
CITY OF MILWAUKEE INDUSTRIAL LAND ANALYSIS

Building a shared understanding of Milwaukee's current industrial sector and provide a roadmap for future decision-making.



FINAL REPORT
AUGUST 2021

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ACKNOWLEDGEMENTS

THANK YOU! to everyone who contributed to this plan by participating in an interview or who shared their thoughts and insights online or at a public meeting. Many local voices helped shape this plan; BID neighbors, employees, businesses, artists, community organizations, institutions, visitors, City staff and leadership—your words and ideas populate the pages that follow.

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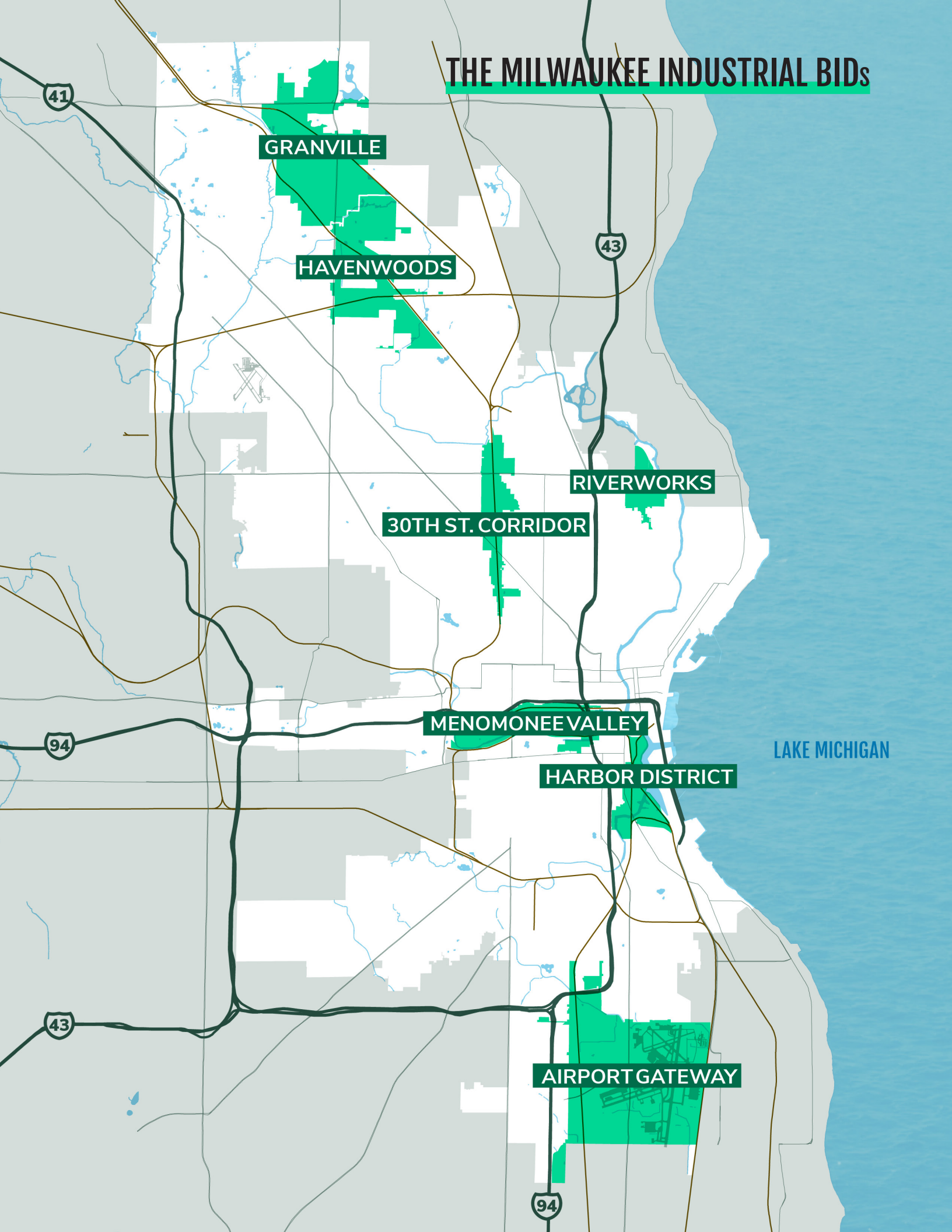
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THE MILWAUKEE INDUSTRIAL BIDS



GRANVILLE

HAVENWOODS

RIVERWORKS

30TH ST. CORRIDOR

MENOMONEE VALLEY

HARBOR DISTRICT

AIRPORT GATEWAY

LAKE MICHIGAN

INTRODUCTION

The *Milwaukee Industrial Land Analysis* is designed to build a shared understanding of Milwaukee's current industrial sector and provide a roadmap for future decision-making. A key purpose of this project is to create a tool for the City of Milwaukee to use in making future decisions regarding land use. Results of this analysis will influence land use and zoning decisions for years to come.

Taking place over the course of one year, this work answers critical questions related to Milwaukee's competitiveness to support and attract industrial business and jobs:

> Does the City of Milwaukee have sufficient industrial zoned land to meet future demand?

> Are there strategic adjustments that the City of Milwaukee should consider to its zoning code and economic development strategies to meet the future space needs of manufacturers?

> Under what circumstances would a conversion for non-industrial uses be appropriate on certain sites?

By helping the City to better understand the general trends impacting the market, and the effects various land use strategies can have on key issues like job creation, economic growth, property tax levies, and more, the City and partners will be better positioned to chart a strategic course forward.

This plan is an amendment to the Citywide Policy Plan, which, together with the 14 Area Plans, makes up the City's Comprehensive Plan. As part of the comprehensive plan, it is adopted by the Common Council, and its recommendations must be considered when making land use and zoning decisions. The State of Wisconsin has a Comprehensive Planning Law (Wis. Stats 66.1001) that requires all municipalities to complete comprehensive plans to guide their future development. The State and the City have both adopted frameworks for developing comprehensive plans in a way that incorporates meaningful public participation throughout the process. The *Industrial Land Analysis* was developed in a way to meet these requirements.

In addition to being part of the City's Comprehensive Plan, the *Industrial Land Analysis* contains strategies for achieving goals established in *Growing Prosperity*, the City's economic development plan. *Growing Prosperity* was completed in close coordination with Milwaukee 7, the regional economic development entity, to coordinate efforts in the southeastern Wisconsin region. *Growing Prosperity* recognizes the importance of manufacturing in the region and the City and enumerated several recommendations, including maintaining an inventory of 100 acres of developable industrial land and re-evaluating the zoning code to align with modern manufacturing.

INDUSTRY TODAY

MILWAUKEE - THE MACHINE SHOP OF THE WORLD

Premier access to the lake established the City but Milwaukee's industrial history fueled its growth. From auto frames to steam engines to agricultural machinery, industrial factories were established across the City taking advantage of land and available rail. Businesses like Miller Brewing and A.O. Smith (located in what is now the 30th Street Corridor) employed thousands and represented the ingenuity and skill of the diverse workforce in the City.

This industrial legacy remains critical to the Milwaukee's economy today. Industrial activity accounts for 45,000 jobs in the City and over \$3.6 billion in wages. One in every five jobs in the City is located on industrial property which represents only 3% of the City's land value but 18% of private sector wages. Critically, industrial sector jobs pay 15% more than average wages across all employment including almost 4 times as much as hospitality jobs and 2½ times more than retail jobs.

Industrial jobs are declining, but Milwaukee remains a strong industrial hub compared to other cities. In the last decade, manufacturing—one type of industrial use—has been in decline across almost all Midwestern cities. The line charts below and to the right illustrate the decline of manufacturing jobs since 2004 - 2018 in Milwaukee, Chicago, Indianapolis, Madison, Grand Rapids, and Cleveland. Milwaukee has, however, shown signs of strength. Milwaukee's data shows the second-best performance of this cohort since 2004.

Milwaukee's seven Industrial BIDs contain most of the City's manufacturing jobs. In all, there are about 2,160 businesses within the City's Industrial BIDs. **Milwaukee's Industrial Business Improvement Districts (BIDs) are critical employment centers for the City.** Though the number of businesses that rely on industrial type space has declined since 2004 some

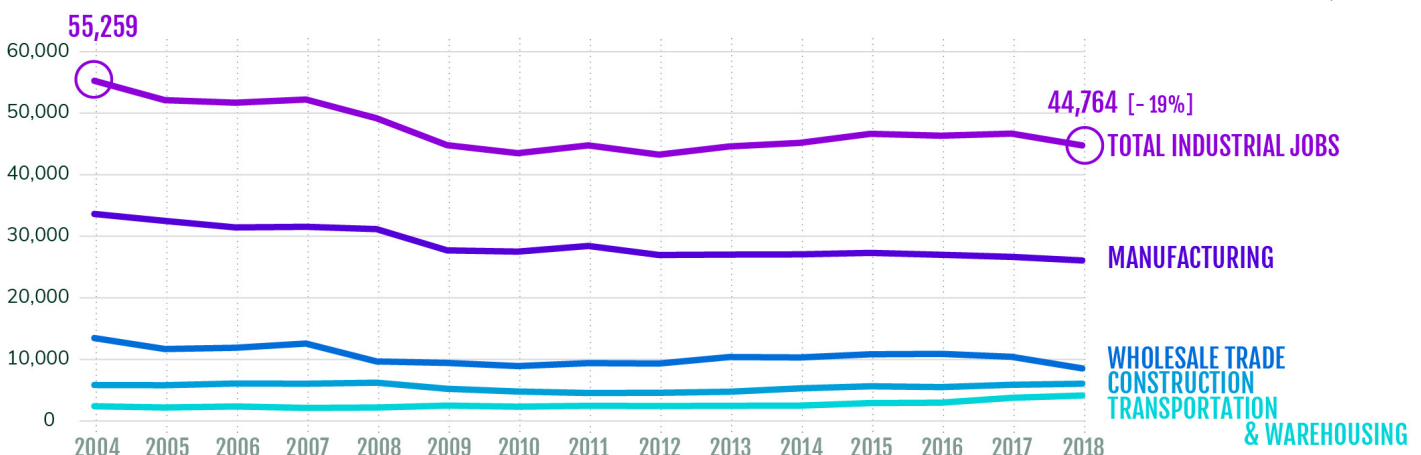
sectors have grown or maintained since 2004 and are a core part of Milwaukee's manufacturing base. Beverage manufacturing, specialty food services, and some transportation-related businesses show growth in this period. These industrial sectors also align with the Milwaukee 7 Industry Clusters identified as having growth potential in Milwaukee.¹

Approximately one in five jobs in Milwaukee reside on the city's industrial lands, and one in ten jobs in Milwaukee is a manufacturing-related job. What's more, the average "industrial sector" job pays \$64,580 each year, 15% higher than the average private sector wage in Milwaukee*.

*Defined as manufacturing, warehouse/transportation, construction, wholesale trade, utilities

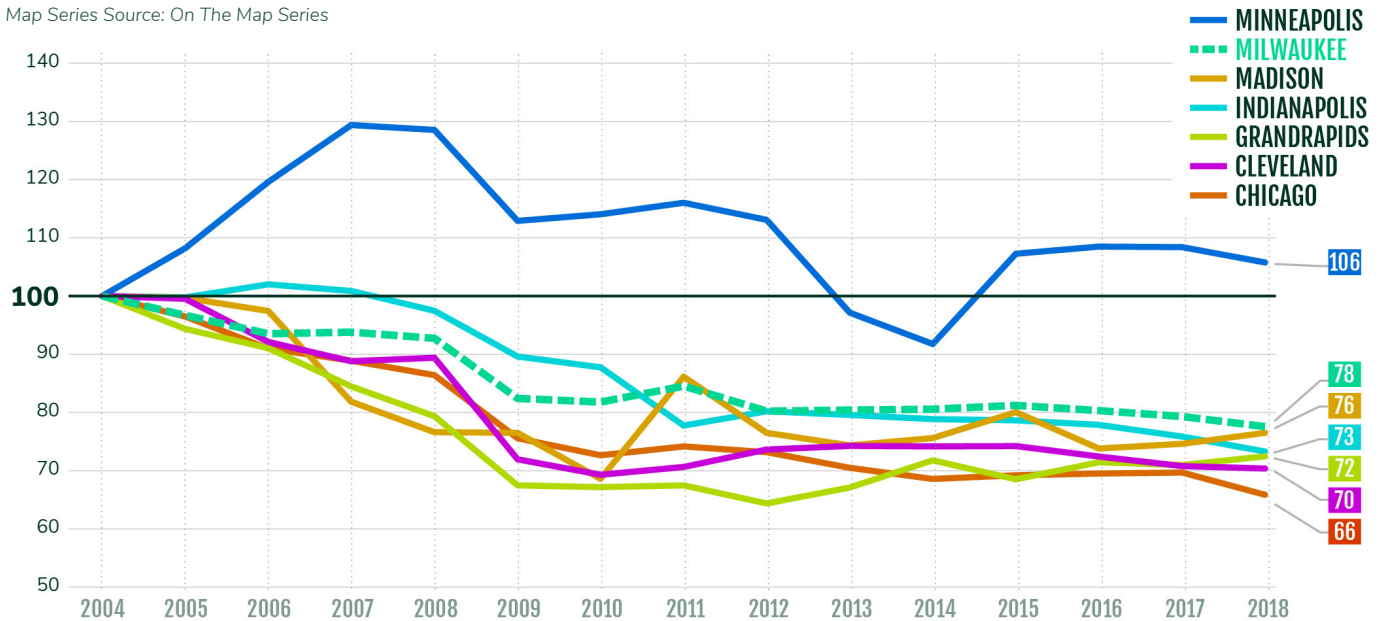
INDUSTRIAL JOB TRENDS CITYWIDE

Industrial jobs have been trending down in Milwaukee since 2004. Source: On The Map Series



CHANGE IN MANUFACTURING JOBS SINCE 2004

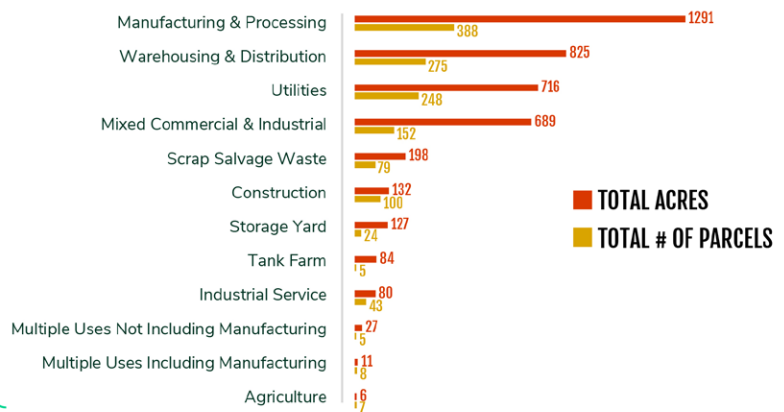
In the last decade, manufacturing has been in decline across almost all Midwestern cities. Milwaukee's data shows the second-best performance of this cohort since 2004. Source: On The Map Series Source: On The Map Series



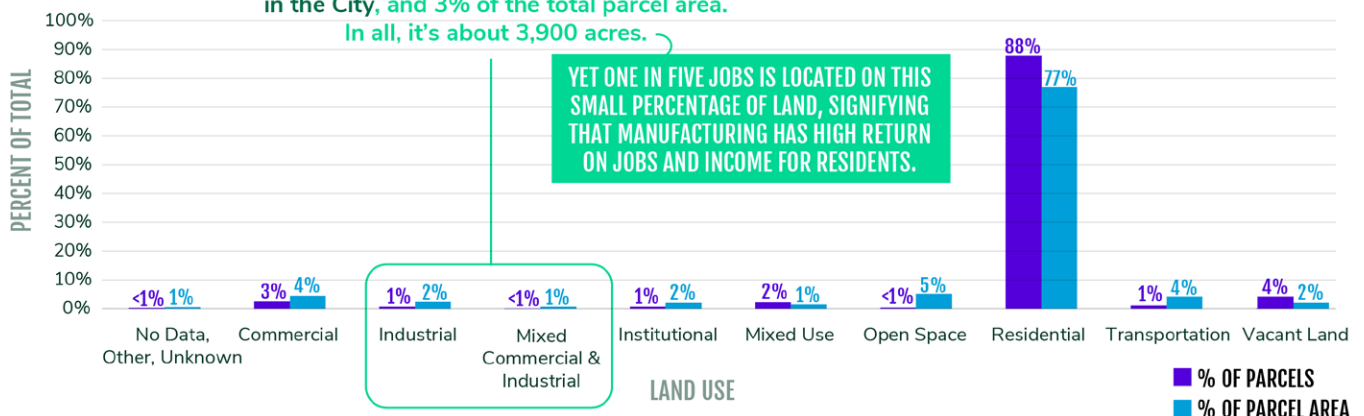
INDUSTRIAL LAND METRICS CITYWIDE

Comparative acreage of industrial use types citywide, within and outside of Milwaukee's Industrial BIDs. Source: Interface Studio analysis of the Master Property Parcel file, accessed December, 2020, and field observations.

Of that industrial land, manufacturing & processing accounts for the majority of both parcels and acreage



Industrial land makes up just 1% of the parcels in the City, and 3% of the total parcel area. In all, it's about 3,900 acres.

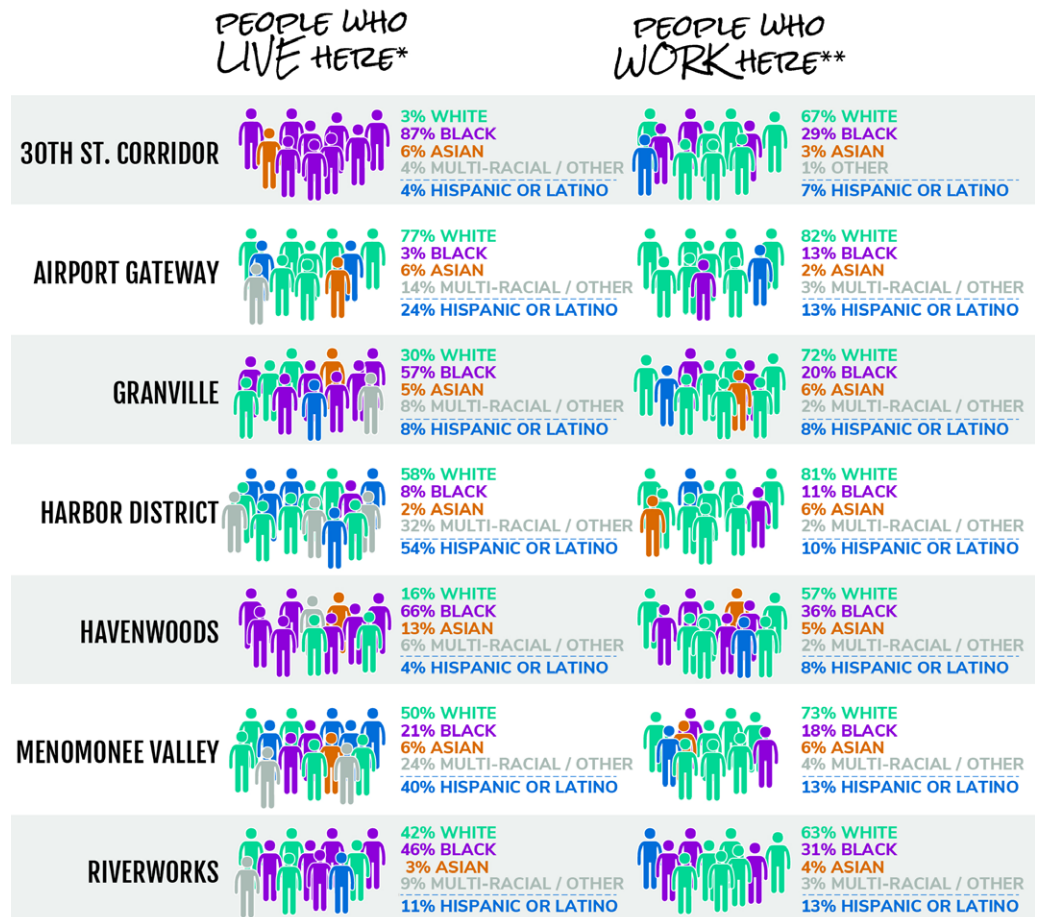


YET ONE IN FIVE JOBS IS LOCATED ON THIS SMALL PERCENTAGE OF LAND, SIGNIFYING THAT MANUFACTURING HAS HIGH RETURN ON JOBS AND INCOME FOR RESIDENTS.

SOME BIDS' WORKFORCES REFLECT THE RACIAL COMPOSITION OF THEIR SURROUNDING COMMUNITY, WHILE OTHERS LOOK DRASTICALLY DIFFERENT.

Nestled around these BIDs are historic and diverse communities. Milwaukee is almost 40% Black and 20% Hispanic or Latino but according to City Observatory the 5th most racially segregated city in the Country. One in four City residents live in poverty, but Black poverty is the highest in the nation at 33%.² ³ For these reasons, intentional efforts to support new and existing minority-owned businesses and improve access to industrial job opportunities for people of color is essential in helping to address racial inequity within Milwaukee.

Industrial jobs are evolving and, a range of other policies and actions are necessary. The remainder of this document outlines primary actions the City, BID directors and their partners can take to better align the use and management of industrial land with local values around job creation, wealth and racial equity.



COMPARISON OF RESIDENT POPULATION TO EMPLOYEE POPULATION IN EACH OF THE INDUSTRIAL BIDS

Source: ESRI, OnTheMap Application and LEHD Origin-Destination Employment Statistics, Primary Jobs Only, 2018. Note: Hispanic or Latino origin is a U.S. Census classification that refers to a person of Cuban, Mexican, Puerto Rican, South or Central American, or other Spanish culture or origin regardless of race.

* Population within a 1/2 mile of the BID
** Working Population in the BID

IMPACTS OF THE COVID-19 PANDEMIC

The onset of the COVID-19 pandemic on a global scale has fundamentally changed how manufacturing operates internationally and nationally, with a focus on diversifying and reducing risk in supply chains, shoring goods production as close to the US as possible, and the changes in logistics that this would entail. An increase in manufacturing capacity within the US, as opposed to relying on international markets for sourcing of key components and essential goods such as PPE, will demand more flexible space and logistics

facilities, increased transparency in tracking and distribution, higher reliability in automation and e-commerce, and a labor pool that is prepared to meet the current industry demands.

For Milwaukee, responding the changes to industry more broadly will mean:



- **HAVING READY-TO-GO, FLEXIBLE LOCATIONS FOR A WIDE RANGE OF INDUSTRIAL OPERATIONS,**
- **A WORKFORCE THAT CAN TAKE CHARGE IN AN INCREASINGLY DIGITAL WORK ENVIRONMENT, AND**
- **ACCOUNTING FOR LOGISTICS IN THE FINAL PRODUCTION AND DELIVERY COSTS OF GOODS IN THE CITY**

RACE & ETHNICITY

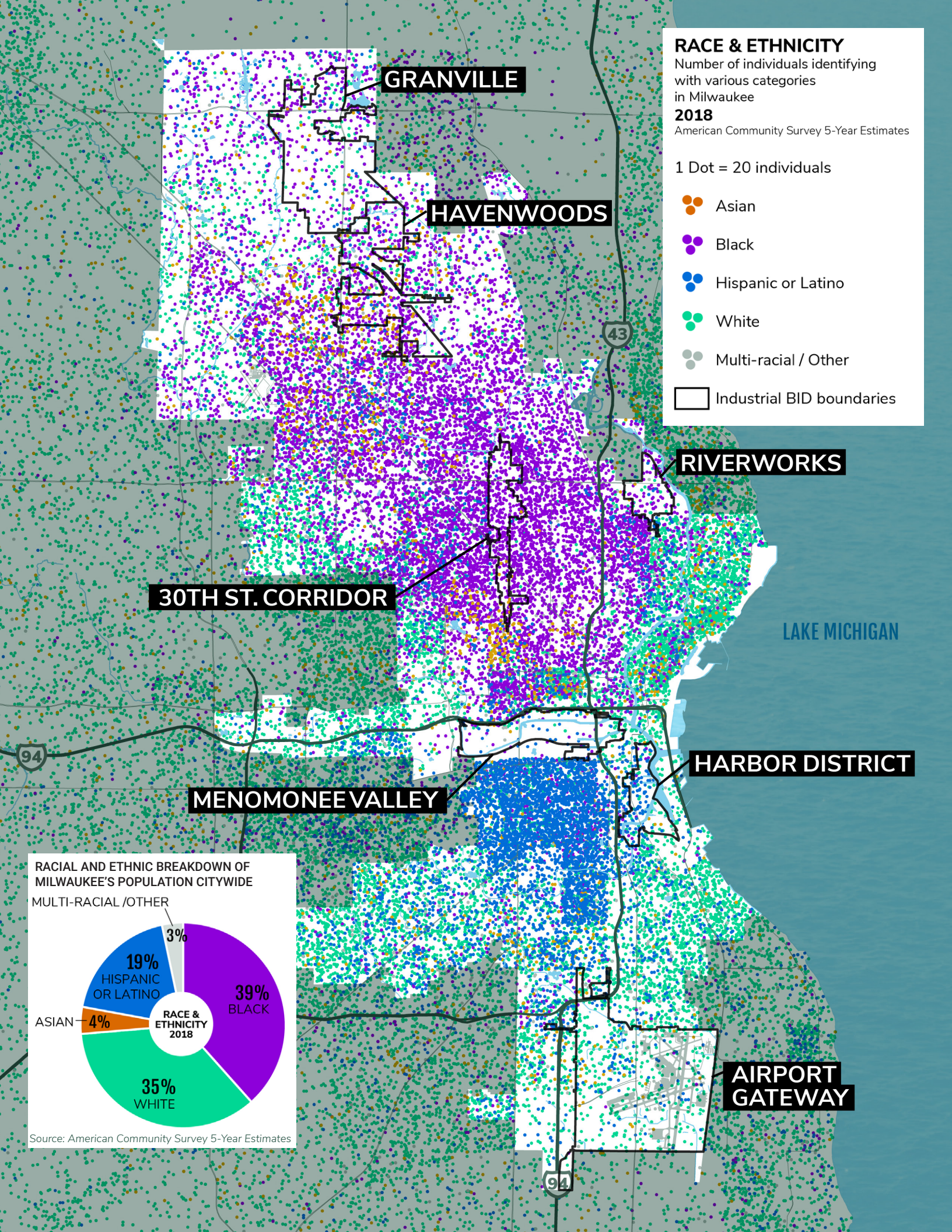
Number of individuals identifying with various categories in Milwaukee

2018

American Community Survey 5-Year Estimates

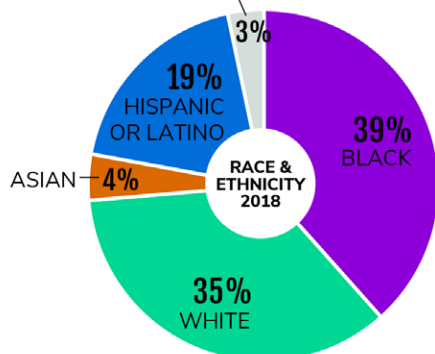
1 Dot = 20 individuals

- Asian
- Black
- Hispanic or Latino
- White
- Multi-racial / Other
- Industrial BID boundaries



RACIAL AND ETHNIC BREAKDOWN OF MILWAUKEE'S POPULATION CITYWIDE

MULTI-RACIAL / OTHER



Source: American Community Survey 5-Year Estimates

ENGAGEMENT SUMMARY

Now is as important a time as ever for cities and communities to envision a future together. During this difficult time of social distancing, the project team conducted a virtual public outreach process to safely incorporate the voice and vision of residents and stakeholders into the planning process.

The project was initiated with a series of 14 interviews with stakeholders, which included each of Milwaukee's Industrial BID Directors, representatives from Milwaukee 7 (M7), the Port of Milwaukee, and the Redevelopment Authority of the City of Milwaukee (RACM). In addition, a series of interviews with private developers with relevant industrial development experience in and around Milwaukee also provided valuable insight. A series of focus groups were conducted with small groups of stakeholders sharing

a similar perspective or sector experience. These groups included:

On March 11, 2021, the project team hosted a virtual public event and Q&A session. This public touchpoint provided an opportunity to share the data reflecting the health of Milwaukee's industrial business community and real estate market. Acknowledging that the subject matter of this meeting was likely to draw interest from individuals with a range of experience in the area of land development and industrial businesses, a significant portion of this meeting was reserved for a public Q&A with the project team and City representatives.

A project website was launched early in 2021, [MKEIndustrial.com](https://mkeindustrial.com), to serve as a platform to share information during the Industrial Land Analysis project. Users could

find slides from public presentations, view a promotional video about the value of Milwaukee's industrial land, and access to a series of public input activities. Each of the public input activities asked a series of questions that provided insights into the challenges, opportunities, and general perception of industrial land and its value in the City of Milwaukee. Participation by over 50 individuals who meaningfully completed one or more of the activities has resulted in the insights on the following page.

Focus Groups:

1. Milwaukee Makers and Brewers
2. Organizations, Connectors or Facilitators of Milwaukee's Maker Community
3. Businesses Owners of the Valley's St. Paul Avenue Design District
4. BIPOC* Industrial Business Owners and Industrial Stakeholders
(2 separate sessions)

*Black, Indigenous, and People of Color

FIRST, PARTICIPATE IN THE ONLINE ACTIVITIES

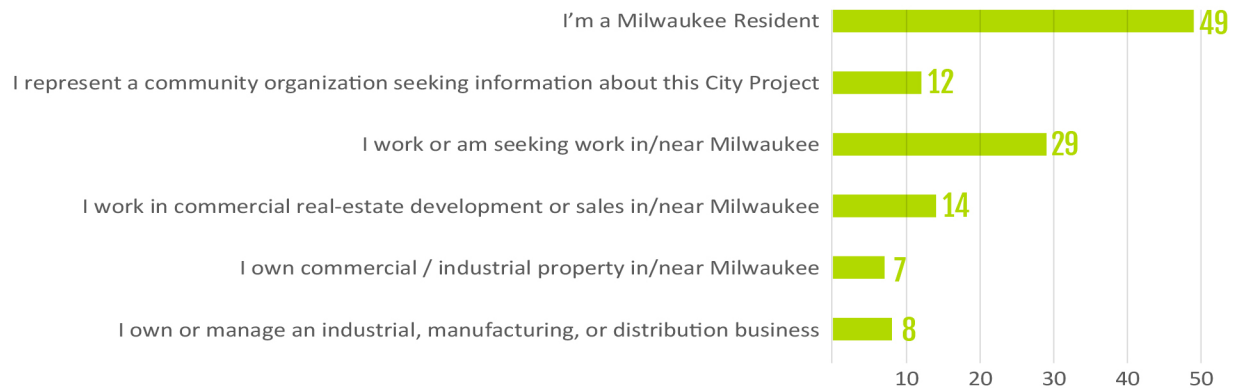


THEN, JOIN US FOR A PUBLIC MEETING!

Click the buttons below to register. A recording of these meetings will be posted on this website for those who cannot attend. Please stay tuned, and [sign up](#) for plan updates to stay involved!

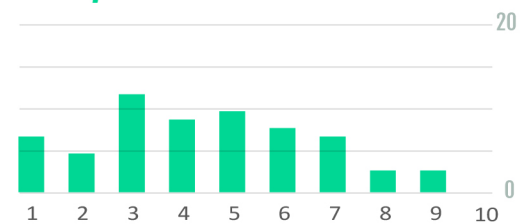


WHAT'S YOUR INTEREST IN MILWAUKEE'S INDUSTRIAL LAND ANALYSIS?

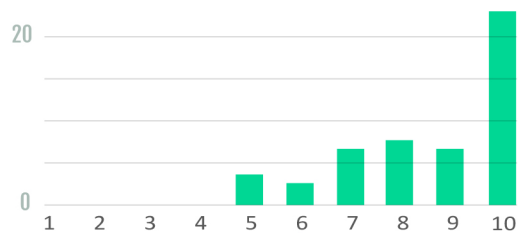


ON A SCALE OF 1 TO 10, 1 BEING STRONGLY DISAGREE, 10 BEING STRONGLY AGREE...

DOES MILWAUKEE'S HISTORIC SLOGAN "MILWAUKEE : THE MACHINE SHOP FOR THE WORLD" ACCURATELY REPRESENT YOUR VIEW OF MILWAUKEE TODAY?

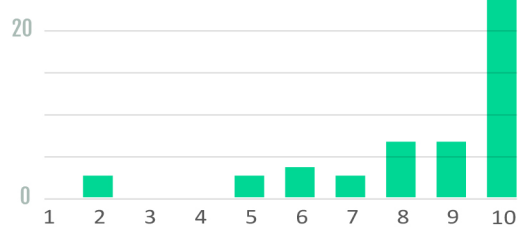


72% DISAGREE



I BELIEVE MILWAUKEE NEEDS TO PRESERVE AND CREATE MODERN MANUFACTURING JOBS TO GROW PROSPERITY AND EQUITY IN THE CITY.

95% AGREE



I BELIEVE IT'S IMPORTANT FOR THE CITY TO ATTRACT NEW BUSINESSES TO LOCATE HERE.

95% AGREE



I BELIEVE MODERN INDUSTRY CAN ACT AS GOOD NEIGHBORS TO RESIDENTIAL NEIGHBORHOODS.

85% AGREE

WHEN YOU HEAR THE TERM “EQUITABLE DEVELOPMENT” FOR YOU AND FOR THE CITY OF MILWAUKEE,

WE MUST CHANGE (current state)	IN ORDER TO HAVE MORE (future results)	FOR (who)
WE MUST CHANGE THE FALSE IDEA THAT MILWAUKEEANS WHO LIVE IN MARGINALIZED NEIGHBORHOODS THAT HAVE BEEN IGNORED AND UNDERDEVELOPED FOR GENERATIONS WANT TO LIVE IN SUCH AN DEGRADING SPACE-- ONE SHOULD NOT HAVE TO LEAVE ONE'S NEIGHBORHOOD TO FIND PEACE, BEAUTY, AND SAFETY	EQUAL ACCESS TO OPPORTUNITY HAS TO BE REAL FOR ALL OF MILWAUKEE REGARDLESS OF THEIR RACE OR ECONOMIC STATUS--EQUAL MEANS THE SAME QUALITY OF PRODUCTS/ SERVICE/DEVELOPMENT FOR ALL MILWAUKEENS	ALL OF THE CITIZEN'S OF MILWAUKEE
LOW WAGES AND POLLUTION IN LOW-INCOME AREAS	PEOPLE OUT OF POVERTY, HEALTHIER PEOPLE, AND TAX DOLLARS	EVERYONE AND FOR A SUSTAINABLE, ADEQUATELY STAFFED AND FUNDED GOVERNMENT
INCREASE BIPOC OWNERSHIP OF BUSINESSES AND PROPERTIES	EQUITABLE DEVELOPMENT	A CITY WITH MILWAUKEE'S RACIAL MAKEUP
SEGREGATION OF THE CITY AND SKILLS DEVELOPMENT	OPPORTUNITY TO FAMILY SUSTAINING JOBS	ALL RESIDENTS, REGARDLESS OF RACE.
EQUAL ACCESS AND CONSIDERATION WHEN IT COMES TO DEVELOPERS OF COLOR	MORE VIABLE BUSINESSES AND DEVELOPMENT	BUSINESS OWNERS OF COLOR
REPUTATION AS A CITY THAT IS "BEHIND THE TIMES"/NOT PROGRESSIVE	PEOPLE/BUSINESSES WILLING TO INVEST BUSINESS, MONEY, TIME, AND TALENTS	GENERATIONS TO COME.
UNCHECKED SYSTEMS, PRACTICES, POLICIES THAT EMBODY RACISM/WHITE SUPREMACY, ALSO LEADERSHIP AT MANY LEVELS IN THIS CITY	EQUITABLE WORKPLACES, INCLUSIVE GOVERNMENT	ALL OF THE MILWAUKEE COMMUNITY
RESPECT AND COMPASSION -IT'S OK TO BE DIFFERENT. WE JUST NEED TO EMBRACE AND SUPPORT EVERYONE!	MORE OUR CITY FORWARD WITH HARMONY AND PRIDE!	EVERYONE!
THE CULTURE OF RACIAL AND ECONOMIC DISCRIMINATION	VIBRANT NEIGHBORHOODS	CITIZENS AND EMPLOYEES WHO WANT TO LIVE AND WORK IN MILWAUKEE.
ACCESS TO EDUCATION ESPECIALLY IN JOB AREAS WITH SKILL/QUALIFICATION GAPS	QUALIFIED INDIVIDUALS TO FILL FAMILY SUSTAINING JOBS	TRADITIONALLY UNDERSERVED MINORITIES IN THE CITY OF MILWAUKEE

Public Comments

Finally, public comments were received from a variety of stakeholders throughout the process. A sample of those comments is included below:

"I'D LOVE TO SEE MORE DEVELOPMENT OF MIXED USE AREAS WHERE INDUSTRIES THAT HAVE BOTH A RETAIL AND INDUSTRIAL COMPONENT CAN THRIVE AND FIND ACCESS TO NEARBY CUSTOMERS."

- Online Participant

"I OWN AND OPERATE A SMALL MANUFACTURING COMPANY. I CURRENTLY LEASE MY SPACE IN A LARGE OLDER INDUSTRIAL BUILDING. I WOULD LIKE TO BE ABLE TO BUILD A SPACE FOR MY COMPANY, BUT STAY IN CENTRAL MILWAUKEE. HOWEVER COMPARING THE COSTS TO SUBURBAN INDUSTRIAL LAND, ITS HARD TO JUSTIFY STAYING IN THE CITY IF I CHOOSE TO MAKE THIS INVESTMENT."

- Online Participant

"REQUIRING EMPLOYEES TO SUBSTANTIALLY PAY FOR THEIR OWN TRAINING IS A HUGE BARRIER. EVERYTHING FROM SECRETARIAL WORK TO INDUSTRIAL SEWING SEEMS TO NEED AN ASSOCIATES DEGREE THESE DAYS."

- Online Participant

"FROM A DEVELOPERS PERSPECTIVE- DEVELOPMENT HAS BECOME HARDER AND HARDER OVER THE YEARS. SINCE MKE IS THE HEART OF OUR STATE, WE NEED TO MAKE SURE MKE HAS SHOVEL READY SITES."

- Online Participant

ANOTHER BARRIER IS THE LACK OF NEW PRODUCT AND/OR AFFORDABLE LAND SITES. USERS TODAY ARE DEMANDING HIGHER CLEAR HEIGHTS, MORE LOADING, LESS OFFICE, AND CLOSE PROXIMITY TO HIGHWAY. ECONOMICS DON'T WORK OUT FOR USERS WHEN THEY CAN LOCATE NEARBY AND STILL HAVE CLOSE ACCESS TO THE METRO.

- Online Participant

"THERE SEEM TO BE FEW OPPORTUNITIES FOR MID-LEVEL PROFESSIONALS. MANY JOB POSTINGS ARE FOR EITHER ENTRY-LEVEL OR EXECUTIVE/DIRECTOR-LEVEL. I WANTED TO RETURN TO MILWAUKEE TO BE CLOSER TO FAMILY BUT ENDED UP TAKING A PAY CUT BECAUSE THERE WERE FEW OPPORTUNITIES IN MY FIELD."

- Online Participant

A final public presentation was scheduled for July 15, 2021 (virtually) to share the results of the Milwaukee Industrial Land Analysis. Recordings of these public meetings are available on the project website: [MKEIndustrial.com](https://mkeindustrial.com).

RECOMMENDATIONS CITYWIDE

GOALS

The following goals were identified through industrial land and market analysis, stakeholder engagement, and in close collaboration with project leaders at the City of Milwaukee and the City's Industrial Business Improvement Districts (BIDs). Each of these five (5) overarching Goals represent the desired result that the City of Milwaukee and its partners commit to achieve through enacting the ten (10) Strategies that follow them, in no particular order or hierarchy. Nested under each Strategy are Actions which describe more specific steps that can be taken to accomplish each Strategy.

- 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. The City of Milwaukee's organizational capacity to market available spaces, facilitate and support the development of these properties, meet the unique needs of industrial businesses, and effectively draw companies that align with Milwaukee's industrial clusters is equally as important as the City's willingness to protect industrial land.
- 2 Improve the utilization of existing industrial land for new jobs and economic activity.**
The presence of vacant land and buildings isn't enough to drive local innovation. The location, scale, and condition of available properties make some areas more valuable or viable than others. Even properties in the best locations won't provide a benefit if interested developers and business owners face too many barriers to improve those properties. It is important to create a clear line of sight for the reuse of existing industrial property.
- 3 Align activities to promote and expand industrial jobs to meet the needs of BIPOC residents and business owners.**
Milwaukee is home to nonprofits like Start Up Milwaukee, cultural Chambers of Commerce, and local institutions like the Milwaukee Area Technical College (MATC), working to improve access to education and resources for those working in engineering, tech and starting and supporting businesses in the Milwaukee area. The business community often does not reflect the racial composition of the City as a whole. Intentional action and community organizing can help to create real opportunities for minority entrepreneurs and talent.
- 4 Capitalize on Milwaukee's manufacturing history to create the next generation of makers and entrepreneurs.**
In the early 1900s, Milwaukee gained a reputation as the "Machine Shop of the World". The city's history of innovation dates back to the Civil War. Companies specializing in engineering grew from small businesses to industry giants in Milwaukee, fueled by national demand for more advanced machinery, motors, and production by automotive, transport, and agricultural industries. Today, industrial manufacturing innovations in robotics, materials, and artificial intelligence are colliding with a resurgence of value of artisanal "makers" and craftsmen. The City and its partners need to nurture the next generation of creative manufacturers.
- 5 Improve the physical and social connections between the Industrial BIDs and surrounding communities.**
Milwaukee's Industrial BIDs are spread across the City. From Granville to the Airport Gateway, each BID offers a unique context and benefits for business, but all of the BIDs share adjacency with one or more of Milwaukee's vibrant residential areas. Many of these neighborhoods grew up around an anchor factory, allowing residents to walk to work. Though the employment reach of industrial neighborhoods has expanded dramatically in the last century, the importance of these areas as economic engines for Milwaukee sustains. The importance of being "good neighbors" to the residential areas surrounding the BIDs is growing as residential density increases in some of Milwaukee's central areas, and consumers demand transparency and responsibility from companies they patronize. Improvements within these BIDs can also help to address shared concerns around climate change by encouraging energy efficiency, incentivizing solar, increasing biodiversity and integrating new green infrastructure.

STRATEGIES

The purpose of the section is to provide effective strategies to protect critical industrial properties from redevelopment for non-industrial uses, support the growth of the industrial sector and employment centers, and attract and retain industrial development to the City of Milwaukee.

- 1 ALIGN ZONING TO PROTECT AND EXPAND INDUSTRIAL USES WHERE APPROPRIATE.**
- 2 EXPAND LAND ASSEMBLY, CLEAN UP AND SITE PREPARATION ACTIVITIES FOR INDUSTRIAL USES.**
- 3 ACCELERATE THE REHABILITATION OF OLDER INDUSTRIAL SPACES FOR NEW BUSINESSES.**
- 4 CREATE AN ENTITY THAT CAN BE MORE PROACTIVE IN THE DEVELOPMENT OF SMALL & MID-SIZED INDUSTRIAL SPACE.**
- 5 IDENTIFY WHERE CONTEMPORARY “WAREHOUSING AND DISTRIBUTION” FIT IN FUTURE PLANNING.**
- 6 TRANSITION AWAY FROM INDUSTRIAL USE WHERE APPROPRIATE.**
- 7 INVEST IN KEY PUBLIC REALM IMPROVEMENTS IN INDUSTRIAL BIDs.**
- 8 MAKE THE CASE FOR INDUSTRIAL JOBS.**
- 9 CONNECT BUSINESSES TO BUSINESSES AND BUSINESSES TO NEIGHBORS.**
- 10 CONTINUE TO IMPROVE ACCESS TO INDUSTRIAL JOB OPPORTUNITIES.**

ALIGN ZONING TO PROTECT AND EXPAND INDUSTRIAL USES WHERE APPROPRIATE

WHY THIS MATTERS:

In Milwaukee, there is a difference between the amount of land zoned for industrial use, and the amount of land that is actually being used for industrial or mixed-industrial uses. Based on the best available data, 31% of the land in the city that is zoned for industrial uses is actually being used for industrial or mixed industrial uses. Of the 4,200 acres of land that is being used for industrial purposes, only 31% of that 4,200 acres is being used for manufacturing and processing. Other land described as “Industrial” is occupied by a range of uses including warehousing, distribution, construction, storage yards, utilities and self storage. Manufacturing and processing accounts for only 2.5% of the land area of the entire city. Within each of the Industrial BIDs, the composition of businesses that make up the “Industrial” landholders varies widely.

In Milwaukee, the value of industrial property is often defined by the potential of industrial-type businesses to offer employment opportunities to residents. In this way, the City already acknowledges that one critical value of the Industrial BIDs is as “Employment Centers”.

Development pressure to convert industrial land to other uses is present in every Industrial BID. As detailed in the BID Profiles chapter of this document, each of the BIDs experiences redevelopment pressure from a different type of land use - housing, retail, entertainment, for example. In some cases this conversion is desirable. In these areas, permissive zoning policy helps smooths the runway for development that aligns with the new paradigm. The reality is that the footprint of industrial property in the City is shrinking because of this pressure. Conversion from non-industrial uses to industrial uses is far less common.

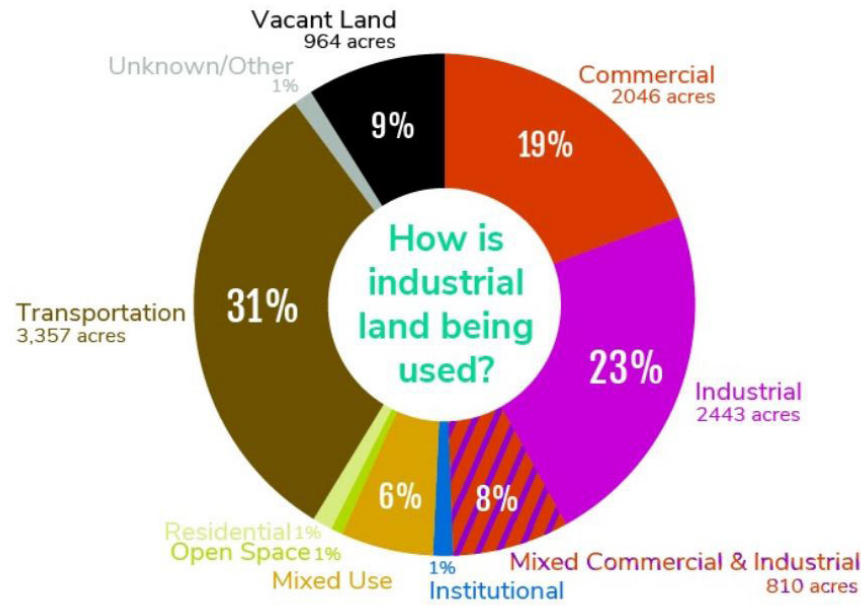
Milwaukee’s Industrial Zoning is relatively permissive in that it enables mixed use experimentation in areas that are transitioning to commercial uses or where it is contextually appropriate.

Today, Milwaukee’s Industrial Zoning classifies how different areas of the City should either be protected for industrial activity or mixed with other uses. This includes “Industrial – Heavy” – a zoning category that allows for higher intensity industrial uses with large outdoor storage needs or areas with specific harbor or rail access and, “Industrial-Commercial” which allows a mix of industrial and commercial office uses with retail as an accessory use. “Industrial-Mixed” enables an even broader range of activities including residential. Permissive zoning policy presents benefits and drawbacks. In some cases, permissive zoning enables new activities in spaces that may no longer be suited for traditional industrial activity. However, commercial and certainly residential uses can crowd out industrial activity as these sectors pay more in rent than industrial businesses. The City of Milwaukee needs to carefully consider the environmental hazards, whether from past or current industrial activity, when evaluating proposals for residential uses in traditionally industrial areas, particularly older industrial areas where there is a history of environmental contamination.

With an active makers community in Milwaukee and latent demand for studio-style space, zoning needs to both enable this activity to take place across the City but also protect locations where manufacturing is taking place to ensure that these businesses will not be pushed out.

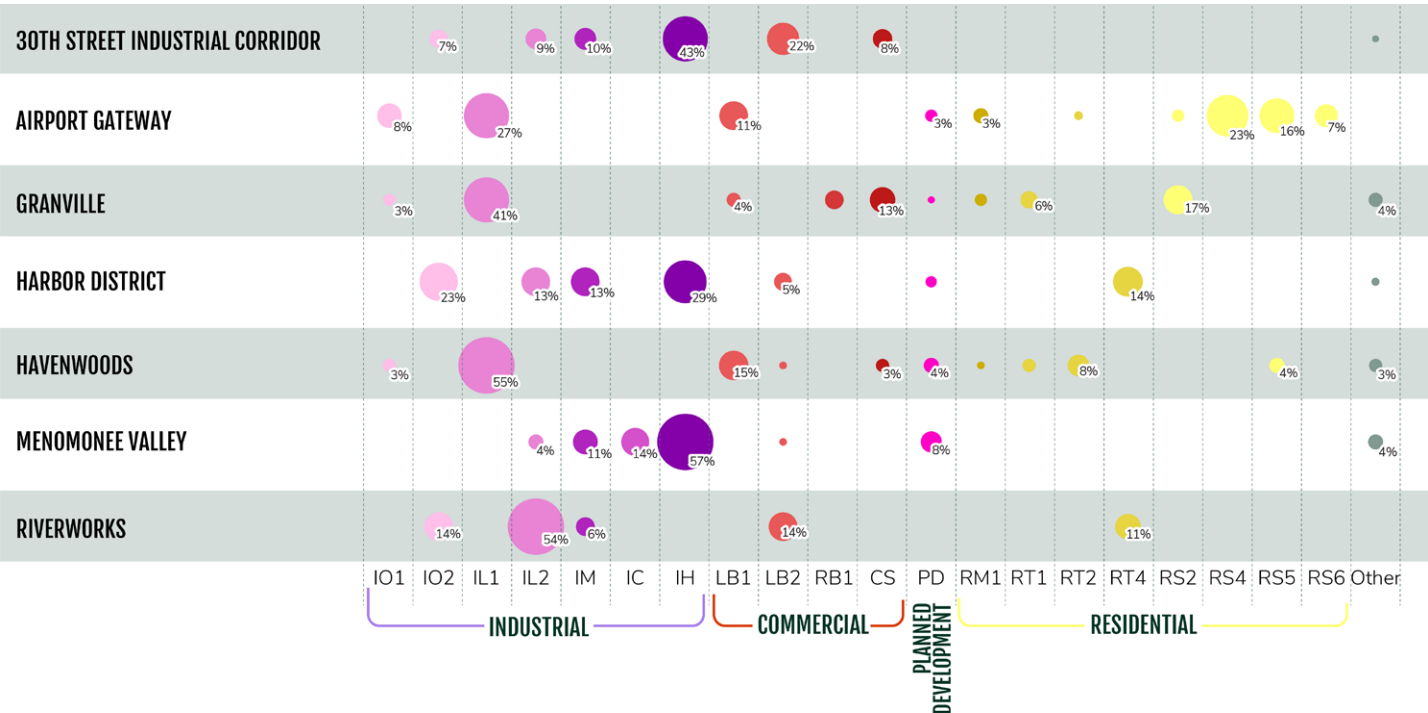
INDUSTRIAL LAND USE CITYWIDE

Source: Interface Studio analysis of the Master Property Parcel file, accessed December, 2020, and field observations.



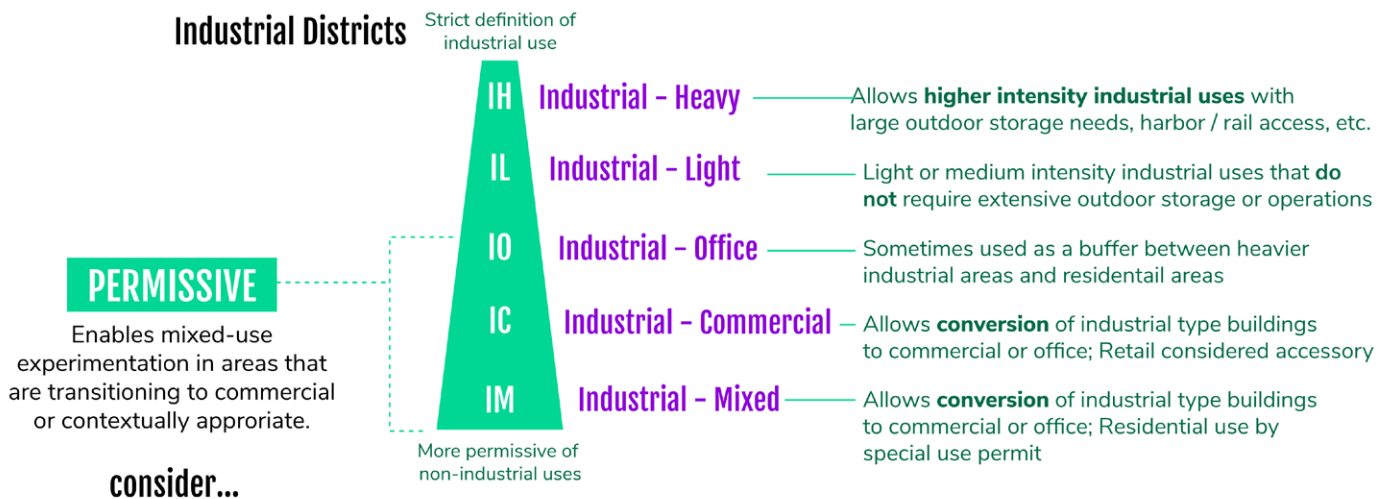
PERCENT OF PARCELS BY ZONING TYPE IN EACH BID

Source: Interface Studio analysis of the Master Property Parcel file, accessed December, 2020, and field observations.



ACTIONS:

- › **Redefine all current Industrial BIDs as “Employment Centers”.**
 - › By looking at the Industrial BIDs as employment centers, a transition of some areas to high-employment commercial uses can be justified. This shift in emphasis from “industrial” to “employment” also helps to support a transition away from low-employment industrial uses like salvage and scrap yards located in core sub areas with higher employment potential within each district.
- › **Protect land with unique access to critical transportation (rail, highway, and waterway) infrastructure for industrial use (“Industrial Sanctuaries”).**
 - › More protective zoning can also be used to protect properties with features that cannot be replicated from the pressure of conversion. It can be assumed that no new major railways or waterways will be constructed across the City of Milwaukee in the foreseeable future. These physical assets are a commodity that is critical for some industrial businesses. Properties that offer unique access to the rail or waterways or harbor and context that is appropriate for the loading, unloading, and storage needed to make use of these transport connections are a commodity that must be protected.
- › **Create a MaKE Zone to specifically protect space for manufacturing businesses.**
 - › This could take the form of a new zoning district or zoning overlay that would ensure all or a portion of buildings within a district are preserved for manufacturing. A “MaKE” Artisanal Zoning or Overlay should be considered for areas within Industrial BIDs or other appropriate areas to identify areas where mixed-use experimentation must be coupled with an explicit commitment to production space. Working with BID directors, identify opportunity areas where zoning could be even more restrictive to protect existing manufacturers. Collaborate on defining the intent and rules of the MaKE District.






Riverworks’ Fratney Street provides an excellent example of how proximity of “maker” businesses can be a benefit to the collective health of the business community. However, land in this area is zoned Industrial-Office, a zoning category that also allows office and commercial uses by right. Defining a “MaKE” district within Riverworks would protect areas from competition from companies or development that are characteristically inconsistent with the existing maker community in the area.

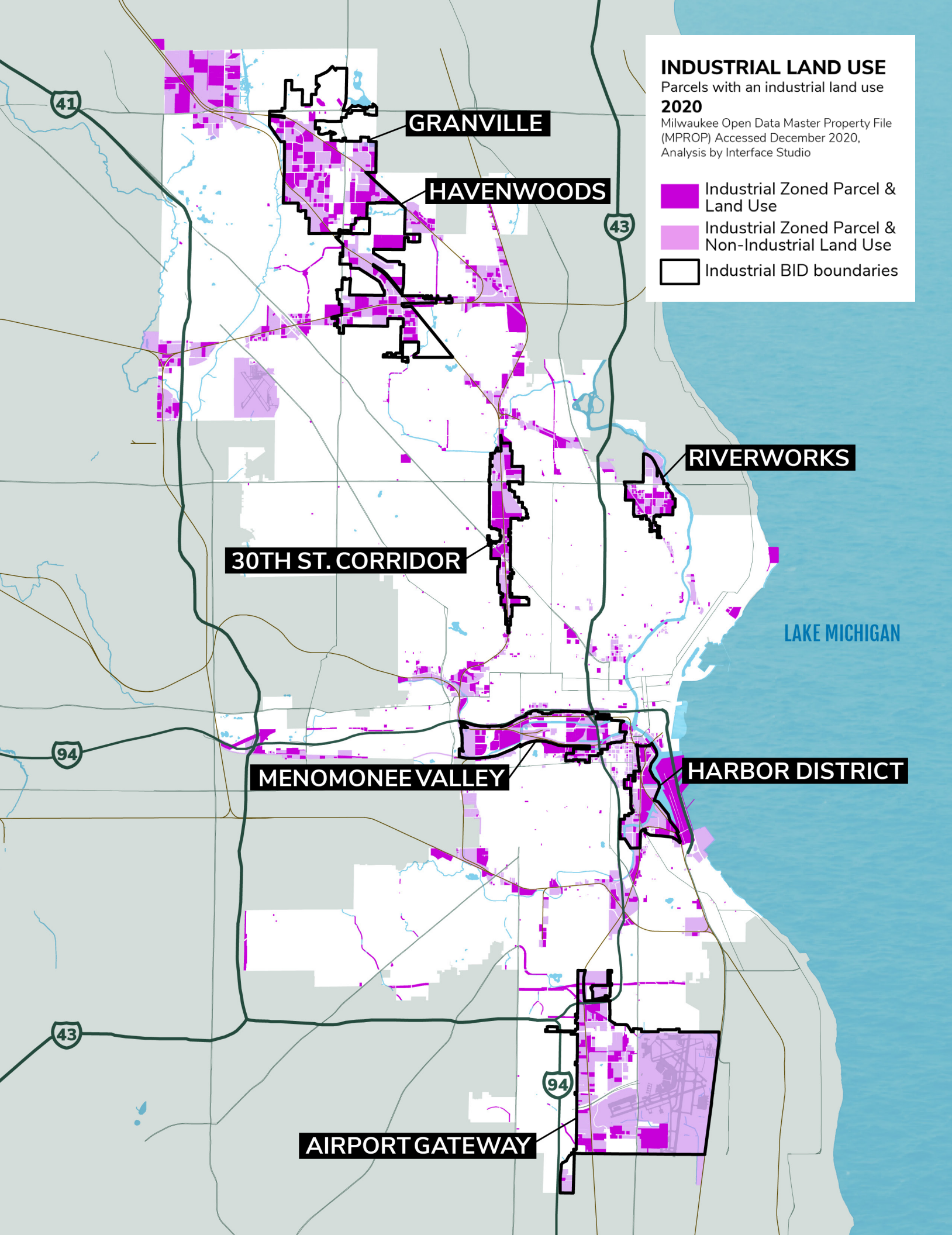
MILWAUKEE’S CURRENT ZONING STRATEGY
Illustration of Milwaukee’s current Industrial Land Zoning Categories organized by permissiveness

INDUSTRIAL LAND USE

Parcels with an industrial land use
2020

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

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



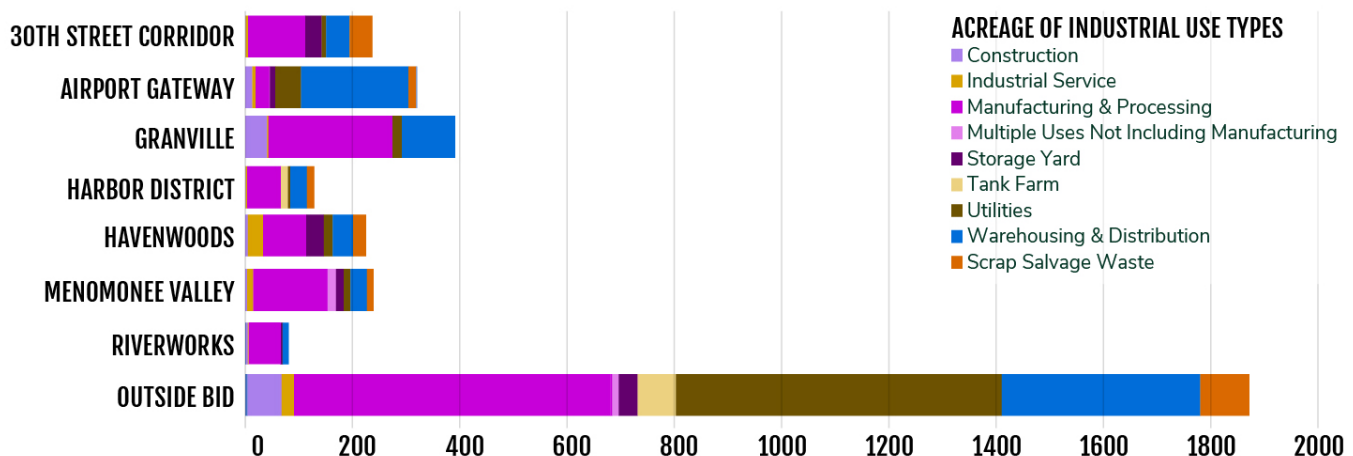
ACTIONS:

- › **Enable manufacturing within specific commercial zones.**
 - › Milwaukee's zoning classification does permit limited light manufacturing, food processing, microbrewing or contractor's shops if such uses make up less than 3,600 sf of gross floor area of a commercial property zoned LB2, LB3, RB1, RB2, and CS.⁴ To put this into perspective, that is a footprint slightly larger than a standard tennis court. This is a relatively small footprint particularly in the context of a large mixed-use development. Consider a small artisan furniture maker's workshop. If the proper facilities are in place to manage air quality and safety hazards, this type of manufacturing use with a retail frontage would be an exciting addition to many retail districts across Milwaukee. However, such a business owner would likely require more than 3,600sf to accommodate both a workshop and warehousing space for completed projects.
 - › Expand the maximum square footage allowance for manufacturing uses within commercial zones and actively market and available spaces for potential industrial businesses.
- › **Expand the metrics in evaluating industrial zoning changes.**
 - › The 2004 industrial land work included a zoning evaluation framework to determine whether a specific development proposal for industrial use or a change in use should be approved. The framework is designed to ask a lot of questions but leans heavily on the metric of job density. Job density is important but also varies widely from one type of business to another. Some distribution and warehousing businesses have very low job densities but a fulfillment center has a very high density of jobs. The same is true within manufacturing. Depending on what is being made, the job densities vary. Other factors should be considered in the context of zoning review, including:
 - › **job quality** (do the jobs pay well?)
 - › **accessibility** (can lower-income residents access the job opportunities?)
 - › **investment value** (Does the investment provide jobs and taxes to support other activities?)
 - › **community impact** (are there negative impacts on nearby homes or businesses?)

As a part of this process, an updated tool was designed to assist in integrating these additional metrics into review.
- › **Introduce new controls on self-storage uses citywide.**
 - › The City of Milwaukee should consider further restricting storage uses within industrial districts. This could include converting uses including indoor and self-storage to being a Special Use in industrial districts where they are currently permitted within the Industrial-Office, Industrial-Light, and Industrial-Heavy districts. The number of self-storage facilities has increased across the country because of high demand and their profitability. They can, however, be detrimental to industrial areas because they reduce the amount of land available for job creating manufacturing uses, potentially detracting from the employment and other goals of industrial districts. Storage uses are also problematic in commercial areas because these uses may consume large amounts of land, but don't complement commercial activity on pedestrian oriented corridors. In evaluating proposals for storage uses, new construction proposals for self-storage should generally be discouraged. There are, however, certain circumstances in which self-storage may be acceptable:
 - If the first floor is activated with another use, such as office or retail
 - If the storage use is proposed for an existing building or site that is not suitable for modern manufacturing (or office/residential uses in a district where those uses are permitted)
 - If the self-storage use will preserve the building, particularly a historically significant building, for another potential use in the future

ACREAGE OF INDUSTRIAL USE TYPES

Comparative acreage of industrial use types within and outside of Milwaukee's Industrial BIDs. Source: Interface Studio analysis of the Master Property Parcel file, accessed December, 2020, and field observations.



Artisan Manufacturing Zoning

Nashville, TN

Nashville provides an example of how local zoning can evolve to carve out more spaces for small scale industrial or “maker” businesses. Artisan zoning is an approach to land use and development that provides space for small-scale manufacturers that produce little to no vibration, noise, fumes, or other nuisances, meaning they can fit within a wide variety of contexts.

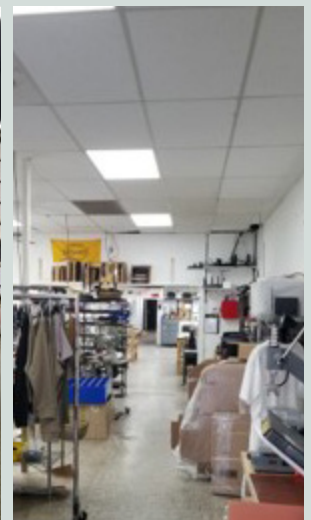
In Nashville, The Metro Nashville Arts Commission (Metro Arts) championed the creation and adoption of an Artisan Manufacturing Zoning Amendment in August 2015. They represented artists who voiced challenges around:

- *finding suitable and affordable work and live/work spaces in the urban core amenable to light manufacturing,*
- *restrictions with zoning in terms of where small-scale “maker” type manufacturing was permitted even in mixed use, commercial and industrial areas, and*
- *limitations of the existing policies to allow some retail co-located with production space, essential to their business model.*

Nashville recognized that artisans, craftsmen and makers support their economy and brand as a hub for creative individuals. And, that there is underutilized industrial land in the county that could create opportunities for artisans, craftsmen and makers to live, work and create. The addition of “Manufacturing, Artisan” zoning is defined as, “the shared or individual use of hand-tools, mechanical tools and electronic tools for the manufacture of finished products or parts including design, processing, fabrication, assembly, treatment, and packaging of products; as well as the incidental storage, sales and distribution of such products,” in Nashville’s zoning code.

The Artisan Manufacturing Zoning Amendment for Nashville created clearer categories for arts and culture-related uses and removed some barriers and special permit requirements for artisan and small micro-businesses. The adopted Amendment included:

- *The creation of new use definitions for Artisan Manufacturing and allowing this use with conditions in most mixed-use, commercial, and industrially zoned areas of Nashville Davidson County;*
- *defines and permits “Theatre”, “Rehearsal Hall”, “Cultural Center” and “Commercial Amusement (indoor only)” uses with conditions and size limitations as a special exception;*
- *new allowances for parking for arts uses within Artisan Manufacturing;*
- *new allowances for multi-family live/work housing within Artisan Manufacturing as conditional accessory uses*
- *conditions and limitations on outdoor storage; and*
- *conditions and limitations on loading docks and hazardous materials used on parcels abutting residential areas.*



STOREFRONT RETAIL WITH REAR PRODUCTION SPACE - OHIO

Images show production space with retail/consumer-facing frontage in Ohio. Example illustrates how the use of vacant spaces can be activated by industrial or ‘maker’ uses in buildings that characteristically fit the commercial/retail corridor.

2

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

WHY THIS MATTERS:

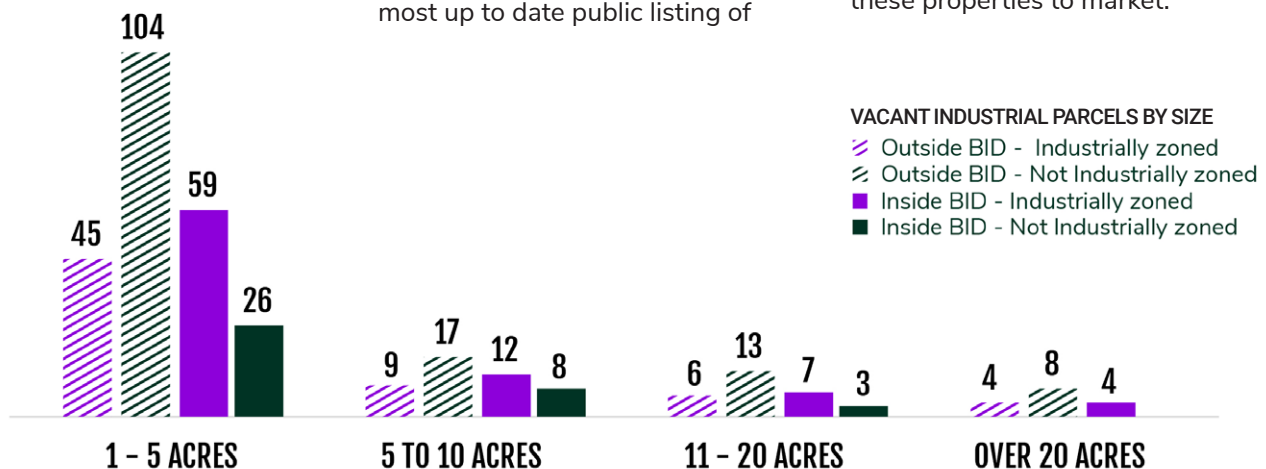
The City has been proactive in assembling and preparing land for industrial development. The activities can be described as an informal industrial land bank that seeks to reposition older industrial properties for new development. However, there is a limit to what can be accomplished given the current available resources. Industrial properties require more time and money due to a combination of factors including scale, old infrastructure and common environmental contamination issues from prior uses on a site. Additional capacity and resources are needed to help the City to maintain industrial activity and expand manufacturing businesses.

Land assembly is a critically important function wherein the City can play an active role. 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.⁵ By taking on the challenge of assembling smaller properties that are less viable for industrial development, Milwaukee can expand the mid-sized site opportunities for future development.

At present, M7 maintains the most up to date public listing of

publicly- and privately-owned industrial sites across the City. Even on this searchable database accessible via the M7 website, the City of Milwaukee's publicly available properties should be the easiest to identify to understand the current conditions and potential. Interviews with local development stakeholders confirmed that, even on these searchable databases, the City's properties do not stand out, the information is often out of date, and there is often a lack of timely follow up on inquiries about these properties.

Publicly-owned properties should be a sought after commodity—whether it be the transparency of site conditions, advanced cleanup and site preparation that takes those issues out of the equation for developers, and access to unique monetary incentives or programs only available in the sale or development of public properties. With a large percentage of industrial properties in the City that are either small, irregularly shaped, contaminated, disconnected or some combination of these factors and more, it is crucial that the City play an active role in acquiring, cleaning and bringing these properties to market.



VACANT INDUSTRIAL PARCELS BY SIZE

Source: Interface Studio analysis of the Master Property Parcel file, accessed December, 2020, and field observations.

ACTIONS:

- › **Develop, maintain and publish a comprehensive list of available sites within the City of Milwaukee.**⁶
- › **Ensure that 20 acres of net new readily-developable land per year is available to meet demand from manufacturing companies looking for new construction.**
 - › The City has already demonstrated the ability and willingness to tackle this challenge through work on the Komatsu site in the Harbor District BID, Century City and new development in the Menomonee Valley. This work must continue to support both large and small manufacturers in Milwaukee.
- › **Complete an environmental and geotechnical characterization of publicly-owned sites to reduce uncertainty.**⁷
 - › As noted in the City's Growing Prosperity Plan, clear information around the scale and type of contamination on City-owned industrial sites is important to improve transparency and reduce uncertainty from potential developers.
- › **Create a Land Assembly Fund to acquire, assemble and prepare land for the market.**
 - › To elevate the importance of land assembly to the future of industrial businesses and jobs, a dedicated fund should be created to help ramp up assembly activities. This fund would provide up front investment and flexibility across fiscal budgeting cycles to address site contamination, geotechnical issues, infrastructure needs, and assembly activities including potential foreclosure and environmental remediation at tax-delinquent brownfield sites. Holding costs for properties not immediately sold for development is now borne by the City but could also become a central activity for an industrial/commercial land bank. Land Banks are designed to acquire and hold land for future reuse and help to protect real estate from speculators that can make acquiring and reusing empty properties difficult. Most land banks focus on residential property akin to how the City currently manages and disposes of vacant residential lots. Cleveland is one of the few cities with a land bank dedicated to industrial and commercial property – the Cleveland Industrial/Commercial Land Bank (ICLB).
- › **Improve the City's internal processes and data management.**
 - › This study included a lot of work to review and update existing land use data in accordance to the categories defined here for industrial activity. Vacancy information was also updated based upon available data and the input of BID directors. A replicable process is needed for updating land use and business location data on a regular basis—preferably annually. This includes collaboration with BIDs to create and maintain a complete, shared database of property owners and business directory inclusive of all seven (7) Industrial BIDs, and communication with the BIDs when City-owned properties change ownership. Internal to the City, improved communication between staff supporting commercial development, industrial development and permitting will also help to support industrial development.



VACANT LAND AND BUILDINGS AT THE 30TH STREET CORRIDOR BID



VACANT BUILDING IN RIVERWORKS BID

3

ACCELERATE THE REHABILITATION OF OLDER INDUSTRIAL SPACES FOR NEW BUSINESSES

WHY THIS MATTERS:

Older industrial buildings present unique challenges for redevelopment that are often more complicated and costly than commercial properties because of their scale, location, and structural limitations to support certain new uses. Seventy-seven percent (77%) of the industrial buildings in Milwaukee were developed before 1980.⁸ Many industries have evolved dramatically in the 40 years since the construction of these buildings. Without major upgrades, the building stock has limited utility for most manufacturing industries and are functionally obsolete for advanced manufacturing. Redevelopment to bring these older industrial buildings up to today's standards presents challenges and added expense to the private market. The cost of renovating

older buildings is a big barrier for young, small, or family-owned businesses.

The same is true of some of the industrial land. Many parcels are smaller, with limited access to the local interstate highway network or other transportation systems, making them less desirable for industry sectors that have seen the highest growth in recent years—transportation, warehousing and distribution.⁹

The world is moving toward nontraditional business and development models that blend and mix uses. The City must ensure that its support for business owners and developers looking to acquire and develop industrial land is as robust as support provided for commercial and residential development.

Yard 5 Industrial Development

Readville, MA - near Boston

Recent pressure for the redevelopment of formerly industrial areas has left Boston and the region with a very limited supply of land zoned for industrial uses. To meet the high demand for industrial workspace, particularly from small- and mid-sized companies and start-ups driving Boston's innovation economy, developers are challenged to tackle challenging sites and think creatively about adaptive reuse. Readville Yard 5 is an example of a unique, modern development supporting industrial 'makers' in Readville, Boston. First Highland Management and Development Corporation, a private firm, led the development of 375,000 square feet of space designed specifically for small-scale light industrial and manufacturing uses with space for as many as 51 businesses and an administrative office building. Despite the challenging geometry of the 21-acre site - a formerly abandoned rail yard owned by MTBS - the project is highly efficient and designed to be subdivided into flexible leasable modules ranging from 4,000-7,000 square feet. Yard 5 offers flexible opportunities for office, flex, lab, R&D, and warehousing on-site while accommodating truck circulation and loading docks. A Transit-Oriented Development (TOD), Yard 5 also directly connects to the Readville Commuter Rail Station, via two new multi-use walking/biking paths constructed as part of the project.

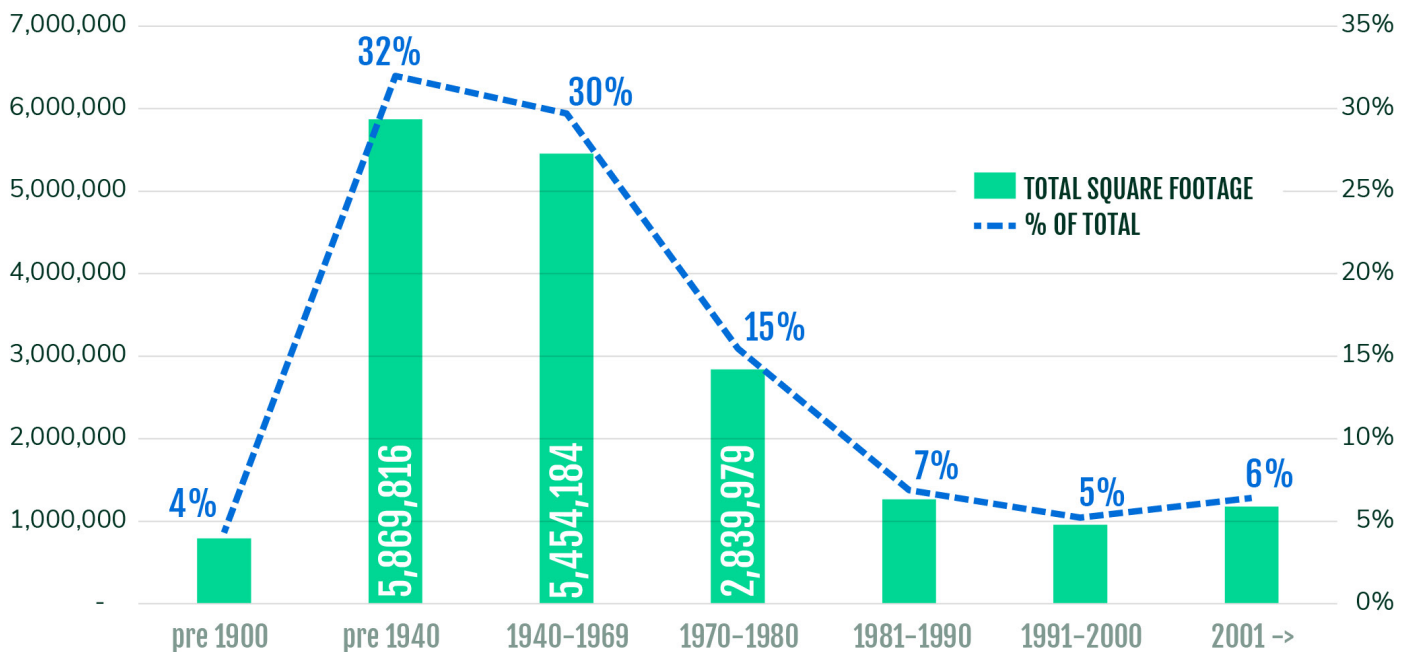


Source: Rendering created by Utile Architects



Source: Rendering created by Utile Architects

77% OF THE INDUSTRIAL BUILDINGS IN THE CITY WERE BUILT BEFORE 1980



AGING BUILDING STOCK IN MILWAUKEE

The chart above shows year built on record for industrial properties across the City. Due to construction specifications common to the time, buildings built before 1980 are often functionally obsolete for advanced manufacturing. The age and condition of these buildings make them challenging or expensive to redevelop, and without major upgrades, the building stock has limited utility for most manufacturing industries. Source: Milwaukee Open Data Master Property File (MPROP) Accessed December 2020, Analysis by Ninigret Partners.

ACTIONS:

- › **Offer modernization assistance including matching funds for signage and facades.**
 - › In some cases, additional work is necessary to support small businesses beyond a basic white box program. Signage and specific facade improvements can be barriers for smaller businesses. Consider a program to subsidize reduced-cost architectural services for facade improvements and signage. This program would support small businesses by writing down the cost of design and installation and highlight and support Milwaukee's local design talent. Also consider a variable grant size based on building size. For example, a larger building would be eligible for more financial support than a similar, smaller structure.
- › **Create a MaKE Investment Fund modeled after the City's successful White Box and Retail Investment Fund programs for industrial spaces.**
 - › Target 500,000 square feet of inventory at any time for new and growing businesses in the manufacturing/maker/creative industries. This fund would help to provide funding to bring spaces to market and reduce up front costs for small businesses.
- › **Provide additional development assistance for businesses seeking older industrial space.**
 - › Many new and small businesses are unsure of where to begin when looking for space particularly if their business model includes a mix of activities like catering and retail. Questions around zoning, permitting, improvement costs, leasing terms and potentially available City incentives can be difficult to navigate. Develop a centralized intake for questions around older industrial spaces and dedicated staff guidance for businesses.

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

WHY THIS MATTERS:

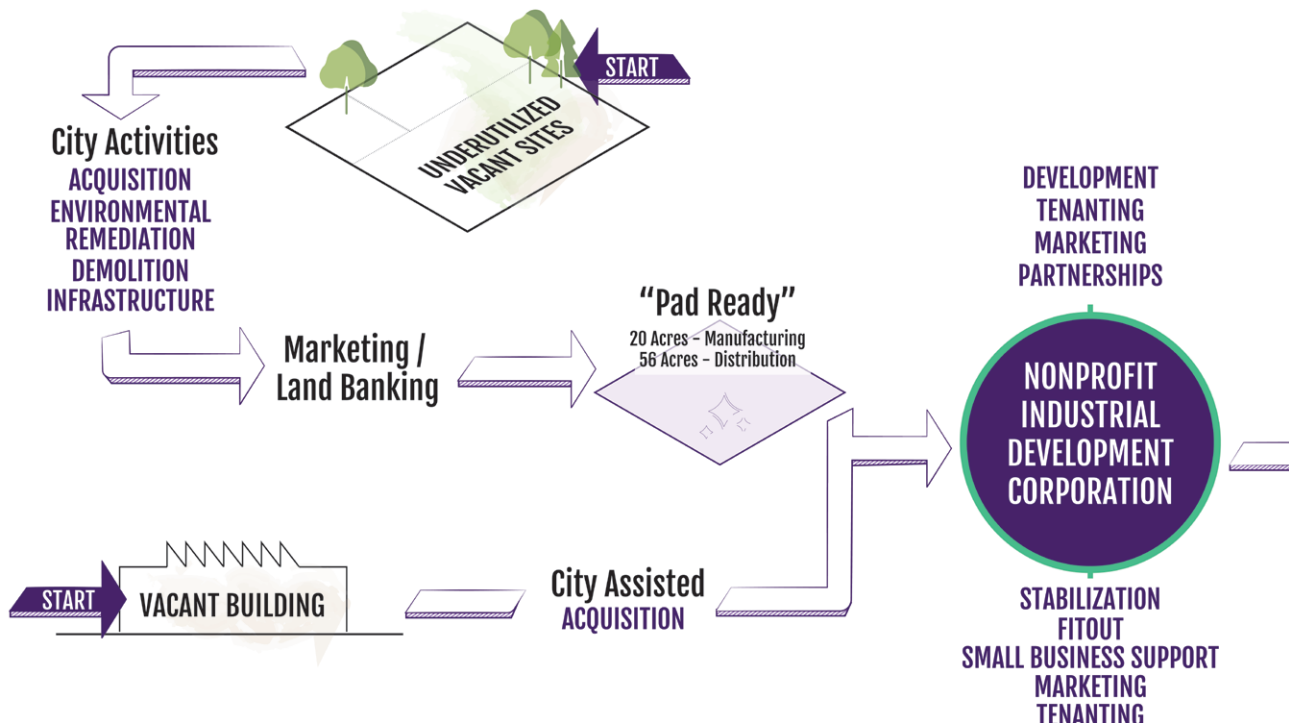
In Milwaukee, there is a demand for 30,000-40,000 square foot buildings but limited availability. Redevelopment of older industrial properties—particularly small and mid-sized properties—receive less attention from the private sector. This often leaves smaller industrial businesses with more limited move-in ready spaces, options in less ideal locations, or more abundant small or mid-sized industrial properties in need of significant investment and repair to function.

The creation of a nonprofit industrial development corporation provides a solution to this private sector

oversight. This nonprofit entity would work to assemble, prepare, and build smaller or mid-sized industrial spaces to meet the demand that the private development market can't develop efficiently, filling this critical gap in the industrial real estate market. This entity would work closely with the City around land assembly and environmental remediation but should also be structured to coordinate property marketing, tenancy and management until a viable private owner is willing to purchase the property.

THE ROLE OF A NONPROFIT INDUSTRIAL DEVELOPMENT CORPORATION IN INDUSTRIAL DEVELOPMENT

Source: Interface Studio



Greenpoint Manufacturing and Design Center

New York, New York

The Greenpoint Manufacturing and Design Center (GMDC) is a well-known example of a nonprofit industrial developer. Since GMDC formally incorporated in 1992, GMDC has rehabilitated eight manufacturing buildings in New York City for occupancy by small manufacturing enterprises, artisans and artists. GMDC's projects help meet New York City's need for affordable, flexible production space for small and medium-sized manufacturers by planning, developing, and managing real estate. GMDC is specifically focused on creating these types of spaces in urban neighborhoods.

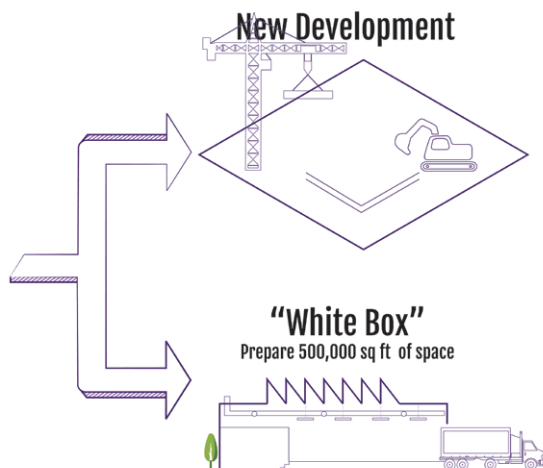
GMDC's role in project development include the following:

- *Acquiring, rehabilitating, and managing neglected industrial properties*
- *Acting as advocates through collaboration and coalition building among key stakeholders*
- *Creating and influencing industrial development policy*
- *Building the field and promoting its model by publishing, presenting at conferences, and providing technical assistance to other communities*

The first major GMDC project involved the purchase and redevelopment of a 360,000 square foot industrial complex located at 1155-1205 Manhattan Avenue in Greenpoint, Brooklyn. In this venture, GMDC leveraged public and private capital of some \$8 million, to successfully convert a neglected historic industrial building into a multi-tenant project that currently serves more than 70 small businesses that employ nearly 400 workers. A more recent development in Ozone Park, NY included the purchase and renovation of three buildings on an entire city block adding 85,000 square feet of new industrial space that is home to more than 110 businesses and over 700 employees.

ACTIONS:

- › **Explore a nonprofit industrial development corporation or partnerships with existing nonprofit or mission-driven developers to assemble, prepare and build spec industrial space for small businesses.**
 - › This activity needs to establish nonprofit status as an independent organization with a formal charter. The organization needs to be capitalized with upfront funds to effectively start the process of assembly, cleanup and development. Although not managed by the City, such an organization could include important City or BID stakeholders in Board positions to represent the public interests and focus development activities in alignment with Milwaukee's Area Plans.
- › **Evaluate a Building Rehab and Reinvestment Strategy.**
 - › The intent is to establish a pipeline of updated industrial spaces in ~30,000 sf or smaller buildings. This activity could become a component of a separate nonprofit as discussed above or become a dedicated service provided by the City to bring underutilized and obsolete industrial structures back to the market.



5

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

WHY THIS MATTERS

Warehousing and distribution represent an important potential growth area on Milwaukee’s Industrial scene. In recent years, technology and innovation in manufacturing businesses present a new paradigm in industries with pros and cons that complicate the traditionally perceived “higher value” of this business type. Not all warehousing is created equal and distribution isn’t a dirty word. Within this industrial category, there is a wide diversity of business types, all of which benefit from proximity and access to local transportation networks, be it interstate, rail, port, and airport. Different business types in this category—such as self-storage facilities—must be regulated with more nuance than is present in Milwaukee’s current Zoning Code.

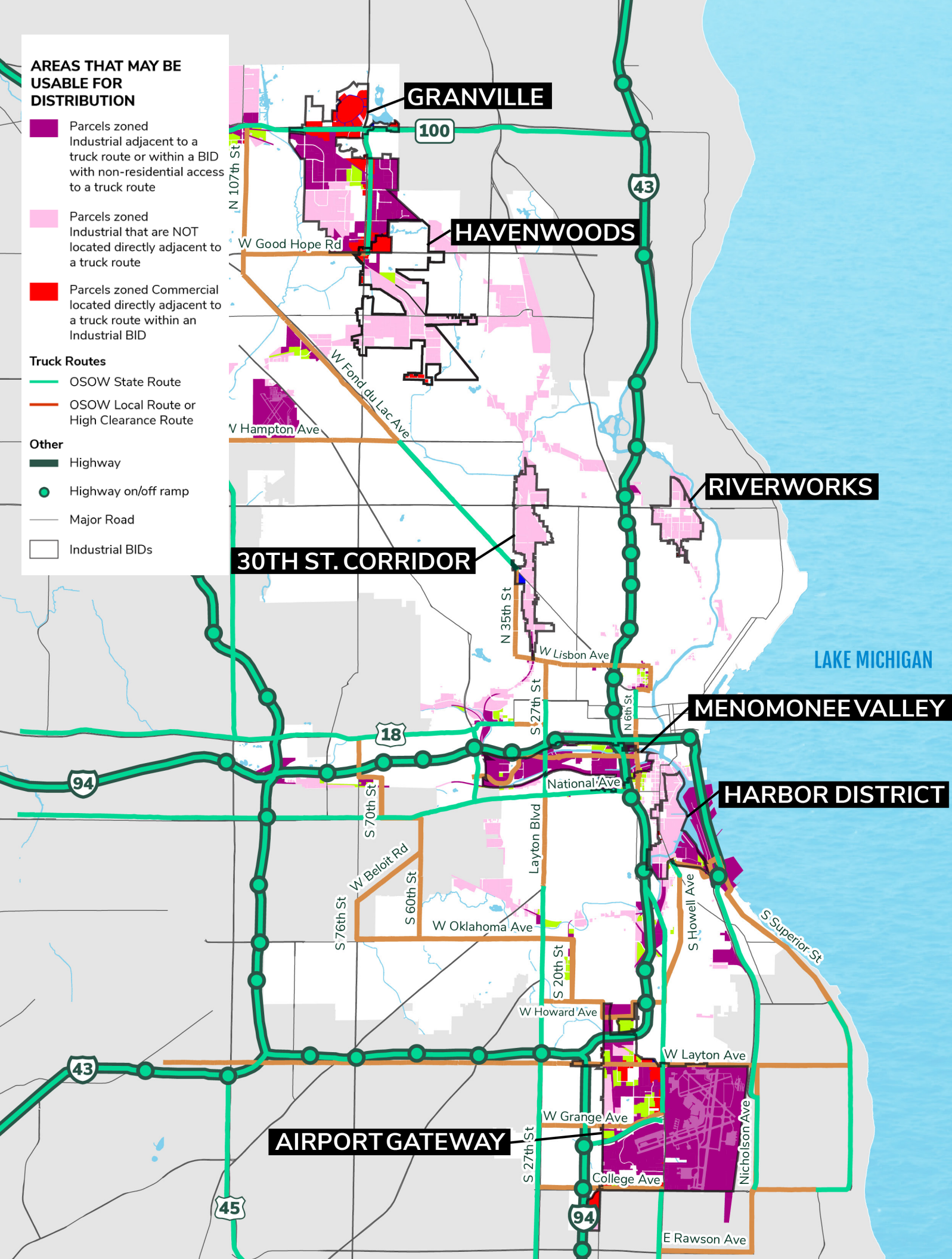
Depending on the desire to support and expand businesses in transportation and warehousing, the market analysis indicates an additional demand for 56 acres of readily-developable land per year is needed to meet demand from warehousing and distribution businesses. General distribution businesses typically produce smaller numbers of jobs than manufacturing uses but can bring other benefits in the form of taxes, the reuse of empty properties and employment or ownership opportunities for residents. This activity also can be a burden to nearby housing due to noise and pollution. Regulating this activity in terms of both location and site design is needed to maximize benefits.

ACTIONS:

- › **Modernize the code to clearly regulate “Warehousing and Distribution”.**
 - › Today, warehousing and distribution uses can take place in a few different industrial zones, however, it is not entirely clear where larger facilities of a fulfillment center falls in the current code. Update the code language to clearly articulate where traditional distribution and warehousing is allowed.
- › **Enable and regulate distribution and warehousing uses along selected commercial corridors to replace empty big box sites.**
 - › The struggles of retail were prominent prior to the pandemic. The quarantine and greater reliance on online shopping only exacerbated the underlying issues within this Country. In some cases, this has resulted in stores closing down leaving empty “big box” commercial shells along prominent and visible corridors. Given the underlying difficulties of reoccupying these sites with new commercial uses, these can be opportunities for reuse for distribution and warehousing. However, the transition from commercial to industrial needs to be properly regulated. Develop clear design expectations for Distribution and Warehousing businesses along commercial areas to ensure the reuse does not detract from the commercial environment or neighborhood aesthetics. These design expectations should consider:
 - › signage and facade improvements
 - › landscaping and buffers
 - › potential for outlot development
 - › parking an circulation to and on-site
 - › opportunities to depave or other need for stormwater infrastructure, and
 - › lighting.
 - › Consider creating a new Commercial/Industrial zoning category to specifically address the challenges in mixing these uses.
- › **Establish a clear goal for the number of acres of readily-developable land to be made available to meet demand from warehousing and distribution in desired locations with transportation access such as proximity to the port and airport, rail, and highway access.**
 - › This is in part a political discussion but also one relating to available resources. To create upwards of 56 acres of developable land for distribution and warehousing in addition to the 20 acres for manufacturing requires additional investment in site assembly and environment cleanup.¹⁰ As identified in prior plans, continue to support the redevelopment of the former Northridge Mall for a mix of manufacturing and distribution uses. Use this key site to measure the costs and benefits of distribution to the city in terms of jobs and revenue.

☐ Industrial BIDs

AIRPORT GATEWAY



6

TRANSITION AWAY FROM INDUSTRIAL USE WHERE APPROPRIATE

WHY THIS MATTERS

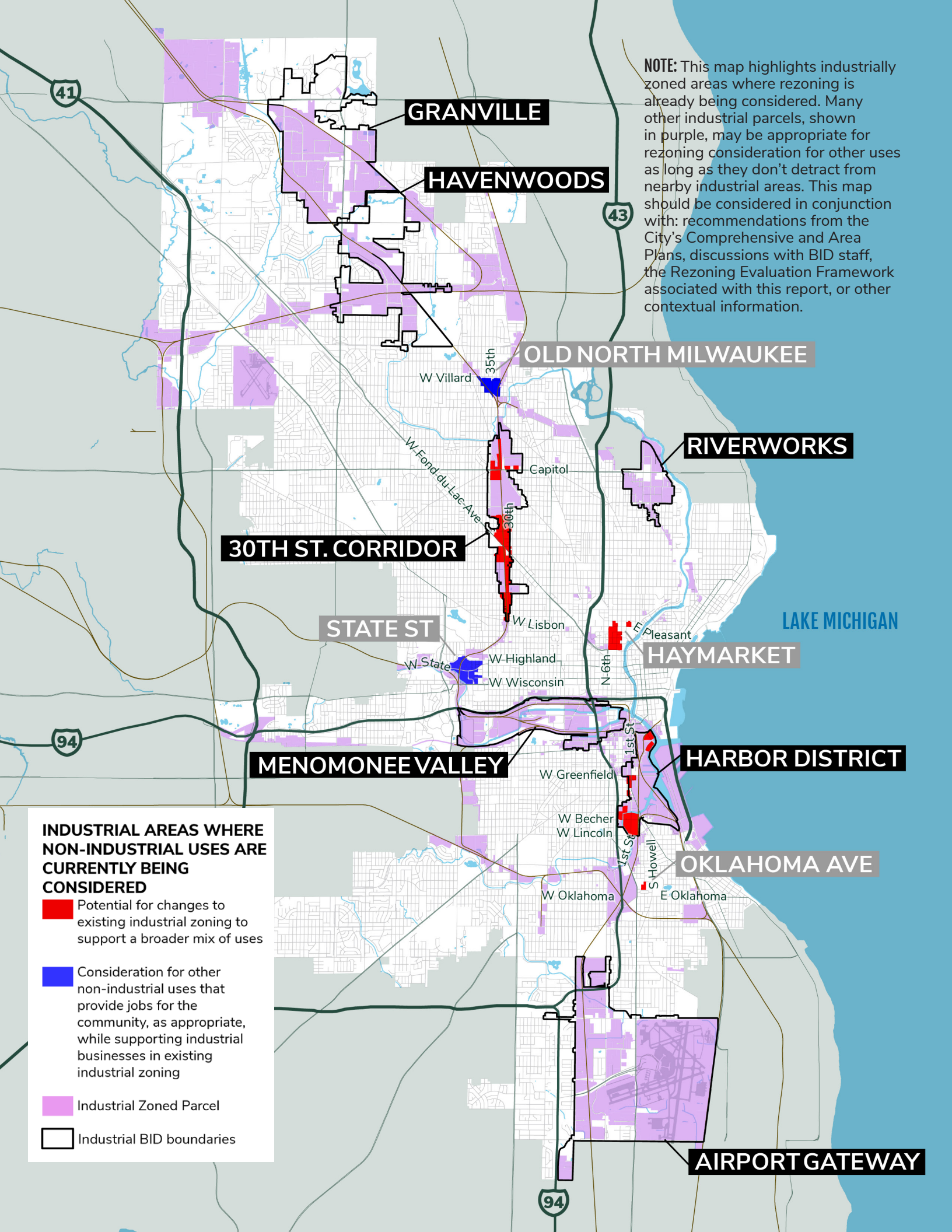
Industrial districts often face pressure from other uses. Whether it's market rate housing in the Harbor District, entertainment uses in the Valley or affordable housing along the 30th Street Corridor, decisions often have to be made whether to allow a change of use. In some cases, it is critical to hold the line and maintain industrial properties for industrial use. However, there are instances where properties are poor candidates for continued industrial use due to a range of characteristics or a change in use better serves the context. These instances are opportunities to repurpose what is often empty land or buildings for new uses that serve the community.

As part of this *Industrial Land Analysis*, a decision-making

framework was developed to assist the Department of City Development review requests for zoning changes, Board of Zoning Appeals approvals, or other City discretionary reviews. This framework was developed to ensure this evaluation is fair and consistent, while responding to the uniqueness of each development proposal, and the appropriateness of the context for the proposed development. This framework takes into account the physical demands and impacts of a newly proposed use for a site, and goes further to evaluate the future uses' ability to provide meaningful employment accessible to the local workforce and if the business is owned by or uniquely serves to benefit Milwaukee's BIPOC communities.

ACTIONS:

- › **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.**
 - › The Evaluation Framework as described in Strategy 1 will help to determine whether an industrial use needing a variance should be supported but also provides guidance on transitioning to a broader range of uses. Site and area specific land use recommendations within the Comprehensive Plan remain critical in evaluating these requests, and this tool can be used to complement that analysis.
- › **Proactively rezone land unsuitable for industrial development.**
 - › The mapping and analysis completed for this study identified a number of locations in the City for a potential rezoning primarily to Industrial-Mixed zoning. Many of these locations were already identified in prior area and BID plans. These areas include portions of the Harbor District, the 30th Street Corridor and a number of locations outside of the primary Industrial BIDs including Haymarket. Environmental justice concerns should help drive additional actions around rezoning to better protect existing homes from harmful activity.



NOTE: This map highlights industrially zoned areas where rezoning is already being considered. Many other industrial parcels, shown in purple, may be appropriate for rezoning consideration for other uses as long as they don't detract from nearby industrial areas. This map should be considered in conjunction with: recommendations from the City's Comprehensive and Area Plans, discussions with BID staff, the Rezoning Evaluation Framework associated with this report, or other contextual information.

GRANVILLE

HAVENWOODS

OLD NORTH MILWAUKEE

RIVERWORKS

30TH ST. CORRIDOR

STATE ST

HAYMARKET


MENOMONEE VALLEY


HARBOR DISTRICT

OKLAHOMA AVE

AIRPORT GATEWAY

INDUSTRIAL AREAS WHERE NON-INDUSTRIAL USES ARE CURRENTLY BEING CONSIDERED

 Potential for changes to existing industrial zoning to support a broader mix of uses

 Consideration for other non-industrial uses that provide jobs for the community, as appropriate, while supporting industrial businesses in existing industrial zoning

 Industrial Zoned Parcel

 Industrial BID boundaries

7

INVEST IN KEY PUBLIC REALM IMPROVEMENTS IN INDUSTRIAL BIDs

WHY THIS MATTERS

It's often at the property edges, in the streets, and spaces between industrial parcels that the general public actually interfaces with industrial areas in the City. Improvements to the public realm are essential to ensure that residential and commercial areas within the City's Industrial BIDs, adjacent to industrial businesses or along industrial corridors are appropriately buffered from industrial activity on site. The public has a set of powerful partners available to help coordinate improvements and communication with these surrounding areas, the Industrial BIDs.

Industrial BIDs have the power to coordinate among multiple property owners in such a way that it becomes possible to realize projects at a larger, more impactful scale. Each of Milwaukee's Industrial BIDs faces unique challenges, particularly with issues of public safety—street and intersection design or demand for

area security resources within local business parks, for example—that require coordination of planning, funding, and municipal resources. Environmental challenges are rarely contained within nor resolved within the boundaries of a single parcel. Investments within the BIDs can help to address climate change and the heat island effect by encouraging energy efficiency and solar power as well as through new landscaping and green infrastructure. These types of public realm improvements require BID leadership and coordination to solve.

There are also smaller scale public realm improvements that can meaningfully improve the quality of a street or neighborhood. Improving screening around parking and site circulation and improving the aesthetic quality of business facades, signage, or landscape buffers can also make a big impact.



The Beerline Trail

The Beerline Trail lies at the heart of the Riverworks BID, abutting industrial properties and connecting Riverworks to the larger regional trail network. Linear park improvements, building or business connections, enhanced landscaping, lighting, and programming are being explored along existing segments of the trail. Future connections and extensions are also being considered to expand this unique amenity.

ACTIONS

- › **Ensure zoning appropriately regulates the scale and quality of industrial buffers and landscaping on industrial properties.**
 - › Review the City's Zoning Code language for landscape and buffers on industrial properties. Increase buffer and screening requirements where industrial development borders residential or commercial uses. Unique consideration should be given to requirements for industrial properties located adjacent to or in the context of a commercial district. The character of these developments should meet expectations for commercial parcels within the same area.
 - › The City has limited power to address landscape and buffering of properties where a business or longtime property owner's property is a existing non-conforming use. The City should provide these property owners with information about incentives and grants available for enhancements. Nonconforming industrial properties bordering residential parcels should be identified in each District as a priority for City- or BID-led improvements to buffering and screening wherever possible.
- › **Create enhanced open spaces within Industrial BIDs.**
 - › Continue efforts to realize the Beerline Trail, the KK River Trail, Holmes Creek Revitalization, the Route of the Badger in the 30th St. Corridor, Milwaukee Riverwalk extensions in the Harbor District and Menomonee Valley BIDs, and other greening initiatives, trail enhancement, and habitat restoration efforts across the Industrial BIDs.
- › **Increase investment in public art and placemaking to identify and celebrate Industrial BIDs.**
 - › Identify and install gateway signage at highly visible points of entry to each of the Industrial BIDs or manufacturing subdistricts identified in this plan¹¹. Explore the use of artistic signage or wayfinding/signage created in partnership with maker businesses where possible.
- › **Focus on upgrades to "business quality of life" across all of Milwaukee's Industrial BIDs.**
 - › Public safety concerns were identified by business owners, developers, and BID stakeholders across all of Milwaukee's Industrial BIDs. Reoccurring themes were a desire for parking or evening security patrol, illegal dumping or nuisance properties, desire for additional security cameras and enhanced lighting, roadway maintenance concerns or intersection design issues related to larger vehicle turning movements or lack of pedestrian safety infrastructure. These types of real and perceived safety and security concerns must be addressed to meaningfully improve the "business quality of life" in and around industrial areas. There is no one-size-fits-all solution to these types of issues. They will require BID-specific programs and initiatives, and site-specific design and engineering solutions. **High-priority concerns are noted within the recommendations for each of the Industrial BIDs.**
- › **Continue to focus on safety enhancement within each of the Industrial BIDs and around industrial properties citywide.**
- › **Improve walkability within and connections to Industrial BIDs.**
 - › Across Milwaukee there are industrial areas and industrial businesses in close proximity to or adjacent to areas where people live, work, or visit on a regular basis. Though the vast majority of employees access jobs by driving, everyone is a pedestrian at some part of their day. Ensuring the condition of sidewalks, intersections, and public spaces available to people walking to and through these areas is an essential part of being "good neighbors" and connecting their employees to nearby amenities.
- › **Capture and/or clean the first half-inch of stormwater on site to reduce impact on waterways and to reduce pressure on the Combined Sewer Area (CSA) and prioritize the use of green infrastructure.¹²**
 - › A recommendation outlined in the Harbor District Water and Land Use Plan, there are rivers, streams, and wetlands in many of Milwaukee's BIDs. Stormwater management goals help to define site-level or multi-site solutions without being prescriptive where the context varies considerably.
- › **Continue and expand the Environmental Collaboration Office's current programs to incentivize alterations to industrial properties that help address climate change, such as solar power incentives, increased landscaping, and energy efficiency upgrades.**

8

MaKe THE CASE FOR INDUSTRIAL JOBS

WHY THIS MATTERS

Contrary to our image of huge warehouses filled with workers on factory lines, many industrial businesses provide excellent benefits and growth opportunities for workers. Small businesses provide economic, employment, and community benefits. Many manufacturing companies grow the City economy by not only the direct manufacturing jobs, but also fuel additional supply chain jobs (including marketing, banking, accounting, etc). What's more, the manufacturing workforce provides the basis from which to grow local economy jobs in housing, retail, food, and other industries. Without the manufacturing jobs, fewer of the supply chain and local economy jobs exist.

Milwaukee has now lost its reputation as "the machine shop to the world" and the valuable role industrial land and businesses play in the local economy isn't being celebrated. Eighty-seven percent (87%) of participants in an online survey created for the Milwaukee Industrial Land Analysis project indicated that

this slogan does not accurately represent their view of Milwaukee today. Although industrial business attraction is crucial to regain this reputation, the City and their partners need to turn up the volume on marketing and communication about the industrial business community. In the same series of survey questions, a large majority of respondents agreed that preserving land for industrial uses is important to Milwaukee's future, and that they value products that are made locally.

All of Milwaukee's Industrial BIDs identify marketing activities as central to the success of their Districts, but there are opportunities to coordinate initiatives to make for more efficient and complementary initiatives.

Looking at where the majority of workers in each district live, some districts do employ nearby residents, while others don't. There is a mismatch between who is working in each of the BIDs, and the primary employment industry in the areas surrounding the BIDs. For example, employee populations in the areas around Granville and Havenwoods tend to come from the surrounding communities, whereas workers in the 30th Street Corridor and the Harbor District come from across the City, not highly concentrated in any particular area.

WHY is preserving land for industry important YOU ASK?

1 in 5 jobs in MKE



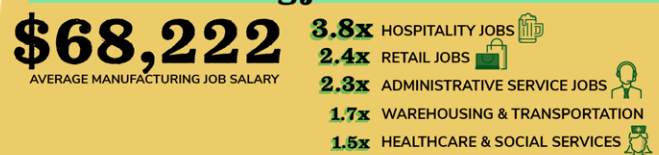
Industrial land supports *MUCH* higher wages



AND! industrial jobs pay more



Manufacturing jobs are even better.



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.

ACTIONS

- › **Develop a Manufacturing Strategy for the City of Milwaukee that includes an integrated workforce strategy.**
 - › M7 has identified advanced manufacturing as a critical opportunity which has implications for local talent and the workforce. Traditional manufacturing is also changing through increased automation and, due in part to the pandemic, there are potential opportunities for reshoring manufacturing. These factors point to a need for a specific Manufacturing Strategy that brings together the data from this industrial land study along with: existing workforce initiatives related to manufacturing; transit accessibility; information on the local innovation capacity to support advanced manufacturing and start up manufacturing; and, to evaluate the manufacturing opportunities created by Milwaukee's existing logistics infrastructure - The Port of Milwaukee and the Milwaukee Mitchell International Airport. The Philadelphia Manufacturing Growth Strategy is a good example of this work to set a clear agenda for supporting manufacturing businesses and jobs.
 - › Continue to explore creation of a local branding initiative, similar to San Francisco's SF Made. Consider partnership or association with Local First Milwaukee.
- › **Establish a public communication "toolbox" to help the City, BIDs and Business-owners communicate the value of industry in Milwaukee.**
 - › Use data from this study including the infographic about industrial activity and jobs on page 31, to get the word out about the industrial economy. Make sure to share this information with local political and philanthropic leaders.
- › **Coordinate marketing initiatives among Milwaukee's Industrial BIDs.**
 - › Many BIDs are focused on marketing the specific opportunities in their districts to attract more businesses or find reuses for underutilized property. This important activity can be leveraged with coordinated marketing that tells a compelling story about industrial use in Milwaukee and the unique personalities of the different Industrial BIDs.

The Maker City Knoxville, TN

The Maker City is the greater Knoxville-area community of makers, artists, creatives, and small-scale manufacturers and supporting entities. The organization is focused on promoting local goods and services, connecting makers with opportunities, and raising awareness of the local maker movement and its associated micro-economies.

Recognizing that creative entrepreneurs make a significant impact on our economy with their small-scale manufacturing, Knoxville amped up the maker movement in 2016 with the leadership of the Mayor's Maker Council and the Knoxville Entrepreneur Center, as well as support from Kauffman Foundation is the world's leading not-for-profit organization dedicated to the study and advancement of entrepreneurship.

Today, more than 900 makers belong to The Maker City. The organization provides a range of business development and marketing programs and services in support of Knoxville's maker economy, including:

- creation of a searchable business directory of makers,
- creation of a centralized online marketplace for Knoxville makers, wares, and services,
- being a centralized source for news related to the maker community locally and nationally, and
- offering connections to national support resources, like the Etsy Entrepreneurship online course, to assist start-ups with building an online business.

In addition to holding ongoing maker meetups and the annual summit, The Maker City is hosting an informal lunch-and-learn series called Make. Learn. Grow. Local makers and experts come together to share their knowledge and tools to grow their businesses. With the growth of their national presence and community of makers, The Maker City is also able to host larger annual events (with national attention) such as Etsy Maker City Summit, which kicked off Innov865 Week, a week-long series of events that has become Knoxville's signature gathering of entrepreneurs, creatives and investors, attended by nearly 400 in 2016.

9

CONNECT BUSINESSES TO BUSINESSES AND BUSINESSES TO NEIGHBORS

WHY THIS MATTERS

Businesses benefit from being connected to the broader business community for many reasons. Stronger industry networks tend to communicate and share information more effectively. Stakeholder engagement indicates that local production of goods is limited. Without growing production capacity and skillsets locally, many businesses look to outsource as they grow. Business-to-business connections could mean greater returns for Milwaukee as a whole by creating stronger supply chain links, shared distribution and warehousing networks, or consolidating demand among multiple businesses to draw and expand local production capacity.

There is currently a mismatch between who is working in each of the BIDs,

and who lives nearby. For example, workers in the 30th Street Corridor and the Harbor District come from across the City without a real concentration in nearby communities. BIDs are actively working to create stronger connections to nearby communities. These efforts should be continued and expanded where possible to connect nearby residents to available jobs in the BIDs. Industrial businesses are evolving. No longer the “dirty” businesses of the past, many industrial businesses in Milwaukee are setting a new standard for sustainable development and giving back to their community. Employment in these industries are opportunities that should help to improve surrounding communities.

ACTIONS

- › **Host Business-to-Business Networking events virtually and in person.**
 - › Important for businesses within each BID plus an annual or semi-annual event across the BIDs. As a part of this work, be intentional to create opportunities for networking among BIPOC industrial business stakeholders in collaboration with multi-cultural Chambers of Commerce in Milwaukee and other BIPOC focused business support entities.
- › **Maintain a centralized, public facing webpage with information about the City’s initiatives.**
 - › These are embedded on the existing City website in different locations. Consider using the MKEIndustrial.com website as home to information on all industrial initiatives including those led by local BIDs.
- › **Explore partnerships with other districts and organizations to create mobile or print maps and guides.¹³**
- › **Host industrial area or facility tours and encourage businesses to participate in community-focused events.**
 - › Each BID comprises a rich array of unique businesses including wholesalers, manufacturers, retailers, professional and creative offices and more. The local businesses that have helped to shape each BID’s identity should be celebrated to promote them as good places to do business and to increase the visibility and awareness of local businesses from local residents. Tell the stories about what these businesses make through art, tours and programs designed to encourage people and institutions to buy and procure locally.
- › **Encourage local hiring by linking workforce programs and nearby community organizations.**
 - › Work toward the creation of a centralized listing of available jobs for each BID and work with local workforce organizations to post information about programs to train residents for locally available jobs. If possible, an employment “one-stop center,” could be considered to bring together information on City services, BID activities, workforce training programs, available job opportunities and other community amenities like daycare facilities and meeting space.



THE 30TH STREET CORRIDOR BID - INDUSTRIAL PROPERTIES SHARING RESIDENTIAL STREET FRONTAGE



HAVENWOODS BID - INDUSTRIAL BUSINESS PARK ABUTS RESIDENTIAL NEIGHBORHOOD TO THE REAR

CONTINUE TO IMPROVE ACCESS TO INDUSTRIAL JOB OPPORTUNITIES

WHY THIS MATTERS

The 2010 U.S. Census data showed Wisconsin with the highest incarceration rate in the U.S. for Black men in state prisons and local jails and double the national average. Based on a 2013 study, Wisconsin had incarcerated over half of the young Black men from Milwaukee County in state correctional facilities and that thousands of men from central city Milwaukee neighborhoods had state prison records.¹⁴ Industrial businesses represent some of the few opportunities that provide employment to individuals returning to the workforce post incarceration.

Stakeholder engagement indicates Milwaukee has an up and coming pool of tech talent – it is becoming easier for tech companies to relocate here and staff up quickly. With industrial growth areas like Healthcare Tech, the value of this savvy talent pool is increasing. However, for those without a college degree, industrial jobs remain an excellent opportunity to earn wages

well above what can be expected from the service economy. Only a quarter of Milwaukee residents have earned a college degree. The need for jobs without a college degree as well as opportunities for training, upskilling, and career ladder opportunities for advancement into family-sustaining jobs is crucial to support the needs of residents and businesses.

There are many organizations already working to build a stronger workforce in Milwaukee. Although this project's focus is on industrial land, it is important to continue to connect with these important workforce initiatives. Continued coordination is warranted between efforts to redevelop land and support business districts with efforts to train and place residents into jobs. Listed below are some of the key workforce actions noted by major economic development plans including the City's Growing Prosperity Plan and the M7 Framework Plan for Economic Growth.

ACTIONS

› Connect to existing workforce initiatives.

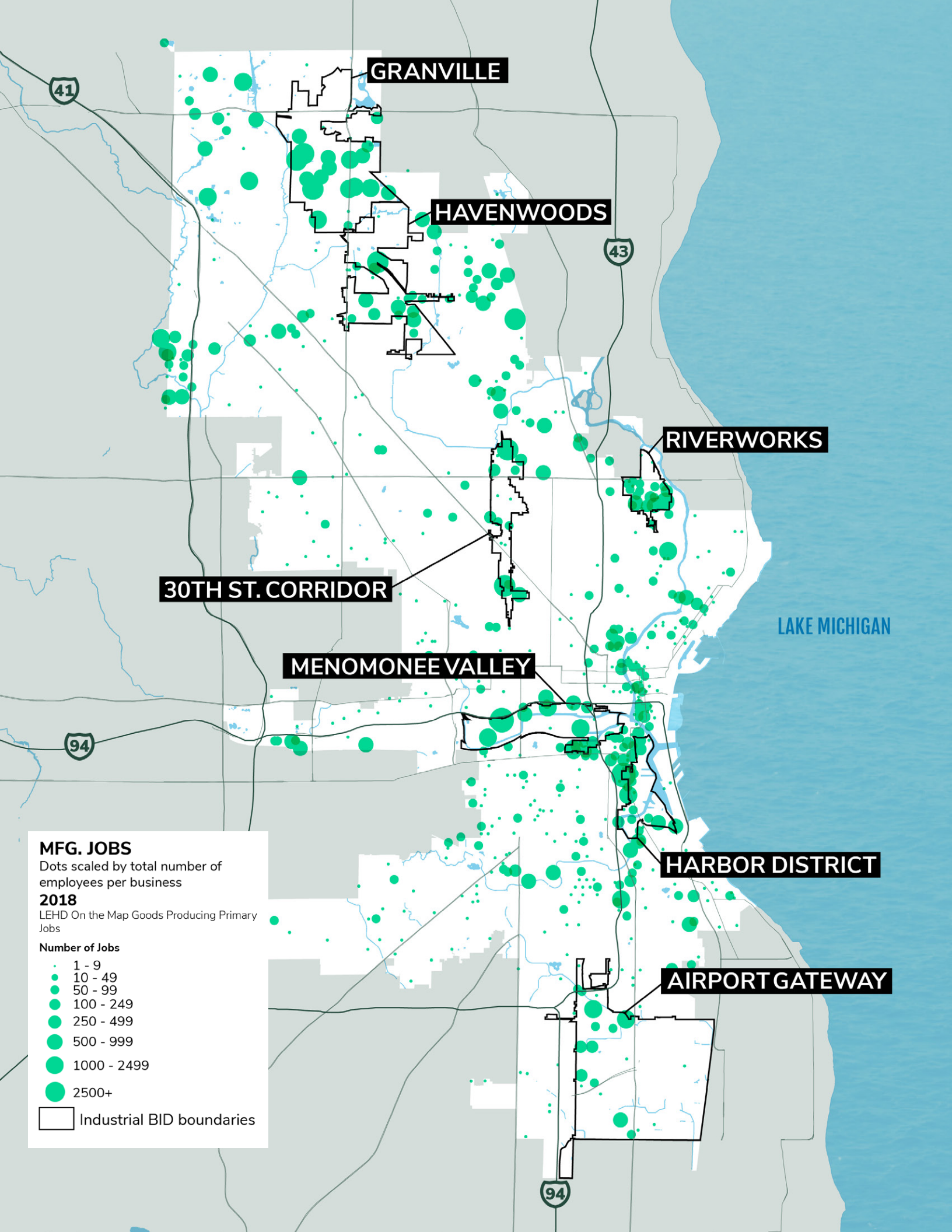
- › Expand internships, job shadowing opportunities, part-time summer jobs, and local high school career academies for high school and college students¹⁵
- › Develop a website of opportunities for employers to become involved in job preparation activities that target local youth¹⁶
- › Help businesses engage with Employ Milwaukee and other workforce development partner efforts to provide reentry employment services for individuals who have been previously incarcerated.¹⁷
- › Strengthen the feedback loop between employers and workforce development providers to enable better alignment of training curricula with workplace needs – building, for example, off of efforts such as FaB's employer engagement and curriculum development¹⁸
- › Articulate cluster-specific career pathways and create certification and credentialing programs to enable more robust firm-worker matching and upward career mobility for low- and middle-skill workers¹⁹
- › Identify the need for and develop rapid up-skilling programs to assist workers in upgrading and redeploying their skills into emerging occupational opportunities – building, for example, off of the technical colleges' sector-specific "boot camp" programs or the efforts of WRTF/Big Step.²⁰

› Improve bicycle access to Industrial BIDs.

- › The Industrial BIDs note in their recent planning documents the importance of bicycle infrastructure for those without a car. Encourage employers to provide bicycle parking and amenities for employees. Ensure that primary access streets that connect the BID to nearby neighborhoods include safe bike routes.
- › Expand Bublr Bikeshare stations into the Industrial BIDs to provide additional transportation options to the local workforce and help to close the last-mile gaps from transit to local employers.

› Improve transit accessibility to all Industrial BIDs.

- › Identify and enhance bus stops and pathways to stations in each Industrial BID.
- › Advocate for policy changes that promote investment in public transportation options
- › Market employer-driven transportation programs - carpooling, MCTS Commuter Value Plus program²¹
- › Explore and establish ride-sharing programs for late shifts²²



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

REFERENCES

- 1 <https://www.mke7.com/index.php?submenu=clusterIndustries&src=gendocs&ref=ClusterIndustries&category=Milwaukee7>
- 2 https://cityobservatory.org/most_segregated/
- 3 <https://www.wuwm.com/race-ethnicity/2020-08-17/>
- 4 City of Milwaukee Zoning Ordinance Volume 2, Chapter 295- subsection 6
- 5 Missing Reference
- 6 Growing Prosperity: An Action Agenda for Economic Development in the City of Milwaukee Plan, September 2014.
- 7 Harbor District Water and Land Use Plan (WaLUP)- Milwaukee Department of City Development, adopted November 2017; updated December 2019.
- 8 Milwaukee Open Data Master Property File (MPROP) Accessed December 2020, Analysis by Interface Studio.
- 9 Missing Reference
- 10 Refer to Milwaukee *Industrial Land Analysis* - Appendices for full Market Analysis
- 11 Harbor District Water and Land Use Plan (WaLUP)- Milwaukee Department of City Development, adopted November 2017; updated December 2019.
- 12 Harbor District Water and Land Use Plan (WaLUP)- Milwaukee Department of City Development, adopted November 2017; updated December 2019.
- 13 Reference to HD Land Use Plan
- 14 Wisconsin's Mass Incarceration of African American Males. John Pawasarat and Lois M. Quinn, University of Wisconsin-Milwaukee Employment and Training Institute, 2014.
- 15 Growing Prosperity: An Action Agenda for Economic Development in the City of Milwaukee Plan, September 2014.
- 16 Growing Prosperity: An Action Agenda for Economic Development in the City of Milwaukee Plan, September 2014.
- 17 Growing Prosperity: An Action Agenda for Economic Development in the City of Milwaukee Plan, September 2014.
- 18 Framework for Economic Growth, Milwaukee 7 (M7), updated 2018
- 19 Framework for Economic Growth, Milwaukee 7 (M7), updated 2018
- 20 Framework for Economic Growth, Milwaukee 7 (M7), updated 2018
- 21 Menomonee Valley Jobs Access Report
- 22 Menomonee Valley Jobs Access Report

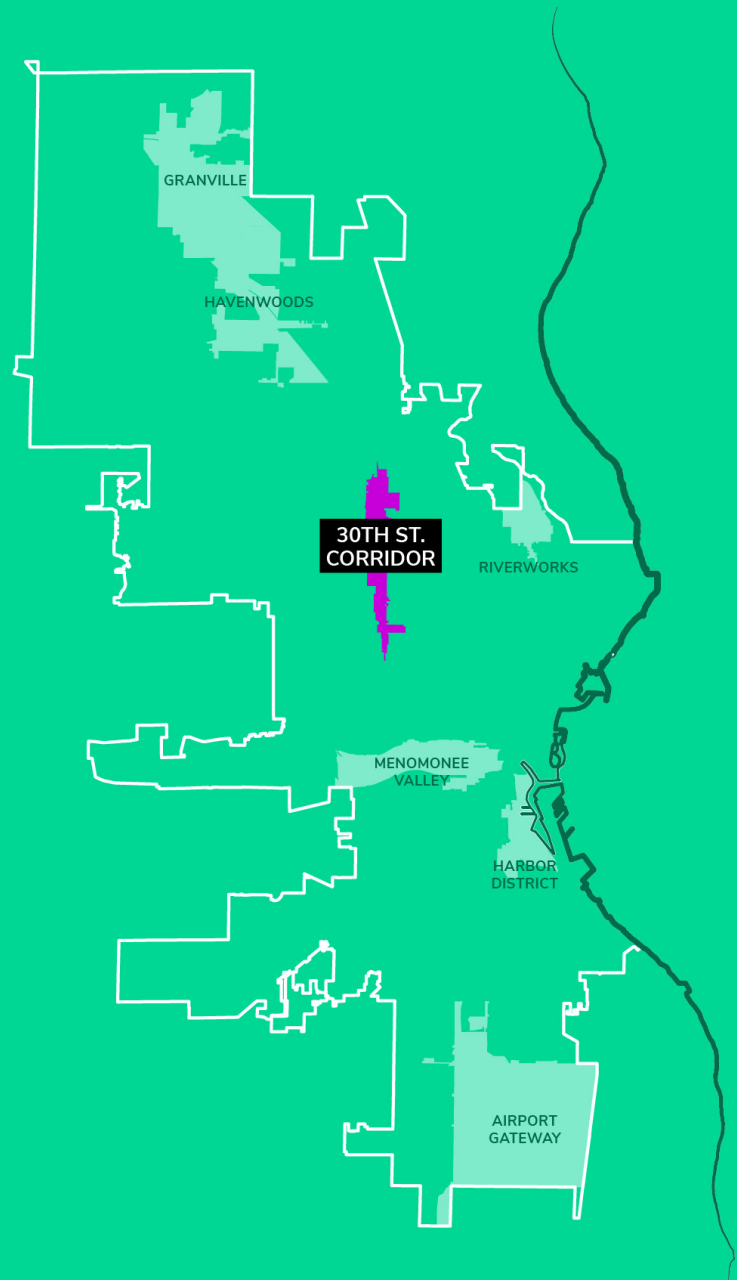


CITY OF MILWAUKEE INDUSTRIAL BID PROFILES & RECOMMENDATIONS

MILWAUKEE INDUSTRIAL LAND ANALYSIS

DISTRICT PROFILES

30TH STREET CORRIDOR



INDUSTRIAL DISTRICT PROFILES
AUGUST 2021

DISTRICT BY THE NUMBERS

30TH STREET INDUSTRIAL CORRIDOR - BID#37

KNOWN AS:

THE 30TH STREET CORRIDOR IS ONE OF THE AREAS IN MILWAUKEE WITH THE MOST PRODIGIOUS MANUFACTURING OUTPUT AND HISTORY

PARCEL AREA (ACRES)

512

Source: City of Milwaukee Land Use data, 2020

OF BUSINESSES

154

Source: Infogroup, 2020

TOTAL # OF EMPLOYEES

3,194

Source: U.S. Census Bureau, OnTheMap, 2018

EMPLOYMENT DENSITY

6

 EMPLOYEES
PER ACRE

% INDUSTRIAL ZONED LAND

88%

Overview

The 30th Street Corridor Industrial BID ("The Corridor") extends along the 30th Street Rail Line, a 6.2 mile railroad track running north-south in Milwaukee's central city. The Industrial BID is part of the larger 30th Street Corridor Economic Development Area which extends beyond the BID service area to the north and south. The BID includes over 150 businesses and over 600 acres of industrial properties. The Century City Business Park is located in The Corridor, along with a total of over 197 acres of vacant land and buildings. Today, the 30th Street Industrial Corridor has the highest vacancy rate of the seven industrial BIDs. Of the total 512 acres within the BID, twenty-two percent (22%) are vacant land. It is located primarily within the City's Near North and Fond du Lac and North planning areas.

The Corridor's ambition is to be one of the top manufacturing hubs in the U.S. and the world with an emphasis on

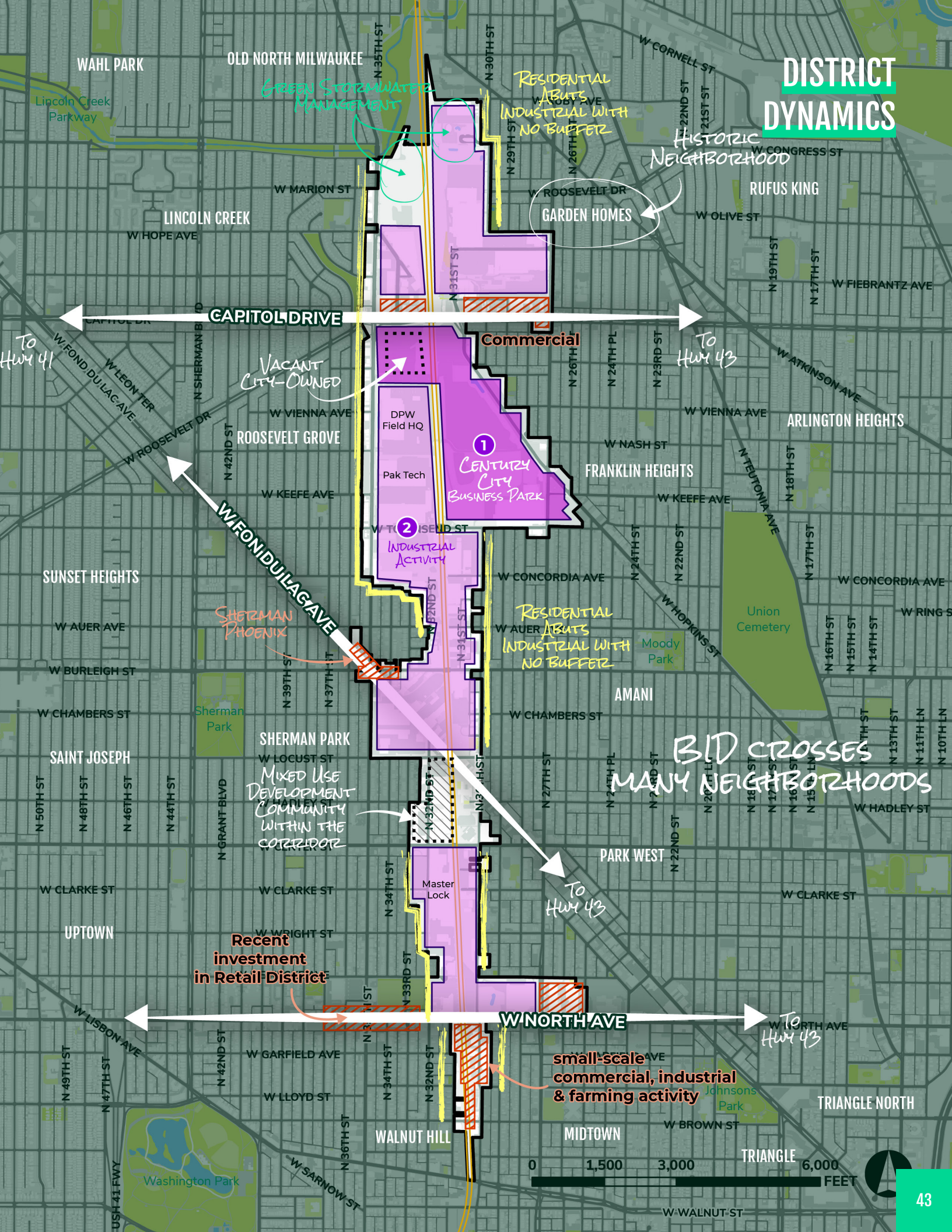
connecting local area residents to job opportunities within The Corridor. To this end, The Corridor's Local People/Local Jobs initiative is a program to encourage businesses to hire from the local community.

There are few buffers between industrial activity and the surrounding residential areas. Notable neighborhoods in the local context include Sherman Park, Century City Tri-Angle Neighborhood, Franklin Heights, Metcalfe Park, Washington Park, Amani, and many others. Notably, the Garden Homes neighborhood, developed in the 1920s, was the first and only municipally sponsored public housing cooperative, and a reminder of a time when neighborhoods formed around their access to local jobs. After years of economic disinvestment, The Corridor is leading an effort to revitalize the Garden Homes Park and champion surrounding neighborhood improvements.

Assets & Opportunities

- › Some major employers are located in The Corridor contributing to the more than 3,000 employees in the BID. The Corridor is surrounded by dense residential neighborhoods with an available labor force and is well served by public transit.
- › There is a substantial amount of developable space. About 90 contiguous acres in The Corridor need redevelopment.
- › The 30th Street Industrial Corridor is located within an Opportunity Zone.
- › The southern portion of The Corridor provides closer access to I-94.
- › Momentum is growing behind the revitalization of the Garden Homes Neighborhood.
- › The Century City Tri-Angle Neighborhood Association was formalized during the redevelopment and creation of the Century City Business Park. The purpose of the group is to add capacity for resident participation in the neighborhood immediately east of Century City, and play a key role in shaping the future of development on the Century City outlots.
- › The Corridor is working with a variety of partners to develop a rail-with-trail recreational trail along the 30th Street rail corridor to provide a new neighborhood amenity and connect the district to the regional trail network.
- › Milwaukee County is also exploring upgrades to transit service in the area, including installing Bus Rapid Transit along 27th Street to serve the Corridor, with the longer term potential for commuter rail to connect the Corridor to downtown Milwaukee and the larger region.
- › There are numerous public improvements projects planned in the Corridor area, recently organized into the "Connecting the Corridor Strategic Action Plan."
- › A visionary redevelopment project on the Briggs & Stratton site is moving into implementation. The Community Within The Corridor is a mixed use affordable housing development proposed on the 6.99-acre site at N. 32nd Street and W. Center Street
- › Green buffers may be desirable to explore due to the adjacency of residential and industrial/commercial properties within The Corridor.

DISTRICT DYNAMICS

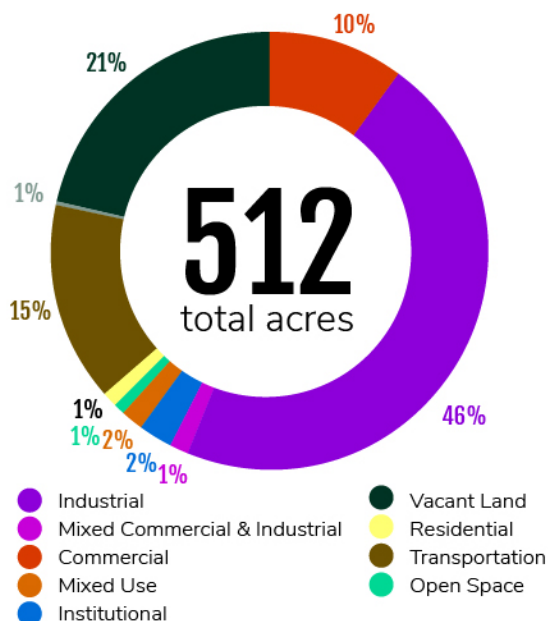


Challenges

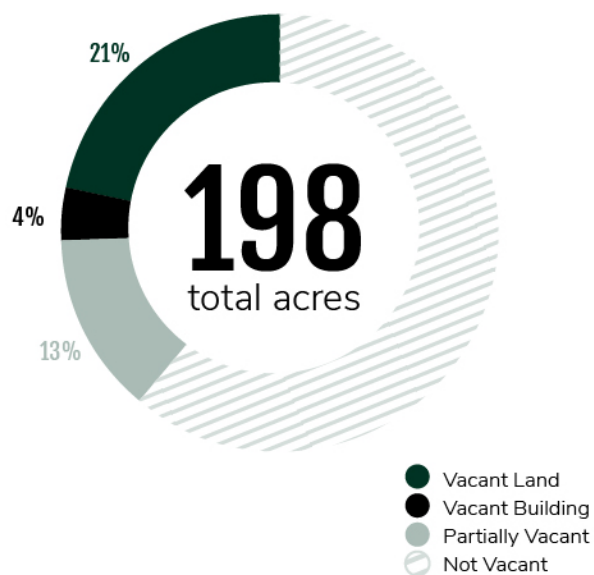
- › The Corridor has the highest vacancy rate of Milwaukee's Industrial BIDs.
- › Many of the vacant parcels in the BID are small, constrained, and difficult to reuse for industrial uses.
- › Disinvestment has resulted in economic and public health disparities in the neighborhoods surrounding The Corridor. Job creation is critical to reverse these trends and to provide opportunities for the Black residents who live adjacent to The Corridor.
- › Assets and challenges vary dramatically from end to end. Planning for the area must respond to each subarea along The Corridor.
- › The Corridor isn't the center of any one neighborhood or community. Entities working on behalf of communities along The Corridor are also decentralized.
- › Century City has not realized its full potential as a job creator for the area. But, the City is holding steady on their vision to bring high-employment industries to Century City.
- › Areas of the 30th Street Corridor along N Capitol Drive have experienced flooding during past storm events; however, the BID is working with MMSD, the City to reduce stormwater flooding.
- › Some sections of the 30th Street Corridor, including the Century City Business Park, are 2-3 miles from access to I-43, making these areas less desirable for just-in-time delivery, distribution and many manufacturing businesses.
- › Many existing industrial businesses offer few job opportunities and add to concerns around environmental justice. Scrap yards, concrete crushing, mined materials reclamation, storage and other uses occupy many properties in the heart of the 30th Street Corridor.

DISTRICT LAND USE

LAND USE



VACANCY



Note: "Vacant Building" and "Partially Vacant" represent parcels that fall within any land use category which currently have unoccupied structures.

NUMBER OF VACANT PARCELS GREATER THAN 1 ACRE

16

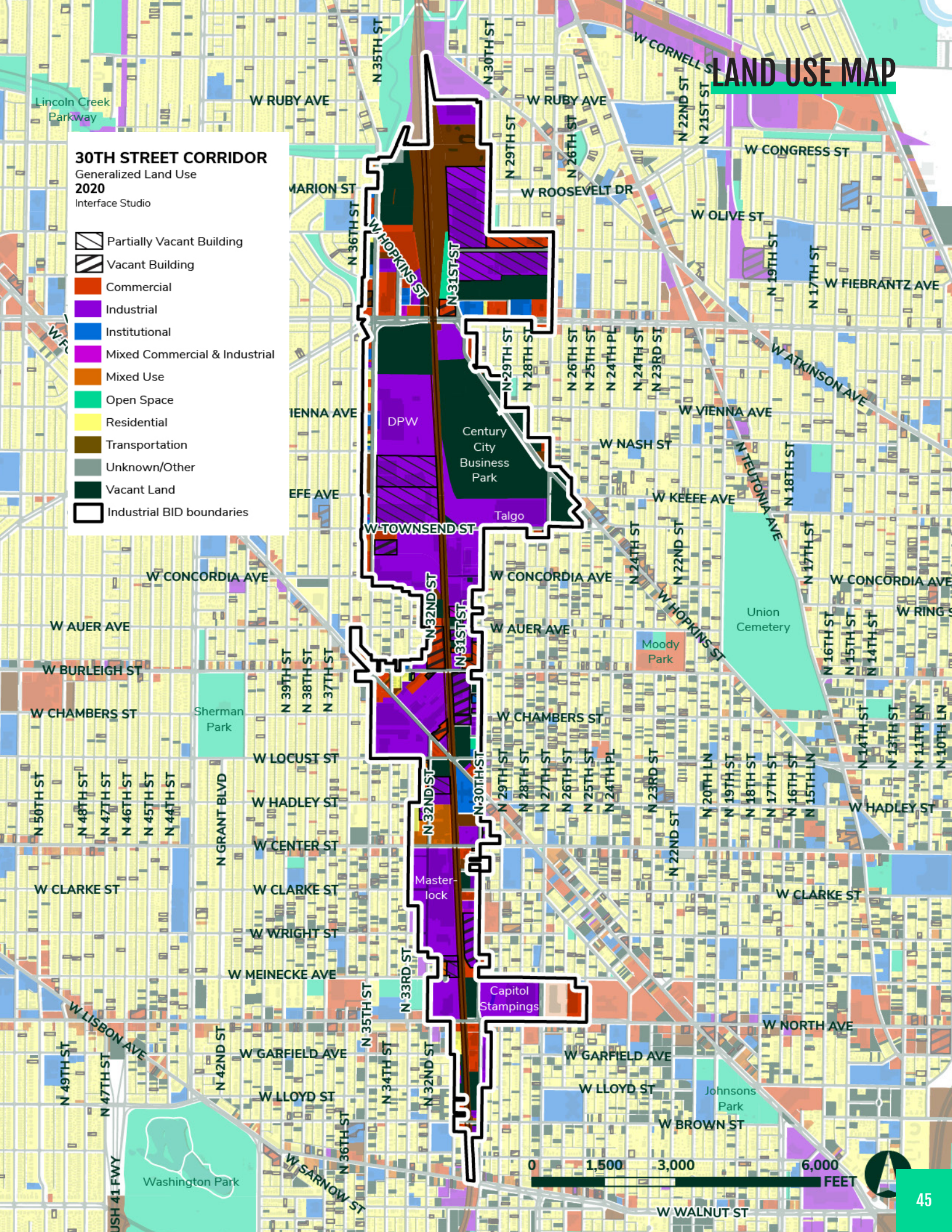
VACANCY		
Vacant Land	Number of Parcels	Area
Under 1 acre	34	12.9 ac
1 to 5 acres	13	29.9 ac
5 to 10 acres	1	8.3 ac
10 to 20 acres	1	13.7 ac
Over 20 acres	1	45.2 ac
Total	52	110 ac
Vacant Buildings	19	417,035 sf
Partially Vacant Buildings	16	data not available
For Sale / For Lease / Available	7	652,921 sf

Interface Studio analysis of the Master Property Parcel file, accessed December, 2020, and field observations.

LAND USE MAP

Generalized Land Use 2020

-  Partially Vacant Building
-  Vacant Building
-  Commercial
-  Industrial
-  Institutional
-  Mixed Commercial & Industrial
-  Mixed Use
-  Open Space
-  Residential
-  Transportation
-  Unknown/Other
-  Vacant Land
-  Industrial BID boundaries



0 1,500 3,000 6,000 FEET

EMPLOYMENT PROFILE

TOTAL NUMBER OF BUSINESSES

596

TOTAL NUMBER OF JOBS

3,194

% OF JOBS WITH AN ANNUAL SALARY GREATER THAN \$40,000

74.7%

LARGEST EMPLOYERS

- › MASTER LOCK
- › JONCO INDUSTRIES
- › GAHN MEAT CO
- › SCHUSTER METALS INC
- › PAK TECHNOLOGIES
- › TALGO

EMPLOYMENT		
TYPES OF JOBS	NUMBER	PERCENT
Manufacturing	1,847	57.8%
Transportation and Warehousing	425	13.3%
Wholesale Trade	225	7.0%
Accommodation and Food Services	139	4.4%
Health Care and Social Assistance	121	3.8%
Professional, Scientific, and Technical Services	108	3.4%
Utilities	87	2.7%
Administration & Support, Waste Management	52	1.6%
Educational Services	52	1.6%
Other Services (excluding Public Administration)	49	1.5%
Retail Trade	35	1.1%
Construction	26	0.8%
Real Estate and Rental and Leasing	10	0.3%
Mining, Quarrying, and Oil and Gas Extraction	6	0.2%
Finance and Insurance	6	0.2%
Jobs without a college degree	1184	37.1%

Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics, Primary Jobs Only, 2018.

SURROUNDING COMMUNITY

MEDIAN HOUSEHOLD INCOME OF POPULATION THAT LIVES WITHIN A HALF MILE

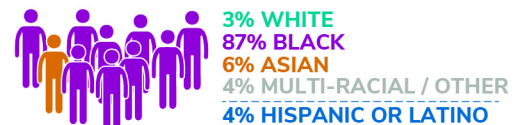
\$27,372

UNEMPLOYED POPULATION 16+ THAT LIVES WITHIN A HALF MILE

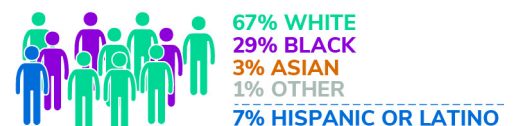
3,942

- › The Corridor has the lowest Median Household Income of Milwaukee's 7 Industrial BIDs.
- › The racial composition of the workforce in the 30th Street Corridor BID is much less diverse than the surrounding neighborhood. This indicates that much of the local workforce is commuting from outside the local area.
- › The unemployment rate for the Corridor BID area in 2020 was 21.7%, the highest of Industrial BIDs.
- › 30th Street Corridor has the lowest educational attainment of the 7 BIDs - 84% of the population ages 25+ has less than a college degree. The second highest is the Valley BID with 71%.

PEOPLE WHO LIVE HERE*



PEOPLE WHO WORK HERE**



* Population within a 1/2 mile of the BID, ESRI
** Working Population in the BID, Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics, Primary Jobs Only, 2018.

INDUSTRIAL USE BY TYPE

30TH STREET CORRIDOR

Industrial Land Use Types

2020

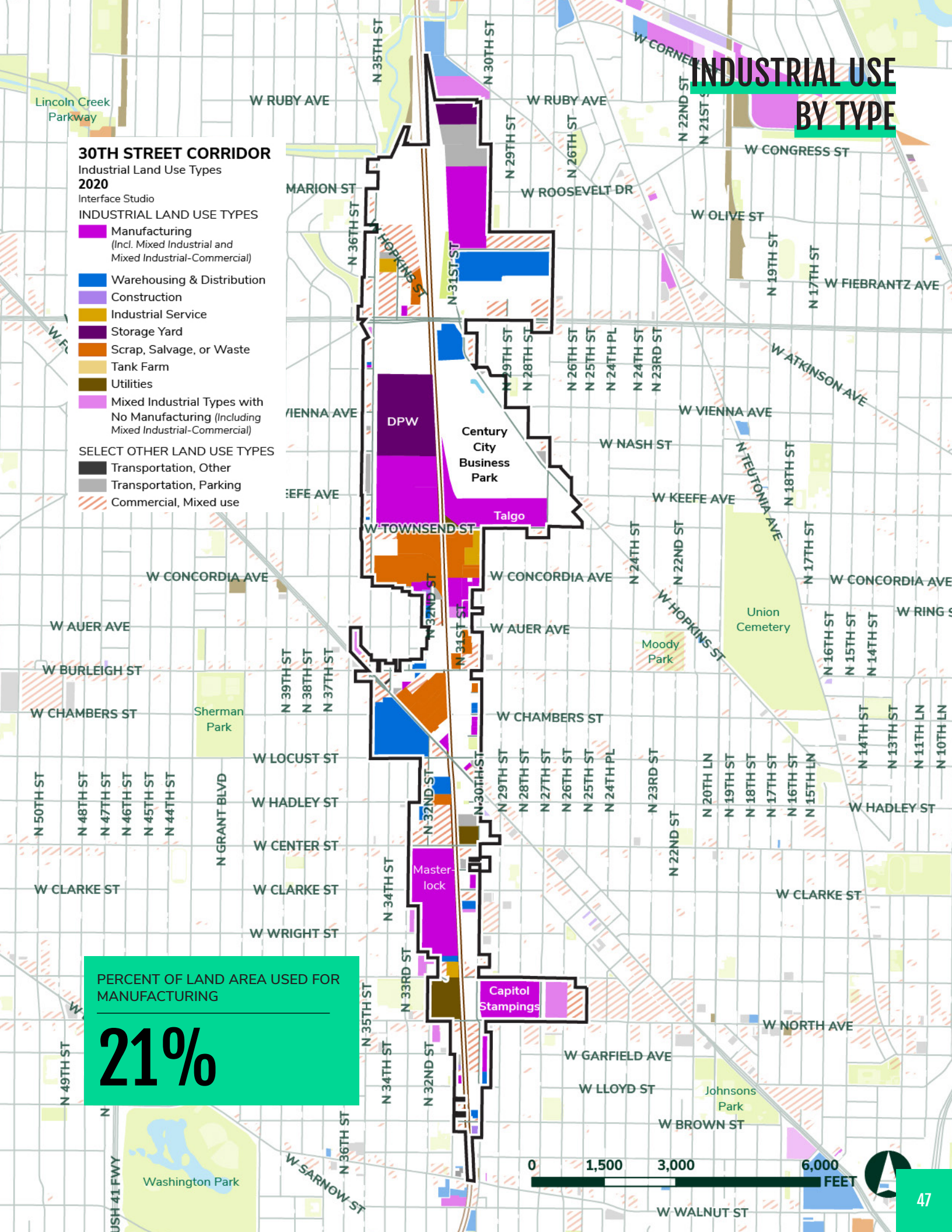
Interface Studio

INDUSTRIAL LAND USE TYPES

- Manufacturing (Incl. Mixed Industrial and Mixed Industrial-Commercial)
- Warehousing & Distribution
- Construction
- Industrial Service
- Storage Yard
- Scrap, Salvage, or Waste
- Tank Farm
- Utilities
- Mixed Industrial Types with No Manufacturing (Including Mixed Industrial-Commercial)

SELECT OTHER LAND USE TYPES

- Transportation, Other
- Transportation, Parking
- Commercial, Mixed use



PERCENT OF LAND AREA USED FOR
MANUFACTURING

21%

PREVIOUS PLANS

30th Street Corridor Economic Development Master Plan (2011)

- › The objective of the 30th Street Corridor Master Plan was created to provide a realistic, market feasible and implementable vision to achieve this transformation and revitalization of the Corridor.
- › The study divided the 30th Street Corridor into six subzones based on the typical land use characteristics within each contiguous area.
 1. Large Business Expansion/Retention Zone
 2. Modern Business Park Zone (redevelopment of the former Tower site as the Century City Business Park)
 3. Large Scale Industrial Redevelopment Zone
 4. Small Business Development Zone
 5. Community Facility/Residential Zone
 6. Anchor Business Retention Zone
- › The study includes an industrial Market Analysis, and a high level of detail is provided to envision specific areas determined to have the highest potential to catalyze development and stimulate economic development within the corridor in the near term.

Connecting the Corridor (Amendment to the 2009 Near North Side Area Plan, 2020)

- › Guiding plan for the investment in neighborhood improvements around and along the 30th Street Corridor through the lens of equity, sustainability, community engagement, safety, and health.
- › This action plan encompasses more than 45 projects in the 30th Street Corridor between W Custer Avenue and W Burleigh Street and includes stormwater management, parks and public space, off-street trails, and mobility projects.

Near North Side Area Plan (2009)

- › Plan for the redevelopment of the 30th Street Industrial Corridor, with a focal point on the former Tower Automotive site (now known as Century City Business Park).
- › The redeveloped and re-imagined industrial district would also include commercial retail to support the industrial uses and cater to their employees, with uses such as cafes and restaurants, as well as suppliers and service providers. The corridor would be geared towards attracting clean and green industries.





RECOMMENDATIONS – 30TH STREET CORRIDOR

Transportation

- Improve 30th and 35th Streets to better support existing businesses and nearby residences.
- Develop a truck access program including signed truck access routes and upgraded intersections where necessary.
- Upgrade the conditions of roads to address potholes, deteriorated sidewalks, etc.
- Explore possible improvements to and long-term reconfiguration of the Capitol Drive interchange at I-43 North-South Freeway.

Marketing & Programming

- Continue to market Century City for new businesses.
- Begin to market the Corridor as home to Milwaukee's BIPOC-owned businesses. This could include prioritizing Century City for the development of a mission-driven multi-tenant industrial space that provides supportive services for small manufacturing/maker/creative firms.
- Create programs to better connect local businesses to nearby neighborhoods including events that promote what is made locally.
- Implement recommendations emerging from the North-South Transit Study including the potential for high frequency rapid transit service along 27th Street in the 30th Street Corridor.

The 30th Street Corridor recommendations are built on work from the 30th Street Corridor Economic Development Master Plan

Development










- Retain key anchors and prepare underutilized land for larger industrial development north of W Capitol Drive.
- Continue to work toward full capacity of Century City for modern industrial uses.
- Rezone between W Concordia Avenue and W Center Street to allow for smaller industrial uses and mixed-use with an emphasis on centering commercial businesses on Fond du Lac Avenue. Smaller industrial properties in this area should be prioritized for non-industrial uses where truck staging cannot reasonably be designed on site. Target land acquisition, site prep and tenanting for small, minority-owned businesses.
- Rezone areas south of W North Avenue to transition away from industrial uses and eliminate land use conflicts.
- Redevelop the empty site at W Capitol Drive and 35th Street for new industrial or large scale recreational/entertainment/commercial uses.
- Enforce code requirements for salvage uses and strengthen requirements in the zoning code to further mitigate the impacts of salvage, recycling, concrete crushing, and similar activities on adjacent residential properties.

Public Realm

- Integrate buffering and screening to better protect nearby residential uses.
- Provide dual purpose open space and stormwater detention improvements at Century City and Phase II Century City sites.
- Continue to advance plans to expand the Route of the Badger by developing a rail-with-trail recreational trail along the 30th Street rail corridor to provide a new neighborhood amenity and connect the district to the regional trail network.
- Integrate green stormwater facilities and landscape buffering along 30th, 32nd, 33rd and W Hopkins Streets.

30TH STREET CORRIDOR

Summary of Recommendations 2021

-  Development and zoning recommendations
-  Development and zoning recommendations related to commercial properties or retail areas
-  Transportation recommendations
-  Public Realm recommendations
-  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

BUFFER ALONG RESIDENTIAL EDGES

ACTIVELY REDEVELOP EMPTY SITES

Redevelop the empty site at W Capitol Dr. & 35th St. for new industrial or large scale rec/comm

LAND PREP FOR INDUSTRIAL

Prep land north of Capital Dr. for larger industrial development

EXPAND THE ROUTE OF
THE BADGER WITH
RAIL-WITH-TRAIL

REINFORCE COMMERCIAL CORE

Rezone area to mixed-use
centering commercial businesses
on Fond du Lac Ave.

INTEGRATE STORMWATER INFRASTRUCTURE

EXPAND MIXED-USE OPPORTUNITIES

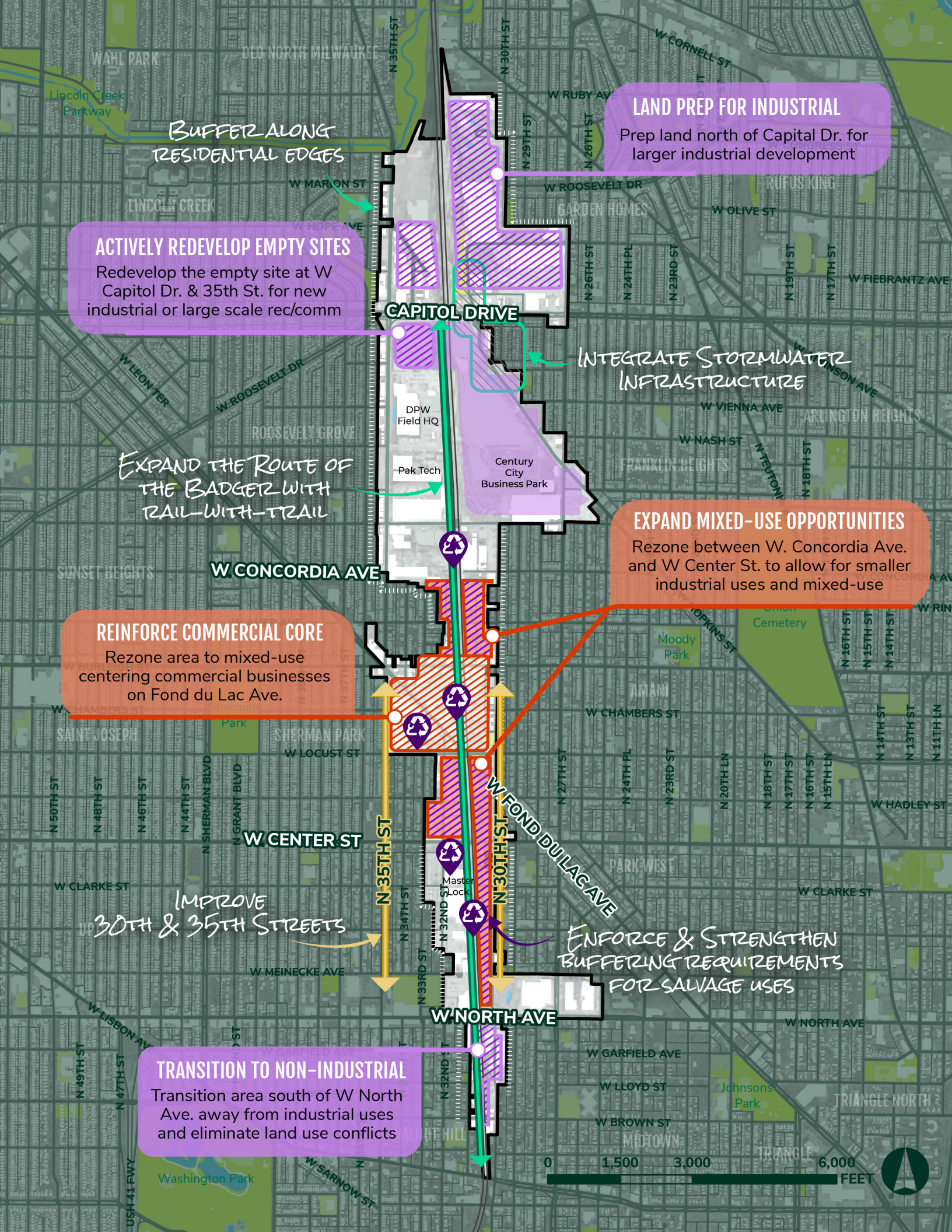
Rezone between W. Concordia Ave. and W Center St. to allow for smaller industrial uses and mixed-use

IMPROVE 30TH & 35TH STREETS

ENFORCE & STRENGTHEN BUFFERING REQUIREMENTS FOR SALVAGE USES

TRANSITION TO NON-INDUSTRIAL

Transition area south of W North Ave. away from industrial uses and eliminate land use conflicts

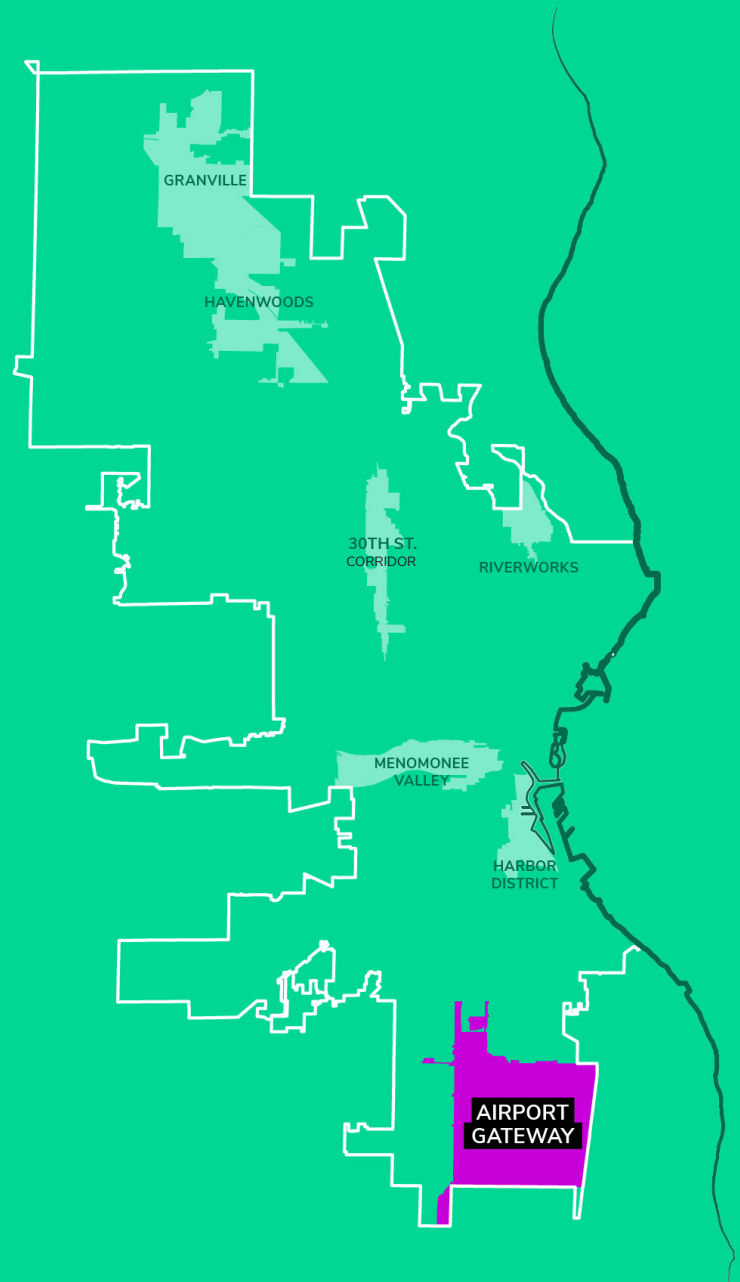


Age Group	Number of People
18-24	~1,000
25-34	~1,500
35-44	~2,500
45-54	~3,500
55-64	~4,000
65+	~4,500



MILWAUKEE INDUSTRIAL LAND ANALYSIS DISTRICT PROFILES

AIRPORT GATEWAY



INDUSTRIAL DISTRICT PROFILES
AUGUST 2021

DISTRICT BY THE NUMBERS

AIRPORT GATEWAY - BID#40

KNOWN AS:
**THE CITY'S TOURISM AND
TRANSPORTATION HUB**

PARCEL AREA (ACRES)

3,012

Source: City of Milwaukee Land Use data, 2020

OF BUSINESSES

523

Source: Infogroup, 2020

TOTAL # OF EMPLOYEES

9,658

Source: U.S. Census Bureau, OnTheMap, 2018

EMPLOYMENT DENSITY

3

 EMPLOYEES
PER ACRE

% INDUSTRIAL ZONED LAND

88%

Overview

The Gateway BID is the southernmost BID in Milwaukee and surrounds the General Mitchell International Airport. Identifying the significance of airports as drivers for economic growth and urban development, The Milwaukee Aerotropolis Development Plan (2009) - led by The Milwaukee Gateway Aerotropolis Corporation ("Aerotropolis Milwaukee" or "MGAC") - to guide land use an development in the nine communities surrounding airport as part of an "aerotropolis," a defined region of economic significance centered on a major airport.

The Airport is currently undergoing a Master Planning process which proposes airplane runway extensions that will impact some existing industrial land uses.

Assets & Opportunities

- › The Gateway offers businesses easy access to I-94, I-41 and General Mitchell International Airport.
- › Many buidlings in the District are adaptable. Buildings can accommodate logistics but also be converted relatively easily for other uses.
- › There are underutilized financial resources available for economic development. One of the City of Milwaukee Opportunity Zones covers a central industrial node in the Gateway BID.
- › The BID works closely both with the 13th Dist. Alderperson, the Dist 6 MPD Community Liason Officers, and the Garden District Neighborhood Assoiatio to stay connected to area residents.
- › Residential property may start turning over at a higher rate. The aging population in the area may lead to housing turnover in the coming years.
- › There is a strong commercial corridor along W Layton Avenue that serves the airport and nearby communities and a desire to see these uses expanded in a future Layton Town Center mixed use development.
- › The District is experiencing increase demand for housing as momentum carries south from the Bay View neighborhood.
- › There is some potential for redevelopment of 440th Reserve Base. The site is county-owned and only eligible for lease. Today, it is operated as a business park with only a few buildings fully occupied.
- › Amtrak passenger rail passes through the District, stopping at the General Mitchell International Airport Station, accessible to S 6th Street.

The Airport Easement area, if removed, would open up additional development height in a key area of the District.

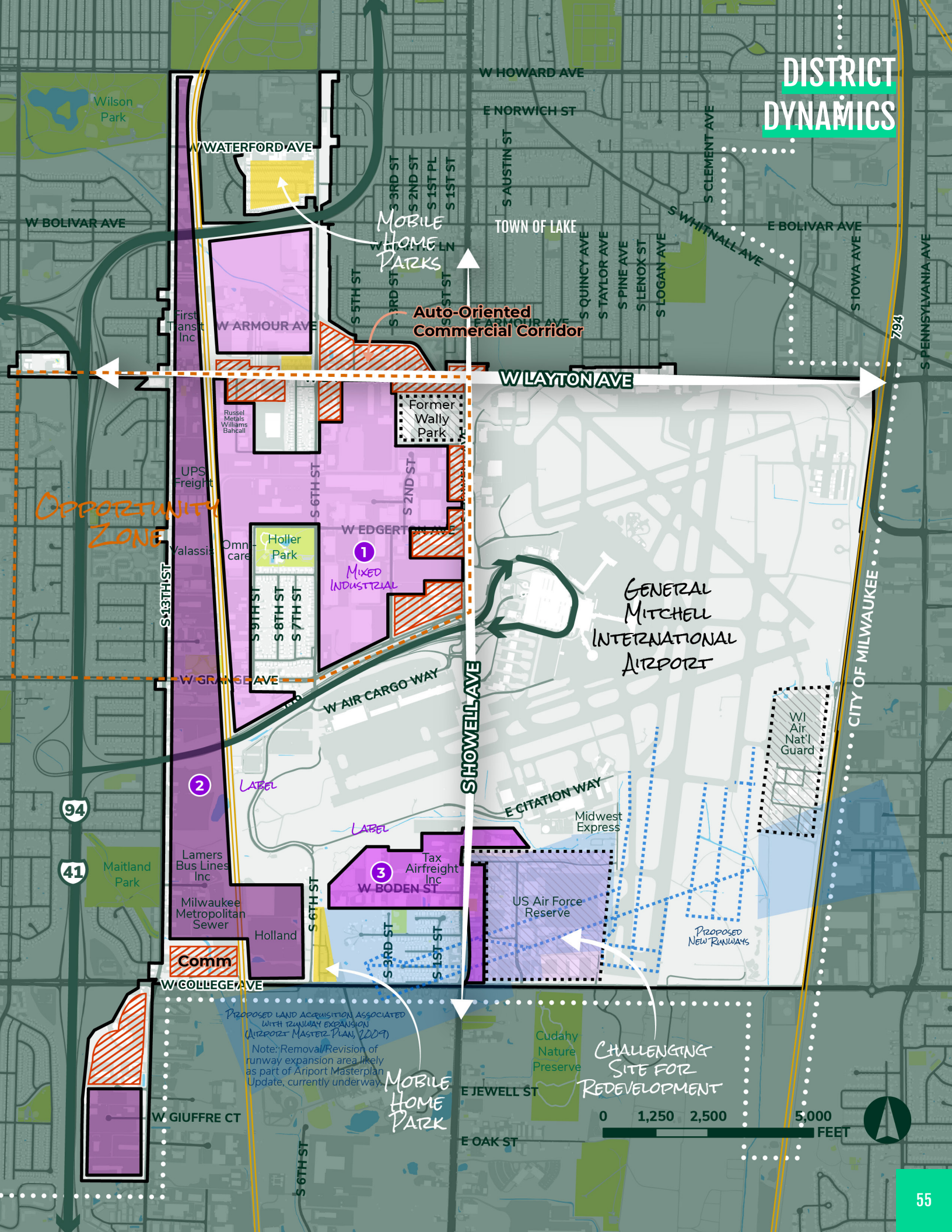
The largest industrial core of the District extends between I-94 and S. Howell Ave, with another node at Howell near College Avenue. This area falls within a City of Milwaukee Opportunity Zone. E Layton Avenue and S Howell Avenue are major auto-oriented commercial corridors crossing the District.

Today, the Gateway does not have large-scale industrial manufacturing companies or spaces. Most of the businesses making up the Gateway BID are smaller scale manufacturing (<5,000sf buildings) and logistics companies. Residential properties are mixed into industrial and commercial land throughout the District.

Challenges

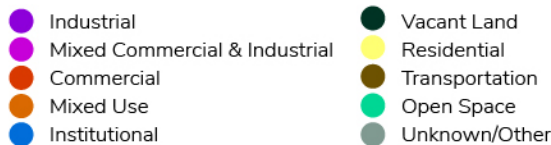
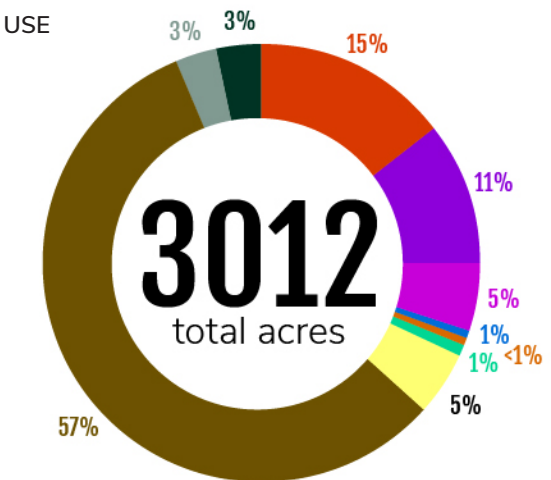
- › The District is at the southern edge of Milwaukee which offers less appeal to businesses looking for a central location or proximity to Downtown or Third Ward.
- › The district is "famous for asphalt", referring to the abundant parking lots in the area.
- › The District does not have many large-scale industrial manufacturing companies or sites.
- › The BID has limited staff capacity. Marketing real estate assets and opportunities is a challenge without more resources.
- › Height restrictions impact the development potential in some areas of the District. Height restrictions have been viewed as a barrier to development in the Airport area.
- › Housing and industrial uses are mixed in the District. Blocks of housing are mixed into primarily industrial/commercial land. This can cause more frequent nuisance or noise complaints from neighbors, etc.
- › There is ongoing discussion related to the appropriateness of location and safety concerns for existing residents in the local mobile home parks.
- › Redevelopment of the 440th Reserve Base is extremely challenging due to the type of construction which limits reuse options. Bringing more businesses to empty space here will require a significant amount of time and money.

DISTRICT DYNAMICS

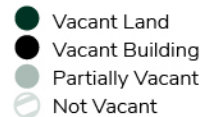
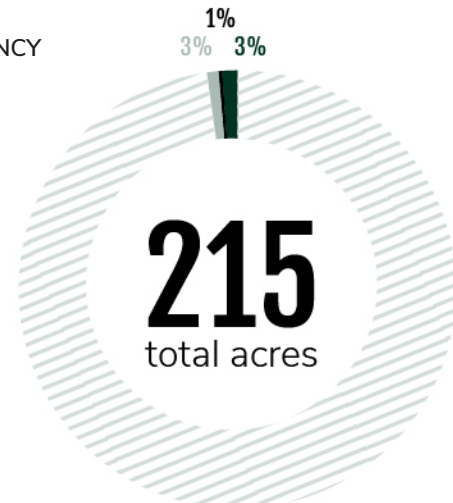


DISTRICT LAND USE

LAND USE



VACANCY



Note: "Vacant Building" and "Partially Vacant" represent parcels that fall within any land use category which currently have unoccupied structures.

NUMBER OF VACANT PARCELS GREATER THAN 1 ACRE

22

VACANCY		
Vacant Land	Number of Parcels	Area
Under 1 acre	24	9.8 ac
1 to 5 acres	17	43.7 ac
5 to 10 acres	4	29 ac
10 to 20 acres	1	13.3 ac
Over 20 acres	0	0 ac
Total	46	95.8 ac
Vacant Buildings	3	523,721 sf
Partially Vacant Buildings	1	data not available
For Sale / For Lease / Available	7	207,971 sf

Interface Studio analysis of the Master Property Parcel file, accessed December, 2020, and field observations.

PREVIOUS PLANS

Southeast Side Area Plan (2008)

The overarching vision in this plan was to transform the Airport Gateway Business Area into an 'Airport City.' Primary strategies included:

- Developing a 44-acre mixed use **Town Center** on Layton Avenue and Howell Avenue that would serve as a walkable downtown to the Airport City.
- Consolidating commercial, industrial and residential land use in strategic areas around the District to support the Layton and Howell Town Center.

Milwaukee Aerotropolis Development Plan (2017)

- The plan proposes transportation enhancements on I-94 and I-41 to increase capacity and airport access.
- Bike lanes and/or off-street trails were proposed on Layton Ave., 13th St, Oklahoma Ave., along I-794 and South of Howard Ave.
- The plan seeks to consolidate industrial and mixed industrial uses in the adjoining areas.
- Proposed extension of runway 7R/25-L and decommissioning of runway 13/31 and its protection zone.