

# GRANVILLE 2.0

# VISION REPORT

A FRAMEWORK FOR REDEVELOPMENT OF THE  
**FORMER NORTHRIDGE MALL SITE**

**City of Milwaukee**  
December 2025

*Prepared by:*



*In partnership with:*



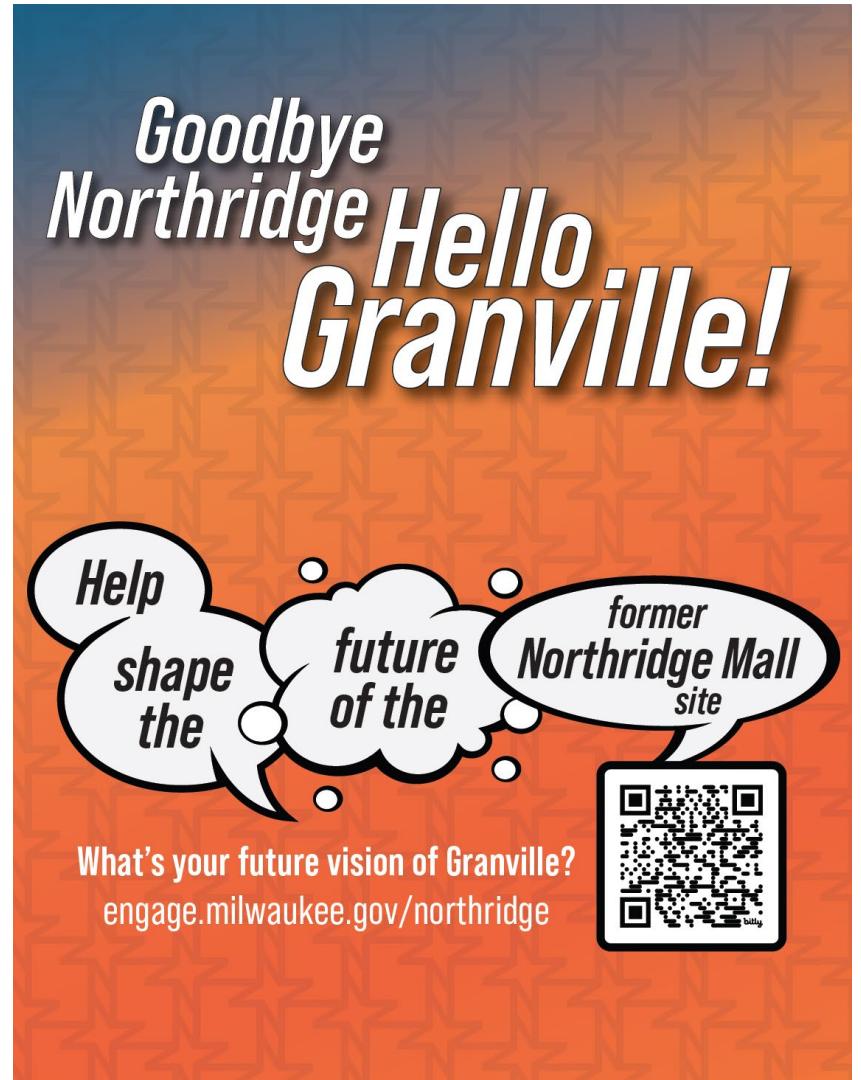
*Support from:*



# Vision Report

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# Vision Report: Executive Summary

## Purpose of Report

The site of the former Northridge Mall, now known as Granville Station, represents the largest development site in the City of Milwaukee, with over 58 acres of land ready for new development. This report summarizes current efforts of the City of Milwaukee and its partners to explore the public perception, market opinions, and economic potential of various land use and design scenarios for redeveloping the former Northridge Mall site.

*\*This work continues, and the report may be revised or amended as further study of the market potential, site design alternatives, and public input proceeds.*

## Public Engagement

Opportunities for the public to learn about the project, provide input, and engage with the project team have been made available throughout this effort. In 2024, the City launched an online engagement platform which asked participants: "What's your big idea for the former Northridge Mall site?" Over 200 unique ideas were submitted by the public. The City held a public meeting at the site in early 2025 which drew over 100 attendees. The project team also participated in several town halls, press conferences, and other events related to the project.



## Market Analysis

A preliminary market study was prepared to explore the economic potential of various development scenarios for residential, commercial and industrial users. Market interviews were conducted in conjunction with the analysis to solicit perspectives and feedback about the site's redevelopment potential. The study found a challenging market for retail, with some potential for housing and strong demand for industrial space. In all scenarios, it was noted that a significant 'catalyst' would be needed to change the market dynamics and support continued development at the site and in the larger area.

## Key Recommendations

- Focus early recruitment efforts on pursuing a catalytic 'anchor user' that can generate regular activity, attract additional investment, and redefine the identity of the area.
- Continue to engage the development community and other stakeholders to understand shifts in market opinions and gather additional insights.
- Continue to evaluate the design, economic viability and infrastructure constraints of various scenarios.

## Key Next Steps

- Market the site for new development, and work with partners to launch a national recruitment campaign for a large high-impact user.



# Planning Context

# Planning Context: Northridge Mall Timeline

## 1972 Northridge Mall Opens

The mall was as a community anchor and a catalyst for suburban-style development on Milwaukee's Northwest Side.



1975 Birds Eye View of Northridge Area  
Source: Milwaukee County



Granville Station Monument Sign  
Northwest Side Area Plan



Northridge Mall in 1973  
Source: Urban Milwaukee

## 2003 Northridge Mall closes

After more than 30 years in operation

## 2004 Granville Station

Menards and Taco Bell open on parts of the former mall property. The site is rebranded as Granville Station.

## 2008 Property Sale

A new owner acquires the remainder of the former Northridge Mall and proposes an Asian wholesale market. Those plans never proceed and the building begins to fall into disrepair.

## 2017 City Acquires Former Boston Store & Ring Road

From a local company after their efforts to acquire the larger mall were unsuccessful.

## 2019 City Issues Raze Order

The abandoned property had become a major nuisance and public safety concern.

## 2023 City Files Tax Foreclosure Lien



Demolition at Northridge  
Milwaukee Journal Sentinel



Northridge Mall in 2024  
Source: Urban Milwaukee

## 2023-Q4 State Funding

Gov. Evers announced \$15 million in state funding to support demolition of the mall.

## 2024-Q1 City Ownership

City of Milwaukee was awarded ownership of the vacant mall via property tax foreclosure.

## 2024-Q3 Demolition Begins

Town hall held regarding Northridge

## 2025-Q1 Public Engagement

City hosts public meeting on the future of Northridge & advances effort to plan for redevelopment.

## 2025-Q4 Demolition Complete

# Planning Context: Existing Plans for Granville



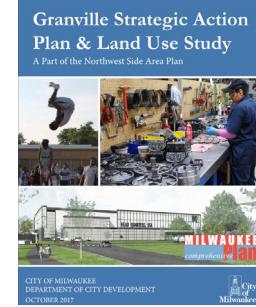
## Northwest Side Area Plan (2007)

Part of the City of Milwaukee's Comprehensive Plan

- Granville Station (Northridge) is a Catalytic Project
- Create a mixed-use development with housing
- Include an “anchor institution”



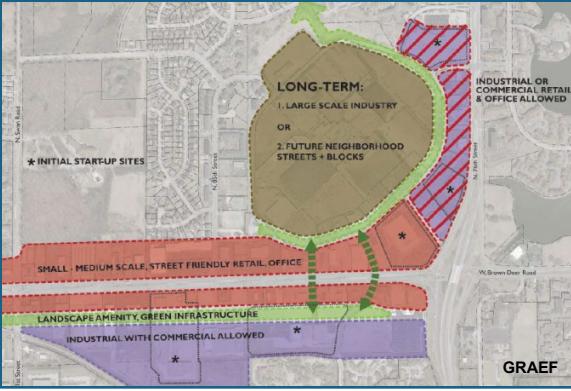
Conceptual Site Plan (Housing)  
Northwest Side Area Plan (2007)



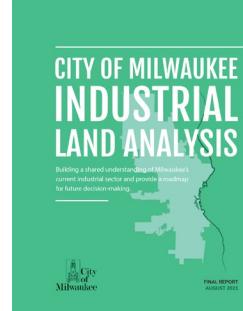
## Granville Strategic Action Plan & Land Use Study (2017)

An amendment to the Northwest Side Area Plan

- Commercial areas may transition to other uses where retail is not supported.
- Further explore long-term redevelopment options for Northridge, including large scale industry or future neighborhood streets + blocks
- Modern industrial space could create jobs and add to the tax base. New industrial buildings should meet high standards for design and job creation.
- Medical, educational, entertainment and office uses could also be incorporated.



Future Land Use Diagram for Brown Deer Road  
Granville Strategic Action Plan & Land Use Study (2017)



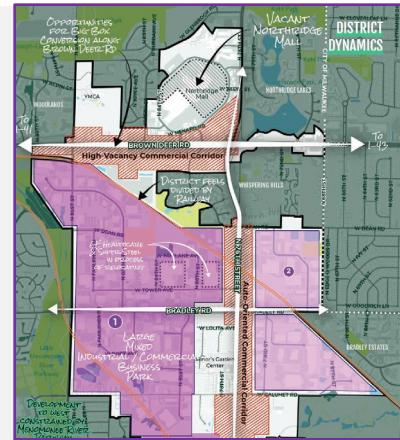
## City of Milwaukee Industrial Land Analysis (2021)

Part of the City of Milwaukee's Comprehensive Plan

- Support the redevelopment of the former Northridge Mall site for large-scale industrial development.



Conceptual Site Plan (Industry)  
Granville Strategic Action Plan & Land Use Study (2017)



Granville Business District  
Industrial Land Analysis (2021)

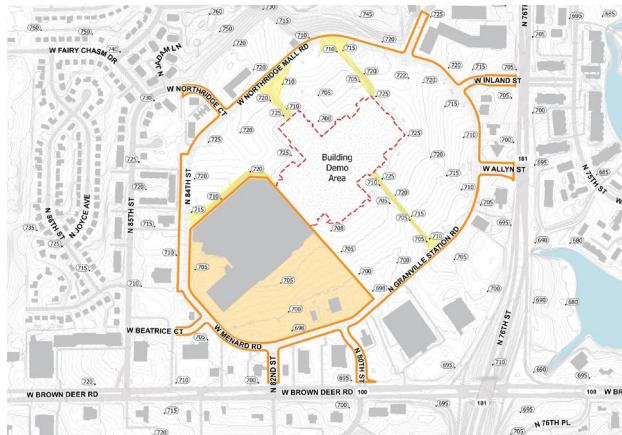
# Planning Context: Existing Site Conditions

## Site Features

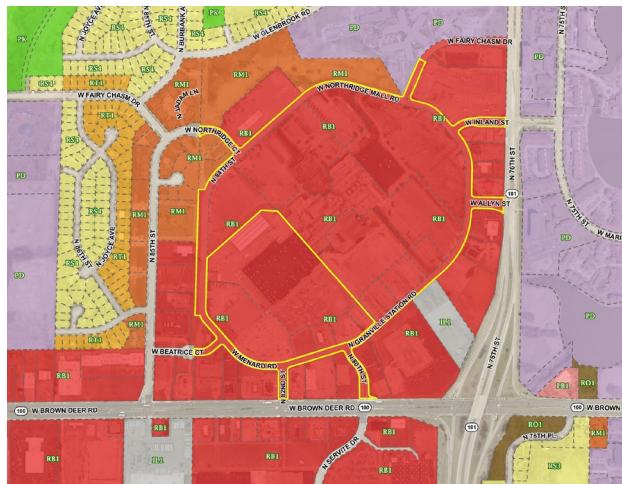
- Location:** North of W Brown Deer Rd & west of N 76<sup>th</sup> St.
- Owner:** City of Milwaukee
- Property Size:** 58.99 Acres
- Status:** Vacant land
- Topography:** Grade change of 10 feet sloping from northwest to southeast
- Existing zoning:** Regional Business (RB1) – allows for a wide range of commercial and residential uses.

## Infrastructure Considerations

- Existing streets and underground utilities generally do not meet City design standards and will need to be replaced.
- Electric, water, and other utility services were designed and sized for a monolithic, low-intensity user (the mall) and will need significant upgrades to support redevelopment.
- The electrical sub-station on the north of the site has been decommissioned.
- Stormwater at the site is directed under N 76<sup>th</sup> Street to Northridge Lakes, but this arrangement is not formalized.



Existing Topography



Existing Zoning

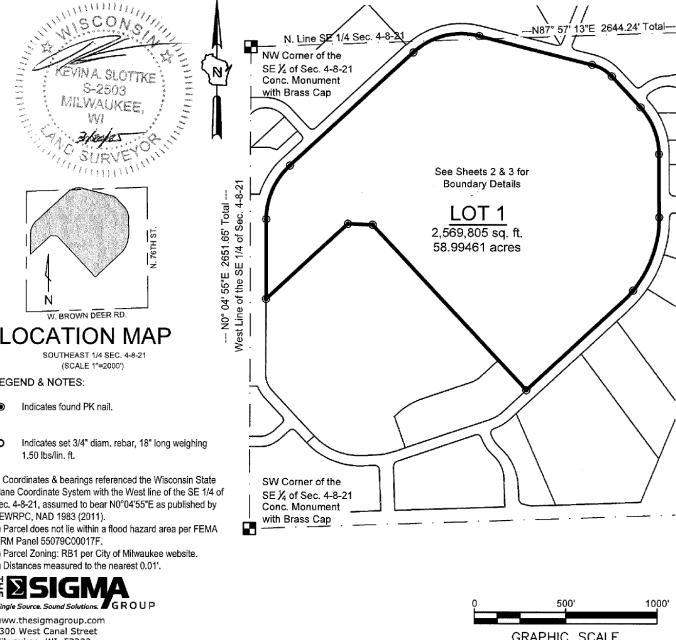
[Google Maps Street View Link](#)

## CERTIFIED SURVEY MAP NO. 9682

All of Lots 2, 4, 5, 6, 10, 11, and part of Lot 3, all in Block 1 of "GRANVILLE STATION", being part of the Northwest 1/4, Northeast 1/4, Southeast 1/4, and Southwest 1/4 of the Southeast 1/4, and the Southeast 1/4 and Southwest 1/4 of the Northeast 1/4, all in Section 4, Town 8 North, Range 21 East, in the City of Milwaukee, Milwaukee County, Wisconsin.

Addresses: 8221 W Northridge Mall Rd, 9101 N Granville Station Rd, 9009 N Granville Station Rd, 8977 N Granville Station Rd, 8955 N Granville Station Rd, 8933 N Granville Station Rd, 7700 W Brown Deer Rd

Tax Key #s: 032-0170-000, 032-0171-000, 032-0162-000, 032-0164-000, 032-0165-000, 032-0166-000, 032-0163-100



Certified Survey Map

# Planning Context: Your BIG Ideas for Granville!

## Reoccurring Themes

- Sports and Recreation:** Over 40% of online comments specifically mentioned opportunities for sports and recreation, which had broad enthusiasm and emerged as the strongest single theme from public engagement.
- Walkable Urban Village:** A high number of comments focused on creating a walkable mixed-use district with a central gathering space and options for housing, retail, restaurants and entertainment.
- Education and Workforce Training:** Many comments mentioned job training centers, and several participants suggested partnering with a local university or technical school.
- Healthcare:** Some expressed a desire for new hospitals, clinics and health centers.
- Food, Culture and Sustainability:** Requests for a grocery store or farmers market were common, with several comments also mentioning sustainability - including urban farming, renewable energy and green buildings. Cultural/community uses are also desired

### Sports Complex

Posted by JessR | a year ago

It would be appreciated if the new development considers the health and wellness of city of Milwaukee residents. It would also encourage positive energy and there would be structured activities if it could become a sports complex that features ice competitions such as figure skating, hockey and other activities. Along with a track and other indoor sports with turf. Currently the Pettit does not accommodate to ADA needs, so it's time we have a place that can allow audiences that may not be...

35 Likes

### Recreation center

Posted by Anonymous | 10 months ago

It would be great to have a center for different types of recreation - The Rock in Franklin seems to be very busy & highly utilized. Someplace with green space, pickleball courts, playgrounds, courts, fields, some stands so could have spectators & tournaments.

6 Likes

### Mixed Use Zoning

Posted by Anonymous | a year ago

Apartments above restaurants, bars, businesses, and storefronts. Some single-family units, some duplexes. Make it a pedestrian zone. Give it a communal green space. Make it a destination—somewhere inviting that people actually want to be.

5 Likes

**Catalytic Project:** Many participants emphasized the need for development at Northridge to contribute to the success of the larger Granville area.

**Housing:** Comments specifically focused on housing were mixed. There was broad support for new housing at Northridge, but with different priorities for housing type, affordability and tenure; and some mentioned concerns about replicating the conditions at nearby properties and reinforcing the area's high concentration of subsidized units.

**Manufacturing/Employment:** Manufacturing was mentioned less frequently than other potential uses, but comments overall were positive towards creating new employment opportunities.



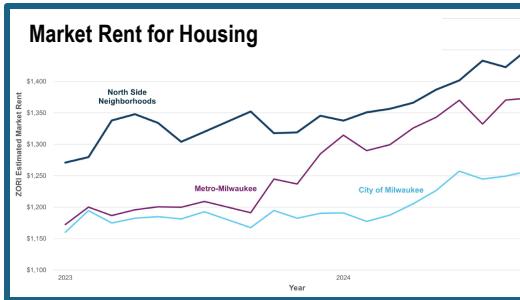
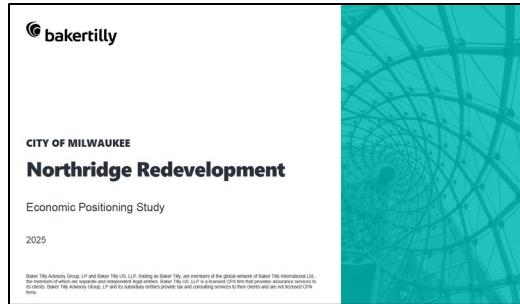
# Planning Context: Economic Positioning Study

## Assessing the Market Potential of Northridge

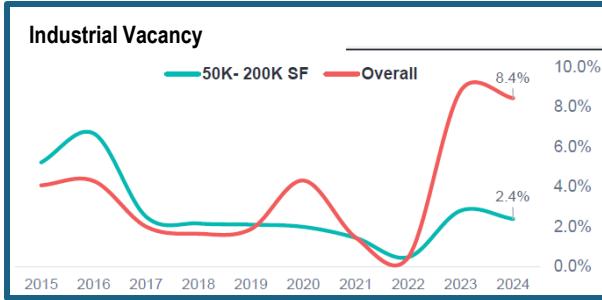
As part of the consultant team for this effort, Baker Tilly conducted a Study during the first half of 2025 to examine the redevelopment potential of the former Northridge Mall. The Study seeks to explore the economic potential of various development scenarios for residential, commercial and industrial users. Market interviews were conducted in conjunction with the analysis to solicit perspectives and feedback about the site's redevelopment potential. The Study was used to shape this report.

### Key findings from the Study:

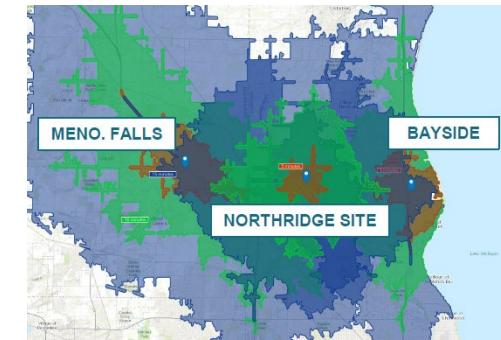
- The retail market in the area has seen persistent stagnation. Underperformance over the past 20 years has led to a high vacancy rate at commercial properties.
- Several larger vacant retail spaces have been successfully converted to industrial uses in recent years.
- Look to leverage the existing Menards Store as an activity generator.
- Industrial areas on the Northwest Side of the City represent a strong regional employment center. The market near Northridge is well positioned for light industrial uses, and the site could deliver up to 700,000 square feet of new industrial space.
- Rental housing rates in the area around Northridge are 15% higher than the City average, rent inflation has been a persistent trend, and a majority of rental households are cost burdened (housing cost > 30% of income).
- Very few new housing units have been developed near Northridge over the past 30 years, but market activity is occurring to the east in the Village of Brown Deer and a proposed housing development to the west will further test the market.



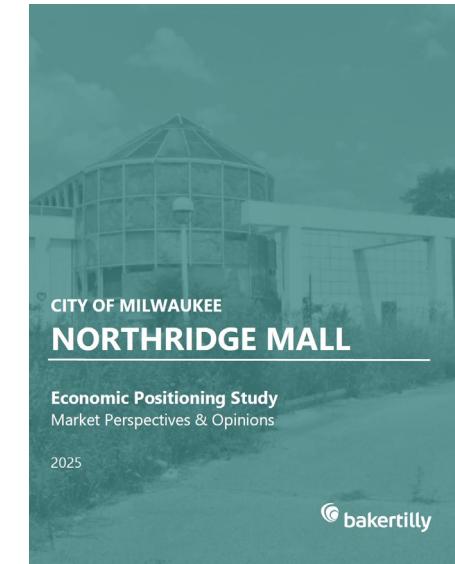
Residential rents are high and have been rising  
Northridge Economic Positioning Study



Industrial vacancy is low, spaces sized 50K to 200K outperformed | Northridge Economic Positioning Study



Northridge competes with overlapping trade areas in suburban locations  
Northridge Economic Positioning Study



# DEVELOPMENT SCENARIOS

Assessing the potential for redevelopment at Northridge

# Development Scenarios: Evaluating Alternatives

## Assessing the potential for redevelopment of Northridge

To assess the potential for new development at the former Northridge site, two broad categories of potential uses, 1) housing/mixed-use and 2) manufacturing/employment, were investigated to understand the market potential for each. This included both a traditional market analysis and confidential interviews with development experts and market participants. Public engagement was also designed to collect feedback on these two broad categories of land use. There was also consideration of maintaining flexibility in the final mix of uses or establishing multiple zones within the site that could accommodate different types of development.

### Scenario 1: Jobs Focus.

A modern business park with a focus on job creation



Menomonee Valley Industrial Center  
Source: City of Milwaukee

### Scenario 2: Housing Focus.

A mixed-use environment with a focus on new housing



Westlawn Gardens Neighborhood  
Source: City of Milwaukee



## Incorporating Public Space

Open green space and public gathering spaces should be integrated into the design of either scenario. While the physical characteristics of these spaces would depend on the uses they support, there is broad consensus for including them. Well designed public spaces have been a vital component of both industrial and neighborhood development across the City.

Top: Drexel Town Square. Source: GRAEF

Bottom: Menomonee Valley Community Park. Source: City of Milwaukee

### Scenario 3: Prioritize an Anchor User

While the market analysis identifies pros and cons of both scenarios, with industrial uses being most viable in the short term, there was a sense that either scenario would be more successful, and more likely to catalyze development in the larger Granville area over the long term, if it were to include a large anchor user that could leverage the site's size and accessibility, generate daily activity, attract additional investment, and help redefine an identity for the area.



Aurora Medical Center in Summit, WI  
Source: aurorahealthcare.org

# Development Scenarios: Jobs Focus

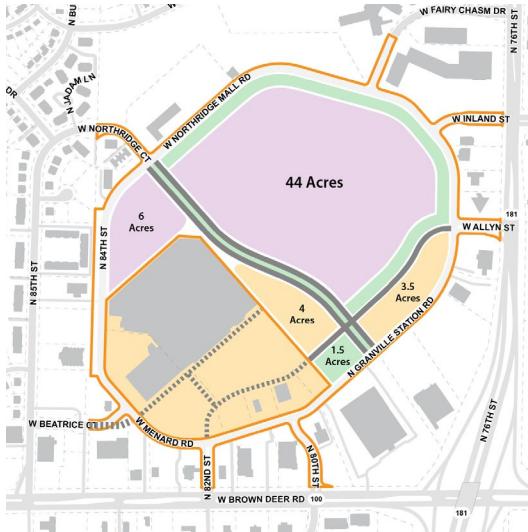
## Scenario 1: Redevelop the site into a modern business park with a focus on job creation

### PROS:

- Large site offers potential to attract a major company to the City and region.
- Stronger market for industrial space compared to housing/retail.
- Opportunity to create hundreds of family supporting jobs.
- Aligns with recommendations of the Granville Action Plan (2017) and the City's Industrial Land Analysis (2021).

### CONS:

- Industrial development generates lower tax base than residential or mixed-use development.
- Some uses may be incompatible with other complimentary uses, including existing adjacent residential areas.
- Modern manufacturing often requires fewer employees, and high expectations for job creation may not be realized.



Example site plan for business park development  
Source: GRAEF



Badger Railing Facility in Menomonee Valley  
Photo: badgerrailing.com

### Considerations for Industry:

The market for industrial space in the area is strong relative to other alternatives, and a jobs-focused redevelopment would build on the success of adjacent business parks and help to grow the City's economic base. Industrial land makes up just 3% of the City's land area, but hosts 20% of the City's jobs.

Providing space for new or existing companies to expand within the City has several benefits, but trends in modern manufacturing are resulting in far fewer jobs/acre than in the past, and most industrial uses generate significantly less tax revenue than typical commercial or residential development.

Strong demand for logistics and distribution could provide a quick fix, but with less public benefit than other uses. An employment-focused redevelopment of Northridge is possible, but a catalytic anchor is needed for this scenario to reach its full potential.



Komatsu Mining Corp. Harbor District Campus.  
Photo: Biz Times

# Development Scenarios: Housing Focus

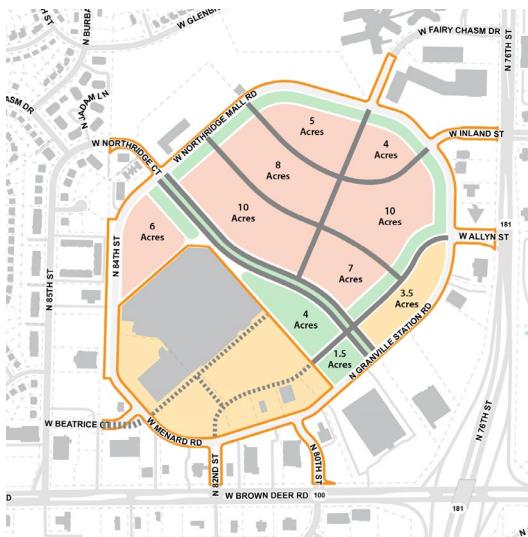
## **Scenario 2: Redevelop the site into a mixed-use environment with a focus on new housing.**

## PROS:

- Potential for active public spaces to create a strong identity for the area.
- Opportunity to create hundreds of new housing units.
- New customers to help energize existing retail space in the area.
- More workers in close proximity to existing industry.
- Higher potential tax-base for the City.
- Site is clean and suitable for residential development.

## CONS:

- Unproven market, with little development activity in past 30 years.
- Development process may be slower and less predictable.
- Concerns about high concentration of subsidized units, and/or economic feasibility of market rate units.
- Large investment needed to bring in sufficient infrastructure: electricity, water, etc.
- Need for supporting services: healthcare, police, schools, parks, etc.



## Example site plan for neighborhood development



New housing near Brookfield Square in Brookfield, WI  
Source: *Milwaukee Business Journal*

## Considerations for Housing:

A housing focused development – supplemented with neighborhood-serving commercial uses and set within a walkable framework of streets, blocks, and public spaces – could establish a new “heart” for Granville, advance City goals for housing supply, attract new customers and employees for area businesses, and generate significant tax revenues for public improvements and City services.

However, current market conditions are not favorable to new housing, and major public investments would be needed to support the project. Affordable or workforce housing could be viable, but this would reinforce the high percentage of subsidized units in the area and reduce demand and resources for affordable housing in other locations. Without a clear catalyst to redefine the identity of area, a housing focused development will be challenging.



Housing over retail at Drexel Town Square in Oak Creek, WI. Source: GRAEF

# Development Scenarios: Anchor User

## Scenario 3: Recruit a large anchor user to drive demand for new investment in the area.

### Establishing a Catalyst

The former Northridge Mall site is the largest contiguous development site in the City of Milwaukee, and has long been seen as a key 'catalytic site' on the City's Northwest Side. Both the housing-focused and jobs-focused scenarios offer several benefits, but it is unclear in either case whether the current market would support the level of investment needed for the site to reach its full potential. Public input over the past year has revealed many exciting ideas beyond these base scenarios, with a common theme being that the City should think big and take full advantage of this generational opportunity for transformation.

The most popular suggestions from the public were related to attracting sports, entertainment, or recreation related uses as an important amenity and regional demand generator. Other big ideas included a large healthcare or education user, a large manufacturing company or other major employer, a Hmong cultural district and Asian food wholesale facility, and a walkable urban village and town square. While the likelihood of some of these ideas coming to fruition may be small, their potential is unknown without further outreach and analysis.

**This Report recommends a proactive effort to recruit a large anchor user that can be a catalyst for the area, while continuing to explore site design concepts and evaluate the economic viability and public benefits of various development scenarios in case a large user cannot be secured in the initial round of recruitment.**

### PROS:

- Potential to serve as a catalyst for development in the larger Granville area.
- Opportunity to inform site design and attract complementary uses.
- Simplified process for land disposition and public infrastructure provisions.

### CONS:

- Uncertain timing and prospects, as redevelopment requires alignment with a specific unidentified user.
- Large footprint user may reinforce a "superblock" development pattern limiting walkability and use diversity.
- Dependence on a single user concentrates long-term economic risks should the user eventually fail.

Example Anchor Uses:



### Youth Sports Facility

Grand Park Sports Campus  
Westfield, IN | [westfieldworks.com](http://westfieldworks.com)



### Entertainment Complex

Compass Entertainment Complex  
Irvington, VA | [virginiariverrealm.com](http://virginiariverrealm.com)



### Hospital or Clinic

Ascension Hospital | Mequon, WI  
[healthcare.ascension.org](http://healthcare.ascension.org)



### College or University

Alverno College | Milwaukee, WI  
Photo: Urban Milwaukee



### Research Center

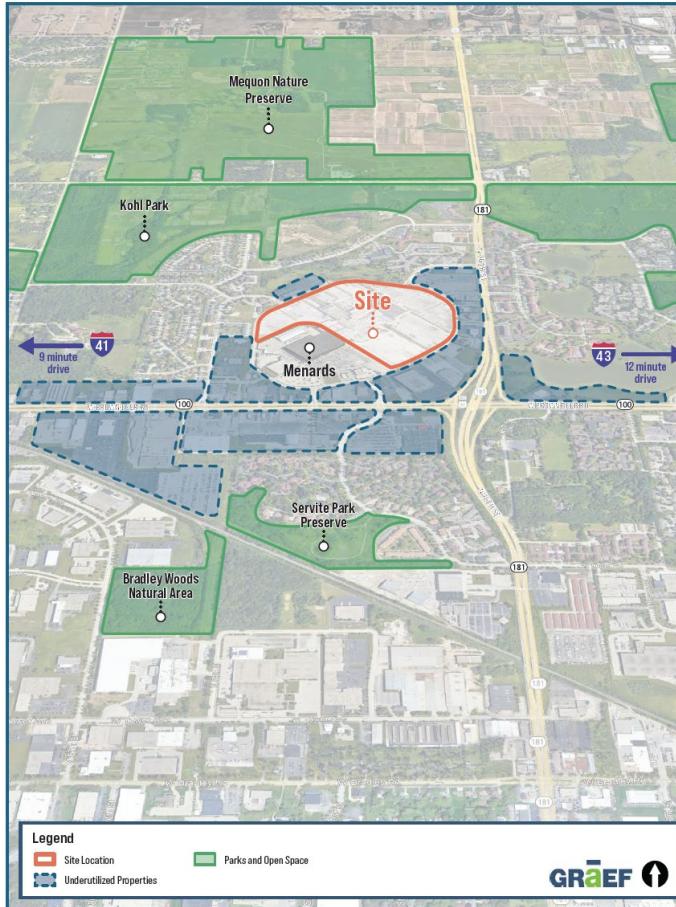
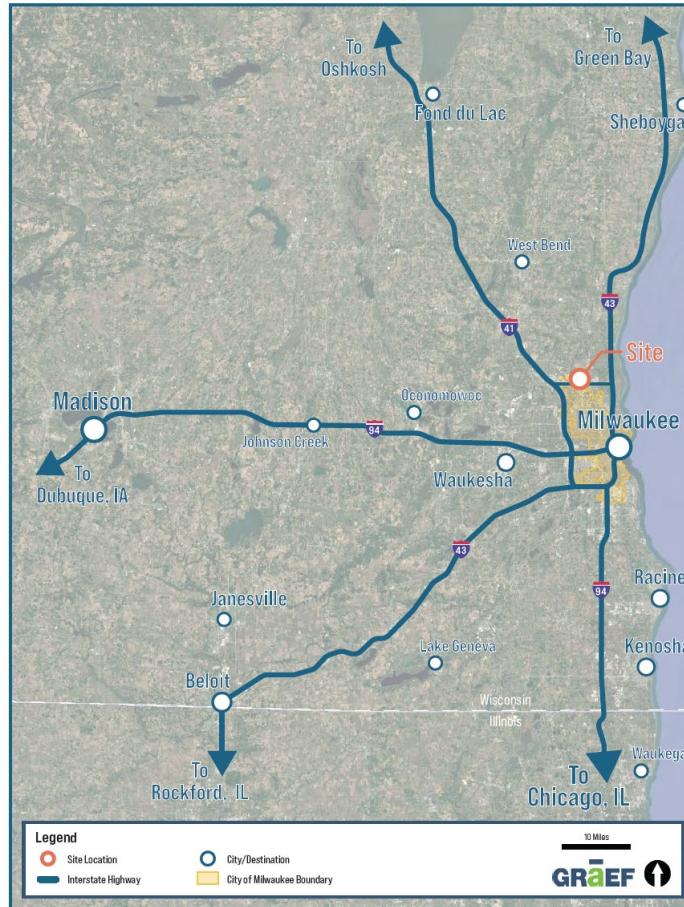
Nanotech Innovation Hub  
Albany, NY | [ny-creates.org](http://ny-creates.org)



### Major Employer

Milwaukee Tool | Milwaukee, WI  
Photo: Biz Times

# Development Scenarios: Criteria for Redevelopment



## Objective:

Redevelop the former Northridge Mall site in a way that benefits the Granville area, the City of Milwaukee, and the State of Wisconsin.

## Criteria: Deliver an Anchor Use that...

1. Facilitates capital investment and adds to the City's tax base.
2. Creates a substantial number of new family sustaining jobs and that may include new housing.
3. Spurs additional investment at surrounding properties in the Brown Deer Road Corridor.
4. Establishes a community focal point for the neighborhood with a strong sense of place.
5. Leverages the site's large footprint to create a large impact.

ANCHORS TO EXPLORE  
FOR GRANVILLE:

- 1) Sports, Recreation & Entertainment Hub**
- 2) Healthcare, Wellness & Life Sciences Campus**
- 3) Advanced Manufacturing & Innovation Campus**
- 4) Workforce Training, Trades & Employment Center**
- 5) Food & Culture Hub or Marketplace**

# **BIG IDEAS**

## **TO ANCHOR GRANVILLE**

# BIG IDEAS: Anchors to Explore for Granville

## 1. Sports, Recreation & Entertainment Hub

### Potential Anchor Uses:

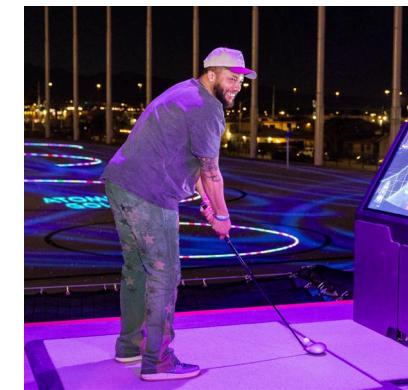
- Indoor/Outdoor Youth Sports Complex
- Entertainment Complex or Amusement Park
- Film Production Studio

### Potential Supporting Uses:

- Housing, Retail, Restaurants
- Hotel, Medical Office
- Recreation Facility



**PSM Icehouse** | Fort Wayne, IN  
*image: Sports Facilities Companies*



**Atomic Golf** | Las Vegas, NV  
*image: atomicgolf.com*



**Compass Entertainment Complex**  
Irvington, VA | [virginiariverrealm.com](http://virginiariverrealm.com)



**Proposed Film Production Studio near Austin, TX**  
*image: Austin Business Journal*

# BIG IDEAS: Anchors to Explore for Granville

## 2. Healthcare, Wellness & Life Sciences Campus

### Potential Anchors:

- Hospital
- College, Healthcare Job Training
- Medical Research & Development Facility
- Medical Technology Company (M7 Key Industry)

### Supporting Uses:

- Housing, Retail, Restaurants
- Health Clinic, Medical Office
- Recreation Facility



**Aurora Health Center** | Greenfield, WI  
image: HGA Architects



**Thermo Fisher Scientific Viral Vector Manufacturing Facility** | Plainville, MA | image: businesswire.com



**Nexus Pharmaceuticals Medicine Manufacturing Facility (Lilly)** | Pleasant Prairie, WI | image: BizTimes.com

# BIG IDEAS: Anchors to Explore for Granville

## 3. Advanced Manufacturing & Innovation Campus

### Potential Anchors:

- College, Job Training and Employment Center
- Industrial Research & Development Facility
- Advanced Manufacturing Facility
- Industrial AI / Tech Company
- Energy, Power & Controls Company (M7 Key Industry)

### Supporting Uses:

- Office & Business Services
- Light Manufacturing
- Warehouse & Distribution
- Recreation Facility



Generac Power Systems facility | Beaver Dam, WI  
Source: *Milwaukee Business Journal*



Advanced Manufacturing Workforce & Innovation Hub in Hamilton, OH is a partnership between Miami University and Butler Tech.  
Source: *Miami University (OH)*



Rockwell Automation's Academy of Advanced Manufacturing offers high-tech manufacturing job training for veterans. | *Milwaukee Journal Sentinel*



Direct Supply | Milwaukee, WI  
Source: *Cross Management*

# BIG IDEAS: Anchors to Explore for Granville

## 4. Workforce Training, Trades & Employment Center

### Potential Anchors:

- College or Trade School, Job Training & Employment Center
- Construction Company, or Trades Companies
- Mechanical Manufacturing Company (M7 Key industry)
- Modular Home Production Facility (ECO)
- Net-zero Modular Home Community

### Supporting Uses:

- Housing, Office, Social Services, & Business Services
- Contractor's Shops and yards, Furniture, & Appliance Store
- Light Manufacturing, Warehouse & Distribution
- Recreation Facility



**HiFAB Modular Home Facility** | Grand Prairie, TX  
Source: [buffalomodular.com](http://buffalomodular.com)



**Standard Electric Company** | Milwaukee, WI  
Source: [UrbanMilwaukee.com](http://UrbanMilwaukee.com)

# BIG IDEAS: Anchors to Explore for Granville

## 5. Food & Culture Hub

### Potential Anchors:

- Fresh Food Market
- Fresh Food Distribution Center
- Food and Beverage Company (M7 Key Industry)

### Supporting Uses:

- Cultural Institution or Community Center
- Housing, Retail, Restaurants, Personal Services
- Seasonal Market
- Food Processing
- Warehouse & Distribution
- Recreation Facility



**Hmongtown Market** | St. Paul, MN  
*Image: Caitlin Abrams*



**Palermo's Pizza** | Milwaukee, WI  
*Image: OnMilwaukee.com*



**Saputo Cheese facility** | Caledonia, WI  
*Image: Zilber Property Group*



**United Natural Foods** | Sturtevant, WI  
*Image: www.ericoxendorf.com*

# RECOMMENDATIONS & Next Steps

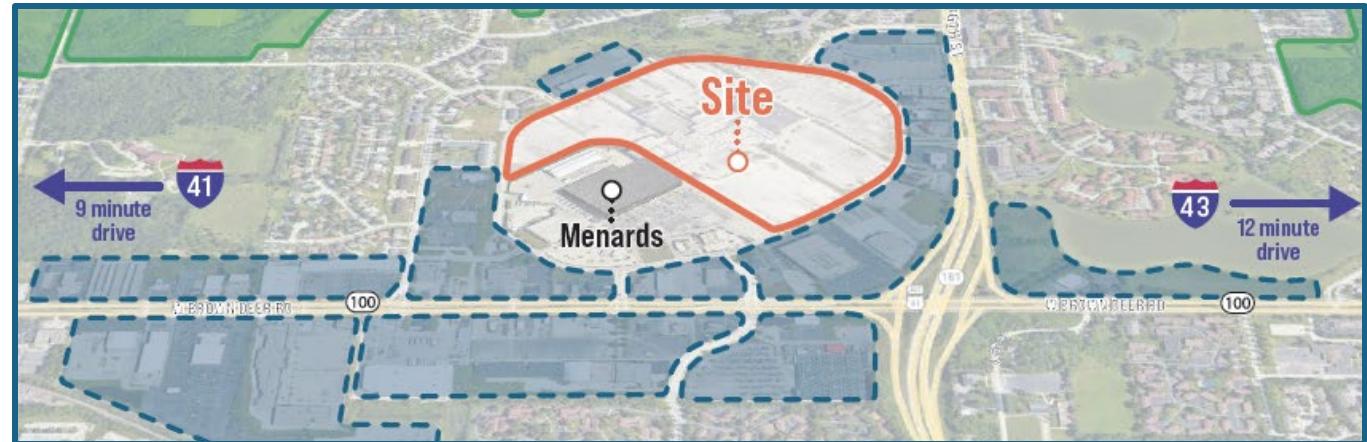
# Recommendations & Next Steps

## Recommendations for Northridge

- a) Focus early recruitment efforts on pursuing a catalytic 'anchor user' that can generate regular activity, attract additional investment, and redefine the identity of the area.
- b) Continue to evaluate the economic viability of various redevelopment scenarios across residential, commercial, and industrial uses.
- c) Continue to develop and refine land use and urban design concepts for various development scenarios, both with and without an anchor use.
- d) Continue to evaluate infrastructure needs and costs for various development scenarios.
- e) Identify a preferred redevelopment strategy and mix of uses if an anchor user cannot be secured after an initial recruitment effort.
- f) Continue to promote redevelopment in the surrounding areas – including commercial, residential and industrial uses consistent with the recommendations of the [Granville Strategic Action Plan & Land Use Study](#).

## Next Steps

1. Refine potential anchor use concepts and criteria for evaluating potential users (i.e. market readiness, stakeholder alignment, funding accessibility, community impact, etc.)
2. Engage potential future users, development partners, and other key stakeholders to confirm interest, gather insights, and build consensus around a framework for redevelopment.
3. Market the site for new development; and work with WEDC, M7, and other partners to launch a national recruitment campaign for a large high-impact user.
4. Identify a high-impact project that can serve as a redevelopment anchor, and develop a funding and incentive strategy to set the stage for a catalytic project.





# milwaukee.gov/northridge