

MILWAUKEE

*comprehensive* Plan

DEPARTMENT OF CITY DEVELOPMENT • MARCH, 2010

# CITYWIDE POLICY PLAN





# City of Milwaukee

Office of the City Clerk

200 E. Wells Street  
Milwaukee, Wisconsin 53202

Certified Copy of Resolution

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FILE NO: 090882

**Title:**

**Resolution approving the Citywide Policy Plan as an element of Milwaukee's Overall Comprehensive Plan.**

**Body:**

Whereas, One step in the City of Milwaukee's ("City") comprehensive planning process is the creation of an overall citywide policy plan in addition to plans for areas of the City, sometimes referred to as neighborhoods; and

Whereas, A new comprehensive plan has been prepared, titled the Citywide Policy Plan ("Plan"), a copy of which is attached to this Common Council File; and

Whereas, Pursuant to Section 66.1001, Wisconsin Statutes, the City Plan Commission adopted the Plan and recommended adoption to the Common Council; and

Whereas, Approval of the Plan by the Common Council will establish the Plan as a guide for City policies regarding housing, land use, transportation, utilities, community facilities, natural and cultural resources, economic development and intergovernmental cooperation; encourage common understanding and coordination among levels of government and private interests; and facilitate implementation of the Plan; now, therefore, be it

Resolved, That the Common Council of the City of Milwaukee, approves the Citywide Policy Plan, as an element of the City's Overall Comprehensive Plan and as recommended by the City Plan Commission; and, be it

Further Resolved, That the Citywide Policy Plan, as approved, shall provide guidance and serve as the basis for decision-making by the Common Council in its consideration of policy issues; and, be it

Further Resolved, That the Department of City Development, the Department of Neighborhood Services, the Department of Public Works and other appropriate City departments and agencies are directed to work toward implementation of the Plan; and, be it

Further Resolved, That the Commissioner of the Department of City Development is directed to send copies of the Plan to the parties identified in it as having responsibility for implementation of the Plan for their reference and use.



**I, Ronald D. Leonhardt, City Clerk, do hereby certify that the foregoing is a true and correct copy of a(n) Resolution Passed by the COMMON COUNCIL of the City of Milwaukee, Wisconsin on March 2, 2010, published on January 15, 2010.**

*Ronald D. Leonhardt*

Ronald D. Leonhardt

March 2, 2010

Date Certified



# ACKNOWLEDGEMENTS

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# “What is the City but the people?”

– William Shakespeare

The Citywide Policy Plan is the cumulative effort of many individuals who volunteered time and expertise to identify critical planning issues and strategies and share ideas to help successfully complete this plan. Numerous residents, community organization representatives and City staff members worked with the Department of City Development staff and consultants on the plan to identify the specific challenges and opportunities that will impact the future of the City of Milwaukee.

## **Mayor**

Tom Barrett

## **Milwaukee Common Council**

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District 12 James N. Witkowiak

District 13 Terry L. Witkowski

District 14 Tony Zielinski

## **Plan Workgroups**

Over 100 workgroup participants representing businesses, elected officials, nonprofits, City staff, community organizations, and more

## **City Plan Commission**

Patricia T. Najera, Chair

Stephanie Bloomingdale

Ivan Gamboa

Whitney Gould

Larri Sue Jacquart

Gaurie Rodman

J. Allen Stokes

## **Department of City Development**

Rocky Marcoux, Commissioner

Martha Brown, Deputy Commissioner

Robert Greenstreet, Chair of City Development

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Maria Pandazi, Project Manager

Brad Lenz, Project Planner

Gloria Sterns, Project Planner

## **Lead Consultant**

Conservation Design Forum

Jason Navota, Project Manager

## **Photo Credits**

Aurora Healthcare

Children's Hospital

City of Milwaukee

Wisconsin Covenant



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# INTRODUCTION & OVERVIEW

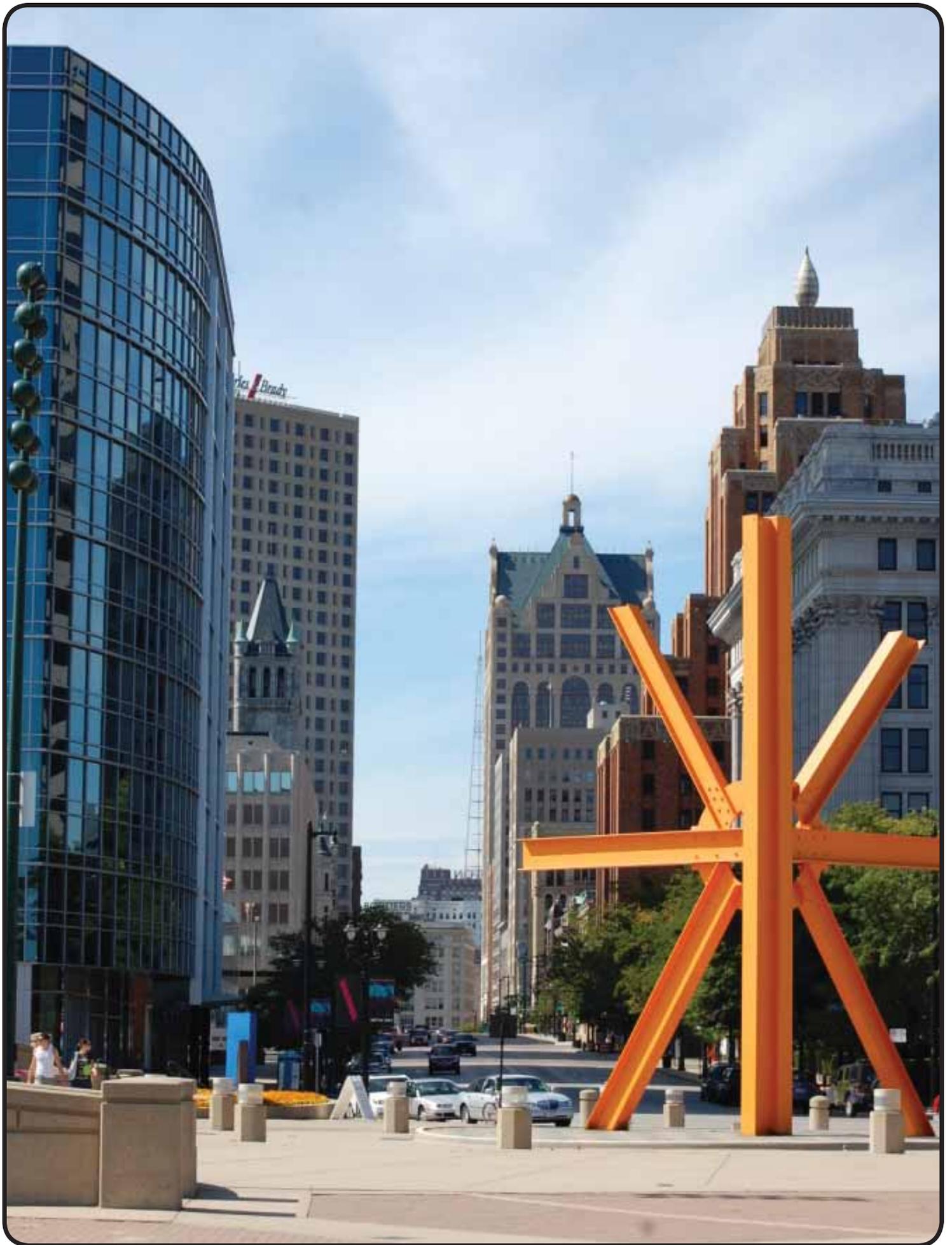
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***“Lively, diverse, intense cities contain the seeds of their own regeneration, with energy enough to carry over for problems and needs outside themselves.”***

***– Jane Jacobs***

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# CITYWIDE POLICY PLAN

## INTRODUCTION TO THE CITY OF MILWAUKEE'S COMPREHENSIVE PLAN

The series of documents, adopted by Milwaukee's Common Council, that comprise the Comprehensive Plan represents the culmination of a multi-year public process involving input and expertise from a broad range of stakeholders (residents, businesses, community development organizations, and institutions), consultants, and elected officials. The Plan provides a long-term vision for the future of the City of Milwaukee and a policy framework that will help achieve the mission of city government: *to enhance the safety, prosperity, and quality of life of all citizens by working directly and through partnerships with our community stakeholders.*

This highly ambitious and intensive planning effort has created comprehensive planning recommendations for neighborhoods, districts, and corridors within the boundaries of the City of Milwaukee as well as unifying citywide policies. This vision will guide Milwaukee to a sustainable future and contribute to the sound development of a prosperous region.

The Plan was guided by the City of Milwaukee's commitment to:

- Maintain a unique sense of community and place
- Preserve and strengthen neighborhoods that are safe, healthy, thriving and culturally rich
- Promote an economic climate that supports job creation
- Empower children with the tools they need to reach their full potential
- Preserve and enhance valuable natural and cultural resources
- Equitably distribute the benefits and costs of development
- Expand the range of transportation, employment, and housing choices
- Value long-range, regional considerations of sustainability over short-term, incremental, geographically-isolated actions
- Promote public health and healthy communities



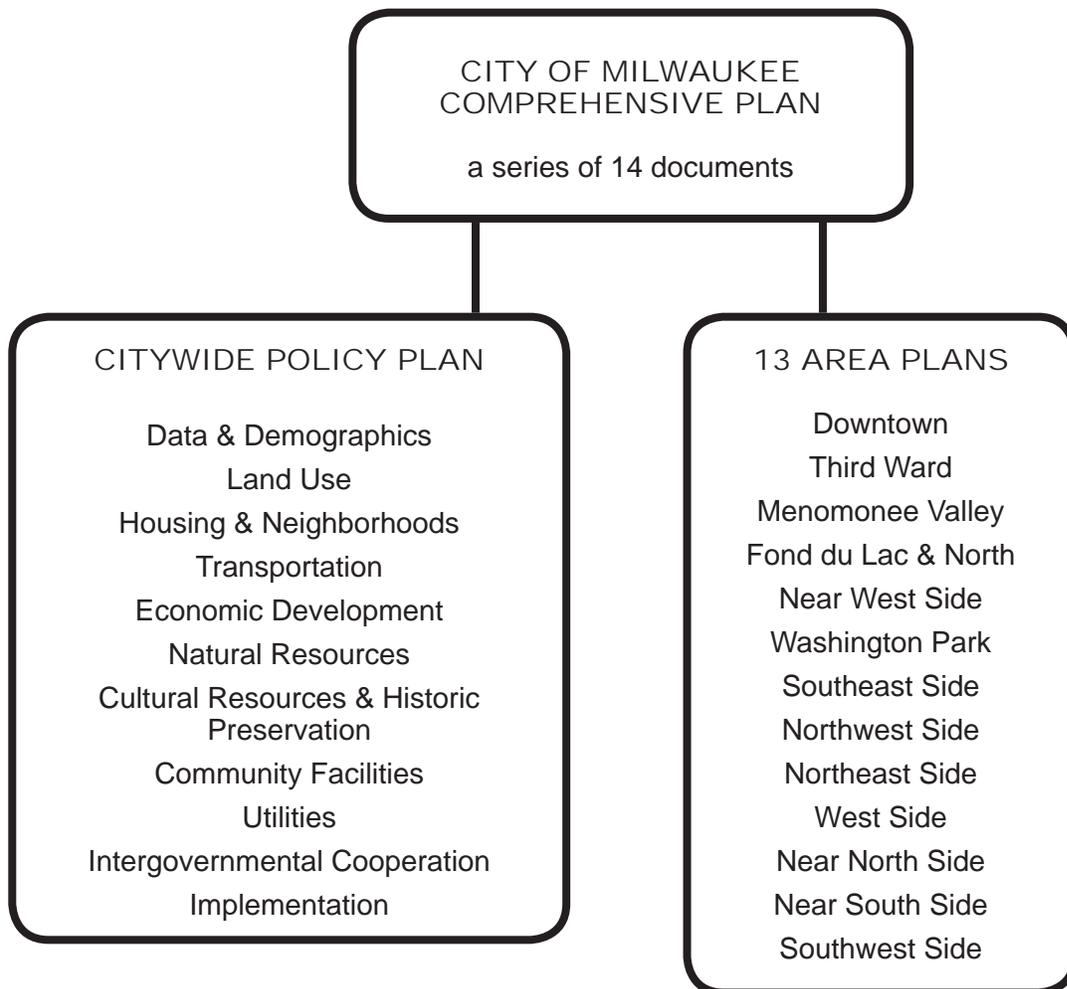
## FRAMEWORK OF COMPREHENSIVE PLAN

The Department of City Development (DCD) planning approach resulted in a plan that addresses a diverse set of issues and opportunities at a variety of scales. The Comprehensive Plan is detailed enough to address specific neighborhood, district, and corridor issues and concerns of adjacent municipalities, yet broad enough to provide general guidance to policy makers, legislators, City departments, and partner government agencies. The Comprehensive Plan also provides clear direction to achieve the comprehensive planning goals identified by the State of Wisconsin and to guide future decisions of this diverse city.

The Comprehensive Plan consists of thirteen Area Plans and a Citywide Policy Plan (see the framework diagram below). The Area Plans establish priorities for building upon neighborhood housing, business, retail, industrial, transportation and recreational assets.

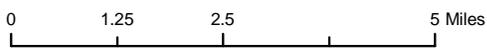
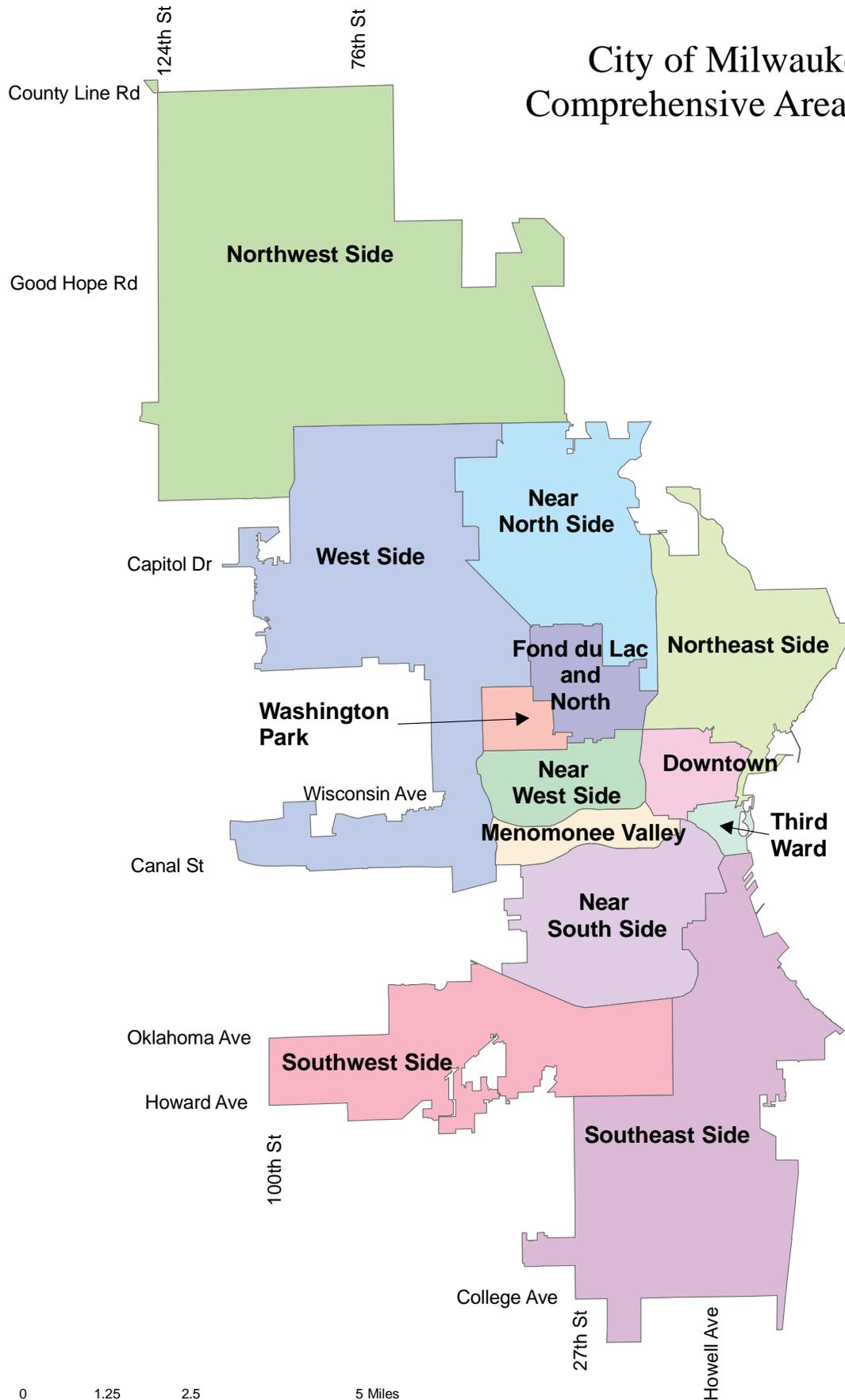
These stand-alone documents are intended to preserve the unique qualities of Milwaukee neighborhoods and direct new development and redevelopment that improves the value and identity of each area. These plans include neighborhood goals, analysis of local market and demographic trends, detailed neighborhood recommendations, standards and policies, and plan implementation strategies. The Area Plans identify catalytic projects that will spur development and leverage investment.

The Citywide Policy Plan subjects are contained within this document. These chapters provide broad policies and principles that apply to the entire City of Milwaukee and address the State of Wisconsin's nine Smart Growth elements.





# City of Milwaukee Comprehensive Area Plans



Data Source: Department of City Development

## COMMUNITY INPUT AND INVOLVEMENT

Community input is critical to both the development and implementation of the Comprehensive Plan from initial brainstorming to implementation of projects. For that reason, the planning process included opportunities for public input at all stages: analysis, visioning, synthesis and Common Council approval. Websites were established for each Area Plan and the Citywide Policy Plan to post information, meeting notices, plan drafts, and to receive comments on plan elements. An e-mail notification system was also initiated to distribute information about each plan and planning area. The public participation process for each Area Plan was made public, open and transparent and community partners participated in developing the plans.

For each Area Plan, the planning process was directed by a Contract Management Team (CMT) consisting of a diverse set of community partners and neighborhood stakeholders. A Plan Advisory Group (PAG) consisting of local residents, business owners and other stakeholders was also created in each plan area to review and comment on the plan at various stages of development. Representatives from neighboring municipalities were included as key stakeholders for each of the 13 Area Plans. The community input process also included an Image Preference Survey, written community surveys, individual stakeholder interviews, focus groups, community design workshops, and open houses. A consultant team of urban planners and economic development experts also informed the process.

The recommendations and policies of the thirteen Area Plans, which were completed prior to development of the Policy Plan, provided a foundation for citywide policy recommendations in each topic area. The Citywide Policy Plan process solicited input from a diverse set of private, nonprofit, and public sector experts organized into topical workgroups to address the various plan elements. Workgroups met periodically to identify key issues and opportunities to be addressed in the policy plan and to review plan drafts.



## STATE OF WISCONSIN COMPREHENSIVE PLANNING GOALS

1. Promotion of redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures
2. Encouragement of neighborhood designs that support a range of transportation choices
3. Protection of natural areas including wetlands, wildlife habitats, lakes, woodlands, open space and groundwater resources
4. Protection of economically productive areas, including farmland and forests
5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs
6. Preservation of cultural, historic and archaeological sites
7. Encouragement of coordination and cooperation among nearby units of government
8. Build community identity by revitalizing main streets and enforcing design standards
9. Provide an adequate supply of affordable housing for individuals of all income levels throughout each community
10. Provide adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels
12. Balancing individual property rights with community interests and goals
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities
14. Provide an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens



## CORE PRINCIPLES OF THE CITY OF MILWAUKEE'S COMPREHENSIVE PLAN

Four core principles were identified during development of the Comprehensive Plan. These principles are grounded in the need for the City of Milwaukee to consider development choices with respect to the relationship between and impact on the economy, environment, and equity of the community, while allowing for full citizen engagement in the process to determine the City's future. The intent is to maximize the environmental, economic, social, and quality of life benefits for all residents.

Milwaukee's community leaders and decision-makers have a responsibility to create a more livable world for the current and future generations. In order to ensure that the policies outlined within this plan promote the City of Milwaukee's resilience and provide for a sustainable future, the following four core principles serve as the primary guiding values of the Comprehensive Plan and the measure of its success. Each of the individual principles is a critically important core value. Yet these four principles are interrelated, and a balanced approach following all principles will help to ensure a solid and sustainable city foundation for future generations.

### THE FOUR CORE PRINCIPLES

- 1 . A strong and prosperous economy enhances the quality of life for Milwaukee residents.**
- 2 . A healthy environment is essential for the survival of all living things and the foundation for a thriving city.**
- 3 . A high quality of life depends on the equitable distribution of resources and opportunities to residents.**
- 4 . Meaningful engagement in the decision making process helps to ensure strong, vibrant, and desirable communities.**

Through these four principles, the City of Milwaukee leadership and community intend to create a sustainable and resilient city that:

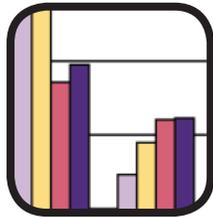
- takes proactive steps to achieve a long term vision that is embraced and actively promoted by all of the key sectors of society, including businesses, disadvantaged groups, environmentalists, civic associations, government agencies, and faith-based organizations
- encourages meaningful community participation, collaboration, leadership, and inclusion of all citizens in the decision-making process
- balances economic growth, investment, and high quality residential, commercial, and industrial development with the enhancement of natural and social assets of the community
- dares to be bold and innovative in creating a vibrant, sustainable future
- stewards its air, water, and land resources as natural and economic assets
- takes responsibility for the education, development, and well-being of children and adults
- encourages neighborhoods to be active, attractive, and walkable places with a strong sense of place, high quality of life, and cultural diversity
- encourages healthy, active living and positive social interaction
- fosters easy access to quality resources, goods, services, and opportunities for social and economic mobility to all members of the community regardless of location, socioeconomic status, or ability

The Citywide Policy Plan establishes values and sets the trajectory for the continued improvement and development of the city. The demographics and socioeconomic data presented in Chapter Two provide part of the foundation for the policies, objectives and strategies of the subsequent chapters.



# DEMOGRAPHICS & DATA

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*“The goal is to transform **data** into **information**, and information into **insight**.”*

*– Carly Fiorina*

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This chapter presents data and trends in the city's population over time, future forecasts, and the spatial distribution of these characteristics across the city. This information is highly useful in establishing policies and programs intended to improve the city's livability, economic strength, and other assets. More detailed information on specific areas of the city can be found in the Area Plans.

**POPULATION TRENDS AND PROJECTIONS 1960-2025**

Like many major American cities, the City of Milwaukee experienced population decline for several decades following its historic peak of 741,324 in 1960. The migration of city dwellers to the suburbs that began with the automobile was accelerated by massive freeway development in the

1950s and the development of newer, larger housing options in outlying areas. Smaller family size, loss of manufacturing jobs, and other factors exacerbated the loss of population in the city.

In 2000, the city's population had fallen to 596,974, a 19% decline from 1960 levels. The city's proportion of Milwaukee County's population also fell during this period. In 1960, the city made up 71.6% of the county's population and in 2000 that percentage had decreased to 63.5%. (U.S. Census Bureau)

Since 2000, however, the city's population has stabilized and begun to grow once more. The 2008 American Community Survey (ACS) estimates Milwaukee's population at 604,477,

making it the 23rd largest city in the U.S., similar in size to Boston, Seattle, and Washington, DC.

According to Wisconsin Department of Administration (WisDOA) projections, Milwaukee's population will continue to grow slightly in coming years. Between 2000 and 2025, WisDOA forecasts that Milwaukee's population will increase by 4.3% to approximately 623,000 (Figure 1). Natural increase (births minus deaths) and in-migration by the Hispanic population account for much of the expected increase.

**HOUSEHOLDS**

As with population, the number of households in the City of Milwaukee is expected to increase modestly in coming years. From 2000 to 2025, the number of households in the

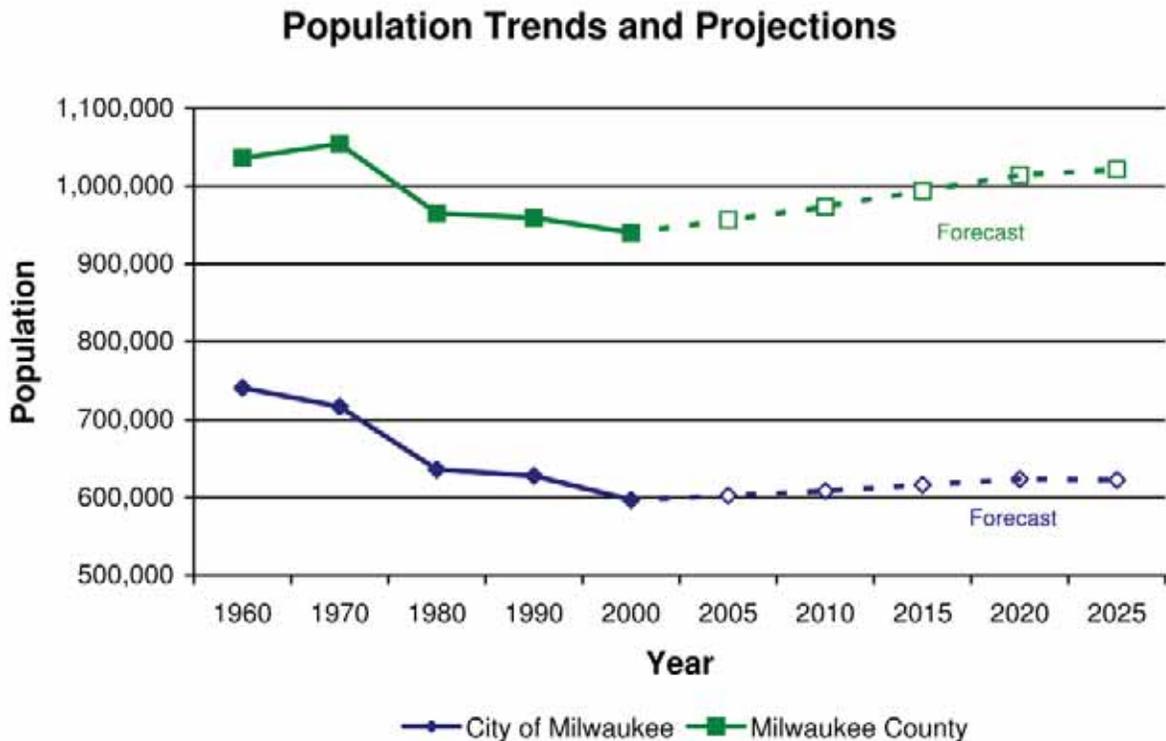


Figure 1 - Source U.S. Census Bureau and WisDOA

## Household Projections

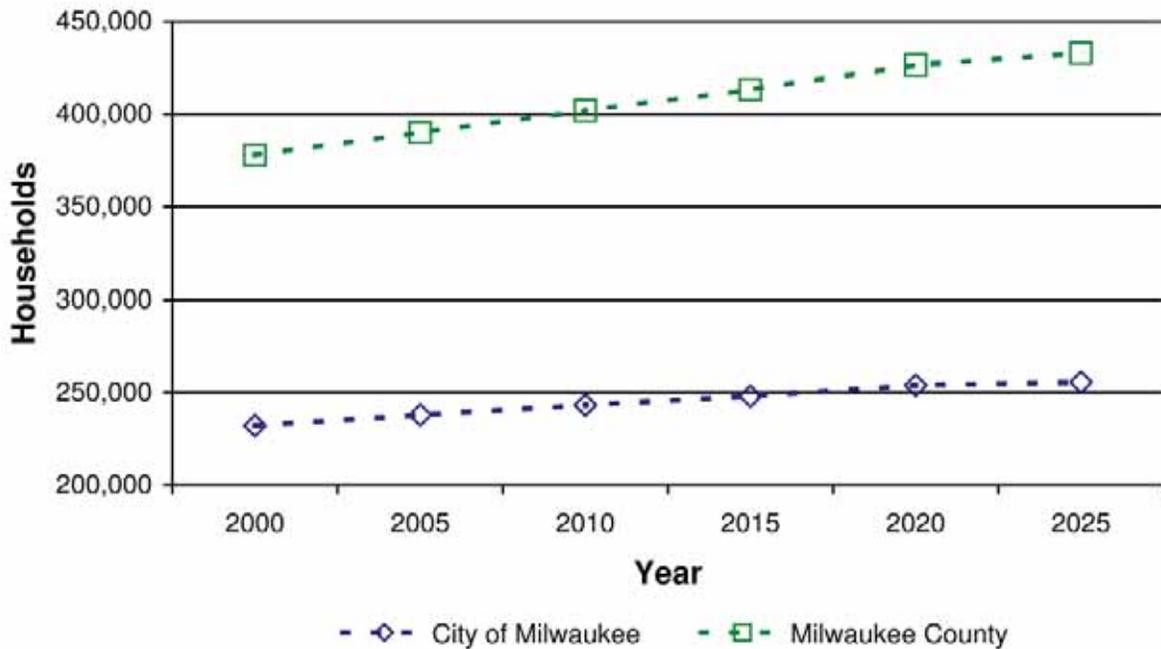


Figure 2 - Source U.S. Census Bureau and WisDOA

city is expected to rise by 24,000 or 10.1% (Figure 2). Based on this projected increase, as well as potential for changing characteristics of households (empty nesters, single parent, alternative lifestyles, etc), the city will need to develop sufficient and diverse housing choices to provide for these additional households. (WisDOA)

The higher rate of household growth compared to population growth is largely due to the city's decreasing average household size. The average number of persons per household in Milwaukee has declined from 2.61 in 1990 to 2.57 in 2000 and 2.43 in 2005, a trend that is expected to continue. (U.S. Census Bureau) Reasons for this decrease include lower birth rates, higher divorce rates,

postponement of marriage, and longer life expectancy.

### HOUSING UNITS AND OCCUPANCY

According to the 2008 ACS, Milwaukee had 249,302 housing units in 2008 and a median home value of \$147,900. The data also shows that the city's housing stock is aging. Over 105,000 of these units were built before World War II, while less than 20,000 units have been built since 1980. Milwaukee's housing types, age, and value are shown in Figure 3.

U.S. Census data shows that the total number of housing units in Milwaukee declined by approximately 2% between 1990 and 2000, and has since remained stable (Figure 4). The Census also indicates that housing vacancy has more than doubled in the

city since 1990. The housing vacancy rate was 11.3% in 2008, up from 6.8% in 2000 and 5.4% in 1990. During this period, the owner-occupied housing rate remained stable, but the renter-occupied housing rate declined by approximately 6%. It should be noted, however, that the recent housing crisis has resulted in a spike in foreclosures and pushed demand to the rental market, so this data has already become outdated. Another possible reason for the decrease in household size is out-migration of families with school aged children to the surrounding suburbs.



## Housing Type, Age and Value

Units in Structure	Subtotal	Year Structure Built	Number	Value	Number
Total housing units	249,302	Built 2000 to 2008	5,608	Less than \$50,000	3,658
1-unit, detached	104,946	Built 1990 to 1999	5,627	\$50,000 to \$99,999	19,432
1-unit, attached	14,291	Built 1980 to 1989	8,287	\$100,000 to \$149,999	31,295
2 units	55,391	Built 1970 to 1979	18,322	\$150,000 to \$199,999	30,765
3 or 4 units	17,701	Built 1960 to 1969	26,800	\$200,000 to \$299,999	15,878
5 to 9 units	11,916	Built 1950 to 1959	52,671	\$300,000 to \$499,999	3,615
10 to 19 units	11,428	Built 1940 to 1949	26,435	\$500,000 to \$999,999	777
20 or more units	32,634	Built 1939 or earlier	105,552	\$1,000,000 or more	498
Mobile home	995			Median (dollars)	147,900

Figure 3 - U.S. Census Bureau, American Community Survey, 2008

## Housing Stock and Occupancy

	1990		2000		2008	
	Number	%	Number	%	Number	%
All housing units	254,204	100.0%	249,225	100.0%	249,302	100.0%
Occupied housing units	240,540	94.6%	232,188	93.2%	221,194	88.7%
Owner-occupied housing units	107,682	42.4%	105,235	42.2%	105,918	42.5%
Renter-occupied housing units	132,858	52.3%	126,953	50.9%	115,276	46.2%
Vacant housing units	13,664	5.4%	17,037	6.8%	28,108	11.3%

Figure 4 - Source U.S. Census Bureau and WisDOA

**DEMOGRAPHIC TRENDS**

Milwaukee is the most racially and ethnically diverse city in Wisconsin and is substantially more diverse than Milwaukee County, the metropolitan area, and the State as a whole. According to ACS 2008 data, while city residents make up 63% of total Milwaukee County population, they account for 88% of the county’s minority population. This includes 96% of the county’s African American population and 81% of Hispanics. Milwaukee recently became a minority-majority city, and today approximately 53% of city residents are racial and ethnic minorities (Figure 5). (ACS 2006-2008)

The racial and ethnic composition of Milwaukee continues to change. Milwaukee’s White population has declined in each of the last three census years (1980, 1990, and 2000), though it has since stabilized and started to rise. The population of African Americans, Hispanics, and Asians have all steadily increased. The city’s Hispanic community in particular has grown dramatically in recent years, from

6.3% of the city total in 1990 to 15.1% in 2008. (U.S. Census 1990 and 2000, ACS 2008)

As Figure 6 indicates, Milwaukee’s younger population is largely minority and its older population is largely White. Minority children under 10 years of age, for example, outnumber White children three to one, while White residents over 70 outnumber minorities by nearly four to one. (Census 2000)

Census tract maps show that racial and ethnic groups are heavily concentrated in certain areas of the city (Figure 7). African Americans, for example, live predominately on the near north side, while most Hispanics live on the near south side.

**GENDER**

A slight majority (52%) of Milwaukee’s population is female, though this distribution varies among racial and ethnic groups. Hispanic and Asian males outnumber their female counterparts, for example, while females outnumber males in every

other racial category. African Americans have the lowest male-to-female ratio with only 46% male. (Census 2000)

**AGE DISTRIBUTION**

The population of Milwaukee is gradually getting older. From 2000 to 2008, median age increased from 30.6 to 32.0. Similarly, the percentage of people age 45 and older was approximately 32% in 2008, an increase from 29% in 2000 and 28% in 1990. (U.S. Census Bureau)

The age of the population varies throughout the city. For example, the near north and near south sides are skewed towards a younger population. Conversely, between 1990 and 2000 the percentage of the population 65 years and older increased the most on the northwest, north, and south sides. The 5-17 age range expanded while the 55-64 age range contracted during the same period. (U.S. Census Bureau) The age distribution of the population is a key factor in housing planning, because family formation is a driving force of housing need.

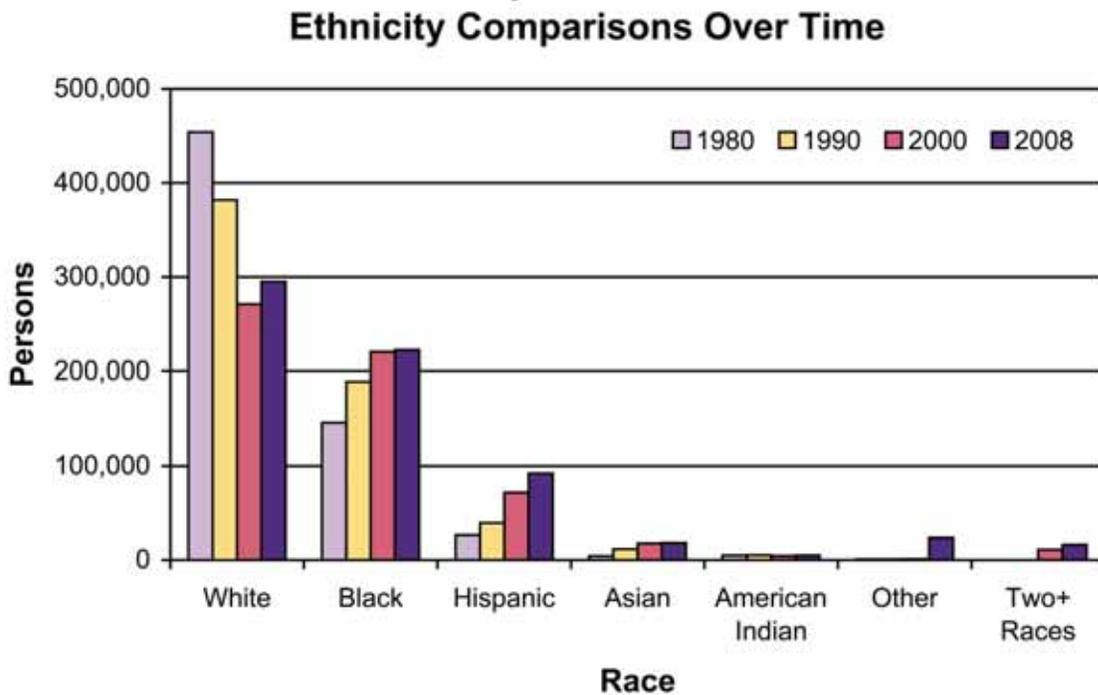


Figure 5 - Source U.S. Census Bureau, American Community Survey 2006-2008



## Ethnicity by Age

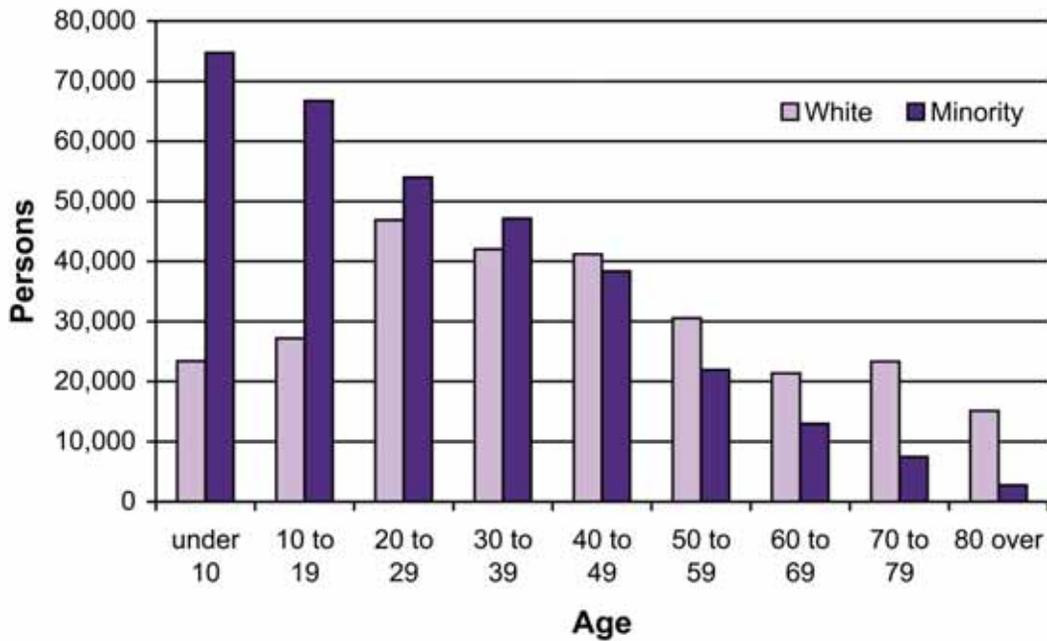


Figure 6 - Source U.S. Census Bureau 2000

## African American and Hispanic Populations

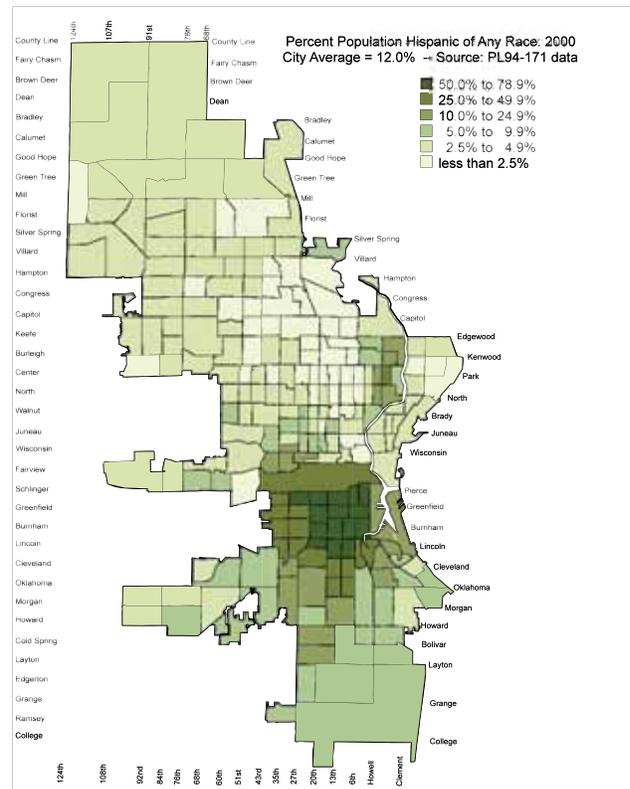
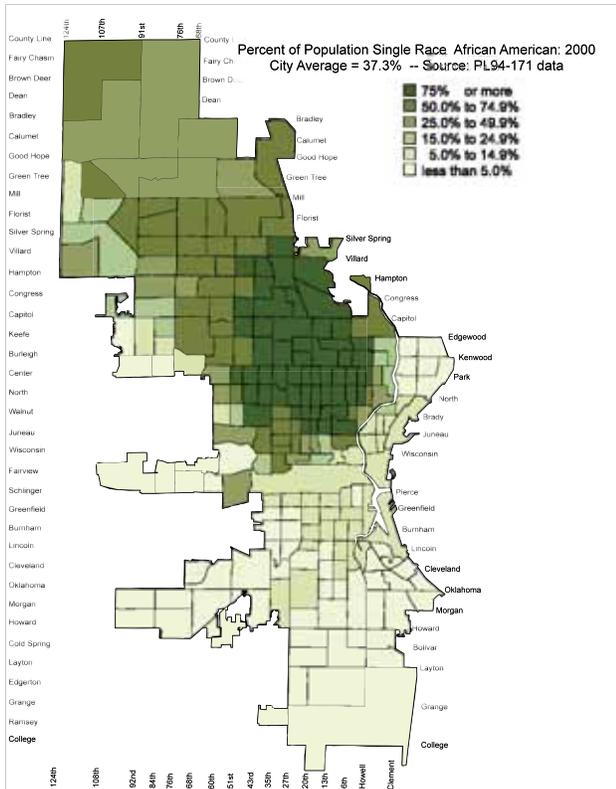


Figure 7 - Source U.S. Census Bureau 2000

**EDUCATION**

The 2008 ACS indicated that approximately 19.7% of Milwaukee residents 25 years and older did not graduate from high school (Figure 8). Compared with Census 2000 figures (25.2%), this percentage is on the decline. Conversely, the percentage of Milwaukeeans with a college degree is on the rise. In 2000, the U.S. Census Bureau reported that 18.3% of Milwaukee residents held a Bachelor's Degree or higher, while the 2008 ACS shows 21.9% held a Bachelor's Degree or higher in 2008. While Milwaukee's college graduation rate is increasing, the city's rate is still significantly lower than Milwaukee County (27.6%) and the national average (27.7%).

Asians and Whites are the groups with the highest percentage of college graduates in the City of Milwaukee, while other groups have substantially lower proportions of college graduates.

Educational attainment varies widely by race and neighborhood throughout the city. In general, Whites are more likely than minorities to graduate from high school. Less than half (45%) of Hispanics 25 years and older in Milwaukee hold high school diplomas. In the other minority groups, approximately two-thirds are high school graduates, compared to roughly four out every five Whites (84%) (Figure 9).

The near north and near south sides in particular have low percentages of high school graduates. Several census tracts in both areas contain fewer than 50% of residents 25 years and older holding high school diplomas (Census 2000) (Figure 10).

Figure 11 shows the highest education level completed by residents of Milwaukee 25 years and older in 2005 by race.

**Educational Attainment**

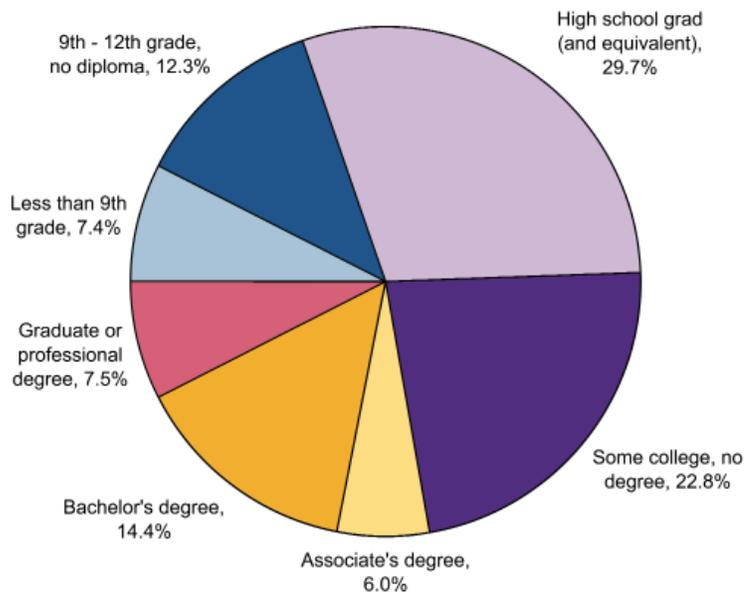


Figure 8 - Source U.S. Census Bureau, American Community Survey 2008

**2007-2008 High School Graduation Rate by Race/Ethnicity**

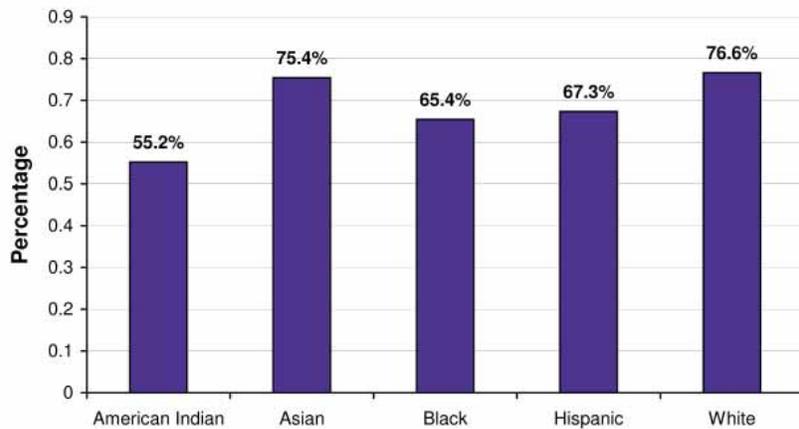


Figure 9 - Source DPI



## Percent Persons 25 or Older High School Graduates, 2000

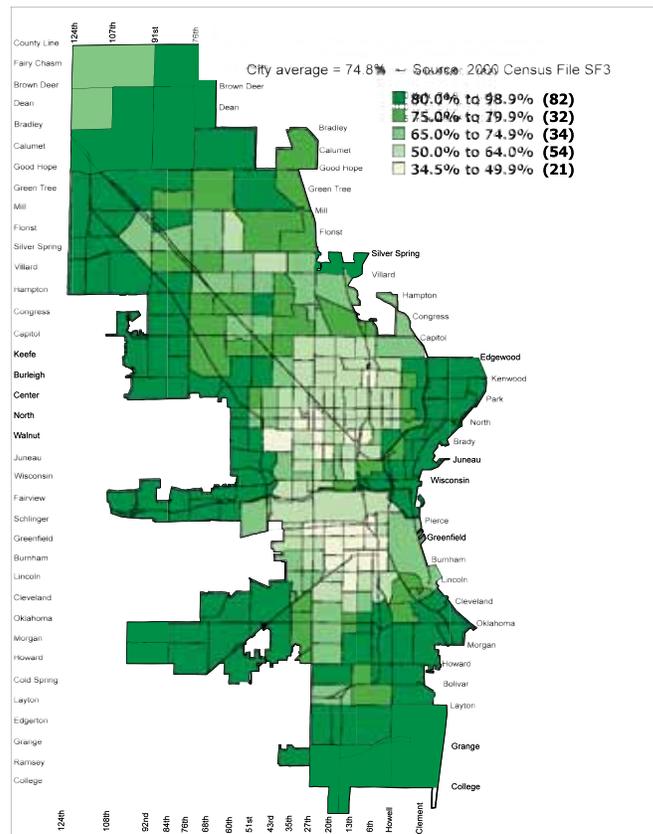


Figure 10 - Source U.S. Census Bureau 2000

## Educational Attainment by Race Persons 25 and Older, 2000

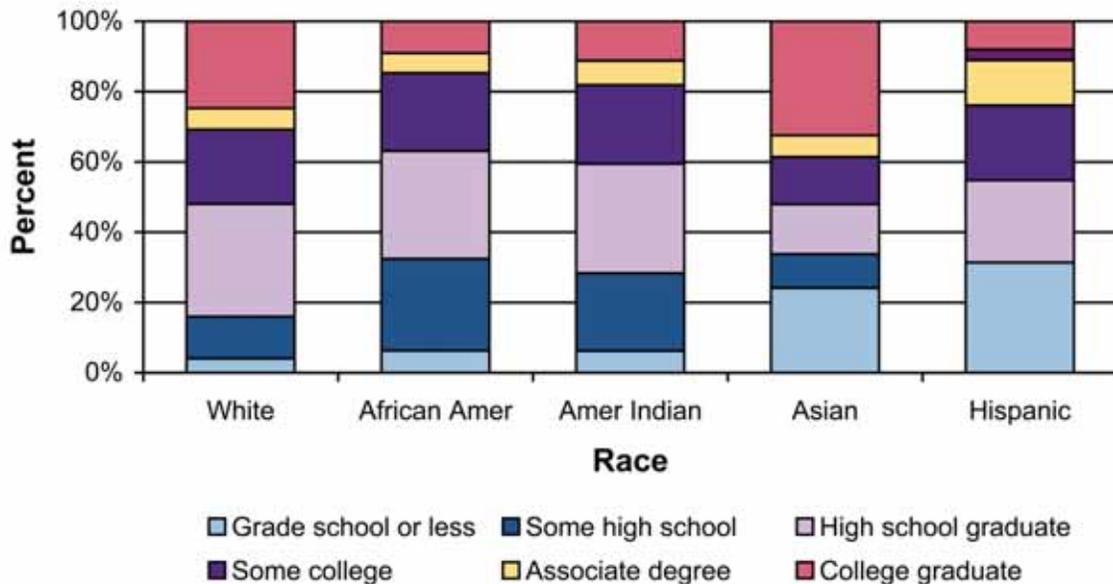


Figure 11 - Source U.S. Census Bureau 2000

## INCOME

The median Milwaukee household income in 2008 was \$37,331, up from \$32,316 in 2000 (Figure 12). The city median is somewhat lower than Milwaukee County's median of \$45,909 and substantially lower than the statewide median of \$52,094. In 2008, nearly half (47%) of the households in Milwaukee earned less than \$35,000 per year. (U.S. Census Bureau)

Household income shows a similar geographic pattern as education. Most of the census tracts with a 1999 median household income of less than \$17,500 were located in the same census tracts as those with a low percentage of high school graduates (Figure 13).

The poverty rate in Milwaukee has remained above 20% since 2002, and in 2006 the city's poverty rate peaked at 26.2%, ranking 8th among U.S. cities with populations over 250,000 (Figure 14). Since then, there has been a modest improvement in the poverty rate, but poverty continues to be a major challenge for the city. The poverty rate in the surrounding area is considerably lower. In 2008, Milwaukee County's poverty rate was 16.8% and Waukesha County and Ozaukee County were at 3.9% and 3.6% respectively.

## EMPLOYMENT

In Milwaukee, the number of people in the labor force has been showing an overall downward trend since 1995. The number of employed Milwaukeeans has shown a similar trend (Figure 15). This pattern generally follows the overall population trends in the city.

It is important to note that unemployment rates count only those who do not have a job and are actively looking for work as unemployed; those who have no job and are not looking for one are counted as not in the labor force.

## City of Milwaukee Income Distribution

<b>Total households</b>	<b>221,194</b>
Less than \$10,000	12.0%
\$10,000 to \$14,999	8.2%
\$15,000 to \$24,999	13.9%
\$25,000 to \$34,999	13.0%
\$35,000 to \$49,999	15.7%
\$50,000 to \$74,999	18.9%
\$75,000 to \$99,999	9.4%
\$100,000 to \$149,999	6.5%
\$150,000 to \$199,999	1.5%
\$200,000 or more	1.0%
Median household income (dollars)	37,331
Mean household income (dollars)	47,900
Total households	221,194

Figure 12 - Source U.S. Census Bureau 2000

## 1999 Median Household Income

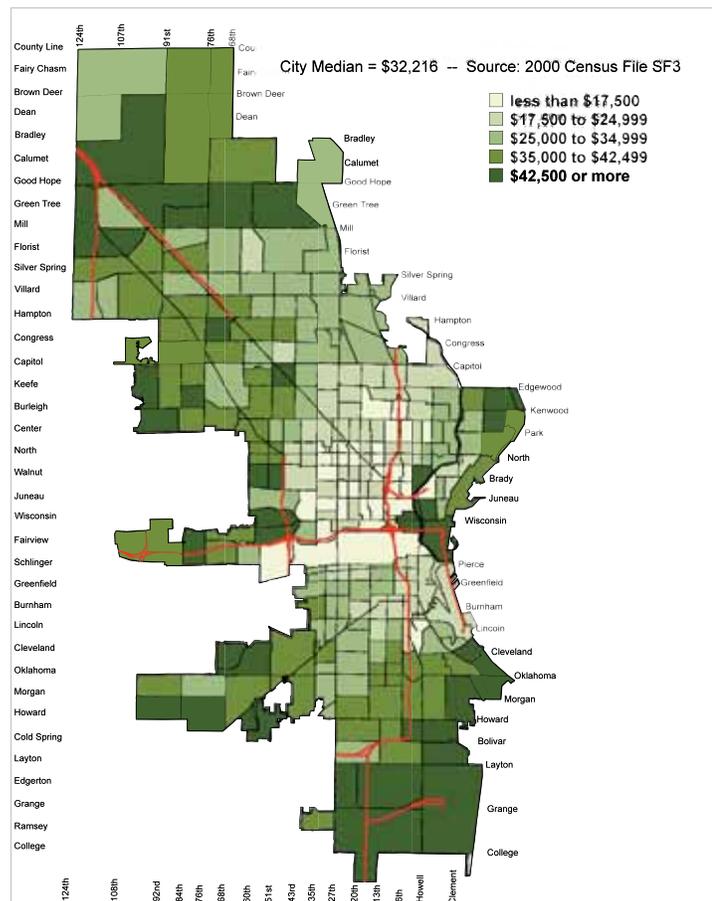


Figure 13 - Source U.S. Census Bureau, 2000



## Poverty Rate Trends

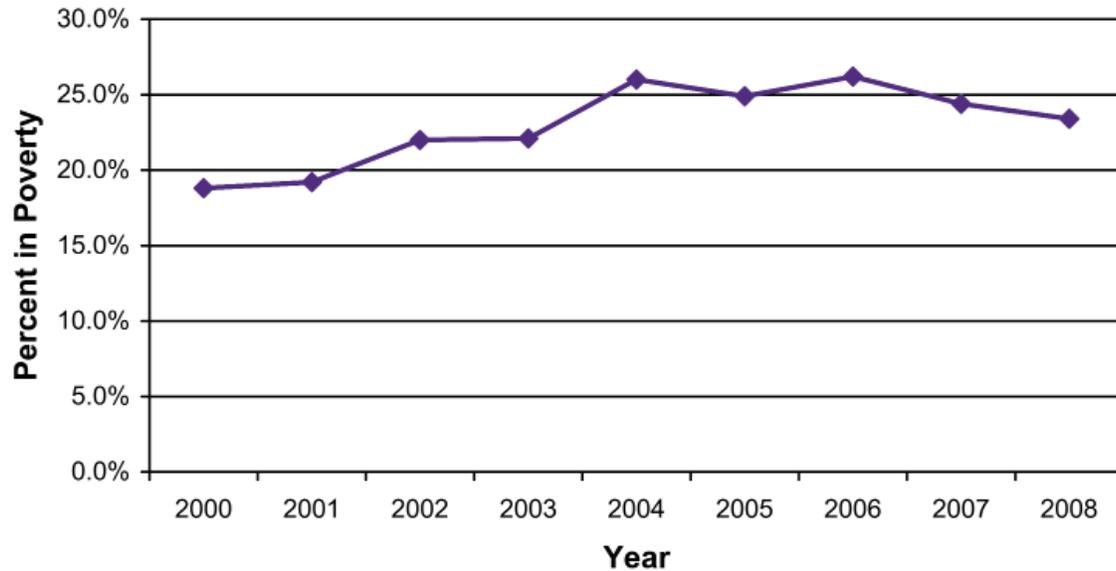


Figure 14 - Source U.S. Census Bureau, American Community Survey

## Employment Over Time

Year	Labor Force	Employment	Unemployed	%
<b>Unemployed</b>				
1995	294,137	278,933	15,204	5.2
1996	294,315	278,471	15,844	5.4
1997	293,937	278,186	15,751	5.4
1998	290,202	275,278	14,924	5.1
1999	270,052	255,276	14,776	5.5
2000	283,514	268,433	15,081	5.3
2001	281,884	262,951	18,933	6.7
2002	278,939	255,879	23,060	8.3
2003	276,235	252,032	24,203	8.8
2004	270,997	249,622	21,375	7.9
2005	268,598	249,095	19,503	7.3
2006	267,194	248,811	18,383	6.9
2007	278,372	259,588	18,784	6.7
2008	277,020	258,655	18,365	6.6

Figure 15 - Source U.S. Bureau of Labor Statistics, 2009

The city's unemployment rate was stable from 1995 to 2000 at just over 5%. For each of the next three years the rate rose, reaching a high of 8.8% in 2003 before declining again (Figure 16).

The recent economic recession has pushed the unemployment rate up once more. In 2009 Milwaukee's unemployment peaked at 12.9%, while the most recent data from November of 2009, indicates unemployment at 10.9% (not seasonally adjusted).

**DEMOGRAPHICS AND EMPLOYMENT**

Employment in Milwaukee varies significantly by race and geography. In 2000, African Americans had the highest unemployment rate of any race at over 16%. Hispanics and American Indians both had rates around 12% and Asians and Whites had the lowest rates with 10% and 5%, respectively. African American and Asian populations had the highest percentage of people not in the labor force; both over 39%. American Indians and Whites had the lowest rates of people not in the labor force, less than 34%.

The central city had the highest unemployment rates and the highest concentration of residents 18 years and over not in the labor force, with many census tracts at 45% or more (Figure 17). The greatest concentration of unemployment is on the city's near north side.

In 2006, the Trade, Transportation, and Utilities industry sectors, taken together, accounted for the greatest share of employment in metropolitan Milwaukee (17.4%), followed by Educational and Health Services (16.2%), and Manufacturing (16.1%) (Figure 18). (Bureau of Labor Statistics)

In 1990, these same industries also accounted for the greatest number of employees. Since 1990, Education & Health Services has been the fastest growing of these industries. Manufacturing remains a major source of employment in the area but the number of people employed is in slight decline (Figure 19). The City of Milwaukee is second only to San Jose among U.S. cities in the percentage of residents employed in the Manufacturing sector. (Milwaukee 7)

**Resident Employment**

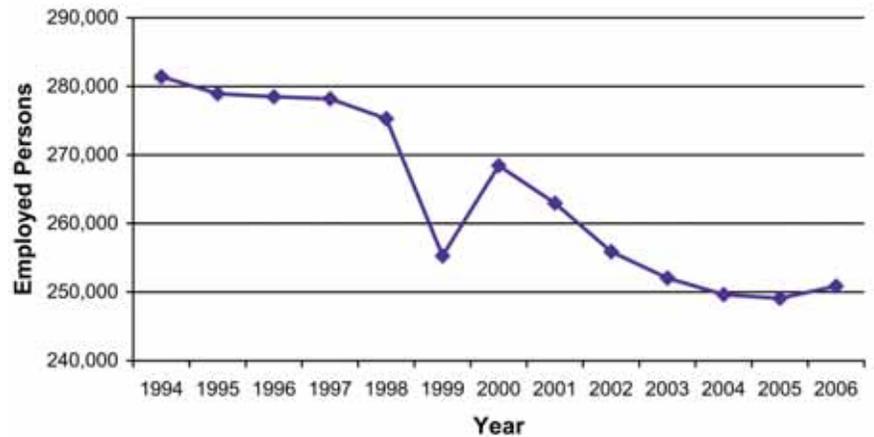


Figure 16 - Source Bureau of Labor Statistics, Local Area Unemployment Statistics

**Percent Persons 16 and Older Not in Labor Force, 2000**

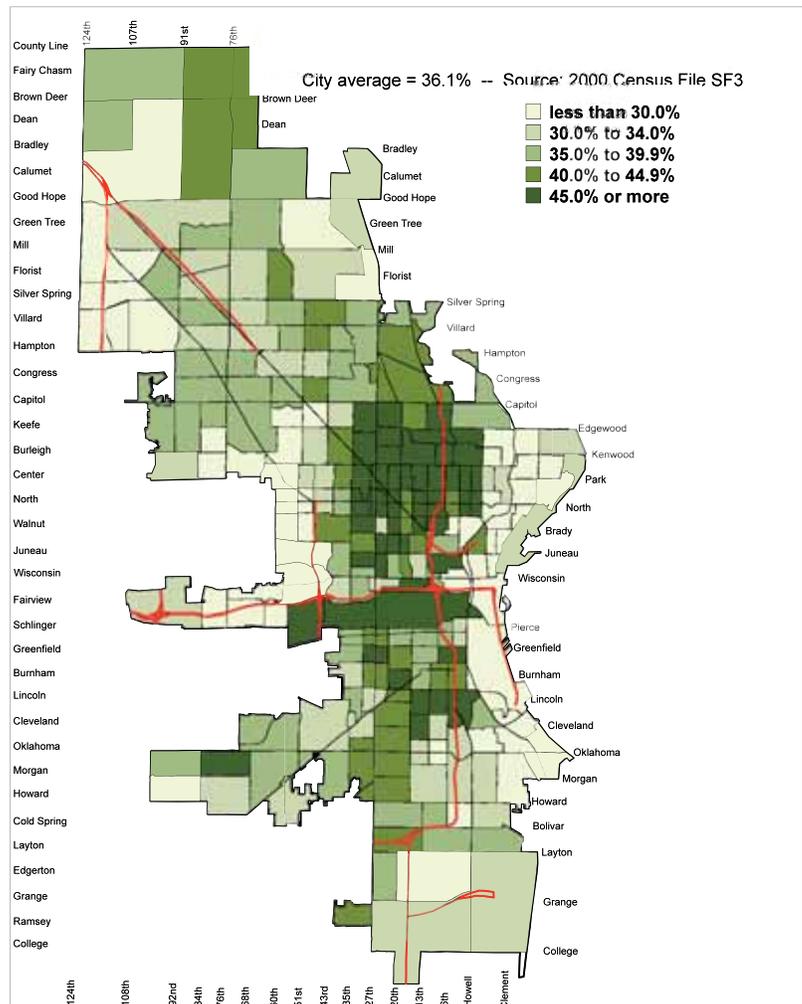


Figure 17 - Source U.S. Census Bureau 2000



### Milwaukee Metropolitan Area Employment by Industry 2006

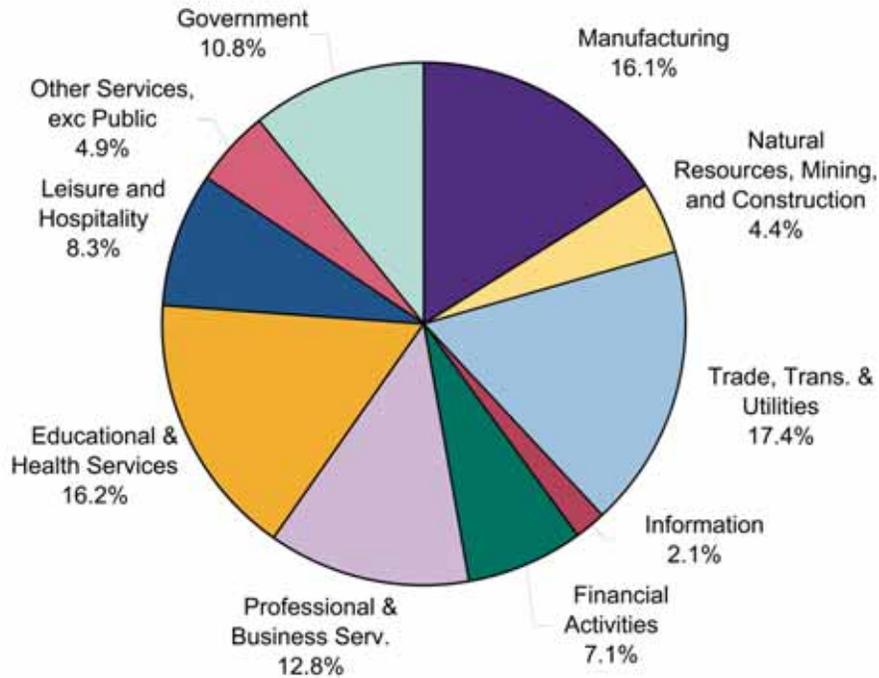


Figure 18 - Source U.S. Bureau of Labor Statistics, 2006

### Milwaukee Metropolitan Area Industry Employment Trends

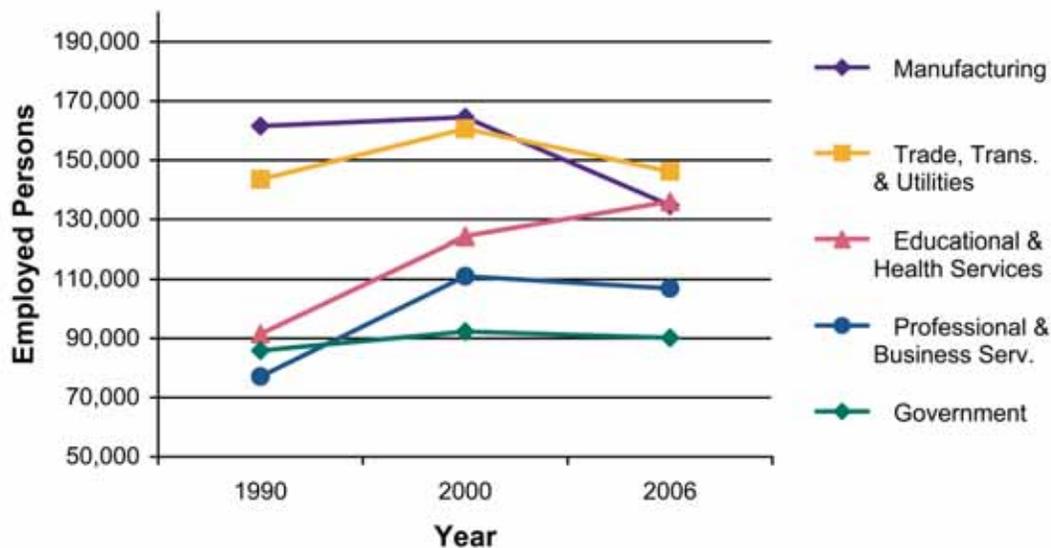


Figure 19 - Source U.S. Bureau of Labor Statistics – Worknet Wisconsin 2006

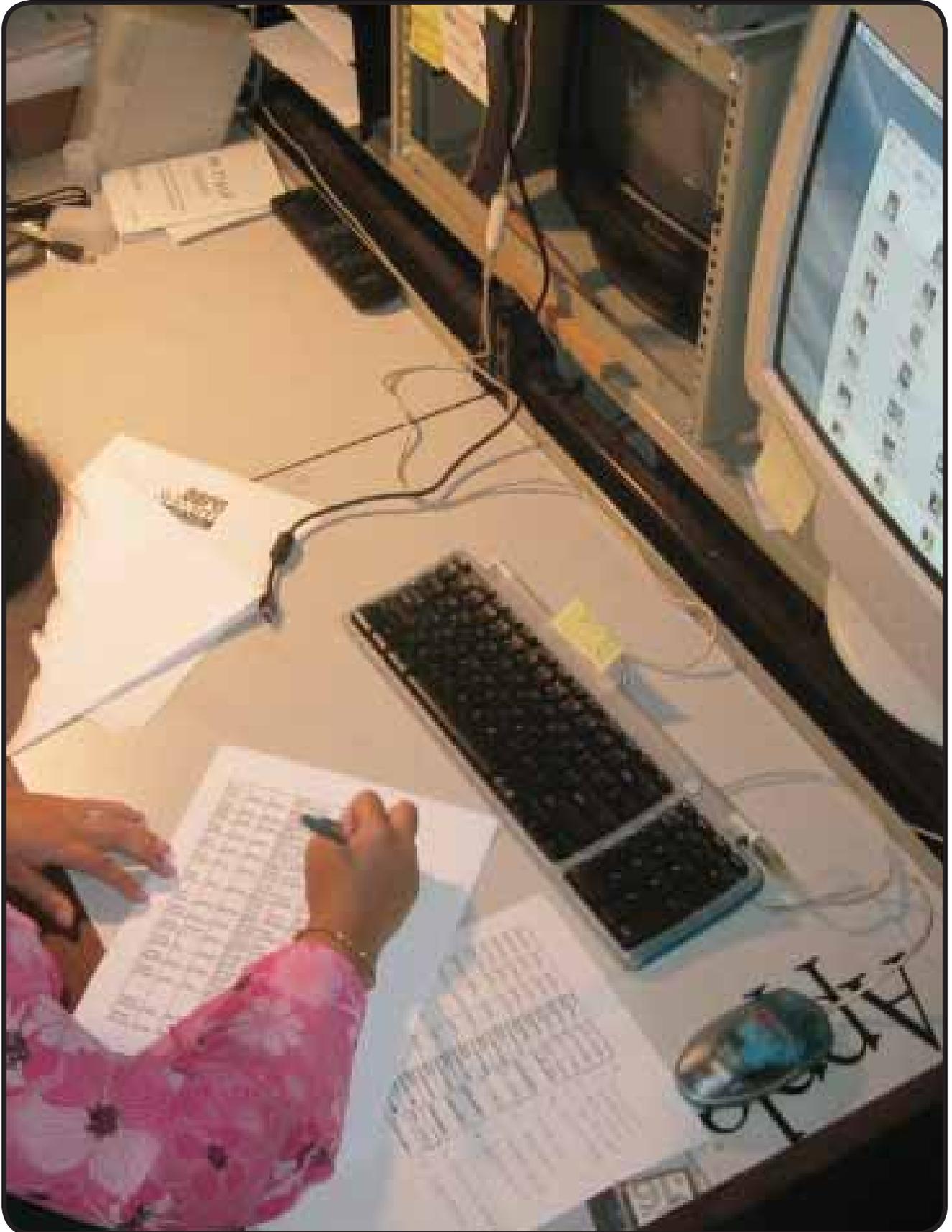
## EMPLOYMENT PROJECTIONS

Total employment is expected to grow by 13.4% for the metropolitan Milwaukee workforce (Milwaukee, Waukesha, Ozaukee, and Washington Counties) from 2004 to 2014. Figure 20 below shows that Manufacturing is the only sector forecasted to decrease in total number of jobs over this time. The fastest growing sector will continue to be Education and Health Services, which is expected to grow by 24.0%.

### Employment Projections

Industry Title	2004 Estimated Employment	2014 Projected Employment	2004-2014 Employment Change	2004-2014 Percentage Change
Total Non-Farm Employment	824,170	934,470	110,300	13.4%
Construction/Mining/Natural Resources	33,720	39,960	6,240	18.5%
Manufacturing	135,940	134,210	-1,730	-1.3%
Fabricated Metal Products	23,130	23,730	600	2.6%
Machinery Mfg	22,100	20,240	-1,860	-8.4%
Electrical Equip, Appliance, and Component Mfg	12,860	11,330	-1,530	-11.9%
Trade	122,210	133,480	11,270	9.2%
Food and Beverage Stores	16,430	17,120	690	4.2%
Transportation and Utilities (Including US Postal)	35,100	39,450	4,350	12.4%
Financial Activities	57,150	64,520	7,370	12.9%
Education and Health Services (Including State and Local Gov Educ and Hosp)	164,390	203,810	39,420	24.0%
Ambulatory Health Care Services	31,750	43,390	11,640	36.7%
Hospitals (Including State and Local Government)	34,080	41,810	7,730	22.7%
Leisure and Hospitality	66,000	76,030	10,030	15.2%
Information/Prof Services/Other Services	169,860	201,570	31,710	18.7%
Government (Excluding US Postal, State and Local Educ and Hosp)	39,790	41,430	1,640	4.1%

Figure 20 - Source Wisconsin Department of Workforce Development





# LAND USE

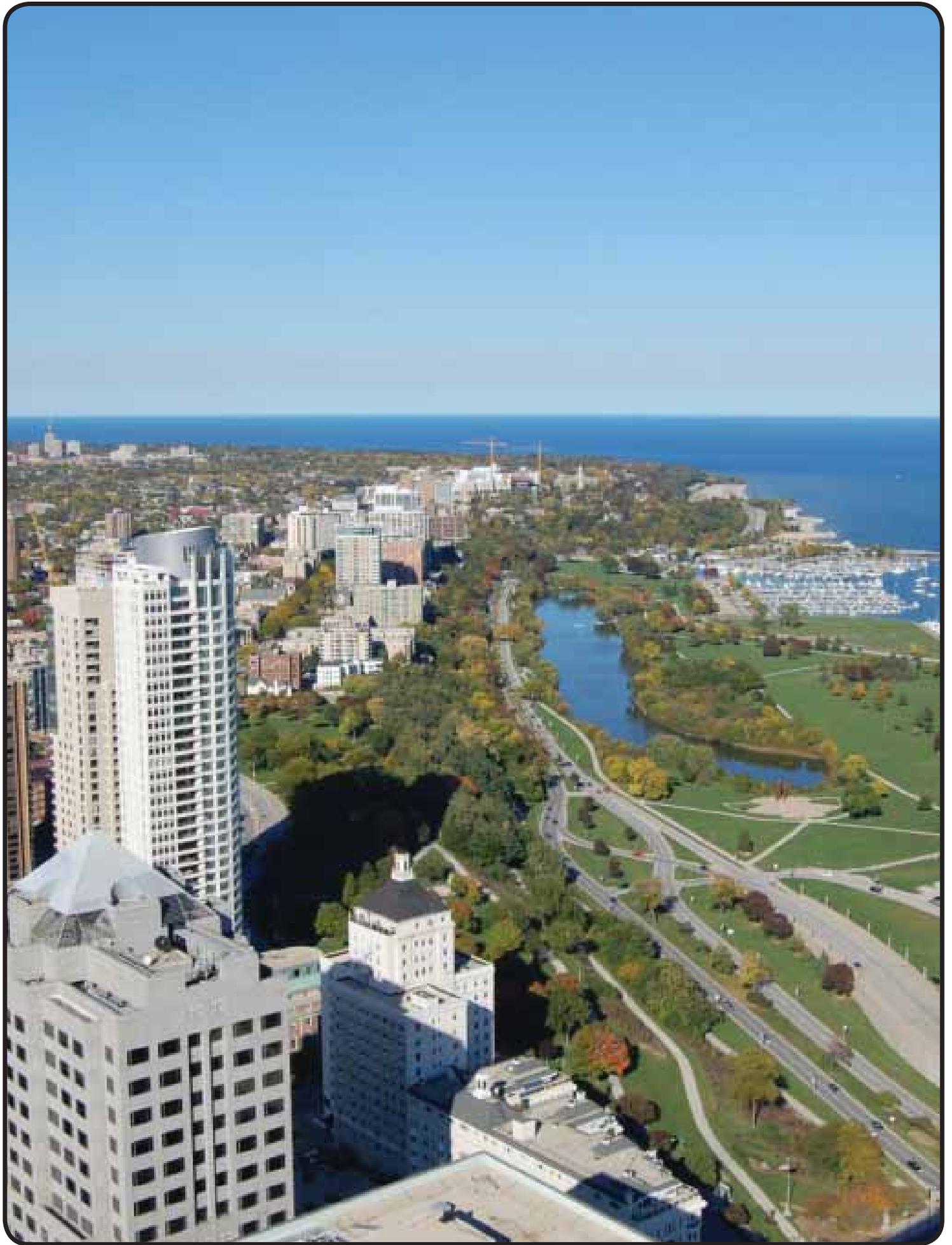
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*“Make sure that when we change a place, the change agreed upon nurtures our growth as capable and responsible people while also protecting the natural environment and developing jobs and homes enough for all.”*

*– Tony Hiss*

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# VISION FOR SUCCESS

This plan envisions land use policies that balance the economic, social, and environmental needs of the city, strengthens the local economy, improves the physical environment and preserves a high quality of life for all city residents.

The vision of success for Land Use includes:

## **Sustainable Growth**

The City will manage growth and change through effective land use policies that sustain Milwaukee's high quality of life, protect natural resources, and drive economic vitality. As a result, Milwaukee will be a more desirable place to live, work and visit.

## **Coordinated Planning**

Land use and transportation planning will be coordinated to sustain and implement wise transportation planning and construction.

## **Quality Urban Design**

The City will promote good urban design that embraces the creation of places with lasting value and civic meaning.

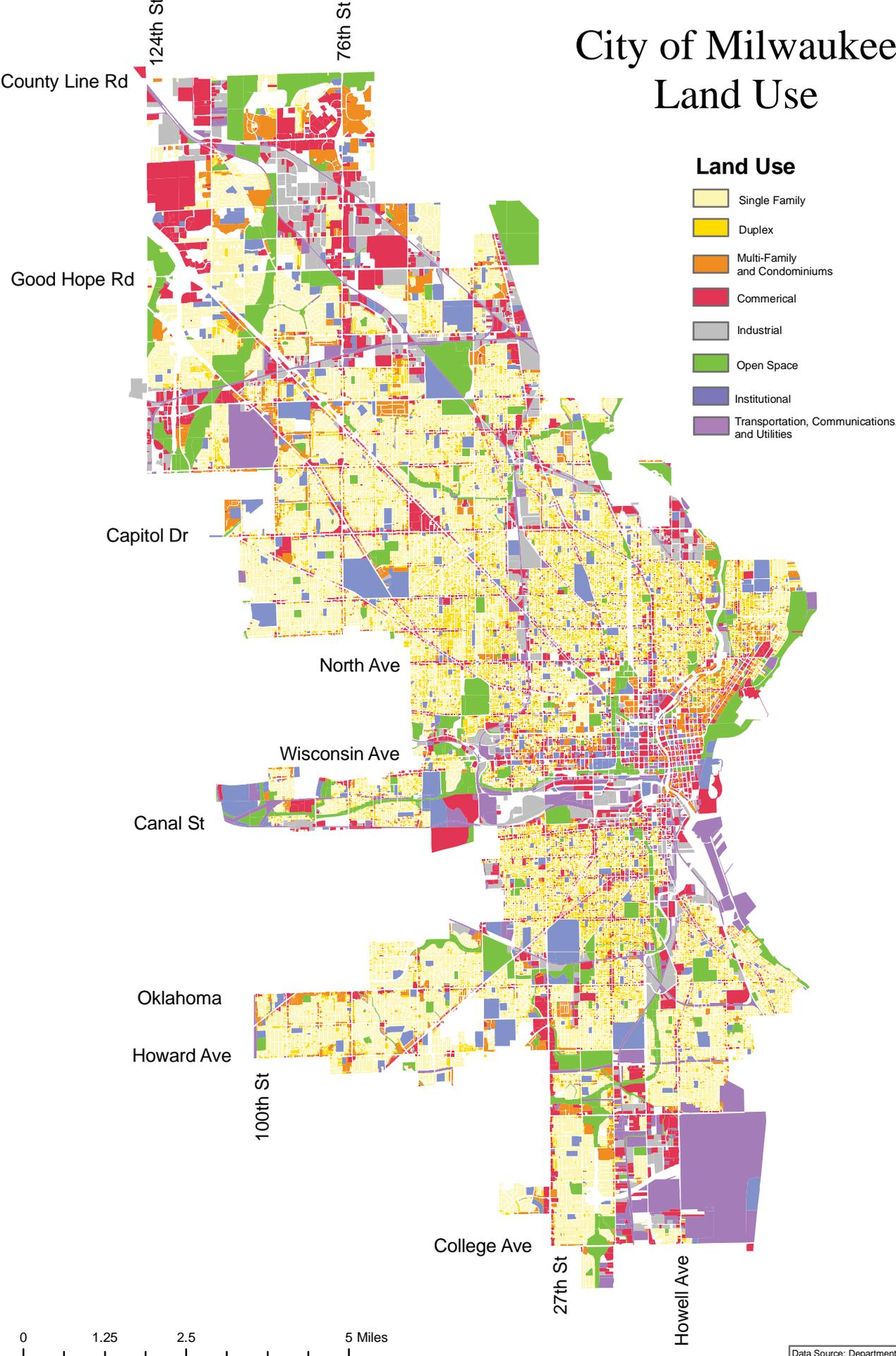
## OVERVIEW AND INTRODUCTION

Located on Lake Michigan, Milwaukee is an attractive urban center that reflects its rich European history, quality neighborhoods, a diversity of cultural experiences, and natural resources. Milwaukee's development pattern is based largely on an urban street grid system, with more suburban patterns of development on the northwest and southwest sides of the city. This pattern has yielded a city with a strong urban framework and design. Neighborhoods are wonderfully diverse in population, housing options, businesses, retail, arts and entertainment, and historic landmarks, lending the city an unusually high quality of life. Over time, Milwaukee's diverse mix of land uses has created thriving neighborhoods and resulted in successful development and redevelopment opportunities.

Prior to 1920, there were no land use restrictions in place. At that time, the Board of Public Land Consumption issued a report focused on three components of development – area, height, and use. Inspired by the City Beautiful movement lead by Daniel Burnham in the 1890s, the City Plan Commission began efforts to develop a city plan to help guide development in a way that protected the public welfare and improved quality of life. Zoning was a fundamental part of this plan and continues to be the primary land use tool for guiding development within the city today.

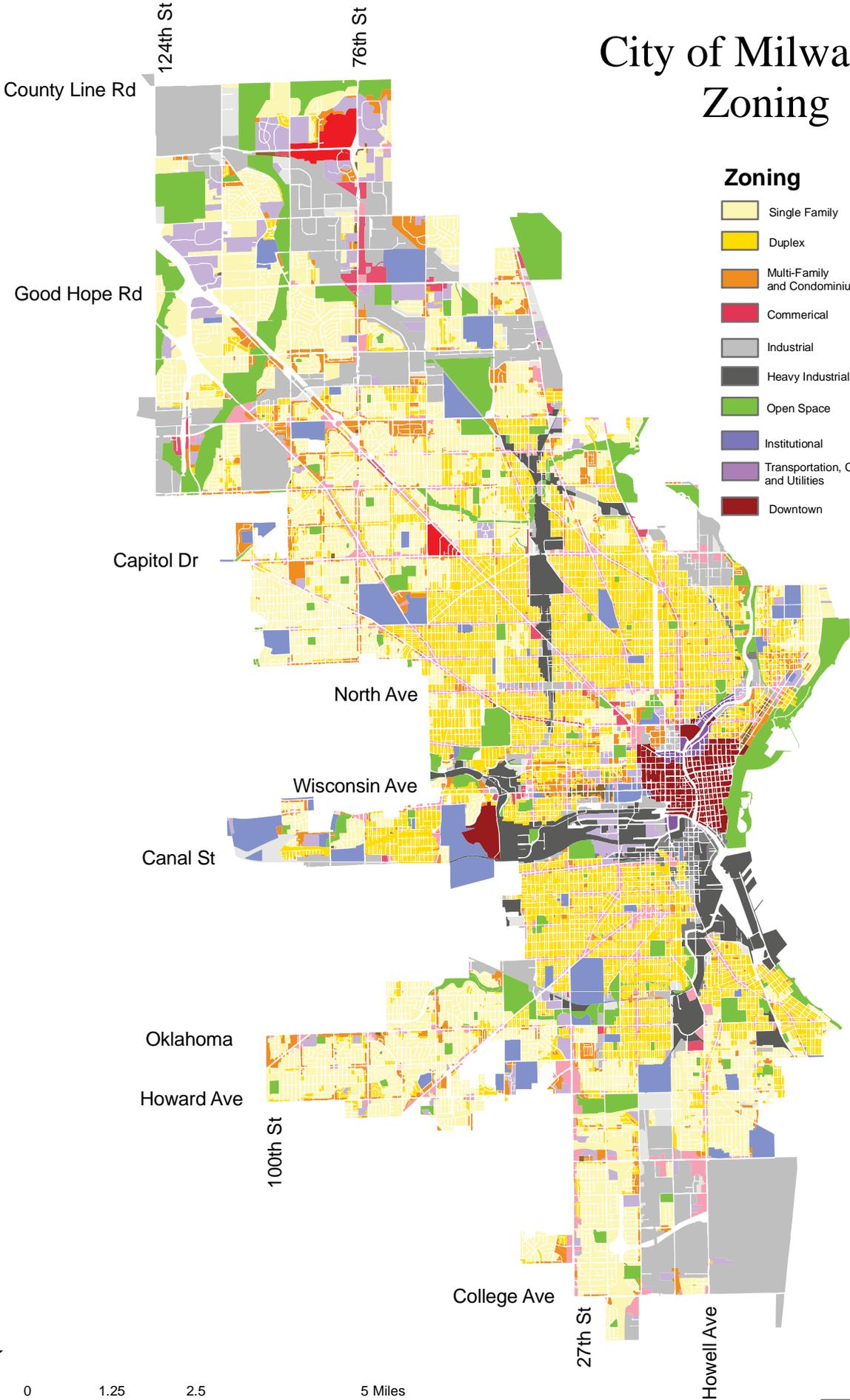
The first zoning code for the City of Milwaukee, passed by the Common Council in 1920, established the rights of the City to control the land uses that were permitted in designated zoning districts. Expansion of the population base and economic activities, particularly industrial production and manufacturing, were the two primary factors driving changing land use across the city. The current Zoning Code, updated in 2002, is one of the City's primary tools for implementing the Comprehensive Plan by regulating the allowable use of each parcel of land in the city. The code is amended regularly to address technical corrections, changes in land use practices, and changing conditions in the city, which helps to maintain land use standards to meet changing demands and market dynamics.

# City of Milwaukee Land Use



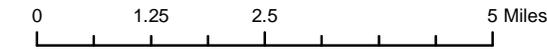


# City of Milwaukee Zoning



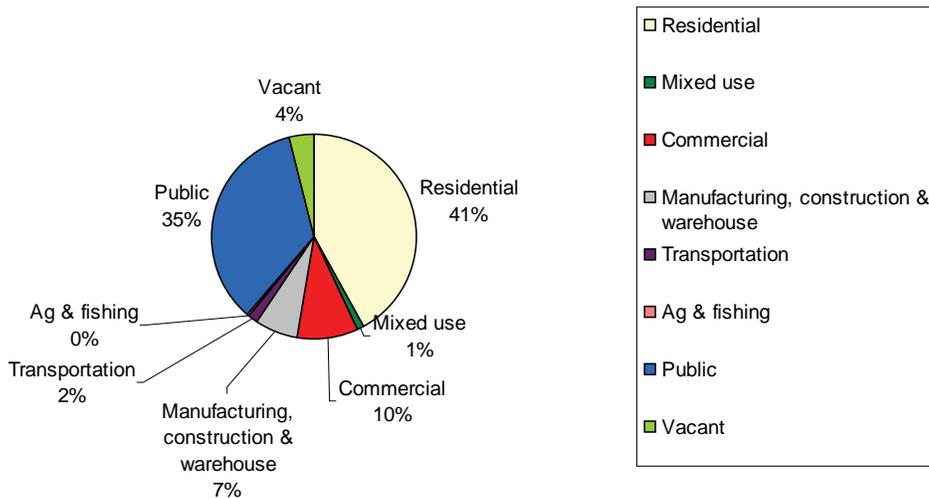
### Zoning

- Single Family
- Duplex
- Multi-Family and Condominiums
- Commerical
- Industrial
- Heavy Industrial
- Open Space
- Institutional
- Transportation, Communications, and Utilities
- Downtown



Data Source: Department of City Development

## Milwaukee Land Use - Overview



### LAND USE

Milwaukee's 43,795 acres are divided into roughly eight general land use categories, each of which is subdivided into a number of subcategories. The figure above details the percentage of city land that is within each category. For the majority of parcels within the city, and use is consistent with zoning; however, while zoning indicates the City's policy in regards to specific land uses in specific areas, land use reflects the actual current use of every parcel of land.

Today, 41% of Milwaukee's land is used for residential purposes. This is the largest of all land uses comprising over 22,000 acres. Of the residential land uses, 67% are single family dwellings, 22% are duplexes (housing two families), and 11% are multi-family units, which include apartments, condominiums, and much of the publicly supported housing. Milwaukee's neighborhoods provide a diverse range of attractive, safe, and affordable living environments that are served by public transit, schools, arts and culture, parks, city services, and shopping, all of which help strengthen livability. In order to maintain and improve residents' quality of life, the City allocates substantial effort and resources into maintaining and enhancing neighborhoods. The 13 Area Plans include goals, objectives,

policies and catalytic projects, which will help guide the City's efforts to achieve and maintain consistently high quality neighborhoods. In recent years the City has begun to target redevelopment efforts that have resulted in the revitalization of several neighborhoods near downtown and in older parts of the central city.

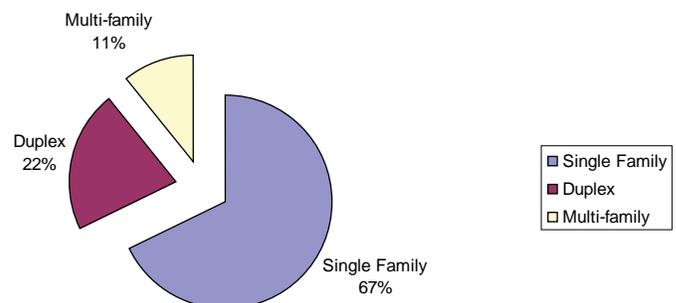
As of 2008, approximately 7% of Milwaukee's land was designated for industrial use, which includes a wide range of activities such as manufacturing, construction, and warehousing. Much of this area is located near rail corridors which facilitate movement of manufactured goods and supplies. In the past, many of these areas were also located along waterways which provided clean, cool water for brewers and other water-intensive industrial processes. Today, a number of the waterway industrial corridors that were vacant or underutilized have been reclaimed and redeveloped, such as the Beerline B.

Milwaukee, like similar Midwestern cities built on industry and manufacturing, is in the process of recharging its economy around technology and service industries. However, industry provides about 20% of all jobs in Milwaukee (2006), and the city should strive to maintain a strong base of development-ready industrial land to support and attract industrial or business development that contributes direct economic benefits to the city. Industrial land with little potential for productive or profitable industrial use should be considered for other productive uses such as commercial, office, or residential.

Milwaukee has approximately 3,307 acres (10%) designated for commercial use (retail, office, and business) a proportion that is consistent with national trends. Currently, however, office vacancy rates are high in both the suburbs (16.5%) and downtown (19.1%), which has depressed office rents. It is important to recognize the importance of integrating and distributing commercial uses within other districts, so that access to goods and services is available to a broad cross section of the population.

Public lands make up 35% of the city, second only to residential. Public land includes parks and open space, floodplain and other natural resource areas, institutional uses (e.g., schools and hospitals), and City-owned parcels and buildings.

## Milwaukee Land Use - Residential





# LOCAL ACHIEVEMENT

- The City of Milwaukee has shown significant success at redeveloping brownfields and industrial areas as catalysts for economic development and neighborhood revitalization. This has been demonstrated in the Menomonee Valley and in the 30th Street Industrial Corridor, where significant City funding is being directed for brownfield remediation, stormwater management infrastructure, and land assembly and preparation. Such public investments help pave the way for development, reinvestment, and revitalized economic productivity of these areas, which is good for the surrounding neighborhoods and the city as a whole.



- The Menomonee Valley Industrial Center and Community Park won three major awards at the 2009 National Brownfields Redevelopment Conference. The project captured the People's Choice Phoenix Award, the Environmental Protection Agency Region 5 Phoenix Award, and a Brownfields Renewal



Environmental Impact Award. All three awards recognize excellence in the remediation and re-use of contaminated properties. The Phoenix Awards are the nation's top honors recognizing excellence in brownfield redevelopment.



- Neighborhood revitalization is being initiated at a number of levels. City-directed reinvestment has helped to reinvigorate the Third Ward, City Homes, and the Martin Luther King corridor. At the grassroots level, Walnut Way, Johnsons Park, Clarke Square, Lindsay Heights, and Teutonia Gardens are five of a number of neighborhood redevelopment initiatives. Two projects include significant philanthropic funding to create quality of life plans that will augment the City's Area Plans. These, will in turn, be expanded to include ten neighborhoods.



- The City recognizes and values its cultural and neighborhood heritage, and has committed to preserving traditional neighborhoods, industrial character, sustainable design, preservation and restoration of open space and waterways, and the redevelopment of essential infrastructure.

## **DOWNTOWN**

Milwaukee's downtown core has become more vibrant and active over the past decade, a trend that continues today. Downtown has always been and should remain the city's commercial core and economic engine, providing a disproportionate property tax base relative to its small geographic area, serving as home for major employers and destination venues such as the Bradley Center, Midwest Airlines Center, and the Marcus Center for the Performing Arts. Over 2,400 housing units in new residential buildings have been constructed, significantly adding to the city skyline. Major office development has enlivened Schlitz Park, with the additions of Manpower and Time Warner. The Grand Avenue Mall has been reinvented, through the addition of ASQ and the addition of housing. New and revitalized destinations like the Pabst Theater, Milwaukee Art Museum, Discovery World, and new clubs and restaurants, have enhanced the vitality and number of downtown destinations. The exciting Downtown RiverWalk and associated redevelopment have completely transformed the river corridor, bringing riverfront outdoor cafes and close to three miles of urban public walking trails. This river corridor serves the city well, not only as a source of natural resources but, just as importantly, for attractive commercial business and residential living opportunities.

A second major redevelopment initiative, the removal of the Park East freeway spur, has provided over 60 acres of land available for downtown redevelopment. Park East projects in progress or completed include: The Housing Authority's Convent Hill senior housing development; North End residential development; the Park East Square Hotel; The Moderne residential building; the Milwaukee School of Engineering's Kern Center for athletics and health; the Aloft hotel; and the Flatiron residential building. These projects, while only the beginning to complete the total Park East vision of dense, urban mixed-use redevelopment, will continue the upward trajectory of the intensification of land use in the heart of the city.

## **URBAN DESIGN**

Milwaukee's strong urban form is part of its history and reflects the ongoing development of housing, commerce, and transportation systems that underscore its urban heritage. The city celebrates its unique urban assets and continues to build upon its strengths as the core of a major metropolitan area by creating places with lasting value and civic pride. Good urban design principles combined with the city's rich architectural heritage will further enhance a high quality of life for Milwaukee's residents and visitors. The City maintains high expectations for excellent, context-sensitive urban design that will instill a sense of pride

and belonging among all its residents, businesses, and visitors. To help preserve and expand good urban form, Milwaukee's City Plan Commission has adopted four Principles of Urban Design:

- Neighborhood compatibility which considers physical character and scale, linkages, patterns, and context sensitive development.
- Pedestrian friendly design which helps to define street edges, enhance the pedestrian experience and create a memorable place.
- Land use diversity to encourage a mix of uses at the neighborhood scale.
- Transportation diversity to accommodate pedestrians, bicycles, automobiles, and public transit.

## **RENEWAL PLANS, PROGRAM AREAS, and REINVESTMENT DISTRICTS**

The City has demonstrated its commitment to urban revitalization and reinvestment through a number of land use planning, zoning, financing, and redevelopment tools. Renewal plans, redevelopment projects and program areas, and reinvestment districts are three such tools intended to substantially increase the property tax base and to encourage land uses that will provide significant employment opportunities.

The City's first renewal plan was created in the 1960s for the lower Third Ward.





The City's use of renewal plans expanded to include the following initiatives:

- Beerline B is a former industrial corridor located along the Milwaukee River from Pleasant Street to Humboldt Avenue. Today it is home to some of the most visually exciting urban development in Milwaukee. Redevelopment of the Beerline B also includes several connections between the Brewers Hill and Riverwest neighborhoods and the Milwaukee River, including Kilbourn and Kadish Parks, Booth Street Stairs and the Milwaukee Rowing Club.
- The Park East redevelopment plan identified the elevated Park East freeway as a blighting influence that inhibited development on nearby parcels just north of downtown. The freeway was removed to reconnect city streets, reintegrate neighborhoods, and create more than 24 acres for mixed use redevelopment and new tax base.
- The Port of Milwaukee redevelopment plan strives to complement the Milwaukee 7 goal of promoting water industries, assisting in the redevelopment of brownfields, improving public access to the waterfront, and creating jobs.
- The Century City redevelopment plan for the former Tower Automotive / A.O. Smith site, will lead to brownfield redevelopment, new housing, opportunities for industrial and commercial use, job training, and educational opportunities. The intent is to provide much needed jobs in the near north area of the city.

The table on the following page provides a brief summary of the variety of revitalization tools used by the City of Milwaukee. Please refer to the City of Milwaukee Department of City Development website for more detailed information.

#### LAND REUSE

Milwaukee has received a number of awards and accolades for its commitment to redevelopment of underutilized and vacant properties as a strategy to revitalize neighborhoods and districts and to capitalize on reusing existing built infrastructure. Milwaukee was built on a long and productive industrial legacy that was most concentrated along rail lines and water corridors (the Menomonee Valley and the 30th Street Industrial corridor are two notable examples), but also dispersed throughout the city over the years. That legacy, however, has also resulted in brownfield sites ranging from small corner gas stations to huge former industrial plants such as the 84-acre Tower Automotive / A.O. Smith site purchased by the City in 2009. The principal concern with brownfield sites is the potential hazard to human health and the environmental contaminants left by former users. In addition, brownfields are often blights to the surrounding neighborhood and are difficult to redevelop due to liability issues and the high costs of environmental testing and cleanup. On the other hand, many brownfield properties have reverted to City

ownership through tax-delinquency, which gives the City leverage and control over what happens with these properties. The City of Milwaukee regularly targets resources to transform unproductive properties into new, property-tax generating uses. The City staffs a specialized environmental team, manages environmental services, seeks funding and financing opportunities through the state, MEDC, and RACM, and provides assistance to private developers who are interested in redevelopment opportunities. The city has also been focused on integrating sustainable practices into redevelopment projects, such as the stormwater management park and sustainable development guidelines in the Menomonee Valley.

Malls and other retail properties that are economically and physically ready for redevelopment and that require significant public and private-sector intervention for revitalization are referred to as greyfields. The City is committed to finding new productive uses for these properties, as exemplified by the successful redevelopment of the former vacant and under performing Capitol Court mall into Midtown Center. Greyfield redevelopment opportunities exist across the city, such as the former Northridge Mall (now Granville Station) and outdated strip malls along major transportation corridors. Redevelopment of these retail districts often benefits the surrounding neighborhood as well.



# Revitalization Tools

TYPE	BRIEF DESCRIPTION & EXAMPLES
<b>BID</b> <b>Business Improvement District</b>	Commercial property owners voluntarily collect annual assessments that are spent on projects that enhance the local business environment. Examples: MLK Drive BID, Cesar Chavez Drive BID, East Side BID
<b>TID / TIF</b> <b>Tax Incremental District</b> <b>Tax Incremental Financing</b>	Tax Incremental Financing helps the city leverage private development funds for development projects that would not otherwise be possible. The City of Milwaukee currently has approx.70 TIDs. Examples: Menomonee Valley Industrial Center, RiverWalk, City Homes subdivision
<b>TIN - Targeted Investment Neighborhood</b>	Financial incentives to increase owner-occupancy, provide quality affordable rental housing, strengthen property values, and improve the quality of life of neighborhoods. Examples: Eaton Neighborhood TIN, Harley Davidson Neighborhood TIN
<b>NID - Neighborhood Improvement Districts</b>	Property owners (including residential) voluntarily collect annual assessments that are spent on projects that enhance the neighborhood environment. Example: The Brewery Project NID
<b>Neighborhood Stabilization Program</b>	Promotes homeownership, affordable rental housing, blight elimination and the improvement of City neighborhoods impacted by foreclosures.
<b>Neighborhood Strategic Planning Areas</b>	The CDGA currently funds 14 nonprofit organizations to coordinate strategic planning, crime prevention/community organizing, neighborhood revitalization, and other associated activities in 18 neighborhoods within the CDBG target area. Examples: Parklawn, Sherman Park, Metcalfe Park
<b>DIZ</b> <b>Development Incentive Zone</b>	A type of zoning with performance standards and design guidelines that require more context-sensitive and higher quality design. Examples: Towne Corporate Park of Granville DIZ, Midtown Center DIZ, The Brewery Project DIZ
<b>MEDC</b> <b>Milwaukee Economic Development Corporation Programs</b>	MEDC programs work in partnership with a commercial lender to provide fixed rate financing for building construction and improvements, real estate and equipment purchases. Examples: Design Specialties, Inc. and Omni Family Medical Clinic, S.C. - low interest loans. Loans are also available for environmental remediation and site assessment grants are available for assistance with cleaning up contaminated brownfield sites. Example: Proven Direct – loan from the City’s EPA Brownfields Revolving Loan Fund.
<b>Redevelopment Bonds</b>	Tax-exempt revenue bonds help finance development projects. Nonprofits with 501(c)(3) status can also finance projects with redevelopment bonds. Examples: Manpower, YMCA of Milwaukee
<b>Façade Grants</b>	Matching grant program for façade improvements in commercial districts. Examples: The Boiler House, the medical office of Carolina Conti, M.D., S.C.
<b>Main Street Milwaukee Program</b>	Matches \$350,000 in Community Development Block Grant funds with private resources contributed by partners for neighborhood economic development in six targeted districts. Examples: Lincoln Village Main Street, The Mosaic on Burleigh Main Street
<b>Wisconsin Department of Commerce Programs</b>	Variety of programs are offered by the State of Wisconsin, including tax credits for the following eligible activities: job creation, capital investment, employee training, and corporate headquarters. Examples: Capital Returns - economic development loan, Captel - Enterprise Development Zone tax credits, and Bucyrus - financial assistance from the Major Economic Development program.
<b>Renewal Community Tax Incentives</b>	Federal tax incentives are available for businesses that locate or expand within a designated area of the central city. Milwaukee is one of 40 communities nationwide that has been designated a Renewal Community. Example: Charter Wire
<b>New Market Tax Credits</b>	Provides investors with a 39% federal tax credit over a seven year period for making qualified equity investments in designated areas. Can be used to finance real estate development or provide business loans to owner-occupied businesses in distressed census tracts. Examples: Palermo’s Pizza, Alterra Coffee Roasters, El Rey Enterprises



## OPPORTUNITIES

### 1. **Strong historic development patterns and community assets.**

The City of Milwaukee consists of a vibrant combination of engaging and close knit neighborhoods, a diverse population, many opportunities for arts and culture, an integrated transportation system, and a generous network of parks and open space systems. Many community based organizations that have served these neighborhoods provide as an example for the stabilization and strengthening of other neighborhoods. Milwaukee has a rich and varied natural resource base as well as a community of arts, culture, and history supporters that improves the quality of life of the city.

### 2. **Wide variety of land and facilities available for redevelopment.**

Vacant and underutilized properties, such as Park East and the 30th Street Industrial Corridor, provide opportunities for redevelopment. The City and Redevelopment Authority (RACM) have demonstrated success redeveloping underutilized or inappropriate uses into new uses that stimulate economic activity, such as the Menomonee Valley, Beerline B, the Third Ward, and the Pabst Brewery. The Housing Authority has shown similar success redeveloping residential properties using traditional neighborhood and sustainable strategies to create better living environments. Further, the City and its community partners are committed to maintaining and revitalizing an industrial land use base, and have had significant success with projects such as the Menomonee Valley Industrial Park that demonstrate a serious commitment to redeveloping vacant, underutilized, and brownfield properties. The successful

redevelopment of these parcels also creates momentum for neighborhood and economic revitalization near these projects and in other parts of the city. These properties present opportunities new uses that support strong, sustainable communities including mixed use and transit oriented development projects.

### 3. **The City's focus on water resources.**

Lake Michigan and the three major river systems across the city form a strong natural resource foundation that the city can capitalize on for economic development and enhancing quality of life. Balancing economic development goals with the preservation and protection of valuable natural assets is critical to a sustainable and prosperous future for Milwaukee. The city's location on Lake Michigan, coupled with businesses and organizations focused on clean water technology, provides a solid basis for supporting the continued development of water related industries, research and development. Appropriate use and development of the lakefront, such as the Henry W. Maier Festival Park, the Daniel Hoan Memorial Bridge relocation, Municipal Pier and waterfront development, continue to be discussed.

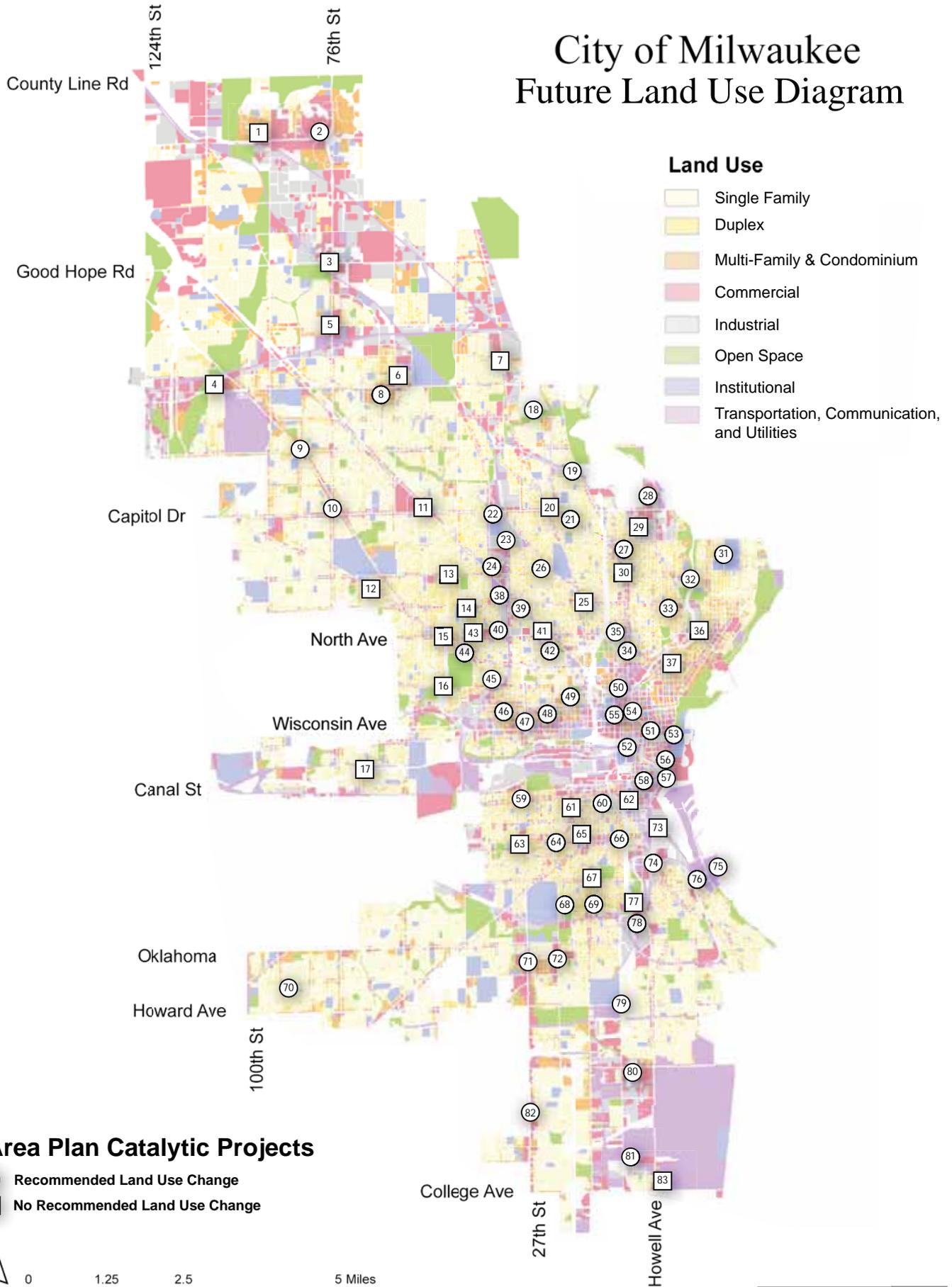
### 4. **Future land use and catalytic redevelopment projects.**

The 13 Area Plans covering the entire City of Milwaukee provide detailed land use recommendations and catalytic projects actions for

all of the city. Within each Area Plan are recommendations for major districts and corridors as well as catalytic projects intended to stimulate neighborhood redevelopment and investment. The diagram and associated chart on the following pages indicates the locations and descriptions of these catalytic projects which represent anticipated changes to the City of Milwaukee's future land use scenario.



# City of Milwaukee Future Land Use Diagram



## Future Land Use

Map #	Plan Area	Project Name/Location	Current Use	Proposed Use
1*	Northwest Side	The Woodlands	Residential	Residential
2*	Northwest Side	Granville Station	Commercial	Mixed Use
3*	Northwest Side	76th St. and Good Hope Rd.	Commercial	Commercial
4*	Northwest Side	Timmerman Plaza	Commercial	Commercial
5*	Northwest Side	76th St. and Mill Rd.	Commercial	Commercial
6*	Northwest Side	Silver Spring Dr. and 60th St.	Commercial	Commercial
7*	Northwest Side	Silver Mill Plaza	Commercial	Commercial
8*	West Side	Westlawn Housing Project Revitalization	Mixed Use and Residential	Change in intensity
9*	West Side	Hampton Ave./84th St./Appleton Ave.	Commercial and Mixed Use	Change in intensity
10*	West Side	Capitol Dr./76th St./Appleton Ave.	Commercial and Mixed Use	Change in intensity
11*	West Side	Midtown Center Area	Commercial and Mixed Use	Commercial and Mixed Use
12*	West Side	Enderis Park/Lenox Heights Neighborhood Improvement Demonstration Project	Residential	Residential
13*	West Side	Mosaic on Burleigh/BID # 27 Revitalization	Commercial and Mixed Use	Commercial and Mixed Use
14*	West Side	Center Street BID # 39 Revitalization	Commercial and Mixed Use	Commercial and Mixed Use
15*	West Side	Uptown Crossing/North Ave. BID #16 Revitalization	Commercial and Mixed Use	Commercial and Mixed Use
16*	West Side	Vliet St. Commercial District Revitalization	Commercial and Mixed Use	Commercial and Mixed Use
17	West Side	I-94 Corridor/Zoo Interchange Reconstruction	Transportation	Transportation
18*	Near North Side	St. Michael's Hospital	Commercial	Residential
19	Near North Side	Green Bay Ave. and Glendale Ave	Vacant	Commercial
20*	Near North Side	Atkinson Ave., Capitol Dr. & Teutonia Ave. Triangle	Open Space	Open Space
21	Near North Side	St. Mark's Episcopal Church	Institutional	Mixed Use
		31st St. and Hope Ave. ROW	Vacant	Open Space
22*	Near North Side	SE corner of 35th St. & Capitol Dr.	Vacant	Mixed Use
23*	Near North Side	Former Tower Automotive/A.O. Smith Site	Industrial/Vacant	Mixed Use (out parcels only)
24	Near North Side	Jackie Robinson School	Institutional	Local Business
		Center St. and Teutonia Ave.	Vacant	Mixed Use
25*	Near North Side	North Division High School	Institutional	Mixed Use
26*	Near North Side	Moody Park Redevelopment	Open Space	Residential/Commercial/Open Space
27*	Northeast Side	Five Points Exchange - Port Washington Ave./ King Dr./Keefe Ave.	Commercial and Mixed Use	Change in intensity
28*	Northeast Side	Blue Hole - north of intersection of Capitol Dr. and Humboldt Blvd.	Mixed Use and Parking	Change in intensity

## Future Land Use (continued)

29*	Northeast Side	Riverworks Industrial Center District	Mixed Use	Mixed Use
30*	Northeast Side	Harambee Great Neighborhood Initiative	Mixed Use and Residential	Mixed Use and Residential
		King Commons III	Mixed Use and Residential	Mixed Use and Residential
31*	Northeast Side	Former Columbia Hospital Campus	Institutional and Mixed Use	Institutional and Mixed Use
		UWM Campus District and Satellite Dorms/ Campuses	Mixed Use and Residential	Change in intensity
32*	Northeast Side	Milwaukee River Overlay District	Parks and Open Space	Parks and Open Space
33*	Northeast Side	Center Street and Holton Street Intersection	Commercial and Mixed Use	Change in intensity
		North Avenue Corridor - King Drive to Reservoir Park	Commercial and Mixed Use	Change in intensity
		Riverwest Commercial Core	Commercial and Mixed Use	Change in intensity
34*	Northeast Side	Historic King Drive BID # 8--Meinecke Ave. to Brown St. Redevelopment Project	Commercial and Mixed Use	Change in intensity
35*	Northeast Side	Bronzeville Redevelopment Project	Commercial and Mixed Use	Change in intensity
36*	Northeast Side	North Avenue Corridor - Milwaukee River to Oakland Ave.	Commercial and Mixed Use	Commercial and Mixed Use
		Eastside BID #20 - Former Prospect Mall and Parking Areas	Commercial and Mixed Use	Commercial and Mixed Use
		Milwaukee Connector - UWM Route	Transportation	Transportation
37*	Northeast Side	Brady Street BID # 11 Revitalization	Commercial and Mixed Use	Commercial and Mixed Use
38*	Fond du Lac and North Ave	30th Street Industrial Corridor Revitalization	Industrial	Industrial
39*	Fond du Lac and North Ave	Fond du Lac Ave./27th St./Center St. Redevelopment Project	Commercial and Mixed Use	Change in intensity
40*	Fond du Lac and North Ave	Gateway District BID # 28 Revitalization	Commercial and Mixed Use	Change in intensity
41*	Fond du Lac and North Ave	Sears Block/Fond du Lac Ave./North Ave. Redevelopment Project	Commercial and Mixed Use	Commercial and Mixed Use
42*	Fond du Lac and North Ave	Fond du Lac Ave./20th St./Brown St. Legacy Redevelopment Project	Residential and Mixed Use	Change in intensity
		Walnut St. Node, 20th to 22nd St.	Commercial and Mixed Use	Change in intensity
43*	Washington Park	North Ave. Gateway	Commercial and Mixed Use	Commercial and Mixed Use
44*	Washington Park	United Methodist Expansion (40th St. and Lisbon Ave.)	Residential Single Family	Residential Multifamily
45*	Washington Park	Reuse of 37th Street School	Institutional/Vacant	Not Specified
		Lisbon Ave. Infill (3300 - 3700)	Vacant	Mixed Use
		30th St. Industrial Corridor South of Lisbon Ave.	Industrial	Residential
		Vliet St. (3500 - 3700)	Vacant	Mixed Use



## Future Land Use (continued)

46*	Near West Side	35th St. Redevelopment	Multiple Uses	Commercial
		Indian Community School Property	Institutional	Not Specified
		Highland Ave. Conversion	Residential	Office
47*	Near West Side	27th St. Main Street	Multiple Uses and Vacant	Commercial (all First Floors)
		Wisconsin Ave. Enhancement	N/A	N/A
48*	Near West Side	City on a Hill	Institutional (former hospital)	Residential
		Norris Playground Conversion	Vacant	Park/Open Space
49*	Near West Side	Vliet St. Revitalization	Multiple Uses and Vacant	Residential and Commercial
50*	Downtown	Haymarket Square	Multiple Uses	Mixed Use
		Park East	Vacant	Mixed Use
51*	Downtown	Broadway St. and Michigan St.	Quasi-Public	Mixed Use
		Milwaukee County Transit Center	Institutional	Mixed Use
52*	Downtown	Station Plaza - Post Office Redevelopment	Institutional	Mixed Use
53*	Downtown	Lakefront - Michigan St. and Lincoln Memorial Dr.	Transportation	Park/Civic/Mixed Use/Office
		I-794/Lake Interchange Enhancements	Transportation	Transportation
		Wells St from 4th to Van Buren	Transportation	Transportation
		Downtown Streetcar	Transportation	Transportation
54*	Downtown	Pere Marquette/Journal-Sentinel Block	Commercial	Mixed Use
55*	Downtown	Kilbourn Ave./6th St./State St.	Vacant	Institutional (MATC)
56*	Third Ward	The Italian Village	Parking	Mixed Use
		Harbor Drive from Michigan St. to the Milwaukee River	Street ROW and Parking	Street ROW
57*	Third Ward	Polk Green	Industrial	Park
58*	Near South Side	Reed Street Yards	Vacant	Office
		Barclay St. from Florida St. to Washington St.	Industrial	Business Park
		Milwaukee River in Walker's Point	Industrial	Residential
		2nd St. from the Milwaukee River to Orchard St.	Industrial	Mixed Use
59	Near South Side	35th St. and Pierce St.	Green Space	Residential
		Pierce St. west of 27th St.	Industrial	Mixed Use
60	Near South Side	National Ave. from 20th to 25th St.	Industrial Mixed	Residential
		Bruce St./Pierce St./National Ave.	Industrial	Mixed Business
		National Ave. from 12th to 15th St.	Industrial Mixed	Residential
		Riverfront node parks & Riverwalk	Industrial	Green Space

## Future Land Use (continued)

61*	Near South Side	Cesar Chavez Dr. and Mineral St.	Commercial	Commercial
62*	Near South Side	Cultural Arts & Entertainment District	Commercial	Commercial
63*	Near South Side	American System Built Homes	Residential	Residential
64	Near South Side	Muskego Ave. (All)	Multiple Uses	Residential (outside of Nodes)
		Triangles - Forest Home Ave. from 19th to 22nd St.	Multiple Uses	Residential
65*	Near South Side	Modjeska Theater	Commercial	Commercial
66*	Near South Side	Mitchell St. Gateway	Residential	Commercial
		Mitchell St. from 6th to 13th St.	Commercial	Retail (all First Floors)
67*	Near South Side	13th & Lincoln Village Center	Commercial	Commercial
68	Near South Side	19th St. and Cleveland Ave.	Industrial	Industrial or Residential
69	Near South Side	Kinnickinnic River	Residential	Green Space
		5th St. and Harrison Ave.	Industrial	Residential
70*	Southwest Side	French Immersion School	Civic	Residential/Community
71*	Southwest Side	27th St. Commercial Corridor	Retail	Mixed Use
		St Luke's Hospital	Industrial	Business Park
72	Southwest Side	20th St. from the Kinnickinnic River to Warnimont Ave.	Industrial	Transportation
73*	Southeast Side	Kinnickinnic River, Part 3	Industrial	Industrial
74*	Southeast Side	Kinnickinnic River, Part 2	Industrial	Commercial/Mixed Use
75	Southeast Side	Contained Disposal Facility	Industrial	Green Space
		Site west of Lake Express	Industrial	Transportation/Institutional
76*	Southeast Side	Former Army Reserve Site	Industrial	Residential
		Future Commuter Rail Station	Vacant	Transportation
		Viaduct Loop Ramp	Transportation	Commercial/Mixed Use
		Kinnickinnic Ave. from Lincoln Ave. to Clement Ave.	Vacant	Mixed Use
77	Southeast Side	Kinnickinnic River, Part 1	Green Space	Green Space
78	Southeast Side	Chase Ave. from the Kinnickinnic River to Oklahoma Ave.	Institutional	Office
79	Southeast Side	6th St. and Norwich St. (former interurban)	Vacant	Residential
80*	Southeast Side	Layton Town Center	Industrial	Commercial/Mixed Use
		Airport Gateway Business Area - North	Industrial Mixed	Commercial/Mixed Use
		Trailer Park at 6th St. and Layton Ave.	Residential	Commercial Industrial
81	Southeast Side	Airport Gateway Business Area - South	Industrial Mixed	Industrial/Transportation
		Lucas Park/New Coeln	Residential	Transportation/Industrial
82		27th St. from Howard Ave. to College Ave.	Commercial	Mixed Use
83*	Southeast Side	Former 440th Air Force Base	Industrial/Transportation	Industrial/Transportation



## CHALLENGES

### 1. Accommodating growth and land use change and to adapt to a changing economy and population.

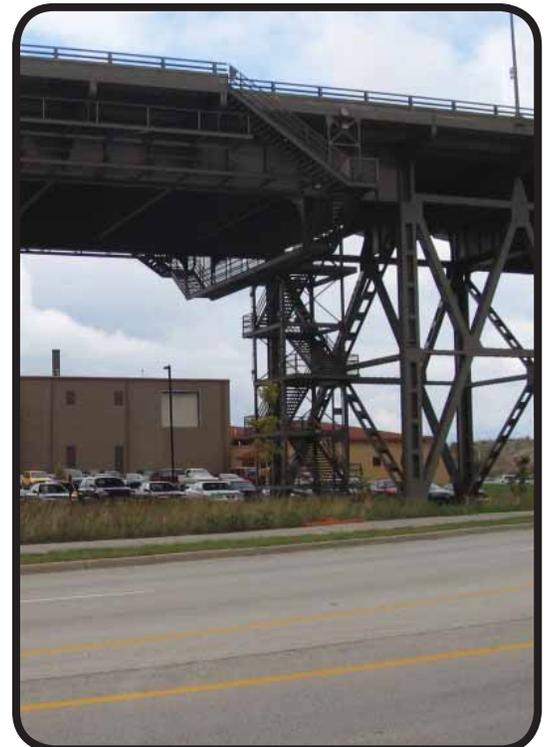
By its very nature, the urban community is constantly in flux through changes in population, economics, the need for and location of land uses, and the natural growth and decline of businesses and neighborhoods. Until recently, the city's population has been declining, and the region's population has been increasingly dispersed, which impacts a number of other city resources such as attendance at cultural events, business and home occupancy and ownership, availability of an educated workforce, and tax revenue. Growing Milwaukee will require the city to work diligently to retain existing residents and businesses and attract new residents and businesses by providing a range of housing and transportation options, a vibrant urban environment, a competitive business climate, and

**A brownfield is real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant. - United States Environmental Protection Agency (USEPA)**

opportunities for people at all levels of income, education, ability and economic advantage.

The city is challenged to stimulate economic development while conserving the quality and integrity of existing neighborhoods, commercial districts, and local landmark institutions. The city must adapt to change, address blight, vacancy, at risk neighborhoods and businesses, and the legacy of former industrial land uses for current and future users. The city must also accommodate and promote the need for change within its procedures, regulations, and guidelines to streamline the

development process, allow flexibility and creative development programs within its zoning code, and consider easing regulatory disincentives to development while continuing to protect the health and welfare of the population. A diverse and robust set of incentives is also critical to stimulating economic development and investment. These could include updating facilities and infrastructure, making land available for redevelopment in appropriate circumstances, and providing financial support in situations where the market will not support all of the public interest portion of a development.



Strengthening and enhancing commercial and industrial districts is also critical to city development. Several neighborhoods are facing an increase in vacancies in vital commercial districts and corridors, including big box retailers, former automobile dealerships, former manufacturing facilities, and retail malls. 'Surplus' schools present a different but related challenge of finding creative, productive uses for underutilized space. While these vacancies present significant challenges for the city, they also offer redevelopment opportunities for new uses that can enhance tax base, provide jobs and promote new and emerging industries. At the neighborhood level, balancing national enterprises, such as big box and national chain retailers, with smaller, locally owned businesses can help create the right mix of commercial uses while still providing a substantial local market for homegrown businesses.

## 2. **Creating and sustaining vibrant, healthy, and safe neighborhoods.**

As with most cities, Milwaukee's community fabric is a mix of neighborhoods with varying degrees of stability, vitality, safety, and quality. Some neighborhoods thrive with new development, successful businesses, and stable housing stock and ownership. Others struggle with significant blight, crime, unemployment, vacancies. The once thriving 30th Street Industrial Corridor, for example, now requires significant reinvestment from the City and community partners to retain and attract new businesses and jobs, to increase safety and security, and to train and stabilize the local workforce for existing and future jobs.

Careful context-sensitive integration of land uses that supports the social and economic fabric of the community is critical to achieving

successful neighborhoods that provide a high quality of life for a diversity of people, businesses, and visitors. An appropriate land use program can help foster job growth, provide needed goods and services within a reasonable distance of residents and businesses, achieve densities and mixes of land use that support public transit and active neighborhood centers, and provide a high quality of life for all residents.

Appropriate city land use and development practices must allow and encourage development that will strengthen neighborhoods and create synergies to achieve these goals. For example, new development with higher residential density can provide the customer base necessary to support a healthy neighborhood retail district. A functional and fiscally stable public transit system requires higher density development around public transit stations, which is not currently supported by the City's





zoning code. This may require the city to allow a mix of densities and uses, more compact development, rezoning, and reinvestment.

The City should also consider changes to the current zoning ordinance, to support a mix of uses and compatible forms within neighborhoods.

Creating desirable, sustainable neighborhoods requires the development of strong, high quality planning and urban design standards that protect the character, integrity, and qualities that make Milwaukee neighborhoods great. It also requires cooperation and collaboration between the public and private sectors.

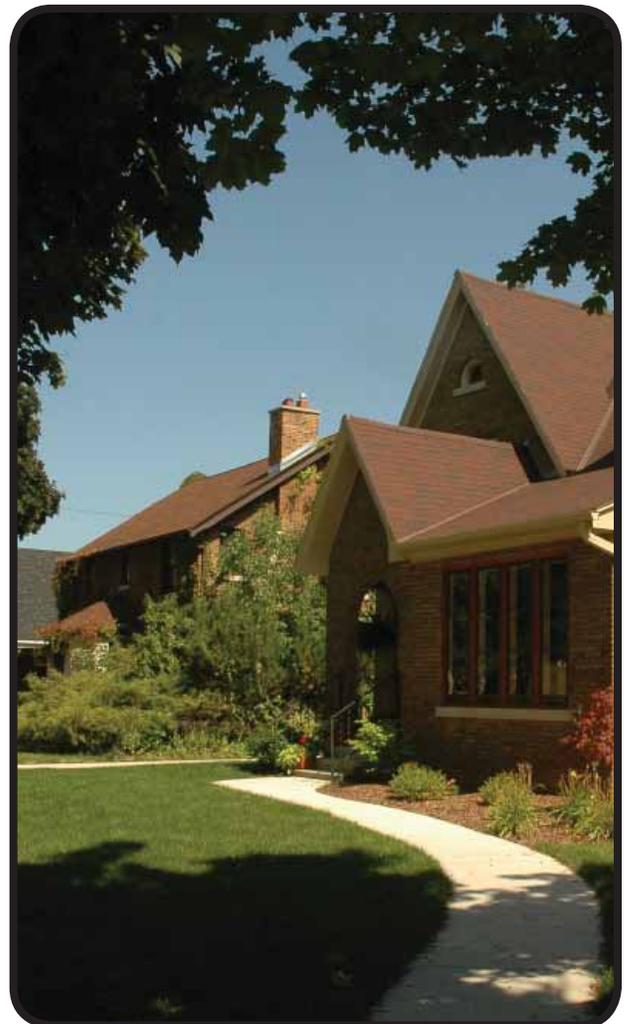
### 3. **Coordinating land use, transportation, and infrastructure planning.**

Coordination of land use with transportation investments is necessary to strengthen the connections between jobs, housing, and transportation that are critical to a vibrant urban environment. Placing public transit stops near jobs and housing to shorten travel distances to employment centers requires a coordinated effort by public and private entities. Connecting people to jobs that are farther away is equally challenging, and requires the provision of transportation options that are accessible, efficient, and attractive to users. While strong street and

highway infrastructure remains essential to the city's success, transportation goes well beyond providing streets and parking lots, since driving is a luxury not available to everyone and since there are indirect costs to the urban environment assumed by everyone, as well as the impacts of auto emissions on climate change. Providing multiple options for getting from place to place requires significant investments in infrastructure, as well as a land use program that supports and is in turn supported by that infrastructure. The City must realistically evaluate and support transportation options to foster positive development even as additional transportation options are in the process of being developed.

## CHARACTERISTICS OF GREAT NEIGHBORHOODS

1. Convenient access to goods and services for daily needs, such as groceries and child care
2. A variety of transportation options and routes for people of all abilities
3. A diversity of housing choices to meet the needs of a diverse population
4. Public spaces that are clean, safe, and engaging, including parks, open space, the natural environment, trails, play lots, and public plaza
5. Equitable and convenient access to public services and facilities, including safe schools, libraries, recreation and community centers, police and fire protection, and public maintenance, cleanliness, and investment
6. Distinctive neighborhood character, diversity, and a "sense of place", which includes historic, cultural, and natural resources, trees and landscaping, and safe and attractive streets and other public spaces
7. A sense of pride, ownership, stewardship, and responsibility for the community, its residents, and the future City of Milwaukee.



## POLICIES

I. USE A TARGETED CATALYTIC APPROACH TO PLAN LAND USE AND DEVELOPMENT TO MEET AND STIMULATE EXISTING AND FUTURE MARKET DEMAND FOR RESIDENTIAL, COMMERCIAL, AND INDUSTRIAL USES AND TO STRENGTHEN THE LOCAL AND REGIONAL ECONOMY. **The location and relation of the city's land use combined with the details of its land development program significantly impact economic activity, strength, and competitiveness. Land use and development can help strengthen the city's position as the economic and cultural center of southeastern Wisconsin.**

**A. *Use the city's land control and development review process to encourage new sustainable development, investment, and economic activity***

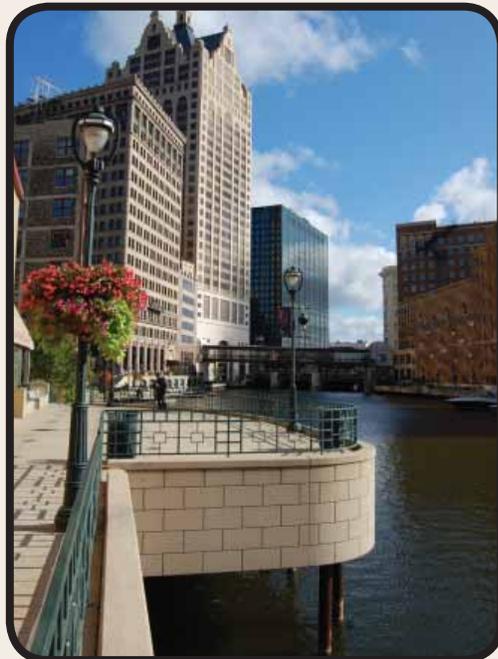
1. Provide a central location for information and a regularly updated map showing land use and areas that are targeted for reinvestment and development
2. Continue to streamline the development review and permitting process and enhance the e-permit program to be accessible, understandable, and easy to use
3. Examine city standards that may act as disincentives for redevelopment of industrial and commercial lands. Modify disincentives and adopt positive incentive measures, such as density or floor area ratio bonuses
4. Improve marketing of city owned property for redevelopment and commercial real estate opportunities, and promote the competitive advantages of Milwaukee sites
5. Provide incentives and flexible zoning in designated areas to encourage denser, more compact development near public transit stations and commercial hubs, along major transportation corridors, and near downtown. Manage the transition between these higher density areas and lower density residential neighborhoods
6. As feasible, work with developers to contribute to open space, affordable housing, sustainable practices, historic preservation, or other community benefits in exchange for additional development density or other benefits
7. Continue to strengthen and utilize the capabilities of HACM, RACM, MAWIB, MEDC, and NIDC to implement City priorities and to improve city resources
8. Expand or create additional neighborhood investment zones (BID, TIF, TIN, etc.) and tap into Community Development Block Grant (CDBG) funding to encourage and help finance priority redevelopment efforts





**B. Balance and coordinate land use, development and infrastructure investment decisions to make efficient use of existing city infrastructure, utilities, services, and resources**

1. Plan land use to create neighborhoods with a balance of jobs and housing, encourage people to live close to where they work, and connect jobs and housing via efficient, accessible, and affordable transportation systems
2. Dedicate resources to provide land use opportunities that are consistent with area plan recommendations for districts, corridors, and catalytic projects
3. Plan land use, infrastructure, utilities, and public services together so that one does not outpace the capacity of the other. Provide adequate facilities to support new development, and maintain, upgrade, and maximize use of existing utility systems, infrastructure, services, and facilities before extending or expanding these systems
4. Encourage “infill” development in areas where adequate utilities and services are already in place, that offer opportunities for increased density and more amenities, and that broaden the variety of compatible uses. Accommodate the reuse and redevelopment of underutilized, closed, decommissioned, or obsolete institutional, commercial, and industrial spaces as walkable, mixed use developments or other uses appropriate to the surrounding community
5. Coordinate land use planning with transportation, public utility and infrastructure construction and improvement. An appropriate spatial distribution of land uses will maximize the economical provision of transportation, utility and public facility services
6. Direct new development to enhance the tax base and stimulate economic development while minimizing adverse impacts on residential areas, neighborhood integrity, and open space
7. Discourage disinvestment practices that harm neighborhoods and commercial districts, i.e. vacant storefronts, code violations, excessive security measures, litter, debris, unmaintained landscaping, or improper use of parking areas and yards



**C. Strengthen commercial and industrial centers, districts, and corridors and expand commercial and industrial activity**

1. Strengthen commercial and mixed use districts, quality retail developments serving neighborhoods, and key intersections as centers of economic activity through the use of planned development and overlay zones, infrastructure improvements, and reinvestment zones. Expand the use of 'Main Street' practices as an organizing concept for strengthening neighborhood commercial districts and integrate both positive day and evening activities into commercial centers
2. Preserve industrial land uses and revitalize the industrial economy for a changing global and regional economy. Consider clean and green industries, clean water technology, research and development, and eco-industrial parks as redevelopment options for vacant and underutilized industrial property. Support the industrial employment base by allowing and encouraging limited commercial development near industrial districts that complement the needs of employees and businesses
3. Assemble, update facilities and infrastructure, remediate, and retrofit industrial parcels for new commercial and industrial business and employment
4. Enhance the image and aesthetics of industrial districts, as feasible, with appropriate, uniform signage, landscaping, and streetscape enhancements. Consider using the industrial legacy of the area as an icon and a point of pride for district character
5. Consider the campus, park, main street, and town square style of development for industrial, business, and commercial districts. Characteristics include a mix of uses, a connected and walkable street grid, landscaping, smaller parcels, interior atriums or courts, seating areas, and attractive streetscapes. Where feasible and appropriate, integrate these districts into the surrounding community through appropriate land use and design
6. Integrate residential, office, retail, civic, institutional, cultural, and open space uses into commercial areas to accommodate current and future needs of the neighborhood. Consider creative combinations of uses within the mixed-use designation rather than the typical ground floor retail with residential above
7. Allow flexibility within commercial and industrial land uses to allow non-traditional forms of business such as home offices and live-work spaces, to encourage existing businesses to branch out into new areas of activity, to encourage development and concentration of economic activity, and to facilitate firms with functional linkages to locate in close proximity to one another
8. Support context sensitive and sustainable parking strategies that support businesses while encouraging alternative modes of travel and the most effective and efficient use of land. Examine the market and economies of parking in relation to locational choices for businesses





## II. COORDINATE LAND USE, TRANSPORTATION, AND PUBLIC INFRASTRUCTURE PLANNING.

**Land use patterns that complement and support a multi-modal transportation system will improve the movement of people, goods and services, reduce dependence on the automobile, improve air quality, and improve the city's resiliency.**

### ***A. Develop a coordinated land use and transportation plan for the city that considers the location, density, and access to housing, commerce and industry, daily needs and services, parks and open space (including community gardens), and community, institutional, and civic facilities***

1. Allow flexibility in land use that can be supported by and in turn support a comprehensive transportation system designed to efficiently move people, goods, and services
2. Plan land use to support alternative transportation services and choices, such as bus rapid transit, walking and bicycling, and light, heavy, and commuter rail
3. Promote a safe, comfortable bicycle and pedestrian friendly environment that encourages bicycling and walking within and between neighborhoods and other destinations
4. Adopt the updated Citywide Bike Plan and ensure that natural, cultural, arts, civic, and institutional destinations are reflected within the planned system
5. Maintain, expand and enhance the integrity of the city's walkable, well-connected street grid
6. Support current uses and consider possible future uses of the city's rail lines in land use plans and decisions
7. Identify, preserve, and enhance the city's green infrastructure system of parks, waterways, and open space as a pedestrian and bicycle transportation network. Focus on completing the network for the Lake Michigan lakefront, the Milwaukee, Menomonee, and Kinnickinnic Rivers, and Hank Aaron State Trail
8. Recognize that easily accessible and affordable infrastructure for automobile and truck traffic, including necessary parking and loading facilities, remain essential components of successful developments

### ***B. Encourage mixed-use, higher density land use around public transit stations and networks***

1. Design high traffic public transit station areas as neighborhood centers supporting higher densities and a mix of residential and commercial land uses, employment opportunities, and other uses such as institutions, educational facilities, and civic uses
2. Encourage the concentration of jobs and housing in areas well served by multiple transportation options
3. Encourage mixed-use, transit-oriented development that makes effective use of existing transportation infrastructure, supports public transit stations, increases public transit patronage, promotes walking, reduces impact on the environment, and encourages vibrant neighborhood centers
4. Create a Transit-Oriented Development (TOD) zoning district around public transit hubs that support higher residential and commercial densities and a greater diversity of housing types, including both market-rate and affordable units and housing for seniors and others with mobility impairments
5. Integrate public transit shelters and other transit-oriented services and amenities near public transit stops to encourage their expanded use

III. SUSTAIN, RESTORE, AND ENHANCE THE LIVABILITY, CHARACTER, AND STABILITY OF MILWAUKEE'S NEIGHBORHOODS. **Strong neighborhoods are the hearts and minds of the community. A balanced diversity of land use helps provide the social, physical, and economic needs of different income levels, ages, life stages, and backgrounds within the community. Neighborhood centers and corridors provide focal points for commercial investment, employment, and community activity. Urban design standards can help articulate the unique physical character of Milwaukee's traditional neighborhoods, promote development compatible with existing structures and the natural environment, and improve the vitality, appearance, and security of streets and public spaces.**

**A. Adopt citywide standards and guidelines that enhance the health, safety, convenience, stability and quality of neighborhoods and improve the quality of life for residents and stakeholders**

1. Clarify and update the Zoning Ordinance and related ordinances, regulations and procedures to be consistent with the goals and objectives of the Citywide Policy Plan and Area Plans and the diverse and changing needs of current and future residents and visitors
2. Consider the inclusion of non-Euclidian approaches to land and development guidelines. Consider form-based or hybrid codes that zones areas by building type and site design as well as use, and flexible zoning that allows use to change with demand. Allowing owners to determine use allows for uses to change over time as the needs of the community change
3. Illustrate zoning regulations and design goals to provide clear visual representations of development goals
4. Adopt and implement Area Plans and recommendations for districts, corridors, and catalytic projects. Update these plans regularly in partnership with residents and other stakeholders
5. Promote land use patterns and traditional neighborhood designs that support the economic health and stability of neighborhoods and easy access to employment, education, social gathering places and services. Encourage people to live near where they work through incentives and land use planning
6. Allow a limited number of compatible non-residential uses within residential districts or mixed use commercial districts, as appropriate. These uses may include the establishment of small scale, neighborhood retail such as corner stores offering healthy food choices, live-work units, home offices, and studios that can be operated in a way that does not have a negative or detrimental impact on the surrounding neighborhood
7. Ensure that all residents have a safe, secure, clean, and healthy living environment that provides well maintained streets and sidewalks, visual and physical access to air, light, and open space, and an environment free from the adverse effects of noise, vibration, traffic, and odors and other contaminants
8. Ensure that all residents have convenient access to healthy food options (restaurants, groceries, and produce) within residential districts, and encourage the development of community gardens, urban agricultural initiatives, urban orchards, and local farmers markets





**B. Encourage the development of community focal points around key neighborhood assets**

1. Identify key neighborhood assets and strengths and use a multi-faceted approach to address the assets and strengths of struggling neighborhoods, such as those employed by Neighborhood Improvement Districts, Target Investment Neighborhoods, and other assistance programs
2. Preserve, enhance, and incorporate educational facilities, institutional uses, and services as key neighborhood elements and centers of public activities
3. Consider the establishment of School Improvement Districts (SIDs) to revitalize physical, programming, and curriculum needs of neighborhood schools as social centers of the community
4. Consider reusing underutilized institutional or industrial facilities for new institutional, civic, or other neighborhood-compatible uses or services such as community centers and health facilities

**C. Ensure that neighborhoods are unique, beautiful, and engaging for a diversity of residents, businesses, and visitors**

1. Encourage the planning and development of land uses that create or preserve varied and unique urban neighborhoods with a distinct sense of place. Consider marketing and branding neighborhoods to promote them
2. Prioritize the preservation and development/redevelopment of beautiful and vibrant neighborhoods, boulevards, major transportation corridors, and community gateways through appropriate streetscaping, landscaping, façade improvements, maintenance, and other practices. Control the size and character of billboards, signage, communication towers, and other elements that may have a detrimental effect on the visual qualities and character of neighborhoods
3. Design and manage public sidewalks, parks, and streetscapes so that they enhance the function and aesthetics for businesses and pedestrians and encourage shoppers in commercial districts. Locate and design utilities within the street right-of-way to minimize negative impacts on the physical and visual pedestrian environment. Ensure that pedestrian routes are safe, attractive, and convenient, and incorporate traffic calming streetscape designs, particularly in commercial districts
4. Promote the provision, equitable distribution, and access to well designed, programmed, and maintained public open spaces and recreational facilities. Consider establishing community greens, parks, and gardens as focal points within residential areas
5. Allow creative temporary or permanent reuse of the city's vacant and underutilized land for productive uses such as community gardens, urban agriculture, stormwater management, energy generation, and neighborhood greenspace, provided there is reasonable oversight by a responsible party, such as Milwaukee Urban Gardens or Growing Power. Encourage neighborhoods to share responsibility and take ownership over care and maintenance of vacant land and structures



**D. *Strengthen and highlight the city's downtown central business district as a regional center of activity, economy, and social gathering***

1. Continue to reinvest, revitalize, and improve the central downtown and lakefront area as the thriving heart of business, government, hospitality, and entertainment for the City and the region
2. Encourage a full range of housing opportunities to be located in or near downtown
3. Support the continued restoration, revitalization, and redevelopment of the Lake Michigan waterfront and river corridors as a focal point for Milwaukee's recreational, entertainment, environmental activities. Include active and passive recreation, open space, habitat, entertainment, social gathering space, natural beauty. Balance residential and commercial development with public use and natural resource preservation
4. Strengthen connections and access between the lakefront, Maier Festival Park, and downtown neighborhoods
5. Maintain a regulatory environment that is friendly to business, entertainment and recreational venues downtown and along the lakefront

**E. *Develop and adopt illustrated urban design standards that promote high quality, context sensitive, sustainable, market-competitive, and traditional neighborhood designs***

1. Develop and adopt illustrated design guidelines and pattern books for selected residential areas and commercial districts that ensure a consistent character while allowing flexibility and creativity
2. Preserve neighborhood character and integrity, development densities, street grid, block size, development pattern and land uses where these are compatible with the neighborhood vision and context. Changes in land use and density that contribute to the positive development of the neighborhood should blend with the surrounding neighborhood and land use
3. Encourage preservation and development that is sensitive to the city's history and culture. Include the preservation and enhancement of significant historic and cultural features, spaces, landscapes, structures, and resources
4. Ensure that quality and excellence are demonstrated in the design of public spaces and buildings. Use redevelopment opportunities and capital improvement projects, particularly those that are highly visible, widely publicized, or catalytic projects, as opportunities to demonstrate sustainable practices and high quality urban design. Establish minimum design and sustainability standards for projects receiving City financial assistance
5. Establish a high quality public realm featuring public squares, parks, and public art
6. Coordinate programming and project design efforts with other City departments and agencies such as the Housing Authority, the Redevelopment Authority, and local community development corporations
7. Continue and expand the Mayor's Design awards to provide recognition for outstanding urban design, preservation of neighborhood integrity, and sustainable design
8. Employ Crime Prevention through Environmental Design (CPTED) strategies in development and redevelopment projects



## CITY OF MILWAUKEE PRINCIPLES OF URBAN DESIGN

Good urban design guidelines can reinforce and protect those unique qualities that characterize Milwaukee's neighborhoods. The following principles are meant to promote development and redevelopment that reinforce and preserve the best characteristics of the city. Urban design guidelines typically consider a range of issues from neighborhood character, pedestrian-friendly design, transportation, public safety, and context-sensitive design. The City should adopt and encourage the application of urban design guidelines citywide, while allowing flexibility within districts, neighborhoods, and corridors for local organizations to develop their own unique identity and additional guidelines as needed. The Department of City Development has developed a set of four Urban Design Principles to help guide development.

### **PRINCIPLE #1: NEIGHBORHOOD COMPATIBILITY**

A cohesive neighborhood environment depends on buildings that complement one another. The size, shape and location of buildings as well as the uses contained within them, create "patterns" that define neighborhood character. New development should be compatible with the pattern of its surrounding context.

Development that adheres to this principle will:

- A. Relate to the physical character and scale of the neighborhood
- B. Enhance linkages to surrounding uses, especially public services and amenities (schools, parks, public transit)

### **PRINCIPLE #2: PEDESTRIAN FRIENDLY DESIGN**

Cities are for people, and an environment designed to accommodate the pedestrian heightens human experience and sense of place. New development should be designed to create attractive, comfortable and safe walking environments.

Development that adheres to this principle will:

- A. Locate buildings to define street edges and corners
- B. Enliven street frontages to enhance the pedestrian experience
- C. Create memorable places for people

### **PRINCIPLE #3: LAND USE DIVERSITY**

Many Milwaukee neighborhoods are comprised of a rich mix of land uses. Such diversity uses land efficiently, provides for neighborhood convenience and contributes to unique urban experiences.

Development that adheres to this principle will:

- A. Encourage a compatible mix of uses at the neighborhood scale
- B. Identify opportunities for shared uses

### **PRINCIPLE #4: TRANSPORTATION DIVERSITY**

Milwaukee's neighborhoods are connected by a functional circulation network of streets and blocks. This system should be maintained and improved in ways that accommodate various modes of transportation balanced with needs for pedestrians.

Development that adheres to this principle will:

- A. Create a balanced circulation system that accommodates mobility choice (pedestrians, automobiles, bicycles and public transit)
- B. Enhance public transportation by making it more comfortable and convenient to use



# HOUSING & NEIGHBORHOODS

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***“Civilization needs an honorable dwelling place, and the conditions of making that place ought to depend on what is most honorable in our nature: on love, hope, generosity, and aspiration”***

*– James Howard Kunstler*

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# VISION FOR SUCCESS

This plan envisions the active preservation and support of Milwaukee's many safe, diverse, thriving, culturally rich and walkable neighborhoods that provide residents with ample housing, recreational, and lifestyle alternatives.

The vision of success for Housing and Neighborhoods includes:

## Quality Housing Choices

Neighborhoods will have a range of high-quality, well maintained housing options for residents from all income groups

## Economic Vitality

Family supporting jobs with benefits will be available and accessible to all city residents, with a good many located within walking distance or biking distance of neighborhoods

## Sustainable Neighborhoods

Neighborhoods will be safe, healthy, and sustainable and ideally will have jobs, educational institutions, health care providers, shopping, and recreational opportunities available to residents within walking distance or via multiple transportation alternatives, ultimately resulting in decreased dependence on fossil fuels and improved cleanliness of air and water.

## OVERVIEW AND INTRODUCTION

Milwaukee has a long and rich history of ethnic settlements that have created strong diverse neighborhoods throughout the city. The traditional urban pattern of development in the city located good quality housing near employment centers and public transit options. The most dynamic city neighborhoods tend to have strong neighborhood centers, vibrant commercial main streets, parks, churches and schools, and cultural facilities all of which supported a core sense of community and neighborhood identity. These strong urban neighborhoods have been retained as Milwaukee has grown and redeveloped through the years and have ensured that Milwaukee has a wide range of housing and traditional neighborhood choices.

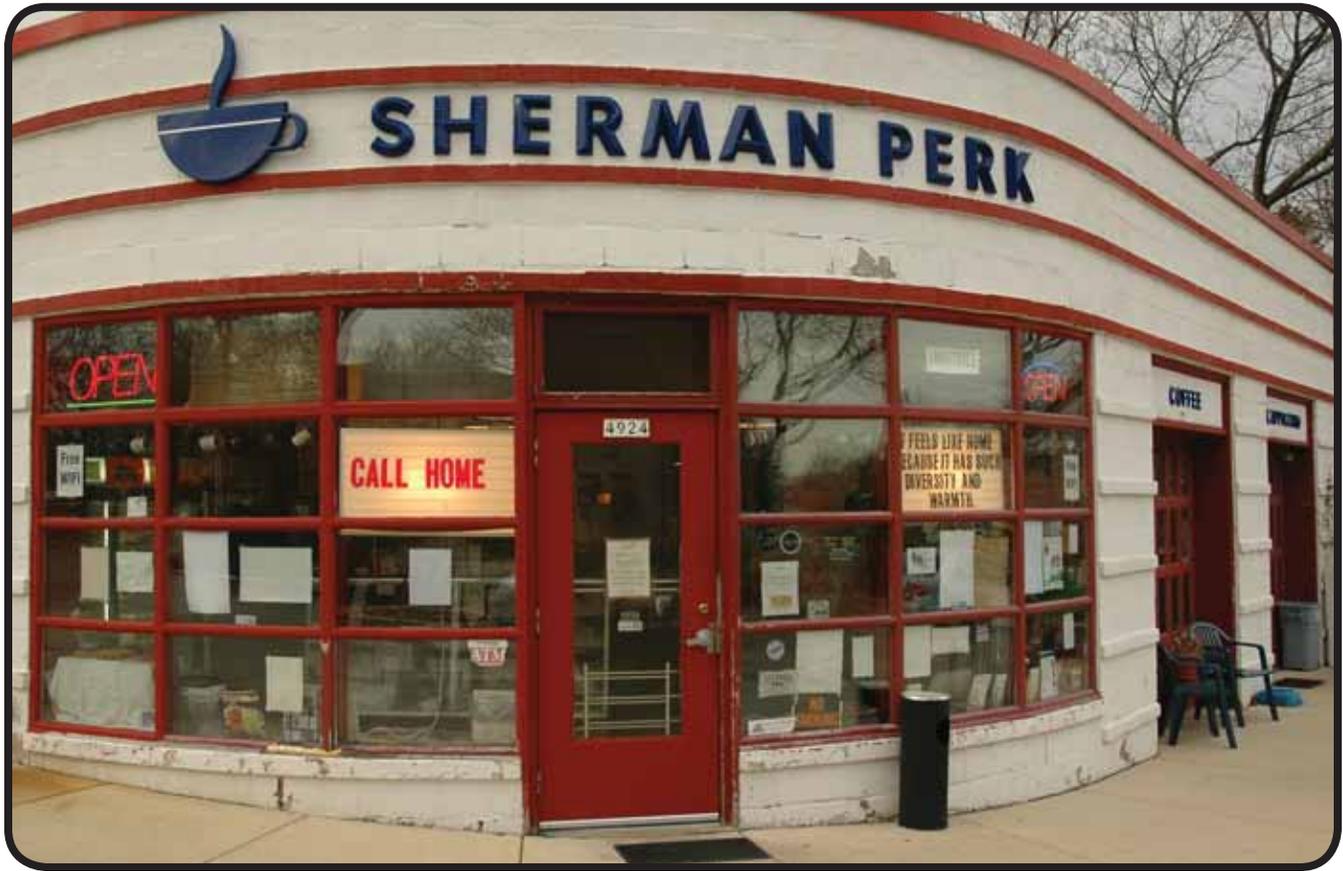
### HOUSING

Housing is an important land use occupying 41% of the developable land area of the city and accounting for approximately 70% of the assessed value. The City of Milwaukee has over 249,000 housing units, according to the 2008 U.S. Census American Community Survey, 70% of which are single family, condominium or duplex buildings, the remaining 30% are in multifamily buildings. In 2009, the average assessed value of a single family home in the city was \$124,644 and approximately 1,300 square feet. Over 60% of residential structures (single family, duplexes, and multifamily) in Milwaukee are owner occupied.

Over 42% of the housing in the city was built before 1940 and is located in the central city. Another 32% of the city's housing was built between 1940 and 1959, the majority of them located in the northwest side and far south side of the city. 18% of Milwaukee's housing was built between 1960 and 1979 and tends to be located on the periphery of the city. The remaining 8% of the city's housing units, built since 1980, have developed in the central city, in and around downtown, and the far northwest side of the city.

Neighborhoods offer a variety of housing styles including Victorians, bungalows, duplexes, ranches, and Cape Cods. More recently, there has been an increase in condominium and apartment development in and around the downtown area. Between 2000 and 2007, over 2,400 housing units have been built in downtown alone.

Milwaukee, like many major US cities, experienced population decline for several decades following its historic peak of 741,324 in 1960. The migration from the city to the suburbs was fueled by massive freeway development in the fifties, and supported by newer, sprawling housing developments in outlying areas, resulting in central city population loss over several years.



Since the 2000 Census, the trend of population loss in the city seems to be reversing itself. The 2000 Census found Milwaukee's population at 596,974. The updated July 1, 2006 Census estimate places the city population at 602,782 – a gain of 5,808 people. This population increase can largely be accounted for by the considerable new housing unit construction which has occurred in many areas of the city. A surge in downtown condominium housing (both new construction and warehouse conversions), central city single family subdivisions, scattered site lot development, and suburban-style subdivisions on the city's far northwest and southwest sides account for the increase in housing and population. Within the last several years, these new housing developments have provided more housing choices at a range of price points, from low cost housing to high priced condominium units. These developments include new investment and reinvestment in existing neighborhoods, allowing residents to enjoy the benefits of new construction and amenities of urban living.

#### **NEIGHBORHOODS**

While housing represents real estate value and physical asset, most Milwaukee residents also call their neighborhoods home. Milwaukeeans speak with pride about the characteristics, personal and social value of neighborhoods. As noted earlier, many of Milwaukee's neighborhoods include a strong neighborhood center such as a vibrant commercial core, and a traditional neighborhood form of blocks, sidewalks, connected streets, and schools within residential areas. Most neighborhoods are well-maintained and human scale with housing, shops and meeting places suited to various lifestyles.

Traditionally, as waves of new immigrants have moved into older neighborhoods, new types of business opportunities and new skill sets, along with unique cultural traditions, become established. This pattern is most evident on Milwaukee's near north and near south sides. As these neighborhoods transition and redevelop, the City, with its partners, is working to

maintain and expand the commercial areas.

In 2005 the City launched a Main Street program to attract new businesses, leverage private investment and improve properties along four of Milwaukee's neighborhood main streets. Main Street Milwaukee, modeled after the successful national program to revitalize historic small town downtowns, is a collaboration between the City of Milwaukee and Local Initiatives Support Corporation (LISC) and has now been expanded to six neighborhood commercial districts. The City of Milwaukee also partners with many nonprofit community development organizations to promote strong neighborhood commercial districts.

Many other factors contribute to strong neighborhoods. Schools, libraries, cultural centers, natural amenities, transportation hubs, faith-based and other community institutions are only a few that are addressed more completely in other chapters of this plan.



In order to hold its dominant place in the region, Milwaukee needs to strengthen its position as the place of choice for middle and upper income families and individuals to grow the economy. Many neighborhoods that once were home to a mix of income levels now are dominated by lower income families. A greater range of incomes within the city will help stabilize and increase the value of neighborhoods and of the city as a whole.

**CITY GOVERNMENT COMMITMENT**

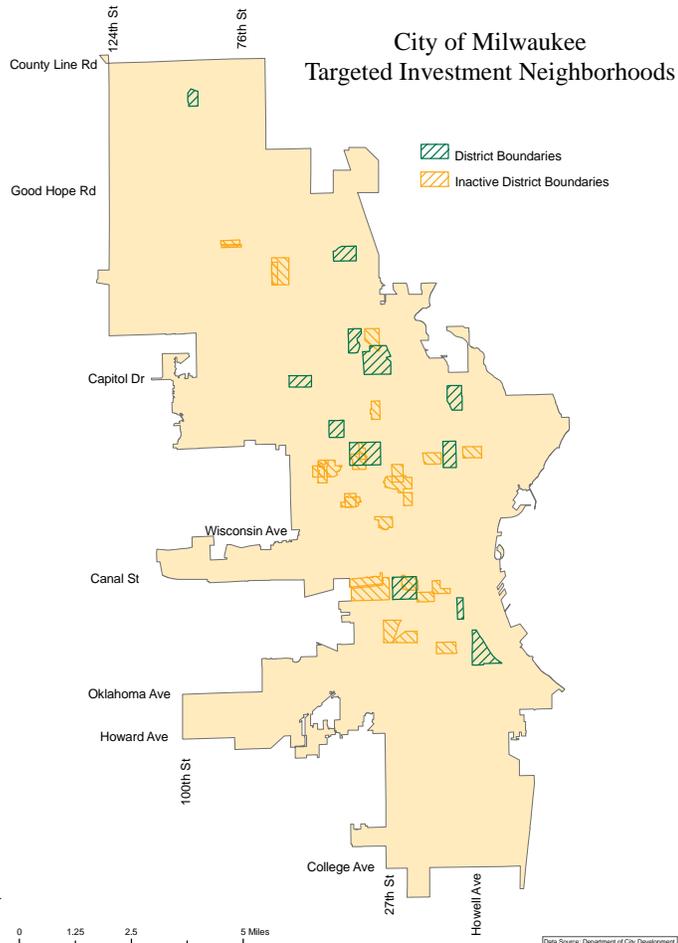
City government has a long history of commitment to providing a mix of housing choices and programs that connect housing development with quality of life initiatives to create strong and sustainable neighborhoods. These efforts include:

- The allocation of federal, state and local housing resources for the rehabilitation of the city’s housing stock, particularly for low and moderate income residents and special needs populations
- The City’s real estate efforts include: discounted sale of City-owned land for new housing development, including scattered site lots for new single family home construction, and larger parcels for new multi-family or single family subdivision development.
- Creative use of financing tools such as tax incremental finance districts to provide incentives for new home construction and rehabilitation, as well as to fund infrastructure for new subdivision development.
- Promoting high quality design through use of traditional neighborhood design principles and creation of a new house catalog to guide new housing development.
- Targeted neighborhood initiatives (e.g., Targeted Investment Neighborhoods, Healthy Neighborhoods, and Neighborhood Improvement Districts or NIDs) that link housing efforts with quality of life initiatives to preserve and strengthen neighborhoods.

More specific examples of City of Milwaukee government efforts include:

- The Housing Authority of the City of Milwaukee (HACM), as the largest landlord in the state, manages approximately 4,000 units of low-income housing that are subsidized by the U.S. Department of Housing and Urban Development and also administers 5,600 HUD Section 8 vouchers.
- The Milwaukee Department of Neighborhood Services (DNS) ensures that housing is suitable for residents through its inspection program. DNS also conducts an award-winning Landlord Training Program, which prepares new landlords to handle the challenges of renters. The Residential Rental Inspection program requires more stringent inspections of non-owner-occupied rental units in two areas of the city.

- The Main Street Milwaukee program, which is a partnership between City of Milwaukee, local BID’s, and LISC, provides resources and technical assistance to attract new businesses, leverage private investment and improve properties along several of Milwaukee’s neighborhood Main Streets.
- There is a strong City commitment to ‘supportive housing’ options for persons with special needs as well as the disabled and homeless. The Milwaukee Continuum of Care 10 Year Plan to End Homelessness, details the strategies, goals and action steps to be undertaken and prioritizes needs and allocations as determined by the Milwaukee Continuum of Care (CoC) which consists of 85 agencies. Some of the specific goals of CoC include: coordinating the expansion of permanent housing and supportive services options, increasing access to permanent housing and enhancing current data and information systems.



## OPPORTUNITIES

### 1. A strong sense of neighborhood identity and sense of community in Milwaukee.

Milwaukee enjoys a foundation of strong vibrant neighborhoods. Neighborhoods feature walkability, open space, natural features, and arts and cultural amenities. The density of older neighborhoods, some with no minimum lot size, is a marketable asset to promote economic development, new public transit options, and transit oriented development (TOD).

### 2. Transit Oriented Development.

Density impacts the viability of TOD. 14.7% of households live in blocks with densities of eight households per residential acre or greater and 47.3% of households live on blocks with densities of four households per residential acre or greater, the 17th highest density in the nation. A 2007 emerging trends real estate report from ULI/Price Waterhouse Coopers ranked TOD as one of the best bets for investors three years in a row. The city already has housing close to job centers such as downtown, the Menomonee Valley and the 30th Street Industrial Corridor. Living in

dense urban areas with close

proximity to jobs, educational institutions, health care facilities, arts and cultural institutions, restaurants and entertainment, and recreational opportunities improves the feasibility of Transit Oriented Development and in turn reduces the cost of transportation and dependence on the automobile. Money saved or recaptured by owning fewer cars or commuting less can be redirected to housing or other basic family needs.

### 3. Committed Residents.

Milwaukee residents have demonstrated a strong commitment to improving neighborhoods and the city. Residents have played a major role in stabilizing neighborhoods, keeping homes well-maintained and providing positive contributions to redevelopment efforts.

### 4. Diverse Housing.

Milwaukee neighborhoods offer a variety of housing styles and prices and is well positioned to take advantage of changing demographics and preferences.

Beginning in the late 1960's and early

1970's, there has been a steady drop in household size from six people

per average household in 1970 to an average of 2.6 persons per household in 2000. With shrinking family size, rising costs for heating and maintenance of large homes, and ever increasing costs of commutes, many people are choosing to cut costs by locating in denser areas with the type of amenities offered in Milwaukee. Milwaukee has many choices of housing units in a variety of styles including older homes with quality craftsmanship and rich architectural styles. Housing is affordable with the average assessed value of a single family home at \$124,644 and is attractive to the young professionals Milwaukee is trying to retain and attract, as well as a growing number of seniors and young families attracted to urban areas near jobs, services, and recreation.

### 5. Government Programs and Services.

Milwaukee has an award winning array of housing choices linked to programs that connect housing development efforts with quality of life initiatives to create strong and sustainable neighborhoods.





- The Housing Authority of the City of Milwaukee (HACM) is a well-established and successful provider of a range of affordable housing choices and services to citizens. The Housing Authority has developed award-winning programs that provide safe environments for families and children. Their five major initiatives include: economic self-sufficiency, home ownership, public safety, health care services, and physical improvements to ensure the long-term viability of city housing.

As facilities require redevelopment, HACM continues to be a leader in changing the face of affordable housing and rethinking the design of housing. In partnership with private developers, projects include mixed use, such as retail space and computer labs, and incorporate sustainable and healthy elements such as community gardens, green roofs, rain gardens, geothermal heating, porous paving, carpets made of recyclable materials and HVAC units that supply better indoor air quality for residents.

- The Department of Neighborhood Services (DNS) provides basic services by ensuring housing is suitable for residents through building inspection. In addition, DNS has also been proactive in pursuing landlords that have a negative effect on properties and neighborhoods. DNS also conducts an award-winning Landlord Training Program, which prepares new landlords to handle the challenges of renters. The Residential Rental Inspection program requires more stringent inspections of non-owner-occupied rental units in two areas of the city.

- Both the City and County have shown strong a commitment to develop safe, decent and affordable supportive housing for persons with special needs. Collaboration between the public and private sector has proven successful in providing supportive housing choices within the city. Building on this commitment and encouraging the state and federal government to increase their commitment to provide funding for housing development, operation and service delivery

will be critical to meet expanding needs.

## 6. A Regional Approach.

SEWRPC has begun preparation of a regional housing plan for the seven-county Southeastern Wisconsin Region to identify and abate housing problems. The recommendations will address affordable and market rate housing, adequacy of the region's subsidized housing stock, issues such as housing discrimination, and whether there area sufficient accessible housing units for persons with disabilities. As a housing provider, the City of Milwaukee assumes by far the greatest share of the need to provide subsidized and affordable housing within the seven-county region.

## 7. Abundant Development and Redevelopment Opportunities.

Development and redevelopment opportunities exist side by side in Milwaukee and benefit from the physical and social infrastructure already in place for new or rehabilitated buildings. It



is usually not necessary to create new streets, blocks, commercial districts, or neighborhoods, but rather strengthen the existing successful areas. Milwaukee does not need large contiguous tracts of open land to develop new housing, and can take advantage of land available on scattered sites throughout the city for development through private partnerships. The housing catalog of appropriate housing types provides a strong guide for developers to ensure that the physical neighborhood fabric is maintained while they provide new modern construction updated choices for citizens. Lindsay Heights and Walnut Circle are examples of developments where Milwaukee has been proactive in providing resources for infrastructure improvements to facilitate new development. The City has successfully

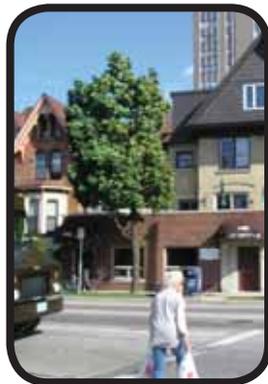
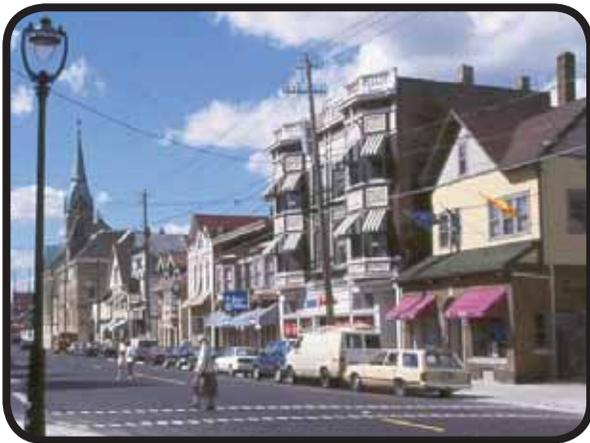
supported neighborhood revitalization efforts via Target Investment Neighborhoods, Healthy Neighborhood Initiatives, Neighborhood Improvement Districts (NIDs) and other programs which continue to be expanded across the city.

As a whole, the City's land use and zoning practices promote development of a variety of housing types at a variety of price points. Milwaukee continues to support and encourages new housing development by the sale of city-owned land, by its programs for housing rehab and development, and by processes, reviews and approvals that are efficient, consistent and user friendly. The city has been a strong partner in housing development efforts and related program outreach. As a result, the city

has been able to attract national, regional, local nonprofit and for profit housing developers to assist with neighborhood and housing redevelopment efforts.

## 8. Additional Resources.

Milwaukee has continually shown a great deal of success securing additional resources for neighborhood development and redevelopment efforts, such as the Milwaukee Foreclosure Program, TID funding and competitive programs like the HOPE VI program and low income housing tax credit programs. As federal resources have declined, the city has also enlisted new partners, including the local philanthropic community, national nonprofits like the Local Initiatives Support Corporation (LISC) and private corporations.





## CHALLENGES

### 1. Affordability and relation to employment.

Compared to other regional housing markets and sub-markets within the Milwaukee region, Milwaukee has many homes that are considered reasonably priced. However, there are still many people who cannot afford housing due to low incomes. The health of our neighborhoods is linked to the ability of residents to own homes and be employed in family supporting jobs.

- As Milwaukee's economy has become more diversified, high-wage manufacturing jobs have been replaced by lower wage service jobs. For those with no job and no steady income, subsidized housing may be the only remaining option.
- In 2000 nearly 18.1% of renter households in Milwaukee County were paying more than 50% of

their income for housing and by 2007 that number had grown to 26.3%. More than 56,000 people are spending 70% or more of their income on housing, possibly increasing the risk of foreclosure.

- According to the 2000 U.S. Census, Milwaukee saw a decline of nearly 5,000 housing units from 1990. Although approximately 7,000 housing units were constructed during the 1990's, approximately 12,000 housing units were lost during the same time period. The housing vacancy rate has more than doubled since 1990. In 2008, it was 11.3% which is up from 5.4% in 1990. Milwaukee's vacancy rates also tend to be high in the least expensive rental stock. However, numerous units are of such poor quality that many of the poorest households choose more expensive units where they either double up or live alone and

become rent burdened. Vacant units are often a blighting influence that contributes to neighborhood instability and decline.

- In Milwaukee, probably due to a high number of households experiencing economic hardship, there was an increase in the number of households with six or more persons and an increase in the number of households living in overcrowded conditions likely caused by families doubling up. The U.S. Census defines overcrowded as a household that has more persons than the number of rooms it occupies. In 2000, 6% of the city's households were overcrowded compared with 4.3 percent in 1990.

### 2. Nationwide collapse in the housing market.

After sustained increases in homeownership rates and housing values nationwide, home prices have collapsed, foreclosures have increased,



lending standards have tightened, unemployment has increased, while more families have been driven to the rental market. With a struggling economy, problems that plague low income neighborhoods such as drug and alcohol abuse, domestic violence, prostitution, property crimes, and homelessness become more prevalent. Even before this most recent economic downturn, the Midwest had experienced an increase in renter households while homeownership decreased. Milwaukee owner occupancy rates have held steady around 66% since 2000. However, in some parts of the city, there has been a noticeable decrease in owner occupancy coupled with a steep rise in foreclosures. If these are purchased by investors, there is usually a marked destabilizing influence on neighborhoods, contributing to further decline.

### 3. Aging housing stock.

Milwaukee has an aging housing stock with over 42% of the city's housing stock constructed before 1940 and another 32% constructed between 1940 and 1959. The age of a housing unit is not an absolute predictor of housing quality and Milwaukee has many neighborhoods with very old housing units which are attractive, safe, and well-maintained. However, the older the housing stock, the greater the need for investment and that is not always the case. The age of a housing structure does raise some concerns, in particular, an increased likelihood of the presence of lead-based paint, poor energy efficiency, outdated electrical and plumbing fixtures, and obsolete units lacking amenities the current market demands such

as large closets, family rooms, etc. Some structural changes may be necessary to address the issues of obsolete housing stock, along with a concerted effort to promote education and widespread support/incentives for housing maintenance and rehab.

### 4. Lack of coordinated Regional Housing, Land Use, and Transportation Planning.

Transportation from residential areas to job centers outside of the city can be a challenge for residents. New job growth has been concentrated in the outlying areas of the city and metro area, resulting in a spatial disconnect between job openings and individuals who need work who reside in dense central urban areas. Affordable housing and





public transit are often nonexistent in outlying areas where new jobs are being created. Reduction in existing public transit service and lack of new public transit options prevents people without personal vehicles from accessing these jobs, services, and recreation opportunities. For those that do have a personal vehicle, the rising costs of fuel, long distance commuting and maintaining a car can add between \$5,000 and \$8,000 to expenses annually, further burdening struggling households and limiting their housing choices.

**5. Coordination and limited resources.**

Coordinating services among City agencies can be a challenge and coordinating services between City agencies and other government, nonprofit, and private entities providing resources can be even more challenging. Quality neighborhoods require

coordination of resident groups and many agencies within and outside of city government to address problems including the physical, economic, social, and quality of life issues. Many government and private agencies play a role in keeping neighborhoods strong. In municipal government alone, the Department of Neighborhood Services, Department of City Development, Department of Public Works, Community Development Agency, Health Department, and Police and Fire Departments all provide resources.

Resources used to address social concerns have become more limited and restricted. Funds are typically limited for programs such as TIN, Community Development Block Grants and other rehab programs. Leveraging or advocating for social and quality of life resources is a challenge even though social organizing

is very important to creating lasting and sustainable change in neighborhoods. Recently the Greater Milwaukee Foundation, working with several Community Block Grant areas, has funded community organizers to assist in critical or key neighborhood functions.

**6. Attracting middle and upper class families.**

Attracting and retaining middle and upper income families and individuals to live in the city is critical to grow the city's economy. Many neighborhoods that once enjoyed a community with a mix of income levels are now dominated by lower income families. A greater upper range of incomes within the city will help stabilize and increase the value of neighborhoods and of the city as a whole, a critical aspect of the long term sustainability of city neighborhoods.



## POLICIES

I. IMPROVE THE QUALITY, DIVERSITY, AND AFFORDABILITY OF HOUSING STOCK WITHIN THE CITY. **High quality, affordable housing is not only a basic necessity but a critical quality of life asset that increases Milwaukee's desirability as a place to live and raise a family. Furthermore, an increasing diversity of households and family structures requires greater housing choices that reflect these changing demographics, socioeconomics, and different lifestyle preferences.**

**A. *Promote preservation and improvement of existing housing stock***

1. Seek additional resources for the maintenance and rehabilitation of housing
2. Support programs and standards that allow residents to age in place and remain in homes through different life stages
3. Assist in the creation of partnerships with developers and lenders to implement programs to upgrade the housing stock
4. Utilize a variety of code enforcement and incentives to improve housing based on the needs of the individual neighborhoods
5. Provide incentives and programs to preserve historic and architecturally significant housing

**B. *Aggressively market Milwaukee for infill and new housing development for residents of all income levels***

1. Identify and promote opportunities to integrate new housing, mixed use, and a variety of housing options into existing neighborhoods
2. Promote development of new market rate housing throughout the city
3. Assemble, prepare and market sites for new residential development
4. Work with community partners to market and promote housing development and redevelopment opportunities
5. Continue to develop long and short range plans for the productive reuse or disposition of city-owned vacant lots
6. Adopt best practices models of residential construction to encourage the building of energy efficient new residential infill development
7. Consider changes in zoning to allow for zero lot line development or detached single family housing on small lots with minimal setbacks and yards
8. Concentrate housing development to provide encourage additional neighborhood investment
9. Coordinate with surrounding municipalities to increase the affordable housing supply in all areas of the region to complement jobs, infrastructure and services





**C. Support and encourage housing diversity to accommodate a variety of housing needs**

1. Guide policy and development to assure a mix of housing options to meet the need of all residents, regardless of age or ability
2. Continue to promote fair housing practices
3. Consider affordable housing as a component of higher end market rate housing in upper income neighborhoods to avoid economic segregation
4. Increase the regional supply of supportive housing with features and services for people with special needs
5. Work with nonprofit organizations to generate awareness of city programs intended to help homeless persons and those at risk of becoming homeless to find suitable housing

**D. Provide and maintain high quality public housing and community service programs**

1. Continue to integrate a variety of housing types and price points with public housing and the surrounding community
2. Maximize and manage federal and state funds to ensure quality, safe, and affordable public housing
3. Adapt public housing for a broad range of uses such as assisted living for seniors and provide services for aging in place
4. Help public housing residents acquire the skills needed to increase income and self-sufficiency by integrating critical services within public housing
5. Continue to expand the use of sustainable practices in public housing such as green roofs, community gardens, solar power, geothermal heating and cooling, etc.



**E. Promote programs to increase home ownership and responsible rental property ownership**

1. Work with partners in the housing delivery and support system (lenders, Community Development Corporations, counseling agencies, and employers) to create a citywide marketing plan to promote city living and home ownership
2. Work with lenders, owners, and tenants to develop additional funding sources for maintenance and rehabilitation of aging properties
3. Support home buyer education to ensure successful and stable homeownership
4. Continue the Landlord Training Program offered through Milwaukee's Department of Neighborhood Services

**G. Improve the energy efficiency and sustainability of new and existing housing**

1. Promote and support weatherization programs and incentivize the use of alternative energy sources
2. Promote products that improve indoor air quality, conserve water, and reduce waste
3. Promote sustainable best practices in new and rehabilitation housing projects





II. PROVIDE A RICH MIX AND BALANCE OF HOUSING TYPES, WORKPLACES, SHOPS, SCHOOLS, RECREATION AREAS, AND PLACES OF WORSHIP WITHIN NEIGHBORHOODS. **Neighborhoods that can accommodate daily demand for goods and services within close proximity to residences promote healthier, more sustainable lifestyles. A greater range of choices can increase diversity, strengthen neighborhood integrity, and improve marketability and property values.**

**A. Support viable neighborhood centers, public places and local retail development**

1. Enhance public destinations and gathering places for residents and visitors
2. Increase sense of security and safety in neighborhoods particularly in and near commercial and industrial areas
3. Create and enhance retail destinations that utilize existing commercial land and infrastructure
4. Enhance the marketability of viable commercial nodes to promote economic stability and growth
5. Continue to support Business Improvement Districts, Main Street Programs, and other neighborhood improvement programs

**B. Ensure access and proximity to jobs**

1. Maintain and expand existing neighborhood job centers and workforce training programs and support creation of new centers and programs
2. Provide incentives for employers to locate their businesses near the city's available workforce
3. Encourage employer assisted housing initiatives to encourage people to live near their workplaces

**C. Promote public transit options for citizens**

1. Expand public transit routes and public transit options such as rapid transit lines, streetcars, and commuter rail that can connect housing to jobs and services across the region
2. Promote the inclusion of transportation options so renters and buyers can easily compare the real cost of housing choices
3. Provide zoning incentives for Transit Oriented Development where feasible



III. COORDINATE RESOURCES TO SUPPORT AND ENHANCE NEIGHBORHOOD DEVELOPMENT, REINVESTMENT, AND STABILIZATION EFFORTS. **Gradual or incremental improvements can significantly enhance the quality and stability of neighborhoods, while reinvestment and development can catalyze large scale neighborhood transformation. Coordinate with and build upon existing initiatives to improve the overall quality of life in neighborhoods.**

A. *Establish or enhance partnerships which help improve neighborhoods and build capacity*

1. Create a resource inventory and assessment that identifies physical and economic assets, boundaries, and potential partnerships such as neighborhood associations, faith-based organizations, etc.
2. Continue to involve the neighborhood in decision making by identifying and addressing nuisances
3. Promote neighborhoods to private developers
4. Facilitate access to capital and credit for development activities that promote the long-term economic and social viability of the community
5. Focus on high impact residential, commercial, civic, and infrastructure projects that represent a significant and visible investment in the neighborhood and have potential to leverage additional investment
6. Promote neighborhoods and target projects with strong neighborhood and/or private sector partners and forge additional partnerships among lenders, philanthropies, private businesses, universities, and neighborhood groups
7. Work within neighborhoods to build capacity and strengthen the ability of Community Development Corporations and nonprofit organizations to perform effectively as vehicles for neighborhood renewal
4. Continue to encourage formation of community organizations, neighborhood associations, block clubs, etc.





**B. Improve the physical environment of neighborhoods**

1. Support efforts to provide clean, safe and well maintained residential and commercial areas
2. Strive to create a strong neighborhood identity and emphasize high-quality design and landscape
3. Provide needed capital improvements such as commercial streetscape, alley and street resurfacing, tree planting and landscaping, curb and gutter replacement and new street lighting, while taking advantage of opportunities to increase multi-modal transit such as walking, biking, and public transit
4. Manage vacant land assets and promote opportunities to develop vacant lots for productive neighborhood use such as agriculture, recreation, stormwater management, etc.

**IV. PRESERVE AND ENHANCE THE SOCIAL ENVIRONMENT AND HEALTH OF NEIGHBORHOODS.**

**Safe, clean, and socially supportive neighborhoods are stronger and more attractive to residents and businesses. Attractive and well maintained neighborhoods also instill a sense of pride and ownership among residents, business owners, and neighborhood organizations.**

**A. Take action to make neighborhoods safer**

1. Continue neighborhood policing and community block watch efforts
2. Assure public works projects include design elements that improve safety, such as street lighting, street and sidewalk repairs, bike lanes, and other improvements
3. Expand initiatives such as Safe and Sound that provide safe after school options for children or Safe Routes to School for school children's commute

**B. Promote wellness and sustainable practices within neighborhoods.**

1. Support and expand healthy transportation choices within neighborhoods such as walking, biking, car sharing, expansion of public transit, and use of alternative fuel vehicles
2. Promote healthy food choices and provide options such as green markets, community gardens, and urban agriculture
3. Continue to use the City website and other available resources to promote wellness, energy efficiency and sustainability
4. Support access to green space and recreational opportunities
5. Expand efforts to reduce neighborhood environmental hazards such as brownfields and uses incompatible with healthy neighborhood goals





# TRANSPORTATION

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***“Every time I see an adult on a bicycle, I no longer despair for the future of the human race.”***

***– H.G. Wells***

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# VISION FOR SUCCESS

This plan envisions providing all residents and businesses with a high quality, well-maintained, multi-modal transportation system that efficiently integrates multiple transportation options across the region, while strengthening the local economy and reducing environmental impacts.

The vision of success for transportation includes:

## **Planning and Connectivity**

Land use and transportation planning will be integrated with diverse housing and reliable transportation options connecting people to jobs, educational institutions, health care providers, shopping, and recreational outlets. Unified planning and operations will result in simple and seamless transitions from one public transit system to another with connections to destinations throughout the region, state, and country.

## **Transportation Options**

Emphasis will be placed on moving people between destinations rather than moving automobiles. Streets will be designed for multiple transportation options, including automobiles, dedicated public transit lanes, bicycle lanes, and wide, streetscaped sidewalks to encourage walking. In addition, multiple public transit systems (bus, streetcar, commuter rail, high speed rail) will serve the mobility needs of the city and region.

## **Economic Development**

The transportation system will support the local economy by efficiently and conveniently connecting residents to their workplaces, as well as facilitating the movement of goods and services. Fixed route public transit will serve as a framework and catalyst for future economic development.

## **Improved Health**

Due to increases in pedestrian and bicycle traffic, and growing use of public transit options, the health of the population will improve substantially and air pollutants will be reduced.

## **Intergovernmental Cooperation**

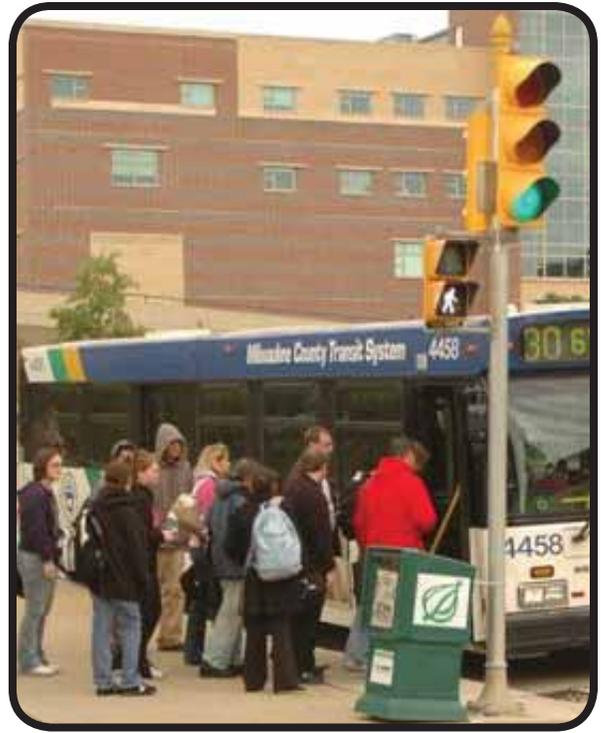
Transportation system benefits and costs will be shared by the region, with ongoing cooperation between local communities, governing entities, and public transit system operators.

## OVERVIEW AND INTRODUCTION

The transportation potential of a strategic location on the shore of Lake Michigan and three major rivers drew settlers by the thousands to live, work, and raise families in Milwaukee. Today, Milwaukeeans may not fully appreciate the variety of transportation options already available for moving people and goods: an international airport, a deep water shipping port on the Great Lakes, cross lake ferry service, freight rail, passenger rail, a street and freeway system, an enviable parkway and boulevard system, local, regional and national bus service, miles of bicycle lanes, and millions of square feet of sidewalks. This is an excellent foundation for expanding transportation mobility options, supporting economic development, and continuing to provide a high quality of life.

## **STREET GRID**

Milwaukee has an excellent street network with 1,450 miles of streets and an efficient arterial grid that is clearly a transportation asset. The street grid was well laid out and planned. Streets are not only safe, but also spacious enough for multiple modes of travel (pedestrian, bike, auto, bus) and inclusion of excellent pedestrian and bicycling options. Since the arterial grid system offers many good alternative routes, the need for freeway expansion in and around the city is minimized. However, the freeways and Milwaukee street grid have major maintenance needs.



### PEDESTRIAN/BICYCLING

Walking and bicycling, great transportation options for short trips, are a major component of the urban living experience in Milwaukee. These activities are affordable and accessible to most residents, have a positive effect on the environment, increase the vitality of an area, contribute to public health goals, and ease congested streets. With 50 miles of bike lanes, 66 miles of signed bike routes and 52 miles of signed trails in the city, it's understandable that 49% of Milwaukee residents 16 and older reported riding a bike during the summer of 2007. The City has plans for 125 additional miles of bike lanes to complete the bike lane network and is in the process of updating its Bicycle Master Plan for the City of Milwaukee. The updated bicycle plan looks to Europe and other bike friendly communities in the United States for inspiration and seeks to add innovative facilities that will be attractive to more people. Since the City started aggressively adding bike lanes to street projects in 2005, commuter bicycle use is up almost 300% (according to the US Census) and the bicycle crash rate is down 75% in the past five years.

Pedestrian corridors are also getting attention. The city has an excellent pedestrian network, with sidewalks on more than 97% of the street grid. The City continues to expand its network of riverwalks and trails; area plans promote walkability; walk to work neighborhoods; and walking corridors are also being planned and developed along Wisconsin Avenue, Water Street, and Kilbourn Avenue as part of the downtown streetscaping project. The predominance of motor vehicles, however, can make it difficult for pedestrians to cross busy streets. Engineering alone cannot solve this problem. Increased enforcement and education programs are also needed, as well as traffic calming measures to promote a better pedestrian environment. The City's StreetShare program is one effort to encourage and educate more people about pedestrian safety, and if expanded, could influence change in driving culture.

### PUBLIC TRANSIT

Public transit has been a vital component of Milwaukee's transportation infrastructure and economy since horse-drawn streetcars began providing service in 1860. The

Milwaukee Electric Railway, which ran from 1896 to 1949, became synonymous with the golden age of electric street railways. That system was eventually replaced with rubber-tired buses. Since 1975, public transit service has been provided by Milwaukee County through a contract with Milwaukee Transport Services, Inc. The Milwaukee County Transit System (MCTS) operates year round service on 43 local routes and 14 Freeway Flyer routes. These services generated 43 million rides in 2008 or approximately 150,000 passenger trips daily. Approximately 85% of all households in Milwaukee County are within walking distance (1/4 mile) of a bus stop. MCTS also manages Transit Plus which offers paratransit service to 18,000 people with disabilities, providing over 1.1 million accessible van and bus rides in 2008. The Bikes on Buses program added bike racks to every bus in 2009. MCTS regularly outperforms its peers in terms of efficiency and costs and, until recently, ranked as one of the best systems in the nation. Yet rising fuel costs, labor costs, and lack of a dedicated funding source have led to a nearly 20% reduction in service since 2000 and a 30% increase in the cash



fare. The County's current plans to improve mobility and provide increased public transit options include investment in new buses and development of bus rapid transit routes. The City of Milwaukee is moving forward with plans for a fixed guideway streetcar system connecting the Intermodal Station to jobs and activity centers downtown. The regional transportation plan recommends a doubling of public transit service with an emphasis on developing express and rapid transit system elements.

**RAIL**

A newly renovated Intermodal Station in Milwaukee is home to Amtrak, intercity buses, and limousine service. Amtrak rail service includes the Empire Builder, between Chicago and the Pacific Northwest, and the Hiawatha service featuring 7 daily trips between Chicago and Milwaukee with a stop at Mitchell International Airport. Milwaukee is currently participating in a feasibility study to develop a commuter rail system linking Milwaukee, Racine, and Kenosha with Chicago's Metra rail system to create a much needed commuter rail link between Milwaukee and Chicago. Over 900,000 jobs are accessible within one mile of train stations in the KRM-Metra corridor with an expanded potential for economic growth by linking southeastern Wisconsin and northeastern Illinois. Wisconsin is partnering with other midwest states proposing a modern high-speed rail network connecting Chicago and Minneapolis with stops in Milwaukee and Madison. Railroads also remain a force in moving freight in and out of the region, especially heavy commodities. Wisconsin & Southern Railroad handled over 50,000 rail carloads of freight in 2005, and expects that number to climb to over 73,000 carloads in the near future.

**FREEWAY**

Milwaukee built its first segment of freeway in 1953. There are now 270 miles of freeway in southeastern Wisconsin, of which 40 miles lie within

the city limits. According to a SEWRPC study, the system carries virtually all vehicle traffic traveling through the region on an average weekday and about 33% of all travel by Milwaukee County and Southeastern Wisconsin residents. But the system is reaching the end of its 40-50 year lifespan and has many design deficiencies. Within Milwaukee County the accident rate is more than double that of the other six southeastern Wisconsin counties due to a greater concentration of design deficiencies and more severe traffic congestion. WisDOT has recently completed renovations to the Marquette Interchange in the heart of the city and has committed to updating the Zoo Interchange and I-94 south, providing necessary safety improvements and increasing capacity in those critical transportation corridors.

**AIRPORT**

General Mitchell International Airport (GMIA) is owned and operated by Milwaukee County. Originally built in 1927, it expanded and was designated General Mitchell International in 1986. By 2008 it was served by 12 airlines and handled a record 7.7 million passengers including 54,000 international passengers. The airport primarily serves passengers from the region and increasingly from Illinois. According to the US Department of Transportation, average airfares out of Mitchell were lower than 58 other US airports. More than 183 million pounds of freight also came through Mitchell. The airport is one of only four in the country that is served by an Amtrak station.

Milwaukee County also owns Lawrence J. Timmerman Airport on the northwest side of the city. This field is primarily used for small private and general aviation.

**PORT**

The Port of Milwaukee had its first commercial cargo vessel in 1835. In 1912, the port grew from its inner harbor location to Jones Island which

offered the only remaining opportunity for the City to acquire water frontage capable of comprehensive terminal development. Located on Lake Michigan in the heart of the city, and surrounded by thriving neighborhoods, the City-operated Port remains a revenue generator. The Port offers key logistical advantages for moving goods. It is served by two first class railroads - the Union Pacific and the Canadian Pacific; it has water access to the Mississippi and other inland rivers via barges; it has no limitation to any size vessel that can transit the Great Lakes St. Lawrence Seaway system; and it has direct interstate highway access. In 2008 the Port of Milwaukee handled more than 900,000 tons of salt to keep winter streets and sidewalks safe, 500,000 tons of cement product for construction, and one million tons of coal for the state's power plants. In June of 2004, the Port welcomed the Lake Express, a high speed ferry linking Wisconsin and Michigan from terminals in Milwaukee and Muskegon. Milwaukee's port is the third largest exporter of grain on the Great Lakes and is looking to the future through exploration of emerging markets in renewable fuels handling, storage, and distribution.

**TRANSPORTATION PLANS**

Transportation policies in the Citywide Policy Plan were informed by State, Regional and County Plans, which include: 2035 Regional Transportation Plan, Connections 2030, Regional Freeway System Reconstruction Plan for Southeast Wisconsin, Regional Transportation Improvement Program, Milwaukee County Transit Development Plan (in progress), Kenosha – Racine – Milwaukee Commuter Rail Reports for Transit Now, Milwaukee to Madison High Speed Rail Environmental Assessment, Milwaukee Downtown Transit Connector Study (in progress), Tri State High Speed Rail Study for the Chicago – Milwaukee – Twin Cities Corridor, and the City of Milwaukee Bicycle Plan.

## OPPORTUNITIES

### 1. Milwaukee's existing street grid system provides a strong urban foundation.

Street connectivity, specifically well-connected networks of traditional street grids, are essential to good urbanism. The grid provides good local mobility options for travel: cars, public transit, pedestrians, bicycles, and is accessible for people of all abilities. Many one-way streets have been returned to two way, calming traffic and supporting adjacent retail and local businesses. Buildings tend to face sidewalks and streets, rather than parking lots, which tends to improve pedestrian safety.

### 2. Funding for transportation options.

There are new and potentially expanding federal and state funds available for bike and pedestrian facilities than can complement and enhance the city's transportation network. In addition, the City has recently updated its bike plan and plans to develop a pedestrian plan in the near future.

Freeway reconstruction may provide an opportunity to create multimodal corridors and include features that focus on moving not only more vehicles, but more people. Potential savings from less freeway expansion could be used for safety

improvements, access management, and public transit options resulting in a better balance between public transit and highway spending; providing better service to transit-dependent people or those who choose not to drive; reversing the trend of more highways, more cars, more land consumption and more sprawl; and curbing our reliance on fossil fuel.

New funding opportunities exist for the development of bus rapid transit, commuter rail and streetcar systems – Wisconsin has never received any funding such as Federal New Starts, Small Starts or Very Small Starts. Federal stimulus funds are currently available for public transit projects that create jobs. Transit oriented development can generate additional resources through the use of TIFs, development fees, and savings in areas such as construction of parking structures and spaces.

### 3. Increased public support for public transit.

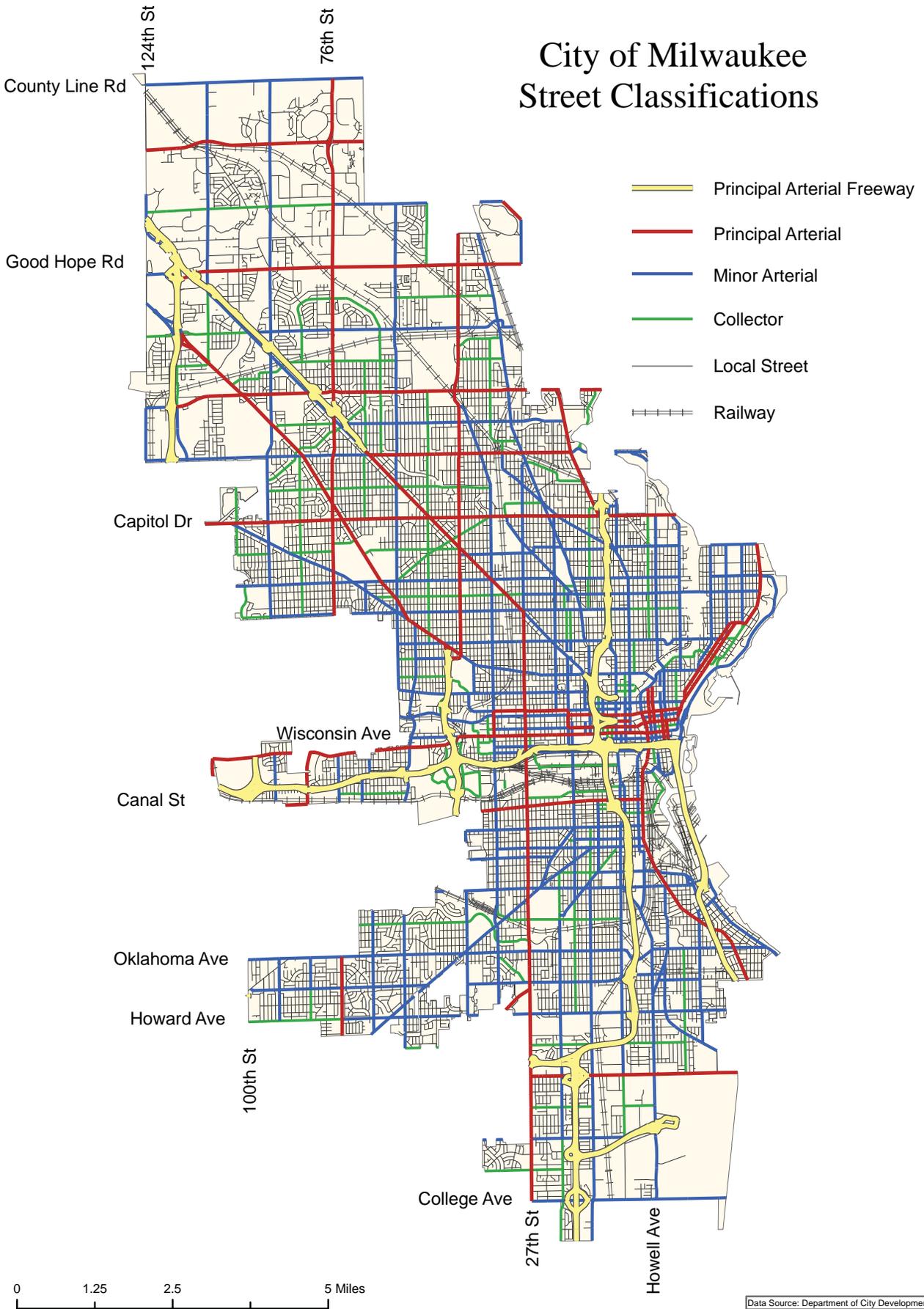
There has been a marked change in the dialog in Milwaukee County regarding support and expansion of public transit options. The majority of voters in a county-wide advisory referendum favored removing public transit funding from the property tax and exploring dedicated funding for transit, including creation of a

Regional Transit Authority (RTA) and use of additional sales tax to support and expand existing public transit options. SEWRPC's regional transportation plan recommends a renewed state commitment to public transit, a dedicated funding source for local public transit funding, and creation of a RTA. More people are amenable to supporting alternatives to the automobile such as light rail, bus rapid transit, and streetcars, especially as congestion and fuel costs increase. Demographic groups growing most quickly nationwide and reflected in Milwaukee's population trends (older, non-family, non-white households) have historically used public transit in higher numbers. This creates a ready market for expanded public transit options and dense Transit Oriented Development (TOD) that includes affordable housing near multi-modal public transit stations and stops. Real estate trends indicate the hottest development markets in the US are higher density housing near public transit, according to a study done by Reconnecting America. Transit oriented development provides new real estate development opportunities for Milwaukee. Milwaukee already has transit oriented development along many of its former streetcar routes, which makes the success of new public transit options even more feasible.





# City of Milwaukee Street Classifications



#### 4. The existing rail system.

Existing rail systems support economic development. Milwaukee has an opportunity to expand its passenger rail service to include commuter and high speed rail using existing rail lines without adversely affecting freight service. Milwaukee has also retained many unused rail corridors that can be reused for new service or converted to other transit modes such as biking or pedestrian trails.

#### 5. Potential airport expansion and development of “Aerotropolis.”

Potential airport expansion provides an opportunity to foster economic development while creating better

transportation connections in an environmentally responsible manner. Surrounding businesses and the City of Milwaukee support the creation of an “Aerotropolis”, or planned development emphasizing aviation-oriented businesses in the area.

#### 6. The Port of Milwaukee.

It is energy efficient and cost effective to move goods by water on boats and barges, compared to rail or truck. The Port of Milwaukee is well positioned as a deep water port to grow and expand, especially in the alternative energy industry capturing wind, solar, and other alternative fuels business and creating jobs.

#### 7. More people live in cities.

Both nationally and in the Milwaukee area, there is a growing appreciation of urban living. Milwaukee’s dense urban neighborhoods offer walkability, easy access to arts, cultural amenities, shopping and services. These assets are particularly attractive to young professionals, empty nesters, and urban-minded people who prefer to live and work in the city and use safe, affordable public transit, and will support the long term development of a more robust and diversified transportation system.





## CHALLENGES

### 1. Inadequate resources to maintain aging systems and expand transportation options.

Across the country, federal, state, and local governments are facing difficult budget decisions, rising deficits, and challenges to maintain basic levels of service. While transportation needs have increased, aging fleets, rising operating costs, legacy costs such as employee pensions, health care premiums, and cost increases for fuel have all resulted in deferred maintenance of systems and reductions in public transit service at a time when those services are needed most.

- SEWRPC has recently proposed a \$20.3 billion, 30 year regional transportation plan to maintain, add capacity, and operate the highway and public transit systems in the seven county Milwaukee region. Without additional dedicated funding sources, the plan predicts an annual financial shortfall of \$65 million.
- A recent study by the Public Policy Forum (PPF) found MCTS, one of the only systems of its size that relies solely on local property tax funding, has already been forced to cut service by 15% since 2000. MCTS buses carried 10.3 million fewer riders in 2007 than just seven years earlier, ranking it first among 13 peer public transit systems in lost ridership during that time frame. PPF states projections show a potential overall shortfall of \$1.6 million in 2009, \$18.3 million in 2010, \$23.7 million in 2011 and \$21.1 million in 2012. SEWRPC estimates an additional 37% cut in public transit service may be necessary by 2011 unless additional funding is secured.

- More than 60% of City of Milwaukee streets will need reconstruction over the next 10-15 years. While 12% of Milwaukee's bridges are considered functionally obsolete or structurally deficient, it is better than the national average, but still very costly.
- The new high-speed Midwest rail initiative is estimated to cost over \$500 million, KRM commuter rail \$200 million, and the Milwaukee Connector streetcar and BRT \$100 million.
- The freeway system is nearing the end of its 40 to 60 year service life, has numerous design deficiencies, high accident rates and will require complete reconstruction over the next 30-40 years. Estimated cost in 2009 dollars is approximately \$10 billion.
- The Port of Milwaukee cranes, with the largest lifting capacity west of Erie, PA, give the port a competitive edge among Great Lakes ports in handling large cargo. Port cranes have more than doubled their average yearly work hours the past two years by handling large energy equipment pieces. The cranes have exceeded their life expectancy and maintenance is a challenge. Capital funds for replacement are limited.

### 2. Disparities between public transit service, housing, jobs and destinations.

The city's population is changing and delivery of public transit service and options must adapt to the changing needs of Milwaukeeans.

- People over age 65 will comprise over 20% of the total population in 2035, compared to only 13%

in 2000, according to SEWRPC. As people age and their ability to maintain and operate a car decreases, more will seek safe, efficient public transit options. Baby boomers expect greater mobility than previous generations, even as they transition from using personal vehicles to other forms of travel, according to a WisDOT study.

- 25% of all households in the City of Milwaukee did not have access to a car compared to only 8% statewide, according to the 2000 census.
- 43% of public transit riders in Milwaukee use public transit to get to and from work. 75% of those are considered captive because they do not have a car. Without a good public transit system, many people may not be able to keep their jobs. Net job growth has occurred in the suburbs since 1995, according to the Center for the Study of Jobs & Education in WI. While job opportunities remain in Milwaukee, more new jobs are located in the surrounding counties, areas inaccessible or outside of the current public transit system. This denotes a serious mismatch between where job seekers live, what can be accessed by public transit, and where jobs are located. With a concentration of unemployed and underemployed in Milwaukee, traveling to and from jobs, and seeking new opportunities within the region has become a major challenge.

Little cooperation exists among public transit system operators in the communities in and around Milwaukee County. The result is limited connectivity across county lines and between cities. Without a seamless transition of public

transit modes, fares and schedules, commuters have limited ability to access jobs, education, and health care across jurisdictional boundaries, resulting in lost work hours, lost wages and reduced productivity.

The current public transit system (buses that make frequent stops) is not well suited for longer trips. Express buses, streetcars, commuter or light rail which serve long distance commutes would greatly increase the feasibility of choosing public transit for work related commuters.

Another challenge is to get people to existing and expanding employment centers, such as downtown, the Menomonee Valley, or the 30th Street Industrial Corridor. Outlying employment areas, such as the County Grounds, should also be better served by public transit. Public transit can help to strengthen employment across the region.

**3. The region currently lacks an entity with authority and a dedicated revenue source to implement public transit solutions.**

Only recently has Milwaukee decided to pursue a three county Regional Transit Authority (RTA). The RTA members consist of Milwaukee, Racine and Kenosha

counties, in coordination with SEWRPC, as well as state and federal authorities. Dedicated funding for the RTA could come from a variety of sources: sales tax, rental vehicle tax, property tax, and local vehicle registration fees. This fledgling organization faces significant challenges as it attempts to foster greater public transit.

**4. Decentralized land use patterns have resulted and continue to result in increased automobile usage.**

The pattern of sprawl continues to effectively shift population in the region outward, resulting in increased vehicle trips and vehicle miles, and a decline in occupancy per vehicle. Commutes are longer; accidents and congestion are increasing.

Between 1963 and 2001, the region experienced:

- 58% increase in households, mostly outside of the City of Milwaukee
- 113% increase in the number of vehicle trips
- Decline in vehicle occupancy from 1.42 persons to 1.05 persons per vehicle
- 203% increase in vehicle miles of travel

- 149% increase in the number of personal vehicles available to residents

Sprawl results in inefficient use of personal resources, but also results in inefficient use of state resources, by improving infrastructure which serves low density, decentralized areas.

**5. As a region, we are heavily overinvested in transportation choices that pollute, contribute to a sedentary lifestyle, and negatively impact the environment.**

Automobile dependence may lead or lead to less exercise, especially compared to walking and bicycling which improves health and reduces emissions. Preventable public health issues such as obesity, heart disease, diabetes and respiratory ailments are on the rise. A transportation system that necessitates hours of automobile commuting over walking, bicycling or public transit ride-sharing, impacts these issues. Vehicle exhaust is the leading cause of air pollution that contributes to asthma and cancer. On a global scale, emissions of greenhouse gases from vehicles are a major contributor to climate change.





## COMPLETE STREETS LEGISLATION

Wisconsin is one of only a few states that has passed Complete Streets legislation. This important legislation provides for accommodation of bicycle and pedestrian facilities in reconstruction or new street projects.

### What are Complete Streets?

Complete streets are designed and operated to enable safe access for all users. Pedestrians, bicyclists, motorists, and public transportation users of all ages and abilities are able to safely move along and across a Complete Street.

### The Many Types of Complete Streets

There is no one design prescription for Complete Streets. Elements may include: sidewalks, bike lanes (or wide paved shoulders), special bus lanes, comfortable and accessible public transportation stops, frequent crossing opportunities, median islands, accessible pedestrian signals, curb extensions, and more. A complete street in a rural area will look quite different from a Complete Street in a highly urban area, yet both are designed to balance safety and convenience for all users.

### Menu of Options

A large part of the complete streets movement is the documentation of good design options that may apply to a range of urban to rural settings.



## POLICIES

I. MAKE TRANSPORTATION DECISIONS TO SUPPORT ECONOMIC DEVELOPMENT, ENVIRONMENTAL SUSTAINABILITY AND COMMUNITY GOALS. **Planning, locating, building, and maintaining transportation infrastructure involves critical decisions that significantly impact other aspects of Milwaukee’s urban fabric and function. Wise, informed decision making with a long term vision can result in vast improvements in the quality of life for people, businesses, and whole communities within the Milwaukee region.**

A. ***Coordinate regional transportation planning with land use planning***

1. Support compact development patterns that are readily served by public transit
2. Encourage development of job and activity centers on public transit lines through incentives such as density bonuses and flexible zoning
3. Continue to support freeway upgrades which do not require increases in width and do not require double decking, while supporting freeway upgrades that provide space for future multi-modal options
4. Reuse and redevelop existing facilities, brownfields and greyfields within the city already served by public transit connections and transportation infrastructure
5. Review parking policies and development of new parking lots to reduce areas devoted to surface parking
6. Encourage people who have long, single destination commutes to consider public transit

B. ***Assure city zoning codes and policies support multi-modal transportation***

1. Provide zoning and incentives for Transit Oriented Development (TOD)
2. Plan parking to support public transit options
3. Continue to promote industrial development along rail corridors, near the port, and near airport freeway interchanges
4. When creating site design standards or approving site plans for new industrial or office parks, consider access by all modes of transportation. These areas should have sidewalks, well designed parking lots, pedestrian connections, and provisions for multi-modal transportation

C. ***Promote transportation improvements that enhance health and quality of life***

1. Promote public awareness of available transportation options and the impact travel choices have on household finances, personal quality of life, health, society and the environment
2. Promote incentives that encourage the use of more efficient commute modes including free or discounted public transit fares; company travel reimbursement for bicycle or public transit mileage for business trips; commuter savings accounts; preferred parking for car pools; and providing a transportation allowance as an alternative to free parking for employees
3. Promote multi-modal transportation options as part of an urban lifestyle
4. Identify, evaluate and mitigate environmental impacts of transportation investments and operations including impacts on air and water quality, noise, climate, environmentally critical areas and endangered species
5. Consider requiring street reconstruction projects to include a basic health impact analysis that rates a project based on public health impacts



## II. CONNECT MILWAUKEE TO THE COUNTRY AND THE WORLD FOR TRADE AND TRAVEL.

**Capitalize on Milwaukee's location and infrastructure assets to enhance its position as a destination and hub in the global marketplace.**

### ***A. Preserve and improve mobility and access for the transport of goods and services***

1. Design street improvements on designated streets to balance trucking needs and access to businesses with pedestrian and neighborhood safety
2. Maintain and improve rail lines and multi-modal facilities to safely and efficiently accommodate use and movement of freight as well as passengers
3. Maintain infrastructure of the Port of Milwaukee, and preserve and enhance multi-modal connections
4. Coordinate the review of potential operational or legislative changes that may impact the movement of passengers and freight
5. Promote a multi-modal freight transportation strategy, including rail, truck, air and water transport for the efficient movement of goods to support economic development. Work toward improved inter-modal connections between rail yards, industrial areas, airports, the port, and regional roadways.
6. Support and promote the midwest high speed rail system linking Chicago, Milwaukee, Madison, and Minneapolis

### ***B. Maintain and expand passenger multi-modal transportation options and facilities***

1. Continue developing the "Aerotropolis" to support economic development around the airport.
2. Encourage greater use of Milwaukee's Inter-modal Station through expansion of existing services and the addition of commuter and high speed rail, as well as strengthened connections to major downtown destinations and the Port of Milwaukee
3. Support the existing high speed ferry service and a stop or a connection to Great Lakes cruise ship service at the Port of Milwaukee or Municipal Pier



III. SUPPORT THE EXPANSION OF PUBLIC TRANSIT AND PROMOTE OPTIONS THAT CONNECT THE GREATEST NUMBER OF PEOPLE TO THE GREATEST NUMBER OF DESTINATIONS.

**A focus on moving the greatest number of people efficiently rather than the greatest number of automobiles (most with only one person per vehicle for journey to work) will enhance the quality of life and mobility of the city, reduce the environmental impact of the transportation system, and improve the economic position of many households.**

**A. Support the expansion of public transit options and service**

1. Support expansion of local public transit service hours and frequency
2. Support the development of bus rapid transit, streetcar, or an express bus network
3. Develop a sustainable fixed guideway transit system, such as a streetcar, to initially circulate people in downtown and nearby neighborhoods, with a plan to fund the initial segment, guide future expansion and allow Milwaukee to be more competitive in receiving federal transportation funds
4. Support commuter rail initiatives connecting Milwaukee to other urban centers in the region
5. Support rail initiatives connecting Milwaukee to other large urban centers in the state and country, like the midwest high speed rail initiative

**B. Explore funding and governance options for the maintenance and operation of new and existing modes of public transit**

1. Maximize the return of federal and state funding to the city and county for public transit
2. Support policy changes that balance transportation funding between highways and public transit
3. Support policy changes at all levels of government which emphasize fix it first or the maintenance of existing streets and freeways prior to major expenditures on redesign and reconstruction
4. Support the efforts of a regional transit authority (RTA), with a dedicated funding source, and its authority to coordinate and implement public transit services across jurisdictional boundaries within the region
5. Explore alternatives to fund public transit expansion such as development fees, parking, tolls, congestion pricing, and TIFs

**C. Provide amenities which enhance the experience of public transit users**

1. Provide stops that are easily identifiable, comfortable and safe, with schedules posted
2. Support adding amenities at stations such as user friendly routing information, ticketing, and real time schedule information
3. Make public transit services and amenities available for people of all abilities, especially those who depend on public transit for mobility
4. Implement the city's downtown parking plan and park once concept and expand the concept to other retail corridors and neighborhood centers



IV. MAINTAIN A SUSTAINABLE AND WELL BALANCED STREET AND HIGHWAY NETWORK THAT SAFELY AND EFFICIENTLY MOVES PEOPLE AND GOODS AND SUPPORTS THE ECONOMY. **As the primary circulatory framework for transportation, streets must continue to be improved structurally and functionally to be used as efficiently as possible. Where feasible, rights-of-way can be restructured to accommodate a greater diversity of transportation options and to minimize the impact on the environment.**

**A. *Maintain the existing system of streets and bridges***

1. Improve the quality of pavement through regular and adequate maintenance of city streets
2. Continue the practice of designating a system of streets to accommodate heavy vehicles and trucks
3. Improve the safety and operational conditions at freight rail and street crossings
4. Continue to support freeway upgrades which do not require increases in width and do not require double decking, while supporting freeway upgrades that provide space for future multi-modal options
5. During routine maintenance, consider necessary infrastructure adjustments which support future public transit options, for example relocate manhole covers and underground utilities to accommodate future streetcar routes
6. Ensure bicycle lane markings are maintained, and consider separated bike lanes on heavily trafficked routes

**B. *Continue to encourage integration of Complete Streets principles and sustainability into street design and reconstruction projects***

1. Continue the practice of designing for multi-modal transit options for new or reconstructed streets. Complete streets ensures comfortable capacity for pedestrians, bicycles, public transit and automobiles. Also consider placement of utility infrastructure as it impacts Complete Street design
2. Include stormwater facilities and sustainable boulevards with street design where feasible
3. Consider pedestrian islands and other features to improve pedestrian safety
4. Include bike lanes where feasible
5. Consider narrowing rights-of-ways that are unnecessarily wide and use the space gained for extra sidewalk width, landscape, or bike lanes

**C. *Provide transportation demand management, also support programs and strategies aimed at reducing car trips, minimizing miles driven and increasing occupancy***

1. Encourage efficient street usage by means of progressive traffic signals
2. Support and encourage car sharing programs especially in dense areas of the city.
3. Develop education programs to provide information about the real cost of commuting via automobile
4. Encourage the adoption of incentive programs for employees that recognize and reward car pooling, public transit use, or alternatives to automobiles

V. INCREASE OPPORTUNITIES FOR WALKING AND BIKING AS PRACTICAL OPTIONS THAT CONTRIBUTE TO NEIGHBORHOOD VITALITY AND PUBLIC HEALTH. **The transportation infrastructure of the city can be improved by expanding facilities and infrastructure to support transportation options for people of all abilities.**

A. **Create attractive and convenient pedestrian and bicycle routes and facilities**

1. Expand opportunities to bike with more on-street bike lanes, shared-use paths, bicycle boulevards, cycletracks, and raised bike lanes, and seek out innovative ideas that go beyond lanes and trails to encourage even more people to bike
2. Expand opportunities to walk with more shared-use paths, riverwalks and pedestrian corridors, and seek out innovative ideas to encourage even more people to walk, while ensuring accessible routes for people of all abilities
3. Provide well designed pedestrian crosswalks and islands; especially near schools, parks and access points to other transportation facilities
4. Implement designs that foster safety for all street users
5. Increase law enforcement measures that improve safety, such as yield compliance and camera-monitored or other speed enforcement for motor vehicles. Support public service announcements to increase motorist education on bicycle and pedestrian rights and laws
6. Continue to support police presence on foot, bike, and horse
7. Continue to use Complete Streets design concepts
8. Continue to update the City's Bike Plan and develop a Pedestrian Plan
9. Promote Safe Routes to Schools concepts within the city and region

B. **Provide amenities for bikes and cyclists**

1. Increase covered and secure bike storage options especially at multi-modal connections
2. Encourage employers to provide access to showers and rest rooms for people biking to work
3. Increase the quantity of bike storage racks at activity centers, commercial areas, and public transit stations
4. Integrate bike transit with new forms of bus rapid transit and rail





**C. Ensure accessibility for people of all abilities**

1. Maintain sidewalks especially along major arterials
2. Continue to comply with ADA standards and use universal design for all new and reconstruction street projects
3. Develop creative pedestrian and bicycle options and incorporate access across barriers such as rivers and freeways

**D. Utilize streetscaping to create safe and engaging pedestrian and bicycle friendly spaces**

1. Plan and implement pedestrian and bike friendly lighting improvements
2. Invest in wayfinding for directions and ease of use on major thoroughfares
3. Incorporate public art and street furniture in street reconstruction projects as funds will permit
4. Provide landscaping with trees and generous planting strips between the street and sidewalk where feasible





# ECONOMIC DEVELOPMENT



*“I think there is something about coming to a **city to work** that puts you **in touch** with it in a different way.”*

*– Marilyn Hacker*

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# VISION FOR SUCCESS

This plan envisions growing the local economy sustainably and providing all city residents with the opportunity and resources necessary to achieve economic stability and success.

The vision of success for Economic Development includes:

## **Strong Neighborhoods**

Neighborhoods will be safe, walkable, diverse, thriving, and culturally rich.

## **Quality Education**

Children will be empowered with the tools needed to reach their full potential, including a superior education.

## **Employment Opportunities**

Citizens will have equal access to living wage, family supporting jobs with benefits.

## **Sustainability**

The environment and economy will support and sustain a high quality of life for this generation and future generations.

## OVERVIEW AND INTRODUCTION

For much of its history, Milwaukee's economic identity was rooted in the early visions of two of the city's founders. Solomon Juneau, Milwaukee's first mayor, came to Milwaukee from Montreal to run a trading post. Byron Kilbourn, who hailed from Ohio, recognized that Milwaukee's location on the shores of Lake Michigan conferred great potential for development of a port.

As the Wisconsin Territory was settled by farmers who eventually grew one-sixth of the wheat grown in the United States, Milwaukee became the largest shipper of wheat in the world. Early industries processed Wisconsin's agricultural bounty, turning wheat into flour, grain into beer, and cow hides into leather and shoes.

The immigration of large numbers of Europeans to Milwaukee beginning in the 1840s brought new talents to Milwaukee's workforce and infused the local economy with entrepreneurial spirit. The wheat trade declined, to be replaced by a growing iron and steel industry and manufacturing that added value to these raw materials. Sprawling complexes turned out engines, tractors, electrical equipment, controls, mining shovels, and automobile frames. People seeking jobs and opportunity flocked to "the machine shop of the world." Successful union organizing campaigns improved wages and working conditions for factory workers, and toward the end of the 19th century, one out of two plant workers belonged to a union.

Milwaukee's industrial success continued well into the 20th century. The city's early growth was fueled by a flood of European immigrants, primarily from Germany, Poland, Italy and Ireland. As Milwaukee matured, immigrants from Mexico and African-Americans from the southern states found decent-paying factory work in Milwaukee.

Milwaukee's industry and economy grew on the foundation of southeastern Wisconsin's assets: good agricultural land, the availability of unlimited fresh water needed for industrial processing and beer production, proximity to Chicago and its rail transportation hub and steel mills, a strong system of public education, and the availability of highly-skilled workers. These assets remain largely intact today. But Milwaukee's economy has changed dramatically. Evidence of that change is all around us. It is symbolized by the conversion of old factory complexes into shopping centers, office parks, and condominiums.

Over a 30 period, from 1970 to 2000, due to the relocation of industry and competition from emerging markets over seas, manufacturing employment plummeted by more than 77,000 jobs. The loss has continued in the last decade; manufacturing accounts for nearly 95% of all job loss in Milwaukee since 2000, according to a Brookings Institution analysis of Bureau of Labor Statistics data. About 40% of the workforce was employed



in manufacturing in 1960; today, that proportion is 17.4%, according to the 2007 American Community Survey. Key factors driving this dramatic change include the relocation of manufacturing firms to new facilities in suburban locations within metro Milwaukee; the movement of industrial production to lower-wage locations, initially within the United States and now dominantly internationally (particularly in Latin America and Asia); and significant increases in productivity spurred by innovation technology. While manufacturing remains a very significant

sector of Milwaukee's economy, the loss of production jobs means that remaining manufacturing jobs tend to be positions that require higher levels of education and skill than the factory jobs of Milwaukee's past.

Many of the lost factory jobs were replaced by service sector employment, particularly in the education, health care, and professional and business services sectors. According to the 2007 American Community Survey, 24.4% of Milwaukee's population now works in education, services, and health care

and social assistance, and nearly 11% is employed in retail trade.

Along with the shift in employment patterns, Milwaukee has experienced significant population loss. Over the past 50 years, the city's population has fallen from the highest point in its history (741,000 in 1960) to just over 600,000 today.

These trends illustrate the importance of creating jobs and expanding Milwaukee's tax base through economic development.



## OPPORTUNITIES

### 1. **Milwaukee and the southeast Wisconsin region have significant locational advantages for business.**

The southeast Wisconsin region is located amidst rich renewable resources. The agricultural productivity of the nation's breadbasket lies to the west and south. To the north are timber and mineral resources. Lake Michigan gives the region access to the world's largest supply of fresh water, and the Milwaukee Water Works has ample capacity to deliver a reliable, reasonably priced supply of clean water to customers.

The region is part of a mega-city anchored by Milwaukee and Chicago. This 90-mile string of Lake Michigan coastal cities has a population of more than ten million, 36 Fortune 500 companies, 18 members of Congress, nine professional sports teams, and more than 100 colleges, universities and technical and professional schools.

The region also is close to Canada, putting major international markets within easy reach. The region's

proximity to the academic hub of Madison provides great opportunities for cooperation and synergy.

Southeast Wisconsin also is largely safe from the natural disasters that interrupt business, such as hurricanes, flooding and earthquakes. Forbes.com noted this in naming Milwaukee the nation's second safest city in 2009.

As the economic and cultural hub of the southeast region and the state of Wisconsin, Milwaukee brings very significant locational assets to the region. These include an outstanding quality of life and a growing international atmosphere within the city strengthened by ongoing immigration and the global reach of Milwaukee companies, institutions and organizations.

Milwaukee is building a culture of innovation, developing new products, processes, and approaches to doing business. Companies like Rockwell Automation, Johnson Controls, Direct Supply, and Manpower continually develop new

technologies and approaches to solve 21st century problems and serve new markets.

Milwaukee's colleges, universities, professional and technical schools are another important aspect of the culture of innovation. These institutions, particularly UW-Milwaukee and the Medical College of Wisconsin, are engaged in ground-breaking research with potential commercial applications.

Milwaukee is also the transportation hub of the region. People use Milwaukee's network of streets to get to jobs; employers use the streets to move goods and services. Mitchell International Airport is a key asset that supports economic growth, and the city is well served by freight and passenger rail service and freeways. Proposals to construct a starter streetcar system in downtown Milwaukee and plans for high-speed rail linking Milwaukee to Chicago, Madison and Minneapolis will significantly enhance local transportation assets. The City-run Port of Milwaukee is another essential transportation link for many industrial employers.



**2. The Milwaukee 7 Regional Economic Development Organization is formulating and executing strategies that benefit the economy of Milwaukee and the entire metropolitan area.**

The Milwaukee 7 was formed in 2005 to align the economic development efforts of governments, economic development organizations, and employers throughout seven southeast Wisconsin counties (Milwaukee, Waukesha, Washington, Ozaukee, Racine, Kenosha, and Walworth). The mission of the organization is to retain and attract employers and talent. Its work is organized around achievement of three goals:

- Grow, expand and attract existing export driver industries and emerging business clusters.
- Strengthen our capacity to innovate.
- Enhance the competitiveness of the region.

The Milwaukee 7 and its affiliates, the Milwaukee 7 Water Council, the Milwaukee 7 Next Generation Manufacturing Council, and the Regional Workforce Alliance, bring an unprecedented level of cooperation and expertise to the region's efforts to attract, retain and grow employment. The Milwaukee 7 has identified the water technology and next generation manufacturing sectors as being especially well-positioned to increase employment opportunities in the region, and is supporting efforts to grow these industries. Milwaukee 7 also is spearheading activities that provide resources to local entrepreneurs and inventors.

Milwaukee 7 adds significant capacity to corporate recruiting capability throughout southeastern Wisconsin. A robust site selection web site and responsive staff provide robust support to efforts to sell Milwaukee nationally and internationally as a business location.

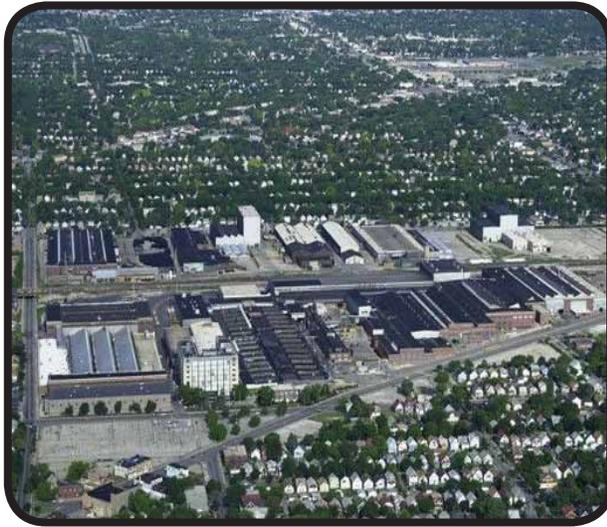
**3. The Milwaukee Area Workforce Investment Board has reorganized its services to better assist employers and job-seekers, and a new Regional Workforce Alliance is bringing new workforce development resources to the region.**

The Milwaukee Area Workforce Investment Board, which receives significant federal funds to provide residents with job training, job search assistance, and work-readiness, was reorganized with Milwaukee's mayor as its chief local elected official in 2007. The mayor now appoints WIB members and its CEO, who serves on the mayor's cabinet. MAWIB plans, coordinates and monitors the entire workforce development system while also providing direct services through a network of local service providers.



**ECONOMIC DEVELOPMENT PARTNERS**

The City of Milwaukee relies on other governmental partners to help foster economic development. These include, at a regional level, SEWRPC and Milwaukee 7; Milwaukee County; at the State level, Departments of Commerce, Natural Resources, Administration, Transportation, and WHEDA; at the Federal level, HUD, EPA, EDA, EDI; also foundations, and more.



The connection between MAWIB and City government provides new opportunities to coordinate workforce development with City policy and program initiatives. For example, MAWIB is helping to implement new local hiring requirements imposed on developers that receive City financial assistance.

Part of MAWIB's coordinating function is the administration of the One Stop System under the federally funded Workforce Investment Act (WIA) as well as the Food Stamp and Employment Training (FSET) program and other funding sources. These funds provide training to low-skill and displaced workers and underwrite customized training costs incurred by employers. These resources must meet the needs of multiple customers: job-seekers who want to improve their skills, and employers who need assistance in finding or preparing qualified workers.

MAWIB is an active partner in the recently-formed Regional Workforce Alliance (RWA), along with workforce investment boards in six other southeast Wisconsin counties. The RWA was organized to make the Milwaukee 7 region more efficient and systematic about

getting people matched to careers in growth areas. RWA was awarded a significant Workforce Innovation in Regional Economic Development (WIRED) grant by the U.S. Department of Labor in 2008.

Major goal areas for the RWA and WIRED initiative include:

- growing talent to fuel driver industries,
- transforming the workforce development delivery system, and
- linking and leveraging assets for the long-term.

4. **There is a growing network of support for entrepreneurs and emerging businesses in Milwaukee.**

In 2007, the Milwaukee 7 recognized the importance of strengthening the region's entrepreneurial climate. A year later, BizStarts Milwaukee was launched to implement a variety of initiatives that assist entrepreneurs in obtaining the education, technical assistance, and financing they need to succeed. BizStarts has created a powerful web portal for entrepreneurs, recruited 25 local CEOs to mentor emerging companies, developed a ten-week comprehensive course for early stage emerging

companies, sponsored major networking events, publicized the success of local entrepreneurs, and established a consortium of 20 colleges and universities to improve entrepreneurial education.

These new efforts complement ongoing programs sponsored by a variety of organizations that focus on the growth of minority-owned firms. The Metropolitan Milwaukee Association of Commerce operates a Supplier Diversity Module that connects minority-owned business with large corporations. The City of Milwaukee has increased the required level of participation by emerging business enterprises in City contracting as well as private projects that receive significant City financial investment. Lending programs, including the micro-credit program operated by the Wisconsin Women's Business Initiative Corp. and the Capital Access Program run by the Milwaukee Economic Development Corp., have improved access to financing for women- and minority-owned companies. A new incubator developed by the Northwest Side Community Development Corporation within a building owned by DRS has creatively re-purposed surplus production space into attractive quarters for new small firms.

**5. A new federal Job Corps facility will begin operating in Milwaukee in 2010.**

Job Corps is a vocational job training program administered by the U.S. Dept. of Labor. The program links low-income youth from 16 to 24 years old with education, job training and placement. Most students live on campus, in a 24/7 learning environment.

The average applicant to Job Corps does not have a high school diploma or GED and needs additional reading, math skills and job skills training to meet requirements of many entry level jobs. However, nine out of ten Job Corps graduates go on to jobs, apprenticeships, and higher education.

A new Job Corps campus serving 300 students will open on Milwaukee's northwest side in 2010. Training will be provided in three occupational clusters: manufacturing, construction and health care.

**6. City government continues to develop expertise and invest resources to redevelop brownfield manufacturing sites as places where 21st century employers can prosper.**

A decade ago, Milwaukee's Department of City Development and its Redevelopment Authority tackled the re-invention of the state's largest brownfield site, the Menomonee Valley. The

project attracted local, state and federal resources to demolish abandoned industrial buildings, remediate pollution, construct new infrastructure, and create new business sites that have had strong market appeal. Companies attracted to the Menomonee Valley Industrial Center have restored this accessible central city location as an important employment base. Partnerships with employers and property owners played a key role in achieving support for the Menomonee Valley redevelopment, and an innovative nonprofit organization, Menomonee Valley Partners, has expanded the efforts begun by local government.

Starting in 2010, City government will undertake another large-scale industrial redevelopment, at the site of the former A.O. Smith and Tower Automotive plants on Milwaukee's north side. For this project, the renewal strategies used successfully in the Valley will be refined and enhanced with green initiatives, including the installation of alternative energy infrastructure, and targeted workforce development efforts. By returning formerly polluted land to productive use, brownfield redevelopment is a significant tactic to expand the tax base.

Milwaukee is recognized as a Brownfield Showcase Community by the U.S. Environmental Protection Agency, and has been named as a national pilot site for EPA's Environmental Justice economic development/environmental sustainability program. The

Menomonee Valley Industrial Center and Business Park garnered the EPA Region 5 Phoenix Award and national People's Choice Phoenix Award in 2009. These are the highest honors bestowed for brownfields projects in the United States.

**7. There is growing interest and support for Science, Technology, Engineering and Math (STEM) education among both educators and employers in Milwaukee.**

STEM refers to programs in the areas of science, technology, engineering and mathematics. Skill development in these areas is critical for Milwaukee's economic future and for the job prospects of individual job-seekers. Through 2014, job openings requiring expertise in science, technology, engineering and math will increase by 18.3%, compared to 11.5% for all occupations, according to the University of Wisconsin-Madison Center on Education and Work.

In the last several years, local primary, secondary and post-secondary schools, professional organizations and employers have become engaged in pro-active efforts to promote STEM education. Engineers and Scientist of Milwaukee, Inc. has established an initiative called STEM as a clearinghouse for educational activities in the area, including Project Lead the Way.

PLTW is a curriculum that makes math and science relevant by involving students in hands-on, real-world





projects. Students understand the relationship between their classroom lessons and opportunities for higher education and careers. The curriculum also appears to help students gain other skills that are valuable in the workplace, such as solving workplace problems and treating others respectfully.

In Milwaukee, Project Lead the Way is being implemented in six MPS high schools and 11 middle schools serving approximately 4,000 students, the most of any school district in Wisconsin. Collaborations allow classroom work to be supplemented with field trips and special projects; partners include Rockwell Automation, CH2M Hill, Marquette University, UW-Milwaukee, Milwaukee School of Engineering, the Society of Women Engineers, the Society of Hispanic Engineers, and the National Society of Black Engineers.

On the post-secondary level, new engineering schools are on the drawing boards at both UWM and Marquette, and UWM's College of Engineering and Applied Science recently added 21 professors.

**8. Milwaukee's standing is improving in quality of life rankings that influence a city's ability to attract talent.**

Successful employers rely not only on home-grown talent, but also work hard to attract well-educated people from all over to their firms. Highly-educated individuals who bring their skills and experience to Milwaukee

are a significant economic asset, and it is thus appropriate to focus on attracting a more educated population. Milwaukee's image was long considered a barrier to the attraction of job applicants from other parts of the country, but that is changing. Strategic investments like the recent redevelopment of Milwaukee's downtown and riverfront neighborhoods have helped to increase the city's appeal to a young, educated, mobile population. Recent rankings from a variety of sources that rate quality of life applaud Milwaukee for recent downtown and riverfront development, employment prospects among professionals, the concentration of Fortune 500 companies here, and the city's reasonable cost of living.

Among these rankings are the following:

- Forbes ranks Milwaukee as the 9th best city for singles (2009), and the 9th best city for new professionals (2008), one of ten up-and-coming tech cities, and one of the nation's most affordable cities to live well.
- American Style ranks Milwaukee as one of the nation's top 25 arts destinations.
- BizJournals calls Milwaukee one of the top 15 most fun cities in America.
- Front Door.com's ranking of cities with moderate climates rates Milwaukee as the nation's 4th "coolest" city (2009).
- Marketwatch rated Milwaukee as the nation's 16th best metro area

for business (2008).

- Men's Journal named Milwaukee a "comeback city" in its Best Places to Live rankings (2008).
- Newsmax Magazine places Milwaukee in 11th place on its list of "Uniquely American Cities & Towns" (2008).

**9. Downtown Milwaukee continues to evolve as a highly-attractive destination.**

A strong downtown is essential to the economic health of both the city of Milwaukee and the southeastern Wisconsin region. Recent development activity in the residential sector, particularly near the Milwaukee River, has increased population density and brought new vibrancy. The downtown and Third Ward Business Improvement Districts have instituted a broad variety of complimentary activities, including special events, the Downtown Ambassador program, and a retail recruitment initiative.

A 2010 revision of the 1999 downtown land use plan will explore the opportunities available for continued downtown development, including the creation of a streetcar line, improvements at the Milwaukee lakefront, and new visions for the west end of downtown near MacArthur Square and the long-vacant property at Fourth Street and Wisconsin Avenue.



## CHALLENGES

The structural changes in Milwaukee's economy present several significant challenges for the city's economic health and the well-being of its residents.

- 1. As Milwaukee's economy has become more diversified, high-wage manufacturing jobs have been replaced by lower-wage service employment, and poverty has increased.**

Although Milwaukee added a significant number of advanced service sector jobs that pay relatively high wages and export income between 1995 and 2005, they do not equal the number of high-wage manufacturing jobs lost during that period. As a result, Milwaukee lags behind both the state of Wisconsin and the nation in the growth of Total Personal Income (TPI). Governor Jim Doyle's Office of Economic Advisors reported that TPI grew 5.2% from 2005 to 2006 in Milwaukee, compared to growth of 6.7% nationwide. During the last five years, Milwaukee's TPI grew 15.%, compared with a 25.8% growth rate for the United States.

- 2. Today's jobs increasingly demand higher skills, and job candidates frequently require post-secondary education to compete for positions. The large numbers of Milwaukee students who fail to graduate from high school are unlikely to compete successfully for high-wage jobs, or meet the workforce needs of local employers.**

Milwaukee has large numbers of job-seekers who compete successfully for jobs because they can demonstrate that they offer skills needed by employers. Job-seekers without the credentials and experience employers demand are less competitive. Educational attainment is key: most jobs require a minimum of a high school diploma, and, increasingly, post-secondary education.

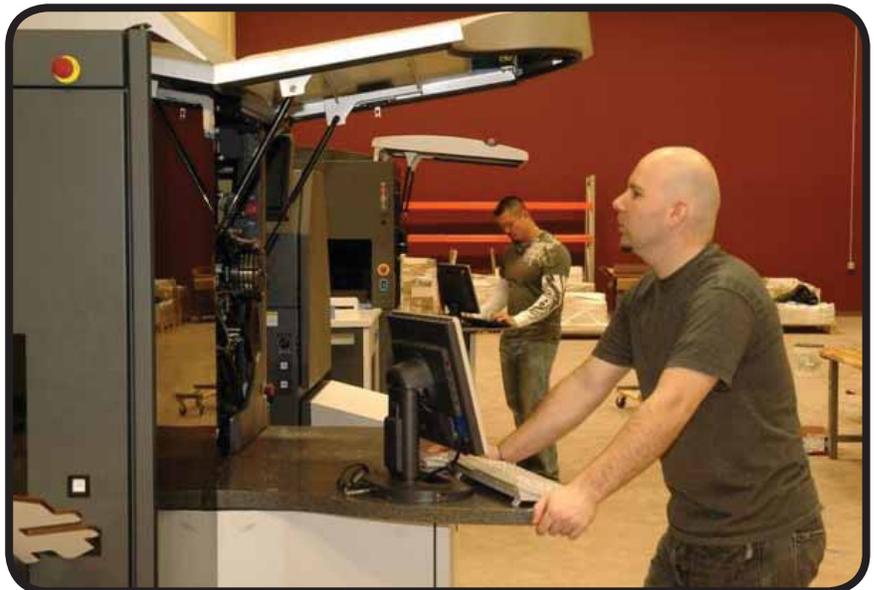
A recent U.S. Department of Labor analysis that pinpoints the nation's fastest-growing occupations indicates that more than half of the occupations expected to post the largest number of job openings

between now and 2016 require an associate degree or higher. Positions for which on-the-job training is more important than formal education are decreasing.

Locally, the most recent annual analysis of job openings conducted for the Regional Workforce Alliance by the University of Wisconsin-Milwaukee Employment and Training Institute found that, among the limited jobs available in the region during the recession, nine out of ten full-time openings and eight out of ten part-time openings required education or technical training beyond high school.

There is a clear link between educational attainment and earnings. Nationally, in 2007, median annual earnings for individuals with less than a high school diploma averaged \$17,250. Those who had earned a diploma earned just over \$25,000, while those holding a bachelor's degree earned \$40,300.

An analysis released in November 2009 concluded that if half of the 6,485 metro Milwaukee students





from the class of 2008 who dropped out had completed their diplomas, they would together earn almost \$41 million more in wages annually, compared to their wages without a diploma.

But many Milwaukee young people do not associate their school performance with the likelihood of future employment and earnings potential. The Milwaukee Public Schools reports a 69% graduation rate, compared to a 91% rate statewide. Although the rate has edged up by three percent over the last four years, nearly one-third of MPS students do not achieve even the minimal credential required for employment as adults.

Standardized test results among MPS 10th graders indicate that even those who graduate may struggle to successfully complete the higher education required to compete successfully for high-quality jobs. For standardized tests given during the 2007-2008 school year, only 38% of MPS sophomores were rated “proficient” in reading (compared to 75% of sophomores statewide), and

only 27% were rated “proficient” in math (compared to 69% statewide).

Milwaukee adults are less highly-educated than adults in other parts of the metro area as well as peer cities. While about 79% of Milwaukeeans aged 25 and older hold at least a high school diploma or GED, 87% of the adults in metro Milwaukee and 81% of adults in the nation’s 50 largest cities hold those credentials. Nationally, 28% of the population holds a bachelor’s or graduate degree. In Milwaukee, that figure is 22%.

**3. New job growth has been concentrated in the outlying areas of the city, and in other parts of the metropolitan area. The spatial mismatch between job openings and job-seekers contributes to high levels of unemployment in Milwaukee.**

Economies do not operate within the confines of neighborhood or municipal boundaries. However, a variety of factors have contributed to a spatial mismatch between jobs and job-seekers, limiting employment

prospects for a significant number of Milwaukee workers.

For the last 30 years, employers seeking new space have relocated to low-cost green field sites in nearby suburbs more frequently than they have built new facilities in the city. This trend was particularly pronounced from 1990 to 2000, when the metro area added 105,000 jobs, but the city of Milwaukee added only 4,100 jobs.

Significant cuts in public transit service have dramatically reduced the number of jobs accessible to transit-dependent residents. A 2008 analysis by UW-Milwaukee’s Center for Economic Development determined that, between 2001 and 2007, the elimination of just four Milwaukee County Transit System routes eliminated public transit access to 531 employers. The same study estimates that, within the four-county metro area, at least 40,000 jobs became inaccessible via public transit between 2001 and 2007.

Owing to the absence of state aid support for driver’s education in

## MEETING MULTIPLE CITY OBJECTIVES THROUGH ECONOMIC DEVELOPMENT

**The City of Milwaukee can use economic development tools to help achieve multiple policy objectives. For example:**

- **The City’s decision to invest in a business park that will be marketed to water technology firms advances the region’s goals to grow this industry.**
- **The provision of brownfield redevelopment resources to assist an employer also fulfills the public purpose of improving Milwaukee’s environmental health.**
- **City financial investment in a project, which generally carries with it certain requirements designed to meet the goals of employing Milwaukee residents, can support the growth of emerging and local businesses.**
- **Coupled with workforce development, city financial investment efforts can have a multiplier effect of providing a trained, diverse workforce.**

schools, many Milwaukee teens do not obtain driver's licenses prior to graduation. A UWM analysis of April 2008 Wisconsin Department of Transportation data found that only 10% of central city youth ages 16 and 17 had probationary licenses or instruction permits, while 90% were unlicensed. In addition, nearly 90,000 Milwaukee adults have lost their driving privileges because of license suspension or revocation.

Job-seekers who lack a driver's license face problems on two levels. Jobs that require an auto commute are no longer accessible. Also, because some employers consider possession of a driver's license a soft-skill measurement of reliability, people unable to produce a valid license are less competitive when seeking employment.

**4. While the City of Milwaukee has powerful tools available to assist in real estate development, tools to encourage business retention, expansion, recruitment, and training are modest relative to the needs of the local businesses and the demands of potential employer expansion.**

The following items in City government's economic development tool kit can be used to provide assistance to an employer:

- Financing through the Milwaukee Economic Development Corporation (MEDC), a tax incremental district, or the sale of industrial revenue or redevelopment bonds
- Measures that reduce the cost of a project, such as direct subsidy or allocation of credits that reduce an employer's tax liability
- Technical and financial support to remediate environmental problems
- Sale of City property, and assistance in site assembly
- Worker training funds

The City of Milwaukee has successfully used Tax Increment Financing (TIF) to encourage a great variety of real estate development. TIF also has been used creatively to support the retention and expansion of Milwaukee businesses such as Direct Supply, Falk/ Rexnord, and Aldrich Chemical. However, the power of TIF as a job-creation tool is limited for those projects that expand employment but do not result in significant property tax increment.

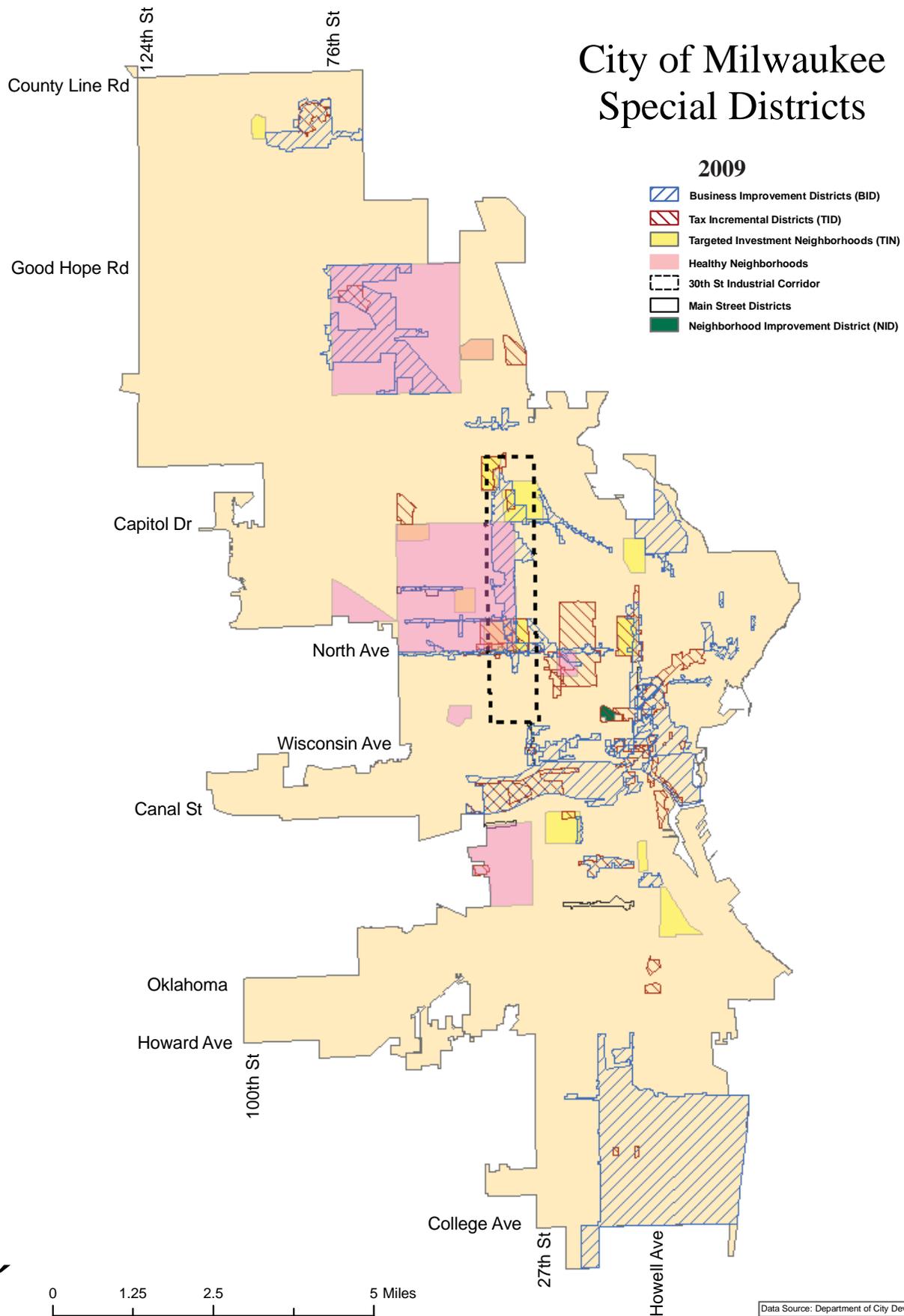
Wisconsin provides a cluster of incentives that reduce corporate income tax liability based on job creation, capital investment, employee training costs, and establishment or retention of headquarters facilities. While more modest than those available in nearby states, these tax credits generally are the foundation of incentives packaged to attract and retain employers in Milwaukee. The City supplements state tools with low-interest loans from the Milwaukee Economic Development Corporation, federal Renewal Community tax credits (if the company is located in the central city), tax-exempt bond financing, and small capital grants.

Wisconsin is not as aggressive as neighboring states with respect to tax-based incentives. According to the International Economic Development Council, incentives alone do not attract employers, but they can play a decisive role when "the last few sites are being compared." Property tax forgiveness, a tool used to attract employers and encourage business expansion in Ohio, Michigan and Minnesota, is not available in Wisconsin due to restrictive provisions in the State constitution.





# City of Milwaukee Special Districts



## POLICIES

Though political and civic leadership drives local initiatives to expand the regional economy, municipal government plays a critical role in the evolution and performance of the local economy. There are some very specific ways in which the City of Milwaukee has the ability to influence the business and employment climate, and to provide financial assistance to specific employment and development projects. The following policy objectives reflect these critical roles.

- I. ENSURE THAT THE CITY'S ECONOMIC DEVELOPMENT EFFORTS COMPLEMENT THE EFFORTS OF LOCAL AND REGIONAL PARTNERS. **Align with and leverage the Milwaukee 7 research, staff capacity and resources to support City of Milwaukee economic development staff for recruiting new employers and responding to inquiries from corporate site selectors. Regularly contact local employers to uncover opportunities to provide City government's support and provide valuable information about the impact of city services and policies on the success of local business.**

***A. Align City government's economic development efforts with the efforts of others pursuing economic and employment growth, and expansion of the tax base in Milwaukee and the region.***

1. Work with regional partners, particularly Milwaukee 7, to promote and grow the strengths of Milwaukee's economy
2. Encourage and support intergovernmental cooperation on economic development and workforce development activities and issues
3. Support the efforts of business-driven industry clusters, like the Water Council, that organize to promote specialized knowledge, research and development, marketing and workforce training to enhance global competitiveness of local firms





**B. *Align City government's economic development efforts with the needs of local employers, since most job growth occurs through the expansion of existing companies.***

1. Actively seek input from local employers in the formation of economic development programs and policy
2. Recognize that existing employers are the base of successful economic development efforts, and make existing employers City government's top priority
3. Align investments and strategic leadership with the Milwaukee Area Workforce Investment Board to ensure effective and timely response to the skills requirements and training needs of local employers
4. Consider creation of a strategic economic development plan to identify City government's role in high priority job initiatives and to maximize economic impacts of limited resources

II. MAXIMIZE AND TARGET CITY GOVERNMENT'S ECONOMIC DEVELOPMENT RESOURCES THROUGH PARTNERSHIPS AND TARGETED INVESTMENT. **The city's limited resources must be directed towards projects with the greatest public benefit. The value of city investment is multiplied when it aligns with the region's economic development strategy, serves the city's larger policy goals, complements workforce development efforts, and is paired with other sources of assistance.**

A. **Maximize and target City government's economic development resources to employers and sectors poised for growth in the Milwaukee region.**

1. Assemble a business development team within City government poised to identify and take advantage of opportunities for job growth and expansion of the tax base
2. Engage in and support activities that grow the entrepreneurial culture in Milwaukee
3. Coordinate efforts with local, state, and federal organizations interested in businesses generation, entrepreneurship, small business development, and business retention
4. Coordinate with the MAWIB CareerWorks Workforce Industry Sector initiative currently targeted toward the Health Care, Manufacturing, Construction, Green/Sustainability, and Retail & Hospitality

B. **Maximize and target City government's economic development resources so Milwaukee residents benefit from the growth of economic opportunity.**

1. Invest in the human and physical assets of the central city to create opportunities for employers in neighborhoods where residents are most in need of employment
2. Position public investment in economic development to promote the retention and growth of living-wage jobs for Milwaukee residents
3. Pursue economic development opportunities that expand the tax base to balance the tax burden between businesses and residents
4. Strengthen the economies of communities in need, using approaches such as the Main Street program and business improvement districts
5. Support high-quality public transportation networks that connect residents to job opportunities
6. Promote and enforce measures that require resident hiring and use of emerging business enterprises and local business enterprises for publicly-funded investments
7. Support driver's license recovery efforts for those whose employment opportunities are limited by lack of a license
8. Promote the provision of job training that results in professional credentials and certifications





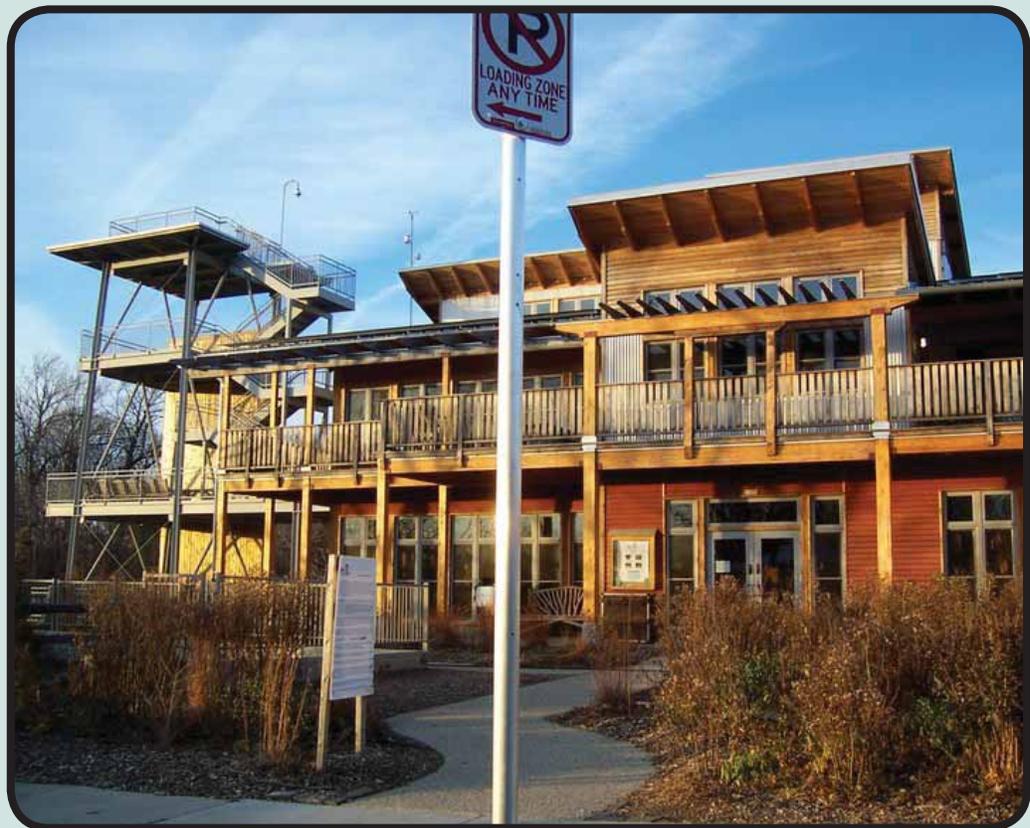
**C. Maximize and target City government's economic development resources through partnerships that leverage additional resources.**

1. Vigorously pursue funding and technical assistance opportunities made available through state and federal economic development programs
2. Extend the reach of City economic development staff through collaborations with community development corporations, Main Street districts, and business improvement districts
3. Assist neighborhood-serving retail businesses to remain competitive by providing support through programs such as façade grants
4. Assist in implementation of catalytic projects that leverage investment, improve quality of life, and create jobs for Milwaukee residents
5. Use long range planning to involve and empower citizens to preserve, transform or redevelop areas, neighborhoods, districts and corridors
6. Use regional planning to equitably distribute and protect resources

III. GROW THE WORKFORCE EMPLOYERS NEED THROUGH EDUCATION, TRAINING, AND ATTRACTING TALENT. **Worker quality and availability are top concerns among Milwaukee employers. Efforts to attract new business to Milwaukee succeed only when the business is convinced that a well-qualified workforce with the appropriate skill set is available here, or is willing to move to Milwaukee from elsewhere.**

A. ***Grow the workforce employers need by encouraging Milwaukeeans to finish high school and pursue post-secondary education.***

1. Support high-quality career and vocational education
2. Support youth employment activities that provide work-readiness, training, career planning guidance, and work experiences for teenagers, particularly those who live in neighborhoods with high unemployment
3. Encourage the growth of internship partnerships between local institutions of higher education and local employers
4. Encourage Milwaukee Public Schools to build on its most successful programs, such as Project Lead the Way and other STEM initiatives
5. Maintain the Milwaukee Public Library as a cornerstone of community literacy resources
6. Support and expand collaborative initiatives, such as the Life Ventures Partnership, that promote the future vitality of Milwaukee's economy by preparing young people to become life-long learners, productive workers and self-sufficient citizens





**B. *Grow the workforce employers need by providing robust training resources and vocational training preparation to the citizens of Milwaukee.***

1. Position the Milwaukee Area Workforce Investment Board to maximize federal resources available for job training
2. Support the growth of Milwaukee's institutions of higher learning, both public and private, both academic and technical, in locations that are accessible to city residents
3. Insist on adherence to best practices among agencies funded to provide work-readiness training to adults and young people
4. Support the development of Transitional Jobs programs to provide jobs and economic relief through neighborhood revitalization efforts
5. Coordinate public and private sector partnerships with MPS to achieve greater success with vocational programs intended to prepare students for both sustaining and emerging industries
6. Identify industry champions to promote the need for all types of skilled labor in Milwaukee, both blue and white collar

**C. *Grow the workforce employers need by making Milwaukee attractive to talent from elsewhere.***

1. Invest in quality of life measures that make neighborhoods more attractive
2. Invest in public transportation assets
3. Support efforts that promote Milwaukee's assets to regional and national audiences
4. Support activities of FUEL Milwaukee and other programs related to the Milwaukee 7 and the Regional Workforce Alliance
5. Position Milwaukee as a green city that values and supports environmental sustainability while also preparing our children, workforce, and industry for an innovative green economy
6. Develop and deploy model training programs that serve as on-ramps for lower skilled workers, provide clear pathways to career track jobs, and assist training providers to increase training capacity



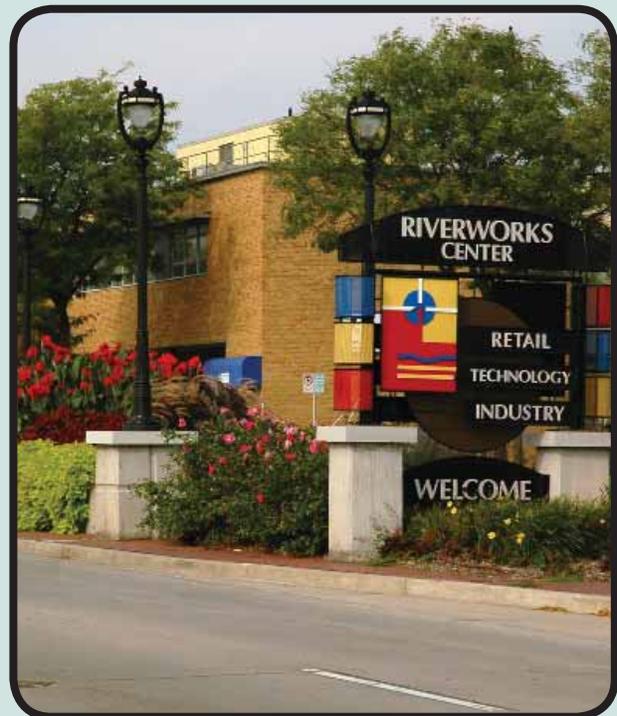
IV. OPERATE CITY GOVERNMENT IN A MANNER THAT SUPPORTS ECONOMIC DEVELOPMENT. City government's most important economic development function is to provide high quality, high value services to residents and businesses alike. A safe living and working environment, current and functional transportation and utility infrastructure, and a clear, fair and predictable regulatory environment help maintain a healthy business environment. Safety, a particularly critical issue for employers, is critical for attracting and retaining employees and customers.

**A. Operate City government in a manner that supports economic development by reducing crime.**

1. Continue to maintain a strong, effective police force
2. Support community-based activities that reduce crime, such as after-school and youth diversion programs, block watches, and prompt graffiti removal

**B. Operate City government in a manner that supports economic development by providing a high quality physical infrastructure and top-notch local government services.**

1. Fund a reasonable street repair and replacement cycle
2. Maintain Milwaukee's reputation for clean, abundant drinking water available at a fair price
3. Investigate and implement technology approaches that improve local government efficiency and service quality
4. Support the operation of a modern port
5. Support the growth of pedestrian traffic in commercial districts through measures such as streetscaping
6. Encourage high-quality design in the public realm to create both private development opportunity and significant public amenities





**C. Operate City government in a manner that supports economic development by ensuring a consistent, understandable and predictable regulatory framework.**

1. Balance the need to regulate with the desire to encourage employment and business growth
2. Use City government's web site to make regulations, application forms, and related information available at all times via the Internet
3. Recognize City employees who suggest ways to streamline and simplify regulations





# NATURAL RESOURCES

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*“The nation behaves well if it treats the **natural resources as assets** which it must turn over to the next generation.”*

*– Theodore Roosevelt*

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# VISION FOR SUCCESS

This plan envisions cleaner, more abundant natural resources throughout the city that are valued as economic and quality of life assets to be preserved and enhanced.

The vision of success for Natural Resources includes:

## **Green Infrastructure Improvements**

The city's green infrastructure network will be expanded, connected, and strengthened through restoration, management, and integration into the urban landscape. This network will provide aesthetic, recreational, educational, and ecological services to the city.

## **Accessibility**

Public access to parks, open space, and the natural environment will provide opportunities for active recreation, leisure, and engagement with the outdoor environment, regardless of age or ability.

## **Resource Management**

To ensure that irreplaceable environmental resources are available for future generations, and to ensure natural resources become recognized as environmental and economic assets, better stewardship is necessary.

## OVERVIEW AND INTRODUCTION

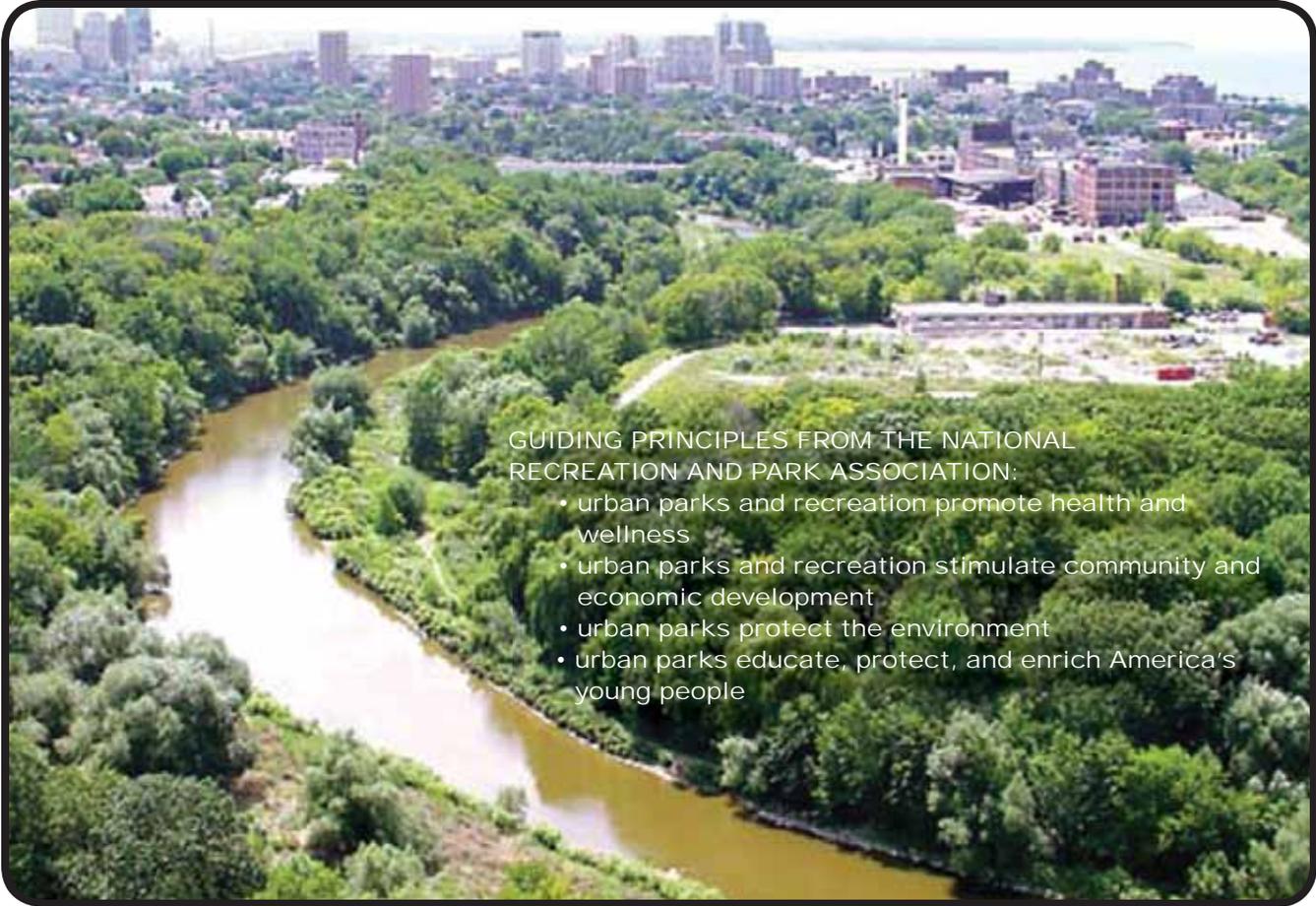
The City of Milwaukee's network of natural resources, and its green infrastructure is unique to this place. It is the city's life support system, helping to provide a healthy and enjoyable living environment and critical to economic progress and development. The importance of this network is clearly evidenced in efforts to green the community by planting trees, setting aside open space, improving and expanding access to parks and recreational opportunities, requiring landscaping in new development, improving stormwater management, and enhancing rivers and lakefronts. Beyond the clear quality of lifestyle benefits, natural resources provide valuable ecosystem services, such as air and water quality improvement, that are very costly if not impossible to replicate.

Natural resources have always been highly valued in Milwaukee. The city's location on Lake Michigan and its area rivers influenced the formation of settlements and helped to spark industries that relied on fresh water such as Milwaukee's famous breweries. Today, Milwaukee is directing intense effort and resources to enhancing its natural assets and is quickly becoming a leader in the fresh water technology industry.

In 2009, Milwaukee gained admission into the United Nations Global Compact Cities Program (UNGCCP), achieving recognition of the area's expertise and global leadership in fresh water technology and science. The area is home to more than 100 businesses that serve some aspect of the water technology industry. In 2007, academic and civic leaders, together with local businesses, formed the Milwaukee 7 Water Council, whose mission is to develop the Milwaukee region as the world water technology hub for fresh water research, economic development and education. The UNGCCP project will be under the leadership of the Milwaukee 7 Water Council.

Milwaukee County Parks and its partners have worked to revitalize the Lake Michigan lakefront. Cleaner beaches, recreational improvements such as volleyball courts, food vendors, and extended trails have contributed to the renewal of this valued space. With deliberate effort and substantial resources, the City of Milwaukee has rediscovered its riverfronts through revitalization and redevelopment, capitalizing on a valuable and sustainable economic asset.

Currently there are 3,609 acres of primary and



GUIDING PRINCIPLES FROM THE NATIONAL RECREATION AND PARK ASSOCIATION:

- urban parks and recreation promote health and wellness
- urban parks and recreation stimulate community and economic development
- urban parks protect the environment
- urban parks educate, protect, and enrich America's young people

secondary environmental corridors and isolated natural areas, 6,308 acres of parks and open space, and over 20 miles of rivers in Milwaukee. Havenwoods State Forest and Lakeshore State Park offer a variety of recreational opportunities while preserving precious environmental assets. Soldier's Home Reef is a National Historic Landmark fossil reef located near Miller Park, another one of the natural features that make Milwaukee unique.

The natural environment has always provided recreational and educational experiences, as well as stimulating economic opportunities. According to professor and author Richard Florida's book *Rise of the Creative Class*, parks, bike trails, riverfront, public spaces, and recreational facilities help drive locational decisions in the creative economy. The abundance and variety

of natural resources contribute to a high quality of life and firmly establishes Milwaukee as a vibrant, unique, and healthful city.

Urban agriculture, including community gardens, urban orchards, rooftop gardens, bee keeping and honey production, fish farming and more, is an initiative gaining momentum throughout Milwaukee, crossing age, educational, and ethnic barriers. These efforts can educate and engage residents in growing food, provide residents with access to healthy, locally-grown produce, reduce grocery bills, and return vacant land to productive community use. Local initiatives include Growing Power, which has achieved national attention, and Teutonia Gardens, a program to incorporate urban gardens into local educational curricula and to use locally-grown products in school-provided meals. The City of Milwaukee

has also partnered with Milwaukee Urban Gardens to encourage urban agriculture in neighborhoods where small intensive urban farming is permitted.

The existence of brownfield sites within Milwaukee provides both problems and opportunities. These once productive, industrial and manufacturing sites lie abandoned or underused and are in need of land assessment and remediation. Milwaukee, a national leader in brownfield remediation, received one of the largest EPA grants for brownfields clean up, assessment and revolving loans fund. The City's existing and planned brownfields redevelopment projects have the potential to generate significant demand for entry-level and advanced-skilled environmental workers.

OPPORTUNITIES



## LOCAL ACHIEVEMENT

**The City of Milwaukee has demonstrated its commitment to natural resources through the following initiatives:**

- Brownfield redevelopment and stormwater management in the Menomonee Valley and the 30th Street Industrial Corridor.
- Revitalization of the riverfront and lakefront.
- Increased tree canopy from 16% to 22% between 1996 and 2008 through the efforts of the Department of Public Works Forestry Division.
- City's first Leadership in Energy and Environmental Design for Existing Buildings Silver Certification for the City Hall Complex, which uses 10% renewable energy.
- Ranked 12th in Sustainlane's 2008 US City Ranking.
- Initial conversion from incandescent to LED traffic signals.
- Conversion of former limestone quarry and clean-fill landfill into Hartung Park.
- Stormwater Best Management Practices such as pervious paving and bioretention swales used in Josey Heights, the Lloyd Street School, and the 27th Street parkway rain gardens.
- City's first pervious pavement public use parking lot at Ward Street and Kinnickinnick Avenue.
- Green roofs on public buildings at 809 North Broadway, the Central Library, and several Housing Authority sites.
- Recycling of wood waste into pellets for power generation.
- Conversion of the city's diesel vehicle fleet and equipment to biodiesel, earning the City a Government Fleet Magazine Top 20 Environmental Leadership Award in 2009.
- Award from America in Bloom for efforts to beautify the city.
- Public-private partnerships to revitalize Johnsons Park, Riverside Park, and Washington Park.

**The Milwaukee County Parks Department was recently named the winner of the National Recreation and Park Association's Gold Medal Award for its demonstration of excellence in long-range planning and resource management.**

**Milwaukee Water Works now provides the Milwaukee area with some of the highest quality drinking water in the United States.**

**The Milwaukee Metropolitan Sewerage District is a leader in the nation for improving water quality in the City of Milwaukee through watershed planning, wastewater treatment, stormwater management, stream restoration and the Green Seams Program.**



**1. Milwaukee has demonstrated a public commitment to environmental protection and enjoys a strong community-based movement to protect environmental resources.**

The City of Milwaukee has demonstrated a commitment to sustainability through the establishment of the Milwaukee Green Team, the establishment of the Office of Environmental Sustainability, and through support for the Kyoto Protocol and the Great Lakes Compact. The City also has incorporated sustainability into its operations including green roofs, reduced emissions fleet, LED traffic signals, green alleys, recycling, and more.

The Milwaukee region is fortunate to have a strong network of environmentally focused nonprofit organizations, often formed from grassroots efforts. These groups, such as the Urban Ecology Center, Center for Resilient Cities, Milwaukee Riverkeeper, and others, work to increase awareness and generate funding to address environmental concerns. The efforts of these groups are unquestionably beneficial to the region, however, more work needs to be done to create stronger connections between all citizens and government to the environment. In addition to the system of parks, open spaces, and water resources, urban agriculture is gaining popularity in Milwaukee as one example of non-traditional creative uses of space and land. Growing Power's Will Allen has been at the forefront of these local efforts, promoting expansion of urban agriculture, bee keeping, fish farming, and other locally sourced, healthy produce. These efforts should continue to expand to provide fresh, local food in all areas of the city, as well as its role in engaging residents and children in food production.

**2. Milwaukee is fortunate to have access to three major rivers, Lake Michigan, and an abundant supply of water, an increasingly valuable natural resource.**

The fresh water resources of Lake Michigan and the area's rivers are tremendous economic and quality of life assets for Milwaukee, providing a lush, living landscape, drinking water, recreation, transportation, and a raw material critical to industry. Lake Michigan, the second largest of the Great Lakes, has attracted a cluster of fresh water based industries, some of which are located in Milwaukee. The Milwaukee 7 Water Council seeks to strengthen this cluster of businesses and the City anticipates development of a fresh water technology industrial park. The Great Lakes WATER Institute, a UWM research facility for water resources, conducts leading-edge fresh water research. The combination of water resources, research, and spin-off industry has the potential to create jobs locally and to increase Milwaukee's share of a growing sector in the global economy, clean water technology. To help protect this resource, Milwaukee entered into the Great Lakes Compact, an historic bi-national agreement that outlines a regional approach for sustainably managing the waters of the Great Lakes.

The city's rivers have also enjoyed renewed attention. Downtown Milwaukee has established the RiverWalk system along the Milwaukee River, with nearly three miles completed and more in progress. Environmental organizations have worked closely with government agencies to better treat stormwater and wastewater, gradually improving the city's waterways, creating more desirable real estate, and sparking riverfront development and urban revitalization.

**3. Milwaukee's parks and open space system.**

The Milwaukee park and open space system is an asset to the region, providing recreational activities like golf, tennis, toboggans, botanical gardens, nature centers, ice skating, hiking, cross-country skiing and more. Parks and open spaces are economic drivers that contribute to Milwaukee's competitiveness and quality of life. Some of the Milwaukee County Parks (Lake, Washington, and Riverside) were designed by Frederick Law Olmsted, who also designed New York's Central Park. The virtual emerald necklace of linked parks envisioned by Olmsted was connected through the efforts of Charles Whitnall, known as the father of the Milwaukee County Parks System. The City of Milwaukee's Public Outdoor Recreation Plan for City of Milwaukee Neighborhoods reinforces this approach to improving the City's recreational resources throughout its park and open space system.

**4. Green job creation either directly or indirectly through natural resource protection and restoration.**

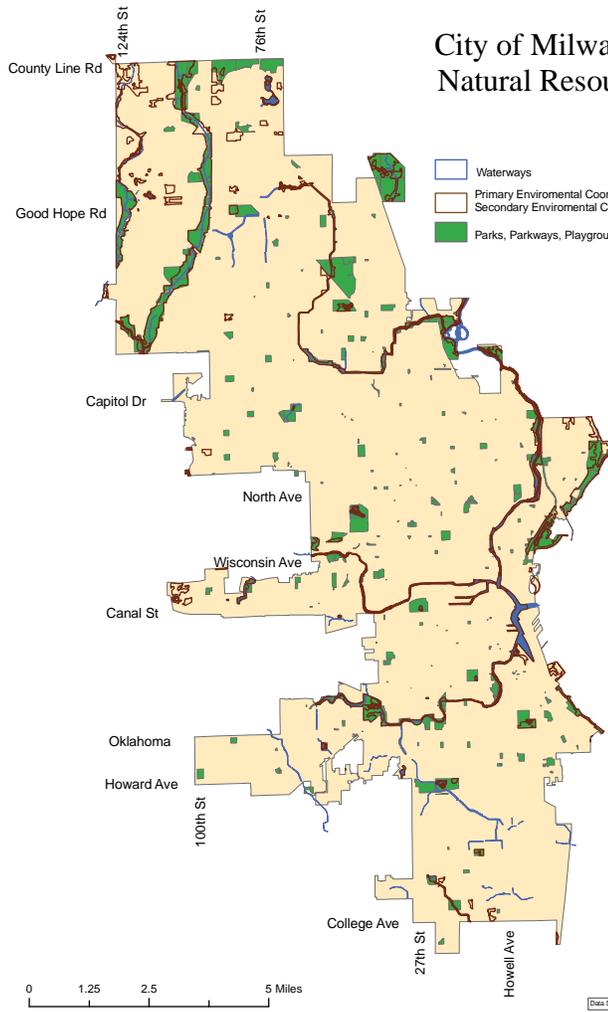
There is a tremendous opportunity to create new jobs within the city by focusing on natural resource protection, restoration, and new technology development. The green economy offers job potential at all levels from operations and maintenance to highly specialized research and development positions. Milwaukee is uniquely positioned to capitalize on green job creation, particularly for clean water technology.

## CHALLENGES



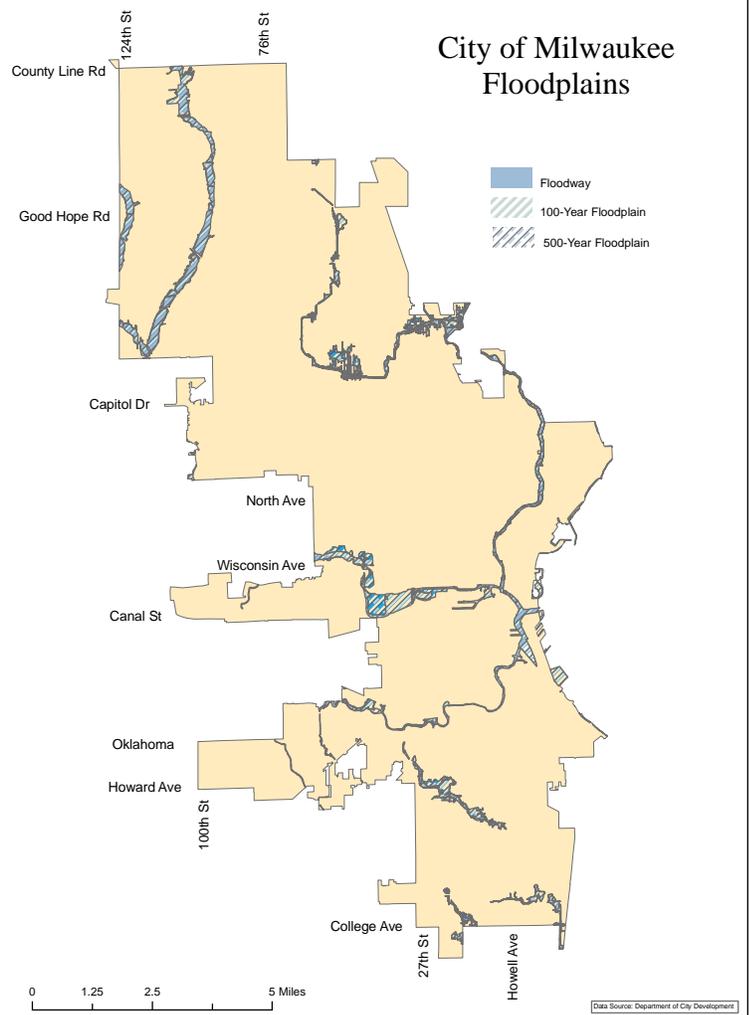
# City of Milwaukee Natural Resources

- Waterways
- Primary Environmental Corridor 2005, Secondary Environmental Corridor, and INRA
- Parks, Parkways, Playgrounds



# City of Milwaukee Floodplains

- Floodway
- 100-Year Floodplain
- 500-Year Floodplain



**1. Protecting and improving the water resources that are key economic and quality of life assets for Milwaukee.**

Most natural resources cross political boundaries and impact areas, populations, and natural systems far beyond the boundaries of the City of Milwaukee. Issues related to water and climate change are regional, national, and global in nature. The Great Lakes contain 21% of the world's fresh water and provide a critical flyway and land-water interface for wildlife and living systems. Lake Michigan is a key natural asset for Milwaukee. The area's three major waterways, the Milwaukee, Kinnickinnic, and Menomonee Rivers, form a strong green infrastructure network for the recreation and enjoyment by the city's residents and visitors, as well as wildlife habitat.

Many years of alteration to the natural landscape along with economic and industrial activity had an impact on the water resources of the city and region. Although improvements have been made in recent years, largely due to the Clean Water Act, additional improvements are needed on all fronts to protect these valuable resources. Floodplains and riparian areas along the waterways, equally critical as the water channels themselves, are integral to the health and cleanliness of the city's water resources, and should be respected, restored, and integrated into the city's green infrastructure system.

**2. Preserving and restoring the quantity and quality of usable land resources for future generations.**

As in any city, land use and development impact the quality and quantity of natural resources. Milwaukee was established to serve an industrial sector that continues to contribute to the city's economy, but also has impacted the quality of land for development and reuse. Where land resources have been degraded, the city has worked to restore them to a healthier condition. In the case of severe impacts due to industrial or other uses, the City of Milwaukee has demonstrated its commitment to remediating brownfields, which are property that is encumbered by the real or perceived presence of contamination, and returning brownfield land to productive use. Since 2002, several hundred acres across the city have been remediated and developed, generating over 1,500 jobs. The city is challenged to continue to address its industrial legacy and to prepare land for reuse. Furthermore, directing new growth to available areas within the city's boundaries can help slow the conversion of natural and agricultural lands outside of the city.

**3. The city's contribution to climate change.**

As with water resources, climate change is a national and global issue that requires the City of Milwaukee to reduce its impact. Energy consumption and efficiency,

renewable energy sources, industry, transportation, and the quantity and quality of the city's green infrastructure system, all affect the city's contribution to climate change and need to be addressed. Milwaukee has made significant progress in reducing air pollution, which has an impact on health and respiratory illnesses as well as climate change. Efforts should continue to reduce air pollution in the region. Multi-modal transportation options will help reduce emissions and contribute to improved air quality and health.

**4. Securing a consistent and adequate source of funding to preserve, manage, upgrade, and program parks and open space for all Milwaukee residents.**

Milwaukee County owns and manages the majority of land within the city boundary that is dedicated to parks and open space, and the City is responsible for many playgrounds, playfields, and some green spaces. The parks and open space system is a cultural legacy containing Olmsted designed parks, botanical gardens, ball fields, and a wide variety of year-round recreational opportunities that contribute to a high quality of life for residents. However, the operation, maintenance, programming, and development of these valuable resources depends on the availability of scarce resources from the City and County, and the lack of adequate funding for parks is a growing challenge that must be

**Polluted rainwater runoff from the urban and agricultural landscape is the primary reason that 30% of Wisconsin's 552 water bodies do not support the fish communities, recreation, or other uses that they should support due to bacteria, low levels of oxygen, excessive phosphorous, and contamination by metals and other pollutants.**



**Public open space lands such as parks and parkways are important to the quality of life. These lands serve as outdoor recreation, outdoor education, buffers, flood and stormwater management, habitat preservation, air and surface water quality improvement, protection of groundwater recharge areas, aesthetics, and providing community focal points.**



solved to protect this legacy. As an example, a number of Area Plans identified the lack of organized sports activities for children, such as Little League baseball and soccer. Some public-private partnerships, such as leasing a coffee shop in Red Arrow Park, are proving financially successful, but are not always popular or adequate solutions for funding. In spite of budget constraints, a number of Milwaukee area parks have updated facilities, like water parks or splash pads. Many rely on private donations to make improvements. Other parks are in desperate need of

maintenance, updated facilities, and programming to better serve the changing recreational needs and interests of citizens.

As successful as the county parks system has been, some areas of the city are better served by parks and green space than others. Geographic distribution of parks and open space should be examined to identify areas that are underserved and develop strategies for providing greater park or green space access. In some areas, children are playing in schoolyards and neighborhood parks that consist primarily of asphalt

surfaces rather than having exposure to grass and nature which is important to the physical and intellectual development of children. Integrating green infrastructure into neighborhoods with minimal green space is a significant challenge. The City of Milwaukee and Milwaukee Public Schools have implemented the Green Schools program, which increases green space and trees on playgrounds. This effort, which is subject to the availability of grants and other funding, should be continued.

**The City of Milwaukee ranked above average with 15.8 acres of parkland per 1000 residents when compared to the median of 13.7 acres per 1000 residents, in 2009 per The Trust for Public Land.**



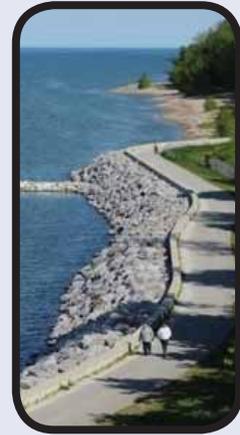
## POLICIES

I. PROTECT AND RESTORE NATURAL RESOURCES TO ENSURE THAT MILWAUKEE'S RICH NATURAL HERITAGE REMAINS INTACT, HEALTHY, AND FUNCTIONAL FOR THE BENEFIT OF FUTURE GENERATIONS. **A healthy natural resource base is one of Milwaukee's greatest assets, providing recreation, environmental services, and economic activity. Continued commitment to preserving and restoring these natural resources will improve the city's attractiveness and competitiveness.**

***A. Identify, preserve, and enhance the quality of natural resources, natural features, biodiversity, and ecological integrity of the community.***

1. Promote the creation, expansion, and restoration of a green infrastructure system, including primary environmental corridors, designated natural areas and features, parks and parkways, gardens, open space networks, waterways, floodplains, and areas that contribute to the quality of the natural resource base
2. Promote open space preservation and restoration programs for Primary Environmental Corridors including rivers, riparian corridors, and floodplains, and along the Lake Michigan shoreline. Incorporate public access and recreation into preservation and restoration efforts
3. Minimize air, soil and water pollution and clean up areas of contaminated soils, polluted rivers, and hazardous buildings
4. Protect and restore the natural qualities of the Lake Michigan shoreline, ridges, bluffs, and ravines, where feasible, to support habitat needs of resident and migratory species
5. Encourage the use of low impact development practices to minimize environmental impact of site and building development
6. Consider the adoption of increased incentive structures, such as stormwater utility fees and credits, to encourage better management and protection of natural resources in the urban landscape
7. Lead by example through implementation of natural resource protection measures and sustainable development strategies in capital improvement projects, demonstration projects, and large redevelopment efforts such as the Menomonee Valley
8. Promote local and regional cooperation and partnerships, particularly with Milwaukee County Parks, Milwaukee Public Schools, the Southeast Wisconsin Regional Planning Commission, private, and nonprofit organizations to help consistently protect and manage the area's natural resources
9. Seek out innovative long-term funding mechanisms for acquisition, development, management, and restoration of natural resources and open space. Support efforts of nonprofit organizations and land trusts to acquire and protect natural resources and open space
10. Promote natural resources protection to foster green job opportunities and training programs





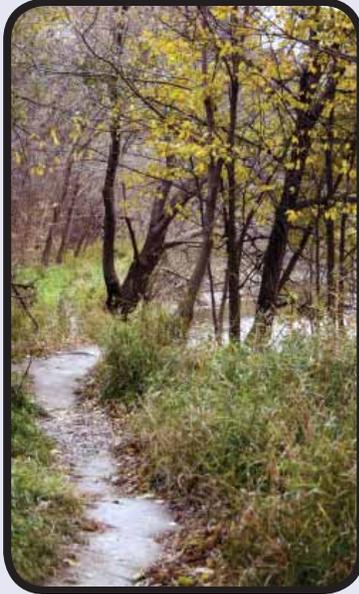
**B. *Prioritize the preservation and enhancement of water resources and features, which are critical natural assets for the city.***

1. Support efforts to protect Lake Michigan through the Great Lakes Compact. Participate in efforts to develop Lake Michigan watershed and river resource protection plans that consider the quality of the city's water supply, runoff that returns to Lake Michigan, wastewater discharge and combined sewer overflows, and changing lake levels due to climate change
2. Partner with the Milwaukee Metropolitan Sewerage District, Milwaukee Riverkeeper, the Southeastern Wisconsin Watersheds Trust and other agencies and organizations to improve the quality of Milwaukee's rivers and water resources, to restore the natural and hydrologic quality and function of water resources, to implement stormwater management practices throughout the city, and to continue to work towards ending the practice of discharging untreated wastewater into Lake Michigan. Pursue funding opportunities through the Great Lakes Restoration
3. Continue to allow water-compatible development along waterways, such as the RiverWalk, Beerline B, Menomonee Valley, and the Third Ward, as an economic development asset to the city
4. Minimize stormwater runoff within the public right-of-way and encourage the capture, attenuation, and treatment of stormwater onsite using low impact development, green infrastructure, permeable paving, and natural drainage practices and systems. Focus infiltration efforts in areas of large impervious surfaces such as parking lots, alleys, and street rights-of-way. Also consider the construction of appropriate detention facilities for stormwater quality and quantity control where low impact development practices are inadequate or inappropriate
5. Encourage measures and activities that increase efficiency of water consumption, reduce wastewater and stormwater flows, and improve water quality. Upgrade and improve water, wastewater, and stormwater infrastructure to conserve and preserve water resources and to reduce combined and sanitary sewer overflows. Work with residents, nonprofit organizations, business and industry to improve water efficiencies and conservation
6. Consider enacting policies to capture and reuse rainwater, greywater, and black water, as well as treated wastewater effluent
7. Capitalize on the area's water resources and support the expansion of water research and development industries, such as the Great Lakes Water Institute and the efforts of the Milwaukee 7 Water Council, as an economic development strategy
8. Enact strategies to reduce the quantity of stormwater runoff to reduce the extent, frequency, and cost of flooding

**C. Enhance the urban forest and incorporate green infrastructure elements within the urban environment.**

1. Work with Milwaukee County Parks, SEWRPC, and other local organizations and regional agencies to create and adopt a Green Infrastructure and Urban Forest Management Plan and map, to increase and enhance green space, vegetation, and the urban forest tree canopy in every neighborhood
2. Encourage the use of diverse native and regionally adapted plants and discourage the use of invasive species in landscaping. Select plants that require minimal maintenance, irrigation, fertilizers and pesticides, that tolerate urban environmental conditions such as soil compaction, heat and drought conditions, minimal water infiltration, and salt spray and other urban pollutants
3. Preserve existing trees and significantly increase the citywide urban tree canopy coverage and tree diversity through a tree planting initiative. Prepare and implement a strategy to minimize the impact of major urban forest die-off due the threat of invasive pests and disease. Support efforts of community organizations to increase the tree canopy on private property. Increase public awareness of the urban forest and its economic, ecological and social benefits
4. Continue to replace existing asphalt and concrete school yards and parks with green space, grass, landscaping, permeable surfaces, play equipment, trees, fencing and lighting through initiatives such as the Green Schools program and public-private partnerships
5. Support temporary or permanent reuse of the city's vacant, abandoned, underutilized, and open space lands for functional, environmental, and productive uses such as community gardens, urban orchards, stormwater management, energy generation, and neighborhood parks and open space. Inventory vacant and underutilized properties in relation to neighborhoods served by parks and open space, neighborhood gardens, flooding and stormwater, etc. Share responsibility and ownership over care and maintenance of vacant land and structures
6. Promote the availability of safe, nutritious, and culturally acceptable food. Encourage healthy eating, farmer's markets, produce markets, and locally grown and produced food, including the creation of community, rooftop, schoolyard, and kitchen gardens





II. ENHANCE THE CITY'S PARK AND OPEN SPACE NETWORK TO PROVIDE ACCESS AND ENJOYMENT FOR ALL. ACCESS TO OPEN SPACE, **recreational resources**, and **programming** are key elements to a high quality of life, and should be made available to residents of all abilities.

A. ***Ensure easy and equitable public access and connectivity of parks, nature, and open space across the city and region.***

1. Work within neighborhoods to identify public park and recreational needs and assess the level of access and distribution of park resources. Target the location of park resources within a 10-15 minute walk from the majority of residential neighborhoods as a neighborhood focal point of activity and social interaction
2. Work within neighborhoods and coordinate planning and implementation efforts with Milwaukee Public Schools, surrounding municipalities, private land owners, and the county to provide a stronger, more extensive system of park and recreational resources and connections to fill gaps in park provision and access to open space for all residents. Restore green space, permeable surfaces, and/or recycled surfaces to school grounds, play lots, and other institutional uses
3. Protect natural beauty and improve physical access to the city's waterways and lakefront where possible
4. Preserve and program parks and open space for a diversity of active, passive, and functional uses such as recreation, urban agriculture, and relaxation
5. Incorporate natural resource areas and protection priorities, such as streams and rivers, in plans for parks, open space and green infrastructure
6. Develop a management and development plan for the lakefront, to ensure the waterfront continues to be active, healthy, beautiful, and accessible

**B. *Improve and expand a diversity of facilities and programming within the park and open space system.***

1. Support Milwaukee County in identifying the maintenance needs of parks and recreation facilities to prioritize and address maintenance projects in the most cost-efficient manner
2. Involve neighborhoods in the design, programming, and improvement of parks and open space. Ensure a diversity of educational and recreational opportunities including arts and culture, organized sports leagues, environmental education, outdoor adventure and discovery, child and adult development, and wellness-oriented activities. Prioritize facilities and programs that help to bolster the self-esteem, skills, and education of children and help prevent self-destructive and socially-destructive behavior
3. Provide vibrant, usable, and safe park, recreation and open space facilities in neighborhoods for use during all four seasons, including additional green space, indoor recreational facilities, school gardens, and facilities with a diversity of programming and opportunities
4. Expand, maintain, and improve indoor and outdoor recreational facilities as safe, secure, inviting, and engaging spaces
5. Continue to adopt and implement the Milwaukee County Trails Network Plan and the Citywide Bike Plan, and prioritize the development of an interconnected trail and bike system including the RiverWalk and the Hank Aaron State Trail
6. Coordinate recreational facility improvements with neighborhood redevelopment efforts
7. Strive to assure that all parks and open space be accessible to people of all abilities

**C. *Improve and seek funding to support park acquisition, maintenance, and programs.***

1. Engage community members, community organizations, nonprofits, public and quasi-public agencies, faith-based organizations, and volunteer programs in opportunities to assist with maintenance, operation, restoration, and stewardship of parks and open space
2. Investigate potential programs, activities, and services to generate greater revenues for parks, while minimizing the need to privatize public facilities
3. Aggressively pursue state and federal funding to help support recreational facility improvements and programs
4. Reuse and retrofit, expand and intensify the use of existing facilities before considering new facilities





III. REDUCE THE CITY'S CONTRIBUTION TO ENERGY CONSUMPTION AND CLIMATE CHANGE. **By reducing its carbon footprint, the city can reduce energy costs, improve air quality, and contribute to the global goal of slowing climate change.**

**A. Minimize peak energy demand and reduce overall energy consumption of buildings and infrastructure.**

1. Accelerate the City's efforts to achieve less reliance on fossil fuel technology for electricity and mobility, including working towards the goal of a 15% reduction in energy use for City operations by 2012
2. Encourage new and retrofit public, commercial and institutional buildings to be high performance and energy efficient through performance recognition systems, regulation, and incentives
3. Continue to improve housing energy efficiency through grants and other incentives for home weatherization and appliance upgrades through partnerships with utility companies, nonprofits, and other community organizations
4. Continue to incorporate energy efficient fixtures into public services and utilities such as traffic lights and street lights
5. Encourage training and jobs in the renewable energy sector

**B. Foster greater use and development of alternative energy systems and practices.**

1. Work with WeEnergies, Focus on Energy, and the Wisconsin Office for Energy Independence to increase development of and reliance on renewable forms of energy such as biomass, wind, solar, and geothermal systems
2. Encourage the integration of alternative methods of energy generation including distributed community systems, onsite energy generation, and cogeneration, into development and redevelopment projects
3. Consider the temporary or permanent use of vacant, abandoned, underutilized, and open space for alternative energy generation demonstration projects, in the appropriate neighborhood context
4. Continue the exploration of innovative alternative energies, like wood waste utilization and the use of sewage pipe heat exchangers for energy production

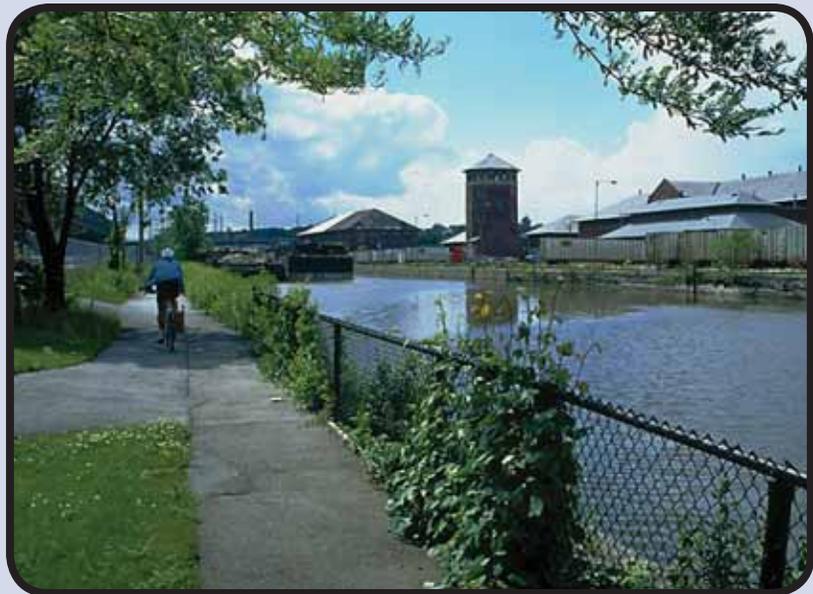


**C. Plan land use, employment, and transportation systems to improve the efficient movement of people, goods, and services and to reduce vehicle emissions and dependence on automobiles.**

1. Plan new neighborhoods for compact development patterns that provide a diversity of goods and services close to residential areas and that facilitate co-location of jobs, housing, and public transit systems
2. Encourage the production, use, and purchase of goods and services locally, which can help reduce the climate impacts of economic activity and transportation
3. Build, promote, and incentivize the use of a multi-modal transportation system (walking, cycling, and public transit infrastructure and service) to provide a variety of transportation options
4. Continue to reduce the use of fossil fuels, increase the use of biodiesel and other alternative fuels, purchase more efficient vehicles, and update emission control equipment within the City's fleet of vehicles
5. Increase landscaping, shading, and tree planting on public and private land to help reduce the urban heat island effect, to maximize cooling benefits, and to increase the uptake of atmospheric carbon

**D. Engage residents, businesses, institutions, agencies, and organizations in conversation and actions to reduce the city's impact on climate change.**

1. Create a City of Milwaukee climate action plan through a planning and engagement process with community leaders, stakeholders, business owners, elected officials, and staff. Refer to Wisconsin's Strategy for Reducing Global Warming the Final Report to Governor Jim Doyle from the Governor's Task Force on Global Warming (July 2008)
2. Revise City codes regarding parking lots, landscaping, and screening to provide affordable options to increase tree canopy and plant materials, and to increase permeable parking surfaces. Establish a phased-in period for compliance, and consider requiring retroactive compliance





IV. IMPROVE THE CITY'S EFFORTS TO REDUCE WASTE, AND SUPPORT LAND AND RESOURCE REUSE AND RECYCLING STRATEGIES. **Significant cost and resource efficiencies can be found in reducing waste, which in turn reduces the need for landfills, for converting open space and agricultural land to urban uses, and for cleaning up contamination and pollution resulting from the release of waste and materials into the environment.**

1. Continue to encourage the recycling, composting, and reuse of organic yard and food waste as a resource for urban gardens
2. Continue to support the recycling efforts for household and commercial waste streams, including household chemicals and electronic recycling facilities
3. Work with partners (nonprofits, private industry, etc.) to plan and develop networks of industrial operations to identify, reduce, and connect waste, material, and energy streams. Support product stewardship that places the responsibility for end of life cycle on manufacturers
4. Continue to support the collection, recycling, and reuse of construction and demolition site waste, and encourage the use of recycled, locally produced, and sustainably harvested materials in new construction
5. Continue to examine the City's facilities, operations, services, maintenance, and procurement and waste management systems for ways to improve efficiencies and environmental performance
6. Continue efforts to reuse, reclaim, and redevelop brownfields, greyfields, and vacant and underutilized facilities, sites, buildings, and properties to productive use when feasible
7. Coordinate and encourage workforce development efforts in distressed communities where workforce efforts can be tied to brownfield remediation and other land and resource recycling initiatives
8. Continue to promote, through partners, the collection of prescription drugs, which frequently end up in the area's fresh water



# CULTURAL RESOURCES & HISTORIC PRESERVATION

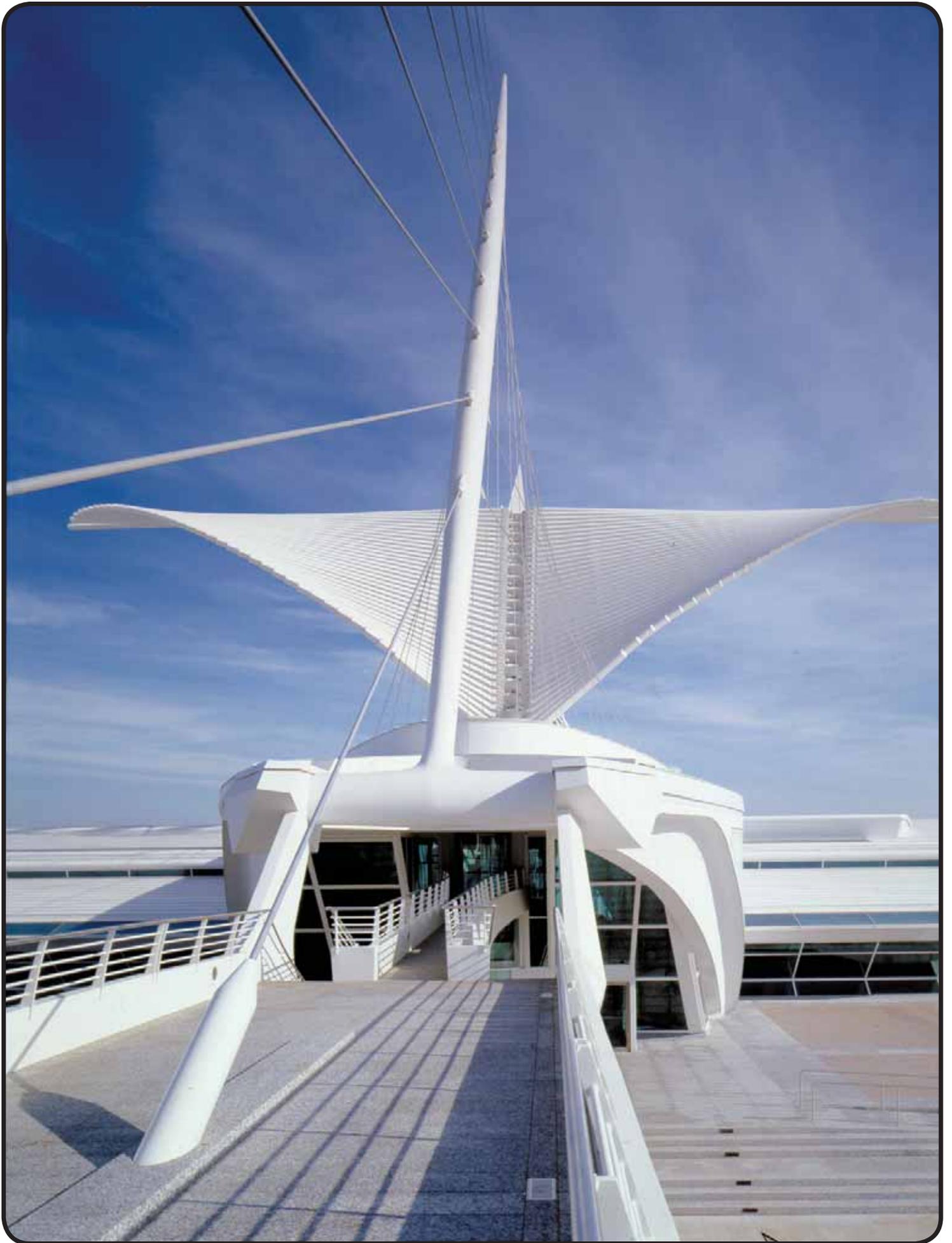
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*“If you want a city that will be remembered long after you are gone, make the **arts** an integral part of the long-term **strategic plan** for growth.”*

*– Winton M. Blount*

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# VISION FOR SUCCESS

This plan envisions the support and enhancement of the city's robust arts scene, unique cultural resources, historic and iconic structures and spaces, and diverse, vibrant neighborhoods as vital elements of the community, the economy, and our quality of life.

The vision of success for Cultural Resources & Historic Preservation includes:

## **Diversity of Arts Experiences**

Participation and access to diverse artistic and creative endeavors, attractions, experiences, and education will be affordable, convenient and distributed throughout the city.

## **Community Support**

Cultural, artistic, and historic resources and the creative economy will be valued and supported as a critical element of a strong, diverse urban community that is socially and economically healthy.

## **Empowerment**

Citizen involvement in urban design and public art has the ability to create unique districts, streets, parks, neighborhoods, engender loyalty to places, and add value to the public realm.

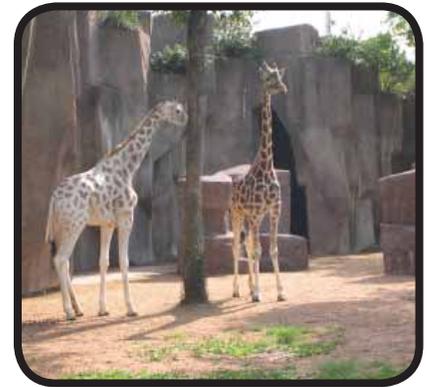
## OVERVIEW AND INTRODUCTION

Milwaukee's art and cultural heritage, its ethnic diversity, and historic resources provide a rich sense of identity, diversity, pride, and creativity that improves the quality of life for residents and the city's attractiveness as a destination. These resources establish Milwaukee as unique to all other cities, and as a strong competitor as a desirable place to live, work, and visit.

Arts, culture, and history are increasingly viewed as significant economic development and quality of life assets to major cities. Every great city sustains places where people can experience and learn about the arts and attend performances, sports, multicultural experiences, and other live entertainment. These experiences impact people's lives in a unique and positive way, bring enjoyment and inspiration, and engage groups of individuals in common experiences. These same experiences also generate revenue and sustain jobs, tourism, and associated businesses. The diversity of activities and experiences is a main ingredient for attracting and retaining talent, residents, and businesses. Choosing to sustain and enhance these amenities will transform regional assets into a lynch pin of a leading edge, innovative community.

These events, venues and resources attract millions of visitors to Milwaukee and generate significant revenue from sales and taxes. The Henry W. Maier Festival Park, which provides Milwaukee with a space for summer-long festivals and celebrations, generates meaningful business and tourism revenue for the city. The celebrations on the festival grounds generate an estimated \$120 million in direct and indirect spending. The Milwaukee County Zoo, considered among the finest zoos in the United States, includes over 200 wooded acres and 2,500 animals. The zoo attracted over 1.3 million visitors in 2008, with a projected economic impact of \$112 million. Arts and culture in the greater Milwaukee area generates an economic impact of over \$250 million, including over \$33 million in state and local taxes. It also provides approximately 4,000 jobs, engages 9,000 volunteers, and reaches close to half a million children annually through tours, programming, and access.

According to the United Nations Conference on Trade and Development, the creative economy, which includes enterprises that evolve from cultural or creative roots, is growing faster than any other commercial sector. According to author Richard Florida, in *The Rise of the Creative Class*, cities with thriving arts and cultural climates... "enjoy higher rates of innovation and high-wage economic growth." Fortunately Milwaukee has



organizations like the Cultural Alliance which seeks to position arts and culture as an essential asset, to help fuel regional growth. Arts and culture enterprises reach over 4.5 million people yearly in the Milwaukee area, which is a great foundation from which to build a stronger creative economy.

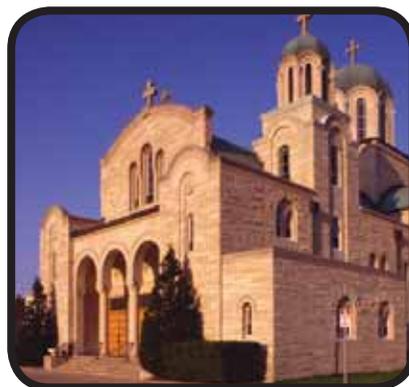
Milwaukee has benefited from a rich legacy of arts and culture since its inception. When Milwaukee was just a village, Henry Vianden started an artist colony, which launched the careers of a number of great artists. The Layton Art Gallery, Milwaukee's first public art gallery, opened in 1888. The Grand Opera House, founded by Jacob Nunnemacher, opened in 1871. The Pabst Theater, built to host German drama and currently home to a wide variety of performances, opened in 1895 and was placed on the National Historic Register in 1972. The Milwaukee Symphony Orchestra was established in 1959 and Milwaukee Ballet in 1970.

These and other efforts established the foundation for the greater Milwaukee area's current arts and culture scene that includes over 250 arts and cultural organizations, and offers a wide variety of rich experiences for residents, visitors from metro area and beyond. The Milwaukee Art Museum, Symphony Orchestra, Ballet, and Repertory Theater are four mainstays that lend a solid foundation to the city's arts scene. In fact, Milwaukee has more art venues per capita than Minneapolis, St. Louis, Cincinnati, and other similarly sized cities.

Arts and cultural facilities are broadly distributed across the Milwaukee area. Milwaukee's Public Libraries own and display an extensive collection of art and often feature cultural education programs. Many religious institutions in the area also have collections of art or historically significant buildings that contribute to the area's culture. The Basilica of St. Josephat, St. Sava's

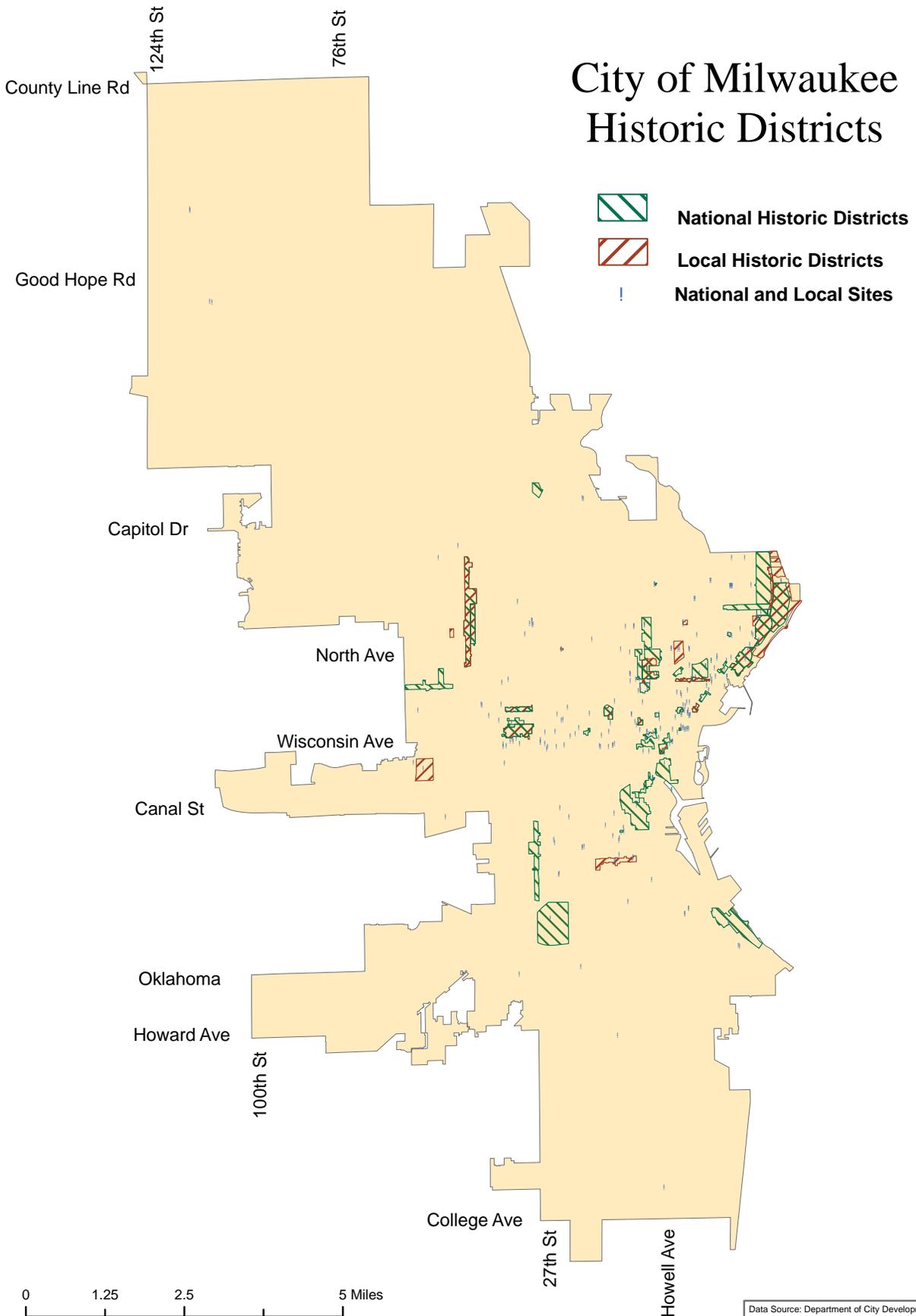
Serbian Orthodox Church, and St. Mark's African Methodist Episcopal Church are just a few examples of religious institutions with strong ethnic cultural origins. Artist live-work spaces are also distributed around the city. The Kunzelmann-Esser Lofts on Mitchell Street provide 67 artist's live/work spaces. The building also houses galleries and facilities such as kilns, a darkroom, painting studio, potters wheels, woodworking room, computer room, and theater.

The presence of public art has increased dramatically in recent years as philanthropists and artists seek to enhance the public realm and to expose residents and visitors to creative works. The RiverWalk, for example, provides highly visible sites for public art, as do some private developments. However, there are numerous additional locations where public art could enliven the urban environment.





# City of Milwaukee Historic Districts



Higher education continues to support arts development and education, as demonstrated by local art schools, including the Milwaukee Institute of Art and Design, the Peck School of the Arts at the University of Wisconsin Milwaukee, music and performance arts series at Alverno College, and the Haggerty Museum at Marquette University. These institutions are focused on educational and community engagement as their mission, attracting students and faculty of the arts and helping to maintain a steady population of art supporters to continue the arts and cultural legacy.

The Milwaukee County Parks system, which provides a number of facilities and experiences for residents and visitors, is a highly valued legacy of the city's early leadership that envisioned a rich public realm for Milwaukee residents and deserves resources for maintenance, preservation, and enhancement. In addition to parks and open space resources, which are addressed in more detail in the Natural Resources chapter, facilities and venues that provide cultural exposure and enrichment to residents and visitors include:

- Milwaukee Art Museum
- Milwaukee Public Museum
- Marcus Center for the Performing Arts
- Pabst Theater
- Milwaukee Theater
- Riverside Theater
- Broadway Theater Center
- Milwaukee County War Memorial Center
- Milwaukee County Historical Society
- Charles Allis Museum
- Villa Terrace Decorative Art Museum
- Many smaller venues in neighborhoods throughout the city and on college campuses
- Milwaukee County Zoo
- Thousands of acres within the Milwaukee County Parks system of open spaces and recreational facilities including performance spaces at Washington and Humboldt Parks.

Milwaukee's heritage is apparent through its architecture, landscape architecture and iconic buildings, which contribute to the city's rich sense of place. Whether the structure is historic like City Hall, or iconic like the addition to the Milwaukee Art Museum designed by Santiago Calatrava, they help to establish Milwaukee's past and provide

inspiration for its future. Even ubiquitous elements such as the traditional Milwaukee bungalows, parkways and boulevards, offer a unique cultural identity and quality of life that residents have come to enjoy. Milwaukee's neighborhoods have a strong identity and unique characteristics as well, sometimes enhanced by ethnic influences.

Milwaukee's historic built environment is important to a strong and vibrant community that respects and celebrates its roots. These well-worn assets should remain vital and adapted to modern needs. The landmark architecture among them will need help in attracting financial resources and investment necessary for preservation and restoration. It is clear that preservation further conserves and reuses materials and construction resources and is a sustainable strategy. It also stimulates tourism and investment in the local economy, and enhances neighborhoods.

The Milwaukee Historic Preservation Commission (HPC) administers Milwaukee's historic preservation ordinance, which provides architectural





support and legal protection for buildings or sites that have been declared historic by the Common Council. The HPC is responsible for designating historic landmarks and historic districts, and for issuing Certificates of Appropriateness for permission to alter historic buildings. As of 2009, Milwaukee has 109 individual local historic properties, 24 local historic districts, 119 individual National Register listed properties, and 46 National Register historic districts or building sites. Other City supported initiatives, such as redevelopment of the former Pabst and Schlitz brewery complexes, demonstrate the City's commitment to preserving its historic legacy.

A number of private organizations are dedicated to preserving and restoring Milwaukee's historic resources. Historic Milwaukee, Inc. (HMI) conducts educational programs, panel discussions, events, and nearly 500 walking tours annually to help increase awareness of Milwaukee's history and its built environment. HMI also works to ensure that preservation and community concerns are clearly expressed to City staff and developers

early in the design process, so that these concerns can be most cost effectively addressed in the proposed design. The University of Wisconsin – Milwaukee Historic Preservation Institute, housed within the School of Architecture and Urban Planning, is dedicated to the preservation and adaptive reuse of historic buildings and environments while providing academic training and education opportunities for students. The Wisconsin State Historic Preservation Office assists communities, organizations, agencies and individuals in identifying and protecting historic properties through inventories, grants, tax credits, research, and technical assistance. Additional local organizations dedicated to historic preservation include the Milwaukee Preservation Alliance, an advocacy and outreach organization, and groups dedicated to restoration efforts such as Frank Lloyd Wright Wisconsin, restoring Wright's System Built homes on S. Burnham Street, and groups organized to restore the historic Pabst Mansion and significant historic Milwaukee landmarks.

Milwaukee's ethnic neighborhood diversity is a critical component of its historic and diverse cultural legacy, and has influenced the development of local arts, cultural organizations, and neighborhood identities. The United Community Center's Latino Arts Gallery, the Bronzeville District, and the Third Ward, which hosts gallery walks and arts programming, are examples of a few neighborhoods that actively support the city's art scene. Summer neighborhood and citywide ethnic festivals, as well as the Holiday Folk Fair, provide opportunities to showcase the city's wonderful ethnic heritage. These ethnic festivals and the Summerfest music festival attract over one million visitors annually to the Henry Maier Festival Park.

Other opportunities for recreation and revenue include the Bradley Center, home of Milwaukee Bucks basketball, Admirals hockey and Wave soccer; Miller Park, home of Milwaukee Brewers baseball; Potawatomi gaming and entertainment complex; and the U.S. Cellular Arena.

## OPPORTUNITIES

### 1. **Strong network of local arts and cultural organizations, appreciated and supported by the community.**

The greater Milwaukee region's 250 arts and culture organizations provide a strong foundation for efforts to strengthen and support the engagement of the broader community in activities, experiences, and venues. The pillars of this foundation include the Milwaukee Art Museum, Milwaukee Symphony Orchestra, Milwaukee Ballet, and Repertory Theater. Few other cities of comparable size to Milwaukee can boast such respected and successful arts organizations as these. Many smaller organizations scattered throughout the city provide additional diversity and venues for a broad variety of artistic and cultural endeavors. A number of local organizations are driving arts funding and development of the region's creative economy. The United Performing Arts Fund (UPAF), the Cultural Alliance of Greater Milwaukee, the Milwaukee

Artists Resource Network, and others promote independent visual artists, filmmakers, musicians, and performers across the Milwaukee area. UPAF continues to be a well funded and highly regarded organization. The arts are also firmly established in higher education. The Milwaukee Institute of Art and Design, University of Wisconsin-Milwaukee's Peck School of the Arts, Alverno College, Mount Mary College, and others all contribute to the strength and stability of this Milwaukee asset.

### 2. **Arts and culture contribute to the local and regional economy.**

Arts and cultural events and venues contribute significantly to Milwaukee's economy, drawing millions of visitors who in turn generate millions of dollars in revenue. Arts and culture in the greater Milwaukee region have an economic impact of over \$250 million, including over \$33 million in state and local taxes. Arts and Culture also provide over 4,000 jobs, engage 9,000 volunteers, and reach close

to half a million children annually through tours and programming.

Historic resources also provide economic benefits to the city. The Third Ward, for example, demonstrates how one historic district can be transformed into a significant economic asset for the city. Once Milwaukee's oldest center of commerce and warehousing, the Historic Third Ward now supports over 400 shops, restaurants, cultural institutions, and creative businesses, fruit and vegetable markets, as well as the largest concentration of art galleries in the city. The Third Ward provides a walkable arts district and rich balance to the many public arts and cultural institutions elsewhere in the city. Nearly 1,400 residential units and the Milwaukee Institute of Art and Design student housing help activate this vibrant district.

## LOCAL ACHIEVEMENT

- **The Cultural Alliance of Greater Milwaukee is working with Local Initiatives Support Corporation and artists from the community to inventory and assess the cultural life of Milwaukee neighborhoods. The intent of the initiative is to create a template in two neighborhoods that can serve as a demonstration project for the greater Milwaukee region.**
- **First Stage Children's Theatre is the only professional children's theatre in Wisconsin, with the largest theatre training program in the nation. Together with Milwaukee Youth Symphony Orchestra, the largest youth symphony in the nation, they created the Milwaukee Youth Arts Center, the first such youth arts collaboration in the nation.**
- **The Milwaukee Art Museum, in addition to its world recognized building addition designed by internationally known architect Santiago Calatrava, holds one of the largest collections of works by Wisconsin artist Georgia O'Keefe.**
- **The \$84 million restoration of Milwaukee's 115 year old Flemish Renaissance City Hall, designated a National Historic Landmark in 2005, is one of the most historically significant projects in the Midwest. Restoration included upgrading 1,900 windows, sandstone reparation, replacement of thousands of deteriorating bricks, replacement of copper roofing, and the replication and replacement of terra cotta sculptures on the building exterior.**



### 3. **Strong ethnic and neighborhood diversity.**

Milwaukee's ethnic and neighborhood diversity are a community asset, providing exposure to a range of perspectives and experiences and adding vitality to the city's neighborhoods. This diversity is reflected in local cultural organizations, such as the United Community Center's Latino Arts Gallery, the Bronzeville District, and the Third Ward. Summer neighborhood and ethnic festivals engage residents and visitors, attracting over 800,000 attendees.

The Bronzeville area and its neighbor to the west, Walnut Way, represent two predominantly African American areas of Milwaukee where substantial revitalization efforts are occurring. These neighborhoods are experiencing reinvestment, revival and celebration of their historic and

cultural roots and social fabric. This is being achieved through many strategies, including job training initiatives, community gardens and orchards, documentation of the oral traditions of resident elders, and integration of sustainable environmental practices within the neighborhoods. Reinvestment focus areas include the commercial districts, residential programs, and neighborhood organizing. Revitalization centered on unique neighborhood cultural and ethnic heritage is also happening in other parts of the city such as Sherman Park and the near south side.

### 4. **An established network of higher arts educational institutions.**

Milwaukee is fortunate to have well-established and highly regarded educational institutions focused on arts and media. For example, the University of Wisconsin Milwaukee has a very strong

theater training program and film school, and the Milwaukee Institute of Arts and Design continues to produce talented and motivated artists and other creatives. In addition, Milwaukee Area Technical College's culinary arts school and its coursework in creative technologies, computer software design and animation along with a number of schools with industrial design programs, contribute to the city's unique assemblage of institutions lending a rich creative diversity to the labor market and the broader community. Furthermore, graduates of these programs often stay within the greater Milwaukee community. These programs create the potential for mutually supportive relationships between these institutions and local businesses and organizations, who provide employment and other productive outlets for creatively trained individuals.



## WHY SUPPORT THE ARTS?

- The arts generate jobs – over 4,000 full-time equivalents in the greater Milwaukee area. Many of these jobs are local, with people raising families, paying taxes, etc. Many jobs also attract talent that is hired for a particular project, which brings in new dollars and taxes on an ongoing basis.
- The arts stimulate neighborhood development – whether it's the Florentine Opera's new center in Riverwest or theatres in the Third Ward or the many arts programs enhancing social wellbeing, the arts make our neighborhoods stronger.
- The arts contributed over \$250 million in economic impact – as measured by Americans for the Arts in 2007; including over \$25 million in tax revenues.
- The arts are a key educational opportunity for our children – reaching over half a million children in the greater Milwaukee area alone. With arts education bearing the brunt of many school budget cuts, the arts community has been providing more direct school services.
- A strong arts community attracts the best talent – artistic and workforce. Milwaukee artists have the opportunity to work across many organizations, which enhances our reputation. In fact, Actors Equity states that there are more working Equity actors in Milwaukee per capita than in either New York or Chicago. Highly educated talent wants to live and work in a city that has a strong creative infrastructure.
- The arts add inestimable value to our quality of life – offering performances and education and outreach activities across our community annually. People like to attend and participate in the arts, for physical or spiritual renewal, intellectual challenge and social outreach.
- The arts attract people – annual surveys of downtown Milwaukee's Business Improvement District (BID 21) show that the arts are the number one reason people live and play downtown.





## CHALLENGES

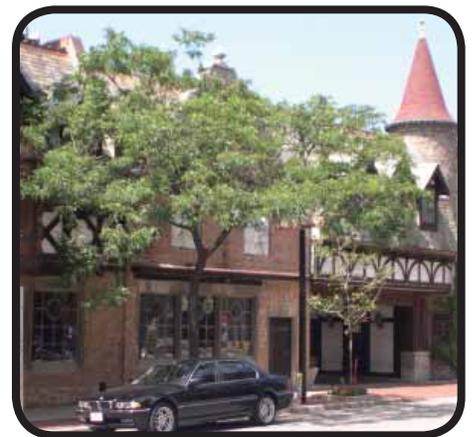
### 1. Adequate funding and resources to sustain arts and cultural organizations and facilities.

Despite the richness and diversity of Milwaukee's arts and cultural scene, the organizations that maintain this richness often operate with limited budgets and rely on donations, grants, and other sources of funding that ebb and flow as tastes and economic conditions change. Furthermore, the revenue stream that arts and cultural activities generate does not always translate into an equivalent return in public spending. These arts and cultural facilities require millions of

dollars per year for maintenance, infrastructure repair, operations, and programming. Not unique to the City of Milwaukee, it is particularly difficult for local governments to provide continuing support and resources in light of budget constraints and current economic times. Private funding dedicated to supporting these institutions, including corporate and foundation philanthropy, has also been strained in the current economy. As a result, maintenance needs and costs have been deferred and continue to accumulate, while cuts in expenditures (advertising, programming, maintenance)

continue to impact the quality of arts organizations, facilities, and programming, which further impairs the ability to generate revenue.

Additionally, despite evidence to the contrary, public entities typically do not value the arts as a significant contributor to the local or regional economy. Consequently, public policies are not always favorable to supporting the needs of arts and arts organizations, such as land use requirements and building codes. Complying with codes that do not accommodate the needs of arts also can increase the cost of doing arts related business.



In summary, the ability of the current public / private funding structure to serve the needs of the system is significantly strained, and some of the organizations that depend on this structure are at risk of failure. At least one assessment suggests that Milwaukee's nonprofit organizations receive less funding from government grants and investments than do their counterparts in comparable sized cities, and are more dependent on contributed income, when compared with national trends.

**2. Identifying and preserving Milwaukee's historic and cultural legacy.**

The City of Milwaukee maintains lists of local and nationally registered historic properties and districts. The City of Milwaukee Historic Preservation office works closely with property owners to ensure that rehabilitation and preservation are high quality and consistent with the historic legacy of the city. However, this historic legacy, which contributes to the quality of life, sense of place, and

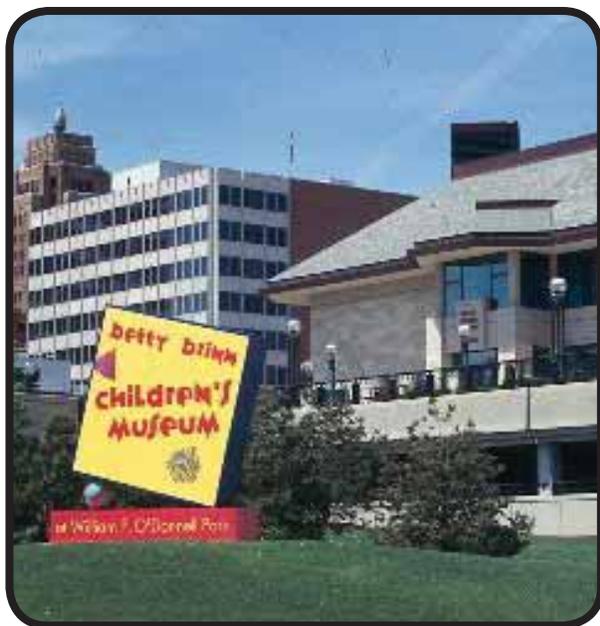
economy of the city, is being lost to neglect, inappropriate modifications, demolition, and the failure to conceive successful adaptive reuse strategies. Two recent examples are the Gipfel Brewery and the lakefront Coast Guard Station. A City of Milwaukee historic preservation plan would help the City provide support for historic resources and help guide preservation and future development efforts.

**3. Arts and cultural experience for residents.**

As arts education declines in Milwaukee Public Schools, nonprofit organizations have attempted to supplement traditional arts, theater and music coursework with after school and weekend educational programming. Without strong sustained funding this programming, as well as the associated intellectual and creative development of the city's youth population, is at risk. Exposing children to arts and culture long-term helps to sustain the city's arts organizations, which depend on strong attendance for revenue. Attendance at some

of the city's oldest and best known organizations, such as the Milwaukee Symphony Orchestra and the Milwaukee Ballet Company, are significantly skewed towards more mature audiences. While these populations continue to support the arts through philanthropy and ticket sales, without exposing residents in other age groups to arts and cultural experiences to generate interest and participation in events and programming, audiences are destined to continue to decline.

The disjointed discussion around public art, particularly its form, funding, and location, hinder the process to incorporate public art into neighborhoods, civic spaces, and the public realm in general. These resources, in fact, are needed to help differentiate neighborhoods, lend uniqueness and diversity to an otherwise bland urban landscape, and bolster the region's economy. A clearer discussion with better understanding of the impact of arts and culture, urban design and the public realm, needs to take place among citizens and area decision makers.





## WHAT PROPERTIES ARE ELIGIBLE FOR DESIGNATION AS A HISTORIC RESOURCE?

Any structure, site or district, which possesses architectural, cultural or historical significance to the City of Milwaukee, may be considered for designation. In general, a structure, site or district is considered to possess these qualities if it:

1. Exemplifies the development of the cultural, economic, social or historic heritage of the City of Milwaukee, State of Wisconsin or of the United States.
2. Is the site of a significant historic event.
3. Is identified with a person or persons who significantly contributed to the culture and development of the City of Milwaukee.
4. Portrays the environment of a group of people in an era of history characterized by a distinctive architectural style.
5. Embodies the distinguishing characteristics of an architectural type of specimen.
6. Is the work of an artist, architect, craftsman, or master builder whose individual works have influenced the development of the City of Milwaukee.
7. Embodies elements of architectural design, detail, materials, or craftsmanship which represent a significant architectural innovation.
8. Is related to other distinctive areas which are eligible for preservation according to a plan based on an historic, cultural, or architectural motif.
9. Is uniquely located as a singular structure, object or place which represents an established and familiar visual feature of a neighborhood, community, or the City of Milwaukee.

POLICIES

I. SUPPORT AND PROMOTE THE ARTS AND CULTURAL RESOURCES. **These assets contribute to the healthy economic stability, quality of life, and attractiveness of Milwaukee and the region. Public support is critical for the stability and success of organizations and facilities that include cultural programming.**

A. *Inventory, support, and promote arts and cultural resources, industries, institutions, and infrastructure as critical to a modern urban economy.*

1. Create a strategic master plan for strengthening, promoting, and supporting the arts and cultural assets of the city
2. Increase awareness of arts and cultural facilities, programming, and economic impact through the efforts of the Milwaukee Arts Board and in conjunction with the Cultural Alliance of Greater Milwaukee
3. Collaborate with arts and cultural institutions and local employers to increase attendance and participation, and to highlight cultural assets through promotions, publicity, events, art festivals and walks, ethnic and heritage festivals, and 'free attendance' days for residents, students, and seniors
4. Collaborate with the Milwaukee Arts Board, Milwaukee 7, Milwaukee County, United Performing Arts Fund, Cultural Alliance and other entities to inventory and map arts and cultural assets, to identify direct and indirect benefits of arts and cultural institutions to the city and region, and to develop branding and marketing strategies that include these assets

B. **Develop and improve funding mechanisms and support for arts and cultural institutions, facilities, and programs.**

1. Work with Milwaukee County and local arts organizations to establish a steady source of funding and revenue to support arts and cultural facilities, programming, operations, and maintenance
2. Review benchmark regions with vibrant creative economies to study successful public/private funding models and organizational infrastructure
3. Work with arts and cultural institutions to develop funding and financing strategies to help prioritize and address revenue shortcomings for maintenance and infrastructure backlogs
4. Maintain or increase funding support for the efforts of the Milwaukee Arts Board. Develop a master plan and policies for the placement, funding, and support for public art and the work of local artists. Target private development and capital improvement projects where public art can emphasize important and prominent places such as civic and institutional facilities
5. Continue to support the business of art and needs of artists through flexible in land use and building code requirements, more areas where live-work-studio spaces are permitted, creative solutions to affordable artist housing, cost reductions and exemptions that support arts-centered districts, and host organizations that offer space for activities and performances of arts groups.



**C. Establish a creative coalition of individuals, professions, businesses, nonprofit groups, and institutions to foster cooperation and take advantage of shared resources and economies of scale across the region.**

1. Work with arts community to build the city's creative capital into an economic asset, to identify potential for shared resources, and to reduce duplication of effort and maximize organizational efficiencies. The creative community should include the nonprofit sector (arts, culture, historic resources, and arts education), creative individuals (visual arts, designers, media, architects, crafts people, and writers), and creative businesses (advertising, marketing, software, art galleries, and festivals)
2. Strengthen alliances between cultural and arts organizations, economic development, business recruitment, and tourism efforts to promote creative resources and industries
3. Support existing clusters of arts organizations and encourage the creation of arts districts as targets for city investments. Encourage the co-location of mutually supportive businesses and institutions
4. Work with higher educational institutions and the private sector to support and feature arts and cultural activities
5. Position, maintain and strengthen the Milwaukee Arts Board to act as a liaison between city agencies that sponsor public arts activities and as a vehicle to direct policy, planning, and programming to enhance the cultural life and enrich the experience of citizens through the arts



II. INTEGRATE ARTS AND CULTURAL RESOURCES AND DIVERSITY INTO NEIGHBORHOODS.  
**The widespread distribution of cultural resources across the city will help increase exposure and involvement in programming among the city's residents.**

**A. Encourage the integration of arts and culture into neighborhoods to increase exposure to a diversity of experiences and perspectives and to strengthen the social and community fabric.**

1. Consider hosting arts and cultural programming in neighborhood facilities such as parks, libraries, community centers, and schools
2. Use art to help create cultural and neighborhood identity: through the use of banners, signage, or other streetscape elements displayed in visible locations such as bus stops, libraries, and neighborhood centers
3. Celebrate the unique culture, heritage, and ethnic diversity of neighborhoods as a point of pride and differentiation, as a catalyst for arts and cultural programming, as themes of neighborhood fairs and festivals, and as an opportunity for economic development
4. Use redevelopment and reinvestment mechanisms and planning tools, such as Targeted Investment Neighborhoods or Neighborhood Investment Districts, to support creation of arts districts or to integrate arts and culture into neighborhoods
5. Continue to promote and celebrate the multiculturalism and diversity of the city's population through parades, festivals, museum exhibits, and other programming

**B. Expand access, awareness, and participation in affordable, family friendly arts and cultural programming, education, and entertainment.**

1. Increase arts and cultural programming and education for children in and outside of schools, including youth creative internships in arts and cultural organizations
2. Support partnerships between artists, arts organizations and Milwaukee Public Schools to sponsor youth attendance and participation in performances, events, and art-focused activities
3. Ensure easy access and transportation between cultural/arts venues and events for residents
4. Encourage the private sector to sponsor *free admission days* to engage young people in theater, dance, museums, film festivals, and other ticketed cultural events
5. Involve artists in programming, education, and outreach to the community, and in neighborhood design and beautification efforts





III. PRESERVE, ENHANCE, AND PROMOTE THE CULTURAL HERITAGE, BEAUTY, AND IDENTITY OF THE CITY OF MILWAUKEE. **These elements contribute to the quality and diversity of city neighborhoods and quality of life.**

A. ***Ensure historic elements are preserved and restored for the benefit of current and future generations.***

1. Identify, inventory, assess, and map historic and iconic resources including: properties, landmarks, districts, structures, routes, historic main streets, landscapes and open spaces
2. Work with the Historic Preservation Commission to establish a master plan for historic preservation to help the City prioritize, provide support for historic resources, and guide preservation and development activities
3. Enact zoning and other land use regulations, guidelines, and standards, possibly through an historic district overlay or the Neighborhood Conservation Overlay Zone, to ensure that development and restoration maintain the historic and cultural character of Milwaukee's historic neighborhoods
4. Promote the preservation and restoration of priority buildings, landmarks, and sites as neighborhood assets and catalysts for neighborhood revitalization and to help establish neighborhoods with a distinct sense of place
5. Identify and promote funding and financing tools such as historic tax credits to help with preservation costs
6. Coordinate with the State Historical Society and local, state, and federal agencies and organizations to protect historic resources
7. Increase awareness, understanding, and appreciation of the city's historic legacy through publicity, maps, websites, tours, workshops, and historic markers and route designations. Work with groups throughout the city to achieve broad circulation of promotional materials
8. Work with the State of Wisconsin to identify, inventory, and preserve archeological sites
9. Encourage adaptive reuse of historic or architecturally significant buildings

## WHAT DO OTHER CITIES DO?

**Many cities across the country have an Office of Cultural Affairs which is responsible for serving the arts community and promoting the arts. The Office of Cultural Affairs typically works with arts funding, programming, planning, marketing and even tourism. Staffing and funding of the Office of Cultural Affairs varies, ranging from 6-80 staff, with budgets ranging from \$70 million in Chicago to \$3 million in Nashville. Chicago's Department of Cultural Affairs calculated the 2007 direct impact of tourism on the local economy to be over \$15 billion.**

**Other cities, like Baltimore incorporate arts and cultural information in a central website on neighborhoods and real estate (Live Baltimore). For many cities, the convention and visitors bureau promotes events and offers arts/cultural information in conjunction with business improvement districts, Main Street districts, and historic districts. Local TV, radio and internet sites increase the reach of these efforts.**



# COMMUNITY FACILITIES

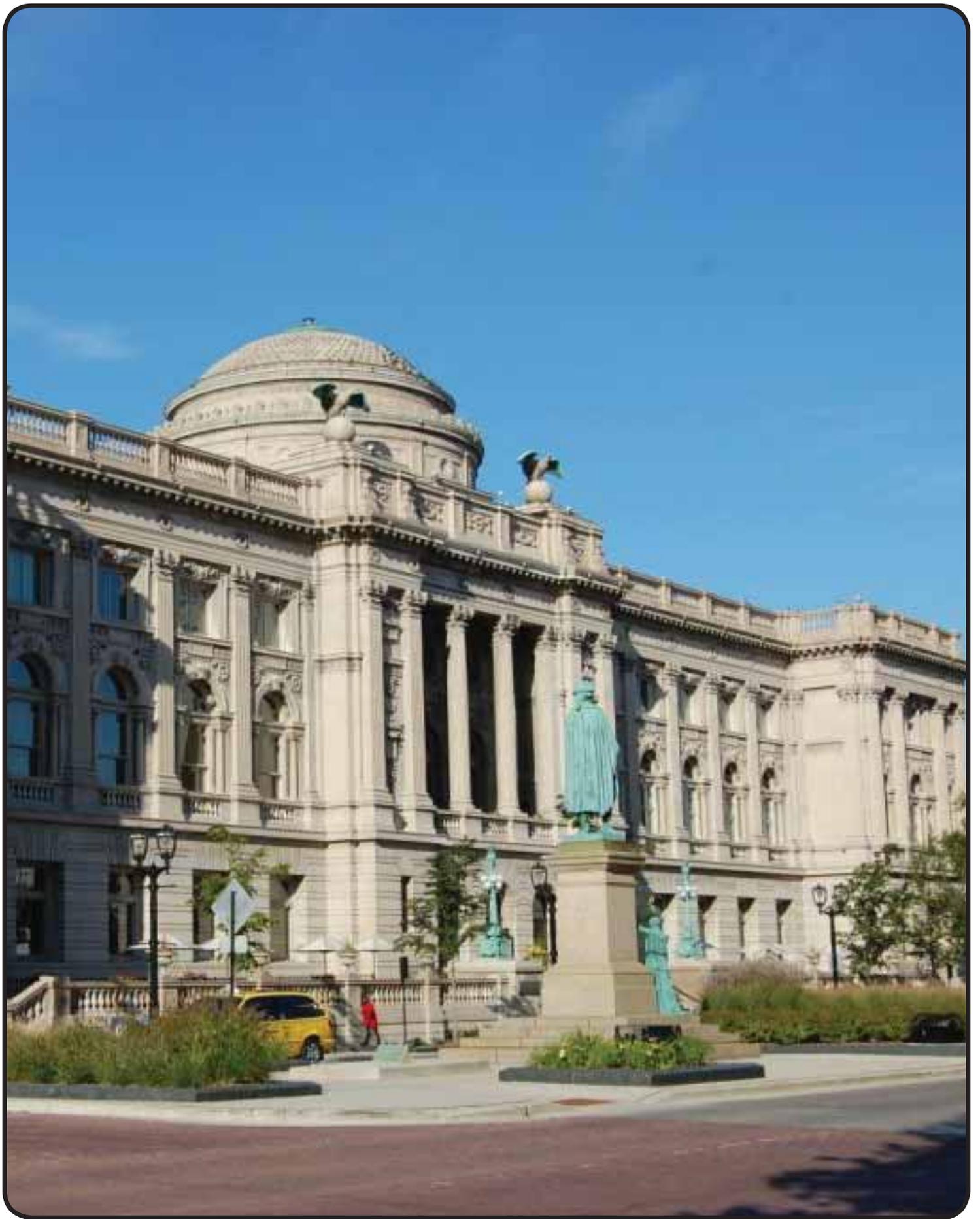
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*“There is no such thing as a **self-made** man. You will reach your goals only with the **help of others.**”*

*– George Shinn*

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# VISION FOR SUCCESS

This plan envisions the City and its partners are able to provide readily accessible public services and facilities that ensure coverage of basic needs and promote wellness, healthy lifestyles, safety, and enhanced quality of life for all residents. The city will be regarded as safe for all citizens, which will foster continued economic expansion and improve the overall quality of life.

The vision of success for Community Facilities includes:

## **Health and Wellness**

The City and its partners provide and promote standards and opportunities for health care, basic needs, child care, healthy food, and recreational opportunities.

## **Education and Economic Development**

The City and its partners promote and provide opportunities for life-long learning, including basic education, workforce development, and personal enrichment.

## **Safety**

Milwaukee is perceived and recognized as a safe city – through the work and resources of its police, fire, and emergency response teams. The City and its partners promote and provide a variety of safety education to the community, including residents, businesses and school children.

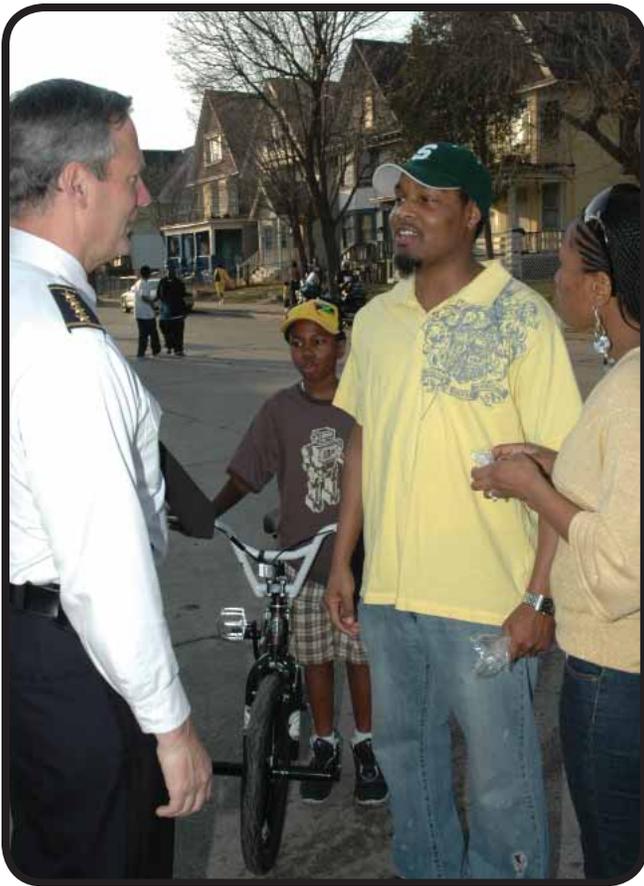
## OVERVIEW AND INTRODUCTION

The mission of City government is to enhance the safety, prosperity, and quality of life of all citizens working directly and through partnerships with community stakeholders. Key components of a sustainable and resilient city include healthy and safe environments with access to an excellent education, equitable access to basic needs such as health care and healthy foods, and opportunities to enjoy a meaningful civic life. Strong and adaptable Community Facilities are critical to ensuring a sustainable and resilient Milwaukee.

Community Facilities, as discussed in this chapter, include facilities that provide basic needs to residents and enhance the quality of life in the city. The foundation of community facility planning is to establish a healthy community by connecting people to opportunities, services, and socially to each other. The City of Milwaukee provides many community services but can not fulfill all the community's needs alone. Multiple levels of governmental agencies, along with private and nonprofit organizations have critical roles in ensuring health, safety and life-long learning for residents. City facilities include the Milwaukee Public Library system, Milwaukee Health Department, Milwaukee Police Department, Milwaukee Fire Department, and Milwaukee Public School System. Private organizations include healthcare providers, child care providers, faith-based organizations, cemeteries, neighborhood associations, and community centers, to name a few.

A healthy and vibrant city has an impact the quality of life for residents and affects their decisions about where to live and work. It is important for economic development that Milwaukee retains and attracts talented people to the city by ensuring safety, assuring health care access, and by offering a range of educational opportunities. Milwaukee has a solid foundation of community facilities and can improve its quality of life by enhancing existing services and facilities where feasible.

Community facilities are an essential component of economic development. Education and workforce training on an industry specific basis is offered at a variety of community facilities. These are critical needs for the community to ensure economic vitality. Government and health care are among the largest employers in this region, with health care projected to grow in the future. The economy of the region depends on the continued success of these critical links between education and economic development.



Libraries, schools, health care clinics, hospitals, and teaching and community centers often anchor and stabilize neighborhoods and must remain adaptive to the needs of a diverse population and changing trends.

**Crime Prevention Through Environmental Design (CPTED) is used in Milwaukee’s Safe Neighborhood Project. CPTED helped revitalize SOHI’s Main Street, while reducing crime in the neighborhood.**

## FACILITIES OVERVIEW

### HEALTH CARE FACILITIES

Major healthcare providers tend to have on staff facility planners. As expansions or new facilities are anticipated, healthcare providers work with the City of Milwaukee regarding plans and permits. As health care adapts to meet the needs of an aging population, it is anticipated that facilities will continue to expand. The City of Milwaukee will continue working with healthcare providers on locating and adapting their facilities in the community.

### CHILD CARE FACILITIES

There are a variety of child care facilities throughout Milwaukee, serving infants through school-aged children. In Milwaukee, child care facilities may be located in residential areas, as well as

commercial areas. Refer to Area Plans, zoning code, regulations and licensing requirements for additional information. It is essential that proper licenses are obtained and correct procedures are followed to ensure the safety of children and child care workers. The City of Milwaukee will continue working with child care facilities on siting their facilities in the community where they are most appropriate.

### POLICE FACILITIES

The Milwaukee Police Department has seven police districts which serve and protect the entire city. MPD services are essential to quality of life, neighborhood stability, and economic development in Milwaukee. MPD also provides education and outreach to the community at large. MPD has facility

management staff who can coordinate redistricting, expansions or new facilities with the City of Milwaukee.

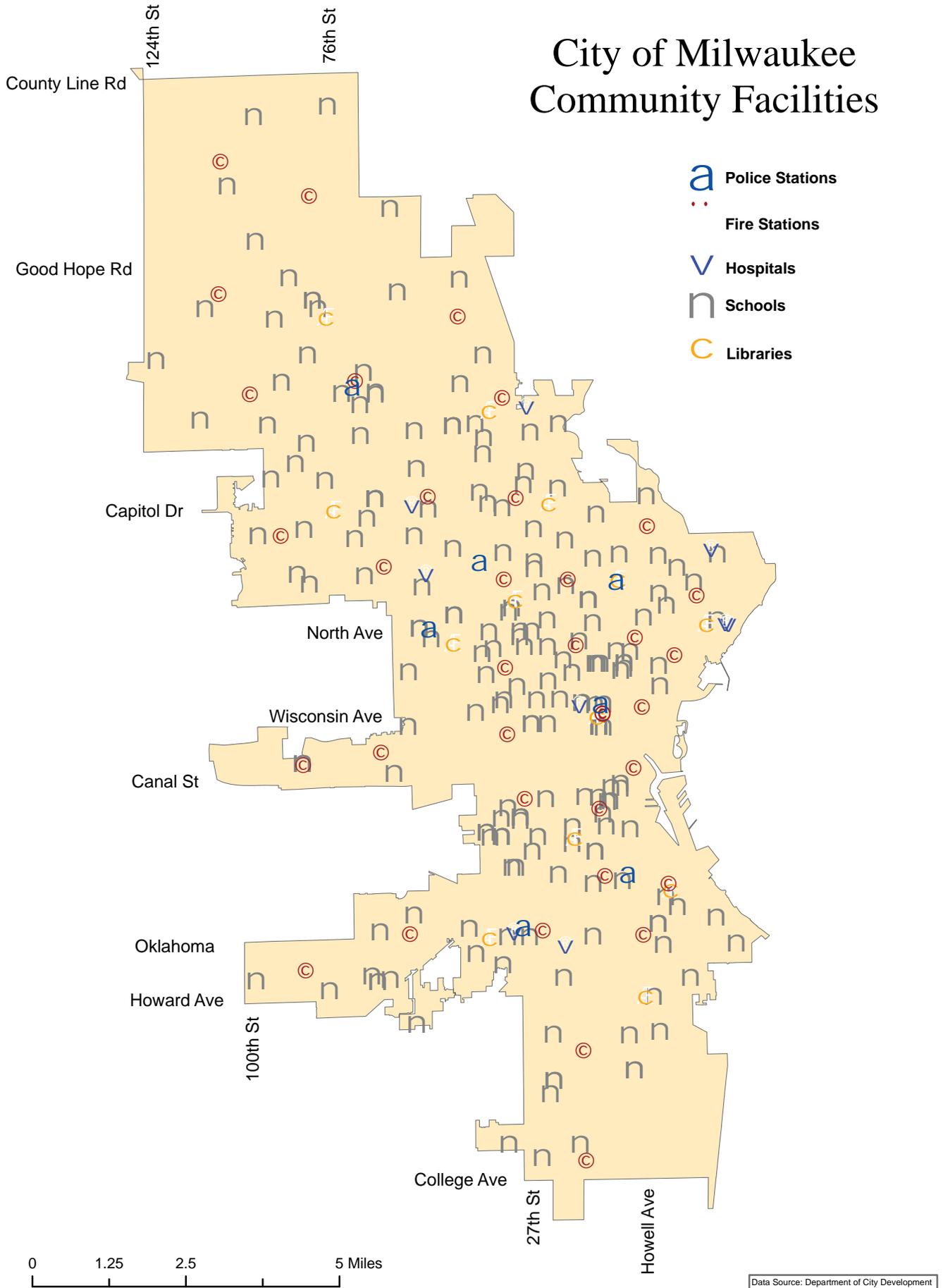
### SHERIFF FACILITIES

Milwaukee County Sheriff’s office protects and serves the whole County, but has an increased presence in County Parks, institutions and expressways in Milwaukee. The Explosive Ordnance Disposal Division serves the entire county.

### FIRE & RESCUE FACILITIES

Milwaukee Fire Department provides primary fire suppression, prevention, rescue and emergency medical service for the City of Milwaukee. MFD has 36 fire stations throughout the city. MFD also offers community outreach and education. MFD staff can coordinate

# City of Milwaukee Community Facilities



expansions or new facilities with the City of Milwaukee, as needed.

MFD also has special rescue teams. Heavy Urban Rescue Team (HURT) conducts specialized rescue in high hazard areas. The Dive Rescue Team covers 10.2 miles of Lake Michigan shoreline, area rivers, dams and park lagoons.

### **CEMETERIES**

Cemeteries in Milwaukee are typically run by private entities not associated with City government. It is anticipated these entities will continue operations and facility planning for cemeteries within Milwaukee. The City of Milwaukee will continue to work with local cemeteries as needed.

Some Milwaukee cemeteries serve as a cultural amenity, as well as providing an essential function. Three of Milwaukee's more notable cemeteries include: Forest Home Cemetery, Calvary Cemetery, and Wood National Cemetery. These cemeteries publish self-guided tours due to their level of public interest.

Forest Home Cemetery is both a designated Milwaukee Landmark and on the National Register of Historic Places. It was established in 1850, and currently has over 200 acres of wooded, gently rolling hills.

Calvary Cemetery was established in 1857, with over 65 acres. Its Victorian Gothic gate house was designed by noted architect Erhard Brielmaier in 1897.

Wood National Cemetery began operating on its current site, the Clement J. Zablocki VA Medical Center, in 1871. This Veterans' cemetery, which is the oldest in the country after Arlington National Cemetery, features a 60-foot high granite monument to Civil War Soldiers and Sailors. One pathway leads to seven additional memorials.

### **LIBRARIES**

The Milwaukee County Public Library (MPL) system, established in 1878, currently consists of the Central Library and 12 neighborhood libraries. Each neighborhood library serves approximately 50,000 people. MPL continues to adapt its offerings to the needs of the community. Its computers are often used by job-seekers; youth service programs encourage children to develop a love of reading; English language programs are available; lectures, historical programs and tours are offered; and services are continually being updated meet the needs of the entire community. MPL is part of the Milwaukee County Federated Library System.

Milwaukee's Central Library was named one of the top ten libraries in the country by nationally-known Librarian and author Nancy Pearl, as reported in USA Today.

MPL continues to increase its energy efficiency of facilities. MPL also leads by example, the Central Library has a green roof. Not only does the roof serve the environmental goal of reducing the quantity and improving the quality of stormwater runoff, it also raises the awareness of the

general public of solutions to environmental concerns. The City will continue to work with MPL to determine expansion needs.

### **SCHOOLS**

There are a number of educational options in Milwaukee that give the community broad choices in education: Milwaukee Public Schools, charter schools, private, and parochial schools. The Milwaukee School District provided education to over 85,000 children in 2009 according to State of Wisconsin DPI. Milwaukee Public Schools (MPS) is, by far, the largest provider of educational services.

MPS works with the City of Milwaukee on its facilities planning. When facilities are designated as surplus, the City works with MPS on potential redevelopment or reuse to derive the greatest good for the community. The MPS Recreation Department also provides park and recreation facilities and programs, many of which take place at MPS schools.

MPS has made a commitment to energy efficiency and the environment. Fairview School has installed solar panels and offers educational programs linked to greater environmental awareness. MPS and the City of Milwaukee partnered through Green Schools, as described in the Citywide Policy Plan Natural Resources chapter, to convert asphalt play spaces to open spaces planted with grass and trees.





## LOCAL ACHIEVEMENT

### **Milwaukee Health Care Partnership**

The Milwaukee Health Care Partnership is a public / private consortium dedicated to improving coverage, access and care coordination for under-served populations in Milwaukee County. The Partnership is a managed consortium governed by the CEOs of the 5 Milwaukee health systems and 4 Federally Qualified Health Centers, the Dean of the Medical College of Wisconsin, the Secretary of the State Department of Health Service, the Director of Milwaukee County Department of Health and Human Services, and the Health Commissioner for the City of Milwaukee. Through advocacy and action, they are working together to increase access to quality health care and create a healthier future for Milwaukee residents.

### **Wisconsin Covenant**

Wisconsin Covenant is a program to inspire young people to achieve greater success in high-school which leads to higher education. Introduced in 2006 by Governor Jim Doyle, this program has eighth graders sign the Wisconsin Covenant Pledge which states they will earn a high-school diploma, maintain at least a B average, demonstrate good citizenship, and take the necessary steps to enter a University of Wisconsin System institution, a Wisconsin Technical College and/or a Wisconsin private college or university. Students upon achievement become a Wisconsin Covenant Scholar which entitles them a place in higher education and financial aid, to make college more affordable.

Source: <http://wisconsin covenant.wi.gov>





## OPPORTUNITIES

### 1. **Strong neighborhood focus of safety initiatives and community organizing efforts that are tied to advanced technology.**

The City of Milwaukee Police and Fire Departments use advanced technology in addition to proven community education methods to deter crime, and partner with residents to maintain safe neighborhoods. This combination has demonstrated success as evidenced by sustainable decreases in crime for two years.

Crime Prevention Through Environmental Design (CPTED), a multi-disciplinary approach to deterring criminal behavior through environmental design, and thwarting criminal acts by affecting the built, social and administrative environment. The main components of CPTED include: eyes on the street, knowing your neighbors, clean environments, well lit and pedestrian friendly neighborhoods, and preparation for quick response to criminal activity.

Data sharing helps to coordinate safety efforts and stabilize neighborhoods. The City of Milwaukee has improved citizen access to vital community information, which provides greater coordination, communication and education for police, community groups and residents.

The Milwaukee COMPASS Project is a federally-funded initiative that builds and sustains collaborative efforts to find patterns and interrelationships



between relevant data to improve the community and deter crime.

The Milwaukee Fire Department as the primary fire suppression, prevention, rescue and emergency medical service for the City of Milwaukee, also engages in neighborhood outreach and education. Fire fatalities in the City have decreased by 58% from 2007 to 2009. In addition to educational outreach about fire prevention and safety, MFD also focuses programs on reducing violent crimes in the community, and on other community safety initiatives.

**2. Strong public/private partnerships that promote community health and wellness, ensure comprehensive solutions to regional health concerns, with preventive care and healthy lifestyle choices emphasized.**

In an effort to improve public health, Milwaukee has established effective tools to determine the level and quality of service available to its citizens. Through community-driven strategic planning, these tools will

be utilized to prioritize public health issues and identify resources to address the improvements, the efficiency, effectiveness, and ultimately the performance of the local public health system.

The City of Milwaukee Health Department (MHD) recently initiated a citywide Community Health Assessment. This initiative is the most comprehensive health assessment ever undertaken by the City, and will be used to help formulate the community's future public health goals and outcomes.

MHD has chosen the health assessment model, Mobilizing for Action through Planning and Partnerships (MAPP), developed by the National Association of City and County Health Officials and the Centers for Disease Control and Prevention.

This process is a collaborative effort by the City of Milwaukee Health Department and a steering committee composed of leaders and representatives from a broad array of city departments,

healthcare providers, and community organizations. When complete, it will offer a road map that will identify areas with the most need, the most efficient programs, and the potential highest and best use for facilities such as the former St. Michael's Hospital on the Near North side. Ultimately, MAPP efforts will coordinate with federal processes and programs, which will lead to a more accessible, affordable, and preventive health care system in the City of Milwaukee.

The City of Milwaukee Health Department is also a member of the Milwaukee Health Care Partnership, a public / private collaborative dedicated to improving health care for underserved populations. The Partnership has established a community wide plan to expand insurance coverage, improve access and enhance care coordination. The access initiative is focused on expanding and creating additional 'federally qualified health clinics' (FQHCs) in targeted city neighborhoods. For example, there are FQHC facilities at 16th St, Westside FQHC at 32nd St and



Lisbon Ave., and Milwaukee Health Services site on or near the former St. Michael's Hospital.

Another initiative of the Milwaukee Health Department includes the Center for Health Equity, which is dedicated to improving the social and economic factors that influence our public health within the City of Milwaukee as well as throughout the State of Wisconsin.

Milwaukee's Health Department was one of the first cities to establish a Center for Health Equity, created to address the social issues and behaviors that contribute to poor health. The Center will concentrate on improving the health of the population through improving the understanding of how socioeconomic conditions affect health, encouraging and supporting changes in public policy to improve health, and building community involvement in public policy making.

Many groups in the Milwaukee area collaborate to raise awareness about the importance of healthy

food choices for all residents. The Milwaukee Food Council brings together a group of concerned individuals and organizations from public, private, and nonprofit sectors to examine policy that effects the community food system. The Milwaukee Food Council, committed to the growth of urban agriculture, access to fresh foods for all citizens, education about the critical link between health and food choices, and sustainable food system planning.

**3. A real commitment from citizens, City government, Milwaukee Public Schools, and the Milwaukee Public Library to improve education and workforce development**

The Milwaukee Public Library continually seeks new and innovative ways to provide life-long learning and skills development for all Milwaukee residents. Computer training for new technologies and access to free internet for job seekers, are all valuable resources in a challenging economy. Select neighborhood

libraries, as well as the Central branch are designated as job centers and offer additional resources to residents: assistance for resume writing, online job applications, and online job searches. The Library's commitment to workforce development also includes partnerships with UW Milwaukee's Small Business Development Center, MATC, SCORE and a number of other community organizations. These partnerships have increased the Library's capacity to offer additional resources. In several libraries, one-on-one tutoring is available to promote adult literacy in the community. Children's librarians are assigned to every library, demonstrating a strong commitment to support the educational needs of children. Early and continued exposure of children to books and reading leads to improvement in reading readiness skills and life-long reading skills.

While faced with the challenge of a high percentage of disadvantaged and at-risk students, the Milwaukee Public Schools (MPS) has outlined a





number of goals in its strategic plan, “Working together and achieving more,” aimed at improving the overall education system for its students. Goals include:

- Students meet and exceed Wisconsin academic standards and graduate prepared for higher education, careers and citizenship
- School communities work together for improvement in academic achievement
- Leaders and staff demonstrate continuous improvement through focused professional development
- Measurable gains in student achievement and fiscal responsibility
- School staffs are supportive and responsive to students and families making the district accountable for measurable results

As part of the educational infrastructure of the City of Milwaukee, a number of private, charter, special schools, parochial and faith-based schools, contribute to a high level of choice and educational diversity. The range of options enhances both the quality and access to a good education that may be tailored to a student’s individual preferences.

The Charter School System enacted in 1993 by Wisconsin Statute enabled school boards to establish charter schools. The statute was later expanded to allow University of Wisconsin-Milwaukee, Milwaukee Common Council, Milwaukee Area Technical College and MPS to sponsor charter schools. The central purpose of the charter school legislation is to eliminate a significant portion of the statutory requirements, administrative rules and regulations that are usually imposed on public schools in order to in turn demand a new type of public accountability tied to actual performance.

Other initiatives include special schools such as boarding schools, Montessori-type, private education as well as Catholic Schools, Lutheran schools, and other local faith-based educational institutions.

Milwaukee’s rich selection of higher educational institutions offers many options related to specialization, affordability, access, and quality. The rich landscape of institutions within Milwaukee includes four-year institutions, technical institutions, art and design institutes, specialty schools, and career colleges which provide a myriad of options for students while meeting the needs of a modern workplace in a global economy.

Some of these institutions have facilities throughout the city, and their future expansion may provide additional opportunities for partnerships related to development, community building, and outreach.

As new industries enter the local market, there will also be opportunities for collaboration with programs, organizations, and facilities that will lead to job growth, workforce development and life-long learning.

Milwaukee Area Workforce Investment Board, Inc. (MAWIB) links employers and job seekers. MAWIB develops workforce programs and solutions that meet and anticipate regional economic development needs in partnership with local leaders from government, private industry and labor. MAWIB creates and manages a focused targeted education, training and employment system and looks to strengthen the local and regional labor exchange.

#### **4. Strong nonprofit organization network that exists in the region supports community development.**

Collectively, all of the nonprofit organizations, faith-based organizations and civic groups within the city implement each of the opportunities previously listed. Current and future nonprofit organizations will also be needed to provide valuable expertise for implementation of community and economic development goals.

The YMCA, YWCA and Boys & Girls Clubs in Milwaukee are only three of the many organizations that provide organized programmed childrens’ activities that allow them to play, socialize and build positive character traits. These organizations provide activities that teach character development and team work, all while having fun.

Community facilities should not only educate our children, but provide places for them to be mentored, enjoy healthy play, socialize, compete, and simply have fun in a safe and nurturing learning environment.

Community organizations can also provide valuable resources and manpower necessary to implement community development programs and neighborhood stabilization efforts that help create and maintain a healthy community. These organizations, while not always on the forefront of policy creation, play a critical role in helping to define the issues and share vital information with residents. Nonprofit facilities often are at the center of a community, providing access for community organization, facilitation, dissemination of relevant community based information and provide a forum for the identification of local issues.

## CHALLENGES

1. **While the overall crime rate has recently decreased in the City of Milwaukee, both the perception and reality of crime continue to be of concern. This issue is critical to the economic health and stabilization of neighborhoods.**

Recent crime statistics provide a positive vision for Milwaukee's future, with a decrease in violent crime over the past two years. However, crime is a significant

factor in residential and commercial investment decisions, and its impact is greatest on location decisions of residents and businesses within the metropolitan area. Public perceptions are also a critical component of how a community is viewed. It is important to note, negative perceptions may persist, even with recent statistical improvements. Therefore, police effectiveness at addressing neighborhood concerns and disorder becomes a key element towards

improving perception as well as reality.

Milwaukee is experiencing several trends that tend to be associated with crime, such as high rates of absentee fathers, high rates of single parent families, low rates of high school graduation, high rates of high school truancy, and increased unemployment figures. The Milwaukee Police Department alone cannot tackle these social issues that tend to be indicators of crime.





**2. Maintaining and growing an infrastructure of neighborhood health facilities that are prepared to deal with major public health issues, as well as general health care and wellness of the population is critical to the quality of life in Milwaukee.**

Over 47% of all Milwaukee emergency department visits are primary care treatable; 61% of those visits are made by low income uninsured and Medicaid enrollees. There is a 54% gap in primary care access in Milwaukee; the greatest gap is in neighborhoods with the highest rates of poverty, density and racial diversity. Over 250,000 low-income people in Milwaukee County are on Medicaid; with an estimated 90,000-100,000 uninsured. The City of Milwaukee has some of the highest rates of teen pregnancy, low birth weight babies and infant mortality, STDs, asthma, diabetes and obesity – with significant racial disparities. There is a significant need for increased access to comprehensive community health centers that provide medical, preventive, dental and behavioral health needs, are culturally competent and geographically close to underserved populations.

The critical component is the prompt identification of the symptoms related to disease and immediate provision of necessary treatment. This type of coordinated service will take the appropriate infrastructure /

facilities that would bring health care closer to those high risk populations.

Currently operating neighborhood health facilities provide primary and preventive care including health education, counseling and monitoring of high risk populations. To become more effective community partners and advocates for health, these neighborhood health facilities must become more visible, accessible, efficient, effective (high quality care) and more linguistically and culturally aware.

Hospitals are stabilizing forces in neighborhoods and serve as institutional partners and economic drivers. Access to hospitals that provide vital emergency and specialty care must be maintained.

**3. Strengthening established partnerships between the City and private healthcare providers ensures that proper health care, wellness, education and information be of high quality, cost effective and accessible for all residents.**

Keeping existing and establishing new facilities that can offer primary care and preventive health care resources in neighborhoods will be a major challenge as facilities age, and become both economically and functionally obsolete.

Many health related issues are influenced by circumstances prior to the manifestation of disease. These upstream circumstances include lack of resources or access those resources and contribute to the overall health quality of the population. In urban areas where socioeconomic stress is most prevalent, these issues are a major challenge. Although the importance of upstream solutions is well documented, the social and civic infrastructure is currently geared for downstream solutions and overall care rather than preventive care. So the challenge is the retooling of current health care infrastructure and developing better partnerships with civic groups, community groups, and Milwaukee healthcare providers to upgrade programming, and facilities needed to provide quality community-based preventive health care.

The next step is creating a network of primary care preventive/wellness facilities where best practices related to education, exercise, symptom diagnosis and preventive care can meet these new health care priorities. Preventive health care can take many different approaches from education, to exercise programs, healthy eating/lifestyle, and availability of fresh foods in neighborhoods. Each of these elements would require the appropriate infrastructure or facility that could efficiently offer a successful program. Identifying those facilities and establishing the necessary programs becomes a challenge of coordination, and funding.

The Milwaukee Health Care Partnership (of which the City Health Department is a member) has already created a health care access plan and identified the neighborhoods that need additional primary and preventive health facilities. Property/site identification is currently underway. Much public/private coordination will be needed to ensure adequate support for acquisition, funding and implementation.

Upstream strategies are not solely the responsibility of the health care system. Healthy community strategies include encouraging healthy food availability in local/corner stores, community gardening, and ensuring safe/walkable neighborhoods with clean air.

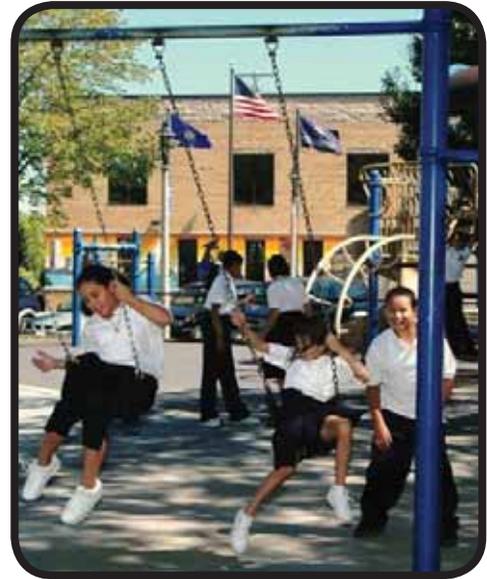
**4. Healthy and fresh food choices are not yet available to all residents.**

Healthy food is another important factor related to preventive health care. Healthy food is already a very important part of different sectors of Milwaukee's local economy including some local restaurants/cafes, farmer's markets, and urban agriculture. The challenge is how can we use these resources to expand healthy choices in grocery stores, restaurants, and of course the food distribution system that provides meals to local MPS students, hospitals, community facilities, and ultimately the entire population.

**5. The Milwaukee County Library System is well used by residents and has historically offered flexible services to meet the changing needs of the community. Branch locations have tailored programs to unique needs of neighborhoods. County funding continues to be a concern for system facilities and programs.**

Milwaukee County and City are currently facing a decline in revenues for all programs and services. Budget shortfalls have and will make less funding available to support the Milwaukee's Public Library system, whose funding has been on a constant decline since 1995.





The challenge to the Library System is not only a question of funding, but also a question of relevance to the current demands of an evolving economy. The library has become a digital warehouse where residents are able to utilize the internet to research, study, and acquire new skills and other information or obtain information related to applications and job opportunities. Library services that assist in job readiness skills, adult literacy, youth reading programs and homework assistance are all critical to the well being of the city. Decreases in these services will negatively impact the quality of life in the city.

**6. The educational attainment of our youth is critical for a successful city. Milwaukee Public Schools MPS provides a good base for early learning with many schools located throughout the city. However, absenteeism, graduation rate, education quality, low parental involvement, and neighborhoods disconnected from their local schools, are all current issues of a struggling MPS system.**

The MPS faces many of the same challenges that exist in urban schools throughout America. These challenges as mentioned above require an organized attempt that includes the coordinated efforts between MPS, the public sector, private sector, the community, parents, and students. Ultimately, the current system is not adequately preparing its students for an evolving global economy which can be seen in the fact obtained from the MPS fact sheet 2008-2009 that states that 60% of the students are not proficient in math or reading.

**7. Establishing high quality child care programs and activities for children either after school or during the summer months, is challenging due to the cost capacity of existing facilities, lack of school-base coordination, transportation needs, and establishing programs that generate interests while also maintaining accessibility for all ages, and incomes.**

It is a challenge for the State to adequately monitor each licensed childcare facility to ensure children are being provided with adequate

and safe care. The State of Wisconsin Bureau of Regulation and Licensing regulates childcare centers, residential childcare facilities, and private child welfare agencies throughout the State. However, with increasing demand for childcare services, and limited personnel for oversight, ensuring that the city's children are cared for in safe and supportive environments is not always achieved.

In addition to early childcare facilities, community support for school aged children is critical. Community facilities and schools should offer programs that provide mentorship activities, organized sports, games, and creative art applications that allow children to grow and explore in a safe and supportive, healthy environment. Throughout the city, these types of programs are located in facilities, such as the Boys & Girls Club, YMCA, or faith based organizations. Funding for these programs is a challenge that must be overcome to ensure a positive and nurturing environment for the youth of the city, and to support children of working families.

## POLICIES

I. ENSURE A SAFE ENVIRONMENT WHERE NEIGHBORHOODS, PARKS AND STREETS REMAIN SAFE, CONDUCTIVE TO A POSITIVE SOCIAL ATMOSPHERE, AND PROMOTE AND HEALTHY LIVING/WORKING ENVIRONMENT.

**A. *Continue to reduce crime and pursue preventive measures that reduce crime.***

1. Coordinate with community groups and residents to keep neighborhoods safe
2. Continue to encourage policing strategies that offer residents more visible and personal contact with officers
3. Continue to use technology and digital media to improve crime prevention
4. Encourage law enforcement and neighborhood groups to work together to promote social programs, civic events, and social interaction, as preventive measures to reduce crime
5. Utilize physical design measures to promote a safe defensible environment, which includes adequate lighting, safe locations for children and teenagers, buildings that promote eyes on the streets, well designed civic space, and pedestrian friendly environments

**B. *Promote fire and structural safety through prevention and education, and the maintenance of adequate staff and facilities.***

1. Continue efforts of the Milwaukee Fire Department to educate the public about fire safety
2. Maintain adequate response time for fire and emergency medical emergencies and continue to assess staffing and facility needs

**C. *Maintain the quality of existing facilities, and housing stock to ensure the protection of the public's health, safety, and welfare.***

1. Continue to expand code compliance on existing properties and permits for new construction and rehab construction through the Milwaukee Development Center or inspections through the Department of Neighborhood Services
2. Revise ordinances as necessary to promote use of green and innovative strategies for the built environment
3. Promote awareness of issues surrounding maintenance, potential structural problems, and indoor air quality (IAQ) in existing structures, through information dissemination, programs, and broad public education





II. ENHANCE AND MAINTAIN THE QUALITY OF MILWAUKEE'S HEALTH CARE SYSTEM USING AN APPROACH THAT IMPLEMENTS NEW TECHNOLOGICAL AND INNOVATIVE TECHNIQUES TO PROVIDE STRONG RELIABLE PATIENT CARE, ALLOW ACCESS TO A VARIETY OF HEALTH INSTITUTIONS, AND MONITOR THE QUALITY OF RESOURCES PROVIDED. IN ADDITION, CONTINUE TO PROVIDE A PARALLEL NETWORK OF PREVENTIVE FACILITIES AND PROGRAMS THAT SUPPORT COMMUNITY WELLNESS.

**A. *Protect and enhance community health for the individual, community and environment while promoting general health in the population, frequently advocated and undertaken by the members of the Milwaukee Health Care Partnership.***

1. Promote community facilities that offer the best quality care to residents
2. In partnership with Milwaukee Health Care Partnership, define a radius of allowable service areas for each health clinic to ensure communities have accessible health care within a relatively close distance
3. Seek out opportunities to increase the level of funding for existing and new resources, and equipment, to support adequate staffing, and to ensure facilities are up-to-date, clean, well managed, and of the highest quality
4. Coordinate public facilities with private health care and University resources to combine efforts and improve access
5. Encourage the expansion of partnerships among healthcare providers, clinicians, funders and community based organizations to support the overall health of Milwaukee residents

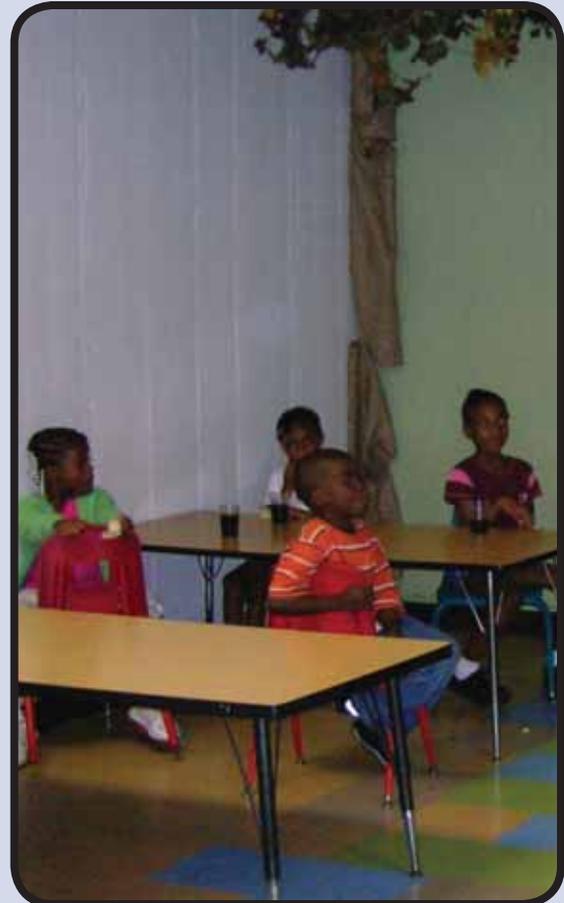


**B. Establish and coordinate facilities that provide the tools and resources to enhance preventive health care and maintenance of good quality health practices.**

1. Maintain the quality of existing facilities and ensure the public's health, safety and welfare is maintained during their use
2. Increase awareness of wellness in the community and foster greater understanding of the daily practices of healthy living
3. Promote equitable access to nutritious foods to address personal health and wellness
4. Continue to encourage farmer's markets and urban agriculture to emphasize healthy food and healthy living
5. Promote use of existing facilities such as MPS schools, religious facilities, YMCA, YWCA, and Boys & Girls clubs, etc. to encourage routine safe exercise and aerobic activity

**C. Promote a high standard of health care training and education for all healthcare employees to ensure that patient care is consistent and meets or exceeds citywide standards.**

1. Coordinate the efforts of the Milwaukee Health Department, local universities/colleges, healthcare providers, in addition to federal and state organizations to help set standards related to patient care
2. Increase the standards, training, and preparation all healthcare professionals and ensure standards are used and monitored





**D. Encourage the availability of equitable health care so that everyone, including high risk populations, poor communities, and those facing socioeconomic barriers, can receive quality health care.**

1. Identify baseline level of local and statewide understanding of the actual determinants of and contributors to health
2. Educate the public about the upstream determinants of disease through various strategies, including linking prominent health issues (e.g., diet-related diseases, breast cancer, HIV/AIDS, infant mortality, etc.) to related underlying social factors
3. Encourage physicians, clinicians, and public health professionals to support preventive practices and social determinants at the community building and policy level
4. Promote capacity building and collaboration with community groups to effect policy change surrounding public health issues
5. Consider the development of a competitive community grant-giving program to assist and strengthen community groups currently working on health care disparities
6. Promote early childhood education in an effort to increase the social opportunities and determinants of good health



III. PROMOTE PRACTICES THAT LEAD TO LIFE-LONG LEARNING FOR PEOPLE OF ALL AGES, ABILITIES AND INTERESTS. LEARNING GEARED TOWARDS SELF-IMPROVEMENT, AS WELL INCREASED WORKFORCE DEVELOPMENT TO COMPETE WITHIN AN EVOLVING GLOBAL ECONOMY.

**A. Encourage new opportunities in the green economy, with targeted small business incentives and the recruitment of new talent to the area.**

1. Help community based organizations establish specialized workforce development facilities that promote training and readiness for green collar jobs
2. Recruit new industry to the area with the use of incentives, marketing, and a prepared workforce. Work with local community groups to increase the amount of resources that can train, market, and prepare neighborhoods for new industry
3. Continue to market vacant industrial buildings as future opportunities for the evolving green economy

**B. Continue the excellence and diversity of Milwaukee's library system and institutions of higher learning allowing future expansion and program coordination with local community groups.**

1. Foster communication and coordination between institutions of higher education, local community groups, and residents to train and prepare for future employment in the service industry
2. Maintain and enhance the diversity of specialized degrees to increase the pool of employees in specific industries
3. Investigate the expansion of institutions on available land in the city, so new facilities become catalysts for additional community development
4. Support the existing high level of diversity, accessibility, affordability and accountability of Milwaukee's institutions of higher learning
5. Promote increased connections between the private and public sectors and institutions of higher learning
6. Increase adult education, literacy, and GED preparation, as well as soft skills, to increase the pool of eligible employees





**C. Ensure the highest level of care for children and the highest level of educational quality and diversity for school aged children.**

1. Promote procedures to ensure certified and licensed childcare facilities are operating for the best interest of the child and providing a safe and nurturing environment. Work to improve indoor and outdoor play spaces above State mandated minimum requirements
2. Continue to support the programs and initiatives of the Milwaukee Public Library that serve children and help prepare them for the future
3. Encourage partnership programs between local businesses and students to provide mentoring, internships and pathways to the future
4. Explore methods and funding sources to strengthen connections between neighborhoods and local schools, such as Lighted Schoolhouse programs, to ensure schools serve as the heart of a neighborhood, increasing social, educational and recreational opportunities
5. Explore additional opportunities for Milwaukee Public School and library facilities to be available for community use after hours for neighborhood meetings, adult education, organized sports, or other exercise activities
6. Work with community nonprofits, businesses, faith-based organizations, and residents to address issues impacting student achievement such as: poverty; physical, mental and dental health; family employment issues; housing; and transportation
7. Continue the diversity of local public, private, and faith-based education programs that serve the entire community





# UTILITIES

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*“As much as possible, we need to **redirect development** to existing communities and infrastructure. Otherwise, we’re just eating up more land and natural resources.”*

*– Kaid Benfield*

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# VISION FOR SUCCESS

## VISION OF SUCCESS

This plan envisions that the City and its partners provide readily available and well-maintained utilities throughout the city that ensure a high quality of life for residents and to support economic expansion within the region.

The vision of success for Utilities includes:

### **Coordinated Planning**

Utility infrastructure and regional land use planning will be coordinated to accommodate changing economic development needs. The City will coordinate utility planning with its partners to best ensure longevity and efficiency of infrastructure. Infrastructure will not be extended to support or promote decentralized land use or sprawl.

### **Achievement of Standards**

Utilities will meet or exceed government standards, such as stormwater and clean air requirements, while being proactive on non-mandated goals, such as reduction of fossil fuel consumption.

### **Sustainable Funding**

Utilities will continue to pursue federal and state grants and loans to finance utility improvements consistent with appropriate replacement cycles.

## OVERVIEW AND INTRODUCTION

Well managed and planned utilities are a foundation for economic development and essential for business retention and attraction. Utilities are typically core services provided by the City of Milwaukee in cooperation with its partners such as Milwaukee Metropolitan Sewerage District (MMSD), WeEnergies for electricity and gas, American Transmission Company (ATC), and telecommunications providers. All of these organizations must coordinate efforts to provide utilities that meet current and future needs, and adapt to projected development.

Utilities tend to reach beyond the municipal boundaries of Milwaukee. For example, Milwaukee's drinking water is sold to 15 nearby suburbs, the Milwaukee Metropolitan Sewerage District system spans 28 communities, and the City of Milwaukee owns, constructs and manages the water main network in the neighboring City of St. Francis. These partnerships require planning and coordination to support reliable, well-managed utilities across the greater Milwaukee area.

The City of Milwaukee encourages utilities to pursue more sustainable approaches to providing services. These approaches may include an increased reliance on renewable energy and biofuels; using more green infrastructure to supplement grey infrastructure; and reuse of waste as a resource, such as fly-ash used as backfill or storage of rainwater for irrigation. Sustainable techniques not only provide environmental gains, but offer long-term savings and often create additional job opportunities.

### **WATER SUPPLY**

Milwaukee's drinking water quality meets or exceeds all state and federal standards. The Milwaukee Water Works (MWW) is owned by the City of Milwaukee and is a national leader in providing high quality drinking water and monitoring water quality. MWW practices environmental stewardship in conserving water and energy resources. Milwaukee Water Works serves over 865,000 people from Milwaukee and 15 other communities via both wholesale and retail services. Wholesale clients operate their own water utilities, billing customers and maintaining the distribution systems in their communities. Retail clients receive full water service from MWW, including customer billing and distribution system maintenance.



Water treatment occurs at two plants, passing the water through multiple treatment process barriers. Since 1998, MWW has invested over \$227 million in treatment and distribution systems to ensure high quality water and reliable supply. Water treatment involves multiple processes including ozone gas, which is a primary disinfectant to destroy microorganisms that cause disease. MWW services and maintains approximately 1,965 miles of water mains.

#### **SANITARY SEWER**

Milwaukee Metropolitan Sewage District (MMSD) is the regional government agency that provides water reclamation and flood management services covering 28 communities, including Milwaukee, 411 square miles, and six watersheds. The District was established by state law and is governed by eleven commissioners with taxing authority. MMSD also undertakes lake and river water quality research, household hazardous waste collection, pharmaceutical collection, industrial waste monitoring, and planning and engineering services. MMSD also produces and sells Milorganite, an organic fertilizer, and methane which is used as an alternative energy source.

MMSD owns and operates about 3,000 miles of wastewater sewers in the region. Each community owns and operates their own sewers. Of the 2,446 miles of sewers in service within the City of Milwaukee, approximately two-thirds of the city is served by separated sewers and the remaining third is served by combined sewers. Separated sewers have two pipes – one that transports household wastewater to the treatment plant and another pipe that transports stormwater from streets and roofs directly to the nearest river or lake. Combined sewers have one pipe to collect both household wastewater and stormwater runoff. Concerns with separated sewers arise from the introduction of non-point source pollution into rivers and lakes, while concerns with the combined sewer system arise from occasional system overflows during major storm events. MMSD and the City of Milwaukee are partnering to address these concerns.

#### **STORMWATER**

The City has a strong commitment to improving the quality and reducing the quantity of stormwater runoff as demonstrated by several recently completed projects and initiatives. Two major bio-retention facilities along Canal Street in the Menomonee Valley, which

also serve as park-like green space, remove contaminants from stormwater before the flows are discharged into the Menomonee River.

Installation of green roofs on several public buildings is another way the City reduces stormwater runoff. Public buildings with green roofs include the Milwaukee Public Library, the Department of City Development, and the Housing Authority of the City of Milwaukee (HACM) developments. The new Public Works facility near 35th Street and Capitol Drive manages its stormwater onsite in an attractive pond.

Additional projects to reduce the flow of stormwater into the sewer system include downspout disconnections in targeted neighborhoods, foundation drain disconnections in public housing, promoting rain barrels, adding inlet restrictors on selected streets, and installing more native plants in city boulevards and public green spaces

The City has also designed and installed bio-retention facilities into street right of ways to treat stormwater runoff on North 27th Street between Capitol and Roosevelt Drives. These facilities are the first of their kind in the City of



## LOCAL ACHIEVEMENT

Milwaukee single family through four-family homes recycle over 50 million pounds of material a year. This benefits the environment by reducing the amount of waste in landfills, but it also saves the City of Milwaukee money. The City earns revenue from the sale of recyclables, with recent revenue at \$1.5 million per year which goes into the City's general fund to pay for city services benefitting Milwaukee residents and businesses. (Source: <http://www.milwaukeecycles.com/>) Recycling creates more jobs than simply putting waste in a landfill, so recycling also helps boost employment.

In just one month, the City recycled nearly 1.8 million pounds of aluminum cans, which is over 60 million cans. If these cans were lined up, they would reach over 2,380 miles or the equivalent of Milwaukee to Seattle. As a result of this effort, the City won an award for the US Conference of Mayors' Cans for Cash – City Recycling Challenge. (Source: DPW data) This is the sixth time Milwaukee has taken first place in this challenge.

The Milwaukee Water Works has been recognized by the US Environmental Protection Agency as having the highest quality drinking water in the US. Milwaukee Water Works has invested over \$227 million since 1998 in treatment and distribution systems, resulting in high quality and reliable drinking water.

Milwaukee was one of the first cities to test its water for emerging contaminants. None have been found in Milwaukee's treated drinking water. Milwaukee was the first U.S. city to post the results on the Internet, demonstrating a commitment to water quality.

In Milwaukee, Lake Michigan water is used and returned to the lake. As a steward of this resource, the Milwaukee Water Works uses sustainable practices such as water supply side conservation, prevention of water loss, and energy and resource conservation. The utility received two American Water Works Association awards for water efficiency in 2008.

WeEnergies recycles 98% of its coal combustion products reducing the overall amount of waste. Fly ash and bottom ash can be used in cement, as sand/gravel/crushed stone, for soil stabilization, and for the solidification of sewage sludge. [http://www.powerthefuture.com/qa/genqa\\_environment.htm](http://www.powerthefuture.com/qa/genqa_environment.htm); [http://www.we-energies.com/environmental/recycle\\_coalash.htm](http://www.we-energies.com/environmental/recycle_coalash.htm)

Since Milwaukee inaugurated its first Office of Environmental Sustainability in 2006, green momentum in the city has picked up steam. Milwaukee has invested in New Urbanist redevelopment, consciously folding sustainability into its planning and design (one green public housing development nabbed a Sierra Club honor in 2005). It has also taken great care to manage stormwater and reduce runoff into the lake and area rivers. In 2006, 5% of its fleet vehicles ran on alternative energy and one year later it was more than 40%. A 2006 energy audit of the City Hall complex led to power-saving measures that reduced energy use there by 9%. The city also has public outreach campaigns for recycling, composting, and water conservation. The city's updated bike plan may help get the near-75% of car commuters heading out to work...riding their bikes instead!" (sustainlane.com August 2006)

Milwaukee to use bioretention, a best management practice using native plants and engineered soils to trap pollutants from stormwater runoff, which reduces pollutants in runoff which reaches streams, rivers and lakes. Private land owners are also beginning to incorporate bio-retention techniques within new developments.

### **SOLID WASTE DISPOSAL AND RECYCLING**

The City of Milwaukee Department of Public Works – Sanitation Services manages the collection of household refuse and yard waste for the city. Sanitation Services is responsible for the collection and disposal for residential solid waste for approximately 190,000 single-family through four-family residential households in the city. Sanitation Services also collects solid waste from over half of the multi-family and commercial buildings in Milwaukee.

The City's curbside recycling program serves residents of single family through four-unit residential households. Larger multi-family buildings and commercial buildings contract with private collection firms for recycling. Solid waste is hauled to two transfer sites before it is sent to two privately-owned landfills.

The City also operates two self-help stations for residents to recycle or safely dispose of a wide variety of items. Both locations accept material for recycling, brush and yard debris for composting, as well as garbage for landfill. The City is currently exploring new fixed collection

dates for recycling. Yard waste is collected seasonally in the fall for leaf pick up and materials are composted. The City encourages residents to compost yard waste, and throughout the year residents may take yard waste to the self-help centers for composting.

### **COMMUNICATION FACILITIES**

Telecommunication, cable, and wireless internet facilities are privately constructed and maintained throughout the city. As these private companies modify and expand networks, it is coordinated with the City of Milwaukee. Private landowners are required to coordinate the extension of service to new developments. Although privately controlled, the placement of these facilities is often within the public right-of-way which obligates companies to obtain permission to access communication facilities. Care should be taken with the design of these facilities, especially in highly visible locations.

The City of Milwaukee owns and operates its own fiber optic system to serve Milwaukee Fire and Police Departments. This independent system ensures safe and reliable communications to protect the city and its residents.

The City is also exploring the opportunity of implementing a citywide wireless internet system.

### **POWER PLANTS AND TRANSMISSION LINES**

Power and transmission lines are privately constructed and maintained,

however the City of Milwaukee controls placement. WeEnergies provides electric and gas service to the City of Milwaukee and American Transmission Company manages the electrical transmission lines.

Electricity is generated by a regional coal-fired power plant located in Oak Creek and a coal-fired co-generation power plant located in the Menomonee Valley. The Valley Plant generates both electricity and steam which heats many buildings in the downtown area.

### **FUTURE UTILITY NEEDS**

Milwaukee is a highly urbanized area with a fully developed utility infrastructure network. New development and redevelopment can be constructed within Milwaukee and be served by the existing network of streets, water and sewer lines, drainage facilities and electrical grid. However, when planning for new development or reconstructing existing streets, the comprehensive coordination of utilities with regional transportation, economic development, housing, and land use planning should be a priority to ensure that current and future needs are met efficiently. Regionally decentralized or sprawling patterns of development should not be readily supported by costly infrastructure development. Instead, compact and low impact development patterns should be emphasized in the region. In addition, as utilities are upgraded, planning should be mindful of the aesthetic appearance of the utilities and the benefits of an uncluttered streetscape. Some developments choose underground utilities for this reason.

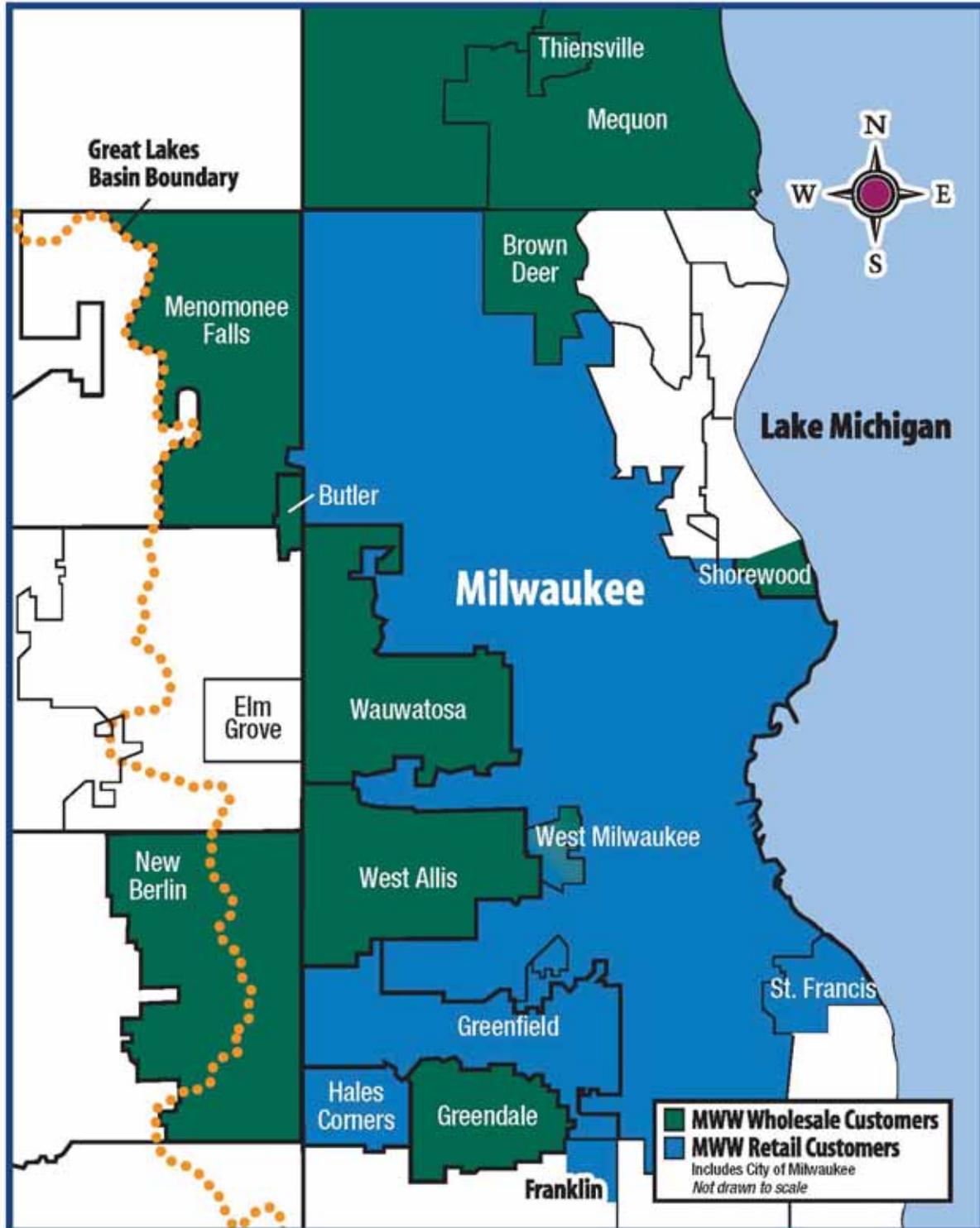




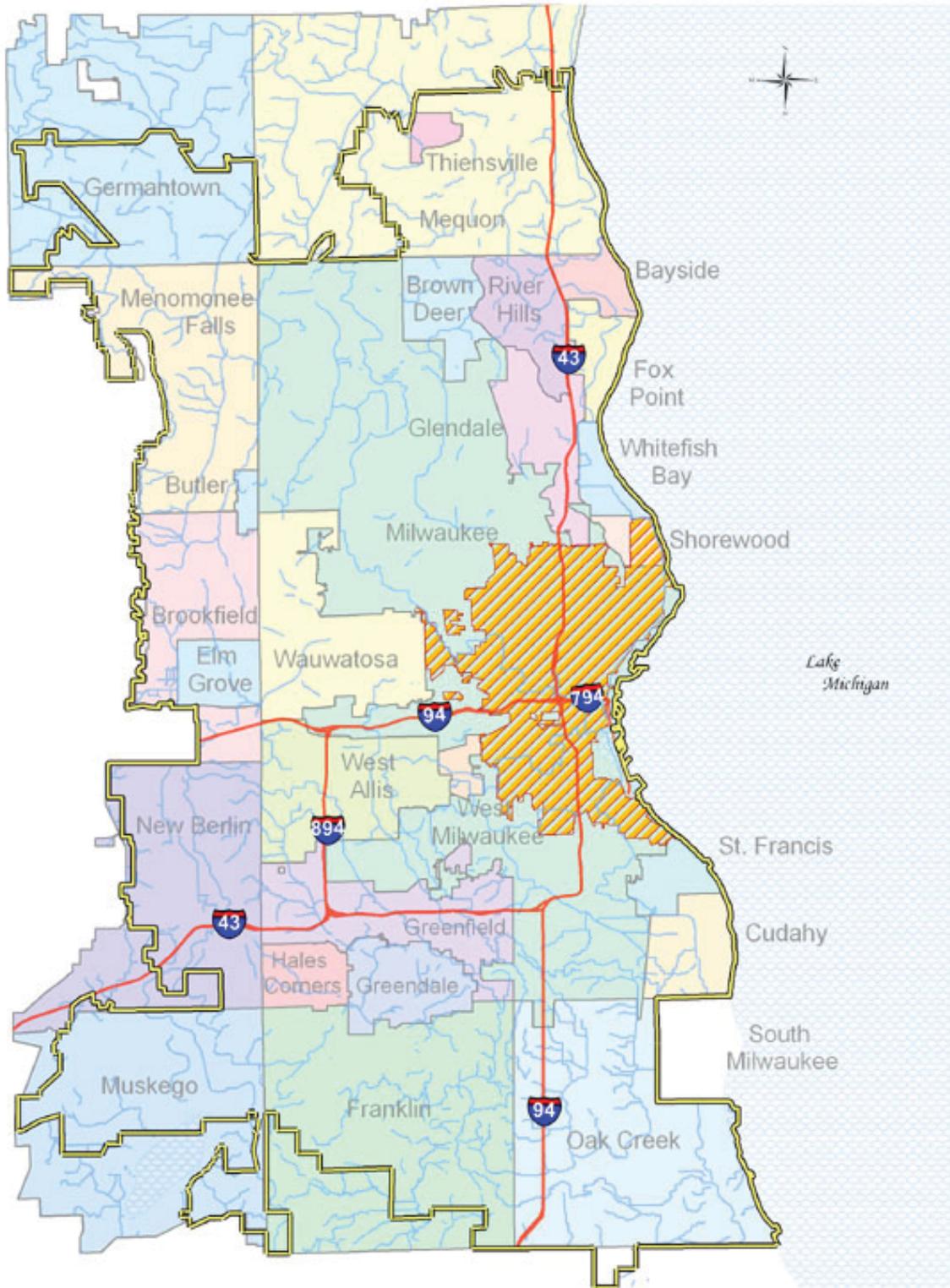
# Milwaukee Water Works

Safe, Abundant Drinking Water.

## Service Area



# MMSD Service Area with Combined Sewer Zone

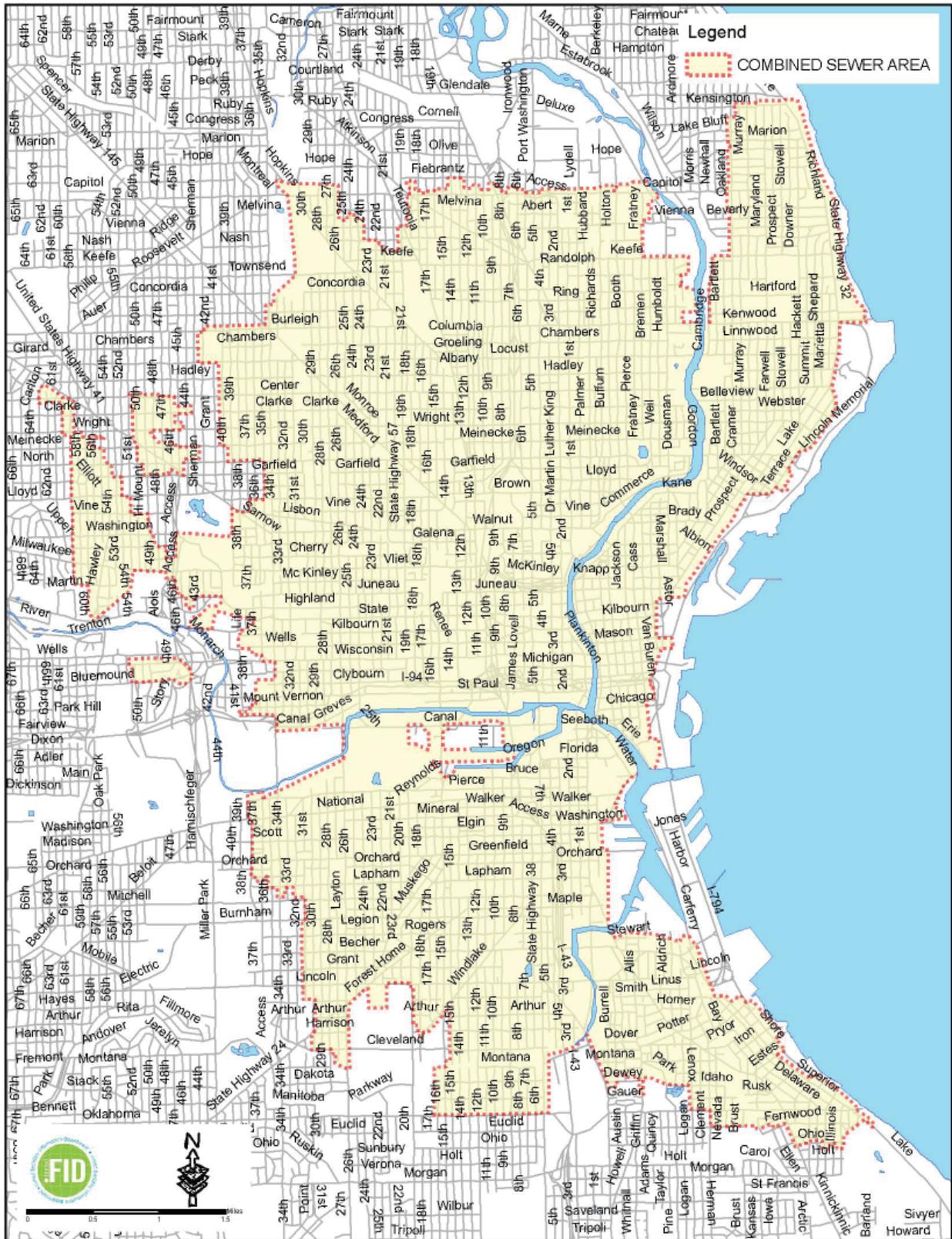


### Legend

-  Current MMSD Service Area
-  Interstates
-  Combined Sewer Zone
-  Water

0 1 2 Miles





## OPPORTUNITIES

### 1. **The City of Milwaukee utilizes the expertise and resources of private and public partnerships to increase the quality and efficiency of utility service.**

The City of Milwaukee collaborates with partners like WeEnergies, MMSD, and others to ensure the ability to meet current and future utility demands. For example, The City of Milwaukee has partnered with private sector companies to achieve energy and cost-savings. Milwaukee Water Works uses supply side conservation, which focuses on the utility itself saving water and energy used to treat and pump it. Using supply side conservation, the utility has saved over one billion gallons in the two-year period from 2006 to 2008. It could take decades of conservation by the utility's customers to equal this amount of water savings. Johnson Controls proposed the conversion of incandescent bulbs in traffic signals to Light Emitting Diodes (LED) technology which reduce maintenance costs and increase safety. Installing LEDs at all 730 intersections has the potential to reduce traffic signal energy consumption by 9%.

Private utilities that provide service to Milwaukee also strive to increase

quality and efficiency, resulting in a benefit to Milwaukee residents. For example, in 2000, WeEnergies announced Power the Future (PTF) plan, which includes investing in advanced power generation, adding renewable energy resources and improving existing power plants. Additionally, WeEnergies has a long standing commitment to environmental performance as evidenced by the reduction in sulfur dioxide, nitrogen oxide and particulates in power plant emissions.

### 2. **Milwaukee recycles over 50 million pounds annually from residential homes, (four family or less) significantly reducing solid waste and making recycling a critical industry.**

The City has established manageable goals and new strategies related to recycling, which increases opportunities for job creation in the recycling industry.

In 2008, the City of Milwaukee announced a new recycling public education and outreach campaign called "Recycle for Good." The goal is to increase the tonnage of recyclables collected in Milwaukee by 15%. The campaign aims to increase recycling efforts in neighborhoods where

recycling rates are low, as well as motivating current recyclers to do even more. Electronics recycling has proven to be very successful and associated costs are reducing.

The City of Milwaukee government promotes recycling in government operations. For instance as streets are reconstructed, concrete is recycled into new streets. Forestry trimmings can be used to generate energy. These efforts help the City to save money or comply with mandates.

Recycling will become even more valuable due to the 2009-2011 State of Wisconsin biennial budget which increased state taxes on garbage disposal by over 120%, raising the City of Milwaukee tipping rates over 35%. If the amount sent to the landfill remains the same as 2008, this would result in an additional \$2 million per year in taxes paid to the State of Wisconsin by the City of Milwaukee.

Other recycling initiatives include the nonprofit "Keep Greater Milwaukee Beautiful," a partner of the City of Milwaukee, which offers volunteer opportunities and internships related to recycling and environmental stewardship. The Be Smart statewide coalition, part of Associated Recyclers of WI, focuses on collaboration, knowledge, and education related to recycling.





**3. Milwaukee has embraced new technological advancements to gain efficiencies in utility infrastructure.**

Technological advances have been used to limit infiltration and inflow to the city's sewer system. In 2009, the city began to line lateral sewers, which are frequently a source of major infiltration and inflow. The lining technique has proven to be a very efficient and cost effective solution to lateral repairs resulting in a less intrusive repair process. In addition, the use of stormceptors slows stormwater flow into the sewer system during a major rain and also helps reduce the suspended solids that enter the system.

**4. Milwaukee provides excess utility capacity for future demand.**

When planning for utilities, the City routinely makes excess capacity available for the existing and future utilities. Providing for future utility needs minimizes the necessity of repeatedly disrupting streets to install additional utility capacity.

Milwaukee was among the first cities in the United States to provide wireless Internet access in public spaces. Pere Marquette Park and Cathedral Square Park have been freespots, or wireless access

points for public use since June 2003.

**5. Milwaukee has an abundance of fresh water and the Milwaukee Water Works is known for exceptionally high quality drinking water.**

Fresh and abundant water provides Milwaukee with economic development opportunities to attract and retain businesses, in addition to contributing to a high quality of life. MWW offers water-intensive industry and research an abundant and reliable source of high quality water at a low price. Water is Milwaukee's competitive advantage. Of the 50 largest cities in the US, Milwaukee ranks in the bottom third as having the least expensive water, according to a Badger Meter, Inc. survey in 2009.

**6. The City of Milwaukee, together with its partners, continues to reduce reliance on fossil-fuel energy, while improving the environment through new and innovative measures.**

Milwaukee has implemented many measures that directly or indirectly aid in the development of a greener city. The Milwaukee Office of Environmental Sustainability is working to position Milwaukee as a leader in environmental sustainability and energy performance in the 21st century. The office is charged with coordinating efforts to improve Milwaukee's lake and river water quality, reduce energy consumption, and stimulate economic development in the green technology sector. The Office of Environmental Sustainability emerged as a result of community input received from the Milwaukee Green Team, commissioned by Mayor Barrett in 2004.

Another outcome from the Green Team report has been an increase in more hybrid vehicles in the City fleet. The City has added 12 hybrid cars with a payback period of less than 10 years, 16 hybrid SUVs with a payback period of less than six years and two hybrid aerial lifts which are 14% more efficient than traditional diesel powered lifts. The City has even added bicycles to its fleet for use by employees for off-site meetings.

**RE-USE OF GREYWATER**

The capture and re-use of rainwater is already widely known and fairly popular, while the re-use of greywater may be less familiar. Greywater is washwater that has been used in the home; typically 50-80% of greywater comes from dish, shower, sink and laundry water. This can be reused for other purposes, especially landscape irrigation. Greywater excludes water from toilets and garbage disposals. Milwaukee's Urban Ecology Center is reusing greywater for toilet flushing. This was particularly challenging due to building codes. Greywater systems are gaining acceptance. The City of Tucson has a regulation that all new homes must include plumbing to enable greywater systems starting in 2010.

Sources: <http://www.oasisdesign.net/greywater/>  
<http://www.governing.com/article/shades-greywater>



LET'S MAKE MILWAUKEE CLEAN & GREEN.

## CHALLENGES

### 1. Funding for Milwaukee utility infrastructure maintenance is strained and limited.

Milwaukee's utility infrastructure systems are critical to the economic vitality of the area, and must be adequately or properly maintained. Even with state and federal financial assistance, continued funding for maintenance remains a challenge

Current replacement cycles for infrastructure systems, particularly streets and sidewalks, are not sufficient to maintain these systems at an adequate level. At the same time, the fiscal conditions facing the city make it difficult to

increase funding for infrastructure replacement. It is important to note that while 100% of properties in Milwaukee use or benefit from the City's infrastructure, as a result of property tax exemptions, far less actually provide the revenue stream of property taxes to pay for the City's infrastructure.

The current water main replacement cycle is well over 100 years. By 2015, approximately 70% of the mains will have reached their expected useful life. Similarly, the city's sewer system is currently on a replacement cycle of over 140 years, which exceeds the 90 year useful life of sewer mains.

### 2. Better coordination between City departments and with the City's partners is needed to minimize damage to newly installed utility and street infrastructure.

Lack of coordination can cause the disruption of recently completed work for new utility or street infrastructure projects. Each disruption in the flow of people, goods or services reduces economic productivity. For example, when streets are inaccessible in to businesses, customers often make other shopping choices, resulting in a significant challenge for local small businesses. Additionally, each time new pavement is disturbed to





accommodate underground utility needs, the patching that occurs compromises the integrity of the roadbed, and can lead to increased maintenance costs.

**3. The rising cost of fossil fuels impacts Milwaukee's ability to provide core services in a cost effective manner, while addressing environmental concerns.**

Even in the midst of budget challenges, the City must continue to prepare for sustainable growth and expansion, as well as new technologies. As the City anticipates continued economic growth,

it should continue to consider environmentally sustainable methods to provide essential city services in a cost effective manner. New technologies should be considered when efficiencies can be demonstrated. While initial start-up costs of new technologies tend to be high, they are not insurmountable and may demonstrate acceptable returns on investment.

**4. Compliance with water management regulations is often costly.**

Compliance with mandates from other levels of government, such as MMSD and DNR, often require Milwaukee

to make costly adaptations to its sewer system and stormwater runoff practices. For example, the State of Wisconsin Department of Natural Resources mandates a 40% reduction in total suspended solids that enter waterways by 2013. One challenge is to retrofit the established infrastructure to comply with the new standards. Although the City has embraced new technologies and methods for the efficient maintenance and repair of the sewer system, funding the retrofit of sewers is costly and funds are limited. In a dense, developed urban community, the physical space available for stormwater runoff facilities is an additional challenge.



## POLICIES

I. THE CITY OF MILWAUKEE WILL MAINTAIN, IMPROVE AND EXPAND UTILITIES AND INFRASTRUCTURE, AS WELL AS PARTNER WITH OTHER UTILITIES, AGENCIES AND ADVOCACY GROUPS TO PROVIDE COST EFFECTIVE AND EFFICIENT SERVICES FOR ITS RESIDENTS AND BUSINESSES.

**A. *Support economic development in the greater Milwaukee region***

1. Facilitate the movement of goods and services through well-designed, high quality public streets, sidewalks, internet, waterways and other networks
2. Continue to offer high quality fresh water while supporting the Milwaukee 7 Water Council marketing efforts to attract and retain fresh water business, industry, and research
3. Provide utilities and infrastructure to support business expansion and retention

**B. *Provide an enhanced quality of life for residents***

1. Continue to provide reliable utility service and improvements with predictable and sustainable cost structures
2. Continue to promote recycling efforts
3. Continue to provide a clean and sanitary environment for the community
4. Continue efforts which improve water quality in Lake Michigan and the area's rivers

**C. *Continue capital improvements through a comprehensive and collaborative financial plan***

1. Continue to work with partners to prioritize capital improvement plans that result in predictable rates and high-quality service for users
2. Work with partners to obtain additional city, state, and federal financial support, especially for infrastructure with regional impact
3. Continue the Capital Improvements Committee's work to prioritize and fund necessary capital improvements





## II. MAINTAIN A HIGH QUALITY AND EFFICIENT UTILITY INFRASTRUCTURE THAT ALLOWS FOR GROWTH, WHILE RESPECTFUL OF THE ENVIRONMENT

### ***A. Improve river and lake water quality***

1. Continue education related to the safe disposal of waste, especially harmful pharmaceuticals, cleaning agents, and other hazardous products
2. Promote continued investments in stormwater and sewage treatment systems to ensure that the best possible quality effluent returns to Lake Michigan, the source of drinking water for people in the region
3. Continue and expand stormwater best management practices (BMPs)
4. Consider green infrastructure techniques to supplement grey infrastructure redevelopment or maintenance where appropriate
5. Update City codes, for example, parking lot landscape design to minimize stormwater run-off, add tree canopy, and increase the total permeable surface area

**B. *Promote efficient water usage practices***

1. Continue to implement more sustainable boulevards to manage stormwater, and reduce irrigation water demand
2. Encourage the use of low flow water fixtures such as toilets, showers, faucets and advocate for identification and repair of water leaks
3. Identify more ways the City can harvest rainwater for landscape irrigation including rain barrels or cisterns on City housing developments and other municipal buildings where appropriate
4. Lead by example, encourage City employees and residents to find ways to efficiently use water at home and work
5. Maintain and promote Milwaukee's Water Works program which has shaped a demand-side conservation program to emphasize "Use Water Wisely – Control Water Costs" advocating efficient use of water, fixing leaks, helping consumers get the best value for their water usage, and reducing wasted water due to illegally opened hydrants

**C. *Coordinate utility infrastructure and economic development planning***

1. Focus planning and coordination on major corridors where streets are critical to local economic development interests
2. Utilize the most efficient and durable materials for street resurfacing to increase durability and minimize maintenance
3. Coordinate sewer and other utility improvements with street resurfacing improvements to minimize the unnecessary deconstruction of recent street improvements





**D. *Explore and promote new utility infrastructure technologies and practices***

1. Promote exploration and pilot demonstrations of new technologies with our partners
2. Consider allocating adequate funds to support exploration of new technologies
3. Continue to lead by example and seek efficiencies and sustainable practices in City fleet and buildings, such as green roofs and renewable energy sources
4. Promote urban design guidelines that maximize energy conservation
5. Promote greater awareness of rebate or incentive programs for energy efficient practices
6. Explore the development of green roof guidelines that encourage the use of green roofs for new development and redevelopment
7. Explore options for greater efficiencies in waste collection through increased separation, recycling and reuse of waste materials
8. Consider the use of wood biomass from tree trimmings or heat exchange energy from sewer pipes as alternative energy sources



# INTERGOVERNMENTAL COOPERATION

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***“Great discoveries and improvements invariably involve the cooperation of many minds.”***

***– Alexander Graham Bell***

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# VISION FOR SUCCESS

This plan envisions the City engaging in meaningful intergovernmental and intragovernmental dialog resulting in committed action to strengthen the city and the region.

The vision of success for intergovernmental cooperation includes:

## **Regional Planning**

Regional planning at all levels will be coordinated to re-evaluate changing land use and economic development conditions, and to minimize urban sprawl and create a more sustainable and integrated pattern of development.

## **Strong Communication**

The City and its partners will engage in ongoing, open and meaningful discussions to ensure a cohesive approach to decision-making and problem-solving for the region.

## **Shared Benefits & Costs**

The City will continue to work with regional partners to ensure that benefits and costs are shared equitably throughout the region and that we collectively invest in this region's best assets, consider potential for generation of wealth, as well as considering the region's best resources – it's people.

## OVERVIEW AND INTRODUCTION

Milwaukee is Wisconsin's largest city, and the only first class city in the state, with a population over 600,000 in an area of 96 square miles. Milwaukee County, which consists of 19 cities and villages, has a population over 950,000. The Milwaukee metropolitan area includes Ozaukee, Washington, and Waukesha Counties, which are comprised of 93 towns, villages and cities with a total population over 1.5 million. 27% of the state's total population lives in this metropolitan region.

Trends in the Milwaukee area impact the City's intergovernmental relations and the residents' quality of life. For example:

- For decades, both jobs and population have moved outward from Milwaukee, resulting in sprawl. Recently, census data indicates an increase of residents in Milwaukee following a long decline. The outward migration has left behind a concentration of urban challenges such as unemployment, declining educational attainment, health care challenges, and crime.
- The decentralization of population, or sprawl, has also resulted in auto-centric commuting patterns in the region, as well as public transit systems that are financially strained. The region lacks an entity with both the authority and funding to resolve current public transit challenges, and is rapidly falling behind other metropolitan regions that have this governance in place.
- Clean, fresh water is gaining recognition as a scarce and valuable resource, though it appears abundant in the Milwaukee area. The Great Lakes Compact and Milwaukee's designation as a United Nations Global Compact Cities Program (UNGCCP) for fresh water technology and science brings even greater attention to this precious resource. How Milwaukee addresses water resource issues for itself and neighboring communities will become increasingly critical in the years to come.
- Financial challenges are abundant and significant at all levels of government, and funding shortfalls may result in negative impacts on the quality of life for the entire Milwaukee area.



All of the topics covered in the Citywide Policy Plan require intergovernmental cooperation. For example the chapters on Transportation, Utilities, Community Facilities, Cultural Resources, and Housing and Neighborhoods contain strategies requiring intergovernmental cooperation. Refer to these chapters for additional topic-specific information.

**INTERGOVERNMENTAL COOPERATION IN ACTION**

There are numerous examples of intergovernmental cooperation.

- The state’s busiest freeways and freeway interchanges are in Milwaukee, requiring close cooperation with State DOT.
- Delegations from Milwaukee routinely travel to foreign

countries to recruit businesses, typically in partnership with state administrators.

- Milwaukee relies on state and federal assistance to clean up polluted brownfields and return them to productive use.
- Public transit is provided by the County.
- The federal government provides Milwaukee with significant funds to address foreclosure problems.
- Southeastern Wisconsin Regional Planning Commission (SEWRPC) creates regional plans and studies for the Milwaukee area.
- State legislature and state departments make key decisions affecting land use, property tax exemptions, and revenue sharing formulas.

- Public education is currently the responsibility of the Milwaukee Public Schools.
- Recently, Milwaukee and the City of Wauwatosa worked together to transform a former landfill into a park with residential opportunities at Hartung Quarry. This joint effort results in environmental, recreational and tax revenue benefits, and is a great example of intergovernmental cooperation, with local and state governments involved.

The City of Milwaukee entered into intergovernmental agreements with a number of entities in a variety of areas. These agreements may be categorized to include:



**Utilities & Public Works** – The City of Milwaukee and neighboring municipalities have agreements with a variety of utilities to provide services and infrastructure. These agreements include public works services, such as recycling.

**Emergency Services** – The City of Milwaukee has Mutual Aid Agreements with neighboring communities regarding fire services. The City provides hazardous material (HAZMAT) and biological threat abatement services for the region. The City also has a deep tunnel rescue agreement with Milwaukee Metropolitan Sewerage District (MMSD).

**Purchasing** – The City of Milwaukee participates in the State Vendor Net program which provides purchasing discounts, on certain items. City fleet purchases fuel with Milwaukee and Waukesha Counties for discounts.

**Education & Learning** – The City and Milwaukee Public Schools (MPS) have several agreements including crossing guards, health services, and financing of MPS capital projects. Milwaukee Public Library participates in the Milwaukee County Federated Library Service.

**Land Use** – Land use agreements exist between the City and a number of entities. The City of Milwaukee, Milwaukee County and the state have agreements related to land sales in the Park East redevelopment area. The City has agreements with Milwaukee County and the Forest County Potawatomi Community for land use and zoning in the Menomonee Valley. The City works with MPS regarding surplus schools.

Intergovernmental cooperation may result in occasional disagreement and it is important to have a means

to resolve conflict. The City of Milwaukee has dedicated staff and a full-time lobbyist for intergovernmental relations. City staff balances the need for intergovernmental cooperation, while maintaining the local control and authority of the City. The Milwaukee County Intergovernmental Cooperation Council provides a means for all 19 cities and villages in the county to discuss and resolve contentious issues.

The City of Milwaukee prefers direct discussions with entities involved in conflict. For example, the City had concerns about the State DOT plans for the Hoan Bridge. To resolve the concerns, the City, along with other affected municipalities, held discussions directly with DOT to establish a more acceptable approach to the problem.



## OPPORTUNITIES

### 1. Milwaukee has several established intergovernmental relationships.

The City of Milwaukee cooperates with MMSD, Milwaukee 7, SEWRPC, Regional Workforce Alliance, Milwaukee County Intergovernmental Cooperation Council, Milwaukee County Federated Library System, Milwaukee Area Domestic Animal Control Commission, and the National League of Cities. The City of Milwaukee has positive relationships with surrounding municipalities, Milwaukee County, and the State of Wisconsin.

Federal agencies provide the City of Milwaukee with significant funding for a variety of programs and projects. The city has received federal funding to assist with foreclosures and federal Community Development Block Grant (CDBG) funds to support Milwaukee community organizations helping youth, seniors, homeless people and the unemployed. Federal funds also help with transportation, infrastructure and the environment. In some cases, federal funds are first directed to state agencies for redistribution, which may also benefit the City of Milwaukee.

### 2. The Milwaukee area is gaining a broader understanding of the need for regional cooperation.

Public transit, parks, sewer, and water are critical topics for the region. Municipalities realize the growing importance of cooperation on these issues to move the region forward, especially with limited funding available for major projects.

As technology continues to advance, the process of sharing information, maps, vital statistics, and more becomes even easier which enhances decision-making.

### 3. The Regional Transit Authority (RTA) provides opportunity for greater cooperation to foster public transit in the region.

The RTA consists of City of Milwaukee, Milwaukee County, Racine County, Kenosha County, and SEWRPC, with State and Federal assistance. The RTA has taxing authority and is charged with the responsibility to oversee public transit in a three county region.





## CHALLENGES

- 1. Jobs, residents and regional wealth have been migrating away from central Milwaukee for decades. As a result, there is a mismatch between jobs, people and transportation.**

The outward migration has left behind a concentration of urban social challenges such as unemployment, declining educational attainment, healthcare and crime, without the corresponding tax base or wealth needed to properly address these social challenges.

- 2. The city's physical growth outward is limited, which impacts the ability to expand the tax base and create jobs.**

The city must rely on infill and redevelopment. Some sites are polluted and must be remediated first, which makes redevelopment even more costly, but not impossible.

The City's strong relationships with State and Federal entities facilitate redevelopment.

- 3. The City's infrastructure is aging and appropriate replacement cycles are not always met.**

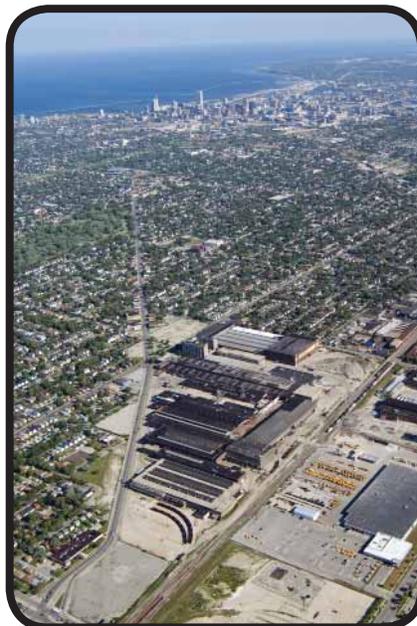
Parts of the City's infrastructure are deteriorating as evidenced by street failures and leaking pipes. Milwaukee is the area's economic and cultural hub, which means residents and non-residents are users of streets and infrastructure, but only residents pay towards resolving aging infrastructure problems. Financing to resolve infrastructure problems is limited and the City must continue to work closely with State and Federal entities to secure sufficient funding .

- 4. Resources are limited at all levels of government.**

Governments, at all levels, face increased funding challenges to meet the needs of residents and businesses with fewer resources. As a result, it becomes increasingly important for governments to work together to secure funding and reduce duplication of efforts.

- 5. While the need for regional cooperation is rising, resistance regionalism continues.**

Even in light of the benefits of regional cooperation, issues such as public transit, affordable housing, and economic development continue to cause resistance to regional cooperation. The challenge is to effectively communicate the value of shared economic benefits.



## POLICIES

### I. FOSTER EFFECTIVE COMMUNICATION AND GOOD WORKING RELATIONSHIPS BETWEEN THE CITY OF MILWAUKEE AND ALL OF ITS GOVERNMENT PARTNERS

- A. Seek opportunities for cooperation with other jurisdictions on issues that can best be addressed regionally such as transportation, affordable housing, water quality and supply, and air quality
- B. Initiate meetings among staff and elected officials of appropriate government entities when opportunities exist for cross jurisdictional collaboration
- C. Ensure the City of Milwaukee maintains appropriate local control and authority, commensurate with its population and central position within the region, while advancing intergovernmental cooperation
- D. Use technology and outreach to stimulate citizen input and dialog on regional issues

### II. PROMOTE A MORE COMPREHENSIVE AND COORDINATED METROPOLITAN APPROACH TO PLANNING, DEVELOPMENT, AND SERVICE DELIVERY

- A. Encourage the state to become more active in supporting and rewarding regional planning efforts
- B. Continue to support efforts such as those of the Milwaukee 7 to market and promote the region for economic development and job creation
- C. Collaborate with SEWRPC to ensure urban concerns are addressed in regional plans and ensure SEWRPC's governing body is representative of Milwaukee's population





### III. COOPERATE WITH OTHER JURISDICTIONS AND STATE GOVERNMENT ON REVENUE STREAMS AND EFFICIENCIES

- A. Consider alternatives or modifications to the state revenue sharing formula that better serve Milwaukee
- B. Collaborate with other jurisdictions and partners to identify and secure additional federal funding, such as New Starts funds for public transit
- C. Evaluate the possibility of shifting a portion of local jurisdictions tax burden to alternative revenue mechanisms to encourage better land use decisions. For example, fund RTA using sales tax instead of funding public transit with a property tax
- D. Continue to identify opportunities to work with other government entities to share services, and to eliminate inefficiencies and duplication of efforts
  - 1. Encourage staff to work with other jurisdictions and reward efforts to identify and eliminate inefficiencies and duplication
  - 2. Continue to promote reciprocal agreements such as those for libraries, schools, emergency services
  - 3. Promote better representation of Milwaukee on SEWRPC's board in regard to its population, economic position in the region, and geographic area



# IMPLEMENTATION

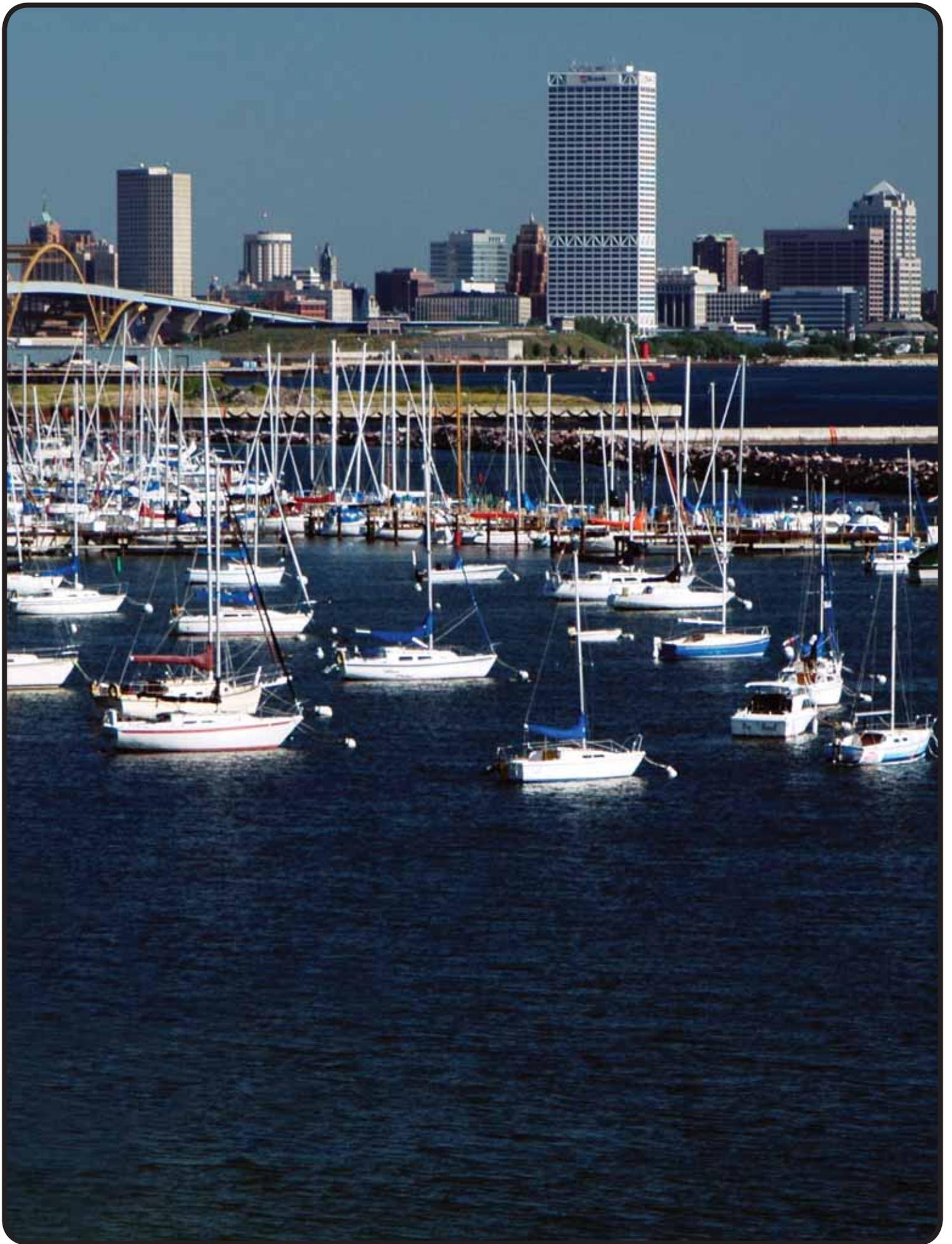
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*“**Vision** without action is only a dream. **Action** without vision is just passing the time. Vision with action can **change** the world.”*

*– Joel Barker*

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## OVERVIEW AND INTRODUCTION

The true strength of a plan is its successful implementation. The Citywide Policy Plan has established comprehensive policies and strategies that will take time and effort, as well as strong leadership to implement. The City of Milwaukee government cannot possibly accomplish implementation alone. No single entity has the responsibility, authority or financial capability to implement all of the strategies. Instead, the City must continue to work with its partners, which include corporations, nonprofits, faith-based organizations, all levels of government, neighboring and regional communities, as well as residents of the city.



The chart in this chapter summarizes the policies and strategies from other chapters of the Citywide Policy Plan, which are Smart Growth elements: Land Use, Economic Development, Transportation, Housing and Neighborhoods, Natural Resources and Sustainability, Cultural Resources and Historic Preservation, Community Facilities, Utilities, and Intergovernmental. The chart identifies the related Smart Growth element for each policy and strategy, along with responsible parties and an approximate timeframe.



It is important to note the interrelationships of policies for Smart Growth elements. For example, housing and neighborhoods policy specifies coordination with transportation and land use policy, and vice versa. Economic development policy promotes the importance of education, or community facilities, as well as transportation for goods and workers. The entire Citywide Policy Plan contains many interrelationships. These interrelationships also help to ensure consistency between Smart Growth elements. The implementation chart will also convey interrelationships.



Identifying responsible parties and timeframes can lead to a long list, which may seem to be repeated frequently, but cooperation among all interested parties for implementation is essential.

When City departments are listed as responsible parties, specific departments are not listed due to changing roles and responsibilities over time. Instead, City departments are listed as Department of Public Works (DPW) or Department of City Development (DCD) for example.

## RELATIONSHIP BETWEEN AREA PLAN IMPLEMENTATION AND CITYWIDE POLICY PLAN IMPLEMENTATION

The City of Milwaukee strategy for comprehensive planning included the completion of 13 Area Plans as well as the Citywide Policy Plan. Each Area Plan contains an implementation chapter which identifies how to complete strategies which benefit each of the 13 areas. Area Plan implementation involves the hundreds of stakeholders who participated in the process. Area Plan strategies are *not* listed in the Citywide Policy Plan chart, but remain essential for the City to accomplish. The Citywide Policy Plan implementation is in addition to the implementation of Area Plan strategies.

The Citywide Policies tend to benefit the entire city or even the region. Over 100 participants dedicated countless hours to the creation, review and adoption of the Citywide Policy Plan, with many of these participants also committed to its implementation.

A key to the responsible parties, which clarifies abbreviations used, follows the implementation chart. Responsible parties are listed by City Departments and also by the City's many partners. The division is intended to help City Departments more clearly identify implementation responsibilities. Both the City and its partners are essential to ensure the successful implementation of the Citywide Policy Plan.

## GUIDING PRINCIPLES & VISION OF SUCCESS

The introductory chapter of the Citywide Policy Plan outlined the four guiding principles:

1. A strong and prosperous **economy** enhances the quality of life for Milwaukee residents.
2. A healthy **environment** is essential for the survival of all living things and the foundation for a thriving city.
3. A high quality of life depends on the **equitable** distribution of resources and opportunities to residents.
4. Meaningful **engagement** in the decision making process helps ensure strong, vibrant, and desirable communities.

The guiding principles should be consulted during the implementation process for decision making and to ensure citizen involvement.

Each chapter contains a Vision of Success. The four guiding principles, along with a strong commitment to successful implementation of the Citywide Policy Plan, will help Milwaukee to achieve the vision of success described in each chapter. This results in a higher quality of life and improved economic opportunity for all residents.

## AMENDING OR UPDATING MILWAUKEE'S COMPREHENSIVE PLAN

The State of Wisconsin's Smart Growth law requires plans to be updated no less than once every 10 years. The City of Milwaukee will comply with this requirement for the Citywide Policy Plan and the City's Area Plans. Updates are considered to contain more substantive changes to the plan document. Updates must follow the original plan adoption process, which is defined in Wisconsin Statutes – Section 66.1001(4). Milwaukee Common Council adopted a Public Participation resolution which also must be followed. (Legistar 040565)

The Citywide Policy Plan or Area Plans plan may be amended by the City of Milwaukee. Amendments tend to be minor changes to the plan. Amendments must also follow the original plan adoption process and public participation process.

## PLANNING-RELATED UPDATES

The City of Milwaukee periodically updates planning-related codes. For instance, the zoning code is updated annually and the zoning map is an ongoing update. The historic preservation ordinance is in the process of being updated. Building codes are updated as the IBC code is updated. The subdivision ordinance is in the process of being updated. Other planning-related codes are updated as needed.



Policy	Timeline	Responsible City Departments	Community Partners
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## Land Use

### I. Use a targeted catalytic approach to plan land use and development to meet and stimulate existing and future market demand for residential, commercial, and industrial uses and to strengthen the local and regional economy.

A. Use the City's land control and development review process to encourage new sustainable development, investment, and economic activity.	Ongoing	DCD, MEDC, RACM, CPC, HPC, NIDC, elected officials	Milwaukee 7, property owners, developers
B. Balance and coordinate land use, development and infrastructure investment decisions to make efficient use of existing city infrastructure, utilities, services, and resources.	Ongoing	DCD, DPW, MEDC, CPC, HPC, Capital Improvements Committee, elected officials	Milwaukee 7, utility providers, state agencies, property owners, developers
C. Strengthen commercial and industrial centers, districts, and corridors and expand commercial and industrial activity.	Ongoing	DCD, DPW, MEDC, Milwaukee 7, CPC, Capital Improvements Committee, utility providers, property owners, nonprofits, BIDs, Main Streets, elected officials	Milwaukee 7, utility providers, property owners, nonprofits

### II. Coordinate land use, transportation, and public infrastructure planning.

A. Develop a coordinated land use and transportation plan for the city that considers the location, density, and access to housing, commerce and industry, daily needs and services, parks and open space (including community gardens), and community, institutional, and civic facilities.	Near future	DCD, DPW, elected officials	
B. Encourage mixed-use, higher density land use around public transit stations and networks.	Near future	DCD, CPC, elected officials	Property owners, developers

### III. Sustain, restore and enhance the livability, character, and stability of Milwaukee's neighborhoods.

A. Adopt citywide standards and guidelines that enhance the health, safety, convenience, stability and quality of neighborhoods and improve the quality of life for residents and stakeholders.	Ongoing	DCD, DNS, NIDC, ITMD, elected officials	Nonprofits
B. Encourage the development of community focal points around key neighborhood assets.	As capacity allows	DCD, DPW, Arts Board, BIDs, Main Streets, elected officials	Arts community, nonprofits, property owners
C. Ensure that neighborhoods are unique, beautiful, and engaging for a diversity of residents, businesses, and visitors.	Ongoing	DCD, DPW, BIDs, Main Streets	Arts community, nonprofits, property owners
D. Strengthen and highlight the city's downtown central business district as a regional center of activity, economy, and social gathering.	Ongoing	DCD, MEDC, DPW, BIDs	Milwaukee 7, arts community, property owners, associations
E. Develop and adopt illustrated urban design standards that promote high quality, context sensitive, sustainable, market-competitive, and traditional neighborhood designs.	Near future	DCD, DPW, CPC, elected officials	

## Housing and Neighborhoods

### I. Improve the quality, diversity, and accessibility of housing stock within the city.

A. Promote preservation and improvement of existing housing stock.	Ongoing	DCD, RACM, DNS, HACM, HPC, NIDC	Nonprofits, property owners
B. Aggressively market Milwaukee for infill and new housing development for residents of all income levels.	Ongoing	DCD, HACM	Nonprofits, neighborhood associations, property owners
C. Support and encourage housing diversity to accommodate a variety of housing needs.	Ongoing	DCD, RACM	Nonprofits, property owners

<b>Policy</b>	<b>Timeline</b>	<b>Responsible City Departments</b>	<b>Community Partners</b>
D. Provide and maintain high quality public housing and community service programs.	Ongoing	HACM, MPD	Nonprofits
E. Promote programs to increase home ownership and responsible rental property ownership.	Ongoing	DNS, DCD, NIDC	Nonprofits, property owners
F. Improve the energy efficiency and sustainability of new and existing housing.	Ongoing	DNS, DCD, OES	Nonprofits, utility providers, property owners

## **II. Provide a rich mix and balance of housing types, workplaces, shops, schools, recreation areas, and places of worship within neighborhoods**

A. Support viable neighborhood centers, public places and local retail development.	Ongoing	DCD, BIDs, Main Streets, elected officials	Nonprofits, property owners
B. Ensure access and proximity to jobs.	Ongoing	DCD, MEDC, elected officials	Milwaukee 7, Milwaukee County, nonprofits, businesses
C. Promote public transit options for citizens.	Ongoing	DPW, DCD, elected officials	Milwaukee County, MCTS, RTA, WISDOT, nonprofits, elected officials

## **III. Coordinate resources to support and enhance neighborhood development, reinvestment, and stabilization efforts.**

A. Establish or enhance partnerships which help improve neighborhoods and build capacity.	Ongoing	DCD, RACM, DNS, BIDs, Main Streets, elected officials	Nonprofits, neighborhood associations, elected officials, residents
B. Improve the physical environment of neighborhoods.	Ongoing	DPW, DCD, RACM, BIDs, Main Streets	Nonprofits, property owners

## **IV. Preserve and enhance the social environment and health of neighborhoods.**

A. Take action to make neighborhoods safer.	Ongoing	MPD, MFD, DNS, elected officials	Nonprofits, residents
B. Promote wellness and sustainable practices within neighborhoods.	Ongoing	DCD, health department, OES	Healthcare providers, nonprofits, residents

## **Transportation**

### **I. Make transportation decisions to support economic development, environmental sustainability and community goals.**

A. Coordinate regional transportation planning with land use planning.	Near future	DCD, DPW, Port of Milwaukee, elected officials	RTA, WISDOT, SEWRPC, Milwaukee County, MCTS, railroads, General Mitchell International Airport
B. Assure city zoning codes and policies support multi-modal transportation.	Near future	DCD, DPW, CPC, elected officials	
C. Promote transportation improvements that enhance health and quality of life.	Ongoing	DCD, DPW, OES, elected officials	RTA, Milwaukee County, SEWRPC, WISDOT

### **II. Connect Milwaukee to the country and the world for trade and travel.**

A. Preserve and improve mobility and access for the transport of goods and services.	Ongoing	Port of Milwaukee, DCD, DPW, elected officials	General Mitchell International Airport, Milwaukee County, MCTS, railroads, WISDOT, RTA, Milwaukee 7
B. Maintain and expand passenger multi-modal transportation options and facilities.	Ongoing	DCD, DPW, elected officials	Milwaukee County, RTA, nonprofits, railroads

### **III. Support the expansion of public transit and promote options that connect the greatest number of people to the greatest number of destinations.**

A. Support the expansion of public transit options and service.	Ongoing	DCD, DPW, elected officials	Milwaukee County, MCTS, RTA, FTA, nonprofits
B. Explore funding and governance options for the maintenance and operation of new and existing modes of transit.	Ongoing	DCD, DPW, BIDs, elected officials	Milwaukee County, RTA, nonprofits



<b>Policy</b>	<b>Timeline</b>	<b>Responsible City Departments</b>	<b>Community Partners</b>
C. Provide amenities which enhance the experience of public transit users.	Ongoing	DCD, DPW, BIDs, Main Streets, elected officials	Milwaukee County, RTA, nonprofits, businesses

**IV. Maintain a sustainable and well balanced street and highway network that safely and efficiently moves people and goods and supports the economy.**

A. Maintain the existing system of streets and bridges.	Ongoing	DPW, Capital Improvements Committee	Milwaukee County, WISDOT
B. Continue to encourage integration of Complete Streets principles and sustainability into street design and reconstruction projects.	Ongoing	DPW, DCD	Nonprofits, Milwaukee County, WISDOT
C. Provide transportation demand management, also support programs and strategies aimed at reducing car trips, minimizing miles driven and increasing occupancy.	Ongoing	DPW, OES	WISDOT, businesses, nonprofits

**V. Increase opportunities for walking and biking as practical options that contribute to neighborhood vitality and public health.**

A. Create attractive and convenient pedestrian and bicycle routes and facilities.	Ongoing	DPW, BIDs, Main Streets	Milwaukee County, nonprofits, businesses, property owners, state agencies
B. Provide amenities for bikes and cyclists.	Ongoing	DPW, BIDs, Main Streets	Nonprofits, businesses, property owners
C. Ensure accessibility for people of all abilities.	Ongoing	DPW, BIDs, Main Streets	Nonprofits, businesses, property owners
D. Utilize streetscaping to create safe and engaging pedestrian and bicycle friendly spaces.	Ongoing	DPW, BIDs, Main Streets	Nonprofits, businesses, property owners

**Economic Development**

**I. Ensure that the City's economic development efforts complement the efforts of local and regional partners.**

A. Align City government's economic development efforts with the efforts of others pursuing economic and employment growth and expansion of the tax base in Milwaukee and the region.	Ongoing	DCD, RACM, DOA, MEDC, elected officials	Milwaukee 7, Milwaukee County, MAWIB, WWBIC, nonprofits, businesses
B. Align City government's economic development efforts with the needs of local employers, since most job growth occurs through the expansion of existing companies.	Ongoing	DCD, RACM, DOA, MEDC, elected officials	Milwaukee 7, Milwaukee County, nonprofits, businesses

**II. Maximize and target City government's economic development resources through partnerships and targeted investment.**

A. Maximize and target City government's economic development resources to employers and sectors poised for growth in the Milwaukee region.	Ongoing	DCD, RACM, MEDC, elected officials	Milwaukee 7, Milwaukee County, nonprofits, businesses, State and Federal as appropriate
B. Maximize and target City government's economic development resources so Milwaukee residents benefit from the growth of economic opportunity.	Ongoing	DCD, RACM, MEDC, elected officials	Milwaukee 7, Milwaukee County, nonprofits, businesses, State and Federal as appropriate
C. Maximize and target City government's economic development resources through partnerships that leverage additional resources.	Ongoing	DCD, RACM, MEDC, elected officials	Milwaukee 7, Milwaukee County, nonprofits, businesses, State and Federal as appropriate

Policy	Timeline	Responsible City Departments	Community Partners
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**III. Grow the workforce employers need through education, training, and attracting talent.**

A. Grow the workforce employers need by encouraging Milwaukeeans to finish high school and pursue post-secondary education.	Ongoing	MPL, elected officials	MPS, charter schools, nonprofits, post-secondary institutions
B. Grow the workforce employers need by providing robust training resources and vocational training preparation to the citizens of Milwaukee.	Ongoing	MPL	MPS, MAWIB, Job Corps, charter schools, nonprofits, post-secondary institutions
C. Grow the workforce employers need by making Milwaukee attractive to talent from elsewhere.	Ongoing	Elected officials	Milwaukee 7, nonprofits, post-secondary institutions

**IV. Operate City government in a manner that supports economic development.**

A. Operate City government in a manner that supports economic development by reducing crime.	Ongoing	MPD, elected officials	Milwaukee County, nonprofits, residents
B. Operate City government in a manner that supports economic development by providing a high quality physical infrastructure and top-notch local government services.	Ongoing	DPW, RACM, City of Milwaukee, elected officials	Private utilities, WISDOT
C. Operate City government in a manner that supports economic development by ensuring a consistent, understandable and predictable regulatory framework.	Ongoing	DCD, elected officials	

**Natural Resources**

**I. Protect and restore natural resources to ensure that Milwaukee’s rich natural heritage remains intact, healthy, and functional for the benefit of future generations.**

A. Identify, preserve, and enhance the quality of natural resources, natural features, biodiversity, and ecological integrity of the community.	Ongoing	DPW, OES	MMSD, nonprofits, property owners, Milwaukee County, SEWRPC, DNR, State & Federal as appropriate
B. Prioritize the preservation and enhancement of water resources and features, which are critical natural assets for the city.	Ongoing	MWW, DPW, OES	MWW, DPW, OES, MMSD, nonprofits, property owners, Milwaukee County, SEWRPC, DNR, State and Federal as appropriate
C. Enhance and improve the urban forest and incorporate green infrastructure elements within the urban environment.	Ongoing	DPW, OES	Nonprofits, property owners, MMSD, Milwaukee County

**II. Enhance the city’s park and open space network to provide access and enjoyment for all.**

A. Ensure easy and equitable public access and connectivity of parks, nature, and open space across the city and region.	Ongoing	DCD, DPW, OES	Milwaukee County, MPS, nonprofits
B. Improve and expand a diversity of facilities and programming within the park and open space system.	Ongoing	DCD, DPW	Milwaukee County, MPS, nonprofits
C. Improve and seek funding to support park acquisition, maintenance, and programs.	Ongoing	DCD, DPW, elected officials	Milwaukee County, MPS, nonprofits

**III. Reduce the city’s contribution to energy consumption and climate change.**

A. Minimize peak energy demand and reduce overall energy consumption of buildings and infrastructure.	Ongoing	DPW, OES	Private utilities, businesses, residents, nonprofits
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<b>Policy</b>	<b>Timeline</b>	<b>Responsible City Departments</b>	<b>Community Partners</b>
B. Foster greater use and development of alternative energy systems and practices.	Ongoing	DPW, OES	Private utilities, businesses, residents, nonprofits
C. Plan land use, employment, and transportation systems to improve the efficient movement of people, goods, and services and to reduce vehicle emissions and dependence on automobiles.	Ongoing	DCD, DPW, Port of Milwaukee, OES, elected officials	RTA, WISDOT, SEWRPC, Milwaukee County, MCTS, railroads, General Mitchell International Airport, businesses, nonprofits
D. Engage residents, businesses, institutions, agencies, and organizations in conversation and actions to reduce the city's impact on climate change.	Ongoing	DPW, OES	DPW, OES, private utilities, businesses, residents, nonprofits, County, State and Federal agencies as appropriate

#### **IV. Improve the City's efforts to reduce waste, and support land and resource reuse and recycling strategies.**

Significant cost and resource efficiencies can be found in reducing waste, which in turn reduces the need for landfills, for converting open space and agricultural land to urban uses, and for cleaning up contamination and pollution resulting from the release of waste and materials into the environment.	Ongoing	DPW, RACM, OES	MMSD, RACM, nonprofits, businesses, private utilities
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### **Cultural Resources and Historic Preservation**

#### **I. Support and promote the arts and cultural resources.**

A. Inventory, support, and promote arts and cultural resources, industries, institutions, and infrastructure as critical to a modern urban economy.	Near future	Arts Board, HPC	Nonprofits, Milwaukee 7, State and National Historic Preservation
B. Develop and improve funding mechanisms and support for arts and cultural institutions, facilities, and programs.	Ongoing	Arts Board, elected officials	Nonprofits
C. Establish a creative coalition of individuals, professions, businesses, nonprofit groups, and institutions to foster cooperation and take advantage of shared resources and economies of scale across the region.	As capacity allows	Arts Board	Nonprofits, arts community, businesses

#### **II. Integrate arts and cultural resources and diversity into neighborhoods.**

A. Encourage the integration of arts and culture into neighborhoods to increase exposure to a diversity of experiences and perspectives and to strengthen the social and community fabric.	Ongoing	BIDs, Main Streets, Arts Board	Nonprofits, arts community, residents
B. Expand access, awareness, and participation in affordable, family friendly arts and cultural programming, education, and entertainment.	Ongoing	Nonprofits, BIDs, Main Streets	Nonprofits, residents, arts community, MPS, schools

#### **III. Preserve, enhance, and promote the cultural heritage, beauty, and identity of the City of Milwaukee.**

A. Ensure historic elements are preserved and restored for the benefit of current and future generations.	Ongoing	HPC, elected officials	State and National Historic Preservation, property owners, nonprofits, residents
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Policy	Timeline	Responsible City Departments	Community Partners
<b>Community Facilities</b>			

**I. Ensure a safe environment where neighborhoods, parks and streets remain safe, conducive to a positive social atmosphere, and provide a healthy living/working environment.**

A. Continue to reduce crime and pursue preventative measures that reduce crime.	Ongoing	MPD, ITMD, elected officials	Milwaukee County, nonprofits, residents
B. Promote fire and structural safety through prevention and education, and the maintenance of adequate staff and facilities.	Ongoing	MFD, DNS, elected officials	Milwaukee County, nonprofits, residents
C. Maintain the quality of existing facilities, and housing stock to ensure the protection of the public's health, safety, and welfare.	Ongoing	DNS, MFD	Nonprofits, faith-based organizations, residents

**II. Enhance and maintain the quality of Milwaukee's health care system using an approach that implements new technological and innovative techniques to provide strong reliable patient care, allow access to a variety of health institutions, and monitor the quality of resources provided. In addition, continue to provide a parallel network of preventative facilities and programs that support community wellness.**

A. Protect and enhance community health for the individual, community and environment while promoting general health in the population, frequently advocated and undertaken by the members of the Milwaukee Health Care Partnership.	Ongoing	Health department	Healthcare providers, nonprofits, residents
B. Establish and coordinate facilities that provide the tools and resources to enhance preventative health care and maintenance of good quality health practices.	Ongoing	Health department	Healthcare providers, nonprofits, residents
C. Promote a high standard of health care training and education for all healthcare employees to ensure that patient care is consistent and meets or exceeds citywide standards.	Ongoing	Health department	Milwaukee health care partnership, healthcare providers, post-secondary institutions
D. Encourage the availability of equitable health care so that everyone, including high risk populations, poor communities, and those facing socioeconomic barriers, can receive quality health care.	Ongoing	Health department	Healthcare providers, nonprofits, residents

**III. Promote practices that lead to life-long learning; for people of all ages, abilities and interests. Learning geared towards self-improvement, as well increased workforce development to compete within an evolving global economy.**

A. Encourage new opportunities in the green economy, with targeted small business incentives and the recruitment of new talent to the area.	Ongoing	MEDC, elected officials, BIDs	Milwaukee 7, state and federal agencies, nonprofits, businesses, residents
B. Continue the excellence and diversity of Milwaukee's library system and institutions of higher learning allowing future expansion and program coordination with local community groups.	Ongoing	MPL, elected officials	Post-secondary institutions, MPS, nonprofits, businesses, MAWIB
C. Ensure the highest level of care for children and the highest level of educational quality and diversity for school aged children.	Ongoing	MPL, elected officials	State agencies, MPS, educational institutions

Policy	Timeline	Responsible City Departments	Community Partners
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## Utilities

### I. The City of Milwaukee will maintain, improve, and expand utilities and infrastructure, as well as partner with other utilities, agencies, and advocacy groups to provide cost effective and efficient services for its residents and businesses.

A. Support economic development in the greater Milwaukee region.	Ongoing	DPW, City of Milwaukee, elected officials	Private utilities, WISDOT, nonprofits
B. Provide an enhanced quality of life for residents.	Ongoing	DPW, City of Milwaukee, elected officials	Private utilities, WISDOT
C. Continue capital improvements through a comprehensive and collaborative financial plan.	Ongoing	DPW, City of Milwaukee, Capital Improvements Committee	Private utilities, WISDOT

### II. Maintain a high quality and efficient utility infrastructure that allows for growth, while respectful of the environment.

A. Improve river and lake water quality.	Ongoing	DPW, DCD	Private utilities, MMSD, nonprofits, residents, businesses
B. Promote efficient City water usage practices.	Ongoing	DPW, MWW, elected officials	Milwaukee County, WISDOT, MMSD
C. Coordinate utility infrastructure and economic development planning.	Ongoing	DPW, MWW, Capital Improvements Committee	MMSD, Milwaukee County, WISDOT
D. Explore and promote new utility infrastructure technologies and practices.	Ongoing	DPW, MWW, OES	Private utilities, MMSD, post-secondary institutions

## Intergovernmental Cooperation

### I. Foster effective communication and good working relationships between the City of Milwaukee and all of its government partners.

A. Seek opportunities for cooperation with other jurisdictions on issues that can best be addressed regionally such as transportation, affordable housing, water quality and supply, and air quality.	Ongoing	City of Milwaukee, elected officials	SEWRPC, Milwaukee County, RTA, WISDOT, neighboring jurisdictions, State & Federal entities as appropriate
B. Initiate meetings among staff and elected officials of appropriate government entities when opportunities exist for cross jurisdictional collaboration.	Ongoing	City of Milwaukee, elected officials	SEWRPC, Milwaukee 7, Milwaukee County, RTA, WISDOT, neighboring jurisdictions, State and Federal entities as appropriate
C. Ensure the City of Milwaukee maintains appropriate local control and authority, commensurate with its population and central position within the region, while advancing intergovernmental cooperation.	Ongoing	City of Milwaukee, DOA, elected officials	

Policy	Timeline	Responsible City Departments	Community Partners
D. Use technology and outreach to stimulate citizen input and dialog on regional issues.	Ongoing	City of Milwaukee, elected officials	City of Milwaukee, elected officials, SEWRPC, Milwaukee 7, Milwaukee County, RTA, WISDOT, neighboring jurisdictions, State and Federal entities as appropriate

**II. Promote a more comprehensive and coordinated metropolitan approach to planning and development.**

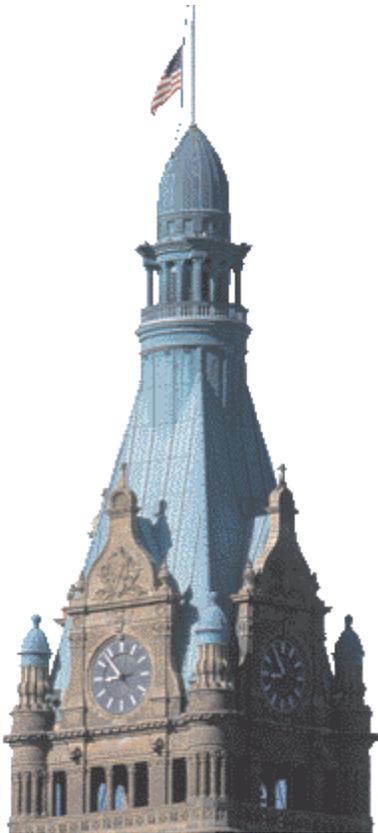
A. Encourage the state to become more active in supporting and rewarding regional planning efforts.	Near future	City of Milwaukee, elected officials, DOA	SEWRPC, Milwaukee 7, Milwaukee County, RTA, WISDOT, neighboring jurisdictions, State and Federal entities as appropriate
B. Continue to support efforts such as those of the Milwaukee 7 to market and promote the region for economic development and job creation.	Ongoing	City of Milwaukee	SEWRPC, Milwaukee 7, Milwaukee County, RTA, WISDOT, nonprofits, neighboring jurisdictions, State & Federal entities as appropriate
C. Collaborate with SEWRPC to ensure urban concerns are addressed in regional plans and ensure SEWRPC's governing body is representative of Milwaukee's population.	Ongoing	City of Milwaukee, elected officials	SEWRPC

**III. Cooperate with other jurisdictions and state government on revenue streams and efficiencies.**

A. Consider alternatives or modifications to the state revenue sharing formula that better serve Milwaukee.	Ongoing	City of Milwaukee, elected officials	SEWRPC, Milwaukee County, RTA, WISDOT, nonprofits, neighboring jurisdictions, State and Federal entities as appropriate
B. Collaborate with other jurisdictions and partners to identify and secure additional federal funding, such as New Starts funds for public transit.	Near future	City of Milwaukee, DPW, elected officials	FTA, federal agencies as appropriate
C. Evaluate the possibility of shifting a portion of local jurisdictions tax burden to alternative revenue mechanisms to encourage better land use decisions. For example, fund RTA using sales tax instead of funding public transit with a property tax.	Ongoing	City of Milwaukee, elected officials, DPW	FTA, federal entities as appropriate, regional jurisdictions
D. Continue to identify opportunities to work with other government entities to share services, and to eliminate inefficiencies and duplication of efforts.	Ongoing	All City of Milwaukee departments, elected officials	MPS, Milwaukee County, MMSD, RTA, WISDOT, nonprofits, neighboring jurisdictions, State and Federal entities as appropriate

## KEY TO ABBREVIATIONS

Arts Board	City of Milwaukee - Arts Board
BID	Milwaukee's Business Improvement Districts
CPC	City Plan Commission
DCD	City of Milwaukee - Department of City Development
DNR	State of Wisconsin - Department of Natural Resources
DNS	City of Milwaukee - Department of Neighborhood Services
DOA	City of Milwaukee - Department of Administration
DPW	City of Milwaukee - Department of Public Works
Elected officials	Milwaukee's elected officials, including Mayor and Common Council
Federal agencies	Federal agencies, departments and elected officials
FTA	Federal Transit Administration
HACM	Housing Authority City of Milwaukee
Health Department	City of Milwaukee Health Department
HPC	Milwaukee Historic Preservation Commission
M-7	Milwaukee 7
Main Street	Milwaukee's designated Main Street communities
MAWIB	Milwaukee Area Workforce Investment Board
MCTS	Milwaukee County Transit Services, Inc.
MEDC	Milwaukee Economic Development Corporation
MFD	Milwaukee Fire Department
Milwaukee County	Milwaukee County government
MMSD	Milwaukee Metropolitan Sewerage District
MPD	Milwaukee Police Department
MPL	Milwaukee Public Libraries
MPS	Milwaukee Public Schools
MWW	Milwaukee Water Works
NIDC	Neighborhood Improvement Development Corporation
Nonprofits	Milwaukee's nonprofit organizations, which are too numerous to list
OES	City of Milwaukee - Office of Environmental Sustainability
RACM	Redevelopment Authority of the City of Milwaukee
RTA	Regional Transit Authority
SEWRPC	Southeastern Wisconsin Regional Planning Commission
State agencies	State agencies, departments and elected officials
WISDOT	State of Wisconsin - Department of Transportation
WWBIC	Wisconsin Women's Business Initiative Corp.



MILWAUKEE  
*comprehensive* Plan

# CITYWIDE POLICY PLAN