

# Transformative Redevelopment Workshop

American Planning Association

Wisconsin Chapter

# Introduction

Presented and facilitated by

- Heather Cleveland, AICP
  - Green Bicycle Co.
- Tanya Fonseca, AICP
  - City of Milwaukee

# Introduction

- Experienced Panelist
  - Corey Zetts
    - Executive Director at Menomonee Valley Partners & Commissioner at Milwaukee Metropolitan Sewerage District
  - Errin Welty
    - Senior Director of Downtown Development, Wisconsin Economic Development Corporation
  - Keely Campbell
    - Manager of Development Services in the Midwest, Ayres Associates
  - Michelle Long
    - Director of Real Estate Development, Community First, Inc.

An aerial photograph of a demolition site. A yellow excavator is positioned in the upper center, surrounded by debris. A large, multi-story building is being dismantled, with its interior structure exposed. The ground is covered in rubble, including wooden planks, metal beams, and other construction materials. The overall scene is dark and industrial.

# Transformative Redevelopment

Why is this important?

# Redevelopment



The development of anything that was previously developed.



Infrastructure like sewer pipes and roads already exists.



Redevelopment is a tool for creating a sense of place based on a community's unique natural and cultural assets<sup>1</sup>.



Blight - under-performing or obsolete land uses or buildings that exist where the rational private investment cannot overcome market forces<sup>1</sup>.

1. APA Policy Guide on Public Redevelopment, April 2004

# Sprawl vs Smart Growth

- Sprawl development is the dominant form of development in America. The American Farmland Trust reports that between 1982 and 2007, the U.S. population grew by 30% percent. During the same time period, developed land increased 57%. In Pennsylvania, between 1992 and 2005, the population grew by 4.5% and developed land increased by 131.4% (1.2 million acres to almost 2.5 million acres)<sup>2</sup>.
- Smart growth balances development and environmental protection and focuses on how and where new development should be accommodated. It allows for the same amount of development that would have taken place under uncontrolled growth, but it uses a more compact design and directs the development to locations where it is more efficient to provide public services and away from open space and agricultural land<sup>2</sup>.

2. <https://conservationtools.org/guides/g6-economic-benefits-of-smart-growth-and-costs-of-sprawl>

# Wisconsin's "Smart Growth" Law

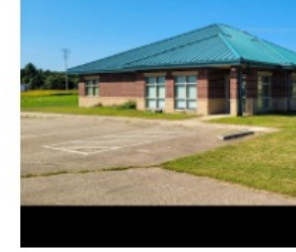
- In 1999, the Wisconsin Legislature enacted legislation that expanded the scope and significance of comprehensive planning in the State. The legislation, sometimes referred to as the State's "Smart Growth" law, provides a framework for the development, adoption, implementation, update, and amendment of comprehensive plans by regional planning commissions and by county, city, village, and town units of government<sup>3</sup>.

3. [https://www.sewrpc.org/SEWRPCFiles/CommunityAssistance/Smartgrowth/summary\\_of\\_wisconsin\\_comp\\_plan.pdf](https://www.sewrpc.org/SEWRPCFiles/CommunityAssistance/Smartgrowth/summary_of_wisconsin_comp_plan.pdf)

# Comprehensive Planning Elements

- The law requires that the following nine elements be addressed in a comprehensive plan:
  - Issues and Opportunities
  - Housing
  - Transportation
  - Utilities and Community Facilities
  - Agricultural, Natural, and Cultural Resources
  - Economic Development
  - Intergovernmental Cooperation
  - Land Use
  - Implementation





**LOWERY ROAD**  
Lakewood, Wisconsin 54138  
\$94,500

**4108 W Villard AVENUE**  
Milwaukee, Wisconsin 53209  
\$99,900

**680 E Fond Du Lac Street**  
Ripon, Wisconsin 54971  
\$109,000

**727 6TH STREET**  
Kiel, Wisconsin 53042  
\$150,000

**620 WARREN STREET**  
Redgranite, Wisconsin  
\$155,000

# Abundance: Churches for Sale

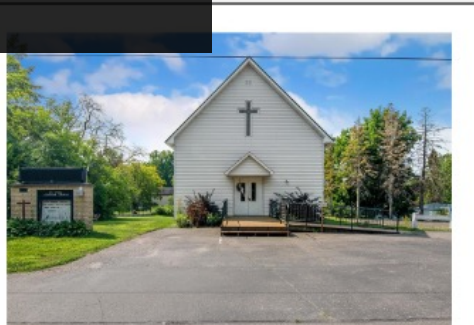
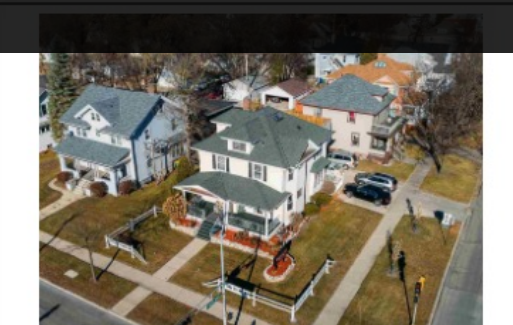


**933 & 941 WEST STREET**  
Rib Lake, Wisconsin 54470  
\$180,000

**1529 Church STREET**  
Lyons, Wisconsin 53148  
\$199,000

**505 & 515 MAIN STREET SOUTH**  
Marathon, Wisconsin 54448  
\$199,900

**325 E 2ND AVENUE**  
Merrill, Wisconsin  
\$224,900



**1680 MAIN STREET**  
Rudolph, Wisconsin 54475  
\$175,000



239 ROSS AVENUE Suite 301 and 302  
Schofield, Wisconsin 54476  
\$1,500



800 GILBERT STREET  
Wausau, Wisconsin 54403  
\$1,800



504 N 6TH STREET  
Wausau, Wisconsin 54403  
\$4,000

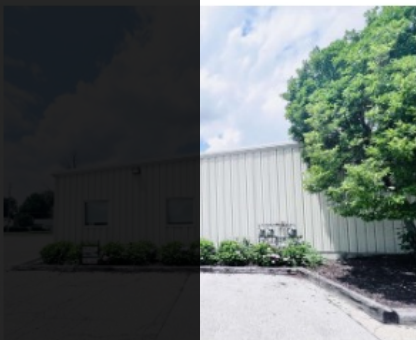


410 S Main Street  
Dickeyville, Wisconsin 53808  
\$4,000



41 PARK RIDGE  
Stevens Point, Wisconsin  
\$5,000

# Abundance: Schools for Sale



111 Rowell Street M  
Beaver Dam, Wisconsin 53916  
\$7,800

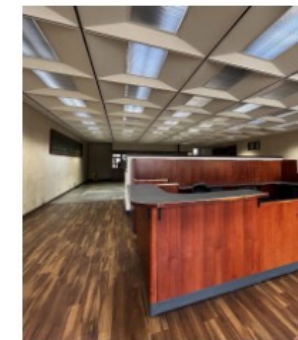
900 Green Valley Road  
Beaver Dam, Wisconsin 53916  
\$15,000



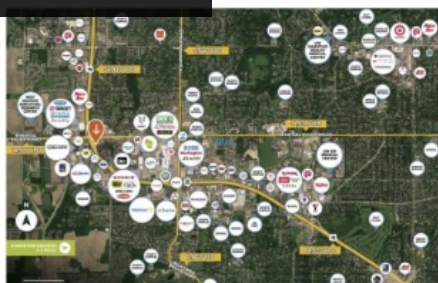
138 Front Street  
Beaver Dam, Wisconsin 53916  
\$22,740



111 Rowell Street 111  
Beaver Dam, Wisconsin 53916  
\$24,000



805 Park Ave  
Beaver Dam, Wisconsin  
\$50,480





6045-6077 S Packa...

Cudahy, WI 53110

136,840 SF

Price Upon Request

GENERAL RETAIL

### Wisconsin Shopping Centers For Sale



# Shopping Centers for Sale

# Innovation Required

Our panelists will share their experiences with innovative, transformative redevelopment projects.





# Corey Zetts

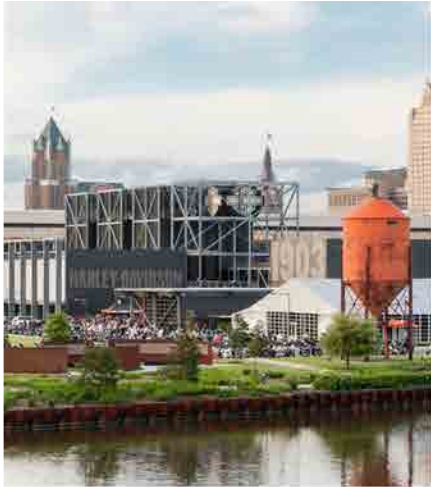
Executive Director at Menomonee Valley Partners &  
Commissioner at Milwaukee Metropolitan Sewerage District





# MENOMONEE RIVER VALLEY

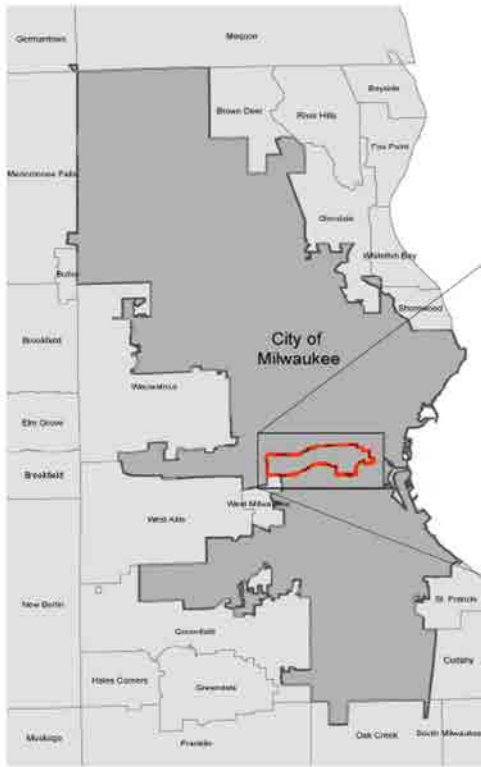
MILWAUKEE, WISCONSIN





**Mission:**

*To revitalize and sustain the Menomonee River Valley as a thriving urban district that advances **economic, ecological, and social equity** for the benefit of the greater Milwaukee community.*

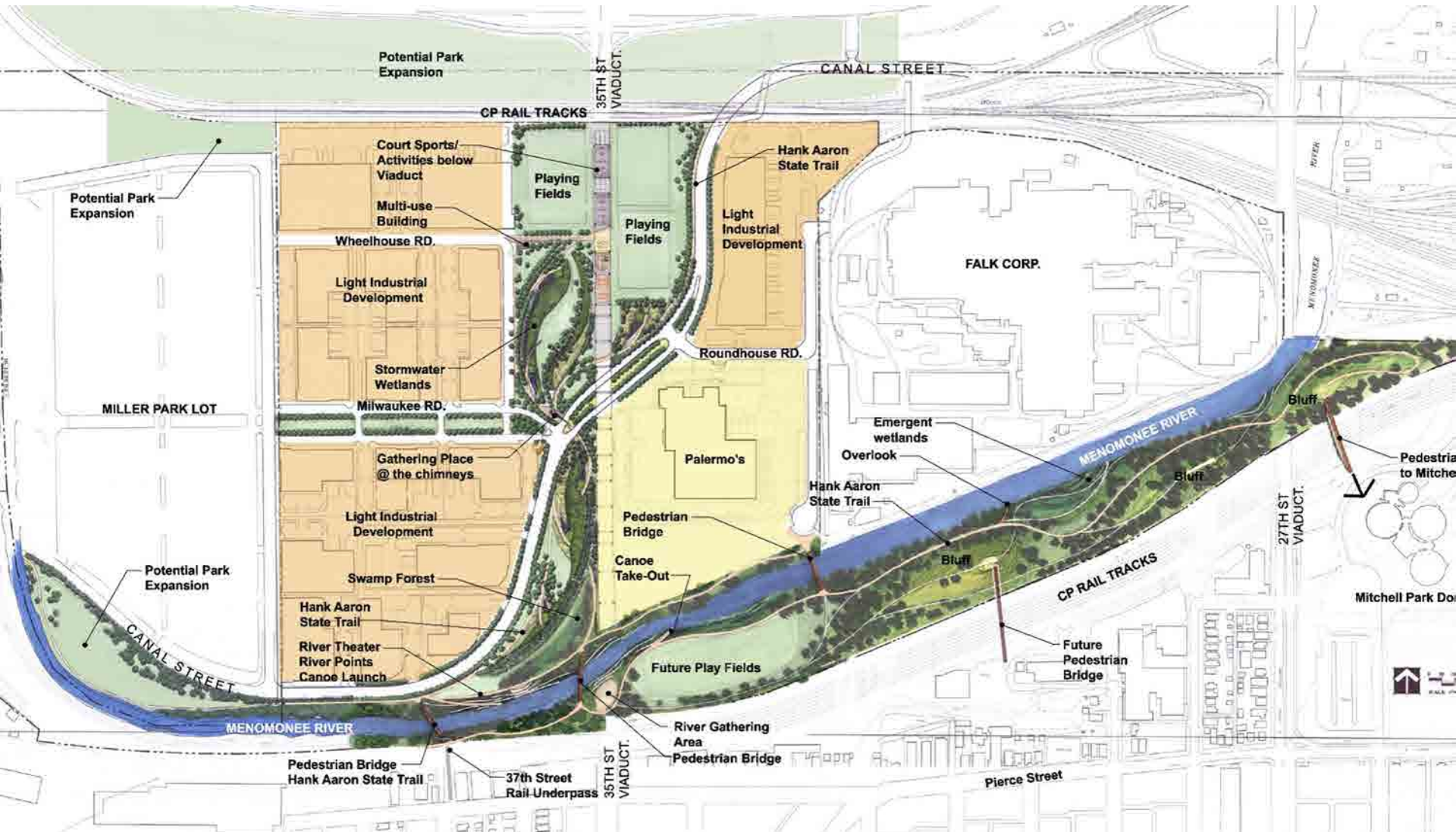






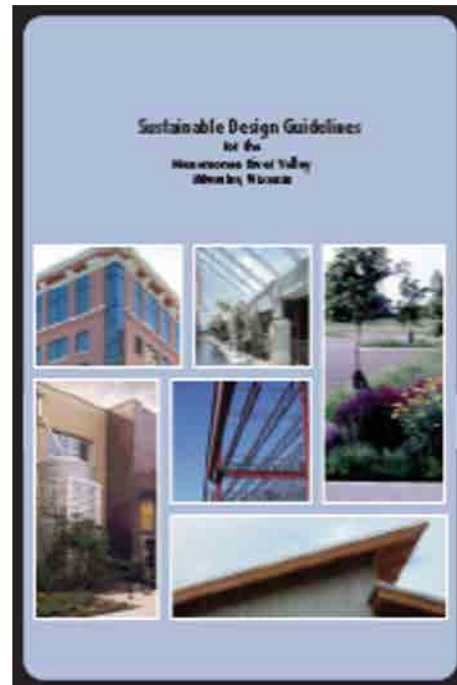


# Menomonee Valley Industrial Center and Community Park Master Plan





# Sustainable Design Guidelines







# Milwaukee's Secret Salmon Runs

*Smithsonian Magazine*

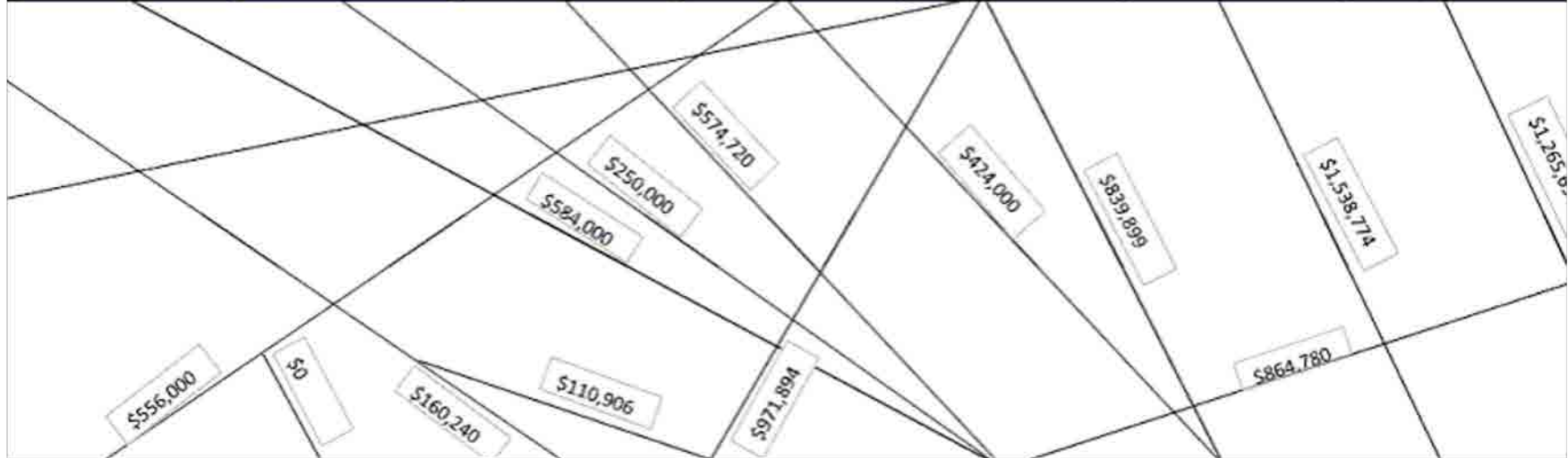


# Creatively Assembled Funding from Numerous Sources

- CMAQ, TE, HPP Earmark, ARRA, NFWF, USFS, WDNR...

**FUNDING SOURCES**      Draft 3/24/11

2984-23-00/20/70	2984-10-74	2984-43-00/70	2984-43-01/51/71	2984-23-01/71	ARRA TE Grant	2009 CMAQ Application
HAST (44 <sup>th</sup> St Segment)	HAST (Miller Pk -25 <sup>th</sup> )	HAST (Airline Yards)	Mitchell Park Bridge	HAST (Bike/Ped Conn)	HAST	33rd St Bridge
CMAQ	CMAQ	TE	TE	HPP (CMAQ)	ARRA TE	CMAQ
City of Milwaukee	City of Milwaukee	RACM	WDNR	City of Milwaukee	WDNR	WDNR
No Agreement	Agreement	No Agreement	Agreement	No Agreement		
Initialized 1/20/00	No Final					
\$584,000	\$390,867	\$574,720	\$980,000	\$1,871,793	\$1,538,774	\$1,265,699

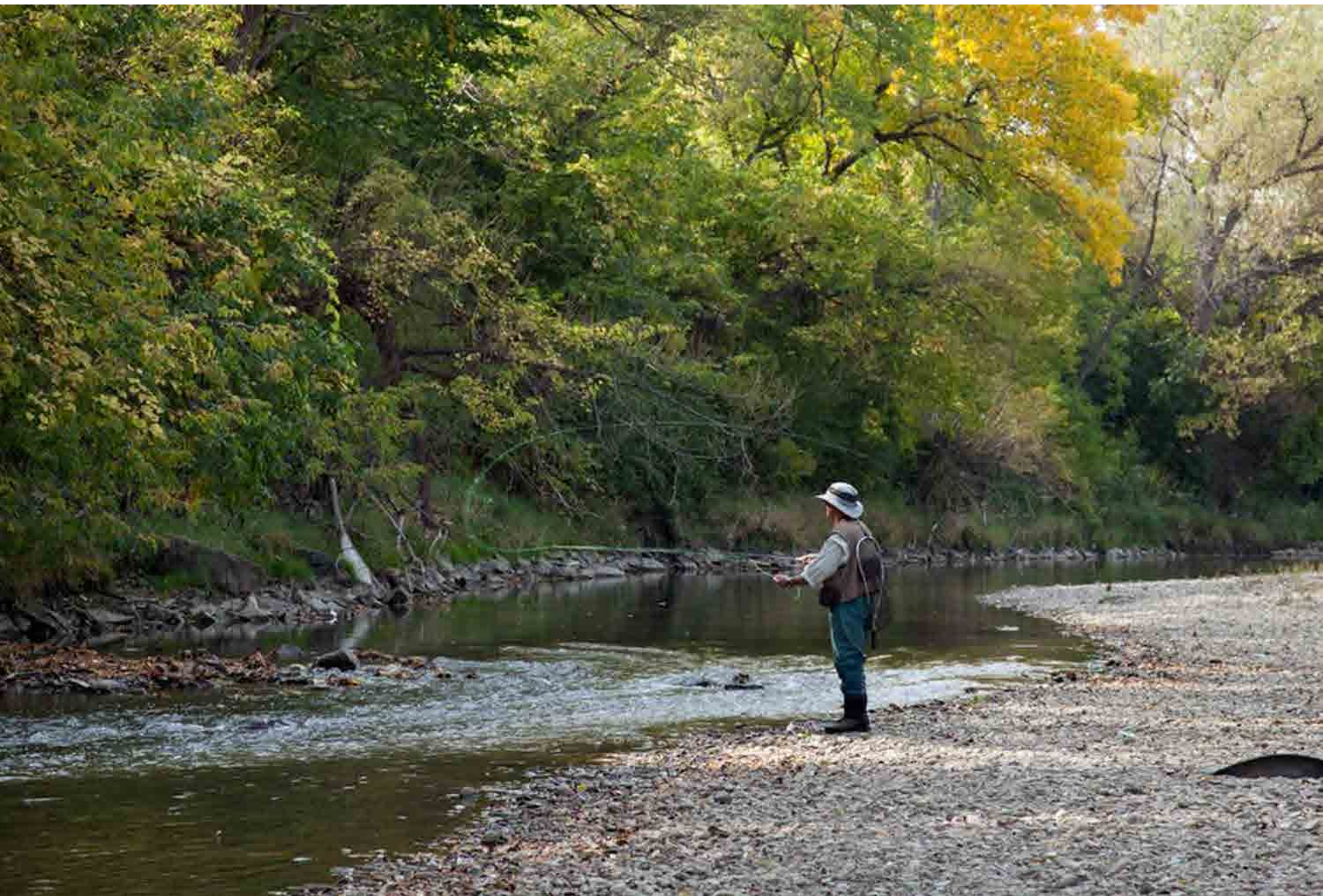


2984-43-01	2984-43-51	1693-38-50	1693-38-70	2984-43-70	2984-43-71	2984-07-70
MD Bridge/Ayards	MD Bridge/Ayards	VP 1	VP 1 Pierce Conn.	Airline Yards	MD Bridge	VP 1 Str/Trail
Design	RR	RR	Construction	Construction	Construction	Construction ARRA
\$777,391	\$0	\$241,415	\$1,398,401	\$3,374,926	\$1,571,769	\$1,538,774
\$556,000	\$0	\$160,240	\$1,082,800	\$2,273,500	\$1,257,415	\$1,538,774
\$221,391	\$0	\$81,175	\$315,601	\$1,101,428	\$314,354	\$0
PSE 5/1/11	Not needed	closed	Let 3/9/10	Let 8/9/11	Let 8/9/11	Let 2/10











# MENOMONEE VALLEY PARTNERS

[TheValleyMKE.org](http://TheValleyMKE.org)

[Corey@TheValleyMKE.org](mailto:Corey@TheValleyMKE.org)



[MenomoneeRiverValley](#)



[MenomoneeRiverValley](#)



[MenomoneeValley](#)



[Menomonee-Valley-Partners](#)



# Errin Welty

Senior Director of Downtown Development, Wisconsin  
Economic Development Corporation





# Small Scale Rehab Strategies & Impacts

Wisconsin APA Conference 2023

# Why Historic District Investment

- Downtowns/existing districts are often the largest economic engine in the City.
  - Downtown residents spend 200% more at walking distance businesses.
  - The average downtown HH spends \$9,000/year in local goods/services.
  - Filled upper units allow landlords to accept higher risk (i.e. local, retail, restaurant) tenants on the ground floor.
  - Wisconsin average downtown market share:

Land Area	Property Value	Hotel Rooms	Businesses	Restaurant Spending	Retail Spending	Residential Units
2%	6%	27%	16%	21%	14%	12%



# Case Studies

# Public Private Partnerships

- 2/3 of projects utilize some form of public assistance.
- Traditional Revolving Loan Funds are fine...but what about
  - White Box Program to create move-in ready spaces
  - Engineering/Architecture design advance to determine feasibility
  - Curb appeal for gateway/adjacent residential
  - Capital improvement fund: ADA, restrooms, kitchens, roofs, fiber



- \$2,200 investment
- 20% increase in first-time customers



- \$20,000 investment
- 30% increase in residential rents, reduced vacancy interval



# Rehab Examples



- Hibernia House Green Bay –20 Micro Units 400-500 SF market rate units.
  - \$56k TIF & adjacent parking lot for \$1
  - \$650k increment generated after 10 yrs vacant
- Edgerton Tobacco Warehouse – 28 market rate units.
  - CDI grant, \$275k TIF, industrial park site for previous tenant relocation
  - \$1.9m in increment plus \$600k industrial building
- Bucyrus Club South Milwaukee – event space, restaurant and deli
  - CDI grant, \$2m Bucyrus Foundation grant, City project management
  - \$1.2m increment generated after 5 years vacant

# Infill Examples



- Darlington Apartment Building  
37 units on former fire site



- Reedsburg Park Place Senior Apartments  
48 units on former car lot



- Viroqua Rock Avenue Apartments  
42 market rate units, underground parking  
former surface parking



- Ripon Jefferson Street Apartments  
24 affordable townhome style units on  
vacant lot

# Oxbow Hotel – Eau Claire



- Renovation of blighted 30-room hotel/rooming house into boutique hotel/music venue (first downtown hotel)
- \$4.1 million
- \$500,000 state grant
- \$250,000 City loan (0%, 10-year term)
- \$60,000 Regional Business Fund Façade Loan (0% interest 15-year term)
- \$1.6 million bank loan (59% LTV)
- \$205,000 owner equity
- Additional \$343,000 in adjacent streetscape improvements and landscaping
- Resulting \$1.2m increase in property value, \$550k/year in retail/room tax

# The White Elephant - Whitewater

- Renovation of decades-underutilized key downtown building into 12 apartments and 6k retail space
- Property value increase from \$158k to \$2 million
- \$250k CDI Grant, \$150k City Loan/Grant, City assistance including: stormwater/sewer connection, new sidewalk and laterals
- Local owner/developer. Previous long-time owner/tenant retired upon sale of building.

1970



2007



WHITE ELEPHANT ANTIQUES/ALL CARE  
MAY 1, 2007

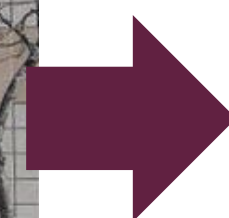
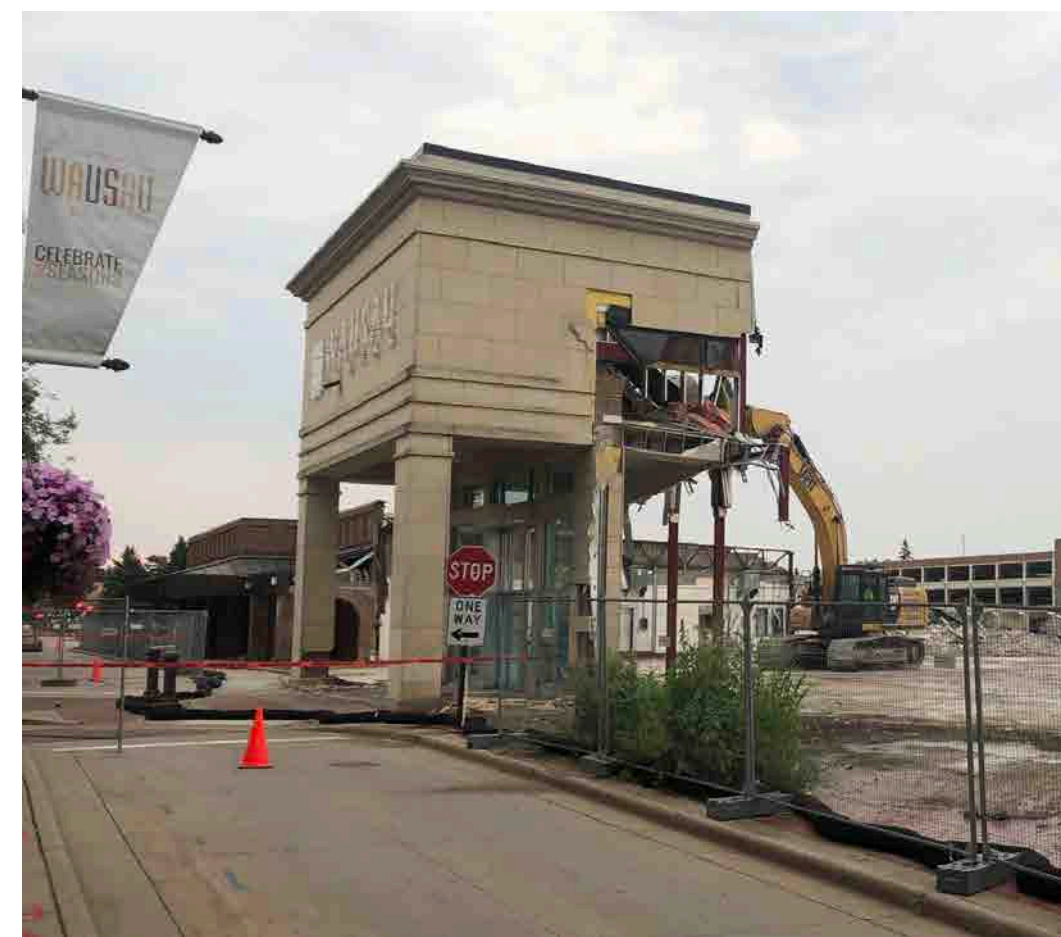
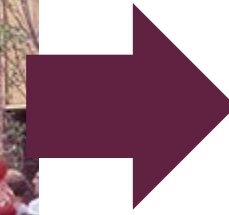
WHITEWATER  
JOE LAWNICZAK

2007



# Equity Partners

- Crowdfunding/funding options
- Equity investor fund
- Nonprofit partnerships



# Vibrant Spaces



Milwaukee Beerline Plaza



Sturgeon Bay West Waterfront



Ripon Village Green



Altoona Container Park

Questions?



# Keely Campbell

Manager of Development Services in the Midwest, Ayres  
Associates







**AYRES**

PLANNING+DEVELOPMENT

# Transformative Development: Brownfields

Keely Campbell, PG

Ingenuity, Integrity,  
and Intelligence.

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# What is a brownfield?

# BROWNFIELD BENEFITS

Performance Measure	FY2022 Targets	FY2022 Accomplishments	Cumulative Program Accomplishments
Properties Assessed	1,400	886	35,162
Properties Cleaned Up	140	62	2,323
Jobs Leveraged	7,000	3,612	183,817
Dollars Leveraged	\$1.3 BN	\$0.6 BN	\$35.23 BN
Properties Made Ready for Reuse	684	313	9,550
Acres Made Ready for Anticipated Reuse	NA	2,092	146,368

[Source: US EPA, Brownfields Program Accomplishments and Benefits](#)

# Learning Outcomes:

- Vision and inspiration for new uses
- Multi-sector partnerships
- Funding opportunities
- Comprehensive and holistic thinking

# Brillion, Wisconsin: A Case Study

# CHALLENGES (site):

- Environmental
- Funding
- Cultural Resources
- Water Resources
- Building Materials
- Large Footprint

# CHALLENGES (community):

- Workforce
- Housing
- Stormwater Infrastructure
- Transportation Infrastructure
- Funding



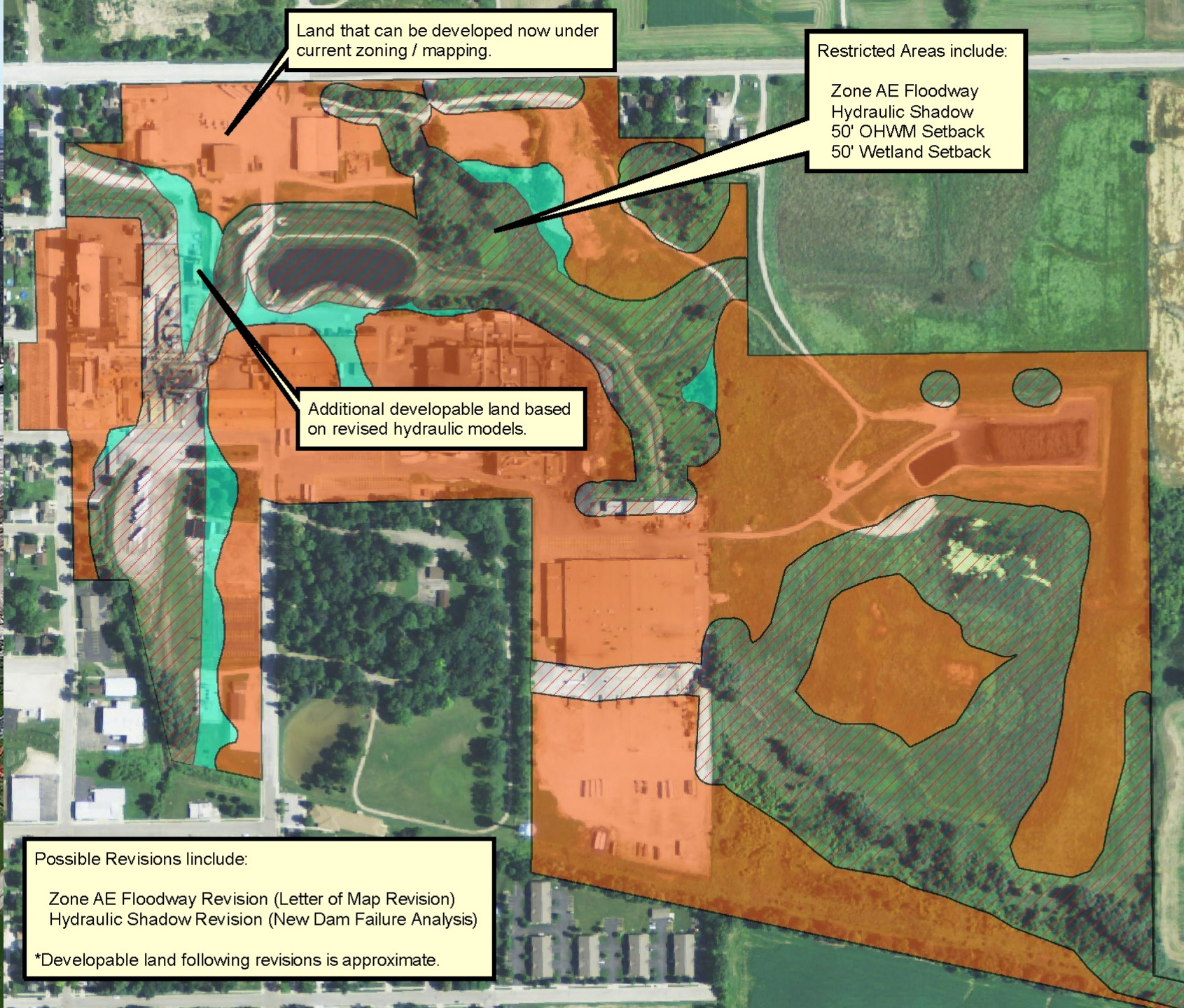
# SOLUTIONS:

- Multi-sector partnerships
- Grant funding
- Creating a vision and inspiration
- Comprehensive and holistic thinking

PARCEL #	ACRES	2014 PERMITS/REVENUE	2015 PERMITS/REVENUE
1	4.90	20-000-00000-000-0-0000-0-0000	0-0000-0-0000
2	4.75	20-000-000-00-000-0-0000-0-0000	0-0000-0-0000
3	1.80	20-000-000-00-000-0-0000-0-0000	0-0000-0-0000
4	28.14	20-000-000-00-000-0-0000-0-0000	0-0000-0-0000
5	4.74	20-000-000-00-000-0-0000-0-0000	0-0000-0-0000
6	1.90	20-000-000-00-000-0-0000-0-0000	0-0000-0-0000
7	1.73	20-000-000-00-000-0-0000-0-0000	0-0000-0-0000
8	4.90	20-000-000-00-000-0-0000-0-0000	0-0000-0-0000
9	4.34	20-000-000-00-000-0-0000-0-0000	0-0000-0-0000
10	2.5	20-000-000-00-000-0-0000-0-0000	0-0000-0-0000
11	4.42	20-000-000-00-000-0-0000-0-0000	0-0000-0-0000
12	1.9	20-000-000-00-000-0-0000-0-0000	0-0000-0-0000
13	4.34	20-000-000-00-000-0-0000-0-0000	0-0000-0-0000
14	4.42	20-000-000-00-000-0-0000-0-0000	0-0000-0-0000
15	1.9	20-000-000-00-000-0-0000-0-0000	0-0000-0-0000
16	11.34	20-000-000-00-000-0-0000-0-0000	0-0000-0-0000
17	4.75	20-000-000-00-000-0-0000-0-0000	0-0000-0-0000
18	2.35	20-000-000-00-000-0-0000-0-0000	0-0000-0-0000
19	1.9	20-000-000-00-000-0-0000-0-0000	0-0000-0-0000
20	48.12	20-000-000-00-000-0-0000-0-0000	0-0000-0-0000
Total Acres		444.9	

PROPOSED LAND USE  
COMMERCIAL  
LIGHT MANUFACTURING





Land that can be developed now under current zoning / mapping.

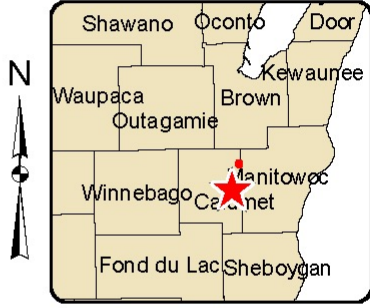
Restricted Areas include:  
Zone AE Floodway  
Hydraulic Shadow  
50' OHWM Setback  
50' Wetland Setback

Additional developable land based on revised hydraulic models.

Possible Revisions include:  
Zone AE Floodway Revision (Letter of Map Revision)  
Hydraulic Shadow Revision (New Dam Failure Analysis)  
  
\*Developable land following revisions is approximate.

### Development Restricted Areas

#### Brillion Iron Works



Location  
Section 25, T20N, R20E  
Calumet County, Wisconsin

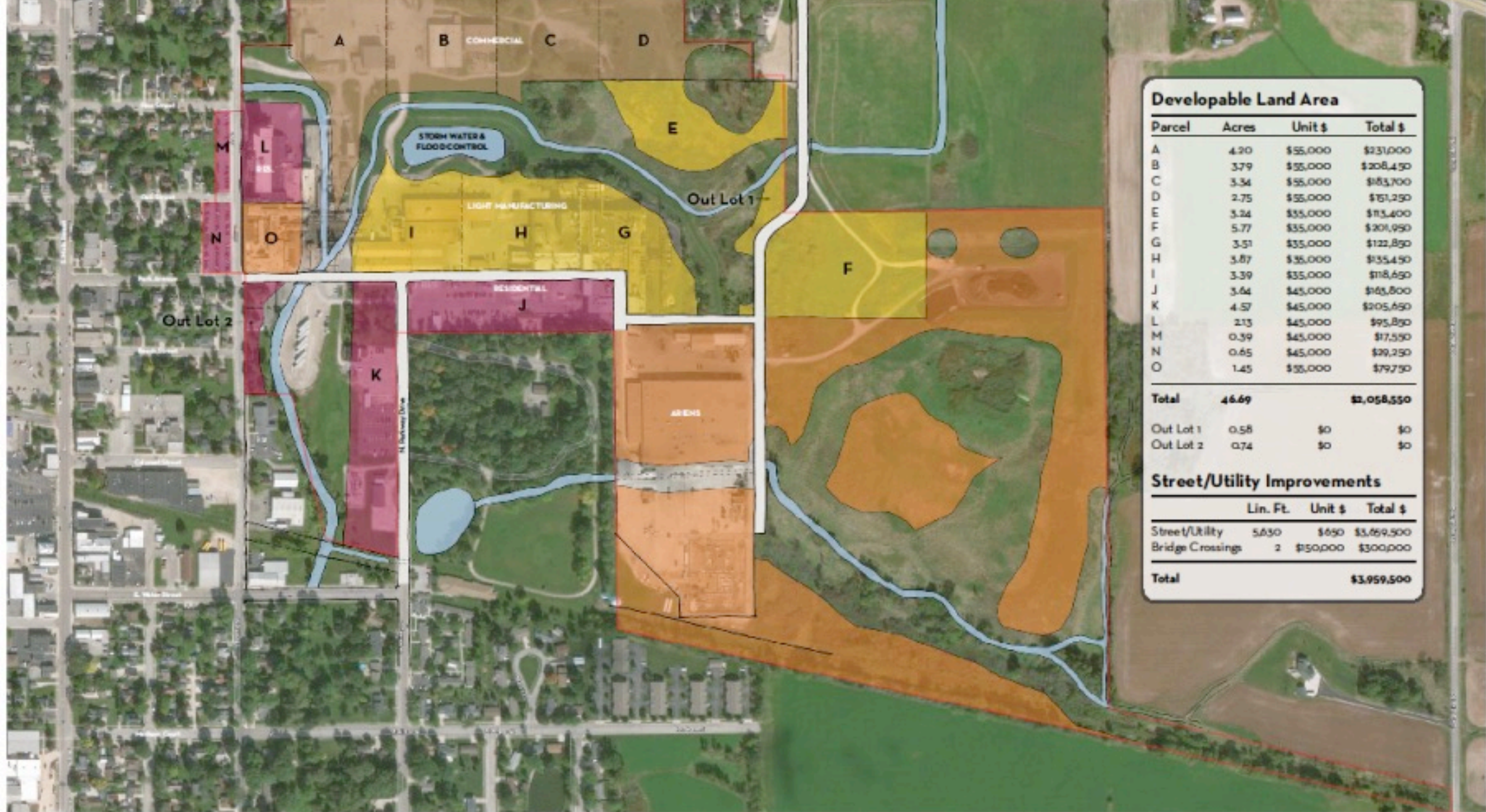
Project Information  
Project Number: 51-0243.00  
Modified: May 11, 2018



#### Legend

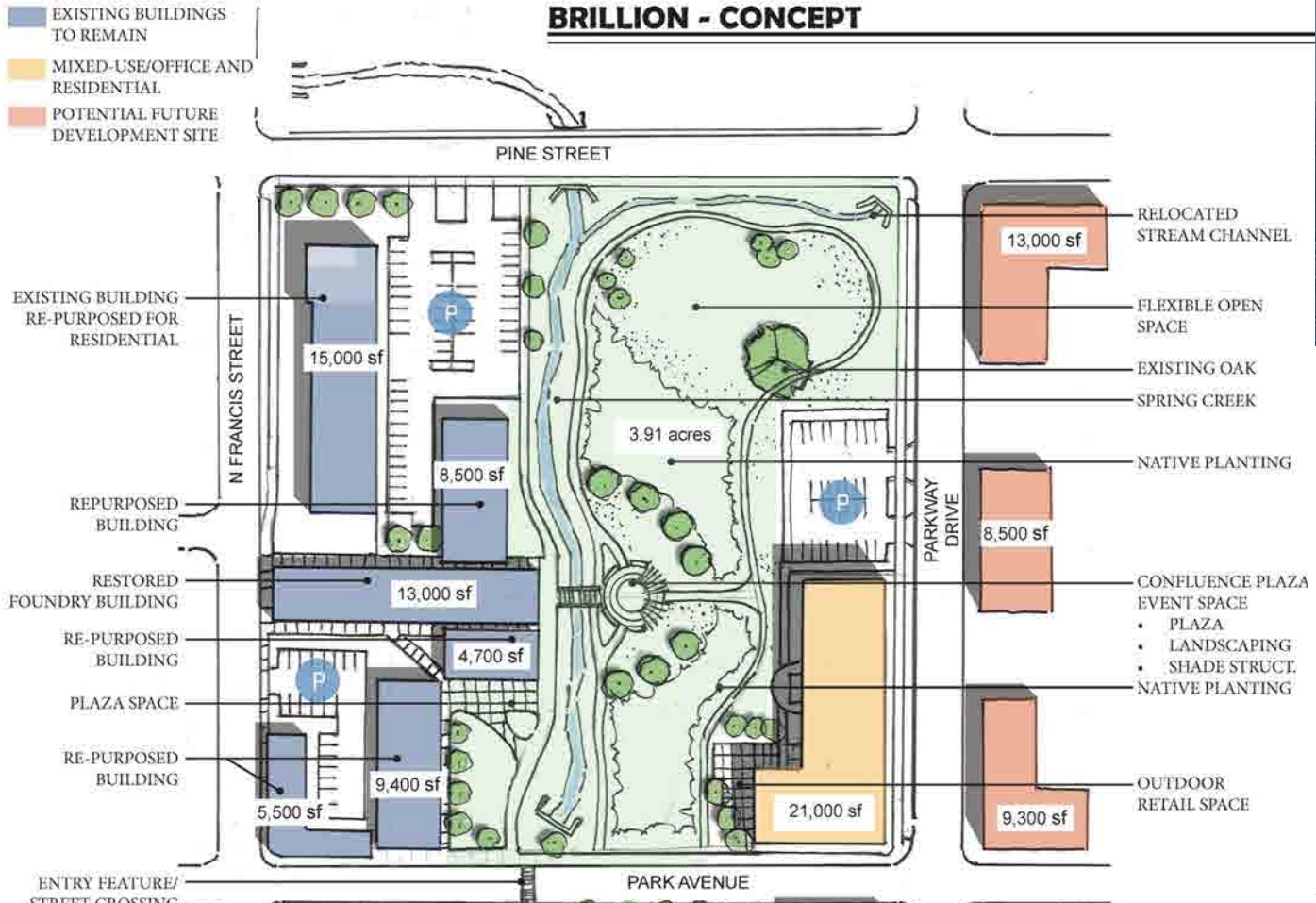
- Developable Land Under Current Zoning / Mapping
- Developable Land with Revised Hydraulic Models
- Nondevelopable Land





Developable Land Area			
Parcel	Acres	Unit \$	Total \$
A	4.20	\$55,000	\$231,000
B	3.79	\$55,000	\$208,450
C	3.34	\$55,000	\$183,700
D	2.75	\$55,000	\$151,250
E	3.34	\$35,000	\$116,900
F	5.77	\$35,000	\$201,950
G	3.51	\$35,000	\$122,850
H	3.87	\$35,000	\$135,450
I	3.39	\$35,000	\$118,650
J	3.64	\$45,000	\$163,800
K	4.57	\$45,000	\$205,650
L	2.13	\$45,000	\$95,850
M	0.39	\$45,000	\$17,550
N	0.65	\$45,000	\$29,250
O	1.45	\$55,000	\$79,750
<b>Total</b>	<b>46.69</b>		<b>\$2,058,550</b>
Out Lot 1	0.58	\$0	\$0
Out Lot 2	0.74	\$0	\$0
Street/Utility Improvements			
	Lin. Ft.	Unit \$	Total \$
Street/Utility	5630	\$650	\$3,659,500
Bridge Crossings	2	\$150,000	\$300,000
<b>Total</b>			<b>\$3,959,500</b>

# BRILLION - CONCEPT







 **BRILLION**  
EARLY LEARNING CENTER

 **BRILLION**  
EARLY LEARNING CENTER

 **BRILLION**  
EARLY LEARNING CENTER



B

BILLIARDS  
TRNS  
WORKS





**AYRES**

PLANNING+DEVELOPMENT

Keely Campbell, PG  
[CampbellK@AyresAssociates.com](mailto:CampbellK@AyresAssociates.com)

Manager, Development Services Midwest  
Ayres Associates

Ingenuity, Integrity,  
and Intelligence.

[www.AyresAssociates.com](http://www.AyresAssociates.com)





# Michelle Long

Director of Real Estate Development, Community First, Inc.





# Michelle Long

## Director of Real Estate Development

Real Estate Broker/Realtor®

Broker Owner of KAI Real Estate, a full service real estate brokerage

2019 ACRE Program Alumna



# 37<sup>TH</sup> ST SCHOOL APARTMENTS

49 units of affordable senior housing located in Milwaukee

# History of 37<sup>th</sup> St School

- Built in 1903
- 63,000 sqft + basement
- Placed on the Historic Registry in 2020
- Formerly a Milwaukee Public School & Community Center
- Vacant since 2006
- RFP in 2017



## Project Goals & Initiatives



Increase affordable housing stock in Milwaukee; currently a 30,000 unit deficit



Concentrate resources & build neighborhood & community

# Strengths



## **Relationships**

Trusted neighborhood entity  
ACRE graduate staff



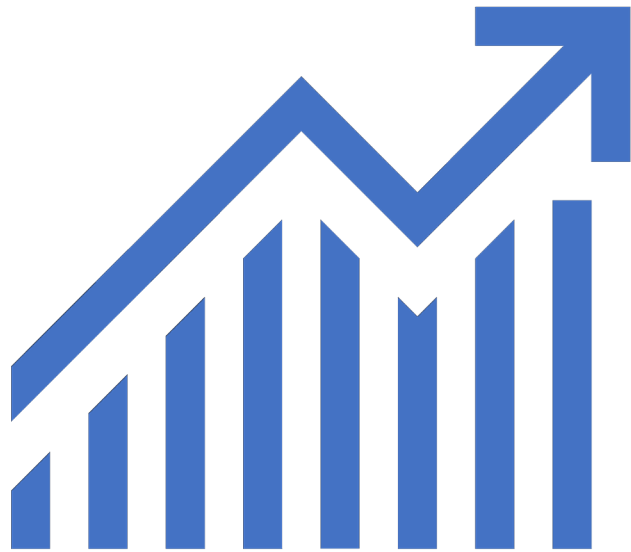
## **Experience**

Previous developments



## Project Complexities

- Condition of the building
- Rising construction costs
- Site is “buried” within neighborhood



# Project Financing

**\$13.3 Million**

- \$7 Million WHEDA Low-Income Tax Credits, Historical Preservation Tax Credits
- \$460k Tax Incremental Financing
- \$135k Housing Trust Fund
- \$200k HOME Funds
- \$645k Federal Home Loan Bank
- Other funding sources



# Partnerships

Co-Developer

Heartland Housing

Construction

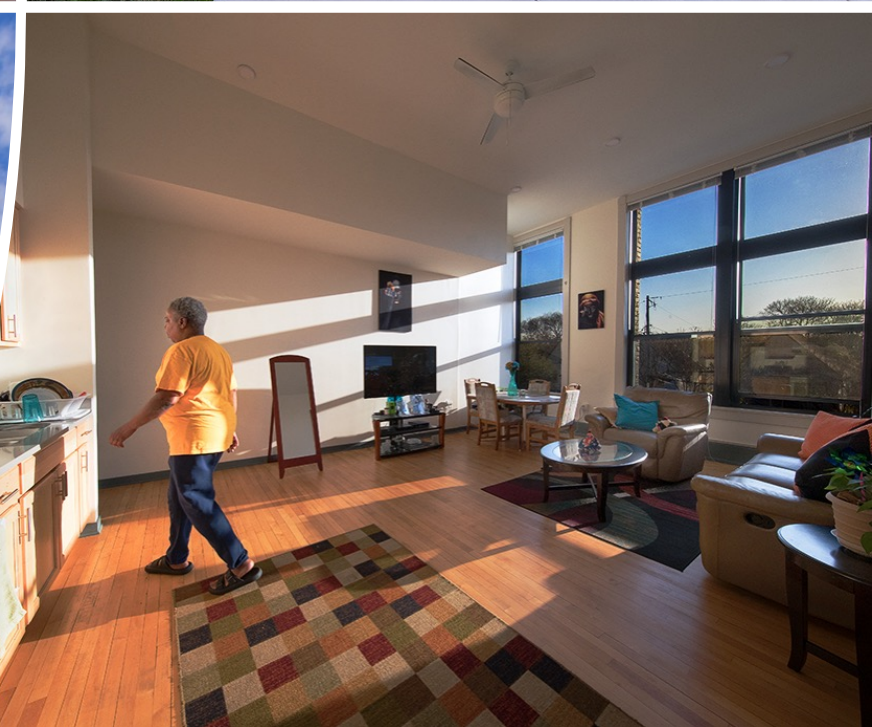
Greenfire Management Services

Architect

Landon Bone Baker Architects

# Project Completion

- Completed October 2021
- 49 units of affordable senior housing (55+); 10 units set aside for veterans
- (22) Studio, (21) 1 bedroom & (6) 2 bedroom
- In-unit & on-site laundry facilities, community room with fitness area & technology lab
- 2022 Mayor's Design Award





Thank you!

Questions?

Questions





# Break-out Sessions

## Three Real Examples

- o Waterfront property
- o Historic building in downtown
- o Vacant school

# Waterfront Property



# Historic Building in Downtown



# Vacant School





# Next Steps

- Choose a group
- Ideally make the groups near even
- Discuss the projects and prompts with your group
- Choose a person to report your group's highlights and/or findings
- 3:45pm report out

# Thank you!

- Enjoy the rest of the conference.
- Consider joining the casual gathering at 3<sup>rd</sup> Street Market (275 W. Wisconsin Avenue) in Milwaukee from 5:00pm to 7:00pm.
- It's walkable and on public transit.