the high threshold of development excellence found in the Valley.	DCD, MVP	Medium Term
Rezone Industrial Heavy (IH) districts in the East Valley Gateway area to allow for easier accommodation of desired light industrial manufacturing uses. An examination process of Industrial Light and Industrial Office zoning districts should be the initial step.	DCD, MVP	Short Term
Invest in roadway improvements that will activate four major, job-producing redevelopment sites totaling approximately 22 acres, all with waterfront access: the We Energies coal pile site, the former Stollenwerks property east of We Energies, the RACM-owned 260 N. 12th property, and Petit Point.	DPW, RACM, DPW, MVP, We Energies	Medium Term
Add a pedestrian bridge connection between the Harley-Davidson Museum and the northern edge of the Reed Street Yards	DPW, RACM, MVP, H-D, MMSD, DCD, Bldg 41 LLC, Fed's	Long Term
Project: St. Paul Avenue Design Showroom District	**Involved Parties**	**Time**
Rezone or establish a St. Paul overlay district to accommodate light industrial and related retail uses not otherwise permitted in the current IH classification along St. Paul Avenue	DCD, MVP, Property Owners	Short Term
Designate the RACM owned property at N.17th & St. Paul for surface parking for new and existing uses.	DCD, RACM, MVP, Property Owner	Short Term
Commit to and establish St. Paul as a design showroom district as a brand and identity. MVP will be the lead in marketing this district to potential users	DCD, MVP, Property Owners	Short Term

Project: Bruce and Pierce Street Industrial District	Involved Parties	Time
Preserve the Pierce & Bruce Industrial District. Retain the revised Industrial Mixed (IM) zoning classification in order to avoid future land-use conflicts that inhibit industrial growth.	DCD, Property Owners	Short Term
If necessary, add additional zoning protections to further protect and allow for industrial expansion and attraction.	DCD, Property Owners	Medium Term
Use the location of the FaB school to attract FaB manufacturers and FaB start-ups to industrial properties in the Bruce, Pierce, and National Avenue area.	DCD, MVP, Milwaukee 7	On-Going
Project: I-94 Valley Gateway	**Involved Parties**	**Time**
Organize a coordinated Context Sensitive Solutions (CSS) team to work with WisDOT and create a design plan for the I-94 East-West freeway reconstruction project.	MVP, DPW, DCD, WisDOT, Avenues West, Marquette	Short Term
Project: Valley Connections	**Involved Parties**	**Time**
Improve access to the 6th Street Viaduct from the Intermodal Station. Study the feasibility of a curbless street at the entrance to the 260 N. 12th parcel and a resulting eastward roadway.	DPW, DCD, MVP	Medium Term
Improve and extend the Mt. Vernon Avenue right-of-way between N. 13th and N. 21st streets.	DPW, MVP, Property Owners, DCD	Medium Term
Commit to and support a direct connection from 27th Street to the Canal Street roundabout as part of the I-94 rebuild project.	DCD, DPW, MVP, WisDOT, RACM	Short Term
Identify right of way options for a future We Energies ring road	DPW, DCD, MVP, We Energies	Medium Term
Identify and reserve river frontage on City-owned properties on the north side of the Menomonee River for a public riverwalk.	RACM, DCD, DNR	Short Term
Identify locations and feasibilities of a public connection along and through the MMSD-owned property at 199 N. 25th for a riverwalk and bike path connection.	DCD, DPW, MVP, DNR, MMSD	Medium Term
Identify a route for a Burnham Canal trail	DCD, DPW, MVP, DNR, MMSD	Medium Term
Establish a need for and design a new public right-of-way between St. Paul and Mt. Vernon Avenues at N. 17th Street.	DPW, DCD, MVP, Property Owners	Long Term
Project: Valley-wide Rezoning	**Involved Parties**	**Time**
Analyze and identify areas of the Valley to be rezoned from IH to IL or a new IL version if needed. Analyze the effects of rezoning from IH to IL.	DCD, RACM, MVP, Property Owners	Short Term
Project: 35th Street Viaduct Lighting	**Involved Parties**	**Time**
Identify feasibility, types, and costs related to installing decorative LED lighting fixtures on the 35th viaduct.	DCD, DPW, MVP	On-going
Project: Canal Streetscaping	**Involved Parties**	**Time**
Plan for and identify locations, design, and costs related to installing canopy trees in the remaining gaps along Canal street.	DPW, DCD, MVP, Property Owners, MMSD, CP Rail	On-going
Project: Valley Gateway Sign	**Involved Parties**	**Time**
Plan for and identify feasibility, types, and costs related to installing decorative LED or neon lighting fixture for a future Valley archway	DCD, DPW, MVP, We Energies	On-going

listed in the table found in this chapter, these partner organizations will continue to support the efforts of Valley business owners and neighbors to successfully implement this plan however possible. These partners' roles in the ongoing revitalization of the Valley are summarized as follows:

DCD: The Department of City Development guides and promotes development and neighborhood investment in the City of Milwaukee in order to create jobs and strengthen the city's urban environment. DCD's role in the Valley will involve advancing any needed zoning changes called for in the plan, ongoing land use planning, urban design, and a continued focus on economic development efforts in the Valley.

DPW: The Department of Public Works is responsible for the design, maintenance, and operation of public right of way infrastructure for the City of Milwaukee. As such DPW will work to prioritize the improvements to and construction of City streets, bridges, sidewalks and other infrastructure in the Valley to support the plan as funding allows and as projects become feasible.

DNR: The Department of Natural Resources manages fish, wildlife, forests, parks, air, and water resources throughout the State of Wisconsin, including the Hank Aaron State Trail. The DNR is responsible for the maintenance of the Hank Aaron State Trail throughout the Valley, as well as any new trail extensions. The DNR also assists with the maintenance of Three Bridges Park under an agreement with the City of Milwaukee.

M7: The Milwaukee 7 was formed to create a regional, cooperative economic development platform for the seven counties of southeastern Wisconsin. Food and beverage manufacturers have been identified by the M7 as a driver industry for the regional economy and the M7 will play a major role in recruiting food and beverage and other types of light manufacturers to Valley sites.

MMSD: The Milwaukee Metropolitan Sewerage District provides sewer, water reclamation, and flood management services for 28 communities in the Milwaukee area. MMSD is actively involved in the Burhnam Canal conversion and will be a stakeholder should a pedestrian bridge at the Harley-Davidson Museum be constructed south of the District's dock wall and slip. MMSD is headquartered on the Menomonee River and has long been committed to assisting with storm water management initiatives in the Valley.

MVP: The Menomonee Valley Partners, Inc. is a nonprofit organization with a mission to revitalize the Menomonee Valley economically and ecologically. MVP will continue to recruit businesses to the Valley including to the St. Paul Avenue Showroom District. MVP will continue to play the lead role on Valley programming, marketing, coordination, and policy efforts as well as provide services to area businesses who are members of the Menomonee Valley Business Improvement District.

RACM: The Redevelopment Authority of the City of Milwaukee eliminates brownfield and other blighting conditions that inhibit redevelopment in the City of Milwaukee. RACM is a significant land owner in the Valley. RACM owns the property at 260 N. 12th which it will actively remediate to allow for the eventual development of the site, as it has done at the Menomonee Valley Industrial Center.

WisDOT: The Wisconsin Department of Transportation is responsible for planning, building and maintaining Wisconsin's network of state highways and Interstate highway system. All Valley stakeholders will work with WisDOT in order to make the reconstruction of the east-west segment of I-94 as beneficial to the Valley and St. Paul Avenue as possible.

Measuring Success

All of the action items above are designed to advance the goals of making the Valley an even more thriving place to work, visit, and play. Successful implementation will result in increased investment in the Valley, new jobs, and continued environmental reclamation. A set of metrics or measurable variables that can be used to track economic investment, land use development, and the overall success of implementing the Menomonee Valley 2.0 Plan has been developed in conjunction with the preparation of the Plan. It is anticipated that after the adoption of the Plan, a baseline of these metrics will be established and reviewed by both the City of Milwaukee and Menomonee Valley Partners on an annual basis over the anticipated ten year horizon of the Valley 2.0 plan.

These measurements consist of leading indicators that can be tracked on a year to year basis or over a longer term.

In some cases, such as number of jobs created, there may not be an absolute measurement as employment reporting by some businesses is not readily available. For those measures, all reasonable efforts will be made to compile accurate data make such data consistent year to year.

Plan Metrics

- Acreage of currently vacant or underutilized land developed or redeveloped
- Square footage of new manufacturing building space developed
- Industrial density – building square footage per total acreage of Valley
- Number of new jobs created
- Acreage of vacant developable property
- Linear feet of riverwalk and new trails developed
- Square footage of new green space or storm water management facilities added to Valley
- Number of new businesses in St. Paul Design Showroom District
- St. Paul Avenue vacancy rate
- Total dollars invested (new construction and substantial renovation) in the Valley, including St. Paul Avenue

Appendix

Menomonee Valley Market Analysis