

# MILWAUKEE COUNTY OVERALL ECONOMIC DEVELOPMENT PROGRAM PLAN

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Special acknowledgement is due Ms. Jean M. Plum, SEWRPC Senior Planner, for her contribution to the preparation of this report.

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**COMMUNITY ASSISTANCE PLANNING REPORT  
NUMBER 116**

**MILWAUKEE COUNTY OVERALL ECONOMIC  
DEVELOPMENT PROGRAM PLAN**

Prepared by the  
Southeastern Wisconsin Regional Planning Commission  
P. O. Box 769  
Old Courthouse  
916 N. East Avenue  
Waukesha, Wisconsin 53187-1607

October 1985

Inside Region \$5.00  
Outside Region \$10.00

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# SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

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*Serving the Counties of:*

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October 21, 1985

Mr. Thomas A. Ament, Chairman  
Milwaukee County Board of Supervisors  
Milwaukee County Courthouse, Room 201  
901 N. 9th Street  
Milwaukee, Wisconsin 53233

Mr. William F. O'Donnell  
County Executive  
Milwaukee County Courthouse  
901 N. 9th Street  
Milwaukee Wisconsin 53233

Gentlemen:

On July 20, 1984, the Milwaukee County Board requested that the Southeastern Wisconsin Regional Planning Commission (SEWRPC) prepare an overall economic development program plan for Milwaukee County. The decision by the Milwaukee County Board of Supervisors to prepare such a program plan was based, in part, upon a determination by the U. S. Department of Commerce, Economic Development Administration, that the County was qualified for designation as a "redevelopment area" under the Federal Public Works and Economic Development Act of 1965. Such designation requires the preparation of an overall economic development program plan meeting federal standards. Such designation would make the County and the local units of government within the County eligible to apply for federal grants in support of public works and other facility development which would result in the creation of permanent jobs. In addition, such designation would enable private businesses to apply to the EDA through local financial institutions for business loan guarantees.

This report, as approved by the Milwaukee County Board of Supervisors on February 21, 1985, was submitted to the U. S. Department of Commerce, Economic Development Administration, and subsequently was approved by that agency as the overall economic development program plan for Milwaukee County. As a result of this approval, the County will attain its status as a federally recognized redevelopment area and become eligible to apply to the federal Economic Development Administration for economic development grants and loans.

To meet federal guidelines, this report presents and analyzes pertinent data on the natural and man-made resource base in Milwaukee County, including the physical characteristics, resident population, labor force, economy, and community facilities and services of the County. These analyses identify certain potentials for, and constraints on, economic development in the County. Recognizing those potentials and constraints, the report proposes a strategy that can help guide and coordinate the economic development efforts of local individuals and organizations concerned with the economic development of Milwaukee County; help to facilitate the creation of employment opportunities; and foster a stable and diversified county economy.

The Commission and its staff were materially assisted in the preparation of this document by the Milwaukee County Overall Economic Development Program Committee, which included representatives from a wide variety of economic development interests in Milwaukee County. The assistance of the Committee contributed substantially to the quality of the finished report and is very much appreciated.

The Regional Planning Commission is pleased to have been of assistance to the County in this important planning program. The Commission stands ready, upon request, to assist the County and the constituent local units of government within the County in the implementation of the recommendations contained in this report.

Sincerely,



Kurt W. Bauer  
Executive Director

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## MILWAUKEE COUNTY OVERALL ECONOMIC DEVELOPMENT PROGRAM PLAN

### SUMMARY AND CONCLUSIONS<sup>1</sup>

#### INTRODUCTION

On July 20, 1984, the Milwaukee County Board requested that the Southeastern Wisconsin Regional Planning Commission (SEWRPC) prepare an overall economic development program (OEDP) plan for Milwaukee County. The decision by the Milwaukee County Board of Supervisors to prepare such a program plan was based, in part, upon a determination by the U. S. Department of Commerce, Economic Development Administration (EDA), that the County was qualified for designation as a "redevelopment area" under the Federal Public Works and Economic Development Act of 1965. Designation as a "redevelopment area" would require the preparation of an overall economic development program plan meeting federal standards. Such designation would make the County and the local units of government within the County eligible to apply for federal grants in support of public works and other facility development which would result in the creation of permanent jobs. In addition, the designation of the County as a redevelopment area would enable private businesses to apply to the EDA through local financial institutions for business loan guarantees. This memorandum is intended to provide a brief summary of the contents of the OEDP document that has been approved by the County OEDP Committee.

#### MILWAUKEE COUNTY OVERALL ECONOMIC DEVELOPMENT PROGRAM (OEDP) PLAN

The Milwaukee County OEDP plan is intended to meet the federal requirements for such a plan as a prerequisite to the designation of Milwaukee County as a "redevelopment area." Accordingly, the plan document identifies historic economic development and related activities in the County; inventories and analyzes the economic development-related physical, social, and economic characteristics of the County; identifies economic development potentials and constraints within the County; and identifies the initial elements of an economic development program designed to help improve economic conditions in the County. The OEDP document was prepared with the assistance of the County's OEDP Committee, the membership of which is set forth in Table 1 of Chapter I of the OEDP document provided herewith.

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<sup>1</sup>The Milwaukee County Overall Economic Development Program (OEDP) Plan Summary and Conclusions was presented to the Milwaukee County Board by the Commission staff on February 21, 1985.

The primary purpose of the plan, as identified by the Milwaukee County OEDP Committee, was to:

1. Collect and analyze appropriate economic development data and information in order to identify the need for various economic program activities in Milwaukee County;
2. Help to develop a consensus among public and private individuals and organizations in Milwaukee County concerning both the potentials for, and the constraints on, economic development in the County;
3. Help to develop a consensus among public and private individuals and organizations in Milwaukee County regarding the appropriate role of county government in the identification and implementation of specific economic development program activities that are designed to improve the economy of the County; and
4. Prepare an overall economic development program (OEDP) plan that meets the approval of the Milwaukee County Board of Supervisors and the U. S. Department of Commerce, Economic Development Administration (EDA).

The Milwaukee County OEDP document is comprised of five chapters. The first chapter, "Introduction and Assessment of Historic Economic Development Efforts": 1) provides background information regarding the initiation of the County OEDP planning process; 2) references various resolutions, endorsements, and correspondence as required by the EDA; 3) sets forth the overall purposes of the County OEDP document; 4) provides information required by the EDA regarding the membership composition of the Milwaukee County Board of Supervisors and the Milwaukee County Economic Development Committee and the Milwaukee County OEDP Committee; and 5) provides a brief review of historic economic development activities in the County.

The inventory and analyses portions of the Milwaukee County OEDP document are presented in Chapters II, III, and IV. Chapter II, "A Description of the Natural Resources, Physical Characteristics, and Community Facilities and Services of Milwaukee County," describes and analyzes the natural and cultural features of the County pertinent to sound economic development. The natural features considered include geologic and physiographic features, soils, water resources and associated shorelands and floodlands, wetlands, woodlands, and wildlife habitat. The cultural features considered include land use, transportation, utilities, and community facilities and services.

Chapter III, "A Description of the Population, Labor Force, and Economy of Milwaukee County," describes the recent and historic demographic and economic characteristics of the County, including important information on the labor force and on the economic base and structure of the county economy.

Chapter IV, "Economic Development Potentials and Constraints," describes the potentials for, and constraints on, economic development in the County. Identification of the economic development potentials and constraints described in Chapter IV was based upon analyses of the information contained in Chapters I, II, and III of this report, as well as on the considered collective judgment of the County OEDP Committee. The economic development potentials and the attendant constraints identified in Chapter IV include:



## Potential One: Retention and Expansion of the County's Manufacturing Industry Base.

### Related Constraints

1. Lack of growth in the north-central region of the nation relative to other areas.
2. Structural changes in the economy evidenced by a declining percentage of manufacturing employment, and the growth of high technology employment.
3. Changing world product markets.
4. Perceived negative attitudes of business persons regarding the State of Wisconsin's attitude toward business development.
5. Lack of financing for business expansions and new business start-ups.
6. Antiquated machinery and equipment of existing manufacturing firms.
7. The potential for a lack of land for industrial development in Milwaukee County and the Southeastern Wisconsin Region.
8. Lack of federal expenditures in Wisconsin and Milwaukee County.
9. Inability of local units of government to grant real estate and personal property tax concessions to businesses.
10. Higher worker earnings in Milwaukee County.
11. Lack of cooperation of educational institutions and private business firms in meeting labor force needs.

## Potential Two: Generation of Employment Opportunities Through the Application of High Technology to Existing Industry, as Well as Other High Technology Industry Opportunities.

### Related Constraints

1. High personal income taxes and a perceived anti-business reputation of the State of Wisconsin.
2. Lack of technological innovations by the University of Wisconsin system.
3. Lack of high-risk venture capital.
4. Inability of the State of Wisconsin to retain highly trained members of the labor force.
5. Lack of a risk-taking attitude by entrepreneurs.

## Potential Three: Facilitating New Entrepreneurial Opportunities Directed Toward Small Business Expansions and Small Business Start-ups.

### Related Constraints

1. Lack of availability of financing for small business.
2. Lack of support services for small business.
3. Lack of small business incubator space.
4. Complexity of government regulations.

## Potential Four: Expansion of the Retail Trade and Service Industries.

### Related Constraints

1. Scattered residential development patterns in the Region and the difficulties attendant to the establishment of businesses in traditional central business districts.
2. Perceived negative attitudes by the civilian labor force of some retail trade and service industry jobs.

## Potential Five: Expansion of the Recreation and Tourism Industry.

### Related Constraints

1. Perception of the recreation and tourism industry as a low employment-generating industry.
2. Lack of a strategic development plan for the development of the recreation and tourism industry in Milwaukee County.
3. Intense interstate and intrastate competition in the tourism and recreation industry.
4. Lack of hotel rooms in the City of Milwaukee central business district.
5. Lack of advertising of urban tourism opportunities by the State of Wisconsin.
6. Lack of awareness of local resources by the resident population.

Chapter V, "Economic Development Strategy," based upon the data and analyses presented in Chapters I through IV, sets forth a recommended economic development program, including a set of economic development goals, objectives, and program activities designed to help improve the County's economy. A summary of the goals, objectives, and activities included in Chapter V is set forth below:

### Economic Development Program Goals

1. To identify the organizational characteristics of an initial countywide economic development program that will result in an ongoing countywide economic development program.
2. To identify the economic development activities that should be carried out under a countywide economic development program that will supplement and complement the activities of such programs at the state and local levels of government and by private enterprise, and effectively help improve the economy of the County.
3. To ensure the continued eligibility of Milwaukee County and local units of government in the County for U. S. Department of Commerce, Economic Development Administration (EDA), grant assistance and business loan guarantees.
4. To help retain existing employment opportunities and to provide for the expansion of employment opportunities in Milwaukee County by helping to meet the needs of existing employers.
5. To create new employment opportunities by assisting local units of government and public and private development organizations in Milwaukee County to attract new employers to the County.
6. To assist in creating new employment opportunities by helping to facilitate entrepreneurial opportunities, especially for small businesses, in Milwaukee County.
7. To continue to provide the community facilities and services that are necessary for the expansion of employment opportunities in Milwaukee County.

## Economic Development Program Objectives and Activities

Objective One: To establish the initial staff and advisory committee structure necessary to initiate an ongoing Milwaukee County economic development program; to ensure the continued eligibility of the County and local units of government for EDA programs; and to identify additional economic development program activities. This objective is directly related to Goals 1, 2, and 3. Activities designed to accomplish this objective are set forth below.

Activity One--The Milwaukee County Department of Public Works should ensure the submittal of this draft OEDP document to the U. S. Department of Commerce, EDA, regional office by March 1, 1985, as well as to local units of government in Milwaukee County for review and comment. Following the review of the draft OEDP document by the EDA and local units of government, appropriate changes, if any, should be made and the revised document submitted by the OEDP Committee to the Milwaukee County Economic Development Committee and the Milwaukee County Board of Supervisors for review and approval.

Activity Two--To retain a Director of Economic Development for Milwaukee County.

Activity Three--To submit an OEDP annual report to the EDA. The EDA requires that counties eligible for EDA programs submit to the EDA, on an annual basis by June 30 of each year, an OEDP annual report.

Activity Four--The Milwaukee County Board of Supervisors should continue to maintain the County Board's Economic Development Committee.

Activity Five--The Milwaukee County Economic Development Director should determine and recommend to the Milwaukee County Executive and the Milwaukee County Board the appropriate membership of an ongoing OEDP committee.

Activity Six--Chapter I of this report indicates that Milwaukee County, through a contract with Competitive Wisconsin, Inc., is currently conducting a strategic economic development action study. The results of this study should be used in determining the nature of additional economic program activities in the County.

Objective Two: To retain business establishments currently located in Milwaukee County. This study discusses the importance of economic development program activities that will assist in the expansion and retention of existing employers. Consequently, it is important for Milwaukee County to initiate industry retention activities that will complement the existing efforts of local economic development practitioners in preventing the relocation of existing county industry establishments to locations outside the County. This objective is directly related to Goal 4. The initial activities designed to accomplish this objective are set forth as follows:

Activity One--In order to facilitate potential requests for business loan guarantees from the EDA, Milwaukee County should request that the EDA Wisconsin Economic Development Representative conduct an informational meeting with representatives of financial institutions in Milwaukee County for the purpose of providing program procedures and other detailed information pertaining to the use of EDA business loan guarantees for business expansion projects.

Activity Two--Milwaukee County is currently designated an urban county by the U. S. Department of Housing and Urban Development and, therefore, receives an annual appropriation of Community Development Block Grant (CDBG) funds. The Milwaukee County economic development program should consider and recommend to the County Board of Supervisors the use of federal Community Development Block Grant funds for economic development purposes and work with local units of government in the County in this regard.

Activity Three--This report indicates that a major cause of economic problems in Milwaukee County is the high unemployment rate among minority persons. As a result, it is important for Milwaukee County to continue to initiate activities that will lead to a reduction in minority unemployment, such as contracting with minority-owned businesses for the purchase of goods and services and the provision of business management technical assistance to these businesses.

Activity Four--The County's economic development program staff should seek to assist the City of Milwaukee and the Metropolitan Milwaukee Association of Commerce in the conduct of the proposed industry retention interviews in the City of Milwaukee, and should be ready to receive, carefully consider, and act upon the results of this survey as may be appropriate.

Objective Three: To develop an ongoing role for Milwaukee County in the attraction of new employers to the County, and to continue to initiate the steps necessary for the appropriate development of available vacant lands owned by Milwaukee County for economic development purposes. This objective and the activities indicated below are related to Goal 5 of the economic development program.

Activity One--The findings and recommendations of the Phase II activities of the Milwaukee County Executive's Blue Ribbon Task Force on the Disposition of the Milwaukee County Institutions Grounds should be carefully reviewed by the Milwaukee County Board, the Milwaukee County Executive, and the Milwaukee County staff, and the activities that will lead to the appropriate development of this 158-acre parcel should be initiated in 1985.

Activity Two--The economic development program staff, working with the Milwaukee County Board's Economic Development Committee and the Milwaukee County Executive, should develop a set of criteria for the development of the County's Coachyards Site land and solicit proposals for its development.

Activity Three--In order to assist in the attraction of new industry establishments to Milwaukee County, the Milwaukee economic development program should develop an ongoing working relationship with Forward Wisconsin, Inc.

## Chapter I

# INTRODUCTION AND ASSESSMENT OF HISTORIC ECONOMIC DEVELOPMENT EFFORTS

## BACKGROUND

On July 20, 1984, the Milwaukee County Board requested that the Southeastern Wisconsin Regional Planning Commission (SEWRPC) prepare an overall economic development program (OEDP) plan for Milwaukee County. The decision by the Milwaukee County Board of Supervisors to prepare such a program plan was based, in part, upon a determination by the U. S. Department of Commerce, Economic Development Administration (EDA), that the County was qualified for designation as a "redevelopment area" under the Federal Public Works and Economic Development Act of 1965. Designation as a "redevelopment area" would make the County and the local units of government within the County eligible to apply for federal grants in support of public works and other facility development which would result in the creation of new permanent jobs. In addition, the designation of the County as a redevelopment area would enable private businesses to apply to the EDA through local financial institutions for business loan guarantees.

The Milwaukee County OEDP plan, as set forth herein, assesses historic economic development and related activities in the County; inventories and analyzes the economic development-related physical, social, and economic characteristics of the County; identifies economic development potentials and constraints within the County; and identifies the initial elements of an economic development program designed to help improve economic conditions in the County.

The primary purpose of the planning process, as identified by the Milwaukee County OEDP Committee, was to prepare a document that would:

1. Collect and analyze appropriate economic development data and information in order to identify the need for various economic program activities in Milwaukee County;
2. Help to develop a consensus among public and private individuals and organizations in Milwaukee County concerning both the potentials for, and the constraints on, economic development in the County;
3. Help to develop a consensus among public and private individuals and organizations in Milwaukee County regarding the appropriate role of county government in the identification and implementation of specific economic development program activities that are designed to improve the economy of the County; and
4. Provide an Overall Economic Development Program (OEDP) plan that meets the approval of the Milwaukee County Board of Supervisors and the U.S. Department of Commerce, Economic Development Administration (EDA).

During the period of time from September 1984 to January 1985, the Milwaukee County OEDP Committee and the Regional Planning Commission staff conducted the research and analyses necessary to complete the OEDP document. Subsequently, the Committee recommended the approval of the OEDP document to the Milwaukee County Economic Development Committee on January 24, 1985 (see Exhibit 1), and the Milwaukee County Economic Development Committee recommended approval of the OEDP document to the Milwaukee County Board of Supervisors on February, 19, 1985 (see Exhibit 2). On October 3, 1985, the Milwaukee County Board of Supervisors, acting on the request of the OEDP Committee and the Economic Development Committee, approved the OEDP document (see Exhibit 2). Copies of the OEDP document were previously submitted to the EDA (see Exhibits 3, 4, and 5) for approval and to the Wisconsin Department of Development (see Exhibits 6 and 7), as well as to the Regional Planning Commission for review (see Exhibits 8 and 9). Exhibit 4 indicates that while the EDA had informally approved the document at the time of publication, formal written certification of this approval was still forthcoming.

The Milwaukee County OEDP document is comprised of five chapters. This first introductory chapter: 1) provides background information regarding the initiation of the county OEDP planning process; 2) references various resolutions, endorsements, and correspondence as required by the EDA; 3) sets forth the overall purposes of the county OEDP document; 4) provides information required by the EDA regarding the membership composition of the Milwaukee County Board of Supervisors, the Milwaukee County Economic Development Committee, and the Milwaukee County OEDP Committee; and 5) provides a brief review of historic economic development activities in the County.

The inventory and analyses portions of the Milwaukee County OEDP document are presented in Chapters II, III, and IV. Chapter II, "A Description of the Natural Resources, Physical Characteristics, and Community Facilities and Services of Milwaukee County," describes and analyzes the natural and cultural features of the County pertinent to sound economic development. The natural features considered include geologic and physiographic features, soils, water resources and associated shorelands and floodlands, wetlands, woodlands, and wildlife habitat. The cultural features considered include land use, transportation, utilities, and community facilities and services. Chapter III, "A Description of the Population, Labor Force, and Economy of Milwaukee County," describes the recent and historic demographic and economic characteristics of the County, including important information on the labor force and economic base and structure of the County. Chapter IV, "Economic Development Potentials and Constraints," describes the potentials for, and constraints on, economic development in the County. Identification of the economic development potentials and constraints described in Chapter IV was based upon analyses of the information contained in Chapters I, II, and III of this report, as well as on the considered collective judgment of the County OEDP Committee. Chapter V, "Economic Development Strategy," based upon the data and analyses presented in Chapters I through IV, sets forth a set of recommended economic development activities designed to help improve the County's economy. Finally, the chapter sets forth goals, objectives, and program evaluation criteria for a county economic development program, and describes alternative economic development activities considered for inclusion in the county economic development program.



## Exhibit 1

MILWAUKEE COUNTY OVERALL ECONOMIC DEVELOPMENT COMMITTEE RESOLUTION  
RECOMMENDING ACCEPTANCE OF THE 1985 MILWAUKEE COUNTY OEDP  
BY THE MILWAUKEE COUNTY ECONOMIC DEVELOPMENT COMMITTEE  
AND THE MILWAUKEE COUNTY BOARD OF SUPERVISORS

File No. 84-500

WHEREAS, Milwaukee County was notified on May 31, 1984 by the United States Department of Commerce that Milwaukee County has become statistically qualified for designation as an EDA redevelopment area; and

WHEREAS, Milwaukee County apparently became statistically eligible because of its recent experience with high unemployment; and

WHEREAS, qualification for designation under statistical criterion does not automatically confer designation; and

WHEREAS, to qualify for the EDA program. Milwaukee County must make a formal request for designation, organize an Overall Economic Development Program (OEDP) Committee and prepare/submit an OEDP document; and

WHEREAS, the Milwaukee County Board of Supervisors adopted Resolution File No. 84-500 which authorized and directed to proceed with the development of an OEDP study in order to satisfy the prerequisites of designation as an EDA redevelopment area; and

WHEREAS, the Milwaukee County Board of Supervisors also created an OEDP Advisory Sub-Committee of the County Board of Supervisors Economic Development Committee to coordinate and conduct the OEDP planning process; and

WHEREAS, the Director of Transportation retained the professional services of the Southeastern Wisconsin Regional Planning Commission to assist in the preparation of an OEDP planning document; and

WHEREAS, the OEDP advisory sub-committee, with the assistance of the Southeastern Wisconsin Regional Planning Commission (SEWRPC), has conducted and completed the OEDP planning process in order to satisfy the prerequisites for designation as an EDA redevelopment area; now, therefore,

BE IT RESOLVED, the Overall Economic Development Planning (OEDP) Committee has conducted and completed the required planning process as set forth in the U.S. Department of Commerce Economic Development Administration rules and regulations; and

BE IT RESOLVED, that the attached document entitled Milwaukee County OEDP Plan is accepted and hereby respectfully submitted for review and approval of the Milwaukee County Board of Supervisors.

1/24/85  
EDARES.JK (DE05)

## Exhibit 2

File No. 84-500(a)(a)

(ITEM 9) An adopted resolution by Milwaukee County requesting to be designated as an EDA Redevelopment Area by the U.S. Department of Commerce, Economic Development Administration, and authorizing and directing the Director of Transportation/Public Works to submit the Overall Economic Development Plan (OEDP) to the U.S. Department of Commerce Economic Development Administration (EDA) for review and approval.

**WHEREAS**, the OEDP was submitted in response to a determination by the Agency that Milwaukee County has met minimal statistical criteria for designation as an EDA Redevelopment Area, and

**WHEREAS**, EDA has reviewed Milwaukee County's OEDP document, and it meets EDA approval requirements, and

**WHEREAS**, the Department of Commerce, Economic Development Administration Regional Office has requested that Milwaukee County submit the final copy of the OEDP, now therefore,

**BE IT RESOLVED**, that Milwaukee County hereby submit its request to be designated as an EDA Redevelopment Area by the U.S. Department of Commerce, Economic Development Administration, and

**BE IT FURTHER RESOLVED**, that the final Milwaukee County Overall Economic Development Planning document developed specifically to comply with U.S. Department of Commerce Rules and Regulations is hereby accepted and approved; and

**BE IT FURTHER RESOLVED**, that the Director of Transportation/Public Works is hereby authorized and directed to submit the OEDP to the U.S. Department of Commerce, Economic Development Administration for approval; and

**BE IT FURTHER RESOLVED**, that the Director of Transportation/Public Works is hereby authorized and directed to provide certified copies of the final OEDP Document and enabling resolution to each Milwaukee County Municipal Government Unit for their information, and

**BE IT FURTHER RESOLVED**, that the Milwaukee County Clerk is hereby authorized and directed to provide the Director of Transportation/Public Works certified copies of this enabling resolution.

**FISCAL NOTE:** The adoption of this resolution will not cause any additional expenditures of funds. The Department of Public Works has a consultant service agreement with SEWRPC for the development of the OEDP and current expenditures are within budget projection.

## OFFICE OF THE COUNTY CLERK

Milwaukee, Wis., October 31, 19 85

I hereby certify that the foregoing is a true and correct copy of a resolution/ordinance adopted by the Board of Supervisors of Milwaukee County, at a Special meeting (continued) of said Board held on the 3rd day of October, 19 85, signed by the County Board Chairman and County Clerk on the 4th day of October, 19 85, and approved by the County Executive on the 30th day of October, 19 85.

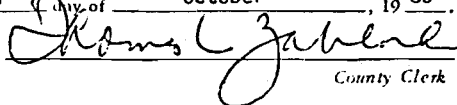
  
County Clerk

Exhibit 3

LETTER TRANSMITTING THE 1985 MILWAUKEE COUNTY OEDP  
DOCUMENT TO EDWARD G. JEEP, MIDWEST REGIONAL DIRECTOR,  
U. S. DEPARTMENT OF COMMERCE, ECONOMIC DEVELOPMENT ADMINISTRATION



DEPARTMENT OF PUBLIC WORKS

*Milwaukee County*

GERALD SCHWERM • Director of Transportation  
Director of Public Works  
ERNEST VOGEL • Deputy

February 27, 1985

Mr. Edward Jeep  
Regional Director  
U.S. Department of Commerce  
Economic Development Administration  
Suite A-1630  
175 West Jackson Boulevard  
Chicago, Illinois 60604

Dear Mr. Jeep:

In a letter dated May 31, 1984 from Ms. J. Bonnie Newman, Assistant Secretary for Economic Development, U.S. Department of Commerce, Economic Development Administration (EDA), to County Executive William F. O'Donnell, Milwaukee County was informed that Milwaukee County had become statistically qualified for designation as a redevelopment area under Section 401(a)(8) of the Public Works and Economic Development Act of 1965, as amended. The letter also stated that in order for Milwaukee County, and local units of government within the County, to be eligible for public works and development facilities grants and business loan guarantees from EDA, it would be necessary for the County to prepare an overall economic development program (OEDP) plan for submittal to EDA.

Pursuant to EDA regulations, the Milwaukee County Overall Economic Development Program Committee with the assistance of the Southeastern Wisconsin Regional Planning Commission, has prepared a draft OEDP document for Milwaukee County. On behalf of the Milwaukee County Board of Supervisors and the OEDP Committee, we are formally submitting to you herewith six copies of the draft OEDP document for your review and comment. Also, the draft OEDP document is being formally submitted to the State of Wisconsin, Department of Development, the EDA Economic Development Representative for Southeastern Wisconsin, and the SEWRPC for review and comment. Following your review and approval of the draft OEDP, the Milwaukee County OEDP Committee will complete a final OEDP document for Milwaukee County.


The Milwaukee County Board of Supervisors and the Milwaukee County OEDP Committee look forward to your review and approval of the County OEDP. Should

Exhibit 3 (continued)

Mr. Edward Jeep  
February 27, 1985  
Page 2

you have any questions concerning this matter, please do not hesitate to call me at (414) 278-4835, or Mr. Gordon M. Kacala, Chief Planner, SEWRPC, at (414) 547-6721 ext. 249.

Sincerely,

  
Gerald Schwerin  
Director of Transportation

GS:jk  
JEEP.JK (DE05)

Enclosure

CC: County Executive Wm. F. O'Donnell  
County Board Chairman F. Thomas Ament

#### Exhibit 4

STATUS OF U. S. DEPARTMENT OF COMMERCE, ECONOMIC  
DEVELOPMENT ADMINISTRATION, APPROVAL OF OEDP DOCUMENT

WHILE INFORMAL APPROVAL OF THE OEDP DOCUMENT HAD BEEN PROVIDED  
BY THE U. S. DEPARTMENT OF COMMERCE, ECONOMIC DEVELOPMENT  
ADMINISTRATION (EDA), AT THE TIME OF PUBLICATION OF THIS  
DOCUMENT, FORMAL WRITTEN CERTIFICATION WAS STILL FORTHCOMING

Exhibit 5

LETTER TRANSMITTING THE 1985 MILWAUKEE COUNTY OEDP DOCUMENT TO  
MR. JACK D. PRICE, ECONOMIC DEVELOPMENT REPRESENTATIVE,  
U. S. DEPARTMENT OF COMMERCE, ECONOMIC DEVELOPMENT ADMINISTRATION



DEPARTMENT OF PUBLIC WORKS

*Milwaukee County*

GERALD SCHWERM • Director of Transportation  
Director of Public Works  
ERNEST VOGEL • Deputy

February 27, 1985

Mr. Jack D. Price  
Economic Development Representative  
U.S. Department of Commerce  
Economic Development Administration  
510 S. Barstow Street  
Eau Claire, Wisconsin 54701

Dear Mr. Price:

In a letter dated May 31, 1984 from Ms. J. Bonnie Newman, Assistant Secretary for Economic Development, U.S. Department of Commerce, Economic Development Administration (EDA), to County Executive William F. O'Donnell, Milwaukee County was informed that Milwaukee County had become statistically qualified for designation as a redevelopment area under Section 401(a)(8) of the Public Works and Economic Development Act of 1965, as amended. The letter also stated that in order for Milwaukee County, and local units of government within the County, to be eligible for public works and development facilities grants and business loan guarantees from EDA, it would be necessary for the County to prepare an overall economic development program (OEDP) plan for submittal to EDA.

Pursuant to EDA regulations, the Milwaukee County Overall Economic Development Program Committee with the assistance of the Southeastern Wisconsin Regional Planning Commission, has prepared a draft OEDP document for Milwaukee County. On behalf of the Milwaukee County Board of Supervisors and the OEDP Committee, we are formally submitting to you herewith one copy of the draft OEDP document for your review and comment. Also, the draft OEDP document is being formally submitted to the State of Wisconsin, Department of Development, the EDA Economic Development Representative for Southeastern Wisconsin, and the SEWRPC for review and comment. Following your review and approval of the draft OEDP, the Milwaukee County OEDP Committee will complete a final OEDP document for Milwaukee County.


The Milwaukee County Board of Supervisors and the Milwaukee County OEDP Committee look forward to your review and approval of the County OEDP. Should

Exhibit 5 (continued)

Mr. Jack D. Price  
February 27, 1985  
Page 2

you have any questions concerning this matter, please do not hesitate to call me at (414) 278-4835, or Mr. Gordon M. Kacala, Chief Planner, SEWRPC, at (414) 547-6721 ext. 249.

Sincerely,

  
Gerald Schwerm  
Director of Transportation

GS:jk  
PRICE.JK (DE05)

Enclosure

CC: County Executive Wm. F. O'Donnell  
County Board Chairman F. Thomas Ament

Exhibit 6

LETTER TRANSMITTING THE 1985 MILWAUKEE COUNTY OEDP  
DOCUMENT TO THE WISCONSIN DEPARTMENT OF DEVELOPMENT

DEPARTMENT OF PUBLIC WORKS



# Milwaukee County

GERALD SCHWERM • Director of Transportation  
Director of Public Works  
ERNEST VOGEL • Deputy

February 27, 1985

Mr. Phil McGoochan, Administrator  
Division of Economic and Community Development  
Wisconsin Department of Development  
P.O. Box 7970  
Madison, Wisconsin 53707

Dear Mr. McGoochan:

In a letter dated May 31, 1984 from Ms. J. Bonnie Newman, Assistant Secretary for Economic Development, U.S. Department of Commerce, Economic Development Administration (EDA), to County Executive William F. O'Donnell, Milwaukee County was informed that Milwaukee County had become statistically qualified for designation as a redevelopment area under Section 401(a)(8) of the Public Works and Economic Development Act of 1965, as amended. The letter also stated that in order for Milwaukee County, and local units of government within the County, to be eligible for public works and development facilities grants and business loan guarantees from EDA, it would be necessary for the County to prepare an overall economic development program (OEDP) plan for submittal to EDA.

Pursuant to EDA regulations, the Milwaukee County Overall Economic Development Program Committee with the assistance of the Southeastern Wisconsin Regional Planning Commission, has prepared a draft OEDP document for Milwaukee County. On behalf of the Milwaukee County Board of Supervisors and the OEDP Committee, we are formally submitting to you herewith one copy of the draft OEDP document for your review and comment. We would ask that you send us a letter indicating that you have received the draft OEDP document. Your letter will be subsequently enclosed in the final OEDP document.

The Milwaukee County Board of Supervisors and the Milwaukee County OEDP Committee look forward to your review of the County OEDP. Should you have any questions concerning this matter, please do not hesitate to call me at (414) 278-4835.

Sincerely,

  
Gerald Schwerin

Director of Transportation

GS:jk

Enclosure

CC: County Executive William F. O'Donnell  
County Board Chairman F. Thomas Ament



Exhibit 7

LETTER OF RESPONSE FROM THE WISCONSIN DEPARTMENT OF DEVELOPMENT

State of Wisconsin

Department of Development

123 West Washington Avenue  
Post Office Box 7970  
Madison, Wisconsin 53707  
608-266-1018

Anthony S. Earl  
Governor

James T. Flynn  
Lieutenant Governor

RECEIVED

JAN 11 1986

SEWRPC

January 10, 1986

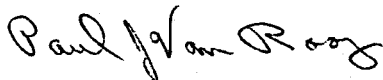
Mr. Kurt W. Bauer  
Executive Director  
SE Wisconsin RPC  
916 North East Avenue  
Waukesha, WI 53186

STATE APPLICATION IDENTIFIER NO. WI 850302-014 J00000 MI

Dear Mr. Bauer:

The Department of Development has reviewed the materials contained in the "Notice of Intent." We appreciate the opportunity for comment, provided to us under the provisions of Gubernatorial Executive Order 29. On the basis of the materials contained in the notice, we have determined that the proposal is not in conflict with the plans or programs of the Department of Development. The Department recommends that the project be approved.

Sincerely,



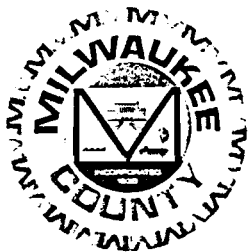
Paul J. Van Rooy, Supervisor  
Community Development Services Section  
Bureau of Community Development Services

PJVR:yca  
23-9

cc: Rolf Wegenke

Exhibit 8

LETTER TRANSMITTING THE 1985 MILWAUKEE COUNTY OEDP  
DOCUMENT TO MR. ANTHONY F. BALESTRIERI, CHAIRMAN,  
SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION  
DEPARTMENT OF PUBLIC WORKS



# Milwaukee County

GERALD SCHWERM • Director of Transportation  
Director of Public Works  
ERNEST VOGEL • Deputy

February 27, 1985

RECEIVED

MAR 02 1985

SEWRPC

Mr. Anthony F. Balestrieri, Chairman  
Southeastern Wisconsin Regional Planning Commission  
P.O. Box 769  
Old Courthouse  
Waukesha, Wisconsin 53187

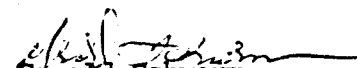
Dear Mr. Balestrieri:

In a letter dated May 31, 1984 from Ms. J. Bonnie Newman, Assistant Secretary for Economic Development, U.S. Department of Commerce, Economic Development Administration (EDA), to County Executive William F. O'Donnell, Milwaukee County was informed that Milwaukee County had become statistically qualified for designation as a redevelopment area under Section 401(a)(8) of the Public Works and Economic Development Act of 1965, as amended. The letter also stated that in order for Milwaukee County, and local units of government within the County, to be eligible for public works and development facilities grants and business loan guarantees from EDA, it would be necessary for the County to prepare an overall economic development program (OEDP) plan for submittal to EDA.

Pursuant to EDA regulations, the Milwaukee County Overall Economic Development Program Committee with the assistance of the Southeastern Wisconsin Regional Planning Commission, has prepared a draft OEDP document for Milwaukee County. On behalf of the Milwaukee County Board of Supervisors and the OEDP Committee, we are formally submitting to you herewith one copy of the draft OEDP document for your review and comment. We would ask that you send us a letter indicating that you have received the draft OEDP document. Your letter will be subsequently enclosed in the final OEDP document.

The Milwaukee County Board of Supervisors and the Milwaukee County OEDP Committee look forward to your review of the County OEDP. Should you have any questions concerning this matter, please do not hesitate to call me at (414) 278-4835.

Sincerely,

  
Gerald Schwerm  
Director of Transportation

GS:jk

Enclosure

CC: County Executive William F. O'Donnell  
County Board Chairman F. Thomas Ament

Exhibit 9

LETTER OF RESPONSE FROM MR. KURT W. BAUER, EXECUTIVE DIRECTOR  
SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

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WAUKESHA



March 21, 1985

Mr. Gerald Schwern  
Director of Transportation  
Department of Public Works  
Milwaukee County Courthouse  
Annex, Room 305  
907 N. 10th Street  
Milwaukee, Wisconsin 53233

RE: SAI No. WIS50362-014  
J00000MI  
SEWRPC No. CON.DEV-261

Dear Mr. Schwern:

This is to acknowledge receipt of your letter of February 27, 1985, requesting the Southeastern Wisconsin Regional Planning Commission, as the grant application review clearinghouse for federal grant applications from within the Southeastern Wisconsin Region, to review and comment on the Milwaukee County Overall Economic Development Program Plan prepared for submission to the U. S. Department of Commerce, Economic Development Administration.

Pursuant to your request, the Commission has reviewed the Milwaukee County Overall Economic Development Program Plan and finds that the proposed program is not in conflict with the regional plans prepared and adopted or under preparation by the Commission. Approval of the program is accordingly recommended.

In accordance with the intent and purpose of Subarnatorial Executive Order 29, the Commission offered an opportunity to the Wisconsin Departments of Administration and Development to review and comment on the subject application. To date, no review comments have been received. Any comments received will be promptly forwarded to you.

We trust that the foregoing information will be helpful to you. If we may be of further assistance in this matter, please do not hesitate to contact us.

Sincerely,

Kurt W. Bauer  
Executive Director

**Exhibit 10**  
**MILWAUKEE COUNTY BOARD OF SUPERVISORS' RESOLUTION CREATING THE**  
**MILWAUKEE COUNTY OVERALL ECONOMIC DEVELOPMENT PROGRAM COMMITTEE**

File No. 84-500

(ITEM 2) WHEREAS, Milwaukee County was notified on May 31, 1984 by the United States Department of Commerce that Milwaukee County has become statistically qualified for designation as an EDA redevelopment area; and

WHEREAS, Milwaukee County apparently became statistically eligible because of its recent experience with high unemployment; and

WHEREAS, Qualification for designation under statistical criterion does not automatically confer designation; and

WHEREAS, to qualify for the EDA program, Milwaukee County must make a formal request for designation, organize an Overall Economic Development Program (OEDP) Committee, and prepare/submit an OEDP; now, therefore,

BE IT RESOLVED, that the Director of Transportation/Public Works is hereby authorized and directed to proceed with the development of an OEDP in order to satisfy the prerequisites of designation as an EDA redevelopment area; and

BE IT FURTHER RESOLVED, that an OEDP Advisory Subcommittee of the County Board's Economic Development Committee is hereby created to coordinate the conduct of the OEDP planning process; and

BE IT FURTHER RESOLVED, that the County Executive shall make appointments to the aforementioned Advisory Subcommittee; and

BE IT FURTHER RESOLVED, that the OEDP Advisory Subcommittee shall make progress reports to the County Board's Economic Development Committee; and

BE IT FURTHER RESOLVED, that the Director of Transportation/Public Works is hereby authorized to retain the professional services of the Southeastern Wisconsin Regional Planning Commission (SEWRPC) to assist in the preparation of an OEDP.

**APPROVED AS TO FORM**

*George E. Lee*  
CORPORATION COUNSEL

**OFFICE OF THE COUNTY CLERK**

Milwaukee, Wis., December 30, 19 85

I hereby certify that the foregoing is a true and correct copy of a resolution/ordinance adopted by the Board of Supervisors of Milwaukee County, at a Special meeting (continued) of said Board held on the 19th day of July, 19 84, signed by the County Board Chairman and County Clerk on the 20th day of July, 19 84, and approved by the County Executive on the 26th day of July, 19 84.

*Thomas J. Zabel*  
County Clerk

## OVERALL ECONOMIC DEVELOPMENT PROGRAM COMMITTEE OF THE MILWAUKEE COUNTY BOARD

As already indicated, the Milwaukee County Board of Supervisors in 1984 appointed an OEDP Committee to direct and assist the Regional Planning Commission staff in the preparation of the OEDP document (see Exhibit 10). The OEDP Committee was also charged with advising the Economic Development Committee of the County Board with regard to the preparation of the OEDP document. The membership composition of the OEDP Committee was determined utilizing the guidelines promulgated by the EDA, and the Committee consists of 21 persons representing a variety of economic development-related interests and geographic subareas of the County. The composition of the County OEDP Committee membership is set forth in Table 1. The membership composition of the Economic Development Committee of the County Board is set forth in Table 2.

## MILWAUKEE COUNTY BOARD OF SUPERVISORS

The EDA guidelines require that OEDP documents include a table showing the composition of the governing bodies of the unit of government concerned, in this case, the Milwaukee County Board of Supervisors. Accordingly, Table 3 sets forth the names and areas of representation of the members of the Milwaukee County Board of Supervisors.

## RECENT HISTORICAL ECONOMIC DEVELOPMENT EFFORTS IN MILWAUKEE COUNTY

EDA guidelines require that counties which have had no previous history of organized economic development activities include in the OEDP document a brief history of the economy of the planning area, including a discussion of current economic conditions and related economic development activities. Accordingly, this section presents summary information on certain aspects of the economy of the County and on the principal factors which have influenced the current economic conditions in the County. The economy of the County and the factors influencing economic conditions are considered in greater detail in Chapter III of this report. The review of information on the past economic development activities of local units of government can provide insight into the types of economic development activities which have been successful in an area. This information could, in turn, help in the formulation of future economic development efforts.

### Changes in the Labor Force

By definition, the labor force of an area consists of all residents who are 16 years of age or older, and are employed at one or more jobs or temporarily unemployed. Changes in the composition and distribution of the labor force tend to reflect changes in overall economic conditions.

Total Labor Force: The change over time in the size and distribution of the labor force of an area is one indicator of economic development conditions and constraints. Between 1960 and 1980, the total labor force in Milwaukee County increased by only 11 percent, whereas the total labor force of the Region, State, and nation increased by 38 percent, 48 percent, and 53 percent, respectively. The slower increase in the labor force in the County between 1960 and

Table 1

**MEMBERSHIP COMPOSITION OF THE MILWAUKEE COUNTY  
OVERALL ECONOMIC DEVELOPMENT PROGRAM COMMITTEE  
OF THE MILWAUKEE COUNTY BOARD OF SUPERVISORS**

Name	Race	Sex	Representation
1. John R. Joerger 925 E. Wells Street, #923 Milwaukee, Wisconsin 53202	W	M	Citizen representative
2. James Elliott 5900 W. Center Street Milwaukee, Wisconsin 53210	W	M	President, Milwaukee Building Construction Trades Council
3. Richard Abdoo 213 W. Michigan Avenue P. O. Box 2046 Milwaukee, Wisconsin 53201	W	M	Vice-President, Corporate Planning, Wisconsin Electric Power Company
4. Russell F. Slicker 1015 N. Sixth Street Milwaukee, Wisconsin 53233	W	M	Director, Wisconsin Vocational, Technical, and Adult Education, Milwaukee Campus, Milwaukee Area Technical College
5. James McDonald 720 E. Wisconsin Avenue Milwaukee, Wisconsin 53202	W	M	Northwestern Mutual Life Insurance Company
6. James Wahner 8731 Watertown Plank Road Milwaukee, Wisconsin 53226	W	M	Director of Milwaukee County Department of Health and Human Services
7. Curtiss Harris 600 W. Walnut Street Suite 39 Milwaukee, Wisconsin 53212	B	M	Executive Director, Milwaukee Community Development, Ltd.
8. Laura Strain 756 N. Milwaukee Street Milwaukee, Wisconsin 53202	W	F	Director of Economic Develop- ment, Milwaukee Metropolitan Association of Commerce
9. William R. Drew 809 N. Broadway Milwaukee, Wisconsin 53202	W	M	Commissioner, Department of City Development, City of Milwaukee
10. Frederick J. Patrie 4755 W. Beloit Road Village Hall West Milwaukee, Wisconsin 53214	W	M	Administrator, Village of West Milwaukee
11. Leo Talsky 901 N. 9th Street, Rm. 306 Milwaukee, Wisconsin 53233	W	M	Chief of Staff, Milwaukee County Executive's Office
12. Gerald Schwerm 907 N. 10th Street, Rm. 305 Milwaukee, Wisconsin 53233	W	M	Director of Transportation, Milwaukee County
13. Carl Gee 2835 N. 32nd Street Milwaukee, Wisconsin 53212	B	M	Director, Opportunities Industrialization Center of Greater Milwaukee
14. Kevin O'Connor 777 E. Wisconsin Avenue Milwaukee, Wisconsin 53202	W	M	Assistant Vice-President, Marketing and Public Affairs, First Wisconsin Center
Resource:			
1. Patrick A. LeSage 11270 W. Park Place Suite 550 Milwaukee, Wisconsin 53202	W	M	President, Forward Wisconsin, Inc.

Table 2

**MEMBERSHIP COMPOSITION OF THE  
MILWAUKEE COUNTY ECONOMIC  
DEVELOPMENT COMMITTEE**

Name	District
F. Thomas Ament, Chairman.....	16
Fred N. Tabak, Vice-Chairman.....	18
Susan L. Baldwin.....	21
Richard H. Bussler.....	20
Richard B. Kuzminski.....	24

Source: Milwaukee County Directory of Public Officials, 1984; and SEWRPC.

Table 3

**MILWAUKEE COUNTY BOARD OF SUPERVISORS**

District	Name	District	Name
1	Bernice K. Rose	13	Dorothy K. Dean
2	Thomas W. Meaux	14	Richard D. Nyklewicz, Jr.
3	Penny E. Podell	15	James Koconis
4	Harout O. Sanasarian	16	F. Thomas Ament
5	Paul F. Mathews	17	Daniel Cupertino, Jr.
6	Robert L. Jackson, Jr.	18	Fred N. Tabak
7	Terrance L. Pitts	19	John D. St. John
8	Gerald D. Engel	20	Richard H. Bussler
9	Lawrence J. Kenny	21	Susan L. Baldwin
10	Betty L. Voss	22	Anthony Czaja
11	John J. Valenti	23	Daniel F. Casey
12	Bernadette Skibinski	24	Richard B. Kuzminski
		25	Thomas A. Bailey

Source: Milwaukee County Directory of Public Officials, 1984; and SEWRPC.

1980 reflects the declining resident population of the County. During this time period, the County's population declined by about 71,000 persons, or about 7 percent, compared to an increase of 12 percent in the Region, 18 percent in Wisconsin, and 25 percent in the United States. The relatively low rate of recent labor force growth in Milwaukee County reflects, in part, the decentralization of both population and jobs within southeastern Wisconsin, and the increasing importance of the regional economy to the County.

The available data, however, indicate that the labor force of southeastern Wisconsin also increased at a slower rate from 1960 to 1980 than did that of the State and nation. This relatively slow rate of labor force growth indicates that the Region was not sharing in the economic growth occurring at the state and national levels. This phenomenon is, in part, directly related to the recent decline in one of the most important economic activities within the Region and the County, the export-based manufacturing industries, as well as to the national economic recession that took place during the early 1980's. The continued decline of export-based manufacturing industry in the Region may limit the economic development potential of the County, and its ability to attract new economic enterprises.

Industry Distribution of the Labor Force: In 1960, about 41 percent of the county labor force was employed in the manufacturing industry, while about 32 percent was employed in the retail trade and service industries.<sup>1</sup> By 1980 however, a significant change had occurred in the economic structure of the County. In 1980, only 31 percent of the county labor force was employed in the manufacturing industry, while about 45 percent was employed in the trade and service industries. Similar significant shifts in the industry distribution of the labor force occurred over the same time period at the regional, state, and national levels. These changes in the distribution of the labor force indicate a shift within the Region and the County from a manufacturing-oriented economic base to a trade and service-oriented economic base, a shift with profound implications.

Sex of the Labor Force: While the total labor force in the County showed a slower rate of growth than did the labor force of other areas, the number of females in the County's labor force grew at a much more rapid rate than did the number of males, with the number of females increasing by 48 percent, while the number of males declined by about 8 percent. The rapid increase in the number of females in the county labor force that occurred between 1960 and 1980 was similar to the pattern that occurred in the Region, the State, and the nation over the same time period. The relatively large increases in the number of females in the labor force may be attributed in part to the trend toward smaller families, the increasing number of wives working to supplement the family income, the accelerated growth in retailing and service jobs, emphasis on equal employment opportunities for females, and the decision by an increasing number of females to more actively pursue full- or part-time employment in lieu of, or in addition to, marriage and family formation.

Unemployed Labor Force: The percentage of unemployed persons in Milwaukee County in relation to the total county labor force is an important indicator of the economic health of the area. In 1970, the unemployment rate for Milwaukee County, 3.7 percent, was the same as that for the Region; and less than that for the State, 4.0 percent; or the nation, 4.4 percent. By 1980, the unemployment rate in Milwaukee County had increased to 5.7 percent; however, the county unemployment rate remained the same as that for the Region, and below the unemployment rates for the State, 6.6 percent, and the nation, 6.5 percent. In 1984, however, the unemployment rate for Milwaukee County, 7.0 percent, was below that for all other areas: Region, 7.1 percent; State, 7.6 percent; and the nation, 7.5 percent. In 1982 and 1983, however, the County's unemployment rate reached highs of 10.8 and 10.6 percent, respectively, with these higher unemployment rates a result of the national economic recession and the effects of this recession on the durable goods manufacturing and construction industries in the County and the Region.

### Change in the Structure of the Economy

Growth in the manufacturing industry has traditionally been viewed by local economic development practitioners as the most effective means for creating jobs and ensuring long-term economic growth. Over the past two decades, however, one of the most important changes that has occurred in the structure of the national economy is the previously indicated declining importance of the manufacturing industry. The basic structural change taking place in the national economy is also evidenced by a shift in the nature of manufacturing

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<sup>1</sup>Civilian labor force employment is defined as a worker's industry employment enumerated by the worker's place of residence.



activities, with "high technology" industries accounting for a steadily increasing portion of all manufacturing jobs. In this regard, it has been estimated that high technology jobs accounted for 40 percent of all manufacturing jobs in 1979.<sup>2</sup> Such jobs accounted for only 33 percent of all manufacturing jobs in 1955.

The structural changes in the national economy are due, in part, to changing world economic conditions and world markets. American industries face continually increasing competition in markets which the United States once dominated. For example, United States steel production decreased from 47 percent of world production in 1950 to only 14 percent in 1980. Domination by the United States in the automobile industry has also ended, with Japan producing more passenger cars than the United States for the first time in 1980. Such changes in the international economy may be expected to have a significant effect on the future size and structure of the national economy, as well as on the economy of Milwaukee County.

Certain structural changes which are occurring in the national economy are also evident in the economy of the State of Wisconsin.<sup>3</sup> Following national economic trends, employment within the State in the manufacturing industry declined from 28 percent of total employment in 1970 to 25 percent in 1980. The five percentage point decline in Milwaukee County, from 33 percent in 1970 to 28 percent in 1980, was greater than the percentage point decline in the State, three percentage points, the nation, also three percentage points, and the Region, four percentage points. Also consistent with national and state trends, the Milwaukee County service industry increased its share of total employment by six percentage points between 1970 and 1980--from 17 percent in 1970 to 23 percent in 1980--a percentage point increase greater than that for the Region, four percentage points; the State, three percentage points; and the nation, also three percentage points. A strong manufacturing sector has historically been the cornerstone of the economy of Milwaukee County. Although manufacturing industry employment still accounts for a large proportion of total county employment, the recent sharp decline in that proportion could have serious long-term negative effects on the economy of the County.

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<sup>2</sup>Joint Economic Committee, Congress of the United States, Location of High Technology Firms and Regional Economic Development, 1982. While recognizing that there is no general agreement on a definition of high technology industries, this study estimates high technology employment levels by analyzing selected Standard Industrial Classification (SIC) groups believed to be representative of high technology industries, including chemicals and allied products (SIC 28); machinery, except electrical (SIC 35); electrical and electronic machinery, equipment, and supplies (SIC 36); transportation equipment (SIC 37); and measuring, analyzing, and controlling instruments, photographic, medical, and optical goods, and watches and clocks (SIC 38). It is important to recognize that the Standard Industrial Classification system is not specifically designed to quantify high technology industry employment. Consequently, not all of the jobs in the foregoing SIC groups can rightfully be categorized as high technology jobs and, conversely, the foregoing SIC groups do not include all high technology jobs.

<sup>3</sup>Employment changes in the economy are described utilizing industry employment enumerated at the employee's place of work.

## RECENT ECONOMIC DEVELOPMENT ACTIVITIES IN MILWAUKEE COUNTY

In response to the declining economic conditions in Milwaukee County, and the growing interest in economic development by public and private organizations, the Milwaukee County Executive and the Milwaukee County Board of Supervisors have undertaken, or are in the process of undertaking, a variety of initiatives to improve local economic conditions. Information on such activities will be helpful in the identification of recommended economic development efforts in Chapter V of this report.

### Milwaukee County Board of Supervisors, Economic Development Committee

Recognizing the growing importance of economic development issues to the entire Milwaukee County area, the Milwaukee County Board, on September 15, 1983, acted to create the County Board's Economic Development Committee. The Committee, currently chaired by County Board Chairman F. Thomas Ament, is responsible for all County Board matters related to economic development, including the sale and/or lease of county-owned lands. The Committee's work has been a subject of growing importance as the value of many of the county-owned lands, in particular, the county-owned lands located at the County Institutions grounds, is being realized by local economic development practitioners.

### Milwaukee County Economic Development Conferences

In February and March 1984, the Milwaukee County Board, Economic Development Committee, in cooperation with Milwaukee County Executive William F. O'Donnell, held a series of three economic development conferences. Each of the conferences was oriented to the specific public, private, and state role in the economic development process. The conferences were well attended and provided the County Board and the County Executive with an initial reaction from the general public and economic development practitioners with regard to recommendations concerning the County's role in the economic development process.

### Public Land Holdings

Currently, Milwaukee County owns approximately 177.7 acres of land which have a particularly high potential for use in promotion of the economic development of the County. These lands include: 1) approximately 158 acres of essentially vacant land located at the Milwaukee County Institutions grounds; 2) approximately 4 acres of land used primarily for parking and located south of the War Memorial Center on the eastern edge of the central business district of the City of Milwaukee and near the Lake Michigan shoreline; and 3) a 15.7-acre tract of essentially vacant land located in the City of Milwaukee central business district, commonly referred to as the Coachyards site.<sup>4</sup> The current status of each of these land parcels is described below.

County Institutions Grounds: The Milwaukee County Board, facing a serious budget shortfall in 1981, began to investigate methods of increasing county revenues without increasing the property tax levy. One method considered by the County Board was the sale of vacant and underdeveloped lands at the County Institutions grounds in the City of Wauwatosa. The County Board commissioned a

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<sup>4</sup>The 158 acres indicated as the amount of vacant land at the Milwaukee Institutions grounds is based on the 1984 Nelson & Associates report that described the development feasibility of the County Institutions lands.

study to determine the market and use potential of these lands. This study, prepared by Nelson & Associates, Inc., a local planning firm, in conjunction with Grueber, Buestrin and Allen, Ltd., a local real estate marketing firm, was completed in February 1982.<sup>5</sup>

The study concluded that there were few, if any, characteristics that posed limitations to the development of the site. The study recommended developing the site for a mix of land uses, including offices, condominium residences, motels, and restaurants. It was estimated that the restaurant and motel sites, being in high demand, could be developed almost immediately; the offices at a rate of about five acres of site area, or 100,000 square feet of floor area, per year; and the condominium sites at a rate of two to four acres of site area, or 50 to 100 dwelling units, per year. The study estimated that the sale as raw land of a net 49.2-acre parcel located between Mayfair Road on the east to about 100th Street on the west could return \$2 to \$2.5 million to the County; or if improved and sold over time, \$7.7 million. The sale of a net 76.4-acre parcel located between USH 45 on the east and Mayfair Road on the west would result, the study estimated, in a return of \$3.3 million to \$4 million if sold as raw land and \$13.4 million if improved and sold over time.

Concurrent to the initiation of the Nelson & Associates, Inc., report, County Board Supervisor Harout O. Sanasarian, Chairman of the Milwaukee County Mass Transit Committee, acted to create a special task force to investigate transit fleet maintenance requirements and alternative locations for a proposed new major bus maintenance facility. The task force studied the feasibility of constructing a new fleet maintenance/administrative facility at one of two sites located at the County Institutions grounds, or on vacant land located at the former proposed site of the Park-West Freeway-Hillside Interchange near IH 43. While the Park-West-Hillside Interchange site showed a capital cost advantage over the Watertown Plank Road site of approximately \$750,000, the annual utility operating costs at the Park-West-Hillside Interchange site could be expected to be approximately twice as much as those at the Watertown Plank Road site. Consequently, in about three years the savings in utility operating costs at the Watertown Plank Road site would equal the savings in capital costs at the Park-West-Hillside Interchange site. Subsequent to the conduct of this study, the Milwaukee County Board of Supervisors decided to construct the new transit system maintenance/administrative facility at the Park-West-Hillside Interchange site, and therefore help to spur the development of this area, as well as to retain the highly regarded vacant lands at the County Institutions lands for future, more appropriate development.

In the fall of 1983, Milwaukee County again retained the services of Nelson & Associates, Inc., to update the 1982 study, and to expand the scope of services of the study, reflecting a larger site area as well as a change in marketing attitude on the part of the County Board.<sup>6</sup> The change in attitude by the County Board with regard to the marketing of the site resulted from a less urgent need to reduce the county property tax burden, as well as a growing recognition of the unique characteristics and value of this site.

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<sup>5</sup>Nelson & Associates, Inc., The Feasibility Study for the Use and Development Potential of Milwaukee County Institution Lands, February 1982.

<sup>6</sup>Nelson & Associates, Inc., Update, Feasibility Study for the Use and Development of the Milwaukee County Institution Lands, March 1984.

The study area for the 1984 feasibility report included a total of 158 acres. The 1984 study concluded that a 30- to 40-foot-high mound of earth deposited as a result of the construction of the Froedert Memorial Hospital and located at the northwest corner of the Zoo Freeway (USH 45) and W. Wisconsin Avenue would need to be removed at a cost of \$150,000. The updated report also recommended that the County develop the land principally for office space, but that a major conference center, restaurants, and limited residential sites also be included in the development plan. The study estimated that a total of 6,500 new jobs could be created through a development of this type, with 5,500 of these jobs office-related, and 1,000 restaurant- and hotel-related. The study estimated that the sale of the improved land would result in a \$25 million return to the County, or an approximate return of \$3 million per year, in the form of lease payments. However, street and utility improvements for the site would cost approximately \$4.8 million.

A major difference between the recommendations of the 1982 study and the 1984 study was a proposal to create a "foundation/corporation" to control the development of the site. The study noted the precedent of such entities in Milwaukee County, including the Milwaukee Community Development Corporation (MCDC), which developed and disposed of federal lands near Greendale, and the Milwaukee Redevelopment Corporation (MRC), which managed the development of the Grand Avenue Mall in the City of Milwaukee central business district. The study recommended that a "blue ribbon panel" of private and large corporate investors constitute the corporation, and that the development goals of the corporation be agreed to by the Milwaukee County Executive and the Milwaukee County Board of Supervisors.

In July 1984, the Wisconsin Bell Telephone Company, a division of Ameritech, Inc., proposed to purchase approximately 45 acres of the County Institutions grounds for \$9.8 million, intending to develop an office and research park. The proposal called for a phased development that would eventually provide for about 1.8 million square feet of office and medical research center space. Phase I of the proposal, which would take approximately three years to complete, would occupy approximately 25 percent of the site. Phase I would include two office buildings with 350,000 to 400,000 square feet of space, a 100,000-square-foot computer center, and a 250-room conference hotel. While the Milwaukee County Board, Economic Development Committee, approved the sale of the site to Wisconsin Bell for this purpose, the Milwaukee County Board did not approve the sale. The Milwaukee County Executive also opposed the sale. The County Executive's major objection to the sale of the site to Wisconsin Bell was that it would merely relocate existing jobs in the Milwaukee metropolitan area to the County Institutions grounds, rather than create new employment opportunities, and thus did not represent optimum use of the site to promote the economic development of the area.

Subsequent to the 1982 and 1984 reports, the County Executive created a "Blue Ribbon" Task Force for the purpose of reviewing, analyzing, and evaluating the conclusions and recommendations of the Nelson & Associates, Inc., and Grueber, Buestrin, & Allen, Ltd., 1982 and 1984 reports. The membership composition of the Blue Ribbon Task Force is shown in Table 4. The Task Force discussions centered on six major topics relative to the development of the available County Institutions grounds, including: 1) development priorities; 2) development control models; 3) land use plan; 4) development strategy; 5) development scale; and 6) development organization. In order to gain a better understanding of the issue, the Blue Ribbon Task Force discussed the value and development potential of the lands with a variety of land development professionals and economic development practitioners, including, but not limited to, representatives of: 1) the University of Wisconsin-Milwaukee; the University of

Table 4

**COMPOSITION OF THE MILWAUKEE COUNTY EXECUTIVE'S  
BLUE RIBBON TASK FORCE ON THE DISPOSITION OF  
THE MILWAUKEE COUNTY INSTITUTIONS GROUNDS**

<p>Mr. Emil Stanislawski, Chairman Director, Milwaukee County Department of Administration Courthouse, 901 N. Ninth Street Milwaukee, Wisconsin 53233</p> <p>Mr. Kurt W. Bauer Executive Director Southeastern Wisconsin Regional Planning Commission 916 N. East Avenue Waukesha, Wisconsin 53186</p> <p>Mr. William R. Drew, Commissioner Department of City Development City of Milwaukee 809 N. Broadway Milwaukee, Wisconsin 53202</p> <p>Mr. C. R. "Bud" Whitney Chief Executive Officer Allen-Bradley Corporation 1201 S. Second Street Milwaukee, Wisconsin 53204</p> <p>Mr. Harvey Rabinowitz Associate Professor University of Wisconsin-Milwaukee School of Architecture &amp; Urban Planning Milwaukee, Wisconsin 53201</p>	<p>Mr. Douglas Booth Assistant Professor of Economics Marquette University College of Business Administration Milwaukee, Wisconsin 53233</p> <p>Mr. Allen M. Taylor Chairman of the Board Milwaukee Regional Medical Center 9001 Watertown Plank Road Milwaukee, Wisconsin 53226</p> <p>Mr. Shant Agajanian Visiting Assistant Professor of Real Estate School of Business Administration University of Wisconsin-Milwaukee Milwaukee, Wisconsin 53201</p> <p>Chairman F. Thomas Ament County Board of Supervisors Courthouse, 901 N. Ninth Street Milwaukee, Wisconsin 53233</p>
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Source: SEWRPC.

Wisconsin-Madison; and Marquette University; 2) the Trammell Crow Corporation; 3) the Medical College of Wisconsin; 4) Forward Wisconsin, Inc.; and 5) Wisconsin for Research, Inc. In October 1984, the task force issued a "Phase I Report" documenting the findings of the Task Force's review and evaluation of the aforereferenced studies for the development of the vacant County Institutions lands.<sup>7</sup> At the present time, the Task Force is completing the second phase of the Task Force activities which will include: 1) recommendations for the creation of an organization that could effectively manage the land development process; 2) identification of specific development goals and objectives; and 3) evaluation of alternatives for the sale and/or lease of the lands. The following summarizes the findings and recommendations of the Phase I report of the Task Force.

Overall, the Task Force indicated that the County Institutions grounds is a unique economic development resource in that the lands 1) were of a sufficient size to accommodate a major development; 2) were in proximity to the Regional Medical Center, also located at the County Institutions grounds; 3) have unusually good access to the highway transportation system, as well as being served by public transit service; 4) have public utilities available which only need to be extended within the site; 5) are controlled by a single owner, Milwaukee County; and 6) are located near the center of population concentration in the Milwaukee metropolitan area. A number of land development professionals and economic development practitioners appearing before the Task Force

<sup>7</sup>The County Executive's Blue Ribbon Task Force on the Disposition of Milwaukee County Institutions Lands, Phase I Report, October 1984.

indicated that, due to these characteristics, the County Institutions grounds may be one of the best economic development land resources in the Midwest.

Development Priorities--The Task Force recommended that the County Institutions grounds be developed in a manner that was consistent with specific development priorities, and that these priorities could, based on industries currently located in the Milwaukee metropolitan area, include the attraction of medical technology and other high technology enterprises. Consequently, the Task Force rejected a conclusion of the Nelson & Associates, Inc., report that high technology land uses at the County Institutions grounds lacked regional economic base support.

The Task Force recommended that the following six impact priorities be utilized as a guide to the development and disposition of the County Institutions lands: 1) activity that, except for the availability of the County Institutions site, would leave the Milwaukee region; 2) growth industries that must be in proximity to medical, technological, and basic research activities that are currently located at the County Institutions' Regional Medical Center; 3) economic activity that, except for the availability of the County Institutions site, would not be attracted to the Milwaukee region; 4) economic activity that requires research, specialized services, and/or technology to remain in the Milwaukee region or to become more competitive; 5) economic activity that includes new product development and entrepreneurialship that otherwise might not occur, or might take place outside the Milwaukee region; and 6) economic development activity that would justify the necessary public investment in the County Institutions lands in infrastructure, facilities, and services, as well as economic activity that would interact with private economic enterprises. Finally, the Task Force recommended that the selection of development priorities be the subject of thorough review and further evaluation in Phase II.

Development Control Models--The Task Force rejected the "market response" model that was the basis of the Nelson & Associates, Inc., land use development plan. The Task Force recommended that a development model for the County Institutions lands rely heavily on carefully defined objectives, as well as on an understanding of how to achieve those objectives. In addition, however, the Task Force indicated that the development model provide for responding to market demands that would help in achieving development goals that were not fully anticipated when the development model was originally designed.

The Task Force recommended that further consideration be given to selecting an appropriate model for defining the land use development objectives, indicating that this may be the most important task to be accomplished in Phase II of the Task Force activity.

Land Use Plan--The Task Force rejected the Nelson & Associates, Inc., recommended land use plan, indicating that the plan relied too heavily on a market-driven development model rather than on specific development priorities. Once more, the Task Force indicated that the Nelson & Associates, Inc., study overlooked the importance of the proximity of the site to the regional medical center and the regional support for high technology growth development. The Task Force did, however, favor the development of offices and technology-based growth enterprises, and the use of the site for a conference hotel.

Finally, the Task Force recommended the preparation of a comprehensive land use plan for all available County Institutions lands, with this plan to be used in directing the location of new land development.

The Task Force recommended that further examination of possible land uses, siting, programming, and development priorities be conducted in conjunction with the development of a comprehensive land use plan in Phase II of the Task Force activity.

Development Strategy--The Task Force recommended a general development strategy that would help define specific development objectives and set priorities for land uses that were in accordance with the development objectives, and then apply these priorities to specific desired uses. In addition, the Task Force recommended a development strategy that would include a close working relationship with private, nonprofit, and public sector initiatives designed to support innovation, attract growth industries, and expand the regional economic base.

The Task Force recommended that Phase II of the study include further examination of the elements of a development strategy specific to the study site and the manner in which the site could be developed to facilitate the development strategy.

Development Scale--The Task Force indicated that the scale of the development may determine the ability of the development to reach its full potential. In this regard, the Task Force recommended that the entity responsible for the development activities maintain a close working relationship with neighboring communities and existing institutions in order to help determine an appropriate development scale.

Development Organization--The Task Force supported the recommendation of the 1984 Nelson & Associates, Inc., study that a foundation/corporation be created to pursue the development of the County Institutions land. The Task Force was of the opinion that an organization of this kind should be created to pursue the development of the site as its exclusive activity, thereby achieving development objectives and securing commitments that might otherwise be lost among the diverse priorities of existing county departments.

In addition to the recommendations indicated above, the Task Force identified a number of other issues that are intended to be examined during the second phase of the Task Force activity. These activities include consideration of: 1) the development of other existing county lands; 2) the manner in which Milwaukee County could achieve long-term financial returns from land development; 3) the manner in which Milwaukee County could maintain its specific development objectives for the Milwaukee County Institutions lands in the face of pressure to respond to immediate opportunities, especially over a long land absorption period; and 4) the manner in which Milwaukee County could provide development incentives in exchange for private initiatives that would reduce minority employment and support central city entrepreneurs.

Land Located South of the War Memorial Center: Milwaukee County owns approximately four acres of land located south of the War Memorial Center on the eastern fringe of the City of Milwaukee central business district and near the Lake Michigan shoreline. This land, together with contiguous lands owned

by the City of Milwaukee and the State of Wisconsin, was previously intended to be used to construct a freeway which the State Legislature removed from the state highway system in 1982 and thereby, in effect, precluded its construction. In October 1984, the Milwaukee County Executive indicated his intention to seek development of the site as an urban park with an underground parking structure.

The proposal would provide approximately 900 underground parking spaces and a 6.5-acre urban park with an 80-foot-wide pedestrian bridge linking the park to the Lake Michigan lakefront lands. Milwaukee County officials have estimated the cost of the parking structure at \$13.5 million, the plaza and park at \$5.5 million, and the pedestrian bridge at \$1.1 million. At the present time, the Milwaukee County Board of Supervisors and the Milwaukee County Executive have approved \$250,000 for the planning necessary to construct the development; the City of Milwaukee has approved \$250,000 for the planning; and the State of Wisconsin will assist in the financing of the potential development of the urban park by utilizing \$12.5 million of the State's bonding authority. The development of the urban park is important for two reasons. First, the area in which the proposed park is to be located is at the eastern edge of the City of Milwaukee central business district and, therefore, the development of the park would be an aesthetic resource that would enhance the central business district environment, as well as provide a recreational resource for persons who work and live in the City's downtown area. Second, Chapter II of this report documents the importance of the recreation and tourism industry to the Milwaukee County economy. The development of an urban park would enhance the aesthetic and recreational value of the Lake Michigan shoreline and, therefore, facilitate the further development of the recreation and tourism industry.

Coachyards Site: Milwaukee County currently owns a 15.7-acre tract of land located on the southeastern fringe of the City of Milwaukee central business district in an area commonly referred to as the Lower Third Ward. The property referred to as the Coachyards Site is located west of the Summerfest grounds near the Daniel Webster Hoan Memorial Bridge. The Milwaukee County Executive has indicated that any sale and subsequent development of the Coachyards property should help to revitalize this portion of the central business district. The value of the land, based upon recent sale negotiations, is estimated at \$1.3 million. In December 1984, the Milwaukee County Board of Supervisors voted to sell the property to the Summit Avenue Management Corporation for development as an office park; however, the sale of the Coachyards property was vetoed by the Milwaukee County Executive.

### 1985 Milwaukee County Economic Development Budget

As previously indicated in this report, the Milwaukee County Board and the Milwaukee County Executive have recently initiated efforts to promote economic development within the County as a way of retaining and attracting industry and contributing to the overall quality of life within the County. The 1985 Milwaukee County budget includes provision for a number of economic development activities. These activities are designed to constitute initial steps toward the creation of an economic development program for the County. The activities provided for in the 1985 Milwaukee County budget are summarized below.



Phase II Report: County Executive's Blue Ribbon Task Force on the Institutions Lands: The 1985 Milwaukee County budget includes funding that will enable the Milwaukee County Blue Ribbon Task Force on the Institutions lands to continue its work as described earlier herein. It is anticipated that in 1985 the Blue Ribbon Task Force will submit the findings and recommendations of the second phase of its report.

The second phase of the work Blue Ribbon Task Force is, perhaps, the most important economic development activity in Milwaukee County. The unique development potential of the County Institutions lands could result in not only a large number of new employment opportunities at the grounds itself, but also numerous new employment opportunities throughout the Milwaukee metropolitan area as a result of the expansion of existing and the location of new industry establishments that are dependent on industry establishments at the County Institutions grounds.

Milwaukee County Overall Economic Development Program Plan: The budget specifically references the importance of completing the OEDP plan by April 1, 1985, as a basis, together with related economic development planning activities, for proceeding in an orderly fashion with an economic development program for the County.

Strategic Economic Development Action Plan: The 1985 Milwaukee County budget also indicates the need to prepare a strategic economic development action plan. The action plan will seek to identify appropriate economic development program activities as well as other key initiatives that Milwaukee County can undertake to address the economic development concerns of the Milwaukee County business community. It is anticipated that the plan will also be completed by April 1, 1985.

Milwaukee County Economic Development Director: The 1985 Milwaukee County budget includes an appropriation for the office of a Milwaukee County Economic Development Director. The Director would be responsible for all county economic development activities, with initial responsibilities for appropriate activities related to the development of the Milwaukee County Institutions lands. The budget indicates a target date for filling this position of April 1, 1985.

Milwaukee County Transit System Bus Rehabilitation Operation: The 1985 Milwaukee County budget includes an appropriation to examine the feasibility of developing a nonprofit or for-profit organization for the rehabilitation of public transit buses. Currently, this activity is carried out by the Milwaukee County Transit System. The objective of this activity is to retain jobs and create new jobs by participating in what may be an attractive national market, utilizing the highly skilled workers and experience gained and renovation techniques of the Milwaukee County Transit System.

Related Economic Development Activities: The 1985 Milwaukee County budget also indicates that the Milwaukee County staff will further investigate the potential for an industry incubator facility and an industry innovation center to be located at the Milwaukee County Institutions grounds. The incubator facility would provide a location where new businesses, primarily of a high technology and/or medical research nature, could locate. The innovation center would provide technical assistance to new and existing businesses that are considering the development of new products.

## A Program for Wisconsin and Milwaukee: How to Create New Jobs in High Technology and Other Manufacturing

On November 22, 1982, the Joint Committee on Technology and Innovation of the Greater Milwaukee Committee and the Metropolitan Milwaukee Association of Commerce issued a report entitled, A Program for Wisconsin and Milwaukee: How to Create New Jobs in High Technology and Other Manufacturing. The Greater Milwaukee Committee is a private-sector organization composed of Milwaukee area leaders from business, labor, legal and accounting professions, and higher education. The Metropolitan Association of Commerce represents industries and businesses that employ a majority of workers in the metropolitan Milwaukee area. The purpose of the study documented in this report was to examine the activities that could be undertaken in the Milwaukee area to create new employment, to raise per capita income, and to strengthen the tax base of Wisconsin and the Milwaukee area. The study examined two basic approaches to this problem. First, the study examined the methods by which new companies in the fields of high technology could be created. Second, the study examined the methods by which the best opportunities for new jobs might be found through innovation in products and services not entirely dependent upon high technology.

The study set forth 13 state and local economic development recommendations that, when implemented, should help to improve local economic conditions. At the state level, the study recommended:

1. Creation of a gubernatorially appointed commission whose membership would consist of persons representing business, labor, academia, and government to advise the Governor on statewide economic development priorities and to review and monitor the State's economic, social, and legislative atmosphere as it relates to advanced technology and general economic development;
2. Appointment of a university-industry task force by the President of the University of Wisconsin university system to encourage cooperation and interaction between the University of Wisconsin's faculty and industry, with the purpose of facilitating growth in advanced technologies;
3. Support by the Governor and the State Legislature of the creation of a state fund specifically designed to train workers for new skills associated with high technology industries;
4. In order to encourage the location and expansion in Wisconsin of plants associated with new technologies, the State Legislature should enact tax legislation that would grant a 5 percent investment credit for new manufacturing, research, and development facilities;
5. The State Legislature should simplify the administration of the Wisconsin minimum tax and diminish its impact on capital gains by substituting a percentage of the federal income tax for the Wisconsin minimum tax;

6. The State Legislature should review and reform securities laws and regulations with a view toward favorably influencing creation and development of small and medium-sized businesses;
7. The State of Wisconsin should support efforts to strengthen science, mathematics, and economics education in the primary grades, elementary grades, and college; and
8. The State of Wisconsin should encourage the creation of venture capital pools and the establishment of a research park-innovation center near the University of Wisconsin-Madison campus.

In the Milwaukee area, the report recommended the following activities:

1. The creation of one or possibly two innovation centers in the metropolitan Milwaukee area, one associated with the Medical College of Wisconsin, and possibly a second with the University of Wisconsin-Milwaukee.
2. A greater degree of support for more basic and applied research at the University of Wisconsin-Milwaukee and the strengthening of the University's business school in order to encourage more interaction between local industry and the University of Wisconsin-Milwaukee.
3. Support of the creation of a new business ventures office at the Metropolitan Milwaukee Association of Commerce to form, among other responsibilities, a clearinghouse for research needs and entrepreneurial ideas.
4. Support of the activities of the District Economic Progress Authority (DEPA) to take advantage of the economic development possibilities offered by the rehabilitation of Milwaukee's sewerage system.
5. Creation of local venture capital pools to encourage entrepreneurialship, especially in the new fields of high technology.

A number of these recommendations have been implemented, including: 1) the creation by Governor Anthony S. Earl of the Wisconsin Strategic Development Commission; 2) the creation of the Wisconsin Department of Development, Customized Labor Training Fund; 3) the establishment of a research park in Madison, Wisconsin; 4) the creation of the Milwaukee Innovation Center; and 5) the creation of various venture capital companies. In addition, existing organizations and agencies in the Milwaukee area and the State of Wisconsin are considering implementation of a number of the other activities suggested in this report.

Goals for Greater Milwaukee 2000: From 1981 to 1983, the Goals for Greater Milwaukee 2000, a private, voluntary group of citizens, studied the strengths and the problems of the four-county Milwaukee metropolitan area. The volunteers participated in various task forces and ad hoc committees that published reports containing a variety of specific recommendations on jobs, recreation, school, health, housing, public safety, transportation, and land use. One of the committees of the Goals for Greater Milwaukee 2000 Committee, the committee on the economy and employment, identified seven basic goals for the future development of the Milwaukee economy. These goals include:

1. Concentrate industry attraction activities on a group of selected targeted industries;
2. Increase the reinvestment of capital in Wisconsin and retain a greater portion of the State's personal wealth;
3. Create new business ventures and develop entrepreneurial opportunities;
4. Establish a special venture support center for minority businesses;
5. Improve product marketing and the dissemination of information in the greater Milwaukee area;
6. Work to ensure a well-trained work force for area employers; and
7. Maintain an efficient and cost-effective infrastructure.

District Economic Progress Authority (DEPA): In November 1982, the Milwaukee Metropolitan Sewerage District, at the request of Mayor Henry W. Maier of the City of Milwaukee, created the District Economic Progress Authority (DEPA). The DEPA is an advisory board whose purpose is to monitor and promote ways for local businesses to be successful bidders for contracts associated with the Milwaukee area \$2.1 billion sanitary sewerage system rehabilitation and water pollution abatement program that is currently underway. Economists estimate that there are approximately 37,000 work years of employment which will be created directly and indirectly by this public works project. The activities of the DEPA include:

1. Provision of tours of present sewerage facilities and new sewerage facilities that are under construction.
2. Provision of a list of specific products and services that are needed for the sewerage project, as well as an estimated quantity of products and services.
3. Facilitating agreements between manufacturers of source components and end product manufacturers.
4. Provision of bid specifications and technical information.
5. Provision of the names of contact persons who are carrying out design work and of construction managers for the sewerage program rehabilitation.

Study of Industrial Lands in Southeastern Wisconsin: Late in 1982, the Wisconsin Electric Power Company (WEPCo) initiated a program to attract and encourage industrial development in the Region. In undertaking the program, the WEPCo found that there was a lack of information regarding industrial land use in the Region, information important to the WEPCo development program. Specifically, the WEPCo found that a comprehensive areawide inventory of existing industrial land and additional land suitable for industrial development did not exist. Recognizing that such information would be essential to an

effective industrial development program, and recognizing that such information would be useful in areawide and local public planning efforts, the WEPCo requested the assistance of the Regional Planning Commission in the conduct of a study of industrial land use in southeastern Wisconsin. The overall purpose of the study was to document the historic trends in industrial land absorption in the Region, to analyze historic and probable future economic activity levels in the Region, and to assess the probable future industrial land needs.

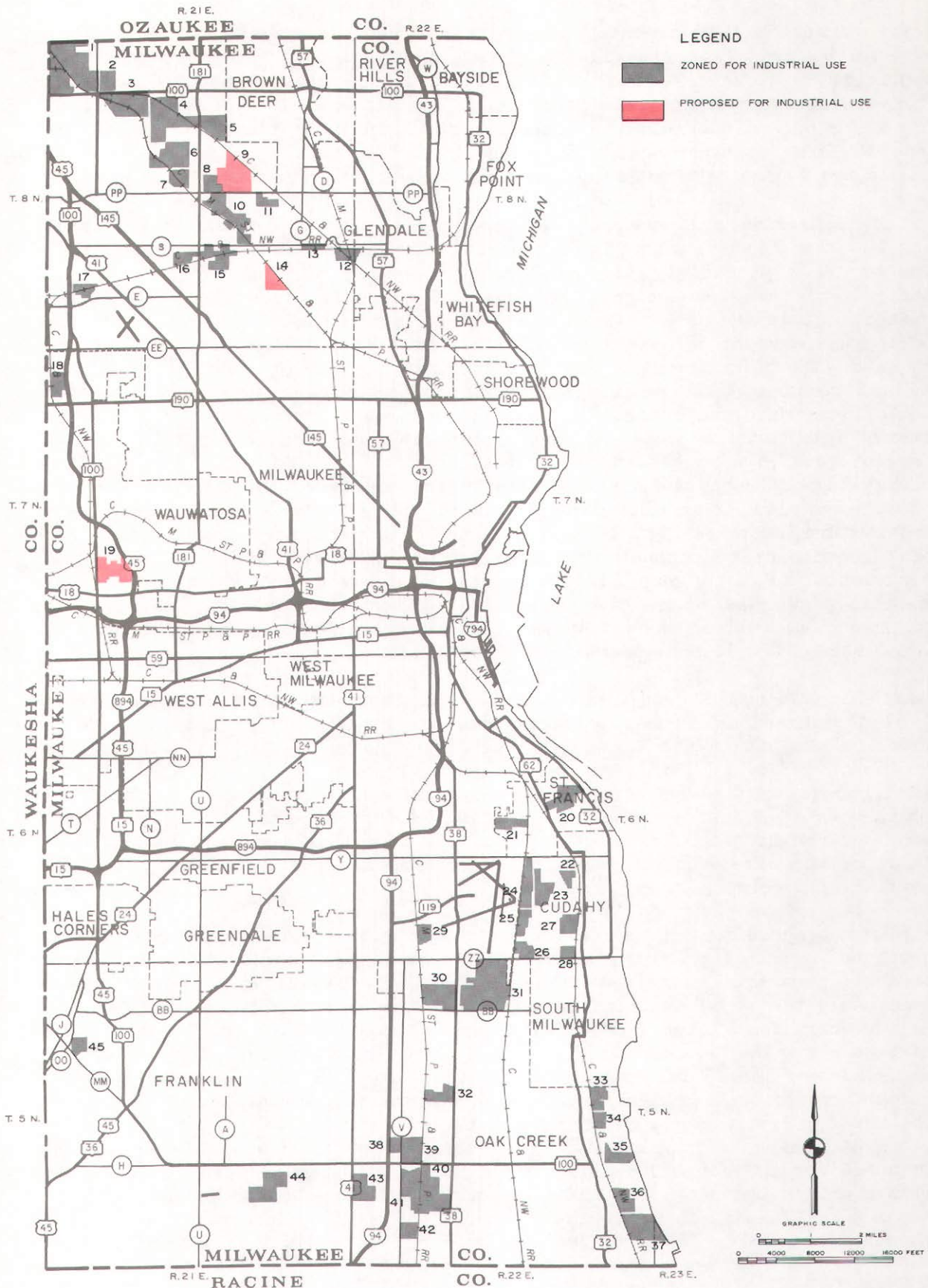
The study indicates that one of the strengths of the Southeastern Wisconsin Region is the broad choice in industrial facilities and sites which this Region offers a potential industrial client seeking to locate a new, or to expand an existing, operation. The range of potential industrial facilities and sites includes vacant but sound industrial facilities which are ready for immediate use and which possess not only the necessary infrastructure improvements such as public sanitary sewer, water supply, mass transit service, and power and communication facilities, but other site amenities such as associated office space and materials-handling equipment such as heavy lift cranes and conveyors. Vacant, properly zoned sites are also readily available within the Region, and able to accommodate a full spectrum of industrial types, from small developing industries to large industrial complexes. Some of these sites are located within industrial parks which not only possess all the necessary infrastructure improvements, but have industrial park deed restrictions and special covenants to protect the substantial investment made by industrial entrepreneurs in site acquisition, development, and expansion within the industrial park. The study also identifies other large vacant industrially zoned areas, as well as nonindustrially zoned areas, which are considered to have industrial development potential by local units of government.

While future economic conditions within the Southeastern Wisconsin Region will be determined in part by external factors over which public and private decision-makers within the Region have little or no influence, such conditions will also be influenced, in part, by the effectiveness of state, regional, and local economic development programs undertaken to maintain and enhance the economic vitality of subareas of the State. The effectiveness of such economic development programs should be enhanced by the fact that the area has an adequate supply of sites which are suitable for and can readily be made available to industrial development.

During the preparation of the study the Commission staff gathered current information on existing industrial land in southeastern Wisconsin and, more specifically, on sites within the Region which may be suitable for, or could be made available to, industrial development. As shown on Map 1 and in Table 5, the study identified a total of 45 sites in Milwaukee County, or 25 percent of the sites in the Region, as being suitable for major industrial development--a larger number of sites than in any county other than Waukesha County, 52 sites. The sites are located primarily in the northwestern and southeastern sections of the County. Of the major sites in Milwaukee County suitable for industrial development, there are three Class I sites with a total of 495 acres--that is, sites zoned for industrial use which have public sanitary sewerage facilities available within the site, and which have internal streets for industrial parcel access; 37 Class II sites with a total of 4,275 acres--that is, sites which are zoned for industrial use and have public sanitary sewerage facili-

# Map 1

## LOCATION OF SUITABLE INDUSTRIAL SITES IN MILWAUKEE COUNTY



Source: SEWRPC.

Table 5

## POTENTIAL INDUSTRIAL SITES: MILWAUKEE COUNTY

Number on Map 1	Location	Size (acres)		Classification	Zoning	Sanitary Sewer and Water Supply	Transportation Access		Adjacent Land Uses	Number of Owners	Physical Limitations	
		Gross	Net								Type	Acreage
1	North of Brown Deer Road East of Boundary Road City of Milwaukee T8N R21E, Section 6	460	330	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: Adjacent - STH 74 1.5 miles - USH 41/45 Rail: Onsite - WSOR/C&NW	Airport: 4.5 miles - Timmerman Field 21 miles - Mitchell Field Proposed	40% Industrial 40% Agricultural 10% Open Land 10% Residential	7 +	Wetlands Steep slope 100-year floodplain	130
2	North of Brown Deer Road East of 107th Street City of Milwaukee T8N R21E, Section 5	50	30	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: Adjacent - STH 100 2 miles - USH 41/45 Rail: 0.1 mile - WSOR 0.1 mile - C&NW	Airport: 4.5 miles - Timmerman Field 21 miles - Mitchell Field	50% Open Land 25% Natural Area 20% Agricultural 5% Industrial	1 - 3	Primary environmental corridor Wetlands	20
3	South of Brown Deer Road East of Granville Road City of Milwaukee T8N R21E, Section 8	280	215	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: Adjacent - STH 100 2 miles - USH 41/45 Rail: Onsite - WSOR/C&NW	Airport: 4 miles - Timmerman Field 20 miles - Mitchell Field	60% Residential 20% Agricultural 10% Commercial 10% Natural Area	7 +	Primary environmental corridor Wetlands 100-year floodplain	65
4	North of Bradley Road East of 91st Street City of Milwaukee T8N R21E, Section 9	290	265 <sup>a</sup>	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: Adjacent - STH 181 2 miles - USH 41/45 Rail: Onsite - C&NW	Airport: 4 miles - Timmerman Field 19 miles - Mitchell Field	30% Industrial 30% Open Land 20% Residential 20% Commercial	7 +	Steep slope	20
5	North of Bradley Road East of 76th Street City of Milwaukee T8N R21E, Section 10	130	130	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: Adjacent - STH 181 3 miles - USH/45 Rail: Adjacent - C&NW	Airport: 5 miles - Timmerman Field 19 miles - Mitchell Field	50% Residential 30% Industrial 20% Open Land	7 +	--	--
6	South of Bradley Road East of 91st Street City of Milwaukee T8N R21E, Section 16	190	145 <sup>b</sup>	I	Industrial	Sewer - Onsite Water - Onsite	Existing Freeway/Highway: 0.25 - mile - STH 181 2 miles - USH 41/45 Rail: Onsite - WSOR	Airport: 3 miles - Timmerman Field 18 miles - Mitchell Field	60% Residential 20% Industrial 20% Open Land	7 +	Wetlands	5
7	South of Calumet Road West of 79th Street City of Milwaukee T8N R21E, Section 16	80	70 <sup>c</sup>	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 0.25 mile - STH 181 2 miles - USH 41/45 Rail: Onsite - WSOR	Airport: 3 miles - Timmerman Field 18 miles - Mitchell Field	80% Industrial 20% Residential	4 - 6	Wetlands	5
8	North of Good Hope Road East of 76th Street City of Milwaukee T8N R21E, Section 15	65	65	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 0.1 mile - STH 181 2 miles - USH 41/45 Rail: 0.25 mile - WSOR	Airport: 3.5 miles - Timmerman Field 18 miles - Mitchell Field	30% Commercial 25% Industrial 25% Recreational 20% Open Land	7 +	--	--
9	North of Good Hope Road West of 60th Street City of Milwaukee T8N R21E, Section 15	240	240	III	Nonindustrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 0.25 mile - STH 181 2.5 miles - USH 41/45 Rail: Adjacent - C&NW	Airport: 3.5 miles - Timmerman Field 18 miles - Mitchell Field	30% Industrial 25% Agricultural 25% Open Land 20% Residential	1 - 3	--	--
10	North of Mill Road West of 60th Street City of Milwaukee T8N R21E, Section 22	205	205	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 0.25 mile - STH 181 2 miles - USH 41/45 Rail: Onsite - WSOR	Airport: 3 miles Timmerman Field 17 miles - Mitchell Field	45% Residential 25% Industrial 20% Commercial 10% Open Land	7 +	--	--



Table 5 (continued)

Number on Map 1	Location	Size (acres)		Classification	Zoning	Sanitary Sewer and Water Supply	Transportation Access		Adjacent Land Uses	Number of Owners	Physical Limitations	
		Gross	Net								Type	Acreage
11	South of Good Hope Road East of 58th Street City of Milwaukee T8N R21E, Section 23	40	40	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 1 mile - STH 181 3 miles - IH 43 Rail: 0.1 mile - C&NW	Airport: 4.5 miles - Timmerman Field 18 miles - Mitchell Field	50% Open Land 40% Industrial 10% Commercial	4 - 6	--	--
12	South of C&NW East of Teutonia Avenue City of Milwaukee-Glendale T8N R21/22E, Sections 25/30	65	65	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 0.5 mile - STH 57 1.5 miles - IH 43 Rail: Onsite - CMStP&P/C&NW	Airport: 5 miles - Timmerman Field 17 miles - Mitchell Field	55% Industrial 20% Commercial 20% Open Land 5% Utility	4 - 6	--	--
13	South of Mill Road East of Sherman Boulevard City of Milwaukee T8N R21E, Section 25	40	40	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 1 mile - STH 57 2 miles - IH 43 Rail: Onsite - C&NW	Airport: 4.5 miles - Timmerman Field 16 miles - Mitchell Field	75% Industrial 20% Open Land 5% Residential	7 +	--	--
14	North of Silver Spring Drive East of 55th Street City of Milwaukee T8N R21E, Section 26	80	55	III	Nonindustrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 1.5 miles - STH 145 2.5 miles - IH 43 Rail: Adjacent - WSOR	Airport: 2.5 miles - Timmerman Field 16 miles - Mitchell Field	45% Open Land 25% Institutional 20% Industrial 10% Residential	1 - 3	100-year floodplain	25
15	South of Mill Road East of 76th Street City of Milwaukee T8N R21E, Section 27	130	130	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: Adjacent - STH 181 1 mile - STH 145 Rail: Onsite - C&NW	Airport: 2 miles - Timmerman Field 15 miles - Mitchell Field	50% Residential 40% Industrial 5% Commercial 5% Utility	7 +	--	--
16	South of Bender Avenue East of 84th Street City of Milwaukee T8N R21E, Section 28	45	45	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: Adjacent - STH 181 0.5 mile - STH 145 Rail: Adjacent - C&NW	Airport: 2 miles - Timmerman Field 15 miles - Mitchell Field	45% Industrial 45% Residential 10% Utility	1 - 3	--	--
17	North of Silver Spring Drive East of Lovers Lane Road City of Milwaukee T8N R21E, Section 30	50	35 <sup>d</sup>	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 0.1 mile - USH 45 0.25 mile - USH 41 Rail: Onsite - C&NW	Airport: 1 mile - Timmerman Field 15 miles - Mitchell Field	35% Industrial 25% Natural Area 20% Open Land 20% Residential	4 - 6	Primary environmental corridor Wetland Steep slope	10
18	North of Capitol Drive West of USH 45 City of Wauwatosa T7N R21E, Section 6	50	50	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: Adjacent - USH 45 0.5 mile - STH 190 Rail: Adjacent - C&NW	Airport: 1 mile - Timmerman Field 15 miles - Mitchell Field	70% Transportation 25% Industrial 5% Utility	4 - 6	--	--
19	South of Watertown Plank Road East of Mayfair Road City of Wauwatosa T7N R21E, Section 29	150	150	III	Nonindustrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: Adjacent - USH 45 0.25 mile - USH 18 Rail: 0.1 mile - CMStP&P/C&NW	Airport: 5 miles - Timmerman Field 13 miles - Mitchell Field	30% Institutional 25% Transportation 25% Residential 20% Commercial	1 - 3	--	--



Table 5 (continued)

Number on Map 1	Location	Size (acres)		Classification	Zoning	Sanitary Sewer and Water Supply	Transportation Access		Adjacent Land Uses	Number of Owners	Physical Limitations	
		Gross	Net								Type	Acreage
20	North of Thompson East of Kinnickinnic Avenue City of St. Francis T6N R22E, Sections 14/15/22/23	115	105	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: Adjacent - STH 32 2 miles - IH 94 Rail: 0.1 mile - C&NW	Airport: 2 miles - Mitchell Field	40% Residential 25% Institutional 20% Industrial 15% Natural Area	1 - 3	Primary environmental corridor Wetlands	10
21	North of Bolivar Avenue East of Clement Avenue City of St. Francis T6N R22E, Sections 21/22	55	55	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 1 mile - STH 38 1.25 miles - IH 94 Rail: Adjacent - C&NW	Airport: 1 mile - Mitchell Field Proposed Freeway/Highway: Adjacent - Lake Arterial	50% Residential 30% Industrial 20% Transportation	7 +	--	--
22	South of Carpenter Avenue Extended East of Whitnall Avenue City of Cudahy T6N R22E, Section 26	40	35	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 0.25 mile - STH 62 3 miles - IH 94 Rail: 0.1 mile - C&NW	Airport: 1 mile - Mitchell Field	75% Industrial 15% Commercial 10% Residential	4 - 6	Wetland	5
23	North of Grange Avenue East of Pennsylvania Avenue City of Cudahy T6N R22E, Section 27	115	110	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 1 mile - STH 62 2.5 miles - IH 94 Rail: 0.25 mile - C&NW	Airport: 1 mile - Mitchell Field	80% Residential 15% Open Land 5% Transportation	7 +	Wetlands	5
24	North of Grange Avenue West of Pennsylvania Avenue City of Cudahy T6N R22E, Section 27	110	105	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 1 mile - STH 62 2.5 miles - IH 94 Rail: Adjacent - C&NW	Airport: 1 mile - Mitchell Field Proposed Freeway/Highway: Adjacent - Lake Arterial	40% Transportation 30% Residential 30% Open Land	7 +	Wetlands	5
25	South of Grange Avenue West of Pennsylvania Avenue City of Cudahy T6N R22E, Section 34	60	45 <sup>e</sup>	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 1 mile - STH 62 2.5 miles - IH 94 Rail: Adjacent - C&NW	Airport: 1 mile - Mitchell Field Proposed Freeway/Highway: Adjacent - Lake Arterial	50% Industrial 25% Transportation 25% Residential	7 +	Wetlands 100-year floodplain	10
26	North of College Avenue West of Pennsylvania Avenue City of Cudahy T6N R22E, Section 34	50	45 <sup>f</sup>	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 1 mile - STH 38 2 miles - IH 94 Rail: Adjacent - C&NW	Airport - 1 mile - Mitchell Field Proposed Freeway/Highway: Adjacent - Lake Arterial	35% Industrial 35% Transportation 15% Residential 15% Open Land	7 +	--	--
27	North of Ramsey Avenue East of Barland Avenue City of Cudahy T6N R22E, Section 35	80	65	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 0.1 mile - STH 62 3.5 miles - IH 94 Rail: Adjacent - C&NW	Airport: 3 miles - Mitchell Field	50% Residential 45% Industrial 5% Recreational	1 - 3	Wetlands 100-year floodplain	15
28	North of College Avenue East of Barland Avenue City of Cudahy T6N R22E, Section 35	45	45	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 0.1 mile - STH 62 3 miles - IH 94 Rail: Adjacent - C&NW	Airport - 2 miles - Mitchell Field	35% Commercial 30% Residential 30% Open Land 5% Industrial	4 - 6	--	--

Table 5 (continued)

Number on Map 1	Location	Size (acres)		Classification	Zoning	Sanitary Sewer and Water Supply	Transportation Access		Adjacent Land Uses	Number of Owners	Physical Limitations	
		Gross	Net								Type	Acreage
29	South of STH 119 West of 6th Street City of Milwaukee T6N R22E, Section 32	60	60	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 1 mile - STH 38 1 mile - IH 94 Rail: Adjacent - CMStP&P	Airport: 0.5 mile - Mitchell Field	50% Industrial 50% Transportation	1 - 3	--	--
30	North of Rawson Avenue West of Howell Avenue City of Oak Creek T5N R22E, Section 5	180	150 <sup>g</sup>	I	Industrial	Sewer - Onsite Water - Onsite	Existing Freeway/Highway: Adjacent - STH 38 0.5 mile - IH 94 Rail: Adjacent - CMStP&P	Airport: 1 mile - Mitchell Field	30% Industrial 30% Institutional 25% Commercial 15% Open Land	7 +	Wetlands Very severe soils	20 <sup>h</sup>
31	South of College Avenue East of Howell Avenue City of Oak Creek T5N R22E, Section 4	470	465 <sup>i</sup>	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: Adjacent - STH 38 1.25 miles - IH 94 Rail: Adjacent - C&NW	Airport - 1 mile - Mitchell Field Proposed Freeway/Highway: Adjacent - Lake Arterial	40% Open Land 30% Residential 25% Transportation 5% Industrial	7 +	--	--
32	South of Forest Hill Avenue West of Howell Avenue City of Oak Creek T5N R22E, Section 17	60	55 <sup>j</sup>	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: Adjacent - STH 38 2 miles - IH 94 Rail: Adjacent - CMStP&P	Airport: 3 miles - Mitchell Field	50% Agricultural 25% Industrial 25% Residential	4 - 6	--	--
33	North of Puetz Road West of 5th Avenue City of Oak Creek T5N R22E, Section 14	65	50 <sup>k</sup>	II	Industrial	Sewer - Onsite Water - Adjacent	Existing Freeway/Highway: 0.25 mile - STH 32 4 miles - IH 94 Rail: Adjacent - C&NW	Airport: 7 miles - Mitchell field	40% Residential 30% Industrial 15% Open Land 15% Utility	7 +	Wetlands	10
34	South of Puetz Road West of 5th Avenue City of Oak Creek T5N R22E, Section 23	45	45	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 0.25 mile - STH 32 4 miles - IH 94 Rail: Adjacent - C&NW	Airport: 7 miles - Mitchell Field	40% Open Land 20% Industrial 20% Residential 20% Utility	1 - 3	--	--
35	North of Ryan Road East of 5th Avenue City of Oak Creek T5N R22E, Section 24	80	50	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway 0.25 mile - STH 32 4 miles - IH 94 Rail: 0.1 mile - C&NW	Airport: 8 miles - Mitchell Field	50% Open Land 25% Industrial 15% Water 10% Agricultural	1 - 3	Primary environmental corridor Wetlands Very severe soils Steep slope	30
36	North of Oakwood Road East of C&NW Railway City of Oak Creek T5N, R22E, Section 25	90	80 <sup>l</sup>	III	Industrial	Sewer - 0.25 mile Water - 0.25 mile	Existing Freeway/Highway: 0.25 mile - STH 32 5 miles - IH 94 Rail: Adjacent - C&NW	Airport: 8 miles - Mitchell Field	60% Open Land 35% Agricultural 5% Natural Area	1 - 3	Steep slope	5

Number on Map 1	Location	Size (acres)		Classification	Zoning	Sanitary Sewer and Water Supply	Transportation Access		Adjacent Land Uses	Number of Owners	Physical Limitations	
		Gross	Net								Type	Acreage
37	North of Elm Road East of C&NW Railway City of Oak Creek T5N R22E, Section 36	200	120	III	Industrial	Sewer - 0.5 mile Water - 0.25 mile	Existing Freeway/Highway: 0.25 mile - STH 32 5.5 miles - IH 94 Rail: Adjacent - C&NW	Airport: 9 miles - Mitchell Field	65% Open Land 25% Water 10% Residential	7 +	Primary environmental corridor Very severe soils	80
38	North of Ryan Road East of IH 94 City of Oak Creek T5N R22E, Section 19	40	40	II	Industrial	Sewer - Adjacent Water - Onsite	Existing Freeway/Highway: 0.1 mile - STH 100 Adjacent - IH 94 Rail: 0.5 mile - CMStP&P	Airport: 6 miles - Mitchell Field	50% Agricultural 25% Commercial 25% Transportation	1 - 3	--	--
39	North of Ryan Road East of 13th Street City of Oak Creek T5N R22E, Section 20	125	115	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: Adjacent - STH 100 Adjacent - IH 94 Rail: Adjacent - CMStP&P	Airport: 6 miles - Mitchell Field	50% Agricultural 25% Open Land 15% Commercial 5% Residential 5% Natural Area	4 - 6	100-year floodplain Steep slope	10
40	South of Ryan Road East of CMStP&P Railroad City of Oak Creek T5N R22E, Section 29	235	210	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: Adjacent - STH 100 0.5 mile - IH 94 Rail: Adjacent - CMStP&P	Airport: 6 miles - Mitchell Field	75% Agricultural 15% Residential 10% Industrial	7 +	Wetlands Very severe soils Steep slope 100-year floodplain	25
41	South of Ryan Road West of CMStP&P Railroad City of Oak Creek T5N R22E, Section 29	155	125	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 0.1 mile - STH 100 0.1 mile - IH 94 Rail: Adjacent - CMStP&P	Airport: 6 miles - Mitchell Field	85% Agricultural 15% Residential	4 - 6	Wetlands Very severe soils Steep slope 100-year floodplain	30
42	North of Elm Road Extended East of 13th Street City of Oak Creek T5N R22E, Section 32	55	50	II	Industrial	Sewer - Onsite Water - Adjacent	Existing Freeway/Highway: 0.5 mile - STH 38 1.5 miles - IH 94 Rail: Adjacent - CMStP&P	Airport: 7 miles - Mitchell Field	40% Agricultural 25% Industrial 25% Natural Area 10% Residential	1 - 3	Primary environmental corridor Wetland	5
43	North and South of South Branch Boulevard East of 27th Street City of Oak Creek T5N R22E, Section 30	125	115 <sup>m</sup>	I	Industrial	Sewer - Onsite Water - Onsite	Existing Freeway/Highway: Adjacent - USH 41 0.25 mile - IH 94 Rail: 1 mile - CMStP&P	Airport: 6 miles - Mitchell Field	25% Residential 25% Agricultural 25% Open Land 20% Industrial 5% Commercial	7 +	100-year floodplain	5
44	South of Airways Avenue East of 60th Street City of Franklin T5N R21E, Section 26	185	180	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 0.25 mile - STH 100 2 miles - IH 94 Rail: 3 miles - CMStP&P	Airport: 8 miles - Mitchell Field	65% Agricultural 30% Industrial 5% Residential	1 - 3	Wetlands	5
45	Northeast of CTH MM East of Forest Home City of Franklin T5N R21E, Section 7	50	40	II	Industrial	Sewer - Adjacent Water - Adjacent	Existing Freeway/Highway: 1 mile - USH 45 6.5 miles - IH 94 Rail: 7 miles - CMStP&P	Airport: 9 miles - Mitchell Field	75% Residential 25% Open Land	1 - 3	Wetlands Very severe soils	10

<sup>a</sup>Excludes five acres of development as of 1984.<sup>b</sup>Excludes five acres of development as of 1984.<sup>c</sup>Though no acreage was accounted for, it should be noted that the Oak Creek channel adjacent to S. 6th Street bisects the west portion of the site.<sup>d</sup>Excludes five acres of development as of 1984.<sup>e</sup>Excludes 40 acres of development as of 1984.<sup>f</sup>Excludes five acres of development as of 1984.<sup>g</sup>Excludes five acres of development as of 1984.<sup>h</sup>Excludes five acres of development as of 1984.<sup>i</sup>Excludes 10 acres of development as of 1984.<sup>j</sup>Excludes five acres of development as of 1984.<sup>k</sup>Excludes five acres of development as of 1984.<sup>l</sup>Excludes five acres of development as of 1984.<sup>m</sup>Excludes five acres of development as of 1984.

ties available at the site but which lack internal streets for site access; and five Class III sites with a total of 760 acres--that is, sites which are not zoned for industrial use or which do not have public sanitary sewerage facilities available, and which lack internal streets for site access.

In addition to information on industrial land use sites, the study gathered information on vacant industrial installations. Existing, vacant industrial installations can serve as suitable locations for new or relocating businesses seeking industrial sites within southeastern Wisconsin. Accordingly, information is presented herein on the known vacant industrial installations within Milwaukee County. The WEPCo currently maintains an inventory of such installations as part of its ongoing industrial attraction and retention program.

It must be recognized that the number and type of vacant industrial installations available for lease or purchase in Milwaukee County will vary over time. Nevertheless, the inventory presented herein provides an indication of the number and spatial distribution of vacant industrial installations which may be expected to be typically available for lease or purchase within Milwaukee County.

A total of 139 vacant industrial installations, with a floor area of 8,778,961 square feet, were identified in Milwaukee County. Of this total: 1) 19 buildings had a floor areas of less than 10,000 square feet; 2) 72 buildings had a floor area of between 10,000 and 49,999 square feet; 3) 21 buildings had a floor area of between 50,000 and 99,999 square feet; and 4) 27 buildings had a floor area of greater than 100,000 square feet. Detailed information on the very large industrial buildings in Milwaukee County is provided in Table 6 and shown on Map 2.

Wisconsin IH 94, the Business Connection: Recently, the WEPCo announced a major industrial development program that involves the promotion of IH 94 in southeastern Wisconsin from the Wisconsin-Illinois border to the City of Milwaukee, and from the City of Milwaukee to Madison, Wisconsin. The purpose of the program is to: 1) encourage the growth and diversification of existing industries in southeastern Wisconsin by promotion of the unique resources of the Region; 2) attract new industries and stimulate the creation of new industries, especially in the areas of automated manufacturing, biomedical technology, and agri-business/genetics; 3) increase technology transfer among educational institutions, research organizations, and industries; 4) promote job opportunities in emerging industries; 5) work with communities to encourage the development of sites suitable for industrial location and the utilization of available facilities; and 6) increase the competitive advantage of new and existing industries through improved energy utilization.

The WEPCo promotional program is important to Milwaukee County because of the strategic location of many of the Company's communities relative to the interstate highway. While a successful promotional program could result in major industrial development along the IH 94 corridor, it is important to indicate that such development would need to take place in a carefully planned form in order to avoid future problems of traffic congestion and the high cost of providing public utilities, facilities, and services to such development.

Table 6

**EXISTING LARGE VACANT INDUSTRIAL  
INSTALLATIONS IN MILWAUKEE COUNTY: 1984**

4	9400 W. Flagg Street City of Milwaukee	102,000	1962-1972	Masonry	1-2	Highway: STH 145 - 0.5 mile USH 41 - 0.5 mile Rail: C&NW - Adjacent Airport: Timmerman Field - 0.5 mile Mitchell Field - 17 miles	Industrial/ Residential
5	3500 W. Douglas Avenue City of Milwaukee	142,500	1952-1957	Masonry	1	Highway: IH 43 - 2.5 miles STH 57 - 1.5 miles Rail: C&NW - Adjacent Airport: Timmerman Field - 4 miles Mitchell Field - 14 miles	Transportation  Industrial/ Residential
6	5023 N. 35th Street City of Milwaukee	278,000	1862-1968	Brick/ Masonry	1-2	Highway: IH 43 - 3 miles STH 190 - 1.5 miles Rail: CMStP&P - Adjacent Airport: Timmerman Field - 4 miles Mitchell Field - 13 miles	Industrial
7	3450 W. Hopkins Street City of Milwaukee	177,000	1940	Masonry	1	Highway: IH 43 - 2 miles STH 190 - 0.5 mile Rail: CMStP&P - Adjacent Airport: Timmerman Field - 4 miles Mitchell Field - 12 miles	Industrial/ Transportation
8	3201 W. Hampton Avenue City of Milwaukee	560,000	1920's	Brick	3-4	Highway: IH 43 - 2 miles STH 190: 1 mile Rail: CMStP&P - Adjacent Airport: Timmerman Field - 3.5 miles Mitchell Field - 12.5 miles	Industrial/ Residential
9	424 E. Capitol Drive City of Milwaukee	150,000	1940	Masonry	2	Highway: IH 43 - 1 mile STH 190 - Adjacent Rail: C&NW - Adjacent CMStP&P - Adjacent Airport: Timmerman Field - 7.5 miles Mitchell Field - 9.5 miles	Industrial/ Commercial
10	3218 W. Fond du Lac Avenue City of Milwaukee	110,000	Prior to 1950	Metal	4	Highway: IH 43 - 2 miles STH 145 - Adjacent Rail: CMStP&P - Adjacent Airport: Timmerman Field - 5 miles Mitchell Field - 10 miles	Industrial/ Transportation
11	3107 W. Galena Street City of Milwaukee	115,700	1900	Masonry	2	Highway: USH 18 - 0.5 mile USH 41 - 1.5 miles Rail: CMStP&P - Adjacent Airport: Timmerman Field - 8 miles Mitchell Field - 8.5 miles	Industrial/ Residential
12	4212 W. Highland Boulevard City of Milwaukee	313,600	1912	Brick	1-3	Highway: USH 18 - 0.5 mile USH 41 - 0.5 mile Rail: CMStP&P - Adjacent Airport: Timmerman Field - 8 miles Mitchell Field - 8.5 miles	Industrial/ Residential
13	944 N. 46th Street City of Milwaukee	190,000	1920's	Brick/ Concrete	1-4	Highway: IH 94 - 1.0 mile USH 41 - 0.1 mile Rail: CMStP&P - Adjacent Airport: Timmerman Field - 8 miles Mitchell Field - 8.5 miles	Industrial/ Residential/ Transportation
14	2463 W. St. Paul Avenue City of Milwaukee	108,700	Prior to 1950	N/A	N/A	Highway: IH 94 - 0.1 mile USH 41 - 0.5 mile Rail: CMStP&P - Adjacent Airport: Mitchell Field - 7 miles	Industrial/ Transportation
15	1357-1439 W. St. Paul Avenue City of Milwaukee	165,000	1904	Masonry/ Metal/ Brick	1-4	Highway: IH 94 - 0.1 mile STH 15 - 1 mile Rail: CMStP&P - Adjacent Airport - Mitchell Field - 7 miles	Industrial
16	103-133 W. Oregon Street City of Milwaukee	170,000	1920's	Brick	2-5	Highway: IH 94 - 0.5 mile STH 32 - Adjacent Rail: CMStP&P - Adjacent Airport: Mitchell Field - 5 miles	Industrial
17	17th and Bruce Street City of Milwaukee	180,000	1955	Masonry	5	Highway: IH 94 - 1 mile STH 15 - 0.1 mile Rail: CMStP&P - 0.25 mile Airport: Mitchell Field - 6 miles	Industrial/ Commercial

Table 6 (continued)

Site Number	Location	Size <sup>a</sup> (square feet)	Year of Construction	Type of Construction	Number of Floors	Transportation Access	Adjacent Land Uses
18	809 W. Cleveland Avenue City of Milwaukee	250,000	1904	Block/ Steel	1-4	Highway: IH 94 - 0.5 mile STH 38 - 0.5 mile Rail: C&NW - Adjacent Airport: Mitchell Field - 3 miles	Industrial/ Residential
19	500 W. Oklahoma Avenue City of Milwaukee	280,000	1930's	Masonry	1-3	Highway: IH 94 - 0.5 mile STH 38 - 0.5 mile Rail: C&NW - Adjacent CMStP&P - Adjacent Airport: Mitchell Field - 2.5 miles	Industrial
20	3073 S. Chase Avenue City of Milwaukee	135,000	1967	Masonry/ Metal	3	Highway: IH 94 - 0.5 mile STH 38 - Adjacent Rail: CMStP&P - Adjacent Airport: Mitchell Field - 2.5 miles	Transportation/ Industrial/ Residential
21 <sup>b</sup>	333 S. 108th Street City of West Allis	130,000	1960's	Masonry/ Metal	1	Highway: STH 100 - Adjacent IH 94 - 0.1 mile Rail: CMStP&P - Adjacent C&NW - 0.1 mile Airport: Timmerman Field - 6 miles Mitchell Field - 12 miles	Industrial/ Transportation/ Utility
22 <sup>c</sup>	67th and Greenfield Avenue City of West Allis	311,800	1902-1942	Brick/ Steel	2	Highway: IH 94 - 0.5 mile STH 59 - Adjacent Rail: CMStP&P - Adjacent C&NW - Adjacent Airport: Timmerman Field - 7 miles Mitchell Field - 8 miles	Industrial
23 <sup>c</sup>	801 S. 60th Street City of West Allis	340,900	1909-1972	Masonry/ Brick/ Metal	2	Highway: IH 94 - 0.5 mile STH's 15 & 59 - 0.5 mile Rail: CMStP&P - Adjacent C&NW - 0.1 mile Airport: Timmerman Field - 7 miles Mitchell Field - 8 miles	Industrial/ Residential
24 <sup>c</sup>	67th and Greenfield Avenue City of West Allis	191,700	1902-1916	Brick/ Steel	2	Highway: IH 94 - 0.5 mile STH 59 - Adjacent Rail: CMStP&P - Adjacent C&NW - Adjacent Airport: Timmerman Field - 7 miles Mitchell Field - 8 miles	Industrial
25	2207 S. 114th Street City of West Allis	120,000	1950's	Masonry	1	Highway: USH 45 - 1 mile STH 100 - 0.5 mile Rail: C&NW - 0.5 mile Airport: Timmerman Field - 8 miles Mitchell Field - 10 miles	Industrial/ Commercial/ Institutional/ Open Land
26 <sup>b</sup>	110th and Cleveland Avenue City of West Allis	154,000	1965	Masonry	1	Highway: USH 45 - 1 mile STH 100 - 0.1 mile Rail: C&NW - 1 mile Airport: Timmerman Field - 8.5 miles Mitchell Field - 9.5 miles	Commercial/ Residential/ Open Land
27	5235 W. Rogers Street City of West Allis	135,000	1920	Brick/ Steel	1	Highway: USH 41 - 1.5 miles STH's 15 & 59 - 1 mile Rail: C&NW - 0.25 mile Airport: Mitchell Field - 7 miles	Industrial/ Residential/ Open Land
28	4601 W. Lincoln Avenue Village of West Milwaukee	100,000	1942-1958	Block/ Steel	2	Highway: USH 41 - 1 mile IH 94 - 2 miles Rail: C&NW - Adjacent Airport: Mitchell Field - 6 miles	Industrial/ Open Land
29	Meyer Place South of Layton Avenue City of Cudahy	170,000	1930's	Masonry	1	Highway: IH 94 - 4 miles STH 32 - 1 mile Rail: C&NW - Adjacent Airport: Mitchell Field - 1 mile	Industrial/ Residential
30	7655 S. 6th Street City of Oak Creek	120,000	1960's	Cement Block	1	Highway: IH 94 - 1 mile Rail: CMStP&P - Adjacent Airport: Mitchell Field - 2 miles	Industrial/ Open Land

NOTE: N/A indicates data not available.

<sup>a</sup> Indicates the total size of the building. The actual area available for lease or purchase may vary.<sup>b</sup> Not zoned industrial.<sup>c</sup> Part of the West Allis industrial center.

Source: Wisconsin Electric Power Company, Wisconsin Department of Development, and SEWRPC.

Strategic Economic Development Action Plan: This report previously indicated that the 1985 Milwaukee County budget included funding for a Strategic Economic Development Action Plan. In considering various alternatives for implementation of economic development activities, the Milwaukee County Executive contacted Competitive Wisconsin, Inc., a private corporation which consists of members of the business community, labor, trade associations, and educators whose primary function is to improve the State's business climate, in order to investigate the method by which a study could be conducted that would identify specific economic development initiatives appropriate for Milwaukee County.

In order to identify specific components of the Strategic Economic Development Action Plan, Competitive Wisconsin, Inc., working with Anderson/ Roethle, Inc., a private management consulting firm in the City of Milwaukee, will interview the chief elected officials of local units of government in Milwaukee County, interview the chief executive officers of selected Milwaukee County business establishments, and contact existing organizations active in the identification and implementation of economic development activities in Milwaukee County. The study is intended to analyze and interpret the information obtained and, based upon that information, prepare a series of recommendations for a strategic economic development action plan for the County. One of the primary objectives of the study will be to identify opportunities for joint public-private sector cooperation in implementation of economic development activities, and the improvement of the local economy. This study is expected to be completed by April 1, 1985.

Milwaukee Innovation Center: The Milwaukee Innovation Center (MIC) is a privately funded organization whose objective is to help inventors and entrepreneurs start new businesses which are based on innovative products or ideas that have a high growth potential. In return, the Milwaukee Innovation Center receives a portion of the equity of the company that has developed the product. The business leaders who organized the MIC believe that such new enterprises--carefully nurtured, structured, and developed--can inject new vigor into the Milwaukee area economy. The assistance provided by the MIC includes:

1. Evaluating a product's innovativeness, viability, and protectability.
2. Determining a product's market potential.
3. Assisting in completing a business plan.
4. Assembling a management team.
5. Assisting in locating seed capital.
6. Helping arrange for primary financing.

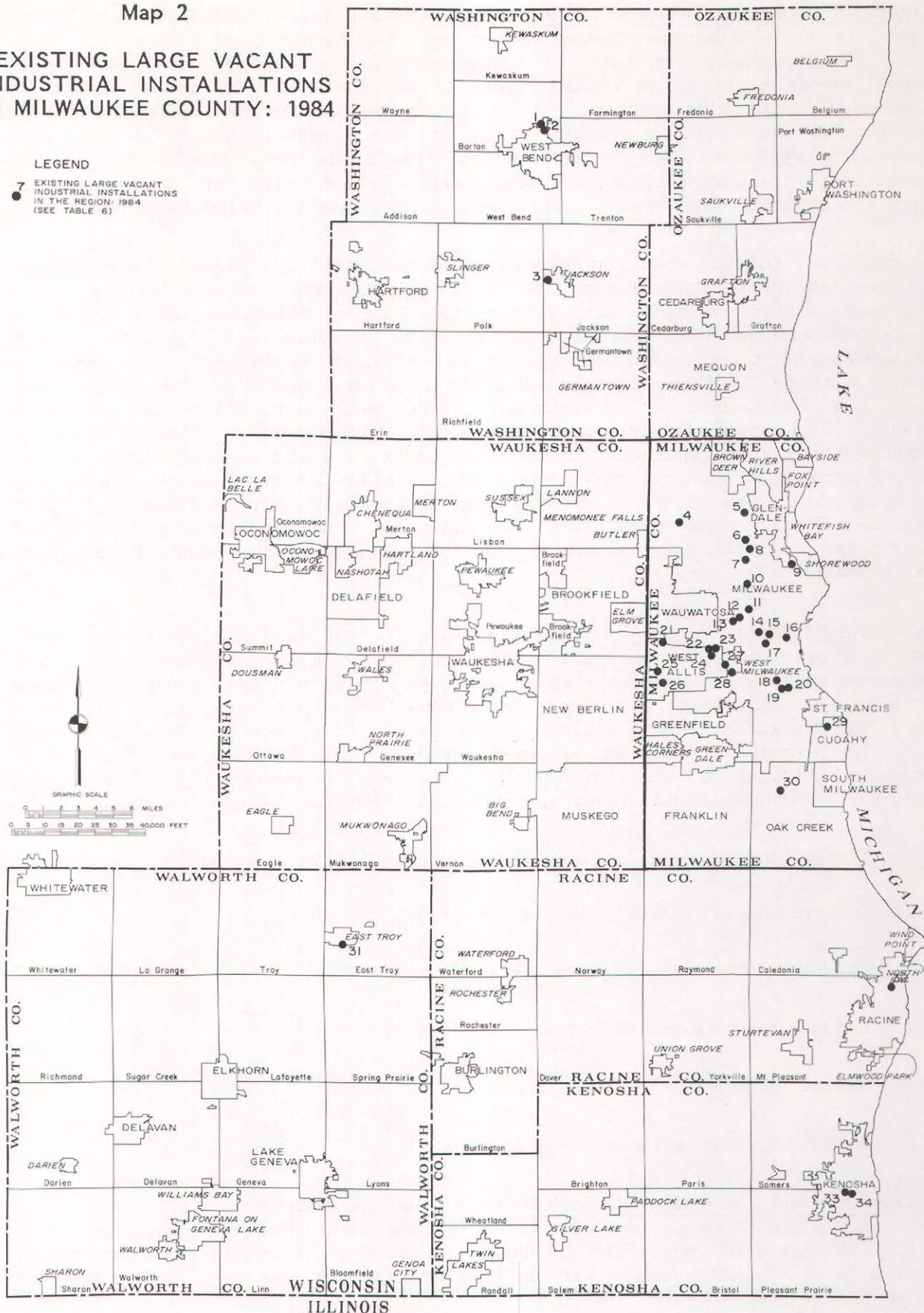
Local Economic Development Activities: While the role of county government in economic development has only recently been identified, it should be noted that local units of government in the County have, in recent years, undertaken a variety of economic development activities. For the most part, these activi-

Map 2

# EXISTING LARGE VACANT INDUSTRIAL INSTALLATIONS IN MILWAUKEE COUNTY: 1984

## LEGEND

- 7 EXISTING LARGE VACANT INDUSTRIAL INSTALLATIONS IN THE REGION: 1984 (SEE TABLE 6)



Source: SEWRPC.



ties have consisted of retaining existing industry, attracting new industry, and providing the public facilities and services necessary for furthering the community's overall development. It should be noted that the City of Milwaukee has been most active in carrying out economic development activities, and a special impact area in the City is currently recognized by the U. S. Department of Commerce, Economic Development Administration (EDA), as eligible for EDA assistance. Once more, the City of Milwaukee is currently pursuing EDA eligibility for the entire City through the preparation of an OEDP document for submittal to the EDA.

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## Chapter II

# A DESCRIPTION OF THE NATURAL RESOURCES, PHYSICAL CHARACTERISTICS, AND COMMUNITY FACILITIES AND SERVICES OF MILWAUKEE COUNTY

### INTRODUCTION

Inventories of the physical and socioeconomic characteristics of Milwaukee County, and of the community utilities, facilities, and services provided within the County, are essential to the preparation of a sound economic development program. The purpose of this chapter is to describe the natural resource base, physical characteristics, and community facilities and services of Milwaukee County. Chapter III will describe the characteristics of Milwaukee County's resident population, labor force, and economy.

### LOCATION

Milwaukee County is located in southeastern Wisconsin along the western shore of Lake Michigan, and is part of the seven-county Southeastern Wisconsin Planning Region (see Map 3). Milwaukee County encompasses a total area of 242.4 square miles. Geographically, the County is in a good position for continued economic growth and development. It is the hub of the Milwaukee metropolitan area and has an excellent freeway system, enabling the residents of the County to enjoy all of the facilities and services of a large urban area set within one of the most attractive regions of the country, rich in agricultural and recreational resources. In addition, as shown on Map 4, many of the most important industrial areas and heaviest population concentrations in the Midwest are located within 350 miles of Milwaukee County.

### NATURAL RESOURCE BASE

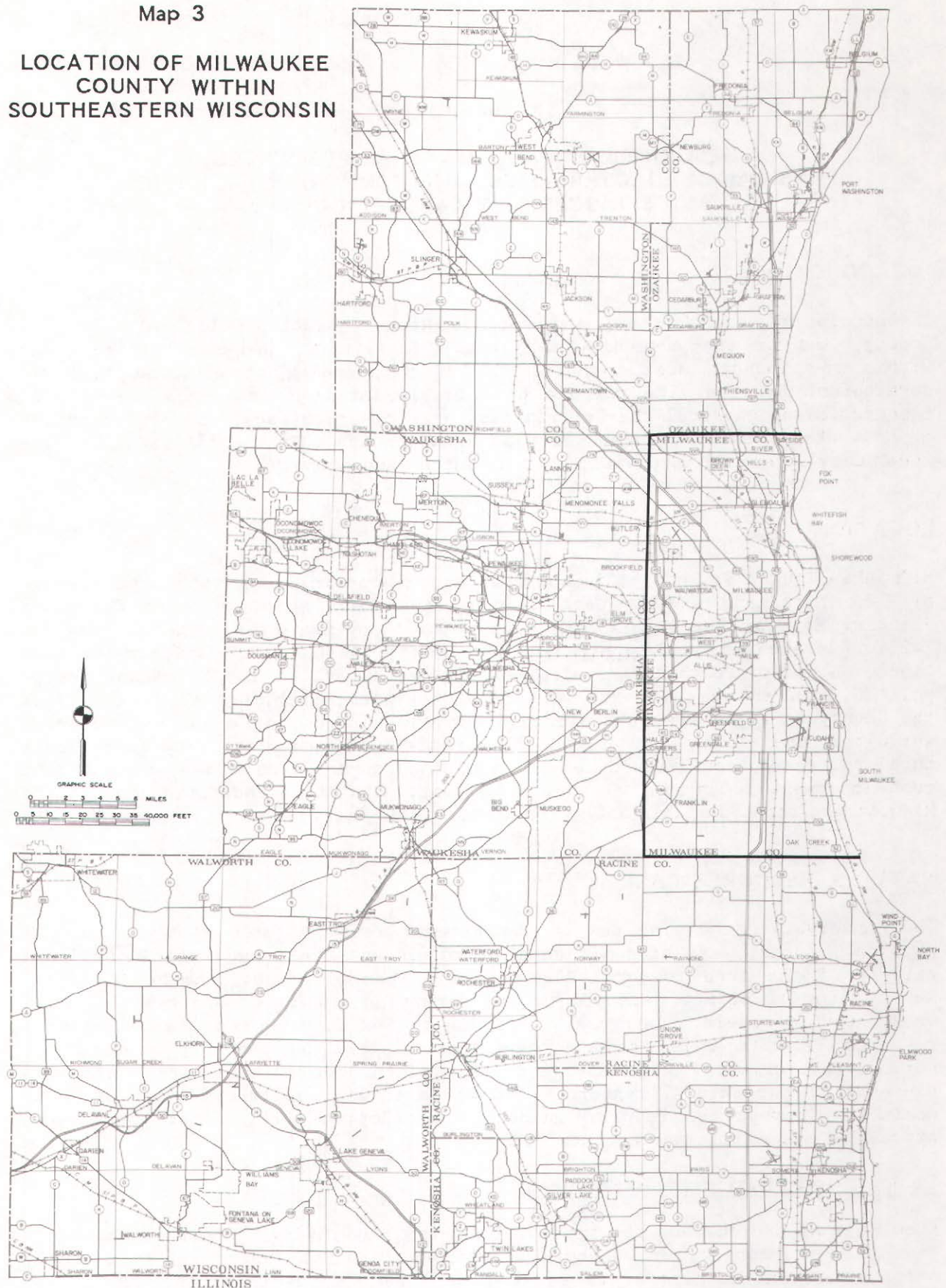
The conservation and wise use of the natural resource base is vital to the physical, social, and economic development of any area, and to the continued ability of the area to provide a pleasant, habitable environment for life. Any meaningful effort directed toward improving economic conditions in Milwaukee County should, therefore, recognize the existence of a limited natural resource base to which economic development must be properly adjusted if serious environmental problems are to be avoided. The identification of those elements of the natural resource base which affect, or are affected by, economic development can help to guide new development into a more healthful, attractive, and efficient pattern.

#### Geologic and Physiographic Features

Knowledge of bedrock and the surficial deposits overlying bedrock is important in the formulation of an economic development program, because they directly affect the construction costs related to urban improvements such as street

Map 3

LOCATION OF MILWAUKEE  
COUNTY WITHIN  
SOUTHEASTERN WISCONSIN

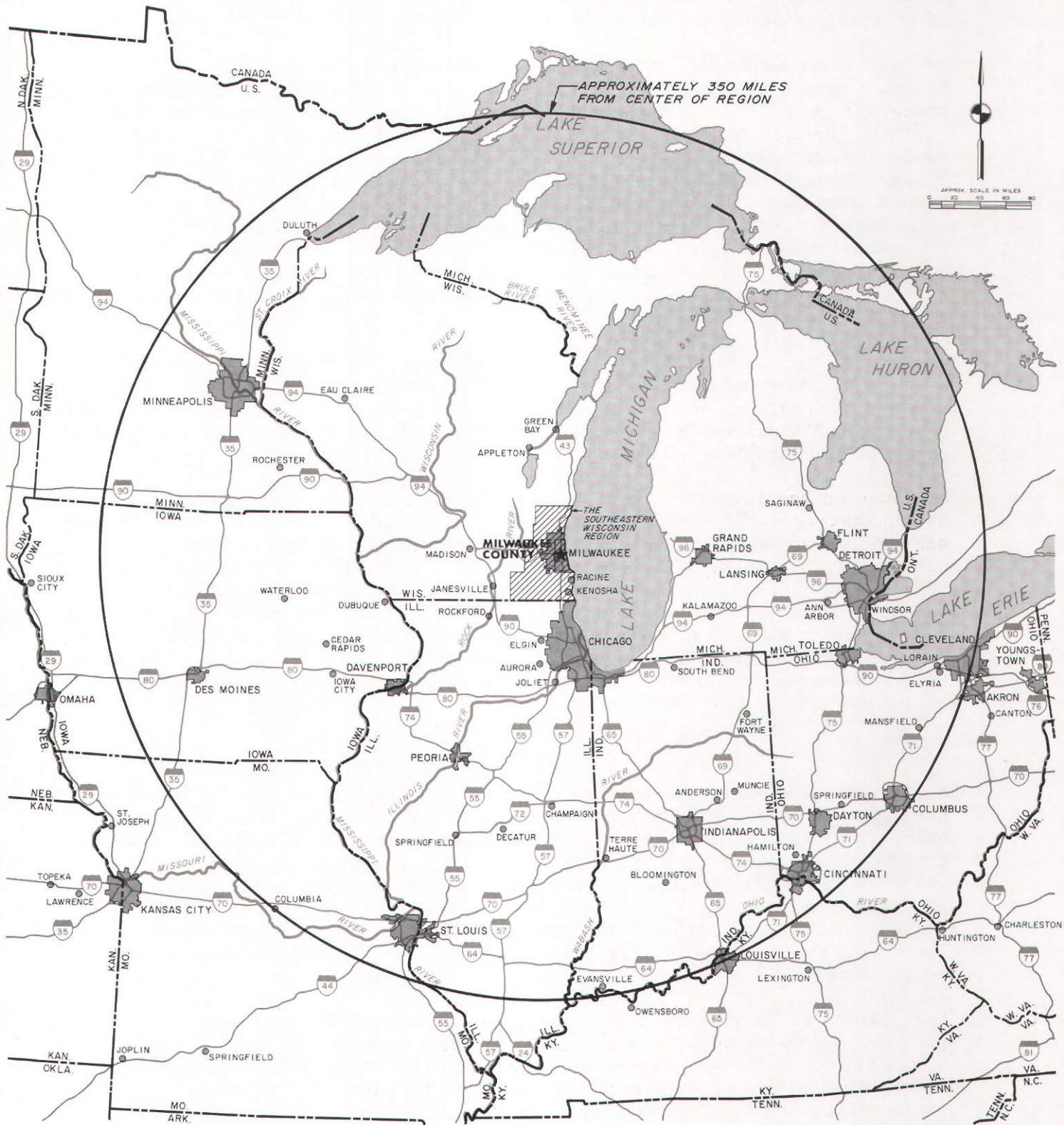


Source: SEWRPC.



Map 4

REGIONAL SETTING OF MILWAUKEE COUNTY IN THE MIDWEST



Source: U. S. Bureau of the Census and SEWRPC.

and highway facilities, drainage and flood control facilities, and public utilities, as well as the costs of housing and commercial and industrial development. In addition, the placement of the improvements in relation to the bedrock and surficial deposits may directly or indirectly affect the quality and quantity of the groundwater resources of the County.

Most of Milwaukee County is underlain by dolomite bedrock, with a large area in the northeastern portion of the County overlain by shale and shale limestone, and small areas in the southwestern portion of the County also overlain by shale. Several bedrock outcroppings are located throughout the County. The physiographic features of Milwaukee County have been determined largely by the configuration of the bedrock geology in combination with glacial action. The bedrock formation in Milwaukee County dips gently toward the east at an average slope of about 20 feet per mile. Consequently, the bedrock lying immediately underneath unconsolidated, surficial deposits at the western edge of Milwaukee County includes older rocks of the Ordovician Period, whereas in the east along Lake Michigan, it includes younger rocks of the Silurian and Devonian Periods.

The bedrock of the County is, for the most part, covered by deep, unconsolidated glacial deposits attaining a thickness of 200 to 300 feet in the central, south, and southeast portions of the County, while the north, south, central, and southwest portions of the County contain areas where glacial deposits are from 20 to 100 feet.

As shown on Map 5, the most dominant physiographic feature in Milwaukee County is the gently sloping ground moraine in the northern portions of the County and the steep escarpment bordering Lake Michigan in the northern and southern portions of the County. The remainder of the County is covered by a variety of glacial land forms and features, including ground and recessional moraines, abandoned lake basins, outwash plains, kames, eskers, and drumlins. The glacial land forms in Milwaukee County are of economic significance not only because they provide sources for sand, gravel, and rock used in local building and highway construction, but also because they provide a very attractive setting for residential development and a rich recreational base.

### Soils

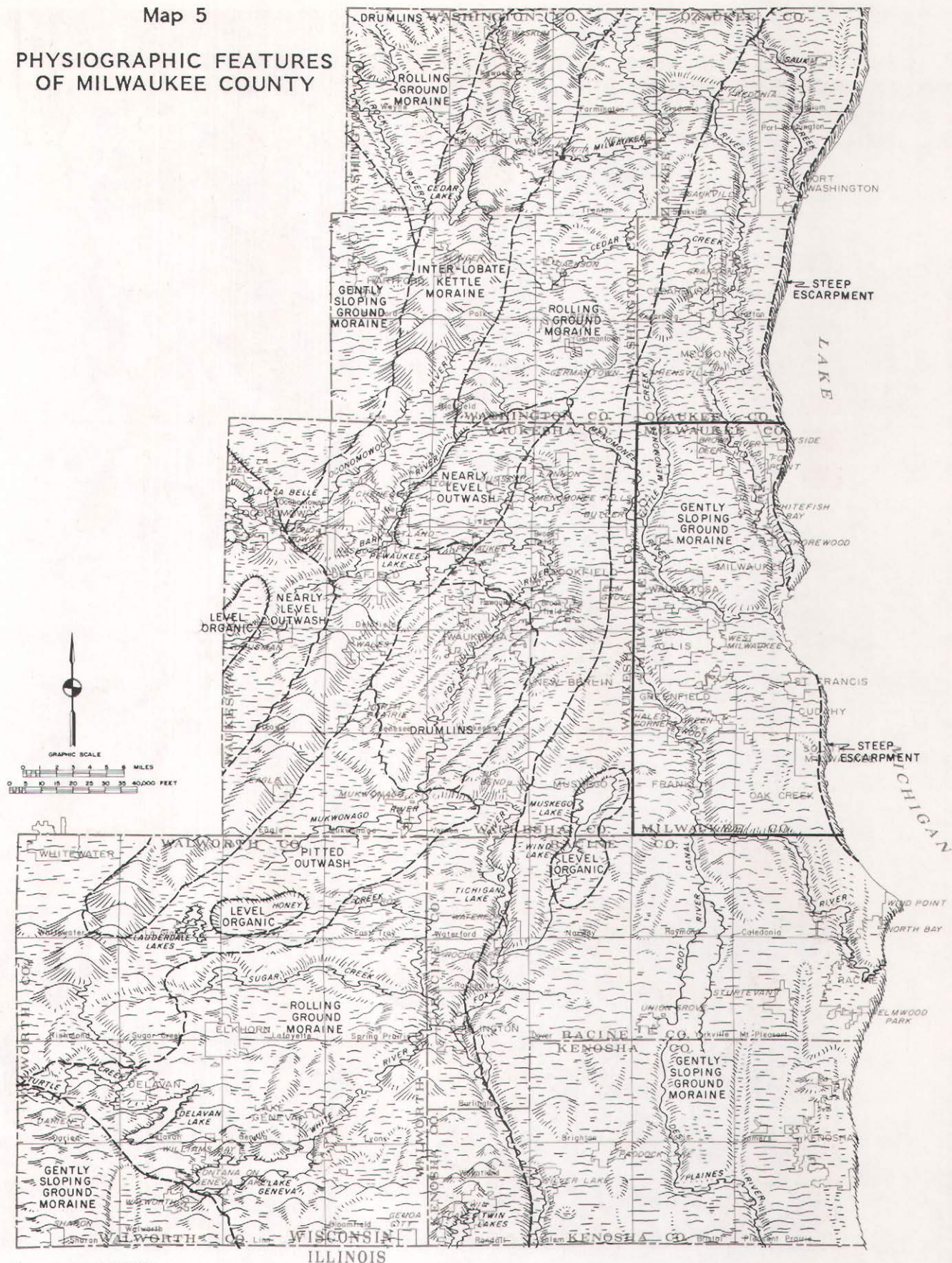
Soil properties exert a strong influence on how land may be used. Knowledge of the character and suitability of the soils in Milwaukee County is an invaluable aid in analyzing existing development patterns and, more specifically, in identifying suitable sites for urban development of various types. Also, any sound economic development program should discourage the development of urban land uses in areas having soils unsuitable for such uses, thereby minimizing the potential for the creation of costly environmental problems. Information on soils is accordingly essential to any sound determination of urban growth patterns.

Map 6 shows, in very generalized form, the major soil relationships in Milwaukee County, based upon seven broad suitability associations. As indicated on Map 6, the major soil group in the County is Group D, or soils that are generally well suited for agricultural use, but generally unsuited for urban development without, at a minimum, the use of onsite septic tank sewage disposal systems. Urban development on these soils generally requires a high



Map 5

PHYSIOGRAPHIC FEATURES  
OF MILWAUKEE COUNTY

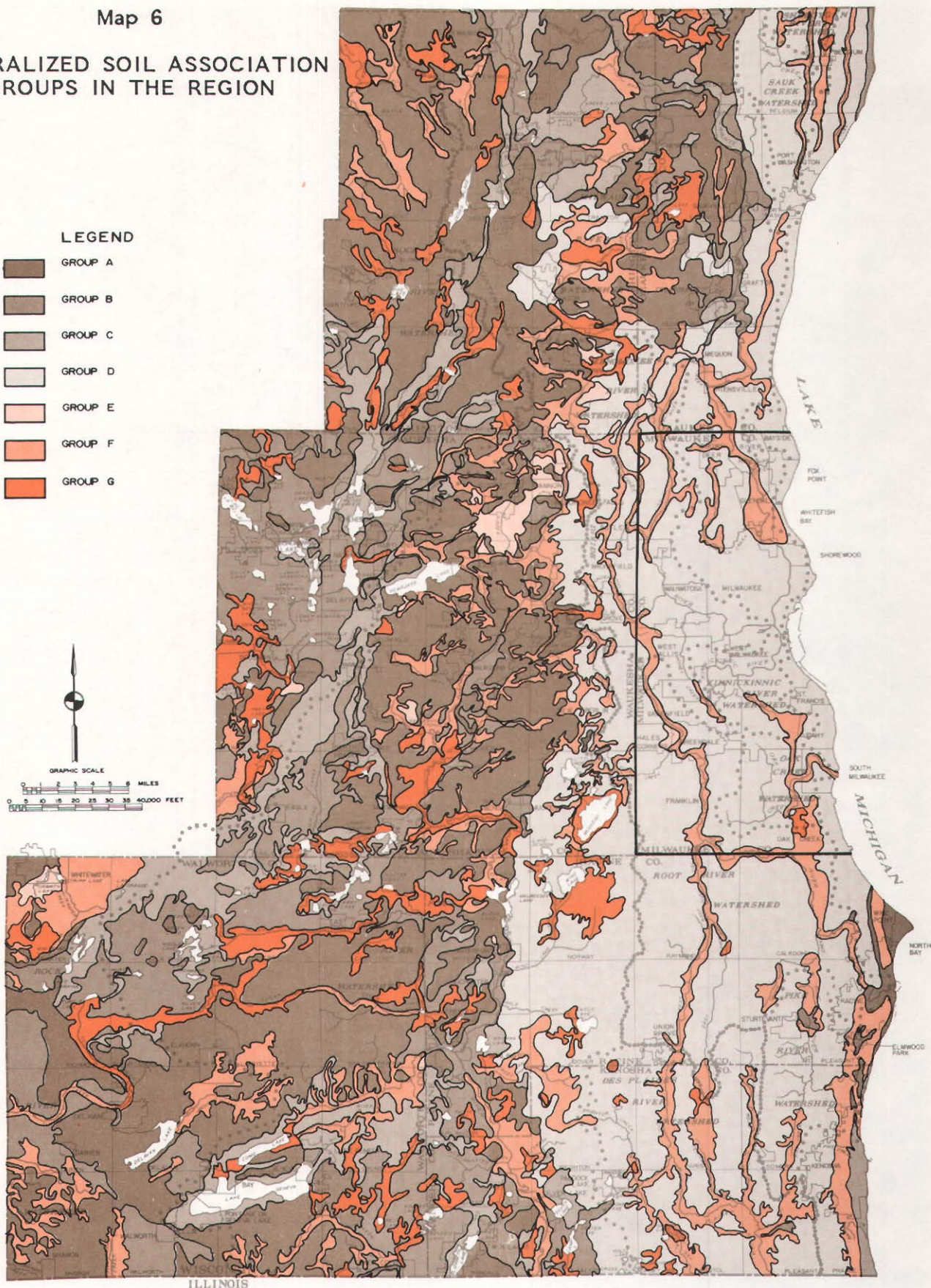
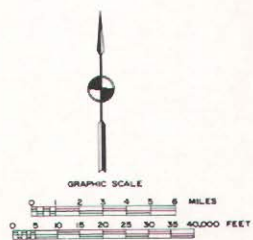
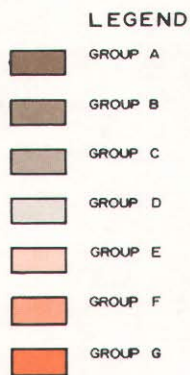


Source: SEWRPC.



Map 6

# GENERALIZED SOIL ASSOCIATION GROUPS IN THE REGION



Source: Soil Conservation Service, and SEWRPC.



level of municipal improvements and careful attention to stormwater drainage. Milwaukee County is the most urbanized county in the Southeastern Wisconsin Region, and, as a result, most of the existing urban development in the Region has occurred on the soils in this group.

Map 6 also shows that the other general soil types in the Region include Group F and Group G. The soils designated as Group F are generally poorly drained, have a high water table, and are interspersed with areas of peat, muck, and other organic soils. This soil group generally occurs along streams and watercourses in the County, and for this reason, the soils in this group are commonly subject to flooding. These characteristics generally preclude their use for nearly all forms of development except limited agricultural, wetland, forest, wildlife conservation, and recreational uses.

Finally, Map 6 shows an isolated location in the southeast portion of the County of Group G soils. Group G soils are peat and muck and generally unsuited for urban development of any kind. These areas, when left in a natural state, are ideally suited for wildlife habitat, and, if properly drained, are suitable for certain types of agricultural use.

#### Surface Water, Floodlands, and Related Water Resource Features

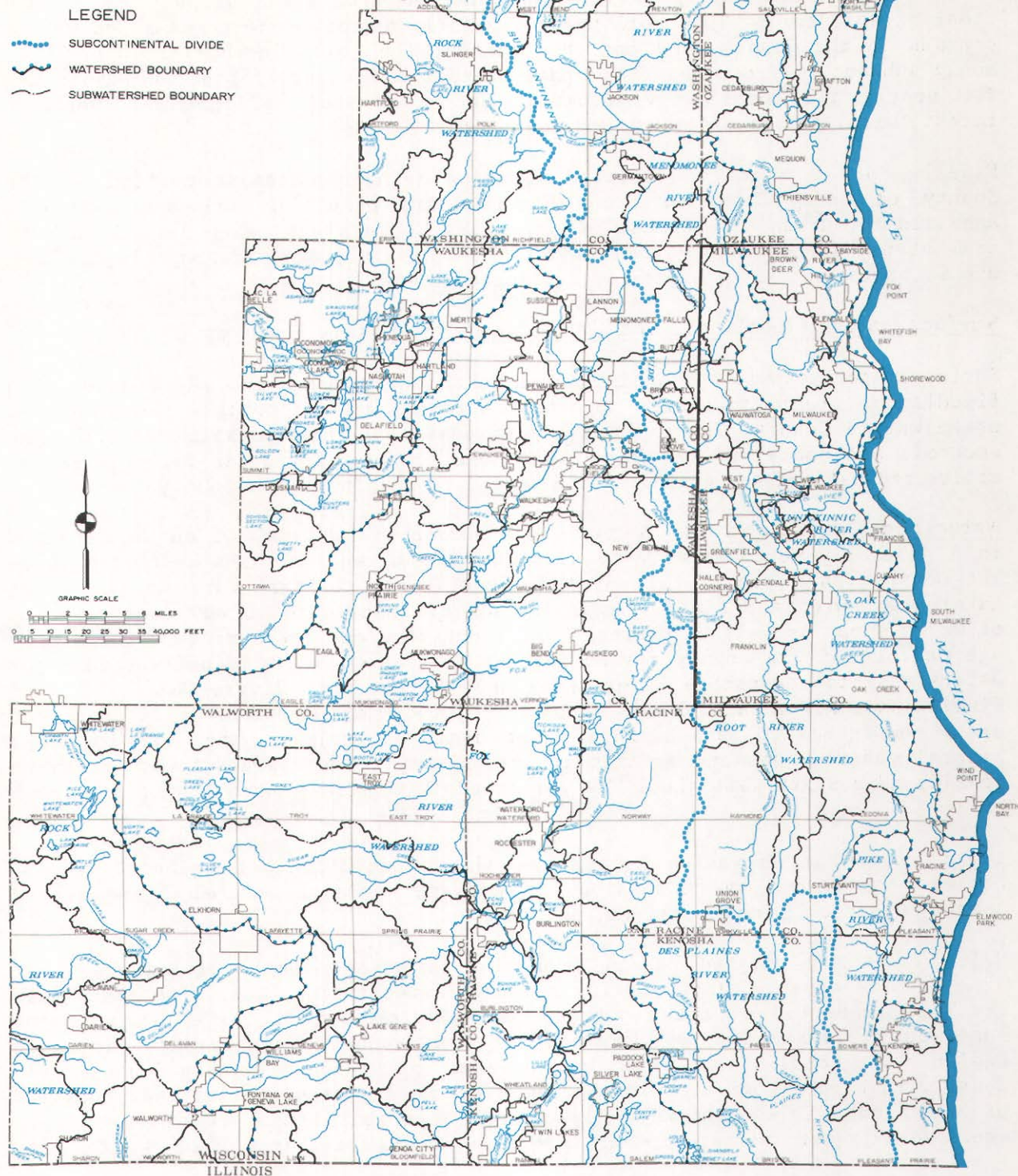
Surface water resources, consisting of lakes and streams and their associated floodlands, are particularly important elements of the natural resource base of Milwaukee County. These lakes and streams have immeasurable value to the economic and social well-being of the County, providing areas for passive and active recreation, and enhancing the aesthetic quality of the County.

Watershed Characteristics: A major subcontinental divide, which is oriented in a generally northwesterly to southeasterly direction, lies west of Milwaukee County. As a result, all of Milwaukee County is tributary to the Great Lakes-St. Lawrence drainage basin, a fact of importance to any consideration of water supply as well as drainage and flood control. The surface water drainage pattern of the County may be further divided so as to identify five major watersheds--the Menomonee River, Milwaukee River, Root River, Oak Creek, and Kinnickinnic River watersheds. In addition, there are numerous small catchment areas contiguous to Lake Michigan that drain directly to the lake by local natural watercourses and artificial drainageways. These areas together may be considered a sixth watershed. The watersheds within Milwaukee County are shown on Map 7.

Lakes: Lakes in Milwaukee County are almost exclusively of glacial origin, having been formed by depressions in outwash deposits, terminal and interlobate moraines, ground moraines, and kettles.

Major lakes are defined herein as having 50 acres or more of surface water area, a size capable of supporting reasonable recreational use with relatively little degradation of the resource. As shown on Map 7, there are no major lakes in Milwaukee County. However, the seven-county Southeastern Wisconsin Region has a total of 100 major inland lakes, providing Milwaukee County residents with a good source of inland lakes for water-based recreational pursuits of all kinds. These 100 major lakes have a combined surface water area of about 56.82 square miles, or about 2 percent of the total area of the Region.

# WATERSHEDS AND SURFACE WATER RESOURCES OF THE REGION



Source: SEWRPC.

Minor lakes are defined as those having less than 50 acres of surface water area. There are a total of 40 minor lakes in Milwaukee County. The minor lakes, which have been formed primarily in kettle hole depressions, have a combined surface water area of about 0.26 square mile, or about 0.11 percent of the total area of the County. In most cases, the primary values of the minor lakes are ecological and aesthetic.

Streams: As already noted, the surface drainage system in Milwaukee County is located in six individual watersheds. As shown on Map 7, the rivers and streams located in Milwaukee County primarily flow easterly and southeasterly. A perennial stream is defined as one which maintains, at a minimum, a small, continuous flow throughout the year except during unusual drought conditions. There are a total of 15 such streams in Milwaukee County with a total length of about 103 miles.

Floodlands: Floodlands may be defined as the areas along watercourses and around lakes subject to inundation by the 100-year recurrence interval flood event. This is the flood event that would be reached or exceeded in severity on the average of once every 100 years; or stated in another way, it is the flood event that has a 1 percent chance of being reached or exceeded in any given year. The 100-year recurrence interval flood hazard areas within Milwaukee County are shown on Map 8. These areas should not be developed for intensive urban uses. Every effort should be made to discourage indiscriminate, incompatible development on floodlands, while encouraging compatible park and open space uses.

### Environmental Corridors and Isolated Natural Areas

Studies conducted by the Regional Planning Commission have shown that the best remaining elements of the natural resource base in southeastern Wisconsin occur in elongated, linear patterns which the Commission has termed "environmental corridors." There are several elements of the natural resource base which are considered as basic elements of the environmental corridors. These are: 1) lakes and streams and their associated shorelands and floodlands; 2) wetlands; 3) woodlands; 4) prairies; 5) wildlife habitat areas; 6) wet, poorly drained, and organic soils; and 7) rugged terrain and high-relief topography. In addition, there are five natural resource base-related elements which are not a part of the natural resource base per se, but which are so closely linked to that base as to warrant consideration in delineating environmental corridors. These are: 1) existing park sites; 2) potential park sites; 3) historic sites and structures; 4) areas having natural and scientific value; and 5) scenic vistas and viewpoints. Of all of these basic elements, the woodlands, wetlands, and wildlife habitat areas tend to be the most physically dominant, and most significant.

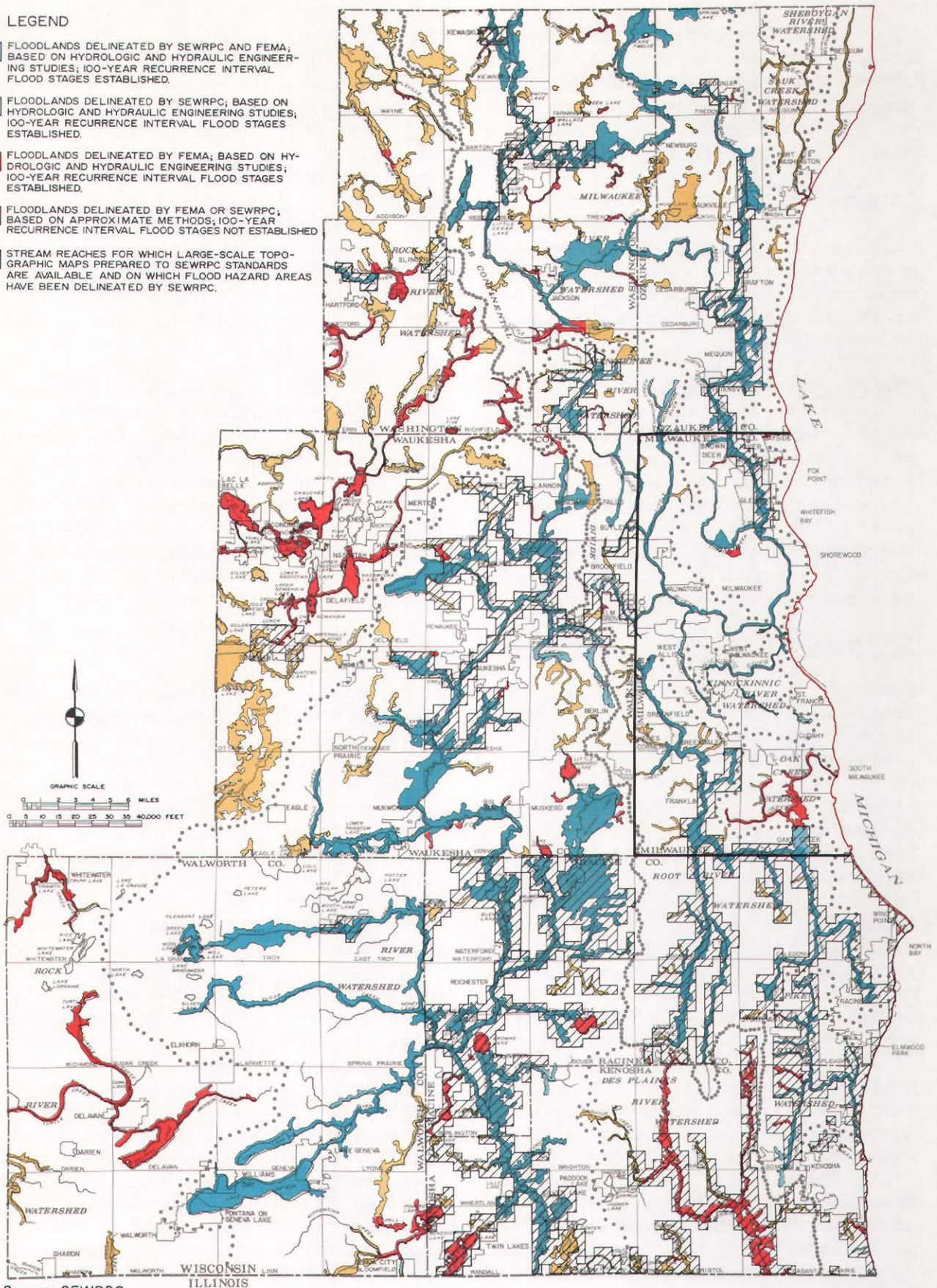
Woodlands are an important element of the environmental corridors and, as such, have both economic and ecological value. Under sound management, woodlands can serve a variety of uses providing multiple benefits to the surrounding communities. The quality of life within an area is influenced by the overall quality of the environment, as measured in terms of clean air, clean water, scenic beauty, and diversity. In addition to contributing to clean air and water, the maintenance of woodlands within the County can contribute to the maintenance of a diversity of plant and animal life in association with human life. The existing woodlands of the County, which required a century or



# FLOODLANDS IN THE REGION

## LEGEND

- FLOODLANDS DELINEATED BY SEWRPC AND FEMA, BASED ON HYDROLOGIC AND HYDRAULIC ENGINEERING STUDIES; 100-YEAR RECURRENCE INTERVAL FLOOD STAGES ESTABLISHED.
- FLOODLANDS DELINEATED BY SEWRPC; BASED ON HYDROLOGIC AND HYDRAULIC ENGINEERING STUDIES; 100-YEAR RECURRENCE INTERVAL FLOOD STAGES ESTABLISHED.
- FLOODLANDS DELINEATED BY FEMA; BASED ON HYDROLOGIC AND HYDRAULIC ENGINEERING STUDIES; 100-YEAR RECURRENCE INTERVAL FLOOD STAGES ESTABLISHED.
- FLOODLANDS DELINEATED BY FEMA OR SEWRPC, BASED ON APPROXIMATE METHODS; 100-YEAR RECURRENCE INTERVAL FLOOD STAGES NOT ESTABLISHED
- STREAM REACHES FOR WHICH LARGE-SCALE TOPOGRAPHIC MAPS PREPARED TO SEWRPC STANDARDS ARE AVAILABLE AND ON WHICH FLOOD HAZARD AREAS HAVE BEEN DELINEATED BY SEWRPC.



Source: SEWRPC

more to develop, can be destroyed through mismanagement within a comparatively short time. The deforestation of hillsides contributes to the siltation of lakes and streams and the destruction of wildlife habitat. Woodlands can and should be maintained for their total values: scenic, wildlife, open space, educational, recreational, and watershed protection, as well as for their forest products. Under balanced use and sustained yield management, woodlands can serve many of these benefits at the same time.

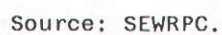
In 1980, Milwaukee County contained a total of only 7.6 square miles of woodland. Thus, only 3 percent of the total area of the County was in woodland areas. As shown on Map 9, these woodlands occur in scattered locations throughout the County. The seven-county Region, however, contains an abundance of interesting woodland areas, particularly the woodlands of the northern and southern units of the Kettle Moraine State Forest. These areas provide a rich and invaluable recreational resource for the residents of Milwaukee County, offering ample opportunities for hiking, picnicking, and cross-county skiing.

As shown on Map 9, wetlands are another important element of the environmental corridors. Wetlands form one of the most important features of the landscape and, like woodlands, can enhance adjacent land uses. Wetlands provide breeding, nesting, resting, and feeding ground for many forms of bird, fish, and other animal life. Wetlands protect shoreland areas from erosion by absorbing wave impacts and reducing the scouring action of currents. Importantly, wetlands trap sediments and other pollutants, thereby protecting and enhancing surface water quality; and store stormwater runoff, thereby reducing flood flows and stages. Given these environmental attributes, continued efforts should be directed toward the protection of wetlands by discouraging wetland draining, filling, and conversion to other, more intensive rural and urban land uses. Information pertaining to wetlands in Milwaukee County is of particular importance to the formulation of a county economic development plan, since any economic development activities involving land use changes should consider the protection and preservation of these areas.

Wildlife in Milwaukee County is primarily composed of small upland game, such as rabbit and squirrel; small predators; game birds, including water fowl; and pan and game fish. The remaining habitat and wildlife therein provide an invaluable asset, especially given the urban nature of the County. Wildlife habitat areas in 1970 covered approximately 2.8 square miles, or about 1 percent of the total area of Milwaukee County. Of the total wildlife habitat areas in the County, 69 percent were considered to be of medium value, while 31 percent were considered to be of low value. If the remaining wildlife habitat areas in the County are to be preserved, its remaining woodlands, wetlands, and surface waters must be protected from mismanagement and continued urban encroachment.

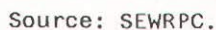
Environmental corridors within Milwaukee County have been classified into two categories: primary and secondary. As shown on Map 10, the primary environmental corridors of Milwaukee County occur primarily along major stream valleys and contain almost all of the best remaining woodlands, wetlands, and wildlife habitat within the County, as well as the undeveloped floodlands and shorelands. The primary environmental corridors are, in effect, a composite of the best of the individual elements of the natural resource base of the County and have truly immeasurable environmental and recreational value. In 1980, primary environmental corridors encompassed about 15.2 square miles, or







## GENERALIZED EXISTING LAND USE IN THE SOUTHEASTERN WISCONSIN REGION: 1980



about 6 percent of the total county area. Because of their desirable natural resource amenities, primary environmental corridors are subject to urban encroachment. The unplanned or poorly planned intrusion of urban development into these corridors not only tends to destroy the very resources and related amenities sought by the development, but tends to create severe environmental and developmental problems as well. Thus, any economic development activities involving land use changes should seek to preserve these corridor lands.

As shown on Map 10, the secondary environmental corridors in Milwaukee County are generally located along intermittent and perennial streams and serve as links between segments of primary environmental corridors. Like the primary environmental corridors, secondary environmental corridors contain a variety of natural resource base elements. Secondary environmental corridors facilitate surface water drainage, maintain open "pockets" of natural resource base features, and provide for the movement of wildlife. Secondary environmental corridors are not as important as primary environmental corridors, owing to their smaller size and more limited concentration of resources; however, such areas should be considered over time for retention--particularly in the urbanizing portions of the County--as drainageways, stormwater detention and retention areas, and public and private open spaces. In 1980, secondary environmental corridors encompassed about 54 square miles, or about 2 percent of the total county area.

Isolated natural areas in Milwaukee County consist of small concentrations of natural resource base elements which are separated geographically from primary and secondary environmental corridors. In some instances, these areas may have sufficient value to warrant protection and preservation in natural, open uses in conjunction with urban and rural development of surrounding lands. In 1980, isolated natural areas, as shown on Map 10, encompassed about 3.6 square miles, or about 1.5 percent of the total county area.

## THE BUILT ENVIRONMENT AND RELATED FEATURES

### Land Use

Land use is an important consideration in any economic development effort. Information regarding the amount of land utilized, as well as readily available, for the various types of land use can assist in the identification of local economic development potentials and constraints.

Historic Urban Growth: The first permanent European settlement in Milwaukee County, as well as in the Southeastern Wisconsin Region, was a trading post established in 1795 on the east side of the Milwaukee River, just north of what is now Wisconsin Avenue in the City of Milwaukee. The movement of large numbers of European settlers into the County, however, did not get underway until 1830. Completion of the U. S. Public Land Survey in the Region by 1836, and subsequent sale of public lands, brought many settlers from New England and from Germany, Austria, and Scandinavia.

The amount of land devoted to urban land use has increased steadily in Milwaukee County since 1850. Over the 100-year period from 1850 to 1950, urban development within Milwaukee County occurred in relatively tight concentric rings outward from the central portion of the City of Milwaukee and from outlying older suburban communities contiguous to the City, as shown on Map 11.



# URBAN GROWTH IN THE SOUTHEASTERN WISCONSIN REGION



After about 1950 urban development within the Region became discontinuous and diffused, with much new urban development occurring in outlying rural areas. Thus, the urban development comprising the "greater Milwaukee area" had by 1980 moved into adjacent Ozaukee, Racine, Washington, and Waukesha Counties.

Map 10 shows the land use pattern of Milwaukee County in 1980, including the principal commercial, industrial, governmental, institutional, and recreational land use concentrations, and the remaining rural land uses in the County. In 1980, urban land uses in Milwaukee County comprised a total of about 164 square miles, or about 68 percent of the total area of the County. Rural land uses, however, still occupied a total of about 78 square miles, or about 32 percent of the total area of the County.

Residential Land Use: As shown in Table 7, in 1980, residential land use in Milwaukee County accounted for about 74 square miles, or about 45 percent of the urban land uses and about 30 percent of all land uses in the County. This represents an increase of only about 1.98 square miles, or about 3 percent, over the 1975 figure, this increase representing the smallest increase in the 1975 to 1980 time period for all urban land use categories in the County.

Table 7 presents data pertaining to specific categories of residential land use in Milwaukee County. As shown in the table, in 1980, residential development in the County was comprised primarily of single-family dwellings, which occupy about 81 percent of the total residential land use in the County. Two-family and multiple-family residential development comprise only about 11 and 7 percent, respectively, of the total residential land use in the County.

Commercial Land Use: In 1980, commercial land use in Milwaukee County accounted for about 5.1 square miles, or about 3 percent of the urban land uses and about 2 percent of all land uses in the County (see Table 7). This represents an increase of about 0.2 square mile, or about 4 percent, over the 1975 figure. The central business district of the City of Milwaukee represents the singularly most important concentration of commercial land uses in the County, and recently has experienced a variety of urban redevelopment activities. Perhaps the most important of these activities has been the Grand Avenue Mall project, a downtown shopping and service center. The Grand Avenue Mall opened on August 26, 1982, and includes approximately 165 retail shops and restaurants. In addition to the City of Milwaukee central business district, Milwaukee County includes a total of eight major retail and service centers. These service centers include the Northridge, Bay Shore, Capitol Court, Mayfair, West Allis, Mitchell Street, Southgate, and Southridge shopping centers.

Small concentrations of commercial land uses comprised of several commercial business establishments are scattered throughout Milwaukee County. These commercial areas provide primarily convenience goods and services and places of entertainment oriented toward serving the needs of the surrounding residential areas.

Industrial Land Use: In 1980, industrial land uses in Milwaukee County accounted for about 7.9 square miles, or about 5 percent of the urban land uses and about 3 percent of all land uses in the County. As shown in Table 7, this 1980 acreage represents an increase of 0.3 square mile, or 4 percent, over the 1975 figure. Map 10 shows the principal concentrations of industrial

**Table 7**  
**HISTORIC AND EXISTING LAND USE IN MILWAUKEE COUNTY**

Land Use Category	1975			1980			Change: 1975-1980	
	Square Miles	Percent of Subtotal	Percent of Total	Square Miles	Percent of Subtotal	Percent of Total	Square Miles	Percent
<b>Urban</b>								
Single-Family Residential.....	57.70	36.1	23.8	59.60	36.2	24.6	1.90	3.3
Two-Family Residential.....	7.76	4.8	3.2	7.88	4.8	3.2	0.12	1.5
Multi-Family Residential.....	4.45	2.8	1.8	4.97	3.0	2.0	0.52	11.7
Residential Land Under Development.....	1.85	1.2	0.8	1.29	0.8	0.5	-0.56	-30.3
Commercial.....	4.87	3.0	2.0	5.06	3.1	2.1	0.19	3.9
Industrial.....	7.58	4.7	3.1	7.88	4.8	3.3	0.30	4.0
Transportation, Communications, and Utilities.....	53.97	33.7	22.2	55.75	33.9	23.0	1.78	3.3
Governmental and Institutional.....	10.98	6.9	4.5	11.09	6.8	4.6	0.11	1.0
Recreational.....	10.84	6.8	4.5	10.89	6.6	4.5	0.05	0.5
<b>Urban Subtotal</b>	<b>160.00</b>	<b>100.0</b>	<b>65.9</b>	<b>164.41</b>	<b>100.0</b>	<b>67.8</b>	<b>4.41</b>	<b>2.8</b>
<b>Rural</b>								
Agricultural.....	40.15	48.6	16.6	36.02	46.1	14.8	-4.13	-10.3
Water.....	2.07	2.5	0.8	2.07	2.7	0.9	--	--
Wetlands.....	6.47	7.9	2.7	6.45	8.3	2.7	-0.02	- 0.3
Woodlands.....	7.74	9.4	3.2	7.59	9.7	3.1	-0.15	- 1.9
Unused and Other Open Lands.....	26.06	31.6	10.8	25.95	33.2	10.7	-0.11	- 0.4
<b>Rural Subtotal</b>	<b>82.49</b>	<b>100.0</b>	<b>34.1</b>	<b>78.08</b>	<b>100.0</b>	<b>32.2</b>	<b>-4.41</b>	<b>- 5.3</b>
<b>Total</b>	<b>242.49</b>	<b>--</b>	<b>100.0</b>	<b>242.49</b>	<b>--</b>	<b>100.0</b>	<b>--</b>	<b>--</b>

Source: SEWRPC.

land use in Milwaukee County. Currently, there are 12 major industrial centers in Milwaukee County and one major industrial center located partially in Milwaukee County and partially in Waukesha County. These 13 major industrial centers are the Milwaukee-Glendale; Milwaukee-North; Milwaukee-Near North; Milwaukee Menomonee Valley-East; Milwaukee Menomonee Valley-West; West Allis-East; West Allis-West; West Milwaukee; Milwaukee-Near South Side; Milwaukee-South; Cudahy-South Milwaukee; Oak Creek; and Butler-Wauwatosa-Brookfield centers.

Transportation, Communications, and Utility Land Use: The transportation, communications, and utility land use category includes public street and highway rights-of-way; railway rights-of-way and yards; airports; rail, ship, bus, and truck terminals; communications facilities such as radio and television stations and transmission towers; utility rights-of-way and plants such as sewage disposal and water treatment and storage facilities; and off-street parking areas containing more than 10 parking spaces. In 1980, transportation, communication, and utility land uses in Milwaukee County accounted for about 56 square miles, or about 34 percent of the urban land uses and 23 percent of all land uses in the County. This represents an increase of about 1.8 square miles, or 3 percent, over the 1975 figure (see Table 7).

Governmental and Institutional Land Use: Governmental and institutional land uses include public and private schools; government buildings such as city halls, fire stations, and post offices; and churches and cemeteries. In 1980 these uses in the County totaled about 11 square miles, or about 7 percent of the urban land uses and 5 percent of all land uses in Milwaukee County. This represents an increase of 0.11 square mile, or 1 percent, over the 1975 figure (see Table 7). Major governmental and institutional land uses in Milwaukee County include: higher educational institutions, including the University of Wisconsin-Milwaukee, Marquette University, the Milwaukee School of Engineering, the Medical College of Wisconsin, and three liberal arts colleges--Alverno, Mount Mary, and Cardinal Stritch; governmental offices associated with the County and the 19 municipalities in the County; and numerous hospitals and related medical facilities in the County. The largest of the medical facilities is located on the Milwaukee County Institutions grounds, and includes the Milwaukee Regional Medical Center, a voluntary consortium of private, nonprofit, and governmental institutions dedicated to the delivery of health care, the education of health personnel, and the conduct of health-related research. Its membership includes seven major Milwaukee facilities: Blood Center of Southeastern Wisconsin, Curative Rehabilitation Center, Froedtert Memorial Lutheran Hospital, Medical College of Wisconsin, Milwaukee Children's Hospital, Milwaukee County Medical Complex, and Milwaukee County Mental Health Complex, with the University of Wisconsin-Milwaukee an affiliate member. Chapter II of this report presents information about the recent interest in the development of vacant land at the Milwaukee County Institutions grounds.

Recreational Land Use: The recreational land use category includes lands actually devoted to recreational uses such as playgrounds, parks, golf courses, zoos, campgrounds and picnic areas, and marinas. In conducting the land use inventories, all recreational facilities were further classified as public and nonpublic. In 1980 these uses accounted for about 11 square miles in Milwaukee County, or about 7 percent of the urban land uses and 5 percent of the total land uses in the County. This represents an increase of only



0.05 square mile over the 1975 total (see Table 7). Specialized recreational facilities include: the Milwaukee County Zoo; Milwaukee County Stadium; and the Mitchell Park Conservatory. Lake Michigan and its coastline provide unique opportunities for boating, fishing, and other aquatic recreational activities. Pleasure driving, particularly over parkway drives, is also a popular way of enjoying the natural beauty and unique cultural heritage of the County.

Rural Land Uses: Rural land uses include wetlands, woodlands, and surface water, as well as agricultural and related open lands. As already noted, in 1980 rural land uses totaled 78 square miles in Milwaukee County, or 32 percent of all land uses in the County, representing a decrease of 4 square miles, or 5 percent, from the 1975 figure (see Table 7). Land uses within this category are concentrated in the northwestern and southern portions of the County.

### Sanitary Sewerage and Public Water Supply Facilities

Public utility systems are one of the most important and permanent elements of urban growth and development. Urban development today is highly dependent upon these utility systems, which provide the individual land uses with power, light, communication, heat, water, and sewerage. Water supply and sanitary sewerage utilities have a particularly important interrelationship. Water supply facilities bring potable water from its sources to the user, while sanitary sewerage facilities collect the used water, convey it to a treatment plant, and after treatment return it to the natural environment from which it came.

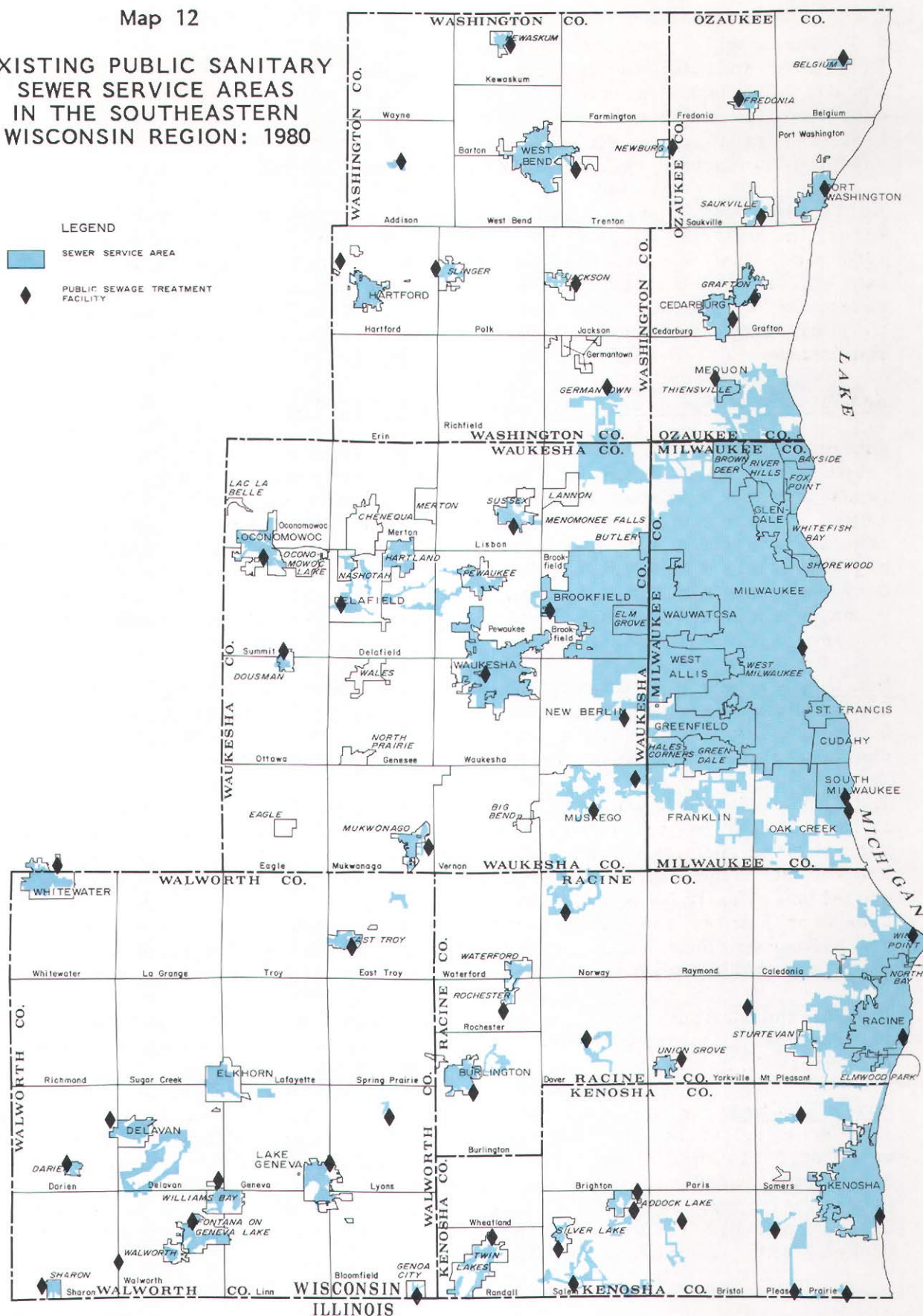
Sanitary Sewerage Systems: The conveyance and treatment of sanitary sewage within Milwaukee County is provided by the Milwaukee Metropolitan Sewerage District. The District is a special-purpose unit of government with independent tax authority administered by an 11-member Commission.

The City of South Milwaukee is the only municipality in Milwaukee County which is not served by the conveyance and treatment facilities of the Milwaukee Metropolitan Sewerage District. Sewage from the City of South Milwaukee is treated at a municipal sewage treatment plant located on the Lake Michigan shoreline. The Milwaukee Metropolitan Sewerage District operates two sewage treatment plants, the Jones Island sewage treatment plant on the entrance to the Milwaukee inner harbor, and the South Shore sewage treatment plant located on the south side adjacent to Lake Michigan in the City of Oak Creek.

In 1980 the sanitary sewerage systems in Milwaukee County served nearly all of the resident population of the County. The existing public sanitary sewer service areas in Milwaukee County are shown on Map 12.

Water Utilities: As shown in Table 8, in 1984 there were a total of 14 public water utilities in Milwaukee County. Water supplied by the publicly owned water utilities was drawn from Lake Michigan. In 1984, there were a total of 36 private water utilities in operation in Milwaukee County. These private water utilities, all of which used groundwater as a source of supply, are listed in Table 9. The existing public and private water utilities in Milwaukee County are shown on Map 13.

EXISTING PUBLIC SANITARY  
SEWER SERVICE AREAS  
IN THE SOUTHEASTERN  
WISCONSIN REGION: 1980



Source: SEWRPC.

Table 8

## PUBLIC WATER SUPPLY UTILITIES IN MILWAUKEE COUNTY: 1984

Public Water Utility	Location
1. Cudahy Water Department <sup>a</sup>	City of Cudahy
2. City of Franklin Industrial Park <sup>b</sup>	City of Franklin
3. Glendale Water Utility	City of Glendale
4. North Shore Water Utility <sup>a,c</sup>	City of Glendale
5. Milwaukee Water Works <sup>a,d</sup>	City of Milwaukee
6. City of Oak Creek Water and Sewer Utility <sup>a,e</sup>	City of Oak Creek
7. South Milwaukee Water Utility <sup>a</sup>	City of South Milwaukee
8. Wauwatosa Water Works <sup>a</sup>	City of Wauwatosa
9. West Allis Water Utility <sup>a</sup>	City of West Allis
10. Brown Deer Municipal Water Utility <sup>a</sup>	Village of Brown Deer
11. Water Utility of the Village of Fox Point <sup>a</sup>	Village of Fox Point
12. Village of Greendale Water and Sewer Utility <sup>a</sup>	Village of Greendale
13. Shorewood Municipal Water Utility <sup>a</sup>	Village of Shorewood
14. Village of Whitefish Bay Water Utility <sup>a</sup>	Village of Whitefish Bay

<sup>a</sup>This utility utilizes Lake Michigan as the sole source of water supply.

<sup>b</sup>This utility utilizes groundwater as the sole source of water supply.

<sup>c</sup>The North Shore Water Utility provides no retail water service and exists only to sell water on a wholesale basis to the City of Glendale and Villages of Fox Point and Whitefish Bay.

<sup>d</sup>The Milwaukee Water Works provides retail water service to the Cities of Greenfield and St. Francis, the Village of West Milwaukee, and a portion of the City of Franklin and the Village of Hales Corners, and provides wholesale water service to the Cities of Wauwatosa and West Allis and the Villages of Brown Deer, Greendale, and Shorewood.

<sup>e</sup>The City of Oak Creek Water and Sewer Utility provides retail service to a portion of the City of Franklin.

Source: Wisconsin Public Service Commission, Wisconsin Department of Natural Resources, and SEWRPC.

Table 9

## PRIVATE WATER UTILITIES IN MILWAUKEE COUNTY: 1984

Reference No.	Water Utility	Location
1	Acre Avenue Water Trust	City of Franklin
2	Badger Mobile Home Park	City of Franklin
3	Country Gate Apartments	City of Franklin
4	Dreamland Village	City of Franklin
5	Franklin Mobile Estates No. 1	City of Franklin
6	Franklin Mobile Estates No. 2	City of Franklin
7	Franklin Mobile Estates No. 3	City of Franklin
8	Mary Ann Drive Water Trust	City of Franklin
9	Milwaukee County House of Correction	City of Franklin
10	Security Acres Water Trust	City of Franklin
11	Whitnall Edge Subdivision	City of Franklin
12	Town View Water Co-operative Association	City of Greenfield
13	Robert Williams Park	City of Milwaukee
14	Wildenbergs Mobile Home Park	City of Milwaukee
15	Fifth Avenue Mobile Home Park	City of Oak Creek
16	Howell Avenue Estates Subdivision	City of Oak Creek
17	Oakview Subdivision No. 3	City of Oak Creek
18	Bayside Village Apartments	Village of Bayside
19	Bayside Woods Condominiums	Village of Bayside
20	North Shore East Subdivision	Village of Bayside
21	Northway Co-operative No. 1	Village of Bayside
22	Northway Co-operative No. 2	Village of Bayside
23	Pelham Heath Subdivision	Village of Bayside
24	Santa Monica Subdivision	Village of Bayside
25	Vista Del Mar Water Trust	Village of Bayside
26	Blossom Heath Water Trust	Village of Hales Corners
27	Forest Place Apartments	Village of Hales Corners
28	Grange Meadows Water Trust	Village of Hales Corners
29	Hales Happiness Homesites Subdivision	Village of Hales Corners
30	Hales Park Meadows	Village of Hales Corners
31	Hales Villa Apartments	Village of Hales Corners
32	Monaco Heights	Village of Hales Corners
33	Park Manor Apartments	Village of Hales Corners
34	Village Brook Condominiums	Village of Hales Corners
35	Village Park Apartments	Village of Hales Corners
36	Whitnall Garden Apartments	Village of Hales Corners

Source: Wisconsin Department of Natural Resources and SEWRPC.



## PUBLIC AND PRIVATE WATER UTILITIES IN MILWAUKEE COUNTY: 1984





## Gas and Electric Utility Services

The availability of relatively inexpensive natural gas and electric power service is ubiquitous within the County, and, as such, does not constitute a major constraint on the location or intensity of urban development. Since 1973, however, when the nation was suddenly faced with sharply rising energy costs, energy requirements have become a more important development consideration. Consequently, the cost of energy utilized to sustain the County's settlement pattern may be expected to be an important factor in the ability of the area to retain existing and attract new industries and businesses.

Public gas service is provided to Milwaukee County in part by the Wisconsin Natural Gas Company and in part by the Wisconsin Gas Company. Table 10 indicates the base commercial and industrial gas utility rates for utility companies serving Milwaukee County. The Wisconsin Electric Power Company (WEPCo) provides electric service to Milwaukee County. Table 11 indicates the base commercial electric utility rates, and Table 12 indicates the base industrial electric utility rates for utility companies serving Milwaukee County.

## Transportation Facilities

The existing transportation system in Milwaukee County--consisting of the public arterial street and highway system, the public transit and railway systems, and the airport and seaport systems--is an important determinant of economic development. The transportation facilities in the County are shown on Map 14. These facilities influence the path and mode and the cost and frequency of personal travel and of the shipment of goods. The provision of highly accessible commercial and industrial areas is particularly important to the future economic development of the County. Transportation facilities form the basic framework for both urban and rural development and, to a considerable extent, determine the efficiency of the other functional aspects of such development.

Arterial Street and Highway System: The public street and highway system in the County consists of three functional subsystems: land access streets, collector streets, and arterial streets and highways, the latter being composed of surface arterials and freeways. One of the major factors influencing the location of commercial and industrial activities such as retail and wholesale trade, financial institutions, and professional, personal, and business services is the availability of good highway transportation facilities.

Milwaukee County is served by a well-developed and well-maintained, all-weather arterial street and highway system. There was a total of 2,845 miles of streets and highways open to traffic in the County in 1984, with 939 miles, or 33 percent, functioning as arterial streets and highways. Milwaukee County is connected to other areas of the State and nation by way of major links of the interstate highway system. To the south, IH 94 connects the greater Milwaukee area with the Racine, Kenosha, and Chicago areas; and to the west, IH 94 connects the Milwaukee area with the Madison area, western Wisconsin, and states to the west. Other major highway routes include the STH 15 freeway, which connects the Milwaukee area with the Beloit-Janesville-Rockford areas; the USH 41 and USH 45 freeway and expressway, which connects the Milwaukee area to the Fox River Valley area; and IH 43, which connects the Milwaukee area to the Sheboygan, Manitowoc, and Green Bay areas.

Table 10

**BASE COMMERCIAL AND INDUSTRIAL GAS  
UTILITY RATES IN MILWAUKEE COUNTY: 1983**

Company <sup>a</sup>	Base Rates for Regular Service per Month						Rate Schedule
	Number of Therms						
	Minimum	500	1,000	10,000	100,000	500,000	
Wisconsin Natural Gas Company	\$ 4.00	\$ 274.00	\$ 544.00	\$5,404.00	\$54,004.00	\$270,004.00	CG-1
Wisconsin Gas Company	5.00	249.10	493.20	4,887.00	48,825.00	244,105.00	CG-1
Base Rates for Interruptible Service per Month							
Wisconsin Natural Gas Company	\$4,726.00	\$4,726.00	\$4,726.00	\$4,726.00	\$47,260.00	\$236,300.00	IG-2
Wisconsin Gas Company	0.00	211.70	423.40	4,234.00	42,340.00	211,700.00	SI-1

<sup>a</sup>Pipeline suppliers include: Michigan-Wisconsin Pipeline Company, Midwestern Gas Transmission Company, and Northern Natural Gas Company.

Source: Public Service Commission of Wisconsin, Accounts and Finance Division, Bulletin No. 10, Comparison of Net Monthly Bills of Wisconsin Gas Utilities, January 1, 1983; and SEWRPC.

Table 11

**BASE ELECTRIC UTILITY COMMERCIAL RATES IN MILWAUKEE COUNTY: JANUARY 1983**

Company	Commercial Utility Base Rates per Month					Rate Schedule
	3 Kilowatts, 375 Kilowatt Hours per Month	6 Kilowatts, 750 Kilowatt Hours per Month	12 Kilowatts, 1,500 Kilowatt Hours per Month	30 Kilowatts, 6,000 Kilowatt Hours per Month	40 Kilowatts, 10,000 Kilowatt Hours per Month	
Wisconsin Electric Power Company						
Summer	\$38.93	\$68.85	\$128.70	\$487.80	\$807.00	CG1S
Winter	37.50	66.00	123.00	465.00	769.00	CG1W
Summer	38.93	68.85	128.70	487.80	807.00	CG1S
Winter	37.50	66.00	123.00	465.00	769.00	CG1W

Source: Public Service Commission of Wisconsin, Accounts and Finance Division, Bulletin No. 9, Comparison of Net Monthly Bills of Wisconsin Electric Utilities, January 1, 1983; and SEWRPC.

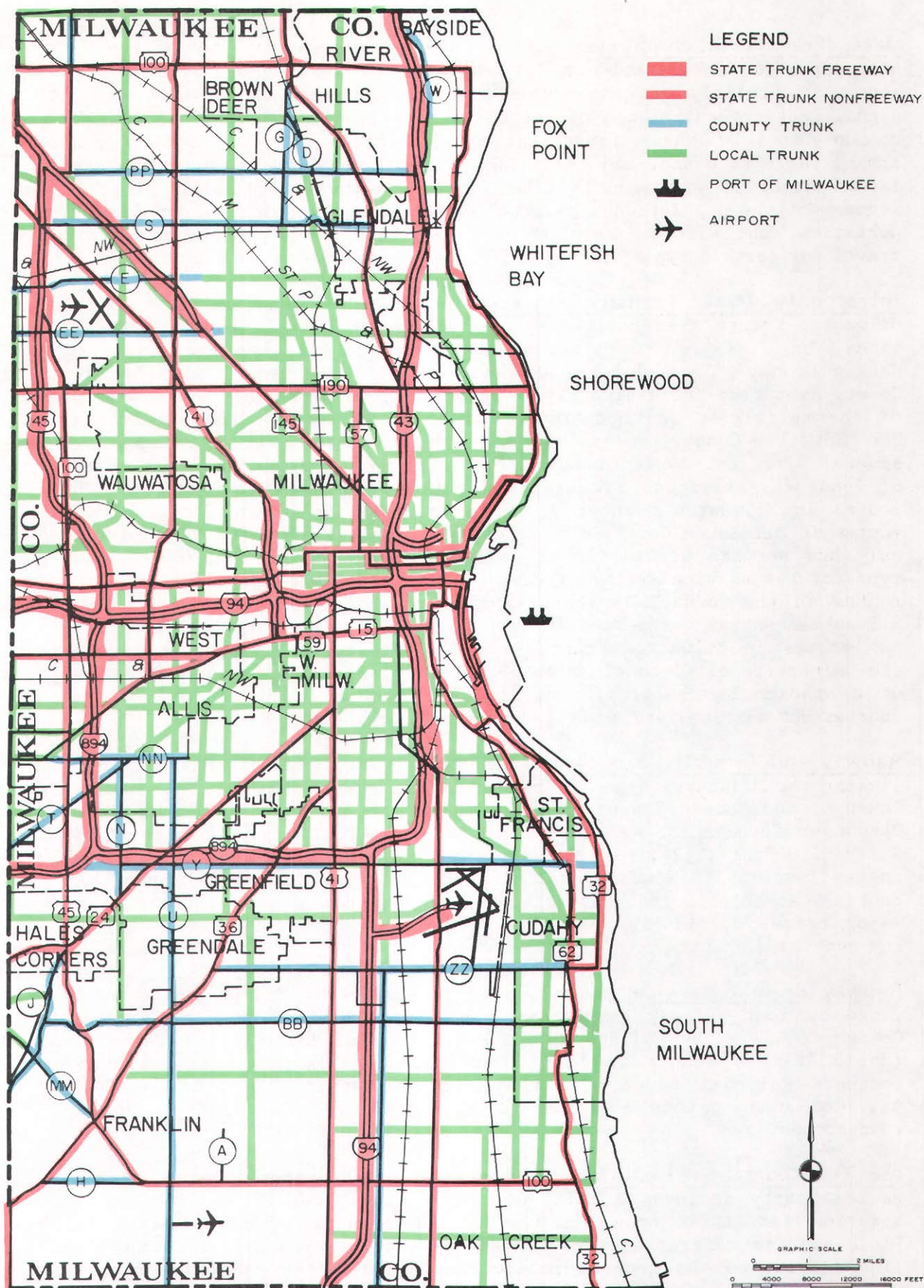
Table 12

**BASE ELECTRIC UTILITY INDUSTRIAL RATES  
IN MILWAUKEE COUNTY: JANUARY 1983**

Rate Classification	Industrial Utility Base Rates per Month		
	Wisconsin Electric Power Company		
	Summer Cost	Winter Cost	Rate Schedule
75 Kilowatts, 15,000 Kilowatt Hours	\$ 1,489.98	\$ 1,445.73	CP1
75 Kilowatts, 30,000 Kilowatt Hours	2,035.45	1,991.20	CP1
150 Kilowatts, 30,000 Kilowatt Hours	2,504.95	2,416.45	CP1
150 Kilowatts, 60,000 Kilowatt Hours	3,595.90	3,507.40	CP1
300 Kilowatts, 60,000 Kilowatt Hours	4,534.90	4,357.90	CP1
300 Kilowatts, 120,000 Kilowatt Hours	6,716.80	6,539.80	CP1
500 Kilowatts, 100,000 Kilowatt Hours	7,241.50	6,946.50	CP1
500 Kilowatts, 200,000 Kilowatt Hours	10,878.00	10,583.00	CP1
1,000 Kilowatts, 200,000 Kilowatt Hours	14,008.00	13,418.00	CP1
1,000 Kilowatts, 400,000 Kilowatt Hours	21,281.00	20,691.00	CP1

Source: Public Service Commission of Wisconsin, Accounts and Finance Division, Bulletin No. 9, Comparison of Net Monthly Bills of Wisconsin Electric Utilities, January 1, 1983; and SEWRPC.

Map 14  
TRANSPORTATION FACILITIES IN MILWAUKEE COUNTY



Source: SEWRPC.

Mass Transportation Systems: Mass transportation may be defined as the transportation of relatively large groups of people by relatively large, generally publicly or quasi-publicly owned vehicles routed between or along significant concentrations of related trip origins and destinations. The most common forms of mass transportation are the motor bus, railway passenger train, large airplane, and trans-lake ferry. Some form of mass transportation is essential in any sizable urban area, not only to meet the needs of that segment of the population unable to command direct use of personalized transportation, but also to provide an alternative for a more efficient mode of travel for certain types of trips within and between urban areas.

Intracounty Mass Transit Services--Intracounty mass transit services in Milwaukee County are provided by bus and operated by Milwaukee Transport Services, Inc. (MTS), a private transit management firm under contract to Milwaukee County. The Milwaukee County Board of Supervisors and the Milwaukee County Executive are ultimately responsible for the annual review and approval of the activities and budgets of publicly assisted transportation services. The Milwaukee County federally assisted public transportation program provides several different types of bus transportation services. There are three types of local bus services: 1) regular local bus service provided over 31 fixed routes in Milwaukee County; 2) feeder bus service provided over seven fixed routes in Milwaukee County's outlying lower density areas; and 3) school-day-only bus service provided over seven fixed routes in the County. The other types of bus service are: 1) freeway flyer bus service provided over 12 fixed routes in the County; 2) shuttle bus service provided over one route in the Milwaukee central business district; 3) "UBUS Service," or bus service over 10 bus routes in Milwaukee County providing direct, no-transfer bus service to the University of Wisconsin-Milwaukee; and 4) special bus services consisting of a stadium bus service, special school bus service, contract bus service, charter bus service, and a sight-seeing bus service.

Railway and Intercity Bus Passenger Service--Railway passenger train service linking the Milwaukee area to Chicago and to Minneapolis-St. Paul and the West Coast of the United States is provided by the quasi-public National Railroad Passenger Corporation (Amtrak) over the trackage of the Chicago, Milwaukee, St. Paul & Pacific Railroad Company (the Milwaukee Road). Commuter bus service to destinations in Kenosha, Racine, and Waukesha Counties is provided by Wisconsin Coach Lines, Inc. Several intercity bus companies provide service over major travel corridors, including Milwaukee to Chicago, Green Bay, Madison, and central Wisconsin.

Railway Freight Service: Railway freight service in Milwaukee County is provided by four railway companies: the Chicago & North Western Transportation Company (C&NW); the Chicago, Milwaukee, St. Paul & Pacific Railroad Company (the Milwaukee Road); the Soo Line Railroad Company; and the Wisconsin & Southern Railroad Company. Railway freight service within the County is provided over a total of 108 miles of railway main line by these railroad companies.

Air Transportation Facilities: The present air transportation system in Milwaukee County includes a total of nine airports, of which three are general aviation facilities open for use by the general public. General Mitchell Field--an air carrier airport served by 16 carriers--provides commercial airline service to the general public on a regularly scheduled basis. Service



is provided to major urban areas, including Atlanta, Boston, Cincinnati, Denver, Detroit, Houston, Las Vegas, Los Angeles, Minneapolis-St. Paul, New York City, Tampa, and Washington, D. C., among others. General Mitchell Field constitutes a major regional transportation terminal, handling relatively large volumes of passengers, mail, and cargo in large, high-performance aircraft. Being served by its own freeway spur from IH 94, Mitchell Field is readily accessible from the entire greater Milwaukee area.

Timmerman Field, located on the northwest side of the City of Milwaukee, is the second general aviation airport in the County which is available for use by corporate business and other commercial users, as well as by recreational and other personal users. The third general aviation airport open to the general public is Rainbow Airport, located on the extreme southwest side of Milwaukee County in the City of Franklin. The remaining six airports in the County are privately owned and classified as heliports, providing special aviation service for vertical take off and landing aircrafts.

Water Transportation Facilities: Bounded on the east by Lake Michigan, Milwaukee County has ready access to a major international transportation system--the Great Lakes-St. Lawrence Seaway--which extends from the Great Lakes to the Gulf of St. Lawrence on the Atlantic Ocean. Major harbor facilities, dockage, and heavy cargo-handling equipment are concentrated in the Port of Milwaukee to handle both bulk and containerized shipments.

The water transportation facilities in the County are enhanced by the location of a foreign trade zone in the City of Cudahy in Milwaukee County. This trade zone was the 41st foreign trade zone in the United States to receive U. S. Department of Commerce authorization. The Milwaukee foreign trade zone encourages international commerce by providing foreign, duty-free and quota-free entry for goods for an unlimited period of time. Goods brought into the zone may be stored, exhibited, repaced, labeled, inspected, assembled, or otherwise processed, and subject to duty only at the time it is shipped out of the zone into U. S. customs territory.

Truck Terminal Facilities: Truck terminal locations are generally well distributed throughout the County. There are 275 trucking and warehousing establishments in Milwaukee County, furnishing local or long-distance trucking or transfer services, and engaged in the storage of farm products, furniture, and other household goods, and commercial goods of any nature.

## EDUCATIONAL FACILITIES AND SERVICES

The educational institutions in Milwaukee County serve not only individuals, but also the corporations and communities of the County. Sound educational programs are important to the development of the skilled labor force required by business and industry.

### Public Elementary and Secondary Educational Facilities

Public elementary schools and senior high schools in Milwaukee County are organized under 14 kindergarten-through-12th grade school districts, one 9th-through-12th grade school district, and three kindergarten-through-12th grade school districts. The school districts in Milwaukee County are shown in Table 13.

Table 13

SCHOOL DISTRICTS IN MILWAUKEE COUNTY <sup>a</sup>

School District	Grade Levels Served
School District No. 5, City of Franklin.....	K-12
Oak Creek-Franklin Joint School District.....	K-12
Greendale School District.....	K-12
School District of Cudahy.....	K-12
South Milwaukee School District.....	K-12
School District No. 6, City of St. Francis.....	K-12
School District of Greenfield.....	K-12
Whitnall School District.....	K-12
School District of West Allis, West Milwaukee, et al..	K-12
Milwaukee Public Schools.....	K-12
Wauwatosa School District.....	K-12
School District of Brown Deer.....	K-12
School District of Shorewood.....	K-12
School District of Whitefish Bay.....	K-12
Nicolet High School District.....	9-12
Joint School District No. 2, Villages of Fox Point and Bayside.....	K-8
Joint School District No. 8, Villages of Fox Point, Bayside, and River Hills, and City of Glendale.....	K-8
Glendale-River Hills School District No. 1.....	K-8

<sup>a</sup> In cases where school districts include areas outside Milwaukee County, only the districts having the largest proportion of their attendance area in Milwaukee County are listed.

Source: Wisconsin Department of Public Instruction, 1984; and SEWRPC.

There are a total of 172 public elementary schools and 32 public senior high schools in Milwaukee County. The 1984-1985 public school enrollment for the school districts in Milwaukee County consisted of a total of 133,460 students.

### Private Educational Facilities

There are a total of 180 private primary and secondary schools in Milwaukee County. All are supported by various religious groups and are subject to the standards in education required by each group. School programs in the parochial schools are similar to those in the public schools, with the exception being the addition of religious instruction. Private schools in Milwaukee County are funded through private donations and tuition.

Higher Educational Facilities: In addition to the public and private primary and secondary educational system, eight institutions of higher education are located in Milwaukee County: 1) Alverno College, 2) Cardinal Stritch College, 3) Concordia College, 4) Marquette University, 5) Medical College of Wisconsin, 6) Milwaukee School of Engineering, 7) Mount Mary College, and 8) University of Wisconsin-Milwaukee.

The State of Wisconsin has a strong post-secondary educational system. The first vocational, technical, and adult education (VTAE) system to be established in the United States was established in Wisconsin in 1911. The primary goal of the statewide system is to prepare students for gainful employment in a manner which meets the needs of the labor force. Accordingly, the state system emphasizes vocational training and education for jobs that require special technical skills. The VTAE system schools serving Milwaukee County are concentrated at four centers: 1) Milwaukee Campus, 1015 N. 6th Street in the City of Milwaukee; 2) North Campus Center, 5555 W. Highland Road in the City of

Mequon in Ozaukee County; 3) South Campus Center, 6665 S. Howell Avenue in the City of Oak Creek; and 4) West Campus Center, 1200 S. 71st Street in the City of West Allis.

## EXISTING HOUSING STOCK SURVEY

The existing housing stock is an important consideration in any economic development effort. In particular, data concerning the quantity and quality of housing in Milwaukee County are useful in determining the extent to which the existing housing stock is able to satisfy any new housing demand accompanying an economic development action, as well as the current housing requirements of the resident population of the County.

### Tenure Status

As shown in Table 14, in 1980 there were a total of 377,894 year-round housing units in Milwaukee County. Year-round housing units are composed by definition of all occupied housing units and vacant year-round housing units, the latter being vacant units which are intended for occupancy at any time of the year.

In 1980, there were a total 363,653 occupied housing units, representing about 96 percent of the total housing units in the County. Of this total, 195,141 units, or 54 percent, were owner-occupied housing units, while 168,512 units, or about 46 percent, were renter-occupied units. A housing unit was considered occupied if it was the usual place of residence of the person or persons living in it at the time of the census enumeration. As indicated in Table 15, Milwaukee County's occupied housing stock includes a smaller percentage of owner-occupied housing units, 54 percent, than that of the Region, 62 percent; the State, 68 percent; or the nation, 64 percent. The percentage of vacant housing units in the County, 3.8 percent, was similar to that in the Region, 4.2 percent, but significantly less than that in Wisconsin, 5.7 percent, or the nation, 7.3 percent. The lower percentage of vacant housing units indicates, in part, that persons may have a somewhat more limited choice of housing units in Milwaukee County than in comparable areas.

Table 14

### TENURE STATUS OF THE EXISTING YEAR-ROUND HOUSING STOCK IN MILWAUKEE COUNTY: 1980

Status of Housing Units	Milwaukee County		Region		Wisconsin		United States	
	Total	Percent	Total	Percent	Total	Percent	Total	Percent
Occupied Housing Units	363,653	96.2	627,955	95.8	1,652,261	94.3	80,389,673	92.7
Owner Occupied.....	195,141	53.7	389,381	62.0	1,127,367	68.2	51,794,545	64.4
Renter Occupied.....	168,512	46.3	238,574	38.0	524,894	31.8	28,595,128	35.6
Vacant Housing Units	14,241	3.8	27,791	4.2	100,708	5.7	6,303,150	7.3
Total Year-Round Housing Units	377,894	100.0	655,746	100.0	1,752,969	100.0	86,692,823	100.0

Source: U.S. Bureau of Census and SEWRPC.

## Measures of Housing Quality

For the purposes of this study, the relative quality of housing in Milwaukee County was determined by comparing information on the value, age, households residing in inadequate housing units, and renter vacancy rates for housing units in the County, the Region, the State, and the nation. The data indicate that, overall, the housing stock in Milwaukee County is of somewhat lower quality than that of the Region, and generally of better quality than that of the State or nation. As shown in Table 15, the median value of owner-occupied housing units in Milwaukee County, \$55,100, was lower than the median value of such units in the Region, \$60,271, but greater than the comparable figures for the State, \$48,600, and the nation, \$47,300. Similarly, the median monthly contract rent of \$196 for renter-occupied housing units in the County was lower than the median contract rent for the Region, \$211; similar to that for the nation, \$199; and greater than that for the State, \$186. In 1980, about 22 percent of the County's households resided in inadequate housing units, compared to 17 percent for both the Region and the State (see Table 15).

Data pertaining to the age of housing units, when evaluated along with other housing characteristics, can provide a basis for determining housing quality and the degree to which the existing housing stock is able to satisfy current and probable future housing needs. Table 16 indicates that about 37 percent of the housing units in Milwaukee County and in the State were built prior to 1940, compared with 33 percent for the Region and 26 percent for the nation. A substantially smaller percentage of housing units, 12 percent, were built in Milwaukee County during the 1970 to 1980 time period relative to the Region, 19 percent; the State, 23 percent; or the nation, 26 percent.

## LAW ENFORCEMENT AND FIRE PROTECTION SERVICES

In 1984, a total of 22 law enforcement agencies served the residents of Milwaukee County, including the Milwaukee County Sheriff's Department, 19 agencies serving local units of government within the County, and, finally, the

Table 15

### MEDIAN VALUE, RENT PAID, AND HOUSEHOLDS RESIDING IN INADEQUATE HOUSING UNITS IN MILWAUKEE COUNTY, THE REGION, WISCONSIN, AND THE UNITED STATES: 1980

Characteristic	Milwaukee County	Region	Wisconsin	United States
Median Value, Specified Owner-Occupied Noncondominium Housing Units.....	\$55,100	\$60,271	\$48,600	\$47,300
Median Monthly Contract Rent, Specified Renter-Occupied Housing Units.....	\$ 196	\$ 211	\$ 186	\$ 199
Households Residing in Inadequate Housing Units (percent).....	21.6	17.4	17.4	N/A

NOTE: N/A indicates data not available.

Source: U. S. Bureau of the Census, Wisconsin Department of Development, and SEWRPC.



Wiscosin State Fair and University of Wisconsin. In addition, the County's residents are provided with fire protection by each of the 19 municipalities within the County.

Fire insurance ratings provide a method of evaluating fire protection services in a community. In Wisconsin, fire insurance ratings for most properties are established by Insurance Services of Wisconsin, formerly the Fire Insurance Rating Bureau, a nonprofit agency licensed by the State of Wisconsin. Insurance services of Wisconsin periodically surveys the fire protection systems of municipalities, evaluates the fire defenses by applying the grading schedule, and, based upon the results, places municipalities in one of 10 classes of fire protection. Table 17 shows the fire protection classes of Milwaukee County cities and villages.

Table 16

**AGE OF TOTAL YEAR-ROUND HOUSING UNITS IN MILWAUKEE COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES**

Year Structure Was Built	Milwaukee County		Region		Wisconsin		United States	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Before 1940	138,730	36.7	213,394	32.5	642,905	36.6	22,414,352	25.8
1940 to 1949	53,524	14.2	77,590	11.8	176,466	10.1	9,642,209	11.1
1950 to 1959	80,732	21.4	128,901	19.7	254,792	14.5	14,871,096	17.1
1960 to 1969	58,125	15.4	114,226	17.4	276,902	15.8	17,086,673	19.7
1970 to 1974	26,771	7.1	60,539	9.2	188,144	10.7	11,348,219	13.1
1975 to 1978	15,432	4.1	47,754	7.3	168,101	9.6	8,364,798	9.6
1979 to 1980	4,600	1.1	13,391	2.1	49,001	2.7	3,031,370	3.6
Total	377,914	100.0	655,795	100.0	1,756,311	100.0	86,758,717	100.0

Source: U. S. Bureau of the Census and SEWRPC.

**Table 17  
FIRE INSURANCE RATINGS FOR  
COMMUNITIES IN  
MILWAUKEE COUNTY: 1983**

Civil Division	Fire Insurance Rating Class
<b>Cities</b>	
Cudahy.....	5
Franklin.....	8/9
Glendale.....	5
Greenfield.....	5/9
Milwaukee.....	2
Oak Creek.....	5/9
St. Francis.....	5
South Milwaukee.....	5
Wauwatosa.....	3
West Allis.....	3
<b>Villages</b>	
Bayside.....	7/9
Brown Deer.....	5
Fox Point.....	5
Greendale.....	4
Hales Corners.....	6/9
River Hills.....	9
Shorewood.....	4
West Milwaukee.....	4
Whitefish Bay.....	4

Source: Insurance Services of Wisconsin  
and SEWRPC.

**CULTURAL FACILITIES AND SERVICES**

Because most cultural facilities and functions exist primarily through the donations of private citizens, their continued existence can be directly related to the economy of the community. When unemployment is high and the future job outlook is bleak, support of cultural facilities and services lags. Conversely, when the economy is strong and a wide number and variety of jobs are available, the support of cultural programs increases. Cultural programs, like recreational programs, respond to the interests and needs of the individual by providing a host of activities, ranging from educational services to pure entertainment. Milwaukee County has a wide variety of cultural facilities and events offered for the use and enjoyment of its residents.

## The Arts

Milwaukee County is the hub of cultural and entertainment activities in the State of Wisconsin. Milwaukee County's privately funded Performing Arts Center--home of the Milwaukee Symphony Orchestra, the Milwaukee Ballet Company, and the Florentine Opera Company--presents a diversity of musical and theatrical events. In addition, for citizens who choose to see the performing arts in a more vintage theater, there is the completely renovated Pabst Theater, an 1893 masterpiece of Flemish Renaissance style on the National Register of Historic Places, and the recently renovated Riverside Theatre. The Milwaukee Art Museum's collection spans the history of art from ancient Egypt to modern America. Cultural and natural history are displayed at the Milwaukee Public Museum.

## Libraries

The Milwaukee County Federated Library System provides complete public library services to all county residents. The system includes the Milwaukee Public Library with its main library, the largest library facility in the Region, plus 12 neighborhood branch libraries and nine cooperating suburban member public libraries. In addition, there are three suburban libraries in the County which are not in the federated system.

## Festivals

During the year, a variety of festivals are held in the City of Milwaukee as well as the other cities and villages in Milwaukee County, including ethnic festivals; the Holiday Folk Fair; Winterfest; Summerfest, a 10-day gala on Milwaukee's lakefront featuring top-name entertainers; the Wisconsin State Fair; and a variety of neighborhood and community fairs and festivals.

## Exhibition, Convention, Conference, and Meeting Facilities

Milwaukee County is well able to meet industrial and business needs for meetings, conferences, conventions, and exhibit facilities. The County's major hotels and motels provide more than 4,400 first-class rooms, as well as meeting rooms and suites. The Milwaukee Exposition and Convention Center and Arena (MECCA) covers a four-square-block area in the heart of downtown Milwaukee and offers over 200,000 square feet of exhibit space and 40 meeting rooms. The MECCA facilities are capable of accommodating the largest of conventions and exhibitions. Additional large-scale exhibition facilities are available at the State Fairgrounds in the City of West Allis.

## Special Events and Attractions

A variety of Milwaukee County special events and attractions have, in part, resulted in the County's ranking as first in the State in gross tourism sales. In 1981 total gross sales in the hospitality, recreation, and tourism industry in Milwaukee County totaled about \$1.43 billion. Hospitality, recreation, and travel employment totaled 49,161 jobs, or about 10 percent of total county employment. Special tourist attractions in the County include, among others, brewery tours, charter fishing and boat tours, ethnic restaurants, retail centers, historic sites, horticultural domes, museums, architecturally unique churches, and the Milwaukee County Zoo.

## HEALTH CARE FACILITIES AND SERVICES

The Southeastern Wisconsin Health Systems Agency (SEWHSA) is charged with developing a health systems plan for southeastern Wisconsin. The latest document produced by SEWHSA, entitled Health Systems Plan for Southeastern Wisconsin: 1980-1981, and its subsequent updates and revisions, provides direction for increased accessibility and continuity of high-quality health care services which are acceptable to the residents of southeastern Wisconsin at a reasonable cost. Basically, this plan sets forth long-range goals and five-year objectives for the reduction of death or disability and improvements in health service delivery. A detailed health system analysis can be found in this report.

### Hospital Facilities and Services

The communities of Milwaukee County are served by a full range of health facilities and health professionals. Milwaukee County health services include 25 area hospitals and 12 immediate medical care centers that not only provide health services to county residents, but supplement the health care needs of residents of the Southeastern Wisconsin Region and the State in those cases where specialized needs cannot be met by local health facilities. A review of the specific medical services offered by each of the hospitals and medical care centers in the County is beyond the scope of this report. Persons interested in additional information are urged to contact individual health care facilities in Milwaukee County or the health care services available.

### Nursing Home Facilities and Services

In 1983, Milwaukee County was served by 69 nursing home facilities. These facilities provide skilled and intermediate care for the physically disabled and the aged by licensed personnel, and are equipped for both bedfast or ambulatory patients, and provide rehabilitation therapy programs, as well as planned recreational activities. The facilities provide a range of services and programs which help residents restore, maintain, and improve their physical, social, emotional, speech, and cultural activity levels.

### Physician Facilities and Services

The availability of physicians to diagnose and treat illnesses, to provide preventive care, and to maintain or improve health is an important consideration in decisions concerning the location of economic development. The availability of physicians may be considered by examining the supply of various specialists or groups of specialists. Table 18 presents the number of physicians per 100,000 people by specialty categories for Milwaukee County and areas of comparison. As shown in the table, there are approximately 227 physicians per 100,000 people in Milwaukee County--a greater number of physicians per 100,000 people than in the Region--161; the State--138; or the nation--190.

The medical facilities are well distributed throughout the County and, therefore, are relatively accessible to the majority of the resident population in the County. Table 19 indicates that about 82 percent of the county residents reside within 20 minutes travel time of a physician. The table also indicates

that travel times for county residents traveling to a physician are similar to the average travel time to a physician for the residents of the Region, where 83 percent are within 20 minutes travel time to a physician.

## SERVICES AND FACILITIES FOR LOW-INCOME POPULATION AND SENIOR CITIZENS IN MILWAUKEE COUNTY

A wide range of facilities and services are provided for the low-income and senior citizen populations in Milwaukee County. These include housing; nutrition sites; education, recreation, and socialization services; health services; transportation services; welfare benefits; and supportive services such as counseling, home repair, legal services, and referrals. The County Department of Social Services coordinates services available to the low-income population, with the Milwaukee County Department of Aging responsible for programs serving the County's senior citizens. Specific information on available facilities and services can be obtained by contacting the respective county agency. In addition, the Community Relations-Social Development Commission in Milwaukee County (414-272-5600) provides a range of community services to the County's low- and moderate-income population.

## RECREATIONAL FACILITIES AND TOURISM

In the past, public outdoor recreational facilities have been located primarily in urban areas and designed to be intensively used both for active outdoor recreational activities such as baseball, swimming, tennis, and golf, and for passive outdoor activities such as walking, picnicking, and relaxing. Currently, such factors as increased leisure time and the diffusion of urban residential development into otherwise rural areas have increased the demand and need for outdoor recreational areas. Increased interest in relatively new recreational activities such as cross-country skiing, nature study, and camping have generated needs for new types of outdoor recreational facilities and

Table 18

### PHYSICIANS PER 100,000 POPULATION BY SPECIALTY IN MILWAUKEE COUNTY, THE REGION, WISCONSIN, AND THE UNITED STATES: 1978

Specialty	United States <sup>a</sup>	Wisconsin	Southeastern Wisconsin	Milwaukee County
General Practice.....	26 <sup>b</sup>	20	17	20
Family Practice.....	--	8	7	9
Internal Medicine.....	27	19	23	34
Obstetrics-Gynecology...	10	8	10	14
Pediatrics.....	10	8	10	14
Psychiatry.....	13	8	10	15
Radiology/Nuclear				
Medicine.....	8	8	10	15
General Surgery.....	15	11	13	19
Other Surgery.....	9	5	6	10
Pathology.....	6	5	6	10
Anesthesiology.....	6	6	8	12
Ophthalmology.....	5	5	6	7
Other.....	55	26	33	50
Total	190	137	159	229

<sup>a</sup>Temporary foreign physicians are not included in national figures.

<sup>b</sup>Includes general and family practice physicians.

Source: Southeastern Wisconsin Health Systems Agency, Health Systems Plan for Southeastern Wisconsin: 1980-1981.

areas which rely heavily on the use and enjoyment of the underlying and sustaining natural resource base. The provision of high-quality recreational facilities in a manner which provides for the protection and wise use of the natural resource base is, therefore, important to the economic development of Milwaukee County.

General-use outdoor recreational facilities may be either publicly or privately owned. Publicly owned general-use outdoor recreation sites under federal, state, county, or local units of government are usually called parks. Also included under publicly owned outdoor recreation sites are playfields and playgrounds, generally under the jurisdiction of school districts. While such sites are not generally perceived as parks, they do provide areas and facilities for the pursuit of active, intensive outdoor recreational pursuits primarily at the neighborhood level.

Privately owned general-use outdoor recreation sites may be under the jurisdiction of various quasi-public civic, charitable, or religious organizations, commercial enterprises, and private interest groups. Quasi-public organization general-use outdoor recreation sites are those which are operated on a non-profit basis and are not usually open to the general public.

As a result of the high density of urban population in Milwaukee County, the County is in need of, and has been provided with, a large number of public and private outdoor recreation sites. In 1973, Milwaukee County, with over 12 square miles of publicly owned, general-use outdoor recreation sites, had not only the largest acreage of publicly owned sites of any county in the Region, but also the largest total acreage of general-use recreation sites--over 16 square miles--of any county in the Region. Despite significant urbanization, Milwaukee County still contains an abundance of high-quality natural resource areas which provide an ideal setting for a wide range of outdoor recreational activities. Opportunities for hiking and biking within a well-developed system of parks and parkways can be pursued throughout the County. In addition, there are 28 miles of Lake Michigan coastline in the County, which provide ample opportunity for boating, fishing, and other aquatic activities.

Milwaukee County has developed one of the finest county park and parkway systems in the nation. This system encompasses a system of well-distributed outdoor recreational sites as well as community-level and neighborhood park sites, providing opportunities for a wide range of recreational activities including golf, picnicking, hiking, skiing, and horseback riding. Special recreational facilities include the Milwaukee County Zoo, the Milwaukee County Stadium, and the Mitchell Park Conservatory, which provide opportunities for educational and cultural activities, sight-seeing, and spectator sports in attractive settings.

Table 19

PERCENT DISTRIBUTION  
OF PERSONS BY TRAVEL TIME TO  
A PHYSICIAN IN MILWAUKEE  
COUNTY AND THE REGION

Travel Time in Minutes	Southeastern Wisconsin	Milwaukee County
0-10	45.5	41.6
11-20	37.7	40.6
21-30	11.9	13.0
31-60	4.1	4.0
Over 1 hour	0.8	0.4
Total	100.0	100.0

Source: Southeastern Wisconsin Health Systems  
Agency, Health Systems Plan for South-  
eastern Wisconsin: 1980-1981.

The County also has events for sports fans of every persuasion. The County is the home of the American Baseball League's Milwaukee Brewers and the National Basketball League's Milwaukee Bucks. In addition, the National Football League's Green Bay Packers play a portion of their home games in Milwaukee. Sports fans also enjoy the Admirals, a team in the professional International Hockey League, and the Milwaukee Wave, a professional team in the American Indoor Soccer Association; the Greater Milwaukee Golf Open; major auto races; bowling and polo; Marquette University's basketball team, the Warriors; and the University of Wisconsin-Milwaukee's soccer team, the Panthers.

## PUBLIC AND PRIVATE FINANCIAL RESOURCE BASE

### Public Financial Resource Base

Information pertaining to the availability of public financial resources in Milwaukee County is important to the formulation of any sound economic development program. Existing industry, as well as industry that may be expected to locate in the County in the future, will consider the availability of public financial resources, and will assess their adequacy for business activity and for meeting the needs of their employees. Consequently, communities that have the financial resources needed can more readily promote the expansion of employment opportunities.

Resources Available for Financing Construction of Community Utilities and Facilities: There are a number of methods by which improvements to community utilities and facilities may be financed in Milwaukee County. Each method has its own particular advantages and disadvantages. The public financial resources available within the individual units of government in Milwaukee County are dependent, in part, upon the current fiscal policies of each unit of government, as well as upon the the current financial situation of each unit of government.

Municipalities in Milwaukee County have typically utilized general revenues, general obligation bonding, special assessments, and borrowing to finance improvements to municipal utilities and facilities. General revenues tend to be utilized by municipalities on a limited basis since the property taxes received by a municipality may be expected to vary significantly from year to year, and because the cost of major improvement projects tends to cause relatively large short-term property tax increases to support the additional debt. General obligation bonds are frequently used by municipalities in Milwaukee County to finance community utilities and facility improvements. The amount of outstanding bonding indebtedness a municipality may incur is limited by Wisconsin Statutes to not more than 5 percent of the total equalized valuation of all property within the municipality. There is a healthy tendency in Milwaukee County communities, as well as in other communities throughout southeastern Wisconsin, to maintain bonded indebtedness levels below the statutory limitations so that bonding capacity is always available for use in an emergency situation. Municipalities in Milwaukee County also utilize special assessments to finance community utilities and facilities when the benefit of a project extends over a limited area in a community.

The cost of borrowing or debt financing for a local unit of government is determined, in part, by its credit rating, or bond rating. The most recent Moody's Investors Services report rated 17 taxing units in Milwaukee County.



The bond ratings of these taxing units is indicated in Table 20. Bonds which are rated Aa are judged to be of high quality by all standards, and together with the Aaa group comprise what are generally known as high grade bonds. The lower rating of the Aa group is a result of a lower margin of protection, a greater fluctuation of protective elements, or other elements present which make the long-term risks appear somewhat larger than in Aaa securities. Bonds which are rated A possess many favorable investment attributes and are to be considered upper-medium grade obligations, with those bonds designated A1 possessing the strongest investment attributes of the A group.

Table 20

**BOND RATINGS OF TAXING UNITS  
IN MILWAUKEE COUNTY**

Civil Division	Bond Rating
Brown Deer (Village).....	A1
Cudahy.....	A
Franklin.....	A
Glendale.....	Aa
Greendale (Village).....	A1
Greenfield.....	A
Hales Corners (Village).....	A
Milwaukee.....	Aa
Milwaukee County.....	Aa
Oak Creek.....	A
St. Francis.....	A
Shorewood (Village).....	Aa
South Milwaukee.....	A
Wauwatosa.....	Aaa
West Allis.....	A1
West Milwaukee.....	A
Whitefish Bay.....	A1

Source: Moody's Investors Service, 1984;  
and SEWRPC.

When conventional methods of financing cannot be utilized to finance improvements to community utilities and facilities, certain federal and state programs may be available to finance such projects. The following paragraphs summarize the various federal and state programs available for use in Milwaukee County. Many of the programs are already being utilized to varying degrees by municipalities in Milwaukee County.

U. S. Department of Housing and Urban Development, Community Development Block Grants (CDBG)--A primary source of financing for community utilities and facilities is the Community Development Block Grant (CDBG) program. On an annual basis, Milwaukee County, the City of Milwaukee, and the City of West Allis receive entitlement funding appropriations that are determined by population, poverty levels, overcrowded housing, and the age of the housing stock. The entitlement CDBG program is administered by the U. S. Department of Housing and Urban Development. The objective of this program is to develop viable urban communities with decent housing and suitable living environments and to expand economic opportunities, principally in low- and moderate-income areas. Funds may be used for a wide range of activities directed toward neighborhood revitalization and economic development, including neighborhood conservation, urban planning, continuing urban renewal projects, and social services. In addition, funds may be used to finance local development corporations, to finance commercial or industrial building construction, and to rehabilitate privately owned properties.

Tax Incremental Financing (TIF)--Tax incremental financing (TIF) is a local financing program authorized by Section 66.46 of the Wisconsin Statutes that allows a city or village to designate a portion of its area as a tax incremental financing district. At least 50 percent of the property within the district must be blighted, in need of redevelopment, or suitable for industrial sites, and the district must be a continuous geographic area.

Creation of a TIF district allows the municipality to finance urban redevelopment and industrial development projects within the boundaries of a TIF district through the taxes collected on the increase in value of taxable property

resulting from the proposed project. The taxes collected from the base value of the properties within the district at the time of its creation are distributed among all taxing jurisdictions, just as the taxes from property outside the district are distributed. However, the incremental tax revenues received from the increased values of properties within the district, as a result of completed development on them, are allocated to a special fund to be used by the city or village for the payment of costs associated with the completion of projects, as listed in the community district project plan. The initial creation or amendment to a TIF district plan must be approved by a joint review board. This board is made up of representatives from the city or village, the county, the affected school district, and the VTAE districts, in addition to one citizen representative. The TIF district terminates when all costs of all projects are paid, or 15 years following the last expenditure identified in the community's project plan. In recent years, TIF has been utilized extensively by municipalities in southeastern Wisconsin to finance sanitary sewerage system and water supply system improvements.

U. S. Department of Housing and Urban Development, Urban Development Action Grants (UDAG)--The eligible applicants for this program are any city or urban county that meets required socioeconomic criteria, demonstrates physical and economic distress, and has a record of providing low- and moderate-income housing and employment programs. The program is administered by the U. S. Department of Housing and Urban Development. Urban Development Action Grant (UDAG) funds may be used for virtually any capital improvement expenditure (e.g., construction, renovation, site work, and capital equipment). UDAG funds may not be used for working capital, retirement of existing debts, operating expenditures, movable equipment, and buy-outs. Currently, the City of Milwaukee is the only local unit of government in Milwaukee County that is eligible to make application to the UDAG program.

U. S. Department of Commerce, Economic Development Administration (EDA)--The City of Milwaukee is currently eligible to make application to the U. S. Department of Commerce, Economic Development Administration (EDA), for grants to purchase industrial land and to provide the necessary infrastructure for this land. In addition, the EDA provides funding for certain other public facility improvements that will result in job creation. Following the approval of this OEDP document by the EDA, local units of government in Milwaukee County outside the City of Milwaukee will also be eligible to make application for these grants.

Business Improvement Districts--Chapter 66.608 of the Wisconsin Statutes provides authorization to cities, villages, and towns to create one or more business improvement districts (BID's) to allow businesses within those districts to develop, manage, and promote the districts, and to establish an assessment method to fund these activities. Under the Statutes, an operating plan must be adopted which sets forth a plan for the redevelopment, maintenance, operation, and promotion of the business improvement district.

Resources Available for Financing Business Development Projects: Historically, the state and federal governments have made a variety of programs available to eligible local units of government, as well as to business establishments located within such areas, to assist qualifying businesses in expansion projects. Below is information about the business financing programs available in Milwaukee County.

U. S. Small Business Administration, Section 503--Certified Development Company Program--Certified development companies organized under provisions set forth by the U. S. Small Business Administration (SBA) provide long-term, fixed-asset financing for the acquisition of land; building construction, expansion, and renovation; and the purchase of equipment. Loans are usually available for up to 25 years at below market rates. The Milwaukee Economic Development Corporation is the SBA Certified Development Company serving Milwaukee County.

U. S. Department of Housing and Urban Development, Community Development Block Grant (CDBG) Program--The previously identified U. S. Department of Housing and Urban Development, Community Development Block Grant (CDBG) program can also be utilized by local units of government for loans to business establishments for expansion projects. A local unit of government is permitted to lend money to a business for construction, renovation, or expansion of a building; purchase of lands; or purchase of machinery and equipment. Currently, Milwaukee County, the City of Milwaukee, and the City of West Allis receive annual funding appropriations of CDBG funds.

Industrial Revenue Bonds--Industrial revenue bonding is a method of public financing used to assist private industry in the construction, enlargement, or equipping of business and industrial firms. Industrial revenue bonds are issued by a local unit of government, and serve to build the community's industrial base, broaden the property tax base, and potentially provide additional employment opportunities. Industrial revenue bonds are attractive in the bond market because the purchasers of the bond are not required to pay taxes on the interest earned by the bond purchased. Therefore, industrial revenue bonds are not general obligations of the issuing local unit of government. The local unit of government issuing industrial revenue bonds is simply in partnership with the business or industry.

U. S. Department of Commerce, Economic Development Administration (EDA)--The U. S. Department of Commerce, Economic Development Administration (EDA), also provides loan guarantees through banks that are making loans to businesses for expansion projects. While only business establishments located in, or employing persons residing in, the City of Milwaukee's Special Impact Area are currently eligible for the EDA loan guarantees, the approval of this OEDP document by the EDA will make business establishments eligible throughout Milwaukee County.

U. S. Department of Housing and Urban Development, Urban Development Action Grants (UDAG)--A local unit of government designated as eligible by the U. S. Department of Housing and Urban Development can apply for an Urban Development Action Grant (UDAG), which the city can then lend to a private business or developer for such projects as job creation and rehabilitation and/or construction of public, commercial, industrial, and residential structures. Currently, the City of Milwaukee in Milwaukee County is eligible to apply for UDAG funds.

Small Business Development Centers (SBDC's)--The University of Wisconsin, through its Extension Service, has created a number of centers of business management and development assistance at campuses across the State. The centers provide information on sources of business financing, as well as on how to solve business management problems and problems related to new busi-

ness start-ups. The Small Business Development Center at the University of Wisconsin-Extension, located at 929 N. 6th Street in the City of Milwaukee, provides services to business establishments in Milwaukee County.

Small Business Investment Company (SBIC)--The Small Business Investment Company (SBIC) is a privately owned and operated company which has been licensed by the U. S. Small Business Administration to provide equity capital and long-term loans to small businesses. Several licensed SBIC's are located in the Milwaukee metropolitan area and in Madison, Wisconsin, and are listed below.

Marine Venture Capital, Inc.  
c/o Marine Bank (N.A.)  
111 E. Wisconsin Avenue  
P. O. Box 2033  
Milwaukee, Wisconsin 53201  
Telephone: (414) 765-3000

Certco Capital Corporation  
6150 McKee Road  
Madison, Wisconsin 53711  
Telephone: (608) 271-4500  
(Retail Grocers)

Madison Capital Corporation  
c/o Madison Development Corporation  
102 State Street  
Madison, Wisconsin 53703  
Telephone: (608) 256-8185

Super Market Investors, Inc.  
11300 W. Burleigh Street  
Wauwatosa, Wisconsin 53201  
(Mail to: P. O. Box 473  
Milwaukee, Wisconsin 53202)  
(Retail Grocers)  
Telephone: (414) 453-6211

Moramercia Capital Corporation  
600 E. Mason Street  
Milwaukee, Wisconsin 53202  
Telephone: (414) 276-3829

Capital Investments, Inc.  
515 W. Wells Street  
Milwaukee, Wisconsin 53203  
Telephone: (414) 273-6560

Bando-McGlocklin  
Investment Company, Inc.  
13555 Bishops Court, Suite 205  
Brookfield, Wisconsin 53005  
Telephone: (414) 784-9010

Bankit Financial Corporation  
777 E. Wisconsin Avenue, Suite 3440  
Milwaukee, Wisconsin 53202  
Telephone: (414) 271-5050  
(Grocery Stores)

Wisconsin MESBIC, Inc.  
780 N. Water Street  
Milwaukee, Wisconsin 53202  
Telephone: (414) 277-5000

Job Training Partnership Act (JTPA)--The U. S. Department of Labor provides funding through the Job Training Partnership Act (JTPA) to local private industry councils (PIC's) that provide employment training services to eligible persons. Funding is available for work experience programs whereby a portion of the wages paid to employees by a business is reimbursed by the council. The PIC involved in JTPA activities in Milwaukee County is the Milwaukee Private Industry Council.

Wisconsin Housing and Economic Development Administration (WHEDA)--The Wisconsin Housing and Economic Development Administration (WHEDA) provides low-interest financing to businesses and individuals with current annual sales of \$35 million or less through its small enterprise economic development (SEED) program. SEED money can be used for the purchase, expansion, and improvement of land, plants, and equipment, and for depreciable research and development expenditures so long as such projects result in the creation and maintenance of jobs. Eligible projects include manufacturing establishments and storage and distribution facilities for manufactured products; national or regional headquarters; retail establishments located in Urban Development Action Grant

projects or tax incremental districts; research and development facilities; recreation and tourism facilities; or facilities involving the production of raw agricultural commodities. The SEED program is most useful to firms purchasing existing facilities; to firms located in municipalities which do not offer industrial revenue bonds; to firms which require fixed-rate, long-term capital; and to credit-worthy firms that cannot find a buyer for their bonds.

Wisconsin Department of Development, Technology Development Fund--Funding may be provided by the Wisconsin Department of Development, Technology Development Fund, to a consortium composed of a company headquartered in Wisconsin and an institution that is part of the University of Wisconsin system or another Wisconsin institution of higher learning. Grants are made in support of research and development for new products.

### Private Financial Resource Base

The private financial resource base of Milwaukee County primarily consists of banks and savings and loan institutions and venture capital groups. The banks and savings and loan institutions in Milwaukee County provide capital, financial operating systems, and technical assistance in financial management to local business and industry. Table 21 lists the private financial institutions in Milwaukee County, including the locations of full-service banks and the locations of savings and loan institutions. In addition to banks and savings and loan institutions, a number of venture capital groups have been formed to assist new businesses in projects that are of high risk but have the ability to provide long-term, above-average growth potential. Existing venture capital groups serving Milwaukee businesses are shown in Table 22. Each investment by a venture capital group is individually structured and could include subordinated debt with warrants and/or conversion rights, income participation debentures, preferred stock, and common stock.

## LOCAL ECONOMIC DEVELOPMENT ORGANIZATIONS AND CONTACT PERSONS IN MILWAUKEE COUNTY

Local public and private development organizations play an important part in community economic development. Public agencies such as city planning and engineering departments help to plan for the community facilities and services necessary for economic development activities. Local offices of state agencies and educational institutions provide employee training and services for the unemployed. Private development organizations assist in business location and retention strategies, provide business services to their members, and lobby for legislation to improve the overall business climate. This section of Chapter II lists the local development organizations in Milwaukee County. Organizations are listed under one of two general headings: local development organizations: private, and economic development contact persons: public.

### Local Development Organizations: Private

1. Organization: Metropolitan Milwaukee Association of Commerce (MMAC)  
Contact: Ms. Laura Strain  
756 N. Milwaukee Avenue  
Milwaukee, Wisconsin 53202  
(414) 273-3000

Table 21

## PRIVATE FINANCIAL INSTITUTIONS IN MILWAUKEE COUNTY: 1984

Service Banks in Milwaukee County: 1984	Service Banks in Milwaukee County: 1984 (continued)
<p><b>Badger Savings Association (4 locations)</b>  7927 W. Capitol Drive, Milwaukee  5817 W. Forest Home Avenue, Milwaukee  3970 N. Oakland Avenue, Shorewood  4230 W. Oklahoma Avenue, Milwaukee</p> <p><b>Bank of Commerce</b>  515 W. Wells Street, Milwaukee</p> <p><b>Bank of Milwaukee</b>  770 N. Jefferson Street, Milwaukee</p> <p><b>Bayview State Bank</b>  2701 S. Kinnickinnic Avenue, Milwaukee</p> <p><b>Brown Deer Bank</b>  4200 W. Brown Deer Road, Brown Deer</p> <p><b>Central Bank</b>  10701 W. National Avenue, West Allis</p> <p><b>Citizens North Shore Bank (2 locations)</b>  4015 N. Oakland Avenue, Shorewood  E. Capitol Drive and N. Larkin Street, Shorewood</p> <p><b>Colonial Bank</b>  12345 W. Capitol Drive, Wauwatosa</p> <p><b>Continental Bank (5 locations)</b>  (Downtown) 735 W. Wisconsin Avenue, Milwaukee  (Mill Road) 6347 N. 76th Street, Milwaukee  3315 W. Villard Avenue, Milwaukee  7600 W. Hampton Avenue, Milwaukee  131 W. Layton Avenue, Milwaukee</p> <p><b>Edgewood Bank</b>  4811 S. 76th Street, Milwaukee</p> <p><b>Federal Reserve Bank of Chicago - Milwaukee Office</b>  304 E. State Street, Milwaukee</p> <p><b>First Bank Milwaukee</b>  201 W. Wisconsin Avenue, Milwaukee</p> <p><b>First Milwaukee Bank (2 locations)</b>  740 N. Water Street, Milwaukee  3405 W. Lisbon Avenue, Milwaukee</p> <p><b>First National Bank (2 locations)</b>  5888 N. Port Washington Road, Glendale  (Southgate) 3333 S. 27th Street, Milwaukee</p> <p><b>First National Bank of Cudahy</b>  (Packard Plaza Shopping Center)  5656 S. Packard Avenue, Cudahy</p> <p><b>First Wisconsin Trust Company</b>  777 E. Wisconsin Avenue, Milwaukee</p> <p><b>First Wisconsin (20 locations)</b>  400 W. Brown Deer Road, Bayside  2303 N. Farwell Avenue, Milwaukee  (First Wisconsin Center)  777 E. Wisconsin Avenue, Milwaukee  600 E. Green Tree Road, Fox Point  743 N. Water Street, Milwaukee  4015 S. Howell Avenue, Milwaukee  939 W. Mitchell Street, Milwaukee  7325 W. Oklahoma Avenue, Milwaukee  9921 W. Capitol Drive, Milwaukee  2102 W. Fond du Lac Avenue, Milwaukee  5220 W. North Avenue, Milwaukee  2537 W. Wisconsin Avenue, Milwaukee  5526 W. Capitol Drive, Milwaukee  4025 N. Teutonia Avenue, Milwaukee  3720 W. Villard Avenue, Milwaukee  9109 W. Drexel Avenue, Franklin  4333 S. 27th Street, Greenfield  7500 W. Good Hope Road, Milwaukee  2300 N. Mayfair Road, Wauwatosa  (Mall Office)  2300 N. Mayfair Road, Wauwatosa</p> <p><b>Franklin State Bank</b>  7000 S. 76th Street, Franklin</p> <p><b>Greater Milwaukee Bank</b>  7635 W. Blue Mound Road, Milwaukee</p> <p><b>Hales Corners State Bank</b>  10708 W. Janesville Road, Hales Corners</p>	<p><b>Heritage Bank (12 locations)</b>  8740 N. Port Washington Road, Fox Point  231 E. Silver Spring Drive, Glendale  2323 N. Mayfair Road, Wauwatosa  10605 W. North Avenue, Wauwatosa  422 E. Mason Street, Milwaukee  435 E. Mason Street, Milwaukee  (Northridge) 9001 N. 76th Street, Milwaukee  (Northridge Mall Office) 7700 W. Brown Deer Road  (Northridge West Office) 8484 W. Brown Deer Road  (Southridge) 5454 S. 76th Street, Milwaukee  (Southridge Mall Office) 5300 S. 76th Street  177 E. Silver Spring Drive, Whitefish Bay</p> <p><b>Home State Bank</b>  1001 Marquette Avenue, South Milwaukee</p> <p><b>Independence Banks</b>  7430 W. State Street, Wauwatosa</p> <p><b>Kilbourn State Bank</b>  6055 W. Lisbon Avenue, Milwaukee</p> <p><b>Layton State Bank</b>  5850 Broad Street, Greendale  2740 W. Forest Home Avenue, Milwaukee</p> <p><b>M &amp; I Bank of Greenfield</b>  4200 S. 76th Street, Greenfield</p> <p><b>M &amp; I Marshall and Hsley Bank</b>  (Main Office) 770 N. Water Street, Milwaukee</p> <p><b>M &amp; I Northern Bank (2 locations)</b>  (Main Office) 3155 N. 124th Street, Wauwatosa  3536 W. Fond du Lac Avenue, Milwaukee</p> <p><b>M &amp; I Silver Spring Bank</b>  8300 W. Silver Spring Drive, Milwaukee</p> <p><b>Marine Bank N.A. (12 locations)</b>  (Main Office) 111 E. Wisconsin Avenue, Milwaukee  210 W. Capitol Drive, Milwaukee  4702 S. Packard Avenue, Cudahy  8737 N. Port Washington Road, Fox Point  8800 W. Brown Deer Road, Milwaukee  125 E. Puetz Road, Oak Creek  740 N. Plankinton Avenue, Milwaukee  1337 S. 16th Street, Milwaukee  929 Milwaukee Avenue, South Milwaukee  5851 S. Packard Avenue, Cudahy  6950 W. State Street, Wauwatosa  11101 W. National Avenue, West Allis</p> <p><b>Marine Trust Company N.A.</b>  111 E. Wisconsin Avenue, Milwaukee</p> <p><b>Milwaukee County Bank</b>  7000 W. Greenfield Avenue, West Allis</p> <p><b>Milwaukee Western Bank</b>  6001 W. Capitol Drive, Milwaukee</p> <p><b>Mitchell Street State Bank</b>  1039 W. Mitchell Street, Milwaukee</p> <p><b>North Milwaukee State Bank</b>  5630 W. Fond du Lac Avenue, Milwaukee</p> <p><b>Park State Bank</b>  7540 W. Capitol Drive, Milwaukee</p> <p><b>St. Francis State Bank</b>  3719 S. Kinnickinnic Avenue, St. Francis</p> <p><b>Tri City National Bank (5 locations)</b>  4455 W. Bradley Road, Brown Deer  5555 S. 108th Street, Hales Corners  (Main Office) 6400 S. 27th Street, Oak Creek  3030 W. Ryan Road, Franklin  10909 W. Greenfield Avenue, West Allis</p> <p><b>University National Bank</b>  2567 N. Downer Avenue, Milwaukee</p> <p><b>Wauwatosa State Bank</b>  7501 W. North Avenue, Wauwatosa</p> <p><b>West Allis State Bank</b>  6130 W. National Avenue, West Allis</p>



Table 21 (continued)

Savings and Loan Associations in Milwaukee County: 1984	Savings and Loan Associations in Milwaukee County: 1984 (continued)
<b>Badger Savings Association (4 locations)</b> 3970 N. Oakland Avenue, Shorewood 4230 W. Oklahoma Avenue, Milwaukee 5817 W. Forest Home Avenue, Milwaukee 7927 W. Capitol Drive, Milwaukee <b>Bay View Federal Savings and Loan Association</b> 3974 S. Howell Avenue, Milwaukee <b>Columbia Savings and Loan Association</b> 2000 W. Fond du Lac Avenue, Milwaukee <b>Continental Savings and Loan Association (6 locations)</b> 1930 E. North Avenue, Milwaukee 2110 E. Oklahoma Avenue, Milwaukee 3328 W. Villard Avenue, Milwaukee 4301 W. Brown Deer Road, Brown Deer 7515 W. Good Hope Road, Milwaukee 5480 S. 108th Street, Hales Corners <b>Elm Grove Savings and Loan Association</b> 6901 W. Capitol Drive, Milwaukee <b>Equitable Savings and Loan Association (5 locations)</b> 5225 N. 108th Street, Hales Corners 233 E. Wisconsin Avenue, Milwaukee 10505 W. North Avenue, Wauwatosa 7532 W. Oklahoma Avenue, West Allis 417 E. Silver Spring Drive, Whitefish Bay <b>Family Financial Savings Association</b> 4812 W. Burleigh Street, Milwaukee <b>First Savings of Wisconsin (13 locations)</b> 5350 W. Fond du Lac Avenue, Milwaukee 5651 Broad Street, Greendale 3027 W. Lincoln Avenue, Milwaukee 2645 N. Mayfair Road, Wauwatosa 5900 W. North Avenue, Milwaukee (Northridge) 7900 W. Brown Deer Road, Milwaukee 2815 S. Chicago Avenue, South Milwaukee 3432 S. 27th Street, Milwaukee (Southridge) 5300 S. 76th Street, Greendale 7101 W. Greenfield Avenue, West Allis 2825 S. 108th Street, West Allis 430 E. Silver Spring Drive, Whitefish Bay 200 E. Wisconsin Avenue, Milwaukee <b>Great American Savings and Loan Association (7 locations)</b> 5960 W. Brown Deer Road, Brown Deer 600 W. Wisconsin Avenue, Milwaukee 10400 W. North Avenue, Wauwatosa 5656 S. Packard Avenue, Cudahy 3750 N. 92nd Street, Milwaukee 3333 S. 27th Street, Milwaukee 7001 W. Greenfield Avenue, West Allis <b>Great Midwest Savings and Loan Association (7 locations)</b> 734 N. Jackson Street, Milwaukee 4775 S. 27th Street, Greenfield 5150 S. 76th Street, Greendale 8205 W. Silver Spring Drive, Milwaukee 505 W. Brown Deer Road, Bayside 5732 W. Oklahoma Avenue, Milwaukee 10269 W. National Avenue, West Allis <b>Guaranty Savings (5 locations)</b> 7901 W. Brown Deer Road, Milwaukee 161 W. Wisconsin Avenue, Milwaukee 7601 W. Hampton Avenue, Milwaukee 4661 S. 27th Street, Milwaukee 405 W. Silver Spring Drive, Glendale <b>Hopkins Savings and Loan Association (4 locations)</b> 7901 W. Burleigh Street, Milwaukee 2600 N. Mayfair Road, Wauwatosa 310 W. Wisconsin Avenue, Milwaukee 5308 S. 27th Street, Milwaukee <b>Horizon Savings and Loan Association (4 locations)</b> (Main Office) 7400 W. Oklahoma Avenue, Milwaukee 3418 W. National Avenue, Milwaukee 6279 S. 27th Street, Franklin 5620 S. 108th Street, Hales Corners <b>Kinnickinnic Federal Savings and Loan Association</b> 2301 S. Kinnickinnic Avenue, Milwaukee <b>Liberty Savings and Loan Association (2 locations)</b> (Main Office) 2555 S. 108th Street, West Allis 5812 W. Burnham Street, West Allis	<b>Lincoln Savings and Loan Association</b> 3131 S. 13th Street, Milwaukee <b>Marquette Savings and Loan Association (3 locations)</b> 2539 W. Greenfield Avenue, Milwaukee 10600 W. Silver Spring Drive, Milwaukee 10533 W. National Avenue, West Allis <b>Mitchell Savings and Loan Association (3 locations)</b> (Southridge) 7001 W. Edgerton, Greenfield 1605 W. Mitchell Street, Milwaukee 9000 W. Drexel Avenue, Franklin <b>Mutual Savings and Loan Association (11 locations)</b> 510 E. Wisconsin Avenue, Milwaukee 5900 N. Port Washington Road, Glendale 8050 W. Capitol Drive, Milwaukee 3847 S. Howell Avenue, Milwaukee 2500 N. Mayfair Road, Wauwatosa (Northridge) 7700 W. Brown Deer Road, Milwaukee 8780 S. Howell Avenue, Oak Creek 6801 S. Oklahoma Avenue, Milwaukee 3340 S. 27th Street, Milwaukee (Southridge) 5300 S. 76th Street, Greendale 10296 W. National Avenue, West Allis <b>National Savings and Loan Association (6 locations)</b> (Corporate headquarters) 2675 N. Mayfair Road, Wauwatosa 4001 N. 60th Street, Milwaukee 1120 N. Jackson Street, Milwaukee 829 W. Mitchell Street, Milwaukee (Southgate Center) 3110 S. 27th Street, Milwaukee (Southridge) 5111 S. 76th Street, Greendale <b>North Shore Savings and Loan Association (7 locations)</b> 8706 W. North Avenue, Wauwatosa 4414 N. Oakland Avenue, Shorewood 9115 W. Oklahoma Avenue, Milwaukee 1923 W. Oklahoma Avenue, Milwaukee 5900 N. Port Washington Road, Glendale 6924 N. Santa Monica Boulevard, Fox Point 7246 N. 76th Street, Milwaukee <b>Reliance Savings and Loan Association</b> 3140 S. 27th Street, Milwaukee <b>Republic Savings and Loan Association (10 locations)</b> 500 W. Brown Deer Road, Bayside 7616 W. Blue Mound Road, Milwaukee 5500 W. Capitol Drive, Milwaukee 6131 W. Center Street, Milwaukee 2100 W. Good Hope Road, Glendale 4375 S. 76th Street, Greenfield 1201 N. 35th Street, Milwaukee (Northridge) 8200 W. Brown Deer Road, Milwaukee 4201 N. Oakland Avenue, Shorewood 6200 W. Brown Deer Road, Brown Deer <b>St. Francis Savings (8 locations)</b> 3545 S. Kinnickinnic Avenue, Milwaukee 124 W. Wisconsin Avenue, Milwaukee 2650 N. Downer Avenue, Milwaukee 6810 W. State Street, Wauwatosa 2360 N. 124th Street, Wauwatosa 9330 W. Greenfield Avenue, West Allis 6042 S. Packard Avenue, Cudahy 5499 S. 76th Street, Greendale <b>Security Savings (10 locations)</b> 4677 S. Packard Avenue, Cudahy 184 W. Wisconsin Avenue, Milwaukee 5555 N. Port Washington Road, Glendale 9049 N. 76th Street, Milwaukee 7100 W. Center Street, Milwaukee 6645 W. Oklahoma Avenue, Milwaukee 2701 W. National Avenue, Milwaukee 7600 W. Layton Avenue, Greenfield 9210 W. North Avenue, Wauwatosa 4534 W. North Avenue, Milwaukee <b>South Milwaukee Savings and Loan Association</b> 1015 Marquette Avenue, South Milwaukee <b>Wauwatosa Savings and Loan Association</b> 7500 W. State Street, Wauwatosa 6312 S. 27th Street, Oak Creek <b>West Allis Savings</b> 7401 W. Greenfield Avenue, West Allis

NOTE: Due to incomplete source information, omissions may occur.

Source: FSLIC-Insured Savings and Loan Associations, 1983; Wisconsin Bell, an Ameritech Company, Milwaukee Consumer Yellow Pages, 1984; and SEWRPC.

Table 22

**VENTURE CAPITAL GROUPS SERVING  
MILWAUKEE COUNTY BUSINESSES: 1984**

Lubar & Company	3060 First Wisconsin Center Milwaukee, Wisconsin 53202 Telephone: (414) 291-9000
Marine Venture Capital, Inc.	c/o Marine Bank (N.A.) 111 E. Wisconsin Avenue P. O. Box 2033 Milwaukee, Wisconsin 53201 Telephone: (414) 765-3000
Wind Point Partners	1525 Howe Street Racine, Wisconsin 53403 Telephone: (414) 631-4030
Madison Capital Corporation	c/o Madison Development Corporation 102 State Street Madison, Wisconsin 53703 Telephone: (608) 256-8185

Source: SEWRPC.

2. Organization: City of West Allis Economic Development Committee  
Contact: Mr. Donald Charlier, Chairman  
7525 W. Greenfield Avenue  
West Allis, Wisconsin  
(414) 462-6000
3. Organization: Milwaukee Community Development Corporation  
Contact: Mr. Curtiss Harris, Executive Director  
600 W. Walnut Street  
Milwaukee, Wisconsin  
(414) 265-6200
4. Organization: Milwaukee Economic Development Corporation  
Contact: Mr. Patrick P. Walsh, President  
809 N. Broadway  
(414) 278-2685

Economic Development Contact Persons: Public

The following lists the contact persons for Milwaukee County and the various local units of government in Milwaukee County. In most cases, the local unit of government administrator or related chief staff position is indicated. However, in those cases where a local unit of government has provided the name of an individual who is responsible for community economic development, that person is listed below. In those cases where a local unit of government does not have a chief staff position, the clerk of the local unit of government has been indicated as the contact person.

1. Milwaukee County  
Contact: Mr. Gerald Schwerm, Director of Public Works and Transportation  
Courthouse Annex, Room 305  
907 N. 10th Street  
Milwaukee, Wisconsin 53233  
(414) 278-4835

2. City of Cudahy, Clerk/Comptroller  
Contact: Mr. Frank J. Janicek  
Municipal Building  
5050 S. Lake Drive  
Cudahy, Wisconsin 53110  
(414) 769-2200
3. City of Franklin  
Contact: Mr. Bernard W. Kahl, Clerk  
City Hall, 9229 W. Loomis Road  
Franklin, Wisconsin 53132  
(414) 425-7500
4. City of Glendale  
Contact: Mr. Richard E. Maslowski, Business Administrator  
City Hall, 5909 N. Milwaukee River Parkway  
Glendale, Wisconsin 53209  
(414) 228-1700
5. City of Greenfield  
Contact: Mr. Henry A. Rajchel, Clerk/Comptroller  
City Hall, 7325 W. Forest Home Avenue  
Greenfield, Wisconsin 53220  
(414) 543-5500
6. City of Milwaukee  
Contact: Mr. William Ryan Drew, Director of City Development  
809 N. Broadway  
Milwaukee, Wisconsin 53202  
(414) 223-5900
7. City of Oak Creek  
Contact: Mr. Paul E. Milewski  
Director of Community Development  
8640 S. Howell Avenue  
Oak Creek, Wisconsin 53154  
(414) 768-6500
8. City of St. Francis  
Contact: Mr. Ralph H. Voltner, Jr., Administrator  
City Hall, 4235 S. Nicholson Avenue  
St. Francis, Wisconsin 53207  
(414) 481-2300
9. City of South Milwaukee  
Contact: Mr. Norbert S. Theine, Administrator  
City Hall, 2424 15th Avenue  
South Milwaukee, Wisconsin 53172  
(414) 762-2222
10. City of Wauwatosa  
Contact: Mr. Gordon Rozmus, Acting Administrator  
7725 W. North Avenue, Wauwatosa Memorial Civic Center  
Wauwatosa, Wisconsin 53213  
(414) 258-3000

11. City of West Allis  
Contact: Mr. Paul M. Ziehler, Director of Administration and Finance  
City Hall, 7525 W. Greenfield Avenue  
West Allis, Wisconsin 53214  
(414) 476-4340
12. Village of Bayside  
Contact: Mr. Joseph A. Tanski, Manager, Treasurer, and Clerk  
Village Hall, 9075 N. Regent Road  
Bayside, Wisconsin 53217  
(414) 352-7896
13. Village of Brown Deer  
Contact: Mr. Gerald Seeber, Manager and Clerk  
Village Hall, 4800 W. Greenbrook Drive  
Brown Deer, Wisconsin 53223  
(414) 355-5220
14. Village of Fox Point  
Contact: Ms. Noreen R. Cook, Clerk and Treasurer  
Village Hall, 7200 N. Santa Monica Boulevard  
Fox Point, Wisconsin 53217  
(414) 352-8113
15. Village of Greendale  
Contact: Mr. Harold H. Lutz, Clerk  
6500 Northway  
Greendale, Wisconsin 53129  
(414) 421-1300
16. Village of Hales Corners  
Contact: Mr. James C. Hurm, Commissioner  
Village Hall, 5635 S. New Berlin Road  
Hales Corners, Wisconsin 53130  
(414) 425-3355
17. Village of River Hills  
Contact: Mr. John M. Fredrickson, Manager  
Village Hall, 7650 N. Pheasant Lane  
River Hills, Wisconsin 53217  
(414) 352-8213
18. Village of Shorewood  
Contact: Mr. Shirl C. Abbey, Manager  
Village Hall, 3930 N. Murray Avenue  
Shorewood, Wisconsin 53211  
(414) 332-4200
19. Village of West Milwaukee  
Contact: Mr. Frederick J. Patrie, Administrator  
Village Hall, 4755 W. Beloit Road  
West Milwaukee, Wisconsin 53214  
(414) 645-1300

20. Village of Whitefish Bay  
Contact: Mr. David M. Weis, Manager and Engineer  
Village Hall, 5300 N. Marlborough Drive  
Whitefish Bay, Wisconsin 53217  
(414) 962-6690

#### Related Economic Development Organizations

In addition to the economic development organizations and contact persons indicated above, there are a number of other organizations that are active in economic development in Milwaukee County as well as other areas in Wisconsin. Below is a list of the names and addresses of these organizations.

1. Forward Wisconsin  
Contact: Mr. Patrick A. LeSage, President  
11270 W. Park Place  
Milwaukee, Wisconsin 53224  
(414) 359-2359
2. Greater Milwaukee Committee  
Contact: Mr. Brenton H. Ruppel, President  
735 N. Water Street  
Milwaukee, Wisconsin 53202  
(414) 272-0588
3. Milwaukee Redevelopment Corporation  
Contact: Mr. Jon L. Wellhoefer, Executive Director  
161 W. Wisconsin Avenue  
Milwaukee, Wisconsin 53203  
(414) 276-5995
4. Wisconsin Department of Development  
Contact: Business Development Services  
P. O. Box 7970  
Madison, Wisconsin 53707  
(608) 266-1018
5. Southeastern Wisconsin Regional Planning Commission  
Contact: Mr. Kurt W. Bauer, Executive Director  
916 N. East Avenue, P. O. Box 769  
Waukesha, Wisconsin 53187-1607  
(414) 547-6721

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## Chapter III

# A DESCRIPTION OF THE POPULATION, LABOR FORCE, AND ECONOMY OF MILWAUKEE COUNTY

## INTRODUCTION

Inventories of the demographic base of Milwaukee County, including the characteristics of the population, labor force, and the economy, are necessary to the preparation of a sound economic development program for the County. These socioeconomic characteristics serve as indicators of development patterns and trends and, therefore, assist in the identification of economic development-related problems and needs. Accordingly, this chapter presents information on the existing and historical demographic base of Milwaukee County.

## POPULATION CHARACTERISTICS AND TRENDS

Planning for economic growth and development in Milwaukee County requires an understanding of the County's overall socioeconomic base, which includes its existing population. Demographic data pertaining to the size and distribution of the population and to such population characteristics as age, sex, size of household, educational attainment, and income serve as measures of the extent of existing urban and rural development in the County, and as indicators of development patterns and trends. Such data, consequently, provide an important basis for defining an economic development program.

### Historical Population Trends

An important factor in the study of an area's population is the examination of its changing size, composition, and spatial distribution over time. Such a time series analysis provides an overview of cumulative population growth, and thereby provides important insights essential to the proper conduct of an economic development program. Accordingly, this section examines the historic trends in the size, composition, and spatial distribution of the population of Milwaukee County.

As shown in Table 23, in 1890 the County consisted of 236,100 persons, or nearly 61 percent of the total population of the seven-county Region, the largest number of inhabitants of any county in the Region at that time. The population of the County grew rapidly, and by 1930 had more than tripled to 725,300. From 1930 to 1960, the County's population continued to grow, resulting in a 1960 resident population of 1,036,000, or about 66 percent of the total regional population.

The resident population in Milwaukee County during the most recent 20-year time period--1960 to 1980--declined by 71,000 persons, or about 7 percent. This population decline resulted from a relatively small increase in the population during the 1960's of 18,200 persons, or about 2 percent, and a decline in population during the 1970's of 89,200 persons, or 8 percent. The rate of population growth during these time periods was lower than that for all other

areas shown in Table 23. During the most recent time period, 1980 to 1984, the County's population continued to decline, showing a loss of 31,000 persons, or about 3 percent. In 1984, the estimated resident population of Milwaukee County was 934,000 persons, or about 54 percent of the regional population.

The decline in the total resident population of the County, and in the percentage of the regional population, is indicative of recent significant geographic population shifts. As shown in Table 24, prior to the 1930 to 1960 time period, the three highly urbanized counties in the Region--Kenosha, Milwaukee, and Racine--showed a continued increase in their percentage of the regional population. The dispersion of the urban population and decentralization of both work and leisure-related activities--which began in the 1920's and 1930's--reversed this trend, however, resulting in significant shifts in the distribution of the population among the Region's seven counties. As shown in Table 24, the most dramatic changes in population distribution from 1930 to 1980 occurred in Milwaukee and Waukesha Counties. The Milwaukee County proportion of the total regional population increased by about 6 percent from 1900 to 1930, and then decreased by about 6 percent from 1930 to 1960, and by 11 percent from 1960 to 1980. In contrast, the Waukesha County proportion of the total regional population decreased by approximately 2 percent from 1900 to 1930, and then increased by about 5 percent from 1930 to 1960, and between 1960 and 1980 increased by 6 percent.

Recent changes in the resident population of minor civil divisions within Milwaukee County are shown in Table 25. These changes in the population of the nine villages and 10 cities in Milwaukee County reflect national trends in the movement of population away from large cities and older suburban communities to relatively new suburban communities. In 1984 the City of Milwaukee, the largest city in Milwaukee County, had a total population of 602,932 persons, or about 65 percent of the total county population. This represents a decline of 138,392 persons, or about 19 percent, from the 1960 population of 741,324 persons. The largest decline in the City's population occurred during the most recent 10-year period, 1970 to 1980, when the City's population declined by about 11 percent. It is important to note that the change in population from 1980 to 1984 shows a continuation of this trend, with a 5.2 percent decline in the City's population during this four-year period. The older, suburban communities surrounding the City of Milwaukee such as the Cities of Cudahy, St. Francis, South Milwaukee, Wauwatosa, and West Allis and the Villages of Fox Point, Hales Corners, Shorewood, West Milwaukee, and Whitefish Bay show similar patterns of only marginal increases in population or significant declines in resident population from 1970 to 1984. Conversely, the newer suburban communities such as the Cities of Franklin, Glendale, Greenfield, and Oak Creek and the Villages of Bayside, Brown Deer, Greendale, and River Hills show relatively greater increases in resident population during the 1960 to 1984 time period.

The highly urbanized nature of Milwaukee County is documented in Table 26, which shows the urban and rural composition of the population in Milwaukee County, the Region, Wisconsin, and the United States in 1980. As indicated in Table 26, all of the County's population was identified as urban in 1980.

### Population Characteristics

The characteristics of the resident population are important in any economic development. The local market potential for various consumer products and

Table 23

**TOTAL POPULATION IN MILWAUKEE COUNTY, THE REGION,  
WISCONSIN, AND THE UNITED STATES: 1890-1984**

Year	Population							
	Milwaukee County		Region <sup>a</sup>		Wisconsin		United States	
	Population	Percent Change from Preceding Time Period	Population	Percent Change from Preceding Time Period	Population	Percent Change from Preceding Time Period	Population	Percent Change from Preceding Time Period
1890	236,100	--	386,800	--	1,693,300	--	62,947,700	--
1900	330,000	39.8	501,800	29.7	2,069,000	22.2	75,994,600	20.7
1910	433,200	31.3	631,200	25.8	2,333,900	12.8	91,972,300	21.0
1920	539,400	24.5	783,700	24.2	2,632,100	12.8	105,710,600	14.9
1930	725,300	34.5	1,006,100	28.4	2,939,000	11.7	122,775,000	16.1
1940	766,900	5.7	1,067,700	6.1	3,137,600	6.8	131,669,300	7.2
1950	871,000	13.6	1,240,600	16.2	3,434,600	9.5	151,325,800	14.9
1960	1,036,000	18.9	1,573,600	26.8	3,952,800	15.1	179,323,200	18.5
1970	1,054,200	1.8	1,756,100	11.6	4,417,900	11.8	203,302,000	13.4
1980	965,000	-8.5	1,764,800 <sup>b</sup>	0.5	4,705,800	6.5	226,549,400 <sup>b</sup>	11.4
1984	934,000 <sup>c</sup>	-3.2	1,736,500 <sup>c</sup>	-1.6	4,774,400 <sup>c</sup>	1.5	235,110,000	3.8

<sup>a</sup>The Southeastern Wisconsin Region comprises Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha Counties.

<sup>b</sup>This number is a revision of the 1980 census.

<sup>c</sup>Wisconsin Department of Administration 1984 estimates.

Source: U. S. Bureau of the Census and SEWRPC.

Table 24

**POPULATION DISTRIBUTION IN THE REGION  
BY COUNTY: SELECTED YEARS 1900-1980**

County	1900		1930		1960		1970		1980	
	Population	Percent of Region	Population	Percent of Region	Population	Percent of Region	Population	Percent of Region	Population	Percent of Region
Kenosha.....	21,707	4.3	63,277	6.3	100,615	6.4	117,917	6.7	123,137	7.0
Milwaukee....	330,017	65.8	725,263	72.1	1,036,047	65.8	1,054,249	60.1	964,988	54.7
Ozaukee.....	16,363	3.3	17,394	1.7	38,441	2.5	54,461	3.1	66,981	3.8
Racine.....	45,644	9.1	90,217	9.0	141,781	9.0	170,838	9.7	173,132	9.8
Walworth.....	29,259	5.8	31,058	3.1	52,368	3.3	63,444	3.6	71,507	4.0
Washington...	23,589	4.7	26,551	2.6	46,119	2.9	63,839	3.6	84,848	4.8
Waukesha.....	35,229	7.0	52,358	5.2	158,249	10.1	231,335	13.2	280,203 <sup>a</sup>	15.9
Region	501,808	100.0	1,006,118	100.0	1,573,620	100.0	1,756,083	100.0	1,764,796	100.0

<sup>a</sup>This number is a revision of the 1980 census.

Source: U. S. Bureau of the Census and SEWRPC.

Table 25

**POPULATION IN MILWAUKEE COUNTY BY  
CIVIL DIVISION: 1960, 1970, 1980, AND 1984**

Civil Division	Population				1960-1970 Change		1970-1980 Change		1980-1984 Change		1960-1984 Change	
	1960	1970	1980	1984 <sup>c</sup>	Number	Percent	Number	Percent	Number	Percent	Number	Percent
<b>Cities</b>												
Cudahy.....	17,975	22,078	19,547	19,272	4,103	22.8	-2,531	-11.5	-275	-1.4	1,297	7.2
Franklin.....	10,006	12,247	16,871	18,449	2,241	22.4	4,624	37.8	1,578	9.4	8,443	84.4
Glendale.....	9,537	13,426	13,882	14,003	3,889	40.8	456	3.4	121	0.9	4,466	46.8
Greenfield.....	17,636	24,424	31,353	32,412	6,788	38.5	6,929	28.4	1,059	3.4	14,776	83.8
Milwaukee <sup>a</sup> .....	741,324	717,372	636,295	602,932	-23,952	-3.2	-81,077	-11.3	-33,363	-5.2	-138,392	-18.7
Oak Creek.....	9,372	13,928	16,932	17,854	4,556	48.6	3,004	21.6	922	5.4	8,482	90.5
St. Francis.....	10,065	10,498	10,095	9,990	433	4.3	-403	-3.8	-105	-1.0	-75	-0.7
<b>South</b>												
Milwaukee.....	20,307	23,297	21,069	20,712	2,990	14.7	-2,228	-9.6	-357	-1.7	405	2.0
Wauwatosa.....	56,923	58,676	51,308	50,936	1,753	3.1	-7,368	-12.6	-372	-0.7	-5,987	-10.5
West Allis.....	68,157	71,649	63,982	65,138	3,492	5.1	-7,667	-10.7	1,156	1.8	-3,019	-4.4
<b>Villages</b>												
Bayside <sup>b</sup> .....	3,078	4,338	4,612	4,594	1,260	40.9	274	6.3	-18	-0.4	1,516	49.3
Brown Deer.....	11,280	12,582	12,921	12,819	1,302	11.5	339	2.7	-102	-0.8	1,539	13.6
Fox Point.....	7,315	7,939	7,649	7,328	624	8.5	-290	-3.7	-321	-4.2	13	0.2
Greendale.....	6,843	15,089	16,928	16,614	8,246	120.5	1,839	12.2	-314	-1.9	9,771	142.8
Hales Corners....	5,549	7,771	7,110	6,922	2,222	40.0	-661	-8.5	-188	-2.6	1,373	24.7
River Hills.....	1,257	1,561	1,642	1,663	304	24.2	81	5.2	21	1.3	406	32.3
Shorewood.....	15,990	15,576	14,327	14,510	-414	-2.6	-1,249	-8.0	183	1.3	-1,480	-9.3
<b>West</b>												
Milwaukee.....	5,043	4,405	3,535	3,636	-638	-12.7	-870	-19.8	101	2.9	-1,407	-27.9
Whitefish Bay....	18,390	17,402	14,930	14,220	-988	-5.4	-2,472	-14.2	-710	-4.8	-4,170	-22.7
<b>Milwaukee County</b>	<b>1,036,047</b>	<b>1,054,258</b>	<b>964,988</b>	<b>934,004</b>	<b>18,211</b>	<b>1.8</b>	<b>-89,270</b>	<b>-8.5</b>	<b>-30,984</b>	<b>-3.2</b>	<b>-102,043</b>	<b>-9.8</b>

<sup>a</sup>Milwaukee County portion only--total population of the City of Milwaukee in 1980 was 636,297, of which two resided in Washington County.

<sup>b</sup>Milwaukee County portion only--total population of the Village of Bayside in 1980 was 4,724, of which 112 resided in Ozaukee County.

<sup>c</sup>Based upon 1984 estimates.

Source: U.S. Bureau of the Census, Wisconsin Department of Administration 1984 population estimates, and SEWRPC.

Table 26

**URBAN AND RURAL POPULATION IN MILWAUKEE COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1980**

Area	Urban		Rural				Total		Total	
			Nonfarm		Farm					
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Milwaukee County.....	964,988	100.0	--	--	--	--	--	--	--	--
Region.....	1,520,101	86.1	229,260	13.0	15,558	0.9	244,818	13.9	1,764,919	100
Wisconsin.....	3,020,045	64.2	1,403,000	29.8	282,722	6.0	1,685,722	35.8	4,705,767	100
United States....	167,054,638	73.7	53,873,264	23.8	5,617,903	2.5	59,491,167	26.3	226,545,805	100

Source: U. S. Bureau of the Census and SEWRPC.

services, the characteristics of the population available to meet the employment needs of local employers, and present and future demands for different community facilities and services placed upon society by different groups of people are all important factors related to the character of the resident population. This section, accordingly, examines the age composition, sex composition, race, income characteristics, population in poverty, household composition, school enrollment, educational attainment, and residential mobility of the resident population of Milwaukee County.

Age Composition: Knowledge of the age composition of a population is vital to economic development program planning since age generally governs when a person completes his or her schooling, enters the labor market, marries, begets a family, or retires from the labor force. Since each age group exerts different demands on society for facilities and services, it is important to know the number of persons currently in each age group. The needs of the older, more mature population are quite different from those of a younger, growing population. Moreover, each group contributes differently to the economic support of society.

Table 27 compares the 1980 age distribution of the population in Milwaukee County to the age distribution of the population in the Southeastern Wisconsin Region, Wisconsin, and the United States. As shown in Table 27, the median age of the Milwaukee County population is similar to that of the populations of the other areas. The County's 1980 median age, 30.0 years, was identical to the median age in the nation and only slightly greater than the median age in the Region, 29.7 years, and the State, 29.4 years. However, comparison of the age distribution of the County's population with the age distributions of the populations of the other areas shown in Table 27 indicates that the County is somewhat under-represented in the younger age categories of 5 to 9 years, 10 to 14 years, and 15 to 19 years, and the middle age category of 35 to 44 years. This under-representation is due, in part, to the out-migration of the County's population. In most cases, persons of 35 to 44 years of age are more mobile than are persons in other age categories. The likelihood of persons in the highly mobile 35 to 44 age group having children in the 5 to 19 age category accounts for the under-representation of the latter age group in the County's population.

Conversely, the County's population shows an over-representation of persons in the 20 to 24 year, 25 to 29 year, and 65 years and older age categories. The over-representation of persons in the 20 to 29 year age categories is due, in part, to the availability of jobs, and especially entry level jobs, in the Milwaukee County area and the relative immobility of persons in these age groups. The usual decline in wage and salary income, together with the tendency of many elderly persons to remain in their existing residential locations in the County, accounts, in part, for the over-representation of persons in the 65 year and older age category.

Sex Composition: In most populations, the number of males and females tends to be nearly equal, with males slightly outnumbering females at the younger ages and females slightly outnumbering males at the older ages. Large imbalances in sex composition tend to be unusual and temporary. Imbalances in sex composition affect social, economic, and community life, and, therefore, a measure of sex composition is important to economic development program planning.

Table 27

**AGE COMPOSITION OF THE POPULATION OF MILWAUKEE COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1980**

Age Group	Population							
	Milwaukee County		Region		Wisconsin		United States	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Under 5	69,030	7.1	128,085	7.3	346,940	7.4	16,348,254	7.2
5-9	64,808	6.7	127,834	7.2	344,804	7.3	16,699,956	7.3
10-14	71,342	7.4	146,252	8.3	392,247	8.3	18,242,129	8.1
15-19	86,669	9.0	168,897	9.6	466,612	9.9	21,168,124	9.3
20-24	100,003	10.4	166,934	9.5	450,026	9.6	21,318,704	9.4
25-29	91,222	9.5	153,984	8.7	401,915	8.5	19,520,919	8.6
30-34	70,816	7.3	134,573	7.6	348,115	7.4	17,560,920	7.8
35-44	93,521	9.7	194,058	11.0	501,973	10.7	25,634,710	11.3
45-54	98,174	10.2	182,119	10.3	452,945	9.6	22,799,787	10.1
55-59	52,580	5.4	90,688	5.1	229,046	4.9	11,615,254	5.1
60-64	45,276	4.7	76,201	4.3	206,947	4.4	10,087,621	4.5
65 and Older	121,547	12.6	195,294	11.1	564,197	12.0	25,549,427	11.3
Total	964,988	100.0	1,764,919	100.0	4,705,767	100.0	226,545,805	100.0
Median Age	30.0	--	29.7	--	29.4	--	30.0	--

Source: U. S. Bureau of the Census and SEWRPC.

Table 28

**SEX COMPOSITION OF THE POPULATION IN MILWAUKEE COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1980**

Area	Male		Female		Total	
	Number	Percent	Number	Percent	Number	Percent
Milwaukee County....	458,776	47.5	506,212	52.5	964,988	100
Region.....	854,125	48.4	910,794	51.6	1,764,919	100
Wisconsin.....	2,305,427	49.0	2,400,340	51.0	4,705,767	100
United States.....	110,053,161	48.6	116,492,644	51.4	226,545,805	100

Source: U. S. Bureau of the Census and SEWRPC.



The number of males in Milwaukee County in 1980, 458,776, in 1980 was slightly less than the number of females, 506,212 (see Table 28). The sex distribution of the population in Milwaukee County shows only a slight deviation from that in other areas, with the percentage of females being slightly greater than in other areas. In 1980, about 53 percent of the County's population was female and about 47 percent of the population was male, whereas about 52 percent of the regional population and about 51 percent of the population of the State and nation were female.

**Racial Composition:** The number and type of racial minorities in a population have important implications for an area's economy. Minority residents have traditionally borne the burden of discriminatory policies in housing, education, and employment, and therefore, in many cases, have not had the opportunity to become skilled and experienced members of the labor force.

Table 29 indicates the racial composition of the population in Milwaukee County, the Region, Wisconsin, and the United States in 1980. As shown in the table, the nonwhite population in Milwaukee County, 18 percent, is greater than that in the United States, 17 percent; the Region, 12 percent; and Wisconsin, 6 percent. In 1980 the nonwhite population of Milwaukee County totaled 176,259 persons. The largest racial minority group in Milwaukee County is the black population, 149,435 persons, or about 16 percent of the total population, and persons of Spanish origin, 29,343 persons, or about 3 percent of the total population. American Indians, Eskimos, Aleuts, and Asian and Pacific Islanders totaled 11,580 persons, or about 1 percent of the resident population of Milwaukee County. The greatest concentration of racial minority groups in Milwaukee County is in the City of Milwaukee. In 1980, the City of Milwaukee population included 169,592 nonwhite persons, or about 96 percent of all nonwhite persons in Milwaukee County.

**Income Characteristics:** The income characteristics of families and persons in Milwaukee County, the Region, the State, and the nation are shown in Table 30. In 1979 the per capita income in Milwaukee County, \$7,952, was greater than the per capita income in Wisconsin, \$7,243, and the nation, \$7,298, and slightly less than the per capita income in the Region, \$8,154. The median household income in Milwaukee County, \$18,122, was greater than that in Wisconsin, \$17,680, or the nation, \$16,841, and, again, less than that in the Region, \$20,096.

Table 31 shows the median and mean household income and the per capita income of persons in the civil divisions within Milwaukee County. As indicated in the table, a number of the older civil divisions in Milwaukee County have mean and median household incomes and per capita incomes that are lower than those in other areas, with the comparison of median incomes of the civil divisions indicative of the relative differences. The Cities of Milwaukee, \$16,028, and West Allis, \$18,686, show median household incomes that are the lowest of all cities in Milwaukee County. The villages with relatively low median incomes include West Milwaukee, \$16,430, and Shorewood, \$19,570. The wide range of household incomes in Milwaukee County has important implications for countywide economic development. Persons residing in communities with lower household incomes are more likely to be in need of the benefits of economic development activities, including the creation of jobs for the unemployed and the upgrading of jobs for the underemployed.

Table 29

**RACIAL COMPOSITION OF THE POPULATION IN MILWAUKEE COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1980**

	White		Black		American Indian, Eskimo, Aleut		Asian and Pacific Islander	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Milwaukee County.....	788,729	81.7	149,435	15.5	5,835	0.6	5,745	0.6
Region.....	1,558,076	88.3	167,876	9.5	7,416	0.4	8,919	0.5
Wisconsin.....	4,443,035	94.4	182,592	3.9	29,499	0.6	18,164	0.4
United States....	188,371,622	83.1	26,495,025	11.7	1,420,400	0.6	3,500,439	1.6

	Other Race <sup>a</sup>		Total Nonwhite		Spanish Origin <sup>b</sup>		Total	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Milwaukee County.....	15,244	1.6	176,259	18.3	29,343	3.0	964,988	100
Region.....	22,632	1.3	206,843	11.7	46,452	2.6	1,764,919	100
Wisconsin.....	32,477	0.7	262,732	5.6	62,972	1.3	4,705,767	100
United States....	6,758,319	3.0	38,174,183	16.9	14,608,673	6.5	226,545,805	100

<sup>a</sup>Includes other race no where else coded in the census.

<sup>b</sup>The 1980 U. S. Census did not count persons of Spanish origin as a separate race category. Therefore, the Spanish origin category shown above includes persons of Spanish origin who are also included in other race categories.

Source: U. S. Bureau of the Census and SEWRPC.

Table 30

**MEAN AND MEDIAN HOUSEHOLD INCOME AND PER CAPITA INCOME  
OF PERSONS 15 YEARS AND OLDER IN MILWAUKEE COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1979**

Income	Households							
	Milwaukee County		Region		Wisconsin		United States	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
\$0-\$4,999.....	40,734	11.2	59,308	9.4	181,943	11.0	10,663,441	13.2
\$5,000-\$9,999.....	55,392	15.2	83,645	13.3	259,020	15.7	12,772,409	15.9
\$10,000-\$14,999.....	53,090	14.6	82,607	13.1	248,555	15.0	12,342,073	15.3
\$15,000-\$19,999.....	52,330	14.4	87,216	13.9	249,541	15.1	11,379,049	14.1
\$20,000-\$29,999.....	87,525	24.0	161,400	25.6	401,832	24.3	17,441,615	21.7
\$30,000-\$39,999.....	43,673	11.9	87,240	13.9	182,148	11.0	8,582,674	10.7
\$40,000-\$49,999.....	17,381	4.8	35,701	5.7	68,236	4.1	3,594,101	4.5
\$50,000 and Over....	14,335	3.9	32,100	5.1	63,502	3.8	3,692,065	4.6
Median.....	\$18,122	--	\$20,096	--	\$17,680	--	\$16,841	--
Mean.....	20,824	--	22,756	--	20,382	--	20,306	--
Per Capita.....	7,952	--	8,154	--	7,243	--	7,298	--
Total Households	363,653	100.0	627,955	100.0	1,652,261	100.0	80,389,673	100.0

Source: U. S. Bureau of the Census and SEWRPC.

Table 31

**MEAN AND MEDIAN HOUSEHOLD INCOME  
AND PER CAPITA INCOME OF PERSONS IN  
MILWAUKEE COUNTY CIVIL DIVISIONS: 1979**

Civil Division	Income		
	Median	Mean	Per Capita <sup>a</sup>
<b>Cities</b>			
Cudahy.....	\$20,305	\$21,490	\$7,855
Franklin.....	25,464	26,948	8,787
Glendale.....	27,195	32,515	11,387
Greenfield.....	22,137	24,052	9,267
Milwaukee.....	16,028	18,172	7,028
Oak Creek.....	23,413	24,866	8,194
St. Francis.....	20,231	21,351	8,120
South Milwaukee....	20,850	22,422	7,875
Wauwatosa.....	23,288	27,045	10,264
West Allis.....	18,686	20,548	8,311
<b>Villages</b>			
Bayside.....	\$42,848	\$57,035	\$17,976
Brown Deer.....	25,888	27,768	9,704
Fox Point.....	34,614	51,040	18,633
Greendale.....	27,718	29,923	9,464
Hales Corners.....	24,892	28,552	10,003
River Hills.....	48,766	78,141	24,951
Shorewood.....	19,570	24,389	10,947
West Milwaukee.....	16,430	17,087	8,747
Whitefish Bay.....	29,130	35,098	13,068
<b>Milwaukee County</b>	<b>\$18,122</b>	<b>\$20,824</b>	<b>\$ 7,952</b>

<sup>a</sup>Per capita incomes shown are for persons 15 years and older.

Source: U. S. Bureau of the Census.

Table 32

**NONINSTITUTIONALIZED PERSONS BELOW THE POVERTY LEVEL  
IN MILWAUKEE COUNTY, THE REGION, WISCONSIN,  
AND THE UNITED STATES: 1979**

Poverty Status	Area							
	Milwaukee County		Region		Wisconsin		United States	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Persons Below the Poverty Level....	96,211	10.2	136,732	7.9	397,813	8.7	27,392,580	12.4
Total.....	942,329	100.0	1,727,257	100.0	4,582,005	100.0	220,845,766	100.0

Source: U. S. Bureau of the Census and SEWRPC.

**Persons In Poverty:** Table 32 indicates the number and proportion of persons with incomes below the poverty level in 1979 in Milwaukee County, the Region, Wisconsin, and the United States. As shown in the table, 10.2 percent of the population of Milwaukee County was below the poverty level, compared with 7.9 percent for the Region and 8.7 percent for the State. However, the percentage of persons below the poverty level was lower in Milwaukee County than in the nation, wherein 12.4 percent of the population was below the poverty level. As indicated in Table 33, the percentage of persons in poverty in the City of Milwaukee, 13.8, is more than double the percentage in any of the other civil divisions in the County. Overall, 85,328 persons were below the poverty level in the City of Milwaukee in 1979. Civil divisions that show a higher percentage of persons in poverty include the Cities of St. Francis,

5.9 percent, South Milwaukee, 4.9 percent, and West Allis, 4.5 percent; and the Village of Shorewood, 5.3 percent. It is important to indicate that an economic development program in Milwaukee County should take into consideration the higher levels of poverty in certain areas of the County and, as a result, the need for specialized economic development activities.

**Household Composition:** A household is composed of all persons who occupy a group of rooms or a single room which constitutes a housing unit, i.e., separate living quarters. The household is a useful unit of analysis for various market studies and for public utility and transportation system planning. All persons not living in households are classified as living in group quarters such as hospitals for the chronically ill, homes for the aged, correctional institutions, college dormitories, and military barracks.

There were a total of 363,653 households in Milwaukee County in 1980, an increase of 25,048 households, or about 7 percent, over the 1970 level (see Table 34).

This percentage increase is similar to that experienced from 1960 to 1970. Since the rate of household growth was greater than the rate of total population growth during both of these 10-year time periods, the number of persons per household declined from 3.21 in 1960 to 3.04 in 1970, and to 2.59 in 1980. This same trend is evident for the Region, the State, and the nation during the 1960 to 1980 time period, as shown in Table 34.

**School Enrollment:** Table 35 indicates the number of persons 5 to 24 years of age who were enrolled in schools within Milwaukee County, the Region, the State, and the nation in 1960, 1970, and 1980. As shown in the table, Milwaukee County experienced an increase in school enrollment of about 21 percent from 1960 to 1970. While school enrollment increased in Milwaukee County during this time period, the increase was less than that for the Region, 37 percent; Wisconsin, 36 percent; and the United States, 32 percent. As shown in Table 35, school enrollments in Milwaukee County, the Region, and the State have declined sharply since 1970. In 1980, 220,277 students were enrolled in Milwaukee County schools, a 25 percent decrease from 1970. The percentage decline in the County was greater than that experienced in the Region, 16 percent, and the State, 9 percent. While these declines in school enrollment have been due, in part, to a slowing in the rate of the total population growth and the tendency for families to have fewer children, the greater percentage decline in school enrollments in Milwaukee County than in the comparable areas is also an indication of a decline in economic conditions in the County.

**Educational Attainment:** The level of formal education attained is a significant determinant of the social and economic status of a population. For many

Table 33

**NONINSTITUTIONALIZED PERSONS  
BELOW THE POVERTY LEVEL  
IN MILWAUKEE COUNTY  
CIVIL DIVISIONS: 1979**

Civil Division	Persons Below the Poverty Level	
	Number	Percent
<b>Cities</b>		
Cudahy.....	709	3.6
Franklin.....	552	3.4
Glendale.....	337	2.6
Greenfield.....	837	2.7
Milwaukee.....	85,328	13.8
Oak Creek.....	536	3.2
St. Francis.....	571	5.9
South Milwaukee....	1,010	4.9
Wauwatosa.....	1,298	2.6
West Allis.....	2,870	4.5
<b>Villages</b>		
Bayside.....	62	1.4
Brown Deer.....	297	2.3
Fox Point.....	146	2.0
Greendale.....	301	1.8
Hales Corners.....	156	2.2
River Hills.....	44	2.7
Shorewood.....	740	5.3
West Milwaukee.....	107	3.1
Whitefish Bay.....	300	2.0
<b>Milwaukee County</b>	<b>96,211</b>	<b>10.2</b>

Source: U. S. Bureau of the Census and SEWRPC.

Table 34

**NUMBER OF HOUSEHOLDS AND PERSONS PER HOUSEHOLD IN  
MILWAUKEE COUNTY, THE REGION, WISCONSIN,  
AND THE UNITED STATES: 1960-1980**

Area	Household			Percent Change			Number of Persons per Household		
	1960	1970	1980	1960-1970	1970-1980	1960-1980	1960	1970	1980
Milwaukee County....	314,875	338,605	363,653	7.5	7.4	15.5	3.21	3.04	2.59
Region.....	465,913	536,485	627,955	15.1	17.0	34.8	3.30	3.27	2.75
Wisconsin.....	1,146,040	1,328,804	1,652,261	16.0	24.3	44.2	3.36	3.22	2.77
United States.....	53,023,875	62,874,000	80,389,673	18.6	27.9	51.6	3.33	3.14	2.75

Source: U. S. Bureau of the Census and SEWRPC.

Table 35

**SCHOOL ENROLLMENT OF PERSONS 5 TO 24 YEARS  
OF AGE IN MILWAUKEE COUNTY, THE REGION,  
WISCONSIN, AND THE UNITED STATES: 1960-1980**

Area	Total Enrolled in School			Percent Change	
	1960	1970	1980	1960-1970	1970-1980
Milwaukee County....	240,490	292,036	220,227	21.4	-24.6
Region.....	375,665	516,260	432,121	37.4	-16.3
Wisconsin.....	982,588	1,337,797	1,216,384	36.1	-9.1
United States.....	42,727,632	56,240,936	54,691,023	31.6	-2.8

Source: U.S. Bureau of the Census and SEWRPC.

people, the degree of participation in and understanding of the complex technological changes occurring in society today are directly related to the extent of their formal education. For example, persons with less than a fifth grade education are considered functionally illiterate. Such persons are generally relegated to unskilled labor in a technologically advancing society, and often find themselves part of the unemployed labor force.

Since most required formal education is completed by age 18, educational attainment is most relevant when related to the population 18 years of age and older. Table 36 indicates the educational attainment levels of this age group for 1980 in Milwaukee County, the Region, the State, and the nation. Employers often regard educational attainment as an important aspect of a worker's job readiness and, in most cases, require that a potential employee, at a minimum, complete his or her high school education. In 1980, 39 percent of the population of Milwaukee County had completed high school, compared with 42 percent in the State of Wisconsin, 41 percent in the Region, and 36 percent in the nation. In 1980, 14 percent of the population of Milwaukee County had completed four or more years of college, greater than the comparable figure for the State, 12 percent; slightly less than that for the Region, 15 percent; and identical to that for the United States, 14 percent. The educational attainment of the County's population in the 18 years and older age group is generally quite similar to that for other areas and should not present a significant problem for local employers. However, local economic development practitioners may need to examine more closely the relatively lower percentage of persons with four years of high school education in the County.

Table 36

**PERSONS 18 YEARS OF AGE AND OLDER BY YEARS OF SCHOOL  
COMPLETED IN MILWAUKEE COUNTY, THE REGION,  
WISCONSIN, AND THE UNITED STATES: 1980**

Education	Milwaukee County		Region		Wisconsin		United States	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Elementary Through High School								
One to Three Years.....	210,414	29.7	350,714	27.8	945,674	28.3	51,697,642	31.8
High School, Four Years...	276,442	39.0	510,428	40.5	1,413,216	42.2	59,069,903	36.3
College								
One to Three Years.....	122,131	17.2	217,090	17.2	548,953	16.4	28,289,943	17.4
Four Years.....	57,735	8.1	108,972	8.6	258,175	7.7	12,939,870	8.0
Five or More Years.....	42,814	6.0	73,601	5.9	180,312	5.4	10,519,122	6.5
<b>Total</b>	<b>709,536</b>	<b>100.0</b>	<b>1,260,805</b>	<b>100.0</b>	<b>3,346,330</b>	<b>100.0</b>	<b>162,516,480</b>	<b>100.0</b>

Source: U. S. Bureau of the Census and SEWRPC.

Table 37

**RESIDENTIAL MOBILITY OF THE POPULATION 5 YEARS OF AGE  
AND OLDER IN MILWAUKEE COUNTY, THE REGION, WISCONSIN,  
AND THE UNITED STATES: 1965-1970 AND 1975-1980**

Area and Time Period	Nonmovers		Movers								Total	
			Persons Previously Living in the Same County		Persons Previously Living In A Different County		Persons Previously Living Abroad		Moved--No Report on Last Residence/Other			
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Milwaukee County 1965-1970 1975-1980	537,231 498,326	55.7 55.5	276,066 290,450	28.6 32.4	83,917 99,657	8.7 11.1	7,437 8,981	0.8 1.0	60,271 N/A	6.2 N/A	964,922 897,414	100 100
Region 1965-1970 1975-1980	896,919 913,195	56.0 55.7	398,447 458,044	24.9 28.0	206,891 253,045	12.9 15.4	10,452 13,449	0.6 0.8	90,072 N/A	5.6 N/A	1,602,781 1,637,733	100 100
Wisconsin 1965-1970 1975-1980	2,332,293 2,451,424	57.8 59.5	896,232 1,111,150	22.2 23.6	600,345 767,649	14.9 16.3	23,443 29,401	0.6 0.6	183,479 N/A	4.5 N/A	4,035,792 4,359,624	100 100
United States 1965-1970 1975-1980	98,563,661 112,695,416	53.0 53.5	43,356,797 52,749,574	23.3 25.1	31,736,866 40,946,465	17.1 19.5	2,696,618 3,931,836	1.4 1.9	9,740,880 N/A	5.2 N/A	186,094,822 210,323,291	100 100

Note: N/A indicates data are not available and are not expected to become available.

Source: U. S. Bureau of the Census and SEWRPC.



Residential Mobility: Educational and occupational status, together with age, sex, and marital status, are prime determinants of mobility. In the course of any one year, about 18 percent of the nation's population is likely to move from one residence to another. However, some of these moves are made by the same persons more than once. These moves are represented simply by the term residential mobility. Some of these moves are made within the same county, some are made from one county to another, and some from one state to another. Intercounty and interstate moves are termed migratory, while the others are considered local, nonmigratory moves.

As shown in Table 37, the 1970 and 1980 Milwaukee County population included an identical percentage of nonmovers, 56 percent. In addition, in 1980 the County and the Region included an identical percentage of nonmovers, and the County had a smaller percentage of nonmovers than did the State, 60 percent, and a greater percentage of nonmovers than did the U. S., 54 percent. However, Milwaukee County showed a greater percentage, 32 percent, of local movers than did the Region, 28 percent; the State, 24 percent; and the nation, 25 percent; and a smaller percentage of migratory movers, or persons who previously resided in a different County, 11 percent, than did the Region, 15 percent; the State, 16 percent; or the nation, 20 percent.

### Components of Population Change

Population increases result from births and in-migration; population decreases result from deaths and out-migration. Thus, population change is not a simple phenomenon, but comprises four major components: fertility (births); mortality (deaths); in-migration (inflows); and out-migration (outflows). The balance between births and deaths is termed "natural increase" and the balance between in-migration and out-migration is termed "net migration."

Natural Increase and Net Migration: Table 38 indicates the population changes occurring in Milwaukee County, the Region, the State, and the nation from 1960 to 1980 due to natural increase and net migration. As shown in the table, Milwaukee County experienced a high rate of net out-migration, 14 percent, between 1970 and 1980, compared with 10 percent during the 1960 to 1970 time period. In addition, Milwaukee County's rate of out-migration during this period was greater than that for the Region, 6 percent, and was greater than the in-migration experienced in Wisconsin, 0.3 percent, and the nation, 6 percent.

**Table 38**

### **RATES OF POPULATION CHANGE, NATURAL INCREASE, AND NET MIGRATION FOR MILWAUKEE COUNTY, THE REGION, WISCONSIN, AND THE UNITED STATES**

Area	1960-1970			1970-1980		
	Population Change	Natural Increase	Net Migration	Population Change	Natural Increase	Net Migration
Milwaukee.....	1.8	11.8	-10.0	-8.5	5.7	-14.2
Region.....	11.6	12.9	- 1.3	0.5	6.4	- 5.9
Wisconsin.....	11.8	11.8	0.0	6.5	6.2	0.3
United States....	13.3	11.5	1.8	11.4	5.9	5.5

Source: U. S. Bureau of the Census, Wisconsin Department of Health and Social Services, and SEWRPC.

The high rate of net out-migration from Milwaukee County was responsible for the sharp decline in the County's population from 1970 to 1980. The net out-migration more than offset the natural increase in the County's population, 6 percent. The net out-migration during the 1970's is not unlike the pattern displayed in other urban counties in the Region. This out-migration is, in part, indicative of the process of suburbanization that continues to be an important factor in metropolitan development patterns in the United States.

### Population Projections

The preparation of population projections for Milwaukee County is a particularly difficult task, fraught with uncertainties and subject to periodic revision as new information becomes available. The population projections presented in this report were developed using the cohort survival technique, and include a series of assumptions concerning the behavior of regional age-specific fertility, mortality, and migration rates over time. Three different projections were made using different combinations of assumed fertility, mortality, and migration rates, in an attempt to ascertain the probable size of the population in the Region and the County under a range of possible future conditions. Age-sex-race specific rates were developed. These sets of conditions, or alternative futures, are intended to represent consistent, reasonable scenarios of future change.

Population projections for the Region in the year 2010 range from a high of approximately 2,316,100 persons under the optimistic population scenario to about 1,517,100 persons under the pessimistic scenario, with the intermediate population level being 1,872,100 persons. These population levels represent an increase of 31 percent and 6 percent for the optimistic and intermediate projections and a decrease of nearly 15 percent under the pessimistic projection from the 1980 regional population of 1,764,919 persons. These projected population levels are shown in Table 39.

Some of the most important changes that may be expected to occur in the coming decades will be an overall decrease in the population in the 0-19 year age group from the 1980 level, and a significant increase in the population 65 years of age and older over the corresponding 1980 level. The 0-19 age group is expected to include between 26 percent and 23 percent of total residents under all three scenarios in the year 2010, representing a sharp decrease from 1980, when the same group accounted for 32 percent of total regional population. The retirement age population--those residents 65 years of age and older--is expected to show dramatic increases in 2010 under all three scenarios. This age group is projected to rise from a 1980 base level of 195,300 persons to 381,000 persons under the optimistic scenario and 261,500 persons under the pessimistic scenario. These figures represent increases of 185,700 and 66,200 persons, respectively, by the year 2010. In that year, approximately 17 percent of the population will fall into that age category under all three scenarios, a substantial increase relative to 1980, when approximately 11 percent of the population fell into that category.

As indicated in Table 39, Milwaukee County's population is projected to increase from 964,988 persons in 1980 to 1,009,800 persons in 2010 under the optimistic population scenario. The 44,812-person increase would represent an increase of only about 5 percent over the projection period, or approximately one-sixteenth of 1 percent per year. The population of Milwaukee County would continue to decline under both the intermediate and pessimistic scenarios,

Table 39

**ACTUAL AND PROJECTED POPULATION LEVELS IN THE  
REGION BY COUNTY: 1980, 1990, 2000, and 2010**

County	Actual 1980 Population Level	Projected Population Levels					
		1990					
		Pessimistic		Intermediate		Optimistic	
		Number	Percent	Number	Percent	Number	Percent
Kenosha.....	123,137	109,900	-10.7	117,300	-4.7	135,700	10.2
Milwaukee.....	964,988	861,700	-10.7	924,300	-4.2	964,900	-- a
Ozaukee.....	66,981	60,500	- 9.7	69,700	4.1	84,000	25.4
Racine.....	173,132	152,900	-11.7	165,200	-4.6	188,400	8.8
Walworth.....	71,507	66,900	- 6.4	78,200	9.4	85,600	19.7
Washington....	84,848	78,000	- 8.1	97,500	14.9	114,300	34.7
Waukesha.....	280,326	267,700	- 4.5	302,000	7.7	353,800	26.2
Region	1,764,919	1,597,600	- 9.5	1,754,200	-0.6	1,926,700	9.2

County	Actual 1980 Population Level	Projected Population Levels					
		2000					
		Pessimistic		Intermediate		Optimistic	
		Number	Percent	Number	Percent	Number	Percent
Kenosha.....	123,137	105,200	-14.6	118,000	-4.2	152,900	24.2
Milwaukee.....	964,988	831,800	-13.8	892,200	-7.5	991,900	2.8
Ozaukee.....	66,981	58,800	-12.2	75,000	12.0	106,200	58.6
Racine.....	173,132	146,800	-15.2	166,000	-4.1	206,000	19.0
Walworth.....	71,507	65,000	- 9.1	85,600	19.7	106,200	48.5
Washington....	84,848	75,800	-10.7	104,500	29.1	135,900	60.2
Waukesha.....	280,326	264,400	- 5.7	336,000	19.9	424,800	51.5
Region	1,764,919	1,547,800	-12.3	1,782,300	1.0	2,123,900	20.3

County	Actual 1980 Population Level	Projected Population Levels					
		2010					
		Pessimistic		Intermediate		Optimistic	
		Number	Percent	Number	Percent	Number	Percent
Kenosha.....	123,137	101,800	-17.3	123,300	0.1	166,800	35.5
Milwaukee.....	964,988	818,100	-15.2	911,300	-5.6	1,009,800	4.6
Ozaukee.....	66,981	57,700	-13.9	81,900	22.3	139,000	107.5
Racine.....	173,132	139,600	-19.4	171,800	-0.8	224,700	29.8
Walworth.....	71,507	63,700	-10.9	89,900	25.7	129,700	81.4
Washington....	84,848	74,400	-12.3	116,000	36.7	164,400	93.8
Waukesha.....	280,326	261,800	- 6.6	378,000	34.8	481,700	71.8
Region	1,764,919	1,517,100	-14.8	1,872,100	6.1	2,316,100	31.2

<sup>a</sup>Less than one-half of 1 percent.

Source: SEWRPC.

with the total loss reaching approximately 53,688 persons and 146,888 persons, respectively, by 2010. These losses are approximately 6 percent under the intermediate scenario and 15 percent under the pessimistic scenario.

A meaningful comparison of Milwaukee County's projected population relative to other counties in southeastern Wisconsin is important to an understanding of the interrelationships of the Region's counties. As indicated in Table 39, under the year 2010 intermediate population projection, Milwaukee County is one of only two of the Region's counties that would show a decline in total population. The decline in Milwaukee County's population of about 6 percent and the decline in Racine County's population of about 1 percent are indicative of the continued decline of population in the Region's older and larger urban centers.

As might be expected, the decline of the projected population in Milwaukee and Racine Counties is accompanied by relatively large population increases in the counties surrounding the urban counties. Under the year 2010 intermediate population projection, the largest percentage increases in total population are expected to occur in the Counties of Waukesha, 33 percent, Washington, 29 percent, and Walworth, 27 percent. Smaller percentage increases, 11 percent and 4 percent, are expected to occur in Ozaukee and Kenosha Counties, respectively.

## LABOR FORCE CHARACTERISTICS

### Introduction

The quality and size of a community's labor force are important factors influencing the economic development of an area. The importance of the labor force to private business is indicated in a 1978 report by the U. S. Congressional Budget Office. The report, entitled Barriers to Local Economic Development, stated that for every dollar of value added by business in the United States, 66 cents is spent on labor--nearly four times the expenditure on land, plants, and equipment combined. Consequently, productive labor is an important factor in the locational decisions of businesses and industries. Accordingly, it is important for proponents of economic development in Milwaukee County to be concerned with the quality and size of the County's labor force. This section of this chapter presents pertinent information on the County's labor force, including information on historic trends in the size and composition of the labor force and characteristics of the employed and unemployed segments of the labor force.

### Historical Labor Force Size and Composition

By definition, the labor force of an area consists of all of its residents who are 16 years of age or older and are either employed at one or more jobs or temporarily unemployed.<sup>1</sup> Historical changes in the size and composition of an area's labor force can indicate change in the economy of the area, and population growth or decline, especially in the working age groups, and provides insight into the migration habits and mobility of the population.

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<sup>1</sup>This definition of labor force was first used in the 1970 U. S. Census of Population. Prior to 1970, the labor force was defined as all persons over 14 years of age.

Table 40

**COMPARATIVE CIVILIAN LABOR FORCE SIZE IN MILWAUKEE COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1960-1980**

Area	Labor Force			Percent Change		
	1960 <sup>a</sup>	1970 <sup>b</sup>	1980 <sup>b</sup>	1960-1970	1970-1980	1960-1980
Milwaukee County....	431,746	454,085	478,184	5.2	5.3	10.8
Region.....	636,901	736,078	876,152	15.6	19.0	37.6
Wisconsin.....	1,527,722	1,774,008	2,263,413	16.1	27.6	48.2
United States.....	68,144,079	80,051,046	104,449,817	17.5	30.5	53.3

<sup>a</sup>Fourteen years of age and older.

<sup>b</sup>Sixteen years of age and older.

Source: U. S. Bureau of the Census; Wisconsin Department of Industry, Labor and Human Relations; and SEWRPC.

Table 40 shows the changes that have occurred in the size of the labor force in Milwaukee County, the Southeastern Wisconsin Region, the State, and the United States during the 30-year period from 1950 to 1980.

Table 40 indicates that the labor force in Milwaukee County has grown at a slower rate than has the labor force in the Region, Wisconsin, or the United States. The labor force in Milwaukee County increased from 431,736 workers in 1960 to 478,184 workers in 1980, an overall increase of about 11 percent. The rate of increase from 1970 to 1980 in Milwaukee County, 5 percent, was identical to the rate of increase in the 1960's. During the 1960's and 1970's, the growth rate for the Milwaukee County labor force was significantly less than that for all of the other areas shown in Table 40. From 1960 to 1980, the Milwaukee County labor force grew by only 11 percent, compared with growth rates in the Region of 38 percent, Wisconsin, 48 percent, and the United States, 53 percent.

A good measure of change in labor force composition is the participation rate. The participation rate compares the size of the labor force to the size of the population of labor force age--that is, the population over 16 years of age. Table 41 shows the labor force participation rate for Milwaukee County, the Region, Wisconsin, and the United States in 1970 and 1980. As indicated in Table 41, the 1980 labor force participation rate in Milwaukee County, 64.4, is similar to that in the State, 64.1; slightly less than that in the Region, 65.9; and greater than that in the United States, 61.0. The percentage point change in the participation rate in Milwaukee County during the 1970 to 1980 time period, 4.7, is less than that in all the other areas. The change in the labor force participation rate was smaller in the County than in the State and nation because the participation rates in the compared areas became more similar to Milwaukee County's rate, and not because of a lack of increase in the County's participation rates. As will be shown, the increase in the labor force participation rate in the County is due primarily to the increase in females in the labor force during the 1970 to 1980 time period.

### Age Composition

The age composition of an area's labor force is significant in that it affects the ability of the labor force to fill a range of expanding employment opportunities. A low ratio of young workers in the labor force may, in part, indicate out-migration from the community, resulting in a potential future labor

shortage of workers to fill entry-level and unskilled jobs. A low ratio of mature workers in the labor force indicates that industry may experience difficulty in locating experienced, highly skilled workers.

Table 42 shows the age composition of the civilian labor force in Milwaukee County, the Region, Wisconsin, and the United States in 1980. As indicated in Table 42, the age composition of the Milwaukee County labor force is similar to that of the compared areas. In 1980, younger workers, or workers 16 to 19 years of age, made up approximately 9 percent of the total civilian labor force, with mature workers, age 20 to 64 years, making up 89 percent of the civilian labor force, and older workers, workers 65 years of age and older, making up approximately 3 percent of the labor force.

### Sex Composition

As already indicated, the increase in the labor force participation rate in Milwaukee County was due primarily to the increase in females participating in the labor force. Table 43 shows the civilian labor force composition by sex for Milwaukee County, the Region, Wisconsin, and the United States for 1960, 1970, and 1980. As indicated in Table 43, the percentage of females in the Milwaukee County labor force, 45 percent, is greater than that for the compared areas, 43 percent. From 1960 to 1980, the County's female civilian labor force increased by 48 percent, while the County's male civilian labor force declined by 8 percent. However, the slower overall growth of the County's labor force resulted in a slower overall growth in the female portion of the County's labor force in comparison to the growth in other areas. From 1960 to 1980, the female portion of the labor force increased by 84 percent, 102 percent, and 99 percent in the Region, Wisconsin, and the United States, respectively. In addition, the slower rate of growth in the County's total labor force resulted in a decline in the number of males in the County's labor force versus an increase in other areas. From 1960 to 1980, the number of males in the labor force increased by 15 percent in the Region, 23 percent in Wisconsin, and 31 percent in the nation.

### Racial Composition

The number of minority labor force members has important implications for an area's economy. As already noted, minority residents have traditionally borne the burden of discriminatory policies in housing, education, and employment, and therefore, in many cases, have not had the opportunity to become skilled and experienced members of the labor force. Consequently, minority residents usually show higher rates of labor force unemployment and underemployment than do nonminority residents. Table 44 shows the comparative labor force composition by race for Milwaukee County, the Region, the State, and United States in 1980. As shown in Table 44, in 1980, a total of 57,550 county labor force members were black, or about 12 percent of the County's total labor force. This percentage is greater than that for all the other areas shown in Table 44. In

Table 41

### LABOR FORCE PARTICIPATION RATES IN MILWAUKEE COUNTY, THE REGION, WISCONSIN, AND THE UNITED STATES: 1970 AND 1980

Area	1970 Rate	1980 Rate	1970-1980 Percent Change
Milwaukee County....	61.5	64.4	4.7
Region.....	61.5	65.9	7.2
Wisconsin.....	59.1	64.1	8.5
United States.....	56.7	61.0	7.6

NOTE: The participation rate compares the size of the labor force to the size of the population of labor force age.

Source: Wisconsin Department of Industry, Labor and Human Relations and SEWRPC.



Table 42

**AGE COMPOSITION OF THE CIVILIAN LABOR FORCE IN MILWAUKEE COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1980**

Area	Civilian Labor Force						Total Civilian Labor Force
	Young Workers 16-19 Years		Mature Workers 20-64 Years		Older Workers 65 Years and Older		
	Number	Percent	Number	Percent	Number	Percent	
Milwaukee County....	41,058	8.6	423,053	88.5	14,073	2.9	478,184
Region.....	81,011	9.3	771,655	88.1	23,486	2.6	876,152
Wisconsin.....	212,775	9.4	1,983,263	87.6	67,375	3.0	2,263,413
United States.....	8,148,628	7.8	93,079,934	89.1	3,221,255	3.1	104,449,817

Source: U. S. Bureau of the Census and SEWRPC.

Table 43

**COMPARATIVE CIVILIAN LABOR FORCE COMPOSITION BY SEX  
FOR MILWAUKEE COUNTY, THE REGION, WISCONSIN,  
AND THE UNITED STATES: 1960, 1970, AND 1980**

Area	Civilian Labor Force						Percent Change		
	1960 <sup>a</sup>		1970 <sup>b</sup>		1980 <sup>b</sup>		1960-1970	1970-1980	1960-1980
	Number	Percent	Number	Percent	Number	Percent			
Milwaukee County									
Male.....	285,752	66.2	271,461	59.8	262,911	55.0	- 5.0	- 3.1	- 8.0
Female.....	145,994	33.8	182,624	40.2	215,273	45.0	25.1	17.9	47.5
Total	431,746	100.0	454,085	100.0	478,184	100.0	5.2	5.3	10.8
Region									
Male.....	430,601	67.6	451,094	61.3	496,957	56.7	4.8	10.2	15.4
Female.....	206,300	32.4	284,984	38.7	379,195	43.3	38.1	33.1	83.8
Total	636,901	100.0	736,078	100.0	876,152	100.0	15.6	19.0	37.6
Wisconsin									
Male.....	1,056,747	68.9	1,108,584	62.5	1,299,739	57.4	4.9	17.2	23.0
Female.....	476,214	31.1	665,424	37.5	963,674	42.6	39.7	44.8	102.4
Total	1,532,961	100.0	1,774,008	100.0	2,263,413	100.0	15.7	27.6	47.6
United States									
Male.....	45,762,669	67.2	49,549,239	61.9	59,926,488	57.4	8.3	20.9	31.0
Female.....	22,381,410	32.8	30,501,807	38.1	44,523,329	42.6	36.3	46.0	98.9
Total	68,144,079	100.0	80,051,046	100.0	104,449,817	100.0	17.5	30.5	53.3

<sup>a</sup>Fourteen years and older.

<sup>b</sup>Sixteen years and older.

Source: U. S. Bureau of the Census and SEWRPC.

In addition, the county labor force included a total of 11,522 workers of Spanish origin, or about 2.4 percent of the total county labor force. The percentage of workers of Spanish origin in the County's labor force was greater than that for the Region, 2.1 percent, and the State, 1.1 percent, but less than that for the nation, 5.7 percent.

Local economic development practitioners in Milwaukee County need to identify and address the major obstacles to full labor force participation of minority workers and business persons in order to improve economic conditions in the County.

### Place of Work

The salaries and wages earned by the resident labor force of an area may not, in all cases, be generated within the community of residence. Workers may travel outside the local labor market for employment, especially when a nearby area offers a wider range of job opportunities or higher wages. Table 45 provides place-of-work information for the labor force of Milwaukee County, the Region, the State, and the United States for 1970 and 1980.

As shown in Table 45, in 1980, 7.2 percent of Milwaukee County's labor force worked outside Milwaukee County; 17 percent of the Region's labor force worked outside the county of residence; 13 percent of the State's labor force worked outside the county of residence; and 17 percent of the nation's labor force worked outside the county of residence. However, from 1970 to 1980, Milwaukee County showed an increase of 1.1 percent in workers employed outside the County, and a corresponding decline of 2 percent in workers employed within Milwaukee County. While the relatively low percentage of workers employed outside Milwaukee County results from the traditional concentration of employment opportunities in urban areas, the percentage point increase in the workers employed outside Milwaukee County and the percentage point decline in workers employed within the County could, in part, indicate the redistribution of jobs within the Region from highly urbanized areas to suburban, rural, and small communities.

### Median Earnings and Average Weekly Wages

The salary and wage structure of an area is an important consideration in the locational decision-making of a business enterprise. Unduly high salaries and wages in the labor market may discourage and, in some cases, prohibit the expansion of employment opportunities. Overall, the wages paid to workers in the Milwaukee Standard Metropolitan Statistical Area are higher than those paid to workers in the State of Wisconsin. Table 46 shows the 1979 median earnings for selected occupational groups in the Milwaukee Standard Metropolitan Statistical Area, the State, and the United States. As shown in Table 46, the 1979 overall median earnings for males in the Milwaukee area, \$19,262, are greater than for males in Wisconsin, \$17,043, and the United States, \$17,107. The median earnings for females in the Milwaukee area, \$11,135, are greater than for females in Wisconsin, \$9,929, and the United States, \$10,134.

Table 47 shows the average weekly wages by industry for Milwaukee County, the Region, and Wisconsin in 1983. The data indicate that, when compared to the State, the higher weekly wages in Milwaukee County occurred in all industries other than the agriculture and forestry industries and the wholesale trade industry, and, when compared to the Region, occurred in all industry categories other than the wholesale trade industry.

Table 44

**COMPARATIVE LABOR FORCE COMPOSITION BY RACE FOR MILWAUKEE COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1980**

Area	Labor Force Composition									
	Total		Black		American Indian, Eskimo, and Aleut		Asian and Pacific Islander		Spanish Origin <sup>a</sup>	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Milwaukee County.....	478,184	100	57,550	12.0	2,456	0.5	3,103	0.6	11,522	2.4
Region.....	876,152	100	65,245	7.4	3,336	0.4	4,546	0.5	18,407	2.1
Wisconsin.....	2,263,413	100	70,789	3.1	11,138	0.5	8,881	0.4	24,459	1.1
United States....	104,449,817	100	10,582,436	10.1	584,479	1.0	1,772,836	1.7	5,992,723	5.7

<sup>a</sup>The 1980 U. S. Census did not count persons of Spanish origin as a separate race category. Therefore, the Spanish origin category shown above includes persons of Spanish origin who are also included in other race categories.

Source: U. S. Bureau of the Census and SEWRPC.

Table 45

**PLACE OF WORK FOR THE LABOR FORCE IN MILWAUKEE COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1970 AND 1980**

Area and Work Place	1970		1980		Percent Change 1970 to 1980
	Number	Percent	Number	Percent	
<b>Milwaukee County</b>					
All Workers <sup>a</sup> .....	428,746	100.0	435,868	100.0	--
Worked in County of Residence.....	373,694	87.2	371,533	85.2	- 2.0
Worked Outside County of Residence...	26,166	6.1	31,299	7.2	1.1
Place of Work Not Reported.....	28,886	6.7	33,036	7.6	0.9
<b>Region</b>					
All Workers <sup>a</sup> .....	696,496	100.0	792,356	100.0	--
Worked in County of Residence.....	546,010	78.4	596,573	75.3	- 3.1
Worked Outside County of Residence...	109,311	15.7	135,206	17.1	1.4
Place of Work Not Reported.....	41,175	5.9	60,577	7.6	1.7
<b>Wisconsin</b>					
All Workers <sup>a</sup> .....	1,680,729	100.0	2,016,410	100.0	--
Worked in County of Residence.....	1,344,379	80.0	1,596,400	79.2	- 0.8
Worked Outside County of Residence...	230,456	13.7	268,598	13.3	- 0.4
Place of Work Not Reported.....	105,894	6.3	151,412	7.5	1.2
<b>United States</b>					
All Workers <sup>a</sup> .....	76,852,389	100.0	93,915,026	100.0	--
Worked in County of Residence.....	57,464,606	74.8	69,998,780	74.5	- 0.3
Worked Outside County of Residence...	13,688,172	17.8	15,626,582	16.6	- 1.2
Place of Work Not Reported.....	5,699,611	7.4	8,289,664	8.8	1.4

<sup>a</sup>Excludes workers working outside their state of residence.

Source: U. S. Bureau of the Census and SEWRPC.

Table 46

**COMPARATIVE MEDIAN EARNINGS BY SEX FOR CIVILIAN LABOR FORCE  
OCCUPATIONAL GROUPS IN THE MILWAUKEE STANDARD METROPOLITAN STATISTICAL  
AREA,<sup>a</sup> THE STATE OF WISCONSIN, AND THE UNITED STATES: 1979**

Occupational Category	Milwaukee SMSA		Wisconsin		United States	
	Male	Female	Male	Female	Male	Female
Managerial and Professional Specialty....	\$23,190	\$14,265	\$21,350	\$12,931	\$22,497	\$13,306
Technical, Sales, and Administrative Support.....	18,305	10,657	17,148	9,776	17,160	10,042
Service.....	15,215	8,213	13,586	7,667	12,459	7,375
Farming, Forestry, and Fishing.....	13,455	7,218	10,585	4,855	10,234	6,232
Precision Production, Craft, and Repair..	20,197	12,219	17,596	10,670	17,124	10,439
Operators, Fabricators, and Laborers.....	17,109	11,606	16,035	10,006	15,011	8,841
Transportation and Material Moving.....	18,408	12,548	16,931	10,817	16,013	9,719
Handlers, Equipment Cleaners, Helpers, and Laborers.....	15,140	9,906	14,148	9,707	12,535	8,909
Experienced Employed Not Classified By Occupation.....	6,610	7,000	6,902	7,421	7,480	7,198
<b>Total Civilian Labor Force</b>	<b>\$19,262</b>	<b>\$11,135</b>	<b>\$17,043</b>	<b>\$ 9,929</b>	<b>\$17,107</b>	<b>\$10,134</b>

NOTE: Individuals worked full-time year round in 1979.

<sup>a</sup>Milwaukee Standard Metropolitan Statistical Area includes Milwaukee, Ozaukee, Washington, and Waukesha Counties.

Source: U. S. Bureau of the Census and SEWRPC.

Table 47

**COMPARATIVE AVERAGE WEEKLY WAGES BY INDUSTRY  
FOR MILWAUKEE COUNTY AND WISCONSIN: 1983<sup>a</sup>**

Industry	Milwaukee County	Region	Wisconsin	County Wages as a Percent of Regional Wages	County Wages as a Percent of State Wages
Agriculture, Forestry, and Fishing.....	\$235.51	\$209.11	\$239.87	112.62	98.18
Mining.....	704.91	552.41	424.94	127.60	165.88
Construction.....	476.23	389.39	389.22	122.30	122.35
Manufacturing.....	470.27	423.35	415.40	111.08	113.21
Transportation, Communications, and Utilities.....	448.27	355.57	408.38	126.07	109.77
Wholesale Trade.....	347.62	353.28	375.57	98.40	92.56
Retail Trade.....	172.65	157.38	159.31	109.70	108.37
Finance, Insurance, and Real Estate.....	370.52	283.12	326.27	130.87	113.56
Services.....	283.04	230.29	249.06	122.91	113.64
<b>Total for All Industries</b>	<b>\$369.16</b>	<b>\$319.55</b>	<b>\$316.71</b>	<b>115.52</b>	<b>116.56</b>

<sup>a</sup>Numbers reflect an annual average.

Source: Wisconsin Department of Industry, Labor and Human Relations, 1983; and SEWRPC.

## Industry Distribution

Tables 48 and 49 indicate the industry distribution of the labor force in 1960, 1970, and 1980 in Milwaukee County, the Region, Wisconsin, and the United States. As shown in the tables, the Milwaukee County labor force is dominated by employment in the manufacturing industry and services industry. In 1980, 140,534 workers, or 31 percent of the County's labor force, were employed in the manufacturing industry, compared to 29 percent in the State and 22 percent in the nation. However, there was a greater percentage of workers in the manufacturing industry in the Region, 33 percent, than in the County. Tables 48 and 49 also indicate that in 1980, about 76 percent of the Milwaukee County manufacturing labor force, or 107,063 workers, was employed in the durable goods segment of the manufacturing industry, compared to 67 percent in the State of Wisconsin and 62 percent in the nation. Again, the percentage of workers in the durable goods manufacturing industry was slightly greater in the Region, 77 percent.

The services industry in Milwaukee County also employs a large segment of the County's labor force. In 1980 this industry accounted for 129,521 workers, or about 29 percent of the total civilian labor force in the County. In 1980 the services industry in Milwaukee County and the nation employed an identical percentage of the labor force, and only a slightly higher percentage of the labor force was employed in the services industry in Wisconsin, 27 percent, and the Region, also 27 percent.

The concentration of the Milwaukee County labor force employment in the manufacturing industry results in a smaller percentage distribution of employment in other industries. In comparison to the United States, the Milwaukee County economy shows a smaller percentage of employment in the agricultural-related industries; construction industry; nondurable goods manufacturing industry; transportation, communications, and utilities industry; wholesale trade industry; and public administration industry. The retail trade industry and the finance, insurance, and real estate industry in Milwaukee County show a percentage distribution of employment that is similar to that for the nation.

As indicated in Table 49, the percentage distribution of the labor force by industry changed dramatically from 1960 to 1980. The County's manufacturing industry showed the greatest change in the percentage of total employment of all industries. In 1960, the manufacturing industry in the County employed about 41 percent of the total civilian labor force, or 169,598 workers, with approximately 73 percent of the manufacturing workers, or 123,001 workers, employed in the durable goods manufacturing industry. However, in 1980 the manufacturing industry employed 140,534 workers, or 31 percent of the County's civilian labor force, a decline of about 10 percent from 1960. While the total number of workers, as well as the percentage of total workers, employed in the manufacturing industry has declined, the economy of the County has become increasingly concentrated in the durable goods manufacturing industry. In 1980, the durable goods manufacturing industry employed about 76 percent of all manufacturing workers, an increase of about 3 percent over the 1960 level. The decline in total manufacturing employment and the concurrent increase in durable goods manufacturing employment has important economic development implications for Milwaukee County. Traditionally, the county economy has been highly susceptible to declines in national economic activity, showing high unemployment rates during national economic declines due to the concentration of employment in the durable goods manufacturing industry. Although the

Table 48

**CIVILIAN LABOR FORCE BY INDUSTRY IN MILWAUKEE COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1960-1980**

Industry	Area Employment											
	1960				1970				1980			
	Milwaukee County	Region	Wisconsin	United States	Milwaukee County	Region	Wisconsin	United States	Milwaukee County	Region	Wisconsin	United States
Agriculture, Forestry, Fishing, and Mining.....	1,959	13,983	171,857	5,003,890	2,428	11,278	114,038	3,471,276	1,887	10,112	121,071	3,941,767
Construction.....	17,050	28,837	71,717	3,815,937	16,323	30,863	85,768	4,572,235	12,885	30,562	94,496	5,739,598
Manufacturing.....	169,598	253,292	483,783	17,513,086	151,597	256,772	528,407	19,837,208	140,534	273,882	602,507	21,914,754
Durable.....	123,001	188,569	303,929	9,828,689	112,766	194,093	346,033	11,741,017	107,063	210,530	402,862	13,479,211
Nondurable.....	46,597	64,723	179,854	7,684,397	38,831	62,679	182,374	8,096,191	33,471	63,352	199,645	8,435,543
Transportation, Communications, and Utilities.....	26,242	35,507	82,269	4,458,147	25,885	37,829	88,885	5,186,101	29,946	50,482	121,035	7,087,455
Wholesale Trade.....	14,201	18,747	40,121	2,212,984	19,734	29,857	59,526	3,133,382	17,186	32,750	79,267	4,217,232
Retail Trade.....	61,713	90,184	217,932	9,579,651	71,368	114,806	279,956	12,239,498	73,775	134,293	348,156	15,716,694
Finance, Insurance, and Real Estate....	17,950	23,001	45,199	2,694,630	23,181	31,746	64,637	3,838,387	28,637	45,844	105,040	5,898,059
Services.....	71,080	104,326	261,332	13,549,947	107,542	168,688	417,637	20,073,860	129,521	223,183	566,874	27,976,330
Public Administration.....	17,366	22,686	51,834	3,202,890	19,149	26,961	64,775	4,201,652	16,480	25,348	76,027	5,147,466
Industry Not Reported <sup>a</sup> .....	17,071	22,160	42,587	2,608,085	--	--	--	--	--	--	--	--
<b>Total Employment</b>	<b>414,230</b>	<b>612,723</b>	<b>1,468,631</b>	<b>64,639,247</b>	<b>437,207</b>	<b>708,800</b>	<b>1,703,629</b>	<b>76,553,599</b>	<b>450,851</b>	<b>826,456</b>	<b>2,114,473</b>	<b>97,639,355</b>

<sup>a</sup>Industry not reported was an additional category used in the 1960 census.

Source: U. S. Bureau of the Census and SEWRPC.

Table 49

**PERCENTAGE OF CIVILIAN LABOR FORCE BY INDUSTRY FOR MILWAUKEE COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1960, 1970, AND 1980**

Industry	Percent of Area Employment											
	1960				1970				1980			
	Milwaukee County	Region	Wisconsin	United States	Milwaukee County	Region	Wisconsin	United States	Milwaukee County	Region	Wisconsin	United States
Agriculture, Forestry, Fishing, and Mining.....	0.5	2.3	11.7	6.8	0.6	1.6	6.7	4.5	0.5	1.2	5.7	4.0
Construction.....	4.1	4.7	4.9	5.9	3.7	4.4	5.0	6.0	2.6	3.7	4.5	5.9
Manufacturing.....	41.0	41.3	32.9	27.1	34.7	36.2	31.0	25.9	31.2	33.1	28.5	22.4
Durable.....	72.5	74.5	62.8	56.1	74.4	75.6	65.5	59.2	76.2	76.9	66.9	61.5
Nondurable.....	27.5	25.5	37.2	43.9	25.6	24.4	34.5	40.8	23.8	23.1	33.1	38.5
Transportation, Communications, and Utilities.....	6.3	5.8	5.6	6.9	5.9	5.3	5.2	6.8	6.7	6.1	5.7	7.3
Wholesale Trade.....	3.4	3.1	2.7	3.4	4.5	4.2	3.5	4.1	3.8	4.0	3.7	4.3
Retail Trade.....	14.9	14.7	14.8	14.8	16.3	16.2	16.4	16.0	16.4	16.2	16.5	16.1
Finance, Insurance, and Real Estate.....	4.3	3.8	3.1	4.2	5.3	4.5	3.8	5.0	6.4	5.6	5.0	6.0
Services.....	17.2	17.0	17.8	21.0	24.6	23.8	24.5	26.2	28.7	27.0	26.8	28.7
Public Administration...	4.2	3.7	3.5	5.0	4.4	3.8	3.8	5.5	3.7	3.1	3.6	5.3
Industry Not Reported <sup>a</sup> ...	4.1	3.6	3.0	4.9	--	--	--	--	--	--	--	--
<b>Total Employment</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

<sup>a</sup>Industry not reported was an additional category used in the 1960 census.

Source: U. S. Bureau of the Census and SEWRPC.



decline in total manufacturing employment during the 1960 to 1980 time period could lessen the County's susceptibility to national economic conditions, the increasing concentration of the County's economy in the durable goods manufacturing industry, an industry that is very sensitive to national economic swings, may indicate an increasing susceptibility to national economic cycles. Other county industries that show a percentage point decline in employment during the 20-year period include the construction industry, a decline of 1.5 percent, and the public administration industry, a decline of 0.5 percent. The percentage point decline in construction industry workers in the County may, in part, be due to the national economic recession. The decline in the public administration industry employment may be due, in part, to recent reductions in funding at the federal, state, and local levels for traditional government services.

The broadly defined service sector, consisting of the retail trade; finance, insurance, and real estate; and services industries showed the greatest percentage point increase in civilian labor force employment from 1960 to 1980 in Milwaukee County. The finance, insurance, and real estate industry and the retail trade industry showed modest increases in their percentage share of total civilian labor force employment during this time period, with increases of 2.1 percentage points and 1.5 percentage points, respectively. The services industry, however, showed a dramatic increase in civilian labor force employment during the 20-year period. In 1960 this industry employed approximately 17 percent of all workers residing in Milwaukee County. However, in 1980 the services industry showed an increase of about 12 percentage points and employed approximately 29 percent of the total civilian labor force in the County.

Finally, the overall change in total industry employment in the County, 9 percent, from 1960 to 1980 is less than that in all other areas, with the Region showing a percentage increase of 35 percent; the State, 44 percent; and the nation, 51 percent (see Table 50). The County's industries that showed a percentage decline in employment during this time period include: agriculture, forestry, and fishing, 4 percent; construction, 24 percent; manufacturing, 17 percent; and public administration, 5 percent. The percentage decline in employment in these industries was, in all cases but in the agriculture industry, greater than the percentage increases, or percentage decline, for the compared areas. Conversely, the county industries that showed an increase in labor force employment include: services, 82 percent; finance, insurance, and real estate, 60 percent; wholesale trade, 21 percent; retail trade, 20 percent; and transportation, communications, and utilities, 14 percent. However, while these industries showed a percentage increase in labor force employment, the increase, in all cases, was smaller than that for the Region, Wisconsin, or the United States.

### Occupational Distribution

The occupational distribution of the labor force and the overall educational attainment level of the population are indications of the skill level of the labor force. As already noted, the educational attainment of the adult population in Milwaukee County is comparable to that in the Region, State, and the nation and should not present a significant problem for county employers. Table 51 indicates the occupational distribution of the Milwaukee County labor force in 1980 and provides additional information regarding the skill level of the County's labor force.

Table 50

**PERCENTAGE CHANGE IN CIVILIAN LABOR FORCE BY INDUSTRY  
FOR MILWAUKEE COUNTY, THE REGION, WISCONSIN, AND THE  
UNITED STATES: 1960-1970, 1970-1980, AND 1960-1980**

Industry	Percent Change											
	1960 to 1970				1970 to 1980				1960 to 1980			
	Milwaukee County	Region	Wisconsin	United States	Milwaukee County	Region	Wisconsin	United States	Milwaukee County	Region	Wisconsin	United States
Agriculture, Forestry, Fishing, and Mining.....	23.9	-19.3	-33.6	-30.6	22.3	-10.3	6.2	13.6	-3.7	-27.7	29.6	-21.2
Construction.....	-4.3	7.0	19.6	19.8	-21.1	-1.0	10.2	25.5	-24.4	6.0	31.8	50.4
Manufacturing .....	-10.6	1.4	9.2	13.3	-7.3	6.7	14.0	10.5	-17.1	8.1	24.5	25.1
Durable.....	-8.3	2.9	13.9	19.5	-5.1	8.5	16.4	14.8	-13.0	11.6	32.6	37.1
Nondurable.....	-16.7	-3.2	1.4	5.4	-13.8	1.1	9.5	4.2	-28.2	-2.1	11.0	9.8
Transportation, Communications, and Utilities.....	-1.4	6.5	8.0	16.3	15.7	33.4	36.2	36.7	14.1	42.2	47.1	59.0
Wholesale Trade.....	39.0	59.3	48.4	41.6	-12.9	9.7	33.2	34.6	21.0	74.7	97.6	90.6
Retail Trade.....	15.6	27.3	28.5	27.8	3.4	17.0	24.4	28.4	19.5	48.9	59.8	64.1
Finance, Insurance, and Real Estate.....	29.1	38.0	43.0	42.4	23.5	44.4	62.5	53.7	59.5	99.3	132.4	118.9
Services.....	51.3	61.7	59.8	48.1	20.4	32.3	35.7	39.4	82.2	113.9	116.9	106.5
Public Administration...	10.3	18.8	25.0	31.2	-13.9	-6.0	17.4	22.5	-5.1	11.7	46.7	60.7
Industry Not Reported <sup>a</sup> ...	--	--	--	--	--	--	--	--	--	--	--	--
Total Employment	5.5	15.7	16.0	18.4	3.1	16.6	24.1	27.5	8.8	34.9	44.0	51.1

<sup>a</sup> Industry not reported was an additional category used in the 1960 census.

Source: U. S. Bureau of the Census and SEWRPC.

Table 51

**OCCUPATION OF EMPLOYED PERSONS 16 YEARS OF AGE AND OLDER IN  
MILWAUKEE COUNTY, THE REGION, WISCONSIN, AND THE UNITED STATES: 1980**

Occupation Group	Milwaukee County		Region		Wisconsin		United States	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Managerial and Professional Specialty.....	94,554	21.0	178,498	21.6	424,250	20.0	22,151,648	22.7
Executive, Administrative, Managerial.....	41,257	43.6	81,635	45.7	187,186	44.1	10,133,551	45.7
Professional Specialty.....	53,297	56.3	96,863	54.3	237,064	55.9	12,018,097	54.3
Technical, Sales, Administrative Support.....	143,082	31.7	249,449	30.2	579,351	27.4	29,593,506	30.3
Technicians and Related Support.....	14,507	10.1	25,271	10.1	61,000	10.5	2,981,951	10.1
Sales.....	42,457	29.7	81,057	32.5	191,172	33.0	9,760,157	33.0
Administrative Supporting Including Clerical.....	86,118	60.2	143,121	57.4	327,179	56.5	16,851,398	56.9
Service.....	64,573	14.3	110,023	13.3	297,613	14.1	12,629,425	12.9
Private Household.....	1,377	2.1	2,486	2.3	8,204	2.8	589,352	4.7
Protective Service.....	7,852	12.2	11,721	10.6	25,419	8.5	1,475,315	11.7
Service, except Protective and Household...	55,344	85.7	95,816	87.1	263,990	88.7	10,564,758	83.6
Farming, Forestry, and Fishing.....	1,750	0.4	9,065	1.1	116,130	5.5	2,811,258	2.9
Precision Production, Craft, and Repair.....	49,678	11.0	100,953	12.2	255,333	12.1	12,594,175	12.9
Operators, Fabricators, and Laborers.....	97,214	21.6	178,468	21.6	441,796	20.9	17,859,343	18.3
Machine Operators, Assemblers, Inspectors...	58,973	60.7	109,787	61.5	253,362	57.3	9,084,988	50.9
Transportation and Material Moving.....	18,733	19.3	33,843	19.0	94,180	21.3	4,389,412	24.6
Handlers, Equipment Cleaners, Helpers, and Laborers.....	19,508	20.0	34,838	19.5	94,254	21.4	4,384,943	24.5
Total	450,851	100.0	826,456	100.0	2,114,473	100.0	97,639,355	100.0

Source: U. S. Bureau of the Census and SEWRPC.

Table 51 indicates that, in comparison to the nation, the County's labor force is over-represented in the following occupational categories: 1) technical, sales, and administrative support occupations, in particular administrative support, including clerical occupations; 2) service occupations--specifically the "other service occupation"--except protective and household workers; and 3) the operators, fabricators and laborers occupation--specifically, machine operators, assemblers, inspectors and handlers, equipment cleaners, helpers, and laborers. The Milwaukee County labor force is, in comparison to the nation, under-represented in the: 1) managerial and professional specialty occupation; 2) farming, forestry, and fishing occupation; and 3) precision production, craft, and repair occupations.

### Characteristics of the Unemployed Labor Force

The formulation of a sound economic development program for Milwaukee County requires an assessment of the characteristics of the unemployed labor force. The characteristics of the unemployed labor force include the total number of unemployed; the seasonal variations in unemployment; and the age, sex, and race of the unemployed labor force, as well as a comparison of job applicants and job openings. Unemployment in Milwaukee County may be the result of a number of different factors, including structural unemployment, defined as unemployment that results from a long-term shift in the demand for the skills attendant to the County's labor force; frictional unemployment, defined as unemployment that results from short-term irregularities in the demand for labor that are caused by seasonal or short-term product demand variations; cyclical unemployment, defined as unemployment that is the result of a general downturn in the nation's economy; or discriminatory unemployment that affects various labor force subgroups, such as racial and ethnic minorities and women. Abatement of differing causes of unemployment may require the formulation and implementation of differing sets of actions.

Total Unemployment: The unemployed segment of the labor force is defined as those members of the labor force who: 1) were neither "at work" nor "with a job, but not at work" during the recording period, 2) were looking for work during the previous four-week period, and 3) were available to accept a job. Also included as the unemployed are persons who did not work at all during the recording period and were waiting to be called back to a job from which they had been laid off. Table 52 indicates the total number of unemployed persons in Milwaukee County, the Region, Wisconsin, and the United States in 1960, 1970, 1980, and 1984.

Perhaps the single most important indicator of the decline in recent economic conditions in Milwaukee County is the County's unemployment rate. As shown in Table 52, about 34,100 persons, on an annual average, were unemployed in Milwaukee County in 1984, or an increase of about 25 percent over the number of unemployed in 1980, 27,333 persons. The unemployment rate in the County in 1984, 7.0 percent, was similar to that for the Region, 7.1 percent, and somewhat less than that for the State, 7.6 percent, and the nation, 7.5 percent. In 1980, the County's unemployment rate, 5.7 percent, was the same as that for the Region and less than that for both Wisconsin, 6.6 percent, and the United States, 6.5 percent.

Table 53 shows the monthly and annual average unemployment rates in Milwaukee County for 1982, 1983, and 1984. The high monthly unemployment rates during the latter part of 1982 and the early part of 1983 in Milwaukee County are, in part, cyclical in nature and reflect the national economic recession in the U. S. economy that began in 1979. The County's higher unemployment rates

Table 52

**NUMBER OF UNEMPLOYED PERSONS IN MILWAUKEE COUNTY, THE REGION,  
WISCONSIN, AND THE UNITED STATES: 1960, 1970, 1980, AND 1984**

Area	Unemployed								Percent Change		
	1960 <sup>a</sup>		1970 <sup>b</sup>		1980 <sup>b</sup>		1984 <sup>b,c</sup>		1960- 1970	1970- 1980	1980- 1984
	Number	Percent	Number	Percent	Number	Percent	Number	Percent			
Milwaukee County....	17,512	4.0	16,878	3.7	27,333	5.7	34,100	7.0	-3.6	61.9	24.8
Region.....	24,174	3.8	27,278	3.7	49,696	5.7	62,900	7.1	12.8	82.2	26.6
Wisconsin.....	59,091	3.9	70,379	4.0	148,940	6.6	184,800	7.6	19.1	111.6	24.1
United States.....	3,504,827	5.1	3,497,447	4.4	6,810,462	6.5	8,523,000	7.5	-0.2	94.7	25.1

<sup>a</sup>Fourteen years and older.

<sup>b</sup>Sixteen years and older.

<sup>c</sup>Preliminary data.

Source: U. S. Bureau of the Census; Wisconsin Department of Industry, Labor and Human Relations; and SEWRPC.

result from the previously noted concentration of county employment in the durable goods manufacturing industry, as well as from the national decline in housing starts that accompanied the national recession and dramatically affected employment in the construction industry. Table 53 also indicates that the County does not show the seasonable unemployment problems that are often evident in a local economy and which are commonly the result of employment in the recreation and tourism industry. Economic development practitioners in the County should be concerned with the potential for future short-term lay-offs in the durable goods manufacturing industry due to the effects of future national economic recessions. Durable goods manufacturing firms will often lay-off workers for short periods of time during national economic recessions in order to balance inventories with recent consumer product demand. In addition, the continuation of unemployment rates in the 6 to 8 percent range should be of concern to local economic development practitioners because of the effect of such rates on the economic well-being of the County.

Age of the Unemployed: Table 54 compares the 1980 age distribution of the unemployed labor force in Milwaukee County, the Region, the State, and the nation. As indicated in the table, county workers in the younger age category of 16 to 19 years have the highest unemployment rate of all age groups shown, 11.7 percent. However, this unemployment rate is similar to the unemployment rate for younger workers in the Southeastern Wisconsin Region, 11.8 percent, and less than the comparable rate for Wisconsin, 12.1 percent, and the United States, 14.4 percent. The unemployment rate of mature workers 20 to 64 years of age, 5.2 percent, is similar to that for the Region, 5.1 percent, and less than that for Wisconsin, 6.1 percent, and the nation, 5.9 percent. However, this age group represents a larger number of unemployed workers than does any other age category, 22,041. Finally, the unemployment rate for mature workers 65 years and older, 3.6 percent, is lower than that for all other age groups.

Table 53

**MONTHLY CIVILIAN LABOR FORCE  
UNEMPLOYMENT RATES IN  
MILWAUKEE COUNTY: 1982-1984**

Month	Percent Unemployed		
	1982	1983	1984
January.....	8.7	13.1	7.9
February.....	8.8	13.2	7.6
March.....	9.5	12.8	7.0
April.....	10.0	11.8	6.6
May.....	10.6	11.3	6.5
June.....	10.8	10.6	6.6
July.....	10.8	10.4	6.6
August.....	11.1	9.8	6.3
September.....	11.8	8.9	6.0
October.....	12.3	8.7	6.2
November.....	12.0	8.5	6.2
December.....	13.1	8.5	6.7
Yearly Average	10.8	10.6	6.7

Source: Wisconsin Department of Industry, Labor and Human Relations, Job Service Division; and SEWRPC.

Sex of the Unemployed: The employment barriers that are specific to males and females have become more important as the number of females in the labor force has increased. Traditionally, in comparison to males, women have entered the labor market with lower educational attainment and less job experience. Table 55 indicates the number and unemployment rate of persons by sex in 1960, 1970, and 1980 in Milwaukee County and the areas of comparison. The increase in the labor force participation of females is evidenced by the increase in the number of unemployed females in the County. From 1960 to 1980, the number of unemployed females in Milwaukee County increased about 65 percent, while the number of unemployed males increased 51 percent. However, the increase in the number of unemployed females in Milwaukee County during this 20-year period is lower than the rate of increase in the Region, 118 percent; Wisconsin, 189 percent; or the nation, 139 percent. From 1970 to 1980, the increase in the number of unemployed males in Milwaukee County, 81 percent, was over two times the increase in the number of unemployed females, 38 percent. However, the increase in the percentage of unemployed males in Milwaukee County was less than that in the Region, 105 percent; Wisconsin, 140 percent; or the nation, 104 percent.

As previously indicated, the percentage increase in unemployed women during the 1960 to 1980 time period was due to their increasing participation in the labor force. However, the dramatic increase in the number of males who were unemployed in Milwaukee County from 1970 to 1980 was due, in part, to the recent national economic recession. Male members of the work force, traditionally employed in the construction and durable goods manufacturing industries, experienced the early effects of the recession in term of short-term lay-offs, resulting in an increase in the number of unemployed males. Should the existing economic recession continue during the 1980's, or should the County encounter ongoing difficulties in the durable goods manufacturing industry, the number of unemployed males in Milwaukee County could become an ongoing problem, especially in the mature worker category.

Race of the Unemployed: Table 56 shows the estimated number of unemployed persons by race and the unemployment rate for racial groups in Milwaukee County, the Region, the State, and the United States in 1980, and documents the severity of the minority unemployment problem in the County. As indicated in this table, the total minority unemployment rate in Milwaukee County in 1980, 13.2 percent, is almost triple that for nonminorities in the County, 4.5 percent. Comparatively, the minority unemployment rate in Milwaukee County is similar to that in the Region, 13.1 percent, and the State, 13.4 percent, but greater than that in the nation, 10.9 percent. Of the minority unemployment rates indicated in Table 56, the unemployment of the black labor force, 13.8 percent, is greater than that of the American Indian labor force, 11.6 percent; the Spanish-origin labor force, 9.5 percent; or the Asian and Pacific Islander labor force, 6 percent. Consequently, the unemployment minority problem is of importance in Milwaukee County, with the unemployment problems of the black labor force of special significance.

Job Applicants and Job Openings: The ability of the unemployed to find meaningful employment is not only related to the job experience and education of the job applicant, but to the available job openings by occupation. Table 57 shows the occupational distribution of applicants to the Milwaukee County office of the Wisconsin Department of Industry, Labor and Human Relations, Job Service Division and jobs orders received by this office during the October 1, 1983 through December 31, 1983 time period. As indicated in Table 57, the largest number of job openings were in the machine trades occupation, 327 job

Table 54

**AGE COMPOSITION OF THE UNEMPLOYED CIVILIAN LABOR FORCE IN  
MILWAUKEE COUNTY, THE REGION, WISCONSIN, AND THE UNITED STATES: 1980**

Area	Unemployed Civilian Labor Force						Total Unemployed Civilian Labor Force
	Young Workers 16-19 Years		Mature Workers 20-64 Years		Older Workers 65 Years and Older		
	Number	Unemployment Rate	Number	Unemployment Rate	Number	Unemployment Rate	
Milwaukee County....	4,784	11.7	22,041	5.2	508	3.6	27,333
Region.....	9,529	11.8	39,225	5.1	942	4.0	49,696
Wisconsin.....	25,680	12.1	120,047	6.1	3,213	4.8	148,940
United States.....	1,175,187	14.4	5,461,984	5.9	173,291	5.4	6,810,462

Source: U. S. Bureau of the Census and SEWRPC.

Table 55

**NUMBER OF UNEMPLOYED BY SEX IN MILWAUKEE COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1960-1980**

Area	Unemployed						Percent Change		
	1960 <sup>a</sup>		1970 <sup>b</sup>		1980 <sup>b</sup>		1960- 1970	1970- 1980	1960- 1980
	Number	Percent	Number	Percent	Number	Percent			
Milwaukee County									
Male.....	11,300	4.0	9,423	3.5	17,080	6.5	-16.6	81.3	51.1
Female.....	6,212	4.3	7,455	4.1	10,253	4.8	20.0	37.5	65.1
Total	17,512	4.0	16,878	3.7	27,333	5.7	-3.6	61.9	56.1
Region									
Male.....	15,477	3.6	14,998	3.3	30,773	6.2	-3.1	105.2	98.8
Female.....	8,697	4.2	12,280	4.3	18,923	5.0	41.2	54.1	117.6
Total	24,174	3.8	27,278	3.7	49,696	5.7	12.8	82.2	105.6
Wisconsin									
Male.....	40,204	3.8	39,379	3.6	94,417	7.3	-2.1	139.8	134.8
Female.....	18,887	4.0	31,000	4.7	54,523	5.7	64.1	75.9	188.7
Total	59,091	3.9	70,379	4.0	148,940	6.6	19.1	111.6	152.1
United States									
Male.....	2,295,718	5.0	1,925,485	3.9	3,921,798	6.5	-16.1	103.7	70.8
Female.....	1,209,109	5.4	1,571,962	5.2	2,888,664	6.5	30.0	83.8	138.9
Total	3,504,827	5.1	3,497,447	4.4	6,810,462	6.5	- 0.2	94.7	94.3

<sup>a</sup>Fourteen years and older.

<sup>b</sup>Sixteen years and older.

Source: U. S. Bureau of the Census and SEWRPC.



Table 56

**UNEMPLOYED BY SPECIFIED RACIAL GROUPS  
IN MILWAUKEE COUNTY, THE REGION, WISCONSIN,  
AND THE UNITED STATES: 1980**

Area and Racial Group	Total Labor Force	Total Unemployed	Unemployment Rate
<b>Milwaukee County</b>			
White.....	410,315	18,458	4.5
Total Minority.....	63,114	8,359	13.2
Black.....	57,550	7,938	13.8
American Indian <sup>a</sup> .....	2,456	285	11.6
Asian and Pacific Islander.....	3,108	186	6.0
Total Spanish Origin <sup>b</sup> ...	11,522	1,099	9.5
Total	473,429	26,817	5.7
<b>Region</b>			
White.....	795,732	39,300	4.9
Total Minority.....	73,127	9,596	13.1
Black.....	65,245	8,938	13.7
American Indian <sup>a</sup> .....	3,336	389	11.7
Asian and Pacific Islander.....	4,546	269	5.9
Total Spanish Origin <sup>b</sup> ....	18,407	1,944	10.6
Total	868,859	48,896	5.6
<b>Wisconsin</b>			
White.....	2,163,408	135,643	6.3
Total Minority.....	90,809	12,202	13.4
Black.....	70,789	9,848	13.9
American Indian <sup>a</sup> .....	11,138	1,794	16.1
Asian and Pacific Islander.....	8,881	560	6.3
Total Spanish Origin <sup>b</sup> ....	24,459	2,678	10.9
Total	2,254,217	147,845	6.6
<b>United States</b>			
White.....	89,191,895	5,164,520	5.8
Total Minority.....	12,939,791	1,409,059	10.9
Black.....	10,582,436	1,248,388	11.8
American Indian <sup>a</sup> .....	584,479	76,865	13.2
Asian and Pacific Islander.....	1,772,876	83,806	4.7
Total Spanish Origin <sup>b</sup> ....	5,992,723	535,866	8.9
Total	102,131,686	6,573,579	6.4

<sup>a</sup>American Indian category also includes Eskimos and Aleutians.

<sup>b</sup>The 1980 U. S. Census did not count persons of Spanish origin as a separate race category. Therefore, the Spanish origin category shown above includes persons of Spanish origin who are also included in other race categories.

Source: U. S. Bureau of the Census and SEWRPC.

openings; the professional, technical, and managerial occupational category, 282 job openings; the clerical and sales occupational category, 249 job openings; and the service occupational category, 217 job openings. In addition, these occupational categories could be interpreted as being those that were the most difficult to fill based upon the ratio of job service applicants to job openings. As indicated in Table 57, it would be the most difficult to locate workers in the machine trades occupational category, with a ratio of 7.8 applicants for every job opening. Other occupational categories in which employers could have difficulty in locating workers in Milwaukee County based upon these data include the professional, technical, and managerial occupational category, the clerical and sales occupational category, and the service

Table 57

**OCCUPATIONAL DISTRIBUTION OF MILWAUKEE COUNTY  
JOB SERVICE APPLICANTS AND JOB OPENINGS RECEIVED:  
OCTOBER 1, 1983 THROUGH DECEMBER 31, 1983**

Occupational Category	Applicants and Openings		
	Applicants	Job Openings	Ratio of Applicants to Job Openings
Professional, Technical, and Managerial.....	2,713	282	9.6:1
Clerical and Sales.....	4,668	249	18.7:1
Service.....	4,421	217	20.4:1
Agriculture, Fishery, Forestry, and Related.....	265	19	13.9:1
Processing.....	1,076	43	25.0:1
Machine Trades.....	2,542	327	7.8:1
Benchwork.....	1,467	61	24.1:1
Structural Work.....	2,364	59	40.1:1
Miscellaneous.....	3,111	98	31.8:1
<b>Total</b>	<b>22,627</b>	<b>1,355</b>	<b>16.7:1</b>

Source: Wisconsin Department of Industry, Labor and Human Relations; and SEWRPC.

occupational category. While employers may have difficulty in locating workers in these occupational categories, the ratios provided in Table 57 also indicate that workers with the appropriate education, training, and experience looking for employment in these categories may have a greater degree of success than in occupational categories where the ratio of applicants to job openings is much greater than those noted above.

## ECONOMIC BASE

The economic base of a community can consist of a variety of activities, including agricultural production; the exploitation of natural resources; the manufacture of products to be exported to regional, national, and international markets; or the performance of certain service activities to regional and national markets. In most cases, the economic base of a community is a combination of these economic activities, and a specialization in any one activity is the result of the availability of local resources, including natural, human, and man-made resources; the proximity of available markets; and the availability and condition of transportation facilities and services. The economic base of a community may change over time as a result of changes in local resources, markets, and transportation facilities and services.

The specific components of an economic development program for Milwaukee County must be properly related to the economic base of the County. An analysis of the structure of the county economy can help to identify the relative importance of industry retention and expansion strategies, as well as the most effective focus for these strategies. Accordingly, it is important for county economic development proponents and practitioners to understand the existing structure of, and the recent changes in, the local economy. This section of this chapter presents information on the structure of the Milwaukee County economy and on recent changes in that structure, and identifies the major employers in Milwaukee County.

## Structure of the Milwaukee County Economy

**Industry Employment:** Economic activity in Milwaukee County can be classified into 10 major industry groups: 1) agriculture, forestry, and fishing; 2) construction; 3) mining; 4) manufacturing; 5) wholesale trade; 6) retail trade; 7) transportation, communications, and utilities; 8) finance, insurance, and real estate; 9) private services; and 10) government services. Table 58 shows the 1982 annual average employment enumerated at the employee's place of work in Milwaukee County for each of the major industry groups. As indicated in the table, total county industry employment was about 450,500 in 1982, with employment and, therefore, economic activity in the County heavily concentrated in the manufacturing and the service industry. In 1982, about 130,100 jobs, or about 29 percent of total employment in the County, were in the manufacturing industry, and 109,000 jobs, or about 24 percent of total employment in the County, were in the services industry.

Of the total employment in the manufacturing industry in 1982, about 74 percent was in the durable goods manufacturing industry, and 26 percent in the nondurable goods manufacturing industry. Table 58 also shows the number of jobs in specific durable and nondurable goods manufacturing industries in Milwaukee County. Three specific durable goods industries employ the largest number of manufacturing industry workers. The nonelectrical machinery industry employs about 32,700 workers, or about 25 percent of all manufacturing employment, with the electrical equipment industry and the fabricated metal industry employing 24,200 workers, or 19 percent, and 16,000, or 12 percent, of manufacturing workers, respectively. The food and kindred products industry employed 13,300 workers in 1982, or 10 percent of the manufacturing industry workers, and the printing and publishing industry, 8,600 workers, or 7 percent, employing the largest number of workers in the nondurable goods manufacturing industry.

Milwaukee County also has a high percentage of total employment in the retail trade industry, 16 percent; the government services industry, 11 percent; and the finance, insurance, and real estate industry, 8 percent. Together, these industries employed 155,200 workers, or about 35 percent of the total employment in the County, in 1982. Industries that show a smaller proportion of total county employment include wholesale trade, 6 percent; transportation, communications, and public utilities, 4 percent; construction, 2 percent; and the agriculture, forestry, and fishing industry and the mining industry, less than 1 percent of total employment.

**Comparison of Industry Employment:** A comparison of the percentage distribution of industry employment in the County to the percentage distribution of industry employment in the United States, Wisconsin, and the Southeastern Wisconsin Region serves to identify those industries that are concentrated in Milwaukee County and, therefore, comprise the most significant aspect of the County's economic base. This comparison may be accomplished through the use of the industry location quotients. The industry location quotient is defined as the ratio of the percentage employment within the County in any industry to the percentage employment in that industry in the compared area. The resulting ratio, if greater than 1.0, indicates a higher representation of county employment in the given industry, while a ratio of less than 1.0 indicates a lower representation of county employment in that industry.

Table 58

**STRUCTURE OF THE MILWAUKEE COUNTY ECONOMY AND MILWAUKEE LOCATION  
QUOTIENTS FOR THE REGION, WISCONSIN, AND THE UNITED STATES: 1982**

Industry	Number and Percent Employment and Location Quotient (L.Q.)										
	United States <sup>a</sup>			Wisconsin			Region			Milwaukee County	
	Number	Percent	L.Q.	Number	Percent	L.Q.	Number	Percent	L.Q.	Number	Percent
Agriculture, Forestry, and Fishing.....	1,912	2.0	0.10	13,551	0.7	0.29	2,916	0.4	0.50	736	0.2
Mining.....	1,124	1.2	NI	1,887	0.1	--	277	--	--	66	--
Construction.....	3,875	4.1	0.54	57,122	3.2	0.69	19,830	2.8	0.79	9,984	2.2
Manufacturing.....	18,986	20.4	1.42	498,489	27.6	1.05	220,096	30.7	0.94	130,050	28.9
Durable Goods											
Lumber and Wood Products.....	606	3.2	0.13	18,287	3.7	0.11	1,128	0.5	0.80	518	0.4
Furniture and Fixtures.....	436	2.3	0.35	8,858	1.8	0.44	1,617	0.7	1.14	1,067	0.8
Stone, Clay, Glass, and Concrete.....	578	3.1	0.19	7,940	1.6	0.38	2,497	1.1	0.55	735	0.6
Primary Metal.....	922	4.9	1.00	19,935	4.0	1.23	11,954	5.4	0.91	6,322	4.9
Fabricated Metal.....	1,437	7.6	1.62	50,901	10.2	1.21	26,466	12.0	1.03	15,953	12.3
Machinery, except Electrical.....	2,274	12.1	2.08	104,091	20.9	1.20	56,902	25.9	0.97	32,703	25.1
Electric and Electronic Equipment.....	2,013	10.7	1.74	50,777	10.2	1.82	35,615	16.2	1.15	24,200	18.6
Transportation Equipment.....	1,739	9.3	0.77	29,829	6.0	1.20	18,138	8.3	0.87	9,432	7.2
Instruments and Related Products.....	912	3.8	0.61	10,621	2.1	1.10	4,851	2.2	1.05	3,009	2.3
Miscellaneous Manufacturing.....	387	2.1	1.00	10,120	2.0	1.05	4,142	1.9	1.11	2,707	2.1
Total Durable Goods	11,304	59.5	1.25	311,359	62.5	1.19	163,310	74.2	1.00	96,646	74.3
Nondurable Goods											
Food and Kindred Products.....	1,642	8.7	1.17	62,771	12.6	0.81	18,510	8.4	1.21	13,323	10.2
Textile Mill Products.....	749	4.0	0.15	4,035	0.8	0.75	694	0.3	2.00	694	0.6
Apparel and Other Textile.....	1,163	6.2	0.18	6,388	1.3	0.85	1,925	0.9	1.22	1,415	1.1
Paper and Allied Products.....	661	3.5	0.66	46,674	9.4	0.24	4,458	2.0	1.15	2,961	2.3
Printing and Publishing.....	1,269	6.8	0.97	32,501	6.5	1.02	16,055	7.3	0.90	8,600	6.6
Chemicals and Allied Products.....	1,077	5.7	0.33	9,239	1.9	1.00	5,979	2.7	0.70	2,505	1.9
Petroleum and Coal Products.....	203	1.1	NI	348	--	--	143	0.1	--	49	--
Rubber and Miscellaneous Plastic.....	700	3.7	0.32	16,502	3.3	0.36	5,504	2.5	0.48	1,555	1.2
Leather and Leather Products.....	218	1.2	1.50	8,672	1.7	1.06	3,518	1.6	1.13	2,302	1.8
Total Nondurable Goods	7,682	40.5	0.64	187,130	37.5	0.69	56,786	25.8	1.00	33,404	25.7
Transportation and Public Utilities....	5,082	5.4	0.81	81,052	4.5	0.98	29,855	4.2	1.05	19,915	4.4
Wholesale Trade.....	5,321	5.7	1.00	96,627	5.3	1.08	39,188	5.5	1.04	25,489	5.7
Retail Trade.....	15,204	16.3	0.96	331,515	18.3	0.86	118,621	16.5	0.95	70,698	15.7
Finance, Insurance, and Real Estate....	5,500	5.9	1.29	95,308	5.3	1.43	44,159	6.2	1.23	34,428	7.6
Services.....	20,415	21.9	1.11	351,575	19.5	1.24	156,483	21.8	1.11	109,033	24.2
Government.....	15,953	17.1	0.65	279,887	15.5	0.72	85,376	11.9	0.93	50,068	11.1
Total	93,372	100.0	--	1,807,013	100.0	--	716,801	100.0	--	450,467	100.0

NOTE: Percentages less than 1 percent are not shown.  
NI - Not Indicated.

<sup>a</sup>Shown in thousands of employees.

Source: U. S. Department of Labor, Bureau of Labor Statistics; Wisconsin Department of Industry, Labor and Human Relations; and SEWRPC.

Table 58 presents the 1982 percentage distribution of industry employment in Milwaukee County compared to that of the industry employment in the nation, State, and Region as shown by industry location quotients. While Table 58 presents data for all areas of comparison, the most useful comparison is that of employment in the County with employment in the nation because the distribution of employment at the national level can be considered to be a normal employment distribution. As indicated in Table 58, a number of the industries previously identified as showing the largest number of workers and, therefore, the largest percentage of county employment are over-represented in the County in comparison to the nation and, as a result, comprise the significant aspects of the County's economic base.

As shown in the table, the County's manufacturing industry shows the highest location quotient for any major industry group, and therefore can be identified as the major industry of the County's economic base. However, the non-durable goods manufacturing industry, with a location quotient of 0.64, is not concentrated in the County, while the durable goods segment of this industry is concentrated, with a location quotient of 1.23. Specific durable goods manufacturing industries that are concentrated in the County include: nonelectrical machinery, with a location quotient of 2.08; electronic equipment, with a location quotient of 1.74; and fabricated metals, with a location quotient of 1.62. Specific nondurable goods manufacturing industries that are concentrated in the County include: leather and leather products, with a location quotient of 1.50; and food and kindred products, with a location quotient of 1.17.

An over-concentration of industry employment in any one industry is often detrimental to a community's economy because of that economy's dependence on the industry for its economic well-being. A short- or long-term decline in the demand for the goods or services produced in such an industry could cause large increases in unemployment, and poor economic conditions. While the concentration in the County's manufacturing industry, and specifically the durable goods segment of this industry, has been of concern to local economic development practitioners in the County, the location quotients do show that while industry employment is concentrated in the manufacturing industry, the economic base of the County has a concentration of employment in the finance, insurance, and real estate industry, with a location quotient of 1.29, as well as in the service industry, with a location quotient of 1.11. Major industry groups in the County that show a percentage employment similar to that in the nation include: the wholesale trade industry, with a location quotient of 1.00; and the retail trade industry, with a location quotient of 0.96. The concentration of employment in nonmanufacturing industries, as well as the similar percentage distribution of employment in the trade industries, could, in the future, help mitigate the negative effects of regional or national economic downturns on the Milwaukee County economy.

### Recent Changes in Industry Employment

Over much of the period since its settlement by European immigrants in the early 1800's, the Southeastern Wisconsin Region has been in a favorable position for industrial growth and development. During the past decade, however, there have been signs of a deterioration in the industrial base of the Region. This section of this chapter describes recent economic trends in the nation, in southeastern Wisconsin, and in the State of Wisconsin, focusing on the effect of these trends on the Milwaukee County economy. In addition, this

section examines alternative future economic activity growth scenarios for the County, and provides a general assessment of related industrial development needs.

**National Economic Trends:** An understanding of national economic trends can provide important insight into current economic activity patterns in the State, Milwaukee County, and the Southeastern Wisconsin Region. Two national economic trends appear to have a direct bearing on economic activity in these areas--namely, the changing distribution of economic activity among the various multi-state and urban regions of the nation, and the changing structure of the national economy. The changing distribution of economic activity within the nation is evident in the economic growth indicators presented in Table 59. As indicated in Table 59, the economic growth indicators of the north-central region--which includes Wisconsin--and the northeastern region of the United States, including the relative change in population, personal income, and employment, have consistently lagged behind those of the southern and western regions. Of particular importance is the relative change in employment levels. Total employment in the southern and western regions of the nation increased by 39 percent and 49 percent, respectively, between 1970 and 1980, in comparison to relative increases of 18 percent and 11 percent for the north-central and northeastern regions, respectively. Manufacturing employment increased by 37 percent in the West and 24 percent in the South between 1970 and 1980, while manufacturing employment increased by only 3 percent in the north-central region and actually decreased by about 5 percent in the northeastern region during this time.

The second recent national economic trend that is important to the economic growth of the Southeastern Wisconsin Region, and therefore the economic growth of Milwaukee County, is the changing structure of the national economy and, specifically, the declining importance of the manufacturing industry to employment growth. Growth in manufacturing industries has traditionally been

Table 59

# ECONOMIC INDICATORS FOR REGIONS OF THE UNITED STATES

Economic Indicator	United States Region <sup>a</sup>							
	Northeast		North-Central		South		West	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total Population Change								
1960-1970 . . . . .	4,383,000	9.8	4,970,000	9.6	7,839,000	14.3	6,785,000	24.2
1970-1980 . . . . .	74,000	0.2	2,277,000	4.0	12,560,000	20.0	8,334,000	23.9
Net Population Migration								
1970-1980 . . . . .	- 1,917,000	- 3.9	- 1,429,000	- 2.5	7,560,000	12.0	5,023,000	14.4
Per Capita Income Change (constant 1972 dollars)								
1970-1980 . . . . .	878	18.3	1,080	25.0	1,143	31.1	1,192	26.1
Employment Change: 1970-1980								
Total Employment . . . . .	2,122,500	11.0	3,867,600	17.9	8,880,900	39.0	6,214,800	48.4
Manufacturing Employment . .	- 275,300	- 4.8	189,100	2.9	1,251,000	23.7	912,700	37.1
Services Employment . . . . .	1,406,100	27.8	1,683,800	31.7	2,800,900	47.0	2,011,700	53.9

<sup>a</sup> The northeast region includes the States of Connecticut, Maine, Massachusetts, New Hampshire, New Jersey, New York, Pennsylvania, Rhode Island, and Vermont. The southern region includes the States of Alabama, Arkansas, Delaware, Florida, Georgia, Kentucky, Louisiana, Maryland, Mississippi, North Carolina, Oklahoma, South Carolina, Tennessee, Texas, Virginia, and West Virginia, and the District of Columbia. The north-central region includes the States of Illinois, Indiana, Iowa, Kansas, Michigan, Minnesota, Missouri, Nebraska, North Dakota, Ohio, South Dakota, and Wisconsin. The western region includes the States of Alaska, Arizona, California, Colorado, Hawaii, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, Washington, and Wyoming.

Source: U. S. Department of Commerce, Bureau of the Census and Bureau of Economic Analysis; U. S. Department of Labor, Bureau of Labor Statistics; and SEWRPC.

viewed as the most effective means for creating jobs and ensuring long-term economic growth. However, the rate of increase in manufacturing employment in the nation has declined significantly during the past decade. Nationally, as previously indicated in this chapter, manufacturing employment enumerated by the employees' places of residence increased by only about 13 percent during the 1960's, and by only about 11 percent during the 1970's, compared with a percentage increase in total employment of 18 percent and 28 percent, respectively, during these time periods. As a result, the nation's manufacturing employment declined from about 27 percent of total employment in 1960 to about 22 percent of total employment in 1980.

Basic structural change in the national economy is also evidenced by a shift in the nature of manufacturing activities, with "high technology" industries accounting for a continually increasing portion of all manufacturing jobs. In this regard, it has been estimated that high technology jobs accounted for 69 percent of the total increase in manufacturing jobs in the nation between 1955 and 1979; as a result, high technology industry's share of all manufacturing jobs increased significantly, from 33 percent in 1955 to 40 percent in 1979. The western and New England regions have experienced the highest growth in high technology jobs in recent years, while the Great Lakes region has lagged behind the national average growth rate.<sup>2</sup>

The foregoing national economic activity trends--particularly, the structural change in the economy--may be attributed in part to changing world economic conditions and world markets. American industries face increasing competition in markets which the nation once dominated. For example, United States production of steel has decreased from 47 percent of world production in 1950 to 20 percent in 1970, and, further, to only 14 percent in 1980. The domination of the United States in the automobile industry has ended, with Japan producing more passenger cars than were produced by the United States for the first time in 1980. United States domination of the semi-conductor industry, which began with the inception of the industry in the 1950's, is also being challenged by Japan, which accounted for 30 percent of the world market in 1982. Such changes in world markets may be expected to have a strong bearing on the future size and structure of the national economy, as well as the economy of the Southeastern Wisconsin Region and Milwaukee County.

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<sup>2</sup>Joint Economic Committee, Congress of the United States, Location of High Technology Firms and Regional Economic Development, 1982. While recognizing that there is no general agreement on a definition of high technology industries, this study estimates high technology employment levels by analyzing selected Standard Industrial Classification (SIC) groups believed to be representative of high technology industries, including chemicals and allied products (SIC 28); machinery, except electrical (SIC 35); electrical and electronic machinery, equipment, and supplies (SIC 36); transportation equipment (SIC 37); and measuring, analyzing, and controlling instruments, photographic, medical, and optical goods, and watches and clocks (SIC 38). It is important to recognize that the Standard Industrial Classification system is not specifically designed to quantify high technology industry employment. Consequently, not all of the jobs in the foregoing SIC groups can rightfully be categorized as high technology jobs and, conversely, these SIC groups do not include all high technology jobs.



Regional and County Economic Trends: A strong manufacturing sector has historically been the cornerstone of the economy of southeastern Wisconsin and Milwaukee County, and, as previously indicated, manufacturing industry employment still accounts for the largest portion of total regional and county employment. The national economic trends described above--namely, the competition for economic activity, especially from the southern and western regions, and structural change in the national economy away from traditional manufacturing activities--have particularly important implications for the economy of southeastern Wisconsin because of its high dependence on manufacturing activities.

The trends in the distribution of civilian labor employment, or employment enumerated by an employee's place of residence, were examined earlier in this chapter. This examination highlighted the significant changes which have taken place in manufacturing employment. Within the Region, such employment declined from 41 percent of total regional employment in 1960, to 33 percent in 1980; and within Milwaukee County, such employment declined from 41 percent of total employment in 1960 to 31 percent in 1980. Over this same period, service industry employment within the Region increased 10 percentage points from 17 percent of total regional employment in 1960 to 27 percent in 1980; and within Milwaukee County, such employment increased 22 percentage points, from 7 percent of total county employment in 1960 to 29 percent in 1980 (see Table 49).

Table 60 shows the employment by the place of work in 1970 and 1980 for Milwaukee County, the Region, the State and the nation. Employment data by an employee's place of work, versus by an employee's place of residence, provide a better indication of the change in the economic base because they provide a good measure of the actual jobs within the geographic area of concern. The place-of-work employment data shown in Table 60 support the previously discussed changes in the distribution of economic activity in the Region and Milwaukee County.

As indicated in Table 60, employment in Milwaukee County's manufacturing industry declined by about 5 percent--from 33 percent in 1970 to about 28 percent in 1980. In comparison, manufacturing employment in the Region declined by about 4 percent, in the State by about 3 percent, and in the nation by about 4 percent.

The services industries' share of total employment within the County increased by about 6 percent--from 17 percent in 1970 to 23 percent in 1980--a larger percentage point increase than this industry showed for the Region, 4 percent; the State, 3 percent; or the nation, also 3 percent. Based upon these changes, it could be concluded that not only is the County's economy being affected by national economic trends away from manufacturing employment and toward service employment, but these effects are being felt to a greater degree in Milwaukee County than in the compared areas. It should be noted, however, that the recent national economic recession has severely affected the County's manufacturing industry employment. A recovery by the County's manufacturing industry, should it occur, could halt to a significant degree the apparent change in the structure of the Region's economy.

Other percentage point changes in industry employment within the County, as set forth in Table 60, include small percentage point declines in the following industries: construction; transportation, communications, and utilities;

Table 60

**INDUSTRY EMPLOYMENT AND PERCENT CHANGE  
BY PLACE OF WORK IN MILWAUKEE COUNTY, THE REGION,  
WISCONSIN, AND THE UNITED STATES: 1970 AND 1980**

Major Employment Category	1970 Employment by Place of Work							
	Milwaukee County		Region		Wisconsin		United States	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Agriculture.....	784	0.2	11,939	1.6	150,844	8.2	4,368,000	5.2
Construction.....	15,864	3.1	27,172	3.6	65,480	3.6	3,563,000	4.3
Manufacturing.....	166,307	32.8	252,318	33.5	504,184	27.5	19,410,000	23.1
Transportation, Communications, and Utilities.....	28,734	5.7	36,739	4.9	81,277	4.4	4,510,000	5.4
Wholesale Trade.....	28,110	5.5	35,266	4.7	67,180	3.7	3,806,000	4.5
Retail Trade.....	79,519	15.7	115,741	15.4	270,748	14.7	11,469,000	13.7
Finance, Insurance, and Real Estate.....	27,810	5.5	32,759	4.3	61,636	3.4	3,739,000	4.5
Services.....	84,733	16.7	119,547	15.9	256,248	13.9	13,619,000	16.2
Government.....	54,029	10.7	83,329	11.0	250,688	13.6	13,088,000	15.6
Nonfarm Proprietors.....	20,532	4.0	37,193	4.9	123,324	6.7	5,388,000	6.4
Miscellaneous.....	666	0.1	1,740	0.2	6,087	0.3	928,000	1.1
<b>Total Jobs</b>	<b>507,088</b>	<b>100.0</b>	<b>753,743</b>	<b>100.0</b>	<b>1,837,696</b>	<b>100.0</b>	<b>83,888,000</b>	<b>100.0</b>

Major Employment Category	1980 Employment by Place of Work							
	Milwaukee County		Region		Wisconsin		United States	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Agriculture.....	794	0.2	12,818	1.5	156,648	7.0	4,107,300	3.9
Construction.....	12,373	2.3	25,816	2.9	70,062	3.1	4,332,000	4.2
Manufacturing.....	154,191	28.1	261,754	29.6	560,200	24.8	20,375,000	19.6
Transportation, Communications, and Utilities.....	28,243	5.2	39,610	4.5	92,625	4.1	5,156,000	5.0
Wholesale Trade.....	29,374	5.4	43,454	4.9	95,946	4.3	5,291,000	5.1
Retail Trade.....	81,092	14.8	131,866	14.9	341,240	15.1	15,086,000	14.5
Finance, Insurance, and Real Estate.....	36,250	6.6	46,403	5.3	96,578	4.3	5,268,000	5.1
Services.....	125,695	22.9	177,971	20.1	384,043	17.0	19,395,000	18.7
Government.....	57,103	10.4	95,736	10.8	297,972	13.2	16,350,000	15.7
Nonfarm Proprietors.....	22,093	4.0	46,191	5.2	150,995	6.7	7,007,000	6.7
Miscellaneous.....	736	0.1	2,526	0.3	9,984	0.4	1,594,000	1.5
<b>Total Jobs</b>	<b>547,944</b>	<b>100.0</b>	<b>884,145</b>	<b>100.0</b>	<b>2,256,293</b>	<b>100.0</b>	<b>103,961,300</b>	<b>100.0</b>

Major Employment Category	Percent Change in Industry Employment: 1970-1980			
	Milwaukee County	Region	Wisconsin	United States
Agriculture.....	--	-0.1	-1.2	-1.3
Construction.....	-0.8	-0.7	-0.5	-0.1
Manufacturing.....	-4.7	-3.9	-2.7	-3.5
Transportation, Communications, and Utilities.....	-0.5	-0.4	-0.3	-0.4
Wholesale Trade.....	-0.1	0.2	0.6	0.6
Retail Trade.....	-0.9	-0.5	0.4	0.8
Finance, Insurance, and Real Estate.....	1.1	1.0	0.9	0.6
Services.....	6.2	4.2	3.1	2.5
Government.....	-0.3	-0.2	-0.4	0.1
Nonfarm Proprietors.....	--	0.3	--	0.3
Miscellaneous.....	--	0.1	0.1	0.4
<b>Total Jobs</b>	<b>--</b>	<b>--</b>	<b>--</b>	<b>--</b>

Source: SEWRPC.

wholesale and retail trade; and government. During the same time period, a 1 percent increase in employment occurred in the finance, insurance, and real estate industry, an industry that is usually considered to be a service-type industry.

A second and related indicator of economic conditions in Milwaukee County and the Region is the overall percentage increase in total industry employment, as well as the percentage increase in industry employment in each of the major industry groups. The growth of industry employment in Milwaukee County is a strong indicator of the relatively poor economic conditions in the County. From 1970 to 1980, total employment increased by about 40,900 workers. However, this increase of about 8 percent was less than one-half of the increase in total employment for the Region, 17 percent; and less than the increase for Wisconsin, 23 percent, and the nation, 24 percent (see Table 61). The employment growth of individual industry groups in Milwaukee County was also disappointing in that nearly every industry in the County showed a larger percentage decline in employment than the employment declines for the compared areas, or a smaller percentage increase in employment than shown for the compared areas. Only the County's service industry employment grew at a rate that was comparable to the rate of increase for the Region and the State, and greater than that for the nation.

Milwaukee County showed a 7 percent decline in the manufacturing industry (the County's largest industry) between 1970 and 1980, with manufacturing employment in the Region increasing 4 percent, in the State increasing 11 percent, and in the nation increasing 5 percent. The percentage increase in service industry employment within the County, 48 percent, the County's second largest industry, was greater than that for the nation, 42 percent, and only slightly less than that for the Region, 49 percent, or the State, 50 percent. Finally, the 2 percent increase in employment in the retail trade industry, the third largest industry in the County, was significantly less than that for the Region, 14 percent, the State, 26 percent, or the nation, 32 percent.

Finally, there has been a significant change in the spatial distribution of economic activity within the Region during the past three decades. Particularly evident is the change in the distribution of jobs, or employment opportunities, provided in the Region, with this change again an indication of the decline in economic conditions in Milwaukee County.

Table 61

**CHANGE IN INDUSTRY EMPLOYMENT IN MILWAUKEE COUNTY,  
THE REGION, WISCONSIN, AND THE UNITED STATES: 1970-1980**

Industry	Change in Industry Employment							
	Milwaukee County		Region		Wisconsin		United States	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Agriculture.....	10	1.3	879	7.4	5,804	3.8	-260,700	- 6.0
Construction.....	-3,491	-22.0	-1,356	- 5.0	4,582	7.0	769,000	21.6
Manufacturing.....	-12,116	-7.3	9,436	3.7	56,016	11.1	965,000	5.0
Transportation, Communications, and Utilities.....	-491	-1.7	2,871	7.8	11,348	14.0	646,000	14.3
Wholesale Trade.....	1,264	4.5	8,188	23.2	28,766	42.8	1,485,000	39.0
Retail Trade.....	1,573	2.0	16,125	13.9	70,492	26.0	3,617,000	31.5
Finance, Insurance, and Real Estate.....	8,440	30.4	13,644	41.6	34,942	56.7	1,529,000	40.9
Services.....	40,962	48.3	58,424	48.9	126,795	49.9	5,776,000	42.4
Government.....	3,074	5.7	12,407	14.9	47,284	18.9	3,262,000	24.9
Nonfarm Proprietors.....	1,561	7.6	8,998	24.2	27,671	22.4	1,619,000	30.0
Miscellaneous.....	70	10.5	786	45.2	3,897	64.0	666,000	71.8
<b>Total Jobs</b>	<b>40,856</b>	<b>8.1</b>	<b>130,402</b>	<b>17.3</b>	<b>418,597</b>	<b>22.8</b>	<b>20,073,300</b>	<b>23.9</b>

Source: SEWRPC.

Table 62 indicates a general shift in economic activity away from the established urban counties in the Region toward the suburban and rural counties. The most notable changes have occurred in Waukesha and Milwaukee Counties. Waukesha County's share of all jobs in the Region increased dramatically from about 3 percent in 1950 to 14 percent in 1980. Conversely, Milwaukee County's share of all jobs in the Region decreased from 79 percent to 62 percent during the same period.

### Future Economic Activity Levels

On a recurring basis the Commission carries out a number of economic studies--including projections of the probable number, types, and spatial distribution of jobs--pertinent to the proper performance of its primary responsibility to make and adopt an advisory plan for the physical development of the Region. One of these studies is SEWRPC Technical Report No. 10, The Economy of South-eastern Wisconsin (2nd Edition), 1984. The primary purpose of this report is to present the results of a recent reexamination and updating of the economic data contained in previous Commission reports on the regional economy, and to present projections and forecasts of regional employment levels to the year 2010 as a basis for regional planning efforts. The purpose of this section of the Milwaukee County OEDP plan is to summarize those regional forecasts.

An alternative futures approach was utilized in the employment projections. This approach was applied in three phases. The first phase consisted of the development of alternative future scenarios concerning factors which, while operating externally to the Region, affect the growth or decline of the Region. These factors represent variables over which public and private decision-makers within the Region have little or no influence, and to which the Region must, therefore, in the future respond. Examples of such external factors are the price and availability of energy, and population lifestyles. The second phase consisted of a determination of the amount of regional growth or decline likely under each of the alternative scenarios for the external factors. The third phase consisted of the development of alternative land use development patterns to accommodate the regional change expected under each regional growth scenario.

In the application of the alternative futures approach to employment projection, an effort was made to understand the regional economy by gaining an understanding of the largest industries of the Region. These large, important industries were defined as dominant industries. The criteria used in determining industry dominance or subdominance were the same as those used in prior Commission work efforts. Industrial dominants are those industry groups within the Region which accounted for 4 percent or more of total regional employment in 1980. Industrial subdominants are those industry groups which accounted for 2 to 3.9 percent of total regional employment in 1980.

Table 62

### PERCENTAGE DISTRIBUTION OF JOBS BY COUNTY IN THE REGION: 1950-1980

County	Percent of Total Jobs in the Region				Percent Change 1950-1980
	1950	1960	1970	1980	
Kenosha . . . .	5.0	6.2	5.3	5.6	0.6
Milwaukee . . .	79.3	75.0	67.3	62.0	-17.3
Ozaukee . . . .	1.1	1.5	2.6	2.8	1.7
Racine . . . . .	7.8	7.5	8.3	8.9	1.1
Walworth . . . .	2.2	2.8	3.3	3.6	1.4
Washington . .	1.8	2.2	3.1	3.6	1.8
Waukesha . . .	2.8	4.8	10.1	13.5	10.7
Total	100.0	100.0	100.0	100.0	--

Source: Bureau of Economic Analysis, U. S. Department of Commerce; Wisconsin Department of Industry, Labor and Human Relations; and SEWRPC.

The resulting range of regional employment projections to the year 2010 is set forth in Table 63. The staging of these regional projections for selected years between 1980 and 2010 is set forth in Table 64. As indicated, total employment in the Region by 2010 is projected to range from a low of approximately 870,900 under the most pessimistic alternative future to a high of approximately 1,251,600 under the most optimistic alternative future. The span in this range illustrates the major differences in economic growth rates between the pessimistic and optimistic scenarios, which are intended to represent extremes, albeit reasonable extremes.

Table 63 indicates that the projected increases in employment over 1980 levels in the group of dominant industries range from a low of approximately 12,300 jobs under the pessimistic scenario to about 258,600 jobs under the optimistic scenario. Within the dominant industries, only the retail trade, medical and professional services, wholesale trade, and finance, insurance, and real estate sectors are projected to show job increases under the pessimistic scenario, with all other dominant sectors showing declines under this scenario. All dominant industry groups would show increases under the optimistic scenario. The subdominant industries are expected to show relatively lesser rates of growth under both the pessimistic and optimistic scenarios, with several

Table 63

EMPLOYMENT PROJECTIONS FOR THE REGION BY INDUSTRY GROUP  
FOR THE YEAR 2010: ALTERNATIVE FUTURES ANALYSIS

Industry Group	Estimated Employment (thousands of jobs)				Alternative Employment Projections for 2010 (thousands of jobs)					
	1980	Percent of Total	1983	Percent of Total	Pessimistic	Percent of Total	Intermediate	Percent of Total	Optimistic	Percent of Total
<b>Dominant</b>										
Nonelectrical Machinery . . .	73.1	8.3	46.9	5.7	66.1	7.6	83.7	8.0	106.1	8.5
Electric and Electronic Machinery . . . .	40.1	4.5	33.2	4.0	39.7	4.6	44.9	4.3	50.2	4.0
Retail Trade . . . . .	131.9	14.9	125.0	15.1	133.3	15.3	162.8	15.5	190.2	15.2
Medical and Professional Services . . . .	103.4	11.7	108.0	13.1	123.7	14.2	150.0	14.3	187.3	15.0
Educational Services . . . .	63.5	7.2	61.5	7.5	50.6	5.8	64.2	6.1	80.2	6.4
Wholesale Trade . . . . .	43.5	4.9	42.3	5.1	44.9	5.2	56.3	5.4	67.6	5.4
Finance, Insurance, and Real Estate . . . . .	46.4	5.2	48.9	5.9	55.3	6.3	67.1	6.4	78.9	6.3
Subtotal	501.9	56.8	465.8	56.4	513.6	--	629.0	--	760.5	--
<b>Subdominant</b>										
Fabricated Metals . . . . .	31.8	3.6	25.2	3.1	29.5	3.4	41.9	4.0	57.7	4.6
Primary Metals . . . . .	16.6	1.9	10.0	1.2	13.9	1.6	15.3	1.5	16.6	1.3
Transportation Equipment . .	21.5	2.4	21.7	2.6	17.7	2.0	18.6	1.8	21.5	1.7
Food and Beverage . . . . .	20.9	2.4	18.1	2.2	16.7	1.9	18.6	1.8	20.9	1.7
Printing and Publishing . . .	16.3	1.9	15.9	1.9	17.6	2.0	20.4	1.9	25.5	2.0
Construction . . . . .	25.8	2.9	18.2	2.2	21.3	2.4	27.4	2.6	32.8	2.7
Public Administration . . . .	31.2	3.5	29.2	3.5	25.8	3.0	35.0	3.3	45.3	3.6
Subtotal	164.1	18.5	138.3	16.7	142.5	--	177.2	--	220.3	--
<b>Total Dominant/ Subdominant Employment</b>	666.0	75.4	604.1	73.1	656.1	75.3	806.2	75.4	980.8	78.4
<b>Other Employment</b>	218.2	24.7	222.0	26.9	214.8	24.7	245.1	24.6	270.8	21.6
<b>Region Total</b>	884.2	100.0	826.1	100.0	870.9	100.0	1,051.3	100.0	1,251.6	100.0

Source: SEWRPC.

Table 64

**ESTIMATED 1980 AND PROJECTED 1985, 1990, 2000, AND 2010  
LEVELS OF EMPLOYMENT IN THE REGION BY INDUSTRY GROUP**

Pessimistic Regional Economic Growth Scenario					
Industry Group	Levels of Employment (thousands of jobs)				
	Estimated 1980	Projected			
		1985	1990	2000	2010
<b>Dominant</b>					
Nonelectrical Machinery . . . . .	73.1	56.2	56.9	61.3	66.1
Electrical Machinery and Equipment . . . . .	40.1	36.3	37.0	38.8	39.7
Retail Trade . . . . .	131.9	123.4	126.8	130.0	133.3
Medical and Professional Services . . . . .	103.4	103.9	106.5	114.8	123.7
Educational Services . . . . .	63.5	59.4	53.2	52.4	50.6
Wholesale Trade . . . . .	43.5	41.3	42.0	43.4	44.9
Finance, Insurance, and Real Estate . . . . .	46.4	47.0	47.6	51.3	55.3
Subtotal	501.9	467.5	470.0	492.0	513.6
<b>Subdominant</b>					
Fabricated Metals . . . . .	31.8	26.3	26.7	28.1	29.5
Primary Metals . . . . .	16.6	13.5	13.2	13.5	13.9
Transportation Equipment . . . . .	21.5	19.3	18.6	18.1	17.7
Food and Beverage . . . . .	20.9	19.3	18.6	17.6	16.7
Printing and Publishing . . . . .	16.3	15.5	15.9	16.7	17.6
Construction . . . . .	25.8	21.3	21.3	21.3	21.3
Public Administration . . . . .	31.2	27.5	27.2	26.5	25.8
Subtotal	164.1	142.7	141.5	141.8	142.5
<b>Total Dominant/Subdominant Employment</b>	<b>666.0</b>	<b>610.2</b>	<b>611.5</b>	<b>633.8</b>	<b>656.1</b>
<b>Other Employment</b>	<b>218.2</b>	<b>199.3</b>	<b>199.8</b>	<b>207.1</b>	<b>214.8</b>
<b>Region Total</b>	<b>884.2</b>	<b>809.5</b>	<b>811.3</b>	<b>840.9</b>	<b>870.9</b>

Intermediate Regional Economic Growth Scenario					
Industry Group	Levels of Employment (thousands of jobs)				
	Estimated 1980	Projected			
		1985	1990	2000	2010
<b>Dominant</b>					
Nonelectrical Machinery . . . . .	73.1	64.5	68.6	75.8	83.7
Electrical Machinery and Equipment . . . . .	40.1	38.1	39.4	42.1	44.9
Retail Trade . . . . .	131.9	126.9	133.4	147.4	162.8
Medical and Professional Services . . . . .	103.4	110.0	117.0	132.5	150.0
Educational Services . . . . .	63.5	60.3	61.1	62.6	64.2
Wholesale Trade . . . . .	43.5	41.8	43.9	49.7	56.3
Finance, Insurance, and Real Estate . . . . .	46.4	48.8	52.0	59.1	67.1
Subtotal	501.9	490.4	515.4	569.2	629.0
<b>Subdominant</b>					
Fabricated Metals . . . . .	31.8	28.9	31.1	36.1	41.9
Primary Metals . . . . .	16.6	14.4	14.6	15.0	15.3
Transportation Equipment . . . . .	21.5	19.8	19.6	19.1	18.6
Food and Beverage . . . . .	20.9	19.8	19.6	19.1	18.6
Printing and Publishing . . . . .	16.3	15.9	16.7	18.4	20.4
Construction . . . . .	25.8	23.6	24.5	25.9	27.4
Public Administration . . . . .	31.2	28.8	30.0	32.3	35.0
Subtotal	164.1	151.2	156.1	165.9	177.2
<b>Total Dominant/Subdominant Employment</b>	<b>666.0</b>	<b>641.6</b>	<b>671.5</b>	<b>735.1</b>	<b>806.2</b>
<b>Other Employment</b>	<b>218.2</b>	<b>210.1</b>	<b>209.4</b>	<b>216.5</b>	<b>245.1</b>
<b>Region Total</b>	<b>884.2</b>	<b>851.7</b>	<b>880.9</b>	<b>951.6</b>	<b>1,051.3</b>

Table 64 (continued)

Optimistic Regional Economic Growth Scenario					
Industry Group	Levels of Employment (thousands of jobs)				
	Estimated 1980	Projected			
		1985	1990	2000	2010
<b>Dominant</b>					
Nonelectrical Machinery . . . . .	73.1	77.8	82.8	93.7	106.1
Electrical Machinery and Equipment . . . . .	40.1	41.6	43.2	46.6	50.2
Retail Trade . . . . .	131.9	140.4	149.0	168.4	190.2
Medical and Professional Services . . . . .	103.4	114.2	126.0	153.6	187.3
Educational Services . . . . .	63.5	66.0	68.6	74.2	80.2
Wholesale Trade . . . . .	43.5	46.9	50.4	58.4	67.6
Finance, Insurance, and Real Estate . . . . .	46.4	50.6	55.2	65.6	78.9
Subtotal	501.9	537.5	575.2	660.5	760.5
<b>Subdominant</b>					
Fabricated Metals . . . . .	31.8	35.1	38.8	47.3	57.7
Primary Metals . . . . .	16.6	16.6	16.6	16.6	16.6
Transportation Equipment . . . . .	21.5	21.5	21.5	21.5	21.5
Food and Beverage . . . . .	20.9	20.9	20.9	20.9	20.9
Printing and Publishing . . . . .	16.3	17.6	18.9	22.0	25.5
Construction . . . . .	25.8	26.8	27.9	30.3	32.8
Public Administration . . . . .	31.2	33.2	35.3	40.0	45.3
Subtotal	164.1	171.7	179.9	198.6	220.3
Total Dominant/Subdominant Employment	666.0	709.2	755.1	859.1	980.8
Other Employment	218.2	225.3	232.8	251.5	270.8
Region Total	884.2	934.5	987.9	1,110.8	1,251.6

Source: SEWRPC.

employment sectors, most notably the primary metals, food and beverage, and transportation equipment groups, showing no employment gains under even the most optimistic economic conditions.

#### Distribution of County Employment Under the Regional Economic Activity

Futures: As previously noted in this chapter, the historic trend in the spatial distribution of employment in the Region has been one of decentralization. Milwaukee County, which in 1960 contained 75 percent of the Region's jobs, contained 62 percent of the Region's jobs in 1980. The proportion of total regional jobs in Ozaukee, Racine, Walworth, and Washington Counties increased between 1 and 2 percentage points between 1960 and 1980, while the proportion of regional jobs in Waukesha County increased from about 5 percent in 1960 to about 14 percent in 1980. The pattern in Kenosha County during this period has been one of fluctuation rather than of steady increase or decrease. During this period, the proportion of regional jobs in Kenosha County ranged from a low of about 5 percent to a high of about 6 percent.

Alternative distributions of jobs by county under the three regional employment projections are set forth in Table 65. These distributions recognize both the magnitude and direction of historic trends in employment distribution in the Region, albeit as these trends might be tempered by the conditions of the



Table 65

### ALTERNATIVE EMPLOYMENT PROJECTIONS FOR THE REGION BY COUNTY FOR THE YEAR 2010

County	Existing				Projections for 2010					
	1960		1980		Pessimistic		Intermediate		Optimistic	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Kenosha . . . .	40.1	6.2	49.5	5.6	48.8	5.6	61.0	5.8	75.1	6.0
Milwaukee . . .	486.2	75.0	547.9	62.0	479.0	55.0	552.0	52.5	625.8	50.0
Ozaukee . . . .	9.5	1.5	24.8	2.8	26.1	3.0	36.8	3.5	50.1	4.0
Racine . . . . .	48.5	7.5	78.7	8.9	78.4	9.0	105.1	10.0	137.7	11.0
Walworth . . . .	18.3	2.8	32.1	3.6	34.8	4.0	47.3	4.5	62.6	5.0
Washington . . .	14.5	2.2	31.8	3.6	39.2	4.5	52.6	5.0	68.8	5.5
Waukesha . . . .	30.8	4.8	119.4	13.5	164.6	18.9	196.6	18.7	231.5	18.5
Total	647.9	100.0	884.2	100.0	870.9	100.0	1,051.3	100.0	1,251.6	100.0

Source: U. S. Bureau of Economic Analysis; Wisconsin Department of Industry, Labor and Human Relations; and SEWRPC.

alternative economic activity futures. Under each of the three employment projections, Milwaukee County may be expected to continue providing an ever smaller percentage of total regional jobs--even under futures where the absolute number of jobs in Milwaukee County would continue to increase. Under all three alternative employment projections, both the absolute number of jobs and the percentage of total regional jobs may be expected to increase in Waukesha County. With respect to the remaining counties, a mix of slight losses or slight gains could be expected under the pessimistic economic scenario, while increases in both the numbers of jobs and the percentages of total regional jobs may be expected under the other two alternatives, with the absolute increases being greater in all cases under the optimistic economic scenario.

It should be noted that these alternative projections are not necessarily intended to be used for long-range planning purposes, since one of the functions of areawide planning is to attempt to influence the distribution of economic activity when such action is deemed to be in the public interest. Consequently, areawide plans may attempt to change the projected course of events in such a manner as to alter historic trends. Therefore, the projections are presented not to determine the distribution of economic activity for which plans must be prepared, but rather to represent points of departure for use in plan preparation.

#### MAJOR EMPLOYERS IN MILWAUKEE COUNTY

The EDA guidelines for the preparation of an OEDP document require that the document include a table showing the major employers in the County. Accordingly, Table 66 sets forth the names of the major private employers in Milwaukee County. As indicated in Table 66, the County includes a number of the most prestigious and well-known employers in the nation.

Table 66

## MAJOR EMPLOYERS IN MILWAUKEE COUNTY

<u>Manufacturing--Food and Kindred Products</u> Miller Brewing Company Patrick Cudahy, Inc. Pabst Brewing Company	<u>Manufacturing--Electric and Electronic Equipment</u> Allen-Bradley Company Eaton Corporation (Cutler-Hammer) General Electric Company General Motors Corporation Globe-Union, Inc. Litton Industrial Products, Inc. Square D Company Sunbeam Corporation, Oster Division	<u>Finance, Insurance, and Real Estate</u> Blue Cross & Blue Shield United of Wisconsin First Wisconsin National Bank M & I Marshall/Ilsley Bank Northwestern Mutual Life Insurance Company
<u>Manufacturing--Paper and Allied Products</u> W. H. Brady Company	<u>Manufacturing--Transportation Equipment</u> A. O. Smith Corporation Astronautics Corporation of America Harley-Davidson Motor Company, Inc.	<u>Services</u> Columbia Hospital Deaconess Hospital Family Hospital Goodwill Industries Hotel Pfister Lutheran Hospital of Milwaukee Manpower, Inc. Milwaukee Children's Hospital Milwaukee Regional Medical Center Mount Sinai Medical Center Personnel Pool of Milwaukee Pinkerton's, Inc. St. Francis Hospital St. Joseph's Hospital St. Luke's Hospital Association, Inc. St. Mary's Hospital St. Michael Hospital/Franciscan Nuns Trinity Memorial Hospital Unicare Health Facilities, Inc. West Allis Memorial Hospital
<u>Manufacturing--Printing and Publishing</u> Newspapers, Inc.	<u>Manufacturing--Instruments and Related Products</u> Johnson Controls, Inc.	
<u>Manufacturing--Primary Metals Industries</u> Babcock & Wilcox Company	<u>Transportation and Public Utilities</u> Chicago, Milwaukee, St. Paul & Pacific Railroad Company (Milwaukee Road) Milwaukee Transport Services, Inc. U. S. Postmaster Wisconsin Electric Power Company Wisconsin Gas Company Wisconsin Telephone Company A Division of Ameritech, Inc.	
<u>Manufacturing--Fabricated Metal Products</u> American Can Company Continental Group, Inc. Inryco, Inc. Ladish Company Master Lock Company	<u>Retail Trade</u> Boston Store Department Stores F. W. Woolworth Company Gimbels Brothers, Inc. J. C. Penny Company, Inc. K-Mart Corporation Kohl's--A Division of A&P McDonald's Restaurants Sears Roebuck and Company Sentry Markets, Inc. Target Stores	
<u>Manufacturing--Machinery Except Electrical</u> Allis Chalmers Corporation A-T-O Inc. (George J. Meyer Manufacturing) Briggs & Stratton Corporation Bucyrus-Erie Company Caterpillar Tractor Company Evinrude Motors Harnischfeger Corporation Kearney & Trecker Corporation Rexnord, Inc. Teledyne Wisconsin Motor The Falk Corporation		

NOTE: Except for the Milwaukee Regional Medical Center, employers do not include categories of education and government.

Source: SEWRPC.

## Chapter IV

# ECONOMIC DEVELOPMENT POTENTIALS AND CONSTRAINTS

## INTRODUCTION

The preceding chapters of this report provide an assessment of historic economic development efforts in Milwaukee County, and an inventory and analysis of the natural resources, community utilities, facilities, and services, and socioeconomic characteristics of the County. These chapters reveal certain characteristics of the County which have both positive and negative implications for economic development. Accordingly, this information provides a basis for the identification of the economic development potentials of the County, as well as the economic development constraints which may need to be overcome in order to improve the economy of the County. The purpose of this chapter is to set forth those economic development potentials and constraints. Specific information relative to each of the potentials and constraints is provided in the preceding chapters of this report.

It should be noted that in some cases, an economic development constraint has been identified as a result of the perceptions of the Milwaukee County Overall Economic Development Program (OEDP) Committee, or perceptions of specific groups of persons or organizations in Milwaukee County. In those cases where data are available to document these perceptions, the data have been included herein. However, in those cases where documenting data are not available, the chapters indicate that the constraint is a perceived constraint.

## ECONOMIC DEVELOPMENT POTENTIALS

The economic development potentials of an area result from certain positive attributes that give that area a comparative advantage in attracting and sustaining economic development. The economic development potentials of Milwaukee County are summarized below.

### Potential One: Retention and Expansion of the County's Manufacturing Industry Base

While retention and expansion of all industry employers in Milwaukee County should be a priority in any county economic development program, the structure of the County's economy results in the need for a special emphasis on the retention and expansion of existing manufacturing employers, as well as the attraction of new manufacturing industries to the County. The retention and expansion of the County's manufacturing industry would provide a base for additional economic development. In 1982, approximately 130,050 jobs, or 29 percent of all jobs in the County, were in the manufacturing industry. In comparison to the national economy, the county economy is concentrated in nonelectrical machinery; electric and electronic equipment; fabricated metals; leather and leather products; and food and kindred products. The County's existing manufacturing industry base, together with the location of Milwaukee

County within 350 miles of some of the most important industrial areas and heaviest population concentrations within the Midwest, provides a good potential for the location of branch manufacturing plants in the County. The County is served by an excellent transportation system which links it efficiently and economically not only to the rest of the Milwaukee metropolitan area and to major population and employment centers of the Midwest, but to major national and international markets as well. In addition, necessary public utilities including sanitary sewerage, water supply, and gas and electric power systems in Milwaukee County all have sufficient service capacity to meet the needs of new industrial users.

The County's existing labor force, as well as the labor force of the entire Milwaukee metropolitan area, of which the County is an integral part, also provides an advantage to the County for the retention and expansion of the County's manufacturing industry base. The labor force is highly skilled, and the labor force educational attainment compares favorably to that of other areas of the nation. In addition, a wide range of high-quality labor force training programs are available to manufacturing establishments at the Milwaukee Area Technical College, as well as the Milwaukee School of Engineering, Marquette University, and the University of Wisconsin-Milwaukee. Together, the skills and educational attainment of the existing labor force and the available training facilities should act to encourage manufacturing industry establishments to locate in the County.

Finally, the recent interest in the identification and implementation of economic development activities by economic development practitioners at the state, regional, and local level can be expected to help facilitate the retention and expansion of the County's manufacturing industry base. A 1984 report by the Wisconsin Department of Development, entitled, The Job Generation Process in Wisconsin: 1969-1981, indicates that the majority of job gains in the State come from existing businesses that expand rather than from new enterprises that start up in the State or migrate to the State from other areas.<sup>1</sup> This finding reinforces the importance of economic development activities that are designed to help retain and expand manufacturing industry employment.

#### Constraints Related to Potential One:

Distribution of Economic Activity in the Nation--The distribution of economic activity in the nation could affect the ability of Milwaukee County to retain existing and attract new manufacturing industry employers. Economic growth indicators for the north-central region of the nation, which includes Wisconsin, have consistently lagged behind those of the southern and western regions of the country. Of particular importance is the relative change in employment levels. Total employment in the southern and western regions of the nation increased by 39 percent and 49 percent, respectively, between 1970 and 1980, in comparison to relative increases of 18 percent and 11 percent for the north-central and northeastern regions, respectively. Manufacturing employment increased by 37 percent in the West and 24 percent in the South between 1970 and 1980, while manufacturing employment increased by only 3 percent in the north-central region and actually decreased by about 5 percent in the northeastern region during this time.

<sup>1</sup>Wisconsin Department of Development, The Job Generation Process in Wisconsin: 1969-1981, December 1984.

Structural Changes in the Economy--Major changes are occurring in the structure of the national, state, and regional economies. Growth in manufacturing industries has traditionally been viewed as the most effective means for creating jobs and enjoying long-term economic growth. However, the rate of increase in manufacturing employment in the nation has declined significantly during the past decade. As a result, during the 1970 to 1980 time period the percentage of manufacturing jobs in Milwaukee County declined from 33 percent in 1970 to 28 percent in 1980. In addition, basic structural changes in the economy that affect the County's manufacturing industry are evidenced by the shift in the nature of manufacturing activities, with "high technology" industries accounting for a continually increasing portion of manufacturing jobs. In this regard, it has been estimated that high technology jobs accounted for almost 70 percent of the total increase in manufacturing jobs in the nation from 1955 to 1979. As a result, the County's manufacturing employers may need to reorient their manufacturing process to include the development of new high technology products.

Changing World Product Markets--American manufacturing industries face increasing competition in product markets which it once dominated, with this increasing competition an important factor in the ability of the County's manufacturing firms to increase employment levels. For example, over the past decade the production of steel and the production of passenger cars in the United States have decreased substantially because of the competition from Japan, as well as other countries. This internationalization of product producers and product markets may require Milwaukee County manufacturing firms to reorient their product production and marketing efforts. Labor costs have become particularly important in the locational decision-making of many industry establishments. In addition, the OEDP Committee perceived that the political affiliation of many third world countries with countries other than the United States may affect the ability of this nation's manufacturers to market their products in a number of foreign countries, thereby excluding some product markets. In addition, the internationalization of product markets has placed new importance on the value of the U. S. dollar. A report by the Wisconsin Strategic Development Commission indicates that the value of the dollar against foreign currencies is an important factor for Wisconsin's manufacturing firms serving world markets. Wisconsin ranks thirteenth among the states in the nation in manufacturing exports. The recent strong dollar has been damaging to the export sector and is one of the reasons why Wisconsin was more severely affected by the economic recession of the early part of this decade than were other states.<sup>2</sup> Such changes in world markets may be expected to affect the national economy, and specifically, the product marketing and product sales of Milwaukee County manufacturing firms.

Perceived Negative Attitudes of Business Persons Regarding the State of Wisconsin's Attitude Toward Business--A report entitled Wisconsin Business Climate Study, prepared by Yankelovich, Skelly & White, Inc., Arthur Andersen & Company, and the Applied Population Laboratory, University of Wisconsin-Extension, presents the results of a survey which asked a sample of business executives of Wisconsin business firms to rate the State in terms of several

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<sup>2</sup>Wisconsin Strategic Development Commission, Phase I, The Mark of Progress, undated.

key location factors.<sup>3</sup> Four percent of the respondents to the survey rated the attitudes of state officials as favorable to business and industry, while 65 percent rated their attitudes as unfavorable. Twenty-three percent of the respondents rated the attitudes of community officials as favorable, while 30 percent rated these attitudes as unfavorable. While the increase in economic development activities by the state and local governments should help to alleviate these perceptions, these perceived negative attitudes regarding the State's attitude toward business may affect the ability of Milwaukee County economic development practitioners to expand the existing manufacturing industry base.

Availability of Financing for Business Expansions and New Business Start-ups--The availability of financing for business expansion projects and new business start-ups is an important component of economic development. The OEDP Committee perceived that financial institutions in Wisconsin generally maintain conservative business lending practices and, therefore, the availability of financing for business expansion projects may be a problem for manufacturing firms in Milwaukee County. The previously cited report by the Wisconsin Strategic Development Commission showed that a "lack of capital availability to certain businesses contributes to Wisconsin's economic dilemma." The report indicated that Wisconsin ranks low in banking deposits per capita (33rd in the nation), loan-to-deposit ratio (23rd in the nation), and commercial and industrial-loans-to-total-loan ratio (32nd in the nation). Wisconsin's largest bank ranks only 70th largest in the country. Consequently, the report indicated that the conservatism of financial institutions in Wisconsin may not be as much a problem as is the availability of financial resources.

Antiquated Machinery and Equipment of Existing Manufacturing Firms--A 1982 study by the Wisconsin Department of Development of the Wisconsin manufacturing industry identified a number of major problems hindering economic development and new development opportunities in the manufacturing industry in the State of Wisconsin.<sup>4</sup> The findings of the study showed that from 1958 to 1978, all United States industries experienced an aging of their physical capital stock--that is, the machinery and equipment used in the manufacturing process. Once more, the report indicated that a decline in Wisconsin industries' capital stock relative to that of the United States occurred in the fabricated metals industry, the nonelectrical machinery industry, and the instruments and related products industry. The fabricated metals and nonelectrical machinery industries are two of the manufacturing industry categories that were identified in this report as being concentrated in the Milwaukee County economy. The aging of the physical capital stock of the manufacturing industry is related to the decline in the relative importance of the manufacturing industry in the State, and could affect the ability of the County's manufacturing industry to expand in the future.

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<sup>3</sup>Yankelovich, Skelly & White, Inc., Arthur Andersen & Company and the Applied Population Laboratory, University of Wisconsin-Extension, Wisconsin Business Climate Study, April 1984.

<sup>4</sup>Dr. Kay Plantes, Chief Economist, Wisconsin Department of Development, Wisconsin Manufacturing: Charting a Course for Renewed Vitality, July 1982.

Availability of Land for Industrial Development in Milwaukee County and the Southeastern Wisconsin Region--The availability of well-located and serviced industrial land is critical to the expansion and retention of the existing manufacturing industry base in Milwaukee County, as well as in the Southeastern Wisconsin Region. The availability of such land in Milwaukee County, as well as in the Region, could limit the expansion of Milwaukee County's manufacturing industry. In a 1982 study by the Southeastern Wisconsin Regional Planning Commission, conducted at the request of the Wisconsin Electric Power Company, it was concluded that while there is sufficient industrial land available in the Region to accommodate anticipated increases in industry-related employment over the long term, there are relatively few suitable sites available for immediate industrial use, and such sites may, in fact, be unable to meet the specific needs of industries seeking to locate or relocate in the Region. In Milwaukee County, only three Class I sites, of 145 acres, 150 acres, and 115 acres, were identified in the study. Class I sites are sites that are zoned for industrial use, have public sanitary sewer facilities available within the site, and have internal streets in place for industrial parcel access. Consequently, the availability of larger industrial sites with adequate infrastructure may affect the ability of the County's manufacturing industry to expand.

Federal Expenditures--The ability of business firms to secure federal government contracts has often been identified as important to local economic development. Recent studies have shown that the flow of federal funds into Wisconsin serves as a constraint to the expansion of the County's manufacturing industry. The previously referenced report by the Wisconsin Strategic Development Commission indicates that the State ranks 43rd in the absolute amount, and 40th in the net per capita amount, of federal funds that are flowing into the State. Overall, the State ranks 47th in defense expenditures and 27th in nondefense expenditures. In addition, the State lags behind other states in the amount of federal research and development expenditures by the federal government, ranking 45th in defense research and development funding and 38th in nondefense research and development funding. While Wisconsin's ranking in the nation is relatively low with regard to the flow of federal funds, the federal funds flowing into Milwaukee County are also a problem. A recent list of the federal prime contracts in Wisconsin during the 1983 federal fiscal year (October 1982 to September 1983) indicates that a total of \$775,358,000 in prime federal contracts took place during this time period. However, a total of only \$165,187,000 of this amount, or about 21 percent of the prime federal contracts, was awarded to business establishments located in Milwaukee County. These data indicate that federal expenditures in Wisconsin, and specifically Milwaukee County, especially considering the current size of the defense budget, are a constraint on the economic development of Milwaukee County and, therefore, are an area of economic development concern.

Tax Concessions--Local units of government in other parts of the United States often provide existing industry that is planning an expansion, and new industry that is planning on locating in an area, with a variety of real estate and personal property tax and service fee concessions. The stated purpose of these concessions is to retain or attract the industries concerned. A number of economic development studies, however, have questioned the importance of tax concessions in the location decisions of new or expanding industry. In Wisconsin, the granting of tax concessions to private business is apparently precluded by law, as well as by the attitude of many local governmental bodies. While the importance of these concessions remains an important



economic development issue, members of the Milwaukee County OEDP Committee perceived the inability of local units of government to grant these concessions to be an economic development constraint.

Higher Worker Earnings--The salary and wage structure of an area, as well as the degree of union organizing, is an important consideration in the locational decision-making of some industrial enterprises. Higher salaries and wages, as well as adversarial relationships between management and labor, may discourage and, in some cases, prohibit the expansion of employment opportunities. The latest available census data--for 1980--indicate that median earnings for all male occupational groups in Milwaukee County, \$19,262, were greater than for Wisconsin, \$17,043; or for the United States, \$17,107. These data further indicate that median earnings for all female occupational groups in Milwaukee County, \$11,135, were higher than that for Wisconsin, \$9,929; or for the United States, \$10,134. This higher median wage in Milwaukee County could act as a constraint to the expansion of existing manufacturing firms, as well as to the location of new manufacturing firms.

Cooperation of Educational Institutions and Private Business Firms--This report has previously indicated the importance of a well-trained labor force to the productivity of local business. In addition, this report has indicated that Milwaukee County is the location of a variety of secondary educational institutions that can help to train the local labor force to meet the needs of private business. The OEDP Committee, however, perceived that while in the recent past a number of initiatives have been undertaken to improve the cooperation of educational institutions and private business firms, additional initiatives must be undertaken in order to identify the existing and future labor force skill needs of private firms, and the manner in which educational institutions can best meet these needs.

Potential Two: Generation of Employment Opportunities  
Through the Application of High Technology to Existing  
Industry, as Well as Other High Technology Industry Opportunities

Basic structural changes in the national economy are evidenced by the steadily increasing portion of manufacturing jobs that are oriented to high technology industries. High technology industries are, by definition, knowledge- and capital-intensive industries that employ a high percentage of highly trained workers and produce products based on recent scientific advances having high value to the consumer. It has been estimated that high technology jobs accounted for 40 percent of all manufacturing jobs in the nation in 1979. Moreover, a recent report by the Joint Economic Committee of Congress found that high technology industries accounted for 75 percent of the net increase in manufacturing jobs in the nation from 1955 to 1979. This same study also indicated that the Midwest region could receive more benefits from high technology industry growth than could other regions of the nation, indicating that Milwaukee County should consider the attraction of high technology industries, and, more importantly, the application of high technology to existing manufacturing industries as an economic development potential.

It should be emphasized that this economic development potential identifies primarily the application of high technology to existing industries, rather than the development of traditional high technology firms located in concentration in other areas of the nation, such as Massachusetts, California, and

North Carolina. While the location of such firms in the Milwaukee County area is certainly possible, the application of high technology to existing industry may be a more reasonable expectation based upon the existing manufacturing industries in Milwaukee County.

The application of high technology to the existing manufacturing base is an important economic potential for the County due to a number of factors. First, as previously indicated, Milwaukee County includes a number of large firms that manufacture products for a variety of industrial users, as well as for consumers. In order to remain competitive these industries will need to pursue technological innovation to increase the quality of their product, as well as to remain competitive in the product marketplace. Second, the County is the location of a number of post-secondary educational institutions with the potential for research-oriented activities, as well as the potential to train workers for high technology-oriented employment. The Medical College of Wisconsin, located at the Milwaukee County Institutions grounds, is a strong research institution. While the Milwaukee School of Engineering, Marquette University, and the University of Wisconsin-Milwaukee also have significant research capabilities, the Medical College of Wisconsin's annual research budget is approximately \$23 million in the basic sciences alone, while the University of Wisconsin-Milwaukee's annual research budget and Marquette University's annual research budget for both the basic sciences and social sciences are approximately \$8 million and \$9 million, respectively.<sup>5</sup> Once more, in 1983, the University of Wisconsin-Milwaukee created an Office of Industrial Research and Technology Transfer. The Office's mission is to facilitate cooperative research projects between the University of Wisconsin-Milwaukee and local business and industry. Since its inception, the program has secured approximately \$1.25 million in research contracts. In addition, the County's location within approximately 1.5 hours travel time of the University of Wisconsin-Madison also affords an opportunity to capitalize on the research capabilities of this institution. Also, the State of Wisconsin has one of the finest vocational/technical educational systems in the country, a system that is highly capable of assisting in the retraining of workers in high technology occupations.

The recently formed Milwaukee Innovation Center, a privately funded organization whose objective is to help inventors and entrepreneurs start new businesses which are based on innovative products or ideas with high growth potential, is an important new resource for the promotion of the development of high technology-oriented industry in Milwaukee County. The Milwaukee Innovation Center, organized by private business leaders who believe that such new enterprises--carefully nurtured, structured, and developed--can inject new vigor into the Milwaukee economy, should be of particular value in the development of high technology industry in Milwaukee County.

The identification of this economic development potential for Milwaukee County is based in part on a November 1982 report by the Joint Committee on Technology and Innovation for the Greater Milwaukee Committee and the Metropolitan Milwaukee Association of Commerce entitled, A Program for Wisconsin and Milwaukee--How to Create New Jobs in High Technology and Other Manufacturing. The study summarizes an analysis of the potential for existing high technology

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<sup>5</sup>Medical College of Wisconsin, 1984-1985 Budget.

industry to expand and new high technology industry to locate in the greater Milwaukee area. The study indicates that the state research institutions, particularly the University of Wisconsin-Madison and the Medical College of Wisconsin, provide good opportunities for the expansion of high technology industry in the Milwaukee area. In addition, the study indicates that the Milwaukee area has a small core of high technology and research-oriented companies, along with a well-trained, highly skilled work force, and one of the best vocational-technical educational systems in the country to help ensure that the work force remains at a high skill level. Lastly, the study indicates that Wisconsin is a high service state with a reputation for providing for the amenities, as well as the essentials, of life, a factor which could help to attract the necessary highly skilled and well-educated work force that is often required in high technology industries. The study concluded with a number of recommendations addressed to the State of Wisconsin and to the Milwaukee metropolitan area that, when implemented, should help these areas to realize the potential for the development of high technology industry. The specific recommendations of the study, as well as an assessment of the implementation to date of these recommendations, can be found in Chapter I of this report.

A final reason why high technology industry is an important economic development potential in the County is the recent announcement by the Wisconsin Electric Power Company of a major industrial development program that involves the promotion of IH 94 in southeastern Wisconsin from the Wisconsin-Illinois border to the City of Milwaukee and from the City of Milwaukee to Madison, Wisconsin. The purpose of the program is to encourage the growth and diversification of existing industries in southeastern Wisconsin by promotion of the unique resources of the Region. Specifically, the Power Company intends to attract new industries and stimulate the creation of new industries, especially in the areas of automated manufacturing, biomedical technology, and agri-business-genetics, all of which are high technology-oriented industries. The OEDP Committee has indicated, however, that while the Power Company program is important to economic development efforts in Milwaukee County, the program should be carefully focused to avoid the relocation of business establishments from the established urban centers of Milwaukee County to outlying counties of the Region.

#### Constraints to Potential Two:

High Personal Income Taxes and a Perceived Anti-Business Reputation of the State of Wisconsin--The previously referenced report entitled Wisconsin Manufacturing: Charting a Course for Renewed Vitality indicated that while "the State's relative corporate income taxes do not affect the State's share of industry employment, statistical analysis of Wisconsin and United States employment trends suggest that relatively high personal income taxes reduce the State's share of United States employment in labor-oriented industries;" many of which could have a high technology orientation. The previously referenced report by the Joint Committee on Technology and Innovation also states that Wisconsin has a perceived national reputation "in the business community as being a high tax, anti-business State." The Joint Committee report indicates that this reputation is based, in part, on the State's "so-called long-standing progressive tradition of governing, which has produced a strain of anti-business sentiment in the Legislature and the bureaucracy that has hurt the State in recruiting and retaining industry." As a result of these factors, local economic development practitioners in the County may need to work with

the Wisconsin Legislature in reducing the personal income and inheritance taxes, as well as eliminating unnecessary state and local regulations that discourage business activity in high technology and related industries.

Technological Innovations by the University System--One of the findings of the report of the Joint Committee on Technology and Innovation was that the University of Wisconsin system, and more specifically the University of Wisconsin-Madison, has not stimulated technological innovation in the manner that other universities have, such as Stanford University in California and the Massachusetts Institute of Technology. The report states that the lack of technological innovation in the State may be due, in part, to the lack of well-established innovation centers and university research parks.

Availability of High-Risk Venture Capital--In its study of high technology industry, the Joint Committee on Technology and Innovation reported that there appears to be a scarcity of high-risk, venture capital available in the Milwaukee metropolitan area. The study indicates that conservative investment and banking practices, coupled with existing state securities regulations, have made it difficult for small firms to raise equity capital, and, as a result, discourage entrepreneurs from starting new businesses. Due to the fact that many high technology firms may be expected to be new firms, the lack of availability of venture capital could restrict the development of employment opportunities in this industry.

In addition, in a recent Milwaukee Sentinel article, Mr. Ralph L. Ells, a certified public accountant with the Milwaukee office of Arthur Young International and a member of the Certified Public Accountants Economic Development Committee, discussed the availability of venture capital, and indicated that "the problem with the venture capitalist is that they're downstream two or three years, after the product has taken off. What is needed most by the aspiring business person is an individual with \$50,000 or \$100,000 to invest, along with the time and expertise to guide the venture along."<sup>6</sup> The Arthur Young Company is promoting new business ventures on a national basis and, as a result, is becoming increasingly aware of the problems in obtaining venture capital.

Inability of the State of Wisconsin to Retain Highly Trained Members of the Labor Force--Due to its orientation toward research and new product development, it is important for high technology industries to have available workers that are highly educated. The previously referenced Wisconsin Strategic Development Commission report indicates that while the quality of Wisconsin educational institutions is high compared to that of other states, the State is losing more highly educated persons than are other areas. While "Wisconsin graduates more people from its colleges and universities than the national average, the State's adult population has fewer college graduates" than the national average. This "brain drain" suggests a lack of attractive employment opportunities for college graduates in the State. This should be of concern to local, as well as state, economic development practitioners.

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<sup>6</sup>John Torinus, Jr., "Seed Money for Start-ups," Milwaukee Sentinel, November 6, 1984.

Lack of a Risk-Taking Attitude by Entrepreneurs--The members of the Milwaukee County OEDP Committee indicated that it is their perception that the Milwaukee area has a wide range of entrepreneurs capable of developing high technology products. However, it was also the OEDP Committee's perception that entrepreneurs were less willing to take the financial risks that are usually necessary to develop and market new products. This perception, should it prove to be correct, could hinder the development of high technology products in Milwaukee County.

Potential Three: Facilitating New Entrepreneurial Opportunities  
Directed Toward Small Business Expansions and Small Business Start-ups

There are several reasons why the encouragement of small business development, and specifically small manufacturing firms, is an important economic development potential in Milwaukee County. Small businesses dominate the job generation process in Wisconsin. The previously documented study by the Wisconsin Department of Development, entitled The Job Generation Process in Wisconsin: 1969-1981, indicates that very small businesses (1 to 20 employees) and small businesses (21 to 100 employees) generated 77 percent of the net new jobs created in Wisconsin during the 1969 to 1976 time period. More importantly, the report showed that from 1979 to 1981, a time period of economic recession in Wisconsin, very small businesses created 100 percent of the net job gains in Wisconsin, suggesting that new business starts are an important key to generating new jobs during periods of both economic expansion and recession. The report indicates that very small businesses have a particularly important impact on job creation, because when such firms are successful they expand and grow rapidly and, therefore, create significant numbers of new jobs. Finally, the report points out that between 1969 and 1981 very small manufacturing firms consistently created new jobs at a faster rate than did very small service sector businesses. Even during the 1980 to 1981 recession year, very small manufacturing firms continued to add more jobs than they lost, in sharp contrast to the trend of larger manufacturers. The existing manufacturing industry base in Milwaukee County, and this industry's potential for industry establishment "spin-offs," is an important consideration in the identification of small business development as an economic development potential for Milwaukee County.

While the historic growth of small business in Wisconsin is a good indication of the potential for employment growth in the future, a number of other characteristics of Milwaukee County indicate that the start-up and expansion of small businesses is an economic development potential of the County. The University of Wisconsin, through its Extension Service, provides a wide range of information to entrepreneurs with regard to solving business management problems and problems related to new business start-ups through its Small Business Development Center. A Small Business Development Center is located at the University of Wisconsin-Extension office in the City of Milwaukee central business district. The Milwaukee Community Development Corporation (MCDC) provides business development technical assistance, as well as a variety of related services to business establishments located in a Special Impact Area in the established urban center of the City of Milwaukee. As previously indicated, the Milwaukee Innovation Center, located in Milwaukee County, is intended to help inventors and entrepreneurs start new businesses with high growth potential.

Milwaukee County, realizing the importance of the growth of small businesses, has undertaken an economic development activity that could assist in the growth of small businesses. In 1985, the county staff is expected to undertake a study of the potential for constructing a business incubator facility for new business start-ups at the County Institutions grounds, providing new businesses with a low-cost location for their initial activities. The Milwaukee area is also a good location for new and expanding small businesses because of the financing available for small businesses provided by the Milwaukee Economic Development Corporation, Small Business Administration (SBA), Section 503-Certified Development Company. SBA-Certified Development Companies provide long-term, fixed-asset financing for the acquisition of land, building construction, expansion and renovation, and the purchase of equipment. Finally, in the recent past, a number of venture capital organizations have been organized in Milwaukee County for the purpose of providing seed capital to business entrepreneurs. Together, the available resources for technical assistance to small business entrepreneurs, as well available financing for small business operations in Milwaukee County, could, if utilized effectively, provide a basis for the expansion of employment opportunities through the start-up of new small businesses and the expansion of existing small businesses.

#### Constraints Related to Potential Three:

Lack of Available Financing for Small Businesses--This chapter has indicated that the lending practices of financial institutions in Wisconsin, are perceived as being conservative, and that the capital available to financial institutions in the State is less than that available in other areas. Conservative lending practices and the lack of capital within the State are particularly important problems to small businesses in that these businesses may not have the financing available from their existing operations that larger, more established businesses often have for expansion projects. It was also indicated that small amounts of seed capital, or amounts less than \$50,000, are not readily available to entrepreneurs in Wisconsin. The lack of this seed capital is also a major constraint to the development and expansion of small businesses.

Lack of Support Services--While documentation of the lack of support services as a constraint is not available at the present time, the OEDP Committee indicated that there is a perceived lack of support services for small businesses, including ongoing, affordable technical assistance to help resolve small business management problems, as well as clerical and professional services such as temporary accounting services. In addition, the OEDP Committee indicated the need for better marketing of available support services, as well as better coordination of the available technical assistance by the providers of this assistance.

Lack of Small Business Incubator Space--The Milwaukee County OEDP Committee identified the lack of incubator space for small business in Milwaukee County as a economic development constraint. However, as indicated in this report, the 1985 Milwaukee County budget includes a proposal for the investigation of the feasibility of the development of incubator space for small business at the Milwaukee County Institutions grounds. The development of incubator space by the County could help to alleviate this economic development constraint.

Government Regulations--In order to protect the general public from a variety of negative external factors that could result from the operation of businesses in Wisconsin, a wide range of operational permits and business regulations have been developed by the State of Wisconsin and local units of government. The OEDP Committee indicated, however, that while the State and many local units of government are undertaking efforts to reduce the problems associated with business regulations, business persons perceive a lack of effective assistance by the State and local units of government to small business persons in applying for the various permits that are necessary for new business operations, as well as in meeting the requirements of ongoing business regulations.

#### Potential Four: Expansion of the Retail Trade and Service Industries

Milwaukee County has a good potential to expand its retail trade and service industry. In 1982, the retail trade and service industry employed 179,700 workers in Milwaukee County, or about 40 percent of all workers in the County. A larger number of workers were employed in the retail trade and service industries combined than in any single industry in Milwaukee County. The retail trade and service industries are becoming an increasingly important aspect of the County's economy. In 1970, the retail trade and service industries accounted for about 32 percent of total industry employment in Milwaukee County, while in 1980 these industries accounted for about 38 percent of total industry employment. In addition, from 1970 to 1980, employment in these industries increased by 26 percent, or three times the increase for total industry employment, 8 percent, during this time period. Finally, Milwaukee County is the service and retail trade hub of the Southeastern Wisconsin Region. In 1980, retail trade and service industry employment in Milwaukee County accounted for 65 percent of the retail trade and service employment in the Southeastern Wisconsin Region. As previously indicated in this report, redevelopment efforts have recently taken place in a number of the central business districts of communities in the County. The most significant of these efforts has taken place in the City of Milwaukee central business district, with the successful development of the Grand Avenue Mall. In addition to the Grand Avenue Mall, the variety of major shopping centers that are located throughout the Milwaukee area should continue to provide a good source of employment for the County's labor force. Finally, the previously referenced report by the Wisconsin Department of Development entitled The Job Generation Process in Wisconsin: 1969-1981 sets forth findings based upon historical industry employment growth which indicate that the service industry sector is, and may be expected to continue to be, a consistent source of new jobs during periods of both economic expansion and recession.

#### Constraints Related to Potential Four:

Scattered Residential Development Pattern and Difficulty in Establishing Businesses in Traditional Central Business Districts--Since the 1960's there has been a proliferation of urban residential development and population in the Southeastern Wisconsin Region, much of it in small, scattered enclaves in the rural areas of the the Region's outlying counties. This proliferation somewhat lessens the market attraction of the County's retail trade and service enterprises located in Milwaukee County's traditional central business districts. Also, expansion of retail trade and service establishments in the traditional central business districts of the County tends to be more difficult and more expensive to accomplish than new construction in outlying areas



because of the complex pattern of property ownership in many traditional central business districts, and because of the structural and functional obsolescence of many of the existing structures. Consequently, the market attraction of the County's traditional central business districts, as well as the problems associated with doing business in older central business districts, could restrict the growth of employment opportunities in the retail trade and service industries in the County.

Civilian Labor Force Issues--There is a general lack of awareness on the part of the civilian labor force that the retail trade and service industries are, and will probably continue to be, growth industries, resulting in many new opportunities for employment. Many jobs in the retail trade and service industries, however, tend to pay lower wages and demand a relatively lower skill level, resulting in a negative image of these jobs by many members of the labor force. As a result, many retail trade and service industry jobs are perceived as providing little if any opportunity for career advancement. These labor force factors could result in the lack of availability of quality workers for jobs in the retail trade and service industries and, therefore, act as constraints on this industry's future growth.

The recent declining economic conditions in Milwaukee County have resulted in an increase in persons receiving general assistance in the County. In 1984, the Milwaukee County Department of Social Services had a monthly average of about 12,800 general assistance cases, or about 2,800 more cases than anticipated--10,000 cases. Currently, general assistance recipients who are physically able to work are assigned to various work sites throughout the County. However, in 1984 there were an insufficient number of work sites available for general assistance recipients. General assistance recipients who are provided with basic employment skills could become employed in various entry-level retail trade and service occupations. While the Milwaukee County Department of Social Services is acting to correct the problem of insufficient work sites in 1985, a continuation of the problems experienced in 1984 could act as an indirect constraint to the development of the retail trade and service industries.

#### Potential Five: Expansion of the Recreation and Tourism Industry

Expansion of the recreation and tourism industry in Milwaukee County could provide substantial additional employment opportunities. In 1981, the recreation and tourism sales in Milwaukee County ranked the County first out of 72 counties in Wisconsin, and the hospitality, recreation, and travel industry employment totaled 49,161 jobs, or about 10 percent of total county employment, indicating that the tourism and recreation industry is an important segment of the county economy. The abundance of cultural and recreational opportunities in Milwaukee County is a part of this industry's potential in Milwaukee County. The wide variety of cultural resources include, but are not limited to, the Performing Arts Center; Pabst Theatre; Milwaukee Art Museum; Milwaukee Public Museum; and Milwaukee County Federated Library System, as well as recreational opportunities such as Summerfest and a variety of ethnic festivals; professional baseball, football, basketball, hockey, and soccer; the Milwaukee County Zoo; some of the finest restaurants in the nation; and the County's numerous outdoor recreation sites, which include 28 miles of Lake Michigan coastline, much of which has been made available for public use. Milwaukee County is most certainly the center of cultural and recreational activities in the State of Wisconsin.

Other aspects of the County which enhance the recreation and tourism industry as an economic development potential include: 1) the County's mid-continental climate characterized by four distinct seasons, giving residents and visitors opportunities for diverse outdoor recreational activities; 2) the proximity and accessibility of Milwaukee County to the outstanding outdoor recreational resources of the surrounding counties of the Region; 3) the availability of the convention and exhibition facilities at the Milwaukee Exposition and Convention Center and Arena (MECCA); 4) recent revitalization efforts in the Milwaukee central business district, the most important of which is the August 1982 opening of the Grand Avenue Mall; and 5) the interest by Milwaukee County government in continuing to develop the County's recreational resources, as evidenced by the Milwaukee County Executive's proposal to build an urban park on land owned by Milwaukee County, the City of Milwaukee, and the State of Wisconsin located south of the War Memorial Center on the eastern fringe of the City of Milwaukee central business district and near the Lake Michigan shoreline.

#### Constraints Related to Potential Five:

Perception of the Recreation and Tourism Industry as a Low Employment-Generating Industry--The recreation and tourism industry is often considered a part of the larger retail trade and service industries. The magnitude of the manufacturing employment in the County has historically resulted in local economic development practitioners focusing on the manufacturing industry in their economic development activities. As a result, local economic development practitioners have often failed to recognize the potential of the tourism and recreation industry in creating new employment opportunities.

Lack of a Strategic Development Plan for the Development of the Recreation and Tourism Industry--During the preparation of this document, the Milwaukee County OEDP Committee indicated that although a number of public and private organizations are actively involved in the development and promotion of the County's recreation and tourism industry, these organizations lack a strategic development plan for the continued development of this industry's resources. Such a plan should include 1) the identification of recreation and tourism facility needs in the County; 2) an evaluation and the selection of strategies for meeting these needs; and 3) an implementation program that would include specific recreation and tourism activities, the identification of organizations to undertake these activities, and the method by which funding would be provided for these activities. The OEDP Committee indicated that the coordination of recreation and tourism activities and an increase in the funds available for promotion of the recreation and tourism industry are two issues that should be addressed as soon as possible.

Interstate and Intrastate Competition in the Tourism Industry--In the recent past, local and state governments have realized the importance of the recreation and tourism industry to the growth of their respective economies. As a result, there has been a recent increase in the competition for tourism sales. Consequently, economic development practitioners in Milwaukee County will need to pursue development opportunities in the recreation and tourism industry in the same manner that these practitioners actively pursue other, more traditional economic development activities, such as the retention and expansion of the County's manufacturing industry base.

Lack of Hotel Rooms in Milwaukee County--The Milwaukee Exhibition and Conference Center and Arena (MECCA) and State Fair Park offer major quality exhibition and conference facilities. However, the Milwaukee Visitors and Convention Bureau has compiled data that indicate that Milwaukee County lacks a sufficient number of hotel rooms for convention purposes. The Visitors and Convention Bureau identified the "committable" number of hotel rooms within a 12-block area of the major convention center in the City of Milwaukee--that is, MECCA--as well as the "committable" number of hotel rooms for seven Midwest cities that are considered to be the City's competition for major conventions.<sup>7</sup> The study indicated that in 1984 the City had a total of 1,505 committable hotel rooms, while the number of committable hotel rooms for the other areas studied totaled: Detroit, Michigan--4,200; Cleveland, Ohio--2,600; St. Louis, Missouri--5,600; Cincinnati, Ohio--2,400; Minneapolis, Minnesota--2,800. These data indicate that the lack of committable hotel rooms in proximity to the City of Milwaukee's major convention center may be a constraint to the development of the Milwaukee County recreation and tourism industry.

Lack of Advertising of Urban Tourism Opportunities--The OEDP Committee indicated that while the State of Wisconsin, Division of Tourism, has undertaken a formidable tourism and recreation advertising campaign, this campaign does not, to the degree necessary, emphasize urban tourism and recreation opportunities in Wisconsin. As a result, the tourism and recreation industry in Milwaukee County may not be benefiting to the degree that it should from the State's tourism and recreation advertising program.

Lack of Awareness of Local Resources by the Resident Population and a Poor Self-Image--The success of an area's recreation and tourism industry is often dependent on the resident population's awareness and utilization of the available recreation and tourism resources. Overall, the OEDP Committee perceives that the Milwaukee County population is not totally aware of the recreation and tourism resources available in the County and, therefore, does not utilize these resources to their greatest extent. In addition, the OEDP Committee perceived a general poor image of the Milwaukee County area by the resident population in comparison to other urban areas. The utilization of the County's recreation and tourism resources and the perceived poor self-image of the Milwaukee County area by its resident population are characteristics that are difficult to verify; however, these perceptions should be addressed by local economic development practitioners.

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<sup>7</sup>Committable hotel rooms are defined as the number of hotel rooms available for any one group of persons. This figure is usually 60 percent to 80 percent of the total number of hotel rooms available in a facility.

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## Chapter V

### ECONOMIC DEVELOPMENT STRATEGY

#### INTRODUCTION

The preceding chapters of this report have identified: 1) historic economic development efforts in Milwaukee County; 2) characteristics of the natural resource base, built environment, and related features in the County pertinent to economic development; 3) socioeconomic characteristics of the County pertinent to economic development; and 4) the potentials for, and constraints on, continued economic development in Milwaukee County. The purpose of this chapter is to identify specific economic development activities that, together, can constitute an initial economic development program that can be adopted and pursued by Milwaukee County. The program is designed to expand employment opportunities within the County, and thereby to reduce local unemployment, to increase personal income, and generally to improve the overall quality of life in the County.

The economic development strategy proposed herein is the link between the findings of the inventories and analyses and the economic development program activities that are necessary to improve the County's economy. As such, this chapter presents: 1) recent economic trends, including the current condition of the economy, the economic outlook, the major probable causes of existing economic problems, and the potentials for generating new employment opportunities; 2) overall goals for a countywide economic development program; 3) specific criteria to be utilized to guide the ongoing operation of an economic development program; 4) a set of specific program objectives and activities; and 5) program evaluation criteria.

While Milwaukee has undertaken a number of economic development activities, most notably the administration of the employment training programs of the U.S. Department of Labor, Job Training Partnership Act (JTPA), and this Act's predecessor, the Comprehensive Employment and Training Act (CETA), Milwaukee County has not, to date, been formally engaged in a comprehensive economic development program. Consequently, the economic development program activities recommended herein comprise initial activities that provide a foundation for the identification of additional activities as the program progresses. Milwaukee County has, however, initiated certain activities intended to help improve economic conditions in the County. These activities have been included in the recommended economic development program in order to provide public officials, local economic development practitioners, and the general public with a list of economic development activities to be carried out by Milwaukee County.

The recommended county economic development program is not intended to duplicate, or to supplant, the existing economic development efforts of local cities and villages within the County, nor of private development organizations. Although public economic development programs have in the past been carried out primarily at the state and local municipal levels of government,

county governments have become increasingly concerned over economic development and have mounted economic development programs. The economic development activities recommended herein are intended to enhance the economic development efforts of the cities and villages in Milwaukee County.

## RECENT ECONOMIC TRENDS IN MILWAUKEE COUNTY

### Unemployment Rates

Chapter III of this report analyzed the current condition of the Milwaukee County economy as indicated by certain important economic indicators. This analysis indicated that the most significant economic concern in Milwaukee County is the high unemployment rate. The percentage of unemployed persons in Milwaukee County in relation to the total county labor force is an important indicator of the economic health of the area. In 1970, the unemployment rate for Milwaukee County, 3.7 percent, was the same as that for the Region, and less than that for the State, 4.0 percent, or the nation, 4.4 percent. By 1980, the unemployment rate in Milwaukee County had increased to 5.7 percent; however, the county unemployment rate remained the same as that for the Region, and below the unemployment rates for the State, 6.6 percent, and the nation, 6.5 percent. By 1983, the unemployment rate for Milwaukee County had risen to 10.6 percent. The Milwaukee County unemployment rate in 1983 was slightly below that for the Region, 10.7 percent, but greater than that for the State, 10.4 percent, and the nation, 9.6 percent. This relatively high unemployment rate in the County represented a total of 52,500 unemployed workers within the County, or almost twice the number of unemployed workers in 1970.

While unemployment rates declined during 1984, reaching a level of 6.3 percent in November 1984, the high rates of the recent past signal the existence of economic problems in the County. As indicated in Chapter III and Chapter IV, these relatively high county unemployment rates are due, in part, to the most recent national economic recession, and the effects of this recession on the durable goods manufacturing and construction industries in the County; structural changes in the economy; and changing world product markets.

### Changes in the Structure of the Economy

Growth in the manufacturing industry has traditionally been viewed by local economic development practitioners as the most effective means for creating jobs and ensuring long-term economic growth. Over the past two decades, however, one of the most important changes that has occurred in the structure of the national economy is the decline in the importance of manufacturing activities and an increase in the importance of service activities, as well as the shift in the nature of manufacturing activities, with "high technology" industries accounting for a steadily increasing portion of all manufacturing jobs.

The structural changes in the national economy are due, in part, to changing world economic conditions and world markets. American industries face increasing competition in markets which the United States once dominated. For example, United States steel production decreased from 47 percent of world production in 1950 to only 14 percent in 1980. Domination by the United States in the automobile industry has also ended, with Japan producing more passenger cars than were produced by the United States for the first time in 1980. Such

changes in the international economy may be expected to have a significant effect on the future size and structure of the national economy, as well as on the economy of Milwaukee County.

Certain structural changes which are occurring in the national economy are also evident in the economy of the State of Wisconsin. Following national trends, employment within the State in the manufacturing industry declined from 27 percent of total employment in 1970 to 25 percent in 1980. The percentage point decline in Milwaukee County was even greater, from 33 percent in 1970 to 28 percent in 1980. Also consistent with national and state trends, the share of total employment in the service industry in Milwaukee County increased from 17 percent in 1970 to 23 percent in 1980, a percentage point increase of 6, and an increase greater than that for the State, 3 percentage points, or the nation, also 3 percentage points. A strong manufacturing sector has historically been the foundation of the economy of Milwaukee County. Although manufacturing industry employment still accounts for a large proportion of total county employment, the recent sharp decline in the importance of this industry may have serious long-term negative effects on the economy of the County.

The increasing importance of high technology manufacturing may also be expected to have a significant effect upon the Milwaukee County economy. In this regard, it has been estimated that in 1979 high technology jobs accounted for 40 percent of all manufacturing jobs in the United States. Such jobs accounted for only 33 percent of all manufacturing jobs in 1955.

### Lack of Growth

Overall, a number of statistics indicate that Milwaukee County is experiencing a period of decline. From 1970 to 1980 the resident population of the County declined by about 89,200 persons, from 1,054,200 to 965,000, a decrease of 8.5 percent; while the population of the State and nation increased by 6.5 percent and 11.4 percent, respectively. During this same time period, the civilian labor force of the County increased by only 5 percent, from 454,085 in 1970 to 478,184 in 1980, an increase less than that for the Region, 19 percent; the State, 28 percent; or the nation, 31 percent. The increase in the total number of jobs in Milwaukee County from 1970 to 1980, 8 percent, was less than that for the Region, 17 percent; Wisconsin, 23 percent; or the nation, 24 percent. The lack of employment opportunities apparently contributed to a loss of the most highly educated portion of the labor force. State studies indicate that while 12,800 persons with college degrees moved into Milwaukee County from 1975 to 1980, 19,680 persons with college degrees moved out of the County, for a net loss of 6,880 people with college degrees.

### Economic Outlook

Unemployment rates in Milwaukee County have recently declined somewhat from the high annual average rate of 10.8 percent in 1982, and 10.6 percent in 1983, to an annual average of 7.0 percent for 1984. A continuing downward trend in unemployment rates in 1985 would seemingly indicate an improving county economy. However, recent economic reports indicate that economic conditions in 1985 in the Midwest region and Milwaukee County may not continue to improve. A January 1985 report by the Federal Reserve Bank of Chicago indicates that the national economic recovery that is currently taking place is



not being shared by the Midwest.<sup>1</sup> The report indicated that employment in the Bank's district--consisting of the States of Wisconsin, Michigan, Illinois, Iowa, and Indiana--rose 0.7 percent during the six-month period from April 1, 1984 to October 1, 1984--less than the 1.4 percent increase that could be expected based on 1983 employment increases.

A number of economists from business, industry, banking, and academia also foresee little short-term improvement in the State's economy. Recent forecasts by the economists listed in Table 67 indicate that unemployment rates are not expected to decline between now and the end of 1985, with only "nominal" growth in the economy of the State. Mr. Dale Landgren of the Wisconsin Electric Power Company predicted that while the State may gain about 30,000 jobs in 1985, southeastern Wisconsin may not gain any at all.

Although the problems associated with unemployment, structural change in the economy, and a pessimistic short-term economic outlook for the State should be of concern to local economic development practitioners, several other factors indicate that the Milwaukee County economy could improve in the future. The large existing manufacturing industry base of the County, together with the location of Milwaukee County within 350 miles of some of the most important industrial areas and heaviest population concentrations in the Midwest, provides a good potential for the location of branch manufacturing plants in the County. The County is served by a good transportation system which links it efficiently and economically not only to the rest of the Milwaukee Metropolitan area and to major population and employment centers of the Midwest, but to major national and international markets as well. In addition, the necessary public utilities in Milwaukee County, including sanitary sewerage, water supply, and gas and electric power systems, all have sufficient service capacity to meet the needs of new industrial users.

A December 1984 report by the Metropolitan Milwaukee Association of Commerce (MMAC) indicated that nine of 15 indicators used to measure economic activity in the four-county Milwaukee area were higher in December 1984 than in December 1983. The report further indicated that total employment rose 2.5 percent in November to 645,700, the highest level since June 1982. Manufacturing employment grew 1 percent. Wholesale and retail employment reached the highest level in four years and other employment reached 330,600, a record high.

An important economic development activity that could be undertaken by the County is the appropriate development of vacant lands at the County Institutions grounds. The lands constitute a unique economic development resource in that they: 1) are of sufficient size under a single ownership to accommodate a major development; 2) are located in proximity to the Milwaukee Regional Medical Center, also located at the County Institutions grounds; 3) have unusually good access to the regional freeway system, as well as being served by public transit; 4) have all essential public utilities available; and 5) are located near the center of population concentration of the Milwaukee metropolitan area. A number of land and economic development practitioners appearing before the County Executive's Blue Ribbon Task Force on the Disposition of the Milwaukee County Institutions Grounds indicated that, due to the unique characteristics of the site, the County Institutions grounds constitute

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<sup>1</sup>Mr. George Cloos, Midwest Update, Federal Reserve Bank of Chicago, December 1984.

Table 67

## WISCONSIN ECONOMISTS' OUTLOOK FOR 1985

Economists	1985 Forecast of the Percentage Growth in National Economic Indicators		
	Gross National Product	Inflation	Year-End Unemployment Rate
Mr. Victor Chou, University of Wisconsin-Milwaukee.....	3.5	4.0	7.0
Mr. Gordon Gunnlaugsson, Marshall and Ilsley Bank.....	3.5	4.2	6.8
Mr. Neil V. Pinsky, Robert W. Baird and Company.....	4.0	5.0	7.0
Mr. Don Hester, University of Wisconsin-Madison.....	2.5	3.7	7.5
Mr. Russell Kafka, Heritage Bank.....	4.0	4.7	7.0
Mr. Leon Kendall, Mortgage Guaranty Insurance Corporation.....	3.9	3.0	6.9
Mr. Dale Landgren, Wisconsin Electric Power Company.....	2.3	4.5	7.4
Mr. Robert Milbourne, Kohler Company....	3.6	4.8	6.8
Mr. Clare W. Zempel, First Wisconsin National Bank of Milwaukee.....	2.5	5.5	7.5
Average	3.3	4.4	7.1

Source: Milwaukee Journal, December 30, 1984; and SEWRPC.

one of the best economic development resources in the Midwest. Consequently, the proper development of the vacant County Institutions lands is of primary importance to the future development of the Milwaukee County economy.

The economic development of Milwaukee County will be affected by the economic development activities of local units of government in the County and of private economic development practitioners, as well as the activities of local units of government in those counties contiguous to Milwaukee County. A proliferation of economic development activities by local units of government and public and private economic development practitioners in 1984 indicates that there is a growing concern for the future of the county economy. The most significant of these efforts include: 1) the publication of a report by the Joint Committee on Technology and Innovation of the Greater Milwaukee Committee and the Metropolitan Milwaukee Association of Commerce on the opportunity for high technology industry employment in the Milwaukee area; 2) the completion of a study in 1983 by Goals for Greater Milwaukee 2000 which advanced seven goals for the economy of the Milwaukee metropolitan area; 3) the November 1982 establishment of the District Economic Progress Authority (DEPA) to monitor and promote ways for local businesses to be successful bidders for contracts associated with the Milwaukee Metropolitan Sewerage District's \$2.1 billion sanitary sewerage system rehabilitation and water pollution abatement programs; 4) the 1984 Regional Planning Commission and Wisconsin Electric Power Company study of available industrial lands in the County and the Southeastern Wisconsin Region; 5) the 1985 initiation of a strategic economic development action plan for Milwaukee County; 6) the recent redevelopment efforts associated with the development of the Grand Avenue Mall in downtown Milwaukee; 7) the organization of the Milwaukee Innovation Center in September 1984, designed to assist in the development of new business ven-

tures; 8) the incorporation of Forward Wisconsin, Inc., a private corporation funded jointly by the State of Wisconsin and private business to help attract new industry to Wisconsin; and 9) the efforts of the Wisconsin Electric Power Company IH 94 business connection campaign, which is designed to promote the development of the area by emphasizing and capitalizing on the the variety of economic development assets that exist in the IH 94 corridor from the Wisconsin-Illinois state border to the City of Milwaukee, and from the City of Milwaukee to Madison. In addition, a variety of local units of government in Milwaukee County have followed the early lead of the City of Milwaukee in undertaking ongoing economic development activities. The growing concern of local units of government and public and private economic development practitioners for the future of the Wisconsin and local economies can only serve to improve the prospects of improving economic conditions in Milwaukee County.

### Probable Causes of Economic Problems in Milwaukee County

Chapter IV of this report indicated that Milwaukee County possesses a number of characteristics that suggest a potential for growth in employment opportunities. In addition, Chapter IV discussed a wide range of economic development problems in the County. While all of these problems need not be reiterated, it is important to identify the major causes of these problems.

The Recent National Economic Recession: The Milwaukee County economy is concentrated in the manufacturing industry and, more specifically, in the durable goods manufacturing industry. In 1982, 29 percent of total industry employment within the County was in manufacturing, and 74 percent of the manufacturing employment was in the durable goods manufacturing industry. This concentration of county employment makes the County particularly vulnerable to national economic recessions. The relatively high county unemployment rates in 1983 and 1984 were due, in part, to the national economic recession that began in the early part of this decade, and the effects of this recession on the durable goods manufacturing and construction industries in the County. The recent national economic recession is, perhaps, the most important factor which has raised the level of concern by local public officials and private economic development practitioners over economic development in the County.

Structural Changes in the Economy: This chapter has indicated that major changes are occurring in the structure of the national, state, regional, and Milwaukee County economies. Growth in manufacturing industries has traditionally been viewed as the most effective means for creating jobs and enjoying long-term economic growth. The importance of manufacturing employment in the nation has declined significantly over the past decade. The importance of manufacturing in Milwaukee County has also declined significantly. In addition, basic structural changes in the economy that affect the manufacturing industry are also evidenced by the shift in the nature of manufacturing activities, with the application of high technology to existing manufacturing processes resulting in a change in the nature of many manufacturing jobs. These changes are affecting, and may be expected to continue to affect, the economy of the County, and will need to be taken into account by local economic development practitioners as economic development activities are identified and implemented.

Changing World Product Market: The American manufacturing industry faces increasing competition in product markets which it once dominated, with this competition being an important factor in the ability of the County's manufac-

turing firms to increase employment levels. This internationalization of product producers and markets may require Milwaukee County manufacturing firms to reorient product production and marketing efforts. Labor costs have become particularly important as the manufacturing industry relocates in undeveloped countries, and the higher level of wages in Milwaukee County could negatively affect the ability of existing manufacturing industries to compete on a worldwide basis. In addition, the political affiliation of many third world countries with countries other than the United States may affect the ability of American manufacturers to market their products in some foreign countries. The internationalization of product markets has also placed new importance on the value of the United States dollar. A report by the Wisconsin Strategic Development Commission indicates that the value of the dollar against foreign currencies is an important factor for Wisconsin's manufacturing firms serving world markets. Wisconsin ranks thirteenth among the states in the nation in manufacturing exports. The recent strength of the United States dollar has been damaging to the export sector, and is one of the reasons why Wisconsin has been more severely affected by the recent economic recession than have other states. Such changes in world markets may be expected to affect the national economy and, more specifically, the product marketing and product sales of Milwaukee County manufacturing firms.

Distribution of Economic Activity in the Nation: The distribution of economic activity in the nation could affect the ability of Milwaukee County to retain existing and attract new manufacturing industries. Economic growth indicators for the north-central region of the nation, which includes Wisconsin, have consistently lagged behind those of the southern and western regions of the country. Of particular importance is the relative change in employment levels. Total employment in the southern and western regions of the nation increased by 39 percent and 49 percent, respectively, between 1970 and 1980, in comparison to relative increases of 18 percent and 11 percent for the north-central and northeastern regions, respectively. Manufacturing employment increased by 37 percent in the West and 24 percent in the South between 1970 and 1980, while manufacturing employment increased by only 3 percent in the north-central region during this time period.

Intraregional Economic Activity Trends: There has been a significant change in the spatial distribution of economic activity within the Region during the past three decades. Particularly evident is the change in the distribution of jobs within the Region, with a general shift in economic activity away from the established older urban centers, including Milwaukee, Racine, and Kenosha Counties, outward to the suburban and rural-urban fringe areas of the Region. The most notable changes have occurred in Waukesha and Milwaukee Counties. Waukesha County's share of all jobs in the Region increased dramatically from about 3 percent in 1950 to 14 percent in 1980. Conversely, Milwaukee County's share of all jobs in the Region decreased from 79 percent to 62 percent over the same period. The changing distribution of economic activity has important implications for Milwaukee County and the County's ability to share in any regional economic growth.

Availability of Financing for Business Expansions and New Business Start-ups: The availability of financing for business expansion projects and new business start-ups is an important component of economic development in Milwaukee County. The Milwaukee County OEDP Committee perceived that financial institutions in Wisconsin generally maintain conservative business lending practices and, therefore, the availability of financing for business expansion projects may be a problem for manufacturing firms in Milwaukee County. A study by the

Wisconsin Strategic Development Commission indicated that a lack of available capital for certain businesses contributes to Wisconsin's economic dilemma. The report indicated that Wisconsin ranks low in bank deposits per capita (33rd in the nation); loan-to-deposit ratio (23rd in the nation); and commercial and industrial-loans-to-total-loan ratio (32nd in the nation). Wisconsin's largest bank ranks only 70th largest in the country. Consequently, the report indicated that the conservatism of financial institutions in Wisconsin may not be as great a problem as the sheer availability of financial resources.

### Minority Unemployment

Minority residents have traditionally borne the burden of discriminatory policies in housing, education, and employment and, therefore, in many cases have not had the opportunity to become skilled and experienced members of the labor force. Consequently, minority residents usually show higher rates of labor force unemployment and underemployment than do nonminority residents. It was indicated in this report that in 1980, about 12 percent, or 57,550 members, of the county labor force were black. This percentage is greater than that for the Region, Wisconsin, or the nation. In addition, about 2.5 percent of the county labor force, or 11,522 members, were of Spanish descent. The Milwaukee Job Service, Wisconsin Department of Industry, Labor and Human Relations, estimates that the unemployment rates could be about 21.7 percent in July 1985 for black members of the labor force, and 14.3 percent for other minorities.

### Potentials for Generating New Employment Opportunities in Milwaukee County

It is important for any sound economic development program in Milwaukee County to identify the greatest potentials for generating employment opportunities. This section summarizes the county economic development potentials, with a more detailed discussion of these potentials presented in Chapter IV of this report.

Retention and Expansion of the County's Manufacturing Industry Base: While retention and expansion of all industry employers in Milwaukee County should be a priority in any county economic development program, the structure of the county economy results in the need for special emphasis on the retention and expansion of existing manufacturing employers, as well as the attraction of new manufacturing industries to the County. In 1982, approximately 130,000 jobs, or 29 percent of all jobs in the County, were in the manufacturing industry. As indicated previously, the sheer size of the existing manufacturing industry base in the County, together with the location of the County within 350 miles of some of the most important industrial areas and heaviest population concentrations within the Midwest, provides a good potential for the location of branch manufacturing plants in the County. The County is served by a good transportation system which links it efficiently not only to the rest of the Milwaukee metropolitan area and to major population and employment centers of the Midwest, but to major national and international markets as well. In addition, necessary public utilities in Milwaukee County, including sanitary sewerage, water supply, and gas and electric power systems, all have sufficient service capacity to readily meet the needs of new industrial users.

The County's existing labor force, as well as the labor force of the entire Milwaukee metropolitan area, of which the County is an integral part, also provides an advantage to the County for the retention and expansion of the

manufacturing industry base. The existing labor force is highly skilled, and the educational attainment of that labor force compares favorably to that of other areas of the nation. In addition, a wide range of high-quality labor force training programs are available to manufacturing establishments at the Milwaukee Area Technical College, the Milwaukee School of Engineering, Marquette University, and the University of Wisconsin-Milwaukee. Together, the skills and educational attainment of the existing labor force, and the available training facilities, should serve to encourage manufacturing industry establishments to locate in the County.

A 1984 report by the Wisconsin Department of Development indicates that the majority of new jobs created in the State are created by existing businesses that expand, rather than from new enterprises that start up in the State or migrate to the State from other areas. These findings emphasize the importance of county economic development activities designed to retain and expand the existing manufacturing industry employment.

Generation of Employment Opportunities Through the Application of High Technology to Existing Industry, as well as Other High Technology Industry Opportunities: This chapter has discussed the basic structural changes taking place in the national economy, noting that these have been evidenced by the steadily increasing portion of manufacturing jobs that are oriented to high technology industries. High technology industries are, by definition, knowledge- and capital-intensive industries that employ a high percentage of highly trained workers and produce products based on recent scientific advances having high value to the consumer. It should be emphasized that the generation of high technology opportunities within Milwaukee County would entail primarily the application of high technology to existing industries, rather than the development of the kinds of high technology firms concentrated in other areas of the nation, such as Massachusetts, California, and North Carolina. While the location of such firms in the Milwaukee County area is certainly possible, the application of high technology to existing industry may be a more reasonable expectation.

One of the most important reasons why high technology industry may constitute an important economic development potential for Milwaukee County is the location of the Medical College of Wisconsin in the County, a strong research-oriented institution located at the Milwaukee County Institutions grounds. While the Milwaukee School of Engineering, Marquette University, and the University of Wisconsin-Milwaukee also have research capabilities, the Medical College of Wisconsin's annual research budget is approximately \$23 million in the basic sciences alone, while the annual research budgets of the University of Wisconsin-Milwaukee and Marquette University for both the basic and social sciences combined are approximately \$8 million and \$9 million, respectively. In addition, the County's location within approximately a 1.5-hour travel time of the University of Wisconsin-Madison also affords an opportunity to capitalize on the outstanding research capabilities of this institution, which has an annual research budget of approximately \$69.5 million.

Finally, the recently formed Milwaukee Innovation Center, a privately funded organization whose objective is to help inventors and entrepreneurs start new businesses which are based on innovative products or ideas with high growth potential, is an important new resource for the promotion of the development of high technology industry in Milwaukee County. The Milwaukee Innovation Center was organized by private business leaders who believe that such new enterprises--carefully nurtured, structured, and developed--can inject new vigor into the Milwaukee economy.

Facilitating New Entrepreneurial Opportunities Directed Toward Small Business Expansions and Small Business Start-ups: There are several reasons why the encouragement of small business development, specifically small manufacturing firms, should constitute an important economic development potential in Milwaukee County. Small businesses dominate the job generation process in Wisconsin. The Wisconsin Department of Development study entitled The Job Generation Process in Wisconsin: 1969-1981 indicates that very small businesses (1 to 20 employees) and small businesses (21 to 100 employees) generated 77 percent of the net new jobs created in Wisconsin from 1969 to 1976. More importantly, the report indicated that from 1979 to 1981, a period of economic recession in Wisconsin, very small businesses were responsible for virtually all of the net job gains in Wisconsin, suggesting that very small businesses are an important key to generating new jobs during periods of both economic expansion and recession. The report indicates that very small businesses have a particularly important impact on job creation, because when such firms are successful they tend to expand and grow rapidly and, therefore, to create significant numbers of new jobs. Finally, the report points out that between 1969 and 1981, very small manufacturing firms consistently created new jobs at a faster rate than did very small service sector businesses. Even during the 1980 to 1981 recession year, very small manufacturing firms continued to add more jobs than they lost, in sharp contrast to the trend of larger manufacturers. The existing manufacturing industry base in Milwaukee County, and this industry's potential for industry establishment "spin-offs," is an important consideration in the identification of small business development as an economic development potential for Milwaukee County.

Expansion of the Retail Trade and Service Industries: Milwaukee County has a good potential to expand its retail trade and service industries. In 1982, the retail trade and service industries employed 179,700 workers in Milwaukee County, or about 40 percent of all workers in the County, and a larger number than in any single industry. The retail trade and service industries are becoming an increasingly important aspect of the County's economy. In 1970, the retail trade and service industries accounted for about 32 percent of total employment in Milwaukee County, while by 1980 these industries accounted for about 37 percent of total employment. In addition, from 1970 to 1980, employment in these industries increased by 26 percent, or by more than three times the increase for total employment, 8 percent, during this time period. Milwaukee County is the service and retail trade hub of the Southeastern Wisconsin Region. In 1980, employment in the retail trade and service industries in Milwaukee County accounted for 67 percent of the retail trade and service employment in the Southeastern Wisconsin Region. As previously indicated in this report, a number of the central business districts of communities in the County have undertaken redevelopment efforts. The most significant of these efforts has taken place in the City of Milwaukee central business district, with the successful development of the Grand Avenue Mall. In addition to the Grand Avenue Mall, the variety of major shopping centers that are located throughout Milwaukee County should continue to provide a good source of employment for the County's labor force. The previously referenced report by the Wisconsin Department of Development sets forth findings based upon historical industry employment growth which indicate that the service industry sector is, and may be expected to continue to be, a consistent source of new jobs during periods of both economic expansion and recession.

Expansion of the Recreation and Tourism Industry: Expansion of the recreation and tourism industry in Milwaukee County could provide substantial additional employment opportunities. In 1981, the recreation and tourism sales in



Milwaukee County ranked the County first out of the 72 counties in Wisconsin; and the hospitality, recreation, and travel industry employed a total of 49,161 persons, or about 10 percent of total county employment, indicating that the tourism and recreation industry is an important segment of the county economy. The abundance of cultural and recreational opportunities in Milwaukee County is a part of this industry's potential in Milwaukee County. The wide variety of cultural resources include, but are not limited to, the Performing Arts Center; Pabst Theatre; and Milwaukee Art Museum and Milwaukee Public Museum; as well as recreational opportunities such as Summerfest and a variety of ethnic festivals; professional baseball, football, basketball, hockey, and soccer; the Milwaukee County Zoo; some of the finest restaurants in the nation; and the County's outstanding park and parkway system, which includes much of the Lake Michigan coastline. Other aspects of the County which enhance the recreation and tourism industry as an economic development potential include the proximity and accessibility of Milwaukee County to the outstanding outdoor recreational resources of the surrounding counties of the Region; and the availability of the convention and exhibition facilities at the Milwaukee Exposition and Convention Center and Arena (MECCA).

## GOALS OF THE MILWAUKEE COUNTY ECONOMIC DEVELOPMENT PROGRAM

An economic development program in Milwaukee County will be successful only if the program has clear goals that can guide the development and implementation of the program over time. A statement of such goals should reflect the type of economic development program that is desired in the County, and to which specific economic development program objectives and activities can be related. Only in this way can an effective economic development program be formulated for Milwaukee County, and, importantly, its effectiveness over time monitored.

### Economic Development Program Goals

The Milwaukee County OEDP Committee has recommended that a countywide economic development program be established to assist in addressing the economic development problems of the County. The goals proposed by the Committee to guide the economic development program are as follows:

1. To identify the organizational characteristics of an initial countywide economic development program that will result in an ongoing countywide economic development program.
2. To identify the economic development activities that should be carried out under a countywide economic development program to supplement and complement the activities of such programs by the State and local levels of government and by private enterprise, and effectively help improve the economy of the County.
3. To ensure the continued eligibility of Milwaukee County and local units of government in the County for U. S. Department of Commerce, Economic Development Administration (EDA), grant assistance and business loan guarantees.
4. To help retain existing employment opportunities and to provide for the expansion of employment opportunities in Milwaukee County by helping to meet the needs of existing employers.

5. To create new employment opportunities by helping local units of government and public and private development organizations in Milwaukee County to attract new employers to the County.
6. To assist in creating new employment opportunities by helping to facilitate entrepreneurial opportunities, especially for small businesses, in Milwaukee County.
7. To continue to provide the community facilities and services that are necessary for the expansion of employment opportunities in Milwaukee County.

## CRITERIA TO GUIDE THE ECONOMIC DEVELOPMENT PROGRAM

The County's economic development program is envisioned as an ongoing effort to improve the economy. In order to guide the County in its selection of specific activities designed to improve the county economy, as well as to guide the decision-making that will be necessary during the course of the implementation of the economic development program, the OEDP Committee has identified the following criteria:

1. Unemployed and underemployed. The economic development objectives and activities identified in the County's economic development program should enhance the ability of the County's unemployed and underemployed workers to gain meaningful employment.
2. Nature of program activities. The County's economic development program activities should include technical assistance to public and private economic development organizations and private businesses, and, as appropriate, financial assistance to facilitate economic development in the County. However, the county economic development program should not duplicate the economic development efforts of the state government, the local units of government within the County, or the private development organizations in the County. The County's economic development program should enhance these local efforts by providing assistance that would otherwise not be available and by helping to coordinate existing economic development efforts in Milwaukee County.
3. Economic development financial assistance. The economic development program should assist local business and industry and local units of government, as well as the County itself, in securing necessary financial assistance from available state and federal economic development programs. Such financial assistance may include business loans, public works grants and loans, and grants to carry out economic development program activities.
4. Location of economic development projects. The county economic development program should provide assistance only to those economic development projects that:
  - a) Utilize and improve, to the greatest extent possible, the existing urban infrastructure in Milwaukee County.
  - b) Protect and preserve the County's natural resources.
  - c) Adhere to local land development and building code regulations.

5. Duplication of effort. The county economic development program should not sponsor or support economic development activities that are a duplication of activities of public or private economic development agencies or organizations.

## MILWAUKEE COUNTY ECONOMIC DEVELOPMENT PROGRAM: COURSE OF ACTION

The Milwaukee County economic development program "course of action" consists of a set of specific objectives and the initial activities that should be undertaken to enable the County to achieve those objectives and, thereby, its economic development goals set forth earlier herein. In addition, the program objectives and activities should help overcome the economic development constraints that have been identified in this report, as well as utilize the County's economic development potentials to provide for the expansion of employment opportunities.

### Economic Development Program Objectives and Activities

The economic development program objectives and activities indicated below are intended to provide the foundation for an ongoing economic development program in the County, and are designed to be carried out during the first year of the program. As previously indicated, the County has not, to date, undertaken a formal economic development program and, as a result, the identification of program activities that may take place beyond the first year of such a program would be inappropriate.

Objective One: To establish the initial staff and advisory committee structure necessary to initiate an ongoing Milwaukee County economic development program; to ensure the continued eligibility of the county and local units of government for EDA programs; and to identify additional economic development program activities. This objective is directly related to Goals 1, 2, and 3. Activities designed to accomplish this objective are set forth below.

Activity One--The Milwaukee County Department of Public Works should ensure the submittal of this draft OEDP document to the U. S. Department of Commerce, EDA, regional office by March 1, 1985, as well as to local units of government in Milwaukee County for review and comment. Following the review of the draft OEDP document by the EDA and local units of government, appropriate changes, if any, should be made and the revised document submitted by the OEDP Committee to the Milwaukee County Economic Development Committee and the Milwaukee County Board of Supervisors for review and approval.

Activity Two--To retain a Director of Economic Development for Milwaukee County. The 1985 Milwaukee County budget includes an appropriation for an economic development director, with this position responsible for developing and carrying out an ongoing economic development program for the County.

Activity Three--To submit an OEDP annual report to the EDA. The EDA requires that counties eligible for EDA programs submit to the EDA, on an annual basis by June 30 of each year, an OEDP annual report. The OEDP annual report documents: the current state of the economy; the progress made in implementing the identified economic development program activities; and economic development program activities that are proposed for the forthcoming program year.

Activity Four--The Milwaukee County Board of Supervisors should continue to maintain the County Board's Economic Development Committee. As indicated in this report, economic development may be expected to continue to be an issue of concern to county officials, local economic development practitioners, and county residents. The County Board's Economic Development Committee provides a forum for the discussion of economic development issues and concerns that can be properly addressed by county government.

Activity Five--The Milwaukee County Economic Development Director should determine and recommend to the Milwaukee County Executive and the Milwaukee County Board the appropriate membership of an ongoing OEDP committee. The continued maintenance of the OEDP committee is a requirement of the EDA. The OEDP committee should, at a minimum, meet twice during the year in order assess the progress of Milwaukee County government in implementing the activities set forth herein and to approve the annual OEDP annual report.

Activity Six--Chapter I of this report indicated that Milwaukee County, through a contract with Competitive Wisconsin, Inc., is currently conducting a strategic economic development action study. The study is intended to analyze and interpret the opinions of the chief elected officials of local units of government in Milwaukee County, as well as the chief executive officers of selected Milwaukee County industrial and business establishments, regarding the economic development activities that are recommended for implementation by Milwaukee County government. The results of this study should be used in determining the nature of additional economic program activities in the County. Consequently, the County should carefully review and consider the recommendations of this study in determining future economic development program efforts.

Objective Two: To retain business establishments currently located in Milwaukee County. This study has previously discussed the importance of economic development program activities that will assist in the expansion and retention of existing employers. Consequently, it is important for Milwaukee County to initiate industry retention activities that will complement the existing efforts of local economic development practitioners in preventing the relocation of existing county industry establishments to areas outside the County. This objective is directly related to Goal 4. The initial activities designed to accomplish this objective are set forth below.

Activity One--Following the approval of the final OEDP document by the EDA, businesses located in Milwaukee County will be eligible to apply to the EDA for business loan guarantees. In order to facilitate requests for business loan guarantees, Milwaukee County should request that the EDA Wisconsin Economic Development Representative conduct an informational meeting with representatives of financial institutions in Milwaukee County for the purpose of providing program procedures and other detailed information pertaining to the use of EDA business loan guarantees for business expansion projects.

Activity Two--Milwaukee County is currently designated an urban county by the U. S. Department of Housing and Urban Development and, therefore, receives an annual appropriation of Community Development Block Grant (CDBG) funds. The CDBG regulations provide that these funds can be utilized for economic development purposes, including loans to businesses for the purchase of land and equipment and building construction and/or rehabilitation. The Village of Hales Corners and the City of Wauwatosa receive CDBG funds from Milwaukee County, and recently these communities have considered various uses of CDBG

funds for business loan purposes. However, Milwaukee County, as well as other local units of government in the County that receive CDBG funds, does not at this time utilize these funds for economic development purposes. In most cases, the existing CDBG funds are utilized for public works activities and residential housing rehabilitation. The Milwaukee County economic development program should consider and recommend to the County Board of Supervisors the use of CDBG funds for economic development purposes, and work with local units of government in the County in this regard.

Activity Three--This report has indicated that a major cause of economic problems in Milwaukee County is the high unemployment rate among minority persons. As a result, it is important for Milwaukee County to continue to initiate activities that will lead to a reduction in minority unemployment. Currently, Milwaukee County sponsors a program designed to promote the growth and development of minority business and to reduce minority unemployment. This program includes three specific activities:

1. Milwaukee County is committed to purchasing a minimum of 15 percent of the annual gross dollar value of goods and services from minority businesses.
2. Milwaukee County, through a grant provided by the U. S. Department of Transportation, Urban Mass Transportation Administration, provides loans to minority businesses for working capital that will aid in business development and help the business to take advantage of the purchases made by Milwaukee County.
3. Milwaukee County, through a grant to the Milwaukee Community Development Corporation (MCDC), a community-based organization, provides business management technical assistance to minority-owned businesses that contract with Milwaukee County as product and service providers. Overall, the MCDC provides technical assistance to minority-owned businesses throughout Milwaukee County through a grant by the U. S. Department of Commerce, Minority Business Development Administration.

Activity Four--In January 1985, the Mayor of the City of Milwaukee; the Wisconsin Bell Telephone Company, a division of Ameritech, Inc.; and the Metropolitan Milwaukee Association of Commerce announced that an industry retention survey will be conducted in the City of Milwaukee. The survey is intended to identify the major economic development problems in the City, as articulated by chief executive officers of manufacturing firms in the City. In other Wisconsin communities, the Wisconsin Bell Telephone Company has utilized local economic development practitioners and representatives of local governments to conduct the industry retention surveys. Due to the fact that a large percentage of the manufacturing firms located in Milwaukee County are located in the City of Milwaukee, the economic development program staff should seek to assist the City of Milwaukee in the conduct of the industry retention interviews, and should be ready to receive, carefully consider, and act upon the results as may be appropriate.

Objective Three: To develop an ongoing role for Milwaukee County in the attraction of new employers to the County, and to continue to initiate the steps necessary for the appropriate development of available vacant lands owned by Milwaukee County for economic development purposes. This objective and the activities indicated below are related to Goal 5 of the economic development program.

Activity One--Chapter I of this report identified the vacant County Institutions lands as a unique economic development resource in the County, and perhaps one of the best economic development resources in the Midwest. As a result, the Phase II activities of the County Executive's Blue Ribbon Task Force on the Disposition of the Milwaukee County Institutions Grounds could be the singularly most important economic development activity that will take place in Milwaukee County in the near future. The findings and recommendations of the Phase II activities of the Blue Ribbon Task Force should be carefully reviewed by the Milwaukee County Board, the Milwaukee County Executive, and the Milwaukee County staff, and the activities that will lead to the appropriate development of this 158-acre parcel should be initiated in 1985.

Activity Two--The sale of the Milwaukee County-owned land, termed the Coachyards Site, a 15.7-acre tract of land located on the southeastern fringe of the City of Milwaukee central business district, has recently been considered by Milwaukee County. This land has a high potential for creating new employment opportunities for Milwaukee County residents. As a result, the economic development program staff, working with the Milwaukee County Board's Economic Development Committee and the Milwaukee County Executive, should develop a set of criteria for the development of this land and solicit proposals for its development.

Activity Three--An important economic development activity for the Milwaukee County economic development program is the coordination and "networking" of existing economic development resources in the County. In order to assist in the attraction of new industry establishments to Milwaukee County, the Milwaukee economic development program should develop an ongoing working relationship with Forward Wisconsin, Inc. Forward Wisconsin, Inc., is the lead statewide agency for attracting new business and industry to Wisconsin, and a working relationship between the County's economic development program and the Forward Wisconsin industry attraction program should lead to the attraction of new businesses and industry to Milwaukee County.

Objective Four: To develop existing county resources that can be utilized to facilitate business expansions and new business start-ups, especially for small businesses.

Activity One--Local units of government across the nation are finding that it is necessary to provide low-cost, high-quality facilities for the start-up of new small businesses. As a result, many of these communities are seeking to construct incubator business facilities that can be utilized by a number of different businesses during their first years of operation. The Milwaukee County staff should investigate the potential for an incubator business facility at the Milwaukee County Institutions grounds, or at another appropriate location in the County. An incubator facility at the County Institutions grounds would provide a location where new businesses, primarily those businesses that are of a high technology or medical technology orientation, could locate and develop in proximity to the Milwaukee Regional Medical Center.

Activity Two--Development of an innovation center. At the present time, there are a number of unused and/or underutilized buildings located at the Milwaukee County Institutions grounds. These buildings could provide a good location for office space for an innovation center. The purpose of the center would be to provide new business entrepreneurs with experienced business

management guidance and assistance in locating sources of venture capital, including assistance in the preparation of business and marketing plans. An innovation center in Milwaukee County could initiate the development of imaginative and creative new technologies, and would ultimately lead to the expansion of business opportunities and the creation of new businesses and, therefore, jobs in Milwaukee County.

Activity Three--The Milwaukee County economic development program should examine the feasibility of developing either a nonprofit or for-profit business for the rehabilitation of public transit buses. At the current time, the Milwaukee County Transit System operates a bus rehabilitation program and, as a result, employs a number of highly skilled workers with the experience necessary to develop this operation into a private sector business venture.

Objective Five: To improve existing community facilities and services that are identified as being deficient, and to develop new community facilities and services to meet existing, but unmet, needs. While the previously identified industry retention, attraction, and entrepreneurial activities are important to the County's economic development program, this study has indicated that significant deficiencies in community facilities and services must be rectified in order to facilitate a successful economic development program. This objective, and the activities indicated below, are directly related to Goal 8.

Activity One--This study has documented the high quality of community facilities and services provided by Milwaukee County. The continued provision of these facilities and services is critical to the economic development process in Milwaukee County. Therefore, Milwaukee County government should strive to continue to provide this high level of community facilities and services, and should investigate the need for additional community facilities and services that could enhance the economic development process in the County.

Activity Two--Chapter I of this report identified a total of approximately 139 vacant industrial buildings, with a floor area of 8,778,900 square feet, in Milwaukee County. These vacant industrial buildings represent a valuable industry retention and attraction resource. The County's economic development program should work with local units of government representing the communities in which the buildings are located, as well as real estate firms that represent the owners of the buildings, to effectively market these buildings.

Activity Three--As a result of the perceived economic development constraints identified in this study, the Milwaukee County Private Industry Council should seek to establish a better working relationship between private employers and the educational institutions in Milwaukee County. Milwaukee County was instrumental in the development of the current federal approach to employment and training programs, and should continue to seek innovative approaches to meeting the needs of unemployed and underemployed persons in Milwaukee County.

Activity Four--Following the approval of the final OEDP document by the EDA, Milwaukee County, as well as all local units of government in the County, will be eligible to apply for EDA public works grants that will facilitate economic development in Milwaukee County. While EDA funds for public works projects are limited, the Milwaukee County economic development staff and the representatives of local units of government should be aware of the grant assistance



available from the EDA. Therefore, the Milwaukee County economic development staff should request that the EDA Wisconsin Economic Development Representative conduct an informational meeting for representatives of the County and of the local units of government in the County for the purpose of disseminating detailed information pertaining to the use of EDA public works grants for local public works improvement projects.

Activity Five--In October 1984, the Milwaukee County Executive indicated his intention to seek development of land, a portion of which is owned by Milwaukee County, located south of the War Memorial Center on the eastern fringe of the City of Milwaukee central business district and near the Lake Michigan shoreline as an urban park. At the present time, the Milwaukee County Board of Supervisors and the Milwaukee County Executive have approved \$250,000 for the planning necessary to construct the development; the City of Milwaukee has approved \$250,000 for the planning; and the State of Wisconsin has indicated that it will assist in the financing of the urban park by utilizing \$12.5 million of the State's bonding authority. The development of the urban park is important to the economic development of the area in that it would enhance the central business district environment, and provide a recreational resource for persons who work and live in the City's downtown area. Importantly, the development of the park would significantly enhance the aesthetic and recreational value of the Lake Michigan shoreline and, therefore, facilitate further development of the recreation and tourism industry in Milwaukee County. In 1985, the Milwaukee County program staff should monitor the progress of the planning for the development of this urban park, and assist in the planning process as may be necessary and appropriate.

Activity Six--The declining economic conditions in Milwaukee County have resulted in an increase in persons receiving general assistance in the County. In 1984, the Milwaukee County Department of Social Services had a monthly average of about 12,800 general assistance cases, or about 2,800 more cases than anticipated--10,000 cases. Currently, general assistance recipients who are physically able to work are assigned to various work sites throughout the County. However, in 1984 there were an insufficient number of work sites for available general assistance recipients. In 1985, the Milwaukee County Department of Social Services is expanding its employment training services in an effort to better utilize existing federally funded job training programs, as well as other employment training services in the County. The County Department of Social Services should continue to implement these new programs and evaluate the programs' effectiveness in improving the employment skills of general assistance recipients.

Activity Seven--Recently, the Wisconsin Electric Power Company (WEPCo) announced a major industrial development program that involves the promotion of the IH 94 corridor in southeastern Wisconsin from the Wisconsin-Illinois border to the City of Milwaukee, and from the City of Milwaukee to Madison, Wisconsin. The purpose of the program is to encourage the growth and diversification of existing industries in southeastern Wisconsin by promoting the unique resources of the Region. Specifically, the WEPCo intends to attract new industries and stimulate the creation of new industries, especially in the area of automated manufacturing, biomedical technology, and agri-business-genetics, all of which are high technology industries. If the WEPCo program is to assist in the economic development of Milwaukee County, it will be important for the Milwaukee County staff to work closely with the WEPCo to

ensure that the promotional program is carefully implemented. While a number of business establishments that are currently located in Milwaukee County may need to move to locations outside Milwaukee County in order to remain in the Region, efforts should be undertaken to minimize the relocation of business establishments from the established urban centers of Milwaukee County to the outlying counties of the Region. In addition, the Milwaukee County staff should investigate the potential for utilizing available, as well as new, public transit services for providing transportation to the County's unemployed and underemployed individuals to new employment opportunities that may be created in outlying areas as a result of the WEPCo program.

## IMPLEMENTATION AND EVALUATION OF THE MILWAUKEE COUNTY ECONOMIC DEVELOPMENT PROGRAM

This report has indicated the need to establish a countywide economic development program in Milwaukee County. Such a program would make Milwaukee County, as well as all of the local units of government in the County and private businesses, eligible for financial assistance from the U. S. Department of Commerce, EDA, in support of projects that would create jobs. This report has also indicated that such a countywide program should complement, rather than duplicate, existing economic development activities of local units of government in the County. This chapter has set forth the goals, objectives, and activities necessary for an initial countywide economic development program. The initial county economic development program identified herein has been strongly influenced by such factors as: 1) the previous lack of a formal economic development program in the County; 2) the existing extent of economic development activities by local units of government and public and private economic development practitioners in Milwaukee County; and 3) the need to build a consensus on an appropriate role for the County in economic development. The county economic development program activities are intended to be accomplished over a period of approximately one-year, to be completed on December 31, 1985.

The Milwaukee County Board of Supervisors and the Milwaukee County Executive, in approving the 1985 Milwaukee County budget, approved the funding for many of the activities recommended herein. As a result, the Milwaukee County staff will have funds available as well as the policy guidance necessary to implement many of the recommended economic development program activities. However, a number of additional activities have been identified herein. In order to proceed with these activities, the Milwaukee County Board of Supervisors will have to consider and approve this draft OEDP document, and the existing Milwaukee County staff will need to begin implementing these activities until such time as a county economic development staff is established.

In order to monitor and evaluate progress in the implementation of the economic development program activities, the Milwaukee County economic development program staff should convene two meetings of the OEDP Committee in 1985. The first of these meetings should be held in July 1985 to evaluate the progress of the Milwaukee County staff in implementing the recommended activities, with the second of these meetings to be convened in December 1985 to approve the OEDP annual report.