

# Milwaukee Peer Exchange Visit April 17-19, 2017

**E**QUITABLE  
**E**CONOMIC  
**D**EVELOPMENT  
**F**ELLOWSHIP

**NLC** NATIONAL  
LEAGUE  
OF CITIES

CITIES STRONG TOGETHER





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.

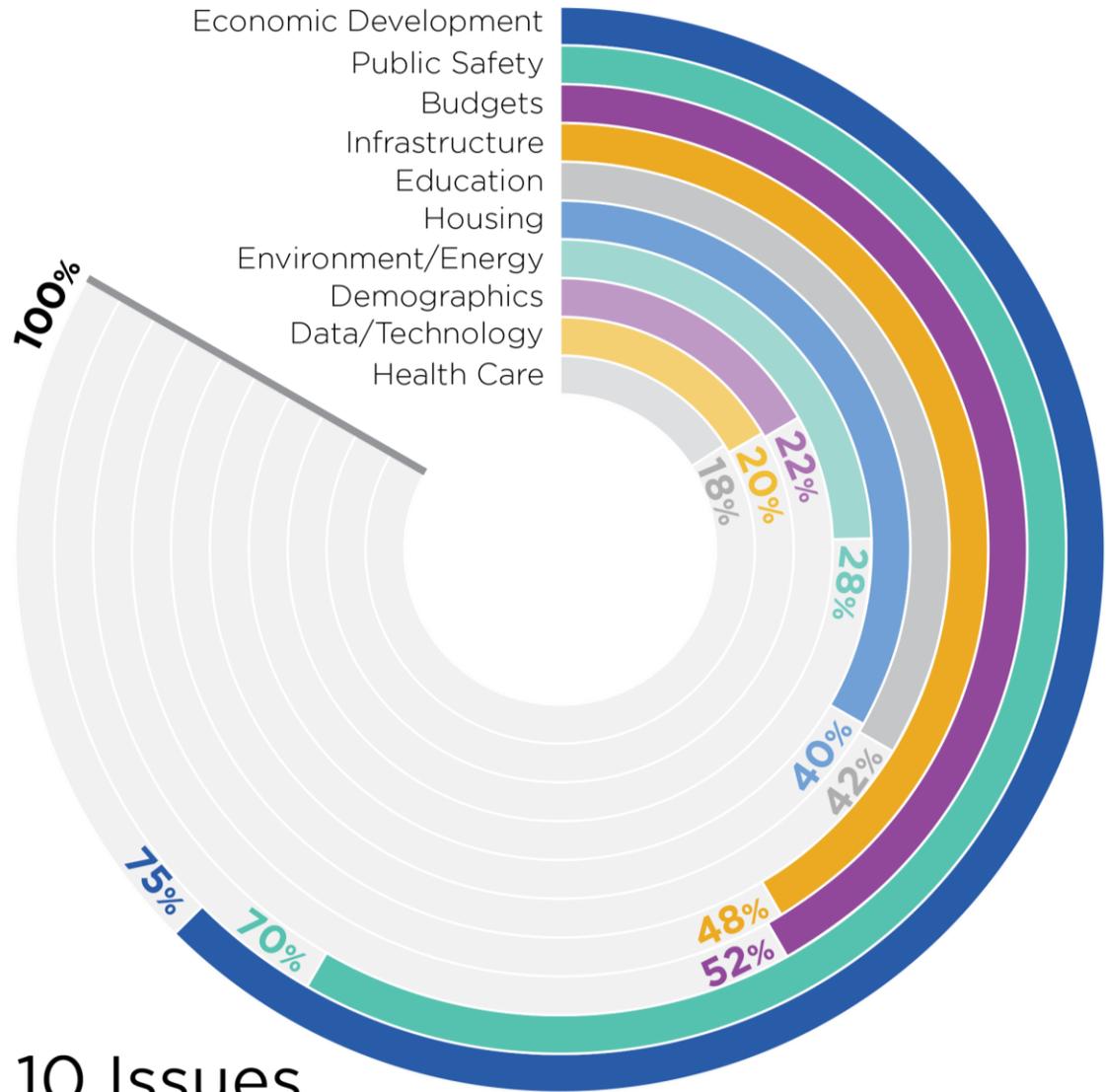
# Economic Development: A Top Priority

---

**75%**

of state of the city speeches included significant coverage of economic development issues.

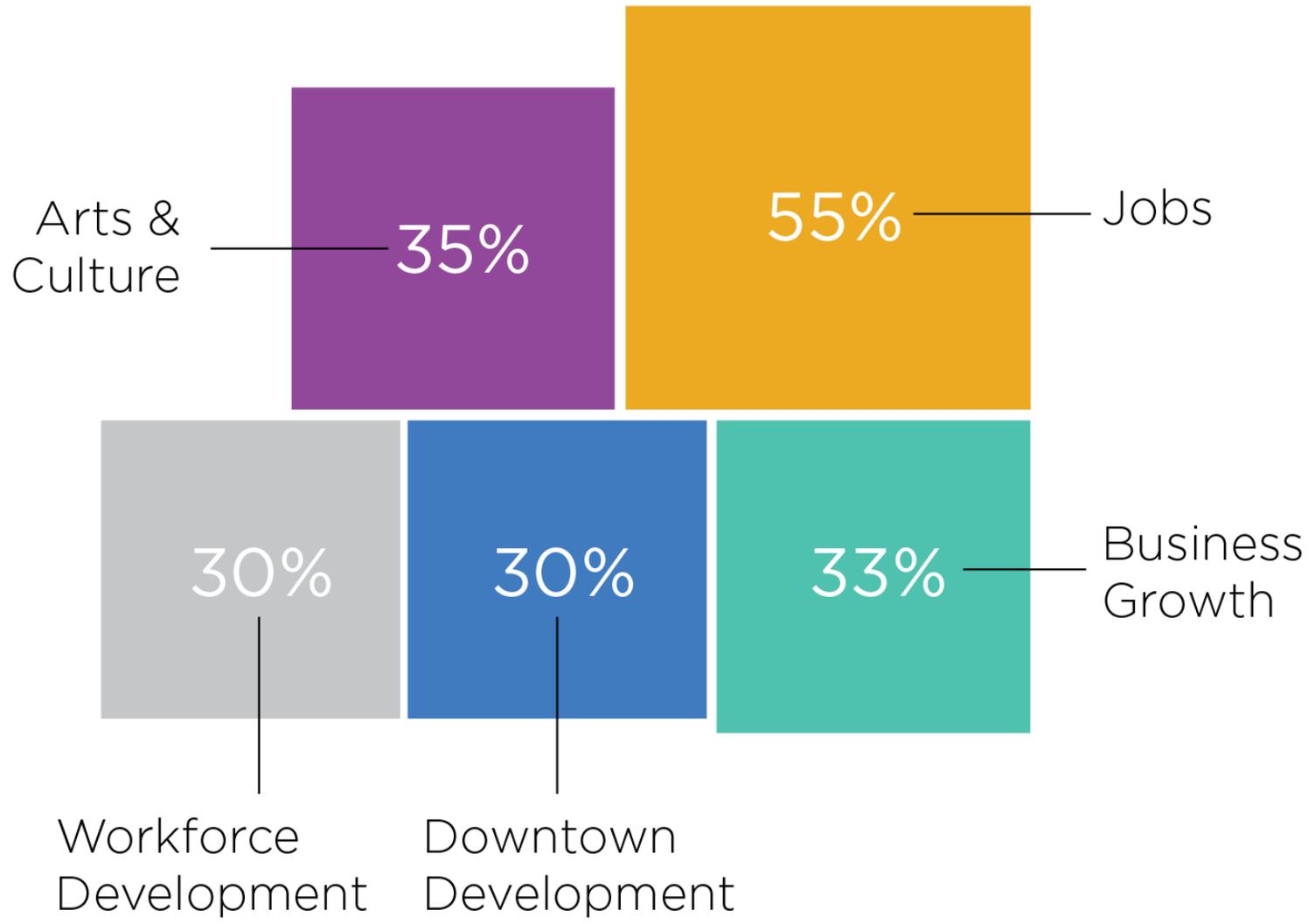
---



Top 10 Issues

# Economic Development: A Top Priority

**TOP 5**  
ECONOMIC  
DEVELOPMENT  
SUB-TOPICS



# Equitable Economy: The Challenge

**6 in 10**

of **U.S. prisoners**  
are Black/Latino

*(yet only comprise 30%  
of the U.S. population)*



**35%**

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%**

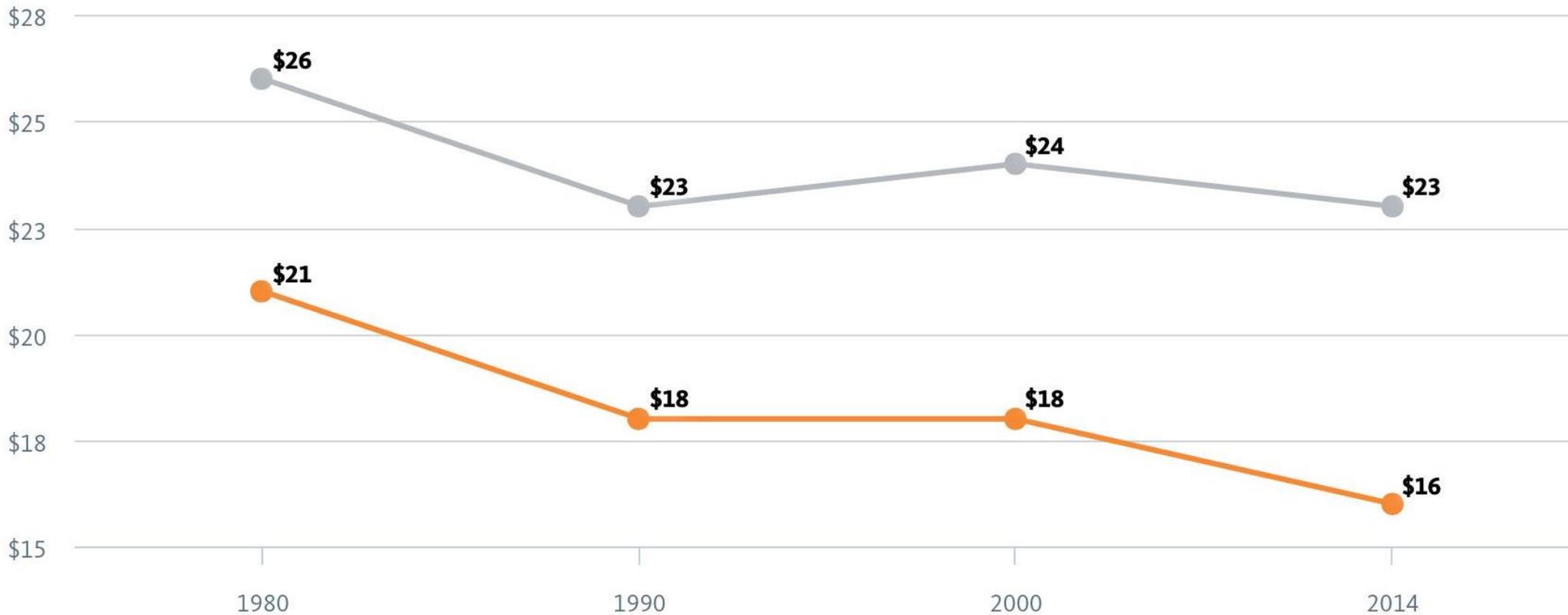
of Blacks and  
Latinos spend more  
than 30% of their  
income on  
**housing costs**



# Equitable Economy: The Challenge

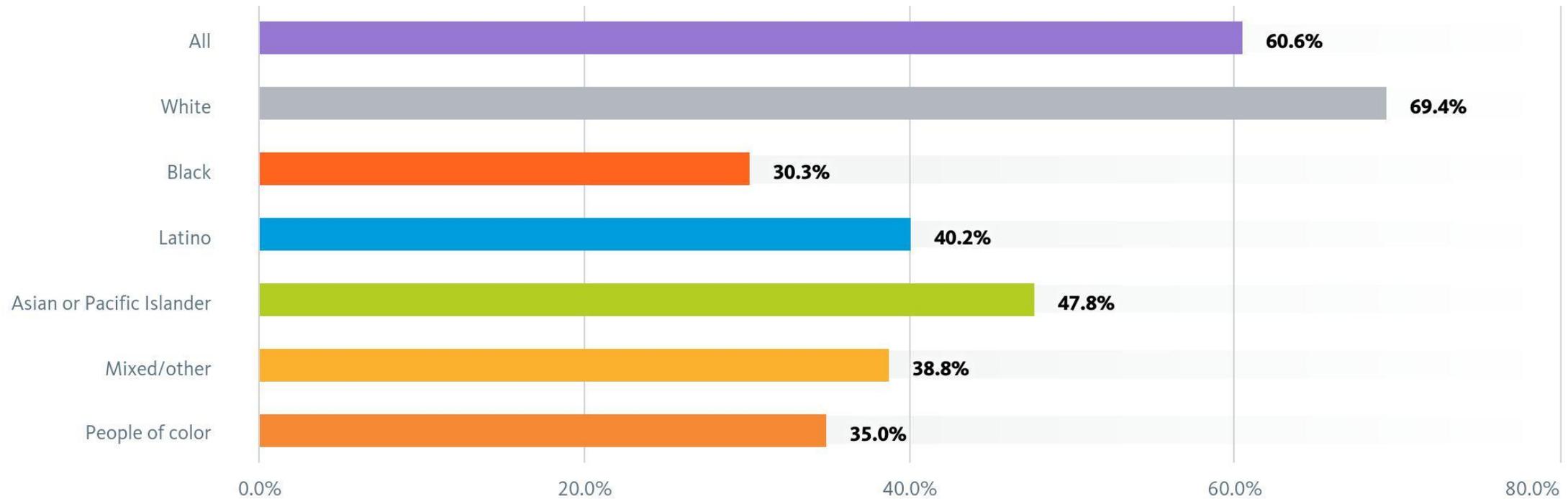
Median hourly wage by race/ethnicity:

Milwaukee-Waukesha-West Allis, WI Metro Area, 1980-2014



# Equitable Economy: The Challenge

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





Equitable Economic Development  
Fellowship



# 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



Shared lives.  
Shared vision.

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

# General Observations

## 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



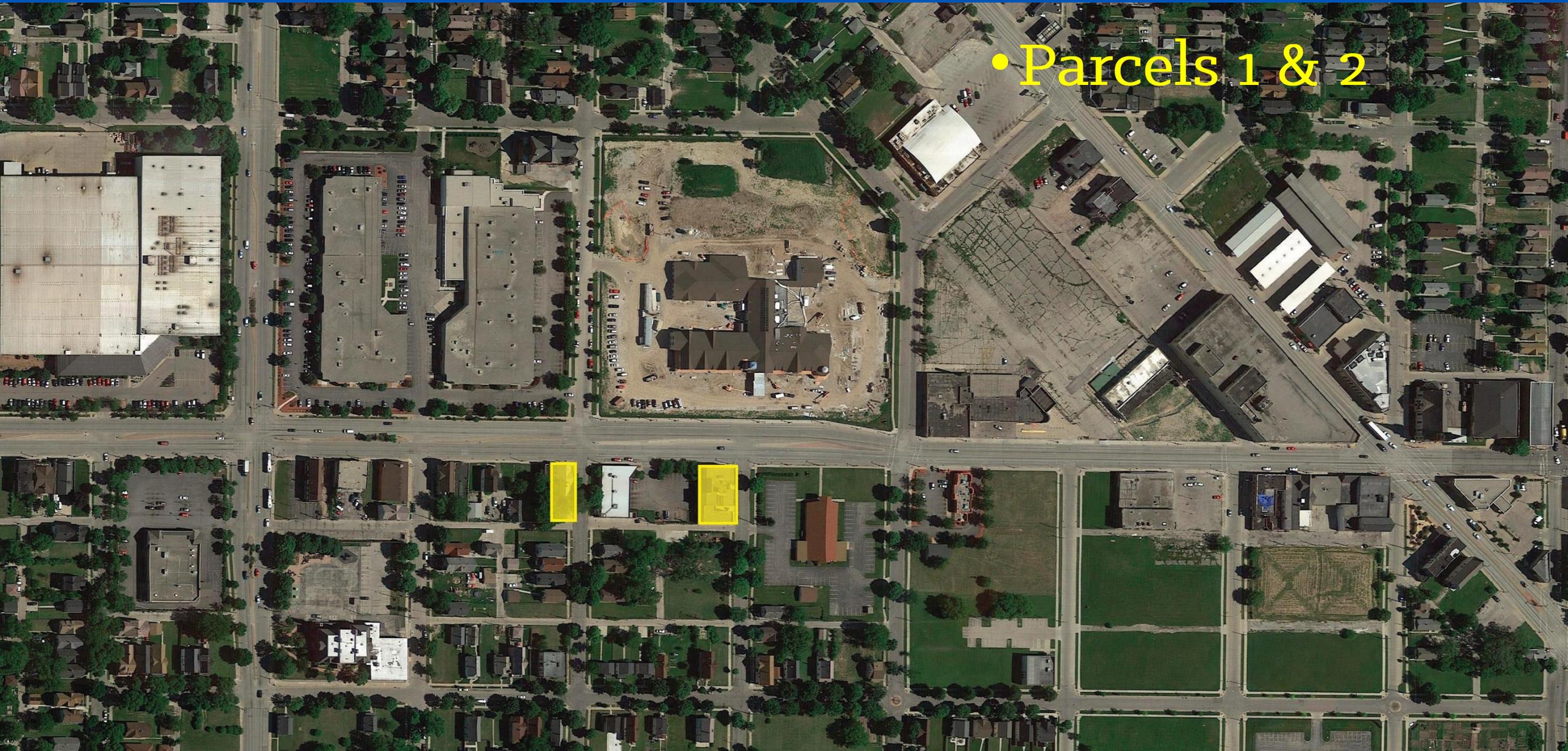
## Presentation Outline

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

# Economic Development Vision



# Site 2



• Parcels 1 & 2

# Site 2

- Identify Other Parcels & Underutilized Site
- A Larger Phasing Strategy



# Site 2

A Phasing Strategy for  
Economic Development  
Between 27<sup>th</sup> Street and  
Fond Du Lac Ave.



# Site 1



• 11,000 sf Parcel

# Site 1



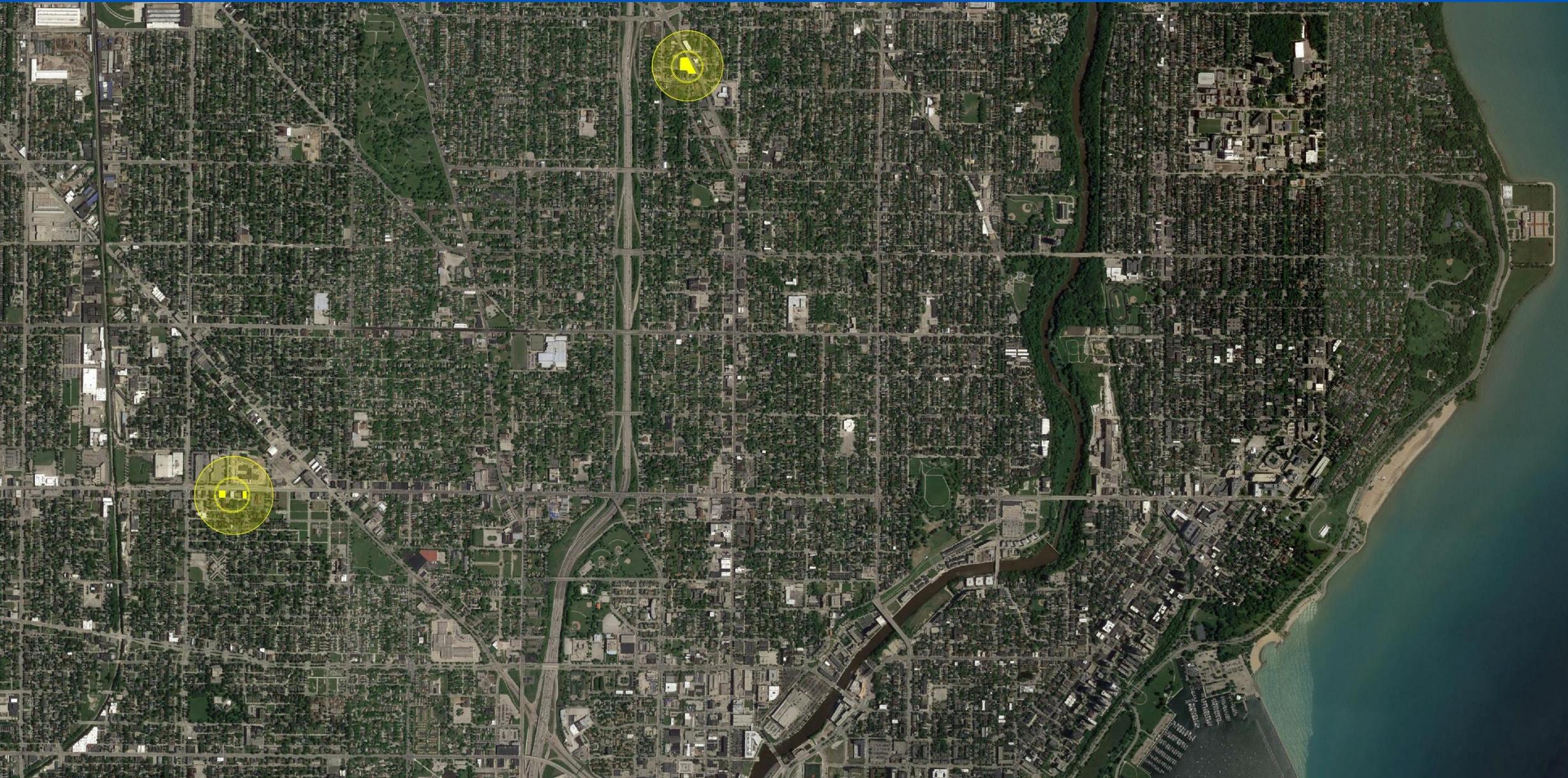
- Build on the Investment of Bader Philanthropies
- Explore Opportunities at Adjacent Sites

# Site 1



- Development Strategy between Keefe Ave and Concordia Avenue

# Think Beyond the Parcel

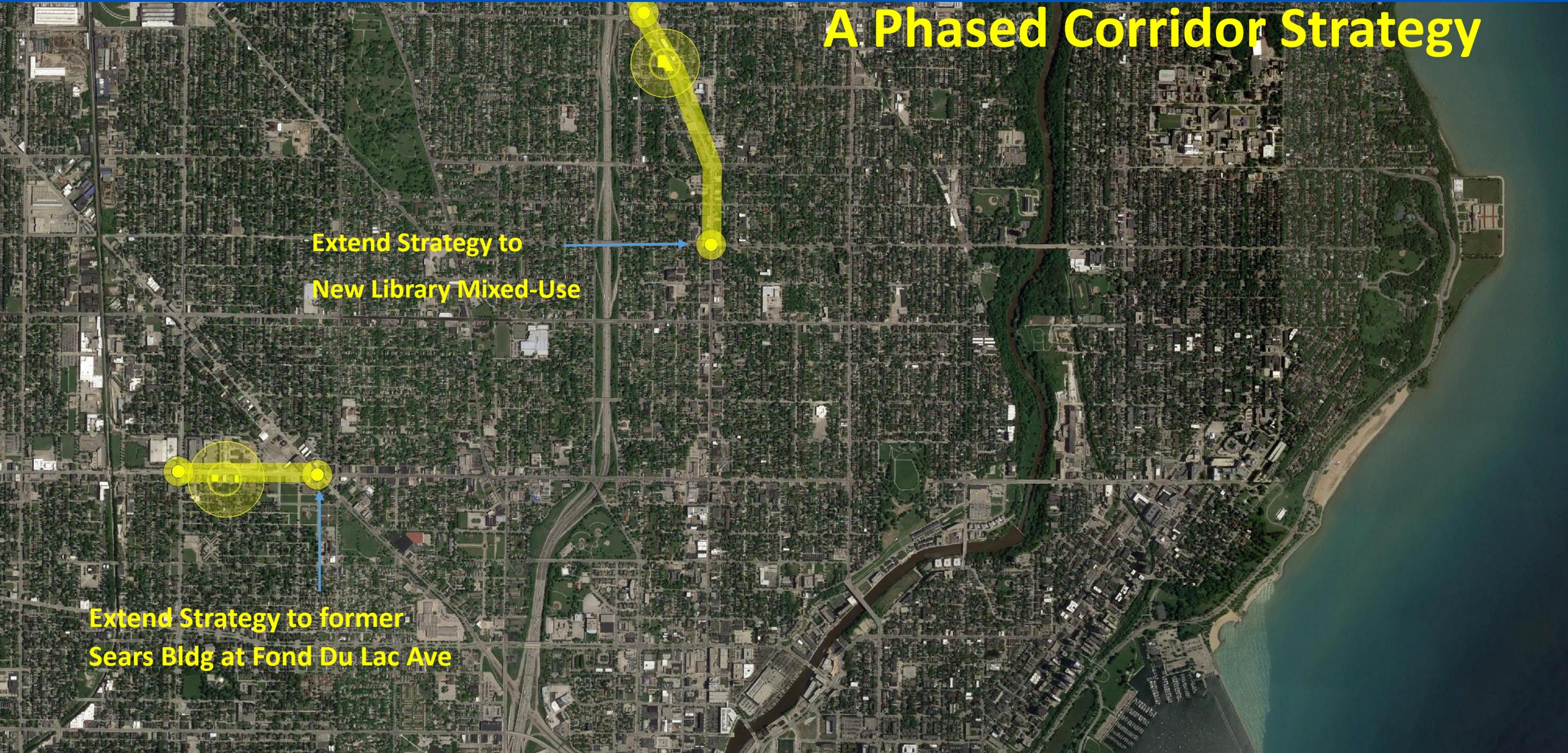


# Think Beyond the Parcel

## A Phased Corridor Strategy

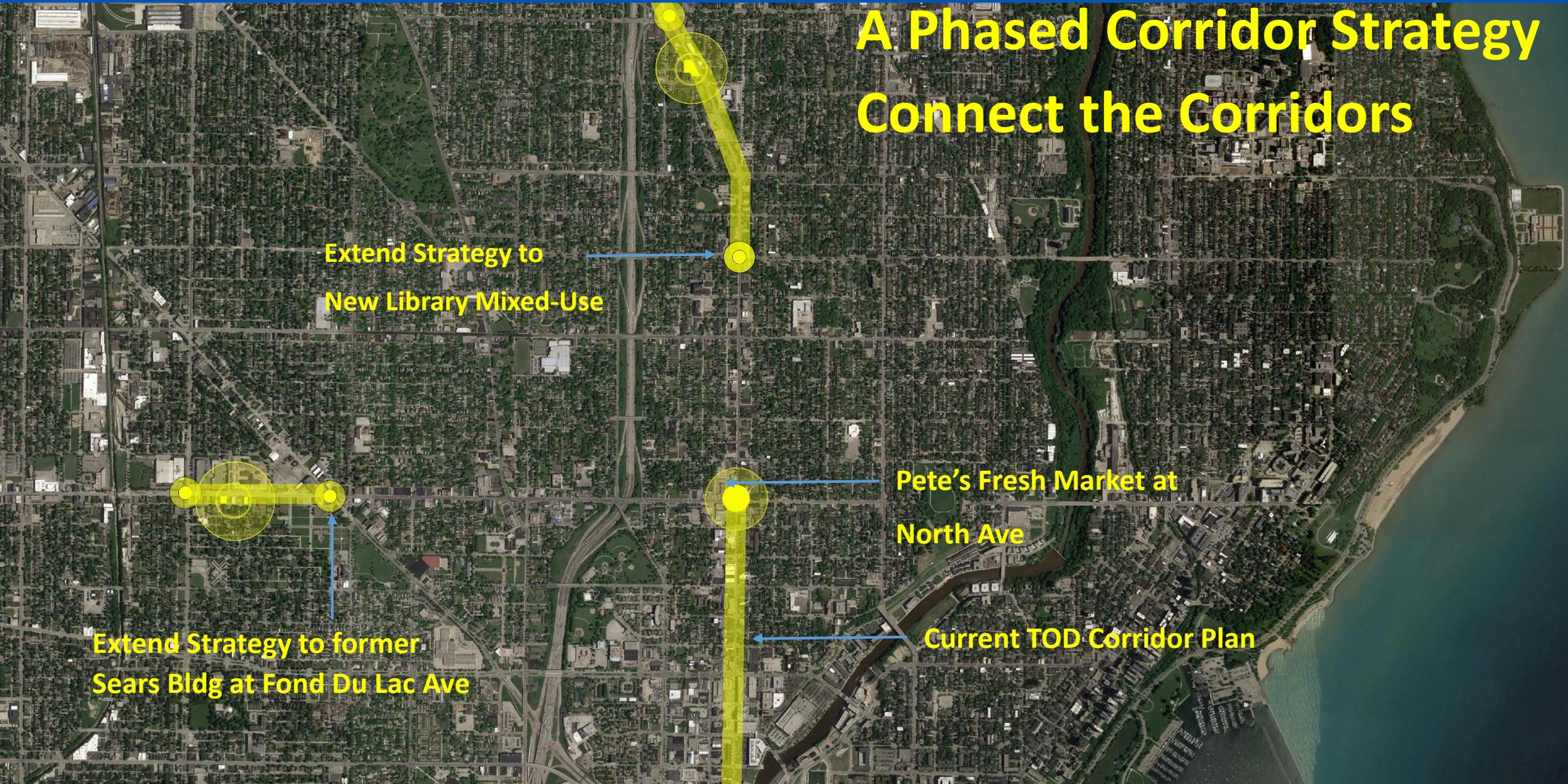
Extend Strategy to  
New Library Mixed-Use

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

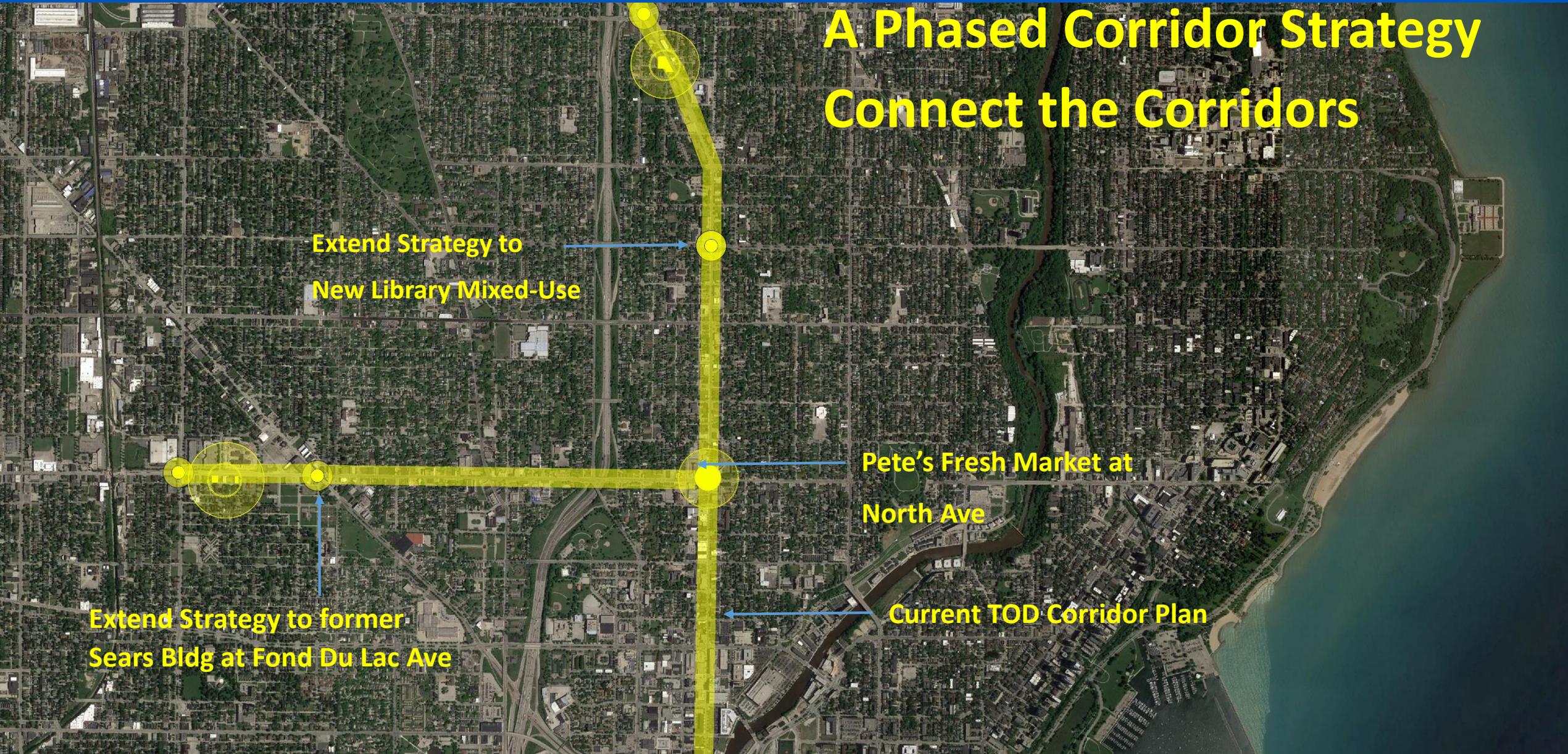
Extend Strategy to former  
Sears Bldg at Fond Du Lac Ave

Pete's Fresh Market at  
North Ave

Current TOD Corridor Plan

# Think Beyond the Parcel

## A Phased Corridor Strategy Connect the Corridors



# 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



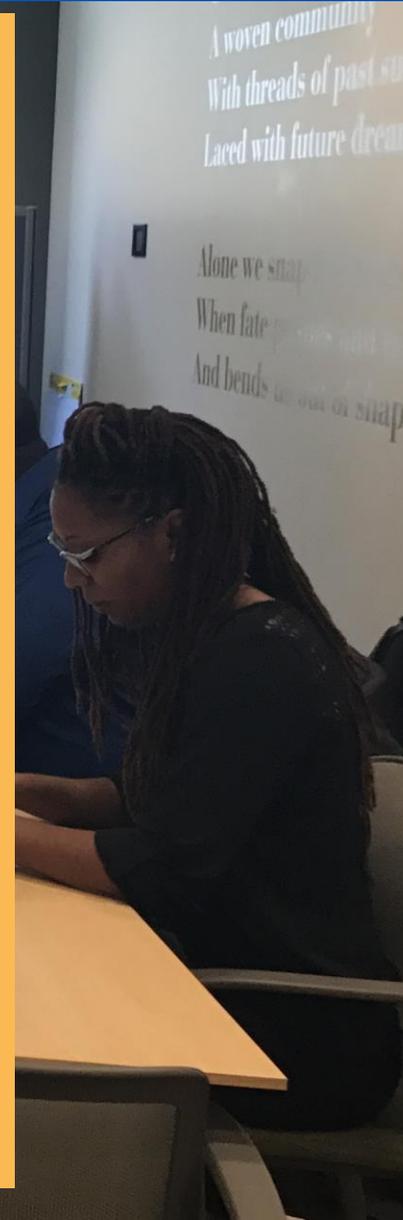
Surveys via text message  
2,400 participants



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 their 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



## Presentation Outline

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

# Know your assets

People and Places

Create an opportunity for community led asset mapping.

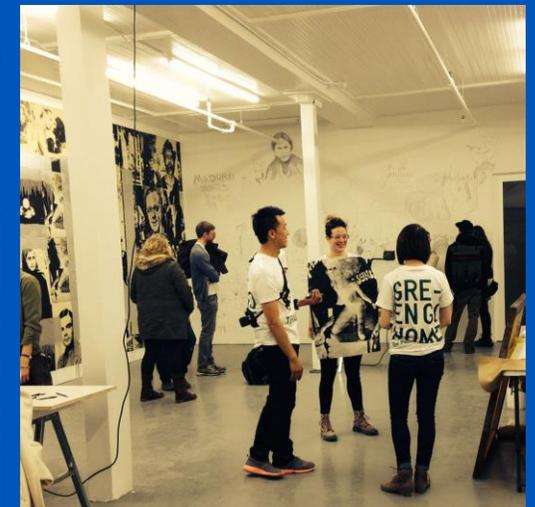
Community lead (ideally BID or local CDC) engagement/vision sessions  
Define the entire community

- 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



*In partnership with Marquette University, Milwaukee School of Engineering and UW-Milwaukee*

## Create more opportunities for multidisciplinary accelerator and Incubator Hubs

- Fondy/Booths to Bricks
- Night Market - Lexington KY
- Propeller -New Orleans LA



A group of diverse people are walking across a grassy field. In the background, there are several houses, including a prominent yellow two-story house with a red roof. The scene is set outdoors with bare trees, suggesting a cool season. A large blue diagonal overlay covers the right side of the image, containing the text.

## Presentation Outline

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

# Regulatory + Environment



# Regulatory + Environment: Loosen Up



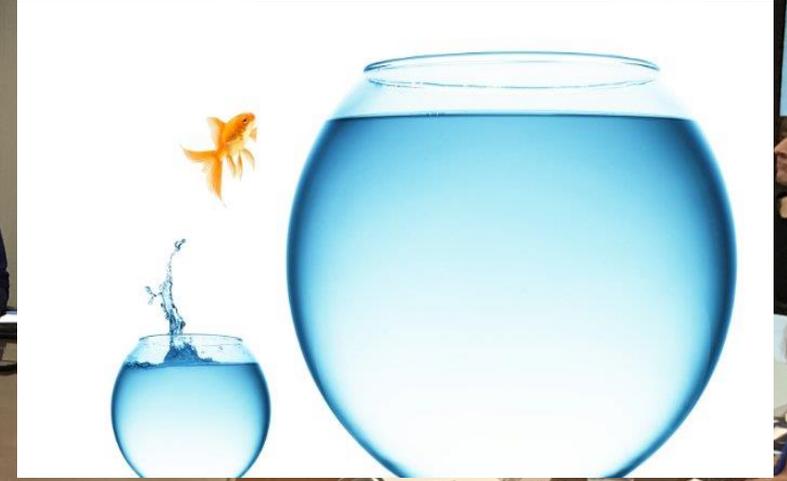
# Regulatory + Environment: Be Flexible

- 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



# 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

A group of diverse people, including men and women of various ages, are walking across a grassy area. In the background, there are several houses, including a prominent yellow house with a red roof. The scene is set outdoors with bare trees, suggesting a cool season. A large blue diagonal overlay covers the right side of the image, containing the text.

## Presentation Outline

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

# 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

**E**QUITABLE  
**E**CONOMIC  
**D**EVELOPMENT  
**F**ELLOWSHIP

**NLC** NATIONAL  
LEAGUE  
OF CITIES

CITIES STRONG TOGETHER



## Thank you to the following people for assisting our panel:

Sharon Adams, Walnut Way | Rayna Andrews, Feeding America Wisconsin | Deshea Agee, King Drive Business Improvement District | Diane Beckley, St. Ann's Intergenerational Care Center | Martha Brown, City of Milwaukee | Jennifer Casey, Fondy Food Center | Ald. Milele A. Coggs, 6<sup>th</sup> Aldermanic District, Milwaukee Common Council | Frank Cumberbatch, Bader Philanthropies | Sara Deleiden, MKE/LAX | Carolyn Esswein, UWM School of Architecture | Sakuri Fears, LISC Milwaukee | Danita Graham, ACRE/Nubian3 Consulting | Bria Grant, ACRE | Kalan Haywood, Vanguard Group | Ben Johnson, MLK Economic Development Corp. | Montavius Jones, City of Milwaukee | Bill Krugler, Milwaukee JobsWork | Ken Little | City of Milwaukee | Kristi Luzar, Urban Economic Development Association of Wisconsin | Natanael Martinez, City of Milwaukee | Rosie Mollica, Wisconsin Women's Business Initiative Corp. WWBIC | Kevin Newell, Royal Capital Group | Nikki Purvis, City of Milwaukee | Evan Reed, Greater Milwaukee Foundation | Krisann Reihben, LISC/Americorp | Leo Ries, Martin Luther King Economic Development Corp. | LaQuandra Shaw, Northwestern Mutual | Ald. Russell Stamper II – 15<sup>th</sup> Aldermanic District, Milwaukee Common Council | Sierra Starner-Hefron, City of Milwaukee | Donsia Strong-Hill, LISC Milwaukee | Venice Williams, Alice's Garden | ACRE 2016-2017 Class