

# Base Redevelopment Plan

General Mitchell International Airport – Air Reserve Station (IAP-ARS)

March 2008



Prepared for the Milwaukee 440<sup>th</sup> Local Redevelopment Authority  
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**REDEVELOPMENT PLAN**  
**GENERAL MITCHELL INTERNATIONAL AIRPORT**  
**AIR RESERVE STATION**

**MILWAUKEE, WISCONSIN**  
**MARCH 2008**

Prepared for:

Milwaukee 440th Local Redevelopment  
Authority

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Reuse Plan Adopted March 18, 2008

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## **I. EXECUTIVE SUMMARY**

### **A. Introduction**

In September 2005, the U.S. Department of Defense recommended the closure of the 440th Air Reserve Base, under the Federal Base Realignment and Closure Act (BRAC). The 102-acre property is located in the City of Milwaukee adjacent to the County-owned General Mitchell International Airport, at the intersection of South Howell Avenue and East College Avenue, south of the airport terminal. In response and in accordance with the BRAC law, the City of Milwaukee and Milwaukee County created a 440th Local Redevelopment Authority (LRA) to guide the redevelopment of the area. The LRA entered into an agreement with the Redevelopment Authority of the City of Milwaukee to hire a project consultant. After issuing a Request for Proposals and going through a competitive selection process, the LRA contracted with RKG Associates, Inc. of Durham, New Hampshire in April 2007 to prepare a reuse plan for the site. RKG's team included local companies CH2M-Hill, Norris & Associates, and Beth Foy & Associates. The LRA concurrently applied for and received a grant from the Department of Defense, Office of Economic Adjustment for planning funds relative to the development of a reuse plan and transfer of the property.

The LRA consists of two representatives from the City of Milwaukee and two from Milwaukee County<sup>1</sup>. The State of Wisconsin declined formal membership on the board, but has sent representatives to all LRA meetings. The LRA held monthly public board meetings and additional work sessions throughout 2007 and into 2008.

In late 2006, the LRA issued a request for Notices of Interest by qualified state and local government agencies and not-for-profit organizations, as required under the BRAC law. It then held a public meeting at the base, which included a tour and information sharing session with prospective users. In January 2007, the LRA received responses from several interested organizations.

### **B. Planning Process**

The development of a Reuse Plan for the 440th Air Reserve Station (ARS) included:

- An analysis of baseline demographic, economic and market conditions in the greater Milwaukee region;
- An inventory and analysis of the 440th facilities including buildings, utilities, pavements, and other features of the site;
- A review and analysis of available environmental baseline information on the property;
- A review of the personal property that was potentially available for transfer;

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<sup>1</sup> The City representatives are Rocky Marcoux, Commissioner of the Department of City Development and Jeff Polenske, City Engineer. County representatives are Brian Dranzik, Research Analyst and Anthony Snieg, Deputy Airport Director.

- A review of the BRAC regulations and available methods of conveyance of the property from the Air Force to the LRA or other entities;
- Evaluation of the Notices of Interest received by the LRA from organizations with potential needs that could be satisfied by base facilities;
- A comprehensive public outreach program including a website, press releases and three public information and input meetings;
- Development of four alternative development scenarios for the 440th property, and
- Creation of a Preferred Reuse Plan and implementation strategy for the LRA regarding the 440th ARS property.

This document represents the culmination of this planning process. The remainder of this report includes a site overview, an assessment of the base facilities, an economic and market analysis, a description of the property transfer process under BRAC, a description of the public input process, analysis of three long-term and one intermediated term alternative redevelopment scenarios, and a description and analysis of the preferred reuse alternative.

### **C. Summary of Key Findings & Recommendations**

The following points summarize the primary findings of the reuse planning process and the recommendations for the Preferred Reuse Plan.

#### **1. The Property**

- The 102-acre property contains approximately 426,000 square feet of built space in over 90 buildings, including offices, shops, storage facilities, aircraft hangars and auxiliary support space. The facility is fully served by public and private utilities, and includes extensive internal streets and parking areas.
- Construction was begun on the facility in the 1950's and served as the home base for the 440th Air Reserve Wing and other commands until 2006, when the 440th was moved to Pope AFB.
- Buildings range from fair to good or very good condition and range in age from 5 to 50+ years. There is also a 24± acre aircraft parking ramp and adjacent fuel storage and handling area.
- The property abuts the General Mitchell International Airport (GMIA) and has "through-the-fence" access for aircraft from the ramp area onto Taxiway R, allowing easy access to Runway 1L/19R and other airport facilities.
- The base is located in a low density, mixed-use neighborhood in the northeast corner of South Howell Avenue and East College Avenue. There is limited street frontage consisting of gated access points at East College (main gate) and South Howell. Abutting uses include a mix of small commercial activities, limited single-family residential and the airport.

- The property is located in the City of Milwaukee, approximately 7 miles south of the city center, and 80 miles north of downtown Chicago. The City of Oak Creek lies across East College Avenue on the southerly side.
- An update to the Airport Master Plan (AMP) for GMIA calls for the construction of a new parallel runway starting around 2015 that will require approximately one-half of the land area of the 440th base. This plan would require demolition of a number of buildings and realignment of many utility lines, access points and other property features.

## **2. Environmental Considerations**

- The Air Force has issued an Environmental Condition of Property Report that lists and categorizes the potential environmentally impaired portions of the property. In it, 10 Environmental Restoration Program (ERP) sites were identified that will require further analysis and eventual clean-up or mitigation.
- Approximately 60 acres of the base is available for reuse without environmental restrictions. About 2.5 acres have been impacted by petroleum contamination that requires further investigation. Hazardous materials impact 12.1 acres but do not require further clean-up under industrial use classifications. Another 27.5 acres, much of which lies under the aircraft parking ramp pavement, requires further investigation for possible contaminants.
- The Air Force will continue to evaluate and remediate the environmental conditions of the property. Under federal law, the Air Force cannot transfer the property until all identified areas are cleaned up (or there are satisfactory conditions in place so as not to pose future harm to human health).
- Two buildings at the 440th ARS have been found by the Air Force to be eligible for historic designation as determined by federal regulations and may be subject to further analysis and/or future regulatory control. Building 102, the main administrative office building, has been recommended for detailed documentation while Building 217, the largest hangar, has been recommended for preservation.

## **3. Market Conditions**

- Both the City of Milwaukee and Milwaukee County have experienced negative population and household growth over the past decade; however, the regional economy has shown solid growth, which is likely to begin to reverse these trends.
- Despite overall employment declines in the region, several industry sectors have shown strong growth, as the area shifts from a manufacturing based to a more service-based economy. The transportation, business services, health care and education sectors have been growing, which has positively influenced the commercial and industrial property markets around the airport.
- General Mitchell International Airport has seen steady growth in the number of enplaned passengers, topping 7.7 million in 2007. Thirteen commercial carriers

providing nationwide air transportation access, including non-stop service to over fifty destinations. Two new discount airlines now offer low cost fares to a variety of destinations.

- GMIA is often referred to as “Chicago’s Third Airport,” providing convenient and competitive service to passengers originating from the northern and western portions of the greater Chicago metropolitan region.

#### **4. Public Input**

- Three public input meetings were held during the planning process (April and June 2007 and January 2008) in which opinions and ideas were provided by interested individuals, including neighbors and representatives of the surrounding communities. Additional outreach efforts included meetings with elected representatives, press releases and monthly LRA meetings that were open to the public.
- The LRA also adopted a series of goals for the redevelopment of the 440th ARS property.
  - Provide enhanced opportunities for business growth and development.
  - Maintain an open and transparent planning and implementation process.
  - Coordinate redevelopment with other on-going planning processes in the region.
  - Develop realistic and fiscally responsible Intermediate and Long-term Reuse Plans, recognizing and acknowledging that the runway envisioned by the FAA and County-approved Airport Master Plan will be an essential component supporting long-term regional growth.
  - Capitalize on the development opportunities for the 440th lands recognizing the inherent value of the site to aviation related activities while remaining flexible throughout the redevelopment planning process.
  - Incorporate economic feasibility and appropriate environmental standards as key elements of the Intermediate and Long-Term reuse planning process
- The City and County are negotiating a Memorandum of Understanding (MOU) regarding the roles and procedures for the reuse of the 440th property.

#### **5. Reuse Alternatives**

- Based on an analysis of the baseline information, one short-term and three long-term alternative land use plans were developed by the consultant team for evaluation and review. The alternatives were based on a variety of factors including:
  - Reuse of existing facilities
  - Compatibility with adjacent land uses
  - Recognition of environmental constraints

- Capabilities of the 440th LRA and sponsoring jurisdictions
- Recognition of future regional land use changes
- The Alternatives included:
  - **Intermediate Plan** – which calls for the immediate reuse of the base buildings in order to replace the 300+ jobs lost as a result of the closure of the 440th and to generate revenues to offset the costs of operating the property.
  - **Aviation Reuse** – this alternative transfers the entire base to the Airport by way of a Public Benefit Conveyance for continued aviation-related activity that supports the long-term prospects of GMIA and its impact on the regional economy.
  - **Aviation with Commercial** – a hybrid alternative that allows for most of the base to be transferred to the Airport for aviation-related uses, with a 16-acre site reserved for private economic development uses.
  - **Limited Airport** – this alternative only reserves the area where the future planned runway will go for the Airport, with the balance of the property allowed to be sold by the Air Force by way of a public sale.
- All of the Alternatives reserve the portion of the base that will be needed for the future runway identified in the Airport Master Plan for transfer to the County by way of a Public Benefit Conveyance. This approach will lower the future cost to the federal government (FAA), which will ultimately pay much of the cost for the new runway.
- All of the Alternatives recognize the desire and capability of the Hunger Task Force, a qualified housing the homeless service provider, to utilize Building 205 for warehousing and food distribution purposes.
- The Alternatives vary in the method of conveyance and in the economic development impacts. The LRA evaluated all of the alternatives against their goals for the reuse process.

## 6. Preferred Reuse Plan

- After considerable analysis, public input and discussion, the Milwaukee 440th Local Redevelopment Authority has selected Alternative A - Aviation Reuse as the most appropriate plan for the redevelopment of the 102-acre property.
- This approach most closely aligns with the LRA's goals, which focuses on economic development through job retention/generation using the existing base facilities, and long-term airport growth that critically supports the local and regional economy.
- The Preferred Plan recognizes and supports the documented need of General Mitchell International Airport for a future parallel runway to ensure safety and provides capacity for future growth of passengers and operations, as called for in the most recent Airport Master Plan Update.

- It allows for the rapid reuse of existing buildings and facilities, most of which are currently in good condition, thereby encouraging replacement of the 300+ direct jobs that were lost as a result of the BRAC action closing the 440th Air Reserve Station, achieving the LRA's economic development goals.
- A FAA-sponsored, no-cost Public Benefit Conveyance of the property will result in substantial cost savings to the federal taxpayer, since it will not have to be acquired again by the Airport in the future, using federal grant funding.
- The Preferred Plan provides opportunities for Milwaukee area educational institutions to expand teaching opportunities and to enhance research and development contracts, including those supported by the Department of Defense. In addition, it provides space at reasonable cost to law enforcement agencies for training and equipment storage, enhancing response times and security levels.
- The plan accommodates the facility needs of the only qualified housing the homeless service provider to request property, by permitting the Hunger Task Force to utilize Building 205 for food storage and distribution purposes.
- The Airport will need to invest funds in the property at transfer, until most of the buildings are leased and occupied by tenants. Funding is available from the Airport's operating reserve fund and permission has been provided by the airlines to use a portion of this fund for these purposes.
- A pro forma financial analysis indicates that the property will generate positive cash flow within four to five years of take-over, using conservative estimates of building occupancy, requiring an investment of approximately \$1.9 million in funding. At full occupancy (90%), the property will generate an estimated \$490,000 per year in positive cash flow to the Airport.
- The LRA will attempt to enter into a cooperative caretaker agreement with the Air Force to take over property management of the base until transfer occurs.
- The Preferred Reuse Plan will serve as the basis for the Airport Public Benefit Conveyance application by the County to the FAA to initiate the transfer process.
- A Legally Binding Agreement has been developed between the LRA, the Airport and the Hunger Task Force for the leasing of Building 205.

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## **II. SITE OVERVIEW**

### **A. Introduction**

This chapter provides an overview of the 440th Air Reserve Station and the physical and geo-political context in which redevelopment may occur.

### **B. Description**

The 440th property contains approximately 102 acres and is developed with approximately 465,000 square feet of built space in 93 buildings, along with supporting streets and parking areas, full utilities, and approximately 20 acres of aircraft parking apron with direct access to General Mitchell International Airport. It is rectangular shaped (approximately 2,300 feet east to west and 1,750 feet north to south) with entrances located on East College Avenue and S. Howell Avenue. There is also an extension of the property to the north along the airport boundary.

The property is surrounded by a variety of commercial, industrial, transportation and older residential uses. On the north side, the abutters include a car rental facility, the former St. Stephens Parish church and school (now closed and reportedly under agreement for hotel development) and property owned by the State of Wisconsin and used by the 128th Air National Guard wing. Beyond these properties is the General Mitchell International Airport. The entire eastern boundary is GMIA property consisting of Taxiway "R" and Runway 1L/19R. To the south along East College Avenue, abutters include airport property (a corporate hangar), a facility owned by Milwaukee Area Technical College (MATC) and several privately owned commercial/residential properties including a large landscaping supply business. To the west, between the property line and South Howell, are several private properties containing a mix of commercial businesses, residential units and a cemetery (St. Stephens).

The site topography is generally level, with on-site drainage flowing generally northeast toward the airfield. The site is densely developed in a low-rise urban industrial fashion, with a regular street grid and primarily one- and two-story buildings. Building uses include office, commercial, light industrial shops, storage and aviation (hangars) as well as supporting structures such as a fire station, fuel area and special-use facilities. The grounds are landscaped and generally well kept. The entire site is securely fenced around the perimeter and between the general base and airside facilities. Although there are two street entrances, only the College Avenue entrance is used on a regular basis. It includes two manned gatehouses and a new truck inspection facility. The Facilities Assessment chapter provides detail on all buildings on the base.

Figure II-1 and Figure II-2 provide "bird's eye" views of the facility.



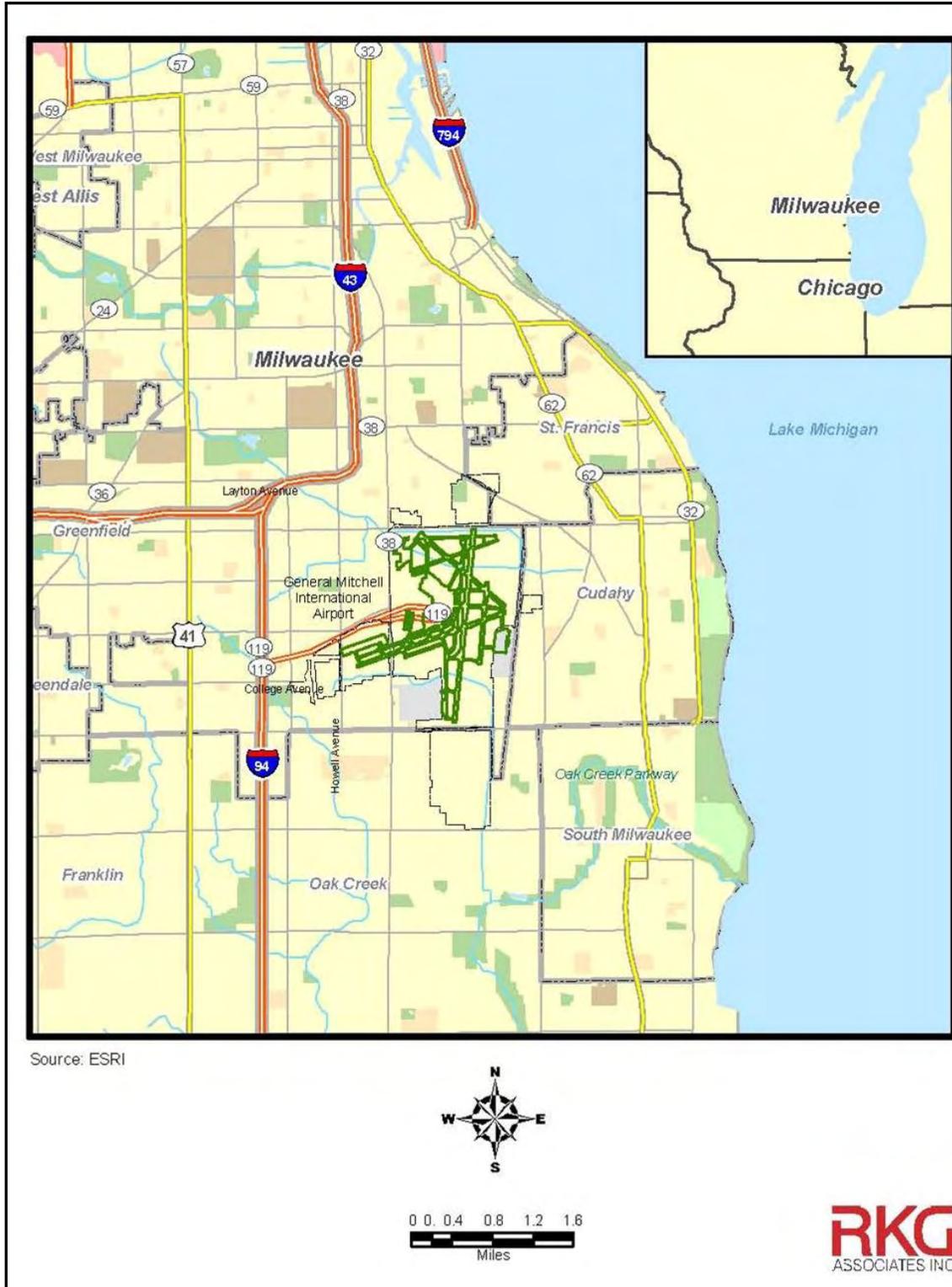
Figure II-1: Aerial Perspective of 440th Air Reserve Station (view looking northeast)



**Figure II-2: 440th Site in Relation to Airport (view looking northeast)**

### **C. Regional Context**

The property is situated on the southern edge of the City of Milwaukee adjacent to the General Mitchell International Airport. Surrounding jurisdictions include the City of Oak Creek to the south, South Milwaukee to the southeast, Cudahy to the east of the airport, St. Francis to the northeast, and Franklin to the southwest. Figure II-3 provides a regional geographic context for the site.



Source: ESRI

Figure II-3: Regional Geographic Context for the 440th Air Reserve Station

## **D. Property History**

Construction of the 440th Air Reserve Station site was started by the Air Force in the early 1950s, with the first major aircraft maintenance hangar, Building 217, constructed in 1956. Additional buildings and facilities were added over the intervening years, with the other major hangar, Building 302, added in 1975. The most recent addition is Building 220 on the north side of the aircraft parking apron, which was constructed in 2002. Prior to occupancy by the military, the site is believed to have been developed as agricultural farmland and associated uses.

## **E. Local Land Use Plans**

The reuse plan for the 440th Air Reserve Station must take into account other local planning efforts that may influence the type and timing of future development. The 440th property lies within the City of Milwaukee, which has an on-going comprehensive land use planning effort, and is directly adjacent to the City of Oak Creek, which also has a comprehensive land use plan. The site is also influenced by larger-scale regional planning efforts. Furthermore, the property is impacted by the long-range master plan of the General Mitchell International Airport (GMIA), discussed in the following section.

### **1. City of Oak Creek Comprehensive Plan (Published 2002)**

The City of Oak Creek approved a Comprehensive Plan in 2002. In that plan, the City recognized on-going airport development with the placement of a new runway. The plan calls for coordination of major road modifications due to the new runway, specifically the realignment of College Avenue.

The Oak Creek Comprehensive Plan also calls for joint planning and joint decision-making with Milwaukee County as plans for the airport continue to evolve. While the airport is located mainly within the City of Milwaukee, the airport's clear zone and height restrictions carry into Oak Creek. The Plan recognizes that height and development restrictions in airport impacted areas are to the benefit to Oak Creek citizens and the airport.

The Oak Creek Comprehensive Plan notes a possible site for commercial development for a parcel along Howell Avenue just south of College Avenue. The recommendations in the Oak Creek Comprehensive Plan do not limit the reuse plan opportunities.

### **2. A Regional Land Use Plan for Southeastern Wisconsin: 2035. (Published 2006)**

According to the Southeastern Wisconsin Regional Planning Commission (SEWRPC) website, the Commission has completed the review and update of the land use and transportation system plans for the seven-county Southeastern Wisconsin Region. The new year-2035 regional land use and transportation plans are intended to provide a vision for, and guide to, land use development and redevelopment and transportation system development in the Region for 20 or more years into the future.

SEWRPC published its Regional Land Use Plan in 2006. In the plan, General Mitchell International Airport is listed as a major economic activity center that should be retained as such. The regional plan does not address the reuse planning for the 440th base; however, it does not appear to limit the opportunities for base reuse.

### **3. Wisconsin DOT I-94 North South Corridor Study (on-going)**

According to the Wisconsin Department of Transportation website, the I-94 North-South corridor stretches from the Illinois state line through Kenosha and Racine counties to the Mitchell Interchange area (junction with I-43 and I-894) in Milwaukee County. The corridor also includes the STH 119 Airport Spur to General Mitchell International Airport in Milwaukee.

This area is a primary commercial and tourism route between Chicago, Milwaukee, the Fox Valley and Door County. It also serves growing industrial and residential areas in Kenosha, Racine and southern Milwaukee counties.

The Wisconsin Department of Transportation is planning to reconstruct parts of I-94 from the Mitchell Interchange south to the state line during the 2011-2016 timeframe. During part of that construction period, the marked reliever or detour routes for I-94 could feasibly include Howell Ave and Lake Parkway. If either or both routes are selected as detour routes, traffic congestion in the vicinity of the 440th Base area could increase. Traffic mitigation plans for the reconstruction will be developed by WisDOT and shared with the public in the near future.

### **4. City of Milwaukee, Southeast Side Area Plan**

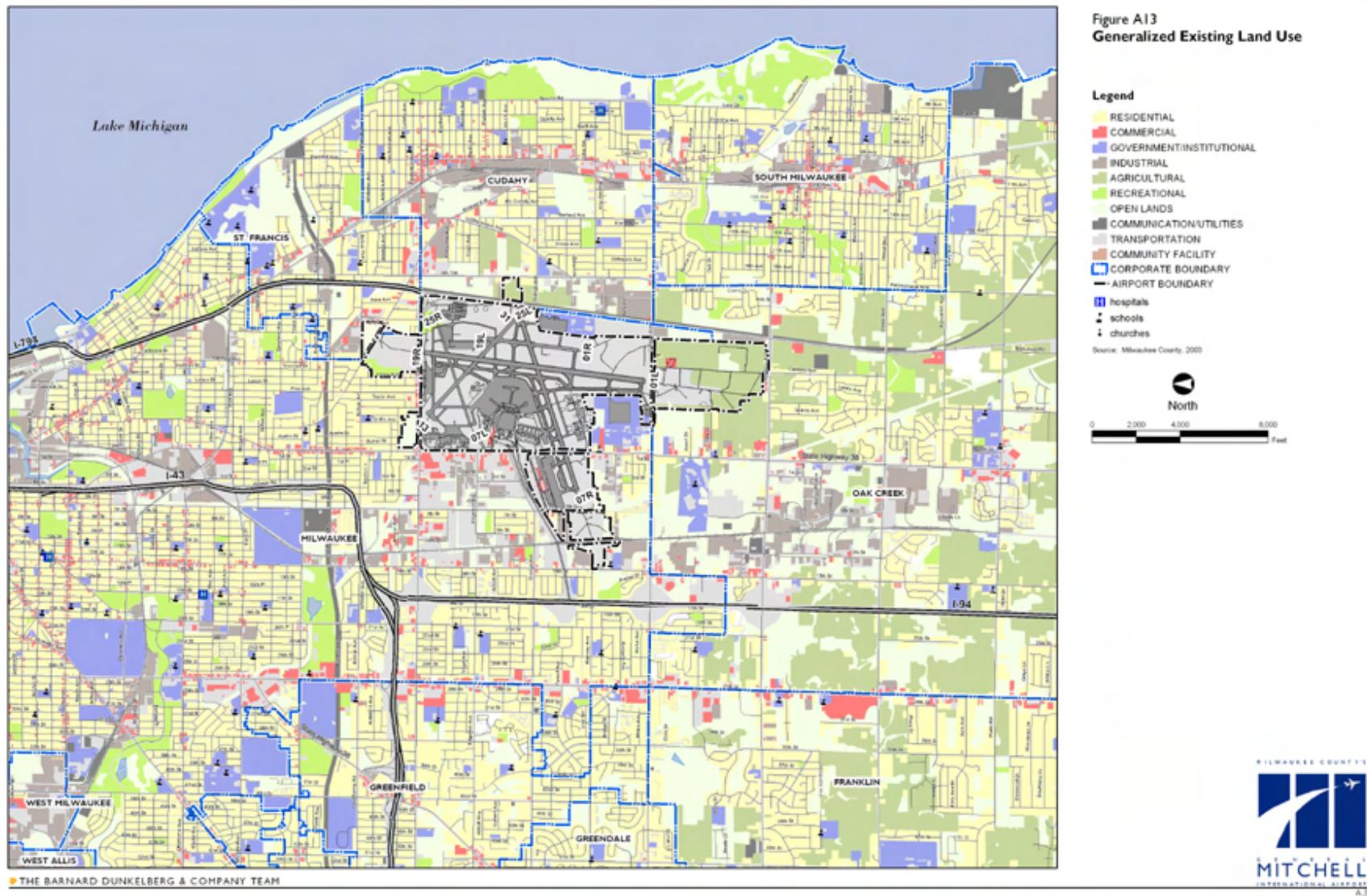
The City of Milwaukee's Department of City Development (DCD) has recently begun its plan for the southeast part of the city and the project is scheduled to be completed by late 2008. According to the DCD website, the purpose of the Southeast Side Area Plan is to evaluate the assets and opportunities of the area in order to guide new development that builds upon its resources. The plan will do so in a context that responds to the area's history, natural areas, and cultural resources.

The overall goals of the Southeast Side Area Plan are to:

- Build upon the strengths of the neighborhoods within the plan area;
- Provide a predictable regulatory process;
- Optimize the long-term value of public and private investments; and
- Generate consensus among businesses, property owners, and residents.

Reuse plans for the 440th Base are important to and will be incorporated into the Southeast Side Area Plan.

Figure II-4 is taken from the GMIA Master Plan Update and provides an overview of land uses in the vicinity of the 440th property.



**Figure II-4: Generalized Existing Land Use**

## **F. Airport Master Plan**

### **1. Introduction**

General Mitchell International Airport (GMIA) is in the process of updating the Master Plan that was approved by the Milwaukee County Board in 1993. The Master Plan Update for GMIA establishes a program for the improvement of existing facilities and the development of new facilities at the Airport over the next 20 years. The plan updates the analysis and conclusions of the Master Plan that was adopted by the Milwaukee County Board of Supervisors in 1993.

A comprehensive undertaking, the Airport Master Plan Update (AMPU) process identifies the type and extent of facilities that are required to meet projections of aviation demand and evaluates a range of alternatives for improving the facilities, consistent with forecast requirements. The process culminates with the recommendation of a preferred alternative. All functions at the Airport are considered, including the airfield, terminal related passenger services, cargo, general aviation, airport support and access. The AMPU includes substantial input from key stakeholders, including Airport tenants, public oversight agencies such as the Federal Aviation Administration (FAA), other public agencies, selected officials from Milwaukee County and surrounding municipalities, citizens, business groups, and community leaders with a stake in the future of the Airport.

Major elements of the AMPU include the need for a new parallel runway and the need for an expanded terminal. Alternatives analyzed in the AMPU include an east-west runway (7R-25L) that would run through a portion of the 440th property. The proposed runway would also require the acquisition of a number of residential properties located in the northwest quadrant of the College Avenue and Howell Avenue intersection. In addition, terminal configurations being analyzed include a new facility southeast of the existing structure that would impact some of the existing corporate hangars and a post office facility that are located off of Howell Avenue.

### **2. Roadway Alternative for Runway Expansion**

College Avenue (County Highway ZZ), runs east to west on the south side of the airport. The proposed runway expansion would require approximately 4,500 feet of College Avenue to be relocated. The relocation of College Avenue would stretch from approximately 1,000 feet east of the Howell Avenue intersection and continue west to roughly the railroad crossing near 6<sup>th</sup> Street. Howell Avenue, which runs north-south on the east side of the airport, is planned to be tunneled under the new runway, maintaining its current alignment. This tunneling may result in the displacement of some businesses not directly impacted by the runway due to required roadway grade changes.

### **3. Affected Properties within Runway Expansion**

The runway expansion will require the acquisition of public and private property, including portions of the 440th base, as shown in Figure II-5. A database of affected properties is maintained by the Airport, which includes assessed values, zoning, and

owner information, and other data related to the property and any buildings on it. With the approval of the Airport Master Plan Update in 1993, Milwaukee County also approved a Homeowners Protection Program that included protections for homeowners and businesses whose land is required for runway and runway protection zones.

#### **4. Noise Contour Analysis**

Three different noise contours associated with the built-out airport (including the runway expansion) have been analyzed in the AMPU. The analysis consisted of determining which properties adjacent to the airport will be within the ultimate area of the noise contours. A database of assessed values, zoning, owner information, and other information related to the property was created.

In the approved 1993 Airport Master Plan Update, a recognition of future airport noise issues were addressed as follows: “For those homes and businesses located off the ends of the new runway which are not required for actual runway construction but will be impacted by aircraft noise, transitional assistance programs will need to be developed.”

Part 150 of the Federal Aviation Regulations (FAR) establishes a voluntary Federal Aviation Administration (FAA) administered program that includes procedures to be followed by airports to assess aircraft noise and land use compatibility. It establishes a single system for the measurement of aircraft (and background) noise, a single system for determining the exposure of individuals to aircraft noise, and a standardized airport noise compatibility planning program.

General Mitchell International Airport completed a Part 150 Noise Compatibility Study in 1993. The Part 150 Noise Compatibility Study Update, currently underway, will look at current noise and land use conditions and develop a forecast of conditions for five years into the future. The objective of the study is to find reasonable solutions to the problems associated with noise generated by aircraft, and to present solutions that can be implemented. The goal of the overall program is for General Mitchell International Airport, in consultation with the state/local planners, local aviation groups, and interested citizens, to develop a balanced and cost-effective program to minimize and/or mitigate aircraft noise effects on the local communities.

The entire 440th property is located within the 65 DNL contour<sup>2</sup>. According to airport materials, existing noise sensitive structures (homes, schools, religious facilities) within the 65 DNL are eligible for sound insulation funding under the Part 150 voluntary sound insulation program. One goal of the Part 150 program is to reduce existing and potential future non-compatible land uses within the 65 DNL. The airport program did provide funding for sound insulation at the adjacent MATC Aviation Campus building adjacent to the College Avenue entrance to the 440th. However, structures built after 1998 are not eligible for Part 150 funding. The airport Part 150 program will not provide sound insulation funding for new or reused buildings, and future occupants of the reused 440th base would themselves incur costs of sound insulation.

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<sup>2</sup> DNL is a noise exposure standard used in aviation planning to analyze impacts on surrounding property. It is expressed in decibels, weighted for daytime and nighttime exposure. Locations within the 65 DNL contour are considered to be seriously impacted by noise and certain land uses, such as residential, are discouraged.

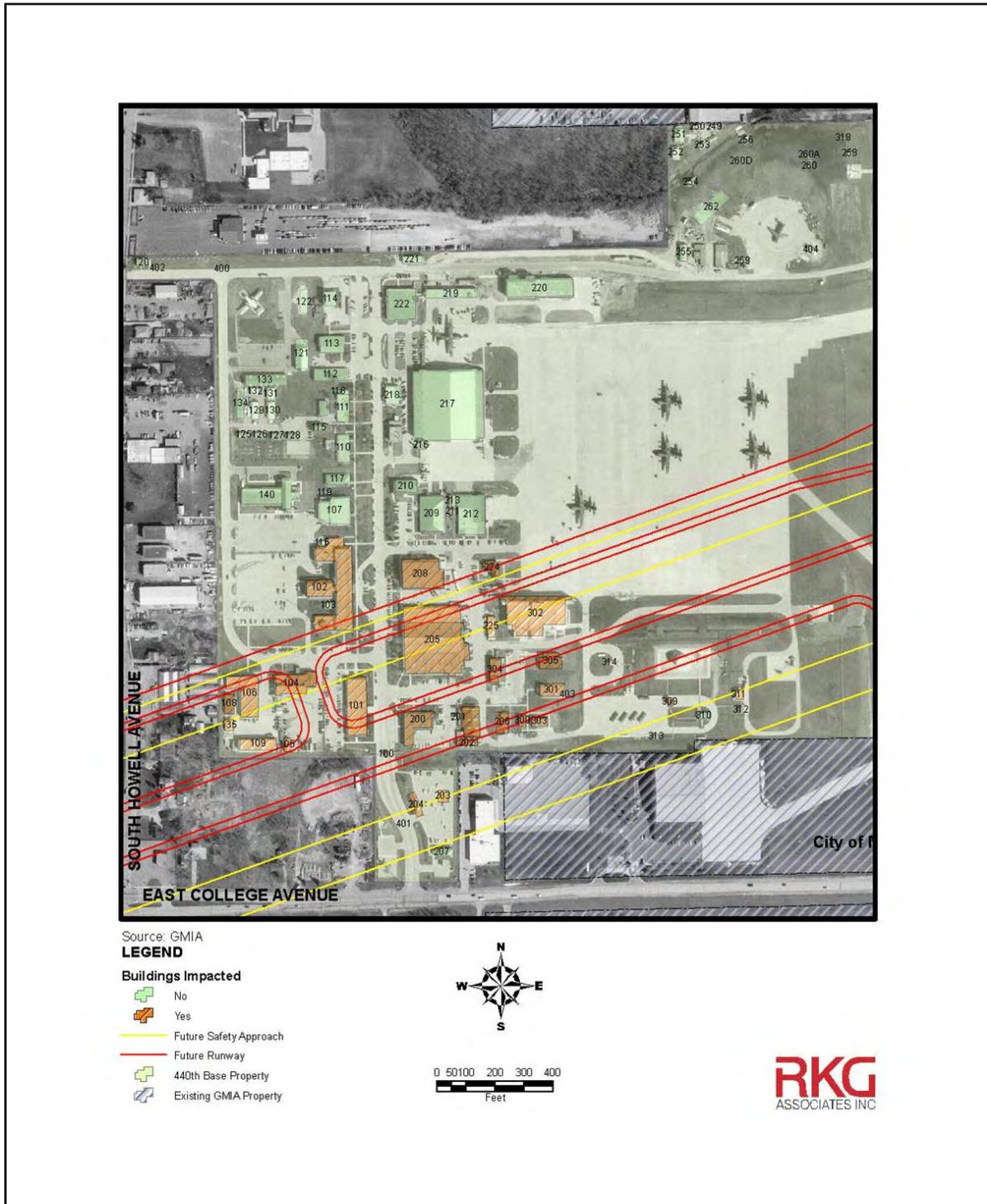


Figure II-5: Runway Expansion

## **5. Stormwater Management Plan Review**

The AMPU also includes a substantive analysis of the environmental issues regarding future development of the Airport, including a stormwater management plan review, consisting of an evaluation of a previously prepared document addressing the stormwater alternatives associated with future expansion. The evaluation recommended the use of two offsite storage areas to address water quantity concerns. Both recommended offsite storage areas lie outside of the future runway expansion area and would not affect redevelopment of the 440th property.

## **G. Zoning**

This section provides an overview of the existing zoning regulations for the Base property as well as for properties in the immediate vicinity of the facility. The Base itself has a zoning designation of Light Industrial (IL1), as do much of the adjoining properties with frontage on East College Avenue and South Howell Avenue. These zoning district areas are illustrated in Figure II-6. Aside from this industrial district, there are several pockets of Local Business and Residential (Single-Family and Two-Family) zoning that front along South Howell Avenue.

Permitted uses in the IL zoning district include an array of activities beyond just industrial facilities. Residential uses are generally excluded from the district but the ordinance does denote various commercial, service, educational, and medical oriented uses that are permitted in the district as well. Airport use is allowed in the IL1 district. While most of these additional uses are permitted by right, others, such as certain education and office uses, require a Special Permit (S) or are only permitted on a Limited Use (L) basis. Table II-1 illustrates the land uses permitted in the IL district that are considered most relevant to reuse of the Base property. Uses permitted by right are designated with a “Y.”

The dimensional standards for development of new industrial buildings in the IL district, including requirements for minimum lot size, maximum building height and minimum setbacks from property lines, are very unrestrictive. In fact, there are no minimum or maximum standards specified in the Table of Principal Building Design Standards (Table 295-805-2 in the Zoning Ordinance) for new industrial construction indicating that review of development proposals are based on “performance standards” that offer flexibility related to conditions of a given site or location. The only exception to this would be where an industrial site is adjacent to, or across the street from, a residential, institutional, park, or planned development district, in which case, additional development restrictions would apply. These requirements do not appear to impact the Base property; however, city zoning officials would have to make a final determination regarding the potential impacts of these specific regulatory provisions.

**Table II-1: Uses Permitted in the Light Industrial (IL) Zoning District**

Uses Permitted in the Light Industrial (IL) Zoning District			
	Type of Permit	Type of Permit	Type of Permit
<b>Educational Uses</b>		<b>Accommodation and Food Service Uses</b>	
Day Care Center	S	Tavern	L
College	S	Assembly Hall	S
School, Specialty or Personal Instruction	S	Restaurant, Sit-down	L
<b>Community-Serving Uses</b>		Restaurant, Fast-food / Carry-out	L
Public Safety Facility	Y	<b>Entertainment and Recreation Uses</b>	
<b>Commercial and Office Uses</b>		Park or Playground	S
General Office	Y	Recreation Facility, Indoor	S
Government Office	Y	Health Club	L
Bank or Other Financial Institution	S	Sports Facility	S
Garden Supply or Landscaping Center	Y	Gaming Facility	S
Home Improvement Center	Y	Marina	Y
Artist Studio	Y	<b>Storage, Recycling, and Wholesale Trade Uses</b>	
<b>Health Care and Social Assistance Uses</b>		Recycling Collection Facility	Y
Medical Research Laboratory	Y	Mixed-waste Processing Facility	L
Medical Service Facility	S	Salvage Operation, Indoor	L
Social Service Facility	S	Salvage Operation, Outdoor	S
<b>General Service Uses</b>		Wholesale and Distribution Facility, Indoor	Y
Business Service	S	Wholesale and Distribution Facility, Outdoor	Y
Building Maintenance Service	Y	Storage Facilities	
Catering Service	Y	Indoor	Y
Household Maintenance and Repair Service	Y	Outdoor	Y
Tool/Equipment Rental Facility	Y	<b>Transportation Uses</b>	
<b>Animal Services</b>		Ambulance Service	Y
Animal Hospital/Clinic	Y	Ground Transportation Service	Y
Animal Boarding Facility	Y	Passenger Terminal	Y
Animal Grooming or Training Facility	Y	Helicopter Landing Facility	S
<b>Agricultural Uses</b>		Airport	Y
Plant Nursery or Greenhouse	Y	Ship Terminal or Docking Facility	Y
Raising of Crops or Livestock	Y	Truck Freight Terminal	S
		<b>Motor Vehicle Uses</b>	
		Sales Facility	S
		Rental Facility	S
		Repair Facility	S
		Body Shop	S
		Outdoor Storage	Y
		Wholesale Facility	Y
		Sales Facility	Y
		Rental Facility	Y
		Repair Facility	L
		Body Shop	L
		Outdoor Storage	S
		Filling Station	S
		Car Wash	S
		Drive-through Facility	S
		Parking Lot, Principal Use	Y
		Parking Lot, Accessory Use	Y
		Parking Structure, Principal Use	Y
		Parking Structure, Accessory Use	Y
		Heavy Motor Vehicle Parking Lot, Principal Use	L
		Heavy Motor Vehicle Parking Lot, Accessory Use	Y
		<b>Industrial Uses</b>	
		Manufacturing, Light	Y
		Manufacturing, Heavy	S
		Research and Development	Y
		Contractor's Shop	Y
		Contractor's Yard	Y

Y = Permitted Use, S = Special Permit, L = Limited Use  
 Source: Zoning Code, City of Milwaukee, May 25, 2007

The purpose of the Light Industrial zoning district, as noted in the *Zoning Code of the City of Milwaukee*<sup>3</sup>, is to provide sites intended primarily for light industrial uses that utilize medium-sized buildings and do not have extensive outdoor storage areas or operations. The district reportedly contains both older industrial corridors as well as modern industrial parks. While the majority of buildings in the IL district are apparently used for industrial purposes, some commercial and office uses may also be included, which is representative of the mix of land uses in the vicinity of the Base property.

New, non-industrial buildings located in the IL district *are* subject to specific dimensional controls of the Local Business (LB1) zoning district. This is no minimum lot size for the LB1 district but the maximum building height is limited to 45 feet and the front setback is based on an average distance of neighboring properties (however, the *maximum* front setback cannot exceed 70 feet).

<sup>3</sup> *City of Milwaukee Zoning Code*, Internet Document, Latest Revision May 25, 2007

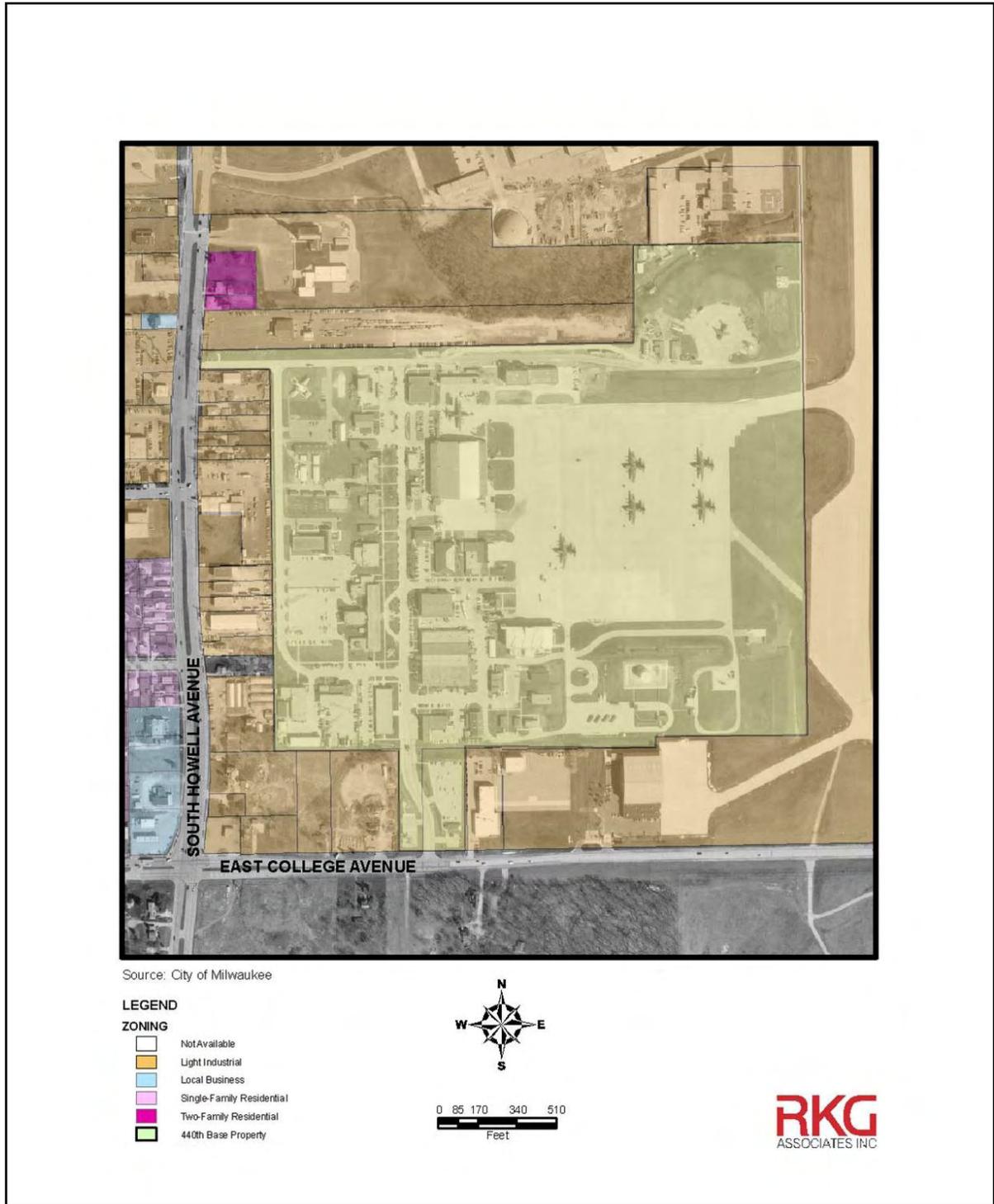


Figure II-6: Zoning

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### **III. FACILITIES ASSESSMENT**

#### **A. Introduction**

This chapter provides an overview of the physical attributes of 440th Air Reserve Station, including infrastructure, real property assets (buildings and related facilities), environmental issues and the personal property at the base. It is provided as part of this plan as a baseline against which possible future redevelopment can be evaluated. Although most of the facilities are currently (or have recently) been used by the Air Force, their applicability to alternative civilian uses may be limited due to age, condition, functionality or other constraints. On the other hand, many of the facilities are in good working order and can potentially be easily re-utilized.

#### **B. Infrastructure**

The base property is serviced with the following utilities: drinking water, sanitary service, storm sewers, electric, natural gas, steam lines (abandoned) and various communications lines. With the exception of the natural gas service, all utilities on the base property belong to the federal government and will be transferred with the base<sup>4</sup>. There is a grid network of roads and extensive airfield apron areas. There are also aboveground fuel storage tanks (AST), including an extensive fuel storage and transfer facility as well as oil/water separators (OWS) located throughout the base.

##### **1. Water Distribution System**

The water service is supplied by the City of Milwaukee. Milwaukee Water Works operates two water treatment plants serving the City of Milwaukee and surrounding communities. Water consumption averaged 122 MGD in 2005 with the plant capacity at 380 MGD (Milwaukee Water Works, 2005). The water distribution system has served the base adequately and foreseeable future use will not likely change this. Water service is not provided to all buildings such as storage sheds.

There are three different sized water mains serving the base: 6-, 8-, and 10-inches. Most of the water mains are cast iron; however, some cast iron mains have been abandoned in place and replaced with poly vinyl chloride (PVC) mains. A 10-inch, cast iron main dating to the 1950s connects Building 120 to the water main in Howell Avenue. Building 120 is a fire protection pump house with pumps intended to raise water pressure for fire fighting capabilities. From Building 120 the line branches out into a 10-inch PVC main installed in the 1990s and a 12-inch fire main. The fire main supplies a deluge sprinkler system for the two aircraft hangars, Buildings 217 and 302. The fire hydrants located throughout the base are not connected to this fire main but are connected to the water mains. The fire hydrants provide sufficient coverage to all areas of the base. An

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<sup>4</sup> There is one electrical circuit on the north side of the property that serves the abutting 128<sup>th</sup> ANG property that is believed to be owned by WE Energies. In addition, a small portion of the on-base telephone backbone is also believed to be owned by AT&T.

additional 10-inch main of unknown material installed during the 1980s enters the property from College Avenue.

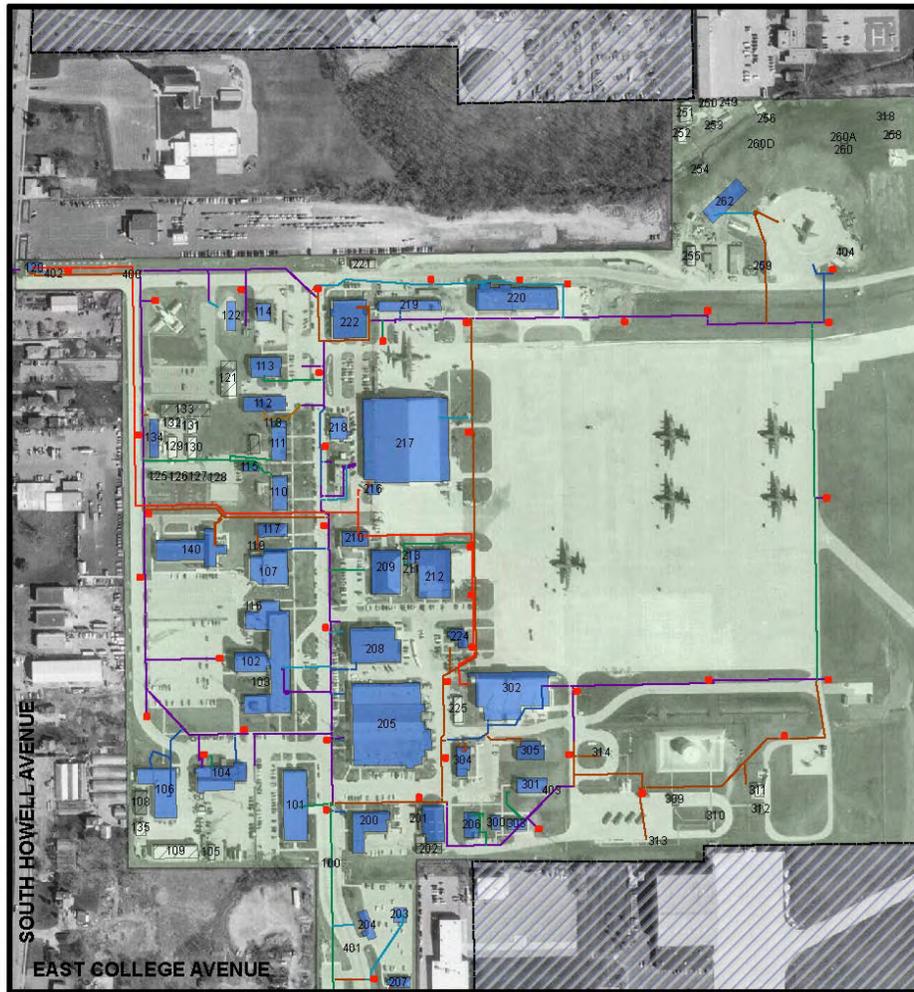
For fiscal year 2005, an average of 725,000 cubic feet (725 CCF) was consumed monthly with a peak monthly usage of 1,513 CCF. The associated average and peak water bills were \$2,395 and \$7,366, respectively. There are no supplemental water collection or treatment facilities on-site. Figure III-1 displays the water distribution system on base.

## **2. Sanitary Services**

The sanitary sewerage treatment services are provided by the Milwaukee Metropolitan Sewerage District (MMSD). MMSD operates two wastewater treatment plants with an average flow of 220 MGD and a capacity of 630 MGD. The system capacity is adequate for existing and future use. Sanitary service is not provided to all buildings such as storage sheds. A sanitary lateral from College Avenue provides service to Building 207; no other buildings are served by this lateral. A 10-inch sanitary line from Howell Avenue provides service for the remaining buildings having sanitary service. For conveyance, there are 6-, 8-, and 10-inch vitrified clay drainage pipes. Sections of the clay pipes have been replaced with PVC pipes when new buildings are constructed. It was noted in previous studies that there are few reported incidents of inflow & infiltration (Harland Bartholomew and Associates Inc., 2001) indicating the good condition of the conveyance pipes. The sanitary sewer capacity will support future development, with one consideration discussed below.

There are three pump stations on the base to assist with the conveyance. They are located in the vicinity of buildings 209, 262, and 302. Any alterations that affect the sanitary lines pressurized by the pump stations will interrupt service to the buildings served by the pressurized mains, or force mains. This includes buildings 206, 209, 210, 212, 213, 262, 300, 301, 302, 303, 304, 305, and a facility of the Wisconsin Air National Guard located north of the fire training area.

There were a total of fifteen oil/water separators (OWS) on site for pretreatment; eight are active, two are inactive, and five have been removed. The eight active OWSs either are connected to building floor drains or receive runoff from outdoor trenches (Corazon Mata, 2006). Two of the eight OWSs (Bldgs 308 and 314) do not discharge to the sanitary system. Instead, they discharge to the storm sewer system and are covered under a Wisconsin Pollutant Discharge Elimination System (WPDES) permit (Earth Tech, 2007). The costs associated with the sanitary service are incorporated in the water bill. Based on fiscal year 2005, the average monthly bill is \$1,678 and the maximum bill is \$2,965. Figure III-2 displays the sanitary sewer system. The sanitary sewer data provided incorrectly shows sanitary sewers underneath several buildings. Based on best available data, sanitary lines do run under Building 200 and 221. This presents a challenge for property ownership of these buildings.



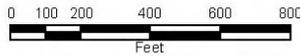
Source: GMIA ARS

**LEGEND**

- Water (1950s)
- Water (1960s)
- Water (1970s)
- Water (1980s)
- Water (1990s)
- Water (2000s)
- Fire Main (1990s)
- Fire Hydrant

**Water Service**

- No
- Yes
- 440th Base Property
- Existing GMIA Property



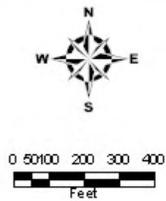
**Figure III-1: Water Distribution System**



Source: GMIA,ARS

**LEGEND**

- Sanitary
- ◆ Sanitary Lift Station
- ◆ Existing GMA Property
- Sanitary
- No
- Yes



**Figure III-2: Sanitary Sewer System**

### 3. Storm Sewer System

The base is served by a network of storm sewers, culverts, and drainage ditches. Base civil engineering personnel have indicated that the system has performed adequately with one minor exception. After a rainfall event, water does not drain well from the pavement area north of the main gate, a problem that could be solved by adding an inlet and altering the road grading. For any development that occurs and disturbs more than one acre of land or adds one-half acre of hard, impervious area, a stormwater management plan must be submitted according to MMSD regulations. The storm sewer system will need to be upgraded with new development.

The storm sewer pipe materials are either corrugated metal pipe (CMP) or reinforced concrete pipe (RCP). There are five stormwater outfalls on site, with Outfall 4 and Outfall 5 being the major outfalls. Outfall 4 collects runoff from the southern portions of the base plus some off site runoff from south of College Avenue. Outfall 4 discharges to the east through a forty-eight inch CMP and eventually drains to the Mitchell Field Drainage Ditch. Outfall 5 discharges the runoff from the northern portions of the base through a sixty-inch pipe to the Mitchell Field Drainage Ditch. Figure III-3 displays the storm sewer system.

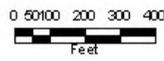
The base has a Wisconsin Pollutant Discharge Elimination System (WPDES) permit for the de-icing operations that occur on the flight line. The discharge of these operations flows directly to the storm sewers. Outfall 5 collects the runoff from the flight line (EA Engineering Science and Technology, Inc., 2005).



Source: GMIA ARS

**LEGEND**

-  Conduit
-  Storm Pipe
-  Sidewalks
-  440th Base Property
-  Existing GMIA Property



**Figure III-3: Storm Sewer System**

#### **4. Electrical System**

WE Energies supplies power to the base from Howell Avenue and 1st Avenue. Base civil engineering personnel indicated that the system is near capacity and an upgrade to the electrical system was planned in order to accommodate for current and future needs, but the upgrade has not occurred. Although there were never rolling blackouts on base, there were curtailments in place during unseasonably hot summer days. It is recommended that a new backbone be installed on the base to accommodate future uses prior to redevelopment.

The electrical distribution system has been described as being in fair condition (U.S. Air Force, 2000). However, discussions with WE Energies have indicated that the system does not meet their standards and is in need of an upgrade. As such, WE Energies has indicated that they would not purchase the system. WE Energies does not own the infrastructure serving the base. They do, however, own a line that supplies power to a Wisconsin Air National Guard facility located northeast of the base. Two branches of the distribution system feed the south side of the base and a third branch supplies the remaining portions of the base. There is a primary, overhead electric line running down B Street. Figure III-4 displays the electrical system on the base.

In 2001, the circuit was rated at 1,200 kilowatts (kW) (Harland Bartholomew and Associates, Inc., 2001). There is a 13.2-kilovolt (kV) distribution line that feeds the base distribution system from a metering cabinet (U.S. Air Force, 2000). The most recent available data (2005) indicated an average monthly demand of 1,175 kW, with a peak demand running at 1,402 kW during the month of August. The average basewide monthly electric bill is \$34,765, and the maximum bill is \$41,924.

#### **5. Communication Lines**

The base has several different communication lines. An AT&T phone line enters the base at Howell Avenue and 1st Avenue. AT&T service coverage is limited to the portion of the base bounded by 1st Avenue on the north and 6th Avenue on the south. There are separate phone lines covering the entire base served by a line entering at Howell Avenue and 1st Avenue. The two different lines coexist for redundancy purposes. Building 102 serves as the central node for the telephone system. Building 102 houses a telephone switch that is served by T-1 trunks. Approximately 1,200 telephone lines originate from inside Building 102. With the potential for distinct users on the site, this telephone switching system will need to be relocated to outside of a building. The base is also served by a Combat Information Transport System (CITS) line. The CITS line provides secure and non-secure internet services to most of the buildings on the base and is a T-1 line. When the Air Force leaves the site, communications staff personnel have indicated that all of the routers and switching equipment will be removed. The phone and internet cabling inside the walls will remain. Figure III-5 displays the communication lines.



Source: GMIA,ARS

**LEGEND**

- Primary Electric, Overhead
- - - Primary Electric, Underground
- Secondary Electric, Overhead
- - - Secondary Electric, Underground
- Lighting, Overhead
- - - Lighting, Underground
- - - Electric, Underground WE
- 440th Base Property
- Existing GMA Property

Electric  
No  
Yes



0 50 100 200 300 400  
Feet



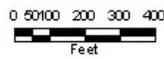
**Figure III-4: Electric Distribution System**



Source: GMIA,ARS

**LEGEND**

- AT&T Line
- Communications Line
- CITS
- ⊕ 440th Base Property
- ⊕ Existing GMIA Property



**Figure III-5: Communications Lines**

## **6. Roads**

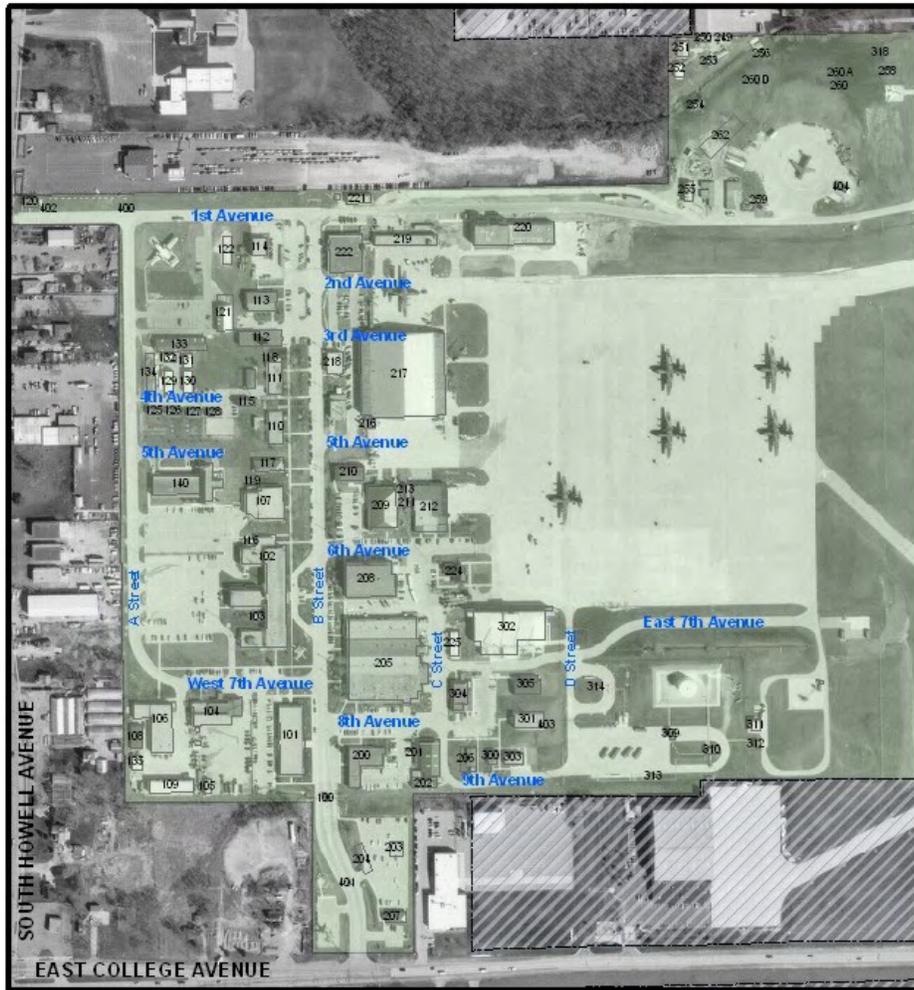
The primary access for the base is from College Avenue at the south via a signalized interchange. There is also access from Howell Avenue in the northwest corner of the base; however, access from Howell Avenue is non-signalized and right turn only. The general layout of the roads is a grid. Traffic circulation is a function of the base access, currently from College Avenue. After passing through the security checkpoints, traffic is routed northbound on B Street, the main street running north/south through the base. From B Street, the only left turn options are West 7th Avenue on the south and 1st Avenue on the north. Traffic can turn right onto 8th, 5th, 3rd, 2nd, and 1st Avenues. By allowing access and egress at Howell Avenue, traffic circulation will be improved. When the future C1 runway expansion occurs, the only access point for the base will be from Howell Avenue. A traffic study will need to be performed in advance to determine how to best provide access to the site from Howell Avenue. Figure III-6 displays the road layout.

The roads on base are asphalt with curb and gutter. The roads were resurfaced in 1990 and remain in good condition. There are 42,181 square yards of roads and 3,009 square yards of driveways. (Harland, Bartholomew & Associates, Inc., 1995). There are more than 45,000 square yards of parking providing approximately 925 parking spaces. During weekends when additional Air Force Reserve personnel were on base, parking spaces were very limited. The base population swelled during these weekends by almost four times its typical population from 400 to 1,300 personnel. The airfield apron is concrete pavement with an area of 95,056 square yards, capable of parking twelve C-130Hs. The twelve inch thick reinforced concrete apron served the C-130H with its maximum take-off weight of 155,000 pounds.

## **7. Natural Gas System**

The natural gas system is owned by WE Energies. The system provides heating and hot water to most of the buildings on base. Natural gas service is not provided to all buildings such as storage sheds. Natural gas service for the base is supplied from a 4-inch main via College Avenue. Although the existing system is in good operating condition with sufficient capacity for growth (Harland Bartholomew and Associates, Inc. 2001), runway expansion may require the natural gas service to be reconnected to a 4-inch main in Howell Avenue. This gas main should have adequate capacity for future uses. Excavation for the new runway may interfere with the existing system. Figure III-7 shows the natural gas distribution on base.

Average monthly demand for the most recent available data (2005) shows an average monthly consumption of 2,740 MCF with a peak consumption of 6,372 MCF in January. For the entire base, this corresponds to an average monthly gas bill of \$24,030 and maximum bill of \$56,218.

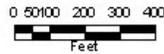


Source: GMIAARS



**LEGEND**

-  440th Base Property
-  Existing GMIA Property



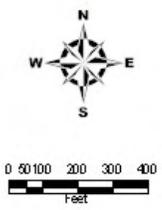
**Figure III-6: Base Road Layout**



Source: GMIA,ARS

**LEGEND**

-  Natural Gas
- Natural Gas**
-  No
-  Yes
-  440th Base Property
-  Existing GMIA Property



**Figure III-7: Natural Gas System**

## **8. Fuel System**

The fuel systems are located in the southeast corner of the property in the petroleum, oil, and lubricants (POL) area of base. The centerpiece of the area is the 400,000-gallon tank used to store aviation fuel. This area contains a fuel pipeline and storage tanks. The pipeline was installed in 1956 and allows for fuel transfer between ASTs and fuel trucks (Earth Tech, 2007). There are also two 2,000-gallon liquid oxygen storage tanks in the POL area.

## **9. Steam Line System**

The Central Heating Building (No. 215) was demolished in 2004. Consequently, the steam heating mains are no longer required and an estimated 6,000 linear feet of steam pipes have been abandoned in place. The abandoned steam mains may contain Asbestos Containing Material (ACM). When the steam plant was demolished, ACM was removed from tunnels and crawl spaces, but not in areas where it was buried. Future construction programs should call for an investigation for ACM. Figure III-8 displays the abandoned steam system.

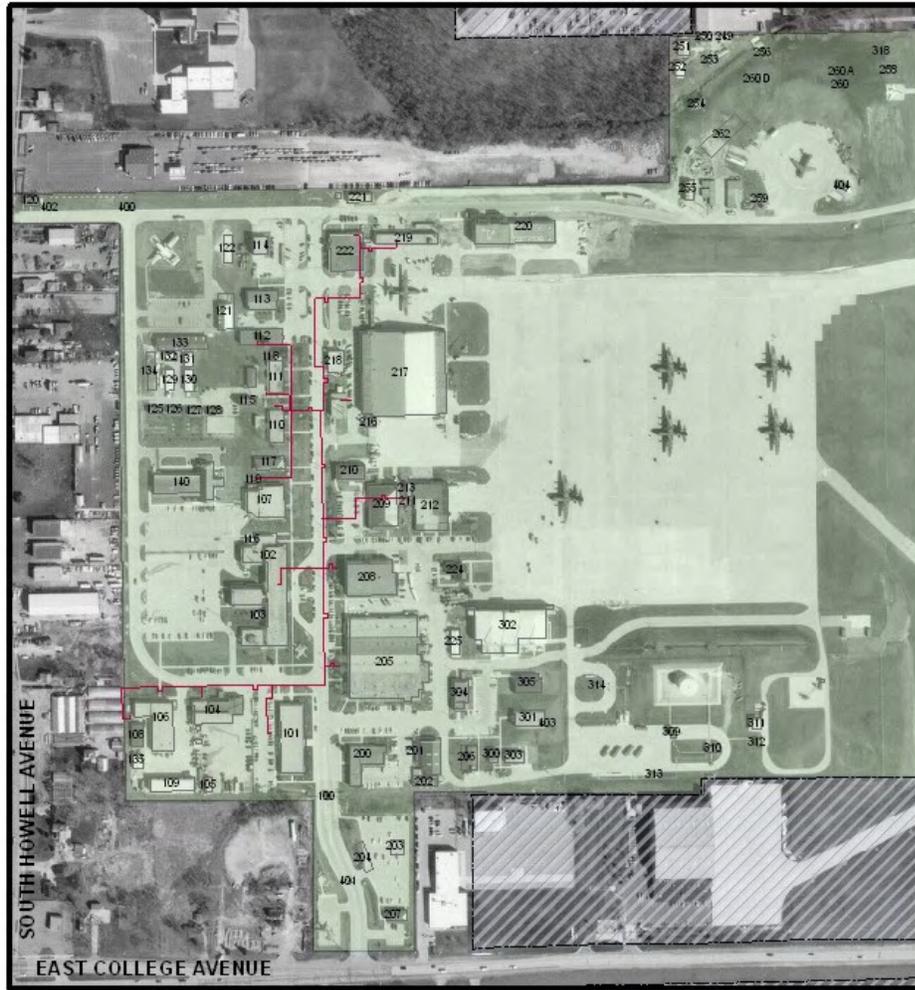
## **10. Aboveground Storage Tanks**

The base contains a collection of aboveground storage tanks (AST). A total of forty-six storage tanks are onsite. They store a variety of materials including: grade eight jet propulsion fuel (JP-8), diesel fuel, motor gasoline (MOGAS), new engine oil and antifreeze, waste oil and antifreeze, deicing fluid, hydraulic fluid, aqueous film forming foam (AFFF), aircraft soap, liquid oxygen (LOX), lubricants, and propane (Earth Tech, 2007). Table III-1 lists the active AST on the base with associated contents and capacities.

**Table III-1: Existing Facilities Assessment**

Facility ID (Building Name)	Content	Capacity (gallons)
Building 103-Emergency Generator Building	Diesel	40
Building 104-Vehicle Operations and Management	Waste Oil	500
	Antifreeze	120
	Waste Antifreeze	120
	Waste Antifreeze	120
	Gear Oil	120
	Hydraulic fluid	120
	Transmission fluid	120
	Engine Oil	120
	Engine Oil	240
	Engine Oil	240
Building 106-Civil Engineering	Potassium Acetate	275
	Potassium Acetate	275
	Diesel	100
Building 116-Emergency Generator Building	Diesel	40
Building 118-Emergency Generator Building	Diesel	30
Building 119 Emergency Generator Building	Diesel	100
Building 120-Fire Protection Pumphouse	Water	-500
	Diesel	300
	Diesel	300
Building 140-Medical Training Facility/Bio-Environmental	Gasoline	30
Building 200-Security Forces	Diesel	30
Building 203-Vehicle Registration and Visitor Passes	Diesel	194
Building 209-Squadron Operations	Diesel	30
Building 211-Emergency Generator Shed	Diesel	50
Building 216-AFFF Pumphouse	AFFF	800
	Diesel	40
Building 217-Maintenance Hanger	Diesel	30
	Aircraft Soap	275
	Waste Oil	200
Building 219-Aerospace Ground Equipment Shop	Engine Oil	200
Building 220-Airport Training Facility	Hydraulic Fluid	50
Building 222-Aircraft Maintenance Shop	Ethylene glycol	180
Building 224-Airfield Management	Diesel	50
Building 301 Indoor Firing Range	Water	Unknown
Building 302-Fuel Cell Maintenance Hangar	AFFF	375
Building 308-POL Complex/JP-8 AST	JP-8	400,000
Building 310-POL Complex/Fuel Distribution Pump House	Reclaimed JP-8	1,000
Building 311-LOX Storage	Liquid Oxygen	2,000
	Liquid Oxygen	2,000
Building 7106-Engine Test Stand	JP-8	2,500
Building 8102-Propane Tank	Propane	12,000
Building 8103 Diesel Tank	Diesel	10,000
Building 8104-MOGAS Tank	MOGAS	10,000
Building 8105-Deicing Fluid Tank	Propylene Glycol	4,500

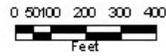
Source: Environmental Condition of Property Report General Mitchell International Airport Air Reserve Station, Milwaukee, Wisconsin, April 2007.



Source: GMIA/ARS

**LEGEND**

-  440th Base Property
-  Existing GMIA Property
-  Steam (Abandoned)



**Figure III-8: Abandoned Steam System**

## 11. Summary of Findings & Conclusions

The base is well supplied with utilities, most of which are owned by the base. Many of the utilities will support future development of the area. However, an upgrade to the electrical distribution system may be required to support future growth. The power company has indicated it is not interested in acquiring the existing system, so someone will be required to be assigned to service the system when needed. The natural gas system will likely be impacted by the runway expansion project. This would require a connection to be made to the gas main in Howell Avenue. Utility upgrades for water and sewer service should be scheduled when building or road projects are undertaken.

If the property is subdivided into small parcels, the current utility layout will require many easements. Many of the utilities run parallel to B Street, but they are not underneath the road. These utilities could be incorporated into a larger right-of-way. Two regions have utilities placed at different angles making the creation of parcels potentially challenging. One such region is the area south of Building 302 bordered by C Street on the West and D Street on the East. These buildings would be removed as part of the runway expansion, so creating parcels in this area is not recommended. The other region is the area West of B Street bordered by 1st Avenue on the North and 2nd Avenue on the South. These buildings will not be required for the runway expansion. An option when creating parcels is to create larger parcels that encompass several buildings.

Key considerations regarding utilities:

- Real estate - effect of utilities on creating parcels (easements, right-of-way).
- The telephone switches are located inside of Building 102 and may need to be relocated outside of the building for easier access.
- Electrical infrastructure will not meet future needs and the electric company is not interested in buying the existing infrastructure.
- Natural gas service may be impacted by runway expansion.
- A Traffic Study will be required to address base access on Howell Avenue when the primary access from College Avenue is removed with the runway expansion.

## C. Buildings

### 1. General

The 93 buildings on the Base total 426,250 SF with 44 buildings less than 1,000 SF, 36 buildings between 1,000 and 10,000 SF and 13 buildings greater than 10,000 SF. Most of the buildings are in good condition with heating systems that were replaced in the 90's. Most of the buildings are not handicapped accessible, but since most of the buildings are shop and storage buildings, handicapped accessibility is not necessary. The major office and public access facilities do provide for handicap access. Most of the buildings have manual fire alarms and automatic fire detection systems.

The buildings on base are used for storage, offices, shops, guard buildings, infrastructure buildings, and special use buildings. There are also numerous metal storage structures (boxes) on the site, some of which have Facility ID numbers.



**Exhibit III-1: Building 106  
Civil Engineering**

Sixty-one of the 93 buildings, with a total of nearly 413,000 square feet, have heating systems, while 48 buildings with 306,000 square feet are air-conditioned. Fifty-eight buildings with 377,000 square feet have toilet facilities.



**Exhibit III-2: Building 220  
34th Aerial Port Squadron**

## **2. Storage**

Twenty-six of the 93 buildings on base are used for storage for a total of 93,741 SF. Some office and shop buildings that have storage space in them are not included in these totals. Most of these buildings are prefabricated metal buildings in good condition. Eleven of these 28 buildings will be impacted by the proposed runway C1 expansion. However, these 11 buildings amount to most of the storage total area (95,916 of the 137,713 SF), since this includes the biggest storage building 205, which serves as the base warehouse and distribution center. Most of the remaining buildings are small buildings without air conditioning and bathrooms.

### 3. Offices



**Exhibit III-3: Building 207  
Recruiting Office at Front Gate**

Twenty of the 93 buildings on base are used as offices for a total of 87,756 SF. Some storage and shop buildings that have office space in them are not included in these totals. Most of the smaller office buildings are in fair to poor condition, but most of the larger buildings are in good to excellent condition. Eight of these 20 buildings will be impacted by the proposed runway C1 expansion. However, these eight buildings amount to most of the total office area (73,780 of the 87,756 SF), since this includes the two biggest administrative buildings 101 and 102. Most of the remaining buildings are medium and small buildings without bathrooms and are not handicapped accessible. The most notable of the remaining buildings are buildings 207 and 210 that were built in 1994 and 1998 and are in excellent condition. Buildings 207 and 210 are handicapped accessible and have bathrooms and air conditioning.



**Exhibit III-4: Building 210  
Tactics/Intelligence Building**

#### 4. Hangars

There are two primary aircraft hangars on the base, including Building 217 at 69,848 SF (the largest building on base) and Building 302 at 22,452 SF for a total of 92,300 SF. These buildings, while usable for other purposes such as storage, have been in active use supporting the on-going maintenance of aircraft. In addition to large, open-bay space, they also include supporting shops, offices and storage space.



**Exhibit III-5: Building 302  
Fuel Systems Maintenance Dock**



**Exhibit III-6: Building 217  
Maintenance Hangar**

## 5. Shops



**Exhibit III-7: Building 209  
Squadron Operations Building**

Eleven of the 93 buildings on base are classified as shops for a total of 77,468 SF. Most of the shop buildings are in fair to good condition. Four of these buildings will be impacted by the proposed runway C1 expansion. These four buildings only amount to about a fourth of the total shop area (34,207 of the 147,317 SF). Most of the remaining buildings are medium and large buildings with bathrooms and air conditioning, but are not handicapped accessible. Among the more notable of the remaining buildings are Buildings 209 and 222 that were built in 1988 and 1996 and are in good condition. The buildings are shops with offices and have bathrooms and air conditioning. The newest of the remaining buildings is Building 220, a 2-story storage building with offices built in 1999. Building 220 is in excellent condition and has an elevator to offices on the upper level and a crane.



**Exhibit III-8: Building 222  
Aircraft Maintenance/Flightline Facility**

## 6. Special Use Buildings

Thirteen of the 93 buildings on base are special use buildings for a total of 47,054 SF. Three of these 13 buildings will be impacted by the proposed runway C1 expansion (Indoor Firing Range 301, LOX Storage 311 and Base Fuel Station 314) which will also impact 2 more support buildings (LOX Support 312 and POL Complex 310).



**Exhibit III-9: Building 140  
Medical Training Facility**

The Medical Training Facility 140 was built in 1998 and is in excellent condition. It is handicapped accessible and has air conditioning and restrooms. The Medical Training Facility 140 has labs, exam rooms, a large classroom, an x-ray room, dental facilities, optical center and bio lab.



**Exhibit III-10: Building 107  
Sijan Dining Hall**

The two dining halls, buildings 107 and 111, were built in 1978 and 1962 and are in good to fair condition. The dining halls have air conditioning, emergency power, and rest rooms. The dining halls are not fully handicapped accessible. Dining Hall 107 has cold storage, a loading dock and dishwashing equipment.



**Exhibit III-11: Building 212  
Fire Station**

The Fire Station 212 and Fire Training Tower 8601 are in fair condition. The Fire Training Tower was built in 1994 and was used for training fire fighters. The Fire Station was built in 1960. It has air conditioning and rest rooms, but is not handicapped accessible. The Fire Station also has compressed air, bedrooms, a classroom, a gym, mezzanine locker storage, a kitchen, a sauna and is connected to building 213.



**Exhibit III-12: Building 110  
Billing/Fitness Center**

The two fitness buildings, buildings 110 and 115, were built in 1962 and 1983 and are in fair to good condition. The fitness buildings have air conditioning and locker rooms, but are not handicapped accessible. Fitness building 115 has a racket ball court. Fitness building 110 has offices in addition to the work out rooms.

## **7. Guard Buildings**



**Exhibit III-13: Building 401  
Main Gate House**

Six of the 93 buildings on base are used as guard buildings for a total of 546 SF. Most of the guard buildings were built in 2001 to provide additional security. Three of the six buildings will be impacted by the proposed runway C1 expansion. These three buildings include both of the guard buildings at the main gate. The remaining buildings are very small and in poor condition. They may be of little practical use.

## 8. Infrastructure Buildings



**Exhibit III-14: Building 119  
Emergency Generator for Building 107**

Eight of the 93 buildings on base are infrastructure buildings for a total of 2,703 SF. The infrastructure buildings serve a function for another building or the whole base and include five emergency power buildings and three pump houses. These buildings are generally small and in good shape and most are prefabricated metal buildings. None of the infrastructure buildings are impacted by the proposed runway C1 expansion.

## 9. Metal Boxes



**Exhibit III-15: Building 260A  
Munitions Storage**

Seven of the 93 buildings on base are metal boxes for a total of 1,546 SF. Metal boxes are freestanding structures that are not on a foundation and can be easily moved. Some of these structures on base have Facility ID Numbers and some do not. This report only

includes those with numbers. Most of the metal boxes are small, are in good condition, and will be moved to the new base.

### **10. Summary**

The 90-plus buildings on the base range in size from 25 to 69,848 square feet and were built over the past 40+ years. Of the total, approximately 13% are considered in Excellent condition, 58% in Good condition, 25% in Fair condition and 4% in Poor condition.

There are 12 buildings with more than 10,000 square feet of space (for a total of nearly 300,000 square feet) and 7 with between 5,000 and 10,000 square feet. The majority of buildings (73) have less than 5,000 square feet of space (with a total of 84,000 square feet), and 44 have less than 1,000 square feet each.

Most multi-story buildings do not have elevators and only a few buildings are handicap accessible. About a third of the buildings are not heated and only half have air conditioning.

Table III-2 on the following pages provides details on all numbered buildings at the base.

**Table III-2: Existing Facilities Assessment**

Facility ID	Facility Name	Year of Construction	Square Footage	Facility Construction	No. of Stories	Facility Condition	Current Use	Impacted by Runway C1 Expansion	Heating	Air Conditioning	Emergency Power	Toilet(s)	Handicap Accessibility	Security System	Fire-Protection	Special Features
100	Guard Shack	1994	138	Brick exterior with flat roof.	1 Story	Excellent	Guard Building	Yes	Yes	Yes	No	No	No	Yes	Manual fire alarm and automatic fire detection system.	
101	Administration/ Finance Office	1990	11,084	Brick exterior with flat roof.	1 Story	Excellent	Offices	Yes	Yes	Yes	No	Yes	Yes	Yes	Manual fire alarm and automatic fire detection system.	Designed for future 2nd story.
102	Wing HQ	1957	45,317	Brick exterior with flat roof.	2 Stories w/ small Basement	Good	Offices	Yes	Yes	Yes	Yes, 60kw	Yes	Partial, no elevator	Yes	Manual fire alarm and automatic fire detection system and sprinkler system.	Compressed air, Auditorium, and phone system for Base.
103	Emergency Generator Building	1974	360	Prefabricated Metal Building	1 Story	Fair	Emergency power for Facility No. 102	No	No	No	Yes, 60kw	No	No	No	None.	
104	Vehicle Operations and Management	1959	7,676	EIFS and brick exterior with flat roof.	1 Story	Fair	Vehicle Shop w/ Offices	Yes	Yes	No	No	Yes	No	No	Manual fire alarm and automatic fire detection system and sprinkler system.	Compressed air, crane, Battery Shop, Car Wash, Tool Shop and Refueling Bay.
105	Storage Shed	1994	810	Prefabricated Metal Building	1 Story	Fair	Storage	Yes	No	No	No	No	No	No	Manual fire alarm and automatic fire detection system.	
106	Civil Engineering	1975	10,740	EIFS and brick exterior with flat roof.	1 Story	Good	Offices and Maint. Shops	Yes	Yes	Yes	Yes, 60kw	Yes	No	No	Manual fire alarm and automatic fire detection system.	Compressed air.
107	Mess Hall/Open Mess	1978	8,540	Brick exterior with flat roof.	1 Story	Good	Dining Hall w/ Kitchen	No	Yes	Yes	Yes, 60kw	Yes	Partial, not Toilets	No	Manual fire alarm and automatic fire detection system.	Cold Storage, Loading Dock and Dish Washing.
108	CES (Military)	1996	2,012	Prefabricated Metal Building	1 Story	Fair	Offices	Yes	Yes	Yes	No	No	No	No	Manual fire alarm and automatic fire detection system.	
109	Vehicle Storage	1992	5,200	Prefabricated Metal Building	1 Story	Good	Big Vehicle Storage	Yes	Yes	No	No	No	No	No	Manual fire alarm and automatic fire detection system.	High ceilings and 7 wide bays for big equipment.
110	Fitness Center	1962	3,384	EIFS exterior with flat roof.	1 Story	Fair	Fitness Center w/ Offices and Locker Rooms	No	Yes	Yes	No	Yes	No	No	Manual fire alarm and automatic fire detection system.	
111	Open Mess	1962	3,384	EIFS exterior with flat roof.	1 Story	Fair	Dining Hall w/ Kitchen	No	Yes	Yes	Yes, 30kw	Yes	No	Yes	Manual fire alarm and automatic fire detection system.	Food Cooler to be removed.
112	Parachute Shop	1962	4,414	Painted block exterior with flat roof.	1 Story	Good	Maint. Shops w/ Offices	No	Yes	Yes	No	Yes	No	No	Manual fire alarm and automatic fire detection system.	Tall tower for parachute maint.
113	Squadron Operations	1982	4,000	Brick and metal exterior with metal roof.	1 Story	Good	Offices w/ Storage	No	Yes	Yes	No	Yes	No	No	Manual fire alarm and automatic fire detection system.	
114	Base Exchange (BX)	1985	2,000	Painted block and metal exterior with metal roof.	1 Story	Good	Store w/ Office	No	Yes	Yes	No	Yes	No	Yes	Manual fire alarm and automatic fire detection system.	
115	Gymnasium	1983	1,347	Ribbed split-face block exterior with flat roof.	1 Story	Good	Racket Ball Court	No	Yes	Yes	No	Yes	No	No	Manual fire alarm and automatic fire detection system.	
116	Emergency Generator Building	1996	201	Prefabricated Metal Building	1 Story	Good	Emergency power for Facility No. 103	No	No	No	No	No	No	No	None.	
117	Services Offices	1996	2,712	EIFS and brick exterior with flat roof.	1 Story	Good	Offices w/ Storage	No	Yes	Yes	No	Yes	Yes	No	Manual fire alarm and automatic fire detection system.	
118	Emergency Generator Building	2002	144	Prefabricated Metal Building	1 Story	Good	Emergency power for Facility No. 111	No	No	No	No	No	No	No	None.	
119	Emergency Generator Building	2002	144	Prefabricated Metal Building	1 Story	Excellent	Emergency power for Facility No. 107	No	No	No	No	No	No	No	None.	
120	Fire Protection Pumphouse	1996	846	Painted block exterior with flat roof.	1 Story	Fair	Fire Protection Pump House	No	No	No	No	No	No	No	Manual fire alarm and automatic fire detection system.	2 big water pumps for Base Fire Protection System.

Facility ID	Facility Name	Year of Construction	Square Footage	Facility Construction	No. of Stories	Facility Condition	Current Use	Impacted by Runway C1 Expansion	Heating	Air Conditioning	Emergency Power	Toilet(s)	Handicap Accessibility	Security System	Fire-Protection	Special Features
121	Airlift Control Flight Storage	1998	3,024	Prefabricated Metal Building	1 Story	Good	Storage	No	Yes	Yes	No	No	No	No	Manual fire alarm and automatic fire detection system.	
122	CE/Heavy Equipment Storage	2000	1,800	Prefabricated Metal Building	1 Story	Good	Storage w/ Offices	No	Yes	No	No	Yes	No	No	Manual fire alarm and automatic fire detection system.	
125	Services Storage	1994	648	Prefabricated Metal Building	1 Story	Good	Storage	No	No	No	No	No	No	No	Manual fire alarm and automatic fire detection system.	
126	440th Medical Squadron Storage	1994	648	Prefabricated Metal Building	1 Story	Good	Storage	No	No	No	No	No	No	No	Manual fire alarm and automatic fire detection system.	
127	Services Storage	1994	648	Prefabricated Metal Building	1 Story	Good	Storage	No	No	No	No	No	No	No	Manual fire alarm and automatic fire detection system.	
128	Services Storage	1994	648	Prefabricated Metal Building	1 Story	Good	Storage	No	No	No	No	No	No	No	Manual fire alarm and automatic fire detection system.	
129	Communications Flight Maintenance Facility	1996	1,690	Prefabricated Metal Building	1 Story	Good	Storage w/ Office	No	Yes	Yes	No	No	No	No	Manual fire alarm and automatic fire detection system.	
130	Storage Shed CE Military	1996	1,386	Prefabricated Metal Building	1 Story	Good	Storage	No	Yes	No	No	No	No	No	Manual fire alarm and automatic fire detection system.	
131	Communication Flight Storage	1996	905	Prefabricated Metal Building	1 Story	Good	Storage	No	Yes	No	No	No	No	No	Manual fire alarm and automatic fire detection system.	
132	Storage Shed/CE Services	1996	696	Prefabricated Metal Building	1 Story	Good	Storage	No	Yes	No	No	No	No	No	Manual fire alarm and automatic fire detection system.	
133	CE Shop Military	1998	5,189	Prefabricated Metal Building	1 Story w/ small mezz.	Good	Maint. Shop w/ Office	No	Yes	Yes	No	Yes	No	No	Manual fire alarm and automatic fire detection system.	Compressed Air.
134	Storage Shed CE Military/ Others	2001	2,520	Prefabricated Metal Building	1 Story	Good	Storage	No	Yes	No	No	No	No	No	Manual fire alarm and automatic fire detection system.	
135	Civil Engineering Storage Building	1996	961	Prefabricated Metal Building	1 Story	Fair	Storage	Yes	Yes	No	No	No	No	No	Manual fire alarm and automatic fire detection system.	
136	Civil Engineering Storage Building	1995	25	Prefabricated Metal Building	1 Story	Fair	Storage	Yes	No	No	No	No	No	No	None.	
140	Medical Training Facility/Bio-Environmental	1998	11,458	Brick exterior with flat roof.	1 Story	Excellent	Medical Clinic w/ Offices and Storage	No	Yes	Yes	No	Yes	Yes	No	Manual fire alarm and automatic fire detection system and sprinkler system.	Labs, Exam Rooms, large Classroom, X-ray Room, Dental Facilities, Optical Center and Bio Lab.
200	Security Forces	1986	6,593	Brick exterior with flat roof.	1 Story	Good	Offices	Yes	Yes	Yes	Yes, 10kw	Yes	Partial	Yes	Manual fire alarm and automatic fire detection system.	Arms Vault and large classroom.
201	Compressed Gas Storage	1965	630	Brick exterior with flat roof.	1 Story	Good	Hazardous Material Storage	Yes	No	No	No	No	No	No	Manual fire alarm.	5 Gas Cylinder Storage Rooms and a Munitions Storage Room.
202	Security Storage/Locker	1994	1,296	Prefabricated Metal Building	1 Story	Good	Storage	Yes	Yes	No	No	No	No	No	Manual fire alarm and automatic fire detection system.	Outside Covered Storage attached.
203	Vehicle Registration and Visitor Passes	2005	1,500	Brick exterior with shingle roof.	1 Story	Excellent	Offices	Yes	Yes	Yes	No	Yes	Yes	No	Manual fire alarm and automatic fire detection system and sprinkler system.	Visitor reception with Break Room.
204	Vehicle Inspection	2005	1,600	Prefabricated Metal Building with brick wall base.	1 Story	Excellent	Vehicle Inspection Bay and Office	Yes	Yes	No	No	No	No	No	Manual fire alarm and automatic fire detection system.	One long high bay with infrared heat
205	Base Supply	1956	56,130	EIFS exterior with flat roof.	1 Story w/ several mezz.	Good	Warehouse Storage w/ Offices	Yes	Yes	Yes	No	Yes	No	Yes	Manual fire alarm and automatic fire detection system and sprinkler system.	Armory, Munitions Storage, loading docks, and Offices on several Mezzanine areas.
206	Security Forces Storage	2002	3,024	Prefabricated Metal Building	1 Story w/ small mezz.	Excellent	Storage w/ Office	Yes	Yes	No	No	No	No	No	Manual fire alarm.	
207	Recruiting Center	1994	1,340	Brick exterior with metal roof.	1 Story	Excellent	Offices	No	Yes	Yes	No	Yes	Yes	No	Manual fire alarm and automatic fire detection system.	
208	Propulsion Shop	1978	14,191	Prefabricated Metal Building	1 Story w/ 2 small mezz.	Fair	Maint. Shop w/ Offices and Storage	Yes	Yes	Yes	No	Yes	No	Yes	Manual fire alarm and automatic fire detection system.	Compressed Air, crane, Parts Cleaning, Tool Crib and Storage on Mezz.

Facility ID	Facility Name	Year of Construction	Square Footage	Facility Construction	No. of Stories	Facility Condition	Current Use	Impacted by Runway C1 Expansion	Heating	Air Conditioning	Emergency Power	Toilet(s)	Handicap Accessibility	Security System	Fire-Protection	Special Features
209	Squadron Operations	1988	14,595	EIFS, brick and stone exterior with flat roof.	1 Story w/ partial Basement	Good	Offices w/ Shops	No	Yes	Yes	No	Yes	Partial	No	Manual fire alarm and automatic fire detection system.	Auditorium, Locker Rooms, Conference Rooms and exterior doors out of basement.
210	Squadron Operations	1998	5,022	EIFS, brick and stone exterior with flat roof.	1 Story w/ Basement	Excellent	Offices	No	Yes	Yes	No	Yes	Yes	No	Manual fire alarm and automatic fire detection system and sprinkler system.	Female Locker Room and unfinished Basement.
211	Emergency Generator Shed	2001	121	Prefabricated Metal Building	1 Story	Good	Emergency power for Facility No. 212	No	No	No	No	No	No	No	Manual fire alarm and automatic fire detection system.	
212	Fire Station	1960	10,612	Brick exterior with flat roof.	1 Story w/ small mezz.	Fair	Fire Station w/ Vehicle Storage and Offices	No	Yes	Yes	No	Yes	No	Yes	Manual fire alarm and automatic fire detection system.	Compressed Air, Bedrooms, Classroom, Gym, Locker Storage on Mezz., Kitchen, Sauna and connected to 213.
213	Reserve Forces Training Facility	1996	540	Prefabricated Metal Building	1 Story	Good	Offices	No	Yes	Yes	No	No	No	No	Manual fire alarm and automatic fire detection system.	Classroom and connected to 212
215	Steam Plant (Demolished)	1956	----	----	----	----	----	----	----	----	----	----	----	----	----	----
216	AFFF Pumphouse	1994	862	EIFS exterior with flat roof.	1 Story	Good	Generator Pumphouse	No	No	No	No	No	No	No	Manual fire alarm and automatic fire detection system.	Compressed air for 217 and generator pump for Base fire suppression systems.
217	Maintenance Hanger	1956	69,848	Prefabricated Metal Building	1 Story w/ 2 mezz.	Fair	Shops with Offices and Storage	No	Yes	Partial, Offices	Yes, 15kw	Yes	No	No	Manual fire alarm and automatic fire detection system and sprinkler system.	Compressed Air, Soundproof Room, Welding Shop, Tool Crib, and Auditorium.
218	NDI Shop	1975	2,699	EIFS exterior with flat roof.	1 Story	Good	Photo Inspection Lab and Office	No	Yes	Yes	No	Yes	Yes	No	Manual fire alarm and automatic fire detection system and sprinkler system.	Photo Lab, Inspection Bay, Exposure Room and Test Room
219	Aerospace Ground Equipment Shop	1975	5,280	Painted block exterior with flat roof.	1 Story	Fair	Maint. Shops with Offices and Storage	No	Yes	No	No	Yes	No	No	Manual fire alarm and automatic fire detection system.	Training Room, Battery Room and Paint Shop.
220	Airport Training Facility	1999	21,520	Brick exterior with flat roof.	2 Story	Excellent	Storage with Offices	No	Yes	Yes	No	Yes	Yes	No	Manual fire alarm and automatic fire detection system and sprinkler system.	Partial 2nd floor with Offices and Training and Conference Rooms, Elevator, and crane.
221	Accessory Shop Storage	1995	1,728	Prefabricated Metal Building	1 Story	Good	Storage	No	No	No	No	No	No	No	Manual fire alarm and automatic fire detection system.	
222	Aircraft Maintenance Shop	1996	11,005	Brick and stone exterior with flat roof.	1 Story	Good	Maint. Shops w/ Offices	No	Yes	Yes	No	Yes	Yes	No	Manual fire alarm and automatic fire detection system and sprinkler system.	Training Room, LOX Storage, Battery Room, Locker Rooms and Cleaning Room.
224	Airfield Management	1996	2,256	Brick and stone exterior with metal roof.	1 Story	Excellent	Offices	Yes	Yes	Yes	Yes, 26kw	Yes	Yes	No	Manual fire alarm and automatic fire detection system.	
225	Storage	1996	2,232	Prefabricated Metal Building	1 Story	Good	Storage	Yes	Yes	Partial	No	No	No	No	Manual fire alarm and automatic fire detection system.	3 storage bays with potential 2 offices.
249	Storage Shed	1994	240	Prefabricated Vinyl Building	1 Story	Good	Storage	No	No	No	No	No	No	No	None.	
250	Command and Control Center	1995	465	Prefabricated Metal Building	1 Story	Fair	Office	No	Yes	Yes	No	No	No	No	Manual fire alarm and automatic fire detection system.	
251	Training/Classroom	1995	1,365	Prefabricated Metal Building	1 Story	Fair	Classrooms	No	Yes	Yes	No	No	No	No	Manual fire alarm and automatic fire detection system.	2 Classrooms and Sauna.
252	Training Room	1995	1,186	Prefabricated Metal Building	1 Story	Fair	Classroom	No	Yes	Yes	No	No	No	No	Manual fire alarm and automatic fire detection system.	
253	Chemical Decontamination Training Facility	1995	484	Wood siding w/ metal roof.	1 Story	Poor	Command Pavilion	No	No	No	No	No	No	No	None.	
254	Vacant offices	1995	240	Wood siding w/ metal roof.	1 Story	Fair	Command Observation	No	Yes	Yes	No	No	No	No	Manual fire alarm and automatic fire detection system.	Wood Deck.
255	Reserve Forces Training	1996	936	Prefabricated Metal Building	1 Story	Good	Classroom and Storage	No	Yes	Yes	No	No	No	No	Manual fire alarm and automatic fire detection system.	

Facility ID	Facility Name	Year of Construction	Square Footage	Facility Construction	No. of Stories	Facility Condition	Current Use	Impacted by Runway C1 Expansion	Heating	Air Conditioning	Emergency Power	Toilet(s)	Handicap Accessibility	Security System	Fire-Protection	Special Features
256	Autosampler Building	1999	25	Prefabricated Metal Building	1 Story	Good	Storm Drainage Pump Station	No	No	No	No	No	No	No	None.	
258	Crash and Recovery Facility	1994	290	Metal Box	1 Story	Good	Storage	No	No	No	No	No	No	No	None.	To be relocated to new base.
259	Access Training Facility	2001	64	Metal Box	1 Story	Good	Confined Space Training	No	No	No	No	No	No	No	None.	
260A	Munitions Storage	2004	254	Metal Box	1 Story	Good	Munitions Storage	No	No	No	No	No	No	Yes	Manual fire alarm and automatic fire detection system and sprinkler system.	To be relocated to new base.
260B	Munitions Storage	2004	254	Metal Box	1 Story	Good	Munitions Storage	No	No	No	No	No	No	Yes	Manual fire alarm and automatic fire detection system and sprinkler system.	To be relocated to new base.
260C	Munitions Storage	2004	254	Metal Box	1 Story	Good	Munitions Storage	No	No	No	No	No	No	Yes	Manual fire alarm and automatic fire detection system and sprinkler system.	To be relocated to new base.
260D	Munitions Storage	2004	254	Metal Box	1 Story	Good	Munitions Storage	No	No	No	No	No	No	Yes	Manual fire alarm and automatic fire detection system and sprinkler system.	To be relocated to new base.
261	Fire Training Storeroom	2004	510	Prefabricated Metal Building	1 Story	Good	Storage	No	No	No	No	No	No	No	None.	
262	Redness Center and Wood Shop	2003	1,186	Prefabricated Metal Building	1 Story	Good	Storage, Wood Shop and Office.	No	Yes	Partial	No	Yes	Yes	No	Manual fire alarm and automatic fire detection system.	Training Room
300	Security Classroom	1956	846	EIFS exterior with flat roof.	1 Story	Fair	Classroom	Yes	Yes	No	No	Yes	No	No	Manual fire alarm.	
301	Indoor Firing Range	1985	3,630	Concrete walls w/ flat roof.	1 Story	Fair	Indoor Firing Range	Yes	Yes	Yes	No	No	No	No	Manual fire alarm and automatic fire detection system.	
302	Fuel Cell Maintenance Hangar	1975	22,452	Prefabricated Metal Building	1 Story	Fair	Storage and Office	Yes	Yes	Yes	Yes, 62kw	Yes	No	No	Manual fire alarm and automatic fire detection system and sprinkler system.	Compressed Air and only Men's Locker Room.
303	POL Operation/Fuel Lab	1979	1,372	Ribbed split-face block exterior with flat roof.	1 Story	Good	Office w/ Chemical Lab and Storage	Yes	Yes	Yes	No	Yes	Yes	No	Manual fire alarm and automatic fire detection system and sprinkler system.	Chemical Lab and Chemical Storage Room.
304	Hazmart and 180-day Hazardous Waste Storage	1996	3,156	Brick exterior with flat roof.	1 Story	Good	Hazardous Material Storage w/ Offices	Yes	Yes	Yes	No	Yes	Yes	No	Manual fire alarm and automatic fire detection system and sprinkler system.	Compressed Air.
305	Combat Arms Simulator	1998	2,800	Brick and metal exterior with metal roof.	1 Story	Good	Training w/ Offices and Storage	Yes	Yes	Yes	No	Yes	Yes	Yes	Manual fire alarm and automatic fire detection system and sprinkler system.	2 Secure Storage Rooms, Briefing Room, Platform, and FATS Room
310	POL Complex/Fuel Distribution Pump House	1956	684	EIFS exterior with flat roof.	1 Story	Fair	Fuel Pump Station	No	No	No	No	No	No	No	Manual fire alarm and automatic fire detection system.	
311	LOX Storage	1993	980	Metal Canopy	Canopy over LOX Tanks	Good	LOX Storage	Yes	No	No	No	No	No	No	None.	
312	LOX Support office/Storage	1993	288	EIFS exterior with flat roof.	1 Story	Good	LOX Workshop and Storage	No	No	No	No	No	No	No	None.	
313	Pump Shut-Off and Storage	1995	80	Prefabricated Metal Building	1 Story	Good	POL Shop and Storage	No	No	No	No	No	No	No	None.	
314	Base Fuel Station	1995	48	Prefabricated Metal Building	1 Story	Good	Fuel Controls	Yes	No	No	No	No	No	No	None.	
318	Hazardous Storage	1997	176	Metal Box	1 Story	Good	Munitions Maint. and Inspection	No	No	No	No	No	No	Yes	Manual fire alarm and automatic fire detection system.	To be relocated to new base.
400	Main Gate House	2001	48	Wood siding w/ metal roof.	1 Story	Fair	Guard Shack	No	Yes	Yes	No	No	No	No	None.	
401	West Gate Overwatch	2001	120	Brick exterior w/ metal roof.	1 Story	Excellent	Guard Shack	Yes	Yes	Yes	No	No	No	Yes	Manual fire alarm and automatic fire detection system.	

Facility ID	Facility Name	Year of Construction	Square Footage	Facility Construction	No. of Stories	Facility Condition	Current Use	Impacted by Runway C1 Expansion	Heating	Air Conditioning	Emergency Power	Toilet(s)	Handicap Accessibility	Security System	Fire-Protection	Special Features
402	West Gate House	2001	112	Wood siding w/ metal roof.	1 Story	Poor	Guard Shack	No	Yes	Yes	No	No	No	No	None.	
403	Force Protection Small Arms	2001	64	Wood siding w/ metal roof.	1 Story	Poor	Guard Shack	Yes	Yes	Yes	No	No	No	No	None.	
404	Force Protection Smokehouse	2001	64	Wood siding w/ metal roof.	1 Story	Poor	Guard Shack	No	Yes	Yes	No	No	No	No	None.	
8601	Fire Training Tower	1994	NA	Painted Concrete exterior and roof	3 Story	Fair	Fire Fighting Training	No	No	No	No	No	No	No	None.	

Information in this table is based on information provided by the Base, interviews with Base personnel, and field observations and is only as accurate as the information provided.

See Roof Inspection Report FY06 by 440th Airlift Wing Base Civil Engineer for condition of roofs.

## D. Environmental Conditions

### 1. Introduction

This section discusses the environmental conditions identified at the General Mitchell International Airport Air Reserve Station (440th ARS). The information and findings presented are based on the following:

- June 26, 2007 and August 8, 2007 site visits
- A review of the *Environmental Condition of Property Report* (ECP Report), dated April, 2007 (Earth Tech, 2007)
- A review of the *Environmental Baseline Study Report* (EBS) (Earth Tech, 2007)
- A review of several site-wide historical documents (listed in the Reference section, below)
- A review of site-wide aerial photographs and site drawings obtained from the GMIAP-ARS
- Participation in a meeting between the Wisconsin Department of Natural Resources (WDNR), LRA representatives; the Air Force Real Property Agency (AFRPA), and the Air Force Center for Engineering and the Environment (AFCEE) on August 22, 2007

The Air Force prepared the ECP Report and the EBS to document the environmental conditions at the base resulting from storage, release, and disposal of hazardous substances and petroleum products and their derivatives. The ECP Report divides the 102-acre base into different parcels based on ECP Type. The seven Department of Defense (DoD) ECP Types are as follows:

ECP Type 1 – An area or parcel of real property where no release or disposal of hazardous substances or petroleum products or their derivatives has occurred (including no migration of these substances from adjacent properties).

ECP Type 2 –An area or parcel of real property where only the release or disposal of petroleum products or their derivatives has occurred.

ECP Type 3 –An area or parcel of real property where release, disposal, or migration, or some combination of hazardous substances has occurred, but at concentrations that do not require a removal or remedial action.

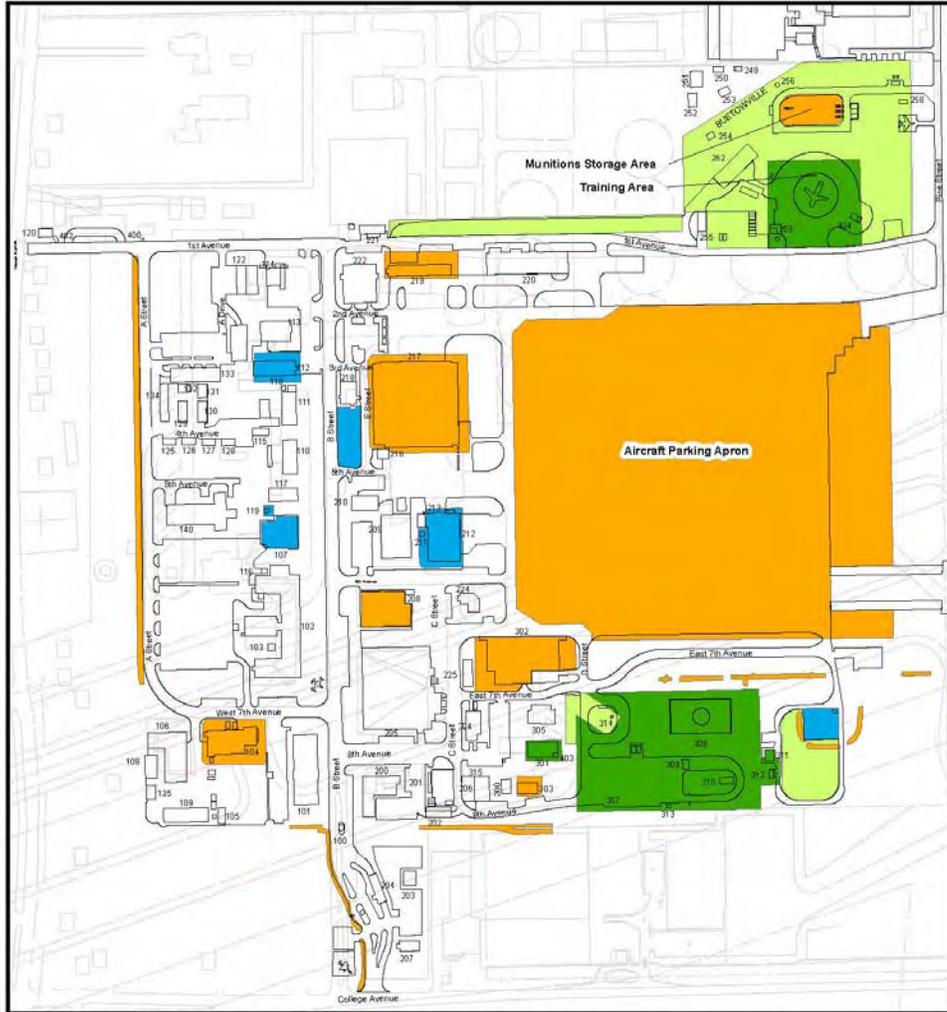
ECP Type 4 –An Area or parcel of real property where release, disposal, or migration, or some combination of hazardous substances has occurred, and all remedial action necessary to protect human health and the environment have been taken.

ECP Type 5 –An area or parcel of real property where release, disposal, or migration, or some combination of hazardous substances has occurred and removal or remedial actions, or both, are under way, but all required actions have not been taken.

ECP Type 6 –An area or parcel of real property where release, disposal, or migration or some combination of hazardous substances has occurred, but required response actions have not been initiated.

ECP Type 7 –An area or parcel of real property that is unevaluated or requires additional evaluation.

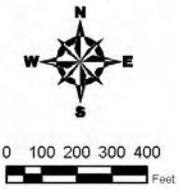
Generally, property categorized as ECP Types 1 through 4 is eligible for deed transfer, and property categorized as ECP Types 5, 6 or 7 requires additional actions prior to property transfer. Leases can be considered on a case-by-case basis in any of the seven ECP types. Figure III-9 is based on the ECP types assigned in the ECP Report.



Source: Environmental Condition of Property Report, General Mitchell International Airport Air Reserve Station, Milwaukee, Wisconsin, April 2007—Figure 3

**Legend**

- Uncontaminated Property (ECP Area Type 1) (approximately 60 acres)
- Petroleum products release, or disposal (ECP Area Type 2) (approximately 1.6 acres)
- Hazardous substance release, below action levels (ECP Area Type 3) (approximately 7.2 acres)
- Hazardous substance release, all actions have been taken (ECP Area Type 4) (approximately 5.6 acres)
- Areas requiring additional evaluation (ECP Area Type 7) (approximately 27.5 acres)



*General Mitchell International Airport Air Reserve Station  
ECP Area Types*

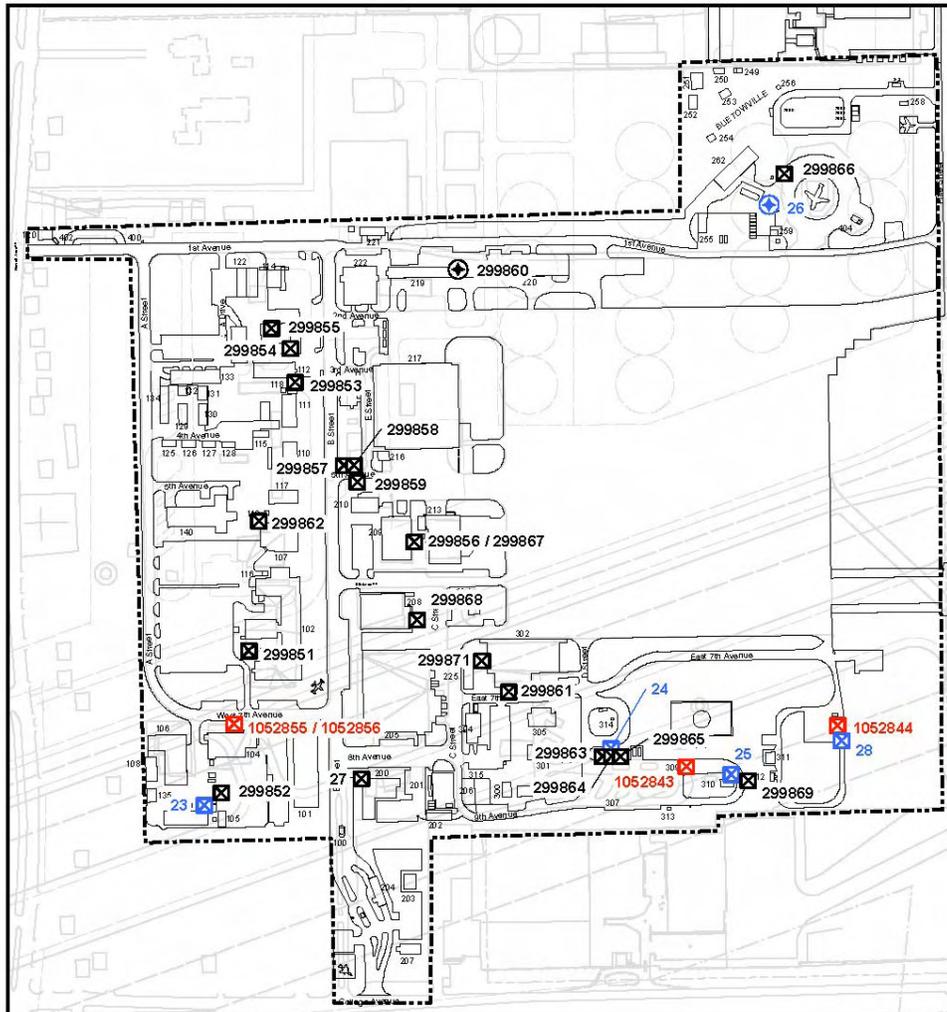
**Figure III-9: ECP Area Types**

## 2. Summary of Major Findings

- The Air Force identified 10 Environmental Restoration Program (ERP) sites, all of which received WDNR closure letters based on requests for closure that assumed industrial use. However, several of these sites have residual contamination issues that may impact property redevelopment.
- Implications for Reuse:
  - 60 acres of the base are available for reuse without environmental restrictions (ECP Type 1).
  - 2.5 acres of the base have been impacted by petroleum contamination that has not been fully investigated or remediated. (ECP Type 2).
  - Hazardous substances impacted 12.1 acres; however, contaminant concentrations did not require cleanup or cleanup is already complete. Cleanup standards for the 12.1 acres were based on an industrial use; therefore, without additional cleanup, land use is limited to industrial applications in these areas (ECP Type 3 or 4). All of the ECP Type 3 or Type 4 acreage is comprised of nine ERP sites that were granted WDNR closure in the late 1990s/early 2000s.
  - 27.5 acres of the base need further characterization/investigation to determine the contaminants that are present and the extent of same (ECP Type 7).
- There are 37 aboveground storage tanks (ASTs) and 8 Oil-Water Separators (OWS) remaining on the base (Figure III-10).
- There were 21 former underground storage tanks (USTS), 4 ASTs, and 5 OWSs that were removed from the property during the ARS operation (Figure III-11). Documentation as to the date of removal and/or whether WDNR regulations were followed during removal is not available for most of these tanks (3 removed OWSs and 15 removed USTs), resulting in either ECP Type 2 or Type 7 categorization for the tank and the immediate vicinity surrounding the tank (Table III-5).
- Residual petroleum contamination (“ECP Type 2”) is present at the following locations:
  - 14 former USTs
  - 3 former OWSs
  - 1 current AST
  - 2 current OWSs
  - Building 211—which was built over a former Type 2 UST site at Building 212
- Uncharacterized contamination (“ECP Type 7”) conditions exist at the following locations:

- 6 current OWSs
- 1 former UST (Building 302)
- 3000 linear feet of open storm drain ditch
- 106,868 square yards of Aircraft Parking Apron (Facility No. 7101)
- An approximate 100 square foot area within the munitions storage area
- AFRPA is currently assessing the ECP Type 7 areas at the ARS to determine the nature and extent of contamination. The lead Air Force Agency leading investigation and cleanup of the ECP Type 7 areas will be the AFCEE starting in October of 2007. AFRPA and AFCEE anticipate completion of any required remediation work by 2009; however, this schedule will depend on the results of additional investigations. AFRPA currently has no schedule for further investigation or cleanup of any ECP Type 2 areas.
- Adjacent Property Impacts: There are no documented releases from adjacent properties that have directly impacted the ARS, but several properties south and west store or use fuel, pesticides, or fertilizers and are topographically upgradient, resulting in surface water drainage to the ARS property. The open drainage ditches next to these properties is categorized as ECP Type 7 and investigation will be completed by AFCEE by 2009.
- Polychlorinated biphenyls (PCBs): All PCB-containing transformers, capacitors, and switches on the ARS have been removed and replaced with non-PCB containing equipment. The replacement was completed in March 2004. There may still be PCBs present in ballast units of older light fixtures; however, these items have not been inventoried.
- Asbestos-containing material (ACM): An asbestos inventory was completed in 1989 at the ARS. Additional ACM removal was performed in 1989, but there are no available records to document where removal occurred. Individual buildings known to contain ACM are listed on Table III-4. The facility's steam line reportedly may contain asbestos insulation. Asbestos issues will need to be addressed and managed by a new property owner or owners.
- Lead Based Paint (LBP): Twenty-eight facilities at the ARS were identified as containing building materials with LBP or having the potential of containing LBP based on facility age. Renovation or demolition of these structures will require some LBP abatement. LBP issues will need to be addressed and managed by a new property owner or owners.
- Radon: While there is no site-specific radon data available or required for the ARS, regional radon data indicates that indoor radon levels in the area of the ARS are below the U.S. Environmental Protection Agency (USEPA) action level.

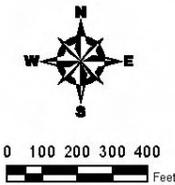




Source: General Mitchell International Airport Air Reserve Station, Milwaukee, Wisconsin - Personal Communication

**Legend**

-  Former AST
-  Former OWS
-  Former UST
-  Suspect Location (Potential Former OWS)
-  Suspect Location (Potential Former UST)



*General Mitchell International Airport Air Reserve Station  
Former Above Ground/ Underground Tanks (AST/UST)  
and Oil Water Separators (OWS)*

**Figure III-11: Former ASTs/UST's/OWSs**

### **3. State and Federal Regulatory Environment**

Consistent with DoD and Air Force policy, the environmental program at the GMIA-ARS is being conducted pursuant to the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA). Under the CERCLA process, the Air Force incorporates other applicable or relevant and appropriate federal and state regulations. The U.S. Environmental Protection Agency (USEPA) maintains a record of the nation's worst uncontrolled or abandoned hazardous waste sites, known as the National Priorities List (NPL). Sites on the NPL also undergo long-term remedial action under CERCLA. However, the ARS is not listed on the NPL. The Wisconsin Department of Natural Resources (WDNR) is the lead regulatory agency at the base.

In a letter dated June 25, 2007, the WDNR concurred with the uncontaminated designations (ECP Type 1) in the ECP Report. The WDNR letter also notes that ECP Types 2 and 7 require further investigation and evaluation to comply with State of Wisconsin, Administrative Code Chapters NR 700 to NR 754. The letter states a concern with "the Air Force's intent to split out the uncontaminated property in preparation for transfer to a future owner" because contaminated portions of the property are interspersed with uncontaminated areas. The WDNR's letter indicates that handling and disposal of material contaminated with asbestos, polychlorinated biphenyls (PCBs) and lead will have to comply with state and federal requirements.

According to the ECP, the ARS is a small quantity generator (SQG) of hazardous waste (generating less than 1,000 kilograms of hazardous waste per month). The ARS has a 180-day hazardous waste accumulation site located in Building 304. Prior to the 180-day limit, wastes are transported offsite through the Defense Reutilization and Marketing Office (DRMO) in Great Lakes, Illinois. Satellite accumulation points are located in buildings 104, 106, 109, 208, 210, 212, 217, 218, 219, 222, 304, and 310.

### **4. Status of Air Force Actions**

The Air Force's cleanup program under the Defense Environmental Restoration Program (DERP) is the ERP, the goal of which is to identify, characterize, and remediate contamination on Air Force installations. The ERP focuses on cleanup of contamination associated with past Air Force activities. Because the 440th ARS has been identified for closure under the Base Realignment and Closure program, the Air Force also evaluates non-CERCLA hazardous substances including asbestos containing material (ACM), lead-based paint (LBP), polychlorinated biphenyls (PCBs), radon, munitions, and radionuclides. A summary of each of these substances is provided in the following subsections.

#### **a) ERP Program**

There are 10 ERP sites on the base (Figure III-12). The State of Wisconsin has provided closure letters for all identified ERP sites at the ARS property, with dates ranging from 1999 through 2004. There are no ongoing monitoring programs associated with any of the ERP sites or any other parcels on the ARS. The consultant team reviewed the closure packages associated with each site. Closure was requested

by the Air Force assuming industrial use scenarios through use of NR720.09 and NR720.11 generic residual clean up levels (RCLs). However, many residual contaminants are present that do not have generic RCLs, and site-specific standards were apparently not calculated. The ERP sites are listed, along with a description of each site, investigation details, WDNR closure status, etc. in Table III-5, and the sites are shown on Figure III-12. While WDNR has issued closure letters for each ERP site, the closure packages indicate that contamination may remain at these sites as shown in Table III-3.

**Table III-3: ERP Sites**

ERP Site	Potential Residual Site Conditions
DP-08 (Former disposal trench)	<ul style="list-style-type: none"> <li>• Soil borings and/or groundwater samples were collected in the general vicinity of the site, but not directly within the site boundary. Therefore, higher contaminant concentrations may remain within the site boundary.</li> </ul>
FT-01 (Fire-training area)	<ul style="list-style-type: none"> <li>• Chlorinated VOCs (CVOCs) are present at detectable concentrations in soil and there is no generic standard to compare the concentrations against, and no site-specific standard was calculated.</li> <li>• Petroleum-organics and/or benzene are present in soil above NR720 generic standards.</li> <li>• Groundwater concentrations exceed the State of Wisconsin enforcement standard (ES) of 6 ug/L for bis(2-ethylhexyl)phthalate (Bis(2)); Bis(2) was detected in the soil.</li> <li>• Vinyl chloride was detected in groundwater at concentrations that exceed the State of Wisconsin ES of 0.2 ug/L.</li> </ul>
LF-05 (Landfill)	<ul style="list-style-type: none"> <li>• Groundwater concentrations exceed the State of Wisconsin ES of 6 ug/L for bis(2-ethylhexyl)phthalate (Bis(2)); Bis(2) was detected in the soil.</li> <li>• Buried objects (debris) are present in the subsurface.</li> </ul>
LF-06 (Landfill)	<ul style="list-style-type: none"> <li>• Groundwater concentrations exceed the State of Wisconsin ES of 6 ug/L for bis(2-ethylhexyl)phthalate (Bis(2)); Bis(2) was detected in the soil.</li> <li>• Buried objects (debris) are present in the subsurface.</li> </ul>
LF-07 (Landfill)	<ul style="list-style-type: none"> <li>• Groundwater concentrations exceed the State of Wisconsin ES of 6 ug/L for bis(2-ethylhexyl)phthalate (Bis(2)); Bis(2) was detected in the soil.</li> <li>• Buried objects (debris) are present in the subsurface.</li> <li>• Investigation is incomplete at the munitions storage area portion of LF-07.</li> </ul>
LF-09 (Landfill)	<ul style="list-style-type: none"> <li>• Concentrations of metals (excluding arsenic) exceed NR720 RCLs in soil.</li> </ul>
SS-02 (Hazardous waste storage area)	<ul style="list-style-type: none"> <li>• Chlorinated VOCs (CVOCs) are present at detectable concentrations in soil and there is no generic standard to compare the concentrations against, and no site-specific standard was calculated.</li> <li>• Petroleum-organics and/or benzene are present in soil above NR720 generic standards.</li> </ul>
SS-04 (Hazardous waste storage area)	<ul style="list-style-type: none"> <li>• No groundwater data provided.</li> </ul>
ST-03 (Petroleum release)	<ul style="list-style-type: none"> <li>• Investigation data for VOCs in soil used elevated detection limits [mg/kg] above the concentration of generic RCLs.</li> </ul>
ST-10	<ul style="list-style-type: none"> <li>• Petroleum-organics and/or benzene are present in soil above NR720 generic standards.</li> </ul>



Additionally, most of the sites were closed with residual petroleum contamination remaining in the soil that meets the majority of the State of Wisconsin Industrial direct contact, generic standards provided in NR720.09 or NR720.11.

Potential implications of the ERP site residual contamination are presented in Section 6 below.

**b) Groundwater**

City of Milwaukee water is available to all properties in the vicinity. There is no active groundwater monitoring program at any locations on the ARS and all wells associated with ERP sites have been abandoned (personal communication with ARS). One private well was noted in the closure package compiled by the ARS for the Fire Training Area (FTA)—apparently on the 128th property. The well is situated northwest of the FTA and is noted as constructed in 1950 to a depth of 300 feet within dolomite bedrock. It is not known whether this well is currently used. The well data included in the closure package included nitrate and metals results for routine sampling but no sampling for site-related petroleum or other hazardous substances.

**c) Underground Storage Tanks (USTs), Aboveground Storage Tanks (ASTs), and Oil Water Separators (OWS)**

Information for both current and removed tanks is included on Table III-6 and Table III-7 respectively. As of the date of this report, there are 37 aboveground storage tanks (ASTs) and 8 Oil-Water Separators (OWS) remaining on the base (Table III-5 and Figure III-10). There are currently no USTs at the 440th ARS. The ARS is in the process of cleaning and removing tanks in some instances, so the information presented here may not remain accurate through time.

The number of underground storage tanks (USTs), ASTs and OWSs formerly present at the ARS according to all information available for review is indicated on Figure III-11.

Current information indicates 21 USTs, 4 ASTs, and 5 OWSs have been removed from the property. Documentation as to the date of removal and/or whether WDNR regulations were followed during removal is not available for all of these tanks (Table III-7). The current understanding of details for each UST, including size, contents, removal date, and other information is included in and the approximate former locations shown on Figure III-11.

Records indicate that two USTs, one at Building 212 (299867) and one at Building 219 (299860) have former locations that are not accurately known. There are numerous former tank locations at the ARS where petroleum or hazardous constituent contamination is possible. However, there is no available documentation to determine whether the tanks leaked when they were removed. According to the available records, the following tanks were associated with an area where petroleum products were used and are categorized as ECP Type 2 because there is no record

available indicating whether or not contamination was noted during removal and whether soil samples were collected if contamination was noted.

- 3 OWS at Building Nos. 310 (WI ID 299869), 7106 (Map ID 25), and 8002 (Map ID 24).
- 14 USTs at Building Nos. 104 (WI ID 299852), 107 (WI ID 299862), 112 (WI ID 299853), 113 (WI ID 299854), 208 (WI ID 299868), 212 (WI ID 299856 and 299867), 215 (WI ID 299857 and 299858), 219 (WI ID 299860), 302 (WI ID 299861), 8002 (WI ID 299863, 299864, and 299865).

The following tank was associated with an area where petroleum products and other hazardous substances were used and are categorized as ECP Type 7 because there is no record available indicating whether or not contamination was noted during removal and whether soil samples were collected if contamination was noted:

- 1 UST at Building No. 302 (WI ID 299871)

#### **d) Impacts from Adjacent Properties**

The ECP and EBS reports evaluated properties located adjacent to the 440th ARS to determine if these adjacent properties may have past or present environmental issues that have or would impact the site. Adjacent properties include those properties with a contiguous border with the 440th Air Reserve Station (primarily, General Mitchell IAP) as well as off-base properties located within a 1-mile radius.

While there are no documented releases from adjacent properties that have directly impacted the ARS, a visual inspection indicates that properties to the south and west of the ARS are all topographically upgradient resulting in surface water runoff draining to the ARS property. Earthen drainage ditches that collect runoff from both on-base and adjacent properties run parallel to most of the southern and western ARS boundaries. Properties south and west of the ARS include those where fuels are stored in ASTs, pesticides and fertilizers may be stored and used, paved areas where vehicles are parked, fueled, washed, and maintained, and paved areas where aircraft are fueled and maintained. Surface water contaminated with hazardous substances and/or petroleum products could drain onto the ARS property. In at least one location there was an appearance of oily surface water runoff from an adjacent paved area west of the ARS that had flowed over the ground surface toward the ARS fence line (November 2006). Contaminated surface runoff may have entered ARS property through surface water runoff and/or the drainage ditches.

#### **e) PCBs**

All PCB-containing transformers, capacitors, and switches on the ARS have been removed and replaced with non-PCB containing equipment. The replacement was completed in March 2004. There may still be PCBs present in ballast units of older light fixtures, but these items have not been inventoried.

**f) ACM**

An asbestos inventory was completed in 1989 at the ARS. The results of the 1989 survey are summarized in Table III-4. The EBS notes, however, that additional removal of some ACM identified in 1989 has occurred, but records are not available to document where removal occurred.

Further investigation and analysis of the former central steam plant and steam distribution pipes (Building 215) that were reportedly abandoned in-place will be required if the pipe will be removed (See Figure III-8) under Infrastructure Section, above). A determination will need to be made as to whether there is ACM present around the steam line and as to its condition for removal.

**g) Lead-Based Paint (LBP)**

The information provided in the EBS relative to the presence of LBP is summarized in Table III-4. Twenty-eight facilities at the ARS were identified as containing building materials with LBP or having the potential of containing LBP based on facility age.

**h) Radon**

The Air Force has not performed any site-specific radon testing. Regional radon data indicates that indoor radon levels in the area of the ARS can be between 2 and 4 pCi/l, which is below or equal to USEPA's action level of 4 pCi/l.

**i) Radionuclides**

The ECP indicates that small radioactive components formerly used in the C-130 radar systems were stored in Building 217 until installed on an aircraft. In addition, x-ray machines were used at the Medical Training Facility Building (Building 140) and the Non-Destructive Inspection (NDI) Laboratory (Building 218). Information reviewed indicates there was no evidence of a release of radioactivity from any of these components.

**j) Munitions**

Ordnance used at the ARS consists of flares for C-130 aircraft and 9-millimeter (mm) and 5.56-mm small arms ammunition used by ARS security personnel. This material was stored in munitions storage lockers identified as buildings 260A, 260B, and 260C within the Munitions Storage Area on the northeastern portion of the property (Figure III-9). Lesser amounts of small arms ammunition are stored at the Security Forces facility (Building 200) and the Indoor Small Arms Firing Range (Building 301). No evidence of contamination has been identified at facilities 200 and 260A-C, therefore the ECP assigned a Type 1 to these areas in regards to ordnance.

In addition, a small arms range is located in Building 301. Elevated levels of lead were discovered from wipe samples collected between March 2000 and June 2006 for an ongoing lead monitoring program. Lead cleanup was conducted in July 2006, with post-clean-up sampling in August 2006. Wipe samples (38) were collected and

reported using either method EPA 6010B or EPA 6010C. The range in sample results for these post-cleanup samples was 20 ug/ft<sup>2</sup> to 10,780 ug/ft<sup>2</sup>.

#### **k) Pesticides**

The EBS report indicates pesticide usage for pest management at the ARS in accordance with relevant protocols. The EBS also states that “No evidence of pesticide contamination has been identified at General Mitchell IAP ARS; therefore, the installation is considered ECP Type 1 with regard to pesticides.” However, documentation was discovered during the August 8, 2007 site visit indicating 619.71 tons of “stockpiled pesticide-impacted soil” was removed from the ARS in July 2001 and disposed at Superior’s Emerald Park Landfill on South 124th Street in Muskego, Wisconsin. No details were provided in the file reviewed as to where the soil was stockpiled, the source of the impacted soil, or its exact location; although a large circle was shown surrounding portions of ERP Sites DP-8, LF-06, and SS-02 in the northeastern portion of the site (Figure III-12). Personal communication with the ARS indicated that the pile had originated with a landscaping firm to the north of the 440th property and was impacting the 440th’s northern fence. The material was temporarily stored on the 440th, then sampled, and removed to the landfill. A laboratory analytical data sheet attached to the disposal documentation indicates soil concentrations of the following constituents in the soil stockpile:

<b>Constituent</b>	<b>ug/kg</b>
4,4’-DDE	150
4,4’-DDT	30
4,4’-DDD	40
Chlordane	190
Endosulfan I	20
Methoxychlor	20

No information was available regarding post-removal soil sampling.

#### **5. Reuse Land Use Implications**

The implications for reuse or redevelopment based on the environmental concerns discussed in the previous sections are summarized on Figure III-13. As shown on the figure, the ARS has been divided into three basic categories, as follows:

- White – The white areas represent parcels cleared for unrestricted land use.
- Orange – The orange areas represent parcels where the potential land use restrictions are unknown and cannot be assigned until further investigation is accomplished at this location.
- Green – The green areas represent parcels where there are restrictions associated with land use. All green areas are restricted to industrial land use. There are four subcategories as follows:

- Parcels which may require special materials handling and disposal due to petroleum contamination (green with red stripes);
- Parcels which may require special materials handling and disposal due to hazardous substance contamination such as solvents (green with blue stripes)
- Parcels which have existing data indicating groundwater contamination exceeds or exceeded State of Wisconsin Enforcement Standards and groundwater should not be used (black horizontal stripes--City of Milwaukee water is available to this region)
- Parcels which have existing subsurface volatile organic constituents that need to be considered for a volatilization-to-indoor-air risk pathway if a building is placed over this area in the future (black vertical stripes)

In addition, current or former USTs/ASTs/OWS symbols are included on Figure III-13 with a shaded background to indicate those tanks that have noted petroleum contamination (red shading—ECP Type 2), hazardous substance contamination (blue shading—ECP types 3 or 4) or uncharacterized contamination (orange shading—ECP Type 7)

The areas with unrestricted land use (areas in white on Figure III-13) total approximately 60 acres. These areas consist primarily of land that has not been developed and/or are covered by buildings that do not contain petroleum or hazardous constituents or storage tanks.

The Air Force remediated the 440th ARS ERP sites to industrial cleanup standards and, therefore, many of the parcels have restrictions that limit use to industrial reuse without additional cleanup. All groundwater monitoring wells associated with any of the ERP sites have been abandoned. For areas where groundwater was shown to be contaminated, there should be a restriction on groundwater use (horizontal black lines on Figure III-13). Groundwater has not been used in the area as a drinking water supply because the City of Milwaukee provides drinking water. Any monitoring wells installed as part of future remediation efforts will need to be accessed in the future by the Air Force in order to satisfy sampling and reporting requirements. Easements and/or right-of-entry agreements will need to be prepared to allow for this activity.

The presence of remaining VOCs, metals, and SVOCs in soil and/or groundwater beneath the ERP sites should be considered during any reuse evaluation in terms of direct contact and the potential for volatilization to indoor air. Issues identified during review of the closure packages for each ERP site are detailed in Table III-5. If an alternate use of portions of the property (for example, residential, or placement of a building where there has not been one previously) is considered, additional characterization and/or evaluation should be considered to include the following:

- exposure scenarios relevant to the proposed use
- the potential for volatilization to indoor air if buildings are proposed for certain areas (Table III-3)

- calculation of site-specific RCLs for CVOC compounds

If the proposed reuse for the property is for a “similar” land use, the conditions under which the remaining contamination was closed is probably appropriate, but Table III-5 can be used as a summary for individual issues at the separate ERP sites, especially for future construction considerations.

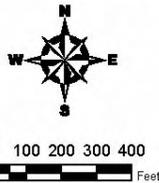
The areas designated in orange are areas where the potential land use restrictions are unknown. The evaluations for determining the extent of the potential issues associated with these areas have not been completed but are currently under consideration and investigation planning by AFCEE.



Source: Environmental Condition of Property Report, General Mitchell International Airport Air Reserve Station, Milwaukee, Wisconsin, April 2007--Figure 3

**Legend**

- OWS Current
- OWS Former
- AST Current
- UST Former
- Existing data has Groundwater exceeding State ES
- Future use restricted to industrial
- Indo or air may be affected if future building covers area
- Petroleum constituents present in subsurface
- Hazardous substances present in subsurface
- Unknown conditions - future land use restricted until further information available
- Unrestricted future landuse
- Installation Boundary
- LF-07 Potential for buried debris



*Future Landuse Implications*

**Figure III-13: Future Land Use Implications**

## 6. References

### a) Site Reports and Personal Communication

1950s - 2000s Aerial Photos via electronic files.

*Air Force Reserve Command, N.D. General Mitchell IAP-ARS Environmental Restoration Program Summary 1983-2005.*

*Air Force Reserve Command, 2003. Final Integrated Pest Management Plan 2001, General Mitchell Air Reserve Station, 440th Airlift Wing, October.*

*Air Force Reserve Command, 2005. Hazardous Material Emergency Planning and Response Plan, General Mitchell IAP-ARS HAZMAT Plan, September.*

*Earth Tech. 2007. Environmental Condition of Property Report, General Mitchell International Airport Air Reserve Station, Milwaukee, Wisconsin. April 2007.*

*Earth Tech. 2007. Environmental Baseline Study Report, general Mitchell International Airport Air Reserve Station, Milwaukee, Wisconsin. April 2007.*

*Harland Bartholomew and Associates Inc., 2001. General Plan for General Mitchell Air Reserve Station, Milwaukee WI, update to 1995 plan and 1995 plan.*

Herron, Paul, Environmental Engineer for the 440th Airlift Wing USAFR 2007. Personal communication and email with Rich Block and Paul Rohde/CH2M HILL. June and July 2007.

Historic Resource Management Services, 2000. *Archaeological Investigations at General Mitchell International Airport-Air Reserve Station, May, 2000.*

Klug, Aaron, Environmental Contractor for the 440th Airlift Wing-USAFR--AGEISS Environmental, Inc. 2007. Personal communication and email with Cynthia Cruciani/CH2M HILL. July, August, September 2007.

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Morris, Anthony. BRAC Environmental Coordinator, Air Force Real Property Agency. July and August 2007.

Science and Engineering Associates, Inc., 1996. *Environmental Assessment for the Proposed Installation 2000+ Plan at General Mitchell International Airport-Air reserve Station, December.*

Science Application International Corporation, 1996. *Final Cultural Resource Management Plan*, May.

Thompson, Larry, Civil Engineering Technician for the 440th Airlift Wing USAFR 2007. Personal communication with Rich Block, Paul Rohde, Cynthia Cruciani/CH2M HILL. June, July, and August 2007.

**b) Closure Packages for ERP sites provided by 440th ARS**

Submittal dates and Closure Approval Letter dates as follows:

<b>ERP Site Designation</b>	<b>Closure Package Submitted</b>	<b>WDNR Closure Approval Letter Date</b>
SS-04	7/2/1999	8/2/1999
ST-03	7/2/1999	8/2/1999
LF-05	1/5/2000	2/7/2000
LF-09	1/5/2000	2/7/2000
LF-06	3/30/2000	3/29/2001
LF-07	3/30/2000	4/3/2001
SS-02	3/30/2000	3/29/2001
DP-08	3/30/2000	4/3/2001
FT-01	10/1/2003	1/6/2004
ST-10	10/1/2003	2/24/2004

**Table III-4: Summary of Property Conditions**

Bldg #	Facility ID (Building Name)	Within future runway footprint?	Year of Construction	Square Footage	ERP Site	Hazardous Material/ Waste	Storage Tanks/OWSs/Septic Tanks			ACM <sup>(a)</sup>	LBP <sup>(a)</sup>	Comments	ECP Area Type	
							Type	Content	Capacity (gallons)					
100	Building 100-Guard Shack	Yes - Partial	1994	138					U	N		1		
101	Building 101-Administration/Finance Office	Yes	1990	11,084					N	N		1		
102	Building 102-Wing HQ	Yes - Partial	1957	45,317			UST (R) (2)	Diesel	U	Y		2		
103	Building 103-Emergency Generator Building		1974	360		H(1)	AST (A) (1)	Diesel	40	U	Y		1	
							UST (R) (1)	Diesel	570					
104	Building 104-Vehicle Operations and Management	Yes	1959	7,676		H(1)/W(1)	AST (A) (1)	Waste Oil	500	Y	Y	Building is Category 7 because OWSs require investigation.  OWSs discharge to sanitary sewer.	7	
							AST (A) (1)	Antifreeze	120					
							AST (A) (1)	Waste	120					
							AST (A) (1)	Antifreeze	120					
							AST (A) (1)	Waste	120					
							AST (A) (1)	Antifreeze	120					
							AST (A) (1)	Gear Oil	120					
							AST (A) (1)	Hydraulic fluid	120					
							AST (A) (1)	Transmission fluid	120					
							AST (A) (1)	Engine Oil	120					
105	Building 105-Storage Shed	Yes	1994	810					U	N		1		
106	Building 106-Civil Engineering	Yes	1975	10,740		H(1)/W(1)	AST (A) (1)	Potassium Acetate	275	U	Y		1	
							AST (A) (1)	Potassium Acetate	275					
							AST (A) (1)	Diesel	100					
107	Building 107-Mess Hall/Open Mess		1978	8,540			UST (R) (2)	Diesel	550	Y	Y		2	
108	Building 108-CES (Military)	Yes	1996	2,012		H(1)/W(1)				U	N		1	
109	Building 109-Vehicle Storage	Yes	1992	5,200		H(1)/W(1)	OWS (R) (1)	Waste Oil	200	U	N		1	
110	Building 110-Fitness Center		1962	3,384						U	Y		1	
111	Building 111-Open Mess		1962	3,384						Y	Y	Grease trap present.	1	
112	Building 112-Parachute Shop		1962	4,414		H(1)/W(1)	UST (R) (2)	Fuel Oil	1,500	U	Y		2	
113	Building 113-Squadron Operations		1982	4,000			UST (U) (2)	Fuel Oil	1,500	U	N		2	
114	Building 114-Base Exchange (BX)		1985	2,000		H(1)				U	N		1	
115	Building 115-Gymnasium		1983	1,347						U	N		1	
116	Building 116-Emergency Generator Building		1996	201		H(1)	AST (A) (1)	Diesel	40	U	N		1	
117	Building 117-Services Offices		1996	2,712						U	N		1	

**Table III-4: Summary of Property Conditions (cont'd)**

Bldg #	Facility ID (Building Name)	Within future runway footprint?	Year of Construction	Square Footage	ERP Site	Hazardous Material/Waste	Storage Tanks/OWSs/Septic Tanks			ACM <sup>(d)</sup>	LBP <sup>(e)</sup>	Comments	ECP Area Type
							Type	Content	Capacity (gallons)				
118	Building 118-Emergency Generator Building		2002	144		H(1)	AST (A) (1)	Diesel	30	U	N		1
119	Building 119-Emergency Generator Building		2002	144		H(1)	AST (A) (2)	Diesel	100	U	N	AST containment leaking. Stains observed on	2
120	Building 120-Fire Protection Pumphouse		1996	846		H(1)	AST (A) (1)	Water	~500	U	N		1
							AST (A) (1)	Diesel	300				
							AST (A) (1)	Diesel	300				
121	Building 121-Airlift Control Flight Storage		1998	3,024		H(1)				U	N		1
122	Building 122-CE/Heavy Equipment Storage		2000	1,800						U	N		1
125	Building 125-Services Storage		1994	648						U	N		1
126	Building 126-440 <sup>th</sup> Medical Squadron Storage		1994	648		H(1)				U	N		1
127	Building 127-Services Storage		1994	648						U	N		1
128	Building 128-Services Storage		1994	648						U	N		1
129	Building 129-Communications Flight Maintenance Facility		1996	1,690		H(1)/W(1)				U	N		1
130	Building 130-Storage Shed CE Military		1996	1,386						U	N		1
131	Building 131-Communication Flight Storage		1996	905						U	N		1
132	Building 132-Storage Shed/CE Services		1996	696						U	N		1
133	Building 133-CE Shop Military		1998	5,189		H(1)				U	N		1
134	Building 134-Storage Shed CE Military/ Others		2001	2,520		H(1)				U	N		1
135	Building 135-Civil Engineering Storage Building	Yes	1996	961		H(1)/W(1)				U	N		1
136	Building 136-Civil Engineering Storage Building		1995	25									
140	Building 140-Medical Training Facility/Bio-Environmental		1998	11,458		H(1)/W(1)	AST (A) (1)	Gasoline	30	U	N	Facility operates a silver recovery unit.	1
200	Building 200-Security Forces	Yes	1986	6,593		H(1)/W(1)	AST (A) (1)	Diesel	30	U	N		1
							UST (R) (1)	Diesel	750				
201	Building 201-Compressed Gas Storage	Yes	1965	630						U	Y		1
202	Building 202-Security Storage/Locker	Yes	1994	1,296						U	N		1
203	Building 203-Vehicle Registration and Visitor Passes	Yes	2005	1,500		H(1)	AST (A) (1)	Diesel	194	U	N		1
204	Building 204-Vehicle Inspection	Yes	2005	1,600		W (1)				U	N		1
205	Building 205-Base Supply	Yes	1956	56,130		H(1)/W(1)				Y	Y		1

Table III-4: Summary of Property Conditions (cont'd)

Bldg #	Facility ID (Building Name)	Within future runway footprint?	Year of Construction	Square Footage	ERP Site	Hazardous Material/Waste	Storage Tanks/OWSs/Septic Tanks			ACM <sup>(d)</sup>	LBP <sup>(e)</sup>	Comments	ECP Area Type
							Type	Content	Capacity (gallons)				
206	Building 206-Security Forces Storage	Yes	2002	3,024		H(1)				U	N		1
207	Building 207-Recruiting Center	Maybe	1994	1,340						U	N		1
208	Building 208-Propulsion Shop	Yes - Partial	1978	14,191		H(1)/W(1)	OWS (A) (7)	Waste Oil	300	N	Y	Building is Category 7 because OWS requires investigation. OWS discharges to sanitary sewer.	7
							UST (R) (2)	Waste Oil	500				
209	Building 209-Squadron Operations		1988	14,595		H(1)	AST (A) (1)	Diesel	30	U	N		1
210	Building 210-Squadron Operations		1998	5,022		H(1)/W(1)				Y	N		1
211	Building 211-Emergency Generator Shed		2001	121		H(1)	AST (A) (1)	Diesel	50	Y	N	Building is Category 2 because it is constructed over former UST removal site associated with Building 212.	2
212	Building 212-Fire Station		1960	10,612		H(1)/W(1)	UST (R) (2)	Diesel	1,000	Y	Y		2
213	Building 213- Reserve Forces Training Facility		1996	540						U	N	Facility connected to Building 212.	1
215	Building 215 - Steam Plant (Demolished)		1956	-			UST (R) (2)	Fuel Oil	15,000	NA	NA		2
							UST (R) (2)	Fuel Oil	15,000				
							UST (R) (1)	Fuel Oil	20,000				
216	Building 216-AFFF Pumphouse		1994	862		H(1)	AST (A) (1)	AFFF	800	U	N		1
							AST(A) (1)	Diesel	40				
217	Building 217-Maintenance Hanger		1956	69,848		H(1)/W(1)	AST (A) (1)	Diesel	30	Y	Y	Building is Category 7 because OWS requires investigation.	7
							AST (A) (1)	Aircraft Soap	275				
							AST (A) (1)	Waste Oil	200			OWS discharges to sanitary sewer.	
							OWS (A) (7)	Waste Oil	500				
218	Building 218-NDI Shop		1975	2,699		H(1)/W(1)				N	Y	Facility operates a silver recovery unit.	1
219	Building 219-Aerospace Ground Equipment Shop		1975	5,280		H(1)/W(1)	AST (A) (1)	Engine Oil	200	N	Y	Building is Category 7 because OWS requires investigation. OWS discharges to sanitary sewer.	7
							OWS (A) (7)	Waste Oil	200				
							UST (R) (2)	Diesel	6,000				
220	Building 220-Airport Training Facility		1999	21,520		H(1)	AST(A) (1)	Hydraulic Fluid	50	U	N		1
221	Building 221-Acessory Shop Storage		1995	1,728						U	N		1
222	Building 222-Aircraft Maintenance Shop		1996	11,005		H(1)/W(1)	AST(A) (1)	Ethylene glycol	180	N	N		1
224	Building 224-Airfield Management	Yes - Partial	1996	2,256		H(1)	AST (A) (1)	Diesel	50	U	N		1
225	Building 225-Storage	Yes	1996	2,232						U	N		1
249	Building 249-Storage Shed		1994	240						U	N		1

**Table III-4: Summary of Property Conditions (cont'd)**

Bldg #	Facility ID (Building Name)	Within future runway footprint?	Year of Construction	Square Footage	ERP Site	Hazardous Material/ Waste	Storage Tanks/OWSs/Septic Tanks			ACM <sup>(a)</sup>	LBP <sup>(a)</sup>	Comments	ECP Area Type	
							Type	Content	Capacity (gallons)					
250	Building 250-Command and Control Center		1995	465						U	N		1	
251	Building 251-Training/Classroom		1995	1,365		H(1)				U	N		1	
252	Building 252-Training Room		1995	1,186						U	N		1	
253	Building 253-Chemical Decontamination Training Facility		1995	484						U	N		1	
254	Building 254-Vacant offices		1995	240	LF-06 (3)					U	N		3	
255	Building 255-Reserve Forces Training		1996	936						U	N		1	
256	Building 256-Autosampler Building		1999	26	LF-07 (3)	H(1)				U	N		3	
258	Building 258-Crash and Recovery Facility		1994	290	LF-07 (3)					U	U	Building appears to be an older CONEX that may contain LBP, despite installation date of 1994.	3	
259	Building 259-Access Training Facility		2001	64	FT-01 (4)					U	N	Building is Category 4 because it is situated on ERP Site FT-01.	4	
260A	Building 260A-Munitions Storage		2004	254	LF-07 (3)	H(1)				U	N		3	
260B	Building 260B-Munitions Storage		2004	254	LF-07 (3)	H(1)				U	N		3	
260C	Building 260C-Munitions Storage		2004	254	LF-07 (3)	H(1)				U	N		3	
260D	Building 260D-Munitions Storage		2004	254	LF-07 (3)	H(1)				U	N		3	
261	Building 261-Fire Training Storeroom		2004	510	FT-01 (4)					U	N	Building is Category 4 because it is situated on ERP Site FT-01.	4	
262	Building 262-Redness Center and Wood Shop		2003	1,186	LF-06 (3)	H(1)				U	N		3	
300	Building 300-Security Classroom	Yes	1956	846						Y	Y		1	
301	Building 301-Indoor Firing Range	Yes	1985	3,630		W(1)	AST (l) (1)	Water		U	U	Building is Category 4 because remediation for lead contamination associated with munitions was conducted.  Facility was formerly a water tank.	4	
302	Building 302-Fuel Cell Maintenance Hangar	Yes	1975	22,452		H(1)W(1)	AST (A) (1) UST (R) (2) UST (R) (7) OWS (A) (7)	AFFF Fuel Oil Waste JP-4 Waste Oil	375 20,000 500 800	N	Y	Building is Category 7 because UST and OWS require investigation.  OWS discharges to sanitary sewer.	7	
303	Building 303-POL	Yes	1979	1,372		H(1)	OWS (l) (7)	Waste Oil		30	Y	N	Building is Category 7	7

**Table III-4: Summary of Property Conditions (cont'd)**

Bldg #	Facility ID (Building Name)	Within future runway footprint?	Year of Construction	Square Footage	ERP Site	Hazardous Material/ Waste	Storage Tanks/OWSs/Septic Tanks			ACM <sup>(4)</sup>	LBP <sup>(4)</sup>	Comments	ECP Area Type
							Type	Content	Capacity (gallons)				
	Operation/Fuel Lab											because OWS requires investigation.	
304	Building 304-Hazmart and 180-day Hazardous Waste Storage	Yes	1996	3,156		H(1)WW(1)				N	N		1
305	Building 305-Combat Arms Simulator	Yes	1998	2,800		H(1)				N	N		1
307	Building 307-POL Hose Storage and Receiving Head		1956	NA	ST-03 (4)					U	Y	Building is Category 4 because it is situated on ERP Site ST-03.	4
308	Building 308-POL Complex/JP-8 AST		1956	NA	ST-03 (4)	H(1)WW(1)	AST (A) (1)	JP-8	400,001,000	U	Y	Building is Category 4 because it is situated on ERP Site ST-03. Facility is an AST. OWS discharges to storm drain system.	4
							OWS (A) (2)	JP-8	1,000				
							OWS (I) (2)	JP-8					
309	Building 309-Refueler Stand	Yes	1956	NA	ST-03 (4)	H(1)	AST (R) (1)	Plus 100 Additive for JP-8	390	U	Y	Building is Category 4 because it is situated on ERP Site ST-03.	4
310	Building 310-POL Complex/Fuel Distribution Pump House	Yes	1956	684	ST-03 (4)	H(1)WW(1)	AST (A) (1)	Reclaimed JP-8	1,000	U	Y	Building is Category 4 because it is situated on ERP Site ST-03. UST site is part of ERP ST-03	4
							UST (R) (4)	Waste fluid from fuel filter	200				
							OWS (R) (2)	Waste oil	550				
311	Building 311-LOX Storage	Yes	1993	980	ST-10 (4)		AST (A) (1)	Liquid Oxygen	2,000	U	N	Building is Category 4 because it is situated on ERP Site ST-10.	4
							AST (A) (1)	Liquid Oxygen	2,000				
312	Building 312-LOX Support office/Storage	Yes	1993	288	ST-10 (4)	H(1)				U	N	Building is Category 4 because it is situated on ERP Site ST-10.	4
313	Building 313-Pump Shut-Off and Storage	Yes	1995	80	ST-03 (4)	H(1)				U	N	Building is Category 4 because it is situated on ERP Site ST-03.	4
314	Building 314-Base Fuel Station	Yes	1995	48	SS-04 (3)	H(1)WW(1)	OWS (A) (2)	Waste Fuel	25,000	U	N	Building is Category 4 because it is situated on ERP Site ST-03. OWS discharges to storm drain system.	4
					ST-03 (4)								
318	Building 318-Hazardous Storage		1997	176	LF-07 (3)	H(1)WW(1)				U	N		3
400	Building 400- Main Gate House		2001	48						U	N		1
401	Building 401- West Gate Overwatch	Yes	2001	120						U	N		1
402	Building 402- West Gate House		2001	112						U	N		1
403	Building 403- Force Protection Small Arms	Yes	2001	64						U	N	Building is Category 4 because it is situated on top of Building 301.	4

**Table III-4: Summary of Property Conditions (cont'd)**

Bldg #	Facility ID (Building Name)	Within future runway footprint?	Year of Construction	Square Footage	ERP Site	Hazardous Material/Waste	Storage Tanks/OWSs/Septic Tanks			ACM <sup>(4)</sup>	LBP <sup>(4)</sup>	Comments	ECP Area Type
							Type	Content	Capacity (gallons)				
404	Building 404- Force Protection Smokehouse		2001	64	FT-01 (4)					U	N	Building is Category 4 because it is situated on ERP Site FT-01. Located on top of Building 8601.	4
8101	Facility 8101-Storm Drain		1956	NA		W(7)				N	N	Portions of the storm drain system are Category 7 because they require investigation for potential releases of hazardous substances.	1, 7
7101	Facility 7101 – Aircraft Parking Apron		1956	106,868 square yards		W(7)				N	N	Facility is Category 7 because it requires investigation for potential releases of hazardous substances.	7
7106	Building 7106-Engine Test Stand		1993	NA	LF-09 (3)	H(1)	AST (A) (1) OWS (R) (2)	JP-8 JP-8	2,500 350	U	N	Waste JP-8 was formerly discharged to storm drain system.	2 <sup>n</sup>
7201	Building 7201-Open Storage		1960	1,771 square yards		SS-02 (3)				U	Y		3
7203	Building 7203-Covered Storage		1977	555 square yards						U	Y		1
8002	Building 8002 – Former Fuel Station (Demolished)		--	--	ST-03 (4)		UST (R) (2) UST (R) (2) UST (R) (2) OWS (R) (2)	MOGAS Diesel MOGAS Waste Fuel	5,000 5,000 5,000 550	NA	NA	Building is Category 4 because it is situated on ERP Site ST-03. OWS discharged to storm drain.	4
8102	Building 8102-Propane Tank		1997	NA	DP-08 (3)	H(1)	AST (A) (1)	Propane	12,000	N	N	Facility labeled 8101.	3
8103	Building 8103-Diesel Tank		1995	NA	ST-03 (4)		AST (A) (1)	Diesel	10,000	N	N	Building is Category 4 because it is situated on ERP Site ST-03. Facility is also identified as AST 315	4
8104	Building 8104-MOGAS Tank		1995	NA	ST-03 (4)		AST (A) (1)	MOGAS	10,000	N	N	Building is Category 4 because it is situated on ERP Site ST-03. Facility is also identified as AST 316	4
8105	Building 8105-Deicing Fluid Tank		1996	NA	SS-04 (3)		AST (A) (1)	Propylene Glycol	4,500	N	N	Associated with Building 314.	3
8601	Building 8601-Fire Training Tower		1994	NA	FT-01 (4)	H(1)				U	N	Building is Category 4 because it is situated on	4
8606	Building 8906-Aircraft		1997	NA	FT-01 (4)		UST (R) (1) OWS (R) (4)	JP-4	2,000 800	N	N	Building is Category 4 because it is situated on ERP Site FT-01. Associated with Firing Training Facility.	4

**Table III-4: Summary of Property Conditions (cont'd)**

Bldg #	Facility ID (Building Name)	Within future runway footprint?	Year of Construction	Square Footage	ERP Site	Hazardous Material/Waste	Storage Tanks/OWSs/Septic Tanks			ACM <sup>(a)</sup>	LBP <sup>(a)</sup>	Comments	ECP Area Type
							Type	Content	Capacity (gallons)				
Munitions Storage	Munitions Storage Area	No	NA	NA	LF-07 (3)				NA	NA	Area is Category 7 because flare bum site requires investigation.	7	

Notes: (a) Data are for disclosure purposes only and do not impact the ECP Area Type. Number in parentheses indicates ECP Area Type for that resource (e.g., UST (R) (2) indicates at removed UST that is ECP Area Type 2).  
 (b) Source: Department of the Air Force

- A = active
- ACM = asbestos-containing material
- AST = aboveground storage tank
- ERP = Environmental Restoration Program
- H = hazardous material
- W = hazardous waste
- I = inactive
- LBP = lead-based paint
- N = No ACM or lead-based paint, as appropriate, has been identified or is suspected within facility
- NA = not applicable
- OWS = oil/water separator
- R = removed
- U = unknown
- UST = underground storage tank
- VSI = visual site inspection
- Y = ACM or lead-based paint, as appropriate, has been identified or is suspected within facility
- = not available

<sup>1</sup> = Building 7106 was a "2" in the text but :

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**Table III-5**  
Former Environmental Repair Site (ERP) Conditions Summary  
*General Mitchell IAP/ARS*

ERP Site (category)	Building #	Facility ID (Building Name)	Current Use	Former Use Description for ERP site	Subsurface Investigation Details	ERP Site Constituents and Extent	ERP Action levels referenced in closure package*	Removal Action or other Remediation Completed?	ERP Closure fr WDNR-Date	Closure Package Implications for Re-Use of this Area	ECP Area Type
DP-08	8102	Building 8102-Propane Tank	No information available	Former disposal trench receiving waste solvents, hydraulic oils, possibly chemical wastes. 6' x 6' x 6' trench covered with metal grating and 2 minor pits or trenches received liquid wastes between 1956 and 1979.	1997 soil borings (8). Fill from 3 to 8 ft of organic clay overlying hard lean clay. Elevated PID readings from 6 to 15 feet at 2 of 8 borings. GW 1 to 5 ft bgs with NNE flow direction. Two NR141 MWs and one temp MW. No GW exceedance of ES.	VOCs and one SVOC constituent detected in soil below WDNR standards. MTBE, bis(2-ethylhexyl)phthalate detected in GW--nothing above NR140 ES.	Soil <NR720.09/720.11 Generic RCLs, Groundwater <NR140 ES	No Removal Action Completed	4/3/2001	No specific implications for this particular area. However, former disposal trench location never identified and may be in the vicinity--reportedly north and west of ERP site SS-02--i.e. unknown whether the borings were completed in the right location(s) to adequately define DP-08.	3
FT-01	259	Building 259-Access Training Facility	Confined Space Training	Original site unlined gravel-filled pit approx 50 ft in diameter used from 1960 to 1979 to conduct fire training exercises. Oil, spent solvents, contaminated aircraft fuels as accelerants. In 1979, 4 to 10 feet of fill material placed over the area to raise elevation. New FTA facility constructed in 1996 with most of the 1979 fill removed.	Prior to new FTA construction in 1996, approximately 5000 cubic yards contaminated soil excavated to a depth of 7 feet with offsite disposal of soil (removed soil was mostly the 1979 fill layer). Excavation confirmation samples indicated DRO, GRO and benzene above regulatory standards in most post-excavation boring samples and 3.7 mg/kg of PCBs in one excavation pile. Fill currently from surface to approx 9 to 16 feet bgs consists of stiff lean clay. Fill overlies 3 feet of black, organic clay soil over hard, lean clay. GW @ 10-24 feet with NE flow direction.	Buried wastes and soils impacted by VOCs, SVOCs, total petroleum hydrocarbons. Most post-excavation 1996 sampling locations had DRO and GRO above 100 mg/kg. Benzene (80 ug/kg) exceeds NR720.09 generic RCLs in one 7-8 foot sample on southwest side of former circular area from 1998. Also detections of many constituents that do not have a generic RCL, and no site-specific RCLs calculated/provided. These constituents include methylene chloride; 111 TCA; TCE; PCE; isopropylbenzene; 1,3,5-trimethylbenzene; 1,2,4-trimethylbenzene; sec-butylbenzene; p-isopropyltoluene; 1,4-Dichlorobenzene; butylbenzene; 1,2 dichlorobenzene; and naphthalene. Five NR 141 Monitoring wells with cis-12DCE above PAL in one well (S3MW-2) over multiple sampling dates. Vinyl chloride and bis(2-ethylhexyl)phthalate exceeds ES in same well using 1999 data.	Soil < NR720.09/720.11 Generic RCLs except for 1 benzene exceedance. Many constituents detected have no generic RCL. Groundwater <NR140 Table 1 and 2 values	Yes - 5000 cubic yards of soil removed to depths of 7 feet prior to 1996 FTA construction--this material mostly comprised of fill placed in 1979.	1/6/2004	1996 soil excavation only removed fill material placed in 1979--material discharged to the subsurface prior to 1979 still in place--including chlorinated constituents that may be present. Soil detections of many constituents without site-specific RCL. No characterization of the area directly beneath FTA "circle". Vinyl chloride and bis(2-ethylhexyl)phthalate present in groundwater above ES. This area should probably be covered and/or no building should be placed in this area without consideration of the potential for VOC volatilization to indoor air.	4
	261	Building 261-Fire Training Storeroom	Storage								
	404	Building 404- Force Protection Smokehouse	Guard Shack								
	8601	Building 8601-Fire Training Tower	Fire Fighting Training								
	8906	Building 8906-Aircraft	No information available								
LF-05	No building in document	No building associated with the location of this ERP in available documents.	No information available	Drum/Transformer Landfill Area: former gully filled with miscellaneous debris. 50 ft by 940 ft grass covered area situated along the northern side of IAP-ARS between 1st Avenue and the northern fence line. East-west trending gully extending to the west side of the former hazardous waste storage area, reportedly filled with miscellaneous debris and leveled with soil prior to 1983. Construction debris, appliances, drained transformers reportedly buried.	Groundwater 8 to 11 feet bgs with NE flow direction. Geophysical survey in 1995 indicated metal objects present and also underground utilities. 1998 DRO exceedance of NR720 generic RCL in soil from 6-8 feet (DRO=560 mg/kg). PAHs <WDNR PAH industrial RCLs. Lead exceeds residential but doesn't exceed industrial NR720.11 values. Arsenic exceeds NR720 Table 2 industrial value (1.6 mg/kg) at numerous depths in all borings (range from 3.2 to 50 mg/kg) but may be natural conditions. Four NR141 monitoring wells with one unconfirmed groundwater well with bis(2-ethylhexyl)phthalate at 11 ug/L exceeds ES of 6 ug/L.	Investigations indicate minor PAHs at one location with phenanthrene (SASB-02 5 ft--1,800,000 ug/kg) and DRO (2700 mg/kg) above industrial WDNR standards. One additional location above DRO standard (560 mg/kg) Arsenic values consistently exceed NR720.11 Table 2 industrial value of 1.6 mg/kg. No VOCs above WDNR standards in soil. Groundwater monitoring well LF5-MW02 bis(2-ethylhexyl)phthalate 11 ug/L exceeds NR140 ES--unconfirmed in subsequent sampling.	NR720.09/720.11 Generic RCLs and NR140 Table 1 and 2 values.	No Removal Action Completed	2/7/2000	Buried objects in subsurface. Arsenic values in soil exceed NR720.11 Table 2 industrial value of 1.6 mg/kg but probably due to natural conditions. DRO and PAH values exceed NR720 industrial standards at one location at 5 foot depth. One GW ES exceedance of Bis(2). Groundwater should not be used in this area without further investigation (City water is available to this region).	3**
LF-06	254	Building 254-Vacant offices	Command Observation	Located NW of the former FTA--reportedly past disposal and burial activities, circa 1980, occurred in this location including drums of used hydraulic oil, soil, construction debris, appliances, empty transformers, and piping from a former deicing system. Geophysical survey results indicate buried metallic objects in 2 areas --along the north-south fence line and 1000 feet east of the fence line. The fence line anomaly was attributed to buried electrical power lines. Soils contaminated with fuel or oil reportedly encountered in 1986/87, approximately 100 to 150 feet north of DP-08.	1997 soil samples for VOCs, SVOCs, TPH-DRO. VOCs present include xylenes, MTBE, benzene, ethylbenzene below NR720.09 generic RCLs. Bis(2-ethylhexyl)phthalate only detected at one boring location. No generic RCL available for bis-2, no site-specific RCL calculated. 1999 bis(2-ethylhexyl)phthalate at 3 of four 4 NR141 monitoring wells in concentrations exceeding the ES. One MW located in the same vicinity as the soil where Bis(2) was detected. Organic clay fill with shell fragments and some cinders and slag ranging from 5 to 11 feet deep overlying hard lean clay. Clay soil approximately 75 feet thick above bedrock. Groundwater 7 to 16 feet bgs with NNE flow direction.	Benzene, ethylbenzene, xylene in soil at depths ranging from 6 to 12 feet--below generic RCLs. Bis(2-ethylhexyl)phthalate 260 ug/kg--no RCL calculated. Bis2 also present in groundwater above ES.	NR720.09/720.11 Generic RCLs and NR140 Table 1 and 2 values. No Generic RCL available for bis(2-ethylhexyl)phthalate.	No Removal Action Completed	3/29/2001	Buried object in subsurface. Bis(2-ethylhexyl)phthalate detection in soil has no RCL and groundwater concentrations exceed ES for this same compound. Groundwater should not be used in this area without further investigation (City water is available to this region).	3
	262	Building 262-Rediness Center and Wood Shop	Storage, Wood Shop and Office.								

**Table III-5**  
Former Environmental Repair Site (ERP) Conditions Summary  
*General Mitchell IAP/ARS*

ERP Site (category)	Building #	Facility ID (Building Name)	Current Use	Former Use Description for ERP site	Subsurface Investigation Details	ERP Site Constituents and Extent	ERP Action levels referenced in closure package*	Removal Action or other Remediation Completed?	ERP Closure fr WDNR-Date	Closure Package Implications for Re-Use of this Area	ECP Area Type
LF-07	256	Building 256-Autosampler Building	Storm Drainage Pump Station	North East Landfill: impacted by past disposal and burial activities similar to that associated with LF-05 and LF-06, and possible migration of contaminants from site FT-01. Former landfill reported to extend along the northern edge of the FTA to the northern property boundary including burial of an unspecified number of 55-gallon containers of spent floor stripper at a 12 foot burial depth from the late 1960s and early 1970s. Additional debris including foundry slag and clinker, automobiles, appliances, bed frames.	Geophysical survey in 1994 indicated buried metallic objects along the northern edge of the FTA and in NE, E, N-central, and NW portions of LF-07. 1997 soil investigation--no detections above Generic NR720 RCLs. No constituents without a generic standard. 1999 Groundwater only VOC MTBE below PAL. Bis(2-ethylhexyl)phthalate in 3 area wells, 2 concentrations above ES. 1997 site investigation fill to a depth ranging from 9 to 16 ft of stiff, lean clay over a 0 to 3 foot thick layer of black organic clay and then gray lean clay.	Low-level soil contamination: petroleum VOCs and PAHs below state criteria. Groundwater has no VOCs but bis(2-ethylhexyl)phthalate detected in 2 of the 3 area wells at concentrations above the ES.	<NR720 generic RCLs and <NR140 Table 1 and 2 values	No Removal Action Completed	4/3/01	Metallic material present in the subsurface relevant to future structures at the site. Groundwater exceedance of ES for bis(2-ethylhexyl)phthalate in the general vicinity means groundwater should not be used in this area (City water is available to the region).	3
	258	Building 258-Crash and Recovery Facility Buried waste	Storage								3
	260A	Building 260A-Munitions Storage	Munitions Storage								3
	260B	Building 260B-Munitions Storage	Munitions Storage								3
	260C	Building 260C-Munitions Storage	Munitions Storage								3
	260D	Building 260D-Munitions Storage	Munitions Storage								3
	318	Building 318-Hazardous Storage	Munitions Maint. and Inspection								3
	Munitions Storage Area	Munitions Storage Area	No information available	Storage for munitions	Former facility personnel indicate a large number of fares may have been burned in the center of the Munitions Storage Area in the late 1990s. This area has not been investigated	Munitions Area not investigated	Munitions Area not investigated	Munitions Area not investigated	Munitions Area not investigated	Munitions Storage Area is Category 7 because flare burn site requires investigation before parcel can be transferred/re-used.	7
LF-09	7106	Building 7106-Engine Test Stand	No information available	Located on the south end of the IAP ARS, east of the POL area and south of the aircraft apron. Has installation Engine Test Stand (100 ft x 70 ft) in NE corner. Engine test stand covered with concrete--surrounding area grassy. Used for disposal of soil and debris prior to 1985 including various metal objects such as desks, chairs and also mattresses within a trench-like excavation. Engine Test Stand constructed in 1987.	Geophysical survey indicated metal objects present in the subsurface subsequently attributed to underground utilities. Low PAH detections in all 7 soil samples--all below WDNR NR720 PAH guidance values. Bis(2-ethylhexyl)phthalate in 3 soil boring samples at low concentrations--but no Bis2 RCL for comparison. Arsenic above 1.6 ug/kg RCL at most soil boring locations--probably a natural occurrence. Naphthalene at 1800 ug/L (100 ug/L ES) in POL-20 and metals exceedances of ES in groundwater well S5MW-1.	Bis(2-ethylhexyl)phthalate in soil at low concentrations--no RCL for comparison. Arsenic RCL exceeded at all boring locations in soil--naturally occurring. Metals ES exceedances in groundater in S5MW-1 on SE (upgradient) corner of site. Naphthalene ES exceeded in one well.	<NR720 generic RCLs and <NR140 Table 1 and 2 values. Standards not available for all constituents detected.	No Removal Action Completed	2/7/2000	Metals in soil on SE portion of LF-09 above NR720 RCLs. Bis(2-ethylhexyl)phthalate in high concentration (1600 ug/kg) at 10 foot depth--no RCL available for comparison. Arsenic exceeds NR720 RCL of 1.6 mg/kg but probably due to natural conditions. Metals and naphthalene exceed ES in groundwater. Groundwater should not be used from this vicinity (City water available for this region). <a href="#">Future Runway Location</a> .	2'
SS-02	7201	Building 7201-Open Storage	CONEX storage containers in SW corner of former site	Unpaved, unfenced historical hazardous waste storage area located along north side of First Avenue west of the FTA.	8 soil borings, one temporary well. 0 to 2.5 ft fill over hard, stiff lean brown clay.	impacted soils contain petroleum and chlorinated VOCs. TCE (2100 ug/kg) cis-1,2-dichloroethene (4,800 ug/kg). VOCs from approx 6-12 ft bgs. Extent not defined toward east. VOCs in groundwater wells < State standards. One soil sample, 6-8ft deep, exceeds 720.09 for benzene (510 ug/kg vs. 5.5 ug/kg std). Many constituents detected for which there is no generic standard, and site specific standards not calculated (trans-1,2DCE; cis-1,2-DCE; TCE; Toluene; Ethylbenzne Xylene; isopropylbenzene; n-propylbenzene; 1,3,5-trimethylbenzene; 1,2,4-trimethylbenzene; sec-butylbenzene; p-isopropyltoluene; n-butylbenzene; naphthalene). Bis-2-ethylhexyl phthalate 4.9 ug/L in groundwater (>PAL <ES).	720.09 generic soil RCLs but many constituents detected that are not covered by generic RCLs.; NR140.	No Removal Action Completed	3/29/2001	Soil concentrations detected for constituents without any site-specific standards calculation--data not presented at surface elevation in regard to direct contact. Groundwater data indicates no issues. This area should probably be covered if it is used for an alternative activity and/or no building should be placed in this area without consideration of the potential for VOC volatilization to indoor air.	3

**Table III-5**  
Former Environmental Repair Site (ERP) Conditions Summary  
*General Mitchell IAP/AR's*

ERP Site (category)	Building #	Facility ID (Building Name)	Current Use	Former Use Description for ERP site	Subsurface Investigation Details	ERP Site Constituents and Extent	ERP Action levels referenced in closure package*	Removal Action or other Remediation Completed?	ERP Closure fr WDNr-Date	Closure Package Implications for Re-Use of this Area	ECP Area Type
SS-04	8105	Building 8105-Deicing Fluid Tank	No information available	0.3 acres in far northwest corner of POL fuel area, in SE corner of base. Used for short term storage of hazardous waste drums with spent solvents, waste engine and lubricating oil, hydraulic fluid, paints, thinner and contaminated aircraft fuel) in mid-1970s to present. Drums stored on unpaved area	No site map to indicate boring locations within SS-04 versus outside of this area.	Text indicates 9, 0-5 foot soil borings and 3 stream sediment samples analyzed for VOCs, lead, TPH. Ethylbenzene 2.2 mg/kg in one boring from unspecified depth. Lead all below 50 mg/kg. Dichloromethane detected at 440 ug/kg unknown depth--no Generic RCL available in NR720.09 for dichloromethane. No groundwater data provided.	NR720.09 generic soil RCLs but none available for dichloromethane. NR140 cited but no groundwater data provided.	No Removal Action Completed	8/2/1999	No site map to indicate boring locations cited in the closure package are actually within SS-04 versus outside of this area and elsewhere within the POL area. No groundwater data provided from this direct area. Dichloromethane or other chlorinated materials may provide future volatilization concerns to indoor air if building placed in this area. (Future Runway location)	3
	314	Building 314-Base Fuel Station	Fuel Controls								
ST-03	307	Building 307-POL Hose Storage and Receiving Head Jet fuel pumping station (JP-8)	No information available	Located in the POL fuel area directly east of D Street in SE corner of the base. Estimated 1000 gallon leak from 8-inch aviation fuel line between the 380,000 gallon fuel storage tank and the pumphouse (Bldg 309) in mid-1960s. Undetermined amount of contaminated soil removed in 1970s and in 1983 during construction of the concrete berm for the aviation fuel storage tank (Tank No. 670744).	1988 five soil borings, 3 stream sediment samples. Only one 1988 soil sample contained VOCs, the boring located directly adjacent to the leak, but ELEVATED DETECTION LIMITS (mg/kg) were used. Lead below 50 mg/kg. No VOCs in sediments. 1990 three soil borings, two surface water and sediment samples. Benzene concentration (150 ug/kg) >NR720 generic RCLs at 1 location. Additional VOCs detected without site-specific RCLs. Lead 110 mg/kg in one sample 0 to 4 feet bgs (lower than industrial standard of 500). No groundwater concentrations>ES. Sediment concentrations <NR720 generic values. Four NR141 wells sampled for the area. GW ranges between depths of 6 and 19 feet, SE flow direction.	Benzene, TPH, lead and other VOCs without generic RCLs in soil--and ELEVATED detection limits in the mg/kg range were used during one investigation phase for VOCs. Groundwater <NR140 ES.	Soil <NR720.09/720.11 Generic RCLs; Groundwater <NR140 Table 1 and 2 values but required detection limits not used for more than half of the soil analysis completed. NR746.06 Table 1 and 2 standards met for 1990 soil data.	Soil excavation-- amount not documented--in 1970s and 1983.	8/2/1999	The OWS in this area discharged to the storm drain, which will be investigated separately. This area should probably be covered if it will be used for an alternative activity and/or no building should be placed in this area without consideration of the potential for VOC volatilization to indoor air. Future Runway location.	4
	308	Building 308-POL Complex/JP-8 AST	No information available								
	309	Building 309-Refueler Stand JP-8 into trucks and then into jet.	No information available								
	310	Building 310-POL Complex/Fuel Distribution Pump House	Fuel Pump Station								
	8002	Building 8002 - Former Fuel Station (Demolished)	No information available								4
	8103	Building 8103-Diesel Tank	No information available								4
	8104	Building 8104-MOGAS Tank	No information available								4
	313	Building 313-Pump Shut-Off and Storage	POL Shop and Storage								4
314	Building 314-Base Fuel Station	Fuel Controls								4	

**Table III-5**  
Former Environmental Repair Site (ERP) Conditions Summary  
*General Mitchell IAP ARS*

ERP Site (category)	Building #	Facility ID (Building Name)	Current Use	Former Use Description for ERP site	Subsurface Investigation Details	ERP Site Constituents and Extent	ERP Action levels referenced in closure package*	Removal Action or other Remediation Completed?	ERP Closure fr WDNR-Date	Closure Package Implications for Re-Use of this Area	ECP Area Type
ST-10	311	Building 311-LOX Storage	LOX Storage	Petroleum, Oil, and Lubricant/Dry Well Area (POL/Dry Well Area) located in the southeast corner of IAP ARS within the base fuel storage area. Former UST site and petroleum spill area from property adjacent to the southern 440th boundary. 11-foot wide paved access road, grassy area with buried high voltage lines. Formerly contained a dry well installed in 1954 to receive process water from the OWS by underground pipe. Dry well replaced in 1978 with 200 gallon, steel UST. 1982 UST replaced with holding tank --removal of UST noted petroleum-contaminated soil and piping which was left in place. 1999 holding tank removed. Also an UST with jet fuel.	Silty clay fill to 2 feet bgs over silty clay with intermittent silt layers to depth of 16 feet. Groundwater depth between 10 and 24 feet bgs with northern flow direction. Five NR141 monitoring wells. 1898 five soil borings and 23 temp monitoring wells, 5 NR141 monitoring wells. Nothing detected in groundwater above standards. In 2000 three soil borings with concentrations of GRO, DRO, benzene, ethylbenzene, total xylenes above NR720 generic RCLs. 2002 12 soil borings east of ST-10 area and along the fence between ST-10 and LF-09 and in vicinity of POLW-4. All 2002 samples submitted from 4-16 foot depth interval. 2002 results GRO, benzene, (2 samples) above NR720 generic RCLs, mostly within 4 to 8 foot depth interval. 2002 groundwater monitoring results all <NR140 values.	Soil concentrations of GRO and benzene exceeding NR720 standards and several other VOCs below standards. Groundwater contaminants below standards; modeling indicates that potential concentrations in groundwater close to non-detectable values.	Soil < NR720.19 (2) Soil Performance Standards indicated. NR746.06 risk screening criteria limits also cited and NR140 for groundwater.	No Removal Action Completed due to presence of high voltage lines	2/24/2004	Soil concentrations of GRO, DRO, benzene, ethylbenzene, xylenes exceeding NR720 standards at approximate depths between 4 and 16 feet bgs. No sample data available above 4 feet. This area should probably be covered if it will be used for an alternative activity and/or no building should be placed in this area without consideration of the potential for VOC volatilization to indoor air. <i>Future Runway location.</i>	4
	312	Building 312-LOX Support office/Storage	LOX Workshop and Storage								

Notes:

- AST = aboveground storage tank
- bgs = below ground surface
- Bis(2) = bis(2-ethylhexyl)phthalate
- cis-12DCE = cis-1,2-dichloroethene
- DRO = Diesel range organics
- E = east
- ERP = Environmental Restoration Program
- ES = State of Wisconsin Groundwater Enforcement Standard (NR140)
- FTA = Fire Training Area
- GRO = Gasoline range organics
- GW = Groundwater
- IAP ARS = General Mitchell International Airport Air Reserve Station (440th)
- MTBE = methyl tert butyl ether
- MW = monitoring well
- N = north
- NC = Not Categorized
- OWS = oil/water separator
- PAH = polynuclear aromatic hydrocarbons
- PAL = State of Wisconsin Groundwater Preventative Action Limit (NR140)
- PCE = tetrachloroethene
- POL = petroleum-based oils and lubricants
- S = south
- SVOC = Semi-volatile organic compound
- 111 TCA = 1,1,1 Trichloroethane
- TCE = trichloroethene
- VOC = volatile organic compound
- W = west

\*Although specific standards were noted on each closure package form, standards typically were NOT met everywhere onsite and/or generic standards referenced do not exist in NR720.09/720.11 for all compounds detected, and site-specific calculations were not performed

\*\* = LF-05 was not included in the ECP's Master Table (ECP Table 1) but it was noted on Figure 3 of ECP to be a Category "3"

**Table III-6: Active Storage Tanks and Oil-Water Separators**

Bldg #	Facility ID (Building Name)	Current Use	Tank Type <sup>1</sup>	Content	Capacity (gallons)	WI Tank Registration Number	Valid non-registrered use?/ARS tank No.	Information from 440th obtained Post-ECP Report	Non-ECP Reference
104	Building 104-Vehicle Operations and Management	Vehicle Shop w/ Offices	AST (A) (1)	Waste Oil	500	1052846	Not Applicable		
104	Building 104-Vehicle Operations and Management	Vehicle Shop w/ Offices	AST (A) (1)	Antifreeze	120	1052853	Not Applicable		
104	Building 104-Vehicle Operations and Management	Vehicle Shop w/ Offices	AST (A) (1)	Waste Antifreeze	120	1052854	Not Applicable		
104	Building 104-Vehicle Operations and Management	Vehicle Shop w/ Offices	AST (A) (1)	Gear Oil	120	1052851	Not Applicable		
104	Building 104-Vehicle Operations and Management	Vehicle Shop w/ Offices	AST (A) (1)	Hydraulic fluid	120	1052852	Not Applicable		
104	Building 104-Vehicle Operations and Management	Vehicle Shop w/ Offices	AST (A) (1)	Transmission fluid	120	1052850	Not Applicable		
104	Building 104-Vehicle Operations and Management	Vehicle Shop w/ Offices	AST (A) (1)	Engine Oil (10W)	120	1052849	Not Applicable		
104	Building 104-Vehicle Operations and Management	Vehicle Shop w/ Offices	AST (A) (1)	Engine Oil (15W)	240	1052847	Not Applicable		
104	Building 104-Vehicle Operations and Management	Vehicle Shop w/ Offices	AST (A) (1)	Engine Oil (40W)	240	1052848	Not Applicable		
103	Building 103-Emergency Generator Building	Emergency power for Facility No. 102	AST (A) (1)	Diesel	40	1149335	Not Applicable		
103	Building 103-Emergency Generator Building	Emergency power for Facility No. 102	AST (NC)	Diesel	194	Not Applicable	Yes/103	This tank is here, and should be added to all applicable lists.	Hanano Environmental and Associates Inc., 2001. General Plan for General Mitchell Air Reserve Station, Milwaukee WI, update to 1995 plan.
116	Building 116-Emergency Generator Building	Emergency power for Facility No. 103	AST (A) (1)	Diesel	40	Not Applicable	Yes/116		
118	Building 118-Emergency Generator Building	Emergency power for Facility No. 111	AST (A) (1)	Diesel	30	Not Applicable	Yes/118		
119	Building 119-Emergency Generator Building	Emergency power for Facility No. 107	AST (A) (2)	Diesel	100	Not Applicable	Yes/119		
120	Building 120-Fire Protection Pumphouse	Fire Protection Pump House	AST (A) (1)	Water	-500	Not Available	Not Available/120	This tank is here, and should be added to all applicable lists.	
120	Building 120-Fire Protection Pumphouse	Fire Protection Pump House	AST (A) (1)	Diesel	275	1149341	Not Applicable		
120	Building 120-Fire Protection Pumphouse	Fire Protection Pump House	AST (A) (1)	Diesel	275	1149342	Not Applicable		
140	Building 140-Medical Training Facility/Bio-Environmental	Medical Clinic w/ Offices and Storage	AST (A) (1)	Gasoline	30	No record available.	No record available/140		
200	Building 200-Security Forces	Offices	AST (A) (1)	Diesel	30	Not Applicable	Yes/200		
203	Building 203-Vehicle Registration and	Offices	AST (A) (1)	Diesel	194	1061484	Not Applicable		
211	Building 211-Emergency Generator Shed	Emergency power for Facility No. 212	AST (A) (1)	Diesel	50	Not Applicable	Yes/211		
216	Building 216-AFFF Pumphouse	Generator Pumphouse	AST (A) (1)	AFFF	800	Not Applicable	Yes/216		
217	Building 217-Maintenance Hanger	Shops with Offices and Storage	AST (A) (1)	Diesel	30	Not Applicable	Yes/217		
217	Building 217-Maintenance Hanger	Shops with Offices and Storage	AST (A) (1)	Aircraft Soap	275	Not Applicable-1052845	Yes/4-217C	Tote rented from vendor of material. Will be returned to vendor in next couple months.	
220	Building 220-Airport Training Facility	Storage with Offices	AST(A) (1)	Hydraulic Fluid	50	No record available.	No record available./220	This tank is here, and should be added to all applicable lists.	
222	Building 222-Aircraft Maintenance Shop	Maint. Shops w/ Offices	AST(A) (1)	Ethylene glycol	180	No record available.	No record available./222	This tank is here, and should be added to all applicable lists.	
224	Building 224-Airfield Management	Offices	AST (A) (1)	Diesel	50	Not Applicable	Yes/224		
302	Building 302-Fuel Cell Maintenance Hangar	Storage and Office	AST (A) (1)	AFFF	375	No record available.	No record available./301	This tank is here, and should be added to all applicable lists.	
308	Building 308-POL Complex/JP-8 AST	No information available	AST (A) (1)	JP-8	400,000,000	670744	Not Applicable		

**Table III-6: Active Storage Tanks and Oil-Water Separators**

Bldg #	Facility ID (Building Name)	Current Use	Tank Type <sup>1</sup>	Content	Capacity (gallons)	WI Tank Registration Number	Valid non-registrered use?/ARS tank No.	Information from 440th obtained Post-ECP Report	Non-ECP Reference
310	Building 310-POL Complex/Fuel Distribution Pump House	Fuel Pump Station	AST (A) (1)	Reclaimed JP-8	1,000	670738	Not Applicable		
311	Building 311-LOX Storage	LOX Storage	AST (A) (1)	Liquid Oxygen	2,000	Not Applicable	Yes/311		
311	Building 311-LOX Storage	LOX Storage	AST (A) (1)	Liquid Oxygen	2,000	Not Applicable	Yes/311		
7106	Building 7106-Engine Test Stand	No information available	AST (A) (1)	JP-8	2,500	1052844	Not Applicable		
8102	Building 8102-Propane Tank	No information available	AST (A) (1)	Propane	12,000	Not Applicable	Yes/8102		
8103	Building 8103-Diesel Tank	No information available	AST (A) (1)	Diesel	10,000	670746	Not Applicable		
8104	Building 8104-MOGAS Tank	No information available	AST (A) (1)	MOGAS	10,000	670745	Not Applicable		
8105	Building 8105-Deicing Fluid Tank	No information available	AST (A) (1)	Propylene Glycol	4,500	Not Applicable	Yes/8105		
104	Building 104-Vehicle Operations and Management	Vehicle Shop w/ Offices	OWS (A) (7)	Waste Oil	250	402001048	Not Applicable		
104	Building 104-Vehicle Operations and Management	Vehicle Shop w/ Offices	OWS (A) (7)	Waste Oil	550	402000964	Not Applicable/104A		
208	Building 208-Propulsion Shop	Maint. Shop w/ Offices and Storage	OWS (A) (7)	Waste Oil	300	No record available.	No record available.		
217	Building 217-Maintenance Hanger	Shops with Offices and Storage	OWS (A) (7)	Waste Oil	500	No record available.	No record available.		
219	Building 219-Aerospace Ground Equipment Shop	Maint. Shops with Offices and Storage	OWS (A) (7)	Waste Oil	200	No record available.	No record available /104B		
302	Building 302-Fuel Cell Maintenance Hangar	Storage and Office	OWS (A) (7)	Waste Oil	800	No record available.	No record available /219A		
308	Building 308-POL Complex/JP-8 AST	No information available	OWS (A) (2)	JP-8	1,000	299870/402000962	Not Applicable		
314	Building 314-Base Fuel Station	Fuel Controls	OWS (A) (2)	Waste Fuel	25,000	No record available.	No record available.		

Notes: The source for all information in this table is the ECP and EBS Reports (Earth Tech, 2007) unless otherwise noted.

Number in parentheses indicates ECP Area Type for that resource (e.g., UST (R) (2) indicates at removed UST that is ECP Area Type 2).

- A = active
- ACM = asbestos-containing material
- AST = aboveground storage tank
- ECP = Environmental Condition of Property Report--April 2007
- ERP = Environmental Restoration Program
- I = inactive
- NA = not applicable
- OWS = oil/water separator
- R = removed
- U = unknown
- UST = underground storage tank
- NC = Not Categorized

Table III-7 - Removed Storage Tanks (AST or UST or OWS)

Building #	Facility ID-Building Name	Current Use	Tank Type (ECP Category)	Content	Capacity (gallons)	Current WI Reg Object #	Former WI Tank Reg #	Map ID (Figure III-11 if no reg # available)	Removal date	Contam noted during removal?	Sampling Conducted?	Constituents ID'd	Action Levels Used	Reference
103	Building 103-Emergency Generator Building	Emergency power for Facility No. 102	UST (R) (1)	Diesel	570	299851	402000943		Oct-95	No. Specifically noted no contamination	Not applicable	Not Applicable	Not Applicable	Harland Bartholomew and Associates Inc., 2001. General Plan for General Mitchell Air Reserve Station, Milwaukee WI, update to 1995 plan. (Tables 5-1, 5-2, & 5-3)
104	Building 104-Vehicle Operations and Management Vehicle Maintenance POLS	Vehicle Shop w/ Offices	UST (R) (2)	Leaded gasoline	10,000	299852	402000944		May-88	No record available.	No record available.	No record available.	No record available.	
104	Building 104-Vehicle Operations and Management Vehicle Maintenance POLS	Vehicle Shop w/ Offices	AST (A) (1)	Waste Antifreeze	120	1052855	No record available.		Feb-06	No record available.	No record available.	No record available.	No record available.	Formerly situated inside the H104 HazBin Personal Communication from ARS
104	Building 104-Vehicle Operations and Management Vehicle Maintenance POLS	Vehicle Shop w/ Offices	AST (A) (1)	Solvent	120	1052856	No record available.		Feb-06	No record available.	No record available.	No record available.	No record available.	Formerly situated inside the H104 HazBin Personal Communication from ARS
107	Building 107-Mess Hall/Open Mess	Dining Hall w/ Kitchen	UST (R) (2)	Diesel	550	299862	402000954		No record available.	No record available.	No record available.	No record available.	No record available.	Diesel or grease trap. Moved to Bldg 310 & changed ID No Personal Communication from ARS
109	Building 109-Vehicle Storage	Big Vehicle Storage	OWS (R) (1)	Waste Oil	200	No record available	No record available.	23	No record available.	No record available.	No record available.	No record available.	No record available.	
112	Building 112-Parachute Shop	Maint. Shops w/ Offices	UST (R) (2)	Fuel Oil	1,500	299853	402000945		Oct-89	No record available.	No record available.	No record available.	No record available.	
113	Building 113-Squadron Operations	Offices w/ Storage	UST (R) (1)	Diesel	750	299855	402000947		Oct-95	No Record available	No record available.	No record available.	No record available.	
113	Building 113-Squadron Operations	Offices w/ Storage	UST (U) (2)	Fuel Oil	1500 or 2000	299854	402000946		Jan-89	No record available.	No record available.	No record available.	No record available.	BRAC Transmittal data
200	Building 200-Security Forces	Security Forces	UST (U) (1)	Diesel	750	Unknown	Unknown	27	1995	No. Specifically noted no contamination	Not applicable	Not Applicable	Not Applicable	
208	Building 208-Propulsion Shop	Maint. Shop w/ Offices and Storage	UST (R) (2)	Waste Oil	500	299868	402000960		Aug-89	No record available.	No record available.	No record available.	No record available.	OWS discharges to sanitary sewer.
212	Building 212-Fire Station	Fire Station w/ Vehicle Storage and Offices	UST (R) (2)	Diesel	1000	299856	402000948		Oct-95	No record available.	No record available.	No record available.	No record available.	No follow up information on petroleum product contamination.
212	Building 212-Fire Station	Fire Station w/ Vehicle Storage and Offices	UST (2)	Diesel	1000	299867	402000959		Oct-95	Contaminated soil noted	No record available.	No record available.	No record available.	UST may be the same tank as 299856. Two tank detail sheets from WI Dept. of Commerce. No follow up information on petroleum product contamination. Unclear map location BRAC Transition Data - Environmental Management. Wisconsin Dept. of Commerce, Storage Tank Regulation Section. Personal Communication w/ARS
215	Building 215 - Steam Plant (Demolished)		UST (R) (1)	Fuel Oil	20,000	299859	402000951		Mar-98	No evidence of release.	No record available.	No record available.	No record available.	No follow up information on petroleum product contamination or excavation.
215	Building 215 - Steam Plant (Demolished)		UST (R) (2)	Fuel Oil	15,000	299857	402000949		Mar-98	Yes	Diesel range organics detected below level requiring action.	No record available.	No record available.	No follow up information on petroleum product contamination or excavation.
215	Building 215 - Steam Plant (Demolished)		UST (R) (2)	Fuel Oil	15,000	299858	402000950		Mar-98	Petroleum contamination	No record available.	No record available.	Recommended for excavation.	No follow up information on petroleum product contamination or excavation.
219	Building 219-Aerospace Ground Equipment Shop Aerospace Vehicle Maintenance POLS	Mainl. Shops with Offices and Storage	UST (R) (2)	Diesel	6,000	299860	402000952		Oct-95	No. Specifically noted no contamination	No Record available	No Record available	No record available.	No follow up information on petroleum product contamination. Map location is suspect Personal Communication from ARS
302	Building 302-Fuel Cell Maintenance Hangar	Storage and Office	UST (R) (2)	Fuel Oil	20,000	299861	402000953		Apr-99	No record available.	No record available.	No record available.	No record available.	

Table III-7 - Removed Storage Tanks (AST or UST or OWS)

Building #	Facility ID-Building Name	Current Use	Tank Type (ECP Category)	Content	Capacity (gallons)	Current WI Reg Object #	Former WI Tank Reg #	Map ID (Figure III-11 if no reg # available)	Removal date	Contam noted during removal?	Sampling Conducted?	Constituents ID'd	Action Levels Used	Reference
302	Building 302-Fuel Cell Maintenance Hangar	Storage and Office	UST (R) (7)	Waste JP-4	500	299871	402000963		Apr-99	No record available	No record available	No record available	No record available	OWS discharges to sanitary sewer.
309	Building 309-Refueler Stand JP-8 into trucks and then into jet.	Temp out of service	AST (R) (1)	Plus 100 Additive for JP-8	390	1052843	No record available.		Aug-07	No	No	N/A	N/A	Building is Category 4 because it is situated on ERP Site ST-03.
310	Building 310-POL Complex/Fuel Distribution Pump House	Fuel Pump Station	UST (R) (4)	Waste fluid from fuel filter	550	299869	402000959		1982 or 1988	No record available	No record available	No record available	No record available	UST site is part of ERP ST-03 Contamination of a UST was removed. Not clear which UST area was remediated.
310	Building 310-POL Complex/Fuel Distribution Pump House	Fuel Pump Station	OWS (R) (2)		500 or 550	299869	402000961	25	Jun-88	No record available	No record available	No record available	No record available	
7106	Building 7106-Engine Test Stand	No information available	OWS (R) (2)	JP-8	350	No record available	No record available	28	No Record	No record available	No record available	No record available	No record available	
7106	Building 7106-Engine Test Stand	No information available	AST (R) (1)	Reclaimed JP-8	2500	1052844	No record available		Jun-07	None noted	No	No	Not Applicable	Personal Communication from ARS regarding June 07 removal
8002	Building 8002 - Former Fuel Station (Demolished)	No information available	UST (R) (2)	MOGAS	5,000	299863	402000955		Sep-94	Yes	No record available.	No record available.	Contamination removed	Building is Category 4 because it is situated on ERP Site ST-03. ST-03 did not appear to address any UST contamination.
8002	Building 8002 - Former Fuel Station (Demolished)	No information available	UST (R) (2)	Diesel	5,000	299864	402000956		Sep-94	Yes	No record available.	No record available.	Contamination removed.	No follow up information on petroleum product contamination.
8002	Building 8002 - Former Fuel Station (Demolished)	No information available	UST (R) (2)	MOGAS	5,000	299865	402000957		Sep-94	Yes	No record available.	No record available.	Contamination removed.	OWS discharged to storm drain.
8002	Building 8002 - Former Fuel Station (Demolished)	No information available	OWS (R) (2)	Waste Fuel	550	No record available	No record available	24	No record	No record available	No record available	No record available	No record available	
8906	Building 8906-Aircraft	No information available	UST (R) (1)	JP-4	2,000	299866	402000958		Mar-96	Yes, from Fire Training Area activities. Tank reportedly did not leak.	No record available.	No record available.	Addressed as part of FT-01	Building is Category 4 because it is situated on ERP Site FT-01.
8906	Building 8906-Aircraft	No information available	OWS (R) (4)	JP-4	800	No record available.	No record available.		Mar-96	No record available.	No record available.	No record available.	No record available.	Associated with Firing Training Facility.

Notes: The source for all information in this table is the ECP and EBS Reports (Earth Tech, 2007) unless otherwise noted.  
 Number in parentheses indicates ECP Area Type for that resource (e.g., UST (R) (2) indicates a removed UST that is ECP Area Type 2).

- A = active
- AST = aboveground storage tank
- EBS = Environmental Baseline Study Report
- ECP = Environmental Condition of Property Report
- ERP = Environmental Restoration Program
- OWS = oil/water separator
- R = removed
- U = unknown
- UST = underground storage tank
- NC = Not Categorized

Some additional information indicates 9 tanks with new descriptions--new information for each along with the source of that information are as follows:  
 Facility 9004: exempt tank for bldg 140 containing gasoline with a capacity of 6.5 gallons. Source: Tables 5-1, 5-2, 5-2 of 'Harland Bartholomew and Associates Inc., 2001. General Plan for General Mitchell Air reserve Station Milwaukee WI, update to 1995 Plan  
 Facility 7105: 250 gallon storage tank, removed March 1996.  
 Facility 8906: exempt tank for bldg 8906 containing gasoline with a capacity of 1 gallon. Source: Tables 5-1, 5-2, 5-2 of 'Harland Bartholomew and Associates Inc., 2001. General Plan for General Mitchell Air reserve Station Milwaukee WI, update to 1995 Plan  
 Facility 7105: 250 gallon storage tank, removed March 1996.  
 Facility 214: AST containing diesel with a capacity of 40 gallons. Source: Tables 5-1, 5-2, 5-2 of 'Harland Bartholomew and Associates Inc., 2001. General Plan for General Mitchell Air reserve Station Milwaukee WI, update to 1995 plan  
 Facility 7105: 250 gallon storage tank, removed March 1996. Source: Underground Storage Tanks (UST's) Oil Water Separators (OWS's) Status Review 29 May 1996. Possibly from 'Science and Engineering Associates, INC. 1996.  
 Environmental Assessment for the Proposed Installation 2000+ Plan at General Mitchell International Airport Air Reserve Station.  
 Facility 8906: 250 gallon OWS storage tank. Source: Underground Storage Tanks (UST's) Oil Water Separators (OWS's) Status Review 29 May 1996. Possibly from 'Science and Engineering Associates, INC. 1996. Environmental Assessment for the Proposed Installation 2000+ Plan at General Mitchell International Airport Air Reserve Station.  
 Building 8002: 200 or 1000 gallon OWS storage tank. Tank Inventory Tab of UST Binder  
 Building 303: 75 gallon storage tank containing JP-4. Source: Tank Inventory Tab of UST Binder  
 Building 109: 200 gallon OWS storage tank. Source: Tank Inventory Tab of UST Binder

## E. Personal Property

Under BRAC, the Department of Defense is responsible for disposing of surplus personal property at closing military bases in the same manner as real property. Personal property is defined as “all property except land and fixed-in-place buildings, naval vessels, and records of the Federal government.”<sup>5</sup> The base commander is required within six months of closure to inventory all personal property and identify items not required by the military, in order to assist the LRA in determining what, if any, personal property may be useful in redevelopment. The BRRM further states, “The Military department will be sensitive to the planning needs of the LRA and not move available property likely to be suitable for reuse during redevelopment planning. However, personal property necessary to meet military requirements or non-Military Department-owned property may be relocated off the base.”<sup>6</sup>

The 440th undertook a personal property inventory and provided interim copies to the LRA. This inventory is very extensive and has been broken down into seven classifications, as shown in Table III-8. The majority of the property includes furnishings (desks, tables, chairs, etc.) located in various buildings, computers and related peripheral equipment, and tools used in the repair and maintenance of the unit’s aircraft-related missions. There are also certain vehicles as well as specialized items (radios, mobility gear, etc.). Most non-mission related personal property has been left in-place, while property assigned to the 440th and other tenant groups that have left the base (or are in the process of leaving) has been moved. A final inventory list of available property has not yet been provided.

The 440th’s personal property inventory was assembled from the following sources and eligibility for reuse determined by the base commander:

**Table III-8: Personal Property Inventory Classifications**

Inventory	Eligibility
1. Automated Data Processing Equipment (ADPE) Inventory <i>Computers and peripherals</i>	Not available to LRA for reuse
2. Base Operating Services (BOS) Contract Government Furnished Property (GFP) Inventory <i>BOS contractors include Base Supply, Airfield Management, Motor Vehicle Maintenance, etc. and includes a variety of items.</i>	Available to LRA for reuse
3. BracTRACK Inventory <i>Office furnishings and equipment, other non-accountable items. Contains in excess of 13,000 individual items</i>	Partially available to LRA for reuse
4. Custodian Authority Custody Receipt Listing (CA-CRL) Inventory <i>High value items</i>	Partially available to LRA for reuse
5. Mobility Inventory Control Accountable System (MICAS) Inventory <i>Deployment equipment (helmets, vests, canteens, etc.)</i>	Not available to LRA for reuse
6. Tool Accountability System (TAS) Inventory <i>Tools, machines and other related equipment</i>	Not available to LRA for reuse
7. Vehicle Master List Inventory <i>Motor vehicles</i>	Partially available to LRA for reuse

Source: 440th BRAC Personal Property Inventory, June 2007

<sup>5</sup> Base Realignment and Redevelopment Manual (BRRM), March 2006, section C6.1.2 (page 76)

<sup>6</sup> Base Realignment and Redevelopment Manual (BRRM), March 2006, section C6.1.3.2

The Air Force utilizes several levels of criteria to determine whether personal property will be available for redevelopment. Property that is essential to the operations of the tenant organizations in their new location are typically forwarded to the new site. Uniquely military property with no likely civilian use is also sent elsewhere (this includes weapons and munitions, classified items and military heritage property such as the vintage warplanes on display), property useful to other federal programs and property needed elsewhere for national security.

A brief review of the available inventories indicates that there are many items, most of which are believed to be in good condition, that could potentially aid the LRA or other City and County agencies in the redevelopment effort. For example, a furnished office may be more marketable to future users and allow the LRA (or whoever implements the redevelopment) to obtain a higher rent from tenants. Similarly, some of the personal property could assist educational institutions in utilizing space for training.

A walk-through of base buildings by the LRA to view available personal property was conducted on August 7, 2007 to help the LRA determine what, if any, personal property it may want to acquire. Inventory viewed included office furnishings, vehicles and other associated items located in several base buildings.

Several methods of transfer are potentially available for personal property including transfer to homeless providers, public benefit conveyance to various users, educational transfers and donations, economic development conveyance as well as negotiated and public (auction) sales. It should be remembered that there is a real monetary cost associated with acquiring, managing, storing and disposing of property prior to initiating transfer proceedings.

Available property not utilized in the reuse of the base will be disposed of by the Air Force through approved federal methods, usually through the Defense Reutilization and Marketing Service (DRMO) through regional offices that handle all DoD surplus property.

As of closure of the facility in February 2008, all remaining personal property was requested to be left in place by the LRA for transfer with the real property via the recommended Public Benefit Conveyance.

## F. Historic & Cultural Resources

This section describes on-site facilities and surrounding properties or resources that may influence the redevelopment of the 440th site due to their historical or cultural significance. Under BRAC transfer rules, certain facilities or areas require special attention in the redevelopment and conveyance process.

### 1. On-Site Facilities

The Air Force's Environmental Condition of Property (ECP) report for the GMIAP-ARS contained a summary of "Conservation disclosure factors" which include historic and cultural resource evaluations. The National Historic Preservation Act (NHPA) requires federal agencies to consider effects of any proposed action at historic properties. It defines an historic property as any historic district, site, building, structure, or object included in, or eligible for inclusion in, the National Register of Historic Places (National Register) maintained by the Secretary of the Interior.

A property must be at least 50 years old to be considered historic under the NHPA, with some exceptions given for Cold War properties. According to the ECP, ARS has a Cultural Resources Management Plan that recommends that National Register eligibility evaluation surveys should be conducted for structures at the station as they reach 50 years of age. The first structures at ARS reached 50 years of age in 2006 and National Register eligibility evaluation surveys have not yet been completed. Structures that have attained or are approaching an age of 50 years at the point of station closure in 2008 need to be evaluated including buildings: 102, 104, 110, 111, 112, 205, 212, 217, 300, 307, 308, 309, 310, and 7201 and facilities 7101 ( the Aircraft Parking Apron), and 7102 and 7103 (taxiways).

An evaluation of potentially significant historic architectural resources was completed by the Air Force in accordance with Section 106 of the NHPA and was summarized in a June 2007 report<sup>7</sup>. Buildings 102 and 217 were identified as the only two resources at General Mitchell IAP ARS that are more than 50 years in age and are recommended as potentially National Register-eligible for their state and local historic significance. Under Section 106 of NHPA, transfer of this property out of federal hands may have an adverse effect on these two historic architectural resources. If adverse effects to National Register-eligible resources occur as a result of reuse or redevelopment of the base, NHPA requires that the lead federal agency (AFCEE) collaborates with consulting parties, including the Wisconsin Historical Society, Department of Historic Preservation/Public History (WHS DHP/PH), and other interested parties identified as part of the Section 106 process to develop and implement mitigation measures to:

- Eliminate adverse effects to National Register-eligible resources,
- Lessen adverse effects to non-adverse level, or

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<sup>7</sup> US Air Force Headquarters and the Air Force Center for Environmental Excellence. FINAL Historic Building Inventory and Evaluation Report—General Mitchell International Airport Air Reserve Station, Milwaukee, Wisconsin. June 2007.

- Mitigate unavoidable adverse effects through recordation or documentation of the National-Register-eligible resources

The Air Force's report states that AFCEE will consult with WHS DHP/PH to examine methods to mitigate these potential adverse impacts, including the possibility of documenting the resources to the standards of the Historic American Buildings Survey (HABS) or the WHS DHP/PH equivalent, and will establish a Memorandum of Agreement (MOA) for the divestiture of these two resources.

The "historic" designation also includes pre-historic districts. An archeological survey of the ARS, conducted in May 2000, concluded, along with the evaluation of the State Historical Society of Wisconsin, that no archeological resources exist that is eligible for inclusion on the National Register.

According to the ECP report, Traditional cultural resource concerns have not been identified at the ARS, and there is no Designated Critical Habitat present at the station and no jurisdictional wetland areas present per the Army Corps of Engineers. The U.S. Fish and Wildlife Service has determined there are no federally listed threatened or endangered species or critical habitat occurring in all of Milwaukee County, therefore there are none of these issues at the ARS.

In January 2008, a Draft Memorandum of Agreement (MOA) between the Air Force and the Wisconsin State Historic Preservation Officer was released concerning the transfer of Buildings 102 and 217. Concurring parties to the MOA include the 440th LRA, Milwaukee County and the City of Milwaukee (Historic Preservation).

The MOA recommends that Building 102 be documented according to the National Park Service Historic American Buildings Survey (HABS) Level II Standards, after which there would be no restriction on future use or disposal of the facility. For Building 217, the MOA recommends a Preservation Treatment Plan (PTP) that, in addition to documenting the building's history and significant features, would place lease restrictions and deed covenants on any future transfer of the facility requiring preservation of certain key "character defining" architectural features, consistent with the Secretary of the Interior's 1992 Standards for Preservation of Historic Structures.

Adopting the MOA recommendations for Building 217 could result in a future economic burden on the Airport and/or subsequent tenants of the building due to the costs of adhering to the lease restrictions and deed covenants as well as the inability to demolish the building at some point to make way for future airport improvements<sup>8</sup>. The LRA should review the Draft MOA and enter into further negotiations with the parties to ensure flexibility in the future, allowing the building to be documented similar to Building 102 should the costs of maintaining the facility exceed economic returns.

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<sup>8</sup> The deed covenants reportedly run in perpetuity.

## **2. Nearby Property**

The historic sites within close proximity of the 440th Air Reserve Station (440th) are St. Stephens Catholic Church and the New Coeln House (listed on the National Registry).

The New Coeln House is located at 5905 S. Howell Ave and is operated as the Landmark 1850 Inn. According to the Landmark's website, the building is on the National Historic Registry due to its historical and archeological significance. St. Stephens is not on the National Historic Registry but is recognized as a historic church and is one of the oldest structures in the area. The church has been for sale for some time. Discussions with representatives of the church indicate that it is currently under agreement with a developer for the possible construction of one or more hotels. The church structure and adjacent school will likely be demolished as part of the redevelopment. Redevelopment plans at the 440th will not impact any of these properties.

The Michael F. Cudahy Nature Preserve is a hardwood forest located on the south side of College Avenue to the east of the 440th property. The 40-acre preserve is a natural area that has not been significantly modified by human activity and may represent pre-settlement landscape conditions. The redevelopment of the 440th will not impact this property.

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## IV. ECONOMIC AND MARKET ANALYSIS

This chapter presents an overview and analysis of the underlying baseline economic and market conditions in the greater Milwaukee region that will influence redevelopment and reuse of the 440th Air Reserve Station. The analysis considers selected demographic indicators, employment and businesses trends and real estate conditions both locally and regionally. The current supply of commercial and industrial property in the airport market is analyzed, along with a brief market analysis of the regional hotel market. Data on the airport's role in the regional economy is also presented.

### A. Demographic Trends and Projections

This section presents an overview of the existing and projected demographic trends and indicators for the City of Milwaukee and Milwaukee County, which are considered to be the region of influence for redevelopment of the 440th Air Reserve Station. Additionally, a comparative framework with the rest of the State of Wisconsin is presented. A discussion of population and other demographic changes is important because it forms the basis for future economic activity, i.e., population and households equate to consumer spending demand, employment opportunities and job growth, residential demand, etc.

#### 1. Population

From 1990 to 2000, the population of both the City of Milwaukee and Milwaukee County declined by 5% and 2%, respectively. Over the same period, the population for the state increased by nearly 10%. The city and county experienced a loss of population through 2006, and this is projected to continue to 2011. In contrast, the population of Wisconsin is projected to increase to nearly 5.8 million by 2011, as presented in Table IV-1.

**Table IV-1: Population Trends and Projections, 1990-2011**

<b>Population Trends and Projections: 1990-2011</b>			
<b>Milwaukee, WI - 440th Reuse Plan</b>			
	Milwaukee City	Milwaukee County	Wisconsin
1990	628,100	959,260	4,891,764
2000	596,972	940,164	5,363,675
2006	579,278	920,552	5,579,482
2011	565,504	904,957	5,750,360
<b>Number Change</b>			
1990-2000	-31,128	-19,096	471,911
2000-2006	-17,694	-19,612	215,807
2006-2011	-13,774	-15,595	170,878
<b>Percent Change</b>			
1990-2000	-5.0%	-2.0%	9.6%
2000-2006	-3.0%	-2.1%	4.0%
2006-2011	-2.4%	-1.7%	3.1%

Source: Demographicsnow.com, RKG Associates, Inc.

By 2000, the population of the City of Milwaukee had diversified to a 50% white and 50% non-white distribution, with an increasing presence of persons of Hispanic origin. This representation and diversification trend is projected to continue through 2011. Similarly, the population of Milwaukee County has continued to diversify and the non-white population is projected to account for about 40% of the population in 2011. Both of these are in contrast to the State of Wisconsin, although diversification is projected to continue to be predominantly white and non-Hispanic by 2011, as presented in Table IV-2.

**Table IV-2: Race and Ethnicity Trends and Projections, 1990-2011**

	Milwaukee City			Milwaukee County			Wisconsin		
	White	Non-White	Hispanic	White	Non-White	Hispanic	White	Non-White	Hispanic
1990	398,047	230,053	39,414	718,904	240,356	44,670	4,512,523	379,241	93,187
2000	298,402	298,570	71,619	616,973	323,191	82,406	4,769,857	593,818	192,921
2006	283,987	295,291	89,355	576,591	343,961	106,018	4,892,292	687,190	263,038
2011	276,112	289,392	99,000	546,207	358,750	123,667	4,985,194	765,166	317,006
1990	63.4%	36.6%	6.3%	74.9%	25.1%	4.7%	92.2%	7.8%	1.9%
2000	50.0%	50.0%	12.0%	65.6%	34.4%	8.8%	88.9%	11.1%	3.6%
2006	49.0%	51.0%	15.4%	62.6%	37.4%	11.5%	87.7%	12.3%	4.7%
2011	48.8%	51.2%	17.5%	60.4%	39.6%	13.7%	86.7%	13.3%	5.5%
1990-2000	-99,645	68,517	32,205	-101,931	82,835	37,736	257,334	214,577	99,734
2000-2006	-14,415	-3,279	17,736	-40,382	20,770	23,612	122,435	93,372	70,117
2006-2011	-7,875	-5,899	9,645	-30,384	14,789	17,649	92,902	77,976	53,968
1990-2000	-25.0%	29.8%	81.7%	-14.2%	34.5%	84.5%	5.7%	56.6%	107.0%
2000-2006	-4.8%	-1.1%	24.8%	-6.5%	6.4%	28.7%	2.6%	15.7%	36.3%
2006-2011	-2.8%	-2.0%	10.8%	-5.3%	4.3%	16.6%	1.9%	11.3%	20.5%

Source: DemographicsNow.com, RKG Associates, Inc.

As indicated in Table IV-3, the population aged 25 to 34, typically considered the age cohort comprising family formations and new housing, is declining in both the City of Milwaukee and Milwaukee County. In 1990, this age cohort represented 19% of the city's population, but is projected to represent only 14% by 2011. Similarly, this age cohort accounted for about 19% of the county population in 1990, but is projected to decline to a 13% representation by 2011. This family formation and new housing population, (aged 25 to 34) exhibited a decline between 1990 and 2000, but is projected to grow to 2011.

The population aged 35 to 64 years, typically the cohort of peak earning and consumption, is projected to remain stable in the City of Milwaukee, accounting for about 200,000 persons or one-third of the city population. The margins are slightly better for Milwaukee County where the age 35 to 64 cohort is projected to account for just under 40%, while the representation in Wisconsin is projected to be just over 40%.

**Table IV-3: Selected Age Distribution Trends and Projections, 1990-2011**

	Milwaukee City			Milwaukee County			Wisconsin		
	25 to 34	35 to 64	65+	25 to 34	35 to 64	65+	25 to 34	35 to 64	65+
1990	119,339	182,149	77,884	177,463	302,167	130,459	821,816	1,619,174	650,605
2000	94,322	194,016	65,070	141,025	331,878	122,221	708,005	2,065,015	702,641
2006	84,575	205,064	59,666	127,036	352,571	111,387	725,333	2,248,531	736,492
2011	78,605	203,581	59,943	118,549	353,838	110,405	793,550	2,323,145	805,050
<b>Distribution</b>									
1990	19.0%	29.0%	12.4%	18.5%	31.5%	13.6%	16.8%	33.1%	13.3%
2000	15.8%	32.5%	10.9%	15.0%	35.3%	13.0%	13.2%	38.5%	13.1%
2006	14.6%	35.4%	10.3%	13.8%	38.3%	12.1%	13.0%	40.3%	13.2%
2011	13.9%	36.0%	10.6%	13.1%	39.1%	12.2%	13.8%	40.4%	14.0%
<b>Number Change</b>									
1990-2000	-25,017	11,867	-12,814	-36,439	29,711	-8,238	-113,811	445,841	52,037
2000-2006	-9,747	11,049	-5,404	-13,988	20,694	-10,835	17,328	183,516	33,850
2006-2011	-5,970	-1,483	278	-8,487	1,267	-982	68,217	74,614	68,559
<b>Percent Change</b>									
1990-2000	-21.0%	6.5%	-16.5%	-20.5%	9.8%	-6.3%	-13.8%	27.5%	8.0%
2000-2006	-10.3%	5.7%	-8.3%	-9.9%	6.2%	-8.9%	2.4%	8.9%	4.8%
2006-2011	-7.1%	-0.7%	0.5%	-6.7%	0.4%	-0.9%	9.4%	3.3%	9.3%

Source: DemographicsNow.com and RKG Associates, Inc.

The retirement population aged 65 years and over, is declining both in the City of Milwaukee and in Milwaukee County. This cohort accounts for about 10% of the city population and 12% of the county population. These are reflective of an overall continued and projected loss of population in both the city and the county. In contrast, the retirement population of the state continues to increase (as does the state population).

## 2. Households and Occupancy

The number of households in the City of Milwaukee has steadily declined since 1990, and is projected to continue to decline. After some growth between 1990 and 2000, the number of households in Milwaukee County has also declined, as presented in Table IV-4. The rate of decline, or loss of households, however, is projected to diminish for the 2006 to 2011 period for both the city and the county. Only the State of Wisconsin has realized an increase in households over the same time and only the state is projected to continue to realize a growth in the number of households.

**Table IV-4: Household Trends and Projections, 1990 - 2011**

	Milwaukee City	Milwaukee County	Wisconsin
1990	240,535	373,045	1,822,111
2000	232,187	377,729	2,084,544
2006	225,681	370,136	2,214,515
2011	220,476	363,925	2,318,491
<b>Number Change</b>			
1990-2000	-8,348	4,684	262,433
2000-2006	-6,506	-7,593	129,971
2006-2011	-5,205	-6,211	103,976
<b>Percent Change</b>			
1990-2000	-3.5%	1.3%	14.4%
2000-2006	-2.8%	-2.0%	6.2%
2006-2011	-2.3%	-1.7%	4.7%

Source: DemographicsNow.com, RKG Associates, Inc.

Homeownership rates in the City of Milwaukee have increased marginally since 1990, when the ownership rate was approximately 42.5%. By the year 2011, the rate of homeownership for the city is projected to be almost 44%. Conversely, the percentage of renter-occupied housing in the City of Milwaukee was about 52% in 1990 and is projected to decline to just under 44% by 2011. The difference in these rates equates to an estimated increase in the number of vacant housing units. This represents an increase from 13,000 units in 1990 (5.5%) to 28,000 units by 2011 (12.5%).

The trends for Milwaukee County are similar to the city, indicating a nominal increase in homeownership rates and a decline in renter-occupied units. The number of vacant housing units in Milwaukee County is projected to double from the year 2000 (21,200 units) to the year 2011 (41,100 units).

Homeownership rates for the City of Milwaukee and Milwaukee County are below the state average of approximately 60%, as well as the national average of approximately 65%. The vacancy rates in the State of Wisconsin, although projected to increase over the 2006 to 2011 period, do so at a lesser rate when compared with the city and the county.

**Table IV-5: Housing Occupancy Trends and Projections, 1990 - 2011**

	Milwaukee City			Milwaukee County			Wisconsin		
	Owner	Renter	Vacant	Owner	Renter	Vacant	Owner	Renter	Vacant
1990	101,987	125,800	12,989	185,403	170,855	16,787	1,076,868	537,523	207,721
2000	97,983	118,183	15,789	187,731	168,845	21,153	1,281,995	592,010	212,623
2006	97,494	105,619	22,568	185,808	151,756	32,572	1,366,356	571,345	276,814
2011	96,348	96,568	27,780	183,418	139,019	41,124	1,435,146	556,438	326,907
<b>Distribution</b>									
1990	42.4%	52.3%	5.4%	49.7%	45.8%	4.5%	59.1%	29.5%	11.4%
2000	42.2%	50.9%	6.8%	49.7%	44.7%	5.6%	61.5%	28.4%	10.2%
2006	43.2%	46.8%	10.0%	50.2%	41.0%	8.8%	61.7%	25.8%	12.5%
2011	43.7%	43.8%	12.6%	50.4%	38.2%	11.3%	61.9%	24.0%	14.1%
<b>Number Change</b>									
1990-2000	-4,004	-7,617	2,800	2,328	-2,010	4,366	205,127	54,488	4,903
2000-2006	-489	-12,564	6,779	-1,923	-17,089	11,419	84,361	-20,666	64,191
2006-2011	-1,146	-9,050	5,212	-2,390	-12,736	8,552	68,790	-14,907	50,093
<b>Percent Change</b>									
1990-2000	-3.9%	-6.1%	21.6%	1.3%	-1.2%	26.0%	19.0%	10.1%	2.4%
2000-2006	-0.5%	-10.6%	42.9%	-1.0%	-10.1%	54.0%	6.6%	-3.5%	30.2%
2006-2011	-1.2%	-8.6%	23.1%	-1.3%	-8.4%	26.3%	5.0%	-2.6%	18.1%

Source: DemographicsNow.com and RKG Associates, Inc.

### 3. Income

The mean (or average) household income has risen, and is projected to rise steadily for the city, the county and the state, as presented in Table IV-6. As indicated, the mean household income for the city is less than that of the county, which in turn, is less than that of Wisconsin. The estimated rate of inflation between 2000 and 2006 was approximately 17%, suggesting that there was not “real” growth in the average household income in the city, the county or the state.

**Table IV-6: Mean Household Income Trends and Projections, 1990 – 2011**

	Milwaukee City	Milwaukee County	Wisconsin
1990	\$28,514	\$33,958	\$35,177
2000	\$40,894	\$48,870	\$53,863
2006	\$45,869	\$54,659	\$61,002
2011	\$49,419	\$59,099	\$65,856
<b>Dollar Change</b>			
1990-2000	\$12,380	\$14,912	\$18,686
2000-2006	\$4,975	\$5,789	\$7,139
2006-2011	\$3,550	\$4,440	\$4,854
<b>Percent Change</b>			
1990-2000	43.4%	43.9%	53.1%
2000-2006	12.2%	11.8%	13.3%
2006-2011	7.7%	8.1%	8.0%
<b>Representation of Larger Area</b>			
	<b>1990</b>	<b>2000</b>	<b>2006</b>
City as % of County	84.0%	83.7%	83.9%
County as % of State	96.5%	90.7%	89.6%

Source: DemographicsNow.com, RKG Associates, Inc.

In 1990, slightly more than 3% of the households in the City of Milwaukee had incomes exceeding \$75,000. By the year 2011, this is projected to increase to more than a 20% representation of households and account for nearly 45,000 households in the city. Milwaukee County had 21,000 households earning in excess of \$75,000 in 1990 and this is projected to increase to nearly 100,000 households by the year 2011. As indicated in Table IV-7, approximately 6% of the households statewide in Wisconsin realized incomes in excess of \$75,000 in 1990, and by the year 2011, this is projected to increase to nearly one out of every three households.

**Table IV-7: Households Earning \$75,000+ Trends and Projections, 1990-2011**

	Milwaukee City	Milwaukee County	Wisconsin
1990	7,457	21,637	114,793
2000	27,630	65,725	423,162
2006	37,237	85,872	602,348
2011	44,536	99,352	751,191
<b>Number Change</b>			
1990-2000	20,174	44,088	308,369
2000-2006	9,607	20,147	179,186
2006-2011	7,299	13,480	148,843
<b>As a % of Households</b>			
1990	3.1%	5.8%	6.3%
2000	11.9%	17.4%	20.3%
2006	16.5%	23.2%	27.2%
2011	20.2%	27.3%	32.4%

Source: DemographicsNow.com and RKG Associates, Inc.

#### **4. Demographic Summary**

Conclusions from the baseline (and projected) demographic indicators include the following:

- There has been a continued and steady population decline (1990 through 2001) for the City of Milwaukee and Milwaukee County. However, over this time period the population of the city remains at 60% to 65% of the county and is in excess of one-half million, indicating that despite a loss of population, the city continues to be the major social and economic component of the county.
- The population of the city and the county continues to diversify racially and ethnically, indicating ongoing opportunities for new cultural and consumer products.
- The population aged 25 to 34 years, those in their family formation and first home buying years, is projected to decline in the City of Milwaukee, both in absolute numbers and as a percentage of the total city population. An expansion of social and economic opportunities in the city and the region could help to retain a greater portion of this population.
- The population aged 35 to 64 years, those in peak earning and spending years, are expected to continue to comprise about one-third of the population of the city, indicating continued strong potential and opportunity for a wide variety of economic activity and consumption.
- Despite a projected decline in the number of households in the City of Milwaukee and in Milwaukee County, the percent of owner-occupied housing is projected to increase marginally throughout the city and the county. As the percent of renter-occupied units is projected to decline, the representation of vacant units is projected to increase.
- Mean (or average) household income levels are relatively strong, approaching \$45,000 in the city and \$55,000 in the county for the year 2006. Nonetheless, the growth in average household income, from 2000 to 2006, was approximately 12% for both the city and county, less than the estimated 17% rate of inflation.
- The percent of households earning more than \$75,000 is projected to be a little more than 20% in 2011 within the city, accounting for nearly 45,000 households. Similarly, by the year 2011, Milwaukee County is projected to have nearly 100,000 households earning more than \$75,000. In both instances, there are a significant number of households with incomes well above the projected average income.

#### **B. Industry Sector Data**

This section presents an overview of the changing economic climate, from 2000 through 2005 for Milwaukee County and for Wisconsin in order to highlight unemployment, the growing (or declining) industry sectors, and the number of businesses and jobs.

## 1. Unemployment Rates

As indicated in Table IV-8, the unemployment rate in the City of Milwaukee has consistently been above that for the county, which in turn has been above that for Wisconsin, over the 2000 to 2006 period.

**Table IV-8: Unemployment Rate Trends, 2000 – 2006**

	Milwaukee City	Milwaukee County	Wisconsin
2000	5.3%	4.3%	3.4%
2001	6.7%	5.4%	4.4%
2002	8.3%	6.6%	5.3%
2003	8.7%	7.0%	5.6%
2004	7.8%	6.3%	5.0%
2005	7.2%	5.8%	4.8%
2006	7.0%	5.7%	4.7%

Source: US Bureau of Labor Statistics and RKG Associates, Inc.

## 2. Establishments

From 2000 to 2005, there was a nominal decline in the number of total businesses in Milwaukee County, declining by about one-half percent, representing a loss of 100 businesses. Conversely, during the same period there was an increase of nearly 5,000 businesses statewide, representing a 3.5% increase in the number of businesses. Because of this disparity, the number of businesses in Milwaukee County accounted for about 15.1% of all businesses in Wisconsin in 2000, but had declined to a 14.6% representation by 2005.

As presented in Table IV-9, relatively few industry sectors in the county exhibited any strong growth (near 10% or greater) over the 2000 to 2005 period, but those that did included transportation (9.5%), education (19%) and health care (16%). Industry sectors exhibiting a strong growth statewide included real estate (11%), management (24%), education (13.5%), health care (11.5%) and arts/recreation (16%).

**Table IV-9: Business Employment Trends, 2000 - 2005**

	Milwaukee County				Wisconsin			
	2000	2005	# Change	% Change	2000	2005	# Change	% Change
<b>Total</b>	<b>21,315</b>	<b>21,210</b>	<b>-105</b>	<b>-0.5%</b>	<b>140,415</b>	<b>145,159</b>	<b>4,744</b>	<b>3.4%</b>
Forestry/Fishing/Hunting	6	3	-3	-50.0%	615	550	-65	-10.6%
Mining	6	5	-1	-16.7%	164	159	-5	-3.0%
Utilities	21	32	11	52.4%	266	286	20	7.5%
Construction	1,314	1,286	-28	-2.1%	16,232	17,364	1,132	7.0%
Manufacturing	1,340	1,220	-120	-9.0%	9,904	9,754	-150	-1.5%
Wholesale Trade	1,322	1,106	-216	-16.3%	7,928	7,272	-656	-8.3%
Retail Trade	3,000	2,898	-102	-3.4%	21,354	21,219	-135	-0.6%
Transportation/Warehousing	581	636	55	9.5%	5,220	5,493	273	5.2%
Information	377	381	4	1.1%	2,122	2,284	162	7.6%
Finance/Insurance	1,376	1,402	26	1.9%	8,433	9,152	719	8.5%
Real Estate	857	844	-13	-1.5%	4,556	5,050	494	10.8%
Professional/Technical	2,151	2,181	30	1.4%	10,652	11,492	840	7.9%
Management	236	239	3	1.3%	818	1,013	195	23.8%
Administrative/Support	1,156	1,093	-63	-5.4%	6,205	6,563	358	5.8%
Educational	289	344	55	19.0%	1,237	1,403	166	13.4%
Health Care	2,689	3,117	428	15.9%	12,558	14,008	1,450	11.5%
Arts/Entertainment/Recreation	264	261	-3	-1.1%	2,262	2,620	358	15.8%
Accommodations/Food Services	1,732	1,856	124	7.2%	12,855	13,972	1,117	8.7%
Other Services	2,359	2,236	-123	-5.2%	15,236	15,161	-75	-0.5%
Auxiliaries	58	N/A	N/A	N/A	293	N/A	N/A	N/A
Unclassified	181	70	-111	-61.3%	1,505	344	-1,161	-77.1%

Source : US County Business Patterns, RKG Associates, Inc.

### 3. Employment

As presented in Table IV-10, Milwaukee County realized a decline in employment of nearly 12,000 persons (or 2.5%) between 2000 and 2005. This is in contrast to the 1.5% (or 34,000 workers) experienced across all of Wisconsin in the same time. As a result, Milwaukee County dropped from a near 20% representation of the state's employment in 2000, to 19% in 2011. Despite this decline in the county, several industry sectors that realized double-digit growth in employment included transportation (23.5%), information (16%), education (17.5%), arts/recreation (44.5%) and accommodations/food services (15%). By contrast, only a few industry sectors across all of Wisconsin exhibited a loss of employment including construction, manufacturing and retail trade.

**Table IV-10: At Place Employment Trends, 2000 – 2005**

	Milwaukee County				Wisconsin			
	2000	2005	# Change	% Change	2000	2005	# Change	% Change
<b>Total</b>	<b>480,572</b>	<b>468,838</b>	<b>-11,734</b>	<b>-2.4%</b>	<b>2,414,834</b>	<b>2,449,114</b>	<b>34,280</b>	<b>1.4%</b>
Forestry/Fishing/Hunting	N/A	N/A	N/A	N/A	2,681	3,169	488	18.2%
Mining	N/A	N/A	N/A	N/A	2,685	3,555	870	32.4%
Utilities	N/A	N/A	N/A	N/A	14,192	14,874	682	4.8%
Construction	12,935	11,732	-1,203	-9.3%	123,412	119,663	-3,749	-3.0%
Manufacturing	80,102	60,249	-19,853	-24.8%	572,060	493,661	-78,399	-13.7%
Wholesale Trade	23,098	23,666	568	2.5%	119,177	124,033	4,856	4.1%
Retail Trade	51,161	47,856	-3,305	-6.5%	322,117	317,423	-4,694	-1.5%
Transportation/Warehousing	14,261	17,615	3,354	23.5%	78,742	95,390	16,648	21.1%
Information	12,937	14,978	2,041	15.8%	51,760	55,957	4,197	8.1%
Finance/Insurance	38,581	37,189	-1,392	-3.6%	129,115	135,409	6,294	4.9%
Real Estate	6,666	N/A	N/A	N/A	26,235	27,250	1,015	3.9%
Professional/Technical	23,981	24,153	172	0.7%	89,025	96,891	7,866	8.8%
Management	16,102	14,028	-2,074	-12.9%	52,727	58,565	5,838	11.1%
Administrative/Support	36,102	35,510	-592	-1.6%	123,292	132,266	8,974	7.3%
Educational	17,432	20,483	3,051	17.5%	43,883	48,148	4,265	9.7%
Health Care	77,643	83,953	6,310	8.1%	304,120	348,275	44,155	14.5%
Arts/Entertainment/Recreation	6,173	8,934	2,761	44.7%	32,256	39,109	6,853	21.2%
Accommodations/Food Services	31,896	36,577	4,681	14.7%	197,751	220,168	22,417	11.3%
Other Services	23,616	21,427	-2,189	-9.3%	111,928	114,835	2,907	2.6%
Auxiliaries	3,902	N/A	N/A	N/A	15,544	N/A	N/A	N/A
Unclassified	N/A	N/A	N/A	N/A	2,132	473	-1,659	-77.8%

Source : US County Business Patterns, RKG Associates, Inc.

### 4. Location Quotient

A reasonable measure of how strong a local economy is performing is gauged when comparing employment growth, by specific industry sectors, to a larger economy. In this instance, the change in employment in Milwaukee County is compared with that of Wisconsin, over the 2000 to 2005 period. If the ratio of the change in employment is near 1.0, this indicates that the county is performing similar to the larger area. If the ratio is less than 1.0, the county is weaker, and if the ratio is greater than 1.0 then the county is stronger.

As presented in Table IV-11, there are several industry sectors where Milwaukee County outperforms Wisconsin. These include information services, finance/insurance, professional/technical, management, administrative and health care, although some of these are less strong in 2005 when compared with 2000. One sector where the Milwaukee County economy completely overshadows the state economy is in the education sector. To the extent that any reuse or redevelopment of portions of the 440th Air Reserve Station could further target these "strong" industry sectors would only further enhance the county's dominant position in these industry sectors.

**Table IV-11: Change in Location Quotient, 2000 – 2005  
Milwaukee County vs. Wisconsin**

Industry Sector	2000	2005	# Change
Construction	0.53	0.51	-0.01
Manufacturing	0.70	0.64	-0.07
Wholesale Trade	0.97	1.00	0.02
Retail Trade	0.80	0.79	-0.01
Transportation/Warehousing	0.91	0.96	0.05
Information	1.26	1.40	0.14
Finance/Insurance	1.50	1.43	-0.07
Real Estate	1.28	N/A	N/A
Professional/Technical	1.35	1.30	-0.05
Management	1.53	1.25	-0.28
Administrative/Support	1.47	1.40	-0.07
Educational	2.00	2.22	0.23
Health Care	1.28	1.26	-0.02
Arts/Entertainment/Recreation	0.96	1.19	0.23
Accommodations/Food Services	0.81	0.87	0.06
Other Services	1.06	0.97	-0.09
Auxiliaries	1.26	N/A	N/A
Unclassified	N/A	N/A	N/A
Total	1.00	1.00	0.00

Source: U.S. Census Bureau and RKG Associates, Inc.

## 5. Economic Summary

Conclusions from the baseline data on business and employment change by selected industry sector include:

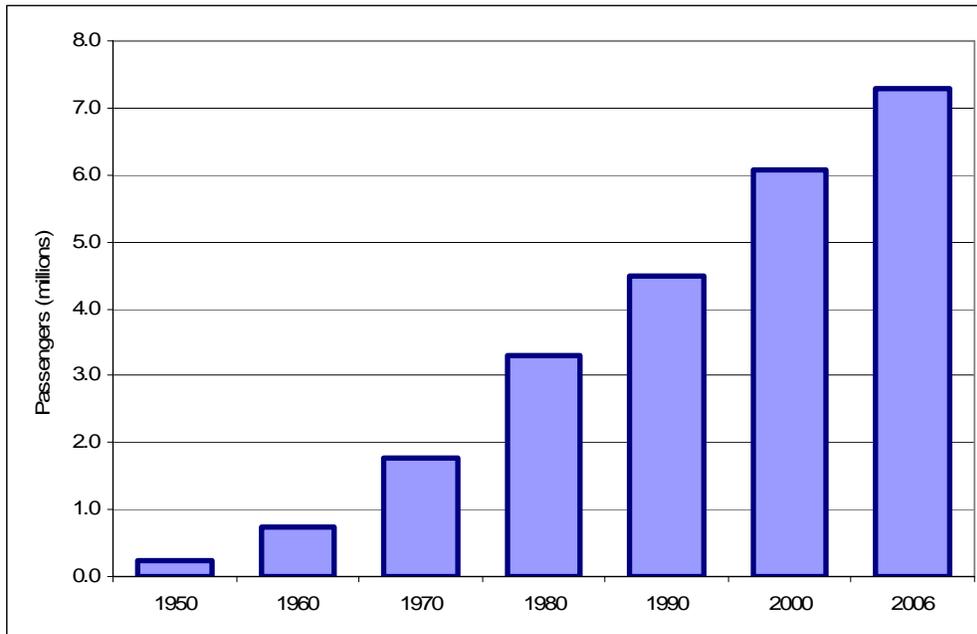
- Unemployment in the city (2000 to 2006) has been consistently greater than the county. However, unemployment rates in the city are down from their peak of 8.7% in the year 2003.
- The decline of approximately 100 businesses in Milwaukee County, between 2000 and 2005, was nominal, overall, but diversified across a broad array of industry sectors. Only three industry sectors realized a double digit (or near double-digit) increase in establishments, including transportation, education and health care. During the same period, there was an increase in the number of businesses statewide with many more realizing a double-digit increase.
- Despite a loss of total employment in the county (2000 to 2005), several industries realized double-digit growth including transportation, information services, education, arts/recreation, and accommodations/food services.
- Industry sectors where Milwaukee County outperforms Wisconsin include information services, finance/insurance, professional/technical, management, administrative and health care, and especially the education sector. To the extent that any reuse or redeveloped portions of the 440th Reuse Plan could further target these “strong” industry sectors would only further enhance the county’s dominant position in these industry sectors.

### C. Airport Related Economic Activity

The role of local airports in local and regional economies has substantially changed over the past two decades and continues to evolve. The increased efficiency of aviation and air travel has led to changes in the relationships between airports and regional economies. Due to these efficiencies and their related regional impacts, the importance of an efficient and integrated commercial airport is not only a necessity, but is now seen by policy makers as a requirement for retention and expansion of businesses and jobs. In the Metropolitan Milwaukee Association of Commerce’s (MMAC) recently published *Blueprint for the Economy 2007-2009*, the organization’s goal to assist in the creation of a regional Airport Authority to govern the airport shows the importance of the facility as a regional economic engine.

From a regional perspective, General Mitchell International Airport (MKE) has played an increasingly important role in providing efficient and cost effective transportation to individuals and businesses throughout the Chicago to Milwaukee corridor. In fact, MKE is frequently cited as “Chicago’s Third Airport” due to its strategic location that serves the growing northern Illinois and southeastern Wisconsin markets. MKE is located approximately 70 miles north of Chicago’s O’Hare airport and its proximity to the major interstate highway system provides excellent accessibility.

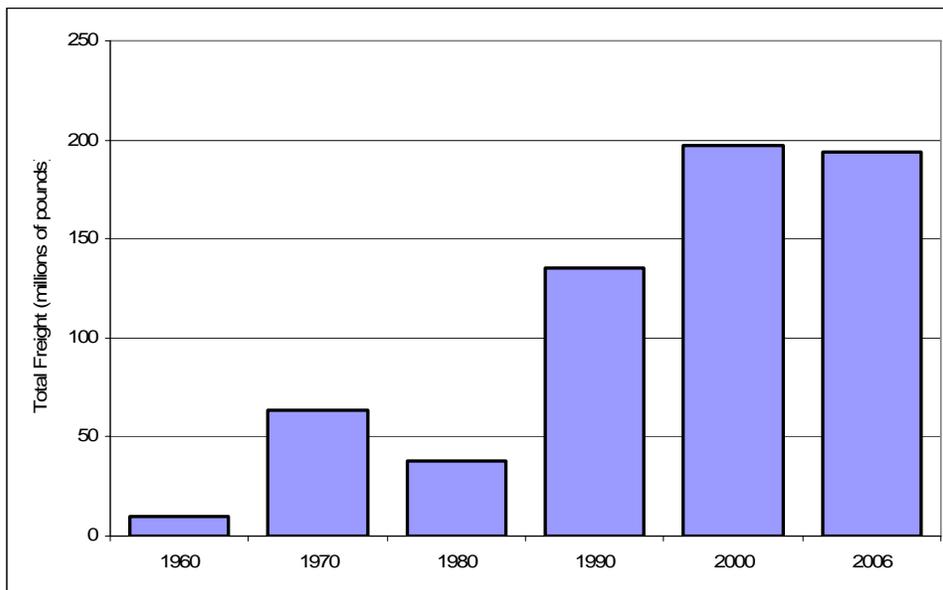
Based on passenger enplanement data provided by MKE, about 7.3 million passengers passed through the airport in 2006, an increase of over 1.2 million (20%) passengers since 2000 and over 2.8 million (63%) passengers since 1990 (see Figure IV-1). The airport recently announced that passenger traffic in 2007 (at 7.7 million) was 5% higher than in 2006 and that January 2008 enplanements, at 597,000, were up 6.9% over January 2007.



**Figure IV-1: Passenger Enplanements, 1950-2006**

With the number of passengers using MKE increasing by over 1 million per decade since 1960, it is likely that airport infrastructure improvements will be needed to handle the steadily increasing demand for commercial air service by passengers. A summary description of the current Airport Master Plan elements, which deals with these needs, including the need for a new runway to alleviate future capacity concerns, was presented in Chapter II, Section F of this report.

In addition to the passenger movements through the airport, nearly 200 million pounds of cargo moved via the facility in 2006, as shown in Figure IV-2. Although freight growth has been relatively stable since 2000, current levels are significantly higher than in previous decades. The airport has added substantial cargo-handling infrastructure, including a dedicated cargo facility including buildings and aircraft parking ramps. Tenants include the major air freight shipping companies (FedEx, UPS, DHL and several independents) with several daily operations. Freight volume in 2007 was similar to 2006, with over 195 million pounds moving through the airport.



**Figure IV-2: Total MKE Freight, 1960-2006 (millions of pounds)**

While economic development officials and policy makers recognize the importance of the airport to the regional economy, businesses within the Greater Milwaukee region and throughout southern Wisconsin know the importance of the airport to their operations. A study<sup>9</sup> completed by Martin Associates, in 2005, concluded that the direct employment impacts of the economic activity at MKE accounted for more than 6,300 jobs as presented in Table IV-12. Furthermore, over \$977 million in business sales were generated by airport activity along with over 25,000 direct jobs. While aviation specialty segments such as air cargo and corporate jets have gained importance for businesses in the Greater Milwaukee region, passenger air travel through MKE has taken on increased importance for the region's education, research and development (R&D), technology and tourism clusters.

<sup>9</sup> *The Local and Regional Economic Impacts of Milwaukee County's General Mitchell International Airport*, Martin Associates, 2005

**Table IV-12: Direct Employment by Sector - 2005**  
**General Mitchell International Airport - Milwaukee, WI**

	<b>Employment</b>	<b>% of Total</b>
<b>Airline/Airport</b>	<b>5,178</b>	<b>81.6%</b>
Passenger Airlines	2,449	38.6%
Catering	74	1.2%
Federal Government	444	7.0%
Airport Administration	234	3.7%
Retail Concessions	217	3.4%
Fixed Base Operators	107	1.7%
General Aviation	253	4.0%
Military	1,162	18.3%
Security/Skycaps/Janitorial	128	2.0%
Parking	110	1.7%
<b>Freight Transportation</b>	<b>581</b>	<b>9.2%</b>
Freight Airlines & Couriers	574	9.1%
Freight Forwarders	7	0.1%
<b>Ground Transportation</b>	<b>404</b>	<b>6.4%</b>
Rental Cars	265	4.2%
Taxis	73	1.2%
Limos/Vans/Bus	66	1.0%
<b>Construction &amp; Consulting</b>	<b>179</b>	<b>2.8%</b>
<b>TOTAL</b>	<b>6,342</b>	<b>100.0%</b>

Source: Martin Associates, RKG Associates, Inc.

Table IV-13 presents the wage/payroll impact of the direct jobs at MKE, relative to the transportation/warehousing industry sector and to all of Milwaukee County.

**Table IV-13: Payroll and Wage Impacts – 2005**  
**General Mitchell International Airport - Milwaukee, WI**

	<b>All Industry Sectors</b>	<b>Trans/Whse</b>	<b>MKE</b>
<b>Payroll</b>	\$18,646,717,000	\$620,084,000	\$262,700,000
<b>As a % Industry Sector(s)</b>			
As % of All Sectors		3.3%	1.4%
As % of Trans/Whse Sector		N/A	42.4%

Source: US County Business Patterns, Martin Associates, RKG Associates, Inc.

In 2005, there were 468,838 employed persons in Milwaukee County, indicating that a direct employment of 6,342 at MKE comprised nearly 1.4% of the employment in the county. More specifically, employment in the transportation/warehousing industry sector grew by nearly 24% between 2000 and 2005, accounting for 17,615 jobs (2005) in the county

economy. The 6,342 direct jobs at MKE in 2005 comprised 36% of the employment in this industry sector. The location quotient analysis revealed that the Milwaukee County economy performs relatively on par with the state economy in the transportation/warehousing industry sector, and that the employment and economic activity at MKE accounts for more than one-third of that performance.

The estimated \$262.7 million in direct payroll and wage activity at MKE accounted for approximately 1.5% of the wage and payroll activity in all of Milwaukee County, but more importantly, it accounted for more than 40% of the wage and payroll activity in the transportation and warehousing industry sector.

In conclusion, the direct economic activity at MKE is estimated to represent more than one-third of the Milwaukee County employment base in the transportation/warehousing industry sector as well as more than 40% of the wages and payroll in that sector. The airport plays a key role in the economic vitality of the City of Milwaukee, Milwaukee County and region by providing an important transportation linkage to the national airport system. MKE has become an important regional hub passenger and cargo airport serving individuals and business interests both locally and regionally. As a result, the reuse planning effort should consider redevelopment opportunities to strengthen this positioning.

## **D. Site Location and Immediate Neighborhood**

The 440th site is located within the Southeast Side of the City of Milwaukee between General Mitchell International Airport (east) and industrial properties (west) that have frontage on South Howell Avenue (State Route 38). This immediate neighborhood around the 440th is surrounded by the other geopolitical entities of Milwaukee County, the City of Oak Creek to the south, and the City of Cudahy, which is situated between the City of St. Francis (north) and the City of South Milwaukee (south), and east of the airport.

### **1. Access**

Regional access to the neighborhood is provided by Interstate 94, a north-south highway that runs parallel to Lake Michigan from north of Chicago, Illinois to Milwaukee, and then west to Madison and beyond to Minneapolis, Minnesota. Exit 319 connects with College Avenue (County Highway ZZ) just 1½ miles west of the site. College Avenue provides an east to west link to the local and county street network and serves as a boundary between the Cities of Milwaukee and Oak Creek, as well as between Cudahy and South Milwaukee. South Howell Avenue provides a north-south link to the local street network. Primary access to the 440th site is off College Avenue on the south side, and off small side streets on the north side of South Howell Avenue. The 440th site lacks frontage on South Howell Avenue and is behind a mix of industrial uses that limits the visibility of the site to passing vehicles.

### **2. Land Use**

The primary land use in the neighborhood is transportation-related, associated with the General Mitchell International Airport. Beyond the airport, light industrial uses and contractor yards are evident as well as some limited commercial and institutional uses. A small enclave of residential homes is situated on the western side of South Howell

Avenue, north of College Avenue.<sup>10</sup> The Milwaukee Area Technical College (South Campus) is just south of College Avenue, outside Milwaukee city limits, and further to the south are the North Branch Industrial and Oak Creek Business Parks.

There are several commercial areas supporting the airport area with hotel, restaurant and other service-oriented businesses in the vicinity. One is located to the west at Interstate 94 and College Avenue and along 13<sup>th</sup> Street. Another area is further to the north beyond the Airport Spur Road and South Howell Avenue interchange. Many of the national and regional affiliated hotels and restaurants are located there.

The Southeast Side contains one of the City of Milwaukee's major industrial areas taking advantage of the airport, interstate access and the railroad line. Most of the industrial development is north of the 440th between College and Layton Avenue and between South Howell Avenue and east of 13<sup>th</sup> Street. A portion also extends north between Layton and Howard Avenue. 6th Street, which runs parallel to South Howell Avenue, is the major roadway that runs through this industrial area.

The abutting properties and land uses surrounding the 440th site include a portion of the airport, St. Stephens Church and School to the north, and light industrial, warehousing and outdoor storage uses to the west. Some of these adjacent properties appear underutilized. Cessna Aircraft also has a maintenance facility just north of St. Stephens Church on airport property, and on the south side of College Avenue in Oak Creek is a nature preserve.

The 440th site is located in the southeastern part of the City of Milwaukee adjacent to General Mitchell International Airport and other geopolitical entities of Milwaukee County. Regional and local access is excellent; however, the site lacks road frontage and visibility is blocked by a mix of low-end industrial uses. Transportation related uses associated with the airport are the primary uses in the immediate neighborhood, and commercial related uses ancillary to the airport are located elsewhere, where access to the airport and site visibility are better.

## **E. Real Estate Market Characteristics and Trends**

This section summarizes characteristics and trends in the real estate market as it relates to potential reuse options for the 440th Air Reserve Station. The office, industrial and hotel market sectors are evaluated in this section. The geographic area for the real estate analysis was focused on a confined area around MKE as defined by five zip codes, including 53207 and 53221 in Milwaukee, 53154 in Oak Creek, 53110 in Cudahy and 53235 in St. Francis. Conditions in the greater Milwaukee region are also highlighted whenever possible.

### **1. Office**

The office sector in the greater Milwaukee region<sup>11</sup> is mixed between traditional Class A and B type space, as well as flexible type building space (flex), which has become a more

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<sup>10</sup> This neighborhood is slated for future acquisition under the approved Airport Master Plan.

<sup>11</sup> Sources: "Southeast Side Market Study"; prepared by SB Friedman & Company, Collier International Market Report, Milwaukee, WI (April, July and December 2006); Comparative Statistics, Society of Industrial and Office Realtors,

competitive and less expensive alternative for service providers. Employment trends for office-related industry sectors experienced steady annual increases during the 1990s, but after 2000, employment trends stabilized. This in turn affected development and availability rates at office properties. The office vacancy rate for the greater Milwaukee region reportedly peaked at 16.1% in 2004, and subsequently declined to the mid 15% range in 2005. The outlook for employment growth is positive in office related industries, as fifteen-year forecasts indicate that an increase of 50,000 new jobs could occur, which is similar to trends between 1990 and 2005.

Reports in 2006 indicated a rebound in office activity in the suburban market, but conditions in downtown Milwaukee were lagging. The greater Milwaukee region had a Class A and B office supply of 14.3 million SF, and it expanded by more than 30% between 1996 and 2005, as a result of 3.4 million SF of net new space added to the supply. This addition of new office supply, however, was at the detriment of the existing supply, since the amount of vacant office space increased by 2.4 million SF. In other words, for every 1,000 SF of new office development, 710 SF of existing office space went vacant.

Most of the expansion occurred in the suburban areas of Milwaukee, while only a limited amount occurred in the Southside Area around the General Mitchell International Airport or the 440th site. Most of the office use in this part of Milwaukee is concentrated in “flex” space, a hybrid between typical office space and production/warehouse space that allows users flexibility in layout, and a more competitive price point. This type of building style is prevalent in the modern business parks in neighboring Oak Creek and Cudahy. This part of the greater Milwaukee region is not considered part of the established regional office market because of the industrial development around the airport, and the lack of available land. For this reason, office development migrated further west. Northwestern Mutual recently built a 400,000 SF office building at their corporate campus in Franklin, with another 500,000 SF under construction. This project would add another 1,000 jobs to this part of the region.

Rents for modern flex space in the Southeast Side reportedly range from \$4/SF to \$10/SF, depending on location, condition, age, size, amount of finish and other considerations. Buildings with less than 15% office use have lower rents in the \$4 to \$6/SF range, while more office-oriented space have rents in the \$8 to \$10/SF range. Newer spaces typically demand a premium, depending on location, and users that need to be close to the airport also pay a premium, due to the shortage of land. Rents for more typical office buildings range from less than \$12/SF to more than \$20/SF, depending on factors such as building class, location, age, size, and utilities.

The Choose Milwaukee website has 26 listings of available office space in the Southeast Side area and adjacent cities in this part of Milwaukee County, as summarized in Table IV-14. These properties contain 0.71 million SF and approximately 50% of the building area was available. Rental pricing ranged from \$6/SF to \$16/SF, and for-sale pricing ranged from \$94/SF to \$242/SF.

**Table IV-14: Available Office Listings**

	#	Bldg SF	Available	% Available	Price Range
<b>For Lease</b>	18	512,323	161,546	32%	\$6.00 - \$16.00
Cudahy	2	38,800	8,600	22%	\$9.00 - \$15.00
Oak Creek	4	165,806	49,648	30%	\$6.00 - \$22.00
Milwaukee	12	307,717	103,298	34%	\$9.75 - \$16.00
<b>Proposed</b>	4	178,000	171,000	96%	\$12.00 - \$14.00
Oak Creek	2	66,000	59,000	89%	\$12.00 - \$14.00
Milwaukee	2	112,000	112,000	100%	Negotiable
<b>For Sale (Only)</b>	4	23,014	23,014	100%	\$122
Oak Creek	2	5,390	5,390	100%	\$164 - \$171
Milwaukee	2	17,624	17,624	100%	\$94 - \$242
<b>Total</b>	26	713,337	355,560	50%	--

Source: Choose Milwaukee & RKG Associates, Inc.

Conditions in the office sector in greater Milwaukee appear to be improving, although the vacancy rate is reportedly 50% higher than what was typical in the late 1990s. The market expanded rapidly during the 1990s, and most of this growth was at the expense of the existing stock. The area around the General Mitchell International Airport is not considered an office market location, primarily due to the industrial buildup and the lack of a business park environment. As a result, office use in this neighborhood is mostly confined to “flex” buildings, where rents were lower than traditional office type buildings. The lack of a local office market is reflected in the limited number of office offerings in the area around the airport. In fact, the 22 existing properties that are actively marketed accounted for only 4% of the office supply in the greater Milwaukee region. Much of the low-value industrial appearance around the 440th site would have to upgrade in order to consider high-value type office investment at this location. An exception would be for any aviation-related office user that would want to be at a location abutting the airport proper.

## 2. Industrial

Milwaukee has a rich heritage as a manufacturing center and its region contains over 220 million SF of industrial space in a diverse market<sup>12</sup>. Recent reports indicate that the vacancy rate was at 7.7% at the end of 2006, and this rate is slightly higher than the 7.2% rate reported in the prior year. However, vacancy was reported at 6.9% in the first quarter of 2005. This trend in increasing amounts of vacant industrial space is similar to that reported in the office sector, and due, in part, to the new construction occurring at the expense of the older space. In addition, older, outdated manufacturing complexes in the Milwaukee region transitioned into second or third generation space with successful redevelopment for alternative uses.

Reportedly, 33.4 million SF of industrial building area on 2,550 acres was absorbed in the greater Milwaukee region between 1995 and 2000, when employment growth in the region was active. Reportedly, between 7% and 15% of this increase occurred within the City of Milwaukee, suggesting that a significant amount of new development occurred outside the city limits, and either in the rest of Milwaukee County or in other surrounding counties of the region. The reasons are multiple, but a primary one is attributed to a

<sup>12</sup> ibid

shortage of “clean” developable land in a “business park” environment in the City of Milwaukee. Nearly all the better suited industrial land with good highway access and utility infrastructure in the City of Milwaukee has been developed with little regard given to design standards, buffering, landscaping and the like that go into creating a business park environment.

Industrial development in the Southeast Side of the City of Milwaukee is confined to approximately 640 acres in two major areas and scattered locations. Approximately 53% of this land area is contained in a 340-acre area west of the General Mitchell International Area, and another 38% is developed around the Port of Milwaukee and the Kinnickinnic River. Outside the city limits, industrial development has also occurred to the south in the City of Oak Creek, and to the east in the City of Cudahy.

In the Southeast Side nearly 35% of the building area is fifty years in age or older, and another 43% was developed between 25 and 50 years ago. This means that approximately 6.5 million SF in the Southeast Side is 25 years or older, and the remaining 1.8 million SF was developed within the last 25 years. Nearly 82% of the industrial space is transportation and warehouse related, and 15% is manufacturing space. The age of the industrial development in Oak Creek and Cudahy is more recent than in the Southeast Side, due to the availability of land. However, there is a limited supply of larger acreage, especially in the Southeast Side, such that any demand for new development went south or west. Reportedly, future industrial development in the Southeast Side would be limited to assemblage and redevelopment of older properties, should they become available.

Locations around General Mitchell International Airport are critical for any select users that rely on air transportation as a primary source of business. Reportedly, activity in the past few years increased and speculative development resulted. Most of the demand is reported for “flex” space, freight-handling, distribution, warehousing and light manufacturing. The General Mitchell International Business Park in Cudahy, and the Oak Creek Commerce and Industrial Park in Oak Creek, in close proximity to the airport, were fairly recent developments that enjoy annual absorption of 7 acres and 5 acres per year respectively. National users include Aramark and FedEx Ground as well as other global freight and shipping companies, and wholesale mail and parcel delivery companies. Another successful business park occurred in the City of Franklin to the west, where over 300 acres were developed starting in the mid-1990s.

The Choose Milwaukee website had 54 listing of available industrial space in the Southeast Side area and adjacent cities in this part of Milwaukee County, as summarized in Table IV-15.<sup>13</sup> These industrial building listings yield a combined total of 6 million SF and 67% of the space is available. Nearly 70% of the available space is for lease, and 14% either is under construction or proposed.

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<sup>13</sup> Selected areas by zip code including Milwaukee (53207 & 53221), Oak Creek (53154), Cudahy (53110) & St. Francis (53235)

**Table IV-15: Available Industrial Space in the Southeast Side and Adjacent Areas**

Type	#	Bldg SF	Available SF	% Available
For Lease	38	4,784,460	2,806,205	59%
For Sale/Lease [1]	9	202,532	38,078	19%
Proposed/UC	6	601,600	564,100	94%
For Sale (only)	10	643,245	643,245	100%
<b>Total</b>	<b>54</b>	<b>6,029,305</b>	<b>4,013,550</b>	<b>67%</b>

[1] Count and Bldg SF also including in prior row

Source: Choose Milwaukee & RKG Associates, Inc.

There were 28 listings of available industrial space in the City of Milwaukee portion around the airport, which has 1.74 million SF of available building area representing about 43% of the available space. There were 18 listings in Oak Creek, which has 1.17 million SF, or 29% of the available supply. In addition, all the proposed or under-construction industrial space is in Oak Creek. Another 1 million SF of available space is in the City of Cudahy representing 26% of the available industrial space with the areas around the airport. The amount of available industrial space (4 million SF) at these listings equates to approximately 24% of the vacant space in the greater Milwaukee region.

**Table IV-16: Available Industrial Space by Cities**

City/Type	#	Bldg SF	Available SF	Range in Pricing	AVG \$/SF
<b>Cudahy</b>	<b>4</b>	<b>1,448,757</b>	<b>1,029,121</b>		
For Lease - Existing	2	1,008,083	588,447	\$3.90 - \$12.00	\$6.50
For Sale (only)	2	440,674	440,674	\$45 - \$65	\$47
<b>Oak Creek</b>	<b>18</b>	<b>1,338,615</b>	<b>1,169,313</b>		
For Lease - Existing	11	722,615	590,813	\$2.95 - \$9.50	\$5.30
For Sale/Lease [1]	4	305,090	305,090	\$31-\$65	\$48
For Lease - Proposed/UC	5	565,600	528,100	\$4.50 - \$10.00	\$6.70
For Sale/Lease [1]	1	200,000	200,000	\$11	\$11
For Sale (only)	2	50,400	50,400	\$63 - \$132	\$92
<b>Milwaukee [2]</b>	<b>28</b>	<b>3,138,338</b>	<b>1,741,869</b>		
For Lease - Existing	21	2,950,167	1,553,698	\$2.00 - \$9.50	\$4.60
For Sale/Lease [1]	3	33,745	34,997	\$55 - \$92	\$84
Proposed/UC	1	36,000	36,000	\$5.00 - \$10.00	\$7.50
For Sale(only)	6	152,171	152,171	\$22 - \$129	\$40
<b>St. Francis</b>	<b>4</b>	<b>103,595</b>	<b>73,247</b>		
For Lease - Existing	4	103,595	73,247	\$4.00 - \$6.50	\$5.00
For Sale/Lease [1]	2	33,745	34,997	Neg - \$44	

[1] Count and Bldg SF also including in prior row

[2] Zip Code- 53207 & 52221

Source: Choose Milwaukee & RKG Associates, Inc.

The range in rental pricing is broad from a low of \$2/SF to a high of \$12/SF. The average rental price indicated in Milwaukee (\$4.60/SF) is lower than the sample indicated in Cudahy (\$6.50), Oak Creek (\$5.30) and St. Francis (\$5.00/SF). The range in values at the for-sale properties is also broad, from a low of \$22/SF to a high of \$132/SF. The average indicated by the sample of for-sale (only) is \$40/SF in Milwaukee lower than Oak Creek (\$92/SF) and Cudahy (\$47), although the average value of for-sale/lease offerings in Milwaukee (\$84/SF) is toward the high end of the range. Location, age, condition, amount of finished area, and any excess land are some of the reasons for price differences.

Approximately 58% of the available industrial space (existing) is classified as warehouse distribution. The range in rents for this type of space is \$4.00/SF to \$12.00/SF, while the average sale value for this type of building is \$51/SF, as shown in Table IV-17. Available space in light manufacturing buildings represents 23% of the available industrial building area, and the range in rents for this building type is \$3.00/SF to \$7.00/SF. The rental rate at heavy manufacturing type buildings is the lowest ranging from \$2/SF to \$4.50/SF. The rental rates for new or proposed industrial buildings range from \$4.50/SF to \$10.00/SF. For warehouse distribution space, the new space reflects a 12.5% premium over existing space, judging by the low end of the range, but for light manufacturing space the rent premium for new space is 50% higher than for existing. Approximately 49% of the available industrial space at new/proposed buildings is light manufacturing. The available space at flex/R&D properties totaled less than 150,000 SF (existing and proposed), which represents less than 4% of the available industrial building areas. The rental rates and average sale values for these properties are generally higher than indicated at all the other types.

**Table IV-17: Available Industrial Space by Building Type**

Type	#	Bldg SF	Available SF	Range in Rent	AVG Value
Flex/R&D	4	79,965	79,965	\$4.00 - \$8.00	\$91
Heavy MFG	4	1,188,855	450,982	\$2.00 - \$4.50	--
Light MFG	14	1,038,412	798,861	\$3.00 - \$7.00	\$44
Other/Truck Terminal	3	113,413	113,413	\$5.50 - \$9.50	\$92
Warehouse Distribution	23	3,007,060	2,006,229	\$4.00 - \$12.00	\$51
<b>Existing</b>	<b>48</b>	<b>5,427,705</b>	<b>3,449,450</b>	<b>\$2.00 - \$12.00</b>	<b>\$52</b>
Flex/R&D	1	68,500	68,500	\$5.00 - \$10.00	--
Light MFG	2	275,000	275,000	\$4.50 - \$9.00	--
Warehouse Distribution	3	258,100	220,600	\$4.50 - \$10.00	--
<b>Proposed/UC</b>	<b>6</b>	<b>601,600</b>	<b>564,100</b>	<b>\$4.50 - \$10.00</b>	<b>--</b>
<b>Total</b>	<b>54</b>	<b>6,029,305</b>	<b>4,013,550</b>	<b>\$2.00-\$12.00</b>	<b>\$52</b>

Source: Choose Milwaukee & RKG Associates, Inc.

Of the 48 listings of industrial space at existing buildings, six buildings have available space of 250,000 SF or more, as shown in Table IV-18, and account for nearly 51% of the available space. Of the six listings of proposed industrial space, approximately two-thirds of the available space is in the 100,000 SF to 250,000 SF range as shown below. Pricing, for the most part, appeared to be less as the size ranges increase.

**Table IV-18: Available Industrial Space by Ranges in Sizes**

Range in Size	#	Available SF	AVG Size	Range in Rent
Less than 10,000 SF	7	46,446	6,635	\$4.00 - \$8.00
10,000 SF - 19,999 SF	8	112,799	14,100	\$3.50 - \$8.50
20,000 SF - 29,999 SF	6	137,434	22,906	\$3.50 - \$4.00
30,000 SF - 49,999 SF	7	263,448	37,635	\$4.60 - \$9.50
50,000 SF - 69,999 SF	4	238,779	59,695	\$3.00 - \$9.50
70,000 SF - 99,999 SF	8	648,257	81,032	\$2.00 - \$9.50
100,000 SF - 249,999 SF	2	242,956	121,478	\$4.75 - \$8.75
250,000 SF & up	6	1,759,331	293,222	\$2.75 - \$12.00
Existing	48	3,449,450	71,864	

Range in Size	#	Available SF	AVG Size	Range in Rent
Less than 10,000 SF	--	--	--	--
10,000 SF - 19,999 SF	1	12,500	12,500	\$4.50
20,000 SF - 29,999 SF	--	--	--	--
30,000 SF - 49,999 SF	1	36,000	36,000	\$5.00 - \$10.00
50,000 SF - 69,999 SF	1	68,500	68,500	\$5.00 - \$10.00
70,000 SF - 99,999 SF	1	75,000	75,000	\$4.75 - \$9.50
100,000 SF - 249,999 SF	2	372,100	186,050	\$4.50 - \$10.00
250,000 SF & up	--	--	--	--
Proposed/UC	6	564,100	94,017	

The neighborhood around the General Mitchell International Airport contains one of the major industrial areas in the City of Milwaukee. In addition, more modern industrial development has occurred in some of the neighboring cities such as Oak Creek and Cudahy. Approximately 4 million SF of industrial space is actively marketed within this area and it represents almost one-quarter of the vacant industrial space in the greater Milwaukee region. New industrial development is occurring; however, it is at the expense of the older stock and spreading further south or west due to a shortage of suitable land near the airport. Rental pricing for industrial space ranges from a low of \$2/SF to more than \$10/SF. The mid-range of \$5/SF to \$8/SF is indicative of recently built space, as well as rents for flex space. Given the amount of available industrial space, competition would be great, and premiums would only be associated to any key attributes that a property may have, such as proximity to the airport, for those select users that would require such a location.

### 3. Available Land

Listing information was obtained on twenty-one properties that were actively marketed in the confined area around the airport. These parcels contained more than 450 acres, and Oak Creek had 90% of this available supply. Approximately 245 acres were for industrial use, accounting for 54% of the supply, another 130 acres were more commercially-oriented, and the remaining 75 acres were for retail use.

As shown in Table IV-19, three parcels were within the city limits of Milwaukee containing 16 acres of industrial land, and with a price range from \$175,000 per acre to \$250,000 per acre. This range was significantly higher than indicated for parcels in Oak Creek where asking prices ranged from less than \$20,000 per acre to \$125,000 per acre. Location, existing infrastructure, zoning, building area potential, environmental constraints, and the like influence value.

**Table IV-19: Available Land by Use and City**

Use/City	#	Acres	Price per Acre		
			Low	High	AVG
<b>Industrial</b>	13	244.50	\$18,400	\$250,000	\$65,000
Cudahy	1	9.00	--	--	Neg. (lease)
Oak Creek	9	219.30	\$18,400	\$125,000	\$53,250
Milwaukee	3	16.20	\$175,000	\$250,000	\$217,500
<b>Commercial</b>	10	133.36	\$110,000	\$350,000	\$175,000
Oak Creek	9	125.36	\$110,000	\$350,000	\$175,000
Milwaukee	1	8.00	--	--	\$187,500
<b>Retail</b>	11	74.81	\$150,000	\$1.5 mil	\$480,000
Cudahy	2	3.25	\$666,700	\$766,300	\$675,000
Oak Creek	8	70.48	\$150,000	\$600,000	\$385,800
Milwaukee	1	1.08	--	--	\$1.5 mill
<b>Total</b>	21	452.67	\$18,400	\$1.5 mill	\$117,800

Source: Choose Milwaukee & RKG Associates, Inc.

Two 7± acre lots (totaling 14.8 acre) at the General Mitchell International Business Park in Cudahy were purchased in 2005 for between \$62,750/acre and \$135,000/acre, or an average of less than \$100,000/acre. Two 140,000 SF industrial buildings were planned (one constructed) for the lots suggesting a land value of \$5.25/SF of building area. Referring to Table IV-16, a proposed industrial building of 200,000 SF, had an asking price of \$11/SF of building area, or nearly twice the sale price indicated above in 2005. The City of Milwaukee was also disposing a 24.6-acre former landfill site at 1701-R East College Avenue, just south of the airport, and in the height restriction zone. The asking price was \$740,000 or \$30,100/acre.

The overall average price for industrial land was \$65,000 per acre, as shown above, and the asking price for commercial land was \$175,000/acre. Most of the available commercial land was also in Oak Creek and only one parcel was in Milwaukee. In comparison, the asking price for retail land approached \$500,000 per acre, with a lower average indicated in Oak Creek, where most of the listings were located. The 2006 assessed value of improved industrial land in the immediate vicinity of the 440th ARS (on Bowden Court, across S. Howell) runs approximately \$100,000 per acre.

In conclusion, The Milwaukee portion of the market area has a very limited supply of available land, and the land that is available has a higher price than indicated in the adjacent cities. Industrial land has the lowest value per acre for the most part, while the value for retail use is much higher. Commercial-oriented uses are in between the two extremes. Location, available utilities and the like influence value.

#### 4. Hotel Market

Because of the 440th ARS property's proximity to the General Mitchell International Airport, the potential for future hotel development suggests that this market segment be analyzed in greater detail. The hotel market in the greater Milwaukee region<sup>14</sup> experienced improvements in the last few years, as upgrades to older facilities and affiliation changes have occurred, as well as new development. Reportedly, eleven

<sup>14</sup> Source: "Hotel Market Study, Redevelopment Authority, Milwaukee, Wisconsin" prepared by HVS International, www.biztimes.com, and supply information obtained from Smith Travel Research.

different proposals for new hotels in downtown Milwaukee and the Park East neighborhood are being considered. In addition, two new hotels, containing 237 rooms, are proposed for Oak Creek adjacent to a cluster developed near the Interstate, and in close proximity to the airport.<sup>15</sup>

Milwaukee County has approximately 74 operating hotels and motels containing 9,289 rooms, the largest of which are the Hilton (730 rooms) and the Hyatt (483 rooms) located in the downtown near the convention center. Nationally, the lodging industry is undergoing a renaissance after a significant slowdown associated with the recession of 2001 and the tragic events of 9/11. Occupancy levels have rebounded to pre-2001 levels and average room rates are approaching \$100/night. In downtown Milwaukee, the occupancy level at a sample of 2,100 rooms has increased to nearly 70% and the average room rate is reported at over \$125/night.

The area around the airport had 24 operating hotels containing 3,071 rooms, or about one-third of the hotel/motel rooms in Milwaukee County. Approximately 26% of the county room supply is adjacent to the airport and within the City of Milwaukee, while another 7% is in Oak Creek, as shown in Table IV-20. This room supply in Oak Creek will expand by 36% in the next year with the addition of 237 rooms.

**Table IV-20: Hotels and Room County around the Airport**

Area	Hotels	% of total	Rooms	% of Total
Airport Neighborhood	24	32%	3,071	33%
Oak Creek (53154)	7	9%	666	7%
Milwaukee (53207)	7	9%	1,289	14%
Milwaukee (53221)	10	14%	1,116	12%
Milwaukee County	74	100%	9,289	100%

Source: Smith Travel Research & RKG Associates, Inc.

Development trends of new hotels in Milwaukee County have been somewhat erratic, as nine properties were built during each of the last two decades, while 18 were built in the 1980s. The area at the airport benefited from one-third of this demand during those three periods. In terms of room counts, approximately 1,120 rooms were developed during this decade in Milwaukee County, which was less than half the rooms developed during the 1980s (2,555 rooms) and slightly more than in the 1990s (920 rooms), as shown in Table IV-21.

**Table IV-21: Development Trends of Hotels**

Period	Hotels			Rooms		
	Airport	Milwaukee Co	% at Airport	Airport	Milwaukee Co	% at Airport
2000 - 2007	3	9	33%	321	1,118	29%
1990 - 1999	3	9	33%	325	921	35%
1980 - 1989	6	18	33%	718	2,555	28%
<1980 or unknown	12	38	32%	1,707	4,695	36%
Total	24	74	32%	3,071	9,289	33%

Source: Smith Travel Research & RKG Associates, Inc.

<sup>15</sup> The St. Stephens church property is believed to be under agreement to a hotel developer. No confirmation of this was available.

The Milwaukee hotel market is represented by nearly all the major hotel affiliations, and almost all of them have a presence at the Airport. The exception is the Extended Stay and Marriott brands. This, however, could change as one of the proposed hotels in Oak Creek was a 122-room Fairfield Inn, which is a Marriott brand, and the other was a 99-room Candlewood Suites, which targets the extended stay market, but with an Intercontinental affiliation.

**Table IV-22: Hotels by Affiliation**

Affiliates	Hotels			Rooms		
	Airport	Milwaukee Co	% at Airport	Airport	Milwaukee Co	% at Airport
Accor	2	2	100%	225	225	100%
Best Western	1	3	33%	139	303	46%
Carleson Hotels	2	4	50%	240	524	46%
Choice Hotels	4	5	80%	501	660	76%
Excel	1	3	33%	109	356	31%
Extended Stay	--	1	--	--	122	--
Hilton	1	6	17%	105	1,371	8%
Hyatt	1	3	33%	99	705	14%
Intercontinental	2	7	29%	245	1,110	22%
La Quinta	1	4	25%	99	433	23%
Marriott	--	4	--	--	518	--
Starwood	1	2	50%	508	657	77%
Wyndham	3	6	50%	402	768	52%
Independents	5	24	21%	399	1,537	26%
<b>Total</b>	<b>24</b>	<b>74</b>	<b>32%</b>	<b>3,071</b>	<b>9,289</b>	<b>33%</b>

Source: Smith Travel Research & RKG Associates, Inc.

In conclusion, Milwaukee has a diverse motel/hotel market of 74 properties containing nearly 9,300 rooms. The downtown sector has enjoyed a renaissance as occupancy approaches the 70% benchmark and average rates are nearly \$125 per night. There are also a number of different proposals under consideration in the downtown. Approximately, one-third of the hotel market is around the airport where 24 hotels containing 3,071 rooms are located. This supply at the airport could increase by 8% when two proposed hotels in Oak Creek containing 237 rooms are developed. The 440th site does not have the street front visibility or the ancillary commercial build-up as other hotel areas closer to the airport have. For this reason, potential hotel use may not be a reasonable option without an upgrade of the adjacent low-value commercial and industrial users, or acquisition of additional frontage property along South Howell.

## 5. Airport Property

Milwaukee County, which owns and operates the 2,386-acre General Mitchell International Airport (MKE), leases land around the airport to various private users including air cargo facilities, corporate hangars and commercial aviation. These properties are improved with pavement allowing the parking and movement of aircraft to and from the airport runways and taxiways, as well as with various types of buildings. Land leasing is the typical method used by airports for aviation-related development, allowing the airport to control such things as access, security and use. Land leasing is strongly encouraged by the Federal Aviation Administration. According to the Airport

Master Plan, the airport currently ground leases approximately 93 acres, accommodating more than 45 tenants<sup>16</sup>. Ground lease parcels range from 0.42 to 21.95 acres.

There are currently two hangar facilities at the airport available for sublease; one consisting of a portion of Midwest Airlines maintenance facility and the other a stand-alone hangar on Layton Avenue owned by Signature Aviation, the airport Fixed Base Operator. According to local brokers, there has been limited interest in these facilities; however, it is believed that lease terms may be somewhat limited. Property that has access to an active airport like MKE is both unique and relatively scarce, since there are only so many airports that provide 24-hour service, air traffic control, fueling, maintenance, customs and immigration services, etc. Thus, land often carries a premium in value over similar property without airport access. A land rent market analysis recently completed for the airport estimates that current market lease rates for improved (aircraft ramp/apron space) and unimproved (land under and around buildings) range from \$0.25 to \$0.40 per square foot per year on a triple net basis<sup>17</sup>. This translates into equivalent land values of approximately \$109,000 to \$174,000 per acre, using an estimated 10% capitalization rate. Demand for ground leases as well as aviation facilities is reported to be strong due to growth of the airport and expansion of existing private aviation activities.

## F. Property Value Indications

Based on the forgoing analysis of local and regional real estate market conditions, as well as the analysis of the buildings and facilities located at the 440th ARS site reported in Chapter III, this section estimates the range of possible market value that is represented in the property, under the assumption that it is available to the market unencumbered by environmental, regulatory, access, ownership or other constraints.

The 440th property is comprised of a total of 465,000 square feet of space including a wide variety of office, commercial, light industrial, warehouse, storage and special use buildings. These facilities range in age from less than five to more than 50 years old. While most are in generally good condition, most exhibit various degrees of functional obsolescence (e.g. lack of elevators or handicap accessibility) and condition. Because of these facts, and the site's location without major street frontage, market lease rates (or sales values) would tend to be at the lower end of the ranges described above. These include:

- Office Space (Class B/C):           \$4 - \$6 psf lease (\$50 - \$80 psf sale)
- Light Industrial/Warehouse:       \$3 - \$6 psf lease (\$40 - \$80 psf sale)
- Storage, other uses:                 \$2 - \$4 psf lease (\$25 - \$50 psf sale)

Because of its uniqueness, hangar space would likely lease at higher rates (\$6 - \$10 psf), but only if access to the airfield was available.

<sup>16</sup> *GMIA Master Plan Update*, PB Aviation; April 14, 2003; Exhibit 2.3-3

<sup>17</sup> *Market Rent Analysis, Milwaukee County Airports, Milwaukee, Wisconsin*; June 7, 2007; Airport Business Solutions, Tampa, FL. The rental analysis used comparable rates from similar airports nationwide. Triple net indicates that the lessee pays for all associated expenses.

Land value for the 440th is estimated to be in the low to middle of the current range for industrial property in the area, or approximately \$75,000 per acre to \$100,000 per acre. These values assume that the 440th property was subdivided into small saleable units, privately owned, served by adequate utilities and city services and environmentally clean. The “as-is” value of the property would need to account for the installation of new infrastructure, holding costs, marketing time and cost, as well as a variety of other factors that would serve to substantially lower the value of the property as a whole or as individual units.

## **G. Market Interest**

During the course of the reuse planning process, several private sector firms have expressed potential interest in the 440th site. These interests indicate that there is some level of demand for land and/or facilities in the area, as supported by the previous information, and include:

- A large real estate investment trust (REIT) that solicited the Air Force for the entire property through the MILCON Exchange authority (see Chapter V).
- A large general aviation manufacturing firm interested in developing a regional maintenance center.
- An aviation service company located at the airport looking to expand its operations.
- A local manufacturing and service firm with airport connections looking to build a new facility.
- A local transportation company seeking suitable facilities for fleet maintenance and storage.

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## V. PROPERTY TRANSFER PROCESS

### A. Introduction

This chapter of the 440th Reuse Plan describes the various methods of transfer available to the Air Force under the Base Realignment and Closure (BRAC) legislation and regulations<sup>18</sup>. BRAC is *the process that the Department of Defense (DoD) uses to reorganize its installation infrastructure to more efficiently and effectively support its forces, increase operational readiness, and facilitate new ways of doing business*<sup>19</sup>.

Information provided in previous chapters of this redevelopment plan has illustrated that the 440th Air Reserve Station (440th) has a variety of site conditions, environmental issues and economic characteristics that may warrant multiple approaches for transferring the facility from military control and its reuse for civilian purposes. This chapter provides an overview of the key types of transfer processes and conveyance mechanisms that are likely to be most applicable for redeveloping the 440th.

Generally, these conveyance methods fall into two major categories that involve options for transferring the property, or portions of the property, at no cost or reduced cost, as well as others that involve acquisition at fair market value. Other options discussed in this chapter involve the potential for early transfer of the facility for civilian use prior to full closure and environmental cleanup by the military.

All of the options noted above are reflective of the military's criteria for disposal of surplus property emanating from the 2005 BRAC evaluation process. These criteria emphasize, among other factors, DoD's intent to expedite the transfer process and to maximize a return on investment for the federal government as part of that process. This indicated desire to accelerate the closure process and transfer the facility to community use means that the military may be more flexible in applying a variety of approaches to hasten this conveyance. However, it is also an indication that the military will "rely on and leverage market forces" to the greatest extent possible, as noted in the Base Realignment and Closure Manual (BRRM). All of these factors have ramifications for the 440th LRA's preparation of a final reuse plan, which will be discussed in this and subsequent chapters of the redevelopment plan.

### B. Property Transfer Alternatives

Once the decision has been made through the BRAC process to close a military installation such as 440th, federal law provides for a number of alternative transfer methods that can be employed by the Department of Defense (DoD) to dispose of the property. The primary

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<sup>18</sup> The federal law governing the BRAC process is contained in provisions of Title II of the Defense Authorization Amendments and Base Closure and Realignment Act (Public Law 100-526, 102 Stat. 2623, 10 U.S.C. 2687 note), and the Defense Base Closure and Realignment Act of 1990 (Public Law 101-510, Part A of Title XXIX of 104 Stat. 1808 U.S.C. 2687 note)(reference (c)).

<sup>19</sup> Source: OSD web site as reported in the Base Redevelopment and Realignment Manual (BRRM), March 1, 2006.

methods of transfer most likely to be considered by the Air Force for the 440th facility are outlined in Table V-1 and discussed in more detail in the subsequent portions of this chapter. These methods are based on information presented in the BRRM, which contains the DoD’s primary guidelines for reuse of BRAC facilities.

**Table V-1: Property Transfer Alternatives**

Conveyance Method	Conditions	Community Planning Considerations
<b>Public Benefit Conveyance (PBC)</b>	<ul style="list-style-type: none"> <li>• The property is conveyed at market value unless a sponsoring agency determines a discount is warranted.</li> <li>• PBCs for public airports (via FAA) are conveyed at no cost, but all subsequent proceeds must be used for approved airport purposes.</li> <li>• The property must be used for public purposes (schools, airports, healthcare, recreation, etc.)</li> <li>• Sponsoring agencies may impose additional land use controls</li> </ul>	<ul style="list-style-type: none"> <li>• Market value is an objective of the sponsoring agency – an appraisal will most likely be needed</li> <li>• Consideration should be given to how the reuse plan will affect market value and ultimately the price paid to the sponsoring agency</li> </ul>
<b>Economic Development Conveyance (EDC)</b>	<ul style="list-style-type: none"> <li>• Conveyance can only be made to the approved LRA.</li> <li>• The military department is required to seek market value. However, the military can grant an EDC without consideration if proceeds support economic development for 7 years</li> <li>• Proceeds not used for economic development can be recouped by the military</li> </ul>	<ul style="list-style-type: none"> <li>• Market value will need to be determined – an appraisal must be completed</li> <li>• If LRA develops property it must determine there are enough qualified investments (e.g. new infrastructure) to warrant a discount</li> </ul>
<b>Negotiated Sale to Public Entities</b>	<ul style="list-style-type: none"> <li>• Property can only be conveyed to public entity for a public benefit</li> <li>• Same benefit cannot be obtained from sale or PBC conveyance</li> <li>• Congress must approve transaction</li> <li>• If property is sold within 3 years all profits revert to the military</li> </ul>	<ul style="list-style-type: none"> <li>• Market value will determine final sale price for 440th LRA or other public body – an appraisal must be completed</li> </ul>
<b>Advertised Public Sale</b>	<ul style="list-style-type: none"> <li>• Property is conveyed by the military through a public bidding process</li> <li>• Military must <u>consult</u> with 440th LRA before taking this approach</li> <li>• The military’s objective will be to seek sale to highest responsible bidder</li> </ul>	<ul style="list-style-type: none"> <li>• Because this process requires a bid process, market value is assumed to be part of this process</li> <li>• The establishment of minimal land use controls in the reuse plan may encourage more rapid, market-driven redevelopment, if so desired by the 440th LRA</li> </ul>
<b>Environmental Responsibilities Transfer/Sale (Early Transfer)</b>	<ul style="list-style-type: none"> <li>• Property is conveyed through a two-step bid process, typically to a third party developer or to the LRA</li> <li>• The military then requests a covenant deferral from state governor</li> <li>• After deferral is approved, military can enter into a binding purchase agreement</li> </ul>	<ul style="list-style-type: none"> <li>• Because this process requires a bid process, market value is assumed to be part of this process</li> <li>• State will assume responsibility for oversight of remedial actions for contaminated sites</li> <li>• The establishment of minimal land use controls in the reuse plan may encourage more rapid, market-driven redevelopment, if so desired by the 440th LRA</li> <li>• Consideration should be given to acquiring additional environmental insurance to protect involved parties from future liability</li> </ul>
<p>Source: <i>Understanding Key Issues in DoD’s Base Redevelopment &amp; Realignment Manual</i>, An Infobrief from the Association of Defense Communities, May 2006</p>		

One of the first steps in the disposal process is the “screening” of the property to determine if other federal agencies have use for any or all of the facility. In the case of 440th, no other federal users identified an interest in the facility within the allotted timeframe, which resulted in its designation by the DoD as “surplus” property<sup>20</sup>. In light of this fact, disposal of the 440th property can potentially occur under one or more alternative methods of transfer that will be dependent upon the type of end user (i.e. public or private) and the intended use.

### 1. Public Benefit Conveyance

One of the more useful methods of property transfer for a variety of public uses is the Public Benefit Conveyance (PBC). A PBC can be used to convey real or personal property to state and local governments, and certain non-profit organizations, for public purposes at no cost or reduced cost. These purposes include airports, schools, parks, public health facilities, law enforcement, emergency management response, correctional facilities, historic monuments, self-help housing, and wildlife conservation. If this method is selected by the 440th LRA, and approved by the DoD, a federal sponsoring agency may request assignment of the property for purposes of conveying the property to a designated eligible recipient. The sponsoring agencies are responsible for selecting qualified applicants and determining the amount of the discount (if any) from the fair market value of the property. It should be noted that some uses, such as law enforcement, emergency management response, correctional facilities, historic monuments, and wildlife conservation, do not require a sponsoring agency and can be directly transferred from the DoD to an approved recipient. The primary PBC approaches that are potentially useful in redeveloping the 440th facility are summarized below.

**Public Safety** – Water and sewer systems, as well as medical facilities, can be transferred without cost as a PBC through the endorsement of the U.S. Department of Health and Human Services. Property for use by law enforcement or fire protection may be transferred through the Department of Justice or the Department of Homeland Security.

**Education** – The U.S. Department of Education can convey land and facilities to public and private non-profit educational institutions on a discounted basis over thirty years. The educational entity actually fulfills the obligation to the federal government for the property at the rate of three and one-third percent annually through constructive educational use. Title to the property is conveyed up front, subject to educational use restrictions, and reverter or buy-out provisions.

**Airports** – The Federal Aviation Administration is the sponsoring agency for airport and aviation-related property transfers from the military to public airport operators. These PBCs are done *at no cost* as long as the property is used for approved purposes and all revenues generated from the facilities are used to support the airport.

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<sup>20</sup> It should be noted that the United States Postal Service (USPS) subsequently expressed an interest in the property as a possible site for a regional mail distribution and sorting facility. The USPS did not pursue a fed-to-fed conveyance during the initial round of screening.

## **2. Disposal of Property for Use by Homeless**

As part of the initial screening process for reuse and disposal of a BRAC property, consideration must be given to potential use of the property to provide housing and/or service for the homeless. Property that has been identified for potential use to the homeless can then be conveyed to either an organization that is a representative homeless provider, as approved by the U.S. Department of Housing and Urban Development (HUD), or the LRA. If the property is conveyed to the 440th LRA, it must then make it available to the homeless provider for no cost. The LRA would be responsible for monitoring the use of the property and ensuring that the homeless provider complies with the legally binding agreement that must accompany all such conveyances.

In accordance with base closure law, the 440th LRA must solicit Notices of Interest (NOIs) from state and local governments, representatives of the homeless, and other interested parties in the vicinity of the installation that may be eligible for a Public Benefit Conveyance related to the 440th facility. The 440th LRA must give notice as to the timeframe in which NOIs will be accepted for submittal and hold hearings to allow interested parties to provide input into the reuse planning process. On October 19, 2006, the 440th LRA published a public notice soliciting interest from the types of organizations noted above with a deadline for receipt of said notices by January 19, 2007. During this time period, the 440th LRA received several notices of interest from various public and private organizations as well as representatives of the homeless. Descriptions of these interests are included in Section F below. A copy of the notice, as run in the major Milwaukee newspaper, is included at the end of this chapter.

The interests of homeless providers in surplus military property plays an important role in the BRAC process. The U.S. Department of Housing and Urban Development must approve the LRA's Reuse Plan, which must demonstrate that these interests were taken into account throughout the planning process. The LRA has adequately reached out to these groups through the Milwaukee Continuum of Care network, and made them aware of the BRAC process. The only direct respondent from this population was the Hunger Task Force.

## **3. Economic Development Conveyance**

Transfer of all or portions of the 440th facility could potentially occur by means of an Economic Development Conveyance (EDC) from the Air Force. Only the 440th LRA is eligible to acquire property under an EDC. The LRA must demonstrate that the proposed uses for the property will generate sufficient jobs to justify an EDC conveyance, and that the proposed land uses are realistically achievable given current and projected market conditions. In most cases, the Air Force will be required to seek fair market value consideration for the EDC conveyance, although it is authorized on a case-by-case basis to grant an EDC for no consideration (typically only used in economically distressed and/or rural areas).

Under this scenario, an Implementation LRA, or other comparable entity, would have to be established to oversee redevelopment of the site once the existing 440th LRA has fulfilled its responsibilities for preparing this reuse plan. The Implementation LRA

would have to take title to the property within a “reasonable time” after the Air Force makes its surplus property determination. In addition, the 440th LRA must agree that the proceeds from the sale or lease of the property during the first seven years after initial conveyance shall be used to support the economic development of the installation. The 440th LRA may use proceeds from the property to fund the following activities for supporting economic redevelopment of the site:

- Road construction and public buildings
- Transportation management facilities
- Storm and sanitary sewer construction
- Police and fire protection facilities and other public facilities
- Utility construction
- Building rehabilitation
- Historic property preservation
- Pollution prevention equipment or facilities
- Demolition
- Landscaping, grading and other site or public improvements
- Planning and marketing reuse of the installation

#### **4. Negotiated Sale**

A negotiated sale can only be transacted with a public body if a public benefit, which would not be realized from a competitive advertised sale or authorized public benefit conveyance, will result from the negotiated sale. The grantee may not pay less than fair market value based upon a highest and best use appraisal of the property. In addition, final approval of the sale must be authorized by Congress. If the property is sold within three years following a negotiated sale, the grantee may be required to remit all proceeds in excess of its initial acquisition costs.

#### **5. Public Sale**

If the 440th LRA, after preparing a reuse plan, determines it is in the best interest of the community not to be directly involved in redeveloping the site, it can recommend that the Air Force dispose of the property through a public sale. The actual method of sale could include sealed bid, Internet auction, or on-site auction to the highest bidder. Under such an approach, the DoD would make a determination whether to sell the entire site or as subdivided parcels. Property acquired by a private organization or individual is subject to local land use and zoning controls.

## **6. MILCON Exchange**

This relative recent transfer authority allows the military department to convey a BRAC property to a third party in exchange for the construction of equally valued facilities at some other location(s). The acquiring entity can either do the construction itself (or through agreement with other firms) or may be able to simply put the money up for the military to go out to bid for the new project, without having to go through the MILCON budget process. The value of the exchange is at the property's fair market value (based on an appraisal). The reuse of the property will be guided by market forces and by the land use regulations (zoning) that come out of the reuse plan or that are already in place.

## **7. Interim Use Leases**

The ultimate goal of the military, with regard to BRAC facilities, is to dispose of any surplus property as promptly as possible. One means of facilitating an early or expedited transfer is through execution of an interim lease. Prior to deed transfer there may be opportunities for the 440th LRA to obtain access to certain land parcels or facilities on an interim use basis that could allow economic development to proceed prior to actual installation closure and transfer. There are many examples from previous BRAC rounds where the LRA assumed responsibility for operation of the base's infrastructure in order to facilitate establishment of a master lease agreement that allowed for subleases of specific structures or sites, for civilian uses. This, in turn, created short-term revenue-generating activities and/or helped to minimize the operating and maintenance costs of the properties. An interim lease approach may be suitable for the 440th with regard to its potential continued operation, both as an active aviation use as well as for other public and/or private uses such as training and education.

If the Air Force determines that the interim use of the property would facilitate state and local economic efforts, and not interfere or delay the final property disposal, it may be inclined to grant such a lease. Further, the Air Force may accept less than fair market value if it determines that such acceptance would be in the public interest and fair market rent is unobtainable or not compatible with such public benefit. Before entering into a lease, the military must consult with the Environmental Protection Agency (EPA) and the State of Wisconsin Department of Natural Resources (DNR) to determine whether environmental conditions on the property are acceptable, as discussed subsequently under the section related to early transfer authority, for execution of such an agreement.

## **C. Caretaker Contract**

Although not formally part of the property transfer process, the Air Force is expected to issue a caretaker contract for the maintenance of the facility during the period between when the last military activity leaves the base and the actual transfer occurs. These contracts are typically put out to bid (in this case, by the Air Force Real Property Agency) and include the "mothballing" of buildings, maintaining minimum levels of heating/cooling to buildings, repairing any damage that might affect future reuse value and providing security. In some BRAC cases, the LRA has successfully bid for the caretaker contract or contracted directly with the Air Force through a Cooperative Agreement, permitting it to have an on-site presence and build a thorough understanding of the property, while receiving a revenue

stream from the military for a period of time. The benefits of this approach include the ability to lease facilities out on an interim basis, as well as to more closely oversee the environmental clean-up process.

#### **D. Appraisals and Fair Market Value**

It should be noted that the Air Force, or in the case of a Public Benefit Conveyance (PBC), the sponsoring agency is required to obtain one or more fair market value appraisals of the property prior to conveyance. Therefore, any transfer of property at 440th by means of an EDC, negotiated sale, or public sale, as well as certain PBCs, will necessitate preparation of an appraisal. Appraisals must be based on the highest and best use of the property, taking account of all property conditions that are relevant to fair market value. The final determination of fair market value is made by the Secretary of Defense, or a designee such as the Secretary of the Air Force, and cannot be negotiated by the 440th LRA. Appraisals obtained by the seller (DoD) are typically not shared with the buyer (LRA), sometimes leading to the need for the LRA to obtain its own independent appraisal as a basis for conveyance negotiations if there is disagreement as to value.

Determining market value can often appear to be a rather subjective judgment, since arriving at a highest and best use for a property is dependent upon a number of assumptions that reflect *potential* future conditions that may exist at the property. Market value is heavily dependent upon assumptions related to market conditions, availability of resources, tenants, environmental contamination, capital costs, building code violations and zoning regulations. An analysis of highest and best use is required to determine the highest economic return that is typically based on the four following tests.

- What uses are *physically possible* for the site in that they could function adequately for their intended purpose?
- What uses are *legally possible* based on compliance with all applicable land use regulations and laws?
- Which uses are *financially feasible* in terms of their ability to provide an adequate return on investment?
- What is the *maximum productivity* of the physically, legally, and financially feasible uses in terms of generating the highest return?

Based on these criteria, it is evident that the local reuse planning process can have a significant impact on determining highest and best use and ultimately market value. The final reuse plan will address issues such as zoning and other land use controls, estimated infrastructure improvements, public land uses, and redevelopment incentives. Detailed plans that provide proposals for high-density development, for example, may result in higher market value than less detailed or lower density redevelopment plans. While this possibility should not necessarily preclude planning for more intensive land use, it is important that any plan accurately reflect redevelopment potential from an economic perspective, since this planning is likely to affect the purchase price that will have to be recovered by either the community or a private developer.

## **E. Early Transfer of Property**

Under certain circumstances, the military may have unfinished responsibilities regarding a BRAC installation that could preclude immediate transfer of property or otherwise affect the clear-title status of the facility. In the case of 440th, such a situation will exist with regard to remediation of contaminated sites at the facility where final cleanup and long-term monitoring by the Air Force is expected to continue into the future<sup>21</sup>. Provisions of the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) require federal agencies to complete all environmental remediation actions for contaminated sites before transferring property by deed to a nonfederal entity. Baseline environmental conditions at the 440th are described in Chapter III.

An amendment to CERCLA in 1996, however, provided an alternative approach that allows for early transfer of contaminated sites prior to full remediation. Furthermore, through the course of the last several BRAC rounds, the DoD has made significant efforts to expedite the transfer of such sites, including approaches that involve privatization of all or portions of the environmental cleanup process. An early transfer of a military base with privatized environmental remediation typically requires the following interrelated agreements, which are described in more detail below.

- An environmental services cooperative agreement (“ESCA”)
- A guaranteed fixed-price (“GFP”) contract
- Environmental insurance
- Enforceable agreement(s) with the state environmental regulatory agency and/or U.S. EPA

As part of the transfer agreement, the DoD can oversee the entire cleanup process or enact a subsidiary agreement with either a local, county or state government agency, as well as a private entity that represents the interest of a BRAC installation, to oversee cleanup and restoration activities. The governor (or EPA at a Non-Priority List (NPL) site) typically expects that such an agreement be negotiated prior to approving an early transfer through a Covenant Deferral Request.

### **1. Environmental Services Cooperative Agreement (“ESCA”)**

The Defense Environmental Restoration Program (DERP) authorizes DoD to enter into agreements with any state or local agency to carry out aspects of DoD’s responsibilities under DERP, including the identification, investigation and cleanup of contamination. Military departments have begun entering into “environmental services cooperative agreements” with LRAs to provide LRAs funds to complete DoD’s remaining environmental cleanup responsibilities at property being considered for early-transfer. The ESCA describes exactly what responsibility is being transferred to the LRA and what responsibility is being retained by the military department. The military department retains its underlying liability for environmental cleanup under CERCLA.

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<sup>21</sup> The Air Force’s clean-up schedule will be based on the results of the Environmental Assessment (EA) that will be completed, once the Reuse Plan is done, such that future land uses are identified.

## **2. Guaranteed Fixed-Price Contract**

Theoretically, an LRA could decide to engage an environmental contractor under a traditional time and materials contract to perform the environmental cleanup transferred under the ESCA. However, few if any LRAs are willing to take the risk that the ESCA grant will be sufficient. Consequently, the LRA typically engages an environmental contractor to remediate the site for a fixed price, under a Guaranteed Fixed-Price Contract (GFPC), backed by a “cost-cap” or “stop-loss” insurance policy. The GFPC for remediation is a performance-based scope of work to be delivered for the guaranteed price regardless of the cost.

## **3. Environmental Insurance**

As part of any real estate transfer process involving a site that has been subjected to environmental contamination, strong consideration should be given to obtaining environmental insurance. As noted previously, under the provisions of CERCLA, the federal government is responsible for cleaning up any contamination that can be attributed to DoD activities. In addition, BRAC properties are afforded a second level of protection under the National Defense Authorization Act through which, the DoD indemnifies transferees and lessees of base closure property from legal action for releases or threatened releases of hazardous substances resulting from DoD activities. Although these measures do provide a considerable level of protection for reuse of contaminated sites, the acquisition of environmental insurance may also be warranted to offer further assurance to future owners against potential liability.

Early transfer transactions typically involve the purchase of two interrelated environmental insurance policies. As noted above, the first is a “cost-cap” or “stop loss” policy. These types of policies protect the environmental contractor against cost overruns for the scope of work the contractor is obligated to perform. These policies can also be structured to protect the LRA by allowing a substitution of contractors if the first contractor has defaulted on its obligations.

The second type of environmental insurance is a liability policy, referred to as “a pollution legal liability” policy or “environmental impairment liability” policy. These policies generally combine a number of different types of coverage, but two of the most important are first party claims for cleanup of “unknown” contamination and third party claims for damages arising from the contamination. Other coverage can be included for issues such as tenant interruption or loss of rental value.

The application of an environmental insurance policy to a BRAC site such as the 440th is a complex transaction, since there can be a number of parties involved in the remediation and redevelopment who are subject to various inherent environmental risks as part of the property transfer process. These parties can include the 440th LRA, local and county governments, contractor, consultant, project manager, as well as the financial company, developer, or purchaser. In light of this fact, insurance carriers have developed appropriate policies that help to manage these risks in an effort to protect all participants from known and unknown exposures at a given site. The selected policy should be in place as soon as the 440th LRA or other insured entity incurs any liability as a result of

any transfer or conveyance mechanism, including the execution of a lease. Prior to selecting the appropriate policy, a risk management program should be developed that recognizes and balances the proposed transfer structure, reflects acceptable levels of risk for the parties involved and is flexible enough to adapt to unanticipated future changes. In addition, selection of a qualified insurer is an important part of this process.

#### **4. The Enforceable Agreement(s) with the State and/or EPA**

The military departments and the governor, who must approve the early transfer request, expect the parties assuming responsibility for the remediation to enter into a consent agreement (or similar enforceable agreement) with the state agency that acts as the lead regulator at the base (Wisconsin DNR). A consent agreement sets forth the processes that must be followed to receive a determination from the state agency that all necessary remedial action has been completed. The consent agreement also sets forth a schedule for cleanup. It may also require the parties to enter into a separate land use covenant imposing interim land use restrictions on the property during the cleanup. The consent agreement also stipulates penalties for noncompliance.

### **F. Notice of Interest Responses**

As mentioned earlier in this chapter, the 440th LRA published an official notice soliciting interest from public and non-profit organizations eligible to receive surplus military property through a Public Benefit Conveyance. The deadline for receipt of these notices was January 19, 2007. The LRA received several notices of interest from various public and private organizations as well as representatives of the homeless. The following agencies submitted formal or informal NOIs. RKG conducted follow-up meetings or telephone discussions with each. The specific agency interests are summarized below. Figure V-1 provides a summary map of the base and indicates the facilities for which an interest has been expressed.

#### **1. Hunger Task Force**

Hunger Task Force (HTF) is a locally established food bank that collects and distributes emergency food to a targeted network of qualified charities that serve the homeless and poor in Milwaukee County. It has been providing services to the local community for over 32 years, and currently handles approximately 8.3 million pounds of government purchased and donated food each year. HTF's Notice of Interest response contained all requested information and data.

HTF submitted a formal request to the 440th LRA on August 14, 2007 for a Public Benefit Conveyance of Building #205 (56,000 SF warehouse) as a distribution center for the storage of emergency food and for staff office space associated with the organization's operations. They also request surplus personal property such as refrigerators and freezers, pallet jacks, fork trucks, etc., that might be available. HTF seeks a Legally Binding Agreement (LBA) from the LRA for the building and surrounding parking areas prior to submission of this Reuse Plan.

The building (and surrounding parking areas) would consolidate HTF's operations and replace currently owned facilities at 201 South Hawley Court and rented facilities in

other locations. Activities at the facility would include the receipt, storage, sorting and delivery of foodstuffs on a daily basis, along with daily occupancy for approximately 35 staff members and up to 50 volunteers. HTF is a member of the Milwaukee Continuum of Care (CoC), a broad-based coalition of representatives of homeless service providers, housing providers, government and faith-based organizations, education, basic needs services and community advocates. The CoC assures development and monitoring of service priorities for federal, state and local funding for homeless assistance providers.

HTF initially indicated that interim use of Building #205 (approximately 8-10 years) was possible in recognition that it lies within the area that would be required for a future runway according to the airport master plan. This would provide the organization time to consider other facility options and funding methods for the longer term. By obtaining title to the property through a Public Benefit Conveyance, the construction of the future runway will require re-acquisition of the building by the airport/FAA under federal property and relocation regulations.

## **2. Milwaukee County (General Mitchell International Airport)**

Milwaukee County, which owns and operates General Mitchell International Airport (MKE), has requested the entire property for airport uses. The Airport's Master Plan Update calls for the construction of a new east-west runway in 8-12 years that will envelop approximately 46 acres of the site. The remaining property would be used for aviation-related activities including replacement of corporate hangars also impacted by the airport's expansion, possible new private aviation facilities, possible relocation of the existing MATC facility and other uses. In the interim, some of the facilities could be used by various county agencies for training, operations and administrative purposes. The airport could obtain the property through a PBC sponsored by the Federal Aviation Administration.

Specific county agency interests, based on discussions with county personnel, include Building #133 (shop) by the County Sheriff's Department bomb squad to store their vehicles and equipment. Most members of the squad work at the airport and must currently travel to another airport to mobilize prior to reporting to incidents. Use of the 440th property would improve response times and provide a better facility for their purposes. The Sheriff's Department is also interested in various (undisclosed) buildings and use of the aircraft parking apron for driver training and other training purposes.

## **3. City of Milwaukee**

The LRA received a letter from Mayor Tom Barrett of the City of Milwaukee seeking an interest in the property for short- and long-term development including uses by various city departments (police and fire training). Subsequent discussions with representatives of these agencies indicated a preliminary interest in the apron area for driver training, the aircraft hangars for equipment storage, the fire station, classrooms for training, office space and the small arms firing range (later dropped from consideration). The City acknowledged the potential to share these services/facilities with the County's public safety agencies.

The City's NOI also recognized the "enormous potential for commercial and other uses that will benefit the broader community". Additional information, as requested in the October notice, is required from the City of Milwaukee if they are interested in pursuing a Public Benefit Conveyances for the properties.

#### **4. Milwaukee Area Technical College**

Milwaukee Area Technical College (MATC) submitted a general letter of interest in certain properties at the 440th. A follow-up interview with college officials indicated specific interests in the following facilities:

- Bldg 220 (34th Squadron)
- Bldg 102 (headquarter offices)
- Bldg 107 (dining hall)
- Bldg 208 (shop)
- Bldg 209 (squadron operations)
- Bldg 302 (small hangar)

MATC, the oldest technical school in the U.S., currently operates out of four regional campuses (downtown Milwaukee, West Allis, Mequon & Oak Creek) and has more than 53,000 students and 13,000 full-time students in its two-year programs of study offering over 200 degree, certificate and apprenticeship programs. MATC operates aviation-related training at a facility that abuts the 440th base. The objective of obtaining facilities at the 440th is to replace existing facilities at other campuses in order to continue offering high quality technical education and to enhance offering in the area of aviation-related training. As the largest educational program for public safety services (police & fire training) MATC would also be interested in facilities such as the fire training area (burn pit). MATC has been in contact with the BRAC representative at the U.S. Department of Education (DOE) regarding their sponsorship of a PBC application.

MATC recognized that some of the requested facilities were located within the future runway area, and indicated that interim use would be acceptable. In particular, the 440th facilities could be used while funding for new facilities at other campuses was obtained and buildings constructed, without having to impact enrollments. Additional information, as requested in the October notice, is required from MATC if they are interested in pursuing a Public Benefit Conveyance for the properties.

#### **5. Milwaukee School of Engineering**

A general letter of interest was received from the Milwaukee School of Engineering (MSOE), which is specifically interested in Buildings 104, 106 and 108 for expansion of its Fluid Power Institute, a training and research effort that is part of its Applied Technology Center. MSOE is a private four-year college with an enrollment of

approximately 2,400 students offering a wide variety of graduate and undergraduate degree programs in the sciences, engineering and other areas.

Further discussion with a MSOE staff member indicated that the school currently is under contract with the U.S. Marine Corps to develop new vehicle systems and requires additional shop/laboratory space to completely design and test final vehicles. They do not have room in their existing labs at the downtown Milwaukee campus. MSOE would also utilize the facilities for other educational and industry-related training purposes.

MSOE has not been in contact with DOE regarding sponsorship of a PBC application. Because the sought-after facilities are located within the airport master plan's future runway area, interim use of the buildings would be considered.

## **6. American Legion Post 448**

A Notice of Interest was submitted to the LRA from the Milwaukee Women's Post 448 of the American Legion. Their submission indicated an interest in a building for a permanent home for the Post. The NOI indicated a possible interest in one of 11 buildings but subsequent discussion with the Post commander indicated specific interest in Building #140 (medical training facility). A subsequent submittal provided additional detail regarding the Post's interest in Building 140 and the proposed use as for offices, meeting place as well as possible conversion of a portion of the space to single-occupancy residential uses to house homeless veterans. Financial information submitted as part of this subsequent request indicated that the Post would begin fund-raising efforts to support the needed capital and operating costs, with revenues also to be provided by the Department of Veteran Affairs.

Because the organization's primary focus is not assistance to the homeless population, this use may not directly qualify for formal recognition for a Public Benefit Conveyance through a sponsoring federal agency, and would therefore need to work directly with the LRA in its request for property. Post 448 is not a member of the Milwaukee Continuum of Care coalition, although the organization's NOI letter indicated that the members do provide limited ancillary services to homeless veterans. If the Post intends to pursue a PBC through the Department of Housing and Urban Development, the LRA should request clarification from HUD as to the organization's status in this area.

## **7. Private Interests**

In addition to the various not-for-profit and public organizations that expressed an interest in the 440th facilities, at least three private companies also communicated an interest in specific aviation-related facilities at the base. Although prompted by the availability notice, these interests are not considered Notices of Interest for possible Public Benefit Conveyance of property, since private users would not qualify under federal rules. One locally based company is interested in one or both of the hangars and other aviation-related facilities for expansion of their aviation services business, while another out-of-state company may be seeking property to expand aircraft manufacturing and servicing. A third locally based firm is seeking space to garage and service its fleet of vehicles (automobiles and buses).



Source: GMIA ARS

**Proposed Uses**

-  Community Services
-  Education
-  Public Safety
-  Public Safety/Education
-  440th Base Property



**Figure V-1: NOI Interests**

## **G. Evaluation of Notices of Interest**

In order for a state/local agency to acquire property via a Public Benefit Conveyance (PBC), the 440th LRA must carefully evaluate the intended use and weigh the proposed benefits against the broader goals and objectives of the redevelopment. Due to the special focus placed on applications from homeless service providers under the BRAC laws, these “Notices of Interest” (NOIs) require a somewhat different approach than other potential users.

The following criteria are suggested for evaluating any NOI for a PBC transfer:

- Each submittal should contain all the required “Organizational Profile” elements as requested in the published October 19, 2006 Notice of Interest Application.
- Degree to which the proposed use is compatible with and supports the overall civilian reuse plan for the 440th Air Reserve Station property, as expressed in the LRA’s goals and objectives statement.
- Extent to which the proposed use(s) involve a cooperative regional and/or multi-agency approach.
- Organizational and financial capacity of the applicant(s) to carry out the proposed proposal.

Outlined below are suggested additional criteria identified for evaluating NOI applications submitted by housing-the-homeless providers concerning potential reuse of property at the Milwaukee 440th Air Reserve Station.

- Extent to which the proposal includes the necessary “legally binding agreement” commitments that will ensure the property will benefit the homeless in the future on a permanent basis.
- Degree to which the proposed housing-the-homeless use is compatible with and supports the overall reuse plan for the 440th Air Reserve Station property.
- Degree to which the application achieves the local needs-objectives identified in the Milwaukee “Continuum of Care” and Consolidated Plan.
- Degree to which the proposed housing-the-homeless application can be “co-located” with other related uses on the site.
- Extent to which the proposed program serves to “ensure a balance between economic redevelopment, other development, and homeless assistance.”
- Things that must be kept in mind during this discussion include:
  - Site location and neighborhood
  - Interim and long-term uses
  - Other possible methods of conveyance
- Special requirements of certain uses (i.e. security).

The NOI submissions received by the 440th LRA were reviewed relative to these criteria. The Housing Task Force and Milwaukee County were the only organizations whose submission was considered to be “complete”, in that they met most if not all of the criteria. The remaining submissions were not as complete, nor had any of the organizations formally applied for property through a sponsoring federal agency. All of the organizations were kept well informed of the process, and most sent representatives to many of the LRA’s public meetings. Several indicated an interest in leasing property at the base (rather than pursuing ownership through a Public Benefit Conveyance) once the LRA’s Reuse Plan was completed and transfer was made.

After extensive evaluation of the submissions, along with continued discussions with those organizations that could potentially submit formal Public Benefit Conveyance applications, in January 2008 the 440th LRA voted to disapprove all of the NOI submissions except for that of Milwaukee County for use of the property as a public airport. The LRA concurrently began negotiating a Legally Binding Agreement with the Hunger Task Force that would satisfy that organization’s requirements for a building on the base for warehousing and distribution of donated and surplus food to the region’s homeless service providers. In March 2008, the LRA and the Hunger Task Force agreed to the terms of a Legally Binding Agreement that would allow the lease of Building 205 from the County once transfer occurred.

All other potential public and not-for-profit parties who had indicated a potential interest in property at the 440th ARS were encouraged to provide additional information on their future space and operational needs to that the LRA and Milwaukee County, as the recommended recipient of the base under the Airport Public Benefit Conveyance, for consideration.

Figure V-2 is a copy of the newspaper notice published by the LRA.

The Daily Reporter | Thursday, October 18, 2006

**TO SUBMIT YOUR AD**  
Call 414-276-8273 ext. 101

## Announcements

**OFFICIAL NOTICE NO. 5624**  
**Availability of Surplus Federal Property to State and Local Eligible Parties, Including Homeless Service Providers General Mitchell 440th Air Force Reserve Station Milwaukee 440th Local Reuse Planning Authority**

As required by the State, County, Redevelopment and Homeless Assistance Act of 1994, as amended (the Redevelopment Act) and implementing regulations, the Milwaukee 440th Local Reuse Planning Authority (the LRA) for the General Mitchell 440th Air Force Reserve Center is seeking parties of interest (POI) for surplus property of the Institute of Homeless Service Providers and other interested parties may submit POI no later than 6:00 p.m. on January 17, 2007. A list of surplus property of the General Mitchell 440th Air Force Reserve Center was published by the Department of the Army in the Federal Register on May 9, 2006. The complete listing can be obtained by filing the LRA contact person identified below.

POI for homeless assistance may be submitted by any State or local government, agency or private, nonprofit organization that provides or proposes to provide services to homeless persons and/or families residing in Milwaukee, Wisconsin.

A workshop will be held at the General Mitchell 440th Air Force Reserve Station in Milwaukee, Wisconsin, on Thursday, November 16, 2006 at 9:00 a.m. which will include an overview of the home redevelopment planning process, a tour of the installation, presentation of the first and second round of the first and second round of the NCI process. To register for this workshop, please contact the LRA contact person identified below by November 10, 2006. Attendance at this workshop is not required to submit an NCI, but is highly encouraged.

NCIs from homeless service providers must include: (i) a description of the homeless assistance program that the homeless service provider proposes to carry out; (ii) location; (iii) a description of the need for the program; (iv) a description of the extent to which the program is, or will be, coordinated with other homeless assistance programs in the community; (v) information about the physical requirements necessary to support the program, including a description of the buildings and property of (installations) that are necessary in order to carry out the program; (vi) a description of the financial plan, the organizational structure and capacity, experience, and qualifications of the organization to carry out the program; and (vii) an assessment of the impact to the community resulting from the program.

Parties interested in obtaining property through a public health emergency (PHE) shall file a homeless assistance (concessions) use request to contact the following Federal agency at the time to find out more about each agency's PHE program and to discuss with the agency the utility-related fees

qualifying for a conveyance of property:

- Parks and Recreation: Wendy Connor, National Center for Recreation & Conservation, Federal Land to Parks Program, U.S. Department of the Interior, National Park Service, 249 C Street, NW, Washington, DC 20240, telephone: 202-384-6975, Email: wendy.connor@dep.gov
- Educational: Peter Wilcoxon, Director, Federal Real Property Group, U.S. Department of Education, 33 Arch Street, Suite 1140, Boston, MA 02110, telephone: 617-289-0172, Email: pwilcoxon@ed.gov
- Health Care: Heidi Rosen, Director, Division of Property Management, U.S. Department of Health & Human Services, Rockham Building, Room 6B-41, 2500 Fehrs Lane, Bethesda, MD 20867, telephone: 301-443-2245, Email: hrosen@hhs.gov
- Corrections and Law Enforcement: Janet Gual, Special Projects Manager, Bureau of Prisons, Office of Justice Programs, U.S. Department of Justice, 300 7th Street, NW, Room 443, Washington, DC 20531, telephone: 202-353-2392, Email: jgual@bop.gov
- Salt Ponds: Janet Gual, Assistant Deputy Assistant Secretary, Office of Multi-Family Housing, Department of Housing and Urban Development, 451 7th Street, SW, Room 610, Washington, DC 20480, telephone: 202-726-2495, Email: jgual@hud.gov
- Airports in Motion: Federal Aviation Administration, 900 Independence Ave., SW, Washington, DC 20521, telephone: 202-267-4760, Email: jarnold@faa.gov
- Seaports: Keith Lesack, U.S. Department of Transportation, Maritime Administration, 400 7th Street, SW, Room 7206, Washington, DC 20590, telephone: 202-366-4357, ext. 3024, Email: klesack@marad.dot.gov

NCIs for PHE's must include: (i) a description of the facility for the proposed use; (ii) the proposed use of the property, including a description of the buildings and property necessary to carry out such proposed use; (iii) the time frame for acquisition; and (iv) the benefits to the community from such proposed use, including the number of jobs that would be created.

For additional information or to register for the workshop, contact Dawn Kelly at the City of Milwaukee, 802 N. Broadway, 2nd Floor, Milwaukee, WI 53202, telephone number: (414) 224-8662.

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Figure V-2: Official Notice of Interest as published

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## **VI. PUBLIC INPUT PROCESS**

### **A. Introduction**

The BRAC regulations and good public policy requires that the reuse planning process be open, transparent and allow for ample input from the general public and affected stakeholders. The 440th LRA has encouraged public input and has sought input from agencies and organizations expressing interest. The LRA has sought input from the public as well. The LRA has sent regular communications to the news media in an attempt to attract additional interest from the public.

### **B. Notices of Interest**

The Notices of Interest were due to the LRA in January 2007. The following agencies submitted formal or informal NOIs. The consultant team conducted follow-up meetings or telephone discussions with each. The specific agency interests are summarized below:

#### **1. Formal NOIs**

**Hunger Task Force** – this non-profit agency provides food distribution services to hundreds of agencies in the greater Milwaukee area ranging from school programs to homeless shelters and soup kitchens. Their application was complete and identified the specific homeless providers with which they work. They currently occupy a 30,000 SF warehouse and office building off South Hawley Road and rent additional space in other locations. They are interested in utilizing Building 205, the base's 56,000 SF warehouse. It has the loading docks and refrigerated space that meets their needs. Interim use for a period of years may be possible. The consultants met with the Executive Director of the Hunger Task Force to assess their needs. The LRA requested and received follow-up information to its initial submittal.

**Milwaukee County (through General Mitchell International Airport)** – is interested in obtaining the property through a Public Airport Public Benefit Conveyance, sponsored by the Federal Aviation Administration, for the construction of a new runway in 8 to 12 years and for other airport-related uses. Other county agencies (sheriff, public works, etc. would utilize the facilities in the interim. Discussions were held with a representative of the Sheriff's Department bomb unit that has a specific interest in Building 133 (to house and stage their equipment). A representative of the Sheriff's training department is primarily interested in the apron area for emergency vehicle driver training. The LRA has since requested follow-up information to the Sheriff's initial submittal.

**City of Milwaukee** – is seeking the property for short- and long-term development including uses by various City departments (police and fire training). A meeting was held with representatives of the City's Police and Fire training departments, who expressed a preliminary interest in the apron area for driver training, the hangars for

equipment storage, classrooms for training, office space and the small arms firing range. The LRA has since requested follow-up information to the City's initial submittal.

**Milwaukee Area Technical College (MATC)** – this public institution is interested in several buildings for expansion or relocation of its education mission. Discussions with representatives indicated that they are at capacity now for classroom and shop areas at their other campus locations, and will need to reduce the supply space they now occupy due to the poor condition of some buildings. Use of the 440th property might provide them with the interim capacity to maintain enrollment levels during reconstruction. In addition, the aviation-related buildings could be used to augment and possibly expand their aeronautical technology offerings. MATC has contacted the U.S. Department of Education relative to possibly requesting public benefit conveyance for certain parcels. The consultants met with the MATC officials to assess their needs. The LRA has since requested follow-up information to its initial submittal.

## 2. Other NOIs

**Milwaukee School of Engineering** – this private college is interested in a cluster of buildings in the southwest corner of the base (#104, 106 & 109) for expansion of its Fluid Power Institute, an applied technology education and industry research program. This would provide them with expanded shop space to better service existing federal contracts with the U.S. Marines for advanced vehicle development. The consultants met with the MSOE officials to assess and discuss their needs. The LRA has since requested follow-up information to its initial submittal.

**Milwaukee Women's American Legion Post 448** – is interested in a building for conversion to a permanent facility for the Post. This would include meeting rooms, offices and other facilities. The post commander indicated that grants and volunteer efforts would be relied on to operate the facility. She also indicated that they might be interested in converting some of the offices into residential units for homeless women veterans. The consultants held follow-up discussions with the post commander to discuss the Post's needs. The LRA has since requested and received follow-up information to the Post's initial submittal. The Post's first priority is Building 140 (the medical training facility), but has submitted a list of a dozen other buildings that may also be suitable.

**Sterling Aviation** – this charter operator, with a facility located at the airport, expressed an interest in some of the facilities. The consultants held follow-up discussions with company officials to discuss its needs and to explain the BRAC reuse process. The LRA has received additional follow-up information to its initial submittal.

## C. Public Input Meetings

### 1. LRA Meetings

The LRA was formed in August of 2006 and has been conducting monthly open meetings since. All meetings have been publicly noticed through the City of Milwaukee. Since RKG has been under contract, the consultant team has presented information to the public

on the development of the reuse plan. At the June 19, 2007 LRA meeting, members from the RKG consulting team presented background information on the BRAC process, further information on project approach, and information on the evening public information meeting. At the July 17, 2007 LRA meeting, members from the RKG consulting team presented information for the LRA members on the draft chapters that would be placed in a binder and updated as the project progressed. The team presented information on the public meeting, information on utilities and infrastructure and information on market analysis. The LRA members participated in an alternatives development workshop on August 7, 2007. The members present discussed the opportunities and constraints of the base and then began a discussion of possible uses of the site. The members of the public present also participated in the alternatives development discussion. The workshop provided the consultant team with the information necessary to develop interim and long-term alternatives. At the August 21, 2007 LRA meeting, members from the RKG consulting team presented information on the four alternatives developed from the input received at the August 7, 2007 workshop. The LRA members agreed that the three alternatives were appropriate and the LRA members recommended no additional alternatives.

## **2. Public Information Meetings**

### **a) June 20, 2007**

The LRA conducted a public information meeting with the primary goal of receiving input into the planning process. The meeting was advertised in the *Milwaukee Journal Sentinel*, postcards were mailed to residents and businesses surrounding the 440th base, and a wide email distribution of information took place. RKG presented information on the introduction of the project and purpose of the meeting. A general explanation of Base Realignment and Closure (BRAC) process was provided and the need for public input explained.

The tasks for the planning project were explained: assess facilities, economic analysis, assess property conditions and transfer, seek public input, reuse plan alternative development, develop a roadmap for how the LRA can get to an implementable reuse plan, and refine the alternatives to a preferred alternative that leads to Air Force transfer of the property. A description of the existing buildings was provided. Summary: a wide variety of uses have taken place here; there are offices, shops, hangars, firing ranges, classroom and meeting rooms, fuel area, burn area; each building has a number assigned to it by the Air Force, and local roadways exist throughout the grounds.

A description of NOI responses was presented. The responses were received primarily from nonprofit and government groups, as well as educational institutions. Some additional interest was expressed by private businesses. An explanation of the BRAC process was provided for the attendees. First, the property is deemed “surplus.” Next, federal agencies have the opportunity to request land. If they are not interested, then agencies and groups working with homeless population are contacted and Notices of Interest are solicited.

There are various opportunities to transfer property. They include public benefit conveyance (agency or non-profit who has a federal government sponsor); economic benefit conveyance (to the LRA for job creation); direct sale (private party or public entity); and early transfer (done in exchange for new owner assuming environmental clean-up responsibilities). The Air Force has completed Environmental Baseline Study of the area and the study information is available.

The schedule for the project is tentatively set at:

- Early Summer – data collection and analysis
- Mid-Summer – develop alternatives
- Late Summer/Fall – LRA approves reuse plan
- Spring – Air Force will complete EA

A major factor in the reuse plan is the Airport Master Plan. The plan calls for a parallel runway through part of the 400th base. This drives discussion for both short and long-term uses. The audience proceeded with a question and answer session, which is summarized below.

- Q. USPS – looking for land but the Master Plan has a big impact.
  - A. The airport needs approximately 60 acres for the runway. The remaining parcel is 40 acres. The interim use could be both short and long-term uses.
- Q. USPS – where in the process is the runway decision?
  - A. The LRA needs to decide whether to put the runway in the reuse plan. Alternatives will be based in part on the LRA's planning decision. The airport will have a separate process for determining when the runway will be needed.
- Q. Are there any airlines interested?
  - A. Not at this point, but some aviation companies might be.
- Q. Could some buildings be used as a school?
  - A. Yes, some of the buildings have classroom space already and some schools like MSOE and MATC have notified the LRA of their interest.
- Q. Who makes the transfer?
  - A. The Department of Defense (DoD) is the titleholder of the property. They will transfer deeds to the new owner. Environmental laws/liability concerns must be addressed and will drive certain aspects of the project.
- Q. USPS – If the property is transferred to another federal agency then the DoD doesn't have to do the clean-up.
  - A. The acquiring federal agency takes on environmental responsibility and pays full market value.
- Q. Might noise be a factor?
  - A. Yes, noise along with the location of the new runway.

The next public information meeting was scheduled for August 21, 2007. The primary purpose of the meeting is to seek input on the alternatives. A final public

information meeting would be held in early 2008. The primary purpose of the meeting is to present the final alternative and to seek final input.

**b) August 21, 2007**

The LRA conducted a public information meeting with the primary goal of receiving input on the three reuse-plan alternatives. The meeting was advertised through email communication, letters to abutters and contacting the media.

RKG presented information on the three long-term alternatives and one near-term alternative. The alternatives all acknowledge the ultimate use of much of the property for the new runway at General Mitchell International Airport. The three alternatives differ in the use of the acreage north of the proposed runway. Alternative A calls for an all-aviation use of the land; Alternative B calls for the northern acreage to be divided between aviation use and general economic development; and Alternative C calls for the northern acreage to be sold privately.

The near-term plan outlines a number of public, non-profit and private users who have requested consideration to use some of the buildings on a short or long-term basis. These users will need to establish a business plan outlining how they will compensate the airport or LRA for rental of the facility. Once the business plans have been established and reviewed, the LRA or airport will proceed with feasible lease arrangements,

The audience proceeded with a question and answer session, summarized below:

- Q. For the intermediate plan, will the Hunger Task Force be required to relocate?
  - A. Yes, the new runway will take the land where the Hunger Task Force is looking at a building. The uses for that building and others are very limited due to the runway.
- Q. Is MSOE interested?
  - A. Yes, they are interested in having some hands-on experiences at the site, particularly for shop related use.
- Q. When can the LRA or airport start leasing the land?
  - A. It may be in 2009 or it could be as early as 2008 if the LRA is given more control from the Federal Government.
- Q. Will the whole 440th or just sections go to the airport?
  - A. It depends on what the alternative looks like.
- Q. For MATC and MSOE, will those buildings need environmental clean-up?
  - A. Possibly. The environmental considerations on the base are not present in the buildings as much as elsewhere.
- Q. How does this affect the abutters?
  - A. Like any other development where people propose a use that was not there before, there may be new impacts. The abutters will continue to have a voice through the zoning and public processes. Certain uses, such as residential and park space, have already been rejected for the site.
- Q. Regarding the runway, does the County know which way they are going with this?
  - A. The airport has a long-range master plan looking at the future and all indications are present that drive the need for growth. The new runway is in the near future; therefore, the LRA has decided to recognize that the GMIA Master Plan, and other plans, call for this

runway to be built. While we do not have a clear knowledge or understanding of the future, the runway is looking more and more likely.

- Q. Is it possible to have a definite decision made on the runway timing?
  - A. At this point, the LRA is going with current plans and decisions. It is not good use of public dollars to build up the land now with development just to pay more for it later.
- Q. What is the status of the Post Office needs?
  - A. The LRA has not heard back from them.

### c) January 22, 2008

The LRA conducted a public information meeting with the primary goal of receiving input on the recommended alternative. The public information meeting followed an open LRA meeting held earlier in the afternoon. The meeting was advertised by sending a mailing to local residents and businesses (800+ addresses) and issuing a press release and mass email. The meeting was discussed in the local print and electronic media.

RKG presented information on the study process and the recommended alternative. The recommendation is Alternative A, the all-airport alternative. The LRA plans to support a Public Benefit Conveyance to Milwaukee County with the Federal Aviation Administration as the federal agency sponsor. The plan will include an agreement with the Hunger Task Force for the lease of Building 205.

The near-term plan recommends leasing space to a number of public and private users who have expressed interest throughout the process. The users will need to compensate the airport or LRA for rental of the facility.

The audience proceeded with a question and answer session, summarized below:

- Q. Will there be liquor licenses available on the property?
  - A. Any potential license holders would need to apply with the City of Milwaukee. It is unlikely that such a use would occur as this alternative recommends an all aviation use.
- Q. Are there buildings right off the edge of where the new runway will be?
  - A. Some buildings will stay and some buildings will go.
- Q. Will the buildings be able to operate with a new runway there?
  - A. Yes, the airport or LRA will put in tenants with uses that aren't in conflict.
- Q. Have we worked with DCD and their comprehensive planning?
  - A. Yes.
- Q. Will this be a catalyst project for the SE Area Plan?
  - A. The City Planning Department representative for the SE Area Plan has been attending LRA meeting and working with us on the plan. The SE Area Plan is one of 12 area plans and this will be considered a catalyst project.
- Q. Is information available on the website?
  - A. Yes, the 440th site can be found within the DCD projects section of [www.milwaukee.gov](http://www.milwaukee.gov)
- Has the airport looked at other locations for a runway?
  - A. This is the runway location on the Airport Layout Plan and the one selected as the best location.

### **3. Media**

In the print media, articles regarding the 440th base reuse planning process have appeared in the *Milwaukee Journal Sentinel*, *The Milwaukee Business Journal* and the *Daily Reporter*.

In the electronic media, information regarding the Planning Process has been featured on Fox 6 local news and on Wisconsin Public Radio. The information was also posted on the Oak Creek NOW website. The August 21, 2007 public information meeting was featured on the Channel 58 10 o'clock news.

### **4. Other**

An interview was held with the local Alderman and with The Milwaukee 7. Interviews have been requested with the local County Supervisor. The Airport Gateway Business Association has also been contacted.

The LRA's project website, <http://www.mkedcd.org/440th/index.html>, was regularly updated with meeting notices and minutes, presentation materials and copies of draft reports and background information.

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## VII. REUSE ALTERNATIVES

### A. Introduction

This chapter identifies the LRA's basic goals and objectives relating to the reuse of the 440th ARS site. Based on these goals and an evaluation of numerous other site and community characteristics, four (4) alternative reuse concepts for the facility are presented in this chapter. The reuse concepts illustrate a range of different redevelopment approaches for the site based on a variety of factors including:

- Reuse of existing facilities
- Compatibility with adjacent land uses
- Recognition of environmental constraints
- Capabilities of the 440th LRA and sponsoring jurisdictions
- Recognition of future regional land use changes

Due to a wide range of possible impacts relating to these site factors and other development considerations, including various methods of conveyance, three alternative long-term land use plans were prepared for the following reuse concepts. These include:

- Aviation Reuse Focus
- Aviation with Commercial
- Limited Airport

Each alternative is described in terms of key design features and land use characteristics. A brief analysis is also included that provides general information about possible environmental, historic and cultural, infrastructure, transportation, market, employment and financial impacts. A shaded overhead view of the 440th site is provided for each alternative to assist the reader in understanding each of the land use plans.

In addition, a fourth alternative is presented that focuses on the intermediate term use of the property, prior to acquisition of a portion of the site for airport expansion. The Airport Master Plan anticipates that the runway development efforts will begin within approximately 5 to 10 years.

The 440th LRA also considered other potential land uses for the site and concluded that they were not appropriate for several reasons. Because of the industrial nature of the site and neighborhood, as well as the proximity to a busy airport, residential uses were considered

unacceptable. Similarly, parks or open space were also ruled out due to the fact that the site is already heavily developed.

The reuse concepts outlined in this chapter are presented for comparative purposes. At this stage of the planning process, the selection of one specific alternative is not practical or realistic. Instead, the concepts should be evaluated in terms of the different types of reuse activities and design features that may be appropriate for the eventual redevelopment of the 440th site.

## **B. Redevelopment Goals**

The Milwaukee 440th Local Redevelopment Authority adopted the following *Goals Statement* to guide the reuse planning and implementation process.

### **Goals Statement**

The Milwaukee 440th Local Redevelopment Authority is responsible for developing a vision for the reuse of the General Mitchell International Airport Air Reserve Station and to develop a specific plan of action to achieve this vision. In order to guide the redevelopment planning and implementation, the 440th LRA hereby adopts the following goals for the Reuse Plan:

- Provide enhanced opportunities for business growth and development.
- Maintain an open and transparent planning and implementation process.
- Coordinate redevelopment with other on-going planning processes in the region.
- Develop realistic and fiscally responsible Intermediate and Long-term Reuse Plans, recognizing and acknowledging that the runway envisioned by the FAA and County-approved Airport Master Plan will be an essential component supporting long term regional growth.
- Capitalize on the development opportunities for the 440th lands recognizing the inherent value of the site to aviation related activities while remaining flexible throughout the redevelopment planning process.
- Incorporate economic feasibility and appropriate environmental standards as key elements of the intermediate and long-term reuse planning process.

Adopted 8/21/2007

These specific goals recognize the fiscal and economic development needs of the City of Milwaukee and Milwaukee County, as well as on-going community and regional economic growth trends and planning efforts.

The transfer of the 440th Airlift Wing to Pope Air Force Base has resulted in a significant employment loss of over 300 full-time skilled jobs. Replacing the economic impact of these jobs through the redevelopment of the site is of paramount importance to the LRA. Similarly, recognizing the importance of General Mitchell International Airport to the region's economic health and its future growth needs provides further impetus for utilizing the existing aviation assets at the 440th.

### **C. Site Characteristics & Considerations**

As described in Chapter III–Facilities Assessment, the 102-acre 440th ARS is densely developed with a wide range of buildings, streets and paved areas, supporting utilities and military and/or aviation-specific facilities. Currently there is approximately 465,000 square feet of built space in 93 structures ranging in age from 5 to 50 years, most of which are fully served with all utilities. The site is relatively level and could support a wide range of possible redevelopment uses.

Existing development characteristics divide the property into two distinct zones for redevelopment – an “airside” zone and a “landside” zone. The airside includes all of the site and facilities that directly abut the large aircraft parking apron and were used for supporting the Air Wing's flying mission. The remaining supporting space and facilities are considered the landside component. From a reuse perspective, the airside zone is relatively unique in that there is a limited supply of suitable land on or around General Mitchell International Airport (GMIA) that can support additional direct aviation uses. On the other hand, the landside facilities are typical of office, industrial and commercial uses found elsewhere in the immediate neighborhood and region.

Another feature of the site that influences reuse planning considerations is the location of the property relative to the existing transportation network, along with access to and from the site. With the exception of the two entrances (the main gate off East College Avenue and the so-called “back gate” off of South Howell Avenue), the property is “landlocked” with limited street frontage. However, from an aviation perspective, the site has over 2,000 feet of “frontage” onto the GMIA runway system. Surrounding land uses between the property and the streets include a range of low-density commercial and industrial uses such as landscaping storage and sales, vehicle storage and repair, limited retail as well as a few older residential properties.

### **D. Description of Redevelopment Concepts**

This section provides a narrative description of the redevelopment alternatives for the 440th ARS property. Common to all three long-term plans is a single shorter-range intermediate plan, which calls for the use of existing facilities by public, not-for-profit and for-profit organizations during the timeframe between transfer from the military until the long-term use is implemented.

## 1. Intermediate Plan

The 440th LRA goals for the redevelopment of the property recognize and acknowledge the Master Plan Update for General Mitchell International Airport, which calls for the construction of a new parallel runway. The planned location of the new runway will impact approximately one-half of the 440th site. The new C-1 Runway<sup>22</sup>, adopted in the 1993 Airport Master Plan and in the on-going Master Plan Update, is estimated for completion between 2016 and 2021. Actual construction will depend on many factors, including the Airport's continued growth and the availability of funding. However, airport management, with concurrence from the Federal Aviation Administration, anticipates going ahead with the required Environmental Impact Statement followed by a land acquisition program sometime in the next 5 to 10 years. Expansion of the GMIA to accommodate the region's population and economic growth is supported by the business community and is acknowledged in both regional and local planning efforts.

As a result of these planning efforts, the LRA has acknowledged that approximately 46 acres of the 102-acre 440th parcel, with the exception of the parcel requested by the Hunger Task Force (under a homeless PBC), should be acquired for the new runway. Furthermore, it is recommending that this portion of the property be conveyed to the Airport via a FAA-sponsored Public Benefit Conveyance<sup>23</sup>. The property within the Runway Zone, as well as the remaining property, should be used in the interim time frame to generate jobs and support enhanced public services.

Therefore, all three long-term redevelopment alternatives share a common intermediate land use plan that focuses on maximum reuse of existing facilities through an aggressive leasing and management program. Figure VII-1 indicates the location and primary reuse of the existing facilities under the Intermediate Plan. The figure also shows the approximate location of the future runway and parallel taxiway, along with the estimated location of the minimum airport "fenceline" or property boundary. This line is situated approximately 150 feet from the taxiway, allowing for safe aircraft movements. In addition, there will be federally mandated height restrictions beyond the fenceline.

## 2. User Interests

Figure VII-2 indicates buildings and areas that public and not-for-profit groups have shown an interest in to-date. Only the Hunger Task Force has formally requested a Public Benefit conveyance of property. All others have asked the 440th LRA to consider their requests as part of the reuse planning effort.

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<sup>22</sup>.The new parallel runway will be designated as 7R-25L.

<sup>23</sup>.The property that lies under the proposed future runway will ultimately need to be acquired by the Airport, most likely using federal (FAA) grant funding as well as state and local matching funds. Allowing this property, which was originally acquired through the expenditure of federal dollars, to be sold off by the Air Force only to be re-purchased in a few years (most likely at a higher price), is not considered to be in the best interest of the taxpayers.



Source: GMIAARS and RKG Associates, Inc.

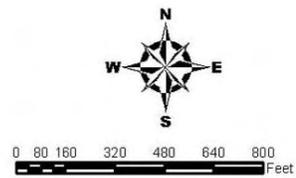


Figure VII-1: Intermediate Plan



Source: GMIAARS and RKG Associates, Inc.

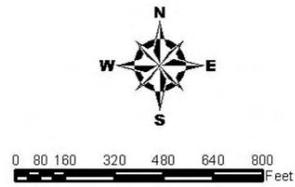


Figure VII-2: Public/Non-Profit Property Interests

### 3. Aviation Reuse Focus

This long-term redevelopment alternative assumes that the entire property is to be used to support future airport expansion and, as a result, should be conveyed to GMIA via a Public Benefit Conveyance supported by FAA. In a letter dated July 27, 2007 to GMIA Director Barry Bateman, the manager of the FAA's Minneapolis Airports District Office formally endorsed the Airport's request, citing the following points:

- The real property area is adjacent to the exiting airport property and provides for expansion of the existing airport. The property will be converted for the use and benefit of the public as public airport property.
- The FAA approved Airport Layout Plan (ALP) for the General Mitchell International Airport (MKE) depicts this area as critical for the future expansion of the airport. A new runway, with related airport infrastructure, is currently planned to traverse the 440th Air Reserve Station property.
- The real property is partially within the existing 65 DNL noise contour. FAA strongly recommends the acquisition of this property to ensure compatible land use.
- Any revenues generated by the property will contribute to the economic self-sustainability of MKE.
- This transfer is consistent with the agency goals for capacity expansion at medium hub airports.

The 440th property could support Aviation Dependent uses, defined as those activities that require direct access to the airport's runway system, as well as Aviation Support uses, which do not require access but that benefit from close proximity to the airport.

Aviation Dependent uses could include corporate aircraft hangars, aircraft maintenance facility, fixed base operator (FBO - provides fueling and repair services to transient aircraft), air cargo or aircraft (component) manufacturing. Interest in this property has been received by the LRA from private sector firms. The property could also support the relocation of existing airport tenants impacted by future terminal and runway expansion plans, including the Milwaukee Area Technical College that operates an aviation maintenance training program on a site adjacent to the 440th main gate.

Figure VII-3 indicates the long-term land uses under the Aviation Reuse plan. Approximately 37 acres would be available for Aviation Dependent uses while 18.4 acres would be for Aviation Support activities<sup>24</sup>. The remaining 46.2 acres are designated for the construction of the new runway and would only be used for interim leasing as described in the Intermediate Plan.

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<sup>24</sup>.The Aviation Support area could also be used for Aviation Dependent uses once the new runway/taxiway are constructed.



Source: GMIAARS and RKG Associates, Inc.

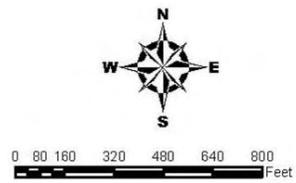


Figure VII-3: Alternative A - Aviation Reuse Focus

#### **4. Aviation with Commercial**

This redevelopment alternative recognizes the unique value of aviation dependent property and facilities and retains 39.4 acres around the existing aircraft parking apron for these future uses. This property, along with the 46.2 acres that will be used for the future runway construction, is recommended for acquisition via a FAA endorsed Public Benefit Conveyance.

The remaining 16.1 acres are earmarked for employment-generating economic development uses consisting of future commercial and light-industrial activities. These could include continuing use of some of the existing buildings in this area as well as redevelopment through demolition and new construction.

It would be recommended that the LRA pursue an Economic Development Conveyance for this parcel, and, in concert with the City of Milwaukee, create a redevelopment area to enhance public and private investment on this and the abutting parcels on South Howell Avenue. By increasing the amount of land available for redevelopment in this manner (the frontage parcels total approximately 8.5 acres), a comprehensive commercial redevelopment plan can be developed to create more jobs and tax base for the City. Private uses within this area could (and probably would) support the airport by providing office, distribution and manufacturing space for aviation-related firms that benefit from proximity to the airport.

This plan is shown in Figure VII-4.



Source: GMIA ARS and RKG Associates, Inc.

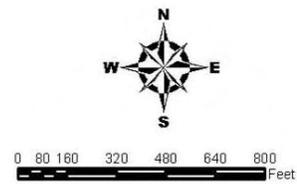


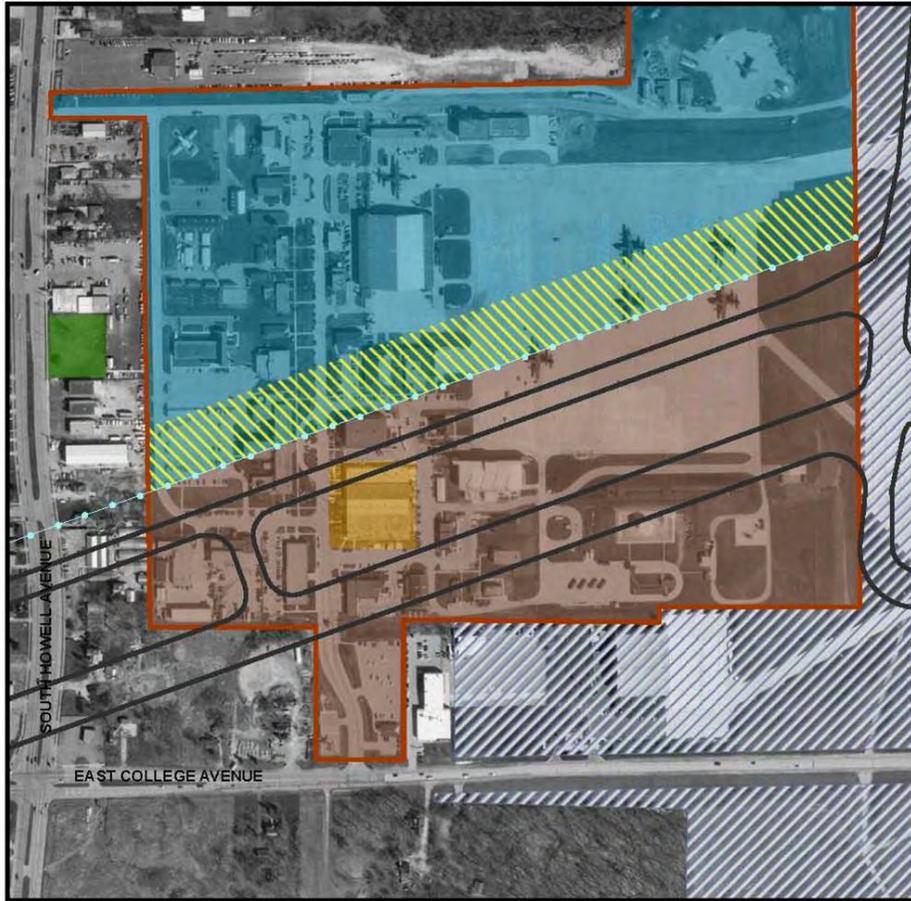
Figure VII-4: Alternative B - Aviation with Commercial

## 5. Limited Airport

This alternative provides for the minimum acquisition of land for future airport use (runway only) through a 46.2 acre FAA-sponsored Public Benefit Conveyance, and leaves approximately 55.5 acres “outside the fence” for commercial, light industrial and similar development by the private sector, shown in Figure VII-5. It is envisioned that this property would be sold by the Air Force by way of a public sale to the highest bidder, although it is possible that the LRA could obtain it through an Economic Development Conveyance. It would be recommended that the City of Milwaukee establish a redevelopment area for this (and possibly surrounding parcels) to enhance public and private investment opportunities. This could include the use of tax increment financing or other means to maximize the employment and tax base potential.

This alternative allows for the maximum amount of privately owned, fee-simple land for redevelopment that could potentially generate significant property tax revenues to the City of Milwaukee. The parcel’s size can support a variety of industrial and commercial uses either through subsequent subdivision (industrial/office park), or through single-use by a large end-user. At an average floor area ratio of 0.2 to 0.3 (typical of suburban industrial sites), the non-airport property could eventually support 500,000 square feet to 750,000 square feet of new development.

Private uses within this area could (and probably would) support the Airport by providing office, distribution and manufacturing space for aviation-related firms that benefit from proximity to the airport. Most aviation support uses would be allowed under existing zoning, although some uses may require special permits or other means to be allowed. Private sector acquisition and development of this parcel would not necessarily prohibit airport-dependent uses. Owners of parcels seeking access to the airport’s runways and taxiways would need to negotiate “through-the-fence” access rights with GMIA and the FAA.



Source: GMIAARS and RKG Associates, Inc.

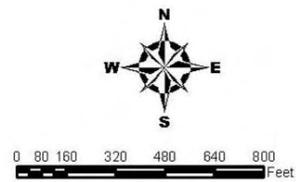


Figure VII-5: Alternative C - Limited Airport

## E. Evaluation of Alternatives

The four alternative land use plans (one intermediate-term plan and three long-term reuse plans) differ in terms of how each meet the redevelopment goals of the 440th LRA and in how the property could be transferred and developed. All of the alternatives recognize that a future runway will significantly reduce the amount of property available for reuse and recommend conveyance of this portion by way of a FAA-sponsored Public Benefit Conveyance to the Airport. The remaining property is differentiated in the three long-term plans by the degree of control on redevelopment wielded by the LRA and/or the airport as well as the types of uses that can be accommodated. For those portions of the site not transferred by PBC, future aviation-related development can be encouraged, but not necessarily assured.

The alternatives also differ in how they will be implemented. The Intermediate Plan assumes that property is conveyed to a new owner who is interested in generating jobs and revenues from the existing facilities, until longer term uses develop. For the 46-acre parcel to be transferred via a public airport PBC, this would be the General Mitchell International Airport (a department of Milwaukee County). The remaining property could transfer to the Airport (Alternatives A and B), the 440th LRA via an Economic Development Conveyance (Alternative B), or to a private firm via public sale (Alternative C).

The viability of the Intermediate Plan will be dependent on the creation of a property management structure that will oversee the reuse of the existing facilities. This will include the following functions:

- Building and grounds maintenance
- Utility operation
- Demolition (if required)
- Security/Public Safety
- Marketing
- Administration

The costs of carrying out these functions will be offset to some degree by revenues generated from the leasing of buildings and facilities to interim users, or from fees paid for services. Additional analysis will be needed to determine the level of costs and revenues that can be expected during and beyond the intermediate time frame. A preliminary financial analysis of operating the entire base for aviation and economic development purposes indicates that annual operating costs of approximately \$1.3 million to \$1.5 million per year will be needed to manage the property effectively. These costs could be offset in whole or in part by leasing property to public or private entities.

The following points summarize the primary issues and opportunities regarding each of the alternative land use plans.

## 1. Intermediate Plan

- Reuse of facilities cannot begin until property is transferred (post clean-up) unless an Interim Lease or a Lease in Furtherance of Conveyance (LIFO) is negotiated with the Air Force. The Air Force is planning to formally close the base in February 2008, and entering into a caretaker contract to minimally maintain the facilities until all environmental clean-up is completed and the property is conveyed to new owners.
- Once the property is conveyed, it will require a property management and marketing organization to facilitate reuse of existing facilities through leases and to manage (and perhaps operate) utilities and infrastructure (roads, security, etc.).
  - This role falls to the airport for those properties obtained via PBC unless other arrangements are made.
  - Services (access, utilities, etc.) must be provided to the Hunger Task Force by the airport if homeless PBC is approved.
  - The City of Milwaukee will be responsible for public safety services in all areas.
- Having the LRA (city and/or county) obtain the caretaker contract may facilitate reuse of the property and hasten the transfer.
- Early Transfer (for environmental clean-up) of the property may also facilitate reuse of the property during the intermediate time frame.
- Negotiations with utility providers (We Energies, City of Milwaukee and phone companies) will be required to determine service levels and responsibilities.
- Property conveyed via public sale may or may not be available for interim use.
- It would benefit the LRA and the airport to take on the caretaker role through a cooperative agreement with the Air Force, by providing an opportunity for gaining a better understanding of the property prior to actual acquisition.

## 2. Alternative A: Aviation Reuse Focus

- Upon conveyance, the Airport (Milwaukee County) assumes responsibility for all services provided to tenants (if any) including property maintenance, utilities, roads and common areas, public safety, etc.
- Existing security measures (access points, perimeter fencing and airfield fencing) can be maintained as is, but will need to be reviewed to meet FAA standards.
- A new intersection on Howell Avenue will be required once the new runway is constructed.
- Utility agreements will be necessary with We Energies, AT&T and the City of Milwaukee concerning continued service and maintenance.

- As County property, the land is not taxable by the City of Milwaukee. However, some improvements and personal property owned by private users would be taxable.
- The Airport will need to create a mechanism for operating the facility, either by creating new staff and management positions or by contracting to third parties.
- There will be a financial cost to the Airport to maintain and operate the facilities until leasing revenues reach a level equal to operating costs.

### **3. Alternative B: Aviation with Commercial**

- The Airport (County) assumes responsibility for all services except for the EDC portion.
- Access and utility easements will be needed to permit legal separation and redevelopment of parcels, as well as agreements with providers for continued service and maintenance.
- A property survey and legal action will be needed to separate the Airport and EDC parcels.
- Security fencing around airport property will be required.
- A new intersection on Howell Avenue will be required once the new runway is constructed.
- Allows for LRA-led private redevelopment of 16.1-acre non-airport portion of the property.
- LRA must obtain funding for EDC acquisition cost and to develop a management and administrative mechanism for overseeing the leasing of land and buildings and the subsequent parcelization and sale of property within the EDC area.

### **4. Alternative C: Limited Airport**

- Airport (County) assumes responsibility for all services within the 46-acre PBC portion of the site, including building maintenance, infrastructure and demolition (if required).
- Access and utility easements will be needed to permit legal separation and redevelopment of parcels, as well as agreements with providers for continued service and maintenance.
- A property survey and parcelization will be needed to identify and separate the individual parcels.
- A new intersection on Howell Avenue will be required once the new runway is constructed, to permit full use of non-airport parcel (purchaser's responsibility).
- New security fencing between parcels will be required.

- City assumes responsibility providing public safety services (and possibly water & sewer service) for 56-acre non-airport parcel, and will begin collecting property taxes once transferred.
- It is recommended that the City work to create a redevelopment district that includes the remaining parcel in order to achieve its job creation and economic development goals by developing incentives for the desired type of development.

## **F. Funding Limitations**

Preliminary financial analysis of the redevelopment options indicate that in order to achieve the LRA's economic development objectives, new management and administrative activities must be created and funded under all of the alternatives. In order for the Airport to take on the role of reuse for any portion of the 440th facility, it will need to obtain funding either from the County or from internal sources. Similarly, for the LRA to manage the 16.2-acre parcel under Alternative B, it will incur costs to oversee its use and redevelopment, either by hiring outside assistance or by utilizing City and/or County staff resources. Under Alternative C, the LRA's costs will be minimized, but will still require minor funding for legal and administrative costs associated with completing its responsibilities under BRAC.

As an authority, the 440th LRA does not have the means to raise funds itself, but is dependent on support from the City of Milwaukee, Milwaukee County or from other sources. With the exception of in-kind services provided by the City and County, the LRA has utilized grant receipts from the Office of Economic Adjustment to fund costs associated with the development of this Reuse Plan. Redevelopment of the 440th property will require additional resources.

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## **VIII. PREFERRED REUSE PLAN**

### **A. Introduction**

After considerable analysis, public input and discussion, the Milwaukee 440th Local Redevelopment Authority has selected Alternative A – Aviation Reuse as the most appropriate plan for the redevelopment of the 102-acre Air Force Reserve Station property. This approach most closely aligns with the LRA's goals, which focus on economic development through job retention/generation using the existing base facilities, and long-term airport growth that critically supports the local and regional economy.

The Preferred Reuse Plan provides the following benefits:

- Recognizes and supports the documented need of General Mitchell International Airport (GMIA or Airport) for a future parallel runway to ensure safety and provide capacity for future growth of passengers and operations, as called for in the most recent Airport Master Plan Update.
- It allows for the rapid reuse of existing buildings and facilities, most of which are currently in good condition, thereby encouraging replacement of the 300+ direct jobs that were lost as a result of the BRAC action to close the 440th Air Reserve Station, achieving the LRA's economic development goals.
- A FAA-sponsored, no-cost transfer of the property will result in substantial cost savings to the federal taxpayer, since it will not have to be acquired again by the Airport in the future, using federal grant funding.
- The plan allows for continued beneficial use of the property by the 128th Air National Guard for access to its west side facility, as well as possible staffing of the airport fire station at the 440th, possibly reducing costs to the State and the Department of Defense, while augmenting the public safety service levels provided by the Airport.
- By entering into a cooperative agreement with the 440th LRA for the interim operation and maintenance of the facilities until transfer occurs, the Air Force will save money (compared to a third-party caretaker contract) by allowing the LRA to begin subleasing certain facilities to private and public users, with revenues used to offset operating and maintenance costs.
- The plan may also reduce the Air Force's cost for environmental clean-up, since much of the base will continue to be used for similar, aviation-related purposes by General Mitchell International Airport, thereby not requiring more in-depth mitigation efforts.
- The Preferred Plan provides opportunities for Milwaukee area educational institutions to expand teaching opportunities and to enhance research and development contracts, including those supported by the Department of Defense. In addition, it provides

space at reasonable cost to law enforcement agencies for training and equipment storage, enhancing response times and security levels.

- Accommodates the facility needs of the only qualified housing the homeless service provider that submitted a Notice of Interest in the property, by permitting the Hunger Task Force to utilize Building 205 as its new logistical headquarters.

## **B. Description**

The Preferred Reuse Plan mirrors Alternative A, which is described and shown graphically in the previous chapter. The recommended method of conveyance for the entire 440th property would be via a no-cost Public Benefit Conveyance (PBC) to Milwaukee County for use by the County's General Mitchell International Airport, supported by the Federal Aviation Administration. The preferred reuse plan provides for the Intermediate Use of the facilities for aviation and compatible non-aviation activities through leasehold arrangements between users and the Airport. Over both the short and long terms, the plan supports Aviation Dependent uses, defined as those activities that require direct access to the Airport's runway system, as well as Aviation Support uses, which do not require access but which benefit from close proximity to the airport. Facilities located within the area designated for future runway construction, will be leased by the Airport until preparation for construction is begun, at which time any leases will terminate and the buildings and facilities demolished. The remainder of the base will be available for aviation users and others on a long-term lease basis.

Aviation Dependent uses could include corporate aircraft hangars, aircraft maintenance facilities, fixed-base operators (FBOs) that provide fueling and repair services to transient aircraft, air cargo activities, flight kitchens, as well as aircraft (and/or component) manufacturing. Aviation Support uses could include education, such as the aviation career training provided by the Milwaukee Area Technical College, aircraft logistical services, electronic and mechanical repair services as well as office support for businesses located elsewhere at the airport. Non-aviation uses, where appropriate, will benefit the Airport through the generation of lease revenues that can be used to offset other Airport costs.

The Preferred Reuse Plan also accommodates the request by the Hunger Task Force (HTF), a qualified housing the homeless service provider, for warehouse and distribution facilities on the base through means of a lease agreement with the Airport for Building 205 (Base Supply). This lease agreement will provide HTF with the use of the building at no cost (other than contributions toward common area maintenance costs) until such time as the land is required for construction of the future runway. A Legally Binding Agreement to ensure this use has been developed and a copy is included as Appendix A to this Reuse Plan.

## **C. Recommended Methods of Conveyance**

### **1. Public Benefit Conveyance – Public Airport**

The recommended plan envisions the entire 102-acre facility being transferred to Milwaukee County's General Mitchell International Airport by way of an approved

Public Benefit Conveyance from the U.S. Air Force, through and with the approval of the Department of Transportation through the Federal Aviation Administration (41 CFR §102-75.425). The disposal and acquisition shall represent a 100% discount from fair market value, as allowed by law. A letter from the FAA regional office in support of this approach is included in Appendix C.

As required under federal regulations, title in the property will be transferred to Milwaukee County via deed, which will contain various covenants and restrictions requiring the county to utilize the property for aviation purposes and for public benefit use as an airport in perpetuity. These terms include a prohibition against the subsequent sale of the land for non-airport related uses. Although non-aviation uses may be allowed under leasehold arrangements, the net income derived from these uses must be retained by the Airport in furtherance of its aviation mission. If any of the terms, conditions or restrictions of the PBC application or the federal deed are violated, the rights transferred to the County may revert back to the federal government. Releases from any of the terms or conditions of the deed will require the approval of the Secretary of Transportation.

GMIA will concurrently be submitting a formal application for the property through the FAA.

## **2. Personal Property Inventory**

The Preferred Reuse Plan also recommends that the remaining personal property inventory now at the base be transferred to the Airport as part of the PBC for public airport use. This property primarily consists of in-place office furniture and fixtures, facilities maintenance equipment, some mechanical systems, a limited number of vehicles and other miscellaneous items. These items will allow the LRA and/or the Airport to more readily lease many of the buildings by providing furnished, turnkey facilities to prospective users and to continue to maintain the property in marketable condition.

## **3. Utilities**

The Preferred Reuse Plan also recommends transfer of all Air Force owned utility systems, including but not limited to electric transmission and distribution lines, telecommunications lines and switches (excluding the DoD CTIS system and AT&T trunk line into Building 102), water lines, sewer lines, stormwater facilities, etc. The natural gas lines and meters are owned by We Energies, along with one overhead electrical circuit that runs along the north side of the property and serves a Wisconsin Air National Guard facility. See Chapter III for more detailed information on the utilities and infrastructure on the base. Upon transfer of the property from the Air Force, the Airport may simultaneously or subsequently transfer some or all of the various utilities to qualified utility providers (including but not limited to We Energies for the remaining electric infrastructure and/or to the City of Milwaukee for the water and sewer systems) for continued connection to existing services and for future system maintenance. Any subsequent transfer will include a restriction to allow the Airport to reacquire at no cost those utilities needed to be relocated, abandoned or replaced as part of the future runway expansion.

#### **4. Homeless Provider Request**

Very early on in the reuse planning process, the 440th LRA undertook an extensive effort to notify public agencies and non-profit organizations of their rights to submit Notices of Interest in the base facilities. Requests for additional information and initial letters of interest were received from several groups and follow-up meetings and tours of the base were conducted.

The 440th LRA received only one formal application for property from a qualified housing the homeless service provider, the Hunger Task Force (HTF), a not-for-profit agency that collects and distributes food to homeless shelters and food pantries throughout the Milwaukee region. Discussions with representatives of the region's Continuum of Care verified that all of the homeless agencies within the service area had received notice and that only the HTF was able to utilize a portion of the base property.

The Hunger Task Force is seeking use of Building 205, a 56,130 square foot warehouse and distribution facility that was the former Base Supply. HTF desires to move its operations from an existing undersized facility to this new location at the earliest convenience. As detailed in the Legally Binding Agreement, a copy of which is included in Appendix A, HTF will lease Building 205 from the Airport for \$1 per year, and in addition, will contribute approximately \$1.11 per square foot per year (initially estimated at approximately \$62,000) to cover its share of common area costs and un-metered utilities. All other terms can be found in the draft Legally Binding Agreement that accompanies this Reuse Plan.

#### **5. Other Property Requests**

Several public and not-for-profit agencies also responded to the LRA's Notice of Interest (NOI) seeking facilities or more information about the base and the BRAC process. These parties were kept informed of the reuse planning and the regulations governing the transfer of military installations, offered tours of the base, provided with information on the facilities and several actively participated in LRA meetings and public input meetings held during the reuse planning process. None submitted formal applications through appropriate federal sponsoring agencies for property as permitted by regulation. However, many have expressed continued interest to the LRA to lease suitable facilities once transfer occurs. The following organizations submitted preliminary NOIs.

- Milwaukee Area Technical College (MATC) – sought up to 76,000 square feet in several buildings for a variety of training and administrative needs.
- Milwaukee School of Engineering (MSOE) – sought a cluster of 5 buildings totaling 26,438 square feet in the southwest corner of the base for research & development as well as teaching uses.
- Milwaukee County Sheriff's Department sought Building #133 (5,189 square feet) to house mobile equipment used by a tactical unit (bomb squad).
- American Legion Post 448 initially sought any suitable building to house its post activities. A subsequent request for Building 140 (11,458 square feet) was made

along with the proposal to convert a portion of the building into housing for homeless women veterans. A financial plan submitted with the request assumed that substantial funding would be provided by the U.S. Veterans Administration for improving and operating the facility. No further verification of the Post's financial position or capability was provided by the applicant. The LRA had previously voted not to consider any residential uses on the base as part of the reuse planning, as housing is not compatible for a property directly adjacent to an active commercial airport. In addition, there is a lack of nearby services to support a population of homeless veterans, including public transportation, medical facilities and other institutional organizations. The LRA subsequently found the American Legion Post 448 interest in the facility for residential purposes to be inconsistent with the proposed alternative for the 440th property. However, the LRA did offer to continue to work to site the Post's traditional (non-residential) activities on the base to the extent possible and if funding could be obtained by the Post for its operating expenses.

- Several private sector firms approached the LRA during the planning process with various levels of interest in certain facilities at the base. These were recognized by the LRA and will be contacted once the Reuse Plan is approved to determine their interest in leasing facilities.
- In December 2007, the 128th Air National Guard approached the Air Force Real Property Agency (AFRPA) proposing the Guard's acquisition of the base fire station and adjacent buildings in order to house its airport firefighting resources. The Guard had been authorized additional personnel to operate the station, augmenting its existing force and contributing to the GMIA's crash-fire-rescue capabilities. The 128th did not seek these facilities during the federal screening process, which took place in 2006 after the 440th was added to the 2005 BRAC list; therefore, it does not qualify for a direct "fed-to-fed" transfer. However, Milwaukee County and the Airport as the PBC recipient of the entire 440th property have indicated a willingness to work with the 128th to lease the fire station after transfer.

The 440th LRA's Preferred Reuse Plan acknowledges these interests. By accepting the Milwaukee County request for the entire property via a Public Benefit Conveyance for airport use, the LRA also encourages the County to work toward accommodation of these requests to the maximum extent possible, with full consideration of the aviation needs and requirements of the General Mitchell International Airport.

#### **D. Implementation Strategy**

In order to successfully carry out the acquisition and redevelopment of the 440th property, the 440th LRA, in concert with Milwaukee County and the Airport, will complete the following steps leading up to and through transfer of the property from DoD to Milwaukee County (GMIA).

1. The Milwaukee 440th LRA has served as the "Planning LRA" for the development of this Reuse Plan. Its role will end when the property is transferred to the Airport.

2. The LRA, on behalf of the City of Milwaukee and Milwaukee County will attempt to enter into a Cooperative Agreement with the Air Force Real Property Agency (AFPRA) to provide essential property management and security upon closure of the installation in February 2008. The LRA will contract with one or more entities to provide the day-to-day caretaker services as required in the Cooperative Agreement, to work with the Air Force during the environmental assessment and clean up of the base, and to assist with the marketing and leasing of facilities. The LRA, through the County, will work to lease facilities on the base that may be available for occupancy on an interim basis.
3. The City and County are in the process of negotiating a Memorandum of Understanding (MOU) spelling out the responsibility each has in the redevelopment of the property. See Appendix B.
4. Upon issuance of the Record of Decision (ROD) by the Air Force, indicating that the environmental clean-up is complete or specifically identifying the remaining steps necessary to complete the clean-up, the LRA and/or Airport and the AFRPA will negotiate a Lease in Furtherance of Conveyance to operate the facility up through conveyance by PBC to the County and Airport.
5. The Airport will be responsible for the operation and maintenance of the property after transfer, subject to any deed restrictions, FAA regulations and the MOU between the City of Milwaukee and Milwaukee County.

## **E. Business & Financing Plan**

The General Mitchell International Airport is operated by Milwaukee County as an enterprise fund of the County. In 2006, actual operating revenues were \$63.7 million while expenditures were \$61.2 million. For 2008, the Airport's budget estimates revenues at \$74.6 million and expenditures at \$72.6 million. Figure VIII-1 illustrates the Airport's financial growth over the past six years. The Airport is reported to be the 49<sup>th</sup> largest commercial airport in the United States with thirteen commercial carriers providing nationwide air transportation access, including non-stop service to over fifty destinations. The Airport directly employs more than 200 fulltime personnel out of a total airport-related employment base of over 6,000<sup>25</sup>.

Under the terms of a negotiated agreement between Milwaukee County and the signatory airlines, all operating expenses and debt service costs are recovered through rates and charges assessed to users of the airport, including terminal and land rentals, concession fees and landing fees<sup>26</sup>.

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<sup>25</sup> 2005 Economic Impact Report of GMIA, Martin Associates

<sup>26</sup> The agreement between the County and the airlines, originally signed in the early 1980s is set to expire and be renegotiated in 2010.



**Figure VIII-1: General Mitchell International Airport, Revenues and Expenditures**

The acquisition of the 440th will require the expenditure of funds by the Airport for property maintenance, administration, security, fire protection and minor capital expenditures. These costs will be offset to the maximum extent possible by revenues from the leasing of facilities for aviation dependent, aviation related and/or non-aviation uses. Expenditures are expected to exceed revenues for a period of time until buildings are leased and occupied. The signatory airlines voted in December 2007 to permit a sufficient amount of excess funds from rates and charges (the “Operating Reserve Fund”) to be used to support the maintenance of the 440th property, with any possible future excess revenues used to pay back the initial investment. Thus, the County will not need to budget additional funding for the property, resulting in no impact to county taxpayers.

In order to forecast the anticipated revenues and expenses associated with the initial reuse/redevelopment, a five-year financial pro forma was developed, based on the Air Force’s actual cost budget for 2007. Table VIII-1 provides a summary of the projected costs and revenues to redevelop the 440th property and Table VIII-2 provides the basis for the forecasts.

**Table VIII-1: 440th Redevelopment Property Management Budget Pro Forma**

440th Redevelopment Property Management Budget Proforma		2009	2010	2011	2012	2013
<b>Revenues</b>						
	Xfer 1/1/09					
	Occupancy:	30%	50%	70%	80%	90%
	Square Feet leased:	104,171	173,619	243,066	277,790	312,513
	Caretaker contract	0	0	0	0	0
	Lease Revenues	\$ 498,690	\$ 831,151	\$ 1,163,611	\$ 1,329,841	\$ 1,496,071
	Total Revenues	\$ 498,690	\$ 831,151	\$ 1,163,611	\$ 1,329,841	\$ 1,496,071
<b>Costs</b>						
	Total Personnel	\$162,225	\$167,092	\$172,105	\$177,268	\$182,586
	Office Expenses	\$30,900	\$31,827	\$32,782	\$33,765	\$34,778
	Misc. Expenses	\$12,360	\$12,731	\$13,113	\$13,506	\$13,911
	Property Maintenance	\$909,312	\$838,147	\$761,894	\$732,532	\$700,721
	Utilities	\$368,336	\$379,387	\$390,768	\$402,491	\$414,566
	Other	\$51,500	\$53,045	\$54,636	\$56,275	\$57,964
	Total Estimated Annual Budget	\$ 1,534,634	\$ 1,482,228	\$ 1,425,298	\$ 1,415,837	\$ 1,404,526
	less: reimbursed CAM charges	(\$183,485)	(\$204,690)	(\$295,163)	(\$347,449)	(\$402,607)
	Balance needed from rents	\$1,351,149	\$1,277,538	\$1,130,135	\$1,068,388	\$1,001,919
	Pre-transfer Costs	\$ 81,938				
	Capital Improvements	\$ 200,000	\$ 100,000	\$ 100,000	\$ -	\$ -
	Net Operating Cash Flow (LRA)	\$ (1,052,458)	\$ (546,388)	\$ (66,524)	\$ 261,453	\$ 494,152
	cumulative Cash Flow	\$ (1,134,396)	\$ (1,680,784)	\$ (1,747,307)	\$ (1,485,854)	\$ (991,702)
	Supporting Funds - Airport	\$ 1,200,000	\$ 600,000			
	Cash Flow after Invested funds	\$ 147,542	\$ 53,612	\$ (66,524)	\$ 261,453	\$ 494,152
	cumulative Cash Flow	\$ 65,604	\$ 119,216	\$ 52,693	\$ 314,146	\$ 808,298
Source: FY07 440th ARS budget, property inventory database, RKG Associates, Inc.						

The above financial pro forma is based on the following assumptions:

- Transfer of the property (via PBC) takes place on January 1, 2009.
- Of the 426,250 square feet of usable space, approximately 403,000 square feet is considered to be potentially occupied (the balance being unheated storage space associated with other buildings). Of this, 347,000 square feet is expected to be leasable for paid rent. This inventory includes 50 buildings on the site.
- Total annual maintenance costs for the Airport to operate the property were estimated at \$883,000 for 2007, compared to the Air Force's \$1.4 million annual budget for that year. This was then inflated to \$909,300 for 2009. Utility costs in FY07 were estimated at \$357,000 (compared to \$846,000), increasing to \$368,000 in the first year post transfer (2009). This includes heating for unoccupied buildings. See Table VIII-2 for details on the derivation of estimated property costs.

- Common Area Maintenance (CAM) charges were estimated based on forecasts of utility<sup>27</sup> and maintenance costs at \$1.11 per square foot. The Air Force FY07 property maintenance budget was used as a basis for these and other operating costs, adjusted for civilian ownership. This estimate will likely change as more accurate information on costs is developed.
- Estimated rent levels range from \$1 per square foot to \$8 per square foot for the better quality office space, based on the previously completed market analysis and verified with local real estate practitioners. These rents are net of common area charges for utilities and property maintenance. The average potential rent for all leasable buildings was estimated at \$5.53 per square foot. The base average starting rent used in the pro forma was \$4.79 per square foot, reflecting the possible need for rent offsets and tenant improvements during the early years. Table VIII-3 details the estimated potential market rent by building.
- The total annual property maintenance budget in 2009 is just over \$1.5 million, to be offset by rents and CAM charges.
- Occupancy is forecast to be 30% (104,000 square feet) in the first year (2009), climbing to 90% (312,000 square feet) in the fifth year (2013). Total rent and CAM reimbursements in 2009 are estimated at \$682,000, increasing to \$1,899,000 in 2013.
- Nominal rent is assumed for Building 205, which will be leased and occupied by the Hunger Task Force under the terms of a Legally Binding Agreement. It is assumed that they will contribute a pro-rated share of CAM charges.
- Capital costs for demolition, equipment, security and utilities are estimated to total \$400,000 over the first three years.

The forecast of facility occupancy shown in Table VIII-1 is very conservative, given the level of interest in several of the facilities by multiple potential users. For example, the Milwaukee Area Technical College is interested in leasing as much as 76,000 square feet in five buildings, including the large Wing Headquarters (Bldg 102), with a potential lease stream of \$500,000 per year. Similarly, the Milwaukee School of Engineering has expressed strong interest in a cluster of five buildings totaling 26,000 square feet with a potential rent of \$159,000 per year. In addition, City and County agencies, as well as several private companies, have expressed interest in buildings, including the large maintenance hanger, which at approximately 69,000 square feet is expected to generate nearly \$500,000 annually in rent. Based on this, the potential is good for reaching the financial “breakeven” point, and requiring less supporting capital.

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<sup>27</sup> Utilities include electric (there are very few separately metered buildings), water, sewer and gas. Individual buildings are metered for gas and have independent heating systems, the operating costs for which will become tenant costs when occupied. It is anticipated that leased buildings will be separately metered for electric as funds allow.

**Table VIII-2: Operating Cost Estimates for 440th ARS**

**Operating Cost Estimates for 440th ARS**

	440th ARS FY07 Budget	Gross SF	\$/Net Leasable SF	440th LRA Costs			CAM
				(as % of AF)	Dollar Amount	\$/NLSF	
		426,250	403,367				
Maintenance and Repair to							
Facilities & Grounds	\$186,578	\$ 0.44	\$0.46	100%	\$186,578	\$ 0.46	✓
Recurring Maintenance	\$633,977	\$ 1.49	\$1.57	75%	\$475,483	\$ 1.18	
Custodial Service Contract	\$293,953	\$ 0.69	\$0.73	50%	\$146,977	\$ 0.36	
Pest Control	\$6,880	\$ 0.02	\$0.02	100%	\$6,880	\$ 0.02	✓
Mat Servicing	\$5,344	\$ 0.01	\$0.01	0%	\$0	\$ -	
Trash/Recycling	\$10,320	\$ 0.02	\$0.03	50%	\$5,160	\$ 0.01	✓
Environmental Costs	\$247,000	\$ 0.58	\$0.61	25%	\$61,750	\$ 0.15	
	\$1,384,052	\$ 3.25	\$3.43	64%	\$882,827	\$ 2.19	
Utilities							
Electric	\$419,957	\$ 0.99	\$1.04	50%	\$209,979	\$ 0.52	✓
Gas	\$359,899	\$ 0.84	\$0.89	30%	\$107,970	\$ 0.27	
Water	\$19,527	\$ 0.05	\$0.05	60%	\$11,716	\$ 0.03	✓
Sewer	\$46,573	\$ 0.11	\$0.12	60%	\$27,944	\$ 0.07	✓
Total	\$845,956	\$ 1.98	\$2.10		\$357,608	\$ 0.89	
Total O&M Costs	\$2,230,008	\$ 5.23	\$5.53	56%	\$1,240,435	\$ 3.08	\$1.11

Source: 440th ARS & RKG Associates, Inc.

In order to reutilize and redevelop the 440th property as forecast, the Airport will need an estimated total of approximately \$1.8 million in available operating funding to support the excess of expenses over revenues that will occur during the first three years (until occupancy reaches between 70% and 80%). This is expected to be provided from the Airport’s operating budget reserve, with the permission of the signatory airlines. Once the property reaches full occupancy, available excess revenues will be used to reimburse the fund. The pro forma shown in Table VIII-1 projects that as much as \$800,000 can be repaid within the five-year redevelopment time frame. If facilities at the 440th can be leased out faster, or higher rent levels achieved, less funding will be needed and repayment can occur sooner. The financial analysis is based on a conservative forecast of rents and occupancy.

When the 440th facilities reach stabilized occupancy, (estimated at about 70% to 75%) the property will be generating approximately \$1.5 million to \$1.6 million dollars per year in lease revenues. At this time, the property management function can be integrated into the Airport’s normal operating procedures and budget, thereby reducing the overhead costs. It is also expected that the Airport and/or individual tenants will install separate electric meters, which will result in a decrease in CAM charges. It is expected that the net cash flow from rents will exceed costs and continue to contribute to the Airport’s overall budget position.

**Table VIII-3 - 440th ARS Pro Forma Operating Statement**  
**Proforma Operating Statement**  
**440th ARS (post-closure) Building Inventory and Lease Potential**

Facility ID	Facility Name	Square Footage	Pot. Base Rate	Pot. Base Rent	CAM	Total Revenue
101	Administration/ Finance Office	11,084	\$6	\$ 66,504	\$ 12,318	\$ 78,822
102	Wing HQ	45,317	\$8	\$ 362,536	\$ 50,360	\$ 412,896
104	Vehicle Operations and Management	7,676	\$6	\$ 46,056	\$ 8,530	\$ 54,586
105	Storage Shed	810	\$1	\$ 810	\$ 900	\$ 1,710
106	Civil Engineering	10,740	\$6	\$ 64,440	\$ 11,935	\$ 76,375
107	Mess Hall/Open Mess	8,540	\$4	\$ 34,160	\$ 9,490	\$ 43,650
108	CES (Military)	2,012	\$4	\$ 8,048	\$ 2,236	\$ 10,284
109	Vehicle Storage	5,200	\$2	\$ 10,400	\$ 5,779	\$ 16,179
110	Fitness Center	3,384	\$4	\$ 13,536	\$ 3,761	\$ 17,297
111	Open Mess	3,384	\$4	\$ 13,536	\$ 3,761	\$ 17,297
112	Parachute Shop	4,414	\$2	\$ 8,828	\$ 4,905	\$ 13,733
113	Squadron Operations	4,000	\$3	\$ 12,000	\$ 4,445	\$ 16,445
114	Base Exchange (BX)	2,000	\$4	\$ 8,000	\$ 2,223	\$ 10,223
115	Gymnasium	1,347	\$2	\$ 2,694	\$ 1,497	\$ 4,191
121	Airlift Control Flight Storage	3,024	\$2	\$ 6,048	\$ 3,361	\$ 9,409
122	CE/Heavy Equipment Storage	1,800	\$2	\$ 3,600	\$ 2,000	\$ 5,600
125	Services Storage	648	\$1	\$ 648	\$ 720	\$ 1,368
126	440th Medical Squadron Storage	648	\$1	\$ 648	\$ 720	\$ 1,368
127	Services Storage	648	\$1	\$ 648	\$ 720	\$ 1,368
128	Services Storage	648	\$1	\$ 648	\$ 720	\$ 1,368
129	Communications Flight Maintenance Faci	1,690	\$4	\$ 6,760	\$ 1,878	\$ 8,638
130	Storage Shed CE Military	1,386	\$2	\$ 2,772	\$ 1,540	\$ 4,312
131	Communication Flight Storage	905	\$2	\$ 1,810	\$ 1,006	\$ 2,816
132	Storage Shed/CE Services	696	\$2	\$ 1,392	\$ 773	\$ 2,165
133	CE Shop Military	5,189	\$4	\$ 20,756	\$ 5,766	\$ 26,522
134	Storage Shed CE Military/ Others	2,520	\$2	\$ 5,040	\$ 2,800	\$ 7,840
140	Medical Training Facility/Bio-Environmen	11,458	\$8	\$ 91,664	\$ 12,733	\$ 104,397
200	Security Forces	6,593	\$5	\$ 32,965	\$ 7,327	\$ 40,292
202	Security Storage/Locker	1,296	\$2	\$ 2,592	\$ 1,440	\$ 4,032
203	Vehicle Registration and Visitor Passes	1,500	\$6	\$ 9,000	\$ 1,667	\$ 10,667
204	Vehicle Inspection	1,600	\$2	\$ 3,200	\$ 1,778	\$ 4,978
205	Base Supply (PBC)	56,130	\$0	\$ 0	\$ 62,377	\$ 62,377
206	Security Forces Storage	3,024	\$2	\$ 6,048	\$ 3,361	\$ 9,409
207	Recruiting Center	1,340	\$6	\$ 8,040	\$ 1,489	\$ 9,529
208	Propulsion Shop	14,191	\$4	\$ 56,764	\$ 15,770	\$ 72,534
209	Squadron Operations	14,595	\$5	\$ 72,975	\$ 16,219	\$ 89,194
210	Squadron Operations	5,022	\$5	\$ 25,110	\$ 5,581	\$ 30,691
212	Fire Station	10,612	\$2	\$ 21,224	\$ 11,793	\$ 33,017
217	Maintenance Hanger	69,848	\$6	\$ 419,088	\$ 77,621	\$ 496,709
218	NDI Shop	2,699	\$2	\$ 5,398	\$ 2,999	\$ 8,397
219	Aerospace Ground Equipment Shop	5,280	\$5	\$ 26,400	\$ 5,868	\$ 32,268
220	Airport Training Facility	21,520	\$5	\$ 107,600	\$ 23,915	\$ 131,515
221	Accessory Shop Storage	1,728	\$1	\$ 1,728	\$ 1,920	\$ 3,648
222	Aircraft Maintenance Shop	11,005	\$6	\$ 66,030	\$ 12,230	\$ 78,260
224	Airfield Management	2,256	\$5	\$ 11,280	\$ 2,507	\$ 13,787
225	Storage	2,232	\$1	\$ 2,232	\$ 2,480	\$ 4,712
300	Security Classroom	846	\$2	\$ 1,692	\$ 940	\$ 2,632
301	Indoor Firing Range	3,630	\$1	\$ 3,630	\$ 4,034	\$ 7,664
302	Fuel Cell Maintenance Hangar	22,452	\$6	\$ 134,712	\$ 24,951	\$ 159,663
305	Combat Arms Simulator	2,800	\$2	\$ 5,600	\$ 3,112	\$ 8,712
	Total Leasable Building Space:	347,237	\$ 5.23	\$ 1,817,290	\$ 448,257	\$ 2,265,547
				\$ 5.23	\$ 1.29	\$ 6.52
50	Total Square Footage - all facilities:	426,250	\$ 5.32	\$ 1,817,290	\$ 448,257	\$ 2,265,547
46%	Four largest buildings (excludes 205)	159,137	\$ 6.43	\$ 1,023,936	\$ 176,847	\$ 1,200,783

Source: 440th Facility Inventory & RKG Associates, Inc.

When the proposed new runway is constructed, most likely some time after 2013, this will significantly reduce property lease revenues by removing approximately 200,000 square feet of leasable facilities from the inventory (50%). It will also result in much lower costs, as the common utilities will have been replaced by new service and the remaining properties will be stabilized with long-term tenants. The net cash flow from the remaining property is expected to continue to be positive.

## **F. Fiscal Analysis**

The redevelopment of the 440th Air Reserve Station property will result in the re-occupancy of most of the facilities by public and private organizations. These firms and agencies will employ staff, helping to replace the 300 or so jobs that the 440th supported, and pay a variety of taxes and fees to the supporting jurisdictions.

Based on an average employment density of one job per 500 square feet, at 90% occupancy the property could potentially employ as many as 625 people, most in well-paying aviation related positions. Employment may include highly skilled aircraft mechanics, college faculty, skilled trades and administrative support staff. At an average annual salary of \$40,000<sup>28</sup>, this would result in total wages of \$25,000,000 per year.

The 440th property (land and buildings) will be owned by Milwaukee County and therefore not subject to property taxes. Although the land cannot be transferred (see Section C.1 above), the buildings might be sold or considered as leasehold interests, subject to assessment by the City of Milwaukee for personal property tax purposes. In addition, leasehold improvements made by private owners would also be subject to taxation.

The City and Airport may incur costs to provide services to the 440th property. The City of Milwaukee will provide primary public safety services in the form of police and fire protection services, similar to what is provided to other airport property. This will be augmented by the Milwaukee County Sheriff's office, which provides on-site police and safety services at the Airport terminal, as well as the County's on-airport fire department and the 128th Air Guard firefighting unit, through mutual aid agreements that will be created upon transfer. These costs are not expected to be major, since these services are currently being provided to surrounding properties.

---

<sup>28</sup> The 2004 median household income for Milwaukee County was \$39,481.

---



## **IX. APPENDIX**

**A. Legally Binding Agreement between 440th LRA and Hunger Task Force**

**B. Memorandum of Agreement between Milwaukee County and City of Milwaukee**

**C. FAA Letter of Support for PBC**



**440<sup>TH</sup> AIR FORCE RESERVE STATION LEGALLY BINDING AGREEMENT**

Page 2.

1  
2       **WHEREAS**, the Base Closure Community Redevelopment and Homeless Assistance  
3 Act of 1994, as amended (the “**Redevelopment Act**”) requires that the LRA submit to the United  
4 States Department of Housing and Urban Development (“**HUD**”) a copy of the legally binding  
5 agreement that the LRA proposes to enter into with representatives of the homeless selected by  
6 the LRA to implement homeless programs that fill gaps in the existing continuum of care;  
7

8       **WHEREAS**, pursuant to the screening process set forth in the Redevelopment Act and  
9 the Base Closure Act, the Provider submitted a Notice of Interest (“**NOI**”) to the LRA on  
10 January 12, 2007 to use a certain portion of the AFRS Property for homeless purposes, a copy of  
11 which is attached hereto as Exhibit A;  
12

13       **WHEREAS**, the Provider’s proposed use of building number 205 on the AFRS Property,  
14 as more particularly described on Exhibit B attached hereto (“**Building 205**”), as a distribution  
15 center for the storage of emergency food and for staff offices associated with the Provider’s  
16 operations is inconsistent with the long-term goals of the Reuse Plan to utilize the AFRS  
17 Property for aviation purposes and inconsistent with the use of the AFRS Property for  
18 construction of a new runway pursuant to the GMIA Master Plan;  
19

20       **WHEREAS**, the construction of the runway and other aviation-related activities  
21 contemplated by the draft Reuse Plan and Master Plan for GMIA will likely not be completed  
22 until between 2016 and 2021;  
23

24       **WHEREAS**, the LRA and the County agree to lease Building 205 to the Provider at no  
25 cost until such time as Building 205 will be demolished in accordance with the Reuse Plan and  
26 the Master Plan for GMIA; and  
27

28       **WHEREAS**, the LRA and the Provider wish to enter into this Agreement to allow the  
29 Provider use of Building 205 until such time as Building 205 is demolished in accordance with  
30 the Reuse Plan and the Master Plan for GMIA, to comply with applicable Federal laws, to  
31 address the needs of the homeless and to further the reuse and redevelopment of the AFRS  
32 Property.  
33

34       **WHEREAS**, this Agreement is intended to legally bind the Parties and to fulfill the  
35 Redevelopment Act requirements;  
36

37       **NOW, THEREFORE**, the Parties hereby agree as follows:  
38

39       **ARTICLE 1. LRA OBLIGATIONS.**  
40

41       **1.01 Reuse Plan.** The LRA will complete and file a Reuse Plan with the DoD and  
42 HUD on or before the Federal mandated filing date, as such date may be extended.

**440<sup>TH</sup> AIR FORCE RESERVE STATION LEGALLY BINDING AGREEMENT**

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1.1.1 The Reuse Plan will incorporate a no-cost lease to the Provider for Building 205 until such time as Building 205 needs to be demolished in accordance with the Reuse Plan and the Master Plan for General Mitchell International Airport, with the understanding that the Provider shall pay the cost of utility services and appropriate common area maintenance (“CAM”) charges.

**1.02 Lease.** To the maximum extent practicable, the LRA shall insure that Building 205 is made available at no-cost for lease to the Provider, with the understanding that the Provider shall be responsible for the cost of utility services and appropriate CAM charges, until such time as Building 205 needs to be demolished in accordance with the Reuse Plan and the Master Plan for General Mitchell International Airport, as follows:

1.2.1 Upon request of the Provider to occupy Building 205, on or before the approval of the Reuse Plan by the United States, the LRA shall seek on its own behalf or on behalf of the County, an Air Force interim lease (“**Interim Lease**”) of the AFRS Property, or portions of the AFRPA Property, until such time as the Air Force makes a disposal decision regarding the appropriate AFRS property. Upon the award of an Interim Lease to either the LRA or the County, the LRA or the County, as appropriate, shall execute the lease with the Provider in substantially the form attached hereto as Exhibit C (the “**Lease**”), as such Lease may need to be modified to conform with the Interim Lease.

1.2.2 Upon request of the Provider to occupy Building 205, on or after the approval of the Reuse Plan and following the Air Force’s decision to dispose of the AFRS Property in accordance with the Reuse Plan, the LRA shall seek on its own behalf or on behalf of the County, an Air Force Lease in Furtherance of Conveyance (“**LIFOC**”) of the AFRS Property until such time as the Air Force disposes of the AFRS Property in accordance with such Reuse Plan. Upon the award of a LIFOC to either the LRA or the County, the LRA or the County, as appropriate shall execute or amend the Lease, as appropriate, to take into account the approval of the Reuse Plan and Air Force Disposal decision.

1.2.3 Upon request of the Provider to occupy Building 205, on or after the approval of County’s Federal Aviation Administration (“FAA”) sponsored public Benefit Conveyance (“PBC”) application for the AFRS Property and the conveyance of the AFRS Property to the County, the County shall execute or amend the Lease, as appropriate to take into account the approval of the County’s PBC application and the conveyance of the AFRS Property.

**ARTICLE 2. PROVIDER OBLIGATIONS.**

**2.01 Consent to NOI Objectives.** In consideration of the no-cost Lease, the Provider shall accept space in Building 205 on a no-cost lease basis as contemplated in the Lease, until

**440<sup>TH</sup> AIR FORCE RESERVE STATION LEGALLY BINDING AGREEMENT**

Page 4.

1 such time as Building 205 is demolished in accordance with the Reuse Plan, as the preferred  
2 means to accomplish the goals set forth in the Provider’s NOI application.

3  
4 **2.02 Lease.** The Provider shall execute and amend the Lease, as appropriate, to take  
5 into account the regulatory status of the Reuse Plan, the Air Force Disposal Decision and the  
6 County’s PBC application.

7  
8 **2.03 Release of Accommodation Rights.** Simultaneously with the initial execution of  
9 the Lease, the Provider shall release all of its rights in and to the AFRS Property by executing a  
10 release (“**Release**”), substantially in the form set forth at Exhibit D.

11  
12 **2.04 Communication to Agencies.** If the Provider makes any written comments, or  
13 engages in any written communications, with any local, state, or Federal agency regarding the  
14 approval or implementation of any future development proposals, applications, approvals or  
15 permits (including any related environmental documentation) relating to the AFRS Property, or  
16 any proposed, approved, or existing uses to the AFRS Property or land provided to the Provider  
17 pursuant to this Agreement or the Lease, the Provider shall immediately provide complete copies  
18 of such written comments or communications to the LRA.

19  
20 **ARTICLE 3. CONTINGENCIES.**

21  
22 **3.01 Contingencies.** The obligations set forth in Article 1 and Article 2 of this  
23 Agreement are contingent upon the following events occurring (the “**Contingencies**”):

24  
25 **3.1.1** Approval of this Agreement by the United States;

26  
27 **3.1.2** Approval of the Reuse Plan by the United States;

28  
29 **3.1.3** Submission by the County and approval by the FAA of the County’s FAA  
30 sponsored PBC application for the AFRS property;

31  
32 **3.1.4** The closure of the AFRS and the disposal of the AFRS Property by the  
33 United States in a manner consistent with the Reuse Plan; and

34  
35 **3.02** In the event that any of the Contingencies described in Section 3.01 fails to occur  
36 and is not waived, and Building 205 is not made available by Lease to the Provider, the Provider  
37 shall not be deemed to have withdrawn its Notice of Interest for portions of the AFRS Property.  
38 In such event, Provider may proceed to seek title and/or possession in and to Building 205 in  
39 accordance with the Base Closure Act.

**440<sup>TH</sup> AIR FORCE RESERVE STATION LEGALLY BINDING AGREEMENT**

Page 5.

1 **ARTICLE 4. ENTIRE AGREEMENT, AMENDMENT, WAIVER.**

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**4.01** This Agreement contains the entire agreement and understanding of the Parties with respect to all rights and responsibilities associated with the AFRS Property, and may not be amended, modified or discharged nor may any of its terms be waived except by an instrument in writing signed by the party to be bound thereby. The Parties hereto shall not be bound by any terms, conditions, statements, warranties or representations, oral or written, not contained herein. This Agreement supersedes and replaces any prior agreements by the Parties.

**ARTICLE 5. NOTICES.**

**5.01** Any notice, request, demand, instruction or other document to be given or served hereunder or under any document or instrument executed pursuant hereto shall be in writing and shall be delivered personally (including by messenger) or sent by United States registered or certified mail, return receipt requested, postage prepaid or by courier, postage prepaid and addressed to the parties at their respective addresses set forth below, and the same shall be effective upon receipt if delivered personally or by messenger or two business days after deposit in the mails if mailed. A party may change its address for receipt of notices by service of a notice of such change in accordance herewith.

If to the LRA: Milwaukee 440<sup>th</sup> Local Redevelopment Authority  
809 North Broadway, Second Floor  
Milwaukee, WI 53202  
Attention: David Misky, Project Director  
Tel: (414) 286-8682

With a copy to: Redevelopment Authority of the City of Milwaukee  
809 North Broadway, 2nd Floor  
Milwaukee, WI 53202  
Attention: David Misky  
Tel: (414) 286-8682

With a copy to: Milwaukee County  
General Mitchell International Airport  
5300 South Howell Avenue  
Milwaukee, WI 53207  
Attention: Anthony D. Snieg, Deputy Airport  
Manager  
Tel: (414) 747-5703



**440<sup>TH</sup> AIR FORCE RESERVE STATION LEGALLY BINDING AGREEMENT**

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1 of those portions of the Reuse Plan related to homeless needs and facilities pursuant to the  
2 Redevelopment Act and the Base Closure Act.

3  
4 **6.06 Title of Parts and Sections.** Any titles of the sections or subsections of this  
5 Agreement are inserted for convenience of reference only and shall be disregarded in interpreting  
6 any part of the Agreement’s provisions.

7  
8 **6.07 Time is of the essence.** In the performance of this Agreement, time is of the  
9 essence.

10  
11 **6.08 Multiple Originals; Counterparts.** This Agreement may be executed in  
12 multiple originals, each of which is deemed to be an original, and may be signed in counterparts.

13  
14 **ARTICLE 7. EXHIBIT LIST.**

15  
16 **7.01** The following exhibits are attached hereto and made a part of this Agreement:

- 17  
18 **Exhibit A.** NOI Submitted by the Provider  
19 **Exhibit B.** Description of Building 205  
20 **Exhibit C.** Lease Between the LRA and/or the County and the Provider  
21 **Exhibit D.** Provider Release  
22  
23  
24  
25  
26

27 **[Signature Page Follows]**  
28  
29

1           **IN WITNESS WHEREOF**, the Parties have approved this Legally Binding Agreement  
2 on the \_\_\_\_ day of \_\_\_\_\_, 2008.  
3

4  
5 **MILWAUKEE 440<sup>TH</sup> LOCAL REDEVELOPMENT AUTHORITY**  
6

7 \_\_\_\_\_  
8

9 **by:** \_\_\_\_\_  
10

11 **date:** \_\_\_\_\_  
12

13  
14 **MILWAUKEE COUNTY, WISCONSIN**  
15

16 \_\_\_\_\_  
17

18 **by:** \_\_\_\_\_  
19

20 **date:** \_\_\_\_\_  
21

22  
23 **CITY OF MILWAUKEE, WISCONSIN**  
24

25 \_\_\_\_\_  
26

27 **by:** \_\_\_\_\_  
28

29 **date:** \_\_\_\_\_  
30

31  
32 **HUNGER TASK FORCE, INC.**  
33

34 \_\_\_\_\_  
35

36 **by:** \_\_\_\_\_  
37

38 **date:** \_\_\_\_\_

**AGREEMENT BY AND BETWEEN  
THE CITY OF MILWAUKEE, WISCONSIN  
AND  
MILWAUKEE COUNTY, WISCONSIN**

1           **MEMORANDUM OF AGREEMENT** (“Agreement”) dated \_\_\_\_ Day of December,  
2 2008, by and between the City of Milwaukee, Wisconsin (“City”) and Milwaukee County,  
3 Wisconsin (“County”).  
4

**RECITALS:**

5  
6  
7           **WHEREAS**, the General Mitchell International Airport, 440<sup>TH</sup> Air Force Reserve Base  
8 (440<sup>th</sup> AFRB) was recommended for closure by the Defense Base Closure and Realignment  
9 Commission pursuant to the Defense Base Closure and Realignment Act of 1990, as amended  
10 (“Base Closure Act”).  
11

12           **WHEREAS**, the Air Force Real Property Agency (“AFRPA”), acting on behalf of the  
13 United States Air Force, is the Federal disposal agent for the 440<sup>th</sup> AFRB Property.  
14

15           **WHEREAS**, the City and the County collectively formed a local redevelopment  
16 authority to plan for the reuse of the 440<sup>th</sup> AFRB Property subsequent to its closure (“440<sup>th</sup>  
17 LRA”).  
18

19           **WHEREAS**, the Department of Defense, Office of Economic Adjustment, on behalf of  
20 the Secretary of Defense, recognized the 440<sup>th</sup> LRA as the single point of community contact for  
21 purposes of planning the reuse of the 440<sup>th</sup> AFRP pursuant to the Base Closure Act.  
22

23           **WHEREAS**, the Base Closure Act requires the 440<sup>th</sup> LRA, as the federally recognized  
24 local redevelopment authority for the 440<sup>th</sup> AFRB, to prepare a base reuse plan (“Reuse Plan”)  
25 for the 440<sup>th</sup> AFRP that, among other things, addresses the needs of the homeless in the vicinity  
26 of the 440<sup>th</sup> AFRP and plans for the economic adjustment and recovery of the surrounding  
27 community from job losses resulting from the closure of the 440<sup>th</sup> AFRB.  
28

29           **WHEREAS**, the Base Closure Act requires the 440<sup>th</sup> LRA, as the federally recognized  
30 local redevelopment authority for the 440<sup>th</sup> AFRB, to submit its Reuse Plan for the 440<sup>th</sup> AFRP  
31 to the United States Department of Housing and Urban Development (“HUD”) for approval.  
32

33           **WHEREAS**, following HUD’s approval of the Reuse Plan, the AFRPA will dispose of  
34 the 440<sup>th</sup> AFRB Property to the maximum extent practicable in accordance with the  
35 recommendations of such Reuse Plan.



**AGREEMENT BY AND BETWEEN THE CITY OF MILWAUKEE, WISCONSIN AND MILWAUKEE COUNTY, WISCONSIN**

Page 3.

1           7.     Caretaking Activities for the 440<sup>th</sup> AFRB. Pending the final disposition of the  
2 440<sup>th</sup> AFRB Property by the AFRPA, the City and the County, acting as the 440<sup>th</sup> LRA, shall  
3 seek to operate and maintain the 440<sup>th</sup> AFRPA Property on an interim basis on behalf of the  
4 AFRPA.

5  
6           8.     Interim Lease of 440<sup>th</sup> AFRB. Pending the final disposition of the 440<sup>th</sup> AFRB  
7 Property by the AFRPA, the City and the County, acting as the 440<sup>th</sup> LRA, shall seek to lease the  
8 440<sup>th</sup> AFRB Property on an interim basis from the AFRPA for purposes of generating economic  
9 activity of benefit to the surrounding community and the City and the County on the 440<sup>th</sup> AFRB  
10 Property to the maximum extent possible.

11  
12           9.     Economic Activity of 440<sup>th</sup> LRA Tenants. In selecting tenants or other users of  
13 the AFRB Property during such interim lease term, the City and the County shall direct the 440<sup>th</sup>  
14 LRA to select such tenants or other users that generate economic activity of benefit to the  
15 surrounding community and the City and the County on the 440<sup>th</sup> AFRB Property to the  
16 maximum extent possible.

17  
18           10.    Economic Vitality of County Tenants or other Users. In selecting tenants or other  
19 users of the AFRB Property following its conveyance to the County pursuant to an FAA  
20 sponsored aviation related PBC, the County shall endeavor to select such tenants or other users  
21 that generate economic activity of benefit to the surrounding community and the City and the  
22 County on the 440<sup>th</sup> AFRB Property to the maximum extent possible.

23  
24           11.    Notices and Communications. All notices, communications provided for or  
25 permitted or contemplated by this Agreement shall be made by hand-delivery, pre-paid first-class  
26 mail, facsimile or by email as follows:

27  
28 *If to the City:*

29 \_\_\_\_\_  
30 \_\_\_\_\_  
31 \_\_\_\_\_  
32 \_\_\_\_\_  
33 Tel:  
34 Fax:  
35 Email:

36 *With a copy to:*

37 \_\_\_\_\_  
38 \_\_\_\_\_  
39 \_\_\_\_\_  
40 \_\_\_\_\_  
41 Tel:  
Fax:

**AGREEMENT BY AND BETWEEN THE CITY OF MILWAUKEE, WISCONSIN AND MILWAUKEE COUNTY, WISCONSIN**

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Email:

*If to the County:*

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Tel:

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Email:

*With a copy to:*

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Tel:

Fax:

Email:

*With a copy to the 440<sup>th</sup> LRA:*

Mr. Dave Misky, Executive Director  
440<sup>th</sup> LRA  
c/o Redevelopment Authority of the City of Milwaukee  
City of Milwaukee  
809 North Broadway  
2nd Floor  
Milwaukee, WI 53202  
Tel: 414-286-8682  
Fax: 414-286-5778  
Email: [dmisky@milwaukee.gov](mailto:dmisky@milwaukee.gov)

*With a copy to:*

George R. Schlossberg, Esq.  
Counsel to 440<sup>th</sup> LRA  
1101 Connecticut Avenue, N.W.  
Washington, D.C. 20036  
Tel: 202-828-2418  
Fax: 202-828-2488  
Email: [george.schlossberg@kutakrock.com](mailto:george.schlossberg@kutakrock.com)

12. Amendments. Neither this Agreement nor any term hereof may be changed, waived, discharged or terminated orally or in writing except that any term of this Agreement may be amended by an instrument in writing signed by the City and the County properly approved by their respective governing bodies.

**AGREEMENT BY AND BETWEEN THE CITY OF MILWAUKEE, WISCONSIN AND MILWAUKEE COUNTY, WISCONSIN**

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13. Severability. In the event that one or more of the provisions contained in this Agreement under any circumstances is held invalid, illegal or unenforceable in any respect for any reason, the remainder of this Agreement and application of such provisions to other circumstances shall be interpreted so as to best reasonably give effect to the intent of the City and the County hereto.

14. Further Assurances. Subject to the terms and conditions of this Agreement, the City and the County agree to cooperate with each other to the maximum extent possible and to perform such other acts or execute and deliver such additional instruments or documents as the City or the County may reasonably request in order to carry out the purposes of this Agreement and the successful closure and disposal of the 440<sup>th</sup> AFRB Property.

15. Counterparts. This Agreement may be executed by the City and the county in any number of counterparts, each of which when so executed shall be deemed to be an original and all of which taken together shall constitute one and the same Agreement.

16. Headings. The headings in this Agreement are for convenient reference only and shall not limit or otherwise affect the meaning hereof.

**IN WITNESS WHEREOF**, the City of Milwaukee and Milwaukee County have executed this Agreement as of the date first above written.

**CITY OF MILWAUKEE**

\_\_\_\_\_  
By: \_\_\_\_\_

**MILWAUKEE COUNTY**

\_\_\_\_\_  
By: \_\_\_\_\_



U.S. Department  
of Transportation  
**Federal Aviation  
Administration**

Great Lakes Region  
Minneapolis Airports District Office  
6020 28<sup>th</sup> Ave S, Room 102  
Minneapolis, MN 55450

July 27, 2007

Mr. Barry Bateman  
General Mitchell International Airport  
5300 South Howell Avenue  
Milwaukee, WI 53207-6156

440<sup>th</sup> Air Force Reserve  
Land Acquisition, BRAC Process  
Air Force Reserve Center, Milwaukee, WI

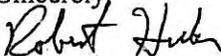
Dear Mr. Bateman:

The Federal Aviation Administration (FAA) has reviewed your letter dated June 4, 2007, requesting support for the transfer of property, currently owned by the Department of Defense (440<sup>th</sup> Air Force Reserve), for aviation reuse purposes adjacent to the Milwaukee General Mitchell International Airport (MKE) and an endorsement of Public Benefit Conveyance (PBC) of such property.

The FAA supports Milwaukee County and MKE's request as stated. Our review indicates:

- The real property area is adjacent to the existing airport property and provides for expansion of the existing airport. The property will be converted for the use and benefit of the public as public airport property.
- The FAA approved airport layout plan (ALP) for MKE depicts this area as critical for the future expansion of the airport. A new runway, with related airport infrastructure, is currently planned to traverse the 440<sup>th</sup> Air Force Reserve property.
- The real property is partially within the existing 65 DNL noise contour. We strongly recommended the acquisition of this property to ensure compatible land use.
- Any revenues generated by the property will contribute to the economic self-sustainability of MKE.
- This transfer is consistent with agency goals for capacity expansion at medium hub airports.

The Federal Aviation Administration endorses the action and recommends transfer of the real and related property from the 440<sup>th</sup> Air Force Reserve Center to Milwaukee County and MKE.

Sincerely  


Robert Huber, Manager  
Minneapolis Airports District Office