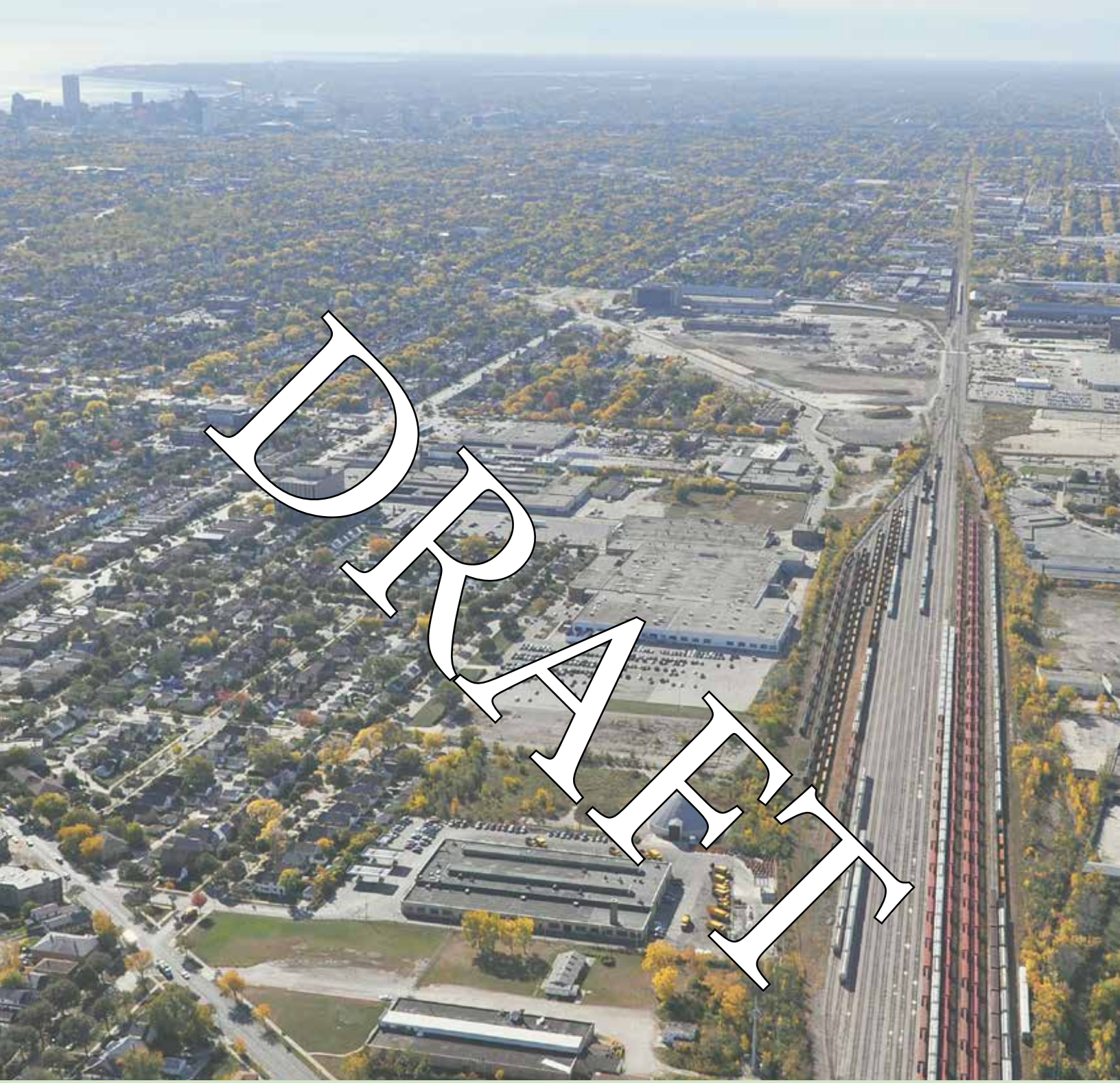

GROWING PROSPERITY

An Action Agenda for Economic Development in the City of Milwaukee

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in the City of Milwaukee

July 2014

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A special thanks to:

Bob Weissbourd and Gretchen Kosarko
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Pat O'Brien, Julie Granger, Bret Mayborne and Jim Zehner
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CC APPROVAL LETTER

Tom Barrett
Mayor, City of Milwaukee

June 30, 2014

The City of Milwaukee's economic development efforts have contributed to remarkable successes. In recent years the Menomonee Valley has been energized; the lakefront and downtown have been the sites of significant investment and transformation; and in neighborhoods from the far northwest side to the far south side positive change is taking place. Projects all across this City are confirming what we already knew: Milwaukee is a community with great potential.

This document, Growing Prosperity: An Action Agenda for Economic Development addresses a wide range of priorities. But most importantly, it prioritizes people. It recognizes that every willing worker ought to be connected to jobs and opportunity in our City. It recognizes that ambitious entrepreneurs should be encouraged and assisted. And, it recognizes that people who run established businesses in Milwaukee are the foundation of a large portion of our economy.

The development of this Action Agenda affirmed our belief that effective economic development requires partnerships. Government's work, by itself, is insufficient to carry our economy forward. We need private sector businesses, not-for-profit organizations, and strong citizen input if we are to realize our potential.

In drawing together this document, we relied on dozens and dozens of individuals who contributed their time, their perspectives, and their ideas. We worked in tandem with the Milwaukee 7 so that our efforts complement the region's economic development efforts. I thank everyone who helped bring this Agenda together.

Growing Prosperity is more than a title; it is a goal. With this Agenda, we have a clear path to take to reach that goal.

Tom Barrett
Mayor

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Executive Summary

Introduction

As the largest city in southeast Wisconsin, Milwaukee plays a pivotal role in the region's economic success. The recent *Framework for Economic Growth* developed by the Milwaukee 7 recognizes the city's unique position in the regional economy. In our current knowledge-based economy, markets and preferences have shifted in favor of regions that are socially and economically integrated over ones that are more fragmented. Thus, alignment between regional and city-based strategies and priorities is critical: both city and region must move forward together. However, while a healthy region is necessary for a healthy city economy, a strong region alone does not guarantee that the city will thrive. *Growing Prosperity: An Action Agenda for Economic Development in the City of Milwaukee* addresses the need for actions to be taken in the city itself—by city government and by others—to capitalize on regional strategies for growth so that the city can thrive in an increasingly global economy.

Growing Prosperity outlines a broad vision and principles, closely aligned with the goals of the M7 *Framework*, that will put the City of Milwaukee and its residents on a path to economic success. This Action Agenda explores four areas of focus: location-based opportunities, human capital development, entrepreneurship and innovation, and quality of life and place, and identifiies strategies to develop and capitalize upon these city-based strengths. Roughly half of the action items identified must be undertaken by departments within City government; the remaining actions will require partnership with some of the many businesses, nonprofits, and other organizations that work in the City of Milwaukee. These action items were developed by the City, in consultation with community participants, are meant to be inclusive and collaborative, and will succeed only with a high level of coordination.

Economic Conditions & Trends

A number of economic trends affect the city and regional economy. These include a shift in competition for business investment from intra-regional (between city and suburbs) to inter-regional (between different regions and even different countries); a return of some manufacturing to the U.S. as increasing international labor and transportation costs make outsourcing less profitable; changing workforce demographics; and higher fuel prices that make cities and regions with robust transport and shipping networks attractive.

Recent Milwaukee investment has responded to these trends. Examples of successful initiatives include the revitalization of the Menomonee Valley; ongoing investment in the 30th Street Corridor at Century City and in water technology in Walker's Point and the Inner Harbor; a thriving downtown with vibrant nightlife and abundant arts and entertainment options; redevelopment at the Pabst Brewery complex, Park East corridor, Northwestern Mutual, and lakefront interchange. As the home of the largest workforce in Wisconsin, an impressive collection of institutions of higher education, and engaged citizens, Milwaukee is poised to further capitalize on its strengths.

However, a number of metrics identify areas of weakness for Milwaukee. These include higher unemployment rates compared to the region and state, particularly among the city's minority populations; a growing inventory of City-owned foreclosed structures and vacant lots; disparities in education and income equality that break along racial lines; and transportation challenges that make it difficult for some segments of the population to get to work. The City also struggles to market itself effectively.

Economic development is often viewed as the practice of attracting new companies away from other cities and regions, but growing research shows that supporting existing local businesses is a much more effective way of fostering and maintaining economic growth. Moreover, economic growth typically occurs in particular clusters—groups of businesses that thrive together because of their concentration in a given location and with its competitive advantages—specialized suppliers, skilled workforce, good transportation, and interlocking networks of buyers and sellers who mutually support each other's businesses.

The Milwaukee 7 has identified five industry clusters that will drive future economic and job growth in the region. These "asset" clusters include (1) food and beverage processing, (2) power, energy, controls and automation, (3) water technology, (4) headquarters and business services, and (5) finance and insurance. City strategies must anticipate the needs of and help support the growth of these key industries. In addition, support industries that employ large numbers of Milwaukeeans such as health care, retail and hospitality, and business services must thrive in order for the city's residents to succeed.

Consultant Paul Brophy leads local stakeholders in a dicussion of economic growth principles and ideas.
(Source: Department of City Development / Planning)

VISION STATEMENT

City of Milwaukee government will reduce unemployment and poverty within the city and grow prosperity for its residents by partnering strategically with and leveraging the resources of community organizations, key asset industry leaders and private sector partners.

Principles to Guide Actions

The City convened a meeting of more than 130 community leaders and local stakeholders to develop and agree upon principles to guide the actions in this report. These principles are:

- Implement data-driven, place based strategies for development
- Take a balanced and equitable approach to business support
- Promote existing businesses with growth potential
- Develop a workforce prepared and poised for success
- Foster public-private partnerships to leverage resources, knowledge and innovation
- Ease the path to development
- Declare a positive vision for the city
- Build upon the city's existing quality of life and place-based assets
- Attract and nurture ecologically friendly businesses
- Adopt a customer-oriented approach

The strategies and actions in *Growing Prosperity* were developed with an eye to these 10 principles, and the principles will act as guideposts in future City policies related to economic growth.

Location-Based Opportunities

More than 500 acres of vacant industrial land exists in the City of Milwaukee, and some of this land is primed for redevelopment. In addition, more than 650 vacant commercial and industrial buildings exist within the city limits. Investment and revitalization of these sites represent an opportunity to capture regional economic growth within the city limits. However, such initiatives must be accompanied by transportation improvements that provide access to the jobs created in redeveloped locations. Vacant commercial and industrial buildings pose their own unique challenges, but also hold great opportunity for creative reuse by entrepreneurs, start-ups, and creative workers. Growing Prosperity outlines 10 action items organized within three strategies that will leverage the City's locational opportunities and support asset industry clusters and other segments of the local economy.

Strategy 4.1: Implement a data-driven, location-based approach to large site development.

4.1.1: Develop, maintain and publish a comprehensive list of available sites in the City of Milwaukee.

4.1.2: Maintain an inventory of 100 acres of "shovel ready" industrial land for development.

4.1.3: Return 500 acres of brownfield land to active, industrial use in 10 years.

Strategy 4.2: Anticipate future industry needs.

4.2.1: Regularly communicate with M7 and asset industry cluster organizations to learn more about their locational needs, and keep suitable Milwaukee sites on the radar.

4.2.2: Create a food innovation district or corridor in the City of Milwaukee.

4.2.3: Update analysis of industrial-zoned land within Milwaukee, to ensure that zoning regulations fit the needs of asset industry clusters.

4.2.4: Advocate for policy changes that promote investment in public transportation options.

4.2.5: Invest in infrastructure to promote efficient intermodal networks.

Strategy 4.3: Develop and promote neighborhood business opportunities.

4.3.1: Identify existing vacant building inventory and promote for alternative uses.

4.3.2: Explore and advance opportunities for home-based businesses in neighborhoods.

4.3.3: Explore and advance opportunities for live/work/sell space to support artists & entrepreneurs.

The Menomonee Valley is a prime example of successful location-based industrial development, at a large scale. (Source: Department of City Development)

Human Capital

Employed residents are the single most important ingredient in the city's economic health. Residents who hold jobs add value to the economy by using their skills to make their employers more competitive, and the wages they earn are recycled locally and regionally through expenditures for everything from houses and cars to restaurant meals. The City of Milwaukee has the single largest workforce of any municipality in Wisconsin, and has a higher workforce entry to exit ratio than the suburbs, meaning that city residents represent the future of the region's workforce.

The city faces a number of challenges in human capital: higher unemployment rates, particularly among minority populations; large numbers of potential workers lacking the technical and soft skills (e.g., punctuality, work ethic, etc.) needed to succeed in the workplace; and other barriers to employment such as lack of valid driver's licenses, lack of reliable transportation, or previous criminal records that discourage employers from hiring. The City of Milwaukee already has a number of organizations working in the human capital sphere; strategies focus primarily on building capacity and coordination between agencies, and offering programs and opportunities to help workers develop the skills needed to be successful in a job.

Strategy 5.1: Grow the workforce employers need.

5.1.1: Build on the success of the Mayor's Manufacturing Partnership and expand training opportunities by developing a Center for Advanced Manufacturing at Century City.

5.1.2: Align workforce development with growth opportunities in high-potential industry and employment clusters.

5.1.3: Expand internships, job shadowing opportunities, part-time summer jobs, and local high school career academies for college and high school students.

5.1.4: Develop a web site of opportunities for employers to become involved in job preparation activities that target local youth.

5.1.5: Investigate proven national models, such as Children's Savings Accounts and "Say Yes to Education" that change the educational aspirations of students of low-income families (see Figure 1).

5.1.6: Establish branding, events and internship opportunities designed to better connect students at Milwaukee post-secondary institutions with the assets and opportunities of the larger community, with the goal of retaining more graduates of local colleges.

Strategy 5.2: Expand efforts to assist the hardest to employ.

5.2.1: Appoint a to explore the establishment of an entity, similar to Homeboy Industries that creates jobs and provides support services for ex-offenders.

5.2.2: Challenge local employers to pursue hiring practices that are more inclusive of individuals with criminal backgrounds.

5.2.3: In partnership with the superintendent of Milwaukee Public Schools, spearhead a private fundraising effort to restore free driver's education classes in MPS and expand support for driver's license recovery efforts.

5.2.4: Vigorously advocate for public transportation improvements that connect Milwaukee residents with employment centers throughout the metro area.

5.2.5: Expand the State of Wisconsin transitional jobs programs.

Figure 1: Post-Graduation Plans for Milwaukee Public School Students, Class of 2012

	College	Vocational or Technical School	Job Training
Asian	51.6%	14.4%	0.8%
African American	36.3%	23.6%	0.5%
Hispanic or Latino	32.3%	21.2%	1.7%
White, Non-Hispanic	45.9%	13.7%	0.8%

Source: Wisconsin Department of Public Instruction, 2012

Entrepreneurship & Innovation

Two types of entrepreneurial activity are critical to Milwaukee's future. Innovative entrepreneurs create jobs and wealth by commercializing new ideas, or improving existing goods and services. Communities can support these types of firms by supplying capital investment; access to research and development, often through local academic institutions, the public library, and spaces in which to interact and share ideas with others. Replicative entrepreneurs form businesses that market products and services to local markets. These businesses identify access to capital as a top concern. Since such businesses are often very small, communities can support them by simplifying processes of permitting and licensing, and providing technical assistance to improve business practices.

Strategy 6.1: Define clear pathways to business creation and expansion.

6.1.1: Develop regulation roadmaps for start-ups.

6.1.2: Reuse vacant City-owned commercial properties to foster start-ups in central city neighborhoods.

6.1.3: Establish a Local Business Action Team within City government to focus on improving service to business.

6.1.4: Outstation City staff with local entrepreneurship development organizations to provide direct assistance.

Strategy 6.2: Maximize the effectiveness of local technical assistance providers.

6.2.1: Invite Kiva to partner with City government and local organizations to develop micro-lending to small businesses.

6.2.2: Encourage all organizations that assist businesses to list their services on a common forum.

6.2.3: Improve communication between City agencies and the intermediaries who provide service and technical assistance to local businesses.

Strategy 6.3: Support Milwaukee's entrepreneurial culture.

6.3.1: Develop and host annual "Entrepreneur Week" to showcase local talent and resources.

6.3.2: Introduce principles of entrepreneurship to Milwaukee students.

6.3.3: Foster an "Artist Entrepreneurial" city by supporting artists and creative entrepreneurs.

6.3.4: Evaluate City regulations to ensure they facilitate the occupancy of shared work spaces, live/work spaces, and research and development activities.

Flying Car is an annual conference organized by MiKE that showcases entrepreneurship and innovation. Action Item 6.3.1 proposes working with MiKE to develop an annual Mayor's Entrepreneur Week (Source: MiKE - Innovation in Milwaukee)

Quality of Life & Place

Quality of life and quality of place matter in attracting and retaining skilled workers and employers to Milwaukee. Quality of life improvements also impact the health, well-being and enthusiasm of the residents of Milwaukee neighborhoods. Milwaukee's rich collection of cultural, entertainment and institutional resources adds value to the entire region. The city boasts a dense, walkable and exciting urban environment with historic buildings and beautiful architecture; the best access to services and transit of any community in the state; vast educational and healthcare choices; acres of parks and miles of bike lanes and dedicated trails; a vibrant nightlife; and numerous festivals, street fairs and cultural events year-round. At the same time, Milwaukee offers a lower cost of living relative to nearby Madison, Chicago, and many of its peer cities across the country.

Strategy 7.1: Enhance quality of life and opportunity.

7.1.1: Establish a Quality of Life Council.

7.1.2: Adopt a Quality of Life Plan.

7.1.3: Establish a Quality of Opportunity Blueprint.

7.1.4: Use creative placemaking and special events to establish places and activities in the city where all segments of our community can interact.

7.1.5: Implement ReFresh Milwaukee plan to make Milwaukee a more environmentally sustainable city.

7.1.6: Support the continued implementation of catalytic projects identified in the Milwaukee area land use plans.

Strategy 7.2: Strengthen and enhance neighborhoods and civic leadership.

7.2.1: Help to fully resource affinity groups like NEWaukee and FUEL Milwaukee that engage younger Milwaukeeans in civic life.

7.2.2: Encourage and support organizations that engage in neighborhood improvement.

Strategy 7.3: Enhance the impact of neighborhood investments.

7.3.1: Develop a menu of intervention strategies targeted to the different neighborhood categories identified by the Market Value Analysis.

7.3.2: Seek alignment among the many actors working to improve Milwaukee neighborhoods.

Strategy 7.4: Build Milwaukee's brand.

7.4.1: Promote Milwaukee as America's most water-centric city.

7.4.2: Establish an aggressive neighborhood marketing campaign.

7.4.3: Leverage opportunities linked to growing Chinese interest in Milwaukee.

7.4.4: Create and distribute a Milwaukee marketing tool kit for use by local businesses.

Lincoln Memorial Drive, looking south towards downtown Milwaukee. (Source: Department of City Development)

A Path Forward

Growing Prosperity outlines 47 action items across 12 strategies that will build upon the community's many existing assets, and help the City of Milwaukee and its partners move toward economic prosperity for all its residents. While many of the action items in this report may seem small or incremental, combined they will make an impact on the City's economic landscape and poise the city and its residents for future success.

In order to implement this Action Agenda, the City will work closely both internally and externally with its partners to align program goals and activities to support the strategies outlined in *Growing Prosperity*. On March 25, 2014, the Department of City Development (DCD) convened a meeting of organizational partners to identify points of alignment on the strategies contained in the Action Agenda. Further, on April 6, 2014, DCD brought together City employees and department heads to discuss how internal activities could be aligned with *Growing Prosperity*. In both instances, these meetings were a starting point for future discussions and coordination among various City departments and between City government and outside organizations.

Establishing a baseline and defining metrics are the first steps in measuring the success of the City's economic development efforts. One element of the baseline has already been developed: the Market Value Analysis (MVA) done by The Reinvestment Fund using 2012 data provides a baseline to measure the city's housing markets and neighborhood conditions.

The City will establish a dashboard, populated with key metrics that it will publish annually, to measure and report success and determine where improvements are still needed. The City will also continue proactively to reach out to the outside organizations identified as partners and leads in the strategies and action items to ensure both City and organizations are moving forward together in implementing the initiatives in this report.

The City has identified 9 metrics to track progress and economic growth. The metrics are:

- Population change, especially focused on central city areas
- Business start-ups
- Median household income
- Percent of workforce employed in manufacturing
- Percent of workforce employed in key growth industry clusters
- Unemployment rate
- Total population poverty rate; poverty level as a share of MSA
- Acres of developable industrial land available and redeveloped
- Neighborhood market conditions

The recently renovated Intermodal Station provides good regional connections via Greyhouse and Amtrak. (Source: Department of City Development / Planning)

CHAPTER 1

Introduction & Overview

1.1 Introduction

At this juncture in its history, the City of Milwaukee finds itself at a critical decision point. While it is graced with tremendous natural, business and human assets, the city must find a way to position itself to capitalize on these assets, compete in a global economy and capture its share of growing markets at home and abroad. As the U.S. economy recovers from the Great Recession and manufacturing returns to American shores, Milwaukee residents and their elected leaders, businesses and institutions have the chance to define a bold economic path forward, one that advances the Milwaukee 7 economic goals for the Southeast Wisconsin region, supports key industry asset clusters, closes racial and socioeconomic gaps, builds on existing strengths, and creates opportunity for all who call Milwaukee home.

The economies of the City of Milwaukee and the greater Milwaukee region are interdependent and fundamentally intertwined. A robust regional economy supports a healthy city economy and vice versa; but the benefits of economic growth are not always distributed equally among citizens or evenly among municipalities, districts and neighborhoods. In short, even though Milwaukee is a key part of the region and contributes substantially to the powerhouse it has become, that in itself does not guarantee that the city will thrive. Economic growth in the region does not guarantee similar prosperity in the central city. For residents without access—transit to get to a job, skills training, information on hiring—jobs in a neighboring suburb might as well be jobs in another state. The much needed benefits of economic development do not trickle over, nor do they trickle down.

In our knowledge-based economy, markets and location preferences have shifted toward regions that are socially and economically integrated and supportive of creative sectors. To align with this trend and capture these markets, both city and region must move forward together. *Growing Prosperity* proposes critical actions to be taken—in alignment with regional strategies for growth—to support job creation, innovation, and reduce economic disparities, and set the city on a path toward prosperity in an increasingly global economy.

In 2013, Milwaukee 7, the regional economic development organization for the City of Milwaukee and seven surrounding counties, completed a framework for regional economic growth based on the metropolitan business plan model developed by the Brookings Institution and RW Ventures.[1] The City's economic development strategy complements and nests within this regional framework, while focusing on the outstanding opportunities for growth and particular priorities for development within the city limits.

The city has much on which to build. In contrast to many traditional industrial U.S. cities, Milwaukee's population has remained stable and has even grown slightly from 2010 to 2012.[2] The housing market is strong in many city neighborhoods, particularly near the city's core; the Menomonee

Valley has been reinvigorated with new manufacturing firms; the University of Wisconsin-Milwaukee has a major research emphasis in business and emerging markets; the commercial real estate market was up at the end of 2012; and residential property values are finally stabilizing.[3]

Milwaukee also has a high livability index with significant cultural and recreational assets: national sports teams; entertainment options in professional theater, live music, comedy, performance arts and dance; iconic museums; a delightful range of tourist events (brewery tours to Harley-Davidson reunions); an unrivaled festival season; a renowned park and trail system; world-class museums, major universities, liberal arts and technical colleges; engaged clubs and civic organizations; long-standing ethnic and religious communities; and a well-trained, well-educated workforce. For one of the 10 coolest cities in the Midwest, Milwaukee has a surprisingly low cost of living.[4] Ultimately, Milwaukee offers a lot of bang for the buck, but this needs to be better communicated. We are brewing more than just beer in the Brew City. We are brewing innovation and creativity; manufacturing; freshwater science; and tech-ready research and engineering.

Milwaukee is one of the 30 largest cities in the U.S. and like many of its counterparts has serious challenges—pockets of poverty, underfunded infrastructure, deferred investment in former "red lined" areas, and disinvestment in areas that have been "left behind." Some of these challenges are more intractable than others. Yet, the best cure for disinvestment is the return of activity, population and the invigorating re-investment that occurs as a result.

1.2 Creating an Action Agenda

In spring of 2013, Mayor Tom Barrett convened a group of community leaders and stakeholders to begin the process of developing an action agenda for economic development in the city. The group included diverse, engaged, civic-minded individuals representative of different economic sectors and points of view: philanthropic, business and neighborhood leaders, workforce developers, city staff, young professionals, successful entrepreneurs and others—in total more than 130 participants. This group was engaged to strategize development priorities and to help develop and provide ways to support the 10 Principles to Guide Actions set forth in Chapter 3.

As a key part of the process, these stakeholders were asked to participate in smaller, focused working groups to share their knowledge and experience and to use their insights to help inform *Growing Prosperity*. Individuals were broken into groups based on their expertise and discussed topics such as location-based opportunities, human capital investment, entrepreneurship and small business support, and quality of life and place: all elements essential to a vibrant and thriving economy.

The downtown Milwaukee lakefront, including the world-class Milwaukee Art Museum, Discovery World, and the Henry W. Maier Festival Park. (Source: Department of City Development)

The groups were also asked to brainstorm some of the challenges facing residents of Milwaukee's inner city, such as: how to find and afford job-specific training; how disadvantaged workers can compete in an increasingly competitive labor market; barriers to "networking" and applying for a job; and how job training coupled with economic growth can be less fragmented,

Mayor Tom Barrett and stakeholders discuss principles to guide actions at a March 15, 2013 plenary session held at the Milwaukee Public Library's main branch. (Source: Department of City Development / Planning)

more streamlined and better coordinated. Many of the strategies and recommendations presented in *Growing Prosperity* are a direct result of these group discussions.

The strategies and actions outlined in the following chapters are ambitious, but through a focused effort and collaborative approach among the various organizations and stakeholders identified, these sets of actions can advance the City of Milwaukee's position within the larger region, the U.S. and the world, and place it on a path to continued growth and prosperity for a broader range of its residents, institutions, manufacturers and businesses.

Endnotes for Chapter 1

1. Muro, Mark and Robert Weissbourd. "Metropolitan Business Plans: A New Approach to Economic Growth." Brookings Institution, April 2011.
2. U.S. Census Bureau, 2010 Summary File 1: 2012 American Community Survey 1-Year Estimates.
3. City of Milwaukee Assessor's Office, 2013.
4. Lin, Chelsea. "10 Coolest Cities in the Midwest." MSN, January 2013 <http://local.msn.com/travel/ escape-and-in-spire/slideshow.aspx?cp-documentid=255893633> Accessed on 10 December 2013.

1.3 Action Agenda Overview

This document is divided into eight chapters:

- **Chapter 1** introduces the Action Agenda's context and process, and provides a chapter overview.
- **Chapter 2** summarizes the current national and local economic trends and conditions that affect the city today and will affect its actions moving forward.
- **Chapter 3** describes the city's unique role within the regional economy, and outlines the 10 principles that guide the actions outlined in this plan.
- **Chapter 4** explores the many location-based opportunities the city has, its current infrastructure assets and needs, and sets forth a strategy to leverage available development sites in concert with the industry clusters for which they are most suited.
- **Chapter 5** identifies the human capital challenges and opportunities in the city, and outlines strategies to support the city's workforce, address employment challenges, and position workers for future prosperity.
- **Chapter 6** defines strategies to encourage and support the city's existing small businesses and budding entrepreneurial culture.
- **Chapter 7** looks at the city's quality of place and quality of life, and identifies ways to build upon existing amenities and market Milwaukee as an exciting and desirable place in which to live.
- **Chapter 8** identifies partners, ways to measure success, and sets a path for implementation.

CHAPTER 2

Economic Conditions

2.1 Introduction

In order to chart a path forward for the City of Milwaukee, an analysis of where the city currently stands is needed. This chapter outlines the national and global trends affecting the city and region, describes the local conditions the city faces today, and defines the five asset industry clusters identified by the Milwaukee 7, as well as other large employment sectors in the Milwaukee region, upon which strategies for the city must be built.

2.2 Global & National Trends

The City of Milwaukee and the region exist in a global economy, and both must respond and adapt to global trends. While the city's main competition for growing businesses and attracting residents may appear to be primarily the suburbs (and there is still some validity to this), increasingly competition comes from other regions in the U.S. and around the world. Over the past few years, the national economy has undergone fundamental transformations in manufacturing and the role of technology. Increasingly, U.S. based manufacturing is advanced manufacturing, utilizing progressively more sophisticated technologies. These and other global trends may be leading to a resurgence of manufacturing in the U.S.; in fact, some evidence indicates that China no longer has clear economic advantages for manufacturing.[1]

Changing demographics are transforming the labor market, making it more challenging for employers to find the workers they need to expand their businesses. From 1940 until 2000, the U.S. labor market grew rapidly as women entered the workforce in large numbers. In 2000 this trend peaked. The combination of an aging population and stricter policies on immigration, has led to slower growth in the labor force and a difficult environment for businesses to meet their employment needs. Milwaukee's underskilled workers must seek out (and be able to afford) the additional training they need to match the job-specific skills needed by employers. Additionally, Milwaukee's unskilled workers need to acquire the basic math and literacy skills required to undertake technical training programs.

These shifts in human capital create a paradox, where unemployment remains elevated even as employers report difficulty filling job openings.[2] Although the official national unemployment rate has improved since 2008, standing at 6.3% as of April 2014, this figure does not reflect the full working-age population. Adding discouraged and marginalized workers to the figure (i.e., those wishing to work but no longer seeking employment) unemployment increases to 8.2 percent. Additionally, 7.5 million people reported themselves to be underemployed: working part-time but still seeking full-time work.[3] Often, available labor exists, but a mismatch occurs when individuals do not have the skills or experience needed, or the ability to relocate, for the jobs employers are looking to fill.

In the wake of the Great Recession and mortgage foreclosure crisis, a number of factors have made it difficult for new and existing businesses to access

capital. Financial institutions have become more conservative about lending. Large companies that are capital rich have refocused on internal capitalization and growing shareholder dividends. The stock markets have been aggressive as ever (posting record highs), but those benefits have not trickled down to main street.

Even after attempts by the Federal Reserve to loosen up credit markets, loans to small businesses remain scarce: in 2012, the number of U.S. small business loans declined 2.7% from the previous year and the dollar amount of small business loans declined by 3.1 percent.[4] In many cases the dollar amount banks award loan applicants falls well below the amount requested: according to a poll conducted by the New York Federal Reserve in spring 2012, only 13% of small business loan applicants received the full amount they had sought. Between 2008 and 2010, more than 170,000 small businesses shut down, in many cases due to an inability to secure sufficient capital.[5]

Several factors are boosting the much-touted global reshoring of manufacturing jobs. Fuel prices have increased 50% in the past 10 years, and are likely to remain high or even increase more in the future.[6] Rising fuel prices, combined with changing foreign labor costs, are causing many companies to reconsider where to locate and expand operations. The cost savings that incentivized large-scale outsourcing of manufacturing jobs to developing nations have diminished significantly as their transportation costs and wages increase—particularly in China—potentially making domestic production more attractive.

Moreover, social unrest and political instability have increased the cost of doing business in some overseas markets. For high-skilled, higher wage manufacturing companies, the U.S. may again be the preferred place to locate, and due to uncertainty in fuel prices, those regions that have a competitive infrastructure advantage—comprehensive systems for trucking, rail and shipping—may be better positioned to reap the benefits of this shift.[7]

Between 2012 and 2013 U.S. metropolitan areas grew by 2.3 million people: nearly 85% of the U.S. population now lives in cities and their surrounding suburbs.[8] Milwaukee is poised to reap considerable benefit from this demographic shift, including an in-migration of young households, empty nesters, childless couples and single-member households, and their amenity preferences for a broad range of cultural and entertainment options, adult learning opportunities, social hotspots and leisure pursuits. For the preferences of these groups, the suburbs fall short, with the notable exception of suburbs that are "embedded' in Milwaukee or nestled in the city's borders.

2.3 City Economic Conditions

Location-Based Opportunities

The city has much on which to build. As shown in Figure 2.1, Milwaukee is strategically located in the center of the Great Lakes region, and is within 500 miles of nearly 75 million Americans. Revitalization of the Menomonee Valley has attracted 35 manufacturing companies and more than 4,700 family-supporting jobs back to the city and business there is thriving;[9] the former 74-acre A. O. Smith-Tower Automotive site on the city's near north side has been remediated and prepared for new industrial investment; and in the Walker's Point neighborhood the former Reed Street rail yards are ready to see new water technology investment, in concert with The Water Council and new Global Freshwater Seed Accelerator as they expand operations.

Milwaukee has a long history of manufacturing. It is one of the leading regions in the U.S. for manufacturing, with the second largest percentage of its workforce employed in manufacturing, and has concentrations in advanced manufacturing, power, energy and controls, food and beverage production, and water technology.[10] The region also has lower-cost industrial real estate than other regions, strong infrastructure, and moderately priced utilities, all of which are attractive to industry. Manufacturing is vitally important to Milwaukee because manufacturing jobs have high employment multipliers: that is, each manufacturing job helps to support two to three additional jobs in the economy. Though manufacturing jobs used to provide those with limited formal education the opportunity to earn

better wages, today's positions often require both formal education and technical training.[11]

For the last 25 to 30 years, many manufacturing firms have found cost advantages in moving production offshore. However, according to a Boston Consulting Group study, by 2015 it may be more economical for some companies to remain or expand in the U.S. instead of offshoring.[12] Higher worker productivity, low transit and utility costs, and short time to market hubs make Milwaukee an attractive place for manufacturing. In fact, according to a recent analysis, the industrial real estate market in the city and region continues to strengthen, with impressive absorption rates and low levels of vacancy.[13]

Milwaukee is seeing a considerable benefit from demographic shifts (young households, empty nesters, childless couples and single-member households) and their amenity preferences for a broad range of cultural and entertainment options, adult learning opportunities, social hotspots and leisure pursuits. The city has a strong and growing downtown: bars and restaurants are thriving on Water, Milwaukee, and Old World Third Streets; the Grand Avenue Mall is seeing new life in creative workers and arts-oriented groups; cutting-edge developments like the Moderne and the Pabst Brewery redevelopment are revitalizing blocks west of the river; and over the next few years a new Northwestern Mutual headquarters, a redesigned I-794 interchange, and other developments will change the face of the city's lakefront.

Milwaukee still has old-style, walkable neighborhoods that cluster everything one wants and needs in one desirable package—grocery, hardware store, pharmacy, bakery, theater, bookshop, bike shop, tavern, cleaners, mom-and-pop businesses of all flavors and colors, plus parks, schools and libraries.

Figure 2.1: Cities within 500 Miles of Milwaukee

Source: Department of City Development / Planning

Human Capital Development

The face of Milwaukee's population has changed dramatically in the past three decades, as shown in Figure 2.2. In 2000, Milwaukee became a majority-minority city, with the white population making up less than 50% of the total city population.[14] The non-white, Asian and Latino populations have continued to grow in the first decade of the 21st Century.[15]

Moreover, as Figure 2.3 shows, households in Milwaukee, particularly the city's non-white and Latino households are, on average, younger than residents of the region as a whole, and more likely to be of prime working age. The City of Milwaukee has a younger population with higher rate of entry into the workforce than the region, which means that city residents have the potential to drive the region's future workforce.[16]

Although the region's unemployment rate is below the national average, unemployment in the city is higher and jobless numbers overall remain elevated since the Great Recession. At its peak in 2010, the unemployment rate in Milwaukee was 15.8%; as of December 2012, it had dropped to 13.1 percent. This is higher than the regional rate of 8.0% and puts Milwaukee squarely in the middle compared to other traditional manufacturing cities as shown in Figure 2.4.[17] When the city's unemployed are removed from the regional data, the regional unemployment rate drops to 5.4%, suggesting that unemployment in the city makes up a significant portion of the regional jobless numbers. The March 2014 unemployment rate for the region stands at 6.9 percent.[18]

Unemployment has disproportionately affected minorities and lower skilled workers. Among African American and Latino populations, jobless rates are markedly higher than the aggregate.[19] These trends are exacerbated by the concentration of poverty within the city limits. According to the Brookings Institution, 71% of those living in poverty in the Milwaukee area were in the City of Milwaukee.[20] In fact, the city is the 9th most impoverished big city in the U.S., with nearly 30% of all residents living below the poverty line.[21]

American Community Survey estimates put the city's official poverty rate at 27.0% for the period 2007-2011, which is 15 points higher than the state rate and 17 points higher than the rate for the seven-county region for the same period. Among minority populations, poverty rates are even higher: 28.8% of Latinos and 37.8% of African Americans in the city lived below the poverty rate. This means that nearly twice as many Latinos and nearly three times as many African Americans are in poverty compared to the white population. However, these race-based disparities are a national trend as shown in Figure 2.5, particularly in the nation's legacy manufacturing cities.

Figure 2.2: Racial and Ethnic Composition

	City of Milwaukee			Wisconsin	U.S.
Race/Ethnicity	1990	2000	2010	2010	2010
White, non-Hispanic	60.8%	45.4%	37.0%	83.3%	63.4%
African American	30.2%	36.9%	40.0%	6.3%	13.1%
Hispanic or Latino	6.3%	12.0%	17.3%	5.9%	16.7%
Asian	1.8%	2.9%	3.5%	2.3%	5.0%
Other	0.9%	2.8%	2.2%	2.2%	1.8%

Source: U.S. Census Bureau, 1990-2010

Figure 2.3: Median Age by Race/Ethnicity

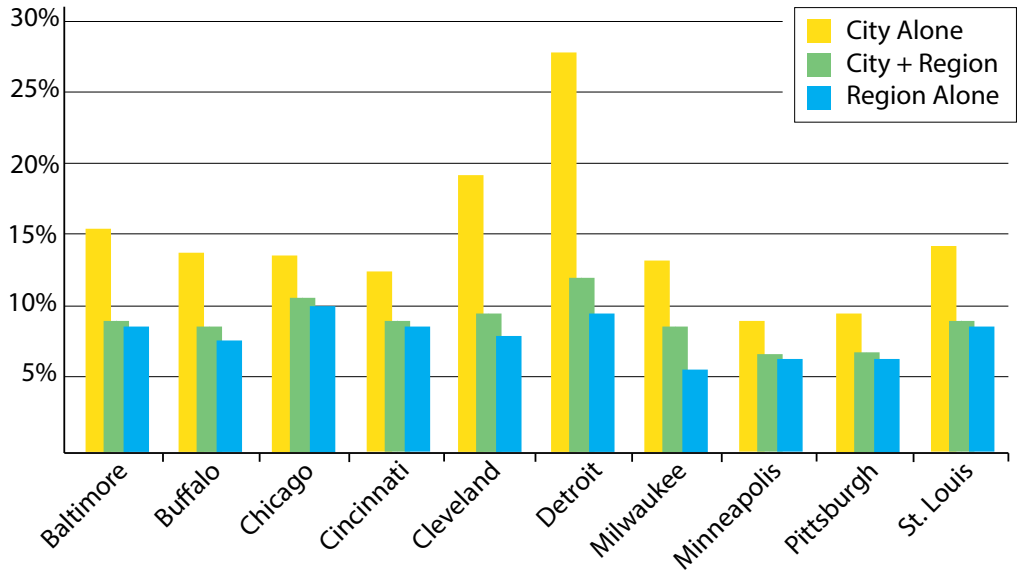
	Average	White	African American	Asian	Hispanic or Latino
City of Milwaukee	31.0	35.3	28.3	26.5	25.1
Milwaukee Region	37.0	40.9	28.4	29.0	24.5

Source: U.S. Census Bureau, 2010

Not surprisingly, median household income also breaks along racial and ethnic lines. In 2012, statewide household incomes closely aligned with national averages. The region, on the other hand, was divided, with the more affluent suburban counties like Waukesha and Ozaukee having markedly higher median household incomes ($72,364 and $75,170, respectively) as compared to $34,042 for the city.

The breakdown is even more pronounced within the city: Latino and African American households have median incomes that are

Figure 2.4: Unemployment Rates in Peer Cities and Regions, 2012



Source: American Community Survey, 2012

30% and 45% lower, respectively, as compared to white households.[22] Figures 2.6 and 2.7 show that the city lags behind both the nation and the region in poverty and median household income. They also show greater disparity by race and ethnicity.

Entrepreneurship & Innovation

Milwaukee has one of the lowest rates of entrepreneurship among America's largest metro areas. With only 7.9% of the region's adult population self-employed, the Milwaukee region is tied for last place with Buffalo, NY and is 2.3% below the national average for self-employment.[23] In fact, in 2013, just 170 businesses were created for every 100,000 adults in Wisconsin, ranking it 45th in entrepreneurship in the U.S. Venture capital generation was similarly lackluster: Wisconsin businesses raised just under $36 million in 2013; neighboring states Michigan and Minnesota raised three and seven times as much, respectively, in the same period.[24]

The Milwaukee region also struggles to retain talent. IRS data on income migration indicates that while personal incomes are growing in Southeastern Wisconsin, those with higher incomes are leaving. From 2005 to 2006, for example, households leaving the M7 region earned $400.2 million more in personal income than those moving to the region.[25] This suggests that workers who earn higher incomes—and presumably hold higher education credentials—are leaving the city and region faster than they are moving in. This income, however, is not migrating far: the largest income flows out of the metro Milwaukee area are going to counties just outside of the M7 region, and elsewhere in Wisconsin.[26] Stemming these flows and keeping income and talent in the city are vitally important to fostering the Milwaukee's entrepreneurial culture.

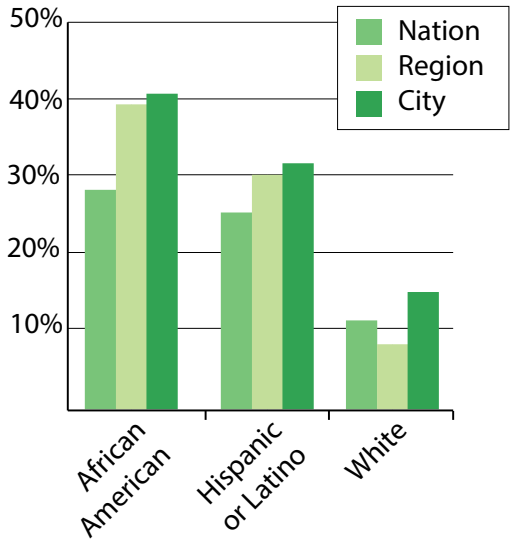
Figure 2.5: 2012 Unemployment by Race/Ethnicity

Race/Ethnicity	Unempl. Rate
United States	
White, non-Hispanic	7.6%
African American	16.8%
Hispanic or Latino	11.4%
Milwaukee MSA*	
White, non-Hispanic	5.6%
African American	20.2%
Hispanic or Latino	10.5%
Milwaukee City	
White, non-Hispanic	7.7%
African American	21.2%
Hispanic or Latino	11.0%

**Metropolitan Statistical Area (MSA) is not equivalent to M7 Region*

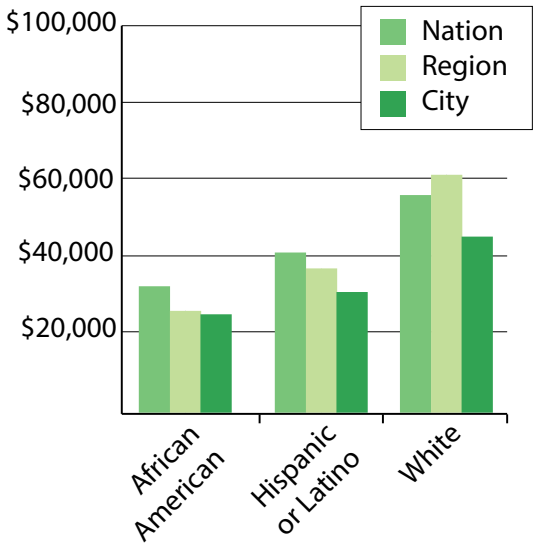
Source: American Community Survey, 2012

Figure 2.6: 2012 Poverty Rates for U.S., Region and City by Race/Ethnicity



Source: American Community Survey, 2012

Figure 2.7: 2012 Median Household Income for U.S., Region and City by Race/Ethnicity



Source: American Community Survey, 2012

Quality of Life & Place

Milwaukee has a great quality of life, especially attractive to millennials and empty nesters. The greatest recent threat to that quality of life has been the foreclosures that resulted from the banking crisis of 2008. The City has taken ownership of nearly 1,300 foreclosed structures and more than 2,200 vacant lots. The City is working on innovative strategies to reduce its inventory of vacant and foreclosed properties and more efficiently manage the ones it continues to hold, but these properties lower area property values, drain city resources and depress the city's tax base. Moreover, these properties negatively affect the perception of neighborhoods: blocks with significant vacancy due to foreclosure present as unstable and unsafe, discouraging people from visiting, businesses from establishing, and driving current residents to leave.

Although the challenges of foreclosed and vacant property cannot be ignored, when compared to other older industrial cities, Milwaukee is faring quite well: Figure 2.8 shows that cities like Cleveland, Pittsburgh and Buffalo have proportionally more abandoned buildings and vacant lots, and some relatively strong cities like Chicago and Miami are contending with higher levels of foreclosure.[26]

Moreover, many of Milwaukee's neighborhoods remain strong. A market value analysis conducted by The Reinvestment Fund in 2013 showed that nearly half of Milwaukee neighborhoods (measured at the Census block group level) had stable or strong market conditions.[27] There are also signs of improvement: although 13 of the city's 15 Aldermanic districts saw property values continue to fall in 2013, the magnitude of the drop has been shrinking, suggesting that values are stabilizing. Commercial values were up nearly 3 percent.[28] As shown in Figure 2.9, compared to other similar regions, metropolitan Milwaukee falls in the middle: home values were up 4.6% in the year-over-year category (2013 over 2012) compared to a national average increase of 7.1 percent.[29]

Milwaukee continues to be one of the nation's most racially segregated[30] cities, as shown in Figure 2.10. According to a 2011 analysis, Milwaukee ranked number one as the nation's most segregated city over population 500,000, with a dissimilarity index score of 81.52. The dissimilarity index is a measure used by social scientists to gauge residential segregation based on various demographic data from the U.S. Census Bureau.[31] The Milwaukee region's very low rate of minority suburbanization (particularly African American suburbanization), the lowest in the nation, is a key factor in these patterns..[32]

Figure 2.8: Vacant Housing Units, Vacant Land, and Foreclosure Rates in Peer Cities, 2013

City	Percent Vacant Housing Units	Rank	Percent Vacant Land	Rank	Foreclosure Rate	Rank
Baltimore	17.5%	6	1.9%	7	5.4%	9
Buffalo	17.8%	5	10.0%	3	5.7%	8
Chicago	13.2%	8	5.0%	5	10.6%	3
Cincinnati	18.4%	4	1.0%	9	7.1%	5
Cleveland	22.8%	2	6.0%	4	12.7%	2
Detroit	31.0%	1	17.3%	2	16.0%	1
Milwaukee	*10.2%*	*9*	*1.8%*	*8*	*9.9%*	*4*
Minneapolis	7.4%	10	2.0%	6	5.9%	7
Pittsburgh	13.7%	7	-	-	4.7%	10
St. Louis	20.1%	3	20.0%	1	6.0%	6

Source: American Community Survey, 2012; Brookings Institution; U.S. Dept. of Housing and Urban Development

These demographic disparities create significant barriers to the economic success of the city and the region, and any strategies developed for city or regional economic growth will need to address and at least attempt to mitigate these race-based disparities.

2.4 Industry Asset Clusters

Economic development is often viewed as the practice of attracting new companies away from other cities and regions, but growing research shows that supporting existing local businesses is a much more cost-effective way of fostering and maintaining economic growth. Moreover, economic growth typically occurs in particular clusters—groups of businesses that thrive together because of their concentration in a given location and with its competitive advantages. Clusters succeed through the development of specialized suppliers, skilled workforce, good transportation, and interlocking networks of buyers and sellers who mutually support each other's businesses.

A key element of this economic growth plan is to identify ways in which the City and other stakeholders can support particular clusters in the local economy and help them to thrive. The Milwaukee 7 has identified five industry clusters that will drive future economic and job growth in the region. These "asset" clusters or potential growth engines include:

- food and beverage processing
- power, energy, controls and automation
- water technology
- headquarters and business services
- finance and insurance

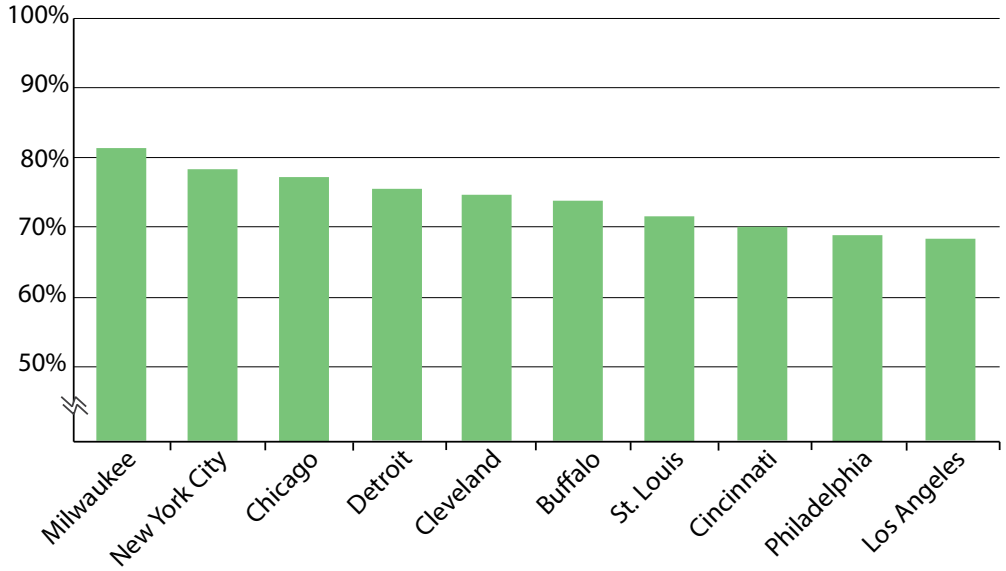
These five asset clusters benefit from strong internal organization and high location quotients. A location quotient (LQ) is a measure of the relative concentration of an industry sector in a region relative to the U.S. as a whole. High LQs for the asset clusters above indicate that the Milwaukee region has a strong competitive advantage in these industry sectors over other regions.[33]

Figure 2.9: Housing Price Trends for Peer Cities, December 2013

City	Month Over Month	Quarter Over Quarter	Year Over Year
Baltimore	0.4%	1.3%	5.7%
Buffalo	0.7%	2.0%	4.3%
Chicago	0.9%	2.9%	9.5%
Cincinnati	0.5%	1.7%	5.4%
Cleveland	-0.1%	-0.1%	2.5%
Detroit	1.7%	6.2%	23.2%
Milwaukee	*0.3%*	*0.6%*	*4.6%*
Minneapolis	0.7%	2.4%	11.1%
Pittsburgh	0.5%	1.4%	5.9%
St. Louis	-0.8%	-1.4%	-1.6%

Source: Zillow Home Value Index, calculated December 19, 2013

Figure 2.10: Top 10 Most Racially Segregated U.S. Regions, by Dissimilarity Index



Source: Brookings Institution; University of Michigan Social Science Data Network

The success of the regional economy and the city's economy at its center will hinge on how well future policies and actions align with the needs of these industries and the extent to which strategies support their financial health and development.

Advanced Manufacturing: Energy, Power, Controls and Automation

The U.S. spends more on energy than any other good—more than $1.3 trillion per year. Energy, power and controls (EPC) is a highly developed, export-intensive cluster in the Milwaukee region, with an aggregate location quotient of nearly 3.75. EPC includes jobs and companies that are involved in energy generation, transmission, distribution, storage, research, and management. Regionally, EPC employs nearly 19,000 employees across more than 200 establishments.[34]

Headquartered in Milwaukee, M-WERC, the Midwest Energy Resource Consortium, is one of America's largest EPC clusters and is the organization that represents and supports local EPC industries by focusing on innovation, market and industry development, public policy, workforce development, and strategic collaboration. Industry sectors that make up the EPC cluster are expected to see strong growth through 2020.

Advanced Manufacturing: Food and Beverage

The Milwaukee region benefits from its geography: located between abundant fresh water and some of the country's most fertile agricultural lands, Milwaukee has a long and successful history of food and beverage production and distribution.

The food and beverage cluster, which includes food production, food ingredients, functional foods, organics and locally grown foods, is increasing both in regional concentration and export activity. The Southeastern Wisconsin region has more than 300 food and beverage manufacturers that employ nearly 14,000 workers. The cluster has a regional location quotient of 1.2, one of the strongest concentrations among U.S. markets, and accounts for nearly 10% of the overall manufacturing sector in the region. Additionally, nearly 6,800 regional

Figure 2.11: Energy, Power and Controls Location Quotients and Projected Growth

Cluster Segment	Regional Location Quotient (2012)	Projected Annual Growth (2010 - 2020)
Electrical Equipment	9.3	2.2%
Instruments & Controls	2.6	3.0%
Other Electrical Equipment	1.6	3.3%

Source: Milwaukee 7

workers are employed in industry segments that support the cluster, including food products machinery (LQ of 3.1) and food and beverage distribution.[35]

FaB Wisconsin—the regional food and beverage industry cluster—is succeeding at promoting and supporting the region's food and beverage industry by developing deeper industry intelligence and improving network connections between firms. Additionally, the FaB Leadership Council is looking at ways to further grow the cluster by improving local talent and innovation, and support business development.[36]

Advanced Manufacturing: Water Technology

Water technology includes companies and research that specialize in the study, treatment, storage and movement of water. The cluster includes private businesses, higher education and nongovernmental organizations that focus on these aspects of water as well as applied research. Milwaukee has more than 130 water technology companies, including five of the eleven largest water firms in the world; the Great Lakes WATER Institute (WATER stands for Wisconsin Aquatic Technology and Environmental Research); UW-Milwaukee, the School of Freshwater Sciences; and over 100 university scientists and researchers focused on water.

The newly opened Global Water Center in Milwaukee's Walkers Point neighborhood is a hub for water-related innovation. (Source: Kahler-Slater Architects)

Globally, water technology represents a $483 billion market; domestically, the market was estimated at $139 billion in 2012, up 3.8% from 2011.[37] Although water technology does not comprise an easily identifiable industry sector within standard classification systems, some subsectors that are strong within the Milwaukee region include pumps (LQ of 3.3), meters (LQ of 5.2), boilers (LQ of 5.6) and valves (LQ of 1.6).[38]

The main advocate for and developer of the water technology cluster in the region is The Water Council, which helps to organize the region's existing water companies, and develop education programs to train talent in water technology. The Council's new International Water Technology Accelerator will provide new and existing water-related companies and researchers with access to common space, amenities and tools to help them learn, develop and grow.

The Milwaukee Water Council recently opened its Global Water Center, a 98,000 square-foot facility which houses water-related research facilities, and brings water-related companies together in a collaborative space. It also launched its Global Freshwater Seed Accelerator, which aims to provide a $50,000 grant, workspace, business and technical assistance to six international water technology startups.[39]

Headquarters and Business Services

The headquarters and business services asset cluster is comprised of two sectors. The Milwaukee 7 region is home to seven Fortune 500 companies, making the region one of the top ten U.S. regions for headquarters on a per capita basis. This segment employs nearly 26,000 workers with an LQ of 1.8, and generates $3.5 billion in gross regional product (GRP) annually.

The second sector—business services—primarily comprises data processing and information systems that support a spectrum of companies

View of downtown Milwaukee's financial center, featuring U.S. Bank on the left, and a rendering of Northwestern Mututal's new landmark headquarters at center. (Source: Northwestern Mutual)

regionally, and particularly the finance and insurance cluster, another asset cluster identified for growth potential by M7. This segment employs 5,000 workers with an LQ of 2.7, and employment growth in this sector is expected to exceed national rate of growth—11% v. 7%—through 2020.[40]

Finance and Insurance

The finance and insurance cluster encompasses a broad range of industries including commercial, mortgage and savings investment banks, credit unions, mutual fund and private equity firms, insurance companies, venture capital, and electronic financial transaction processing firms, among others. Within the Milwaukee region, it generates $8.9 billion in GRP annually, and employs nearly 46,000 workers. With an LQ of 1.1, this cluster is slightly more concentrated than the national average. In addition, subsectors of finance and insurance—securities brokerage, investment advice, trust, fiduciary and custody activities, and life insurance carriers—demonstrate even higher location quotients.[41]

Figure 2.12: Finance and Insurance Location Quotients and Projected Growth

Cluster Segment	Regional Location Quotient (2012)	Projected Annual Growth (2010 - 2020)
Securities and financial investment activities	1.1	4.5%
Insurance carriers	1.5	2.2%

Source: Milwaukee 7

Among the companies included in this category are BMO Harris Bank, Chase Bank, Johnson Bank, U.S. Bank and Wells Fargo, all which have major operations in the region. Additionally, Northwestern Mutual, the world's largest supplier of individual life insurance plans, is located in downtown Milwaukee and employs more than 5,000 workers. All told, financial sector companies employ more than 21,000 in the region.[42]

2.5 Other Employment Sectors

In addition to the five asset clusters, the region has a large concentration of jobs in construction, healthcare, retail, hospitality and tourism. These sectors combined employ more than 230,000 workers in the region. Focusing efforts on supporting asset clusters as engines of growth is essential; but leaders and stakeholders must also invest in large employment sectors for stable and incremental growth. Success comes from both fostering growth in the asset clusters and reinforcing the strength of the area's largest employers.

Construction and Green Jobs

Jobs in construction and green industries include carpenters, construction laborers, electricians, painters, construction supervisors and managers, and plumbers, pipefitters and steamfitters. In 2010 the construction and green industry jobs in the region accounted for nearly 67,000 jobs; by 2020 it is expected to top 78,000.[43]

Healthcare

Healthcare is one of the largest employment sectors in the Milwaukee region, employing more than 68,000 workers in 2010 and a projected 83,600 jobs by 2020. Jobs in this sector include nurses, personal care aides, orderlies, attendants, home health aides, physical therapists, childcare workers, medical secretaries, and physicians and surgeons, among other professions.[44]

Retail, Hospitality and Tourism

Jobs in this sector include food preparation and serving, waiters and waitresses, bartenders, cooks, dishwashers, maids and housekeeping cleaners, among others. Currently this sector employs more than 98,000 employees. The greatest gains in the near future are projected to be in combined food preparation and serving, and waiters and waitresses.[45] Tourism has grown 4.7% between 2011 and 2012, and visitors spent more than $10.4 billion in the state. The largest share of this—$1.64 billion—was spent in Milwaukee County.[46]

The next chapter describes the City of Milwaukee's unique position in the regional economy and outlines the 10 principles for action that were discussed and developed by the work group of community leaders and stakeholders convened in March, 2013.

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CHAPTER 3

Vision, Goals & Principles

3.1 Introduction

The City of Milwaukee occupies a unique position in the regional economy. As the region's business and cultural center and most populous city, Milwaukee provides a diverse, dynamic urban environment for residents, students, tourists and businesses alike. The city is home to major manufacturers and family businesses, colleges and universities, world-class museums, professional sports teams, and other cultural and entertainment amenities that are attractive and beneficial for all residents. Quality of life is an important consideration when choosing where to live, and Milwaukee offers a combination of livability, affordability and cultural amenities unparalleled anywhere else in Wisconsin. In fact, the city was recently named one of the 10 most exciting cities in America by the online blog, Movoto.[1]

While the Milwaukee region accounts for only 5% of the state's total land area, it contains 36% of the state's population and 37% of its total tangible (property) wealth.[2] The city itself makes up 29% of the M7 region's population (nearly 40% of the smaller Metropolitan Statistical Area) and grew by nearly one percent from 2010 to 2012.[3] Milwaukee is also strategically located: Chicago to the south provides enhanced access to global markets and transportation; Lake Michigan to the east provides access to abundant fresh water and international shipping opportunities; and to the west lie some of the nation's most fertile agricultural lands.[4]

The City of Milwaukee is home to 10 *Fortune* 1000 companies, five of which are also among the *Fortune* 500: Harley-Davidson, Manpower, Johnson Controls, Northwestern Mutual, and Rockwell Automation are all located within the city limits. These companies employ more than 233,000 workers globally (more than 15,000 in the Milwaukee region), earn more than $98 billion in annual revenue, and contribute substantially to Milwaukee's quality of life.[5] Many have made significant investments in the city: Harley-Davidson built an award-winning new museum in the Menomonee Valley; Manpower constructed its headquarters in the Park East corridor on the Milwaukee River; and in mid-2014, Northwestern Mutual will break ground on a new landmark tower on its downtown campus near Lake Michigan. The broad, seven-county region is home to 14 Fortune 1000 companies, including Roundy's, Kohl's, and Briggs & Stratton, among others.

Adding to its already strong location, the city is the center of the region's transportation and shipping networks, which include major freeways, rail lines, an international airport, and an active port on Lake Michigan. The City has identified more than 500 acres of developable industrial land, including many sites with strategic locations near or along these infrastructure assets.

With a labor force of more than 298,000 people, Milwaukee has the largest employment base of any community in the region.[6] Many of these workers have strong skills in the applied trades and manufacturing; skills that make Milwaukee an attractive place to expand as manufacturing rebounds in the U.S. The city's immigrant communities possess skills and educational

credentials from their native countries that represent signficant workforce assets, often untapped.[7]

The city is home to a diverse population, with the largest African American and Latino populations in the state, a growing Hmong population, and a high proportion of foreign-born residents relative to other Wisconsin cities.[8] These populations are essential to the city's future prosperity. Connecting these residents to the labor force and economy through skills training, financial literacy, and opportunity for wealth formation will reduce inequality in our community.[9]

Lakeshore Park and the Henry Maier Festival Grounds.
(Source: Department of City Development / Planning)

The Milwaukee Public Library is a great quality of life amenity.
(Source: Department of City Development / Planning)

VISION STATEMENT

City of Milwaukee government will reduce unemployment and poverty within the city and grow prosperity for its residents by partnering strategically with and leveraging the resources of community organizations, key asset industry leaders and private sector partners.

3.2 Vision, Goals & Alignment

Through meetings and conversations with City leadership, local stakeholders, business leaders and community organizations, the CIty has developed a vision and goals to drive the strategies and action items contained within *Growing Prosperity*.

Growing Prosperity reflects a vision for Milwaukee's future: that collective action will serve as the foundation for greater prosperity for all Milwaukee residents. All segments of our community—employers, institutions, educators, non-profit organizations, and residents—require alignment to make this vision a reality.

The Action Agenda identifies three over-arching goals related to the achievement of this vision:

1. Align investment in ways that drive future development to city of Milwaukee locations, particularly growth and development linked to the success of the asset industry clusters identified in the Milwaukee 7 framework for regional economic growth.

2. Increase access for city of Milwaukee residents to learning and employment opportunities that result in sustainable employment at living wages.

3. Build upon quality of life assets that support economic development of the city and region, and support the efforts of city residents to prosper both personally and professionally.

The Action Agenda was written to provide opportunities for broad, deep and lasting partnerships to achieve these goals. The agenda was form-

ulated to align with regional economic growth strategies identified in the Milwaukee 7 framework; to address city-specific assets and challenges; to incorporate the perspectives of local stakeholders and thought leaders, and to incorporate research findings and best practices from other cities.

3.3 Principles to Guide Actions

Growing Prosperity is centered within the context of the M7 *Framework*; at the same time, it needs to take account of the city's unique economic attributes. Therefore, this plan is tailored to specific conditions within the city and values held by its residents and business leaders. In 2013 and early 2014, a large group of community stakeholders came together to discuss elements of *Growing Prosperity*. They formulated a series of principles that guide strategies and actions:

Implement Data-Driven, Place-Based Strategies for Development
The City will use a data-driven place-based strategy for growth, providing support for growth and investment in both the central business district and neighborhoods throughout the city. Opportunities for investment will be defined based on the best fit between business needs for location, property, parking, and transportation access. The City will pursue large and small-scale opportunities wherever the fit is appropriate. Assistance may include financial partnership or in-kind support. As always, before investing in a project, the City will consider return on investment, financial ability to perform, and history of the development group.

Develop a Workforce Prepared and Poised for Success
Economic growth is fully dependent on a capable, skilled workforce, and improving Milwaukee's system of developing, retaining and deploying skilled workers is essential to economic growth. The State and City's education and workforce training systems and local employers must continue to be partners in proactively assisting current workers and those who are not in the workforce learn the skills required for productivity and personal success.

Promote Existing Businesses with Growth Potential
Economic development often focuses on attracting new businesses to the neglect of retaining and growing existing ones. The City's approach must be balanced, and give particular attention to supporting businesses that are connected to asset clusters.

Foster Public-Private Partnerships to Leverage Resources, Knowledge & Innovation
Public and private leadership needs to foster partnerships and collaboration that maximize the effectiveness of limited economic development resources.

Ease the Path to Development
All levels of government must simplify and expedite their processes, programs and regulations in order to ease the path to investment and employment.

Declare a Positive Vision for the City
Public and private leadership needs to constantly articulate a positive vision and spirit of optimism about what Milwaukee is becoming, building from assets and promoting the city as a desirable place to live and work.

Build Upon the City's Quality of Life and Place-Based Assets
Quality of life matters to economic growth. Place matters even more. Public and private leaders and neighborhood leaders must be aligned in nurturing Milwaukee's cultural and civic life and making the city's neighborhoods safe and livable for a broad range of current and prospective residents and businesses.

Attract and Nurture Ecologically Friendly Businesses
The economic development strategy will aim to green the city in general and in specific, retaining, growing and attracting businesses that are friendly to the environment and supportive of Milwaukee's evolving culture of sustainability.

Milwaukee has a number of dense, walkable neighborhoods.
(Source: Department of City Development / Planning)

Density and live street activity on Jeffesron downtown.
(Source: Department of City Development / Planning)

Adopt a Customer- Oriented Approach
Just as businesses must attract and communicate with customers, City government must view current and future businesses and residents as customers, understanding that the city is in competition with other municipalities and regions.

Take a Balanced and Equitable Approach to Business Support
Strategies must not be limited to any one sector of the economy, but must build from local capacity wherever it is found: in large corporations, small and medium-sized companies, start-ups, traditional and creative entrepreneurs and, because of the hurdles they face, businesses owned by people of color, women, immigrants, and people with disabilities.

The following chapters provide greater detail about needs and opportunities affecting the City of Milwaukee's economic future. As the community moves forward, the principles embodied in this plan are one rubric against which our collective actions will be tested.

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A view of downtown Milwaukee and the Marquette Interchange.
(Source: Department of City Development)

Connection Points

Throughout the following chapters, you will see symbols that indicate areas of alignment between different action items within *Growing Prosperity* itself, between the Milwaukee 7 *Framework for Economic Growth* and *Growing Prosperity*, and with other City-based initiatives, such as those detailed in Milwaukee's sustainability plan, *Refresh Milwaukee*.

Indicates an action item that cuts across two or more focus areas within the plan; for example,a strategy aimed at creative ways to reuse vacant and underutilized commercial and industrial buildings is not only a location-based strategy, but also supports entrepreneurship and quality of life. The complementary action item will be indicated next to the leaf.

Indicates a strategy that aligns with or complements a strategy contained within *Refresh Milwaukee*, the City's official sustainability plan.

Indicates a *Growing Prosperity* strategy that closely aligns with a regional strategy found in the M7 *Framework for Economic Growth*; for example advocating for a regional transportation strategy not only benefits city residents by improving access to jobs, but also helps make for a more competitive region. The number next to the logo indicates which of the M7's nine strategies is aligned with the City's.

Implement data-driven, place-based strategies to support economic growth.

The City will use a data-driven place-based strategy for growth, providing support for growth and investment in both the central business district and neighborhoods throughout the city. Opportunities for investment will be defined based on the best fit between business needs for location, property, parking, and transportation access. The City will pursue large and small-scale opportunities wherever the fit is appropriate. Assistance may include financial partnership or in-kind support. As always, before investing in a project, the City will consider return on investment, financial ability to perform, and history of the development group.

Promote Existing Businesses with Growth Potential

Economic development often focuses on attracting new businesses to the neglect of retaining and growing existing ones. The City's approach must be balanced, and give particular attention to supporting businesses that are connected to asset clusters.

CHAPTER 4

Location-Based Opportunities

4.1 Introduction

Throughout the development of this report, and in work group discussions, a number of overarching themes were reinforced:

- **Take a targeted approach to development**. The City should be more proactive in directing new development to certain parts of the city, and strategic about which sites it chooses to prioritize, because resources are limited and not all sites are viable in the short-term. The City also needs to find creative ways to improve and build on the city's older industrial districts, and repurpose or "transition" many of the former manufacturing buildings located in those districts.

- **Use a data-driven, location-based approach** to developing industry clusters. The City needs to take a data-driven, location-based approach to attracting new businesses and growing existing businesses based on site assets and industry fit.

- **Support industry**. Support retention and expansion of key industry asset clusters. The City needs to work more closely with industry to understand and address their needs and be more proactive in anticipating current and future needs, particularly for asset clusters.

- **Support small business**. The City should continue to support small businesses which create two thirds of all jobs, and have the potential to enlarge the economic base.

Take a Targeted Approach to Development

Among the City's many assets, developable land is near the top. In contrast to many large U.S. cities, Milwaukee has a significant inventory of large development sites, most of which are located in industrial parks or existing Business Improvement Districts (BIDs). This land can be used for new or expanding industries. So too can the significant amount of existing vacant industrial and commercial buildings—properties that are suitable for manufacturing retrofits, start-ups or other small businesses that are part of an industry asset cluster.

Some manufacturers prefer unencumbered "shovel-ready" sites. The City has sites of this type, and will continue to land bank and market aggressively to meet demand. To create new sites, the City must remediate former manufacturing sites. The Redevelopment Authority of the City of Milwaukee (RACM), with EPA funding, already engages in brownfield remediation to create new shovel-ready sites. The City also assists when private financing for a project will not cover the costs of remediation. Due to environmental contaminants associated with Milwaukee's long manufacturing history, the City continues to have opportunities to reclaim and retain industrial land in order to improve the environment and create shovel-ready development parcels.

Former manufacturing buildings can be challenging to reuse. Typically, buildings that have sufficient floor plates, ceiling heights,

column spacing, level floors, and sufficient space for industrial processes can be repurposed for different types of manufacturing. However, buildings that have already been customized for a given use, such as cold storage, can represent a substantial cost savings if employed for the same use for which they were originally constructed. Finding appropriate uses for existing buildings poses the biggest challenge to reusing them.

RACM and the Milwaukee Economic Development Corporation (MEDC) may assist in making retrofits if the private sector is not willing or able. However, it is more common for industries to fund these "makeovers" on their own or with the help of an industrial real estate developer, and to finance alterations through private lenders. Other important matchmakers are the City's industrial BIDs, such as Menomonee Valley, 30th Street Industrial Corridor, Aerotropolis, Riverworks, Granville, and Havenwoods. Most feature an inventory of available properties on their websites.

Of course, many companies prefer not to deal with older buildings. For buildings that are functionally obsolete, retrofitting may not be a cost-effective solution. Older manufacturing sites are often an agglomeration of buildings and add-ons that evolved over time in response to the needs of a particular manufacturing process. Even if some of these component buildings might work for a new user, others might not. The evaluation of retrofitting solutions is always case by case with the cost of alterations an important part of the equation.

Successful industrial areas offer both options—clean or remediated sites as well as retrofits and buildings that are move-in ready—in order to accommodate companies ready to expand or attract companies willing to relocate.

Business start-ups housed in subdivided post-industrial space, co-ops and incubators can be in almost any location with the right combination of adequate space, reasonable rents, and functionality. However, there are clear location advantages for businesses that serve industrial users, such as box or can manufacturers, salt companies, label printers, or other industry service providers. These companies benefit from proximity to the companies they serve.

The City should do what it can to accommodate and locate start-ups near industry clusters. The City should also preserve industrial land and buildings to foster industry clusters. For example, the City discourages the sale of industrial zoned parcels for non-related uses because even secondary or non-prime buildings may still contribute to the cluster, such as supply chain uses, services and storage.

Use a Data-Driven, Location-Based Approach to Developing Industry Clusters

Milwaukee and the seven-county region remains a strong hub of advanced manufacturing, and has posted encouraging industrial real estate absorption rates since the 2008 recession.[1] In fact, metropolitan Milwaukee's industrial space vacancy rate, already significantly below the

The newly constructed Freshwater Way has opened the former Reed Street Yards to water technology investment. (Source: Department of City Development / Planning)

The Global Water Center, in Walker's Point, is the center for water technology-based industries and innovation. (Source: Department of City Development / Planning)

national average, dropped more than three percentage points between the first quarter of 2008 and the first quarter of 2013. Although these trends have been weaker for the city proper, growing demand is likely to spur new industrial development as companies search to find adequate space to establish or expand within the region.[2] The City must work to retain its existing industrial base, support expansion, and capture a share of growth and restructuring within the region.

A data-driven approach to development begins by identifying regional strengths by sector and industry cluster and the opportunities for growth within them. It also involves taking stock of the site-specific and infrastructure investments required to move developments forward. The City can recognize and support opportunities within industry clusters by working with organizations like M-WERC, FaB Wisconsin and The Water Council and partners like the Milwaukee 7 (M7).

A location-based approach to development builds upon and maximizes the potential of the advantages conferred by Milwaukee's geographic location—the Great Lakes mega-region, the center of seven counties of Southeast Wisconsin, and the home to multiple major universities and colleges. A location-based approach also incorporates the unique character conferred by the local culture, including its history of innovation.

As the center of the region's transportation networks and employment base, Milwaukee is poised to capture growth from driver industries as well as build the base of existing large employment sectors. As the nexus of the region's highway, railroad, air and shipping networks, and with a larger potential workforce than any other municipality in the state, Milwaukee has a competitive advantage over other communities in attracting and retaining industries that rely on strong physical connectivity and abundant human capital resources.

Proximity to Lake Michigan is a powerful asset. Milwaukee Mayor Tom Barrett promotes "fresh coast" as a brand for the region, celebrating the city's proximity to Lake Michigan and ample access to fresh water. This proximity provides the City of Milwaukee with a tremendous development opportunity that, if paired with a data-driven, placed-based strategy, can position the city well for future economic growth and prosperity. More than 500 acres of land are currently available throughout the city to support

Project: Community Computers hosts a happy hour at 96Square to prepare laptops for their initiative. (Source: Startup Milwaukee)

Currently under construction, the UW-Milwaukee School of Freshwater Sciences is a key component of the developing water technology cluster in the city's Walker's Point neighborhood. (Source: Department of City Development / Planning)

driver industry clusters, with sites strategically located near General Mitchell International Airport and the Port of Milwaukee, along active rail lines, and close to existing nodes of activity. The city will prioritize sites for industries that provide family-supporting jobs in identified driver industry clusters that have grown up here.

In order to take full advantage of its location-based opportunities, Milwaukee must address a number of existing challenges. Connecting the city's workforce to jobs scattered throughout the region continues to be a challenge. Large employers sometimes run van pools, and the County has express buses and park-and-ride lots. The city also has many walk-to-work neighborhoods. However, a significant number of city workers continue to struggle with transportation to work. Improved regional transit would increase access to jobs, and has the ability to reduce commute time, escalating freeway replacement/repair costs and the cost of commuting.

Support Industry

"Retention and expansion" is a standard goal in economic development, but a number of ways exist to pursue it. On the one hand, it means staying in regular contact with existing businesses, assessing their needs, and making every effort to accommodate those needs. On a more proactive level, it means anticipating the future trajectory of promising industry clusters within the region, and anticipating future site and infrastructure needs.

One important and growing asset cluster in the Milwaukee region is food and beverage processing. FaB Wisconsin, the cluster organization, has a website dedicated to providing resources that support industry growth and awareness. The FaB Leadership Council includes about 100 members and with the support of M7, they focus on growing jobs in food and beverage manufacturing. FaB Wisconsin is also leveraging the region's unique location to support the farm-to-table and food systems movements. With various partnerships, Milwaukee is able to support existing industry asset clusters.

Support Small Business

Many of the most recognizable companies today started from humble beginnings. From Facebook (a Harvard dorm room) and Apple (a suburban garage), to Milwaukee companies like Harley-Davidson and Colectivo, small start-ups have realized big potential. Moreover, these businesses are part of a culture and a place where somebody believed in them and—given that most entrepreneurs do not start out wealthy—helped them get started.

Milwaukee has strong banks that engage in local lending to small business, some of it venture capital, and entrepreneurs who have built their companies from the ground up in a relatively short time frame. Milwaukee Economic Development Corporation helps match small businesses with lending partners, is frequently able to find "angel investors" for start-ups, and offers technical assistance in small business formation and management.

The City of Milwaukee has both significant land resources as well as physical assets to help support large and small scale business development. Many of these assets can be targeted to encourage development of the key asset clusters identified in Chapter 2.

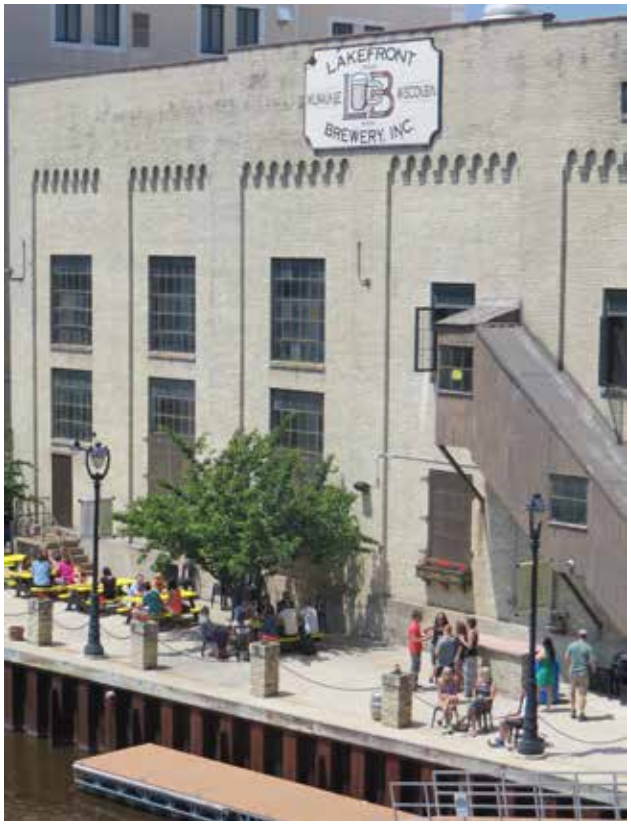
4.2 Current Conditions

Vacant Land

Each of the sites that comprise the 500 acres described in this chapter is either under direct City control or can be leveraged by the City to spur future development. Each site has unique attributes, requires different investments to make it developable, and may be more appropriate for one type of industry or activity over others. Appendix B describes the currently available sites for industrial development.

Figure 4.1 shows opportunity sites that are a top priority for the City right now. These are sites that the city considers pivotal for the future development of their specific locations, and "catalytic" or rich in spin-off potential for the city's economic growth overall.

Palermo's facility in the Menomonee Valley is a successful example of food & beverage cluster development.
(Source: Department of City Development / Planning)



Lakefront Brewery, Inc., a highly successful local small business.
(Source: Department of City Development / Planning)

Vacant Structures

The city has more than 650 vacant and under-utilized structures that are classified as commercial or industrial.[3] Though underperforming today, these buildings still offer a distinct opportunity for industrial retrofits, entrepreneurs, start-ups, and small businesses looking for space on a budget. Often these are start-ups that cannot afford to build their own facility or lease prime commercial or industrial space. In any instance, existing vacant/underutilized commercial and industrial structures may provide an affordable solution.

Often, cutting edge start-ups and entrepreneurs prefer the character of an older manufacturing building over new buildings. Such structures offer high ceilings, large open spaces, rich materials, and historic character that work for offices, loft apartments and live/work studios. Manufacturing buildings with character can have broad appeal. Milwaukee's Third and Fifth Wards, both former walk-to-work manufacturing districts that have transitioned to beautiful mixed use districts, have reaped the benefits of these building conversions.

Identifying opportunities to convert or leverage these vacant and underutilized buildings could help emerging businesses thrive and could also support the goals of *ReFresh Milwaukee*, which recommends green solutions to revitalize and invigorate buildings and commercial corridors, and improve quality of life and place in previously disinvested neighborhoods.

Live / Work / Sell

Live/work/sell as a zoning concept refers to the combination of residential and commercial uses, that allows people to live and work in the same space, with some "special use" or "limited use" restrictions as to parking, signage, hours, activity, etc. Live/work can mean combining a residence with a studio, gallery, work or production space, or an office or shop that receives customers. In Detroit, for example, 71 Garfield, previously a burned out shell in the city's Sugar Hill Arts District, was renovated to include 20 live/work artist studios with artist work and gallery space on the ground floor, and also incorporated green elements like solar power, geothermal heating and rooftop water collection.[4]

Milwaukee has several examples of mixed-use neighborhoods that support a live/work/sell style of home based business. Park East Enterprise Lofts just north of downtown is new construction conducive to home based businesses. Currently, the units are 100% occupied, however, none are occupied by entrepreneurs who are actually using their street entry for professional or commercial use. There are 12 live/work units at Hide House in Bay View, home to artists, musicians and creative agencies. Hide House has units that are particularly popular, because the "work" space is designed to function as a studio, office space or a third bedroom.

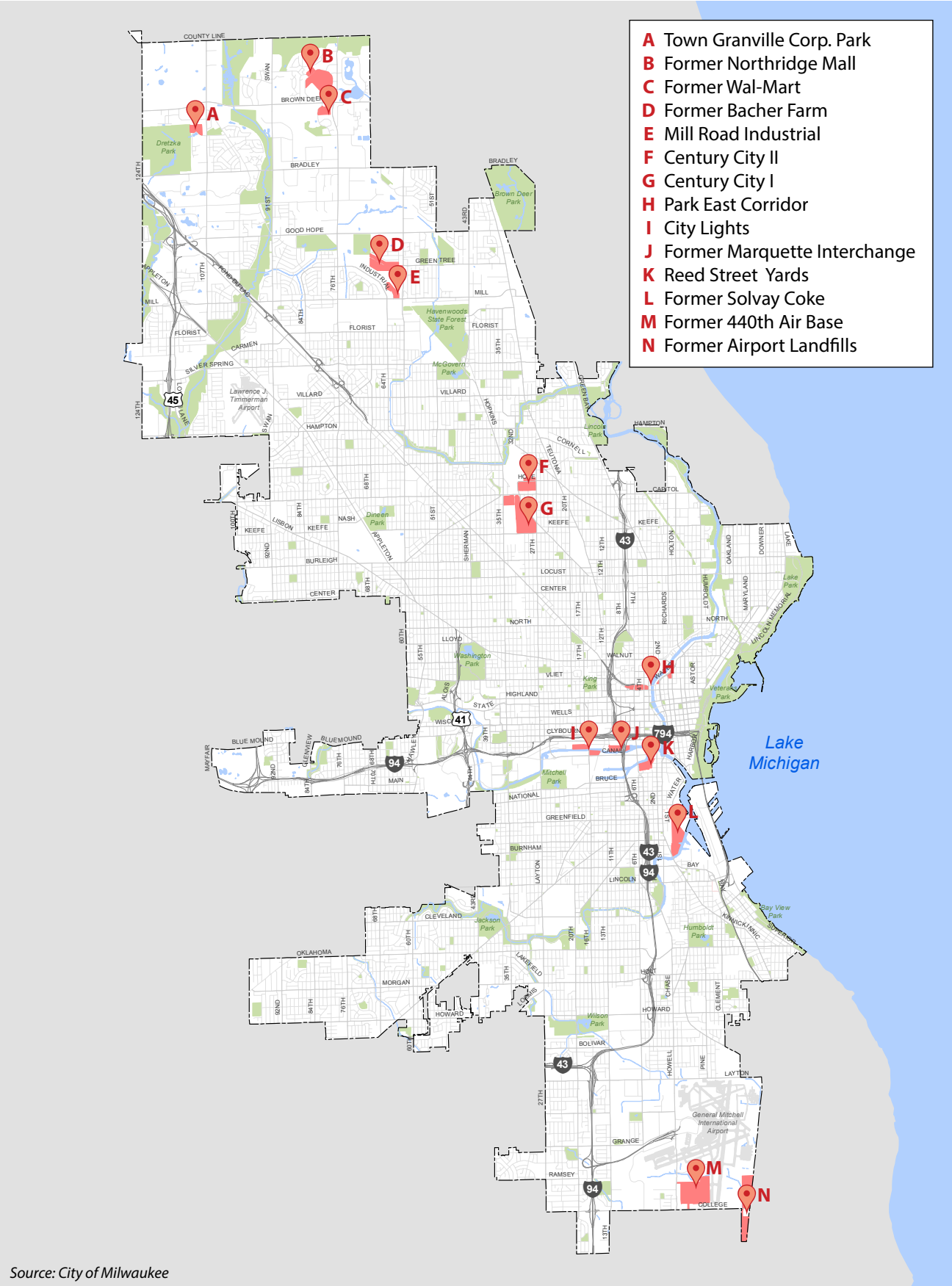
The Riverworks Center has a number of business and arts accelerator buildings that are industrial-compatible. Some simply provide space for

Replacing the Bradley Center

Since 1988, the BMO Harris Bradley Center has provided a signature locational advantage for downtown Milwaukee and the entire M7 region. As the home of professional basketball and hockey, Division 1 college athletic competition, and special events, the facility has catalyzed hundreds of thousands of visits to Milwaukee, millions of dollars in hospitality spending, and publicity on a national scale.

The NBA has mandated that, in order to stay in Milwaukee, the Milwaukee Bucks must have a new arena by 2017. The Bucks' new owners and former owner have together committed $200 million of the estimated $500 million price tag to replace the Bradley Center. A 48-member Cultural and Entertainment Capital Needs Task Force convened by the Metropolitan Milwaukee Association of Commerce is studying ways to preserve and enhance key cultural and entertainment facilities in the four-county metro Milwaukee area, with intensive focus on public and private funding options for a new downtown arena. City government will be looking closely at such options as they are proposed. Recommendations are expected in late 2014.

Figure 4.1: Primary Development Sites



Source: City of Milwaukee

users who need a step up from the garage or basement. Some give small businesses just enough production space to operate at a reasonable cost. One has a newsletter printer, photographer, antique dealer, T-shirt maker, and enough artists to host an annual open house. Another has offices for small service companies, such as a computer repair operation, a landscape contractor, a drywall contractor, and so on. The manufacturers in the district have been willing to accept low-traffic commercial uses.

Home-based businesses are encouraged at other developments, such as the Beerline Apartments that provide a conference room and business center. Loft-style conversions allow for flexibility of space layout such as Hi-Fi Lofts in Riverwest, a hip conversion of an old lighting manufacturing plant where several professionals currently run home-based businesses. Overall, there are more than 200 units available for live/work/sell and home-based business in Milwaukee; the City should continue to promote the conversion of underutilized commercial and industrial buildings into well-designed spaces that cater to entrepreneurs and allow residents to live where they work.

Enterprise Lofts is a prime example of both the redevelopment of underutilized city land and the provision of housing geared toward live/work/sell endeavors. (Source: Department of City Development / Planning)

Artists and entrepreneurs most often benefit from the kind of large, affordable spaces found in older industrial buildings. Many small businesses often progress through different workspaces, beginning in spaces as modest as a spare room at home or a garage. In fact, the live/work progression from home-based side project to small company is a common story in America.[5] The often overlooked cycle that takes a student, artist or inventor from bold idea to first product should be nurtured in Milwaukee.

Transportation & Infrastructure

Transportation that is efficient and reliable is important to advancing Milwaukee's economic growth. Milwaukee has a diversity of transportation options available for moving people and goods: an international airport, a charter airport, a deep water shipping port on the Great Lakes, cross-lake ferry service, freight and passenger rail, a comprehensive street and freeway system, an enviable parkway and award-winning boulevard system, local and regional bus service, and miles of bicycle lanes. However, work remains to efficiently connect people to jobs. This is especially problematic for the one in five of working age city residents who do not have a vehicle in the household.[6]

In comparison to other cities, commute times in Milwaukee are low. At 22.6 minutes, the Milwaukee metro area has the third shortest average commute time of the 50 largest cities in the U.S.,[7] and in 2010, the Milwaukee region was ranked the 4th best city for commuters by Forbes.[8] However, local streets have major maintenance needs. As streets are reconstructed, the city is designing them for multi-modal travel to accommodate the travel needs of all users of the public way, a mobility goal in *ReFresh Milwaukee*. The City needs to ensure that these options are available to serve employees and employers, and explore future opportunities for advancing regional transportation.

Despite the funding cuts that the Milwaukee County Transit System (MCTS) has faced, resulting in service and frequency reductions on bus routes, as well as elimination of routes, the City and Milwaukee County still have the most robust transit system in the state. Recently, limited bus routes have been added, such as those that connect residents on the south side to jobs in the Menomonee Valley, as well as the addition of three express bus routes in 2012. However, these additions fail to serve many people who live far from their place of employment. This is a particular concern for Milwaukeeans who work in Waukesha County industrial parks. For those residents, their commute can begin hours before their work start time, and require multiple bus transfers. This becomes especially difficult for those residents who have children who start school later; for them, their commute may beginat 5 or 6 a.m. in order to get children to school by 8 a.m. and make it to work on-time.

According to the Brookings Institution, fewer than 50% of jobs in the Milwaukee region are accessible in 90 minutes via transit.[9] Maintaining, at the very least, the current level of service is critical to ensuring that those workers whose jobs are accessible only by public transportation will be able to keep them, and employers will be able to retain those workers.

Historically, transit initiatives in metro Milwaukee have met with challenges and opposition. In 2011 a new streetcar system was approved, with an initial 2.5-mile route downtown connecting to the intermodal station, large employers, entertainment and cultural facilities, using the $54.9 million in federal transit funds for developing a locally preferred alternative. Future anticipated expansion routes will connect the University of Wisconsin-Milwaukee and other central neighborhoods. The system will connect over 25,000 residents to 80,000 jobs along the route. Fixed route public transit, which has in other cities been demonstrated to be more successful than non-fixed, can still serve as a framework and catalyst for future economic development. In 2009 the State proposed a Regional Transit Authority (RTA) intended to improve bus and rail service in Kenosha, Racine and Milwaukee counties, but it was dissolved in 2011 due to lack of support and funding. Though the RTA no longer operates, its goals for regional transit remain critical for our city and region to be competitive.

The proposed Milwaukee Streetcar could provide much-needed transportation alternatives to city residents. (Source: CIty of Milwaukee)

Milwaukee has been successful at re-envisioning its infrastructure to support rather than discourage development. Most recently a multi-jurisdictional downtown lakefront gateway project began that will realign freeway off-ramps to provide better access to the lakefront and free up previously encumbered land to create valuable future development sites downtown.

4.3 Building on Strengths

Historically, the City has focused primarily on neighborhood-based land use planning through the creation of 13 area plans, a citywide policy plan, a growing number of action plans, and an ongoing series of redevelopment plans. The area plans, in addition to making land use recommendations, identify each area's economic

Milwaukee County Transit System provides essential transportation services to Milwaukee residents. (Source: City of Milwaukee)

The City of Milwaukee is committed to providing a wide menu of alternative transportation options to its residents. (Source: City of Milwaukee)

development opportunities and "catalytic" projects. The policy plan is big picture long-range visioning. Redevelopment and action plans drill down to the next level of what needs to be done.

Where they overlap, City planners take lengths to ensure these various plans are integrated and consistent. For example, all area plans recognize the importance of preserving industrial land to support manufacturing uses. They also all support sustainability goals and the reuse of vacant and underutilized parcels. Going forward, the City must incorporate in plans a higher level of coordination with key asset cluster organizations to ensure that future plans and plan updates are sensitive to their needs for land and infrastructure.

The Menomonee Valley is a prime example of City-led redevelopment that is responsive to manufacturers' needs. Prior to redevelopment, it was a heavily polluted industrial zone located just south of Downtown. Today it is Milwaukee's largest, most attractive and exciting corporate business park, located a stone's throw from the Port and right off of I-94. The 60-acre Valley Industrial Center (MVIC) includes local, national and international manufacturers. Together, MVIC and nearby developments have brought over 4,500 new jobs to the area. Overall, $38.5 million of public investment in roads, environmental clean-up and amenities has leveraged close to $240 million of private investment to redevelop the Valley.

Reed Street Yards, a 17-acre former railyard site in Walker's Point along the Menomonee Canal and adjacent to the Global Water Center, is poised for significant water technology investment. The City has partnered with the property owner and developer to repurpose the site into a research and technology park with a focus on the water industry. The City is investing $6.2 million for infrastructure, environmental remediation and a riverwalk at the site, including many sustainable features that will make the project a showcase for water technology and storm water management. Upon full build-out the site is projected to have up to one million square feet of office and research space for up to 1,000 new jobs. Innovation districts like Reed Street Yards, combining office space, research facilities, residential buildings and mixed-use retail are being developed in many cities and becoming important in reviving local economies.

On the city's near north side, Century City Business Park, the 60-acre former A. O. Smith / Tower Automotive site, is being transformed into a modern industrial center and economic hub. In

May 2014, the Milwaukee 7 region was one of 12 nationally to be designated as a manufacturing community through the federal Investing in Manufacturing Partnership (IMCP). The IMCP will provide regional projects an edge when applying for federal funds. RACM, in partnership with M7, applied for the designation, which was successful in part due to the City's plans to develop an advanced manufacturing training center at the site.

The City can also take advantage of other natural synergies. For example, Penzey's proposed relocation of its spice production facilities to the former Northridge Mall site not only rehabilitates and reuses a former underutilized site in a challenged area, but also poises the city's far northwest side as a potential hub for food and beverage production. With Penzey's Northridge location so close to Will Allen's nationally acclaimed Growing Power farm near 60th and Silver Spring, plus available greenfield sites at the former Bacher Farms, Towne Corporate Park of Granville and Mill Road, there is real potential for a concentration of food and beverage facilities that will allow for efficiencies in inter-industry collaboration and infrastructure support.[10]

The City can capitalize on Southeast Wisconsin's standing as the state's most connected region, and on developments like the recent Tier III data center—the region's largest—that opened on the city's Near West side in the Concordia Historic District. The non-profit Milwaukee Institute offers low cost secure computing resources to qualified, state-based start-ups. Recently, they provided storage resources and high performance computing to tenants of the Global Water Center. Cloud computing allows greater access and flexibility for start-ups and small businesses to share and store data reliably, with nominal investment.

Location decisions often hinge on the availability of physical infrastructure, and many of the sites identified in this chapter require significant infrastructure investment. However, as industry needs change, so will these requirements. Freight rail, highway and shipping access remain important, but increasingly it is both physical and digital infrastructure, e.g., high-speed broadband internet, that draws industry to certain locations. Milwaukee could well become a cloud hub to further promote start up businesses and entrepreneurs.

4.4 Strategies & Actions

Future growth will be spurred largely by the private sector. However, City government has a role to play in enabling and shaping this growth. The City has a number of tools and incentives it can use to encourage industry growth, and to support infrastructure development in different areas of the city. These tools include:

- **Tax incremental financing districts (TIDs)** leverage private development funds, address gaps in the market, and provide support for the public amenity portions of projects that may not otherwise be funded.
- **Fixed rate financing** and other forms of financial support through the MEDC for building construction and improvements.
- **Tax exempt revenue bonds and land sales** through RACM.
- **Brownfield redevelopment financial incentives**, including revolving loan funds, federal tax incentives and state grants for industrial and commercial redevelopment of brownfield properties.
- **Foreign Trade Zone #4**, for which the Port of Milwaukee became a grantee, helps companies to manage the cost and assessment duties on materials and products imported or exported from the Port of Milwaukee.
- **Wisconsin Economic Development Corp. (WEDC) programs** including tax credits for job creation, capital investment, employee training, and corporate headquarters.
- **Historic Preservation state income tax credits** offsets the cost of restoring historic structures. The Qualified Rehabilitated Buildings Tax Credit allows non-historic commercial buildings to be eligible as well.

New Markets Tax Credits to provide business loans to owner-occupied businesses in distressed Census tracts.

Other City initiatives, such as business improvement districts, targeted investment neighborhoods, neighborhood improvement districts, development incentive zones, neighborhood strategic planning areas, retail investment funds, façade improvement grants, and energy efficiency grants (Me2), help to foster partnerships and deliver resources that strengthen Milwaukee's business environment.

Local Success
Milwaukee Spice City

While Milwaukee may be best known for its breweries, motorcycles and manufacturing, the city and region have a robust spice, seasonings and flavor manufacturing industry as well. A history of meat and sausage processing, and more than 250 food manufacturers have demanded a steady supply of spices and seasonings. While meat processing has declined, the region's spice and flavoring companies continue to thrive, providing goods to large national food producers. Companies like Milwaukee Spice Mills and Foran Spice Company have expanded, merged with national chains, and thrived in the region, as others like Campbell's have moved in.

The Milwaukee region has a competitive advantage in food processing and in particular spice manufacturing. According to a Campbell's spokesperson, "we chose the location because historically, the upper Midwest of the U.S. was a supply hub for many food ingredients and manufacturers, and it offers proximity to distribution hubs as well." Sensient Technologies, Inc., founded in 1882 as Meadow Springs Distilling Company, is a global color, flavor and fragrance producer headquartered in Milwaukee and brings in more than $1.4 billion in revenue annually.

Recently, Penzey's Spices announced a commitment to rehabilitating the former Northridge Mall site into a distribution center and office for their rapidly growing business, moving their operations from the suburbs to the city and helping to stabilize and reinvest a struggling corridor on the city's Northwest side. The company has purchased most of the existing mall building and is working to secure the remaining portion from an investor.[11]

Careful analysis of development needs and costs is essential for the City to make informed decisions about where and how to invest resources into site development. The existing sites listed in Appendix B are all at different stages of development readiness and while some are appropriate for targeting in the short-term, others require significant investment before they will be suitable for development. Current market conditions make some sites more viable than others. All these factors must be taken into account when deciding which sites to pursue and which to "mothball" until such time when they are more marketable.

Other cities have established location-based "triage" strategies to decide how best to allocate scarce resources for competing development opportunities. Some cities channel funds to the strongest projects and those that will produce the desired "ripple effect" or growth multiplier effect. The City of Detroit has developed a place-based strategy for growth by directing driver industries into established "core investment corridors."[12] Through a number of efforts including their Corridors of Opportunity and Sustainable Communities programs, the Minneapolis-St. Paul region is aligning infrastructure improvements and redevelopment efforts into identified corridors to support key sector growth, address development equity issues and ensure that future growth and investment are meeting industry and community needs.[13]

Recognizing that the City has limited resources to devote to land development and redevelopment, this chapter offers strategies aimed at prioritizing sites based on an evaluation of their various assets, needs and marketability, and whether they have been targeted by an existing industry or cluster or have already received significant investment.

Strategy 4.1: Implement a Data-Driven, Location-Based Approach

No.	Action Item	Time Frame	Lead Actor	Supporting Partners
4.1.1	Develop, maintain and publish a comprehensive list of available sites in the City	Short	CITY	DCD; RACM
The City will continue to direct resources towards and priority toward sites with the highest market potential, with the understanding that other sites need additional investment or different market conditions to make them viable. Instead of spreading scarce resources too thinly, the City will evaluate sites based on their viability and marketability given current demand and key asset cluster needs and decide which to invest in now, which to begin to prepare for future development, and which to "mothball" until such a time when market conditions are favorable or a company expresses interest.				
4.1.2	Maintain an inventory of 100 acres of "shovel ready" industrial land for development	Medium	CITY	DCD; RACM
The City should always have shovel-ready land available for industrial investment. Considering the needs of each site to make it shovel ready and taking account of the future needs of the key asset clusters, the City will strive to ensure that at least 100 acres of developable industrial land is available within the city limits each year.				
4.1.3	Return 500 acres of brownfield land to active, industrial use in 10 years	Long	CITY	DCD; RACM
The City will make it a goal to return all 500 acres of currently available industrial vacant land to active use within 10 years. In the short term, this will require identifying which of these sites are poised for redevelopment now, and moving diligently to market them and put them back into use; in the longer term, the City will prioritize what each site needs to be attractive for redevelopment and work to align investment and marketing with key asset clusters to prepare sites for future needs.				

The Park East Corridor contains more than 12 acres of land suitable for mixed-use development near downtown. (Source: Department of City Development / Planning)

Strategy 4.2: Anticipate Future Industry Needs

	No.	Action Item	Time Frame	Lead Actor	Supporting Partners
7 Strategy 1 Strategy 2 Strategy 3	4.2.1	Regularly communicate with M7 and key driver industries and industry organizations to learn more about their location needs, and keep suitable Milwaukee expansion sites on the radar	Short	CITY	M7; FaB Wisconsin; M-WERC; Water Council; other cluster orgs.
	The city will meet with M7 and cluster organizations to identify suitable sites within the city for cluster industries, with the goal of capturing the city's share of new industrial development.				
	4.2.2	Create a food innovation district or corridor in the City of Milwaukee	Medium	FaB Wisconsin	M7; City of Milwaukee; MATC
	Food and beverage processing is a critical industrial sector in the M7 region, with a particular concentration of employment in Milwaukee. Urban agriculture initiatives are also taking hold in Milwaukee, as evidenced by the growth of community gardens, farmer's markets and small-scale food manufacturing. A food innovation district could provide an area within the city of Milwaukee that is zoned, branded and designed to connect and catalyze these initiatives.				
	4.2.3	Update analysis of industrial-zoned land within Milwaukee, to ensure zoning regulations fit needs of key asset clusters	Short	CITY	
	In 2004, S.B. Friedman analyzed current and future industrial land demand in the Milwaukee region and offered a strategy for the City to preserve key industrial areas. Several key corridors were identified, as well as guidelines to evaluate requests to rezone industrial land. The report should be updated to determine which corridors are still viable for industrial clusters and the guidelines reviewed and revised if needed, to better analyze rezoning requests. Some of the current industrial zoning district use categories are associated with heavy industrial uses that are not consistent with advanced manufacturing of today, and industry may benefit from strengthened language within the zoning code to protect industrial land from special and non-industrial uses and transition zones adjacent to industrial districts. The City will review its zoning code with an eye to how it supports industry in general, and asset clusters in particular, and pursue changes that preserve and promote industrial development within the city.				
7 Strategy 8 5.2.4	4.2.4	Advocate for policy changes that promote investment in public transportation options	Long	CITY	Milwaukee County; Transit Now; MMAC
	The City has the most expansive bus routes within the Milwaukee County service area and this level of service must continue and be improved to connect people to jobs. The City will advocate for increased funding and improvements for MCTS, and will work with other agencies to support alternative modes of transit such as streetcar ridesharing, passenger and high speed rail, bike share and the bike network.				
7 Strategy 8	4.2.5	Invest in infrastructure to promote efficient intermodal networks	Long	CITY	State of Wisconsin; Federal Government
	The City will work with county, M7 and state interests to identify, promote and pursue future infrastructure investments for freight, rail, air and waterway, and policy changes that make industrial and cluster development in the city more attractive. For example, upgrading the railroad infrastructure along the 30th Street Industrial Corridor would help not only the Century City sites now, but would position the entire corridor for future development and investment.				

Strategy 4.3: Develop and Promote Neighborhood Business Opportunities

No.	Action Item	Time Frame	Lead Actor	Supporting Partners
4.3.3 6.1.2 4.3.1	Identify existing vacant building inventory and promote for alternative uses	Short	CITY	DCD; RACM; Business Improvement Districts

The city has more than 650[3] vacant and underutilized commercial and industrial buildings, approximately 100 of which are City owned. Many of these are vacant storefronts in neighborhood commercial corridors. While they may no longer be suitable for their original use, these buildings may be appropriate for alternative uses like start-ups, shared workspaces, live/work, or new neighborhood services. The City will take steps to identify and inventory these buildings, assess their suitability for new uses, and develop incentives to get these spaces reoccupied and productive again.

4.3.2	Explore and advance opportunities for home-based businesses in neighborhoods	Medium	CITY	DCD; RACM; WWBIC

Home-based businesses are an opportunity for some individuals to be successful and grow a business without the costs of finding and renting workspace. The City will explore appropriate measures aimed at supporting the ability of individuals to grow businesses at home, including but not limited to: changes to local ordinances and added flexibility in building and zoning codes.

4.3.1 6.3.3 4.3.3	Explore and advance opportunities for live/work/sell space to support artists & entrepreneurs	Long	CITY	DCD; RACM; Milwaukee Artists Resource Network

Artists and entrepreneurs often cannot afford more expensive workspace in order to grow their trade, and additionally, many start-ups and younger professionals prefer older workspaces with character. The City will work with the local organizations that support artists, entrepreneurs and creative workers to identify their workspace needs and develop strategies for reutilizing City owned vacant commercial and industrial buildings for this purpose.

Endnotes for Chapter 4

1. Cassidy-Turley U.S. Industrial Trends Report, 1st Quarter 2013; Industrial Market Snapshot, 4th Quarter 2012.
2. The average vacancy rate for industrial real estate was 8.5% nationally in Q1 2013; the rate for the Milwaukee region was 6.4% during the same period. See: Weiland, Andrew. "Will strong industrial market spur more development?" Milwaukee BizTimes, April 29 – May 12, 2013, pp. 18-19.
3. While this number includes commercial and industrial structures, it also may include some multi-family, religious and quasi-public buildings, due to how DNS codes these records.
4. http://detroit.curbed.com/archives/2013/10/sugar-hill-arts-district-has-some-room-at-71-garfield.php
5. Dolan, Thomas. "The Ten Truths of Live-Work Planning Policy." <http://live-work.com/live-work/the-ten-truths-of-live-work-planning-policy/> Accessed on 29 May 2013.
6. U.S. Census Bureau, 2011 American Community Survey 1-Year Estimates; Pawasarat, John. "The Driver License Status of the Voting Age Population in Wisconsin." Employment and Training Institute, University of Wisconsin-Milwaukee, June 2005.
7. 2008-2012 American Community Survey 5-Year Estimates.
8. Based on a measurement of travel delay, "green" commuters, and travel time, see: Levy, Francesca. "Daily Grind: Best and Worst Cities for Commuters." Forbes.com, February 16, 2010.
9. Tomer, Adie, Elizabeth Kneebone, Robert Puentes, and Alan Berube. "Missed Opportunity: Transit and Jobs in Metropolitan America." Brookings Institution, May 2011.
10. In work group conversations during the process, representatives of food and beverage indicated that companies in this cluster prioritize previously undeveloped sites when looking for places to locate new facilities.
11. Dill, Molly. "Spice City: Milwaukee Is a Hotbed of Seasoning and Flavor Manufacturers." BizTimes, April 15, 2013.
12. "Detroit Future City" the City of Detroit's strategic framework plan, December 2012.
13. "Minneapolis-Saint Paul Regional Business Plan Update," April 2011.

Develop a Workforce Prepared and Poised for Success.

Economic growth is fully dependent on a capable, skilled workforce, and improving Milwaukee's system of developing, retaining and deploying skilled workers is essential to successful economic growth. The State and City's education and workforce training systems and local employers must continue to be partners in proactively assisting current workers and those who are not in the workforce get the skills required for productivity and personal success.

CHAPTER 5

Human Capital Development

5.1 Introduction

Employed residents are the single most important ingredient in the city's economic health. Residents who hold jobs add value to the economy by using their skills to make employers more competitive, and the wages they earn are recycled locally and regionally through expenditures for everything from houses and cars to restaurant meals. Not surprisingly, comparing Milwaukee's recent 2013 Market Value Analysis with Census data shows a strong correlation between neighborhood health and wages. Neighborhoods dominated by higher-wage earners with more disposable income are the healthier areas of the city, while those neighborhoods characterized by high rates of unemployment and concentrations of low-wage households are the most distressed.[1]

Companies choosing where to locate or expand operations cite workforce as a main component of their decision. A 2013 survey of 200 corporations and site selection consultants found that nearly 90% ranked "availability of skilled labor" as "important" or "very important" to their location evaluation.[2] Cities that can demonstrate that the local labor pool has the skills needed by a company seeking to build or expand get careful consideration. In an era when low-skilled production jobs have largely moved overseas to developing countries, cities with large numbers of unskilled residents struggle to remain attractive.

The M7 *Framework for Economic Growth* lays out multiple strategies to leverage metro Milwaukee's assets to encourage economic growth throughout the region. The human capital represented by Milwaukee city residents is critical to the success of those strategies. In order to maximize the role of city residents in the region's growth, and ensure that they benefit fully from economic expansion, our city's human capital agenda must tackle several challenges:

1. Changing demographic characteristics of the local workforce.

2. Troubling gaps in employment, earnings and educational attainment between white and non-white residents, with high rates of unemployment among African American men in particular.

3. Concerns among employers of a "skills gap," particularly in manufacturing firms, and extending to younger workers' lack of the "soft skills" needed to be successful on the job.

4. Transportation barriers and regional land development patterns that limit job accessibility for many inner city residents.

For the city's economy to thrive, city residents must be able to compete for and obtain gainful employment opportunities. Residents, employers and the public sector all have roles to play in achieving this goal. Residents need to accept responsibility for taking advantage of educational and training opportunities at all levels, from preschool through college. Employers must ensure that their hiring and promotion practices provide an equal playing field for all applicants. Finally, the

Figure 5.1: Comparison of Economic Indicators for Strong and Weak Market Metro Areas

	Weak Economies	Strong Economies
Per capita income growth	1.4%	1.8%
Central city poverty rate	21.8%	16.5%
Suburban poverty rate	8.9%	9.6%
% of poor residents in high poverty Census tracts, 2000	48.3%	36.9%
Index of racial segregation (whites, blacks) in 2000	62.7	48.9
Ratio of income at 80th percentile to 20th percentile	440.2	416.8

Source: Manuel Pastor, "Been Down So Long: Weak Market Cities and Regional Equality," 2013 white paper.

public sector must bring stakeholders together and make certain that educational institutions, City government and the local workforce development system are sensitive to employers' needs, and capable of delivering job candidates that meet those needs.

Equal opportunity and economic growth are inseparable: a growing body of research shows that cities in which there is less of an income gap among groups of residents have higher growth rates than cities with larger gaps. In addition, cities with stronger economies had lower levels of income inequality, central city poverty, and racial segregation compared to cities with weaker economies as shown in Figure 5.1.[3] Strategies to maximize and leverage Milwaukee's human capital must not only serve employers' needs, but also provide pathways for individuals to compete effectively for job opportunities.

The Role of Primary and Secondary Education

There is no question that quality primary and secondary education is essential to future success in the workplace. Our community has long recognized the need to improve student performance and ensure that graduating students are prepared for employment or additional education and technical training. Milwaukee has experimented for two decades with a variety of approaches to accomplish these goals. We acknowledge at the outset that low achievement in elementary and secondary school is a major barrier to workplace success. However, strategies for school improvement are beyond the scope of this report. That said, a community in which many Individuals enter the workforce without having mastered basic skills in school needs to make a significant investment in workforce development and training activities, including investment in remedial education, in order to address these gaps.

5.2 Current Conditions

As described in Chapter 2, Milwaukee's demographics have changed dramatically over the past few decades. The city's population has become majority-minority over the years.[4] The city also has a younger population and higher rate of entry into the workforce than the region as a whole.

Figure 5.2 describes the working age population for the city and region. The ratio of workforce entry to exit compares the number of new workers entering the workforce to older workers retiring or leaving the workforce. The greater this number is above parity (1.00, where the number entering equals the number exiting), the faster the workforce is growing. The city posts a higher ratio of workforce entry to exit as well as larger percentages of young and prime working age residents, suggesting that the city represents the future of the region's workforce.[5]

Milwaukee has a significant immigrant population: 9.9% of the city's residents are foreign-born compared to 7.1% of the region's population and 4.6% for the state as a whole.[6] According

Figure 5.2: Working Age Population Characteristics

	City	Region
Workforce participation rate	65.2%	78.0%
Ratio of workforce entry to exit	1.63	1.12
Percent of population, Aged 25 - 34	16.4%	13.7%
Percent of population of prime working age	50.8%	45.0%

Source: American Community Survey, 2011

Figure 5.3: Job Openings in Southeastern Wisconsin in May 2009

	College Bachelor's or Higher	License, A.D., Certificate, or Experience	High School Completion Only	No Experience	Total
Full-time openings	2,829	3,743	281	499	7,352
Part-time openings	570	2,202	234	384	3,390
Total openings	3,399	5,945	515	883	10,742
Percent of total	31.6%	55.3%	4.8%	8.2%	100.0%

Source: Regional Workforce Alliance, 2009

to the Brookings Institution, immigrants are an increasingly important source of labor: the proportion of the U.S. workforce that is foreign-born has more than tripled since 1970, from 5% to 16 percent.[7] In fact, nearly all of the growth in the U.S. labor force over the next 40 years is expected to come from immigrants and their children.[8] Immigrants add to the labor force, provide skills and work jobs that native-born workers typically would not, and contribute to overall economic activity.

Immigrant workers, however, can face significant barriers to entering the labor market and utilizing the skills they have acquired in their home countries. Nearly one third of immigrants with bachelor's degrees are working jobs for which they are overqualified.[9] Several factors contribute to underemployment of immigrants: language barriers, American employers' lack of familiarity with foreign education credentials, and lack of understanding among immigrant populations of American hiring practices and interview norms. Addressing these issues will help Milwaukee to maximize the value of immigrant human capital.

Educational Attainment

As the dominance of manufacturing in the city economy has waned, and technology and automation have changed the ways in which tasks are performed in nearly every profession, the bar for entry to full-time, family-supporting employment is higher than it was a generation ago. Employers increasingly demand post-secondary education and related "career ladder" experience as conditions for employment.

A 2009 survey of Milwaukee region job openings reinforced the importance of post-secondary credentials for job-seekers, while also revealing opportunities for those who did not pursue a four-year degree. As Figure 5.3 shows, more than half of available positions required some training beyond high school but less than a bachelor's degree. For example, a two-year associate's degree from a technical college works well for jobseekers who need training where a highly specific skill set is part of the degree program. The employer will not have to provide the majority of on-the-job training because the jobseeker has already acquired those skills and only needs to learn the practices and procedures of the new workplace.

However, less than one in six job openings was available to individuals with only a high school diploma. Approximately 31% of city residents have only a high school diploma, and 18% did not complete high school at all.[10] Without basic high school credentials and some post-secondary training, the employment outlook for these individuals is poor. Thirty years ago, a high school degree would have been a "terminal" degree for factory and clerical workers in Milwaukee. Now it is just one stop on the path to job readiness.

A growing "green jobs" sector can provide quality employment without requiring a college degree. (Source: Midwest Renewable Energy Association)

Unemployment rates reflect the demand for highly-educated workers. In January 2014, the seasonally adjusted unemployment rate for individuals without a high school diploma was 9.6%, compared to 6% for individuals with some college experience, and 3.2% for those with a bachelor's degree or higher.[11] Individuals with post-secondary education also earn significantly more than those with only a high school diploma: in 2014 median annual earnings for full-time workers (aged 25-32) with a college degree were $17,500 higher on average than for those who had only finished high school.[12]

Milwaukee is home to a dozen institutions of higher learning, with a combined enrollment of more than 75,000 students. These include the University of Wisconsin-Milwaukee, the state's second-largest public university, Marquette University, the state's largest private university, and the Milwaukee Area Technical College, the largest technical school in the state, as well as Milwaukee School of Engineering and Milwaukee Institute of Art and Design, and acclaimed liberal arts colleges such as Alverno College, Mount Mary College and Cardinal Stritch University. Yet Milwaukeeans still lag behind their counterparts in Wisconsin and the nation in overall educational attainment. Only 80% of Milwaukeeans have graduated from high school compared to nearly 90% statewide and 85% nationally. Just over one in five Milwaukeeans has a bachelor's degree or higher, compared to one in four in Wisconsin and 28% nationally.[13] Increasing local enrollment in post-secondary education, and retaining those individuals once they have graduated, are critical priorities as our community seeks to develop a workforce that is poised and prepared for success.

Learning from Others

Philadelphia's Knowledge Industry Partnership (KIP)

Philadelphia has established the Knowledge Industry Partnership (KIP), to improve the quality of both personal and professional experiences of students attending college in metro Philadelphia, with the goal of increasing retention of graduates. KIP has a three-pronged strategy: enroll, engage, and employ. The strategy includes activities to attract more and better students to local colleges and universities; improve students' off-campus experiences, and connect students to internships and mentoring provided by local employers.

KIP, which receives substantial investment from the Greater Philadelphia Tourism Marketing Corporation, works to brand Philadelphia as a "city built for students" and the region as "one big campus." KIP has shown success in increasing enrollment at Philadelphia colleges, number of graduates, and the proportion of students educated who stay in the Philadelphia region after graduation.[14]

Many who graduate from college will likely need post-degree training. Only 48% of 2012-2013 college graduates say they have received on-the-job training, according to a recent report by Accenture. Moreover, 69% of college seniors say they will need more training or education after graduation to get the job they want—and 80% expect a formal training program when they land with a new employer. However, this may be changing. According to the same study, while employers have dialed back on training, employers' expectations of education and professional training are shifting toward continuous learning throughout workers' employment history, and not just during college.[15]

Milwaukee Succeeds, a coalition of educators, community and business leaders and funders, was established to identify and implement activities that help children succeed from "cradle to career." One of the organization's four goals is for all young people to utilize post-secondary education or training to improve opportunities beyond high school and prepare for a successful career.

Milwaukee Succeeds has set ambitious targets for the community. Figure 5.4 shows that city residents lag behind the region, state and nation in post-educational attainment. By 2020, Milwaukee Succeeds aims to increase the percentage of city residents aged 25 to 34 who have at least a bachelor's degree from 27% to 33%, and to increase the percentage who have at least an associate's

Learning from Others

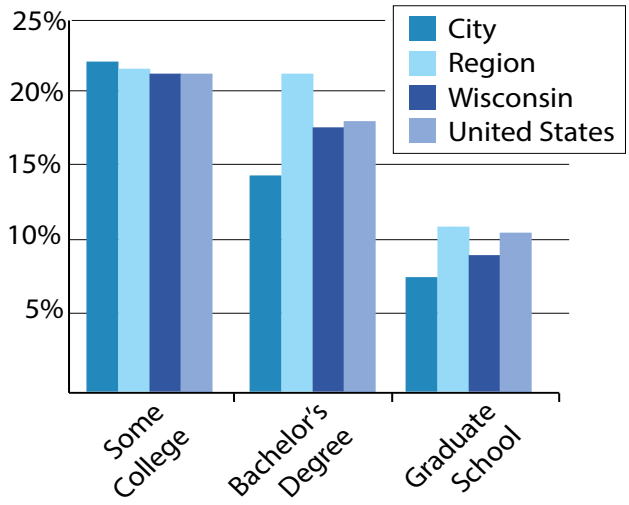
Paving the Pathway to College

Two strategies to increase college enrollment among disadvantaged students are gaining traction across the nation. "Say Yes to Education," a New York-based organization, has established holistic programs in the distressed cities of Syracuse and Buffalo to provide the supports needed to improve school success and college readiness. Government and private funds are being used to pay costs associated with measures such as lengthening the school day, adding social work and counseling staff to school staff, establishing in-school health clinics, operating after-school programs, and increasing early childhood education opportunities. "Say Yes" higher education compacts with dozens of public and private colleges complement these activities. Participating colleges create "Say Yes" scholarships and grants for students who graduate from public and charter schools in the two cities.

In San Francisco, City government has established college savings accounts for all children who enroll in public school kindergarten. The Kindergarten to College (K2C) accounts start with a $50 deposit made with City and County resources. Parents are encouraged to add to the account regularly; local foundations and business contributions provide funds used to incentivize regular deposits. San Francisco policymakers created K2C in light of research that found that children with savings accounts will be up to seven times more likely to attend college than those without an account, regardless of the family's income, race, or educational attainment. Similar programs, generally called Children's Savings Accounts (CSAs), have been set up in Colorado and Mississippi.

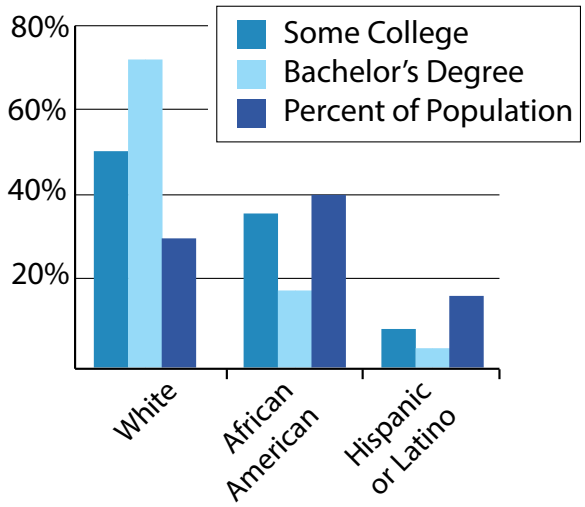
In some communities, such as Kalamazoo, Michigan, business leaders and philanthropic organizations have made an early commitment to providing financial aid for post-secondary study to students who graduate from local high schools. According to the Pathways to College Network, these "Promise" programs may put more students, especially those from low-income and first-generation families, on the path to college, in part by providing them with assurance they will have funds to pay for college. Promise programs also act as an economic development tool, because they give low- and middle-income families a reason to stay in a school district, and encourage students to do well in school.[17]

Figure 5.4: Educational Attainment (Overall) for City, Region, State, and U.S.



Source: American Community Survey, 2012

Figure 5.5: Educational Attainment by Race/Ethnicity for the City of Milwaukee



Source: U.S. Census Bureau, 2010

Figure 5.6: Post-Graduation Plans for Milwaukee Public Schools Class of 2012

	College	Vocational or Technical School	Job Training
Asian	51.6%	14.4%	0.8%
African American	36.3%	23.6%	0.5%
Hispanic or Latino	32.3%	21.2%	1.7%
White, Non-Hispanic	45.9%	13.7%	0.8%

Source: Wisconsin Department of Public Instruction, 2012

degree from 34% to 61 percent.[16] To reach these Milwaukee Succeeds goals, the community must concentrate on increasing post-secondary enrollment, retention and completion, particularly among the city's minority residents.

As Figure 5.5 illustrates, white Milwaukeeans have a disproportionate share of higher education credentials. While white residents comprise 37% of the population, they hold 71% of the bachelor's degrees, and account for almost half of the residents who have at least some post-secondary training. In contrast, African Americans (40% of the population) hold only 17% of the bachelor's degrees. Latinos (17% of the population) hold only 5% of the bachelor's degrees.[18]

Income gaps may explain some of the disparity in attainment: while college attendance overall is increasing, disparity in college attendance based on family income has never been greater.[19] In fact, children raised in low income families are nearly 30% less likely to attend college than those raised in high income families.[20] Low-income students also are less likely to complete degree programs. High cost of tuition and inadequate preparation for college work are among the reasons.[21] Since 1985, the overall consumer price index has risen 115% while the college education inflation rate has risen nearly 500%.[22]

An "aspirations gap" also explains some of the differential in post-secondary enrollment rates. The Wisconsin Department of Public Instruction gathers data regarding post-graduation plans for graduating high school seniors. For the class of 2011-12, nearly 75% of Wisconsin seniors said they planned to attend college or technical schools or enter into a job training program. Only 60% of Milwaukee Public Schools graduates reported such plans.[23] Their plans differ by race and ethnicity, as shown in Figure 5.6. Fortunately, African Americans, who make up the majority of graduates from Milwaukee Public Schools, are increasingly more likely to report their intent to seek further education after high school; however, lower standardized test scores still indicate that more preparation is needed before many of these students enter college.[24]

Workforce Skills

The misalignment between the skills job-seekers possess and those employers need has been well publicized in Wisconsin. The problem is not exclusive to Wisconsin: the 2012 edition of Manpower Group's Talent Shortage Survey reports that U.S. employers have the greatest difficulty recruiting workers across 10 fields: skilled trades, engineering, sales, accounting and finance, information technology, management, technicians, drivers, mechanics, and chefs/cooks. The report further found that while employers globally are concerned about the lack of necessary employability skills among job candidates, only one employer in five is using training and development to fill the gap, and only

Local Success
Earn & Learn

Since 2005, the City of Milwaukee, in cooperation with the Milwaukee Area Workforce Investment Board and dozens of local employers, has made part-time jobs available to young people aged 14 to 22 through Earn & Learn. More than 19,000 youth have worked in Earn & Learn positions. Most jobs are created by non-profit agencies; federal Workforce Investment Act funds are used to pay wages for these positions. Local government agencies and private sector employers also create Earn & Learn jobs at their own expense. The City of Milwaukee is the largest Earn & Learn employer, placing teens in summer positions at a variety of City agencies. The US Conference of Mayors has cited Earn & Learn as a "best practice" in implementing summer jobs programs. [26]

6% of employers are working with educational institutions on relevant curricula that can fill knowledge gaps.[25]

To address this disconnect, educational institutions such as Milwaukee Area Technical College, UW-Milwaukee, and the Milwaukee School of Engineering include employers on program advisory boards to ensure that their curriculum is work-relevant and meet employers current and future needs.

Over the past several decades, Milwaukee's manufacturing economy has transitioned from work that could be done by unskilled or semi-skilled workers with on-the-job training to jobs that require science, technology, engineering and math (STEM) skills. In contemporary times, even as manufacturing has become less prominent in the local job mix, the need for STEM-skilled workers has greatly expanded. In fact, 21.4% of jobs in metropolitan Milwaukee demanded STEM skills in 2013. The top local STEM occupations include health care, information technology, metal workers and plastic workers, financial specialists, engineers and construction trades workers. Among STEM skill jobs, just under half (48.5%) require more than a two-year degree. All STEM jobs, including those requiring a two-year degree or less, pay significantly better than non-STEM jobs, as Figure 5.7 demonstrates.[27]

The most competitive job applicants present a combination of basic knowledge, technical skills and experience appropriate to the demands of the position and "soft skills" such as communication ability, a strong work ethic, initiative, interpersonal skills, and teamwork. Although there are no local data regarding soft skills, a 2006 survey of 400 employers across the country indicated that many young job seekers lack these essential skills.[28]

While most organizations and initiatives aimed at soft skills development focus on young workers, studies show that more experienced workers also need additional soft skills training. Providing more opportunities for both young and more experienced workers alike to develop soft skills is important to improving the competitiveness of Milwaukee workers. Programs like on-the-job coaching, classroom activities facilitated by

Local Success
Promoting STEM Skills

In the past decade, local efforts have emerged to develop STEM proficiency among students. The largest is Project Lead the Way, a hands-on learning partnership between the Milwaukee Public Schools (MPS) and area employers that engages 5,500 middle- and high-school students. According to MPS, 45% of students who participate are female and approximately 85% are students of color. Milwaukee Area Technical College (MATC) has created BEST (Biochemical Excellence in Science and Technology), a strategy to stimulate interest in STEM careers. BEST includes development of several new associate degree programs, workshops for high school students, research internships for college students, and STEM-focused professional development for high school teachers.

Several other local programs aim to increase STEM skills specific to manufacturing jobs. The Mayor's Manufacturing Partnership, a collaborative effort between the Milwaukee Area Workforce Investment Board, City of Milwaukee, Wisconsin Regional Training Partnership (WRTP/BIGSTEP) and MATC, seeks to address the shortage of skilled workers for open manufacturing jobs. Manufacturing Careers Partnership, organized by the Metropolitan Milwaukee Association of Commerce and Milwaukee 7 was formed to increase the manufacturing talent pool. Its initial project, started in 2013, concentrates on welding skills. Additionally, WRTP operates the Entry Level Skills Manufacturing training program to develop skills of entry-level workers at specific firms.[30]

Figure 5.7: STEM Wages in Metro Milwaukee, 2011

	STEM Wages	Non-STEM Wages
All jobs	$68,303	$38,687
Jobs requiring a bachelor's degree or higher	$83,311	$65,704
Jobs requiring an associate's degree or less	$54,178	$32,487

Source: J. Rothwell, "The Hidden STEM Economy," 2013

teachers, service learning and volunteering, and additional involvement by corporate partners could go a long way towards cultivating the important skills needed for Milwaukee workers to succeed in the workplace.[29]

Employment Disparities

For the last several decades, Milwaukee has struggled with a disparity in employment rates among various segments of the population, as shown in Figure 5.8. In 2010, only 44.7% of the Milwaukee region's working age African American males were employed. Only Detroit and Buffalo saw lower rates. Of those in prime working years (25 to 54 years of age) only 52.7% were employed, the lowest of any major city in the U.S.[31]

Incarceration rates among African American males remain a major impediment to employment: of the approximately 57,000 African-American male residents in Milwaukee, more than 23,000 are in prison or have an incarceration record.[32] Upon release from prison, men who have been incarcerated face poor odds for meaningful employment. Nationally, less than half secure a job upon their return to the community. In fact, ex-offenders are the least likely to find successful employment due to their records, time out of the labor force, persistent legal problems, low education attainment levels, restrictions on access to student loans, limited government supports for education and vocational training, high recidivism rates, and driver's license suspensions and revocations.[33]

The Milwaukee Area Workforce Investment Board operates programs that have provided assistance to about 650 individuals who have been involved in the criminal justice system, including both adults and juveniles. These programs provide case management, community service learning activities, training, skill development, job placement, housing, medical and psychological assistance, and financial literacy. However, the need for services dwarfs the number of participants in these programs.

Figure 5.8: Regional Male Employment, Age 25-54

Year	African American	Hispanic Or Latino	White Non-Hispanic
1970	84.8%	90.2%	94.5%
1980	74.9%	90.4%	92.3%
1990	64.9%	75.1%	92.1%
2000	61.1%	70.6%	89.7%
2010	52.7%	72.6%	85.1%

Source: Univ. of Wisconsin-Milwaukee Center for Economic Development

In Milwaukee, non-profit organizations ranging from social welfare organizations to interfaith groups like Project Return seek to provide the life skills and support former inmates need to transition from prison to work, family and community. For example, Project Return, which serves more than 1,500 individuals annually, connects ex-offenders to the Job Task Force program. Participants have access to assistance with resumes and job applications, computers, and transportation and clothing needs.

A partnership between the Milwaukee Department of Public Works (DPW) and Wisconsin Community Services (WCS) provides employment to screened WCS clients transitioning from the corrections system to long-term employment. DPW contracts with WCS to hire individuals to fill short-term openings when DPW workers take on certain seasonal or unanticipated duties. This approach provides meaningful training and work experience that can be the foundation for future employment.

Transitional jobs are another strategy to assist the hard-to-employ. The Wisconsin Transitional Jobs Demonstration Program, a State initiative that used federal stimulus funds, paid the wages of 4,000 minimum wage jobs for up to six months, allowing employers to try out workers at no risk or expense. A study of the project by the Economic Mobility Corp found that the program was successful in reaching disadvantaged populations in the labor market. According to the Milwaukee Transitional Jobs Collaborative, half of the participants eventually secured an unsubsidized job. Of the participants, 48% were African American men, 39% had felony records, and more than 60% had been chronically unemployed. In the year following the program, participants had higher rates of employment and earnings.[34] Funding for the Transform Milwaukee jobs program, a similar initiative administered by the Wisconsin Department of Children and Families, was approved in late 2013.

Transportation to employment is a critical issue for many Milwaukee workers and job seekers, particularly those working in low-wage positions. Nearly 20% of Milwaukee households report that they do not have a vehicle, and more than 25% commute via carpooling, public transit, or walking.[35] In fact, Milwaukee's bus system is an especially important lifeline to jobs for low-wage workers: median earnings for those who commute to work by bus are just under $15,000 annually—just 54% of the median income for all local commuters. More than one quarter of Milwaukee residents who use public transit to get to work live in poverty.[36] For those who commute by bus, cuts in transit service and increases in bus fares pose significant barriers to employment success.

Possession of a valid driver's license is another critical issue for job seekers, particularly young people. While fewer teenagers in general are pursuing driver's licenses, inner city teens, and inner city minority teens in particular, have far lower rates of driver's license possession than suburban teens. Fewer than 21% of Milwaukee-area African American teens and 20% of Hispanic teens had a probationary license or instruction permit in 2012. In contrast, almost 63% of white teens did.[37] Moreover, nearly 28,000 African American men in Milwaukee County had their driver's licenses either revoked or suspended as of 2013.[38]

5.3 Building on Strengths

Youth Career Readiness

Several local programs currently introduce youth to career possibilities. My Life! My Plan! (MLMP) is a program sponsored by the Greater Milwaukee Committee's Talent Dividend Initiative. MLMP offers a three-hour workshop that teaches high school students about career clusters, the driver industries that are providing future jobs in the region, and how to prepare for a constantly-evolving job market.

During the workshop, students meet with volunteer career coaches from the business community, who guide them through a career assessment and career exploration process that includes identifying the education necessary to pursue specific career pathways. MLMP encourages students to set realistic short- and long-term goals to better prepare for college and career success after high school. MLMP also offers businesses a way to invest in Milwaukee's future workforce and feed the talent pipeline. The program served 2,500 students during the 2012-13 school year, engaging nearly 750 volunteer career coaches.

Learning from Others
Homeboy Industries, Los Angeles

Homeboy Industries of Los Angeles, a non-profit organization, provides a promising alternative pathway to employment for individuals with criminal records. Founded in 1988, Homeboy Industries employs about 250 former gang members and previously incarcerated individuals in seven social enterprises, including a bakery, farmer's market, catering service, silkscreen and embroidery business, and café at the Los Angeles City Hall. The organization also provides free services to its employees and others, including tattoo removal, mental health, substance abuse and domestic violence treatment, and legal help. Homeboy has an educational component, operating a charter high school and GED classes, and providing training in solar panel installation. Revenue from the business operations covers about a quarter of the cost of providing the social and educational services.

The Homeboy Industries philosophy cites provision of both jobs and free support services in a single location as a key to success. This arrangement "increases the likelihood of a client taking advantage of services offered, and completing the program successfully," according to Homeboy Industries.[39]

Skills Development

Many local agencies offer a wide variety of workforce training programs for adults. The most important players in the city are the Milwaukee Area Workforce Investment Board (MAWIB) and the Milwaukee Area Technical College (MATC).

MAWIB deploys primarily federal and state funds to support basic skills training, industry and sector-

specific skills training, customized training at the request of individual employers, and training provided to individuals, youth, and displaced workers enrolled in various public assistance programs. MAWIB also is responsible for planning, leading, coordinating and monitoring Milwaukee County's workforce development system.[40]

MAWIB's activities are constrained by restrictions associated with the range of public grants that largely fund its budget: these include requirements that only individuals under state income thresholds or individuals with specific life situations be trained. About one third of individuals served by MAWIB have not completed high school or earned a GED, and approximately 30% of clients have criminal backgrounds. MAWIB plays a crucial role in addressing the needs of residents who face barriers to employment, but the Public Policy Forum found that MAWIB needs to do a better job of tying its priorities to those sectors of the economy that might provide a "better match" for the skills and education of current job seekers.[41]

MATC, the largest of the colleges within the Wisconsin Technical College System, enrolls more than 50,000 students annually at its four campuses in metro Milwaukee. Its budget makes it the third largest higher education institution in Wisconsin, behind UW-Madison and UW-Milwaukee. MATC offers about 70 associate degree programs, 45 technical diploma programs, 80 certificate programs, 25 apprenticeship programs, general education courses, English as a Second Language, GED, and adult enrichment programs. MATC's Office of Workforce and Economic Development develops customized job training programs.[42] MATC has worked with regional industry cluster organizations, including the Water Council and FaB Wisconsin to develop training and certificate programs.

The Mayor's Manufacturing Partnership, a collaboration among MATC, MAWIB, the Wisconsin Regional Training Partnership/BIG STEP and more than 50 regional manufacturing partners, bridges the divide between jobseekers and available manufacturing jobs. The partnership develops and delivers employer-driven training for specific job openings at manufacturing firms. Since its formation in 2012, more than 800 individuals have been trained, placed, or have advanced their skills.

The Milwaukee Job Corps, a federally-funded comprehensive job training program, works to teach at-risk young people the skills they need to gain employment or continue their education. Students are in residence at the Job Corps campus on Milwaukee's northwest side for one to two years while they pursue training in manufacturing, construction and health care. Students lacking a high school diploma are enrolled in GED classes, and driver's education classes are available for those who are not licensed. Training in soft skills also helps Job Corps graduates transition successfully to gainful employment.

Other organizations that provide training resources to Milwaukeeans include the Wisconsin Regional Training Partnership/BIG STEP, W-2 agencies, the Wisconsin Department of Workforce Development, the Wisconsin Department of Corrections, Goodwill Industries, Milwaukee Job Corps, Wisconsin Community Services, and Milwaukee Center for Independence. A new organiation, GPS Education Partners, focuses its efforts on high school juniors and seniors by organizing integrated work-based education programs.

Talent Attraction & Retention

FUEL Milwaukee, founded by the Metropolitan Milwaukee Association of Commerce in 2001, has grown to a 7,000-member organization devoted to "creating a vibrant, inclusive community that

Mayor Tom Barrett welcomes the new Milwaukee Job Corps campus. (Source: Continuum Architects)

is magnetic to talent." FUEL provides its young professional members with access to regional assets, leadership and professional development, volunteer opportunities, networking and socializing events, and opportunities for involvement in civic engagement and community building.

5.4 Strategies & Actions

The M7 regional economic growth plan concludes that upgrading and better aligning the skills of the workforce with occupations demanded by employers may be the most critical factor to improving economic growth prospects in the region. The connection between regional economic growth and the role of the central city and its citizens has been well documented.[43] Strategies aimed at improving city resident inclusion in the labor force through education, skill development and regional transportation system improvements, will benefit regional employers as well as improve residents' access to jobs both in the city and the suburbs.[44] The following strategies and action items, therefore, focus on initiatives that will link all Milwaukee residents to training and employment opportunities within the city and in the greater Milwaukee region and help to grow the workforce employers need.

7
Strategy 5

Strategy 5.1: Grow the Workforce Employers Need

No.	Action Item	Time Frame	Lead Actor	Supporting Partners
5.1.1	Build on the success of the Mayor's Manufacturing Partnership and expand training opportunities by developing a Center for Advanced Manufacturing at Century City	Medium	CITY	RACM; MATC; WMEP; M7
The Center, proposed in Milwaukee's recent successful application for federal designation through the Investing in Manufacturing Communities Partnership, would focus on training workers from throughout the region who need certifications and other credentials to strengthen their qualifications for employment in asset industry clusters. Locating at Century City will increase access to training for central city residents who exhibit an aptitude for and interest in advanced manufacturing, and also provide a significant location advantage to Century City as RACM markets these industrial sites to manufacturing firms.				
5.1.2	Align workforce development structure with growth opportunities in high-potential asset industry and employment clusters	Short	MAWIB; M7 Workforce Development Director	FaB Milwauke; Global Water Center M-WERC; MATC; area colleges & universities
Milwaukee's publicly-financed workforce development resources include federally-funded job training and job readiness activities under the umbrella of the MAWIB; local taxpayer-funded classes at the MATC; the State Department of Workforce Development; and smaller training programs sponsored by non-profit agencies. The City supports computer training classes and job drop-in labs at all public libraries. It is critical to accelerate the work that has been done in recent years to align training and job-readiness programs with employer needs and job openings. FaB Wisconsin has successfully partnered with MATC to create certification programs desired by local employers in the food industry, serving as a model that can be replicated to ensure successful linkages between job seekers, job training, and employment opportunities.				
5.1.3	Expand internships, job shadowing opportunities, part-time summer jobs, and local career academies for college and high school students	Medium	MAWIB	Lead to Succeed; Talent Dividend; City of Milwaukee; Beyond the Bell
Such experiences help students become acquainted with the work environment, employer needs, local employment opportunities, and the link between years of school completed and their attractiveness to employers. These platforms also help local employers become more familiar with the youthful talent needed to sustain their operations as older workers retire.				

Strategy 5.1 (Continued)

No.	Action Item	Time Frame	Lead Actor	Supporting Partners
5.1.4	Develop a Web site of opportunities for employers to become involved in job preparation activities that target local youth	Short	CITY	Lead to Succeed; Dream, Explore, Build; City of Milwaukee
Efforts such as Lead to Succeed and My Life! My Plan! have developed approaches to teach work-readiness and "soft skills." The success of these efforts relies on volunteers who engage students for various periods of time. Employers also have the opportunity to become involved in shaping curriculum of school-to-work programs operated by Career Academies, such as the Academy of Hospitality and Tourism operated by Washington High School. A central Web site will facilitate the involvement of volunteers in these programs.				
5.1.5	Investigate proven national models, such as Children's Savings Accounts, "Say Yes to Education" and "Promise" programs that change the educational aspirations of students of low-income families	Medium	CITY	Milwaukee Succeeds; City of Milwaukee; local foundations; public library system
A growing body of research suggests low-income children are more likely to attend college when their parents are actively assisted to save for higher education when their children are very young.				
7.4 5.1.6	Establish branding, events and internship opportunities designed to better connect students at Milwaukee colleges and universities with the assets and opportunities of the larger community, with the goal of retaining more graduates	Medium	Local universities FUEL Milwaukee	VISIT Milwaukee; Talent Dividend; FUEL Milwaukee; NEWaukee; local employers; post-secondary schools
With a dozen colleges in the city, Milwaukee has a large student population that represents a significant talent pool for local employers. However, merely attending college here is not sufficient to ensure that these students will stay in Milwaukee after graduation. A concerted effort to engage college students in the larger life of Milwaukee has the potential to increase the retention of college graduates here.				

The Milwaukee Area Technical College is an integral part of Milwaukee's higher education system. (Source: Department of City Development / Planning)

Strategy 5.2: Expand Efforts to Assist the Hardest to Employ

No.	Action Item	Time Frame	Lead Actor	Supporting Partners
5.2.1	Appoint a team to explore creating an entity, like Homeboy Industries that creates jobs and provides support services for ex-offenders	Medium	Wisconsin Community Services	Word of Hope Ministries, Wisconsin Dept. of Corrections, Wisconsin Community Services, Ezekiel Ministries, Second Chance Partners
The Homeboy Industries model presents an integrated strategy that combines business creation, employment opportunity, and services needed to help men and women coming out of correctional institutions make the difficult transition to long term employment.				
5.2.2	Challenge local employers to pursue hiring practices that are more inclusive of individuals with criminal backgrounds	Medium	MAWIB	MAWIB; local employers; Project Return
The Baltimore Alliance for Careers in Healthcare led efforts to identify jobs in health care suitable for ex-offenders. As a result, more than 1,000 individuals with criminal records have been hired. In 2010, several Milwaukee-area health care providers met to examine the Baltimore model, but the work was never finished. Given the strength of the local health care industry, this work should be restarted with the goal of making appropriate jobs available to individuals with prison records.				
5.2.3	In partnership with Milwaukee Public Schools, spearhead a private fundraising effort to restore free driver's education classes in MPS and expand support for driver's license recovery efforts	Long	Mayor's Office MPS Superintendent	UWM Training & Employment Institute; local foundations
Some people lack licenses because they cannot afford to take private driver's training; others lose their licenses for failure to pay municipal fines. In either case, lack of a driver's license and automobile severely limits access to job opportunities throughout the region. Increasing the number of licensed drivers in Milwaukee will remove a significant barrier to employment for thousands of central city residents. The City will lead the charge to restore free driver's education for high school students by working with MPS and interested foundations to secure funding.				
4.2.4 5.2.4	Vigorously advocate for public transportation improvements that connect city residents with employment centers throughout the metro area	Long	Transit Now	City of Milwaukee; Milwaukee County; MMAC; M7; local employers
City residents are part of a laborshed that covers the entire seven-county region. Yet city residents who need or choose to use public transportation to get to work are increasingly challenged by reductions in local bus service, and lack of coordination between the Milwaukee County Transit System and bus systems outside Milwaukee County. Economic growth means full utilization of the city's human capital, which depends on robust transit alternatives such as bus service, the planned streetcar line, bicycle transport and bike sharing, and inter-county transit lines.				
5.2.5	Expand the State of Wisconsin transitional jobs program	Short	Wisconsin Dept. of Children & Famillies	Governor's Office
Transitional jobs programs that reduce the risk and expense of hiring and the fixed costs of wages and benefits, encourage employers to try out workers who otherwise might not be competitive for employment. The Wisconsin Department of Children and Families has developed a successful, employer-friendly model that creates job opportunities that provide an immediate income and lay the foundation for longer-term employment.				

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Take a Balanced Approach to Business Attraction and Support.

Economic growth strategies must not be limited to any one sector of the economy, but must build from local economic capacity wherever it is found: in large corporations, small and medium-sized companies, start-ups, entrepreneurs, and businesses owned by people of color, women, immigrants, and people with disabilities.

Ease the Path to Development.

All levels of government must simplify and expedite their processes, programs and regulations in order to ease the path to investment and employment.

Adopt a Customer-Oriented Approach.

Just as businesses must attract and communicate with customers, City government must view current and future businesses and residents as customers, understanding that the city is in competition with other municipalities and regions.

CHAPTER 6

Entrepreneurship & Innovation

6.1 Introduction

Private and nonprofit sector businesses are the foundation of Milwaukee's economy. Such employers provide the city and region with jobs, goods and services, identity, and support for the area's quality of life. Many have deep roots in the neighborhoods in which they are located.

Job growth in most communities comes predominantly from the expansion of existing firms rather than the attraction of new companies. Supporting the development of local companies that innovate in ways that create and commercialize new products, services and business practices is critical to local economic growth. Also important are the formation and nurturing of businesses that deliver goods and services to underserved areas, or do so more effectively than existing entities.

This chapter discusses strategies to support the creation of new businesses and the growth of existing firms in order to employ local workers, provide a broad range of goods and services and position the regional economy for growth.

6.2 Current Conditions

Major Milwaukee companies like MillerCoors, Harley-Davidson, Falk Corporation, Northwestern Mutual, A.O. Smith, Manpower, Sensient Technologies and Johnson Controls are central to the city's history and identity. They also illustrate the importance of nurturing small companies. Each of these firms began as a start-up founded by one or more entrepreneurs whose ideas, skills, savvy and willingness to take risks were the foundation for decades of business success. While most start-ups do not have the staying power of these trademark firms, start-ups and small businesses are critical to a dynamic Milwaukee economy.

A 2010 U.S. Small Business Administration evaluation of small business trends over the past 20 years found that around 95% of new firms started with fewer than 20 employees.[1] In fact, small employers have led job creation as the U.S. has recovered jobs lost in the 2008 recession. ADP Payroll Services publishes monthly reports on the hiring practices of 411,000 companies nationwide. A recent ADP National Employment Report found that small firms (those with fewer than 50 employees) have been responsible for creating 41% of all jobs created since January 2005, and medium firms (50 to 499 employees) have created 36% of jobs. Less than one-quarter of new jobs have been created by large firms (more than 500 employees).[2]

Consistent with national trends, about half the people working in metro Milwaukee are employed by companies defined as small and medium by ADP. Locally, nearly two-thirds of all employers have fewer than 20 people on the payroll. One-third of the state's companies of this size are located in metro Milwaukee.[3]

The health of small companies may be particularly important to reducing employment disparities in the City of Milwaukee. A U.S. Small Business Administration review of research found that small and medium-sized firms with fewer than 500

employees are especially effective at providing opportunities for underserved segments of the population. For example, such firms "employ higher shares of Hispanics than large firms (65.9 percent of Hispanics work for firms with fewer than 500 employees). And compared with large firms, small firms also employ higher shares of individuals with low educational attainment—a high school degree or less (63.2 percent); high school-aged workers (63.8 percent); individuals 65 or older (64.6 percent); disabled workers (59.4 percent); and rural workers (64.3 percent)."[4]

Figure 6.1: Minority and Women Owned Businesses in Milwaukee County and Statewide

Owner Type	Milwaukee County	Statewide
Total Firms	58,182	433,797
African American Owned	13.2%	2.6%
Hispanic or Latino Owned	3.2%	1.3%
Other Minority Owned	4.2%	2.2%
Women Owned	33.0%	25.9%

Source: U.S. Census Bureau, 2007 Economic Census

Replicative Businesses

Start-ups and small businesses can be categorized in a variety of ways. "Replicative" businesses, for example, are those that provide goods and services to the local population. There is great local interest in forming such companies. According to the Wisconsin Women's Business Initiative Corporation (WWBIC), nearly 70% of businesses the organization counsels are start-ups of this type.[5] Even though they are not likely to be major job creators, these ventures—bakeries, grocery stores, gas stations, yoga studios, contracting and accounting firms, desktop publishers, law offices, and others—are critical to the functioning of the larger business community and the city's quality of life.

Taylor Dynanometer is a local company that has resulted from innovative entrepreneurship.
(Source: Department of City Development / Planning)

Increasingly, small business formation represents new sources of economic opportunity for the nation's growing minority population. While businesses owned by white individuals grew by 81% during the period from 1982 to 2007, companies owned by African-Americans jumped nearly 523%, Asian-American businesses increased by 545%, and Hispanic-American firms increased by a remarkable 696%. In fact, one in five small businesses in the U.S. is now minority-owned, and nearly 30% are owned by immigrants. Women-owned businesses comprise 30% of all companies, and women are creating companies at a rate that is 50% higher than the overall business formation rate.[6] As Figure 6.1 shows, minorities and women make up a larger proprotion of business owners locally than they do in the state as a whole.

Minority-owned, replicative businesses can play an especially important role in providing employment opportunities and needed goods and services in low-income neighborhoods. According to Gazelle Index, Latino-owned businesses tend to locate in neighborhoods in which 37% of the population is Latino, while African American-owned businesses locate in areas that are 44% African-American. Two-thirds of the employees of African American-owned businesses are also African-American.[7]

Successful policies to ensure the formation and sustainability of replicative companies must concentrate on providing them access to credit

and technical assistance resources, and reforming business regulations. Indeed, the role of regulation was underscored by a 2013 survey of 8,000 small business owners which found that the cost, time and complexity of obtaining licenses and permits was the most important factor in rating a community's overall business-friendliness. In that survey, the State of Wisconsin received an overall business friendliness ranking of B, while Milwaukee received a C+. Milwaukee's highest grade—an "A-"—was for "ease of starting a small business." Its lowest grades were for "friendliness of environmental regulations" and "training and networking opportunities" (both C-). The city's overall regulatory friendliness was a C.[8]

However, equally important to a healthy and thriving business climate is tailoring business support services and programs to align with opportunities grounded in Milwaukee's local economy: regulatory reforms and improving business friendliness are no doubt essential, but so too are finding ways to help businesses develop new connection points within industries and sectors, research and development, and strengthening the local business ecosystem overall.

Innovative Entrepreneurs

"Innovative" entrepreneurs successfully capitalize on ideas for new products, services and business practices. So-called "gazelle" companies—innovators that have grown on average more than 20% for at least four years—are the biggest job creators in the U.S.[9]

Experience and existing data suggest that in fact, a very small number of high growth ventures may generate almost all of the social and economic benefits of entrepreneurship in a region, according to Daniel Isenberg of the Babson Entrepreneurship Ecosystem Project. "One venture which grows to 100 people in five years is probably more beneficial (to entrepreneurs, shareholders, employees and governments alike) than 50 which stagnate at two [employees each]. Just two or three unusually scaling ventures can have an utterly disproportionate impact on dozens of successors, and impact the entrepreneurship culture in a region."[10]

Learning from Others
KIVA Cities & Micro-Lending

KIVA is a non-profit organization that provides micro-lending to entrepreneurs and small businesses by using crowdsourcing techniques via the Internet to solicit money from individuals to fund 0% interest business loans around the world. KIVA has recently established domestic partnerships with several U.S. cities and features entrepreneurs from these "KIVA Cities" on its web site. KIVA encourages individuals to make loans directly to these businesses. Local trustees vet the borrowers and their evaluations are provided on the KIVA Web site. KIVA serves as the intermediary to distribute loan proceeds to borrowers and repayment to those who provided funds.

The KIVA Cities partnerships raise the profile of local entrepreneurs and small businesses, create a new source of capital to firms featured on its Web site, and provide local residents with an easy means to invest in local businesses. KIVA Cities operates in Newark, New Jersey, Washington, D.C., Little Rock, Arkansas, Los Angeles, Detroit, New Orleans, Philadelphia, and Pittsburgh.[11]

In June, City officials met with the Wisconsin Women's Business Initiative Corporation, local stakeholders, and representatives of KIVA to kick off discussions on how Milwaukee could become the next KIVA city. The meeting resulted in a number of solid commitments from local stakeholders and KIVA and shared enthusiasm for the next steps in the process.

Additionally, innovative entrepreneurs are more likely to succeed in the presence of other innovators because clustering provides synergy, a knowledge and talent base, and an efficient means of transferring information.[12] To encourage these ventures, strategies must encourage the availability of early stage capital in high growth sectors, protect intellectual property, ease technology commercialization, and stay in front of new regulations.[13] The support of entrepreneurship connected to key asset clusters

and other driver industries will need to take a more targeted approach than the general support provided for small business development. In much the same way that industry consultants assist board members and CEOs in developing growth strategies and management efficiencies, experienced entrepreneurs can assist start-ups in navigating the path to business success.

The Immigrant Advantage

A 2012 study found that immigrants contribute significantly to business activity, with immigrant-owned businesses employing 10% of all private sector workers in the U.S.[14] The U.S. Chamber of Commerce notes that "even in the midst of the recession, newcomers continued to form businesses at a record rate, while the number of businesses founded by native-born immigrants declined."[15] There may be a range of reasons why immigrants establish businesses in higher numbers than native-born Americans, from language barriers, to a desire to serve their community. Regardless of the motivation, supporting immigrants in their business pursuits can benefit the larger community and city as whole.

The Artist As Entrepreneur

A 2013 study by the Ewing Marion Kauffman Foundation focused on entrepreneurship within the artist community. Local artists who produce and sell work or perform outside the community are exporters whose creative activities bring new money to the local economy. The study cited, as an example, "Prairie Home Companion," a public radio program based in St. Paul, Minnesota, that supports "dozens of jobs and income."

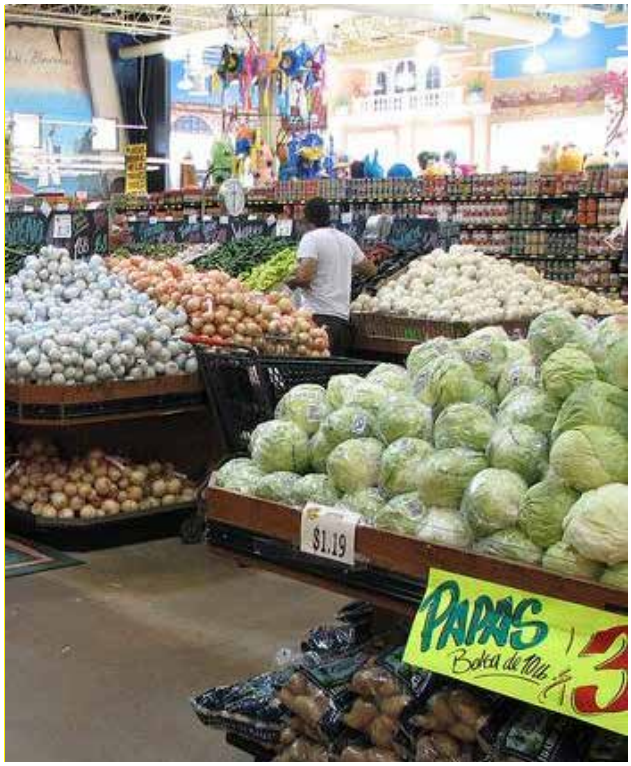
The study noted that artists are 3.5 times more likely than the typical American worker to be self-employed. As self-employed individuals, artists may lack adequate workspace, opportunities for business and professional training, marketing savvy, and networking opportunities. However, because they are less likely to be tied to an employer, artists are more likely to choose where they want to live and work based on quality of life factors. Cities that nurture and support their artist communities have seen those investments returned many-fold in business development, improved quality of life, creative placemaking, and increased national stature.[16]

The Greater Milwaukee Committee, Creative Alliance Milwaukee, and the Mandel Group recently hosted a creative place-making forum to examine all the ways that art transforms cities, adds value to communities, improves quality of life, and leads to richer public places. The objective was to inform as well as "knock down the silos" or foster communication among all the groups needed to make that transformation happen: artists, developers, engineers, elected officials, civic-minded groups that fund the arts, and neighborhoods.

6.3 Building on Strengths

Replicative & Innovative Businesses

Replicative and innovative businesses both contribute to economic growth, but must be supported differently. Replicative businesses repeat a tried-and-true formula of delivering a product or service and grow along with the population, or open new outlets as the population expands. Innovative businesses make a fundamental im-



El Rey Supermarket, an example of a successful replicative business. (Source: Milwaukee Neighborhood News Service)

provement to a product or productivity, leading to wealth creation and generally a higher standard of living in the region.

According to Arizona State University's business school researchers at 'Know Economics', replicative entrepreneurs flourish wherever there is economic growth. Innovative entrepreneurship, on the other hand, is much harder to develop and sustain. It tends to flourish in places near major research universities and in places where there is a critical mass of innovative businesses at all levels of development. The reasons are complex, but economic growth does not lead *ipso facto* to increases in innovative entrepreneurship.

Supporting Replicative Businesses

Replicative type businesses identify access to credit and technical assistance resources as vital to their success. Milwaukee has a broad spectrum of organizations tackling these needs. The Federal Reserve Bank of Kansas City has summarized many of the elements needed to support business start-ups and small businesses. A localized version of this framework is presented in Appendix C. Some of the key organizations are described below.

Local Success
Fund Milwaukee

To implement their vision of connecting small investors with socially conscious entrepreneurs in Milwaukee, the citizens who have joined Fund Milwaukee make direct investments in local small businesses.

Companies seeking financing are invited to present information about their ventures to Fund Milwaukee members; members decide on their own whether to invest. Collectively, Fund Milwaukee members have invested more than $1 million in local firms that are "dedicated to improving the well-being of society and the environment in Milwaukee."

The majority of companies benefitting from these investments are part of the regional food and beverage cluster. According to Fund Milwaukee's mission statement, each investor-business relationship is a "partnership in which we collaborate as investors and business owners to solve social problems."[17]

The **Wisconsin Women's Business Initiative Corporation** (WWBIC) is a Milwaukee micro-credit and business assistance organization that has gained a national reputation for its success in mentoring and financing the establishment of small firms. Founded in 1987, WWBIC focuses its efforts on businesses run by women, low-income individuals and people of color. The 3500 businesses supported by WWBIC have benefited from nearly $35 million in business loans; an extensive array of classes; individual coaching; money management assistance, and events that showcase their products and services.

Local First Milwaukee is a network of 200 companies that promotes business-to-business relationships among Milwaukee firms. Local First's "Shift Your Spending" campaign highlights opportunities to purchase goods and services locally, in order to support small companies here and keep more business spending in the local economy. Local First is planning Move Your Money, Eat Local and Shop Local initiatives in 2014.

The **Milwaukee Economic Development Corporation** is a City-sponsored Community Development Financial Institution that works in partnership with local banks to finance the growth of local small businesses. MEDC provides below-market interest rates, and has established products that provide lenders with a way to fund projects that would be considered too risky for conventional loans without MEDC participation. Since its founding in 1971, MEDC has participated in projects generating more than $1 billion of business investment. All loan programs have a special focus on assisting minority- and women-owned businesses.

The **Hispanic Chamber of Commerce of Wisconsin** creates, expands and diversifies small and Hispanic-owned businesses in Wisconsin with a strong focus in the Milwaukee Metro area. It offers step-by-step technical assistance to Latino entrepreneurs, helping them to design business plans, plan for business growth, and obtain required licenses and permits.

Local Success
Shared Work Spaces

Because innovation often occurs as a result of collaboration, both for-profit and non-profit entities are developing shared work spaces that draw people from a variety of disciplines. A 2012 inventory compiled by Creative Alliance Milwaukee in collaboration with MiKE: Innovation in Milwaukee identified 14 "creative collaborative spaces" occupying 110,000 SF of real estate within Milwaukee.

According to the report, these shared spaces were typically created as a strategy to use vacant space, and have high occupancy rates and low rents. Facilities described in the report ranged in size from 300 SF to 27,000 SF, and offer both individual workspaces and shared facilities. In some cases, the shared spaces also provide tenants or members access to equipment and software. Large buildings formerly used for industrial purposes in the Historic Third Ward and Walker's Point neighborhoods are popular locations for these types of work environments.[18]

The **Multicultural Entrepreneurial Institute** provides training and networking events geared to Latino and urban business people leading to a Bilingual Entrepreneurial Certificate. More experienced business owners can pursue an Advanced Entrepreneurial Certificate which emphasizes relationship development and retention; financing business growth; human resources management, and risk management.

The **African-American Chamber of Commerce** focuses its small business assistance in five areas. The Entrepreneurship Pipeline Program provides incubator space and mentoring; the Women in Business Series facilitates networking among female entrepreneurs and community leaders; the Revolving Loan Fund makes business loans of up to $25,000; the Certified Professional Grade Program connects small contractors with business opportunities from churches, private residents, and commercial and public works projects; and Business Briefings provides education for business sustainability.

The Milwaukee Artist Resource Network offers opportunities for local artists to network, present their work, and find job opportunities (Source: Milwaukee Artist Resource Network)

The **Milwaukee Artists Resource Network** (MARN) is a membership organization devoted to supporting local artists. Its web site connects hundreds of local professional artists, from animators to 'zine writers, with those who seek their services. MARN also sponsors programs that support the ability of artists to earn a living, ranging from exhibition opportunities to workshops on intellectual property rights.

Several creative local initiatives were aimed at promoting business start-ups in 2013. Layton Boulevard West Neighbors, Impact Seven Inc., the Multicultural Entrepreneurial Institute, WWBIC and the Silver City Business District conducted a business plan contest, offering the winner $5,000 for start-up costs, free rent for renovated storefront space and technical assistance. Revolution Labs, a program developed by the Wisconsin Economic Development Corporation, Wisconsin Housing and Economic Development Authority and

Wisconsin Department of Children and Families, selected five central city entrepreneurs for a 12-week training course in lean start-up methods. Following completion of the program, each business received $10,000 in cash.

Supporting Innovative Entrepreneurship

Despite its long history of manufacturing innovation, Milwaukee has lagged in measures of innovative entrepreneurship in recent years. Recent studies of entrepreneurial activity have consistently given Milwaukee and Wisconsin low marks on metrics such as business formation, venture capital investment, and innovation. The community has responded with renewed attention to strategies that support both innovation-based start-ups with high employment potential and entrepreneurs whose ventures, while small, deliver critical goods and services. Among the highest-profile of these strategies:

BizStarts Milwaukee is a non-profit organization that inspires, nurtures, connects and celebrates entrepreneurs and their companies, with a particular emphasis on fast-growing firms. BizStarts sponsors networking events and mentoring, and works with institutions of higher education to improve entrepreneurship education and experiences.

The **Global Water Center** is a 93,000 square-foot incubator for water technology firms. The building, opened in September 2013, hosts both start-ups and established water technology companies, as well as research and development activities under the direction of the UW-Milwaukee School of Freshwater Sciences. The Center includes a state-of-the-art water flow lab to support cutting-edge water research and product development. The adjacent Reed Street Yards business park, currently under development, is designed to provide space for water technology businesses to grow. The Global Water Center and business park firmly position Milwaukee as a site for innovative entrepreneurship spurred by one of the nation's and region's most critical industry clusters.

Scale Up Milwaukee is a multi-year project that focuses on nurturing existing small firms with high potential for growth. Based on a model developed by Daniel Isenberg of the Babson Entrepreneurship Ecosystem Project at Babson College, the initiative provides technical assistance to "big businesses that happen to be small right now."[19] Companies selected to participate in Scale Up attend a series of intensive seminars to identify specific actions that will increase their sales. The project also operates workshops aimed at improving the local infrastructure that supports high-potential companies. Likely candidates or "targets" for these activities include business professors, investors, and those in business support professions such as accountants and attorneys.

Learning from Others
The Idea Village

The Idea Village, a non-profit entrepreneurial support organization in New Orleans, was founded in 2000 to identify, support and retain entrepreneurial talent. A group of CEOs, entrepreneurs, business people, and university leaders guides the organization and has secured resources from federal agencies, national philanthropic organizations and corporations. Idea Village programs include mentorship, an entrepreneurship education program called IDEAinstitute; and IDEAcorps, an organization similar to the Peace Corps that provides service learning activities related to entrepreneurship and the promotion of New Orleans locally and globally.

Idea Village has developed the New Orleans Entrepreneur Week (NOEW) as a showcase for the New Orleans entrepreneurial ecosystem. The schedule for the week includes several dozen free seminars, workshops, speeches and social events ranging from one-on-one entrepreneurship counseling sessions, to specialized workshops on legal and marketing practices, to a multitude of valuable networking opportunities. Multiple competitions for venture, angel and seed funding are also held during NOEW. The event attracts several thousand entrepreneurs, investors, and college students each year.[20]

The **Northwest Side Community Development Corp.** and City of Milwaukee are working with the Midwest Energy Research Consortium (M-WERC) to establish research and development facilities at Century City Towers, an office building just north of the City's Century City business park. A consortium of local industrial and academic players in the energy, power and control cluster, M-WERC focuses its efforts on technology development in the areas of distributed energy resources and systems; building energy efficiency; the energy/water nexus; renewable energy; energy storage, and biofuels.

Victory Spark is a three-month, intensive entrepreneurship education program that supports start-ups run by military veterans with a particular focus on web-based, software, medical device, hardware, mobile, and social companies. After a successful local test of the approach, the federal Veterans Administration has made Milwaukee the headquarters for a national expansion of Victory Spark.

Milwaukee Area Technical College has developed an **entrepreneurship diploma** to help students acquire the business management skills needed to run a business. Marquette University has established a **minor in entrepreneurship**. The University of Wisconsin-Milwaukee offers an **entrepreneurship certificate** with coursework in venture financing, business-to-business transactions, marketing, and related topics.

Local Success
Center for Teaching Entrepreneurship

Using the slogan "Become the CEO of Me, Inc.," the Center for Teaching Entrepreneurship imparts financial literacy and entrepreneurship education to Milwaukee youth aged 9 to 24. The Center's programs, delivered in a variety of settings, expose students to business owners, information about how to start a business, and help in turning a hobby into a business. CTE's programs have served some 18,000 young people, and fostered the development of 68 home-based businesses and 8 retail businesses run by young people.[21]

Local Success
MiKE & Flying Car

In June 2013, the Greater Milwaukee Committee's Innovation in Milwaukee (MiKE) Initiative sponsored Flying Car, a 10-day annual event that featured workshops, pitches, networking opportunities, contests and other events designed to inspire entrepreneurship and ideas around technology in Milwaukee. The event included a BuildHealth "hackathon" that brought entrepreneurs and technology thinkers together at Bucketworks to think about and propose solutions that might improve health literacy, find creative solutions to health concerns through data, and incentivize better self-healthcare.[22]

Organizations of young professionals, including **FUEL Milwaukee, NEWaukee** and **Spreenkler**, regularly convene meetups, networking sessions and other events to help bring creative minds together and foster connections and innovation. Startup Milwaukee has developed Cue Coder Nights, a monthly gathering of local software and web developers, and #GrowthHacking Nights to expose tech start-ups to successful marketing techniques. Technology website Mashable found that Milwaukee had one of the fastest growing Meetup communities, an Internet networking platform that indicates how connected the city's technology culture is.[23]

Gener8tor invests capital, expertise and mentorship in early-stage innovative entrepreneurs to help them grow. The organization runs a 12-week accelerator program in Milwaukee; companies accepted for the program receive an equity investment from gener8tor.

6.4 Strategies & Actions

Innovation, business growth and entrepreneurship are largely roles of the private sector, with public sector institutions providing support in research, training, and expertise. The strategies and action items presented on the following pages outline and emphasize ways in which local government can support the work of the private and non-profit sectors to grow business of all types in Milwaukee and generate wealth in the region.

Strategy 6.1: Define Clear Pathways to Business Creation & Expansion

No.	Action Item	Time Frame	Lead Actor	Supporting Partners
6.1.1	Develop regulation roadmaps for common start-up businesses	Short	CITY	Development Center Milwaukee Public Library
	New businesses must comply with a host of local and state regulations, and many smaller start-ups lack the resources to engage lawyers and accountants to identify all the applicable rules. Clear roadmaps that spell out regulations for the most common business types can help new businesses navigate the regulatory environment and increase their odds of success.			
4.3.1 6.1.2	Re-use vacant City-owned commercial properties to foster start-ups in central city neighborhoods	Medium	CITY	Business Improvement Districts
	As a result of property tax foreclosure, the City owns more than 120 commercial buildings, many in neighborhoods that lack sufficient commercial services. By creating a partnership among the City of Milwaukee, technical assistance providers, and a development entity to offer low-cost space, along with business financing and mentoring to promising entrepreneurs, these properties could be repurposed to support new business development.			
6.1.3	Establish a Local Business Action Team within City government to focus on improving service to business	Medium	CITY	Development Center Milwaukee Public Library
	Multiple City departments interact with businesses, but there is currently no forum to share insights about the impact of City regulations on businesses. An interagency small business action team would be responsible for evaluating current requirements for home-based businesses, occupancy certificates, and business licenses, to determine whether rules and processes linked to these regulations could be simplified in order to promote business development, based on feedback from customers.			
6.1.4	Outstation City staff with local entrepreneurship development organizations to provide direct assistance	Long	CITY	Milwaukee Public Library
	Multiple local organizations provide technical support to would-be entrepreneurs, and link their clients to resources needed to start their businesses. Upon request, appropriate City staff will be made available to meet with clients of these groups, to assist entrepreneurs to understand City government resources and regulations that will have an impact on the businesses they hope to establish, and provide advice on how to deal with them.			

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Strategy 6.2: Maximize Effectiveness of Local Technical Assistance

No.	Action Item	Time Frame	Lead Actor	Supporting Partners
6.2.1	Invite KIVA to partner with City government and local organizations to develop micro-lending to small businesses	Short	CITY WWBIC	Local banks; philanthropic organizations; economic development groups

KIVA, a non-profit organization that supports entrepreneurs and small businesses through Internet-based crowd-funding, has established domestic partnerships with several cities to help connect local small businesses with capital. A similar partnership with the City of Milwaukee and local organizations could provide a new source of capital for start-ups and entrepreneurs.

6.2.2	Encourage all organizations that assist small businesses to list their services on a common forum	Medium	LISC UEDA	Milwaukee Public Library

Dozens of local organizations provide assistance to entrepreneurs and start-ups, but a structure does not currently exist that would allow them to focus on the services they are best equipped to provide, refer clients to other agencies for services they cannot provide, and track data and results for clients. The City will encourage these organizations to post their services on a "community posting board" that would serve as a resource for entrepreneurs and start-ups to identify what services are available by which organizations, and help organizations working with small businesses and entrepreneurs to refer them to other applicable services.

6.2.3	Improve communication between City agencies and the intermediaries who provide service and technical assistance to local businesses	Medium	CITY	Milwaukee Public Library

Many local organizations and professionals interact with individuals wishing to start new businesses. These organizations include Business Improvement Districts, chambers of commerce, commercial lenders, accountants, attorneys, and trade groups. City government can be a resource to these groups and professionals, by providing training programs and materials about City government services, public library resources and services, and other resources of value to their business clients. Similarly, groups and individuals that interact with firms can provide valuable information about the needs of their clients to City agencies. Such feedback can be used to improve the quality of City services to business.

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Strategy 6.3: Support Milwaukee's Entrepreneurial Culture

7 Strategy 6

No.	Action Item	Time Frame	Lead Actor	Supporting Partners
6.3.1	Develop and host annual "Entrepreneur Week" to showcase local talent & resources	Short	CITY	Scale Up Milwaukee Milwaukee Public Library BizStarts
	Establish an annual "Entrepreneur Week" which would include: forums, classes, public meetings on topics of concern to small business, opportunities to meet elected officials, business plan competitions, mentoring, express processing for permit applications, investment pitch opportunities, and a Mayoral Small Business Awards program. By acknowledging the importance of entrepreneurship in Milwaukee, and providing multiple forums for entrepreneurs to connect with others that can support their business growth, this event will help to build a stronger entrepreneurial culture in Milwaukee.			
6.3.2	Introduce principles of entrepreneurship to Milwaukee students	Medium	Junior Achievement; BizStarts	Milwaukee Public Library
	Young people are more apt to consider starting a business if they have basic knowledge of the risks and rewards of doing so. A partnership between long-established local organizations like Junior Achievement and the Center for Teaching Entrepreneurship, and newer players like BizStarts, could develop strategies to provide entrepreneurship education in classrooms, after-school programs, summer camps, public libraries, and similar venues.			
4.3.3 6.3.3	Foster an "Artist Entrepreneurial" city by supporting artists and creative entrepreneurs	Long	CITY	Milwaukee Arts Board; MIAD; Creative Alliance
	Artists and creative entrepreneurs bring income into a city, create new businesses, and add to the quality of life and often being self-employed, can choose where to live based on factors other than employer location. Along with the strategies detailed in Chapter 7, the City will work to foster an environment conducive to artists' success by (1) knowing who our artists are, and (2) developing programs that help artists and creative entrepreneurs get training that is geared toward their specific needs and help them to identify networking and marketing opportunities.			
6.3.4	Evaluate City regulations to ensure they facilitate the occupancy of shared work spaces, live/work spaces, and research and development activities	Long	CITY	
	Work habits and spaces have changed in recent years, as growing numbers of individuals work as independent contractors. They seek out spaces in which to collaborate, and production processes change. A comprehensive review of local regulations is required to ensure that these new work practices are welcome in Milwaukee.			

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Build Upon the City's Quality of Life and Place-Based Assets.

Quality of life matters to economic growth. Place matters even more. Public and private leaders and neighborhood leaders must be aligned in nurturing Milwaukee's cultural and civic life and making the city's neighborhoods safe and livable for a broad range of current and prospective residents and businesses.

Attract and Nurture Ecologically Friendly Businesses.

The economic development strategy will aim to green the city in general and in specific, retaining, growing and attracting businesses that are friendly to the environment and supportive of Milwaukee's evolving culture of sustainability.

Declare a Positive Vision for the City.

Public and private leadership needs to constantly articulate a positive vision and spirit of optimism about what Milwaukee is becoming, building from assets and promoting the city as a desirable place to live and work.

CHAPTER 7

Quality of Life and Place

7.1 Introduction

Quality of life matters in attracting and retaining skilled workers and employers, and making neighborhoods appealing and attractive. While most people relocate because of a job or the prospect of one, young professionals and millennials increasingly are prioritizing vibrant, dynamic and connected places when deciding where to live. In fact, some are choosing Milwaukee for its rich night life and cultural scene and as a more affordable alternative to Chicago.[1] Even when a job prospect is the initial draw to a city or region, quality of life is often what keeps people in a place. Conversely, a lack of quality of life can compel people to find opportunities elsewhere: many young people, particularly minority youth, are growing up in neighborhoods that are discouraging and dangerous, and many take the first opportunity to improve the conditions in which they live, often leaving Milwaukee to do so.

A growing body of research over the past 15 years has identified quality of life as central to fostering an inviting environment within which old and new businesses, entrepreneurs, workers and their families can flourish. A review of international research on the topic found a "clear link…between quality of life considerations and location choices of firms and individuals." The review concluded that "the improvement of quality of life becomes not only a question of social equity, but also, and perhaps predominantly, one element of strategies aiming to attract people and investments in certain locations."[2]

Before the advent of "footloose" industries, or industries not tied to a geographic location, traditional economic development strategies were focused on location factors such as raw materials, labor costs, site/infrastructure costs, transportation links industry clusters and incentives. However, as the number of footloose industries has grown, quality of life and place have become much more central to location decisions. Fostering an exciting urban environment within which businesses, workers and entrepreneurs alike can flourish, is no longer the "icing on the cake" after all other requirements have been met. It is at the heart of a community's economic health and prosperity. No CEO wants to locate a business where top level professionals and workers will not also want to locate. They care too, about everything from culture to cost of living.

It is no coincidence that cities with a high quality of life enjoy similarly robust economies: people flock to cities like Boston, Seattle and Portland for their "creative spark" or openness to new things, touted cultural amenities, shops and restaurants, abundant natural areas, opportunities for intellectual and social interaction, good public schools and vibrant neighborhoods. Increasingly, Milwaukee is being recognized for its multitude of physical and cultural amenities. Recently ranked one of the ten most exciting cities in America by Movoto blog, the city has the opportunity to continue to grow its quality of life. Milwaukee has more in common with America's hip, cutting-edge cities than many

Local Success
Recognizing the City's Assets

A 2014 survey[2] of Milwaukee "40 Under 40" winners included these comments:

—"I believe that businesses located in vibrant parts of Milwaukee have a leg up on retaining great employees."

—Employers should seek to be located "in a dynamic, livable city that promotes a community on the cutting edge, celebrates the differences between its many residents, and embraces, supports and encourages the change necessary to attract the next generation of professionals."

—"Education systems, neighborhood development, entertainment and restaurant options, the arts, and top-notch health care all help draw individuals to a community and keep them there."

—"…Because employees who find a music spot, church, or even barbershop are more likely to stay in the city, helping young professionals find ways to get connected to Milwaukee's amazing cultural assets should be part of every company's retention strategy."

—"It's easy to fall in love with this city once you fully understand all it has to offer."

Twilight view of the Milwaukee Art Museum's Quadracci Pavilion, designed by renowned architect Santiago Calatrava. (Source: Pat Robinson)

people outside and even within the city may realize. The city was also ranked as one of the 10 coolest cities in the Midwest in 2013 by MSN.[3]

Urban theorist Richard Florida describes "quality of place" as cutting across three dimensions: What's there: the combination of the built environment and the natural environment; a stimulating, appealing setting for the pursuit of creative lives. Who's there: diverse people of all ethnicities, nationalities, religions, and sexual orientations, interacting and providing clear cues that this is a community where anyone can fit in and make a life. What's going on: the vibrancy of the street life, café culture, arts, and music; the visible presence of people engaging in outdoor activities—altogether a lot of active, exciting, creative goings-on.[4]

In Florida's words, "Successful places do not provide just one thing; they provide a range of quality-of-place options for different kinds of people at different stages in their lives. Great cities and metro areas are not monoliths. As Jane Jacobs said long ago, they are federations of neighborhoods."[5]

This chapter discusses key elements of the city's quality of life and place, and recommends strategies to safeguard and strengthen the assets that make Milwaukee one of America's most livable cities.

7.2 Current Conditions

The City of Milwaukee is quickly becoming a destination for those who want the cultural and social amenities of a big city combined with a reasonable cost of living. Milwaukee was recently listed as the #4 place to go in 2014 by Jet Setter Magazine.[6] Milwaukee already has a high concentration of amenities that are attractive to young families, empty nesters, Bohemians, tourists, artists, professionals and knowledge workers alike: the city boasts a dense, walkable and exciting urban environment with historic buildings and beautiful architecture; the best access to services and transit of any community in the state; vast educational and healthcare choices; acres of parks and miles of bike lanes and dedicated trails; a vibrant nightlife; and

numerous festivals, street fairs and cultural events year-round. At the same time, Milwaukee offers a lower cost of living relative to nearby Madison, Chicago, and many of its peer cities across the country.

What's Here?

Milwaukee has an impressive collection of big-city amenities and natural features that are assets to the M7 region and entire state of Wisconsin. The city enjoys a prime geographic location on the shores of Lake Michigan. Three rivers, the Milwaukee, Menomonee and Kinnickinnic, run through the heart of the city. Miles of Lake Michigan beaches, a three-mile riverwalk, Lakeshore State Park, the Hank Aaron State Trail, and an extensive system of bike lanes and trails connect residents, visitors and businesses to Milwaukee's abundant natural resources. More than 4,800 acres of public parkland dot the city. Also bringing green to the landscape are some 200,000 shade and ornamental trees growing along city streets; more than 120 miles of planted boulevards, and more than 150 community gardens. Even Milwaukee's newest industrial park, the Menomonee Valley Industrial Center, includes 80 acres of public green space.

Milwaukee boasts a dense, walkable and exciting urban environment. The city has an impressive collection of historic buildings, with 175 buildings and districts listed on the National Register of Historic Places and six, including Milwaukee's City Hall, designated as National Historic Landmarks. More than 150 buildings and districts have local historic designation. Creative design strategies have allowed successful adaptive re-use of many historic structures. The Brewery, a National Register-listed district reusing buildings that formerly housed the Pabst Brewery, was the first LEED-certified neighborhood in the U.S.

The city is host to the region's premier cultural and entertainment venues and several of Wisconsin's most-visited tourist attractions. These include Miller Park, home of the Milwaukee Brewers; the Potawatomi Hotel and Casino, the Harley-Davidson Museum; Henry W. Maier Festival Park, home of Summerfest and a series of ethnic festivals throughout the summer; the Bradley Center, home of the Milwaukee Bucks, the Milwaukee Admirals, and Marquette University basketball; a downtown arena that is home for UW-Milwaukee basketball; the Marcus Center for the Performing Arts, home to the Milwaukee Symphony Orchestra, the Milwaukee Ballet and the Florentine Opera; the Theater District, home to the historic Pabst Theater, the Riverside

Local Success
Creative Placemaking

The term "creative placemaking" is used to denote culture-based revitalization efforts. In recent years, these have often involved modest-scale investments that support arts and cultural development. Such projects can take many forms: examples are live/work/sell housing for artists; restoration of neglected cultural facilities; establishment of new local arts venues, and conversion of industrial buildings to galleries.

ArtPlace, an organization that supports creative placemaking, says that successful placemaking efforts create "opportunities for people of all income levels and backgrounds to thrive in place. As its value increases, a place that is intentionally inclusive and connected is more likely to spur economic opportunity and allow people to succeed where they are." Further, successful placemaking "fosters connections among people and across cultures. The relationships built among diverse groups of people create safer, more open places that create more opportunity and foster a sense that everyone is welcome."[7]

An ArtPlace grant is supporting Creational Trails, a creative placemaking project that is activating two Milwaukee locations with art and cultural activity. One phase of the project involves the development of a trail, the Artery, along an abandoned rail corridor from the intersection of Keefe and Richards Sts. to Hampton Avenue. The trail will be enhanced with public art and performance spaces. The ArtPlace grant also supports the temporary installation of major public art pieces along West Wisconsin Avenue in summer 2014.

Theater and Milwaukee Repertory Theater; the Milwaukee Public Museum; the Milwaukee Art Museum and its iconic Calatrava addition; the Veteran's War Memorial, Discovery World Museum, and Betty Brinn Children's Museum.

A dozen colleges and universities are located in Milwaukee. The largest institutions, University of Wisconsin-Milwaukee, Marquette University and Milwaukee Area Technical College, are part of a spectrum of learning opportunity that includes Milwaukee School of Engineering, Alverno College, Cardinal Stritch University, Milwaukee Institute of Art and Design, Mt. Mary College, and other schools. The college inventory includes schools of engineering, dentistry, nursing, architecture, freshwater sciences, design, and education. Programs accommodate students seeking the range of academic credentials from short-term certificates to doctorate degrees.

The state's largest concentration of specialty health care is located in Milwaukee. Facilities like teaching hospitals at the Medical College of Wisconsin; one of the nation's top-ranked pediatric hospitals; orthopedic and cardiac hospitals; one of the nation's best ophthalmology institutes, and a large Veterans Administration medical center.

Dozens of distinctive neighborhoods are found within the 98 square miles of Milwaukee. While most were settled before World War II, and some as early as the 1880s, the city also offers recently developed subdivisions. Milwaukee is laid out along an easy-to-follow street grid. Its walkable older neighborhoods, with names like Silver City, Franklin Heights and Merrill Park, are dotted with local housing types like the "Milwaukee duplex," a long, narrow two family home with separate living units on each of two floors; "Milwaukee bungalows," one or one-and-a-half story homes frequently graced with details like built-in china cabinets and leaded glass, and hundreds of newly-constructed infill homes designed to fit in with existing housing stock.

Residents and tourists enjoy Bastille Days at Cathedral Square. (Source: Pat Robinson)

A colofrul mural adorns a wall in the Avenues West neighborhood. (Source: Pat Robinson)

Neighborhoods located near the Lake Michigan shoreline are characterized by one-of-a-kind architect-designed homes in a great range of styles. Near the edges of the city, lot sizes grow larger, and contemporary residential designs prevail. Homes are affordable in Milwaukee; according to Zillow, the median home sale price in 2013 was $108,750.[8] Living costs are lower here than in Chicago, Madison, and many peer cities across the nation.

While schools and churches anchor most Milwaukee neighborhoods, small-scale treasures are equally valued. Small commercial districts, dominated by locally-owned businesses, host cozy bars and restaurants, ethnic eateries and grocery stores, yoga studios, and shops selling everything from juggling supplies to tropical fish. Off-the-beaten path attractions, including small museums, performance spaces, pocket parks, farmer's markets, three branches of the Urban Ecology Center, and architectural gems, add warmth, character and interest to the areas Milwaukeeans call "home."

Who's Here?

Milwaukee's population is the most diverse in the state. Four in 10 residents are African American, 37% are white, 17% are Hispanic or Latino, and Asians and individuals of other ethnicities make up about 6 percent. Almost one in 10 residents is foreign-born, double the rate for the state as a whole. Milwaukee households, particularly those headed by non-whites and Latinos, tend to be younger than residents of the region in general. Milwaukeeans follow a broad range of religious traditions, and have formed Christian, Jewish, Hindu, Buddhist and Muslim congregations.

Milwaukee's 600,000 residents have formed hundreds of volunteer and civic organizations that provide spaces for individuals with common interests to act and interact. We join the Wisconsin Labor History Society to learn about the role of local labor unions. We get our hands in the dirt at Growing Power, Victory Garden Initiative, Alice's Garden and dozens of small community gardens. We bring our artistic talents to the community with Organic Arts, Ltd., the Milwaukee Choristers, the Milwaukee Mandolin

Local Success

Community Gardens in Milwaukee

Milwaukee currently has 177 active community gardens. Some are small and neighborhood based, while others have expanded operations to a larger scale. Collectively, these gardens bring neighbors together and provide fresh and healthy foods to city residents.

Growing Power, located on the city's northwest side, has been providing fresh, healthy foods to city residents since 1993. This urban farm spans 3 acres and includes year-round hoop-houses, farm animals and greenhouses. Alice's Garden, begun in 2008, is a 2-acre site in Milwaukee's Johnson's Park neighborhood that provides locally grown herbs and herbal teas to Milwaukee residents. Alice's Garden also provides a number of educational programs that teach residents how to grow and maintain a garden, and how to better incorporate nutritious foods and healthy eating habits into their family's diets.

Walnut Way, incorporated in 2000 as a 501(c)3, provides a wide variety of programs and initiatives aimed at making the surrounding neighborhood safer, healthier and a better place to live. Among their many initiatives are a considerable urban agriculture program, including production gardens and orchards, an apiary to raise honey bees, planned hoop houses and agricultural annex, educational programs, and a Gardens to Market program, aimed at producing supplemental income for residents by selling agricultural products at market.

HOME GR/OWN Milwaukee is a City initiative aimed at empowering residents to transform their neighborhoods by repurposing foreclosed city owned properties for healthy food production. The program aims to streamline permitting, ordinances and other city processes to make healthy food production and food-based entrepreneurship easier to develop. HOME GR/OWN works with existing organizations that are involved in community gardening and sustainable food systems.[9]

Learning from Others
Artist Porticoes in Asheville, NC

The Grove Arcade in downtown Asheville, North Carolina, is a center of creative entrepreneurship. Directly south of the arcade is the bustling Portico Market, featuring dozens of stalls of local farmers, artists and craftspeople selling their wares. Open seven days a week, the Portico Market provides tables that local artists and vendors can rent to display their products and creations for sale.

Through the Portico Market, Asheville is helping to support its local creative community by providing a location where creators and buyers can come together. The Portico Market is "a wonderful place to find the perfect gift or to bring visitors who are intrigued with local culture and want to meet the makers."[10]

Orchestra (the oldest such group in the world) and the Milwaukee Youth Symphony Orchestra.

We guard the area's waterways with the Milwaukee Riverkeepers, and learn to sail with the Milwaukee Community Sailing Center. We redesign green spaces with the Center for Resilient Cities, and teach individuals to read at Literacy Services of Wisconsin. We join "Friends" organizations to support Milwaukee's public radio and television stations, and give generously to the United Performing Arts Fund, one of the largest in the US. We meet young professional peers through FUEL Milwaukee, Milwaukee Urban League Young Professionals, NEWaukee, and Young Nonprofit Professionals Network. We explore our past at the Bay View Historical Society, the Wisconsin Black Historical Society, and Historic Milwaukee. We document subcultures that contribute to the community with Urban Anthropology, Inc.

Many Milwaukeeans maintain a strong connection to their ethnic origins through membership in organizations as varied as the Shamrock Club, Jack and Jill, the Uspeh Slovenian Chorus, the Heritage Chorale, Latino Arts, Spielmannszug Milwaukee Drum & Bugle Corps, Ladies of Pompeii, Slovak Federated Societies of Milwaukee, the Welsh Club, the Wisconsin Black Historical Society, the Milwaukee Chinese Community Center and the Bantu-American Friendship Association.

Business ownership in Milwaukee is sufficiently varied that the city has not one but six chambers of commerce: the Metropolitan Milwaukee Association of Commerce and African-American, Hispanic, American Indian, Hmong and LGBT chambers. Business owners in more than 30 commercial districts have formed business improvement districts, voluntarily paying annual assessments to fund projects that strengthen the business environment. These investments have paid for streetscape installations, festivals, signage, outdoor markets, and other assets that stimulate local economic activity.

Neighborhoods are well organized in Milwaukee. Covering a spectrum of groups from small block clubs that planning annual street parties to sophisticated community development corporations that develop local real estate, resident-led organizations are working hard to improve the places they live. They are planting flowers, buying and renovating foreclosed houses, improving financial literacy, attracting new businesses, organizing watch groups, running home tours, sponsoring night-time "trick or treat," and bringing hope, vitality and cohesiveness to neighborhoods throughout the city.

Individuals involved in AWE, Artists Working in Education, show off an artpiece. (Source: Pat Robinson)

What's Going On?

As the arts, culture, professional sports and entertainment hub of the region and state, Milwaukee boasts a never-ending calendar of activities. The city has a vibrant nightlife. In addition to the nightclubs concentrated in areas such as Water Street, Old World Third Street, Brady Street and Walker's Point, neighborhood spots are important venues for socializing, music and dancing. Milwaukee is known throughout the nation for its major summer music and ethnic festivals, such as the 11-day Summerfest and Irishfest, the largest Irish festival in the U.S. Smaller festivals and street fairs, including annual church festivals, fill every summer weekend.

The cultural scene in Milwaukee is particularly impressive for a city its size. More than 150 arts and cultural organizations call the Milwaukee region home: American Style consistently ranks Milwaukee area as one of the top 25 arts destinations in the U.S. and in 2013 ArtPlace ranked Milwaukee's East Town (and a portion of the Lower East Side) as one of the top 12 art places in America. Milwaukee was the only Midwest city to receive that recognition. The world-class Milwaukee Art Museum, designed by architect Santiago Calatrava, routinely attracts premier art exhibits and installations and several hundred thousand visitors annually. An autumn international film festival and multiple international film weekends sponsored by the University of Wisconsin-Milwaukee have made the city a regional center for cinema.

Milwaukee's waterfront location and extensive park system (winner of a National Gold Medal Award for Excellence in Park and Recreation Management) offers residents and visitors alike a wide array of recreational opportunities. Milwaukeeans take to the outdoors for fishing, power-boating, sailing, and swimming; beach volleyball; hiking; biking; cross-country skiing, snow-shoeing, ice skating and sledding; and soccer, rugby, baseball, slow-pitch softball and bocce ball. Golfers have 15 public courses and numerous private courses at their doorstep. Quieter contact with the natural world is available in the heart of the city at Lakeshore State Park and Havenwoods State Forest. Sports-lovers enjoy multiple professional teams (Brewers baseball, Bucks basketball, Admirals hockey, Wave soccer) as well as division I college play by Marquette University and the University of Wisconsin-Milwaukee.

Those who love reading and learning appreciate the impressive collection and wide range of programming at Milwaukee's 13 public libraries. The calendar includes author visits, computer classes, homework help provided by the "teacher in the library" program, story time for children, poetry readings, book clubs, used book sales, drop-in tutoring, resume preparation classes, and special events like an annual celebration of the birthday of Dr. Seuss.

Equality of Opportunity

There is sobering evidence that not all Milwaukeeans have full access to the city's outstanding quality of life. Racial gaps in employment, educational attainment and income cited earlier in this report significantly limit opportunity for many in our community. The 2013 "Vital Signs" report by the Greater Milwaukee Foundation compares metro Milwaukee with

Milwaukee residents participate in the Bloom & Groom program. (Source: City of Milwaukee)

14 peer metro areas across the nation, noting evidence of race-based disparities in quality of life, household income, poverty, infant mortality, and residential segregation.[11]

A 2014 report by the Annie E. Casey Foundation detailed the impact of such disparity on the future prospects of children, showing that growing up in chronic poverty contributes directly to stress at levels that can affect children's health, brain development and social and emotional well-being. Known as "toxic stress," at least one in three African American, Latino and American Indian children in the U.S. lives in a household with an income below the poverty line. The toxic stress and lack of opportunity these children contend with reduce their chances for success.[12]

The Casey study evaluated the status of children across a dozen factors related to education and early work experiences, family resources and neighborhood context. The study found that, in Wisconsin, white children are far more likely than children of color to have the economic, social and neighborhood factors that put them on the path to adult success. White children in Wisconsin had the 11th highest scores in the nation on Casey's "Race for Results Index." African American children in the state had the 5th worst scores in the U.S. The scores for Latino children ranked 17th, and Asian children ranked 37th.

The Casey study calls on government, businesses, foundations, and nonprofit organizations to work to close the gaps detailed in its report. "As America's demographics shift, ensuring that communities of color can participate in and contribute to economic growth and development is not just an issue of social justice—it is an economic imperative. For regional economies to thrive, their residents need to have clear pathways to achieve economic success," the report concludes.[13]

The City of Milwaukee's Black Male Achievement Advisory Council is one effort taking direct aim at disparity, focusing on the status of African American men and boys. The Council works to identify local challenges and opportunities for black men and boys; explores policies and strategies that could help to close gaps, and creates mechanisms to evaluate and sustain progress over time.

7.3 Building on Strengths

Multiple tools are in place to guide the development of assets in Milwaukee neighborhoods. Milwaukee's comprehensive plan, adopted in 2010 in accordance with standards laid out in Wisconsin's State Comprehensive Planning Law (also known as the Smart Growth Law), has a strong neighborhood focus. The plan includes 13 area land use plans written with wide stakeholder input. The area planning process identified more than 80 catalytic projects designed to spur the redevelopment of neighborhoods throughout Milwaukee.

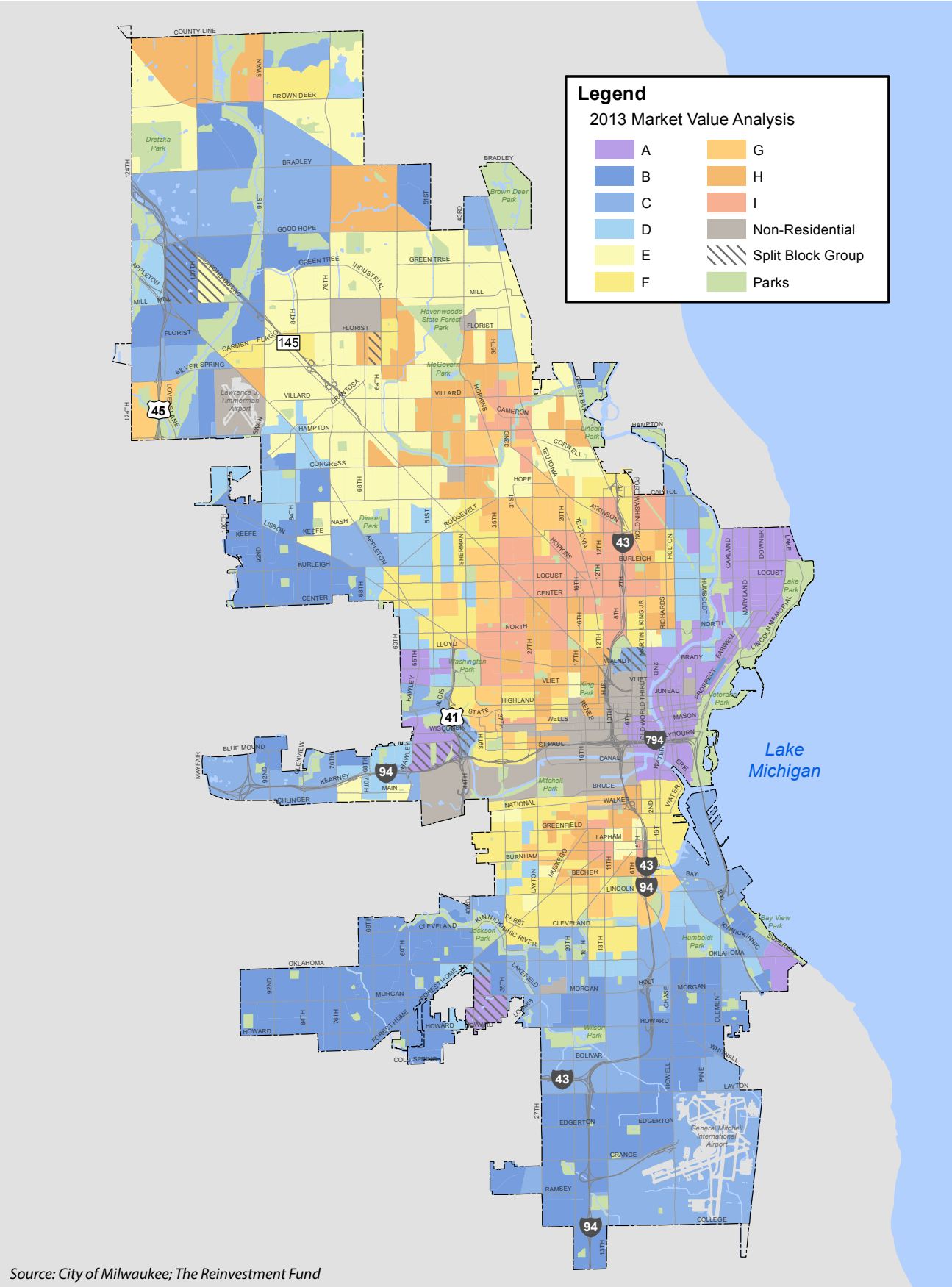
In 2012, a consortium of Milwaukee funders contracted with The Reinvestment Fund to conduct a Market Value Analysis (MVA). This tool evaluates real estate market conditions in the city's neighborhoods through the lens of residential property sales, assessed values, foreclosure and occupancy rates, and presence of subsidized housing. Neighborhoods are then grouped according to common market traits in order to inform strategies for each type of market that will keep strong markets strong and move weaker markets in the right direction.

Figure 7.1: Market Value Analysis Cluster Totals

MVA Category	# of Block Groups	# of Housing Units	% of Total Housing Units
A	47	29,744	11.9%
B	98	46,593	18.6%
C	41	22,764	9.1%
D	55	24,927	10.0%
E	80	33,950	13.6%
F	73	30,626	12.3%
G	58	21,358	8.5%
H	58	22,077	8.8%
I	49	17,218	6.9%
Non-Residential	19	579	0.2%
Total	578	249,836	99.9%

Source: The Reinvestment Fund

Figure 7.2: Residential Market Conditions in the City of Milwaukee



Source: City of Milwaukee; The Reinvestment Fund

Local Success
Repsonding to Market Strength

Three ongoing efforts in Milwaukee neighborhoods illustrate the principle of varying investment strategy based on neighborhood market strength.

The Building Neighborhood Capacity Program (BNCP) is a federally-funded effort that operates in Metcalfe Park and Amani, two weaker market neighborhoods. BNCP provides technical assistance to build the capacity of residents of these neighborhoods to identify, articulate and address local needs.

A cross-sector partnership of government, local institutions, non-profit agencies and local foundations also works with these neighborhoods to develop resources required to support neighborhood-strengthening activity. The Zilber Family Foundation, Northwestern Mutual Foundation, and Greater Milwaukee Foundation provide a match for BNCP's federal funding.

Targeted Investment Neighborhoods (TINs) are areas in which the City of Milwaukee focuses the expenditure of federal HOME funds to improve housing quality. Property owners in these neighborhoods have access to low-cost home improvement loans to encourage renovation of owner-occupied housing and development of high-quality, affordable rental housing. TINs are small areas in which concentrated City investment will have a positive impact on neighborhood appearance and property values. TIN resources are generally available for three years.

Healthy Neighborhoods, a partnership between the Greater Milwaukee Foundation and the City of Milwaukee, makes investments that improve the market appeal of nine middle-market neighborhoods. With a goal of sustaining and increasing home owner-occupancy, Healthy Neighborhoods provides funds to projects that make neighborhoods more physically attractive and socially cohesive.

The analysis shows that most city neighborhoods exhibit considerable market strength. Nearly 50% of the city's housing units were located in block groups designated as "high value" or "regional choice" (categories A – D) and an additional 25% were categorized as "steady" or "transitional" (E-F). Overall, distressed neighborhoods (G-I) comprised a much lower portion of overall city neighborhoods than other peer cities that have conducted MVAs. (See Appendix D for additional information on MVA methodology.)

The MVA provides a chance for the City to take stock of neighborhood strengths and weaknesses. It also offers a benchmark from which local government, nonprofit and philanthropic organizations workign to revitalize neighborhoods can measure the results of their investment strategies. Successful implementation of a number of this report's strategies will benefit from thoughtful application of MVA data and subsequent periodic updates to it.

High rates of residential foreclosure, resulting in falling rates of owner-occupancy and growing numbers of troubled properties, have weakened central city neighborhoods, particularly on

Learning from Others
Live Baltimore

Live Baltimore, a non-profit organization, works to accelerate that city's growth by promoting the city's thriving neighborhoods. Each month, LiveBaltimore.com draws between 20,000 and 30,000 visitors who consult the site to learn about housing types, neighborhood demographics, transit and walk scores, housing values, and other information that helps people discover the joys and value of city living. The organization also offers a "selling Baltimore" class to real estate brokers; sponsors clever marketing events like a roommate speed-dating session; uses social media extensively, and identifies "neighborhood know-it-alls" who serve as neighborhood ambassadors. While the organization operates independently, City government funds about half of Live Baltimore's budget.[14]

the near north and near south sides. The City has taken action to remediate the impacts of these. The Mayor's Foreclosure Partnership Initiative (MFPI), formed in 2008, developed and implemented a multi-pronged approach to respond to the mortgage foreclosure crisis. Among other achievements, MFPI's work expanded home-buyer counseling; created a program that brings together property owners facing foreclosure with their lenders to negotiate alternatives to foreclosure; and formed Take Root Milwaukee, a robust consortium of real estate brokers, lenders, and non-profit agencies that sponsor foreclosure prevention workshops, home buyer events, and other activities that encourage sustainable home ownership.

Beginning in 2014, the City of Milwaukee embarked upon implementation of a Strong Neighborhoods Plan, which is directing significant City resources to reduce the impact of tax-foreclosed properties on neighborhood property values and safety. Funds support demolition and deconstruction of the most dangerous vacant properties; loan and grant programs to incentivize the purchase and renovation of tax-foreclosed properties; beautification efforts such as "Painting with Purpose," which involves youth working with artists to produce visual art on boarded properties; and repurposing of City-owned vacant lots.

ReFresh Milwaukee, the City's 10-year sustainability plan adopted in 2013, is strengthening city neighborhoods and improving quality of life. *ReFresh*, written by a Mayor-appointed Green Team of community leaders, guided by the City's Office of Environmental Sustainability, addresses issues such as sustainable building practices, energy efficiency, the use of clean renewable energy at City-owned facilities, access to local and sustainable food, the reuse of vacant lots, biking and pedestrian infrastructure, protecting Lake Michigan and other local waterways, and the reduction of waste sent to landfills. *ReFresh* also recommends implementation of two catalytic projects: redevelopment of the Inner Harbor area, and HOME GR/OWN, a holistic strategy to repurpose City-owned foreclosed properties in ways that improve demand for and access to locally-grown, nutritious food.[15]

Residents and tourists enjoy sun and sand at Bradford Beach. (Source: Department of City Development / Planning)

Downtown Milwaukee streets alive with festival-goers. (Source: Department of City Development / Planning)

The city's residents are the greatest strength. Milwaukee residents support and improve their neighborhoods by participating in block clubs and neighborhood watches; maintainining community gardens that teach healthy eating habits to children and families and provide fresh, healthy foods; participating in affinity groups, artist groups, cultural organizations, and networking opp-ortunities; and supporting churches and faith-based organizations that help those in need. They are employees, managers and owners of city businesses. Many care deeply about Milwaukee and want to see the city succeed. The City must support and engage its residents and identify strategies around which all residents can coalesce.

7.4 Strategies & Actions

Strategies for improving quality of life in the city focus on leveraging existing assets, utilizing data from the MVA to make informed decisions on existing and future programs, and engaging the city's residents in positive ways.

Strategy 7.1: Enhance Quality of Life & Opportunity

No.	Action Item	Time Frame	Lead Actor	Supporting Partners
7.1.1	Establish a Quality of Life Council	Medium	CITY	LISC; Creative Alliance
A Milwaukee Quality of Life Council will provide a forum to identify and discuss ways to improve the city's quality of life and capitalize on its existing assets. The Council will be responsible for developing the Quality of Life Plan described in 7.1.2.				
7.1.2	Adopt a Quality of Life Plan	Medium	Quality of Life Council	Creative Alliance; VISIT Milwaukee City of Milwaukee; Milwaukee Arts Board
The City of Milwaukee benefits economically from its position as the center of culture, entertainment, higher education, and urban life within the M7 region. A long-range plan to nurture existing assets and develop new ones will help the city to maintain this status, and ensure that many of the region's most critical assets continue to thrive.				
7.1.3	Establish an Equality of Opportunity Blueprint	Long	CITY	Milwaukee Succeeds
Significant racial gaps in employment, educational attainment and aspiration, income, and opportunity plague Milwaukee and inhibit the prospects of success for the entire community. An Equality of Opportunity Blueprint will be established by a consortium of government, education, private, philanthropic and nonprofit sectors to serve as a roadmap and shared commitment to reduce and, over time, eradicate such gaps and promote full equality of opportunity.				
7.1.4	Use creative placemaking to establish places within Milwaukee in which all segments of our community and region can interact	Long	Greater Milwaukee Committee	
Creative placemaking uses arts and culture to re-envision and revitalize places within a city, fostering exciting places that welcome engagement and participation from a broad spectrum of the community. Public upport for such initiatives should focus on the degree to which they establish connection points that foster interaction and communication among diverse groups within the city.				
7.1.5	Implement *ReFresh Milwaukee* to make Milwaukee a more sustainable city	Medium	CITY	
Aggressive implementation of the city's new *ReFresh Milwaukee* sustainability plan will not only improve quality of life for residents, but will also help to define the City of Milwaukee as a green, sustainable and cutting edge city.				
7.1.6	Support continued implementation of catalytic projects identified in area land use plans	Long	CITY	
The 80+ catalytic projects, identified through stakeholder-driven land use planning, represent a confluence of neighborhood vision and development potential that will revitalize neighborhoods throughout the city.				

7 Strategy 7

Strategy 7.2: Strengthen & Engage Neighborhood & Civic Leaderhip

No.	Action Item	Time Frame	Lead Actor	Supporting Partners
7.2.1	Support the growth of affinity groups like NEWaukee and FUEL Milwaukee that engage younger Milwaukeeans in civic life	Short		MMAC; GMAC

Organizations like NEWaukee and FUEL Milwaukee are making great strides in engaging young professionals and millennials in Milwaukee and creating buzz with these groups outside of the city. Finding ways to support them will help to develop their capacity and engage more residents. For example, employers could add these groups to annual combined giving campaigns, making it easy for employees to support these groups.

7.2.2	Encourage and support grassroots organizations involved in neighborhood improvement	Medium	CITY	LISC; CDFA

Hundreds of grassroots organizations, from block clubs to Business Improvement Districts, are actively working to improve their neighborhoods. These groups are critical partners in formulating and implementing neighborhood development strategies. Technical assistance, financial resources, and establishment of liaison relationships between these groups and City government will help to make them more effective and sustain their operations.

Strategy 7.3: Enhance the Impact of Neighborhood Investments

No.	Action Item	Time Frame	Lead Actor	Supporting Partners
7.3.1	Develop a menu of intervention strategies targeted to the different neighborhood categories identified by the MVA	Medium	CITY / DCD	LISC

The results of the MVA suggest different intervention strategies for the different neighborhood market types. The MVA can be used as a tool to design and implement approaches that promote the assets of strong markets, preserve the assets of middle markets, and develop assets in the city's weakest markets.

7.3.2	Seek alignment among the many actors working to improve Milwaukee neighborhoods	Medium	LISC / CDGA	City; CDFA; GMF; Zilber Family Foundation; Northweatern Mututal Foundation

Local government, foundations, neighborhood-based organizations, and federal agencies are all devoting resources and energy to neighborhood improvement. Adoption of a "collective impact" approach, through which actors agree to pursue aligned strategies and adopt common measures of success, will likely improve effectiveness of neighborhood revitalization efforts and enhance the impact of investments.

Strategy 7.4: Effectively Communicate Milwaukee's Assets

No.	Action Item	Time Frame	Lead Actor	Supporting Partners
7.4.1	Promote Milwaukee as America's water-centric city	Medium	VISIT Milwaukee; Global Water Center	

With a growing water technology industry cluster, the UWM School of Freshwater Science, miles of shoreline and coastal amenities, and a strong commitment to stewardship of local water resources, Milwaukee is in a prime position to build a national identity that capitalizes on these assets.

7.4.2	Establish an aggressive neighborhood marketing campaign	Medium	CITY	Select Milwaukee

Live Baltimore provides a compelling model to promote the benefits of city living by making it easy for individuals to explore the attributes of distinct neighborhoods. Live Baltimore also effectively uses intermediaries such as real estate brokers to share the advantages and dispel concerns regarding city living. Establishing a similar program in Milwaukee can help to capitalize on existing amenities to attract newcomers.

7.4.3	Leverage opportunities linked to growing Chinese interest in Milwaukee	Long	Milwaukee China Business Council	Wisconsin International Academy

Though Milwaukee does not have a large Chinese population, the city has developed numerous connections with China during the past decade. These connections include a sister-city relationship between Milwaukee and Ningbo, Zhejiang Province; a growing population of Chinese students attending Milwaukee high schools under the sponsorship of the Wisconsin International Academy; significant Chinese investment in local real estate projects through the EB-5 investor visa program; and numerous business contacts. These connections provide an opportunity to leverage Chinese interest in other Milwaukee assets. Using strategies such as a Chinese-language web site, familiarization tours among Chinese travel agents, and special events highlighting the presence of Chinese students in Milwaukee, the campaign would seek to attract additional Chinese investment and tourism in Milwaukee, and support the efforts of WIA and local educational institutions to attract Chinese students.

7.4.4	Create and distribute a Milwaukee marketing tool kit for use by local business leaders	Medium	VISIT Milwaukee	Creative Alliance

Local employers large and small have the opportunity to put Milwaukee on the map nationally as a business location, and they have the advantage of "speaking the same language" as their colleagues in other cities. A tool kit containing items like a short, compelling video about Milwaukee, information about how to attract a professional meeting to the city, and a regular feed of articles from the national media about the city would help equip businesses to tell the city's story to those with whom they interact.

Endnotes for Chapter 7

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3. Lin, Chelsea. "10 Coolest Cities in the Midwest." MSN, January 2013. < http://local.msn.com/travel/escape-and-inspire/slideshow.aspx?cp-documentid=255893633> Accessed on 10 December 2013.

4. Florida, Richard, "What Draws Creative People? Quality of Place," UrbanLand, October 2012.

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6. "Hit List: Where to Go in 2014." Jet setter Magazine, January 2014. <http://www.jetsetter.com/feature/destination-2014?nm=linkbin&cl=1> Accessed 15 January 2014.

7. http://www.artplaceamerica.org/articles/principles-of-creative-placemaking/#sthash.66gDVJfz.dpuf

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9. http://www.alicesgardenmilwaukee.com/
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11. "Vital Signs: Benchmarking Metro Milwaukee 2013," Greater Milwaukee Foundation, 2013.

12. Gilliam Jr., Frank, "Race for Results: Building a path to opportunity for all children." Annie E. Casey Foundation, 2014.

13. Ibid.

14. http://livebaltimore.com/about-us/

15. "ReFresh Milwaukee: A Vision for Community Sustainability," City of Milwaukee Sustainability Plan 2013-2023, p. 10

Foster Public-Private Partnerships to Leverage Resources, Knowledge & Innovation

Public and private leadership needs to foster partnerships and collaboration that maximize the effectiveness of limited economic development resources.

CHAPTER 8

A Path Forward

8.1 Introduction

This economic development action agenda outlines 47 action items across 12 strategies that will build upon the community's many existing assets, and help the City of Milwaukee and its partners move toward greater economic prosperity for all its residents. **Chapters 1-3** discussed Milwaukee's "big picture" goals and evolving role in the regional, U.S. and global economy.

Chapter 4 identified ways to address obstacles and leverage the city's land and infrastructure assets, in ways that support the region's key asset industry clusters, benefit local entrepreneurs, and advocate for policies that promote improved public transportation and anticipate future infrastructure needs.

Chapter 5 offered strategies aimed at preparing more of the city's residents for successful employment by partnering with local industry and educational institutions to develop programs that train workers in the skills needed to be successful now and in the future. It also identifies ways to support segments of the population who may have fallen through the cracks, either because they have a criminal record, a skills gap, a language deficiency, or because they lack a valid driver's license.

Chapter 6 developed actions that will support the city's entrepreneurs and small business owners, ease the regulatory path for start-ups, nurture new segments of the city's economy with a fresh focus on artists, inventors, innovators and creative entrepreneurs, and effectively unleash the city's "creative spark."

Chapter 7 identified ways in which Milwaukee can build on its quality of life, capitalize on its many physical, social and cultural assets and market itself.

The action items in this plan include both incremental and pivotal initiatives. Combined they will make a positive impact on the City's economic landscape and better position the city and its residents for future success.

8.2 The Need for Coordinated Action

In 2011, the Public Policy Forum released a report on the state of economic development in the city, and found among other things that key actions and initiatives were fragmented among the various actors in the economic development sphere.[1] Indeed, serious coordination between all the actors—local and regional government, workforce development groups, educational institutions, local companies, small community organizations, affinity groups, and others—is fundamental to successfully implementing the strategies outlined in this plan and moving the City of Milwaukee forward.

Some of the strategies set forth in this plan are aimed specifically at increasing coordination; for example, regularly communicating with the Milwaukee 7 (M7) and cluster organizations to support key assets industries, or outstationing

City staff in small business and entrepreneur support organizations both increase the level of coordination between City government and outside organizations key to economic development. Other action items may focus on more specific organizations or elements. All strategies, however, will require close collaboration between the different players in the city's economic development arena.

Particularly important is coordination between City government and the M7, because the city exists within a regional context. Throughout the development of this Action Agenda, City officials and M7 have worked closely to develop city and regional strategies that ensure proper alignment. Figure 8.1 shows the ways in which strategies and action items in *Growing Prosperity* dovetail with the M7 F*ramework for Economic Growth*.

City priorities and actions naturally are better served whenever they align with regional goals.

8.3 Key Partners

The City of Milwaukee, and specifically the Department of City Development, is the agency charged to lead implemention of the strategies and action items contained in this document. The City, however, cannot do all these things alone. Many of the strategies and action items will require close coordination—across various city departments, local organizations and businesses, and other stakeholders. Each action item identifies key partners required to successfully implement that action. However, this is not an exhaustive list, and the City recognizes that key partners may evolve over time.

The overarching goals will need all the economic development actors, funders and philanthropists in Milwaukee to be actively involved and working together as a unit, operating as a team. Listed below are some agencies and organizations the City will need to engage at a higher level in order to implement *Growing Prosperity* so that it can fully benefit all residents.

Figure 8.1: Points of Alignment Between M7 *Framework* & *Growing Prosperity*

Regional *Framework for Economic Growth* Strategies	*Growing Prosperity* Action Items
Become a leading innovator, producer and exporter of products and services related to energy, power and controls	4.1.1; 4.2.1
Become a global hub for innovation and start-up activity in water technology	4.1.1; 4.2.1; 7.4.1
Leverage the region's geographic, supply chain and human capital advantages to grow the food and beverage cluster	4.1.1; 4.2.1; 4.2.2
Enhance the export capacity and capability of the region's firms, focusing on small- and medium-sized enterprises	4.2.5
Align workforce development with growth opportunities in targeted, high-potential industry clusters	5.1.1; 5.1.2
Foster a dynamic, richly networked innovation and entrepreneurship ecosystem, building on existing nascent, but fragmented activities	6.2.1; 6.3.1; 6.3.2; 6.3.3; 6.3.4
Catalyze "economic place-making" in the region's core cities and strategic locations throughout the region	7.1.1; 7.1.2; 7.1.4; 7.1.5; 7.3.1
Modernize regional infrastructure to enhance efficiency, cost-effectiveness and connectivity	4.2.4; 4.2.5; 5.2.4
Enhance institutional cooperation and collaboration for economic growth	5.1.2; 6.1.3; 6.1.4; 6.2.2; 6.2.3; 7.1.1; 7.3.2

Cluster Organizations

As Chapter 4 demonstrates, concentrated support of the key driver industry clusters identified by the M7 Framework for Economic Growth is essential to ensuring the city and its residents benefit from the anticipated growth in these clusters. In order to gain a proportionate share of future driver industry development, the City will need to coordinate more closely with the cluster organizations that support these industries: FaB Wisconsin, M-WERC, and the Water Council. The City will make an effort to engage regularly with representatives from these organizations, understand and respond to their needs, and keep city sites on the radar as potential locations for future development and expansion.

State Government

A number of strategies in this document will require close coordination with State agencies, particularly around infrastructure and transportation improvements. The State plays a pivotal role in shaping and directing transportation and infrastructure investments. The State is often the intermediary between the city and federal funds, grants and programs for infrastructure in all its forms: road, rail, bridge, airport and port improvements; underground cable and pipeline extension, networks for television and high-speed broadband internet service. All of these infrastructure elements affect Milwaukee's connectivity and ability to compete.

State transportation investments focus primarily on expansion and maintenance of the Interstate highway system. Less attention has been paid to public transit systems, impeding Milwaukee's and Southeast Wisconsin's ability to compete regionally and globally. These are the kind of investments that pay the taxpayer back with interest—in jobs, regional income, and long-term economic prosperity.

Milwaukee Area Workforce Investment Board

TThe Milwaukee Area Workforce Investment Board (MAWIB) is another key partner that will be essential to successful implementation of workforce development strategies outlined in chapter 5. MAWIB functions as a "one-stop center" for low-income people seeking employment and training services.

MAWIB has instituted a number of initiatives to assist populations with special needs, such as ex-offenders; to expand training and employment opportunities in specific sectors, such as green jobs and hospitality, and to respond to employer needs for particular skills, such as welding. MAWIB also undertakes workforce research and facilitates youth employment and job preparedness.

MAWIB will be a critical player in helping Milwaukee residents to become competitive for jobs in regional growth industries. A 2012 report by the Public Policy Forum identified a variety of opportunities for additional coordination with local employers, educational institutions and workforce development agencies.[2]

Business Support Organizations

Business support organizations like BizStarts, the Wisconsin Women's Business Initiative Corporation (WWBIC), chambers of commerce, and the city's many business improvement districts serve at the front lines of small business and entrepreneur development and support. The City must take a more active role in engaging these organizations and supporting their missions.

Several of the action items, particularly in Chapter 6, require deep coordination between the City and business support organizations. Improving connections between the City and these actors will help to improve responsiveness and customer-service, and will help the City to identify ways to ease the path for start-ups, small businesses and entrepreneurs alike.

8.4 A Baseline & Metrics

Establishing a baseline and defining metrics are the first steps in measuring the success of the City's economic development efforts. One important benchmark has already been established. The Market Value Analysis (MVA) prepared by The Reinvestment Fund using 2012 data provides a benchmark to measure the city's housing markets and neighborhood conditions. This baseline analysis, conducted again over time, will allow the City and partners to measure the effectiveness of intervention strategies in neighborhoods and compare changes in housing market conditions over time.

Each action item proposed in this document has a time frame, lead actor, and one or more supporting partners identified. Some actions are already in progress and have management and funding frameworks in place: these can be undertaken immediately. Others, however, need more groundwork to be developed before they can move forward. Short, medium, and long-term action items will generally fall along an implementation spectrum of 10 years, as shown in Figure 8.2.

An initial measure of success is whether the City and its partners effectively organize and begin implementation of the strategies and action items detailed in this document. That said, getting these strategies "up and running" is just a starting point. Lasting and sustainable success comes when these strategies actually move the needle on macro indicators of the city's economic health. Accordingly, the City has identified nine key metrics it will use to tangibly measure the impact of Growing Prosperity strategies and action items on various measures of economic success in Milwaukee.

Figure 8.3 presents the nine metrics and desired trends for each. These metrics look at city economic health from a high level: as demonstrated in Chapter 2, a strong region is one in which the central city is growing, poverty is low, and more importantly well-distributed spatially, neighborhood market conditions are strong and median household income is growing.

While most start-ups eventually fail, the number of business starts in a region is a strong indicator of economic health. It is no coincidence that metro areas in the U.S. with the highest levels of business start-up activity—those regions in which individuals feel inspired and supported to take the risk of starting a new business—are also the fastest growing and healthiest. Therefore, tracking the number of business start-ups in the city and region is another important metric.

Recognizing Milwaukee's history as a manufacturing powerhouse, three metrics focus specifically on the manufacturing health of the city. Milwaukee's economic health can be measured in part by the number of residents working in manufacturing jobs that offer family-supporting wages, the number of residents working specifically in the key asset industries, and overall acres of industrial land available and redeveloped.

Just as the strategies and action items in this document may evolve over time, so too might the metrics change as new goals are defined and new indicators identified. The nine metrics in Figure 8.3 are only a starting point for a data-driven approach to economic development in the City of Milwaukee.

Figure 8.2: Implementation Timeline for Action Items

Figure 8.3: Metrics & Targeted Trends

Metric	Chapter(s)	Desired Trend Over Time
Population change, central city in particular	LO, HC, QL	Stabilization or growth
Acres of developable industrial land available; remediated/redeveloped	LO	100 ac. available per year; 500 ac. developed over 10 years
Percent of workforce employed in manufacturing or "family-supporting" jobs	LO, HC	Increase
Percent of workforce employed in key driver industry clusters	LO, HC	Increase
Unemployment rate overall and in Milwaukee's central city	LO, HC	Decrease
Total population poverty rate and as city share of MSA	HC, QL	Decrease
Business start-ups	ES	Increase
Median household income	QL	Increase
Neighborhood market conditions	QL	Improvement in challenged neighborhoods; stability in stronger neighborhoods

LO = Location-based Opportunities; HC = Human Capital; ES = Entrepreneurship Support; QL = Quality of Life

8.5 Concluding Thoughts

At this critical juncture, *Growing Prosperity* defines a path forward, one that aims to support key asset industry clusters as they develop and evolve, prepare city residents for success in the workplace, augment innovation and creativity in our community by encouraging entrepreneurs and easing the path to business establishment, and preserving and growing our city's remarkable quality of life and community assets.

Growing Prosperity, however, is just a starting point in this process. Success requires a renewed focus and increased coordination between City government and the various organizations and stakeholders working on the ground every day to improve the future for the city and its residents. Success will not be achieved by City government alone; nor is it solely a private-sector function. All stakeholders—City government, nonprofit organizations, business partners, developers, residents, and others—must together declare a positive vision for Milwaukee and work together to achieve lasting progress. This document is a first step, but bold action is required to carry it forward.

The City of Milwaukee will take the lead in growing prosperity for city residents and businesses by pursuing the strategies and action items that have been outlined in the preceding pages of this Action Agenda, and will continue to coordinate with important partners in taking the necessary steps to implement them.

Endnotes for Chapter 8

1. Helpap, David, Rob Henken and Joe Peterangelo. "Assembling the Parts: An Examination of Milwaukee's Economic Development Landscape." Public Policy Forum, November 2011.

2. Peterangelo, Joe, Rob Henken and David Helpap. "Pathways to Employment: Exploring the Activities and Resources of Milwaukee's Workforce Development System." Public Policy Forum, December 2012.

Appendices

Appendix A: Public Meetings

March 15, 2013
First Plenary - Introduction & Kick-Off
Milwaukee Public Library, Loos Room

April 4, 2013
Work Group: Location-Based Opportunities I
UWM, Zilber School of Public Health

April 5, 2013
Work Group: Human Capital Development
UWM, Zilber School of Public Health

April 23, 2013
Work Group: Location-Based Opportunities II
UWM, Zilber School of Public Health

April 24, 2013
Work Group: Quality of Life & Place
UWM, Zilber School of Public Health

April 24, 2013
Luncheon with Council Members
City Hall, 3rd Floor

June 5, 2013
Second Plenary - Progress & Game Changers
MSOE, Todd Wehr Conference Center

March 25, 2014
Luncheon with Council Members
City Hall, 3rd Floor

April 28, 2014
Strategy Alignment with Stakeholders
UWM, Zilber School of Public Health

May 6, 2014
Strategy Alignment with City Staff
809 N Broadway, Boardroom

Appendix B: Current Development Sites

Site	Size (acres)	Description	Potential Uses
Near Downtown			
Park East Corridor	12.5	Demolition the Park East Freeway opened up land for development on the north edge of downtown, with a direct connection to I-43. These 12.5 acres are surrounded by some of the city's newest and most sustainable developments: The Brewery mixed use historical renovation and new construction, the Moderne, the North End riverfront residential complex, three new hotels, a new UW-Milwaukee School of Public Health, and new Milwaukee School of Engineering soccer field.	Mixed use commercial and residential development; office
Menomonee Valley			
City Lights	10.2	The former Milwaukee Gas Light Co. plant has been turned into an office for a local architecture and engineering firm and other businesses, along the Menomonee River. Adjacent sites are available. Five minutes to downtown and 15 minutes to the airport.	Light industrial; manufacturing
Reed Street Yards	15.1	A former rail yards that is being redeveloped as a hub for water technology. The Water Council opened its Water Accelerator center adjacent to the site; this is identified as a catalytic project in the Near South Side area plan and a priority for redevelopment. Three minutes to Downtown and 16 minutes to airport.	Light industrial and offices to support water technology cluster
Former Marquette Interchange 1 / Pettit Point	2.3	A vacant industrial parcel along the Menomonee River just southeast of the Marquette. Five minutes from downtown and intermodal facility.	Light industrial
Former Marquette Interchange 2	9.2	Mostly vacant industrial parcel along the Menomonee River; limited access and infrastructure. Five minutes from downtown and intermodal facility.	A wide variety of mixed use and emerging cluster industry uses
Former Marquette Interchange 3	6.8	The modernization of the Marquette Interchange opened up 15+ acres for redevelopment on the edge of downtown near the Intermodal Passenger (Amtrak and Greyhound) Station. A Phase I Environmental Site Assessment is recommended prior to acquisition or redevelopment.	A wide variety of mixed use and emerging cluster industry uses
Near Port of Milwaukee			
Former Solvay Coke	43.3	Includes access to Union Pacific and Canadian Pacific railroads, to the Milwaukee Harbor and Kinnickinnic River. All buildings with the exception of a shipping/receiving building and office building have been razed. The property is known to be contaminated. Additional investigation is needed to evaluate steps for cleanup and redevelopment.	Light industrial; office for water technology

30th Street Corridor			
Century City I	86.6	A focus for new industrial investment, building on the city's many successes and expertise developed in the Menomonee Valley. Includes a remediated 58-acre business park, 17 acres for retail or commercial uses, and 5 acres for single and multi-family residences.	Energy, power and controls cluster industries
Century City II	28.5	The former Eaton headquarters anchors this 26-acre redevelopment area. The 30th St. Corridor Economic Development Master Plan calls for continuing the area's strong industrial heritage.	Energy, power and controls cluster industries
Near the Airport			
Former 440th Air Base	56.0	56 acres available for airport-related use such as aircraft logistical services, electronic/mechanical repair services, and office support functions. The property contains approximately 426,000 sq. ft. 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.	Aerotropolis; light industrial and office
Airport Former Landfills	69.0	These former landfills have been closed. Redevelopment of these former landfills will require approval of plans and monitoring strategies by the Wisconsin Department of Natural Resources. 69.4 total Two sites comprising 69.4 acres have convenient access to I-94 and General Mitchell International Airport via College Av.	Aerotropolis; light industrial and office
Northwest Side			
Former Northridge Shopping Center	64.6	The site is a former regional shopping mall comprising 86.7 acres, eleven parcels, and three owners. Infrastructure is in place. The site has access to two principle arterials. It's is a catalytic project area in the Northwest Area Plan.	Food and beverage cluster industries
Mill Road Industrial Park	12.0	12 acres, divided into 3 contiguous parcels in a relatively new industrial park have all necessary infrastructure and minimal potential for environmental impacts. Other sites in the park have been developed.	Light industrial
Towne Corporate Park of Granville	12.1	Developing industrial park next to the Dretzka Park Golf Course has 11.3 acres remaining, served by infrastructure and minutes from US 41/45.	Light industrial
Former Wal-Mart	13.8	69.4 acres are located on the southeast corner of N. 76th St. and Brown Deer Road. These are major routes to the nearby communities of Brown Deer and Mequon. Plans for the parcel recommend rezoning for light industrial.	Light industrial
Green Tree Redevelopment Area	39.7	Unimproved 39.7 acres suitable for light industrial. Located immediately south of the site, the Milwaukee Job Corps is an education and career technical training facility administered by the U.S. Department of Labor. Historical use as farm land indicates minimal potential for environmental impacts.	Food and beverage cluster industries
Total acreage available:	481.7		

Appendix C: Entrepreneurship Ecosystem

Feature	Purpose	Milwaukee
Banks	Primary source of small business credit.	
Chambers of Commerce	Provide networking, information, advocate for business opportunities	Metropolitan Milwaukee Chamber of Commerce; Council of Small Business Executives; African-American Chamber of Commerce; Hispanic Chamber of Commerce of Wisconsin; Hmong Wisconsin Chamber of Commerce; American Indian Chamber of Commerce of Wisconsin
Coaching and consulting	Provide advice specific to the size and type of business seeking assistance	Latino Entrepreneur Network; SCORE SE Wisconsin; ScaleUp Milwaukee; Startup Milwaukee mentoring program
Collaborative work spaces		Makerspace; Hudson Business Lounge
Community colleges and universities	Provide research, education and training for entrepreneurs.	Marquette University School of Business; UW-Milwaukee School of Business; UW-Milwaukee Small Business Development Center; MATC
GIS mapping	Provides businesses with maps that show demographic, market and other data to help the owner determine profitable markets and locations	
Government agencies	Provide support to small business development such as loans and loan guarantees, training	U.S. Small Business Administration Milwaukee office; City of Milwaukee Dept. of City Development; City of Milwaukee Office of Small Business Development
Incubator space	Provides low cost, shared space with shared support services such as administration, accounting and marketing	Global Water Center; MiKE (Innovation in Milwaukee); VETransfer Victory Spark; MakerSpace; Revolution Labs
K-12 education	Entrepreneurship courses aim to create a future pipeline of local small business owners	Junior Achievement training center
Libraries	Assist with market research, business data, industry analysis, and other forms of research	Milwaukee Public Library
Major companies	Can provide access to supply chain opportunities, supplier development training, networking and support opportunities	
Market research support	Provide just-in-time market research to help local business owners understand and access new markets	
Micro-finance lenders	Non-traditional sources of credit; loans are generally less than $50,000 and fund businesses that grow in disadvantaged communities	WWBIC; Minority chambers revolving loan funds
Networking		BizStarts; Spreenkler; NEWaukee; FUEL Milwaukee; Business Improvement Districts

Feature	Purpose	Milwaukee
Non-profit support agencies	Provide education, training and consulting to new small business owners	BizStarts Milwaukee
State and local economic development agencies	Help business owners access government incentive programs, provide data and research, and help businesses export products out of state	Wisconsin Economic Development Corp.; Milwaukee Economic Development Corp.
Support professionals	Accountants, bankers, attorneys and other professionals	
Technical assistance	Help owners appropriately structure areas of their business such as accounting, marketing, operation design, inventory management, etc.	Wisconsin Manufacturing Extension Partnership
Trade groups	Industry-specific support groups help owners improve industry knowledge, increase awareness of opportunities an create partnering possibilities	Milwaukee Water Council; FaB Milwaukee; WERC; Spreenkler; Creative Alliance
Utility companies	Economic development divisions of these firms can support local business growth	WE Energies
Venture capitalists	Venture capitalists and angel investors invest in local businesses with the expectation of a return on investment	Gener8tor; Golden Angels Investors Fund Milwaukee

Appendix D: Market Value Analysis Methodology

TRF's Market Value Analysis (MVA) describes the characteristics of the block groups within a study area. The MVA indicators in Milwaukee are noted below and represent the dimensions upon which block groups are analyzed:

Median and Average Sales Price: Office of the City Assessor file of all recorded sales between 1/1/2011 through 12/31/2012 for residential sales of $1,000 or more. Only Median Sale Price was used.

Coefficient of Variation: The coefficient of variation, derived from the City Assessor's file of sales, represents the variability of sale prices within the block group. (High numbers represent places with wide variations in sale prices.)

Foreclosure as a Percent of Sales: Milwaukee Office of City Development's file of foreclosure filings 2011 through 2012. This figure represents all foreclosure filings in 2011 and 2012 divided by the number of sales in 2011-2012 (City Assessor's file).

Percent Duplex/Multi-Family Sales: Milwaukee City Master File representing all multi-unit properties sold divided by the total number of sales 2011-2012 (from City Assessor's file).

Percent Water Shut-off: Milwaukee City Water Department file of properties where water service has been shut off divided by the total number of residential properties. (An indicator of vacancy.)

Percent New Construction/>$10K Rehab: Milwaukee Department of Neighborhood Services records of all building permits issued between 1/1/2010 through 12/31/2012 for new construction and substantial rehabilitation (estimated value greater than $10,000) of properties divided by the total number of residential properties.

Percent Owner-Occupied: Milwaukee City Master File representing the percent of all occupied housing units that are occupied by owners.

Percent Publicly Subsidized Rental: Represents Milwaukee Public Housing Authority owned developments, and HUD-assisted rental housing developments including Housing Choice Vouchers from both the City of Milwaukee and Milwaukee County, divided by the number of renter-occupied housing units from the City Master File.

Percent Non-Residential Area: Milwaukee City Master File. This figure represents non-residential land - not including parking lots - divided by all developed land.

TRF cluster analysis revealed nine market types, characterized as follows:

Market Type A: Highest home prices, lowest number of foreclosure filings relative to sales volume (foreclosure rate), second lowest owner occupancy rate, second highest percentage of sales that are duplex or multi-family.

Market Type B: High home prices, second lowest foreclosure rate relative to sales volume, highest percent owner occupied, lowest coefficient of variance of sales price.

Market Type C: Relatively high home prices, highest percentage of non-residential land, foreclosure rate as a percentage of sales substantially below the citywide average.

Market Type D: Relatively high home prices compared to the citywide average, foreclosures as a percentage of sales below the citywide average, percent of sales that are multi-unit are above the citywide average.

Market Type E: Home prices that are substantially below the citywide average, second highest homeownership rate, highest percentage of publicly subsidized rental, foreclosures as a percent of sales higher than the citywide average.

Market Type F: Second highest percentage of non-residential area, higher foreclosures as a percent of sales than the citywide average, higher percent of sales that are multi-unit than the citywide average.

Market Type G: Second lowest homeownership rate, home prices below the citywide average, high number of foreclosures as a percent of sales, highest percentage of sales that are multi-unit, percent water shut-offs that are substantially higher than the citywide average.

Market Type H: Second lowest home sale prices, percentage of sales that are multi-unit below the citywide average, second highest coefficient of variance of sales, second highest percent of publicly subsidized rental, percent water shut-offs that are substantially higher than the citywide average.

Market Type I: Lowest home sale prices, highest vacancy rate, lowest owner occupancy rate, highest coefficient of variance of sales, highest percent water shut-offs.

MVA Cluster Categories & Respective Indicator Values

MVA Cluster	Median Sales Price 2011-12	Average Sales Price 2011-12	Coefficient of Variance of Sales Price 2011-12	Foreclosures as a Percent of Sales	Percent Duplex/ MultiFam Sales	Percent Water Shut Off	Percent New/ >$10k Rehab	Percent Owner Occupied	Percent Publicly Subsidized Rental	Percent Non Residential Area
A	$214,780	$234,429	.46	14%	62%	2%	3%	33%	2%	16%
B	$121,403	$121,067	.38	21%	11%	1%	4%	69%	3%	13%
C	$117,397	$113,297	.43	24%	24%	2%	3%	43%	4%	62%
D	$91,462	$99,228	.55	31%	53%	3%	3%	44%	6%	13%
E	$55,001	$64,723	.65	47%	13%	3%	2%	49%	12%	24%
F	$51,658	$63,400	.73	49%	61%	6%	2%	34%	6%	27%
G	$30,705	$44,611	.85	51%	74%	9%	2%	29%	7%	20%
H	$29,355	$44,001	.91	51%	29%	9%	3%	33%	9%	20%
I	$15,607	$29,497	1.09	65%	57%	16%	4%	26%	7%	24%
City Average of Block groups	$78,616	$86,879	.66	39%	40%	5%	3%	43%	6%	23%

Area Demographics by MVA Cluster Category

MVA Cluster	Households		Owner Occupied Households		Renter Occupied Households		Housing Units		Total Population	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
A	25,874	11.2%	7,665	7.6%	18,209	14.0%	29,062	11.4%	50,879	8.6%
B	42,928	18.7%	29,930	29.8%	12,998	10.0%	44,981	17.6%	101,492	17.1%
C	20,385	8.9%	8,700	8.7%	11,685	9.0%	21,804	8.5%	46,456	7.8%
D	22,452	9.8%	9,867	9.8%	12,585	9.7%	24,531	9.6%	51,909	8.7%
E	30,646	13.3%	15,700	15.6%	14,946	11.5%	33,401	13.1%	82,406	13.9%
F	27,161	11.8%	9,821	9.8%	17,340	13.4%	30,576	12.0%	80,570	13.5%
G	18,205	7.9%	5,987	6.0%	12,218	9.4%	21,463	8.4%	53,660	9.0%
H	19,136	8.3%	6,710	6.7%	12,426	9.6%	21,791	8.5%	56,107	9.4%
I	13,618	5.9%	4,220	4.2%	9,398	7.2%	17,124	6.7%	42,682	7.2%
Not Classified	6,541	2.8%	232	0.2%	6,309	4.9%	7,225	2.8%	20,325	3.4%
City Total	230,154		100,364		129,790		255,493		594,786	

Appendix E: Action Items by Lead Actor

CITY GOVERNMENT led action items:

Locational Opportunities

Strategy 4.1: Implement a data-driven, locational approach to large site development

No.	Action Item
4.1.1	Develop, maintain and publish a comprehensive list of available sites in the City of Milwaukee
4.1.2	Maintain an inventory of 100 acres of "shovel ready" industrial land for development
4.1.3	Return 500 acres of brownfield land to active, industrial use in 10 years

Strategy 4.2: Anticipate future industry needs

No.	Action Item
4.2.1	Regularly communicate with M7 and key driver industry organizations to learn more about their locational needs, and keep suitable Milwaukee sites on the radar
4.2.3	Update analysis of industrial-zoned land within Milwaukee, to ensure that zoning regulations fit the needs of key driver industries
4.2.4	Advocate for infrastructure and policy changes that promote investment in public transportation options
4.2.5	Invest in infrastructure to promote efficient intermodal networks

Strategy 4.3: Develop and promote neighborhood business opportunities

No.	Action Item
4.3.1	Identify existing vacant building inventory and promote for alternative uses
4.3.2	Explore and advance opportunities for home-based businesses in neighborhoods
4.3.3	Explore and advance opportunities for live/work space to support artists & entrepreneurs

Human Capital

Strategy 5.1: Grow the Workforce Employers Need

No.	Action Item
5.1.1	Build on the success of the Mayor's Manufacturing Partnership by expanding training opportunities and developing a Center for Advanced Manufacturing at Century City
5.1.5	Investigate proven national models, such as Children's Savings Accounts and "Say Yes to Education" that improve odds of college entry for students of low-income families

Strategy 5.2: Expand Efforts to Assist the Hardest to Employ

No.	Action Item
5.2.3	In partnership with the superintendent of Milwaukee Public Schools, spearhead a private fundraising effort to restore free driver's education classes in MPS and expand support for driver's license recovery efforts

Supporting Entrepreneurship At All Stages

Strategy 6.1: Define Clear Pathways to Business Creation and Expansion

No.	Action Item
6.1.1	Develop regulation roadmaps for start-ups
6.1.2	Re-use vacant City-owned commercial properties to foster start-ups in central city neighborhoods
6.1.3	Establish a Local Business Action Team within City government to focus on improving service to business
6.1.4	Outstation City staff with local entrepreneurship development organizations to provide direct assistance

Strategy 6.2: Maximize the Effectiveness of Local Technical Assistance Providers

No.	Action Item
6.2.1	Invite Kiva to partner with City government and local organizations to develop micro-lending to small businesses
6.2.3	Improve communication between City agencies and the intermediaries who provide service and technical assistance to local businesses

Strategy 6.3: Support Milwaukee's Entrepreneurial Culture

No.	Action Item
6.3.1	Develop and host annual “Entrepreneur Week” to showcase local talent & resources
6.3.4	Evaluate City regulations to ensure they facilitate the occupancy of shared work spaces, live/work spaces, and research and development activities

Quality of Life and Place

Strategy 7.1: Enhance Quality of Life and Opportunity

No.	Action Item
7.1.1	Establish a Quality of Life Council
7.1.3	Establish an Equality of Opportunity Blueprint
7.1.5	Implement ReFresh Milwaukee plan to make Milwaukee a more environmentally sustainable city
7.1.6	Support the continued implementation of catalytic projects identified in the Milwaukee area land use plans

Strategy 7.2: Strengthen and Engage Neighborhoods & Civic Leadership

No.	Action Item
7.2.2	Encourage and support organizations that engage in neighborhood improvement
7.3.1	Develop a menu of intervention strategies targeted to the different neighborhood categories identified by the MVA

PARTNER ORGANIZATION led action items:

Locational Opportunities

Strategy 4.3: Anticipate future industry needs

No.	Action Item	
4.3.2	Create a Food Innovation District in Milwaukee	FaB Milwaukee

Human Capital

Strategy 5.1: Grow the Workforce Employers Need

No.	Action Item	
5.1.2	Align workforce development with growth opportunities in high-potential industry and employment clusters	MAWIB / Future M7 Workforce Development Director
5.1.3	Expand internships, job shadowing opportunities, part-time summer jobs, and local high school career academies for college and high school students	
5.1.4	Develop a web site of opportunities for employers to become involved in job preparation activities that target local youth	
5.1.6	Establish branding, events and internship opportunities designed to better connect students at Milwaukee post-secondary institutions with the assets and opportunities of the larger community, with the goal of retaining more graduates of local colleges	Local universities / FUEL Milwaukee

Strategy 5.2: Expand Efforts to Assist the Hardest to Employ

No.	Action Item	
5.2.1	Appoint a blue-ribbon team to explore the establishment of an entity, similar to Homeboy Industries of Los Angeles, that creates jobs and provides support services for formerly incarcerated individuals	Wisconsin Community Services
5.2.2	Challenge local employers to pursue hiring practices that are more inclusive of individuals with criminal backgrounds	MAWIB
5.2.4	Vigorously advocate for public transportation improvements that connect Milwaukee residents with employment centers throughout the metro area	Transit Now
5.2.5	Expand the State of Wisconsin transitional jobs program	State of Wisconsin / Dept. of Children & Families

Supporting Entrepreneurship At All Stages

Strategy 6.2: Maximize the Effectiveness of Local Technical Assistance Providers

No.	Action Item	
6.2.2	Encourage all organizations that assist businesses to list their services on a common forum	LISC / BizStarts?

Strategy 6.3: Support Milwaukee's Entrepreneurial Culture

No.	Action Item	
6.3.2	Introduce principles of entrepreneurship to Milwaukee students	

Quality of Life and Place

Strategy 7.1: Enhance Quality of Life and Opportunity

No.	Action Item	
7.1.2	Adopt a Quality of Life Plan	Quality of Life Council
7.1.4	Use creative placemaking and special events to establish places and activities in Milwaukee where all segments of our community and region can interact	Greater Milwaukee Committee

Strategy 7.2: Strengthen and Engage Neighborhoods & Civic Leadership

No.	Action Item	
7.2.1	Help to fully resource affinity groups like NEWaukee and FUEL Milwaukee that engage younger Milwaukeeans in civic life	

Strategy 7.3: Enhance the Impact of Neighborhood Investments

No.	Action Item	
7.3.2	Seek alignment among the many actors working to improve Milwaukee neighborhoods	LISC / CDFA

Strategy 7.4: Build Milwaukee's Brand

No.	Action Item	
7.4.1	Promote Milwaukee as America's most water-centric city	Creative Alliance
7.4.2	Establish an aggressive neighborhood marketing campaign	Creative Alliance
7.4.3	Leverage opportunities linked to growing Chinese interest in Milwaukee	Milwaukee-China Business Council / WI Int'l Academy
7.4.4	Create and distribute a Milwaukee marketing tool kit for use by local businesses	Creative Alliance / VISIT Milwaukee