

MKE INDUSTRIAL LAND USE ANALYSIS

PIERCE & BRUCE SUB-DISTRICT STUDY

ZONING, NEIGHBORHOODS & DEVELOPMENT COMMITTEE

12/5/2023





AGENDA

1. *Project Overview*
2. *Public Feedback*
3. *Recommendations*

WHY is preserving land for industry important YOU ASK?

1 in 5 jobs in MKE



THAT'S ABOUT

45,000 jobs **\$3.6b** in wages

Industrial land supports
***MUCH* higher wages**

commercial land



RETURNS WAGES
1.6x
ITS LAND VALUE

industrial land



RETURNS WAGES
4.3x
ITS LAND VALUE

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

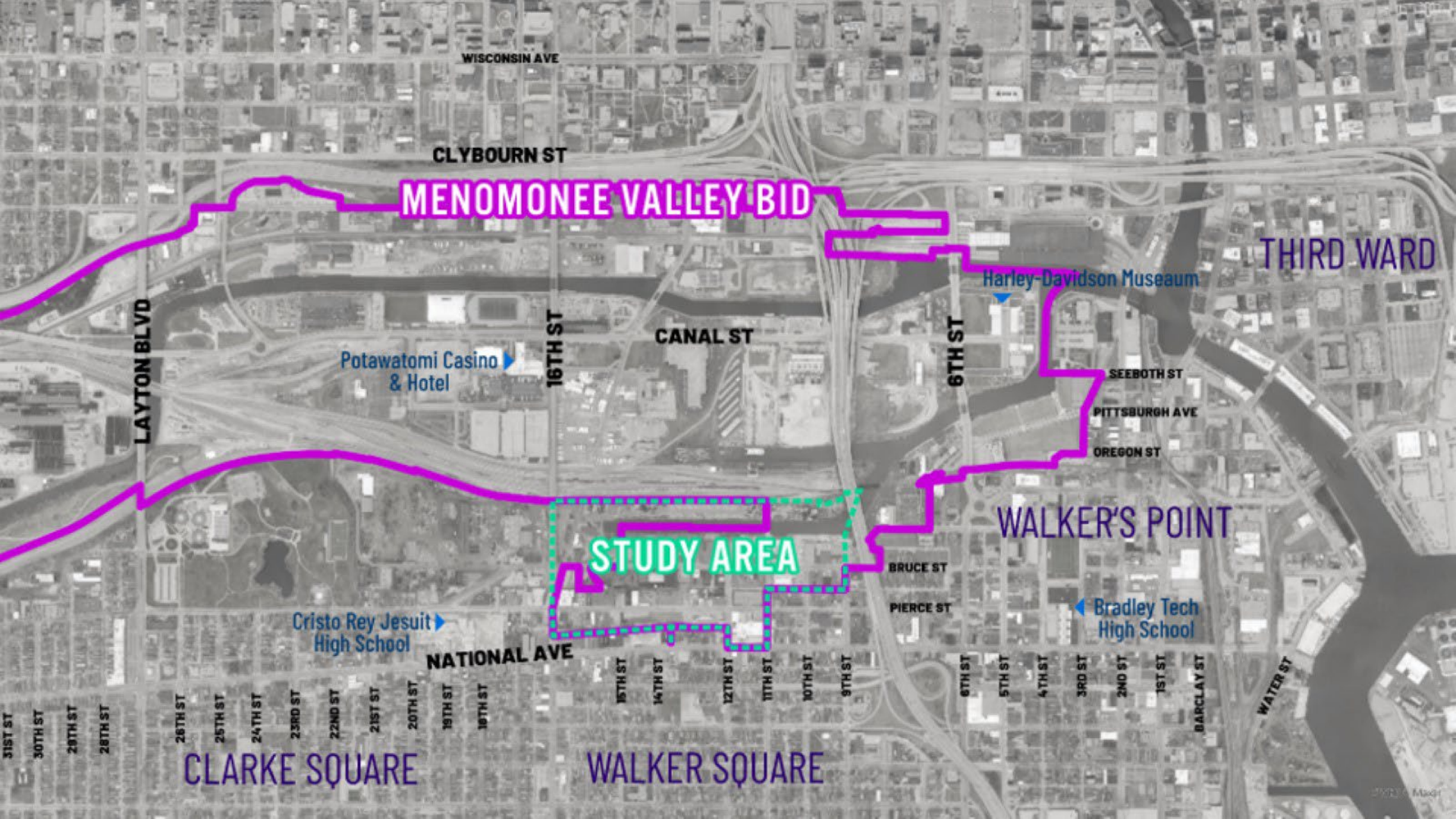
AVERAGE MANUFACTURING JOB SALARY

- 3.8x** HOSPITALITY JOBS
- 2.4x** RETAIL JOBS
- 2.3x** ADMINISTRATIVE SERVICE JOBS
- 1.7x** WAREHOUSING & TRANSPORTATION
- 1.5x** HEALTHCARE & SOCIAL SERVICES

Created for the Milwaukee Industrial Land Analysis, 2021. Source: Interface Studio & Ninigret Partners

¹ Industrial land holds \$829m of property value hosts \$3.6b in wages – a wage base to land value return of 4.3 to 1. Commercial property holds \$12.4b with an estimated wage base of \$7.97b or a 1.6 to 1 wage base to land value return. Calculated based on estimated total wages for sector / assessed and equalized value of corresponding land category – industrial or mercantile (commercial). Excludes wages for healthcare social services and educational services since a large portion of their activity takes place on tax exempt property.

Project Overview



WISCONSIN AVE

CLYBOURN ST

MENOMONEE VALLEY BID

THIRD WARD

Harley-Davidson Museum

Potawatomi Casino & Hotel

CANAL ST

16TH ST

6TH ST

SEEBOTH ST

PITTSBURGH AVE

OREGON ST

WALKER'S POINT

STUDY AREA

BRUCE ST

PIERCE ST

Bradley Tech High School

Cristo Rey Jesuit High School

NATIONAL AVE

15TH ST

14TH ST

12TH ST

11TH ST

10TH ST

9TH ST

8TH ST

5TH ST

4TH ST

3RD ST

2ND ST

1ST ST

BARCLAY ST

WATER ST

CLARKE SQUARE

WALKER SQUARE

PIERCE & BRUCE STUDY AREA

Burnham Canal

ALTER
METAL RECYCLING

GRANARY
LOFTS

W BRUCE STREET

MID-CITY
FOUNDRY

KPH

ZYN

PAPER BOX
LOFTS

W PIERCE STREET

12TH STREET

11TH STREET

10TH STREET

9TH STREET

GARDEN
FRESH

EAGLE
METAL

MATC

ASTRONAUTICS
BUILDING

W NATIONAL AVENUE

1331 PLACE
APARTMENTS

INTERSTATE
94

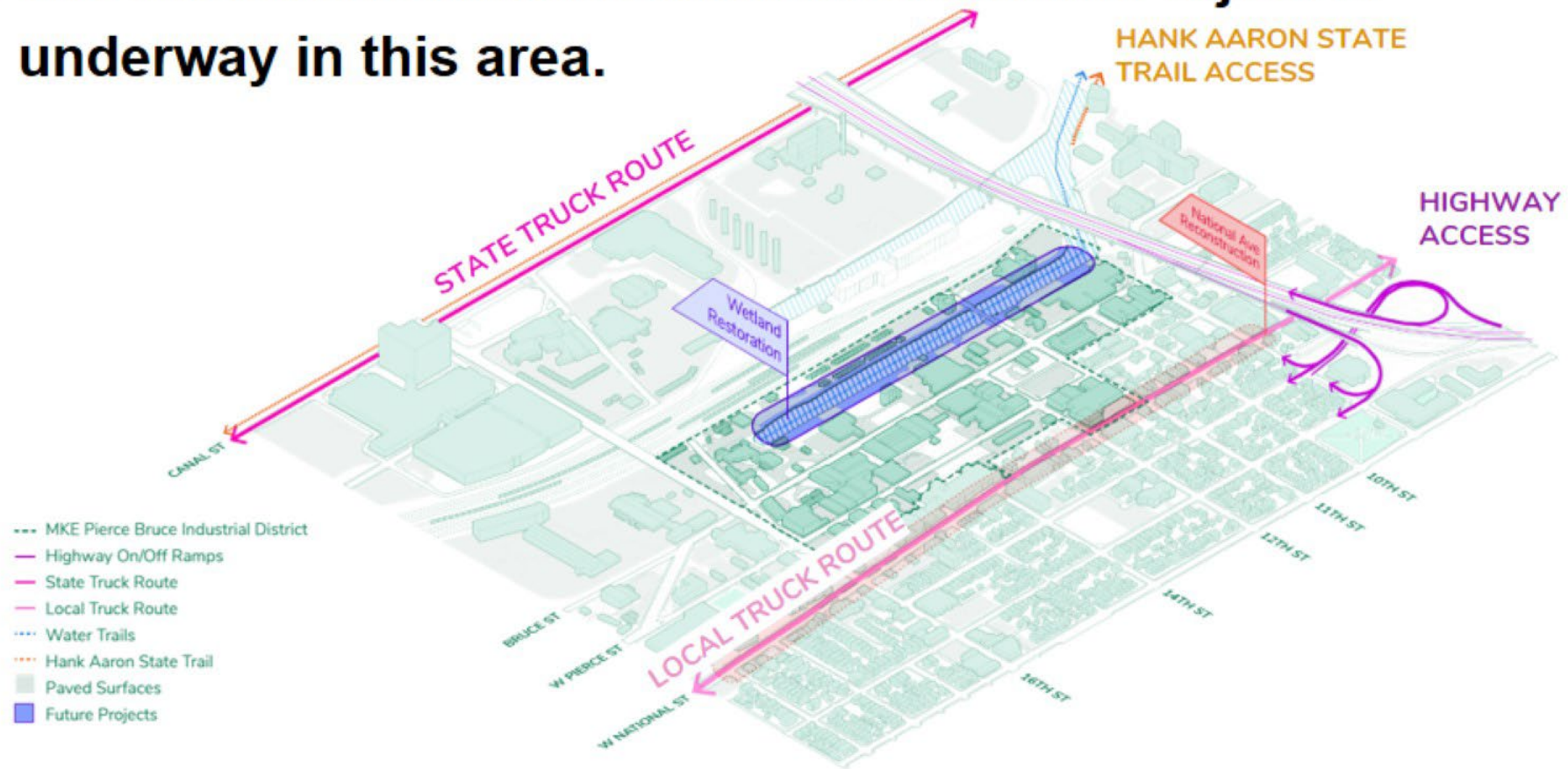
INTERSTATE
43

3 Key factors that led to this sub-area zoning study:

- 1. The Industrial Land Use Analysis⁽²⁰²¹⁾ suggested a review of local zoning.**
- 1. The Burnham Canal Wetland Restoration Project is underway in this area.**
- 1. The Menomonee Valley Industrial BID wants to make sure all area land is safe and productive.**

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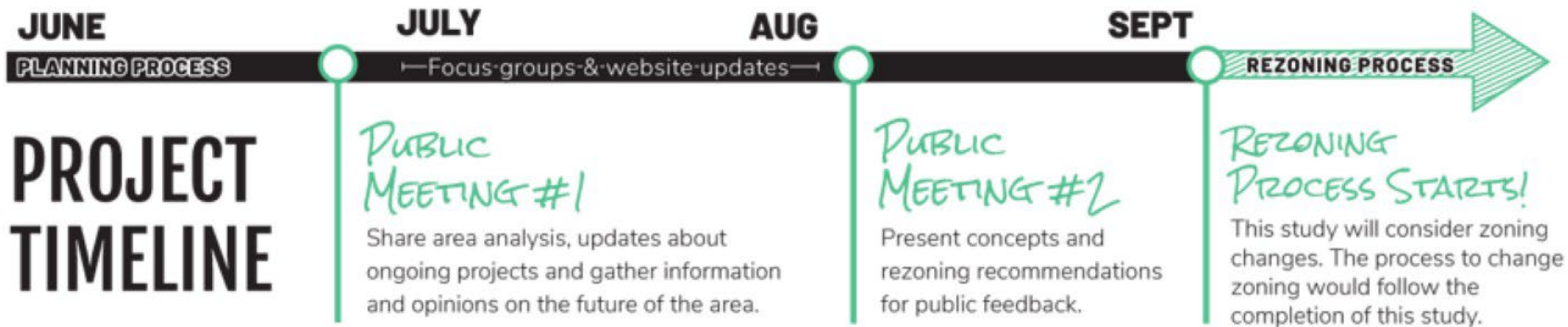


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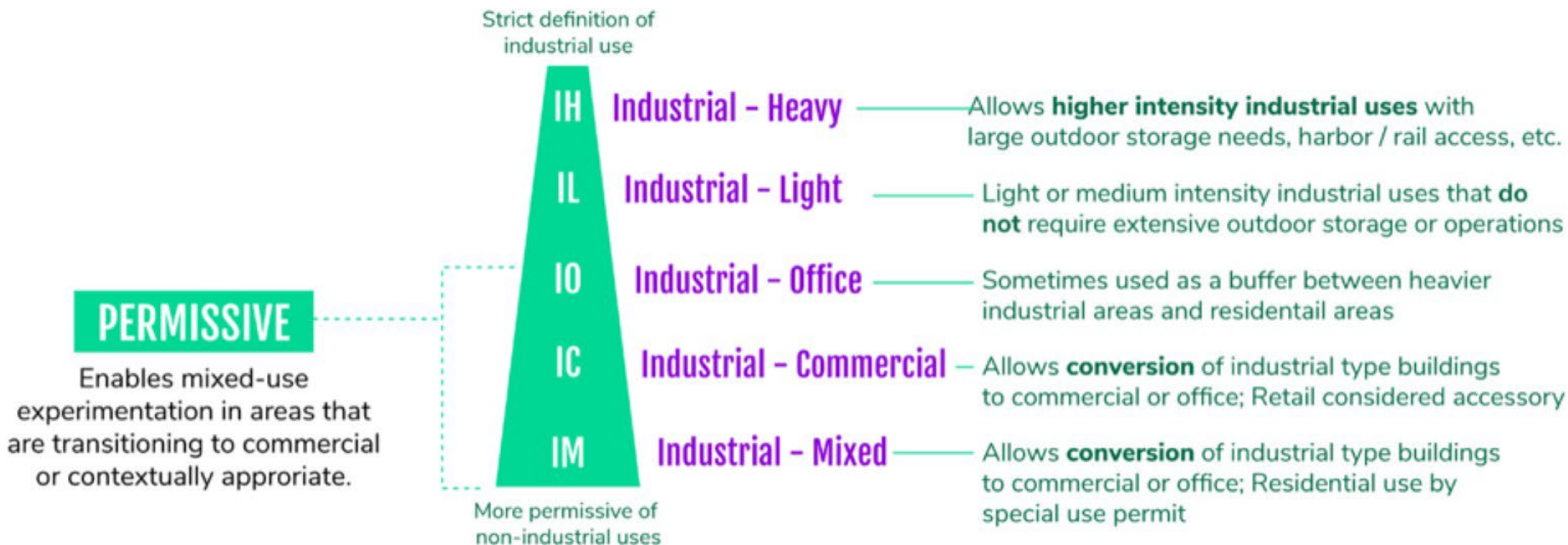
3. The Menomonee Valley Industrial BID wants to make sure all area land is safe and productive.



Get involved!

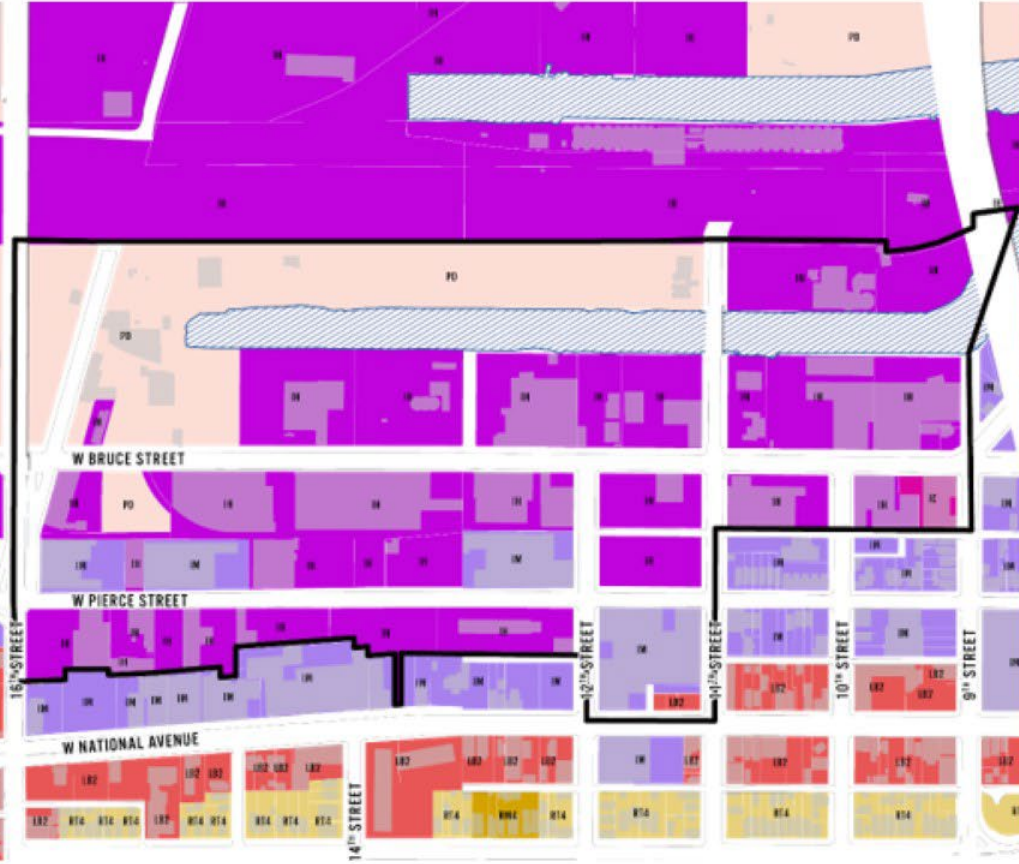


INDUSTRIAL ZONING CATEGORIES



ZONING

- Industrial - Heavy (IH)
- Industrial - Mixed (IM)
- Industrial - Light (IL)
- Industrial - Commercial (IC)
- Planned Development (PD)
- Local Business 2 - (LB2)
- Multi-Family Residential Districts (RM4-RM7)
- Single Family supporting 2-family dwellings (RT4)



IH



IC



IM

Public Feedback

PUBLIC MEETING FEEDBACK

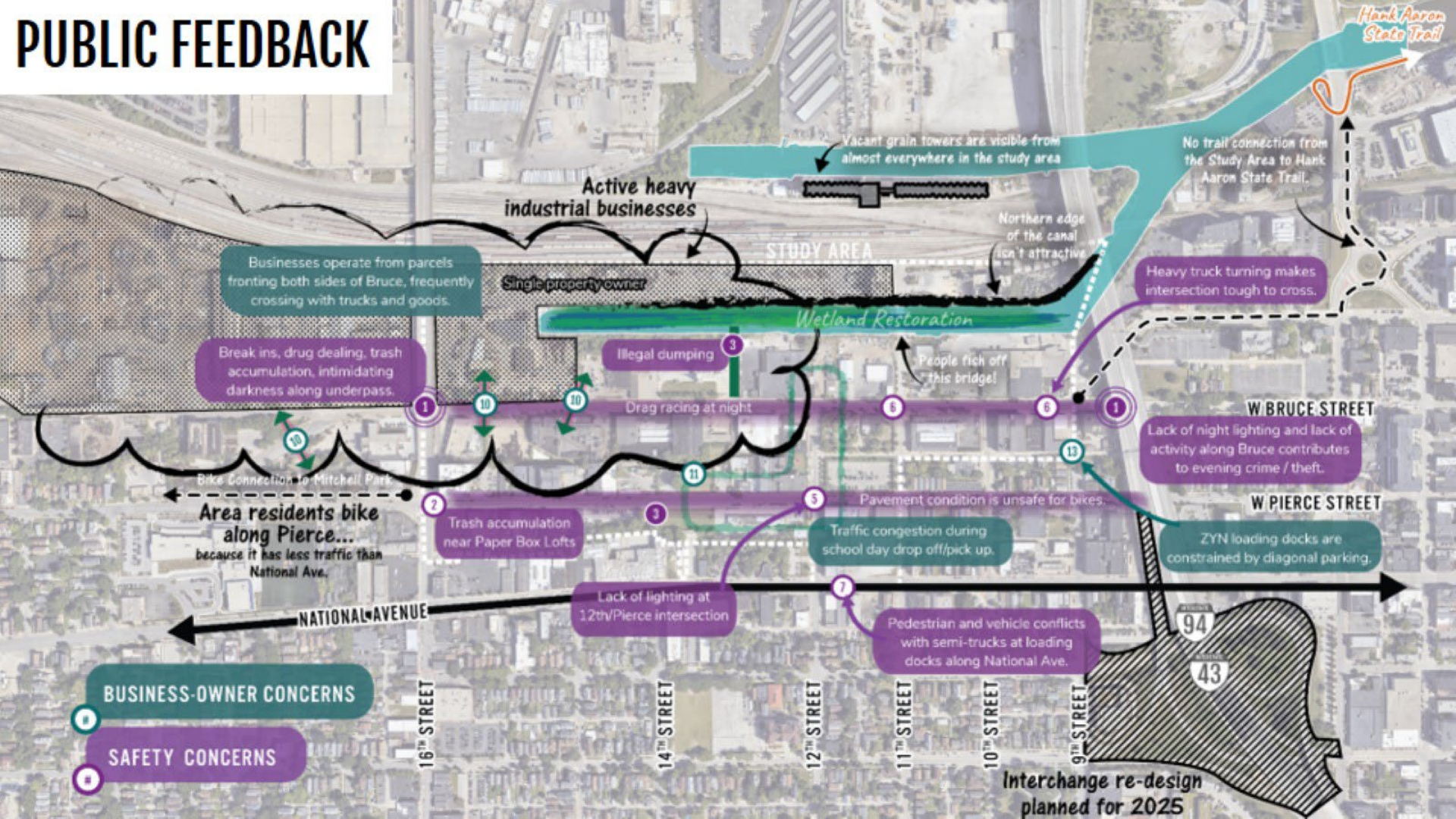
AREA BENEFITS

- **“Having a fleet of vehicles on site, easy access to freeway, and central location** make this attractive to industrial uses.”
- **“We like the area as well, and we have local residents working at our facilities.** It is convenient being off the freeway, and not within the intensity of the downtown area.” - *Multiple mentions of desirable, accessible workforce in the surrounding areas. (most drive to work)*
- **“Bruce Street has most traffic, some people speed down this road, which is something to consider. Pierce is far less trafficked than Bruce.”**
- **Cyclists use Pierce Street** as an alternative to biking on National Avenue.

AREA CONCERNS

- **“lighting could be improved.** We’ve got truck drivers that come in the middle of the night. We have to keep our truck gate locked.”
- Concerns about additional foot traffic at intersections and **preservation for truck circulation** around canal access.
- **Illegal dumping** and **encampment under viaducts** and on vacant parcels including at the edge of the Burnham Canal.
- **“With office and commercial, one issue would be parking. It’s tough to find parking in the street** and new uses could create additional congestion.”
- **“Not interested in seeing more bars and clubs given the isolation of the area”**

PUBLIC FEEDBACK



AREA RECOMMENDATIONS

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1. Pursue rezoning two sub-areas as more permissive industrial zoning
2. Pursue opportunities for public access to the Burnham Canal
3. Explore potential streetscape and intersection improvements
4. Mobilize resources to address real and perceived safety issues in the district

Recommendation 1: Zoning Changes

INDUSTRIAL-HEAVY (IH)

Accommodates high-intensity industry and industrial sites connected to harbor, airport, and rail



ALTER METAL RECYCLING
1640 W Bruce St, Milwaukee, WI 53204

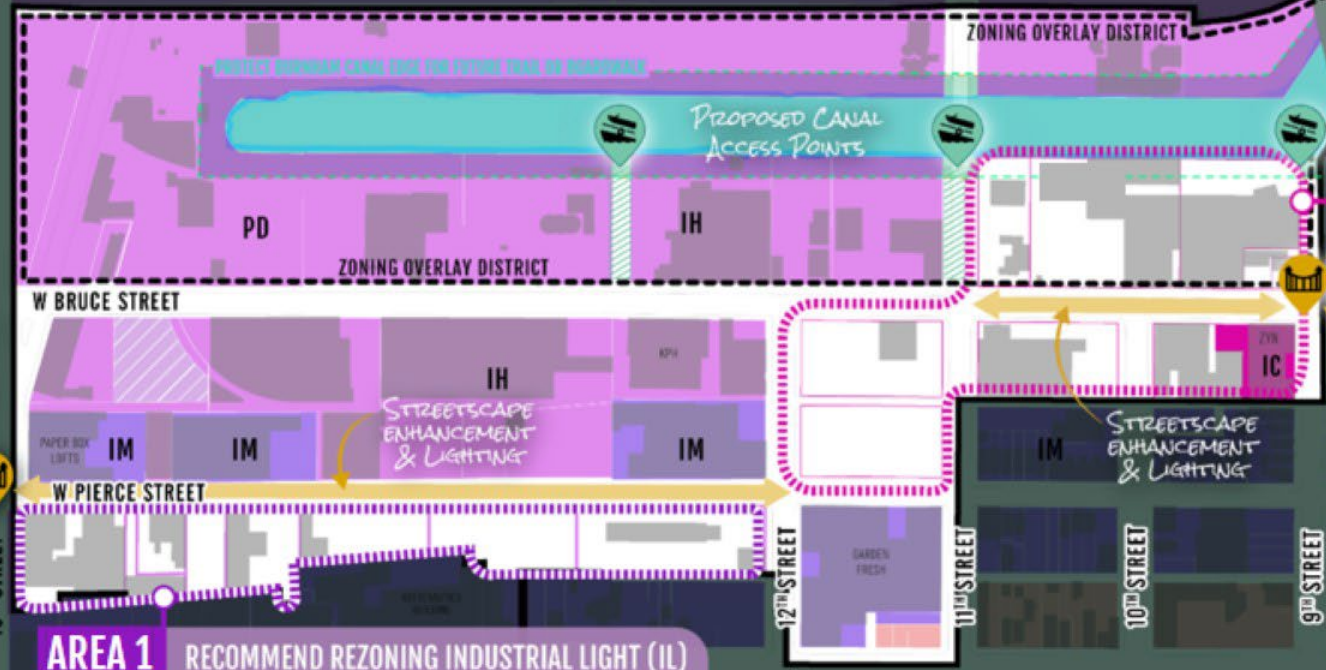
Site / Development Qualities:

- Large structures
- Exterior storage / operations / mechanical
- Zero/limited building setbacks or buffers
- Commercial / office support primary industrial use
- NO residential uses

Things to consider:

- Most IH districts have already been re/developed.
- IH zoning assumes outdoor space is critical to supporting the on-site use.
- Where possible, the IH district should be separated from residential neighborhoods with less intensive, non-residential districts.

ZONING RECOMMENDATIONS



GATEWAY
ADDRESS INTERSECTION DESIGN & SAFETY ISSUES

AREA 1
RECOMMEND REZONING INDUSTRIAL LIGHT (IL)
Protect use for a broad spectrum of industrial businesses, while supporting transition to non-industrial uses and IM zoning on all sides.

AREA 2
REZONE AREA INDUSTRIAL-COMMERCIAL (IC)
Support transition of area to industrial uses with commercial components.

GATEWAY
ADDRESS INTERSECTION DESIGN & SAFETY ISSUES

ALUMINUM RECYCLING

CRASHY LOTS

PD

IH

IM
IC

IH

IM

IM

IM

PAPER BOX LOTS

W PIERCE STREET

W BRUCE STREET

12TH STREET

11TH STREET

10TH STREET

9TH STREET

16TH STREET

NATIONAL AVENUE

PERFECT DURNHAM CANAL EDGE FOR FUTURE TRAIL OR BOARDWALK

PROPOSED CANAL ACCESS POINTS

ZONING OVERLAY DISTRICT

ZONING OVERLAY DISTRICT

STREETSCAPE ENHANCEMENT & LIGHTING

STREETSCAPE ENHANCEMENT & LIGHTING

GARDEN FRESH

ZONING RECOMMENDATIONS – AREA 1

RECOMMENDATION:

Rezone parcels in Area 1 from Industrial Heavy (IH) to Industrial Light (IL).

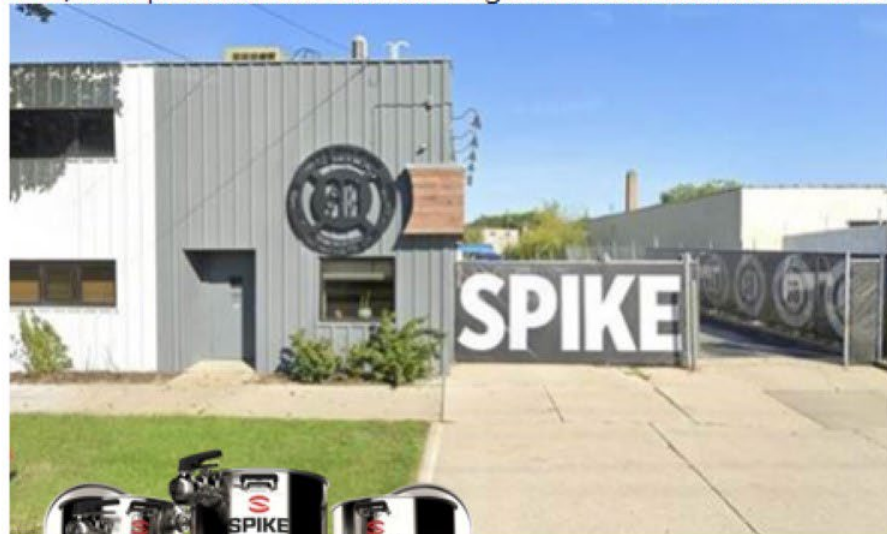
WHY REZONE?

- Continue to protect land in this area for the broadest possible spectrum industrial use.
- Align future uses with existing context.
- Create a buffer between heavy industry to the north and anticipated growth of mixed use development along National Avenue.



INDUSTRIAL-LIGHT (IL2/IL1)

“Light Industrial” uses include everything from product fabrication to medical research, but the scale of the building, site, and product are smaller / lighter / less intense on site than IH uses.



SPIKE BREWING
EQUIPMENT

Site / Development Qualities:

- “Lighter” industrial uses.
- LIMITED use of outdoor space for heavy vehicles. Exterior storage of smaller vehicles (not junk), contractor’s yard or garden supply type uses.
- NO residential uses
- Commercial / office support primary industrial use
- IL uses require more extensive buffering from adjoining residential areas.
- SOME commercial and office uses may also be included; typically heavier uses than the IO district

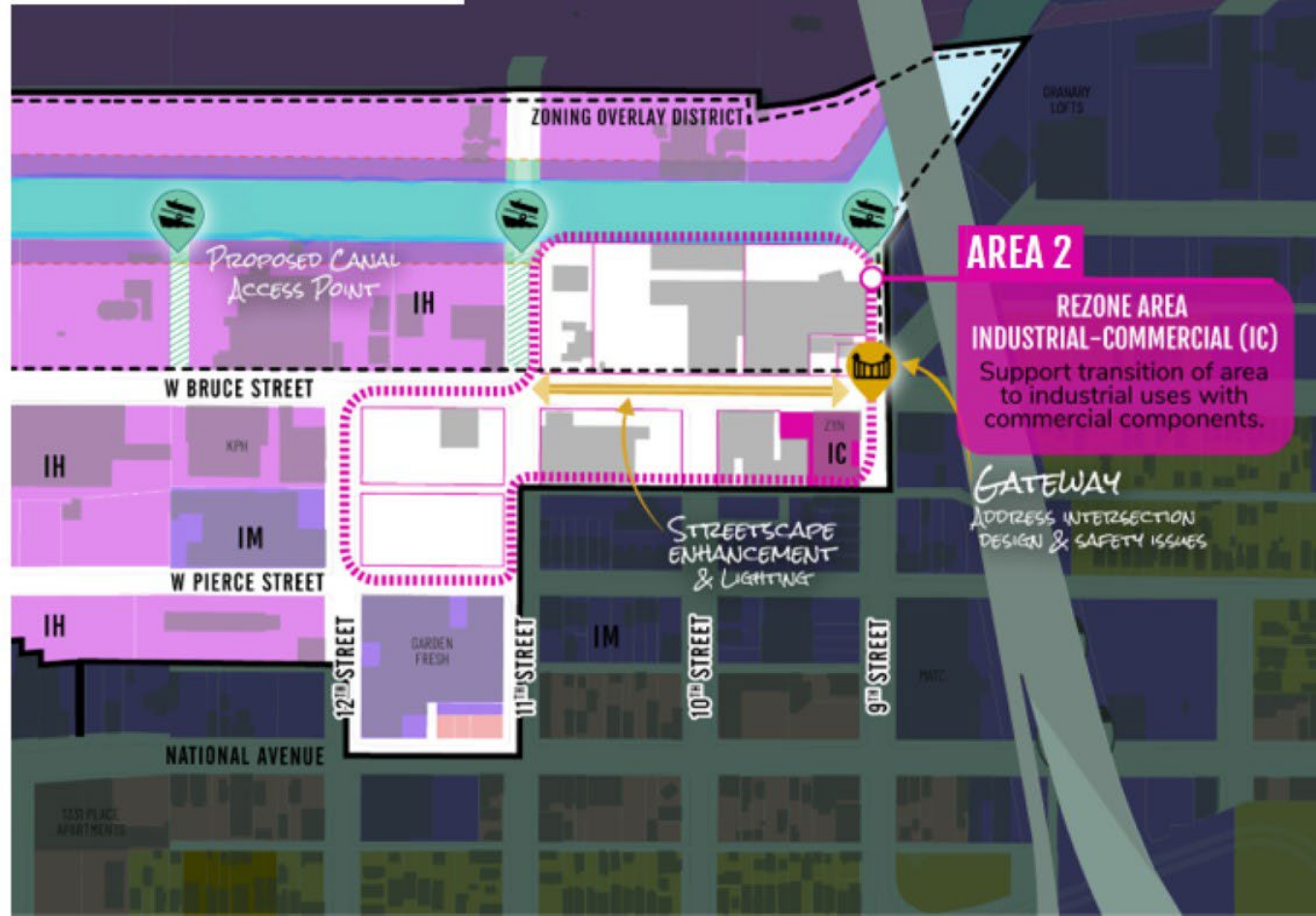
ZONING RECOMMENDATIONS - AREA 2

RECOMMENDATION:

Rezone parcels in Area 2 from Industrial Heavy (IH) to Industrial Commercial (IC).

WHY REZONE?

- Continue to protect land in this area for industrial use.
- Recognize the unique urban character in this sub-area
- Align future uses with anticipated pedestrian activity in the area.
- Create a buffer between heavy industry to the east and adjacent, established residential area.



INDUSTRIAL-COMMERCIAL (IC)

Intended primarily for light industrial uses that utilize small and medium-sized buildings and do not have extensive outdoor operations or storage areas. Enables conversion of older industrial buildings to commercial/office uses in support of or related to the primary industrial use.

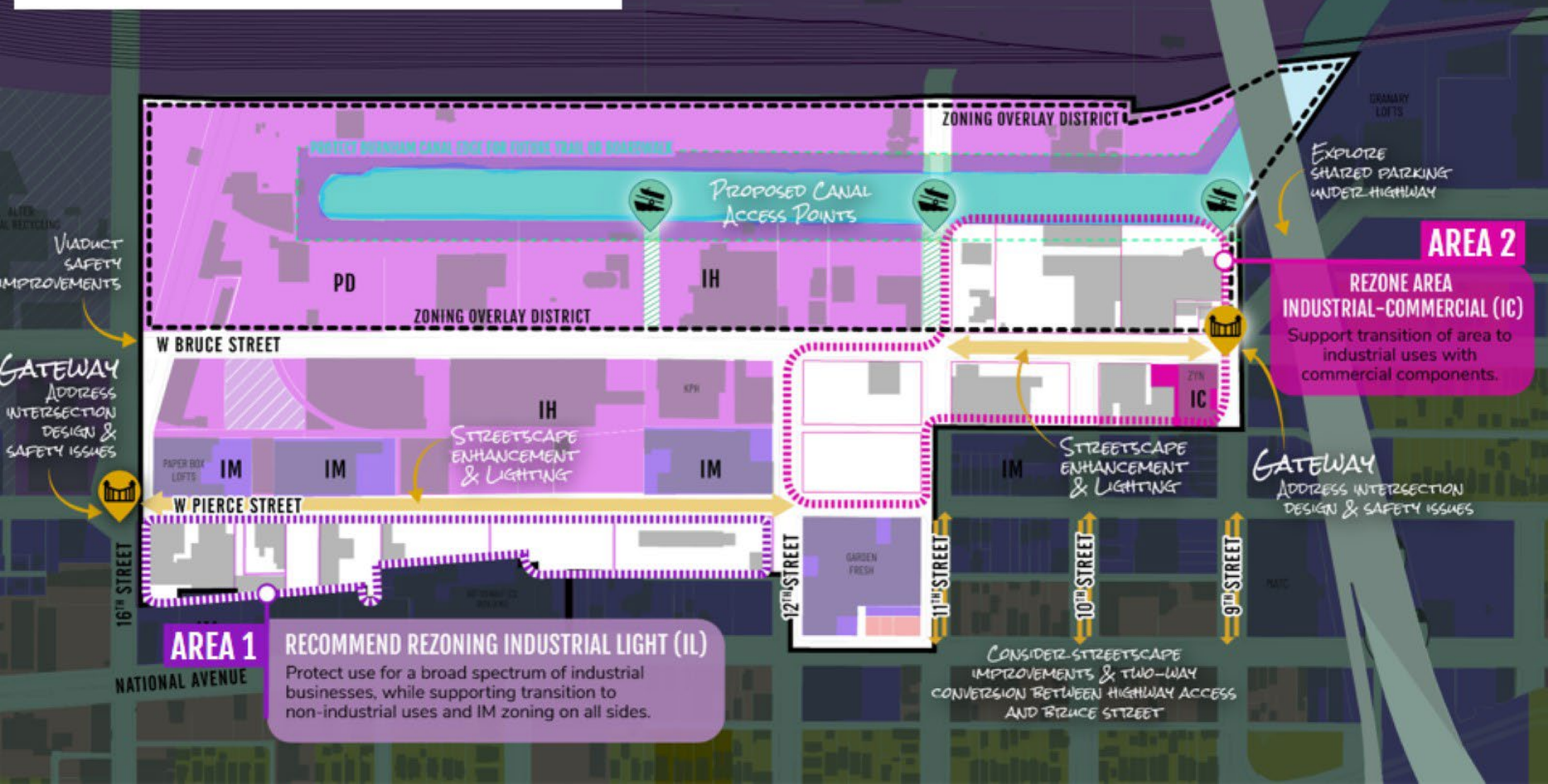


BACHMAN FURNITURE
1741 W Saint Paul Avenue

Site / Development Qualities:

- Retains expectation for industrial use on site
- Smaller and mid-sized buildings and sites
- Limited outdoor operations or storage space
- Enables conversion of industrial type buildings to commercial and office.
- NO residential uses
- IC District areas have an urban character and are more pedestrian-scaled than other, vehicular-traffic-dominated corridors.

ZONING RECOMMENDATIONS



ZONING RECOMMENDATIONS

VIADUCT SAFETY IMPROVEMENTS

GATEWAY ADDRESS INTERSECTION DESIGN & SAFETY ISSUES

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Support transition of area to industrial uses with commercial components.

GATEWAY ADDRESS INTERSECTION DESIGN & SAFETY ISSUES

CONSIDER STREETScape IMPROVEMENTS & TWO-WAY CONVERSION BETWEEN HIGHWAY ACCESS AND BRUCE STREET

EXPLORE SHARED PARKING UNDER HIGHWAY

PROTECT DOWNSTREAM CANAL EDGE FOR FUTURE TRAIL OR BOARDWALK

PROPOSED CANAL ACCESS POINTS

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Recommendation 2: Vision for the Burnham Canal

What's the future of the Burnham Canal?

Burnham Canal Remediation/Ecosystem Restoration Design *Artistic Rendering*



POTENTIAL PUBLIC ACCESS



NEAR TERM
RECOMMENDATION!

BURNHAM CANAL

LONG TERM VISION

PLACEMAKING
Consider mural or other silo activation

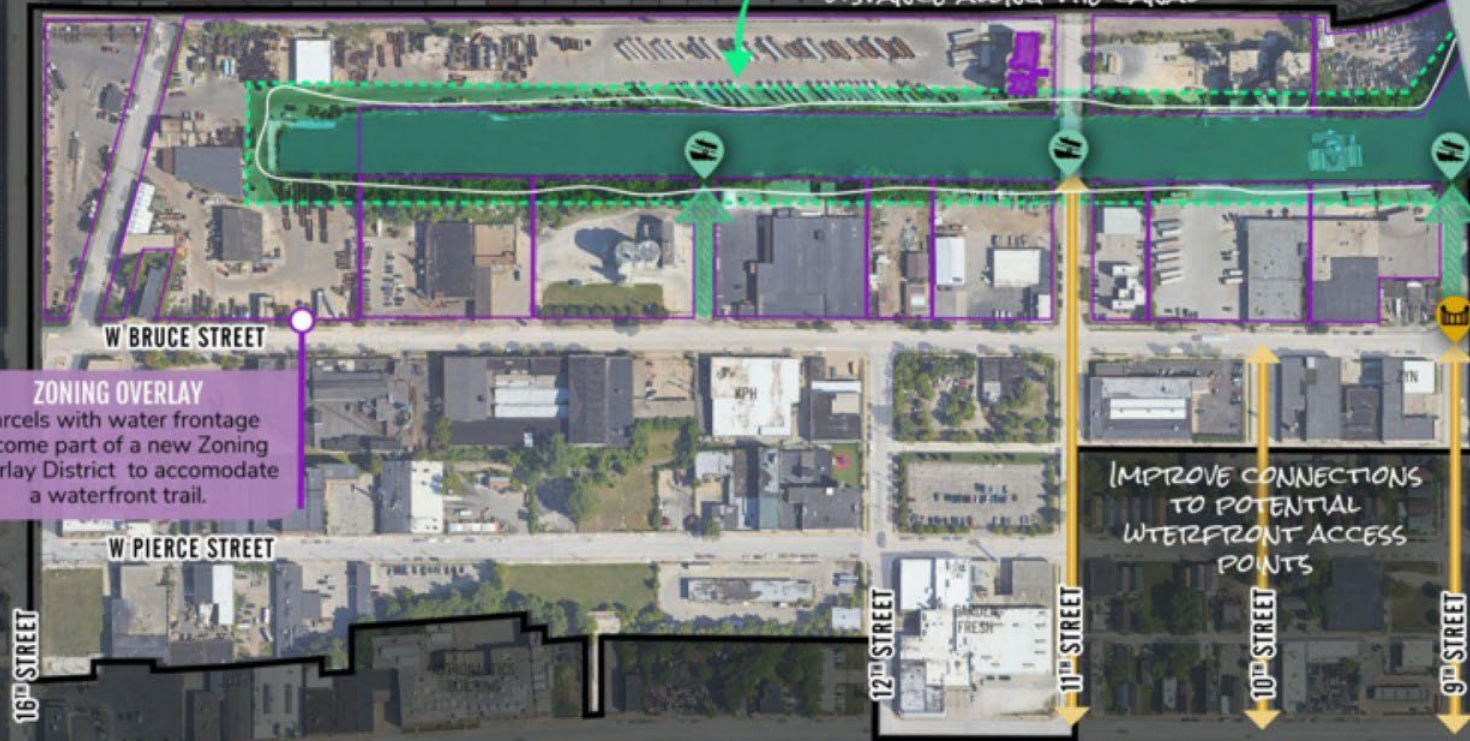
OVERLAY DISTRICT RESTRICTS DEVELOPMENT WITHIN A DEFINED DISTANCE ALONG THE CANAL

PUBLIC ACCESS & BOAT / KAYAK LAUNCH

ADDRESS INTERSECTION DESIGN AND SAFETY ISSUES

ZONING OVERLAY
Parcels with water frontage become part of a new Zoning Overlay District to accommodate a waterfront trail.

IMPROVE CONNECTIONS TO POTENTIAL WATERFRONT ACCESS POINTS



W BRUCE STREET

W PIERCE STREET

16TH STREET

NATIONAL AVENUE

10TH STREET

12TH STREET

11TH STREET

10TH STREET

9TH STREET

Why a SPROZ?

Riverwalk Site Plan Review Overlay Zone (SPROZ)

Site Plan Review Overlay zones provide an opportunity for adding design standards over and above those required in the base zoning, including improved landscape buffers.

OVERLAY ZONE DEFINES:

- Restricted development width along canal
- Physical conditions of buildings and outdoor storage visible from water
- Preferred plantings and vegetation
- Lighting and site circulation infrastructure

What happens to the existing properties?

Nothing! An Overlay Zone only applies when a property is redeveloped.

Redevelopment typically happens after a property is sold to a new owner, but can be initiated by the current owner investing in improvements to their own property.

An Overlay Zone would set design standards when major redevelopment takes place—typically valued at about 70% of the assessed value.

Recommendation 3 + 4: Streetscape and Public Safety



RECOMMENDATION 3:

Explore potential streetscape and intersection improvements

- Improve the street condition and quality.
- Redesign intersections and streets where trucks and people mix.
- Welcome more pedestrian activity.



RECOMMENDATION 4:

Mobilize resources to address real and perceived safety issues in the district

- Improve lighting along W. Pierce Street and W. Bruce Street.
- Clean up the streets and open spaces.
- Maintain vacant property

SUMMARY

1. Pursue rezoning two sub-areas as more permissive industrial zoning
2. Expand public access to the Burnham Canal
3. Explore potential streetscape and intersection improvements
4. Mobilize resources to address real and perceived safety issues in the district