



WEST ALLIS HIGHWAY 100 CORRIDOR PLAN

A LONG-TERM VISION & REDEVELOPMENT STRATEGY

TABLE OF CONTENTS



Introduction

4

Existing Conditions Analysis

16

Market Analysis

24

Real Estate Analysis

32

The Strategy

40

Implementation

58

INTRODUCTION

Project Overview

Summary of Recommendations

History

Community Engagement

TEAM

The City of West Allis engaged Gensler to provide a vision and long-term redevelopment strategy for the Highway 100 Corridor (Study Area).

Gensler is an international architecture and design firm with extensive experience performing market analysis and leading master planning efforts.

PROJECT OVERVIEW

The West Allis Highway 100 Corridor Plan is a long term vision and redevelopment strategy to guide future development in the Corridor.

INTRODUCTION

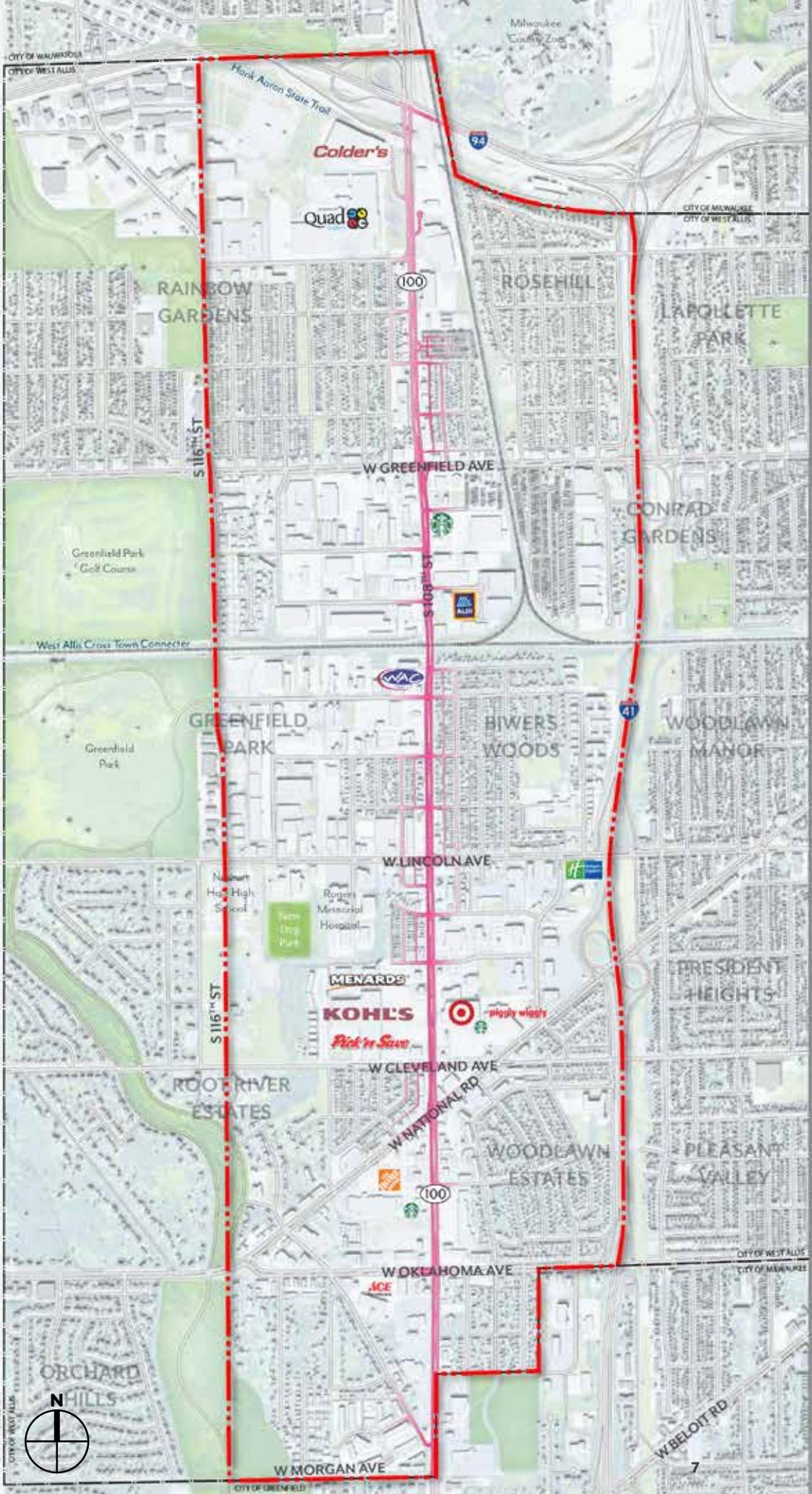
The Plan is grounded in a comprehensive market analysis and provides concrete development and policy recommendations. Physical planning recommendations for future development, transportation, placemaking and identity are blended with market-based catalytic development strategies. The result is a realistic yet aspirational strategy that provides a road map for short and long term improvements, strengthens identity, attracts a more diverse and dynamic mix of new users, and sustains growth and economic vitality along the Corridor.

PROCESS & SCHEDULE

The Plan is the culmination of a 6-month process that began in August 2019 and concluded in January 2020. It included a review of current plans and regulations, an inventory of the existing conditions, a market study, and a series of stakeholder and community meetings. This analysis and public engagement formed the basis of the future vision for the corridor and short- and long-term implementation strategies, which are described on pages 66 to 67.

STUDY AREA

The Highway 100 Corridor is referred to throughout the report as the “Study Area” or the “Corridor”. The boundaries of the 3.5 mile Study Area are outlined in red in the figure to the right. It begins at Interstate 94 to the north, extending to West Morgan Avenue to the south, South 116th Street to the west and Interstate 41 to the east. See the map on the following page.



LEGEND:

- Study Area Boundary
- Highway 100 Corridor



SUMMARY OF RECOMMENDATIONS

This Plan is designed to improve economic performance and identity of the Highway 100 Corridor by building on current strengths, shoring up weak areas, and targeting a competitive mix of uses.

Highway 100 is located within an 18-mile drive of two thirds of Milwaukee's 1.8 million population. Despite this location, it is eclipsed as a retail destination by strong established retail clusters at Mayfair Mall in Wauwatosa and Brookfield Square in Brookfield.

The Corridor contains several large store vacancies (i.e., Pick'n Save, HOBO and Sam's Club), as well as persistent vacancy and lackluster performance in the smaller stores. This is particularly evident on Greenfield Avenue and in the northern segment of the Corridor between the railroad/West Allis Cross Town Connector and I-94. Changing the course of these trends will require a deliberate investment strategy.

The segment of Highway 100 south of the railroad/West Allis Cross Connector and Oklahoma Avenue generally has higher performing shops, a strong collection of neighborhood destination stores (i.e., Home Depot, Menards, Target, Kohls), and several national fast casual restaurant chains. This area will require enhancement, but not the level of intervention required to the north. More information can be found in The Strategy section.

1. DIVERSIFY THE MIX OF USES

Over the past 90 years Hwy 100 has transitioned from an isolated sleepy neighborhood on the fringe of Metro Milwaukee to what is today a major transportation corridor dominated by a mix of convenience retail, large format stores, light industrial and a few pockets of the original residential areas remaining.

Over the past 10 years, various economic factors have resulted in the closing of many North American stores; this has been true on Highway 100 and in the rest of the country. As a result, high performing retail areas in prime locations tend to remain strong, while weaker venues in less optimal areas tend to decline.

To respond to these structural changes in the market, the city will need to promote a broader mix of uses, including new retail venues, entertainment, new types of food and beverage, in addition to non-retail uses like office, residential, and in appropriate locations, flex retail.

West Allis should avoid competing with itself. The advantages of access along the corridor tend to attract national tenants that value the exposure and can afford higher rents. While local restaurants and businesses would add a desired diversity and character to the mix, many local tenants may be better suited to other West Allis districts like Downtown West Allis, where rents are cheaper and the district has more distinct historic character and charm.

There is ample opportunity for Highway 100 to diversify its mix by drawing greater variety of national tenants, both regional serving and locally serving, and in select places, attracting local and regional businesses. More information can be found in the Real Estate Analysis section.

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2. FOCUS ON INCREASING MOBILITY, NOT TRAFFIC FLOW.

In recent studies, DOT evaluated the potential widening for Hwy 100 to six lanes to accommodate more traffic. These concepts were widely rejected by the City of West Allis and the community due to the potential adverse impacts on the Corridor and its businesses. For Highway 100 to succeed, there must be a balance between traffic efficiency and business effectiveness.

This Plan promotes improving mobility without widening Highway 100 through several strategies including creating a new multi-use trail along Highway 100 and improving parallel traffic routes. In the short-term, we recommend connecting parking lots and addressing missing street segments. In the long-term, as new sites become available, new streets and blocks should be introduced to create a more complete street grid to reduce the traffic burden on Highway 100 and provide more convenient alternative routes.

This Plan also promotes improving connections to the regional bike and multi-use trail network including the Hank Aaron State Trail as well as completing the pedestrian bridge that connects West Allis Cross Town Connector. In addition to bikes, runners, and walkers, these routes also serve other modes of micro-mobility like scooters and other personal transportation devices. More information can be found in The Strategy section.

3. CREATE WALKABLE DESTINATIONS

The auto centric nature of Highway 100 was one of a key challenge identified during the public engagement process. The Corridor lacks walkable areas with multiple uses where one can shop, entertain, visit the doctor, or work without getting into a car.

This Plan identifies two Opportunity sites, strategically located at the gateway approach near I-94, and at Greenfield Avenue and Highway 100 that have the potential to address this lack of destinations. Each site tests a mix of new or renovated buildings based on market demand over the next 10 years.

Longer term, the Plan also illustrates how these walkable areas might spread over a larger geography, as adjacent areas redevelop over time.

Opportunity site renderings are shown on Page 11 with additional details found in the Strategy section.

4. GIVE HIGHWAY 100 A DISTINCT BRAND & IDENTITY

According to stakeholder interviews, and general impressions amongst City leaders, Highway 100 today is unremarkable - a corridor that could be anywhere USA and does not evoke a distinct sense of place or embody the West Allis brand identity.

To address this lack of identity, this Plan provides a toolkit of potential placemaking ideas including streetscape improvements, signature bridge improvements and unique lighting effects. More information can be found in The Strategy section.

5. PROMOTE DESIRED DEVELOPMENT PATTERNS

This Plan promotes desired development patterns by updating zoning and implementing appropriate financing tools. It also recommends updates to the land use plan. The 2030 land use map outlined a vision based on the 2030 Comprehensive Plan. In many places, it does not align with current patterns or market trends. The zoning code is also outdated and therefore unsupportive of desirable development with problems like split zoning and prohibiting residential uses in manufacturing zones. More information can be found in the Implementation section.

Opportunity Sites

THE GATEWAY

The Gateway Site encompasses existing industrial facilities and the vacant HOBLO store on the east side of Hwy 100 near the I-94 bridge. This proposal would repurpose the former HOBLO store, create a walkable, pedestrian friendly mixed-use district that connects to the Hank Aaron Trail, and improve the overall northern gateway to the Corridor.



GREENFIELD & HWY 100

The Greenfield & Hwy 100 development is proposed for the southwest corner of the Greenfield Ave. and Hwy 100 intersection, inclusive of the vacant Pick'n Save. Development initiatives at this intersection will activate the western border of the Corridor as well as continue the flow of commercial energy experienced north in Wauwatosa and demonstrated within the Study Area south of this site.



HISTORY

The patterns of uses in the corridor today reflect a century of settlement, growth, decline and shifting development patterns.

In the early 1900's the corridor was mostly farmland. Edward Allis established his large manufacturing plant north of W. Greenfield Ave and the plant quickly became one of Milwaukee's largest employers. The strong labor market attracted other manufacturers and helped give West Allis its historically industrial character. At that time, Highway 100 had not yet been constructed. Its current location was occupied by the Milwaukee-Madison rail line, W. Greenfield Ave and W National Ave.

By the 1930's, West Allis had grown to become Milwaukee's largest suburb with a population of around 35,000. Highway 100 had been built but the interstate highways including I-45 and I-94 were not yet established. Biber's Woods, Hwy 100's first neighborhood, had just been completed on the east side of Highway 100 between the rail line and W Lincoln Avenue.



Aerial of Allis Chalmers Manufacturing Company

Source: Encyclopedia of Milwaukee

By the late 1950's, the highways were in place, Greenfield Park had been established and West Allis had a population of around 68,000. The city's population peaked at 71,700 people in 1970. At this time Highway 100 was a 3 and 4-lane road known as Lovers Lane according to historic maps. Irving Elementary School had been built as well as several warehouses and manufacturing businesses along the railroad in place of the former sand pits east of Greenfield Park. A few mobile home parks also emerged between I-94 and Greenfield Ave.

By 1985, West Allis's population had declined to around 65,000 people and would continue to experience gradual population loss over the next 20 years. By this time, much of the corridor development had filled out to its current form, including some of the large format retail centers like Pick 'N Save and HOBO that are currently vacant. Highway 100 was widened to three lanes in each direction and, according to stakeholder interviews, had a reputation for cruising.

Since then, some newer retail and manufacturing uses have emerged and some of the older commercial facilities have become vacant. Quad Graphics purchased a vacant manufacturing facility to expand its production capacity. The former Borden plant was redeveloped into a shopping center and Crestwood Bakery was replaced with Culver's.

The Corridor has seen significant change over the course of its history. Continued evolution is inevitable, but it is possible to take steps now to guide the trajectory of that evolution and prepare for the next century.

The nature of the change will be driven to some degree by the market but also by the will and vision of the citizens of West Allis.



COMMUNITY ENGAGEMENT

During the creation of this Plan, we connected with the community four times, and engaged over 300 people.

In September 2019, the team interviewed various stakeholders with particular interest in West Allis and the Highway 100 Corridor. During this time, the City of West Allis also administered an online survey to residents, business owners and employees of the Highway 100 Corridor. Later, the team met with the community on two separate occasions. The first community meeting, held in October, allowed the public an opportunity to provide input on how they envision the Corridor transforming. The second community meeting, held in November, sought feedback on the initial findings and implementation strategies.

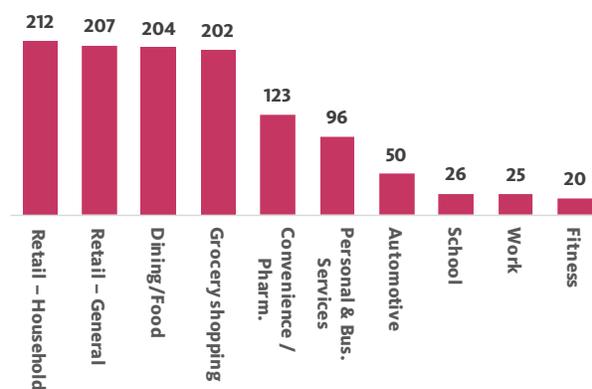
STAKEHOLDER INTERVIEWS

36 individuals were interviewed during this process, including Mayor Dan Devine, a state representative, City staff, police and fire chiefs, Wisconsin Department of Transportation (WDOT), Southeastern Wisconsin Regional Planning Commission (SEWRPC), West Allis – West Milwaukee School District (WAWM), various business owners, building owners and landlords, area residents and employees.

Stakeholders see Highway 100 lacking in local and regional draw, demonstrating the desire for the Corridor to develop into a destination.

Throughout all the engagements, we heard a desire for a mixed-use development with entertainment, better dining options and a walkable environment.

Why do you visit the Highway 100 Study Area?



Results from online survey question.

Source: Highway 100 Study Questionnaire



Photo from Community Meeting #1



Photo from Community Meeting #2

ONLINE SURVEY

231 total respondents participated in the survey. Of the participants, 193 were residents, 15 were business owners or employees and 23 did not disclose. The survey included questions about the challenges facing the study area, primary concerns, reasons for visiting the study area and locating areas along the Corridor with the greatest potential for improvement.

COMMUNITY MEETING #1

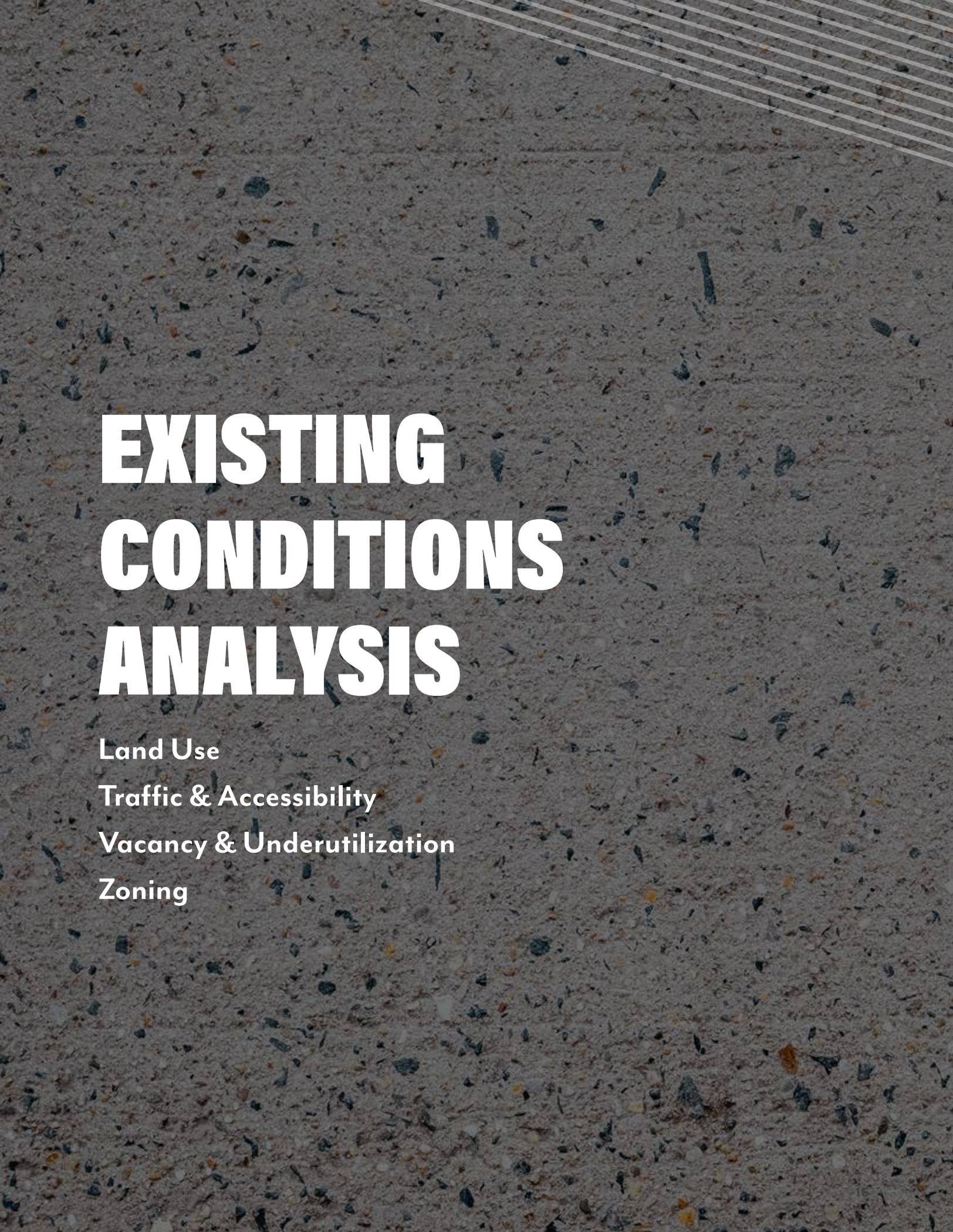
Approximately 30 community leaders and residents gathered to be presented with our initial findings. The meeting concluded with breakout sessions to give the attendees an opportunity to voice their opinions and curate a discussion around the Highway 100 vision.

Connectivity was a reoccurring theme amongst attendees - particularly increasing the connectivity amongst businesses, from bike trails to Highway 100, and between North/South and East/West thoroughfares. Individuals focused on improving the gateway to the corridor to signify when one has arrived on Highway 100. This translates to the need for placemaking. The meeting reinforced the stakeholder interviews with the desire for restaurants with outdoor dining, entertainment and activity oriented destinations.

COMMUNITY MEETING #2

Approximately 15 community leaders and residents gathered at the open house style meeting to review collateral describing the draft implementation strategy. Attendees provided feedback on initial recommendations, which were used to inform the final Plan recommendations.

We gained a clear understanding of the community's perception of safety: it pertains more to traffic safety than to crime. The possibility and character of proposed developments were generally well received to those who attended. Attendees suggested modifications, including adding a food truck plaza at a proposed site. The proposed branding and wayfinding developed for the Corridor was widely supported.



EXISTING CONDITIONS ANALYSIS

Land Use

Traffic & Accessibility

Vacancy & Underutilization

Zoning



The Study Area today is an auto-centric thoroughfare consisting of a variety of building types and uses that are not well connected to each other.

The Existing Conditions Analysis describes the Corridor's existing built environment and challenges with regard to traffic, accessibility, vacancy, underutilization and zoning.

LAND USE

The Study Area stretches for 3.5 miles and has the capacity for multiple centers of gravity.

The Highway 100 Corridor contains a varied mix of land uses including retail, commercial, light industrial, distribution, single-family residential, mobile homes, schools, and parks. Over time, these uses have evolved somewhat haphazardly, as demands on the corridor have changed. There are several areas of incompatible uses and adjacencies that would not typically be found in a more planned major transportation corridor, or adjacent to each other.

The Corridor is bordered by major regional parks; The Milwaukee Zoo to the north, and Greenfield Park and Greenfield Park Golf Course to the west, as well as the Underwood Creek Parkway and the Root River Greenway. These adjacencies represent immediate access to some of the region's most important open space amenities. The Interstate separates the Corridor from the bulk of West Allis's neighborhoods to the east. The residential neighborhoods of Waukesha County fill out the areas to the west. In 2011, the City of West Allis adopted the 2030 Comprehensive Plan which addresses the future development vision for the Corridor as part of a city-wide plan.

As described in the 2030 Land Use Plan, areas directly adjacent to the Corridor should transition over time from industrial to commercial uses, and from single-family residences to higher density residential. Currently, the City is in the process of updating the zoning ordinance to reflect these changes.

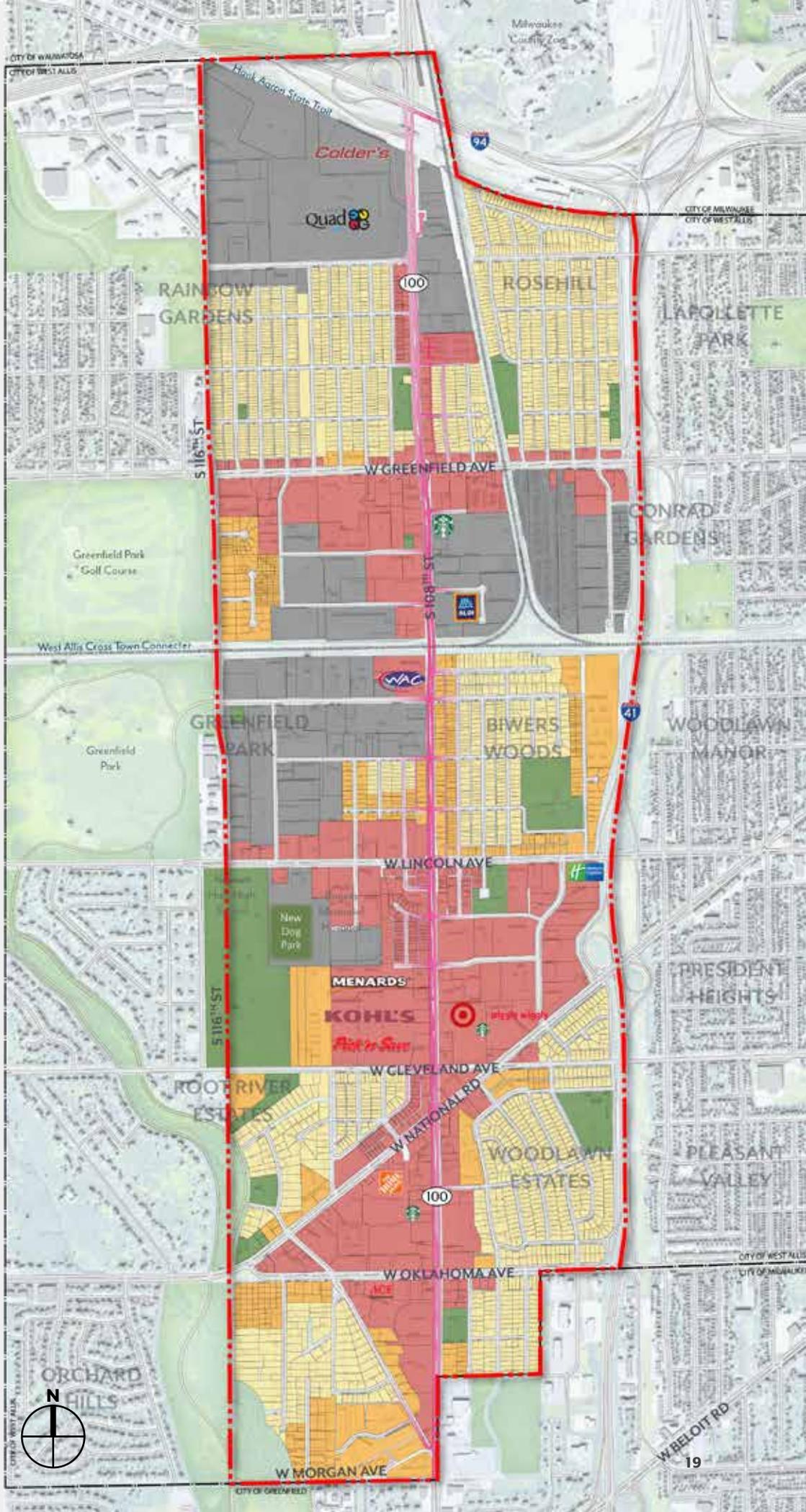
This Plan for Highway 100 builds on the 2030 Plan by providing a market grounded vision for land use change. Using the 2030 Plan as a guide for the long-term vision, it assesses the depth of market demand today, and tests land uses and land use mixes that are desired but not currently present on the Corridor. More information can be found in the The Strategy section of this report.

Land Use Plan

(2010)

LEGEND:

-  Study Area Boundary
-  Highway 100
-  High Density Residential
-  Low Density Residential
-  Commercial
-  Industrial
-  Public Space



TRAFFIC & MOBILITY

Rather than widening Highway 100 to increase traffic capacity and encourage more drive-by traffic, the Corridor should feature a mix of destinations that encourage residents to come and stay longer.

Running parallel to I-41, Highway 100 serves as a convenient bypass for regional traffic and provides attractive traffic volumes for convenience-oriented businesses.

In recent years, portions of the road have been under construction and have operated with four lanes. This causes some to wonder if the road can operate successfully with fewer lanes more permanently.

In 2012, Wisconsin DOT presented plans to widen certain parts of Highway 100 to provide additional traffic lanes. Widening would have necessitated the razing of 20 to 45 buildings and would have affected 205 to 245 other properties.

City leaders and the community pushed back, and in early 2018, the State agreed to modify the project to just resurface the roadway, leaving all the existing curb cuts in place. The resurfacing is scheduled for 2021 or 2022 depending on the State budget.

Smooth flowing traffic, and convenient access to the properties along Highway 100 continues to be a point of tension between DOT and property owners along the corridor. To improve traffic flow, and minimize left turns, DOT has historically promoted consolidating



curb cuts and eliminating median breaks. But because of the lack of frontage roads or a parallel network of secondary roads, this limits access to many of smaller businesses fronting the highway. This leads to a frustration for potential customers who cannot easily access the businesses, and in some cases has resulted in retail vacancies.

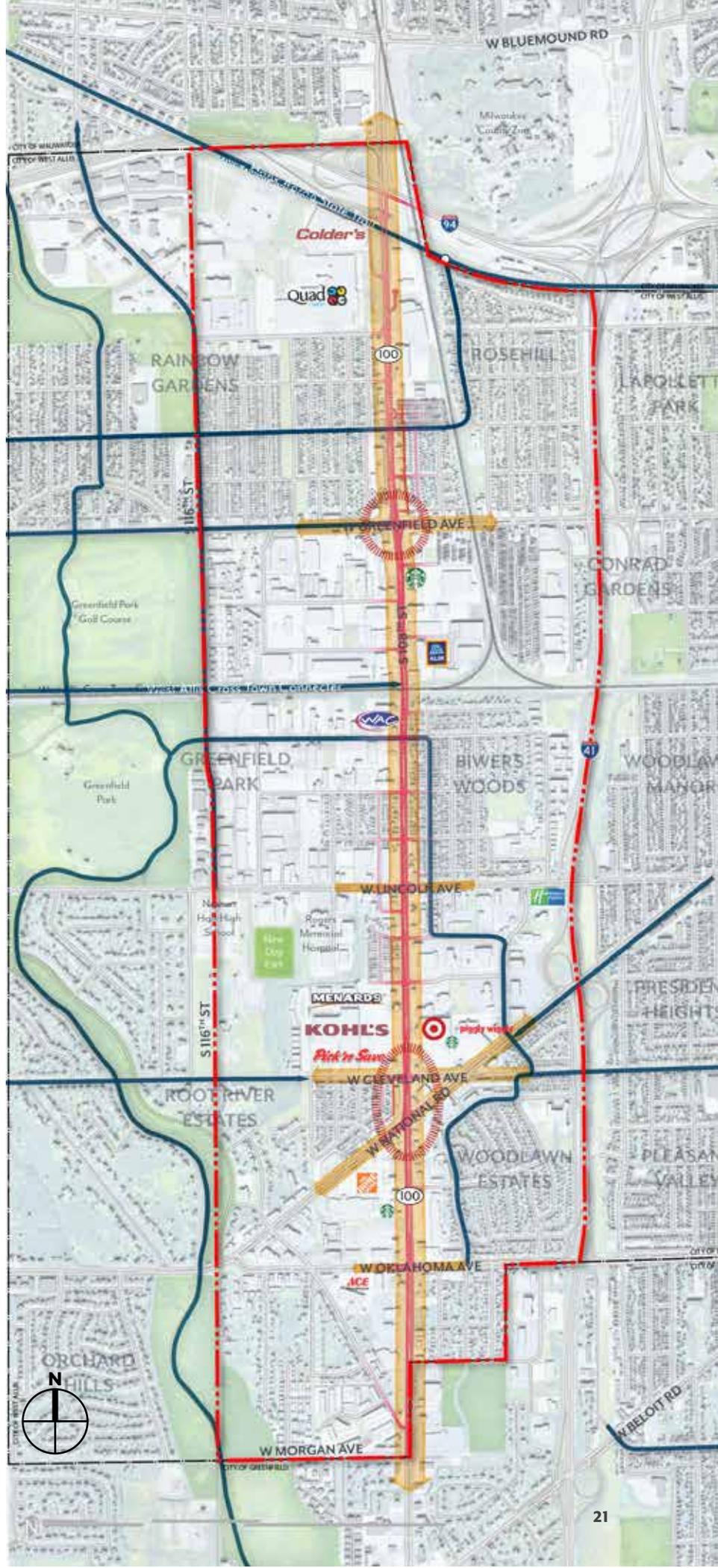
Aside from massive infrastructure projects like the recent proposal by the State, resolving this conflict will require a more patient and incremental strategy.

LEGEND:

- Study Area Boundary
- Highway 100
- Existing Bike Infrastructure
- ⊙ Problem Intersections
- ↔ Primary Vehicular Zone

City leaders and stakeholders agree that the priority for the Corridor should be to create places to stay - not places to drive through.

Many stakeholders agreed that improving traffic flow on Highway would only attract more pass-through traffic. A better solution is to transform the character of the Corridor by creating more destinations within walking distance so people can park once and stay longer. More specific information on the recommendations of this proposal can be found in The Strategy section of this report.



VACANCY & UNDERUTILIZATION

As Highway 100 has evolved over the years, certain areas have become less suited to their original purpose.

Areas once optimal for manufacturing due to their adjacencies to the railroad were later adapted to retail to take advantage of growing regional traffic. In recent years, the shifting retail market has left retail destinations vacant or under-performing. The vacancies throughout the Corridor were noted in the stakeholder interviews and surveyed by the planning team in the initial stages of the process.

The stretch of Highway 100 south of the railroad tracks, from Lincoln Avenue to Oklahoma Avenue is performing relatively well as a retail and light industrial cluster. Though the businesses in this area are auto-orientes and lack diversity in terms of national vs. local tenants, they are performing relatively well.

The northern stretch of Highway 100, which runs from the railroad tracks to I-94 has faced a number of persistent retail vacancies in recent years, including larger sites like Pick 'n Save, HOBO, and Sam's Club (which has recently been purchased). Smaller businesses along Greenfield Avenue like Burger King and Walgreens have also been impacted by the changing retail market.

This pattern of closures is not unique to West Allis. Auto-oriented commercial strips across the country face a similar pattern, as markets shift to online shopping and retail tenants cluster in preferred locations, like the shopping centers found in the southern stretch of the Corridor.

But with this loss comes an opportunity to reposition vacant and underutilized areas for a higher and better use. This study identifies two areas in the northern portion of the corridor for more intense redevelopment. Refer to The Strategy section of this report for more information.



Former HOBO



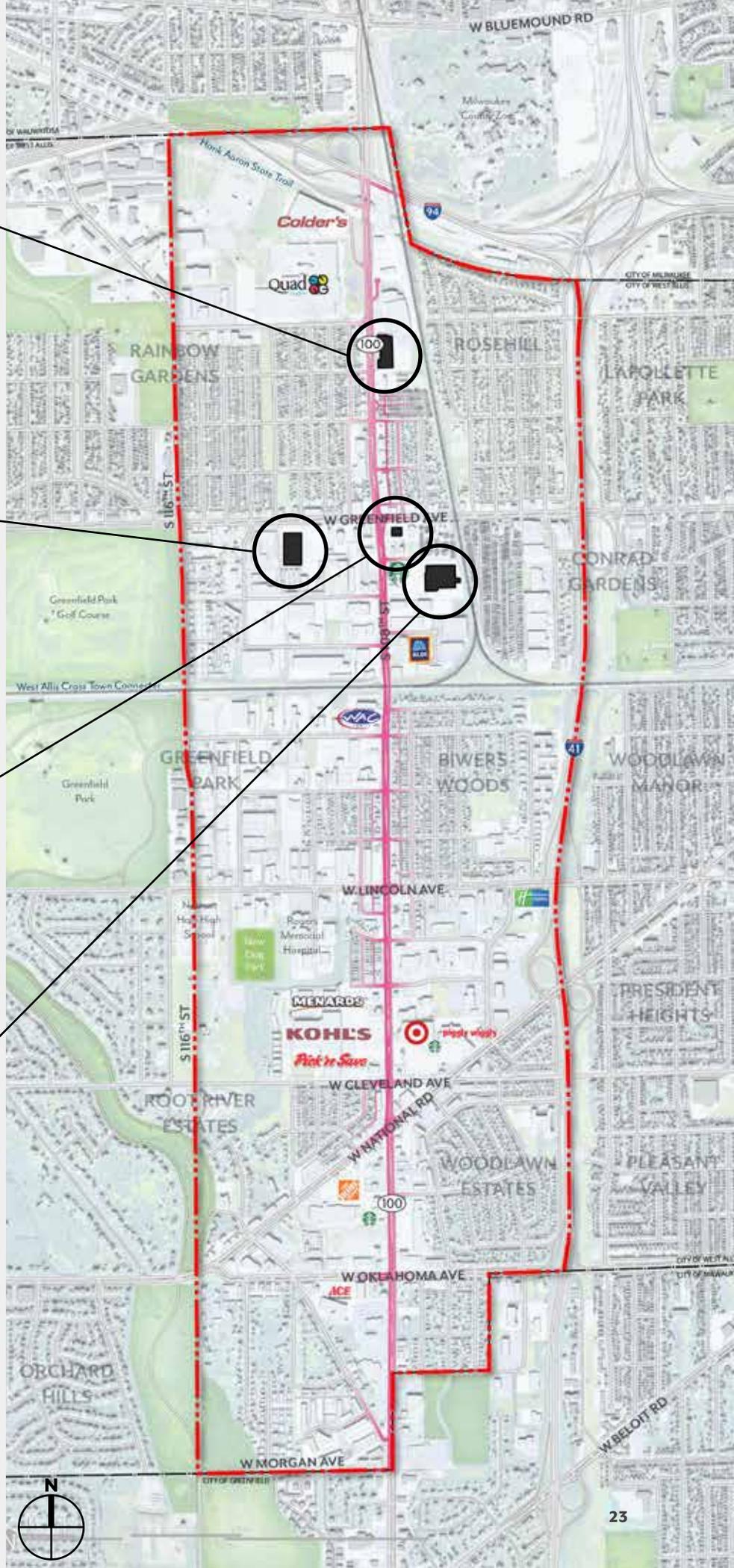
Former Pick 'n Save



Former Walgreens



Former Sam's Club



LEGEND:

- Study Area Boundary
- Highway 100
- Vacancy



MARKET ANALYSIS

Demographics Overview

Economic Context

Shopping & Behavior

The purpose of a market analysis is to identify and define existing and future residents, business and real estate performance to determine market demand. Market demand can then be used to gauge program and uses for the future of the Corridor's growth.

The Corridor was analyzed within three market areas: the City of West Allis, a five mile radius from the center of the Corridor and the Milwaukee-Waukesha-West Allis

metropolitan area. It's imperative to compare the Study Area to the region to answer how the Corridor is performing from a broader lens.

These four geographies were used for data development regarding demographics and real estate inventory.

See Appendix A for detailed market and real estate analysis.

DEMOGRAPHIC OVERVIEW

The demographic trends of the Study Area suggest that there is a possibility to attract new residents and households.

Demographics help develop a story of the Study Area's historic and projected trends with respect to population, number of households, age, income and other baseline indicators. Today 11,731 individuals live in the Study Area's 5,724 households. See charts on the next page for more detailed breakdown and the key points from the analysis.

HIGHWAY 100 STUDY AREA



THE CITY OF WEST ALLIS



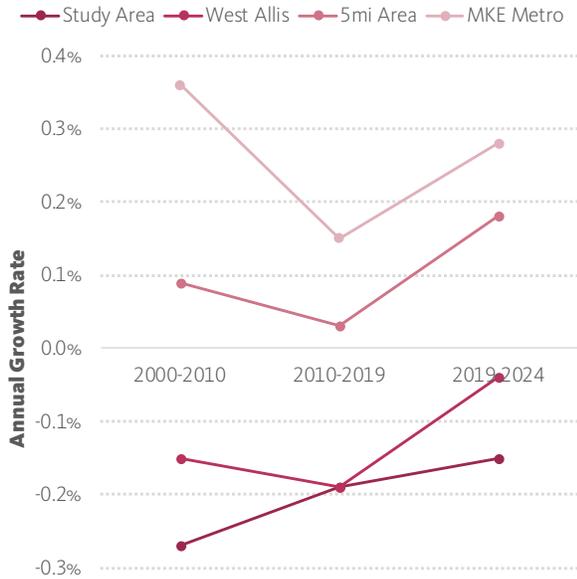
MILWAUKEE METRO



5-MILE CATCHMENT AREA

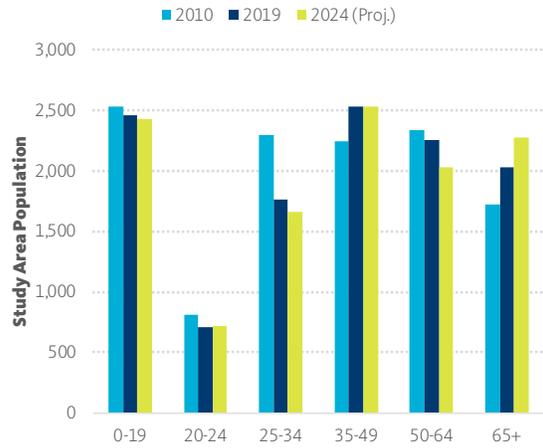


POPULATION GROWTH



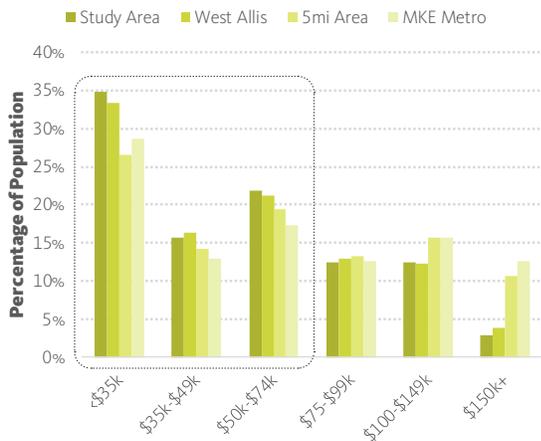
Since 2000 the Study Area and West Allis have experienced some population loss while the broader Metro experienced growth. This means there is potential to capture and sustain new residents and households within the Study Area.

AGE DISTRIBUTION OVER TIME



The Study Area is experiencing a shift in age groups. The 65+ population increased by 300 people since 2010, making up a greater portion of the Study Area than the remainder of West Allis (17%). The 25-34 age range decreased from 19% to 15% of the population since 2010. Based on this analysis, West Allis is positioned to support development for the 65+ population.

INCOME DISTRIBUTION



The median income for the Corridor and broader West Allis rounds to about \$50,000 each. The 5 mile and Metro areas have slightly higher median income of \$59,200 and \$59,700, respectively. 3% of all households earn \$150,000 per year in West Allis, compared to the 12.7% of all metro households.

EDUCATIONAL ATTAINMENT



30% of the Study Area has a Bachelor degree or higher. These individuals represent a larger amount of higher learning than the remainder of the City's population, but lower than the metro average.

ECONOMIC CONTEXT & OUTLOOK

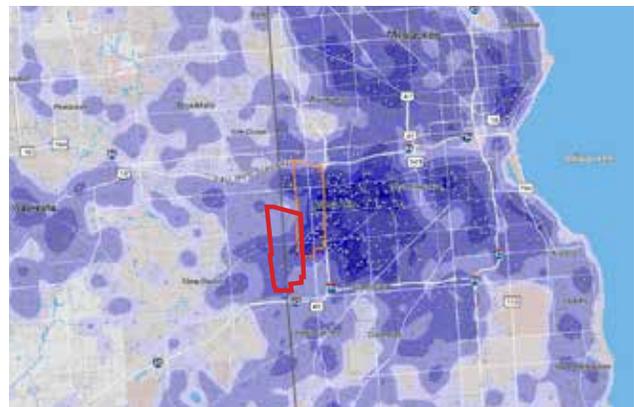
Current and future regional economic trends position the Corridor to attract businesses and jobs, particularly in the health care and social assistance industries.

Reviewing regional economic trends related to employment helps understand how various industries impact Highway 100. This analysis coupled with high traffic counts allows us to understand the Corridor as a high throughput area.

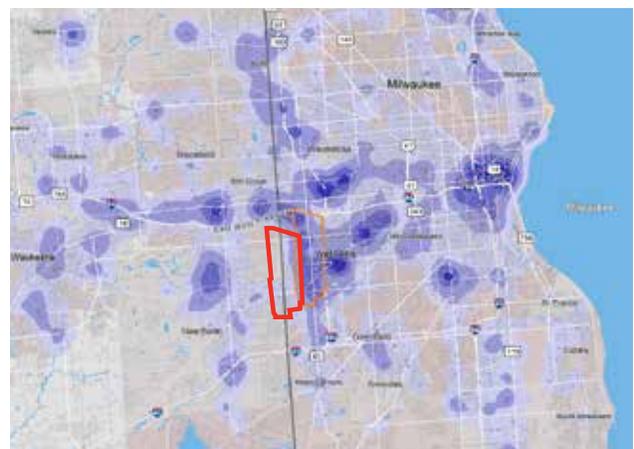
COMMUTER PATTERNS

Very few people live and work within the Study Area. Of the 14,192 employees working within the Study Area, 98% do not live there. Of the 11,731 residents living in the Study Area, 52% work elsewhere. Thus, it is not a live-work corridor.

As previously discussed, there is population growth occurring around the Study Area. A catalytic development, inclusive of multi-family or senior housing, could capture this potential. The projected growth in the 65 and over age cohort supports the development of senior housing.



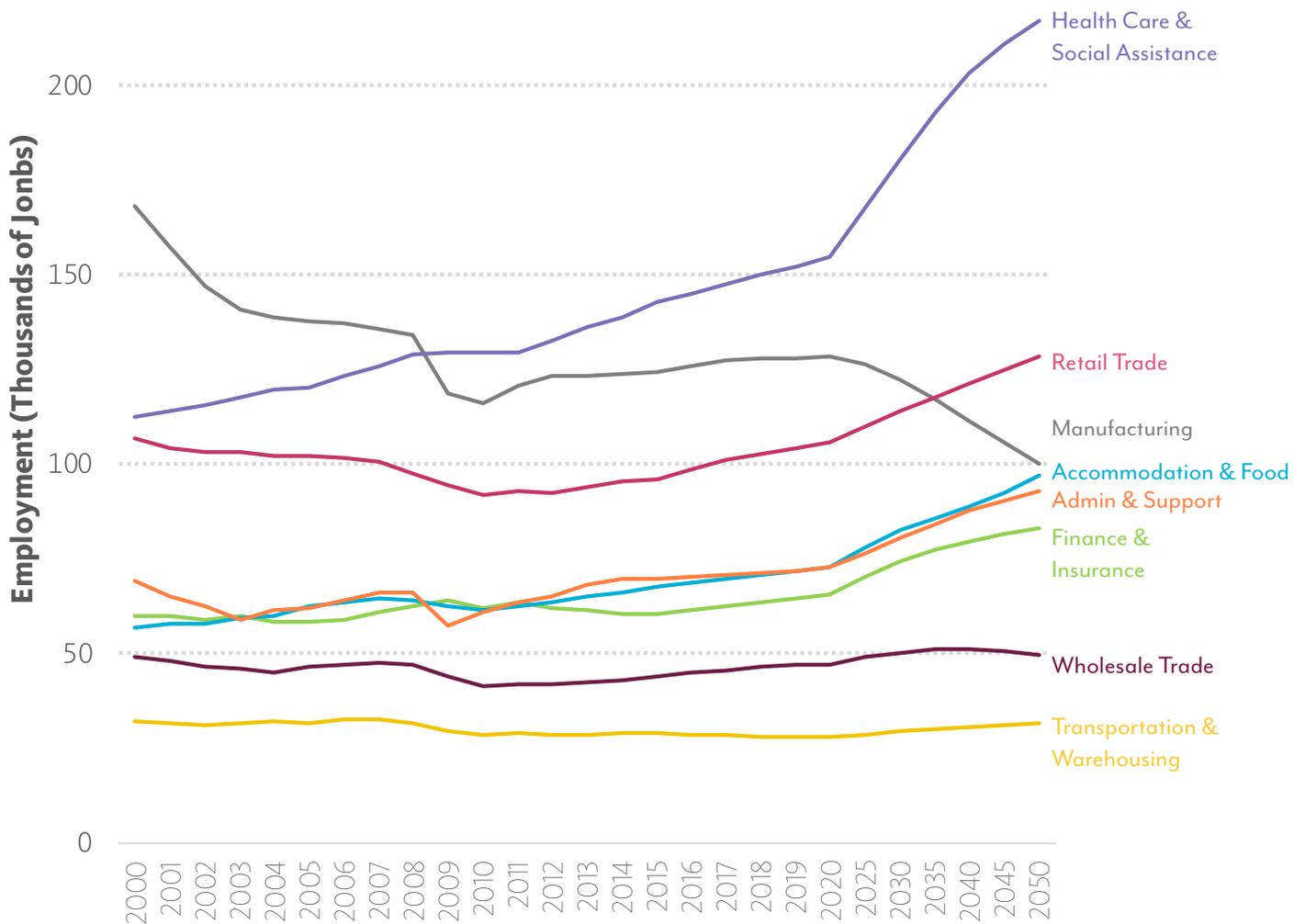
Map of where Study Area employees live.



Map of where Study Area residents work. Note that some residents are not in the workforce.

Source: BLS, OnTheMap, Woods & Poole

MILWAUKEE METRO EMPLOYMENT BY INDUSTRY (2000-2050)



EMPLOYMENT

Five of the major employers in West Allis are located in the Corridor. Quad Graphics, the largest employer, is located at the north end of the Study Area. These signify a propensity to attract additional large employers.

The analysis demonstrates that the Corridor's highest concentration of employees are employed in retail (20%), followed by administrative and support services (17%) and health care and social assistance (16%).

INDUSTRY CLUSTERS

Retail trade, administrative and support services, health care and social assistance, and wholesale trade are the core industry types in the Study Area. Healthcare has a high projected growth for the overall Milwaukee metro area, signifying growth in people and jobs as well within this industry.

The above graph shows health care and social assistance's employment growth in 2020, suggesting an opportunity for new job creation.

SHOPPING & BEHAVIOR

Psychographic segmentation reveals an above average spending at grocery/convenience stores and health & wellness activities within the Study Area.

Understanding how residents, employees and visitors utilize Highway 100 is essential to creating a strategy for growth. Psychographic segmentation looks at patterns of spending and behavior by categorizing households into similar groups. Spending patterns across user groups is then analyzed to understand the demand for various goods and services. This demand forms the foundation of the development program.

The 5,724 households in the Study Area can be broken into five primary household typologies (see adjacent page). By comparing those household groups and the region's household groups, we can start to identify key users for new development.

WHO IS GOING TO COME HERE?

A cornerstone of program development is identification and segmentation of user groups and their relative size and importance in a given market. Shown on the adjacent page are the expected user groups to visit the Study Area.

WHY ARE THEY GOING TO COME HERE?

From segmentation, trip types and behavioral or lifestyle, patterns across user segments can be identified. The adjacent chart breakdowns common activities and spending patterns between the identified user groups.

WHAT ARE THEY GOING TO DO WHEN THEY GET HERE?

Based on the expected spending patterns and activities, potential program elements and appropriate sizes are revealed. Potential complementary uses are also indicated. See Real Estate Analysis section for final development program.

EXISTING USER GROUPS



Gen X Urban

Among the highest earners and largest households in the Study Area, these households are mostly home-owners living in quiet neighborhoods near parks and schools.



Metro Fusion

A mix of young professionals and families, this is the youngest group throughout the Study Area. These households primarily rent and are highly diverse and well educated.



Middle Ground

This household segment is comprised primarily of well-educated individuals or couples, most of whom live in rental apartment complexes.



Senior Styles

These older individuals or couples are adapting to life as empty nesters and preparing for fixed income lifestyles. Many live in senior living complexes or mobile homes.



Salt Of The Earth

The vast majority of households in this segment are not college educated and live in attached unit or mobile homes which they own. (Note: this group represents less than 3% of total households).

PROJECTED USER GROUPS & ACTIVITIES

By analyzing patterns of spending and behavior, it was determined the Study Area has the propensity to attract those spending on convenience & grocery and health & wellness.



Salt of the Earth Household Group is not included as a primary group as they represent less than 5% of the Study area and 0.3% of the 5-mile area.

Source: ESRI Business Analyst

REAL ESTATE ANALYSIS

Real Estate Overview

Market Demand

The Future of Retail

The Cluster Effect

The Real Estate Analysis assesses the state of the Study Area's current conditions compared to that of a 5-mile area. Data is also compared to the broader Milwaukee and national markets.

This analysis helps to inform the current state of the real estate market and identify areas of potential opportunity for new development.

The commercial brokerage community was integral in understanding the current market from a local real estate lens as well as its future direction for growth.

See Appendix A for detailed market and real estate analysis.

REAL ESTATE ASSESSMENT

The market shows potential for new concepts that enhance the quality of the existing retail along the corridor rather than add net new square footage to the Study Area.

OFFICE

The primary cluster of office and medical office space appears at 102nd St and Lincoln Ave respectively. Medical office space has outperformed standard office space in both occupancy and vacancy rates but has not seen any new supply in recent years.

Overall, rental rates have increased by 14% over the past five years, catching up to the 5-mile area rental rate.

INDUSTRIAL/FLEX

Industrial and flex space, defined as a space that has both office and industrial uses, have a large footprint in the Study Area. Several major employers fall within this industry cluster, supporting its significant performance in the market. Compared to the 5-mile area, industrial and flex uses in the Study Area have consistently higher rental rates and lower vacancy rates over the past ten years.

MULTIFAMILY

Housing within the Study Area is split between owner-occupied single family homes and a mix of rental homes and rental apartment units. Rental units

account for 49% of the Study Area's housing units, 10% higher than the 5-mile area. Apartment buildings (10+ units) account for 31% of the Study Area's housing stock, 16% higher than the 5-mile area.

There is an opportunity for new, targeted residential development specifically differentiated from the existing inventory.

The vast majority of multi-family units within the Study Area are over 30 years old with the newest delivered in 1998. 1,573 units are under construction or proposed within the 5-mile area. Two notable projects are planned for other areas of West Allis indicating increased market demand for new apartment offerings and following trends in nearby areas like Wauwatosa.

Existing Real Estate Clusters

LEGEND:

- Office
- Retail
- Medical Office
- Hospitality
- Industrial/Flex
- Multifamily

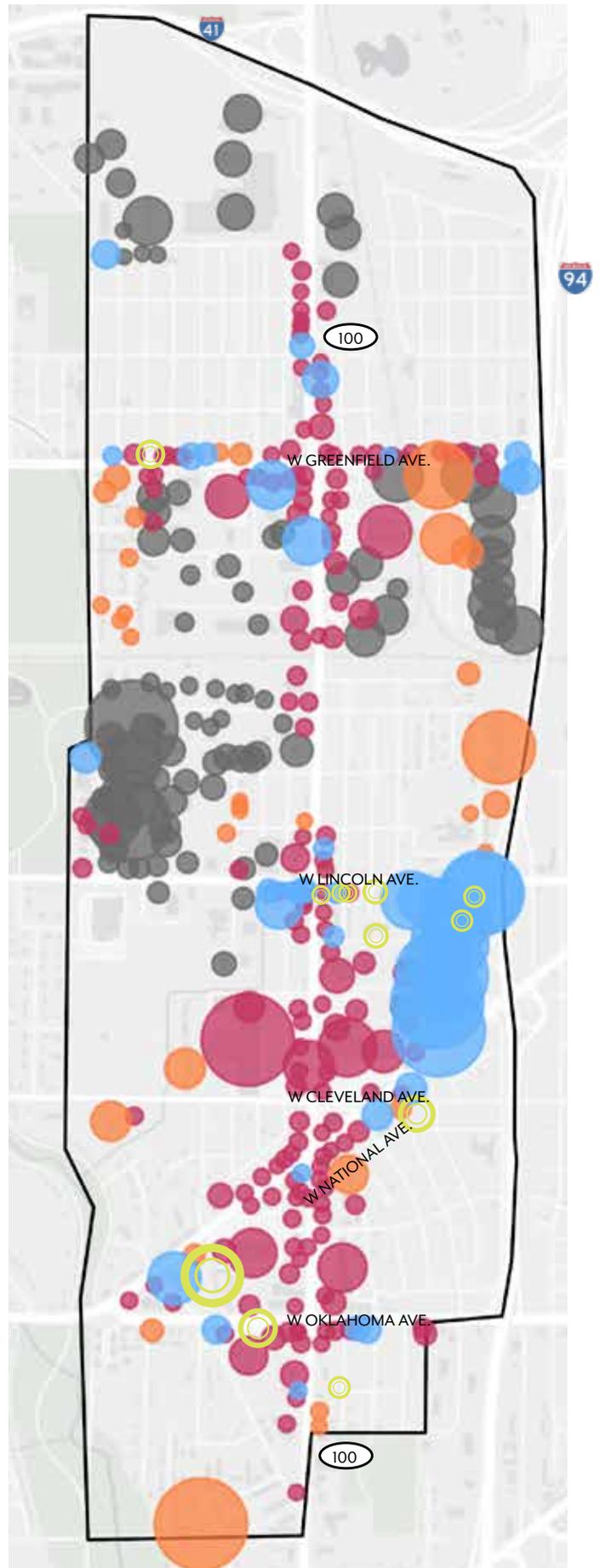
RETAIL AND F&B

Retail space demands a variety of rental rates along Highway 100, depending on size and format. Areas of opportunity include activating vacant big box sites and ‘over-parked’ shopping centers.

Overall, retail spending is ‘leaking’ out of the Study Area (meaning demand exceeds supply) particularly for specialty food and clothing stores. Individuals are leaving the Study Area to get these goods elsewhere.

The market shows potential for new concepts that enhance the quality of the existing retail along the corridor rather than add net new square footage to the Study Area. Exceptions could be for destination stores that would have a broader market draw (i.e. only location within the metro market).

Source: ESRI Business Analyst, CoStar



MARKET DEMAND

According to the market study findings, the Corridor has the potential to attract a range of development types including medical office, industrial/flex, and retail, restaurants, apartments, and senior housing.

Factors influencing the proposed mixed use development, such as site location and programming, stem from our market and real estate analysis.

For instance, healthcare will have a broad impact as it is the highest expected growth sector in the Study Area. This growth will reverberate amongst the future of population, employment, and in turn, both office space and housing.

Therefore, creating targeted opportunities for office and multi-family on key sites within the Study Area is attainable. Moreover, being attentive of the different north and south segments and their varying needs, translates to different development approaches.

The commercial brokerage community confirmed the demand for national restaurants, large format retail and pad sites. Overall, there was a consensus that the corridor is economically strong.

OFFICE SPACE

Class B & B+ office and medical office have the best alignment within the market, which would be an upgrade from existing inventory but still retain achievable rents.

INDUSTRIAL/FLEX

Industrial and flex space is an area of strength for the Corridor. While outperforming nearby markets and sustaining low vacancy rates, it is optimal for secondary streets, rather than on Highway 100. This is due to loading activity and the impact of fewer employees per square feet.

Despite the strength of the industrial market in the Study Area, it was noted that several of the truck terminals appear underutilized. Further investigation should be done to determine the viability of acquiring these sites and transitioning them to higher and better uses.

With many Study Area employees working in manufacturing-zoned areas, an increase in industrial and flex space will also increase daytime population.

RESIDENTIAL

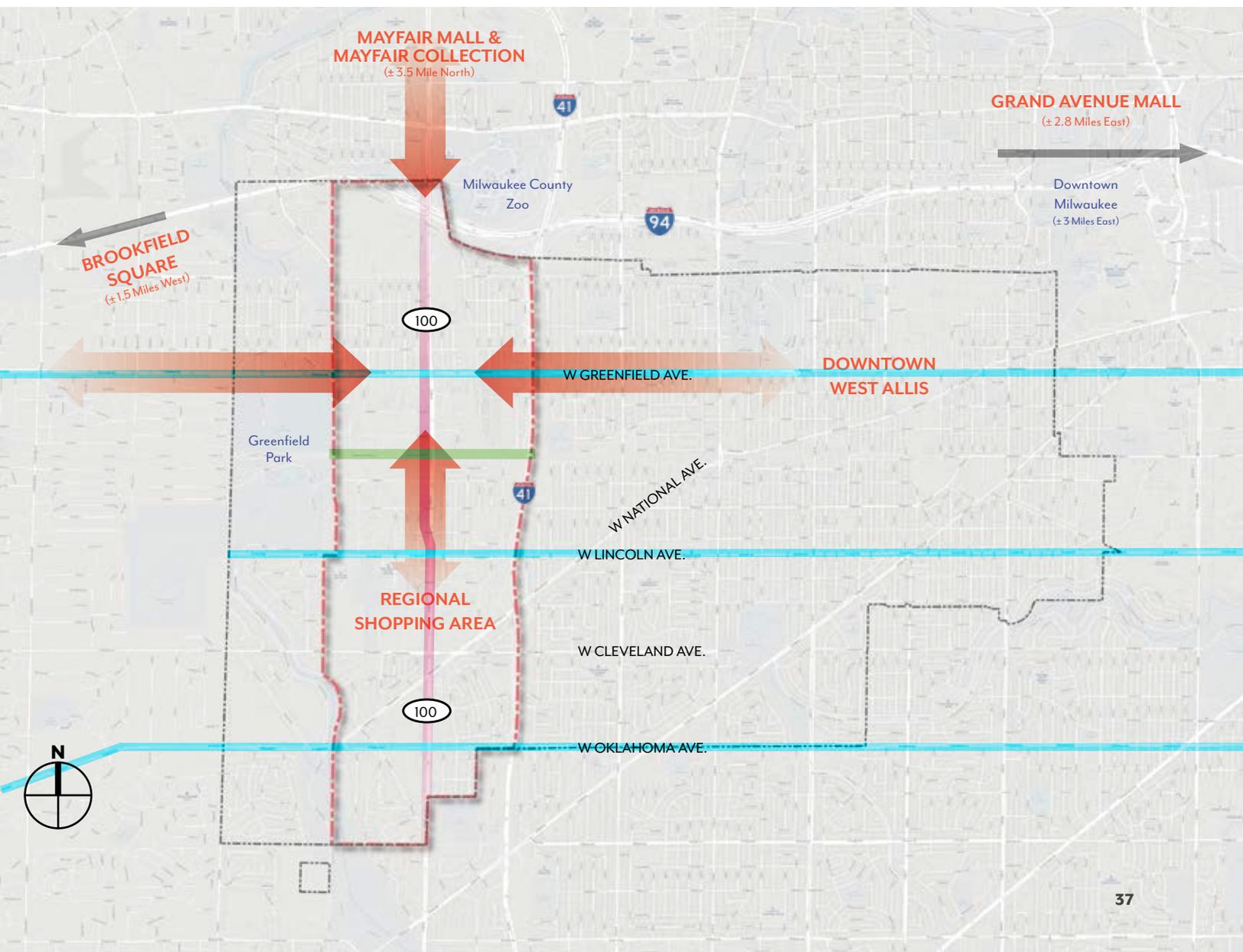
Low density housing, market rate apartments, senior living and assisted living have the best alignment within the Study Area's market. Positive absorption in the broader market indicates demand in surrounding communities for these types of users.

Source: ESRI Business Analyst, CoStar

RETAIL & FOOD

As noted in the Shopping & Behavior Sections, existing household groups spend on convenience, grocery, and health & wellness. These retail categories have had less disruption from online retail than apparel and big box merchandise. With evident retail leakage, an opportunity exists to capture more retail dollars. A new development is projected to have strong performance as the existing dated retail building stock and formats are hard to convert and re-tenant.

The map below demonstrates how the northern segment of the Study Area is at the center of the existing circumference of retail energy.



THE FUTURE OF RETAIL

Experience is at the forefront of the retail and food & beverage evolution.

Reflective of changing trends, 78% of Millennials prefer to spend money on experiences over goods. Experiences are defined as activities such as travel, recreational activity, entertainment and eating out. Spending on experiences as a percentage of total household spending is 20.4%, exceeding total spend on cars (7.4%), household goods (4.9%) and Internet (1.7%).

In 2016, national spending on eating out surpassed spending on groceries for the first time in history. As part of this evolution, food and beverage (F&B) is commonly being paired with an experience, dubbed "crossover concepts", combinations of F&B and classes, sports, recreation, fitness, crafts, brew pubs, activated landscapes and venues. Space types able to accommodate this combination of experiences are those that offer flexibility in design. An expanding concept and example of this is Punch Bowl Social Club, Pinstripes and Emporium.

Desirable amenities are a driver and key differentiator for developments today. Not only does this bring value to the building and attract dynamic tenants, but the experience surrounding these amenities are not only sought after but expected in today's market.



Crossover Concept Example Punch Bowl Social Club



Activated Landscape at The Domain in Austin, Texas

Source: US Census, Mariposa Chamber of Congress, Harris Poll

SPACE PROGRAMMING

Development Clusters act as a framework to think through combining individual program elements into a vibrant mixed use development.

Individual program elements (below on the left) are based on the Market and Real Estate Analysis. They represent general categories of real estate product types. For this Plan, they serve as a 'menu' of options to create a conceptual program for a mixed use development.

Curating a sense of cohesiveness among uses that complement each other within a mixed use development is important for its success. By combining different mixes of program, we can create a development that achieves economic vitality and a unique sense of place.

PROGRAM ELEMENTS



DEVELOPMENT CLUSTERS



THE STRATEGY

Corridor Redevelopment Strategy

The Gateway

Greenfield & Highway 100

Mobility

Placemaking

The Strategy section contains targeted recommendations to achieve the goals and vision of the Plan. It integrates the comments expressed in the stakeholder interviews and community meetings with the results of the existing conditions survey, market study and real estate analysis to create an implementable development framework.

The focus of the framework is on a catalytic development that will prove the market for mixed use, vibrant pedestrian oriented

places on the Corridor. The intent is that this development will serve as a precedent for future projects in the Corridor. To demonstrate the viability of this concept, the development program was tested on two different Opportunity Sites.

Proposals to improve access and connectivity are also detailed in this section. These proposals are supported by a series of branding and placemaking strategies that aim to recreate the identity of the Corridor.

CORRIDOR REDEVELOPMENT STRATEGY

The plan identifies two Opportunity Sites for redevelopment with the goal of creating a walkable mixed use environment not typically found within the Corridor today.

As noted in earlier sections, Highway 100 has over 100 years of history, and due to evolving market and demographic changes, some areas have become less suited to their original purpose.

Overall, the Corridor consists of two zones, divided by the railroad at the West Allis Cross Town Connector. To the south is a relatively strong auto-centric commercial area with strong retail anchors like Home Depot, Menard's, Target, and several fast casual national restaurant chains. To the north is a second retail center at Greenfield Avenue, more recently plagued by vacancies of its anchor stores like HOBLO, Pick 'n Save, and the recently purchased Sam's Club. In addition to the vacancies, much of this area is oriented to light manufacturing, distribution, and storage which are products of the area's industrial past.

The overall Corridor redevelopment strategy recognizes the relative strengths and weaknesses of these two areas. Since the south area is functioning relatively well for its intended purpose, a convenience-

oriented retail destination, improvements can be more subtle, such as focusing on improving the appearance of storefronts, and diversifying the tenant mix.

Improvements to the area to the north, on the other hand, will require a more deliberate strategy. Here, the current momentum of vacancies and underutilized sites left unchecked could eventually result in an increase of undesirable uses and a persistent lack of private investment.

To counter this trend, the Plan identifies two Opportunity Sites for redevelopment with the goal of creating a walkable mixed use environment not typically found within the Corridor today. Each site is phased with an initial development sized to the current market demand in the area. Later phases are also shown to illustrate the long term potential of the sites. They are called "Opportunity Sites" because they illustrate and test the development concept of a walkable pedestrian place in an otherwise auto-centric corridor. Each of the developments and suggested programs are described on the following pages.

Key Focus Areas

LEGEND:

-  Study Area Boundary
-  Highway 100
-  North & South Boundary
-  Opportunity Sites
-  Northern Gateway
-  Commercial Nodes
-  Cross Corridor Routes

It is important to note that both of these developments are conceptual and speculative in nature since they lack both site control and a developer. Nor are they necessarily exclusive to these sites - they can also be adapted to other sites along the corridor.

The long-term goal is that walkable, mixed use destinations will be more common and that over time the Corridor will evolve into a place that is less auto and convenience oriented.



THE GATEWAY

OPPORTUNITY SITE #1

The vision for this area is to create a pedestrian-friendly mixed-use district that connects to the Hank Aaron Trail and improves the overall northern gateway entry.

The Gateway is a strategically important site located at the very north end of the Corridor just south of the I-94 bridge. Today, the areas contain a mix of industrial facilities , a vacant HOBO store and a Colder's furniture store. The development program for the site is based on a reasonable capture of the 10-year corridor market demand.

Anchoring the southern end of the site, on the east side of Highway 100, is a renovated HOBO building. This concept proposes to adapt it into a combination food incubator, brewery and restaurant. A portion of the existing structure is removed to create an outdoor courtyard for dining space.

Moving north, three new office buildings line the west edge of the site, creating a strong street edge along Highway 100. The southern most in the line is a new 60,000 SF headquarters office building.

Between the office building and the new food incubator/brewery is a new 1 acre park space that creates additional opportunities for outdoor dining and recreation. A new multi-use trail connection running between the buildings and Highway 100 links the Hank Aaron Trail with the rest of the corridor.

Parking for the entire development is located on the east edge of the site where it is largely screened from Highway 100 and shielded from the neighborhoods to the east by the railroad embankment.



Aerial View of Opportunity Site

Development Program:

Office/Medical Office Building:	100,000 SF
Flex/Light Industrial:	40,000 SF
Retail/F&B/Entertainment:	32,500 SF
Food Incubator/Brewery:	25,000 SF
TOTAL	197,500 SF





THEODORE TRECKER WAY

FOOD

Oktoberfest

HWY 100



GREENFIELD AVE & HIGHWAY 100

OPPORTUNITY SITE #2

This development expands upon the existing busy intersection of Highway 100 and Greenfield Avenue to create a new pocket of pedestrian activity near the center of the Corridor.

The site extends from the intersection of Greenfield & Highway 100 to the former Pick'n Save to the west. The development program for the site is based on a reasonable capture of the 10-year corridor market demand.

The goal for the development is to act as the western anchor for Greenfield Ave and create major connections to the rest of the Corridor for automobiles, cyclist and pedestrians.

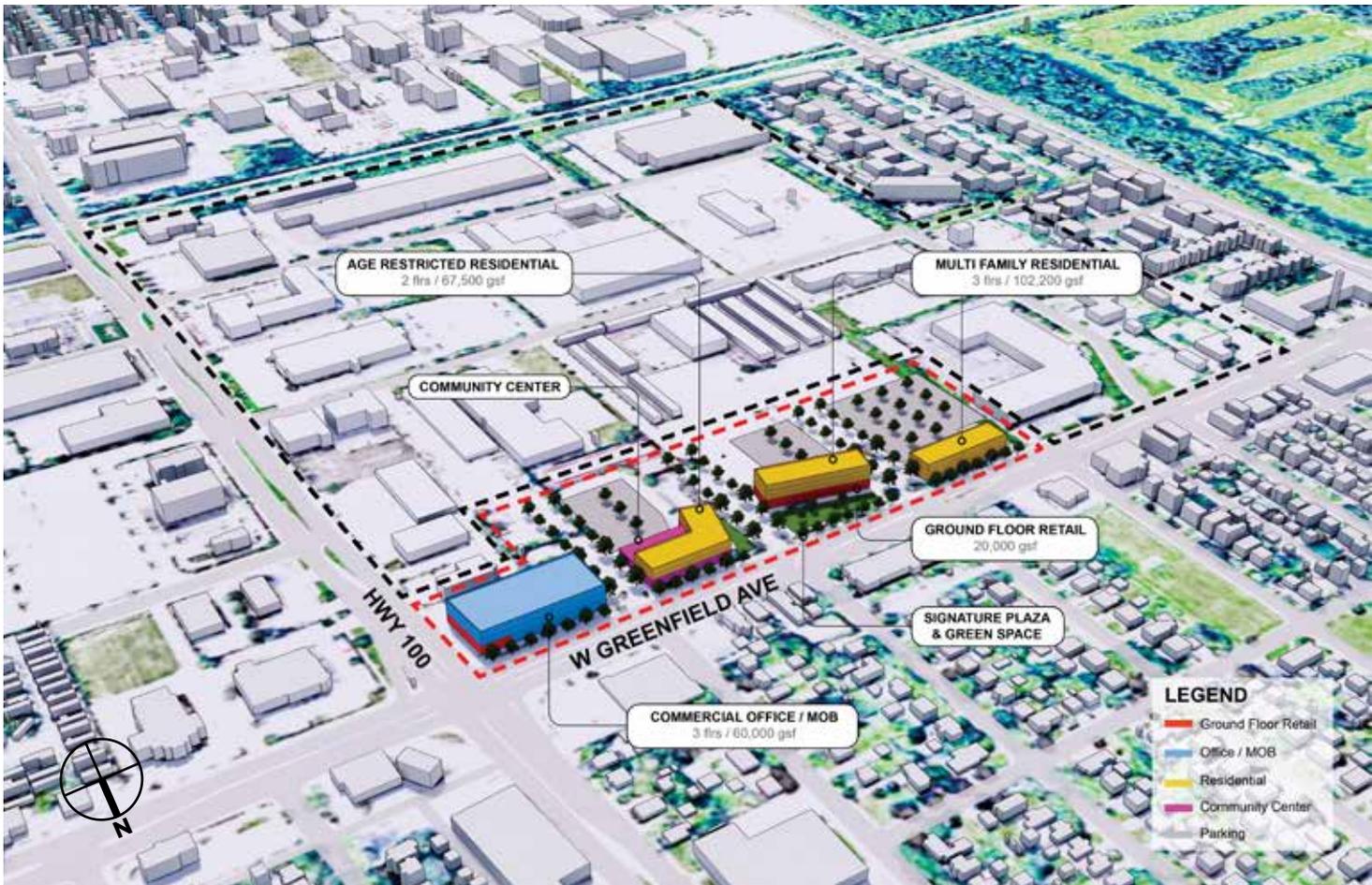
This development could occur in phases, with an initial development that allows for longer-term expansion. The development would spur the introduction of new roads and potential continuation of existing bike trails.



Aerial View of Opportunity Site

Development Program:

Office:	60,000 SF
Multifamily Rental:	102,200 SF
Age-Restricted/Assisted Living:	67,500 SF
Retail/F&B	20,000 SF
TOTAL	249,700 SF





HWY 100



FUTURE OF MOBILITY

Currently, mobility along the corridor is primarily accomplished via private automobiles. Alternative modes of transportation (mass transit, bicycles, pedestrian) should be bolstered to create more access.

The 2030 Plan describes the City's efforts to promote alternatives to driving by "provid[ing] a safe and efficient multi-modal transportation network that will effectively serve the travel needs within the city and region." Focus to date has been on promoting and improving nonmotorized routes.

REGIONAL MULTI-USE TRAILS

Two major regional trails cross the Corridor. At the north end, the Hank Aaron Trail runs parallel to I-94 stretching 14-miles from Downtown Milwaukee to Underwood Creek Parkway, located just west of the Study Area. A new trail connector ramp is in the final stages of construction at the Highway 100 bridge.

About a mile south, running along the railroad line, is the West Allis Cross Town Connector, which extends from 82nd Street to Greenfield Park and then continues for another 8 miles via New Berlin Trail. However, there is no pedestrian connection across Highway 100. A pedestrian bridge has been proposed but never implemented due to budget concerns and insufficient funding. We recommend the City continue to pursue funding options to complete this important regional connection.

ON-STREET BIKE ROUTES

In 2008, the Bicycle Federation of Wisconsin published the Bike and Pedestrian Plan for the City of West Allis to serve as a blueprint for continuous improvement of pedestrian and bicycling conditions. Several improvements to trails and on-street routes were recommended within the Corridor. Six on-street bike routes run east-west along the major arterial routes, and two routes run parallel to Highway 100. 116th Street becomes a critical on-street bikeway connecting the Greenfield Park and the Crosstown Connector to the Hank Aaron Trail. Our recommendations build on the 2008 Plan.

SIDEWALKS AND PEDESTRIAN ROUTES

While Highway 100 does have a continuous 5' sidewalk along both sides for most of its length, it is not an appealing place to walk. According to the stakeholders interviewed, the volume and speed of traffic, the scale of the roadway, and the lack of interesting activities and sites along the way, make the walk seem uninteresting and unsafe. Given the scale of the corridor, we recommend these sidewalks be expanded to 12' wide multi-purpose trails, enhanced with streetscape improvements where feasible. The trails would allow for bikes and other small personal vehicles like scooters or electric skateboards to move

Mobility

LEGEND

-  Study Area Boundary
-  Highway 100
-  North & South Boundary
-  Problem Intersection
-  Northern Gateway
-  Commercial Nodes
-  Cross Corridor

safely and separately from the Highway 100 traffic. This would be implemented as opportunities arise as part of larger developments.

Just off Highway 100, many of the pedestrian routes are fragmented or non-existent between properties. One of the City's current initiatives is to improve these connections through tactical improvements, such as safe parking lots crossings and safer, more attractive connections between neighboring shopping centers.



BRANDING & PLACEMAKING

Creating a sense of place through environmental art, lighting, and streetscape can be one of the quickest ways to change public perceptions of the Corridor.

The Corridor today lacks a distinct identity. As one stakeholder noted, driving along the corridor feels like “anywhere USA, with no clue that you are in West Allis.”

There are a number of placemaking strategies that can help celebrate West Allis and create a unique experience that is more memorable and inviting. By investing in streetscape improvements, signage, environmental art, and lighting, the Corridor can create a dynamic experience that causes visitors to take notice, rather than simply passing through.

The improvements depicted in this chapter represent a toolkit of possibilities that may be employed to create a sense of place. The ideas represent a range of solutions from streetscape improvements, public art, signature bridge structures, signs, and signature lighting installations. Some may be more immediately feasible, others may be implemented in the longer-term, depending on available funding sources.

The physical environment can also be an extension of the West Allis brand, which can be expressed via the City logo or its brand colors. For instance, the water tower at 116th and West Rogers Street could be repainted with the West Allis blue and orange as an

easy way to transform a monumental structure that is usually overlooked into a memorable landmark as illustrated on the following page.

Like the water tower, the vast scale of the Highway 100 roadway will generally require some bold gestures to be noticed by motorists. We explored a variety of options to achieve a dramatic effect at this scale, from enhancing the proposed pedestrian bridge at the West Allis Cross Town Connector, to introducing dynamic lighting at the northern “gateway” near I-94, to planting street trees, illustrated on the next page.

Of course, not all branding and placemaking gestures need to be geared to vehicular traffic. There are also ample opportunities for signage, public art, and lighting displays scaled for the pedestrian, and some of these ideas are illustrated in the Opportunity Sites sections.

STREETSCAPE IMPROVEMENTS

The approach on Hwy 100, just past the I-94 bridge, is unremarkable today (right). The addition of street trees, lighting, and a multi-use trail (middle) can offer a dramatic improvement.



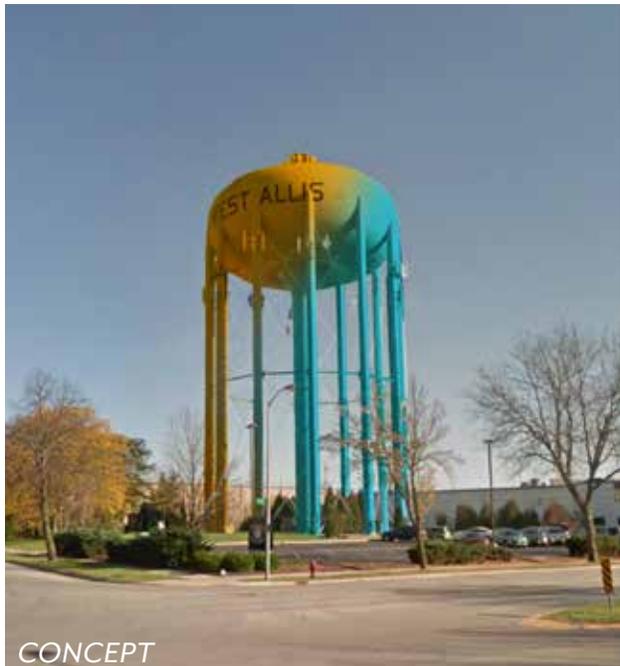
ENHANCE BRIDGE CONNECTION

Create a landmark at the midpoint of the Study Area.



BEAUTIFICATION EFFORTS

Enhance an existing landmark as an opportunity to incorporate the West Allis branding.



CASE STUDY

Second Street
ROCHESTER, MN

Context:

Three mile long corridor consisting of seven lanes stemming from the center of downtown Rochester serves as an economic hub for the city.

Goal:

Continue the connection and economic development of the corridor, improve safety and increase accessibility and mobility for pedestrians and cyclists

Implementation:

ADA compliant pedestrian crossings, painted crosswalks, sidewalk widening, two new lighted intersections, pedestrian activated crossing signal, pedestrian landings, new bus shelters, new trees and planters, benches and the incorporation of custom art installations. Lastly, the corridor was renamed to “Uptown”.

Outcome:

Uptown is now an attractive neighborhood for investment and accommodates all forms of transportation; it is no longer auto-centric. The area’s traffic speed has decreased therefore increasing pedestrian activity. Assessed property values grew

by 30% one year post the project’s completion. Blighted properties have gained attention from investors.

Time:

6 years, 2 years of construction.

Cost: \$7 M

Funding: Revenue from a local option sales tax, state and federal funding.



IMPLEMENTATION

Zoning

Funding Strategies

Action Items



The Implementation section provides the vehicle for change. This section distills the findings and recommendations down to an actionable plan to move the concepts forward.

Addressing zoning and regulatory processes, identifying financial funding strategies and increasing communication and collaboration are all necessary to create a more detailed action plan.

This action plan, or implementation tracker, can be utilized on an on-going basis to follow and track projects through to success.

ZONING

The zoning ordinance update provides an opportunity to deploy uses more intentionally along the Corridor and address stakeholder concerns about split zoning and rezoning to manufacturing uses.

West Allis's current zoning ordinance regulates the uses, building form, setbacks and parking for the Corridor. The majority of areas in the Study Area fall into the following categories: C-3 (Community Commercial), C-4 (Regional Commercial), M-1 (Manufacturing), with an array of single-family (RA) two-family (RB) and multi-family (RC).

Currently, the City is in the process of updating its ordinance. For the Corridor, this work includes predesignating some of the existing manufacturing areas (M-1) into a commercial designation (C-3). Also included is establishing two different manufacturing districts to differentiate between Light (M-1) and Heavy (M-2) uses.

As part of the zoning update, there is an opportunity to address some of zoning issues raised during the stakeholder engagement process. Two such issues are split zoning and requests to rezone C districts along the Corridor to Manufacturing uses.

Spit zoning is where a single property is split between two uses. It occurs along Highway 100 on a few sites just south of the Greenfield Avenue intersection. The challenge for some owners is that this condition burdens industrial users with maintaining retail spaces. It also limits resale potential due to the added complexity of redeveloping the site. One solution to split zoning, is to place stricter aesthetic standards on manufacturing uses along the corridor. Another

solution is to create a new commercial district designation that allows industrial uses in the rear of the site, thus eliminating the need to split the parcel into separate uses.

Requests to rezone parcels along the Corridor to Manufacturing uses should be carefully considered. Once Commercial parcels are rezoned to Manufacturing, they are difficult to convert back to Commercial uses. In general, this report recommends maintaining a Commercial or Mixed Use/Commercial designation along the corridor to achieve the plan goal of a vibrant mixed use places.

In addition to addressing existing issues, there are a number of other zoning ordinance changes the City can consider when modernizing its code. These include adding illustrations and tables, creating new districts such as a light manufacturing district, replace the current principle dimensional metric floor area ratio (FAR) with building envelope standards, implementing spacing standards to deter unwanted uses and potentially adopting a form-based code.

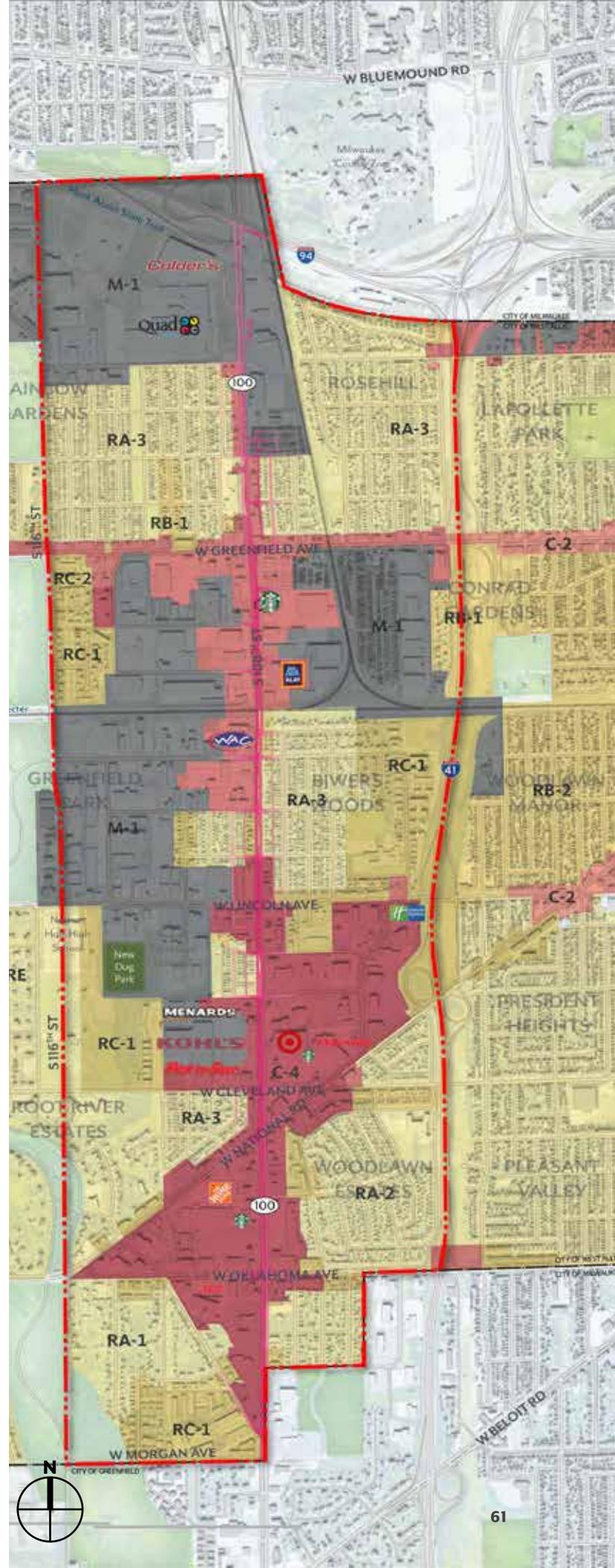
Where flexibility and custom solutions are important, such as the mixed use districts proposed in the Strategy Section, planned unit developments (PUD) may be the most appropriate zoning approach. PUD are a type of overlay zoning that can include additional performance measures and provide the City with greater scrutiny.

Zoning

LEGEND:

- Study Area Boundary
- Commercial (C-2,C-3,C-4)
- Residential (RA-1, RA-2,RA-3, RB-1,RB-2,RC-1, RC-2)
- Manufacturing (M-1)

Finally, with the zoning update, there is an opportunity for the City to provide a greater intentionality around uses along the corridor. Without proper classification of uses within each district (such as the M-1 district which allows almost every use except residential), fragmentation will continue to exist. By being more specific about the intention, yet leaving room for creative approaches through the PUD process, future development can become more consistent, while also minimizing the City's need to respond to zoning changes on case by case basis.



FUNDING STRATEGIES

A series of funding sources can be utilized to finance a new mixed-use developments and Corridor improvements.

Below are three categories of possible funding available from both a public and private perspective available to either the City or the private developer.

GOVERNMENT

- Better Block Group Grants
- New Market Tax Credits (NMTC)
- Community Development Block Grant (CDBG)
- Low-Income Housing Tax Credits (LIHTC)
- Affordable Housing Program (AHP)
- Down payment Plus Program (DPP)
- Other Federal Grants

LOCAL PUBLIC

- Tax Increment District (TID also known as TIF)
- Business Improvement District (BID)
- Neighborhood Based Improvement District (NBID)
- Development Agreement
- Special Incentive Packages

PRIVATE

- Investor (s)
- Developer (s)
- Bank Loan

CASE STUDY

Aurora Avenue North SHORELINE, WA

Context: Shoreline is a first-tier suburb north of Seattle. Aurora Avenue North was an auto-centric four-lane highway with one of the highest crash rates in the state, at nearly one per day.

Goal: Improve safety, spur economic development, alleviate traffic congestion, enhance sustainability and increase the number of amenities for pedestrians.

Implementation: Infrastructure improvements such as upgraded sidewalks, landscaped medians, the addition of left and U-turn pockets, new street and pedestrian lighting, colored and scored concrete crosswalks, underground utilities and a new sustainable water infrastructure. In tandem, the city improved its section of a larger cycling trail with an iconic bridge crossing over Aurora Avenue North.

Outcome: Car crashes have declined by 60%, multiple new businesses and community services have opened and 700 new housing units have been added

with another 1,000 units proposed or under construction.

Time: 20 years

Cost: \$146 M

Funding: 21 different sources including Shoreline's capital improvement program, county, state and federal funding.



Before



After

ACTION ITEMS

Below is a list of initiatives to accomplish the goals and recommendations of this Plan. Through the use of a Implementation Tracker, the City can quickly summarize the key players and easily visualize key project metrics like Cost, Complexity or Completion.

ADDRESS UNDERUTILIZED SITES & RECENT VACANCY

- Identify key areas of opportunity
- Engage owners, brokers, market the vision
- Launch new initiatives regarding vacant spaces and buildings

UPDATE ZONING CODE

- Add use categories, graphics and illustrations within zoning code
- Establish M-1 and M-2 designations to differentiate between Light and Heavy Industrial/ Manufacturing Uses

CREATE FAVORABLE FINANCIAL DRIVERS

- Incentive structure/gap financing (e.g. TIF)
- Re-investment vehicles(e.g. BID)
- State and federal funding
- Public sector investment and land procurement
- Facade improvement grant for small business owners
- New Market Tax Credits
- Block grants
- Hotel Room Tax to create destinations

EXAMPLE SECTION OF THE IMPLEMENTATION TRACKER

	IMPLEMENTATION	PROJECT CHAMPION	PARTNER ORGANIZATIONS	COST	COMPLEXITY	PRIORITY
BRANDING & PLACEMAKING						
	Incorporate West Allis's current branding into Hwy 100	Communication Department	Savage Solutions	\$	Small	High
	Complete public realm brand strategy for Hwy 100 (Master Plan for artwork/lighting)	Department of Development	Art Scope	\$\$	Medium	High
	Conductor Feature lighting	Engineering/Public Works	DOT	\$	Large	Low
	Enhance existing bridge, brand with "West Allis" for example	Department of Development (Planning & Zoning)		\$	Small	High
	Build potential pedestrian bridge	Department of Development (Planning & Zoning)	DOT	\$\$\$	Large	Low
	Paint water tower	Public Works	Art Scope	\$	Small	High
	Landmark lighting	Department of Development	Art Scope, Planners	\$	Small	High

IMPROVE MOBILITY

- Study feasibility of converting sidewalk to multi-use path
- Perform analysis to determine the necessity of a traffic study for Opportunity Sites and other potential development sites.
- Continue to address connectivity within developments
- Implement pedestrian bridge to connect the bike trail to Hwy 100

STAKEHOLDER COMMUNICATION & COLLABORATION

- An initiative to communicate this plan
- Schedule recurring networking meetings and events
- Create organizations to implement initiatives promoting small businesses and entrepreneurship.
- Collaborate with Neighborhood Associations and Advocates

BRANDING & PLACEMAKING

- Incorporate West Allis current brand identity along Highway 100
- Complete public realm brand strategy for Hwy 100 (Master Plan for artwork/lighting)
- Enhance existing bridge
- Painting the existing water tower