

MKE INDUSTRIAL LAND USE ANALYSIS

Department of City Development-Planning

CPC

Aug 23 2021

TODAY'S AGENDA

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

WHAT'S NEXT?

9/14: Zoning, Neighborhood, and Development Committee

9/22 : Common Council

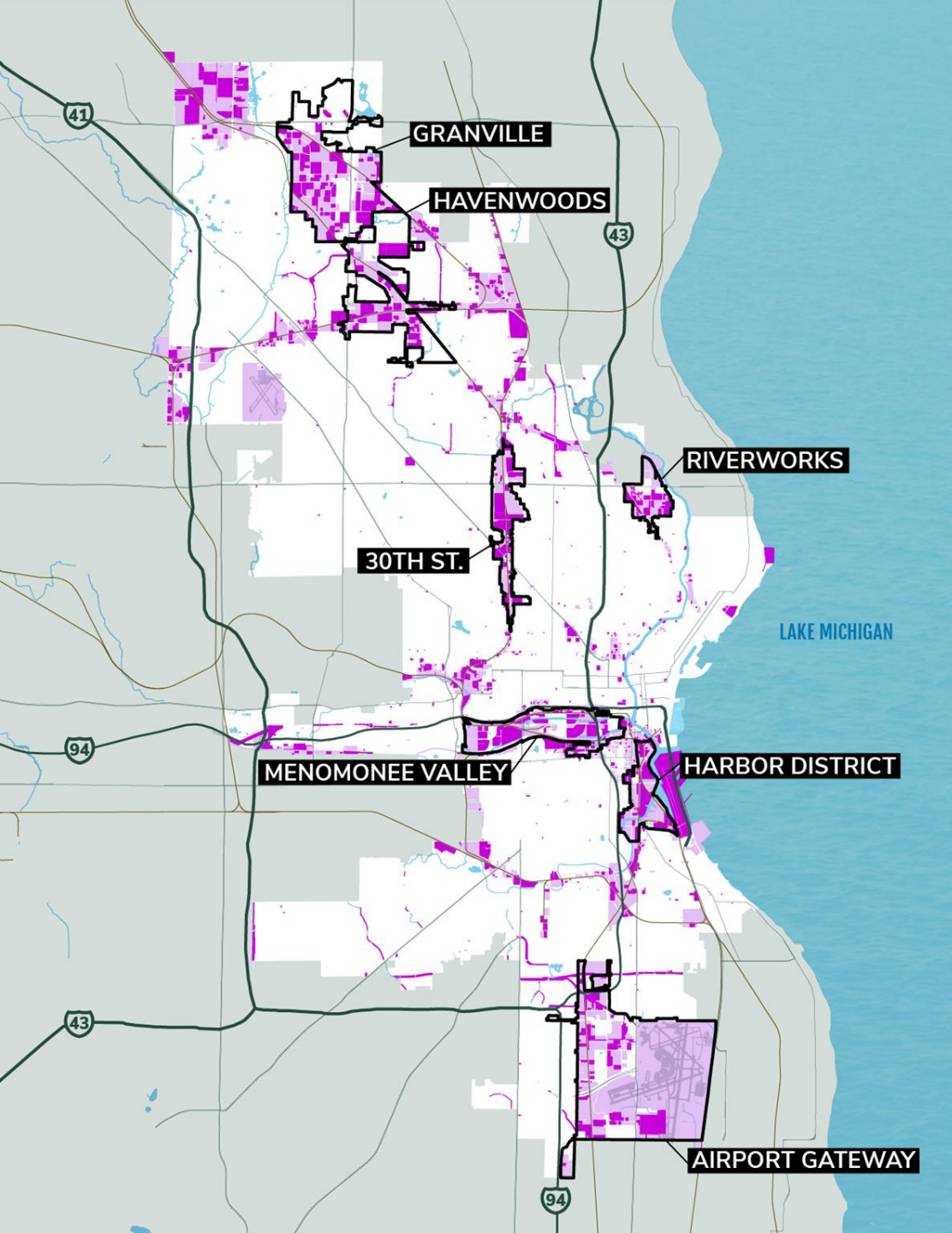
A QUICK REVIEW

_INTERFACE STUDIO

+ Ninigret Partners

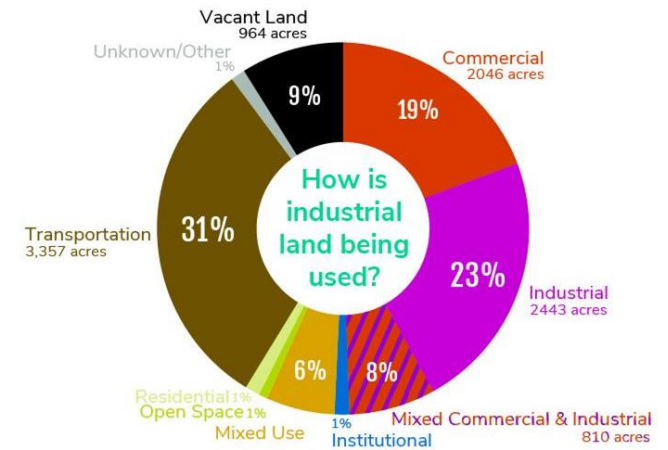
+ Prism Technical

+ 2-Story



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

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

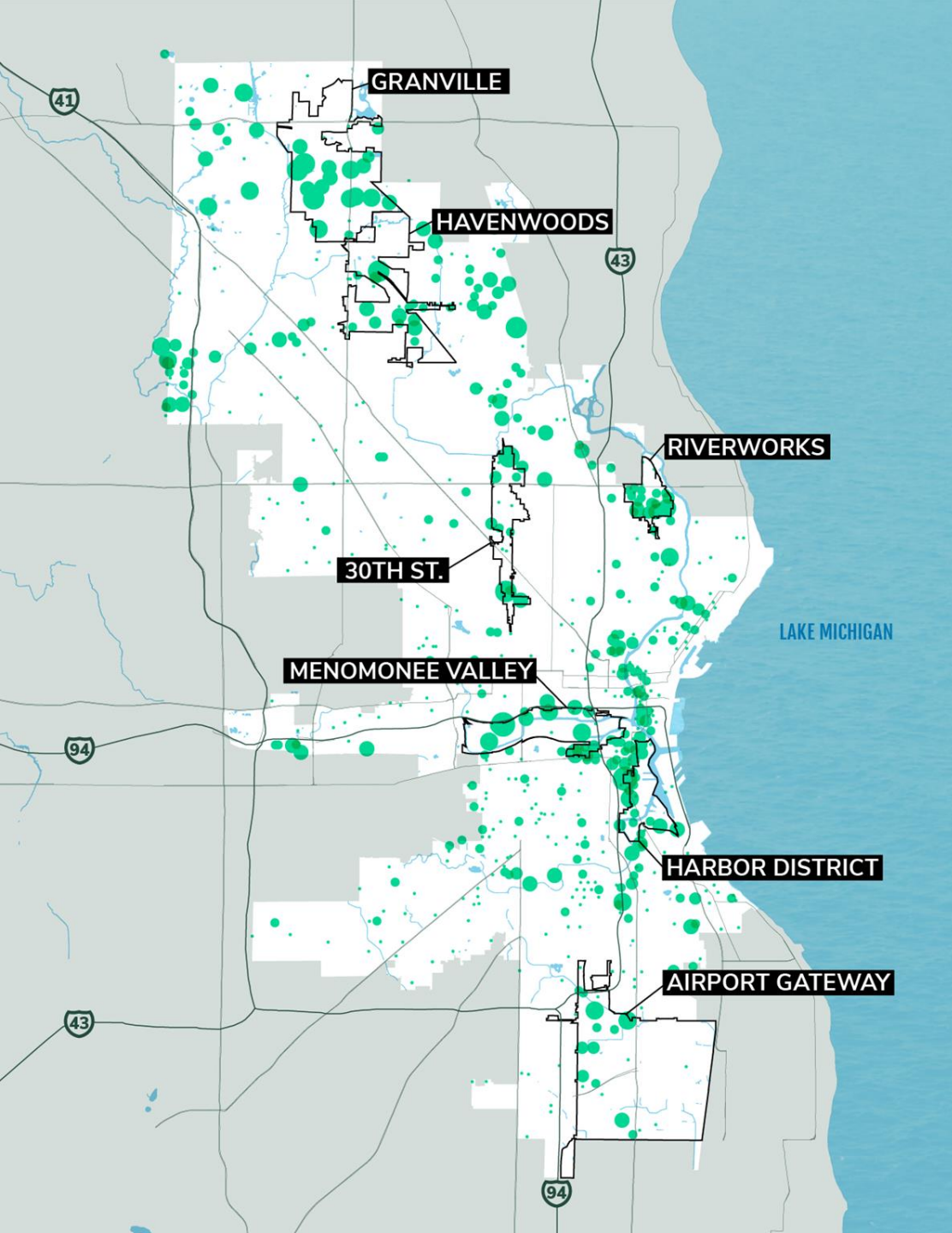


INDUSTRIAL LAND USE

Parcels with an industrial land use
2020

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

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



JOBS

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

MFG. JOBS

Dots scaled by total number of employees per business

2018

LEHD On the Map Goods Producing Primary Jobs

Number of Jobs

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

 Industrial BID boundaries

WHERE MANUFACTURING WORKERS LIVE

WHERE MANUFACTURING WORKERS LIVE

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

2018

OnTheMap

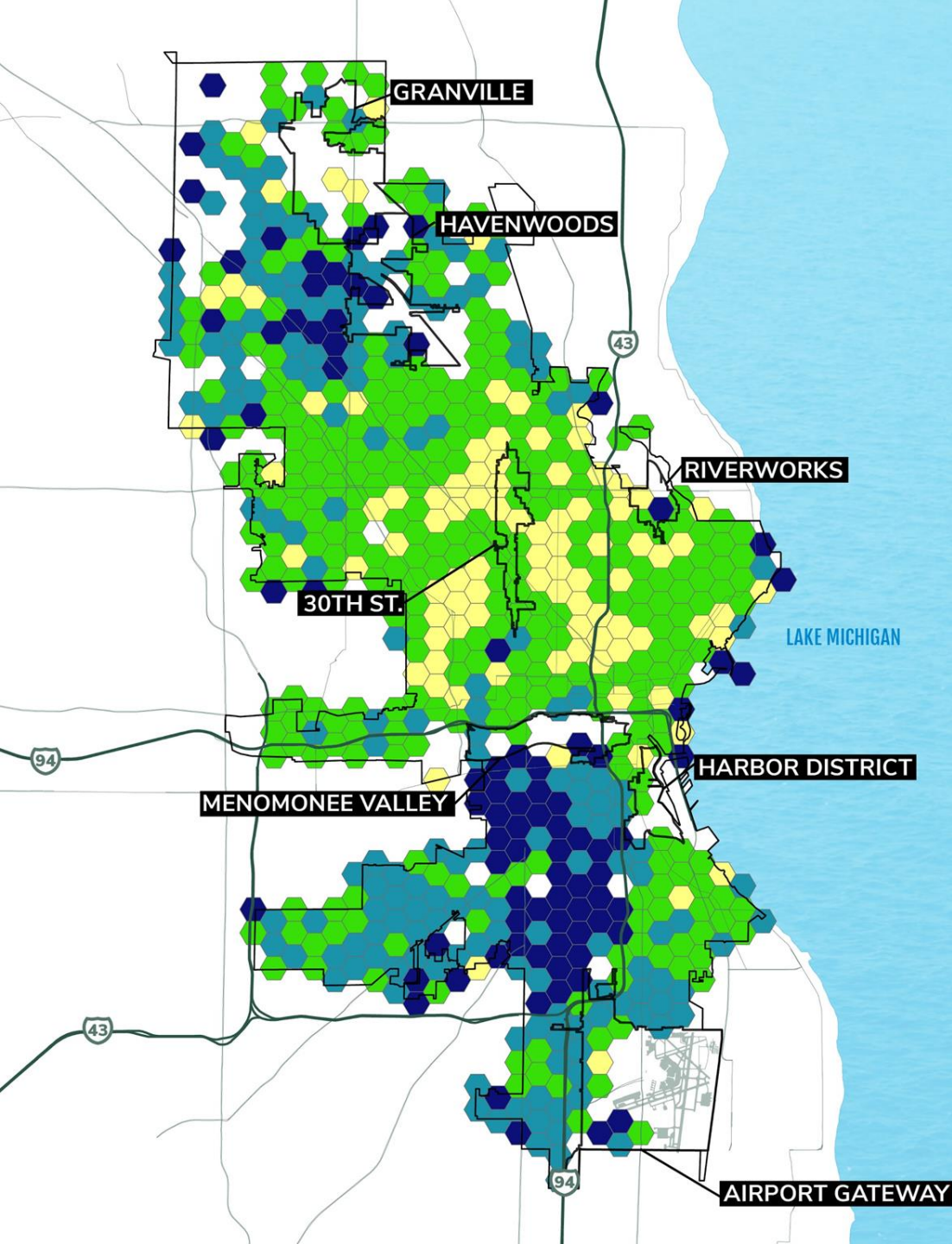
Less than 10 percent

10 - 14 percent

15 - 19 percent

20 percent or more

Industrial BID boundaries



MILWAUKEE INDUSTRIAL LAND ANALYSIS



5 KEY GOALS

10 STRATEGIES

BID PROFILES + RECOMMENDATIONS

MILWAUKEE INDUSTRIAL
LAND ANALYSIS
CITYWIDE GOALS



5 KEY GOALS:

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

STRATEGIES FALL INTO A FEW BUCKETS...

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

Zoning

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

Zoning controls (Use / Design):

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



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

Planning

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

Planning priorities:

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



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

Programs

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

Program priorities:

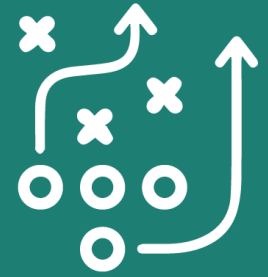
- Incentives
- Capacity building
- Leadership



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

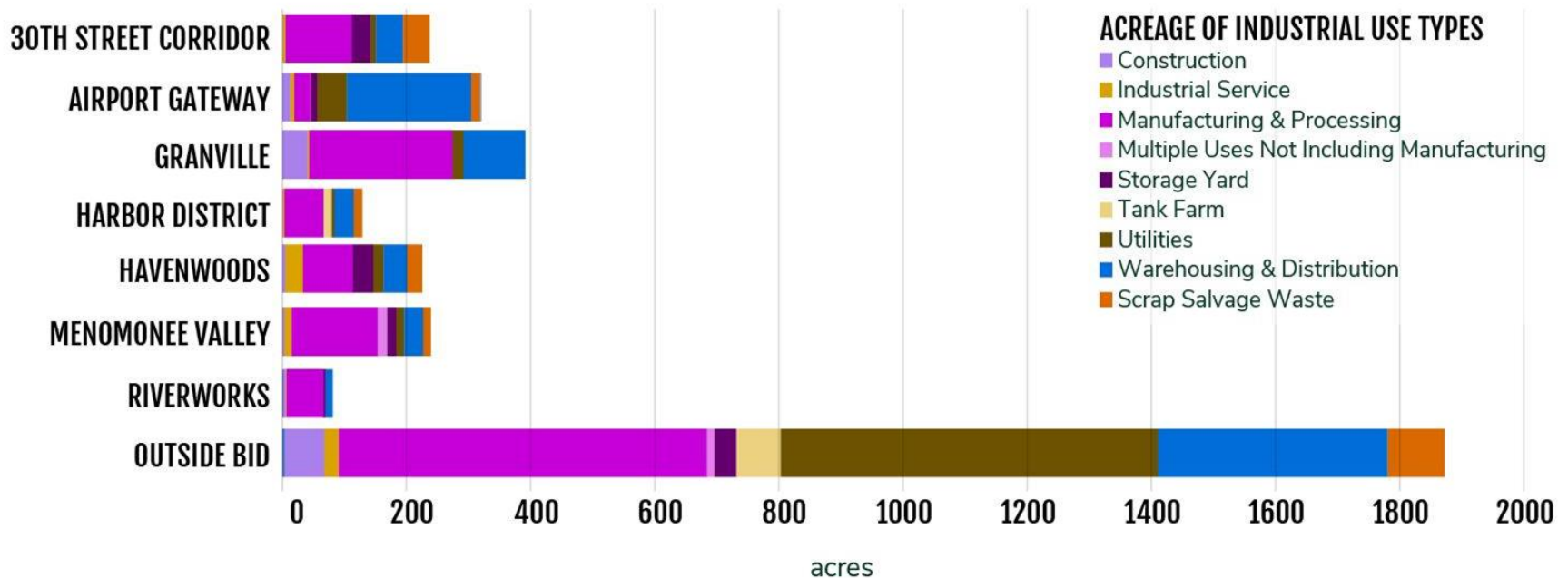
MILWAUKEE INDUSTRIAL
LAND ANALYSIS

CITYWIDE STRATEGIES



1 >> ALIGN ZONING TO PROTECT AND EXPAND INDUSTRIAL USES

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



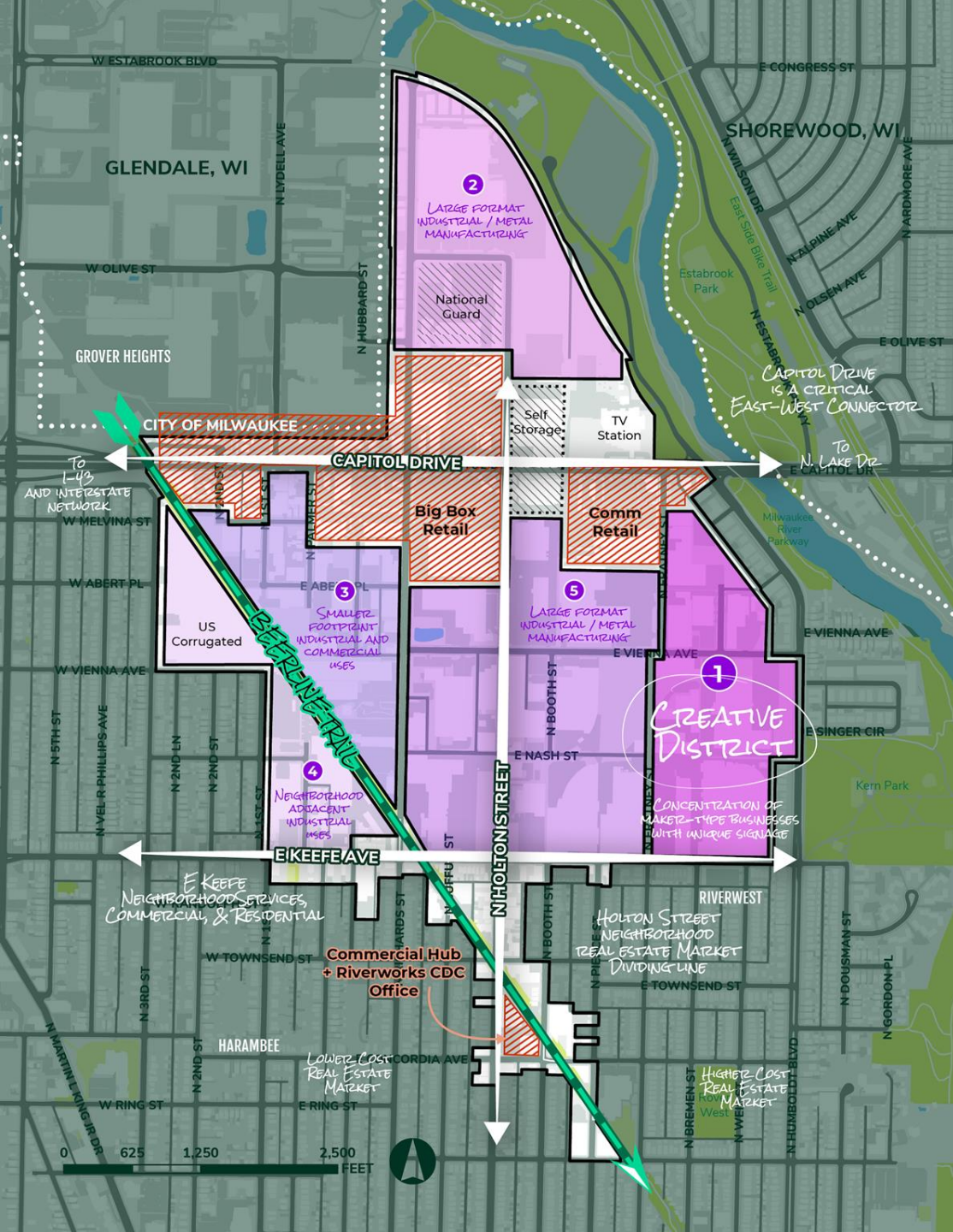
>> Protect land with unique access to critical transportation (rail, highway, and waterway) infrastructure for industrial use

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

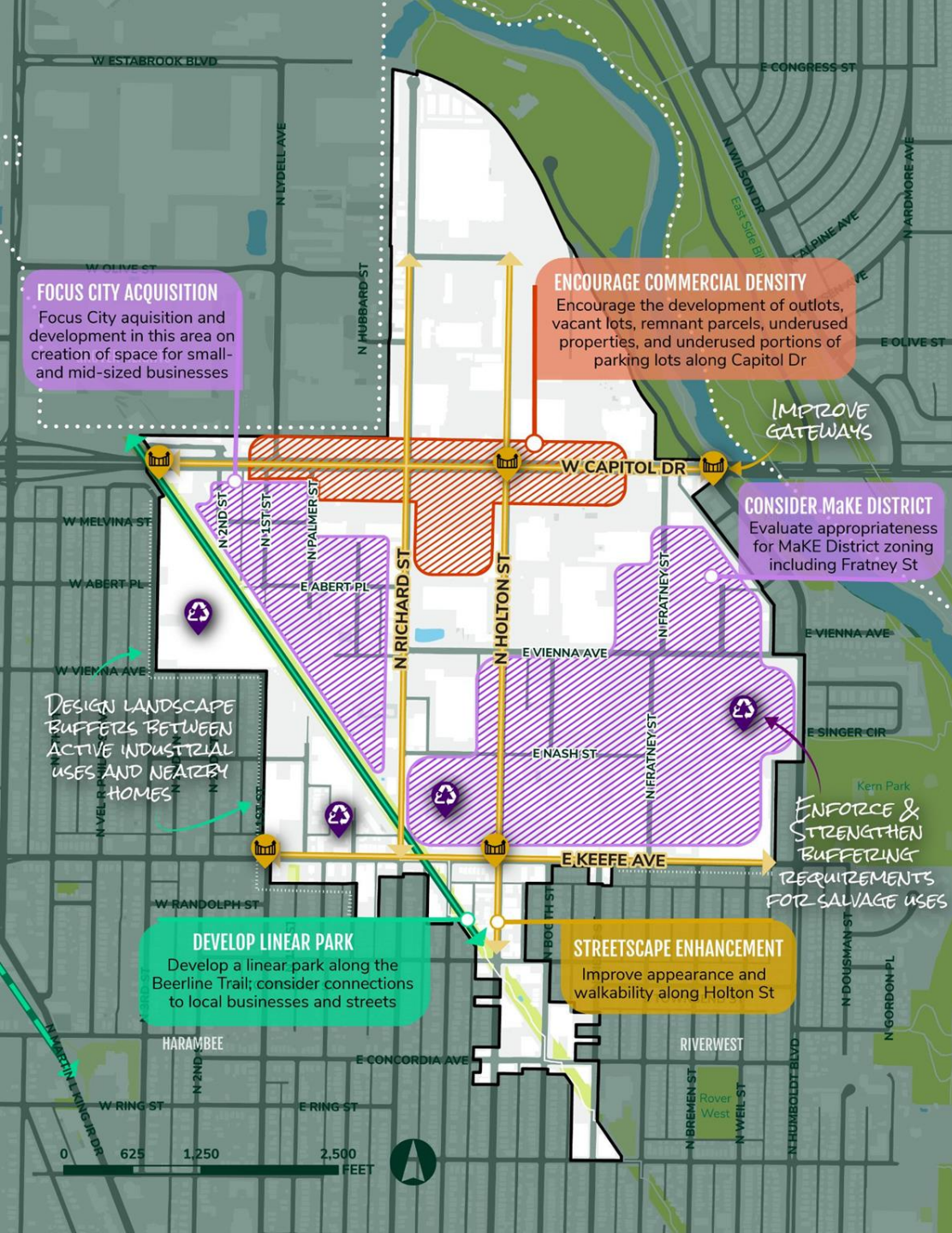


The map illustrates the East Side of Milwaukee, Wisconsin, with various industrial and commercial zones. Key features include:

- Capitol Drive:** A major horizontal thoroughfare running through the center of the map.
- Milwaukee River:** Flows along the right side of the map, with the *East Side Bike Trail* running parallel to it.
- Neighborhoods and Districts:**
 - CREATIVE DISTRICT (1):** A purple-shaded area in the southeast, noted for a "CONCENTRATION OF MAKER-TYPE BUSINESSES WITH UNIQUE SIGNAGE".
 - Large Format Industrial / Metal Manufacturing (2):** A purple-shaded area in the north-central part of the map.
 - Smaller Footprint Industrial and Commercial (3):** A purple-shaded area in the center, near the intersection of Capitol Drive and E. Abbe Pl.
 - Neighborhood Adjacent Industrial (4):** A purple-shaded area in the southwest, near the intersection of Capitol Drive and E. Keeffe Ave.
 - Large Format Industrial / Metal Manufacturing (5):** A purple-shaded area in the southeast, near the intersection of Capitol Drive and E. Vienna Ave.
- Other Landmarks and Features:**
 - Big Box Retail:** An orange-shaded area in the center, near the intersection of Capitol Drive and N. Hubbard St.
 - Comm Retail:** An orange-shaded area in the southeast, near the intersection of Capitol Drive and E. Vienna Ave.
 - US Corrugated:** A purple-shaded area in the southwest, near the intersection of Capitol Drive and E. Abbe Pl.
 - Commercial Hub + Riverworks CDC Office:** A red-shaded area in the south, near the intersection of E. Keeffe Ave and N. Joffe St.
 - Lower Cost Real Estate Market:** A green-shaded area in the south, near the intersection of E. Keeffe Ave and N. Joffe St.
 - Higher Cost Real Estate Market:** A green-shaded area in the south, near the intersection of E. Keeffe Ave and N. Joffe St.
- Geographical Context:**
 - GROVER HEIGHTS:** Located to the west of the map.
 - SHOREWOOD, WI:** Located to the east of the map.
 - RIVERWEST:** Located to the south of the map.
 - HOLTON STREET NEIGHBORHOOD:** Located to the south of the map.
- Infrastructure:**
 - Capitol Drive:** A major horizontal thoroughfare.
 - East Side Bike Trail:** A green line running parallel to the Milwaukee River.
 - Capitol Drive is a Critical East-West Connector:** A note indicating the importance of this route.
- Scale and Orientation:**
 - Scale:** A scale bar at the bottom indicates distances up to 2,500 feet.
 - North Arrow:** A north arrow is located at the bottom center of the map.



Riverworks has different opportunities based on existing businesses



Summary of Recommendations 2021

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

1 >> ALIGN ZONING TO PROTECT AND EXPAND INDUSTRIAL USES

>> Enable manufacturing within specific commercial zones



→ Production space with retail / consumer-facing frontage

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

1 >> ALIGN ZONING TO PROTECT AND EXPAND INDUSTRIAL USES

>> Expand the metrics in evaluating industrial zoning changes

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

JOB QUALITY:

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

COMMUNITY IMPACT:

Are there negative impacts on nearby neighborhoods?

INVESTMENT VALUE:

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

JOB ACCESS:

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

REZONING EVALUATION FRAMEWORK

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

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

1 >> ALIGN ZONING TO PROTECT AND EXPAND INDUSTRIAL USES

MKE IND - ReZoning Evaluation Framework (3) - Excel

Wauck Smith, Monica

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

Clipboard Font Alignment Number Styles Cells Editing

Industrial Land Rezoning Evaluation Tool

1 Industrial Land Rezoning Evaluation Tool

2 MKE Industrial Land Analysis

3 DRAFT 7.11.21 - Created by Interface Studio & Ninigret Partners

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

4 EXISTING USE

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

5 EVALUATION OF EXISTING SITE TO BE COMPLETED BY CITY

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

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

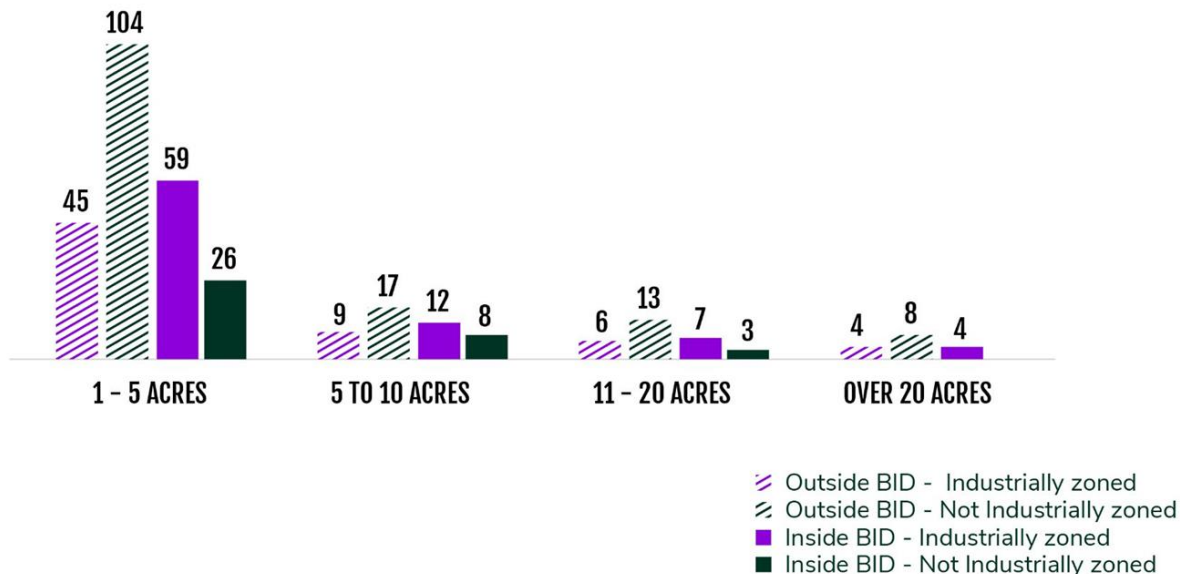
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12:54 PM 8/9/2021

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

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

NUMBER OF VACANT LAND PARCELS BY SIZE



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

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

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



4

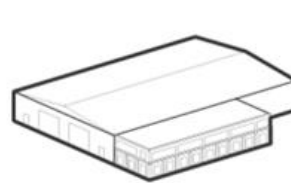
>>

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

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

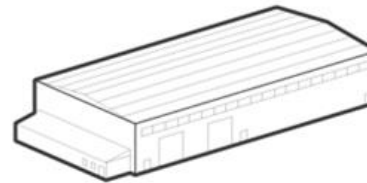
→ Respond to the existing need for more capacity and funding for industrial land assembly.

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



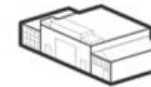
RESEARCH /
FABRICATION
FACILITY

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



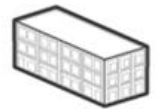
HIGH BAY
FLEX SPACE

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



READY-TO-GO
SPACE

Entrepreneurial -
Industrial service
businesses



MIXED-USE /
GROUND FLOOR
COMMERCIAL

Small-scale retailers/
office users










>> Evaluate a Building Rehab and Reinvestment Strategy

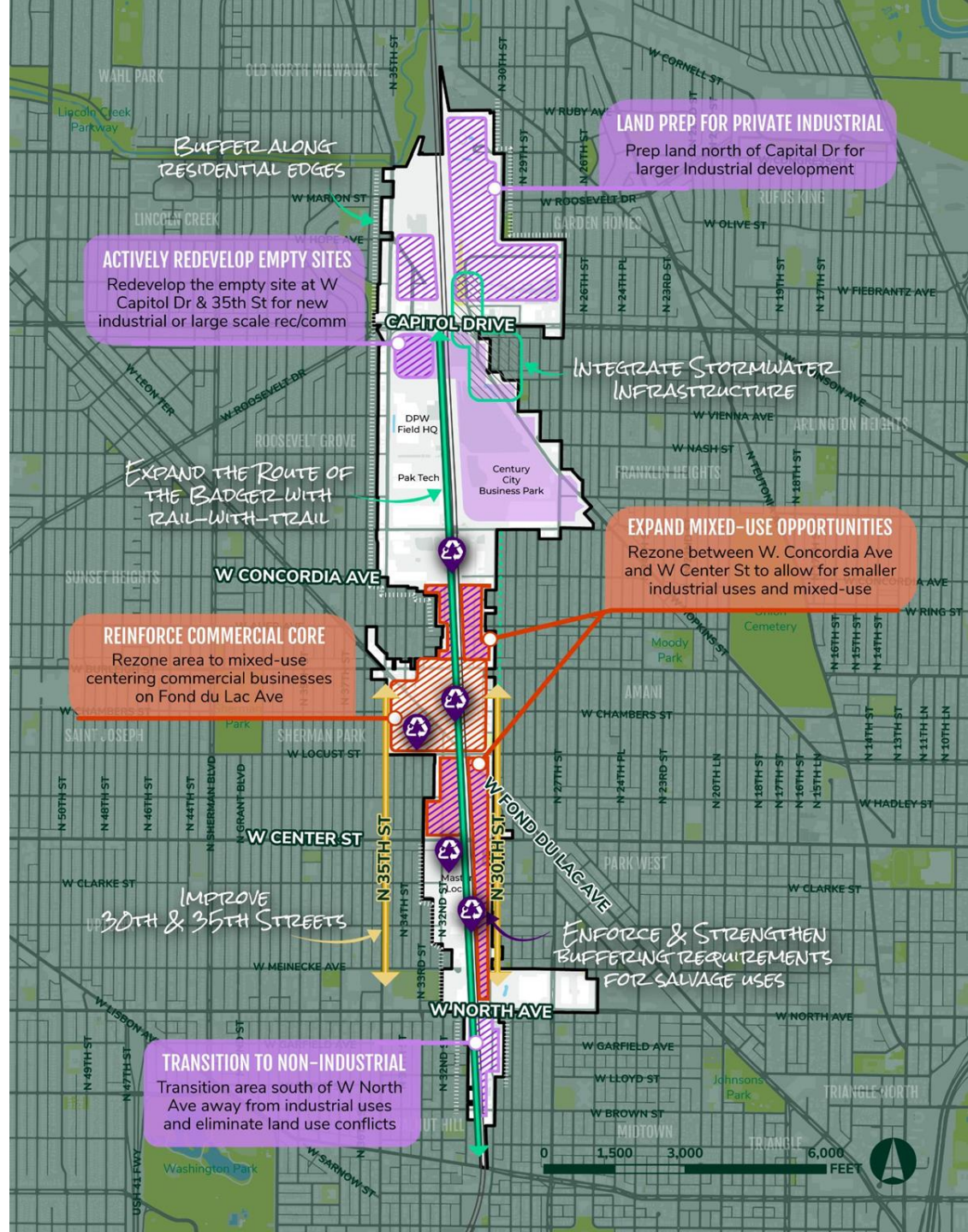
Readville near Boston. 4,000-7,000 sq. ft. spaces for small businesses



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

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

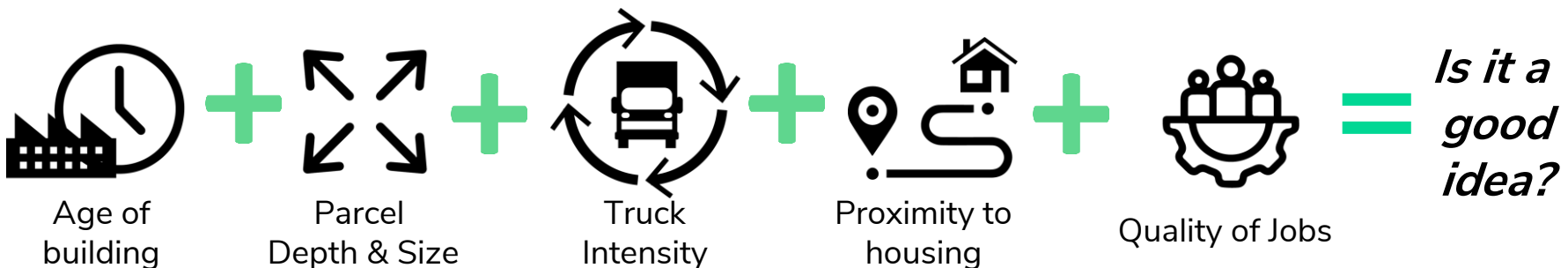
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5

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

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



AREAS THAT MAY BE USABLE FOR DISTRIBUTION

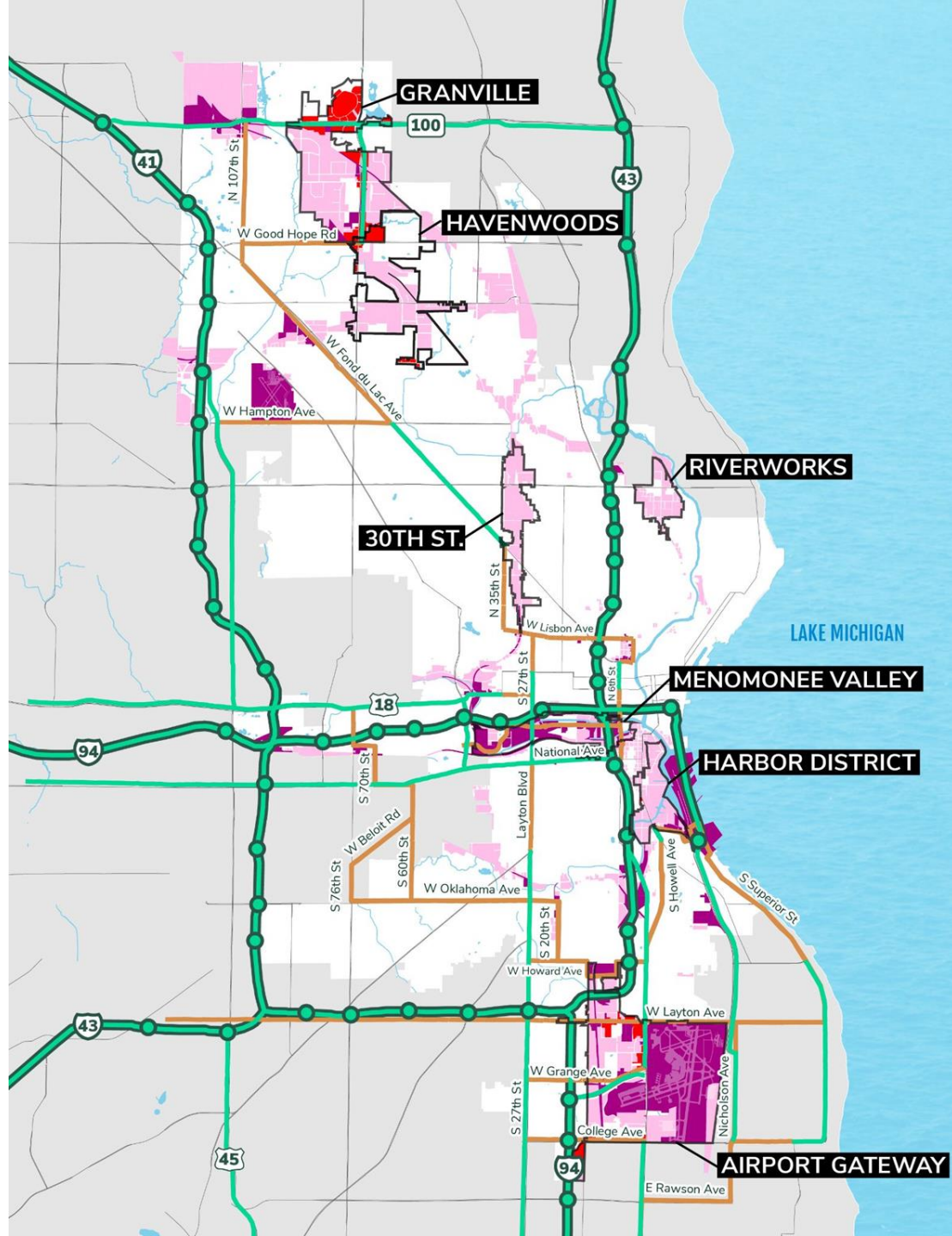
- Parcels zoned Industrial located directly adjacent to a truck route
- Parcels zoned Industrial that are NOT located directly adjacent to a truck route
- Parcels zoned Commercial located directly adjacent to a truck route within an Industrial BID

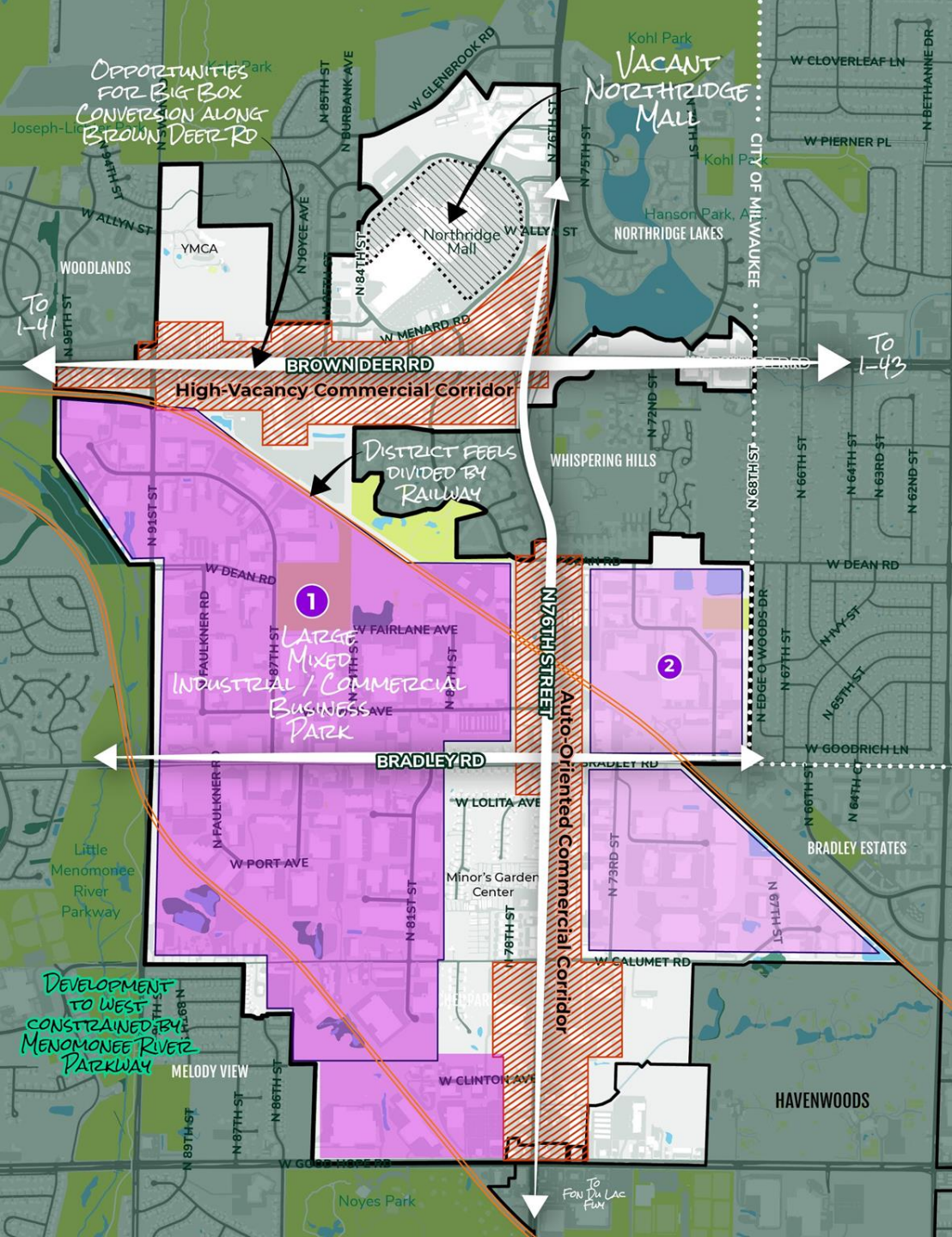
Truck Routes

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

Other

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

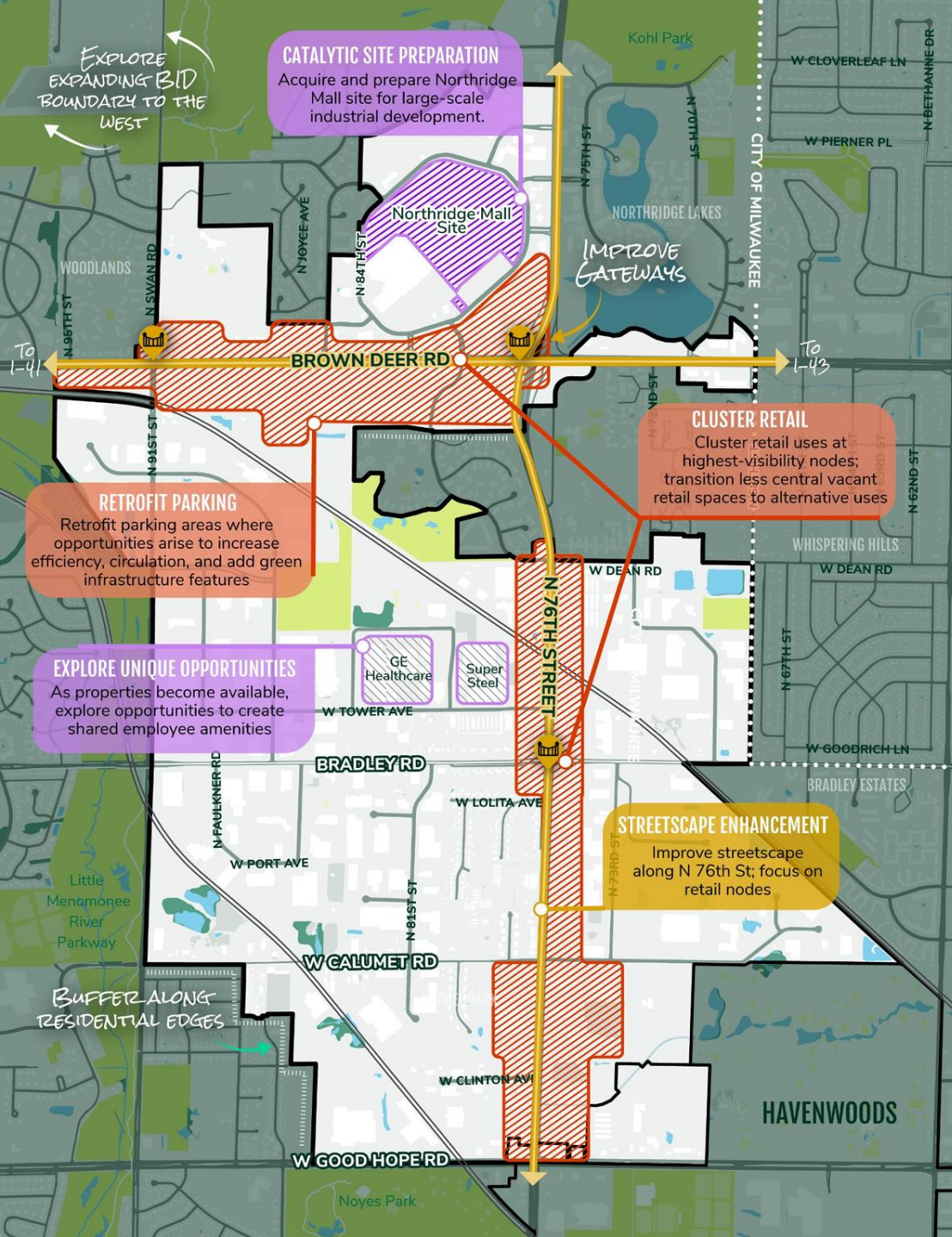




Conversion of big box to warehousing and distribution remains a discussion

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

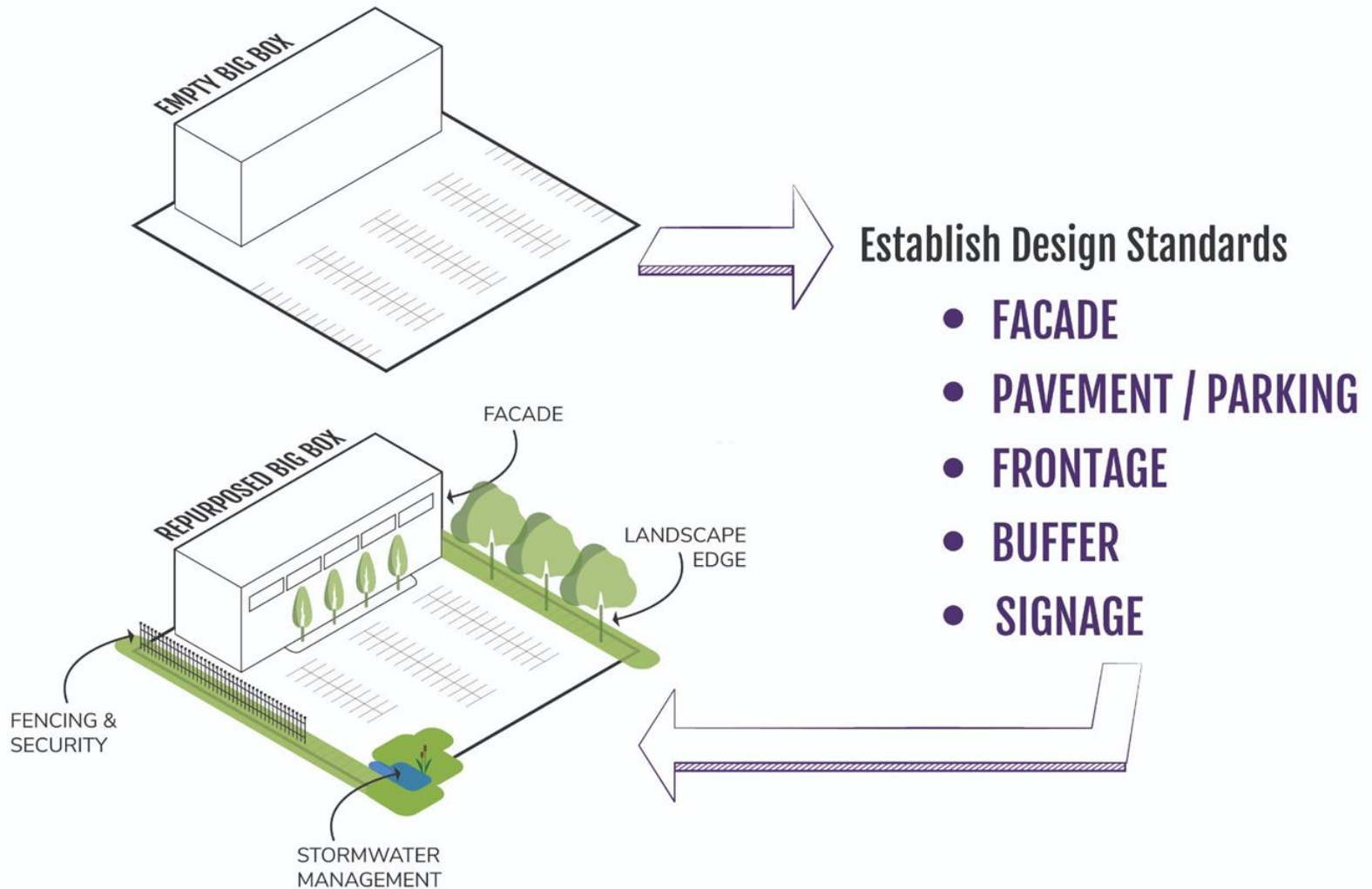
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But when converting a big box,
regulate the design to ensure the use
adds value to the corridor.

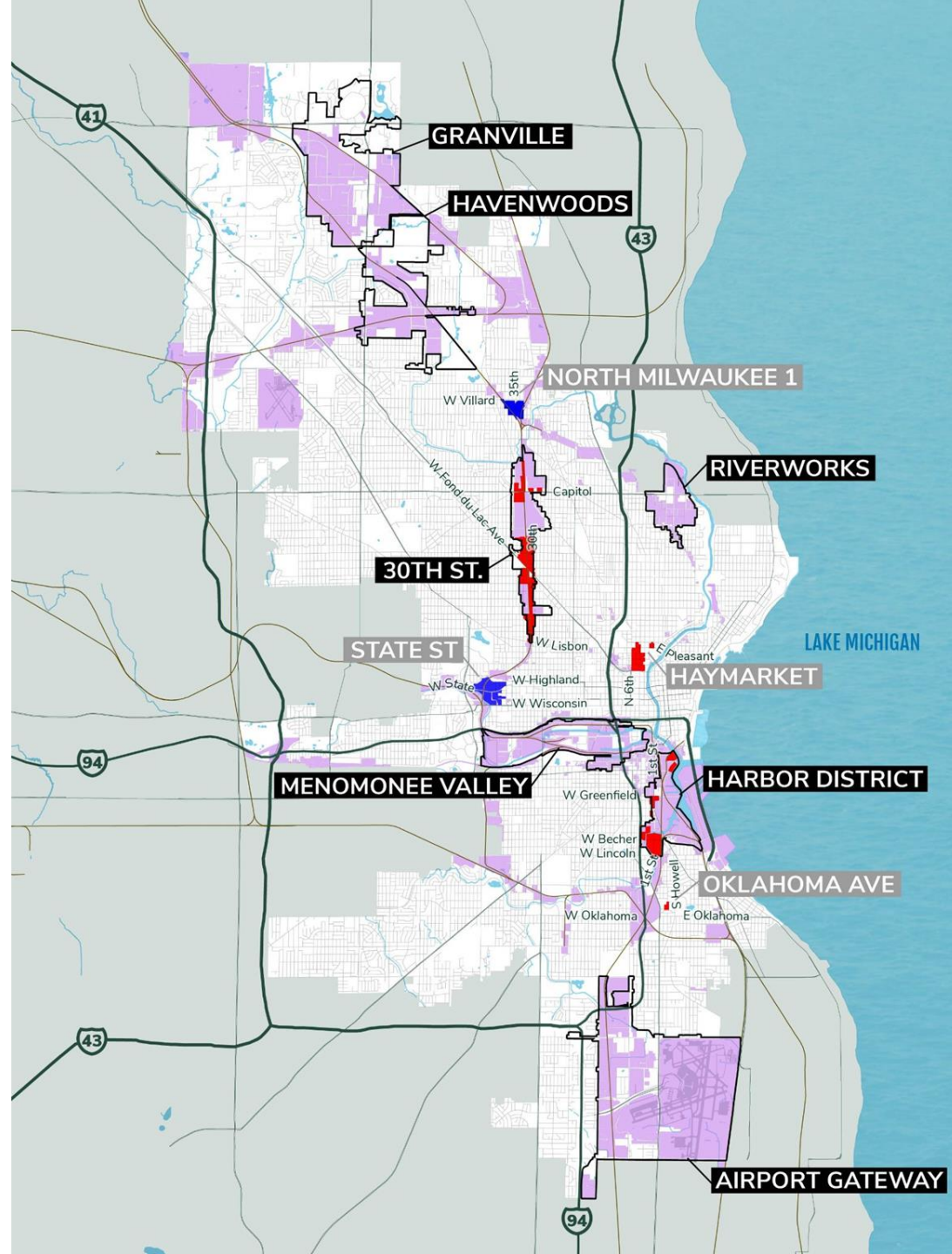


6 >> TRANSITION AWAY FROM INDUSTRIAL USE WHERE APPROPRIATE

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

SELECT INDUSTRIAL AREAS WHERE NON-INDUSTRIAL USES COULD BE CONSIDERED

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



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

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

8 >> MAKE THE CASE FOR INDUSTRIAL JOBS

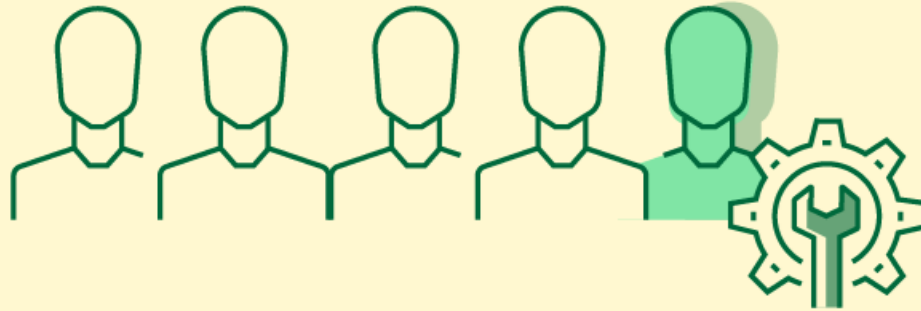
- >> Coordinate marketing initiatives among Milwaukee's Industrial BIDs
- >> Establish a public communication “toolbox” to help the City, BIDs and Business-owners communicate the value of Industry in Milwaukee

WHY

is preserving land
for industry important

YOU ASK?

1 in 5 jobs in Milwaukee



IS LOCATED ON **industrial land**



THAT'S ABOUT

45,000 jobs



\$3.6b in wages

AND!



**industrial jobs
pay more**

\$64,580

AVERAGE INDUSTRIAL JOB SALARY



15% higher

THAN THE AVERAGE PRIVATE SECTOR WAGE

Manufacturing jobs are even better.

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

3.8x HOSPITALITY JOBS 

2.4x RETAIL JOBS 

2.3x ADMINISTRATIVE SERVICE JOBS 

1.7x WAREHOUSING & TRANSPORTATION

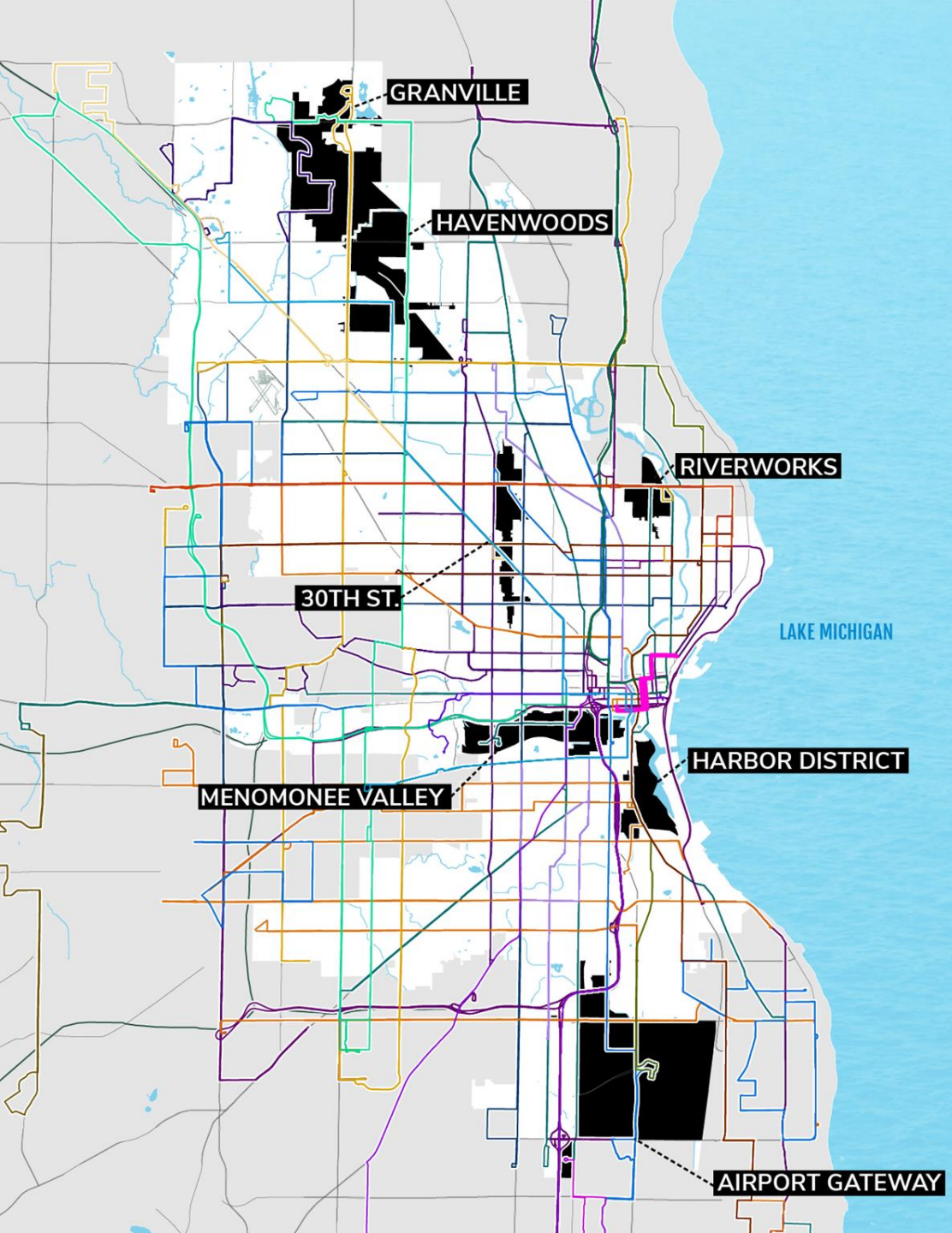
1.5x HEALTHCARE & SOCIAL SERVICES 

9>> CONNECT BUSINESSES TO BUSINESSES AND BUSINESSES TO NEIGHBORS

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

10>> CONTINUE TO IMPROVE ACCESS TO INDUSTRIAL JOB OPPORTUNITIES

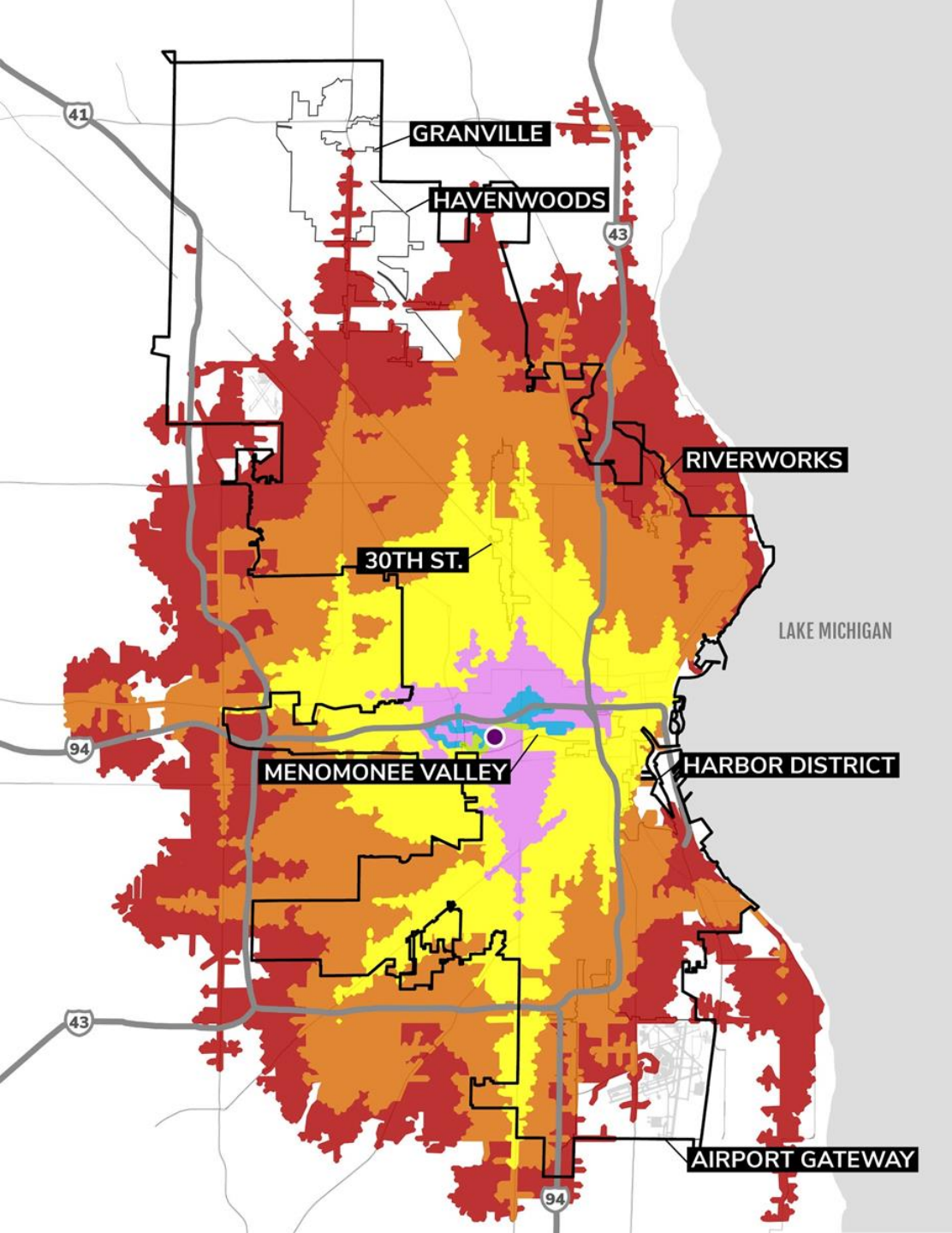
- >> Connect to existing workforce initiatives**
- >> Improve bicycle access to Industrial BIDs**
- >> Improve transit accessibility to industrial BIDs**



ACCESSIBILITY & ECONOMIC OPPORTUNITY

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

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



TRAVEL TIME TO PALERMO PIZZA USING PUBLIC TRANSIT

Time to destination using transit and on foot
2020

Analysis by Interface Studio using MCTS GTFS data

● Destination

Up to 15 minutes

15 - 30 minutes

30 - 45 minutes

45 - 60 minutes

60 - 75 minutes

75 - 90 minutes

Greater than 90 minutes

BID boundaries

NEXT STEPS

THANKS!