

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.

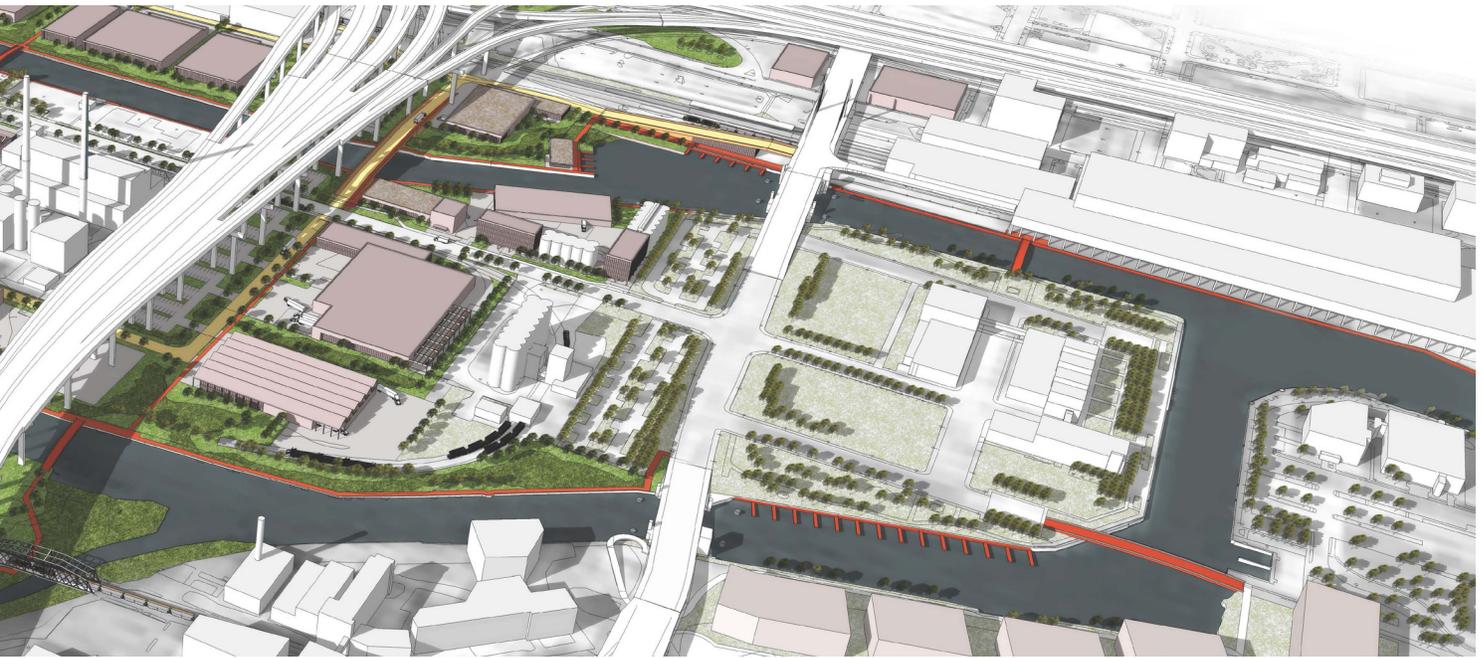
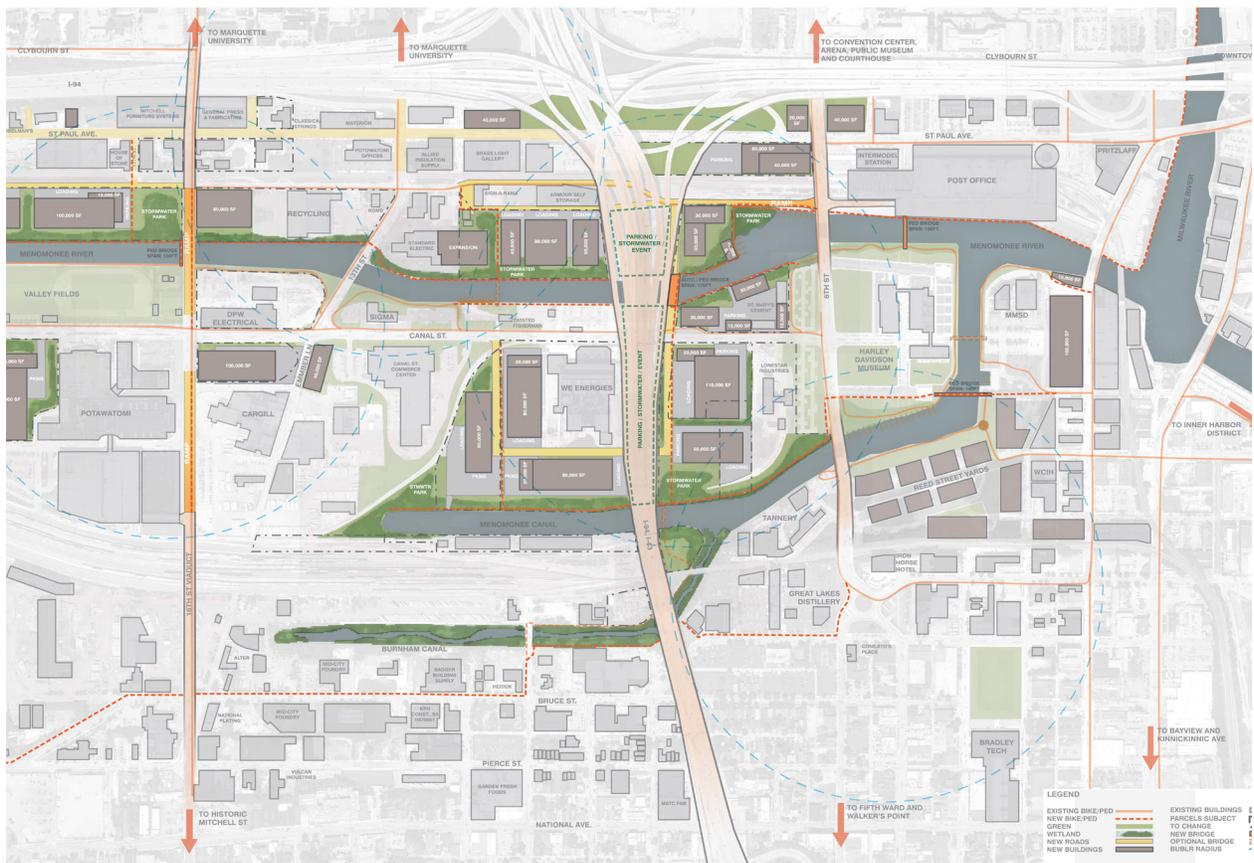


Image of a built out East Valley FaB cluster with riverwalk and pedestrian linkages and water's edge amenities.



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 Pettit 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 Pettit 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 underutilized 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.



Photo illustration: MMSD

Conceptual design of a decommissioned 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 between 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 preferred 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

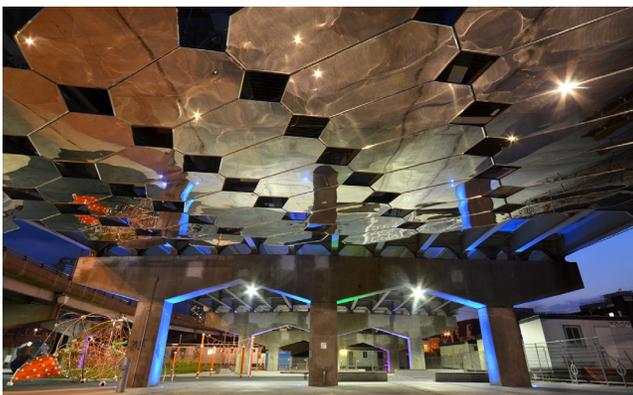
- A reconstructed I-94 should mitigate the length of a possible overhead interstate over St. Paul.
- The planned I-94 reconstruction should be used to improve access to Canal Street by more directly connecting the 27th Street Viaduct to Canal.
- A reconstructed I-94 should maximize developable parcels 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 Pettit 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 Pettit 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 Pettit 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, 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 Pettit 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 curbsless 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 Pettit Point, 260 N. 12th, the MRF recycling sorting center, and the Giuffre land, a connecting road either spanning the Menomonee River or, more realistically, 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 Emmer 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 Pettit 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



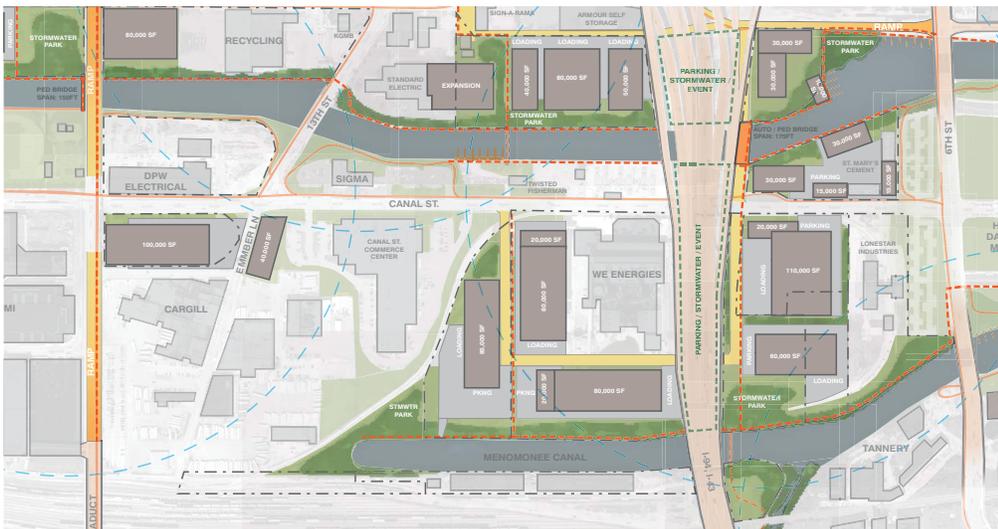
View of 16th St viaduct from Canal St. A reimaged viaduct would touch down onto Canal St. Source: Dept. of City Development



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, Pettit 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 Pettit 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.
- Similarly, 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