Milwaukee Peer Exchange Visit
April 17-19, 2017
The National League of Cities (NLC) is dedicated to helping city leaders build better communities.

PolicyLink is a national research and action institute advancing economic and social equity. PolicyLink's work is grounded in the conviction that equity – just and fair inclusion – must drive all policy decisions.

The Urban Land Institute (ULI) has a mission to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide.
The EED Fellowship is made possible with support from:

The Surdna Foundation seeks to foster sustainable communities in the United States - communities guided by principles of social justice and distinguished by healthy environments, strong local economies, and thriving cultures.

The Open Society Foundations work to build vibrant and tolerant societies whose governments are accountable and open to the participation of all people.
Economic Development: A Top Priority

75% of state of the city speeches included significant coverage of economic development issues.
Economic Development: A Top Priority

**TOP 5 ECONOMIC DEVELOPMENT SUB-TOPICS**

- **Arts & Culture**: 35%
- **Jobs**: 55%
- **Business Growth**: 33%
- **Workforce Development**: 30%
- **Downtown Development**: 30%
Equitable Economy: The Challenge

6 in 10 of U.S. prisoners are Black/Latino (yet only comprise 30% of the U.S. population)

35% of Black or Latino men won’t graduate from High School (80% of White males will)

Black and Native American unemployment is 2x that of Whites

57% of Blacks and Latinos spend more than 30% of their income on housing costs
Equitable Economy: The Challenge

Median hourly wage by race/ethnicity:
Milwaukee-Waukesha-West Allis, WI Metro Area, 1980-2014

IPUMS
Equitable Economy: The Challenge

Percent owner-occupied households by race/ethnicity: Milwaukee-Waukesha-West Allis, WI Metro Area, 2014

- All: 60.6%
- White: 69.4%
- Black: 30.3%
- Latino: 40.2%
- Asian or Pacific Islander: 47.8%
- Mixed/other: 38.8%
- People of color: 35.0%

IPUMS
What is Equitable Economic Development?

- Unlocks the full potential of the local economy by dismantling barriers and expanding opportunities for low-income people and communities of color.
- Through accountable public action and investment, it grows quality jobs and increases entrepreneurship, ownership, and wealth.
- The result is a stronger, more competitive city.

Definition developed by: the EED Fellows at the June 2016 Fellowship Retreat in Portland, Oregon
appropriate to the audience. This will keep it formatted correctly.

The Panel
The Panel

• Dionne Baux, Director of Urban Programs, National Main Street Center, Inc., Chicago, IL

• Andre Brumfield, Director of Planning and Urban Design, Gensler, Chicago, IL

• Carnell Emanuel, Staff Analyst, Mayor’s Office of Economic Development, City of Houston, TX

• Jason Ewas, Policy Research Fellow, Office of the Mayor, City of Boston, MA

• Karla Henderson, Director of Capital Planning & Buildings Administration, Wayne County, MI

• Bryan Lee Jr, Place + Civic Design Director, Arts Council of New Orleans, LA
Presentation Outline

1. General Observations
2. Economic Development Vision
3. Community Organizing
4. Regulatory Opportunities
5. Conclusions + Homework
General Observations
General Observations

- Track record of success with neighborhood development partners + foreclosed properties
- Investment in additional staff resources in commercial corridor program in recent years
- Commitments from the city to seed the program:
  - $250k
  - Formation of advisory board with key partners
- ACRE program creates a pipeline of diverse leaders in real estate development
- Strong fluency and collaboration with neighborhood partners
- Equity is a key component of the draft CROP program
General Observations

- Huge opportunity to leverage more resources and relationships
- Reality of weak market economics in city’s commercial pipeline of foreclosed properties
- Access to capital and partnerships with experienced development partners is a challenge for new developers
- Passive disposition vs active disposition
- Perception that City has low appetite for risk with development of foreclosed properties
- City viewed as micromanager/slowing down development
- Perception that city resources is disproportionately going downtown and not into the neighborhoods
General Observations

- ACRE program could evolve to meet the needs of the program participants once they enter the real world of development
- No cohesive strategy or approach to metrics & measurement
- Great initial program concept and scoping, but not overall plan
- CROP program a beginning of a more ambitious efforts
Funding Challenges:

• City funding is tight (101% of levied taxes goes toward public safety)
• Need more private sector leadership/partnership and financial partners
• Consider diverse and alternative spectrum of funding sources
• Popcorn development – TIF use for community
• State Historic Tax Credits seem difficult to attain
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Economic Development Vision
Site 2

- Identify Other Parcels & Underutilized Site
- A Larger Phasing Strategy
A Phasing Strategy for Economic Development Between 27th Street and Fond Du Lac Ave.
Site 1

- 11,000 sf Parcel
Site 1

- Build on the Investment of Bader Philanthropies
- Explore Opportunities at Adjacent Sites
Site 1

• Development Strategy between Keefe Ave and Concordia Avenue
Think Beyond the Parcel
Think Beyond the Parcel

A Phased Corridor Strategy

Extend Strategy to
New Library Mixed-Use

Extend Strategy to former
Sears Bldg at Fond Du Lac Ave
Think Beyond the Parcel

A Phased Corridor Strategy
Connect the Corridors

Extend Strategy to
New Library Mixed-Use

Extend Strategy to former
Sears Bldg at Fond Du Lac Ave

Pete’s Fresh Market at
North Ave

Current TOD Corridor Plan
Think Beyond the Parcel

A Phased Corridor Strategy

Connect the Corridors

Extend Strategy to former Sears Bldg at Fond Du Lac Ave

New Library Mixed-Use

Pete’s Fresh Market at North Ave

Current TOD Corridor Plan
Economic Development Vision
Economic Development Vision: Strategic Plan for City-owned Properties

- Envision City-owned land as an untapped opportunity
- City staff and external stakeholders clearly have a desire to improve the City and especially increase economic development in low-income, minority neighborhoods
- Energy appears to be siloed into neighborhood blocks or single projects
Economic Development Vision: Connect Dots

• Need for a broader VISION for neighborhood economic development, the City’s economic development or the City of Milwaukee
  • Comprehensive process for the City would take years (see Imagine Boston 2030); for a neighborhood, it would probably take a year (see Bronzeville study)

• What does a Vision get you?
  • Decide what goals are most important (could be economic mobility). Shape development around those goals, aligning all plans with guiding principles, allowing you to prioritize certain types of development in areas of highest need
Case Study: Imagine Boston 2030

12,000+
voices have shaped
this plan

Panel discussion & forum
500 participants

Open houses
300 participants

Online map comments
1,073 participants

“Visioning Kits”
330+ participants

Surveys via text message
2,400 participants

Community workshops
464 participants

Surveys via street team
7,090 participants
Economic Development Vision: Plan

• A Comprehensive Vision for City-owned Properties, guided by new and innovative methods community engagement
• City clearly has collected useful data (e.g. the number of properties it owns, the value of those properties, etc.)
• How could these assets reshape the City?
• Clearly articulate a set of goals, guided by a broader set of principles, and outline on an easily accessible and user-friendly website
  • How can developers access information about City-owned properties?
  • How do they know where there project fits into a bigger strategy?
• A flexible vision can catalyze certain action in some instances and places and break down barriers for other projects?
Specific Recommendations for the Strategy

1. A formal, flexible, public-facing policy on city-owned properties guided by core principles determined by innovative community engagement

2. A comprehensive strategic plan for the potential capacity of City-owned properties as a whole

3. More minority developers? Promote economic mobility? Lay out a set of guiding principles

4. A public-facing, interactive tool mapping City-owned land and properties
Example Plan: Building YOUR City

- Total Value of vacant City-owned properties is $ - Sell this as an untapped asset
  - Commercial
  - Residential
- Guided by a vision articulated by community residents of promoting upward economic mobility, stabilizing communities, and ensuring inclusive economic growth
- The City will look to sell these properties to promote the following under a clear and flexible set of guidelines, focusing on certain neighborhoods
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**Know your assets**

People and Places

Create an opportunity for community led asset mapping.

Community lead (ideally BID or local CDC) engagement/vision sessions

Define the entire community
- Businesses
- Property owners
- Residents
- BIDs
- Artists
- Activists
- Community Leaders
- Culture Bearers
Accountability Mechanism
Capitalize on existing programs/build New

- Gallery Night
- Commercial Corridor Block Party
Partnership Development

- Identify existing programs throughout the city that are attempting community development efforts
- Identify the Nonprofit (Positive Earned revenue model) market; support its growth and sustainability in community
- Create the framework to incentivize capitalized developers to create a direct connection with ACRE Students (May require zoning policy amendments)
- Bundle Block Properties to incentivize multi-developer collaboration and ROI
- Identify the funders
- CDFI
- Bankers (Consider use CRA Dollars)
- Philanthropy
Create more opportunities for multidisciplinary accelerator and Incubator Hubs

- Fondy/Booths to Bricks
- Night Market - Lexington KY
- Propeller - New Orleans LA
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4. Regulatory + Environment
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Regulatory + Environment
Regulatory + Environment: Loosen Up
Observations

Regulatory + Environment: Be Flexible

• Allow opportunities for communities to create custom solutions to local issues
• Embrace new, innovative projects and potentially unexpected partnerships
• Adapt programs to fit current realities of Milwaukee (Motor City Match)
• Depersonalize external criticism
Observations

Regulatory + Environment: Take a Risk

• Embrace potential failure
• Trust stakeholders recommendations
• Leverage department’s resources and spending to accomplish goals identified
• Analyze cost-benefit of retaining assets over time
• Research “best practices” in risk aversion by other cities
• Leverage city/department’s regulatory role over development
  • Pink Zone Detroit
  • Thrive Zones - Chicago
Regulatory + Environment: Pink Zones
Regulatory + Environment: Pink Zones

• Pink” Zoning refers to a lessening of the “red tape” that can quickly thwart revitalization initiatives. Process inefficiencies, outdated ordinances, and rigid code interpretations often strangle the most creative placemaking projects, resulting in urban environments that fall far short of their potential.

• A 'Pink Zone' would enable the City of Detroit to redesign its regulatory approach to development along particular corridors. This might include: allowing small-scale development to bypass certain review processes, preemptive approval of certain building types, or expedited permitting.

• “Today's codes are accretions of controls, redundancies, contradictions, and delays that stymie their users...despite their intent of fostering livable communities.” — SANDY SORLIEN AND ANDRÉS DUANY, THE PROJECT FOR LEAN URBANISM
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Homework - Next Steps

1. Begin a community asset mapping exercise
2. Pilot and plan a commercial corridor block party
3. Develop an online and hardcopy catalog of community development partners
4. Explore and identify a comprehensive economic development strategy
   1. Public facing strategy around disposition of city owned properties
   2. Pilot initiatives in Lindsay Heights and Bronzeville
5. Revisit and reform city zoning and building codes
6. Connect ACRE students with needed resources (market research, feasibility studies, experience mentors, funding)
7. Draft a beta system to incubate entrepreneurs/small business with vacant opportunities

Next Check-in:
Fellowship Retreat: Washington, DC | June 6-8, 2017
Thank You
Thank you to the following people for assisting our panel: