Executive Summary

Purpose of the Study

The City of Milwaukee Department of City Development (DCD) retained the Consulting Team to complete a market study, transportation and land use plan for the Menomonee Valley. The purpose for undertaking the study is to update the City's Master Plan. Co-sponsors of this study were the Milwaukee Metropolitan Sewerage District and the Menomonee Valley Business Association.

This document, **A Market Study, Engineering and Land Use Plan for the Menomonee Valley,** presents the findings of the study process and the recommendations for the Menomonee Valley. It will be formally submitted for adoption as a part of the City's Comprehensive Plan Series.

Location

The Menomonee Valley (the Valley) is primarily an industrial area, located west of Downtown Milwaukee and the Historic Third Ward, an area that is being rejuvenated with retail, entertainment, restaurant and other commercial and wholesale trade uses. Its general boundaries are the East-West Freeway on the north, Milwaukee River on the east, Bruce Street and the Soo Line Railroad tracks on the south, and U.S. 41 on the west. The Menomonee River flows through the Menomonee Valley.

For the purposes of this study, a greater Menomonee Valley Study Area was identified and defined by DCD and analyzed by the Consulting Team. Its boundaries are Wisconsin Avenue on the north, the Milwaukee River on the east, National Avenue on the south and Hawley Road on the west. The greater Study Area includes Marquette University, Mitchell Park, the Milwaukee Brewer's stadium, the Veteran's Administration Medical Center as well as portions of the residential neighborhoods bordering the Valley to the north and south.

The Study Process

This study has involved significant input and participation on the part of City officials and staff, the Menomonee Valley Business Association (MVBA), the Milwaukee Metropolitan Sewerage District, businesses in the Menomonee Valley and others in Milwaukee. The major tasks undertaken to complete the **Market Study, Engineering and Land Use Plan for the Menomonee Valley** are briefly described below.

- **Public Outreach and Stakeholder Participation,** which included two Issues Workshops, Key Person Interviews and a survey of the businesses in the Menomonee Valley.

- **Economic Evaluation,** which analyzed the demographic and economic conditions and trends affecting the Menomonee Valley, including population, households, income, and employment.
- **Market Assessment,** which assessed the future redevelopment potentials for industrial, retail, office, and park and recreation uses in the Menomonee Valley Study Area.
- **Land Use Analysis,** which evaluated existing conditions, future potentials and key issues and concerns regarding land use and development in the Menomonee Valley.
- **Engineering Analysis,** which evaluated existing conditions and future improvement projects related to access, circulation and environmental conditions in the Menomonee Valley.
- **Implementation Strategy,** which identifies an implementation strategy (with potential funding and technical assistance resources) for undertaking the recommended market, engineering and land use projects and actions, and includes a marketing plan.

Recommendations for the Menomonee Valley

The market, engineering and land use recommendations and ultimate Land Use Plan for the Menomonee Valley strive to: a) retain and strengthen viable and existing industries; b) attract desirable and new industrial and business development; c) promote compatible new mixed-use development in selected locations; and d) maintain and protect adjacent neighborhoods and business areas.

The Land Use Plan recommends that the Menomonee Valley be upgraded and revitalized as an urban industrial and mixed-use district, providing sites for a wide range of land uses. Industrial uses will be emphasized in the central portion of the Valley. New industrial/business park development will be promoted on vacant land in the western portion. New commercial, residential, public and open space uses will be encouraged east of 6th Street.

The City's initial revitalization efforts will be focused on four high-priority development areas in order to help stimulate new investment and development at key locations within the Menomonee Valley. These priority areas are: A) the railroad shops site; B) the Reed Street Yard; C) the properties along Canal Street, just east of Emmber Lane; and D) the properties near 6th and Canal Streets. Specific recommendations for these priority development areas are shown on Figure 8 in the Land Use section of this report.

The Implementation Strategy

Because of the vast size of this undertaking, the implementation of the recommended Land Use Plan for the Menomonee Valley will require the proactive efforts of both the public and private sectors. Extensive environmental testing, remediation and infrastructure improvements will have to be completed before any significant new development can be undertaken. A broad range of funding and technical resources will have to be made available for these purposes from City, State and Federal governments as well as from the private sector.

It will only be with public sector involvement and private sector funding that potential development sites in the Valley can be improved and offered for sale at prevailing market prices. In short, the cooperative efforts of a true public/ private partnership will be the key to successful implementation of this recommended land use plan.

The Action Agenda

The Action Agenda to implement the plan is presented below. It includes:

- The recommended action or project to be undertaken.
- The suggested timing for initiation and completion of each project and action.
- Responsible parties in the public and private sectors who should initiate and participate in the project
- Suggested funding sources and assistance programs that might be available for implementing each action and project.

All of the recommended actions should be undertaken and completed as soon as possible within a reasonable time frame. The recommended timing for the projects in the Action Agenda is as follows:

- Timing **1** projects should be undertaken immediately and be completed or in the process of completion within one year following the approval of the Land Use Plan. These projects call for an administrative and/or public policy action, and will not require significant financial investments.
- Timing **2** projects should begin as soon as possible and be completed within two years following approval of the Plan. These projects involve physical improvements essential to facilitate new development in the Valley.
- Timing **3** projects should begin as soon as reasonably possible and be completed within a three to five year time frame. These projects are additional desirable initiatives to support and encourage redevelopment in the Menomonee Valley.

An inventory of the funding and technical resources is included in the Master Appendix of this report, which is in the possession of DCD, the Milwaukee

Metropolitan Sewerage District and the Menomonee Valley Business Association. The abbreviations identified in the Action Agenda relate to the following: Department of City Development – DCD; Milwaukee Economic Development Corporation – MEDC; City of Milwaukee Department of Public Works – DPW; Redevelopment Authority of the City of Milwaukee – RACM; Wisconsin Department of Natural Resources – DNR; Wisconsin Department of Commerce - DOC; Wisconsin Department of Transportation – DOT; Wisconsin Housing and Economic Development Authority – WHEDA; U.S. Environmental Protection Agency – EPA; U.S. Department of Housing and Urban Development – HUD; National Park Service – NPS; Small Business Administration – SBA; Tax Increment Financing - TIF; Community Development Block Grants - CDBG; Industrial Revenue Bonds - IRBs; Transportation Economic Assistance Program – TEA, and Intermodal Surface Transportation Efficiency Act – ISTEA.

Action Agenda Recommendations

1. **A public/ private partnership should be formed to implement this Land Use Plan.**

   Due to the significance of successful implementation of this Land Use Plan and the magnitude of this undertaking, a public/ private partnership should be formed as soon as possible. Its members should include representatives of the City of Milwaukee and private sector entities, including stakeholders in the Menomonee Valley who commit to taking a proactive role in guiding the Valley's development. The partnership should be a legal entity, responsible for the implementation of this Land Use Plan. This would include the marshalling of private and public sector financial and technical resources and promoting public and private sector participation in future planning and development/redevelopment initiatives in the Valley.

   Recommended Actions

   - A formal public/ private partnership (henceforth referred to as The Partnership) should be organized to oversee the implementation of the Land Use Plan.
   - The Partnership should take all steps necessary to make it a legal entity recognized by City, State and Federal governments.

   Responsibility

   The three sponsors of this study- the City of Milwaukee, Milwaukee Metropolitan Sewerage District, and the Menomonee Valley Business Association should take the lead role in establishing The Partnership. Committed private sector stakeholders in the Valley should also be involved in its organization.

   Timing: 1

   Funding and Technical Resources:

   Local financial institutions, City of Milwaukee funds, as well as property and business owners and civic and community groups in the Menomonee Valley Study Area.

2. **The City of Milwaukee zoning ordinance should be amended to facilitate implementation of the Land Use Plan.**

Virtually the whole of the Valley is covered by a single zoning classification, I-A-125, "Industrial District." This permissive classification has allowed uses that detract from the environment and physical appearance of the area, thereby discouraging new development. A single zoning classification is also inadequate to provide for the different types of uses that are best suited to the different sections of the Valley.

Recommended Actions

- The zoning ordinance should be amended to prohibit future uses in the Valley that generate significant odors, excessive noise, point-source pollution, and visual pollution.
- Zoning classifications should be created for the Priority Development Areas that will prohibit uses that are incompatible with the development plan.

Responsibility

New zoning regulations to be drafted by DCD and approved by the City of Milwaukee Planning Commission and Common Council. The Partnership should provide assistance as needed.

Timing: **1**

Funding and Technical Resources:

None required, other than staff time.

3. **Environmental and soil analyses should be undertaken at all sites suitable for redevelopment in the priority areas.**

An exhaustive review by the Consulting Team indicates that only a limited amount of detailed data is available from public sources on the environmental and soil conditions that will determine the feasibility and cost of new construction in the priority areas. Environmental investigations have been conducted by some property owners, but the Consulting Team has not been given access to their findings.

Nevertheless, there is strong evidence of widespread soil and groundwater contamination in the Valley; and because the soil consists of landfill, its suitability for new construction with low cost foundations is uncertain. In the case of Priority Development Area A, the foundations of demolished structures will have to be removed to permit redevelopment. A thorough understanding of these conditions is an essential prerequisite to redevelopment in the Valley.

Recommended Actions

- Environmental testing should be undertaken to determine the nature and extent of the remediation that will be needed by State code to permit redevelopment of the potential sites in the priority development areas.
- Soil tests should be conducted at each potential site to determine conditions affecting construction (*e.g.,* soil composition, bearing capacity, and water table).
- An analysis of flood patterns in the Valley should be conducted to determine what flood protection measures might be needed to permit construction on potential development sites.

Responsibility

The Partnership, RACM and landowners in the Valley.

Timing: 2

Estimated Cost:

Based on verbal description of the Menomonee Valley, Lockwood Greene Engineering **estimates** the following range in costs:

- Preliminary (scoping) geotechnical tests - $1,000 for a ten-acre site to $25,000 for a 100-acre site; estimate includes costs for tests, lab work, analyses, and report of findings. It is understood that to design foundations a much more comprehensive scoping would need to be undertaken.
- Environmental tests- Phase I is $3,800 for property under 50 acres and an additional $100 per 50 acres for property over 50 acres. Phase II costs will depend upon the size of the site and the number of environmental factors being analyzed. Costs are estimated to range from $15,000 to $50,000 per site.

Funding and Technical Resources:

TIF, CDBG; DNR, such as Brownfields Environmental Assessment Program, Land Recycling Municipal Loan, ERTIF, and Redevelopment Assistance; WHEDA's Brownfield Remediation Loan Guarantee Program; EPA's Brownfields Economic Redevelopment Initiative; the U.S. Army Corps of Engineers; lending institutions and CRA, and other private sources.

4. Financing for environmental remediation and site improvements should be made available.

For the reasons given above, it is probable that major expenditures for environmental remediation and site preparation will be required to make new construction both technically and economically feasible at the potential

development sites. The magnitude of these costs will be indicated by the results of the analyses of environmental and soil conditions and the kind of development on each site. Public and private sector financing capabilities should be mobilized to cover these costs as redevelopment proceeds in the Valley.

Recommended Actions

- The Partnership should work closely with public and private sector property owners to seek assistance for environmental remediation and brownfield redevelopment from State and Federal agencies and private funding sources.
- All available assistance programs from private sources and state and federal agencies, including DNR, DOC, EPA, HUD, etc., should be utilized to facilitate and support redevelopment in the Valley.

Responsibility

The Partnership along with State and Federal agencies and private funding sources.

Timing: 2

Funding and Technical Resources:

TIF; CDBG; MEDC, RACM, CRA; Development Zone; Enterprise Development Zone; SBA; DOC's Brownfields Grant Program and PECFA; DNR, such as Brownfields Environmental Assessment Program, Land Recycling Municipal Loan, ERTIF, and Redevelopment Assistance; WHEDA's Brownfield Remediation Loan Guarantee Program; and EPA's Brownfields Economic Redevelopment Initiative. The Federal Tax Payer's Relief Act can help reduce the costs of environmental clean-ups for property/business owners.

5. **The Partnership and other official representatives of the City should take the leadership role in promoting redevelopment within the Valley**

Almost all of the sites suitable for redevelopment within the priority areas of the Valley are privately owned. With the exception of the new distribution center planned by Emmpak, the Consulting Team has not been informed of any immediate plans for new projects on any of these sites. Due probably to the physical, financial and legal obstacles to new development, the private property owners appear to be unwilling to independently undertake the task of redevelopment of their own properties. This situation could continue indefinitely unless actions are taken to encourage and facilitate the development process. Some City-owned property may also be suitable for redevelopment, including one presently vacant parcel in Priority Area D and sites occupied by the Department of Public Works.

Recommended Actions

- Meetings should be held with all property owners of potential development sites in the priority areas to encourage them to redevelop their properties in accordance with the Land Use Plan. If possible, a development strategy for each site should be agreed upon.
- The cooperation and support of WEPCO should be sought in planning for the development of potential sites for steam using industries in Priority Areas C and D.
- Private developer interest should be actively sought to acquire the sites in the Valley in cases where the owners would prefer to sell rather than invest in redevelopment.
- If implementation of this Land Use Plan proves to be unachievable through the initiatives of The Partnership and the private sector, the City should be prepared to consider acquiring and redeveloping potential sites.
- A needs analysis of all City-owned property in the Valley should be conducted to identify any sites which can be used more productively for projects that will generate additional jobs and tax revenue. Such sites should be made available for redevelopment in the same manner as the privately-owned properties.

Responsibility

The Partnership should direct the redevelopment initiatives. Official representatives of the City who are not members of or involved in the formal partnership should give assistance. Analysis of City-owned sites should be conducted by the Department of Administration-Budget Office, with assistance from DPW and DCD as needed. All other property owners should be involved.

Timing: 2

Funding and Technical Resources:

See #3 for funding sources for environmental remediation and redevelopment. Other funds for land acquisition, building construction, expansion, and rehabilitation, equipment, business start-ups, etc., include: lending institutions; MEDC's Second Mortgage Financing, Target Loan Program, 504 Debenture Program, Disadvantaged, Minority and Women-Owned Business Program, Partnership Loan Program and Capital Access Program; DCD's Tax Exempt Bond Financing and Job Opportunity Bond Fund; DOC's Industrial Revenue Bonds and Major Economic Development Project Program; the SBA 7A Loan Guarantee; Rehabilitation Tax Credits, the Wisconsin Women's Business Initiative's Revolving and Micro Loan and Venture Fund; and foundations.

6. Land uses that degrade the environment or impede redevelopment should be eliminated

Some existing land uses in the Valley are sources of contamination, potential hazards to safety and health, and eyesores. Because of their negative impact on the appearance, visual image and environment of the Valley, they also represent a severe disincentive to new investment. These uses include sand, gravel and salt piles; the remains of partially demolished structures; obsolete vacant buildings; and an older rendering plant generating noxious odors.

Industrial operations that underutilize sites are also an impediment to future redevelopment. In particular, two cement terminals in Priority Area D are situated on sites suitable for more intensive uses that could generate more jobs and taxes and have minimal environmental impact.

Recommended Actions

- The Partnership should work with property owners and users to expeditiously achieve the following:
  - a) Relocation outside the Valley of Morton Salt and Lake Shore Sand and the City's asphalt plant on Canal Street.
  - b) Removal of the gravel pile and auto pound on site M-3 and Milwaukee Tallow on site M-15.
  - c) Removal of remaining above ground structures on the Car Shops site
  - d) Demolition of the Balco buildings and remaining structures on former Tews cement plant site
  - e) Evaluate the relocation of St. Mary/Blue Circle and Lonestar cement operations from the Valley and the demolition of their buildings in Priority Area D. The City has no present intent to acquire their properties.
- These actions should be undertaken as joint public/private initiatives through The Partnership. If The Partnership cannot achieve the above through its own initiatives and actions, the City should be prepared to consider employing its enforcement and acquisition powers as needed.

Responsibility

The Partnership, and businesses/ property owners. Additional assistance may be needed in the long-term from the City of Milwaukee.

***Timing*: 3**

Funding and Technical Resources:

TIF, CDBG

7. **Roadway reconstruction projects to support redevelopment in the Valley should be undertaken.**

The lack of direct access to Priority Area D via a major arterial street is an obstacle to redevelopment. Improved access is essential if this area is to achieve its full potential as a location for such high quality uses as offices and showrooms per the Land Use Plan.

Similarly, the improvement of Canal Street is critical to the promotion of new development in Priority Area C. The presence of an active rail spur within the roadway is a serious hindrance to vehicular circulation within the area. On a long-term basis, the extension of Canal Street into Priority Area A will probably be necessary to support the full redevelopment of the former Car Shops site.

Recommended Actions

- The proposed reconstruction of the 6th Street viaduct to create a grade level intersection with Canal Street should be carried out.
- The Canal Street rail spur should be relocated and the roadway reconstructed in accordance with the recommendations of the West Canal Concept Study.
- When and as needed, access to the east side of Priority Area A should be provided through the extension of Canal Street or a similar roadway.

Responsibility:

DPW, DOT

Timing: *2* for the Sixth Street viaduct; **3** for the Canal Street reconstruction; the timing for the third recommended action would be when needed and approved.

Funding and Technical Resources:

TIF; ISTEA and TEA

8. **The appearance of the Menomonee Valley should be enhanced through the creation of green space and other visual amenities.**

Making the Valley a more attractive place to work and to visit will be of general benefit to the citizens of Milwaukee and facilitate the attraction of new investment to the area and serve the needs of adjacent neighborhoods.

Recommended Actions

- Landowners in the Valley should take steps to bring about the "greening" of vacant sites and the screening of storage yards and outdoor work areas with plantings and landscaping. Storage yards should be placed in structures, fully

enclosed and under roof. Surface parking is not appropriate along river banks and should be prohibited.

- All necessary actions should be taken to continue the extension and development of the Henry Aaron Trail through the Valley.
- Riverfront amenities including trails, a plaza and a park should be developed as indicated in the Land Use Plan.
- Appearance and safety improvements should be made along the principal streets in the Valley, including lighting, sidewalks and parkways.
- The principal entrances to the Valley should be designated as gateways and embellished with special signage and other appropriate features.
- Maintaining and enhancing visual amenities, including public art, and recreational amenities, including consideration of the needs of the adjacent neighborhoods for recreational space, should be an ongoing effort.
- Construction of additional wetlands for storm water and flood control, water quality improvement, and open space should be considered where appropriate.

Responsibility

The Partnership as well as DPW, DCD, MEDC, RACM, DNR, NPS and property owners.

Timing: **2**

Funding and Technical Resources:

TIF; ISTEA; DNR Stewardship Program; NPS Rivers, Trails and Conservation Assistance; and Rails to Trails.

The Marketing Plan

A marketing plan is an integral component of a successful economic development strategy. Retaining existing industry and recruiting new firms into an area is a competitive and challenging task. A successful marketing program and economic development initiative gets and keeps the name of the region or community in front of location decision makers and the consultants who advise them.

In Milwaukee, like many mature urban metropolitan areas, 75 to 80 percent of growth is internally generated. Therefore, a proactive effort should be launched which markets all of the industrial areas of the City of Milwaukee, including the Menomonee Valley, with primary focus on the Southeast Wisconsin Region.

This marketing strategy outlined for the Menomonee Valley will help the City of Milwaukee, DCD, The Partnership, and other stakeholders retain existing businesses and attract new companies to the Menomonee Valley and the City of Milwaukee, thereby creating economic growth, increased tax revenues and jobs.