

MKE INDUSTRIAL LAND USE ANALYSIS

Department of City Development-Planning

ZND

Sept 14 2021

TODAY'S AGENDA

1. A Quick Summary
2. MKE Industrial Land Analysis
 - Citywide-wide Recommendations
 - Rezoning Evaluation Framework

A QUICK REVIEW

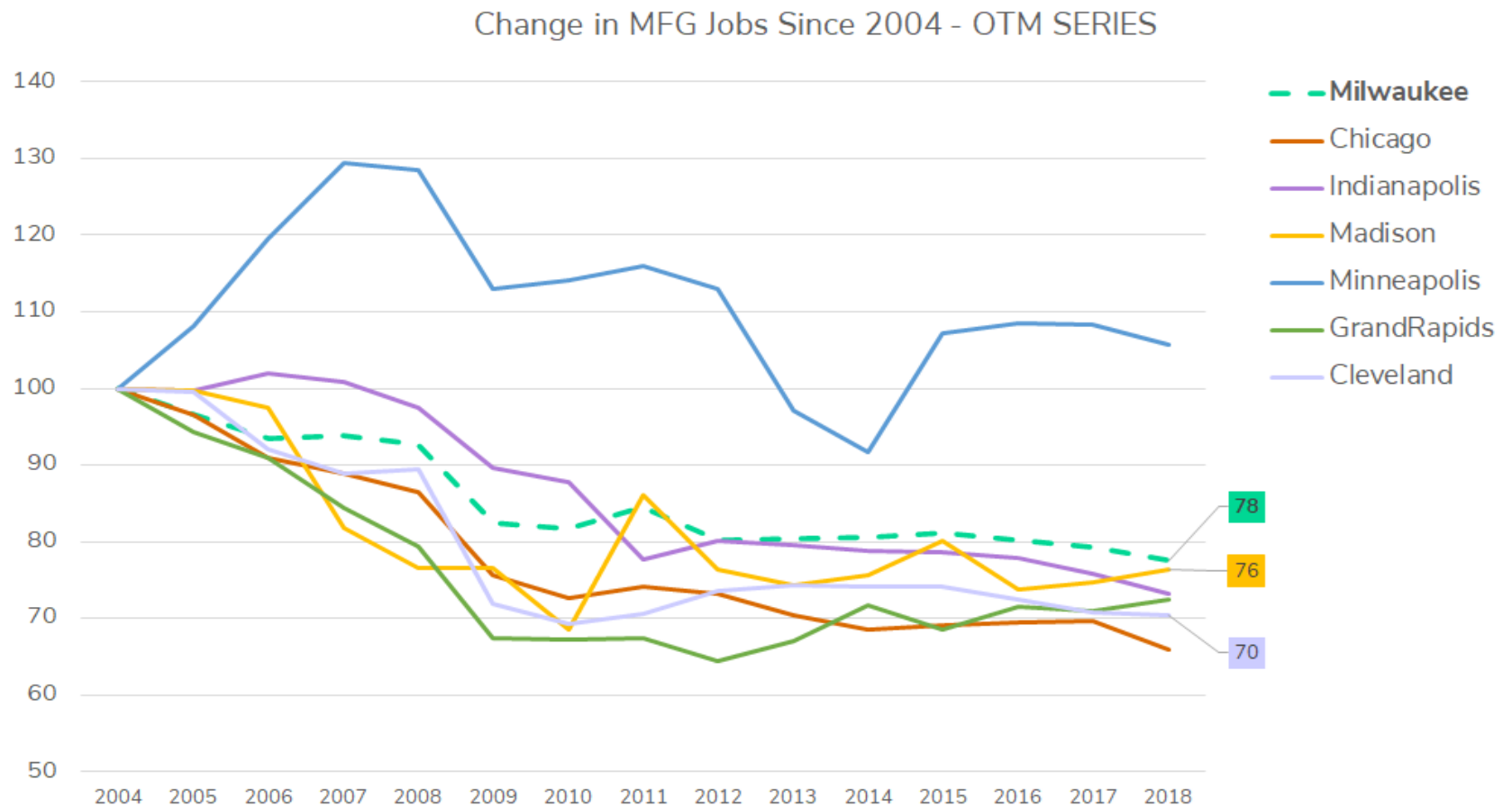
_INTERFACE STUDIO

+ Ninigret Partners

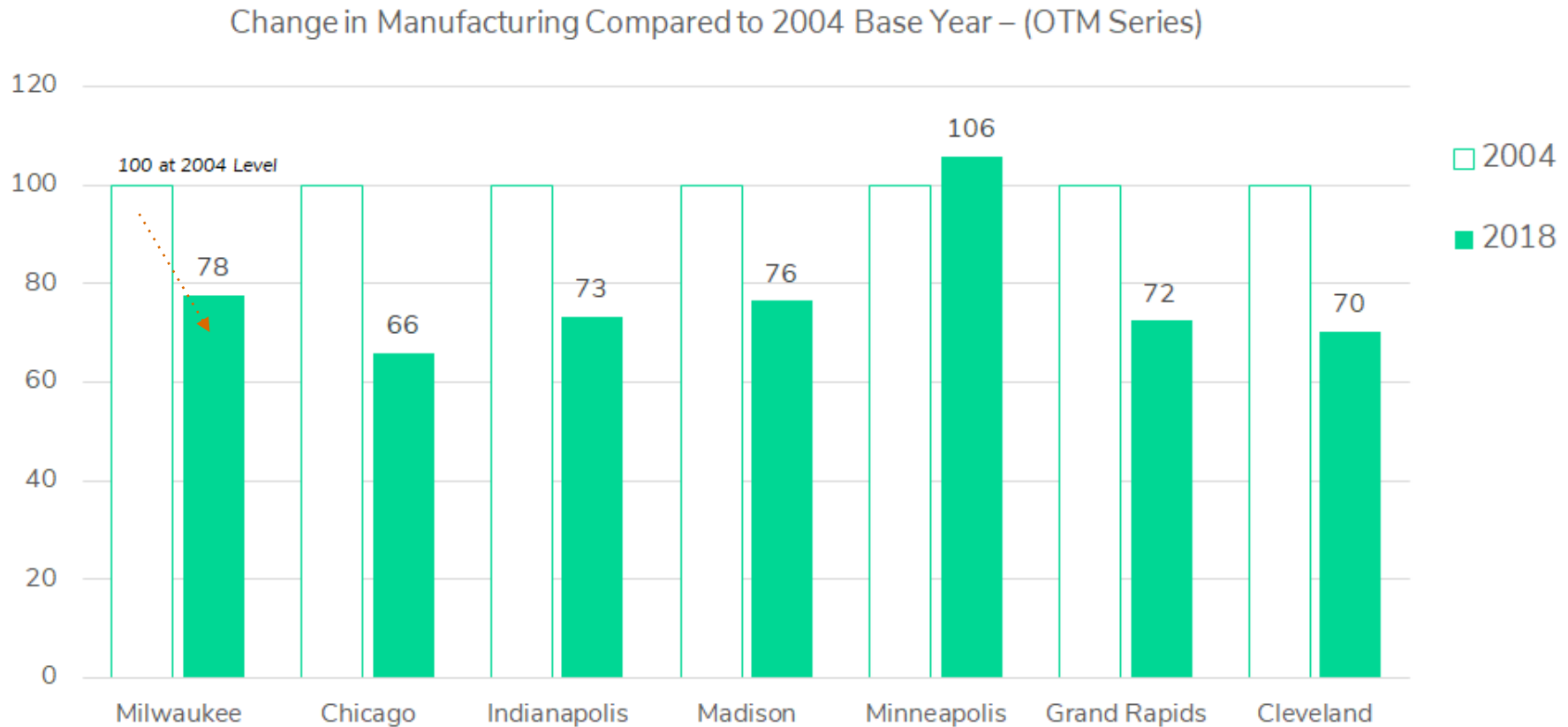
+ Prism Technical

+ 2-Story

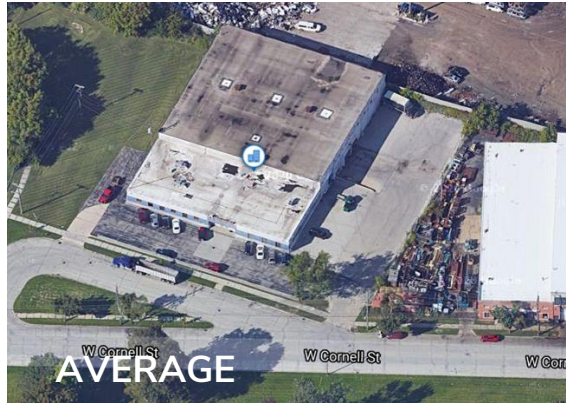
In general, manufacturing has been in declining across Midwest cities



Though manufacturing has declined in MKE, it has had the 2nd best performance of this group

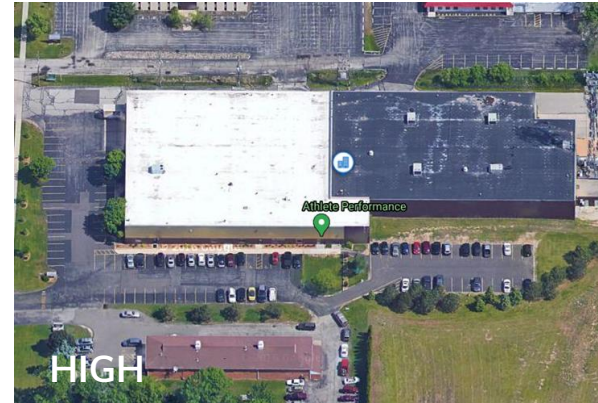


The average size of new construction since 2000 is around 25,000sqft



Average (2000-2019)

25,000 Sq Ft



Average size of building
built in 2014:

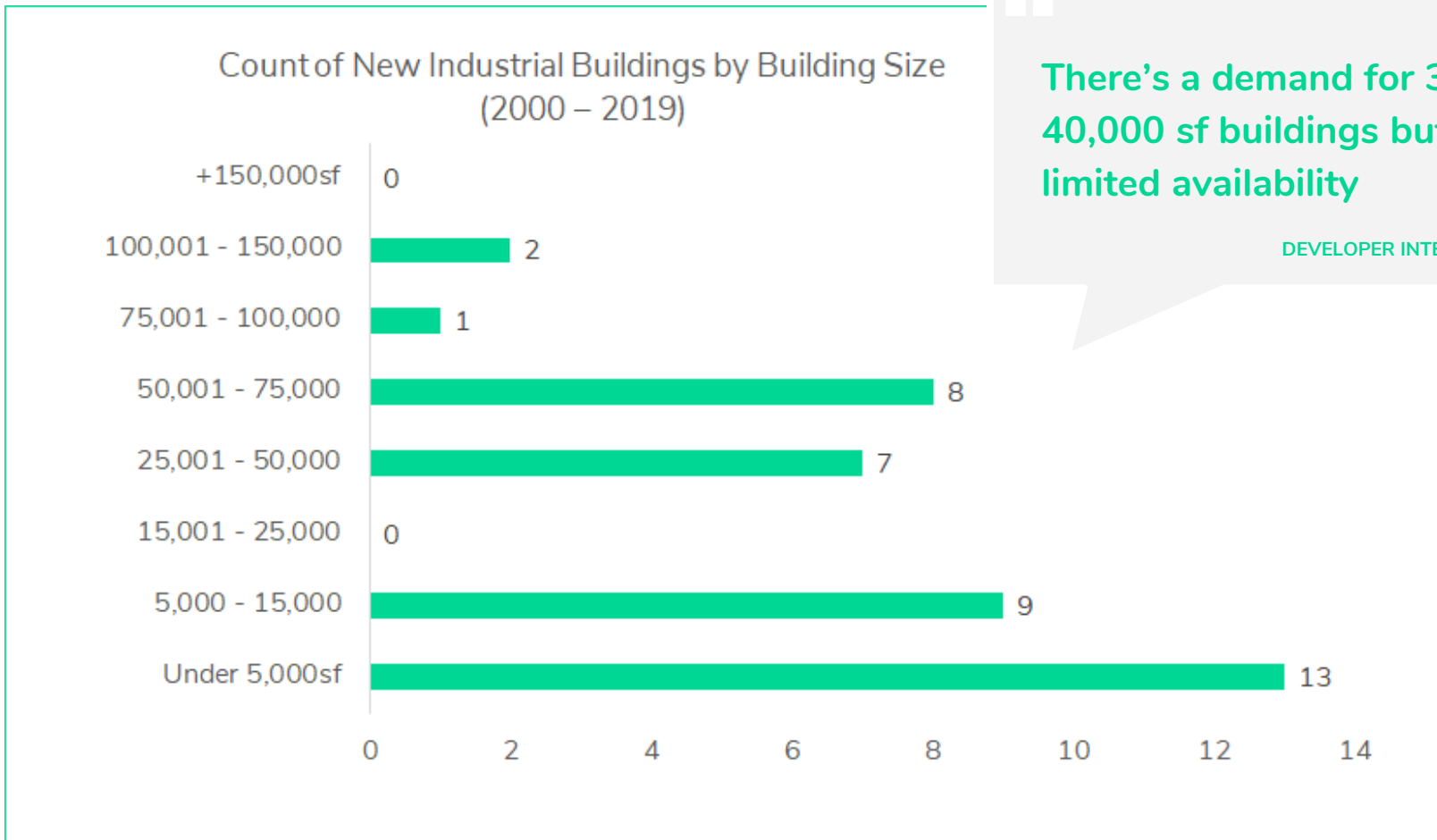
68,276 Sq Ft

150 acres of land has been used for new construction in Milwaukee since 2000 - Half of 2004 forecast

→ The previous forecast (low scenario) projected for a 10 year period (2000-2010) 316 acres required – the high scenario essentially doubled anticipated demand

NOTE: Excludes Komatsu site

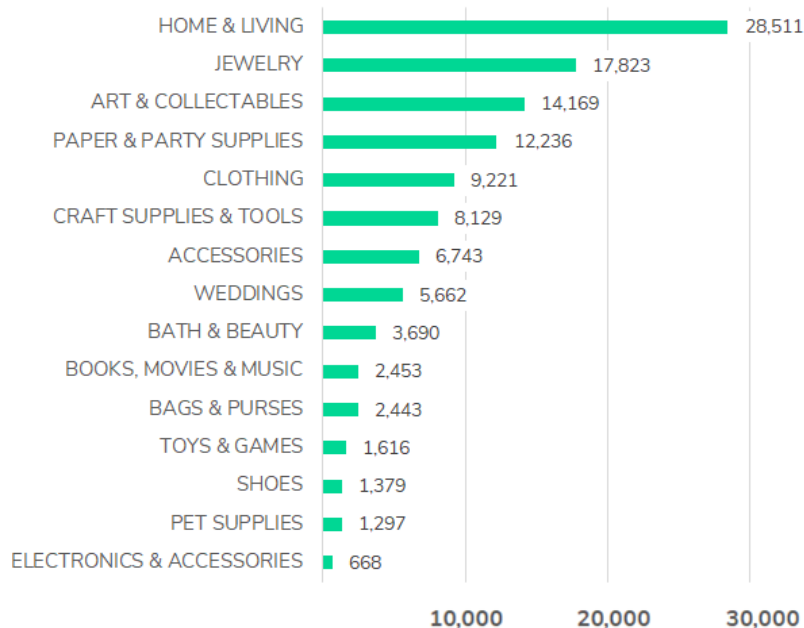
Most new construction has been under 75,000 sq ft



Source: NP analysis of citywide land use data

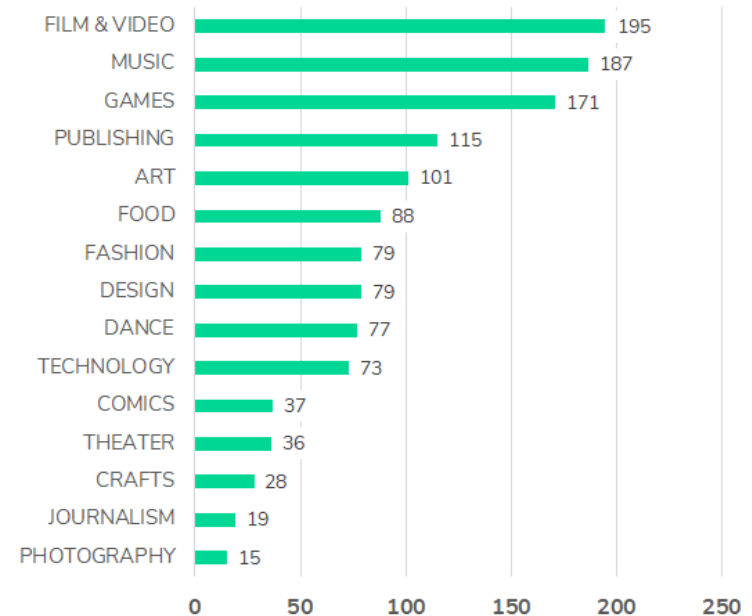
There is an active makers community in Milwaukee and latent demand for studio-style space

ETSY “Handmade” Activity since 2015



- ~96,000 listed products
- Approx 70-80 sellers
- ~ 12-15 companies / year since IPO

KickStarter Initiatives since 2009

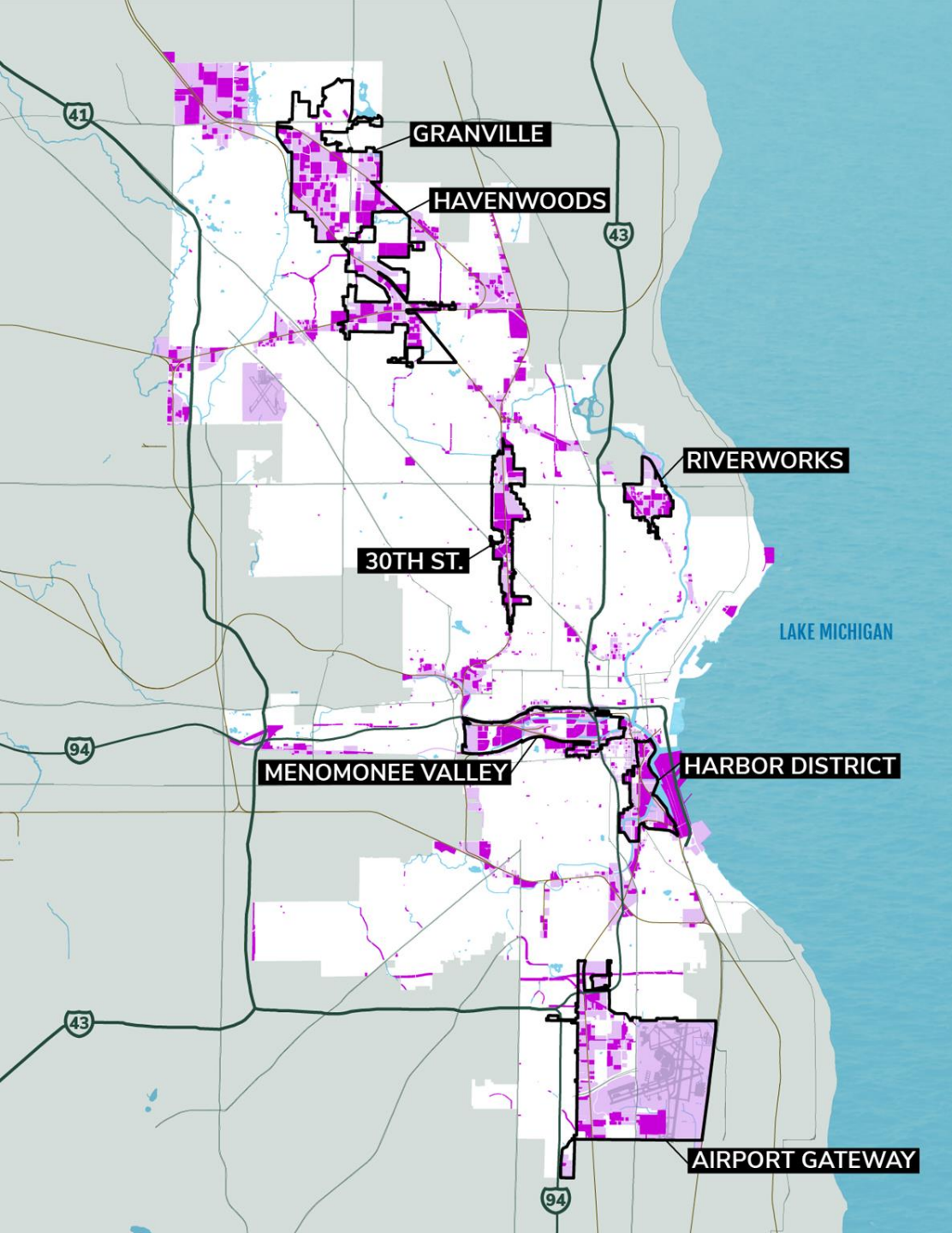


- 1,233 campaigns over time
- ~123 campaigns per year since 2009

To support the potential for new jobs, we need additional industrial land & buildings ready for development.

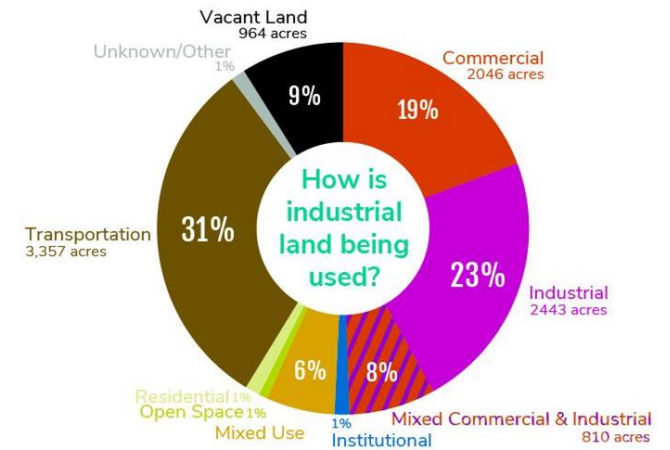
- ① To support manufacturing:
20 acres of land per year.
Higher job densities but harder to bring to Milwaukee
- ② To support small & mid-size industrial companies:
500,000 sq. ft. of building rehabilitation per year.
- ③ To support distribution:
56 acres of land per year.
Lots of demand now but lower job densities





31% of the City's land that is zoned for industrial uses are actually being used for industrial or mixed industrial uses.

>>> So, just 8% of the parcel area in the City is really being used for industry.

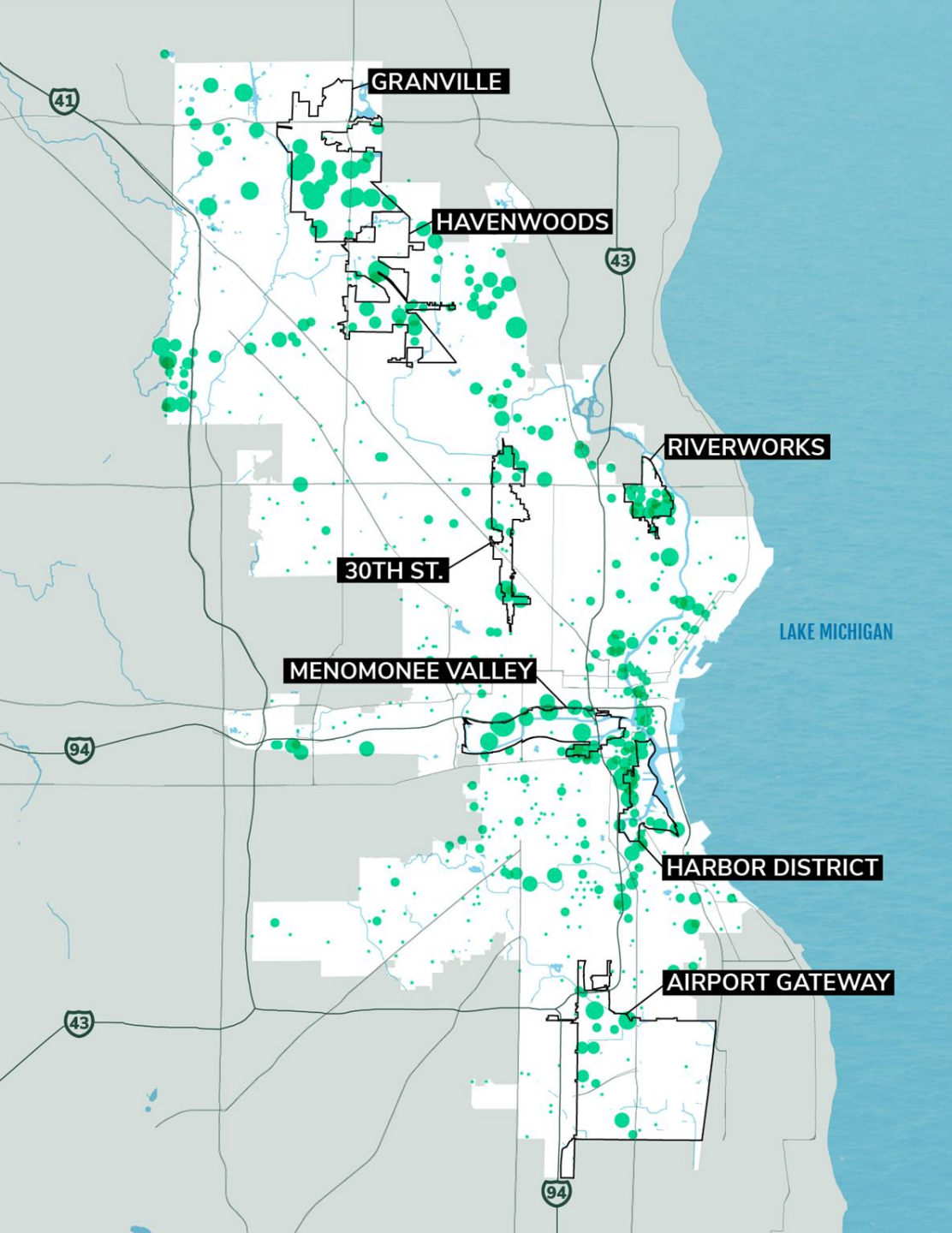


INDUSTRIAL LAND USE

Parcels with an industrial land use
2020

Milwaukee Open Data Master Property File (MPROP) Accessed December 2020, Interpretation by Interface Studio

- Industrial Land Use
- Industrial Zoned Parcel
- Industrial BID boundaries



JOBS

There are 31,774 manufacturing and construction jobs in the City. 53% of them are within a BID.

MFG. JOBS

Dots scaled by total number of employees per business

2018

LEHD On the Map Goods Producing Primary Jobs

Number of Jobs

- 1 - 9
- 10 - 49
- 50 - 99
- 100 - 249
- 250 - 499
- 500 - 999
- 1000 - 2499
- 2500+

 Industrial BID boundaries

WHERE MANUFACTURING WORKERS LIVE

WHERE MANUFACTURING WORKERS LIVE

Percent of all workers that live in each 1/4 mile hexagon who work in “goods producing” industries

2018

OnTheMap

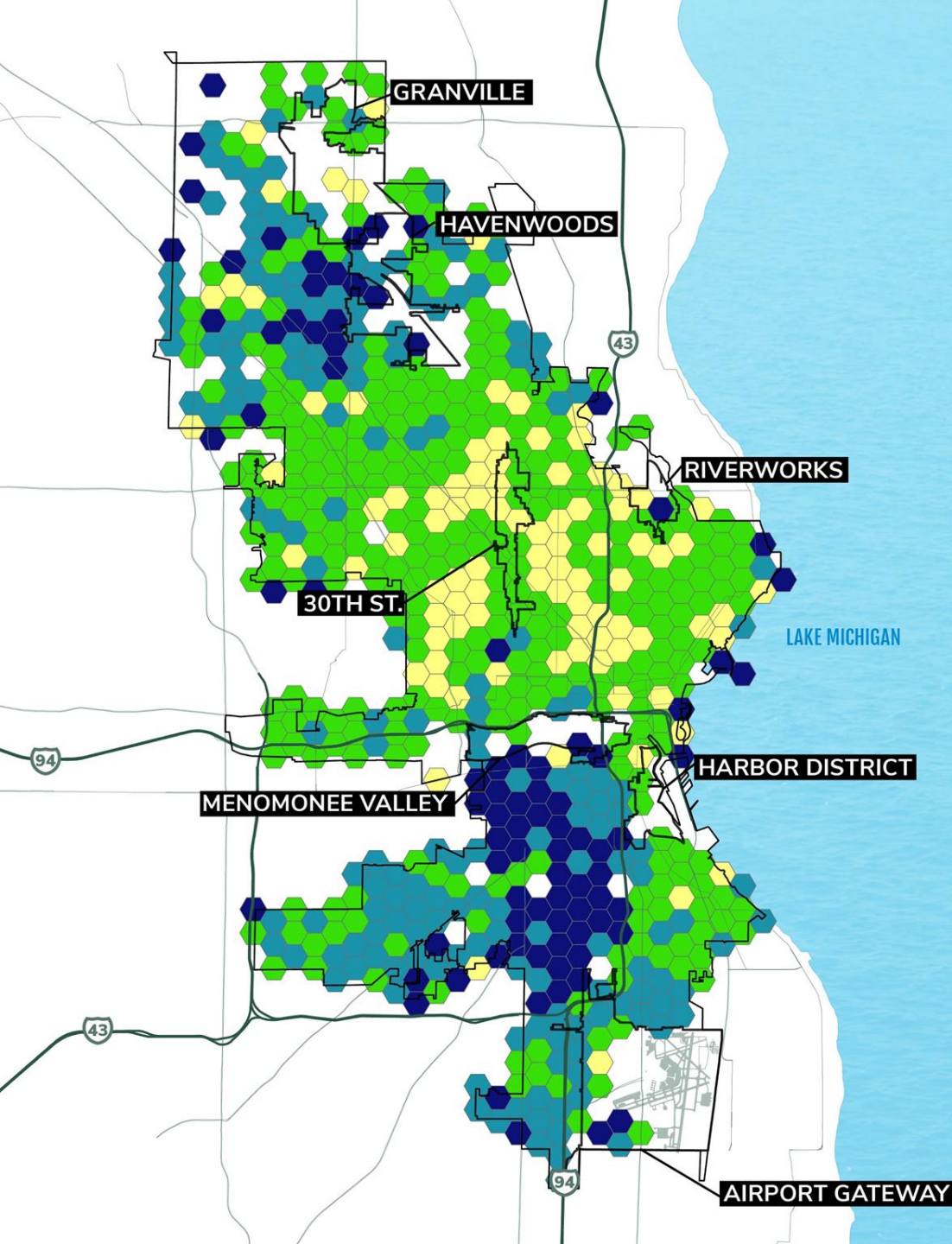
Less than 10 percent

10 - 14 percent

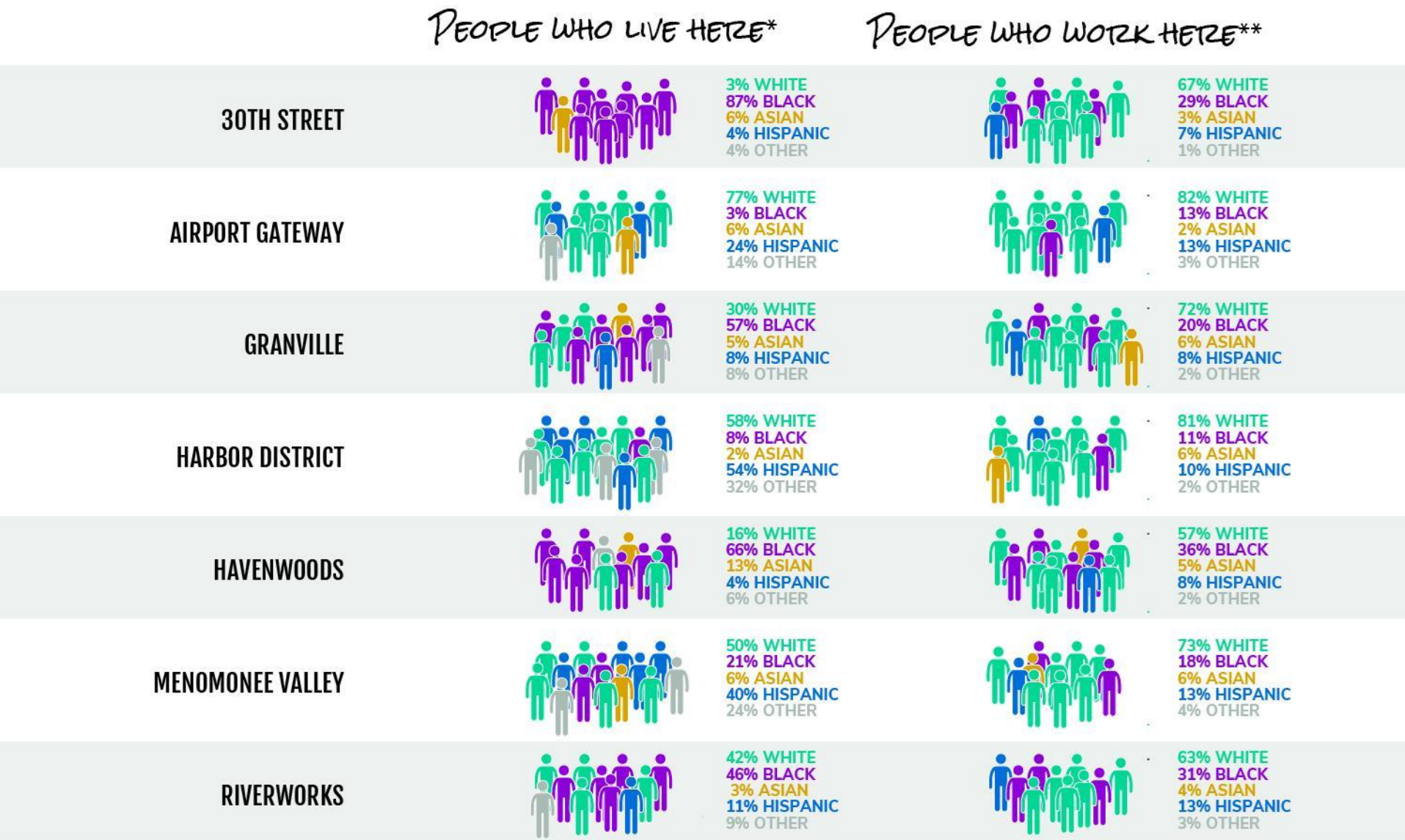
15 - 19 percent

20 percent or more

Industrial BID boundaries



Some BIDs' workforces reflect the racial composition of their surrounding community, while others look drastically different.



* Population within a 1/2 mile of the BID

** Working Population in the BID

OUTREACH TO DATE



14

interviews

- Each BID Director (7)
- M7
- Port of Milwaukee
- Redevelopment Authority
- Developers (3)
- City Data Manager

+



5

focus groups

- Makers/Brewers
- Maker Organizations, Connectors, Facilitators
- St. Paul Design District Business-owners
- BIPOC Business Stakeholders (X2)

+



Public event
& Web Activities

- ~37 Attended Public Event
- ~45 unique participants in online web activities

MILWAUKEE INDUSTRIAL LAND ANALYSIS



5 KEY GOALS

10 STRATEGIES

BID PROFILES + RECOMMENDATIONS

MILWAUKEE INDUSTRIAL
LAND ANALYSIS
CITYWIDE GOALS



5 KEY GOALS:

- 1 Increase resiliency of Milwaukee's industrial economy. Ensure industrial land and districts are in the best position possible to grow industrial demand, cultivate industrial clusters, and capture a greater share of the regional demand for industrial uses in Milwaukee.
- 2 Improve the utilization of existing industrial land for new jobs and economic activity.
- 3 Align activities to promote and expand industrial jobs to meet the needs of BIPOC residents and business owners.
- 4 Capitalize on Milwaukee's manufacturing history to create the next generation of makers and entrepreneurs.
- 5 Improve the physical and social connections between industrial BIDS and surrounding communities

STRATEGIES FALL INTO A FEW BUCKETS...

Several types of strategies to help MKE manage industrial land...

Zoning

In MKE, zoning approvals happen as part of another permit (building, occupancy, etc.). Zoning appeals are a quasi-judicial process.

Zoning controls (Use / Design):

- Use of Property
- Development of Property
- Making changes to Property



**User: DCD & BOZA / DEVELOPERS /
PROPERTY OWNERS**

Planning

DPD makes recommendations for permits based on alignment with the MKE Comprehensive Plan. This study will be treated as an amendment to that Plan.

Planning priorities:

- Align with Market analysis
- Implement Land Use & Area Plans
- Move forward strategic investments



**User: DCD, BIDs, COMMUNITY
PARTNERS, PROPERTY OWNERS,
BUSINESS OWNERS**

Programs

Suggest new programs or initiatives to better support the development and entrepreneurial communities in MKE

Program priorities:

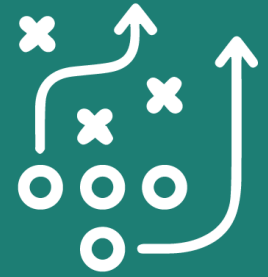
- Incentives
- Capacity building
- Leadership



**User: BIDs, DCD, COMMUNITY
PARTNERS**

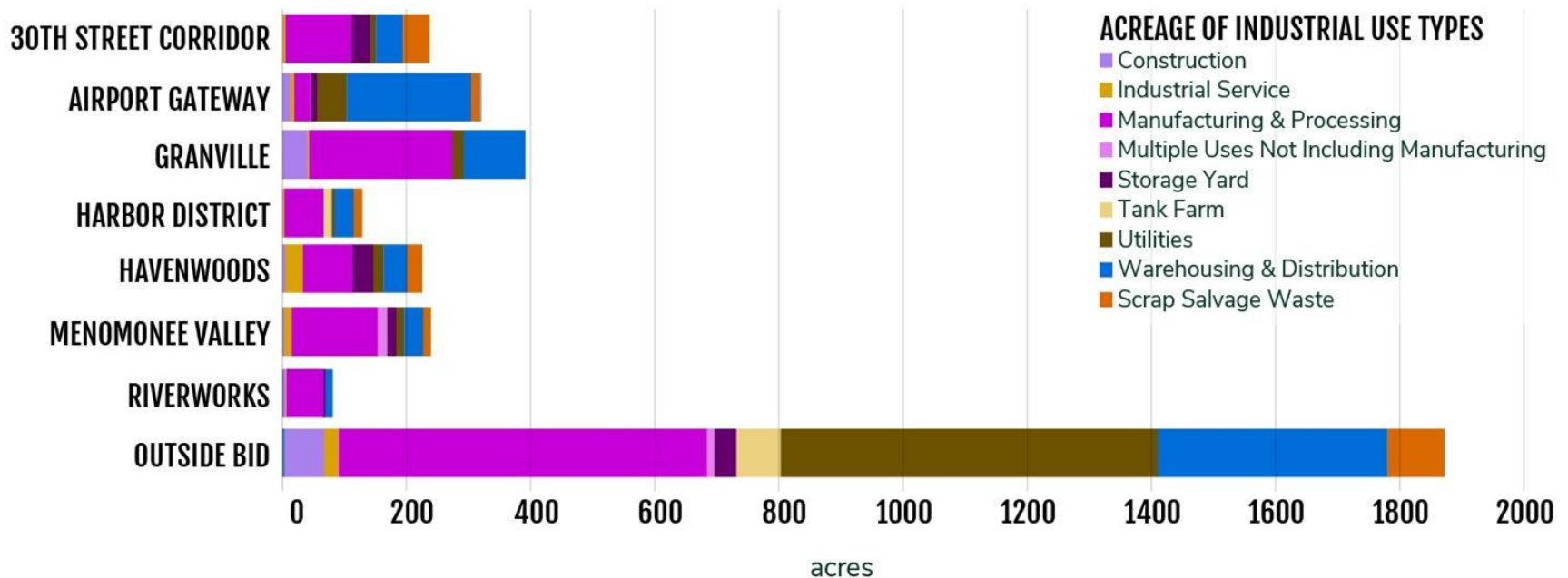
MILWAUKEE INDUSTRIAL
LAND ANALYSIS

CITYWIDE STRATEGIES



1 >> ALIGN ZONING TO PROTECT AND EXPAND INDUSTRIAL USES

>> Redefine all current Industrial BIDs as “Employment Centers”

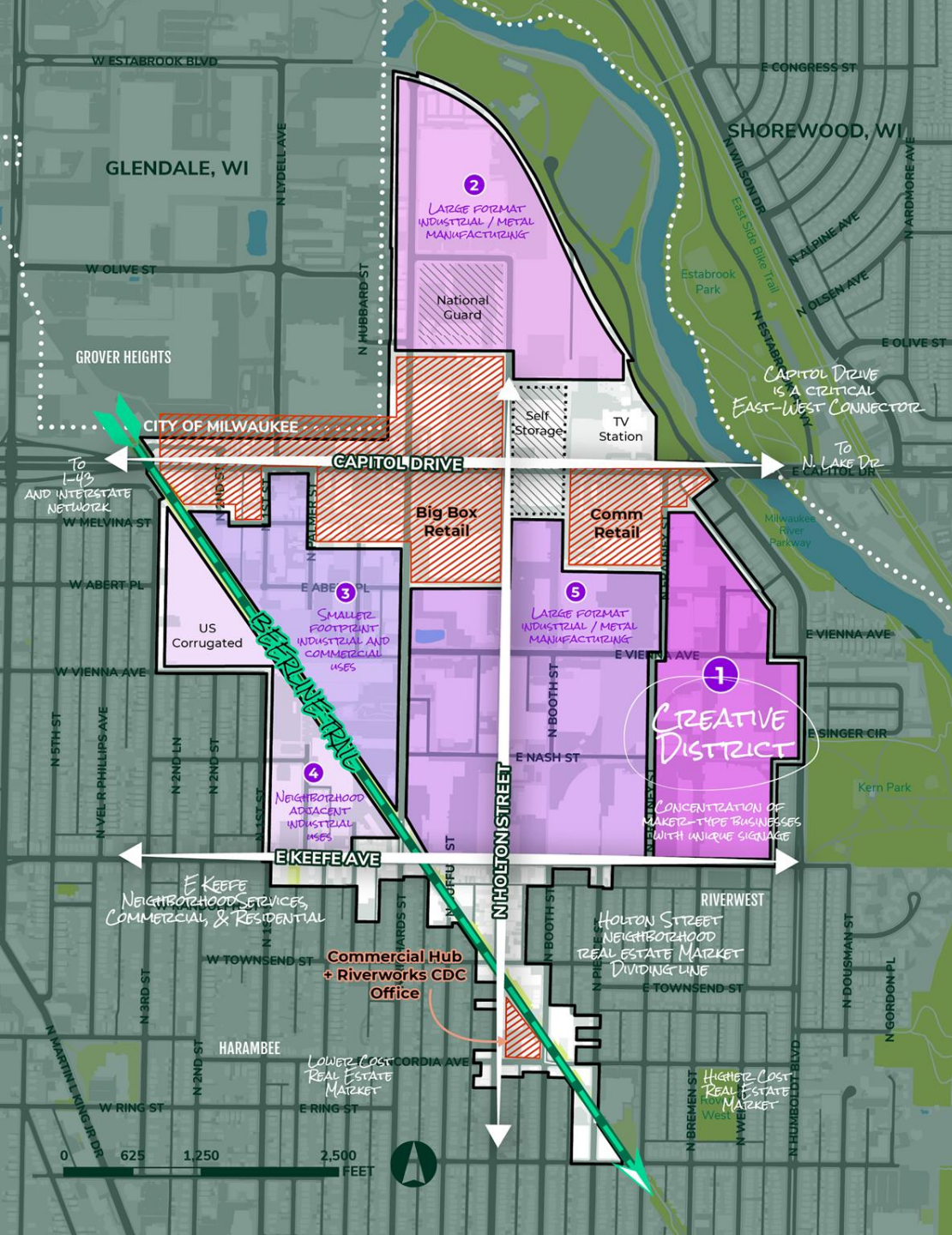


>> Protect land with unique access to critical transportation (rail, highway, and waterway) infrastructure for industrial use

>> Create a MaKE Zone to specifically protect space for manufacturing businesses



Does zoning
reflect what is
on the ground?



FOCUS CITY ACQUISITION
Focus City acquisition and development in this area on creation of space for small- and mid-sized businesses

ENCOURAGE COMMERCIAL DENSITY
Encourage the development of outlots, vacant lots, remnant parcels, underused properties, and underused portions of parking lots along Capitol Dr

IMPROVE GATEWAYS

CONSIDER MaKE DISTRICT
Evaluate appropriateness for MaKE District zoning including Fratney St

DESIGN LANDSCAPE BUFFERS BETWEEN ACTIVE INDUSTRIAL USES AND NEARBY HOMES

DEVELOP LINEAR PARK
Develop a linear park along the Beerline Trail; consider connections to local businesses and streets

STREETSCAPE ENHANCEMENT
Improve appearance and walkability along Holton St

ENFORCE & STRENGTHEN BUFFERING REQUIREMENTS FOR SALVAGE USES

Map labels include: W ESTABROOK BLVD, N LYDELL AVE, N HUBBARD ST, N RICHARD ST, N HOLTON ST, N BOETTCH ST, N BRECKEN ST, N GORDON PL, N HUMBOLDT BLVD, E CONGRESS ST, E OLIVE ST, E ABERT PL, E NASH ST, E KEEFE AVE, E CONCORDIA AVE, E RING ST, W MELVINA ST, W ABERT PL, W VIENNA AVE, W RANDOLPH ST, W RING ST, N 2ND ST, N 1ST ST, N PALMER ST, N FRATNEY ST, N 3RD ST, N 4TH ST, N 5TH ST, N 6TH ST, N 7TH ST, N 8TH ST, N 9TH ST, N 10TH ST, N 11TH ST, N 12TH ST, N 13TH ST, N 14TH ST, N 15TH ST, N 16TH ST, N 17TH ST, N 18TH ST, N 19TH ST, N 20TH ST, N 21ST ST, N 22ND ST, N 23RD ST, N 24TH ST, N 25TH ST, N 26TH ST, N 27TH ST, N 28TH ST, N 29TH ST, N 30TH ST, N 31ST ST, N 32ND ST, N 33RD ST, N 34TH ST, N 35TH ST, N 36TH ST, N 37TH ST, N 38TH ST, N 39TH ST, N 40TH ST, N 41ST ST, N 42ND ST, N 43RD ST, N 44TH ST, N 45TH ST, N 46TH ST, N 47TH ST, N 48TH ST, N 49TH ST, N 50TH ST, N 51ST ST, N 52ND ST, N 53RD ST, N 54TH ST, N 55TH ST, N 56TH ST, N 57TH ST, N 58TH ST, N 59TH ST, N 60TH ST, N 61ST ST, N 62ND ST, N 63RD ST, N 64TH ST, N 65TH ST, N 66TH ST, N 67TH ST, N 68TH ST, N 69TH ST, N 70TH ST, N 71ST ST, N 72ND ST, N 73RD ST, N 74TH ST, N 75TH ST, N 76TH ST, N 77TH ST, N 78TH ST, N 79TH ST, N 80TH ST, N 81ST ST, N 82ND ST, N 83RD ST, N 84TH ST, N 85TH ST, N 86TH ST, N 87TH ST, N 88TH ST, N 89TH ST, N 90TH ST, N 91ST ST, N 92ND ST, N 93RD ST, N 94TH ST, N 95TH ST, N 96TH ST, N 97TH ST, N 98TH ST, N 99TH ST, N 100TH ST.

Scale: 0 625 1,250 2,500 FEET

North Arrow

- Transportation recommendations
- Public Space recommendations
- Development and zoning recommendations
- Development and zoning recommendations related to commercial properties or retail areas
- Location of major gateway
- Location of scrap, salvage, or outdoor warehousing business
- Boat / Kayak launch
- Major trail or riverfront project
- Residential areas that share a border with industrial properties

1 >> ALIGN ZONING TO PROTECT AND EXPAND INDUSTRIAL USES

>> Enable manufacturing within specific commercial zones



→ Production space with retail / consumer-facing frontage

→ Use of vacant spaces in buildings that characteristically fit the commercial / retail corridor

1 >> ALIGN ZONING TO PROTECT AND EXPAND INDUSTRIAL USES

>> Expand the metrics in evaluating industrial zoning changes

→ Creation of a new **Zoning Evaluation Framework** to aid in evaluation of rezoning requests for industrial properties for non-industrial use.

JOB QUALITY:

Are there enough jobs and jobs that provide a good wage?

COMMUNITY IMPACT:

Are there negative impacts on nearby neighborhoods?

INVESTMENT VALUE:

Does the investment provide jobs and taxes to support other activities?

JOB ACCESS:

Can employees (particularly low-income) access job opportunities?

REZONING EVALUATION FRAMEWORK

Evaluation of rezoning requests for industrial properties for non-industrial use. Define a property's potential for industrial redevelopment. Evaluate the comparative benefit of:

- **LOCATION** - Is the location, scale, and context of the site appropriate for development. Should this property remain undeveloped in order to be set aside for public access, environmental concerns, etc.
- **SITE** - Proposed use in Area Plan or based on attributes the site presents which are particularly unique, limited, or otherwise beneficial for industrial businesses.
- **PROPOSED USE** - Actual Development Scenario proposed which required rezoning away from industrial use as a potential job creation tool
 - **Proposed Residential Use** or other non-jobs producing use. Ensure that the focus of evaluation compares potential productive or employment generating uses, rather than focusing on industrial use versus housing.

1 >> ALIGN ZONING TO PROTECT AND EXPAND INDUSTRIAL USES

MKE IND - ReZoning Evaluation Framework (3) - Excel

Wauck Smith, Monica

File Home Insert Page Layout Formulas Data Review View Tell me what you want to do...

Clipboard Font Alignment Number Styles Cells Editing

Industrial Land Rezoning Evaluation Tool

1 Industrial Land Rezoning Evaluation Tool

2 MKE Industrial Land Analysis

3 DRAFT 7.11.21 - Created by Interface Studio & Ninigret Partners

This Rezoning Evaluation Tool is intended to guide the evaluation of a request for rezoning an industrial site. It can also inform other land use and development decisions related to industrial land. The evaluation tool is meant to complement the City's Comprehensive Plan and Area Plans, which shall continue to inform all land use and zoning recommendations. While a specific score requirement has not been established to determine if a site should or should not be rezoned, the higher the score in the "Existing Use" section, the stronger the case is for retaining industrial zoning. Alternatively, the higher the score in "Proposed Use" section, the stronger the case is for changing to a non-industrial zoning classification or supporting a non-industrial use. In general, if a site scores more than 12 points on the "Existing Use" section, it should be preserved for industrial use unless there are compelling mitigating reasons why a conversion should occur.

4 EXISTING USE

Instructions: Checklist information and scoring to be completed by the City based. Data collection and preliminary scoring in this section can/should be done for City-owned sites in advance of rezoning application to expedite the evaluation process. The total score determined the threshold any proposed development will need to meet or exceed to make a compelling case for rezoning.

5 EVALUATION OF EXISTING SITE TO BE COMPLETED BY CITY

	VALUE	Project
8 LOCATION		
9 1 Industrial BID		
10 a Is the site within one of the Industrial BIDs?	4	
11 b If not in a BID:		
12 c Is the site located within / along one of Milwaukee's Industrial Corridors?	1	
13 d Are existing uses adjacent to the site predominantly industrial or compatible businesses?	1	
14 2 Planning Significance		
15 a Does the Comprehensive Plan or other relevant planning effort call for this area to remain industrial for any reason?	3	
16 Max Score	7	0
18 SITE		

MKE Rezoning Evaluation Framework Sheet11 Example 2 Charter School Example Keefe IO>LB2 Example 1 Bruce ...

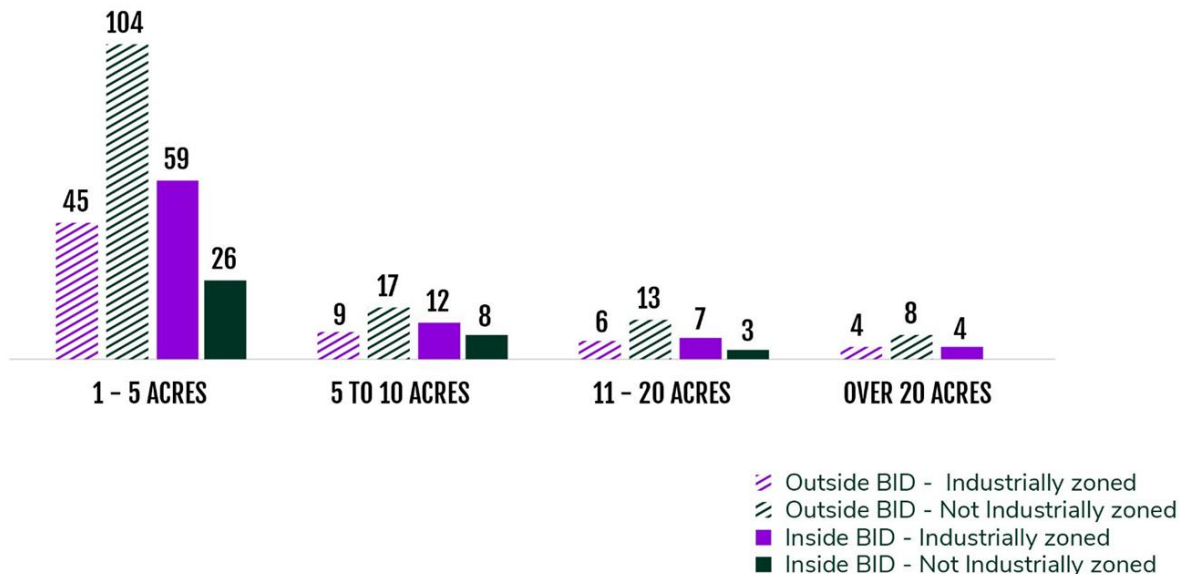
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2 >> EXPAND LAND ASSEMBLY, CLEAN UP AND SITE PREPARATION ACTIVITIES FOR INDUSTRIAL USES

- >> Develop, maintain and publish a comprehensive list of available sites within the City of Milwaukee
- >> Ensure that **20 acres** of net new readily-developable land per year is available to meet demand for manufacturing
- >> Create a *Land Assembly Fund* to acquire, assemble and prepare land for development

NUMBER OF VACANT LAND PARCELS BY SIZE



There are currently only 12 vacant land parcels over 20 acres in the whole city, 4 of which are in an industrial BID and zoned for industry

3 >> ACCELERATE THE REHABILITATION OF OLDER INDUSTRIAL SPACES FOR NEW BUSINESSES

- >> Create a MaKE Investment Fund modeled after the City's successful White Box and Retail Investment Fund programs for industrial spaces. Target 500,000 sq. ft. of inventory at any time for new and growing businesses in the manufacturing/maker/creative industries.
- >> Offer modernization assistance including matching funds for signage and facades.
- >> Provide additional development assistance for businesses seeking older industrial space



4

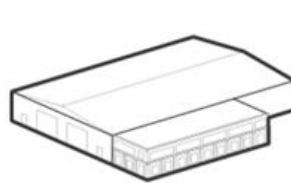
>>

CREATE AN ENTITY THAT CAN BE MORE PROACTIVE IN THE DEVELOPMENT OF SMALL AND MID-SIZED INDUSTRIAL SPACE

>> Explore a non-profit industrial development corporation– or partnerships with existing non-profit or mission driven developers - to assemble, prepare and build spec industrial space for small businesses.

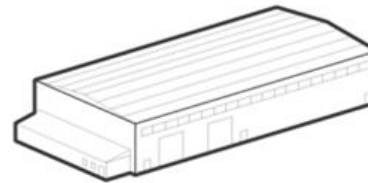
→ Respond to the existing need for more capacity and funding for industrial land assembly.

→ Consider BIDs form an industrial development company to build smaller scale flex buildings



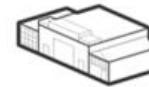
RESEARCH /
FABRICATION
FACILITY

Pre-clinical R&D,
prototyping, test
kitchens, light industrial



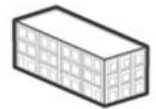
HIGH BAY
FLEX SPACE

Research &
Development (e.g., clean
room, air handling
requirements), Logistics,
Fabrication,



READY-TO-GO
SPACE

Entrepreneurial -
Industrial service
businesses



MIXED-USE /
GROUND FLOOR
COMMERCIAL

Small-scale retailers/
office users

>> Evaluate a Building Rehab and Reinvestment Strategy

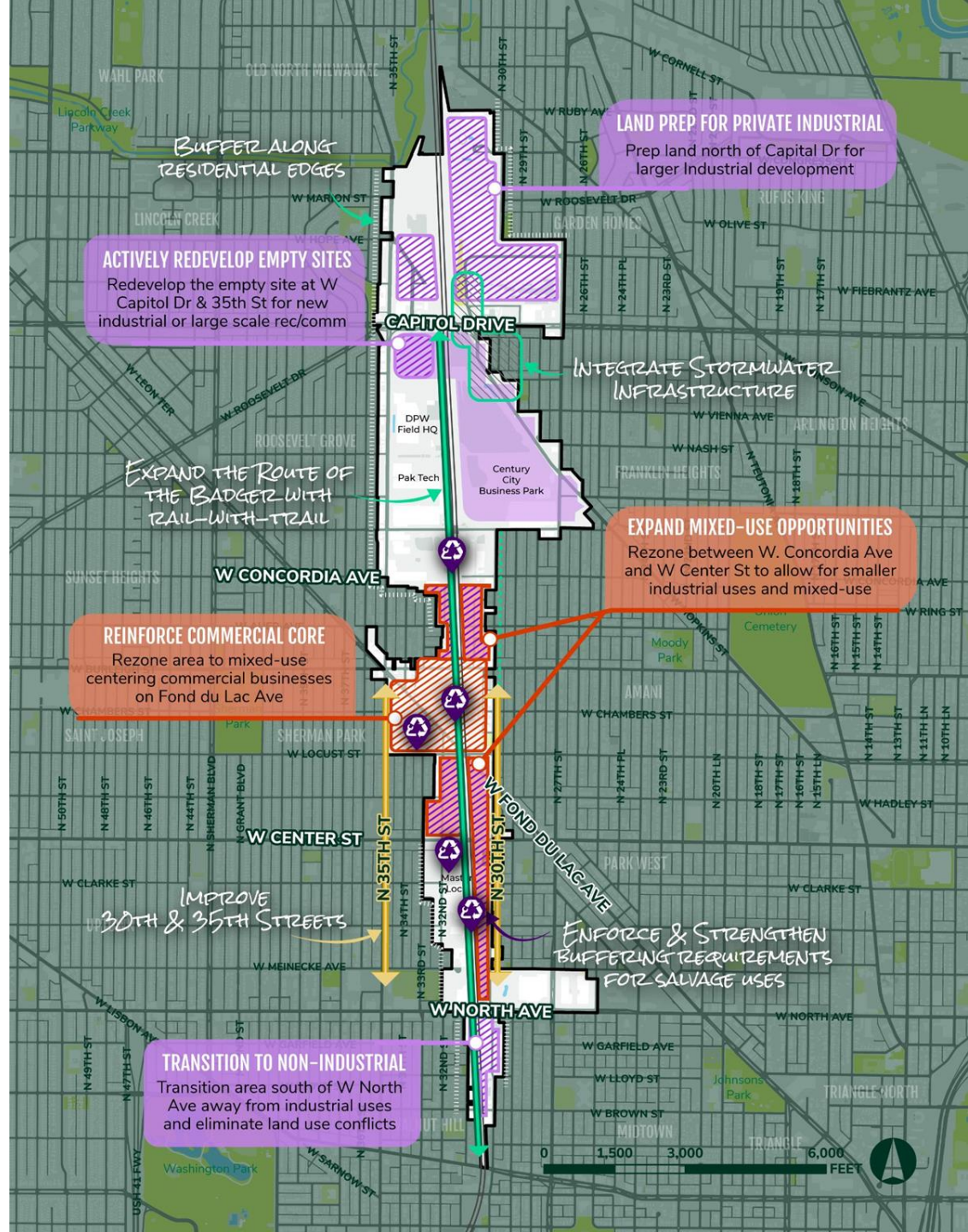
Readville near Boston. 4,000-7,000 sq. ft. spaces for small businesses



There is a need to recognize site constraints to modern industrial but also opportunities to promote small and minority business growth

Summary of Recommendations 2021

-  Transportation recommendations
-  Public Space recommendations
-  Development and zoning recommendations
-  Development and zoning recommendations related to commercial properties or retail areas
-  Location of major gateway
-  Location of scrap, salvage, or outdoor warehousing business
-  Boat / Kayak launch
-  Major trail or riverfront project
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4 >> CREATE AN ENTITY THAT CAN BE MORE PROACTIVE IN THE DEVELOPMENT OF SMALL AND MID-SIZED INDUSTRIAL SPACE

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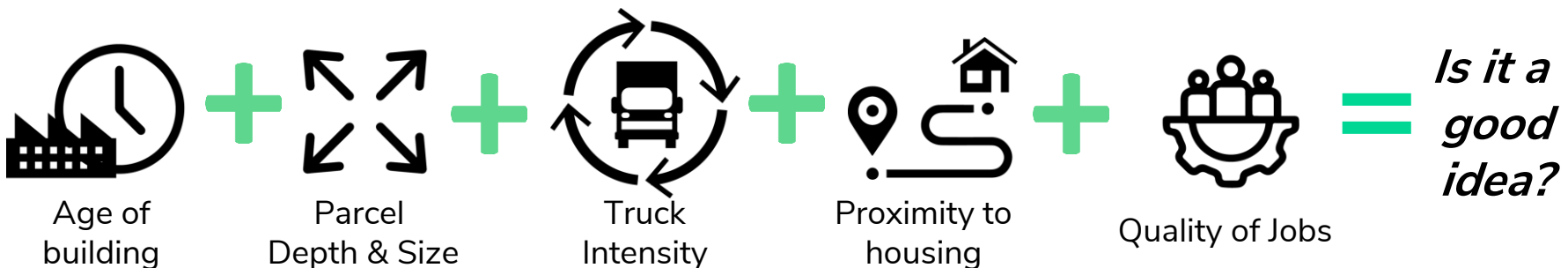


5



IDENTIFY WHERE CONTEMPORARY “WAREHOUSING AND DISTRIBUTION” FIT IN FUTURE PLANNING

- >> Modernize the code to clearly regulate “Warehousing and Distribution”
- >> Enable and regulate distribution and warehousing uses along selected commercial corridors to replace empty big box sites
- >> Establish a clear goal for the number of acres of readily developable land to be made available to meet demand from warehousing & distribution in desired locations with transportation access such as proximity to the port and airport, rail, and highway access



AREAS THAT MAY BE USABLE FOR DISTRIBUTION

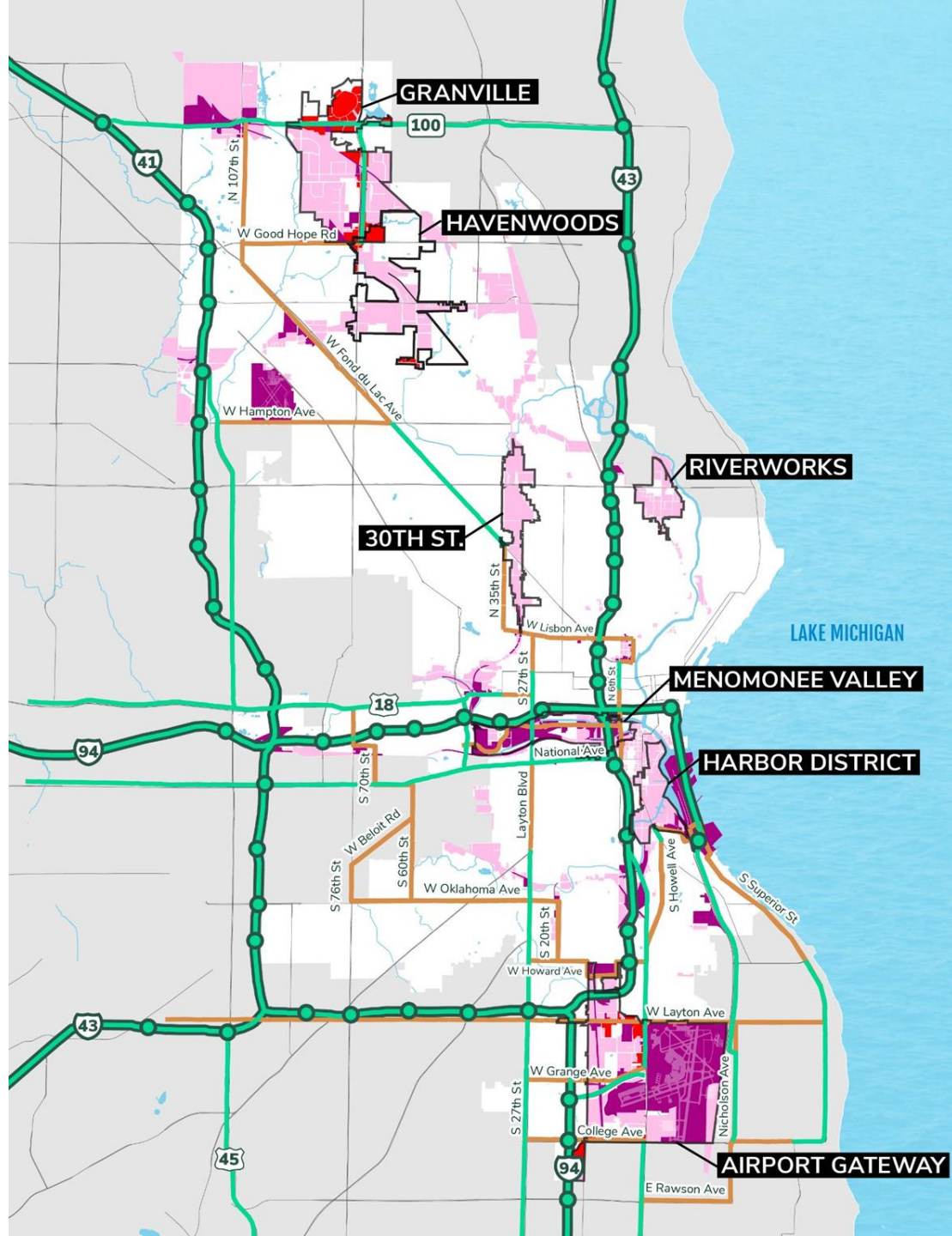
- Parcels zoned Industrial located directly adjacent to a truck route
- Parcels zoned Industrial that are NOT located directly adjacent to a truck route
- Parcels zoned Commercial located directly adjacent to a truck route within an Industrial BID

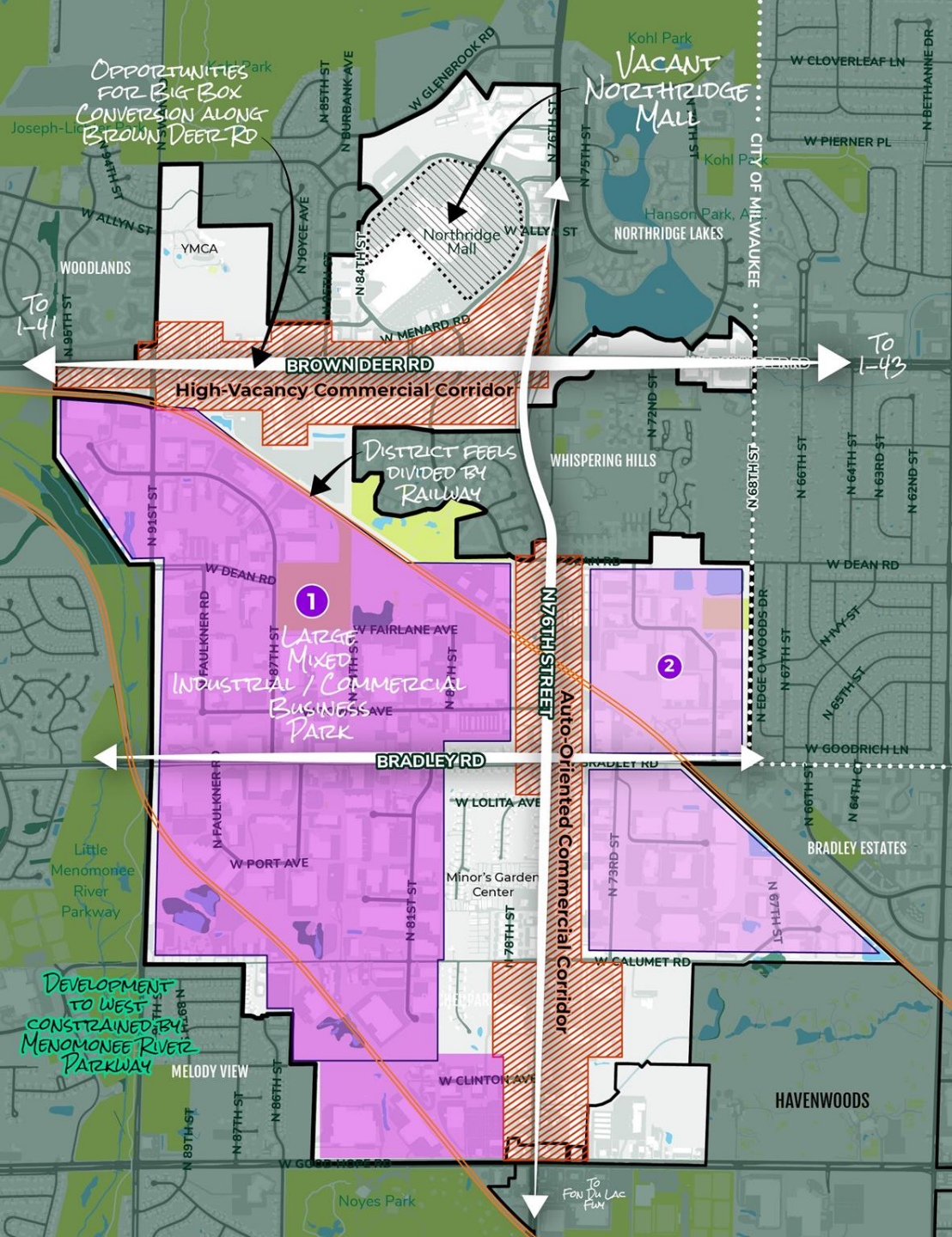
Truck Routes

- OSOW State Route
- OSOW Local Route or High Clearance Route

Other

- Highway
- Highway on/off ramp
- Major Road
- Industrial BIDs

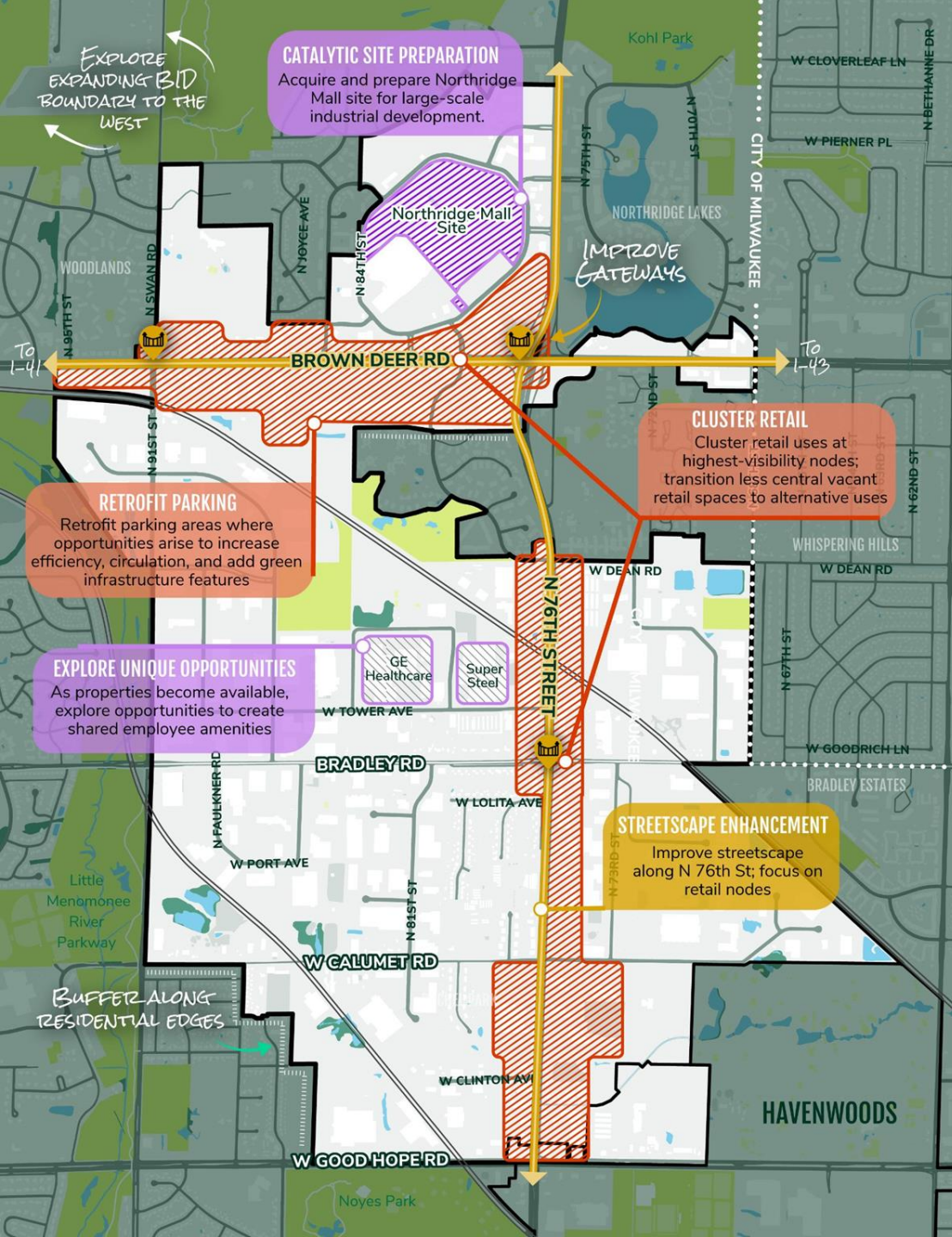




Conversion of big box to warehousing and distribution remains a discussion

Issues: design, job density, decline in services, traffic

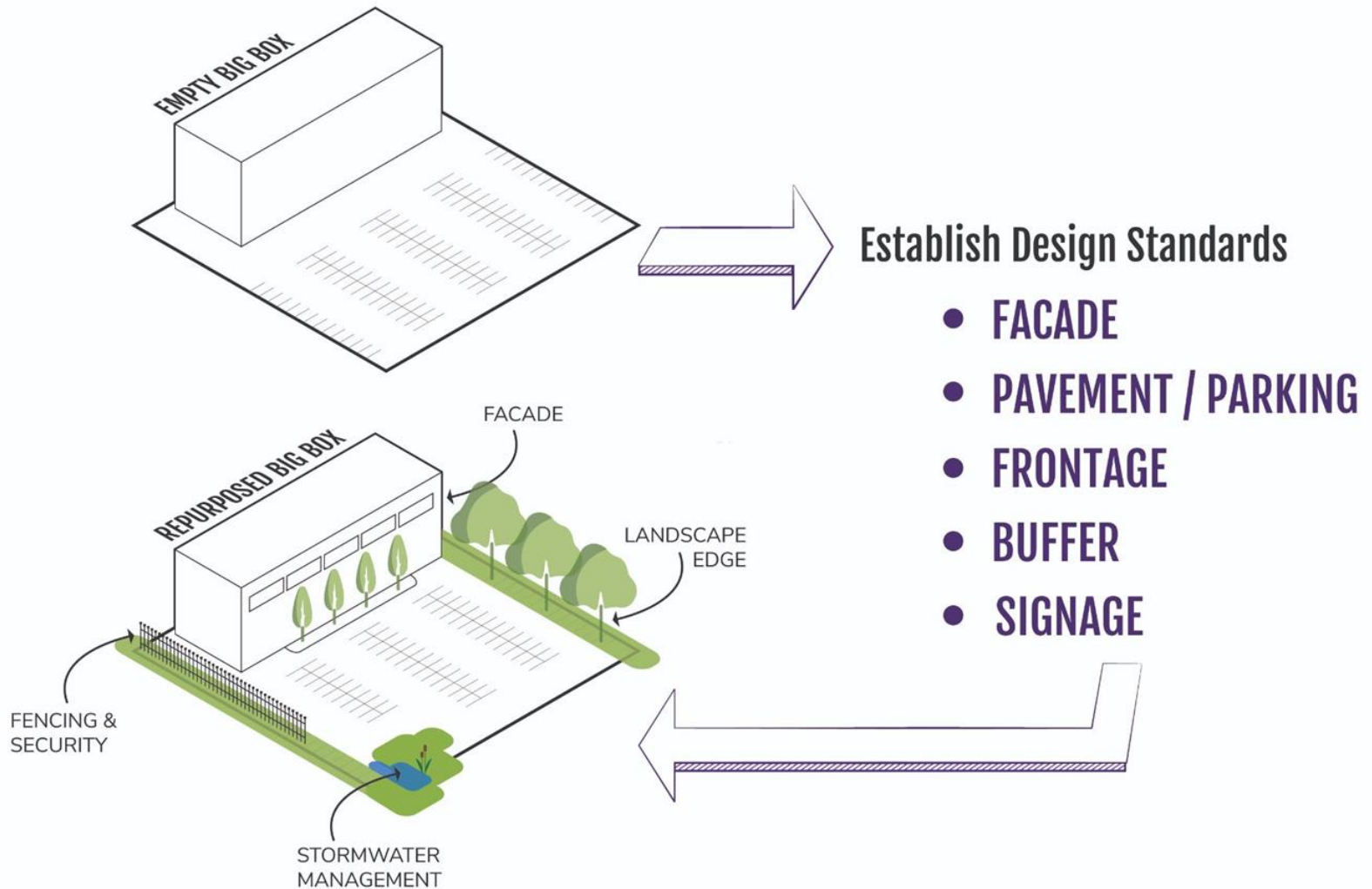
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But when converting a big box,
regulate the design to ensure the use
adds value to the corridor.

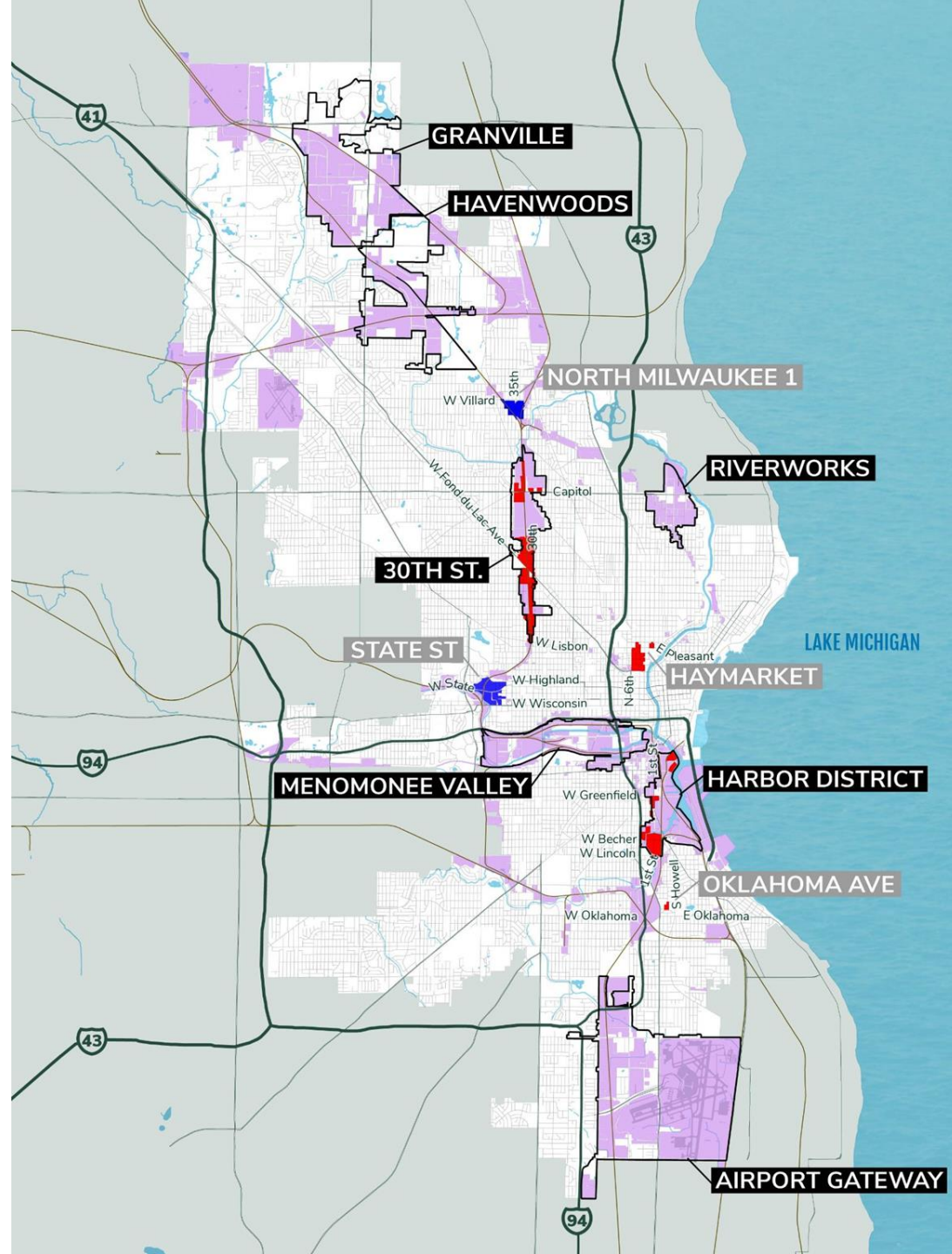


6 >> TRANSITION AWAY FROM INDUSTRIAL USE WHERE APPROPRIATE

- >> Utilize the revised Rezoning Evaluation Framework in conjunction with the recommendations contained within the City's Area Plans to evaluate changing zoning away from manufacturing or zoning modification of industrial land
- >> Proactively rezone land unsuitable for industrial development

SELECT INDUSTRIAL AREAS WHERE NON-INDUSTRIAL USES COULD BE CONSIDERED

-  Existing industrial zoning could be changed to support a broader mix of uses
-  Support industrial businesses in existing industrial zoning, but consider other uses that provide jobs for the community, as appropriate
-  Other Industrial Zoned Parcel
-  Industrial BID boundaries



7 >> INVEST IN KEY PUBLIC REALM IMPROVEMENTS IN INDUSTRIAL BIDS

- >> Ensure zoning appropriately regulates the scale and quality of industrial buffers and landscaping on industrial properties.
- >> Create enhanced open spaces within Industrial BIDs
- >> Increase investment in public art and placemaking to identify and celebrate Industrial BIDs
- >> Focus on upgrades to “business quality of life” across all of Milwaukee’s Industrial BIDs
- >> Improve walkability within and connecting to industrial BIDs
- >> Capture and/or clean the first half-inch of stormwater on site to reduce impact on waterways and to reduce pressure on the CSS and prioritize the use of green infrastructure
- >> The Environmental Collaboration Office’s Green Lots program should be continued and deployed at underutilized parking areas in industrial areas adjacent to sidewalks and street frontages

8 >> MAKE THE CASE FOR INDUSTRIAL JOBS

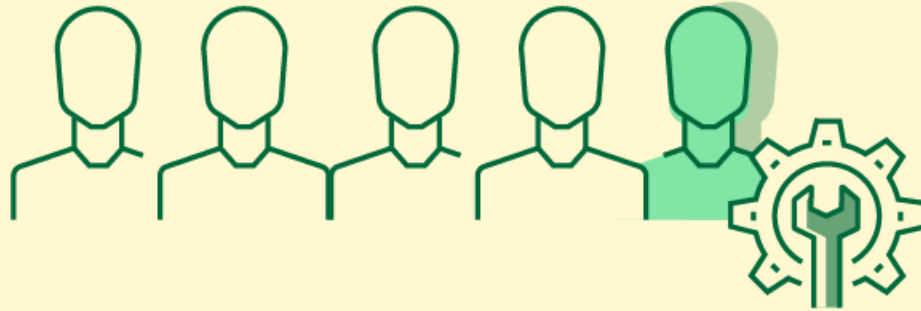
- >> Coordinate marketing initiatives among Milwaukee's Industrial BIDs
- >> Establish a public communication “toolbox” to help the City, BIDs and Business-owners communicate the value of Industry in Milwaukee

WHY

**is preserving land
for industry important**

**YOU
ASK?**

1 in 5 jobs in Milwaukee



IS LOCATED ON **industrial land**

THAT'S ABOUT

45,000 jobs



\$3.6b in wages

AND!



**industrial jobs
pay more**

\$64,580

AVERAGE INDUSTRIAL JOB SALARY



15% higher

THAN THE AVERAGE PRIVATE SECTOR WAGE

Manufacturing jobs are even better.

**\$68,222**
AVERAGE MANUFACTURING JOB SALARY

3.8x HOSPITALITY JOBS 

2.4x RETAIL JOBS 

2.3x ADMINISTRATIVE SERVICE JOBS 

1.7x WAREHOUSING & TRANSPORTATION

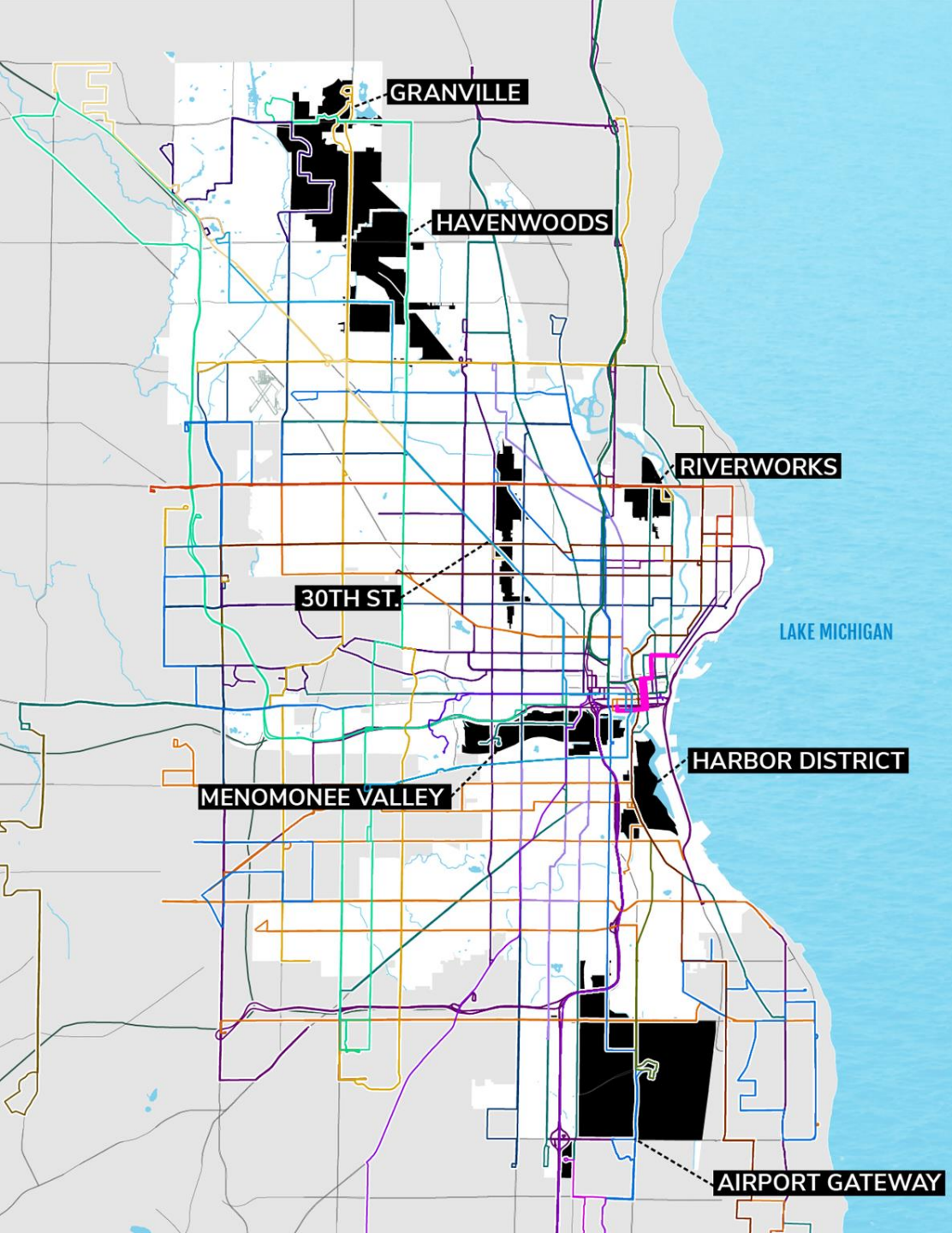
1.5x HEALTHCARE & SOCIAL SERVICES 

9>> CONNECT BUSINESSES TO BUSINESSES AND BUSINESSES TO NEIGHBORS

- >> Host Business-to-Business Networking events virtually and in person**
- >> Maintain a centralized, public facing webpage with information about the City's initiatives**

10>> CONTINUE TO IMPROVE ACCESS TO INDUSTRIAL JOB OPPORTUNITIES

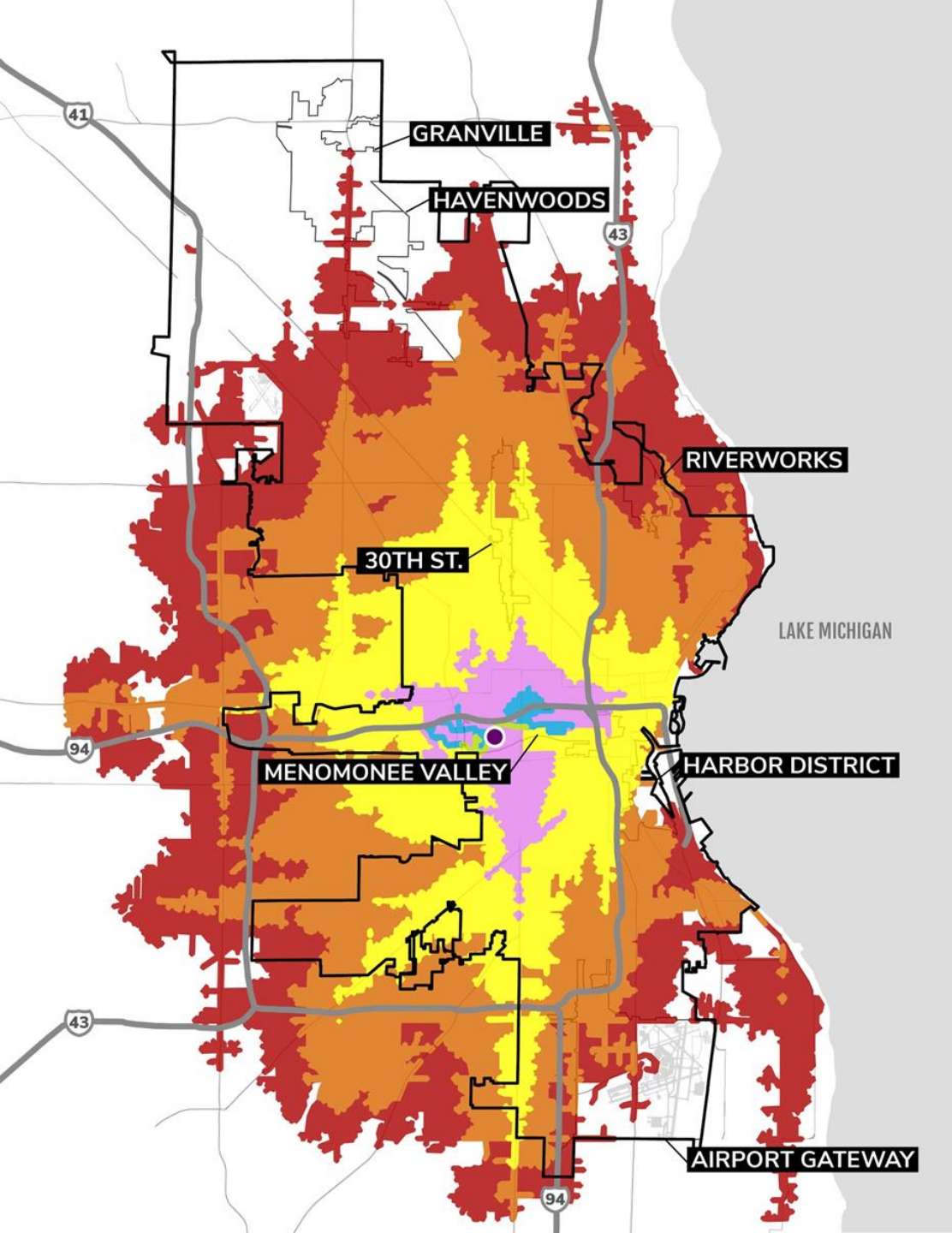
- >> Connect to existing workforce initiatives**
- >> Improve bicycle access to Industrial BIDs**
- >> Improve transit accessibility to industrial BIDs**



ACCESSIBILITY & ECONOMIC OPPORTUNITY

Does transit infrastructure connects folks to employment centers throughout the City?

Stay focused on this issue
as it remains a challenge
for community residents
and employers



TRAVEL TIME TO PALERMO PIZZA USING PUBLIC TRANSIT

Time to destination using transit and on foot
2020

Analysis by Interface Studio using MCTS GTFS data

● Destination

Up to 15 minutes

15 - 30 minutes

30 - 45 minutes

45 - 60 minutes

60 - 75 minutes

75 - 90 minutes

Greater than 90 minutes

BID boundaries

THANKS!