



ACTION PLAN FOR THE REVITALIZATION OF THE 30TH STREET INDUSTRIAL CORRIDOR



**CITY OF MILWAUKEE
MILWAUKEE COUNTY
WISCONSIN**

**SOUTHEASTERN WISCONSIN
REGIONAL PLANNING COMMISSION**

KENOSHA COUNTY

Anita M. Faraone
Adelene Greene
Robert W. Pitts

RACINE COUNTY

Susan S. Greenfield
Mary A. Kacmarcik
Michael J. Miklasevich

MILWAUKEE COUNTY

William R. Drew,
Treasurer
Lee Holloway
George A. Torres

WALWORTH COUNTY

Richard A. Hansen,
Vice-Chairman
Gregory L. Holden
Nancy Russell

OZAUKEE COUNTY

Thomas H. Buestrin,
Chairman
William E. Johnson
Gus W. Wirth, Jr.
Secretary

WASHINGTON COUNTY

John M. Jung
Daniel S. Schmidt
David L. Stroik

WAUKESHA COUNTY

James T. Dwyer
Anselmo Villarreal
Paul G. Vrakas

**SOUTHEASTERN WISCONSIN REGIONAL
PLANNING COMMISSION STAFF**

Philip C. Evenson, AICP Executive Director
Kenneth R. Yunker, PE Deputy Director
Nancy M. Anderson, AICP Chief Community Assistance Planner
Christopher T. Hiebert Chief Transportation Engineer
Michael G. Hahn, PE, PH Chief Environmental Engineer
Elizabeth A. Larsen Business Manager
John G. McDougall Geographic Information Systems Manager
John R. Meland Chief Economic Development Planner
Dr. Donald M. Reed Chief Biologist
Kenneth J. Schlager, PE Chief Telecommunications Engineer
Donald P. Simon, RLS Chief Planning Illustrator
William J. Stauber, AICP Chief Land Use Planner

**COMMUNITY ASSISTANCE PLANNING REPORT
NUMBER 304**

**ACTION PLAN FOR THE REVITALIZATION OF
THE 30TH STREET INDUSTRIAL CORRIDOR
CITY OF MILWAUKEE, MILWAUKEE COUNTY,
WISCONSIN**

Prepared by

Dan Boyce and Jon Wellhoefer
with assistance from
Planning and Design Institute
for

Southeastern Wisconsin Regional Planning Commission

The preparation of this publication was financed in part through planning funds provided by the Wisconsin Department of Transportation and the U.S. Department of Transportation, Federal Highway Administration and Federal Transit Administration.

November 2008

Inside Region \$5.00
Outside Region \$10.00

(This page intentionally left blank)

SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION

W239 N1812 ROCKWOOD DRIVE • PO BOX 1607 • WAUKESHA, WI 53187-1607 •

TELEPHONE (262) 547-6721
FAX (262) 547-1103

Serving the Counties of:

KENOSHA
MILWAUKEE
OZAUKEE
RACINE
WALWORTH
WASHINGTON
WAUKESHA



November 2008

STATEMENT OF THE EXECUTIVE DIRECTOR

The following “Roadmap to Revitalization” study for the 30th Street Industrial Corridor is a key milestone in the effort to return this important manufacturing corridor to the industrial power it once was. It carries with it the hope and encouragement for a brighter future for residents, businesses and neighbors of the Corridor.

The genesis of this study was a request by Milwaukee County Supervisor Michael Mayo. He recognized the critical importance of the 30th Street Industrial Corridor to the renewed vitality and continued economic development in the City of Milwaukee. His support has been instrumental to ensuring continued progress in Corridor.

The purpose of the study was to create a roadmap to increase the Corridor's capacity to foster new business development and job creation for Milwaukee residents. It accomplished this through three primary tasks: (1) creating a united vision for the future of the 30th Street Industrial Corridor; (2) affirming the commitment of the city, county, state and federal governments to invest in the Corridor; and (3) identifying ways to manage the implementation of the roadmap.

Four working groups, made up of key community leaders and industry professionals, assisted SEWRPC in identifying the Corridor's assets and challenges. The Corridor has significant advantages for the development of new business, including strong existing businesses, competitively priced real estate and access to freight rail service. The study has helped provide the framework for how committed partners in this initiative should move forward in addressing challenges to the corridor.

The working groups agreed there were three critical areas to address for the Corridor's successful revitalization:

1. Reducing Crime and the Perception of Crime: For concentrated investment to be successful, the corridor needs to be a safe place to work and do business.
2. Addressing the Functionality of Buildings: A concentrated effort to remove blighted buildings, assemble potential redevelopment sites and ensure a mix of redeveloped, reused and newly constructed commercial facilities to attract new businesses to the corridor.
3. Supporting Work Force Capability: Supporting an education system that produces appropriately trained employees from the neighborhoods surrounding the corridor.

The study also outlines financial support that has been acquired, and additional key funding opportunities to consider. Utilizing support and resources from all levels of government has been, and will continue to be, central to the success of this initiative.

We hope the city, county, state and federal governments find this study beneficial towards improving the Corridor and generating new jobs and business in Milwaukee.

Respectively submitted,

Philip C. Evenson,
Executive Director

(This page intentionally left blank)

ACTION PLAN FOR THE REVITALIZATION OF THE 30TH STREET INDUSTRIAL CORRIDOR

Appreciation for Technical Advisory Assistance	VI
INTRODUCTION	1
Exhibit 1: Target Area Map	5
Exhibit 2: Corridor Linkages Map	7
EXECUTIVE SUMMARY	9
I. CREATING OF THE VISION	15
Vision Elements	19
II. GENERATING THE COMMITMENT	21
The Public Response	22
The Private Response	27
The Commitment	29
III. MANAGING THE IMPLEMENTATION	33
The Key Issue – Public Safety	33
Exhibit 3: Milwaukee Police Districts	36
Exhibit 4: Policing Plan for the 30 th Street Corridor	37
Real Estate Development and Reinvestment	46
Assessing the Property Inventory	50
Exhibit 5: 30 th Street Corridor Property Inventory	51
Strategic Recommendations	55
Identifying Sub-areas	58
Mechanisms for Managing the Implementation	61

APPRECIATION FOR TECHNICAL ADVISORY ASSISTANCE

Under the auspices of the Southeastern Wisconsin Regional Planning Commission (SEWRPC) this planning activity for the 30th Street Industrial Corridor in the City of Milwaukee was conducted within an informal working group structure. The planning groups included local business leaders, government representatives, real estate and development professionals and Corridor business owners and managers. The groups were organized under the following working structure:

- Real Estate and Development
- Corridor Businesses
- Public Safety
- Program Resources

Appreciation and gratitude is extended to the members of the technical working groups who participated in this planning effort. Thanks also to the various staff persons from the 30th Street Industrial Corridor Corporation and the City of Milwaukee Department of City Development who participated with the working groups.

Real Estate and Development Working Group

Jim Barry, III, President

Collier Barry, Inc.
Milwaukee, WI

Tom Bernacchi

Towne Investments
Milwaukee, WI

David Boerke, Principal

The Boerke Company, Inc
Milwaukee, WI

Tim Casey, Principal

Equity Commercial Real Estate
Milwaukee, WI

Samuel D. Dickman, Sr., President

The Dickman Company, Inc.
Milwaukee, WI

Jerry Franke

WISPAK, LLC
Milwaukee, WI

John Gehringer

O'Neil, Cannon, Hollman, DeJong, S.C
Milwaukee, WI

Mark Irgens, Manager/President

Irgens Development Partners, LLC
Wauwatosa, WI

Christ Laurent

Gorman and Company
Madison, WI

Roger B. Siegel, Exec Vice-Pres.

CB Richard Ellis
Milwaukee, WI

Keith Terry

Garfield Park Development
Milwaukee, WI

Corridor Businesses Working Group

Art Arnstein

United Milwaukee Scrap

Gerald Blomberg, President

Midwest Rail & Dismantling

Dan Carey, General Manager

Master Lock

Tim Casey, Principal

Equity Commercial Real Estate

Mike Floyd, C.E.O.

Glenn Rieder, Inc.

Barb Gruenwald

Simple Soyman

Mark Holland - Antoinette Parish

Universal Housing System

Brenna Holly

30th Street ICC, BID #37

Andy Hunsick

Milwaukee Industrial Trade Center LLC

Dwayne Kratt,

Manager Issue Management
Miller Brewing Company

Richard Reynolds, Vice President

Milwaukee Operations
DRS Power & Control Technologies, Inc.

Beth Sahagian

Vanguard Sculpture Services

Richard Stinson, VP/GM - Walter Zoller

Eaton Corporation

Linda Swift

United Tax Service

Steve Yokosh

B83 Testing & Engineering

Wayne Embry

Public Safety Working Group

Chief Edward A. Flynn

Milwaukee Police Department

Sheriff David A. Clarke, Jr.

Milwaukee County

John Chisholm, District Attorney

Milwaukee County

Steven M. Biskupic

United States Attorney

John J. Manninig, Asst. U.S. Attorney

U.S. Dept. of Justice, Eastern District

Janice Cummings

Wisconsin Dept. of Corrections

U. S. Dept. of Justice

Division of Community Corrections

Assistant Chief Dale Schunk

Milwaukee Police Department

Captain James Harpole

Milwaukee Police Dept., Dist. #3

Captain Patrick S. Mitchell

Milwaukee Police Dept., Dist. #7

David L. Heard

Milwaukee Fire & Police Commission

Maurice Williams

30th St. ICC, Bid 37

Lt. Edith Hudson

Milwaukee Police Dept. Dist. #3

Chief Nannette Hegerty

Milwaukee Police Dept.

Asst. Chief Joe Whiten

Milwaukee Police Dept.

Captain Donald J. Gaglione

Milwaukee Police Dept., Dist. #6

Edward H. Bailey, Deputy Inspector

Office of the Sheriff, Milwaukee County

Paul Riehle

Milwaukee Police Dept., Dist. #3

Program Resources Working Group

Jo Anne Anton, State Director

Office of Senator Kohl

Milwaukee, WI

Kein Burton

Development Mgr. Milwaukee Dept of City Development

Margaret Henningsen

Founder-V/P

Legacy Bank

Milwaukee, WI

Kelly Rifelj

WI Dept. of Administration

Intergovernmental Relations

Timothy T. Mahone

S.E. Reg. Dir. Office of Gov. Jim Doyle

Milwaukee, WI

Lois O'Keefe

Office of Congresswoman Moore

Milwaukee, WI

Pat Walsh, President

Milwaukee Economic Development Corp.

Milwaukee, WI

Kalif Rainey

Office of Congresswoman Moore

Milwaukee, WI

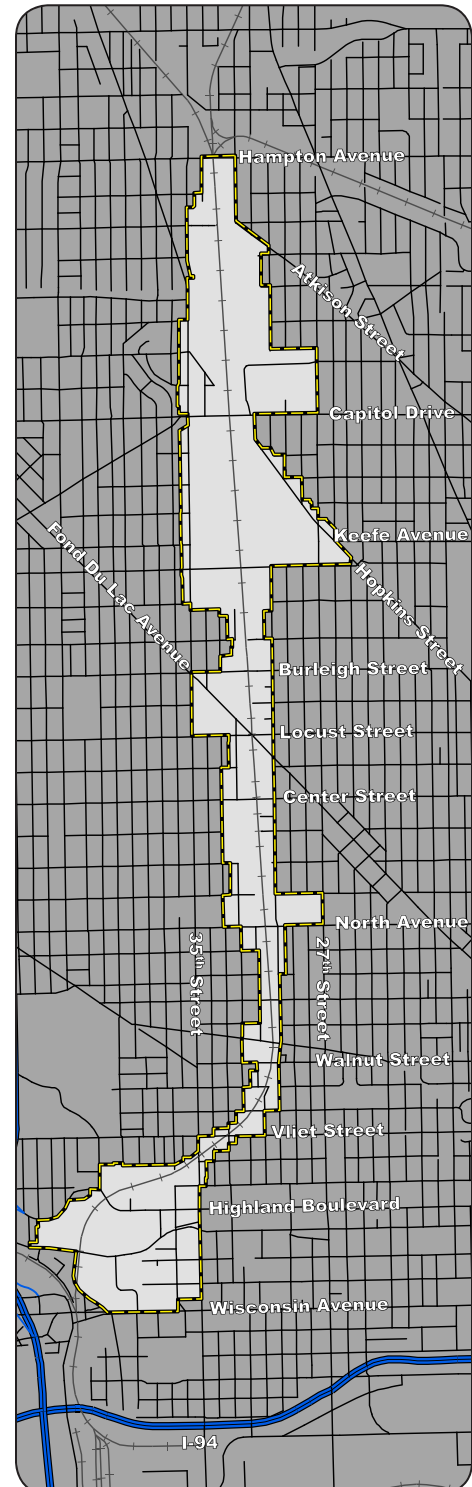
Kenneth R. Yunker

Deputy Director

Southeastern Wisconsin Regional Planning Commission (SEWRPC)

One of the most serious and perplexing economic problems facing southeastern Wisconsin is its continuing loss of industrial employment. Industrial jobs not only provide family supporting incomes within a local economy but bolster the wage scale throughout that economy. The erosion of this industrial employment base has been especially disruptive in the central cities of the region where the jobs have been historically clustered. One such cluster which is emblematic of the problem is Milwaukee's 30th Street Industrial Corridor. An action plan for the revitalization of the Corridor may prove to have significant impacts on Milwaukee's employment base as well as to provide a model for such focused efforts throughout the region.

This planning effort focuses on the 30th Street Industrial Corridor and its industrial employment capacity. It reviews existing information sources and revitalization programs in an attempt to identify redevelopment barriers as well as opportunities and to suggest program approaches conducive to industrial revitalization. The goal of the effort is creating the best possible environment for increased investment and job creation in the Corridor.





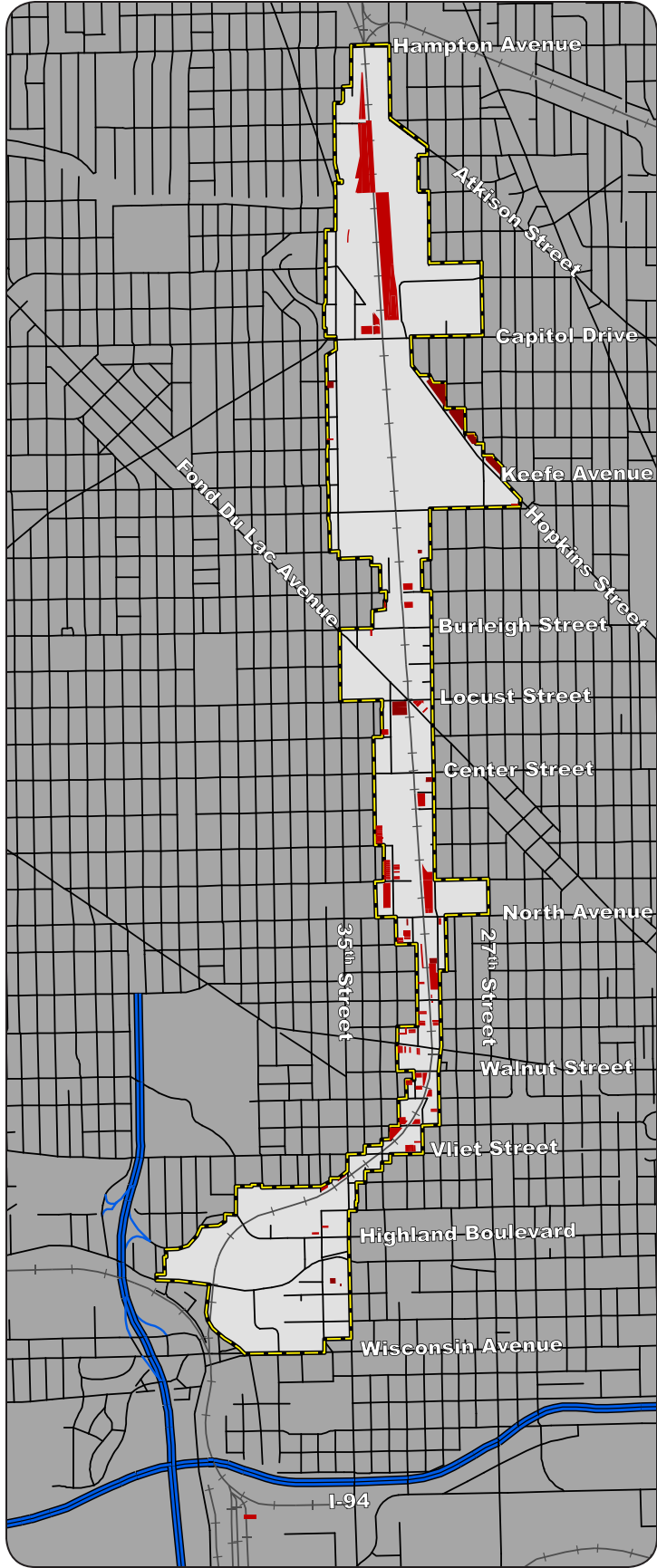
While this planning effort addresses the inter-relationship with adjoining residential neighborhoods, the emphasis of the plan is on revitalization of the primarily industrial land uses on both sides of the Canadian Pacific tracks from Highland Blvd. to Hampton Avenue. The target area map attached as Exhibit 1 was used as the physical definition of the Corridor for this purpose. The effort is grounded in planning done by the City of Milwaukee in the Fond du Lac/North Avenue Study and the strategic planning of the 30th Street Industrial Corridor Corporation. It anticipates the detailed master planning being done in the Corridor by the Department of City Development. This effort is an Action Plan, a “workable program” aimed at taking the next step in suggesting actions to stimulate investment and create family supporting jobs.

From the very initiation of the project, it was clear that a sustainable action plan for the 30th Street Industrial Corridor required that the attention of the actors in the effort needed to be focused sharply on the Corridor and its capacity to produce jobs and meaningful job related development. The history of Milwaukee’s most important and lasting revitalization achievement is the story of targeted effort, cohesive strategies involving seriously committed partners delivering significant resources, and tenacious “staying power” delivering redevelopment over the “long haul.” Such is the history of Milwaukee’s downtown redevelopment, Menomonee Valley redevelopment and targeted neighborhood redevelopment. It is appropriate that the effort to return jobs to the Corridor follow a similar path.

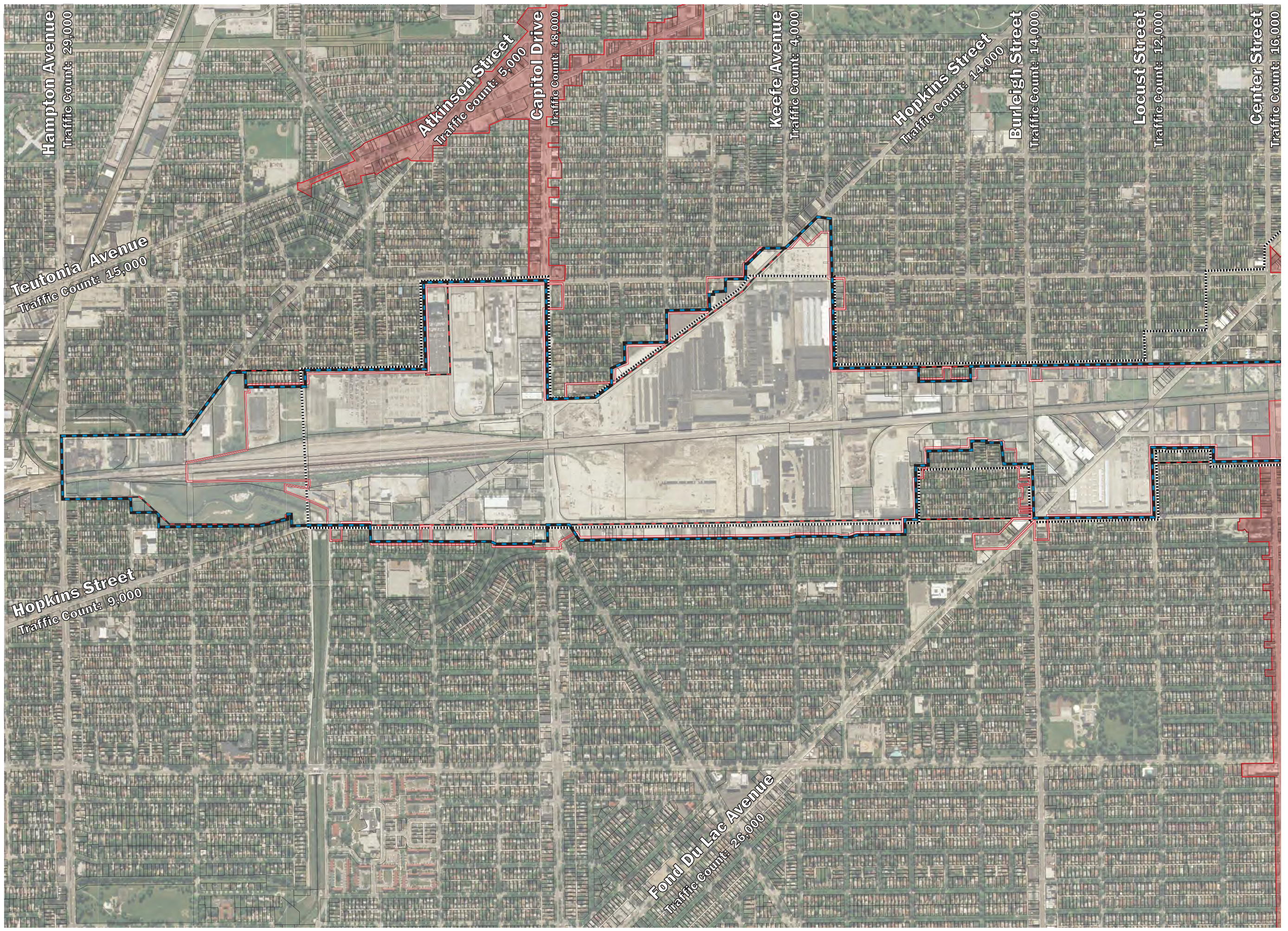


This economic development planning effort was organized to take those strategic characteristics: focus, cohesiveness, and tenacity and accomplish three tasks for the 30th Street Industrial Corridor:

- 1. Create The Vision Of The Corridor’s Future**
- 2. Generate The Commitment For Its Revitalization**
- 3. Help Manage The Implementation Of The Revitalization**



Right: Map of the 30th Street Corridor showing vacant parcels in red.
 Source: Milwaukee MPROP Land Use Codes 8880 and 8885 (Vacant and Vacant with Improvements)



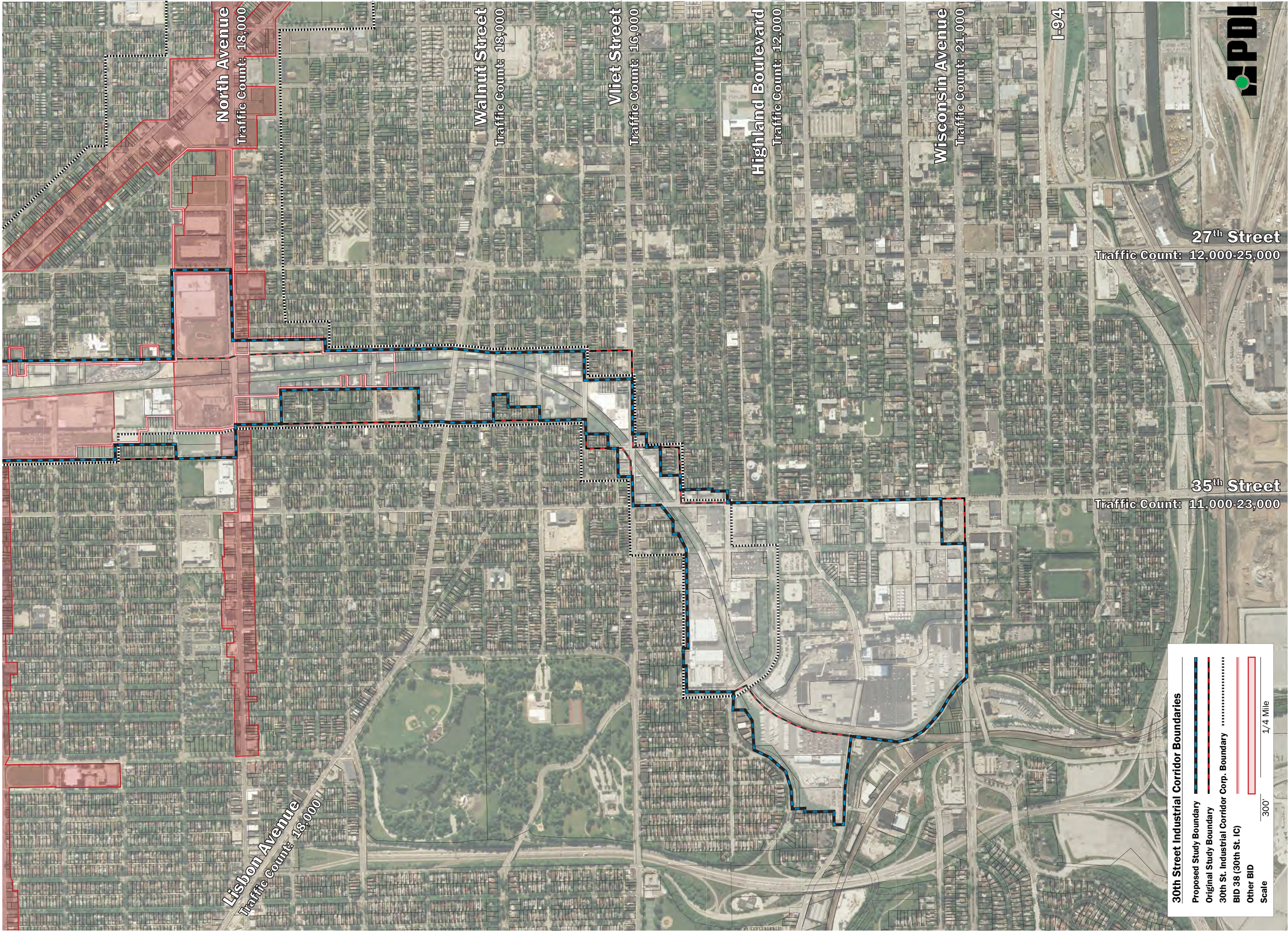
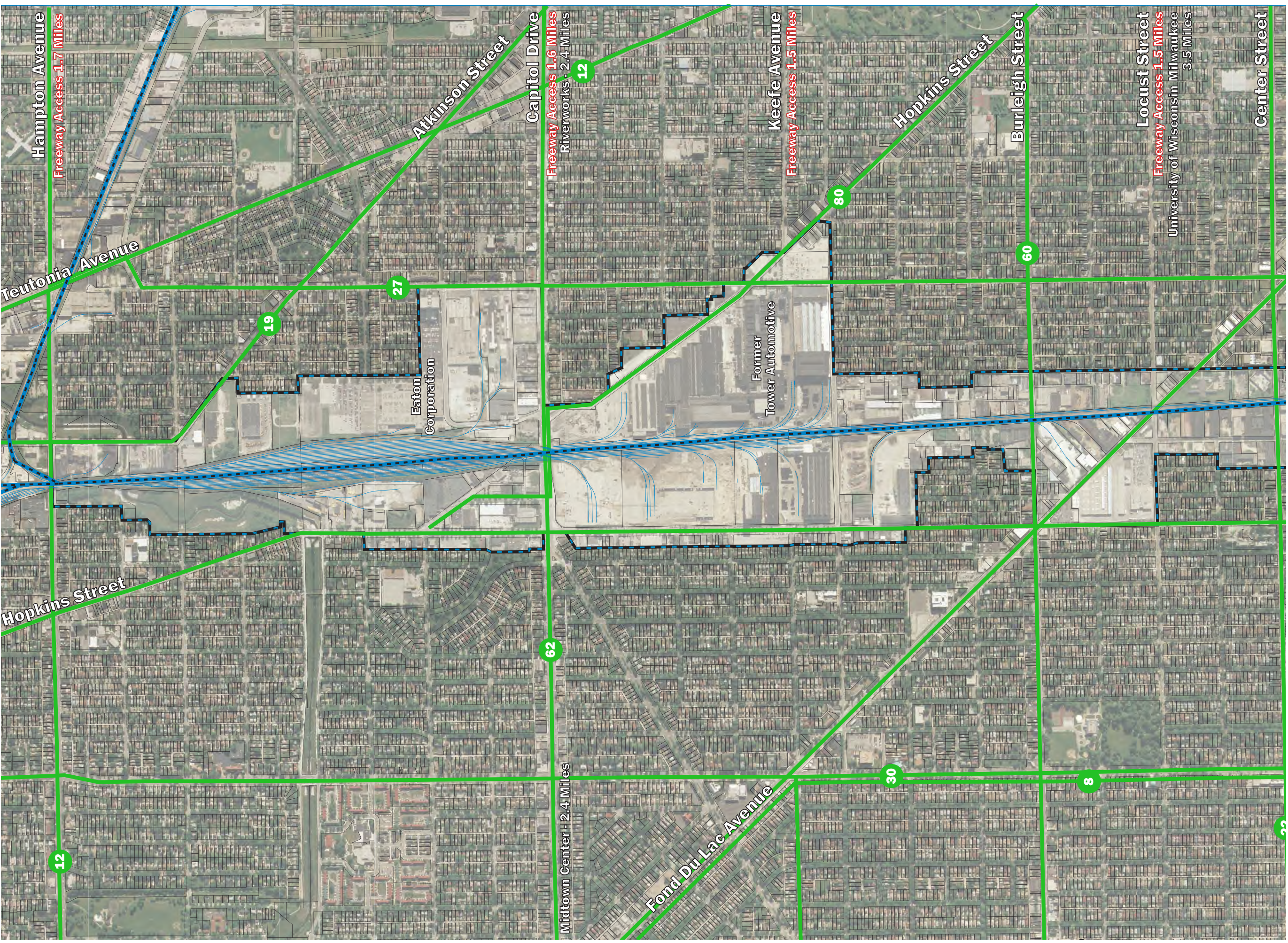


Exhibit 1: Target Area Map



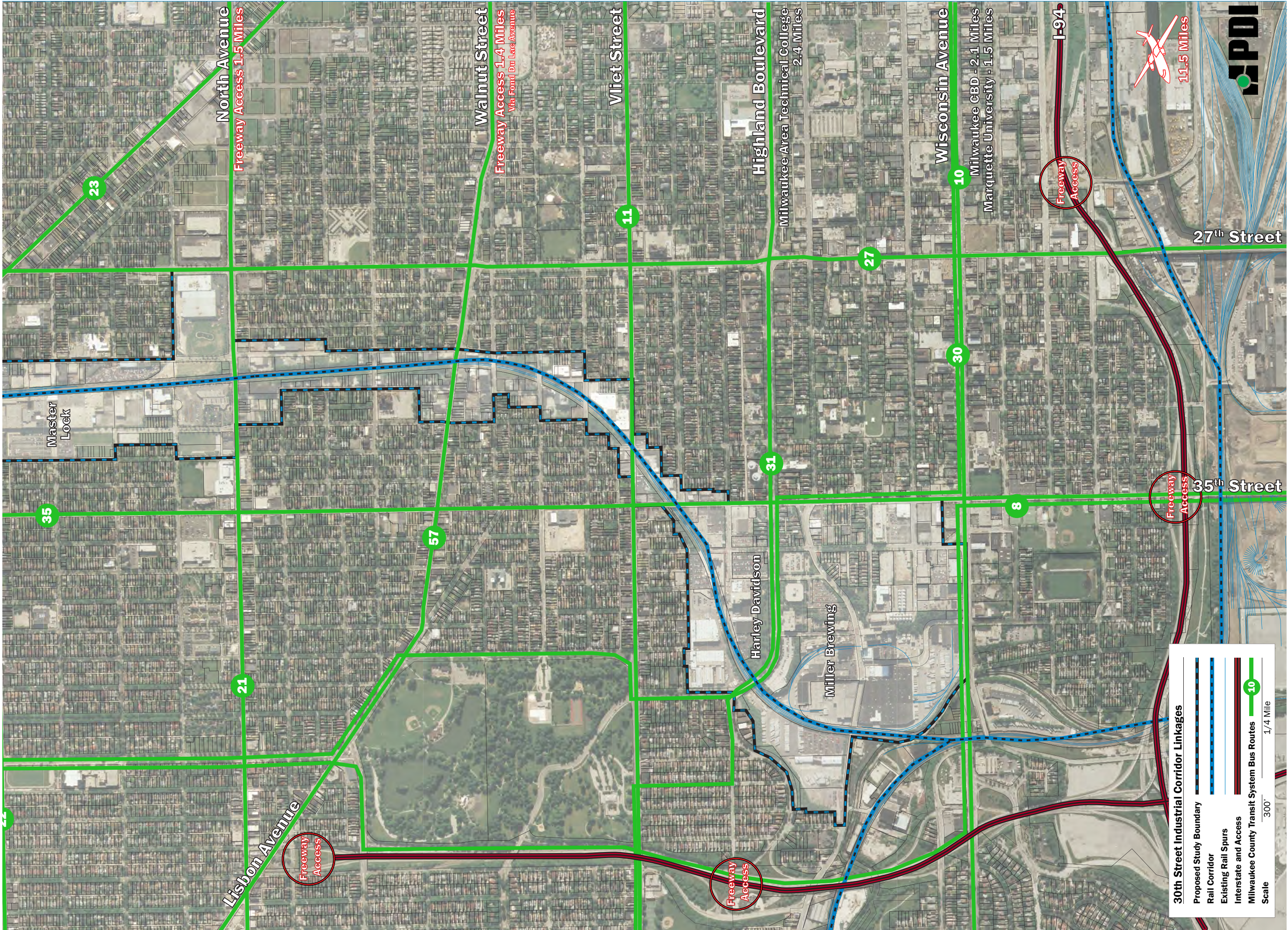
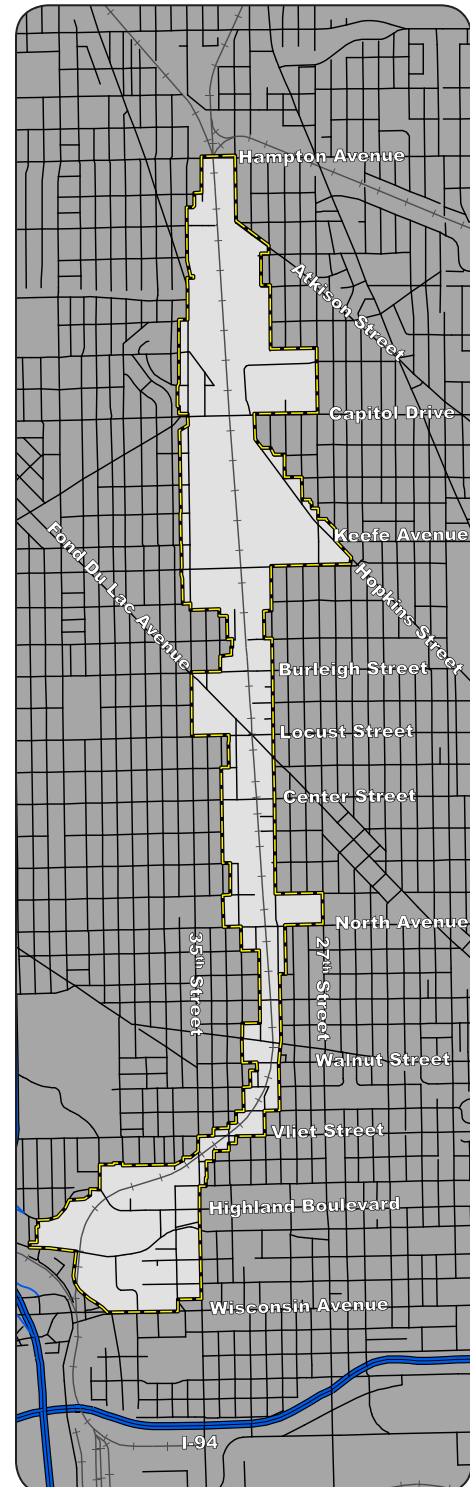


Exhibit 2: Corridor Linkages Map

This planning process is intended to be a practical next step to the analysis done in the Fond du Lac and North Avenue Planning Study conducted by the City of Milwaukee and the study work done by the 30th Street Industrial Corridor Corporation. It also anticipates the detailed master planning in the 30th Street Industrial Corridor area being prepared by the Milwaukee Department of City Development. This effort is an Action Plan, a “workable program,” that focuses strictly on the Industrial Corridor and intends to suggest a process that is on-going and will be of benefit to City’s development interests and the creation of job producing investment.

The process created by this exercise:

- generated a Vision for the Corridor which hopes to guide future actions;
- Continues to generate and reinforce the commitment from the public and private sectors to revitalize the corridor in the shortest possible time; and
- Suggests a process for managing the details of revitalization which will focus project activity, maximize resources and evaluate progress so as to achieve the elements of the Vision.



The key elements of the Action Plan include the **Creating of the Vision** of how the stakeholders in the 30th Street Industrial Corridor see the area in the future resulting from revitalization. The articulation of the Vision was done by the Corridor Business Working Group organized as part of the exercise. The Vision was developed after reviewing the planning and assessment work done in the area and it reflected frank discussions of the advantages and disadvantages involved in doing business in the Corridor. The working group addressed areas of concern, defined goals for the Corridor's future in a way to lay down a frame-work organizing on-going strategic action. The elements of the Vision are as follows:

Category 1: Crime and the Perception of Crime

- Employees feel comfortable working in and traveling to the Corridor businesses.
- All investments in the Corridor have a positive return.
- Crime in the area and security in the Corridor are not a deterrent to attracting and retaining employees.
- Security costs are not excessive but are competitive with those of comparable industrial areas.
- The Corridor is perceived as a vibrant and safe community; external security is not an issue.
- The Corridor is a secure place to live and work.
- Neighborhood crime is not a negative contributor to the perception of the area.

Category 2: Functionality of Buildings

- The Corridor has a mix of redeveloped, adaptively reused and newly constructed commercial facilities.
- Appropriate, job producing redevelopment is occurring in the Corridor regularly.

- Blighting influences, publicly and privately owned, are being removed from the Corridor systematically.
- Redevelopment sites can be reasonably assembled.

Category 3: Work Force Capability

- An educational system exists that produces appropriately trained employees particularly from the neighborhoods surrounding the Corridor.

The second key element in the Action Plan is **Generating the Commitment to Revitalization of the Corridor**. In reinforcing the commitment to the corridor and organizing the resources needed to sustain it, the Action Plan attempts to underline the public purposes which make it desirable. Public and private sector supporters are reminded that the problems faced by the Corridor provide the basis for public intervention. Legislative intent in matters of urban economic development is that the areas of greatest need should get the greatest priority in assistance. A detailing of the State, local and federal programs for which the Corridor is eligible help to define the level of priority the revitalization can take. The local commitment to the revitalization of the Corridor is established by Mayor Barrett identifying it as the “green light district” and dubbing it “the next Menomonee Valley” for City of Milwaukee economic development priority. Governor Doyle has established the Urban Environment and Reinvestment Initiative in the state and has named the 30th Street Industrial Corridor as one of its first targets. The Governor's Office has established an interagency working group of key department and agency specialists to work with the City on Corridor activity. Senator Kohl and Congresswoman Moore have been successful in securing needed federal funds for the area.

The third key element in the Action Plan is **Managing the Implementation** of the Revitalization. At this juncture it is important to note that all the members of the various working groups agreed that the most important aspect of the revitalization was achieving the Vision for improved public safety. All agreed that the Corridor needs to be considered a safe place to work and do business. With this objective in mind, the Public Safety Working Group worked with its members from the Milwaukee Police Department (MPD) to outline initiatives within three separate police districts designed to address both the reality and the perception of crime in the Corridor. Highlights of the initiative package include greater police presence and the public awareness of it as well as the introduction of unique multidisciplinary problem solving teams deployed by district captains to work on specific issues arising in target areas. MPD is working to have officer deployment and other resource allocation decisions made at the district level to increase reaction capability and accountability. Increased interaction with citizens, community groups and businesses is a high priority for MPD involvement in these data-driven initiatives. The Working Group acknowledges that additional resources are needed to enhance the City's capacity to meet the public safety needs of the area. It is strongly recommended that as this process is completed the Public Safety Working Group be reconstituted to assist in the effort to secure state, federal and private resources on an on-going basis.

The Real Estate and Development Working Group focused on understanding how the market place needed to act in order to sustain revitalization of the Corridor. The Group believed that a major tool missing in the real estate evaluation was a detailed and graphic inventory of industrial property in the Corridor including an assessment of vacant and seemingly underutilized property within that inventory. This work was completed by Planning and Design Institute, Inc (PDI) of Milwaukee and is attached to the report.

The Working Group reviewed the inventory and suggested the following comments and strategic recommendations to assist in the revitalization:

Advantages for Redevelopment

- 30th Street Industrial Corridor has significantly strong existing businesses capable of growth, expansion and the production of spin-offs.
- Industrial Real Estate tends to be more competitively priced than other industrial sites outside the Corridor.
- Rail access is an asset to future development.
- The surrounding residential neighborhood provides a potential workforce for industrial expansion in the Corridor.
- The 30th Street Industrial Corridor is being prioritized for private (M-7) and publicly sponsored actions (Green Light) (Urban Reinvestment).
- Community group initiatives exist to support industrial revitalization.
- The 30th Street Industrial Corridor has sufficient freeway access when compared to other urban industrial areas.
- The Corridor exhibits a diverse array of redevelopment opportunities that can be implemented including adaptive reuse, new construction and industrial rehabilitation.

Strategy 1

Implement the Public Safety recommendations included as part of this report as a first order of priority.

Strategy 2

Assure that the Industries using rail for freight movement are allowed to continue to do so and encourage the use of the rail line and the right-of-way for passenger transit.

Strategy 3

The City of Milwaukee should be encouraged to find ways in which some of the most deteriorated structures can be demolished where reuse of the building is impossible or prohibitively expensive. In effect, this demolition program would be a systematic “de-densification” of the Corridor intended to remove blight, improve neighborhood appearance and increase investment opportunity, particularly for smaller companies. Government assistance should be available especially where long term contamination problems make such clearance otherwise infeasible.

Strategy 4

In keeping with the goal of removing blight and improving Corridor appearance and investment appeal, creative measures should be undertaken to improve the appearance of some existing businesses. Specifically, unsightly fencing and parking and storage lots should be addressed; hopefully through public/private cooperation. This targeting of unsightly business properties will undoubtedly create some conflicting goals when dealing with companies that are presently job generators but exhibit unattractive exteriors. The development of a long term/short term strategy for such improvement should be adopted that gradually improves appearance without a net loss of existing jobs.

Strategy 5

Create an inventory of smaller buildings and parcels that can be marketed and made available to small companies at a very attractive cost. Associated with this inventory would be a menu of public assistance programs to expedite the investment potential of these properties. The Working Group believes that there is an immediate market for buildings of 4,000-5,000 sq. ft., both for new construction and renovation, for companies of 20 or fewer employees. These companies can be the basis of employment growth throughout

the Corridor, particularly in the north and central areas where the inventory of smaller parcels and buildings is greatest.

Strategy 6

Promote and prepare several sites of 3-5 acres that can be assembled outside of the massive Tower development site. The City’s redevelopment of the Tower site may absorb most of the larger company potential for some period of time, however it is important that medium size sites be identified should a company prefer to be outside the Tower boundaries.

Strategy 7

“Green building” regulations, which are for some costly and complicated, will in the long-term benefit individual investors and, of course, the entire community. As a special incentive, the Corridor’s green building regulations could be implemented with accompanying financial and technical assistance tailored and enforced in such a way as to make Corridor properties and buildings at least competitive with other locations. More specifically such regulations in the Corridor could be designed to be more easily complied with than elsewhere. It might be possible for the City to adopt certain regulation waivers that acknowledge the building density in the area. The City should also work with the Milwaukee Metropolitan Sewage District (MMSD) to address storm water retention regulations with the goal of making “in-city” areas such as the Corridor competitive with “outlying” areas. Certain financial incentives could be provided to make the green improvements more affordable. City inspectors could be available to review plans with an eye for cost effective compliance alternatives.

Strategy 8

Because most of the inventory of potentially available building and parcel opportunities exist within the north and central segments of the

Corridor, a conscious effort to geographically link investment and program efforts would be economically advisable. Expedient processing of development plans and assistance applications should be considered.

It is also suggested that in identifying “sub-areas” for detailed redevelopment activity that such areas include clusters of property that exhibit similar market characteristics. The suggestion is that the areas be identified as “High Impact” when very high public investment is needed to stimulate market activity, “Reinforcement/Stabilization” areas where there has been market interest in the property and a “most probable reuse” is predictable, and “Special Target Area” when public jurisdictions have created formal criteria for redevelopment and “highest and best use” redevelopment is desired and has been defined. This area identification will assist in assembling the resources needed for project feasibility and to engage partners appropriately. The risk/reward allocation should reflect the anticipated public purpose. In projects where high levels of public support are required significant public benefit should be required. High leverage ratios, high job development requirements and significant development design standards can be anticipated.

Recommendations for managing the implementation of the revitalization include organizing Milwaukee Department of City Development staff in a manner similar to that used by DCD in the targeted neighborhood residential redevelopments. In such projects needs assessments were made of the target areas by all City departments involved; federal and state grants were applied for; annual City departmental budgets were developed to include identified needs. Subsequently, all City departments worked together on the project areas with DCD coordinating. Such an effort in the Corridor might be called an “Industrial Intensive Treatment Program” with DCD coordinating not only City budget assets and federal grants targeted to the area but also resources

developed under the State of Wisconsin’s Urban Environment and Reinvestment Initiative.

The approach recommended also understands that publicly assisted projects of the magnitude of the Corridor revitalization involve added elements in excess of a standard project management design. Such a project adds the requirement of keeping elected officials in the information loop. Such close coordination and communication is needed to maximize the ability to secure and sustain needed resources.

Project management should strive to be as predictable as possible. Project momentum is sustained by predictable resources. Government restrictions are manageable if they are predictable. Private developers and elected officials are most troubled by unpredictability. The development community should be able to count on the governmental response to private initiative in the Corridor to be one that strives to break down barriers to investment.

The plan recommends that three important concepts for project success will be communication-communication-communication. In order to achieve a change in any negative perceptions of the Corridor it is important that positive activity is widely reported, and as often as possible. Businesses in the Corridor need to report new hires to the 30th Street Industrial Corridor Corporation which in turn needs to aggregate the figures and provide them to the media and to DCD to reinforce grant applications. Reductions in crime need to be reported to area businesses regularly as well as to media outlets. Likewise data involving new findings such as underlying causes for area crime need to be passed on for inclusion in resource grant applications.

One important addition to the management item for the project is a recommended system for monitoring progress and evaluating results. Much in the same fashion as the committee created

to review the Milwaukee Public Schools (MPS) educational progress, it is recommended that a group of knowledgeable individuals active in the community be organized to provide both “support and pressure” for the revitalization of the Corridor.

The MPS committee was announced in February, 2008 and is called the Accountability and Support Group. Such a panel would be ideal for monitoring progress in the Corridor. The Working Groups established as part of this planning process should serve as an example of such participation. The group of private and public sector representatives should be brought together to oversee the progress made toward achieving the Vision elements of the plan.

Time frames established for revitalization need to be defined in both short and long terms. Individual projects and property redevelopment actions need to be scheduled and completed in the short term to maintain enthusiasm, but the comparison of the Corridor to the Menomonee Valley acknowledges that major industrial revitalization needs to be sustained often for decades. The Menomonee Valley project was first mentioned prominently in City’s “A Six Year plan for Economic Growth” in August of 1968. In it the mayor targeted the Valley and encouraged DCD to recommend specific action for revitalization especially since increased federal attention to such effort was anticipated at the time. While the commitments made to revitalize the Corridor reflect a much tighter time frame, it also understands that the achievement of the Vision requires sustained attention over the long haul.

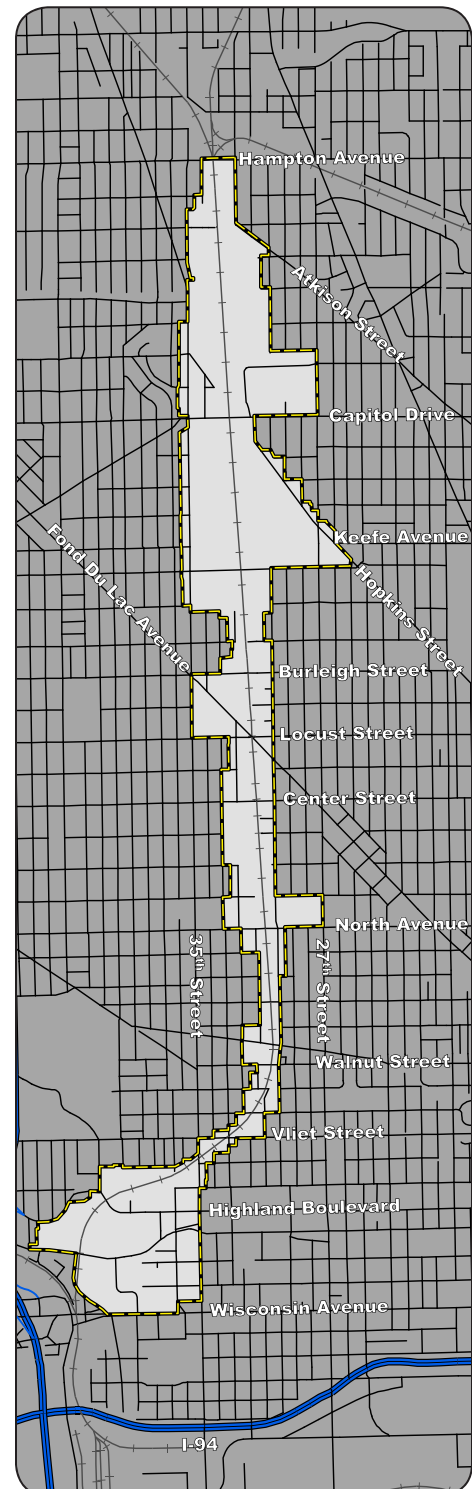
The VISION Statement is an articulation of what the actors in the planning effort believe the corridor can become in the relatively near future. Ultimately it is important that all participants in the effort share the VISION for the corridor.

The basis of the vision is the historical, anecdotal, demographic and physical data that make up the actual and perceived reality that is the 30th Street Industrial Corridor.

Much good work has been accomplished in various studies conducted in the area. This work was synthesized and presented conceptually to assist in the articulation of the VISION.

The 30th Street Industrial Corridor has been called “the formerly vibrant industrial arterial running through the heart of the central city.” Its star occupants include(d) Miller Brewery, Harley Davidson, Esser Paint, Master Lock, A.O. Smith, only to name a few. John Gurda, noted Milwaukee historian recently noted that the A.O. Smith plant alone employed nearly 9,000 in over 100 buildings on 140 acres of land.¹ The Corridor clearly has a history of being a major industrial employer for the area as well as the region.

1. Gurda, John *Milwaukee Journal Sentinel* “Crossroads” section, May 7, 2006

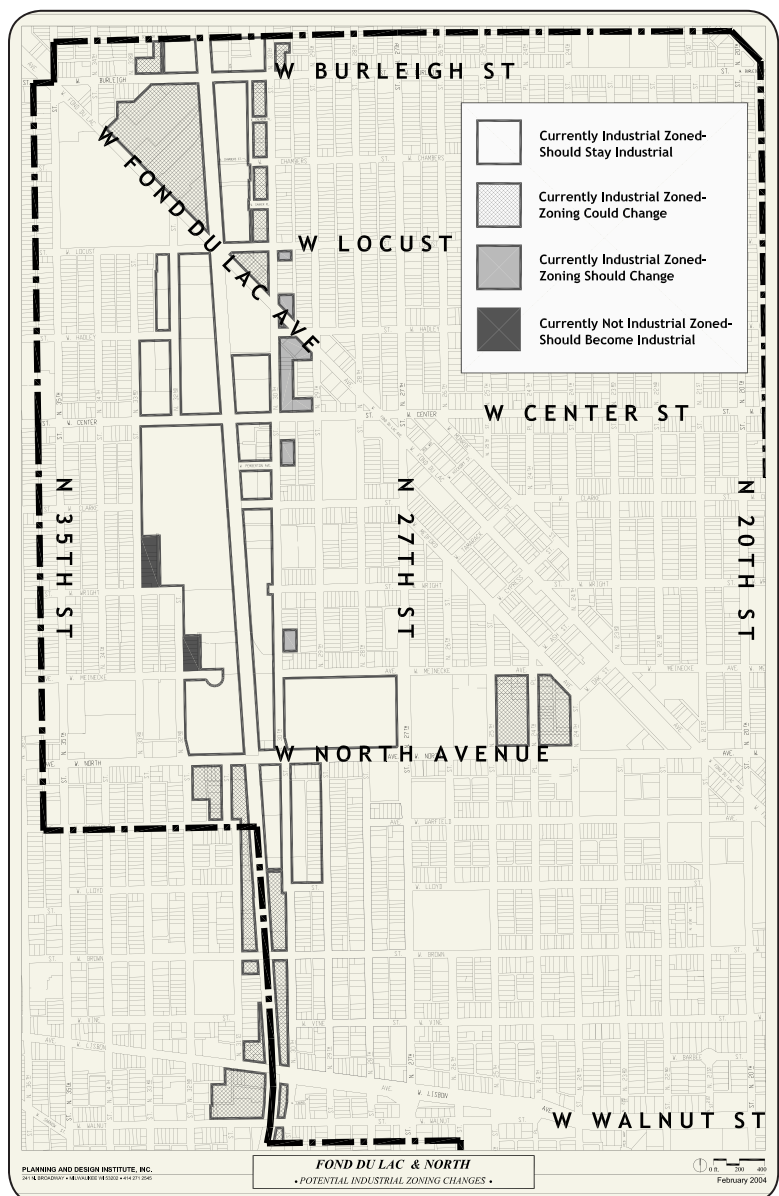


The City's The Fond du Lac and North Ave Neighborhood Comprehensive Plan identifies the Corridor as "one of the largest industrial developments in the City of Milwaukee, with good rail and highway access and over 17,000 employees available from the surrounding neighborhood."² Of the recent studies that treat the 30th Street Industrial Corridor the Fond du Lac and North Neighborhood Comprehensive Plan is most helpful in relating to the VISION. The plan and its appendices and updates can be found at www.mkedcd.org/planning/plans/FondduLacNorthNhd/fdlNplan.html

2. Executive Summary, pg. vi, March 19,2004

The Fond Du Lac and North Plan Comprehensive Plan calls for the stabilization and redevelopment of the real estate and the retention of the industrial character of it.

Map from the Fond Du Lac and North Neighborhood Comprehensive Plan showing potential industrial zoning changes around the 30th Street Corridor



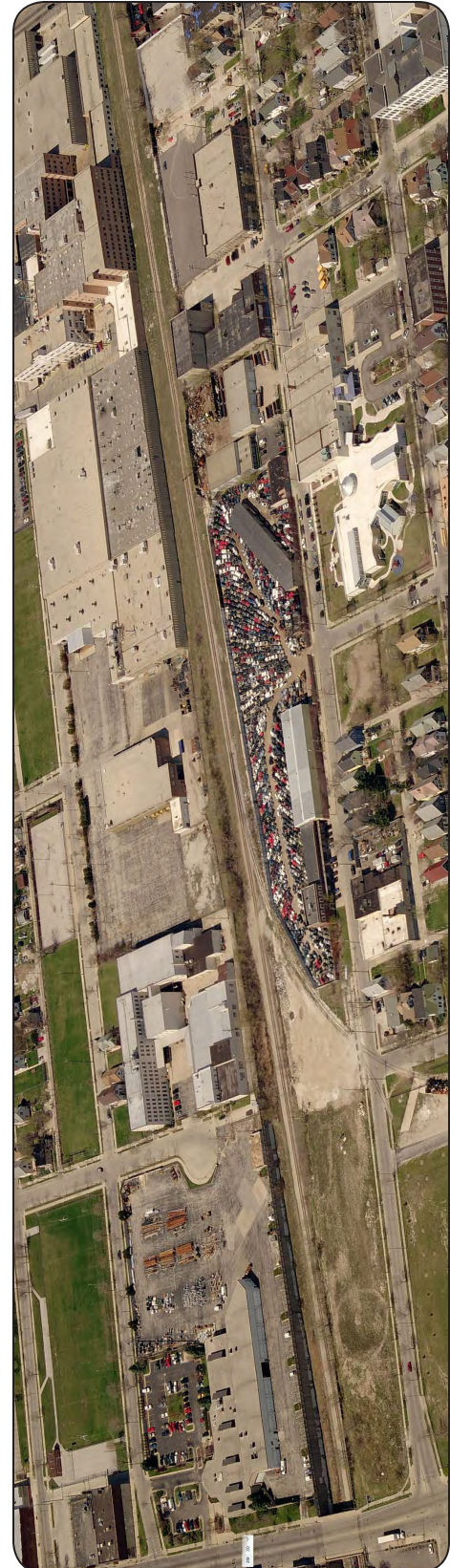
The Fond du Lac and North study respects the history of the Corridor; it calls for the stabilization and redevelopment of the real estate and the retention of the industrial character of it. It recommends that redevelopment “capitalize” on the rail access feature. Focus groups convened as part of the study in 2002 called for economic development action including the creation of incentives to attract new industries and support facilities to the Corridor. These groups also noted the need to deal with Brownfield issues and employee safety concerns. In various levels of detail this study promotes the redevelopment of the corridor as a “modern industrial campus.” The definition of this “campus” will be updated somewhat in this report, however it is important to note that the commitment to industrial revitalization is clear.

The plan’s Industrial Market Analysis indicates that the obstacles to redevelopment are the perception of crime and employee safety problems, functional obsolescence of much of the industrial building stock, environmental problems and the perception that the available workforce and the potential job development capability are not well matched. Real estate professionals consulted in preparing the market analysis believed then that opportunities existed for redevelopment regardless of the strong concerns noted. They believed that the market would respond favorably if reasonably priced, clean sites could be developed.³ This report concurs in that perception.

The Fond du Lac and North Neighborhood Comprehensive Plan Appendices include a lengthy synopsis of significant planning documents produced in the ten prior years which impact on the Fond du Lac and North Avenue area and thus the Corridor. The documents produced by the 30th Street Industrial Corridor Corporation in 1995 are particularly significant because they focus directly on the Corridor and provide a perception of the industrial market that is similar to that included in the Fond du Lac and North study. The documents conclude that while there are serious barriers that need to be overcome revitalization of the area with a predominantly industrial character is desirable.

The 30th Street Industrial Corridor Corporation Implementation Plan divided the corridor up into sub-areas to better focus the corporation’s efforts at the project level. The question of sub-areas or smaller target areas will be reviewed later in this report

30th Street corridor between North Avenue and Center Street in the Fond Du Lac and North planning area.



3. *Fond du Lac/North Study Industrial Market Analysis, Pages 28-31.*

The members of the Corridor Businesses Working Group should be thanked for their leadership in the creation of the Vision Elements presented here. Members of the Working Group are:

Art Arnstein

United Milwaukee Scrap

Gerald Blomberg, President

Midwest Rail & Dismantling

Dan Carey, General Manager

Master Lock

Tim Casey, Principal

Equity Commercial Real Estate

Mike Floyd, C.E.O.

Glenn Rieder, Inc.

Barb Gruenwald

Simple Soyman

Mark Holland - Antoinette Parish

Universal Housing System

Andy Hunsick

Milwaukee Industrial Trade Center LLC

Dwayne Kratt,

Manager Issue Management
Miller Brewing Company

Richard Reynolds, Vice President

Milwaukee Operations
DRS Power & Control Technologies, Inc.

Beth Sahagian

Vanguard Sculpture Services

Richard Stinson, VP/GM - Walter Zoller

Eaton Corporation

Linda Swift

United Tax Service

Steve Yokosh

B83 Testing & Engineering

Wayne Embry

as part of the discussion of implementation of the revitalization effort. Organizing the Corridor into manageable segments is indeed an efficient approach. Application of project activities and program approaches to areas of similar redevelopment capability will be discussed as a potential reason for such targeting.

Creating the VISION for the future of the Corridor is a matter of absorbing these factual data and creating from them a Vision Statement. Again, the statement is a definition of the future that the stakeholders believe and agree is achievable. The Vision Statement will:

- drive the action plan,
- provide a reasonable framework for establishing the time frame for its accomplishment,
- provide the basis for the commitment to succeed, and
- help provide the bases for the action steps to be taken to accomplish revitalization.

The visioning exercise conducted in this planning activity was led by the Corridor Businesses Working Group; it concentrated on the physical aspects of redevelopment as well as the relevant concerns with public safety and workforce development. The members discussed in detail the barriers to redevelopment pointed out in the study material. The barriers highlighted in this material fell into three main categories:

1. Crime and the Perception of Crime
2. Functionality of Buildings
3. Workforce Capability

To demonstrate the continuity between the historical planning data and the visioning work elements the items were organized into the same categories. The vision elements are the expression of future conditions in the Corridor once the barriers to market based development have been removed, in essence reversed. To assist in the delineation of project level activity the vision elements were carried forward in the detail in which they were stated. These elements were then shared with the other working groups and feed-back reported to generate consensus.

VISION ELEMENTS

The following are the vision elements discussed:

Category 1: Crime and the Perception of Crime

- Employees feel comfortable working in and traveling to the Corridor businesses.
- All investments in the Corridor have a positive return.
- Crime in the area and security in the Corridor are not a deterrent to attracting and retaining employees.
- Security costs are not excessive but are competitive with those of comparable industrial areas.
- The Corridor is perceived as a vibrant and safe community; external security is not an issue.
- The Corridor is a secure place to live and work.
- Neighborhood crime is not a negative contributor to the perception of the area.

Category 2: Functionality of Buildings

- The Corridor has a mix of redeveloped, adaptively reused and newly constructed commercial facilities.
- Appropriate, job producing redevelopment is occurring in the Corridor regularly.
- Blighting influences, publicly and privately owned, are being removed from the Corridor systematically.
- Redevelopment sites can be reasonably assembled.

Category 3: Work Force Capability

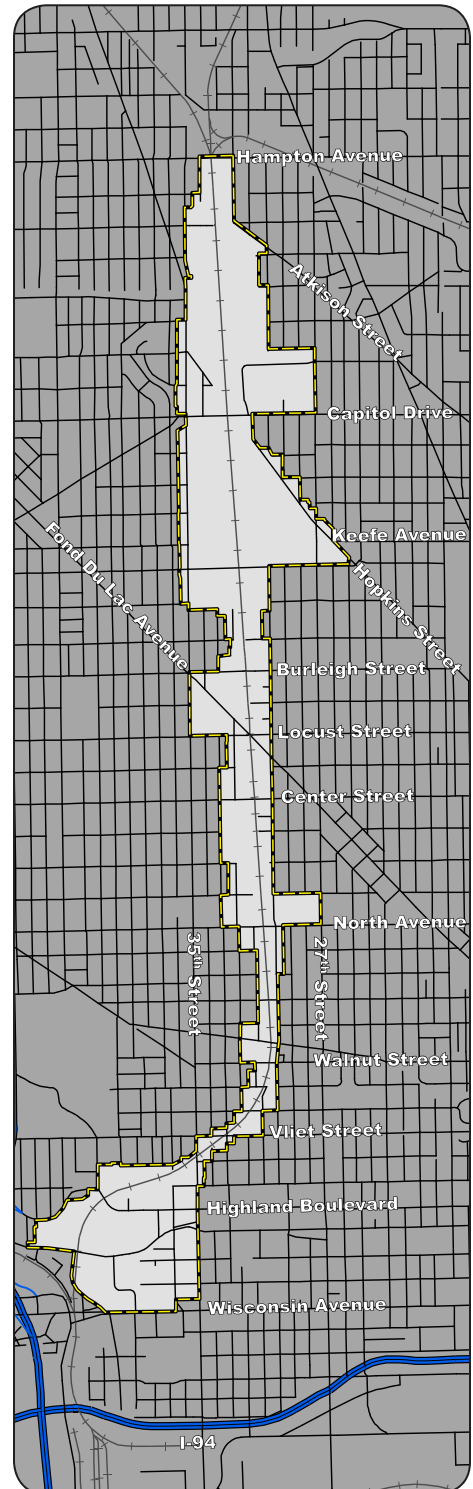
- An educational system exists that produces appropriately trained employees particularly from the neighborhoods surrounding the Corridor.



Corridor Businesses Working Group members Walter Zoller, Tim Casey and Richard Reynolds

The identification and definition of the obstacles to market based development in the Corridor helped the Corridor Businesses Working Group to express its hopes for the future as the vision elements. The obstacles discussed provide not only the basis for positive future revitalization direction as they are strategically removed; they also generate the “eligibility” for assistance for the area. The problems faced by the 30th Street Industrial Corridor provide the “public purpose” behind the government’s ability to intervene and the private sector’s willingness to act to stimulate new development. The severity of the problems and the difficulty in overcoming them establish the priority and the level of commitment to revitalization.

The commitment to the revitalization of the 30th Street Industrial Corridor is the energy that translates the Vision statement into a real Action Plan. The energy is provided by those with access to the resources available to implement the revitalization. The partners are both public and private entities. The public purposes of restoring economic life and family supporting jobs to the 30th Street Industrial Corridor, removing blighting conditions, improving public safety generate the appropriate responses from both private and public sectors. The problems of the area are well known to the business community. Many companies associated with the corridor have been part of the leadership of the business community for decades. The public sector has long acknowledged that the corridor is a prime example of an area in need of economic development and generation of the incentives to achieve it. The Program Resources Working Group was organized to compile and better define the commitment for revitalization of the Corridor



The members of the Program Resources Working Group should be thanked for their cooperation and hard work in helping organize the material, programmatic and otherwise that becomes the capability behind the commitment to revitalize the 30th Street Industrial Corridor and create the capacity for the creation of jobs and new investment. The members are

*Jo Anne Anton, State Director
Office of Senator Kohl
Milwaukee, WI*

*Kein Burton
Development Mgr.
Milwaukee Dept of City Development*

*Margaret Henningsen
Founder, VP Legacy Bank
Milwaukee, WI*

*Kelly Rifej
WI Dept. of Administration
Intergovernmental Relations*

*Timothy T. Mahone
S.E. Reg. Dir. Office of Gov. Jim Doyle
Milwaukee, WI*

*Lois O'Keefe
Office of Congresswoman Moore
Milwaukee, WI*

*Kalif Rainey
Office of Congresswoman Moore
Milwaukee, WI*

*Pat Walsh, President
Milwaukee Economic Development
Corp.
Milwaukee, WI*

*Kenneth R. Yunker
Deputy Director
Southeastern Wisconsin Regional
Planning Commission (SEWRPC)*

THE PUBLIC RESPONSE

The ability of the public sector to act on behalf of the 30th Street Corridor can best be assessed by the level of eligibility for governmental assistance that can be generated for the revitalization. In this assessment the barriers to redevelopment enumerated in the creation of the Vision elements become the basis for the ability of the government to assist in the effort. In effect, public policy allows the units of government to intervene where it can be demonstrated that the private market is weak. Units of government are able to focus the greatest levels of assistance where the need is the greatest. Often the demonstration of the area's problems become the "but for statement" required for the government agency act to help. If the case can be made that the improvement or the benefit from the investment would not occur "but for" government intervention then the test is passed. The commitment to maximize the availability of such assistance over time is what creates the ability to sustain revitalization.

Federal Eligibility

Federal Assistance to urban areas is targeted to areas of demonstrated need. As an aid to local communities the federal government has not only created and quantified its criteria for program assistance, it has often mapped out the areas that qualify for such assistance based on these criteria. Program guidelines for federal resources require that grants be targeted directly to areas of need with the deepest subsidy levels targeted to the areas of greatest need.

Additionally, since urban areas of need involve neighborhoods where land uses are often mixed in close proximity to each other, program eligibility can be "cross referential". This means that an area which needs help to clean up its industrial land gets "credit" for having housing needs, and vice versa. An application for planning funds to the federal Economic Development Administration should, for example, point out that the target area is not only a victim of high unemployment but is also a "housing hot spot" as designated by Housing and Urban Development (HUD). This interest in targeting investments provides local communities with the opportunity to leverage federal assistance along with State, local and private help. Subsidy levels then are inversely proportionate to the strength of the private market in a target area; areas of greatest need get the most attention, deserve the highest priority.

A brief analysis shows that the 30th Street Industrial Corridor is eligible for federal help under the following program guidelines:

1. New Market Tax Credits (Investment Area)

Investments made in developments located in the Corridor can qualify for significant tax credits reducing the cost of borrowing. The area demonstrates economic distress: high unemployment (at least 1.5 times the national average), low family income (less than 80% of the Metropolitan Area median income), families living below the poverty level (at least 20%). In 2007 Wisconsin was allocated \$335,000,000 in tax credits. This is a U.S. Treasury Dept. designation.



2. Economic Development Hot Zone:

Priority for economic development assistance. Same distress threshold as above, but deeper levels of need are required for designation. This is a Economic Development Administration (EDA), Dept. of Commerce designation.

3. Housing Hot Zone:

The area demonstrates Low-Income Rental Housing Cost Burden (Monthly rent exceeds 30% of gross family income of a low-income household). Demonstrates Low-Income Homeowner Cost-Burden (Median monthly homeowner cost exceeds 30% of the gross monthly income of a low-income household). This is a Housing and Urban Development (HUD) designation.

4. Renewal Community:

Tax incentives are available to stimulate job growth, promote economic development and create affordable housing. This Housing and Urban Development (HUD) designation is based on a finding of high levels poverty and severe blight.

5. Community Development Block Grant Entitlement Community (CDBG).

Grants to carry out a wide range of community development activities directed toward revitalizing neighborhoods, economic development and providing improved community

Kelly Rifelj (Intergovernmental Relations - WI. DOA) and Lois O'Keefe (Office of Rep. Moore) of the Program Resource Working Group



services. Locally approved projects must primarily benefit low to moderate income persons or prevent or eliminate slums or blight. Entitlement Grant calculations also involve growth lag and age of housing. This is a HUD designation.

6. Economic Development Initiative (EDI)

Competitive grants to Entitlement Communities for major economic development projects implemented in conjunction with the Section 108 loan guarantee program. HUD designation.



7. Brownfields Economic Development Initiative (BEDI)

Competitive grants to Entitlement Communities to spur the return of Brownfields to productive economic use through redevelopment. This is a HUD designation.

8. Environmental Protection Agency (EPA)

City of Milwaukee is designated a Brownfields Showcase Area giving it priority attention. Program Grants for site specific environmental cleanup and for revolving loan funds for assessment are available. Grants have been made directly to the Redevelopment Authority of the City of Milwaukee (RACM) and have been dedicated to 30th Street Industrial Corridor sites.

Pat Walsh (MEDC) and Jo Anne Anton (Office of Sen. Kohl) from the Program Resource Working Group



State / Local Eligibility

Many of the grant programs available for use in the 30th Street Industrial Corridor require or have evolved to be a joint effort of the state, federal and local governments. Such a joint effort is often required by the scope and cost of the investment needed to create project feasibility. In other cases it is a matter of governmental cooperation. Funds, for example, used to acquire, demolish and remediate environmentally contaminated property have been grants of the EPA made to the Wisconsin DNR that are made available through the City of Milwaukee. Other grants and loans are made directly by jurisdictions at the state and local level. Among the significant programs available to the 30th Street Industrial Corridor are:



1. Wisconsin Dept. Of Natural Resources (DNR)

Brownfield Site Assessment Grant (SAG) for Local Governments provides grants to local governments to investigate known or suspected environmentally contaminated property. In addition DNR has received funds from EPA and made them available for Phase I and Phase II environmental assessments. Funds in the amount of \$400,000 has been earmarked for the 30th Street Industrial Corridor recently.



2. Wisconsin Dept. of Commerce (DOC)

The Blight Elimination and Brownfield Redevelopment Program (BEBR) provides funds to assist local governments and businesses with assessment and remediation of environmental contamination of abandoned, idle or underused industrial or commercial sites or facilities.

3. Wisconsin Housing and Economic Development Authority (WHEDA)

WHEDA is the controlling entity of the Wisconsin Community Development Legacy Fund which has been allocated New Market Tax Credits by the U.S. Treasury Dept.

4. City of Milwaukee: Redevelopment Authority (RACM) and Milwaukee Economic Development Corporation (MEDC)

The City through RACM and MEDC has created revolving loan funds using EPA grants. Funds are available to investigate potential environmental contamination of redevelopment sites. Grants are available for investigation and remediation of publicly owned sites.

5. Milwaukee County

Brownfield Grants are available for land reuse development projects that lead to the retention and creation of jobs.

6. The 30th Street Industrial Corridor Business Improvement District (BID)

The BID was created by the City of Milwaukee to allow property owners with the district assess themselves for funds needed to manage their improvement goals. The BID is managed by the 30th Street Industrial Corridor Corporation which is made up of local businesses.

The programs, federal, state and local are listed to illustrate that the 30th Street Industrial Corridor is an example of a target area where government acknowledges that it must intervene in order to stimulate the revitalization of the area. The legislative intent to assist in such locations historically provides the rationale for targeting existing programs, establishing priority allocation of resources as well as the ability to modify guidelines, to waive regulations and to perform demonstration projects.



THE PRIVATE RESPONSE

The private sector assumes a different role in the revitalization effort than it normally does because the private market in the area is very weak. The reality is that the public sector must “prime the pump” as it were before market conditions can be greatly improved. The private commitment needs to be encouraged and promoted at the highest management level at which interest can be generated in the revitalization planning effort. From local companies acting as “good corporate citizens” to area land owners and regional utilities acting in their “enlightened self-interest” it is important that the highest level executives make themselves available to participate in the implementation efforts, to monitor fulfillment from those who promise to allocate resources, and to share their expertise in evaluating progress toward achieving the vision.

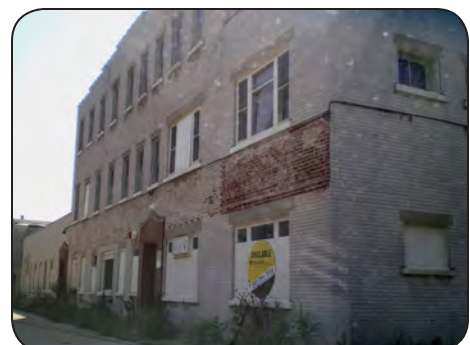
Private Sector Eligibility

Often in an effort to engage the private sector in economic development and to encourage their participation government will make available its assistance through private entities through entities such as lending institutions and development agencies.

Private lending institutions that have been allocated New Market Tax Credits include

- M&I Bank - M&I Community Development Corporation
- Johnson Financial
- Milwaukee Economic Development Corporation (MEDC)
- Legacy Bank
- Waveland Community Development, LLC
- Wisconsin Brownfield and Economic Development Fund, LLC

These private lenders use the same eligibility criteria in their underwriting as are required of public agencies.



Private Foundation Eligibility

Often the Private Sector will find it more manageable to provide its commitment to such projects through private foundations. Milwaukee has a history of being responsive and gathering support for “public purposes” through the following foundations.

1. The Helen Bader Foundation has created a special economic development category for City of Milwaukee inner city initiatives.
2. Bradley Foundation
3. Jane Bradley Pettit Foundation
4. Milwaukee Foundation

The private/public partnerships formed to focus resources on significant needs in the community have been very successful in bringing about change. The important concept to note in the planning for action to revitalize the Corridor is that by any definition bringing back jobs and investment to the area is an objective which meets the highest level of public purpose and therefore there is clear eligibility for assistance. No matter what economic development programs are requested, designed or reauthorized, the matter of eligibility is undeniable. While the list of programs and eligible activities is extensive and seems complicated and difficult to coordinate, the important action to focus on at this point is that all levels of government and significant segments of the private sector need to provide their commitment to deploy what assistance they can muster to assist in the revitalization of the 30th Street Industrial Corridor. It is now important to focus that commitment on the 30th Street Industrial Corridor and begin to convert the problems into opportunities for redevelopment and the creation of family supporting jobs and the fulfillment of the Vision.



THE COMMITMENT

City of Milwaukee “Green Light District”

On January 11, 2007 Mayor Tom Barrett declared the 30th Street Industrial Corridor Milwaukee’s “Green light District,” meaning that he had turned on the green light to stimulate reinvestment in the Corridor. Mayor Barrett pledged to commit significant resources and to work with federal, state and local partners to revitalize the area. In announcing the commitment the Mayor compared the City’s action to the priority and effort it provided in leading the revitalization of the Menomonee Valley. The commitment was reiterated in the January 11, 2008 cover story in the Small Business Times entitled “Reviving the Next Great Corridor”. The story outlined some of the public dollars already helping to generate redevelopment in the Corridor. Rocky Marcoux, Commissioner of the Department of City Development (DCD) explained the City of Milwaukee’s commitment to the redevelopment of the Tower Automotive site. In unprecedented action DCD has assigned 3 staff persons to the 30th Street Industrial Corridor project on a full-time basis. The cover story in the Small Business Times can be found at: <http://www.biztimes.com/news/2008/1/11/>

Mayor Barrett pledged to commit significant resources and to work with federal, state and local partners to revitalize the area. “I want to make revitalization and new job opportunities a reality for the 30th Street Industrial Corridor.”

*City of Milwaukee Press Release
January 11, 2007*

On June 19, 2008 Mayor Barrett announced that the City of Milwaukee is providing a \$1.5 million forgivable loan and \$3 million in tax credits to support the \$10.8 million remodeling of the DRS Technologies Inc. facilities at 4265 N. 30th Street. The Redevelopment Authority of the City of Milwaukee (RACM) continues to secure grant awards from the US Environmental Protection Agency (EPA) for environmental investigation and remediation of targeted sites. Mayor Barrett announced on July 22, 2008 that \$400,000 of EPA funds will be used to remediate key parcels in the 30th Street Industrial Corridor and the Bronzeville Cultural & Entertainment District.

Governor Doyle’s Urban Environment and Reinvestment Initiative

This initiative is just one of the economic development proposals the Governor has sponsored but it is especially important to the 30th Street Industrial Corridor. It is part of the Conserve Wisconsin agenda which includes protecting waterways and conserving lands and revitalizing urban neighborhoods. In announcing this balanced conservation agenda the Governor made special note of “cleaning up and revitalizing contaminated, blighted urban neighborhoods” and making this





cleanup a priority. He lamented that “too often urban economic development efforts are hampered due to the high costs of ensuring a safe and economically viable neighborhood that is conducive to creating and retaining jobs. State agencies help cities and community leaders to identify target contaminated sites and to get local, state and federal help in cleaning them up.” The Governor announced that as part of “Conserve Wisconsin” he was “directing my environmental and economic development agencies to work together to clean up blighted neighborhoods, improving our urban environments and urban economies at the same time.” He further announced that “work will start with cleaning up the City of Milwaukee’s 30th Street Industrial Corridor.”



In the Urban Reinvestment Initiative the Governor directs state agencies, “most notably Dept. of Administration, Commerce, DNR, Dept. of Transportation, and the Wisconsin Housing and Economic Development Authority (WHEDA) to work with local governments in garnering local, state, federal and private resources to:

- Clean up environmentally contaminated sites.
- Rehabilitate or remove blighted buildings; and
- Revitalize the area through community planning and economic development.”

The initiative further anticipates “that this inter-agency working group will identify the areas of concern throughout the state and better coordinate available resources (including the Brownfield’s program) an encourage new investments and job creation within the areas.” The Wisconsin Department of Natural Resources (WDNR) highlights the Urban Reinvestment initiative on its Web site and designates the 30th Street Industrial Corridor as its first project and points to the grants made to assist with Brownfields issues. The Website can be accessed at:

<http://dnr.wi.gov/org/aw/rr/rbrownfields/uri-30th-street.htm>.



The Governor’s Office has established an interagency working group to work with the city and aid in the continuation of the planning and resource development for the revitalization of the Corridor. The group will be coordinated out of the Milwaukee Office of Governor Doyle and includes the following State of Wisconsin Departments and Agencies:

- Department of Natural Resources (DNR)
- Department of Commerce (DOC)

- Wisconsin Housing and Economic Development Authority (WHEDA)
- Department of Administration (DOA)
- Department of Agriculture Trade and Consumer Protection (DATCP)
- Department of Revenue
- Office of the Governor

Additional State entities may be included should the opportunity present itself.

U.S. Senator Herb Kohl

Senator Kohl has been instrumental in securing significant federal funds for economic development initiatives in Milwaukee. In fiscal year 2006 appropriations of \$850,000 were provided for economic development initiatives in Milwaukee thanks to Senator Kohl. Of these, \$250,000 was provided for work specifically in the 30th Street Industrial Corridor.

Congresswoman Gwen Moore

Congresswoman Moore has consistently shown her support for the 30th Street Industrial Corridor. In pledging her continued support she noted that in 2006 she was able to secure \$300,000 to have the Esser Paint Company environmentally assessed and decontaminated as well as \$150,000 for the redevelopment of 6 blighted properties in the heart of the corridor and the Walnut Hill neighborhood. In January, 2007 Congresswoman Moore wrote a strong letter of support to SEWRPC for the revitalization of the 30th Street Industrial Corridor.

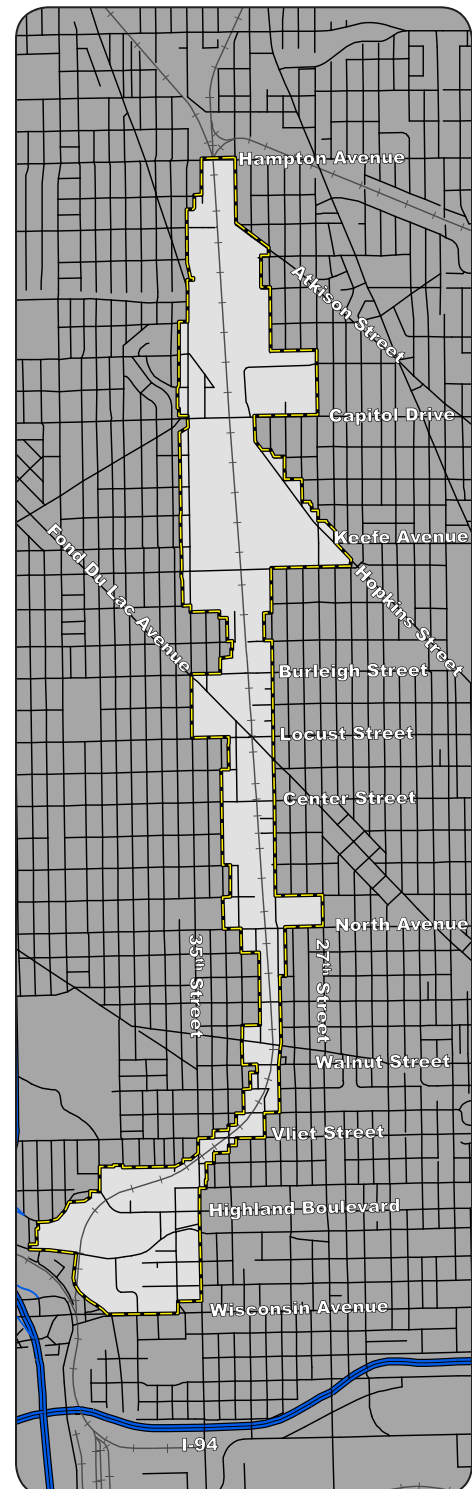


Left to right: Jesse Greenlee of WHEDA , County Supervisor Michael Mayo, Antonio Riley, Ex. Director of WHEDA

THE KEY ISSUE – PUBLIC SAFETY

The Public Safety Working Group was organized as a cooperative effort of the Milwaukee Police Department, the County Sheriff's office and from other law enforcement representatives and community participants. From its first meeting, the Group recognized that the other Corridor Working Groups pointed to Corridor public security, both real and perceived, as the key factor in any attempt at a successful redevelopment program. Public safety must be considered when addressing the general appearance of the area, industrial and commercial redevelopment, and residential/neighborhood stability.

The Real Estate and Development Group felt strongly that the attraction of private investment to the Corridor will be contingent on there being a demonstrable improvement in the perception and reality of the area as being a safe place to do business. The members ranked this issue as being the most important at the outset. The Corridor Businesses Working Group prioritized



The Public Safety Working Group should be thanked for their commitment and spirit of cooperation in addressing the difficult matters involved in this issue. The members of the group are:

*Chief Edward A. Flynn
Milwaukee Police Department*

*Sheriff David A. Clarke, Jr.
Milwaukee County*

*John Chisholm, District Attorney
Milwaukee County*

*Steven M. Biskupic
United States Attorney*

*John J. Manning, Asst. U.S. Attorney
U.S. Dept. of Justice, Eastern District*

*Janice Cummings
Wisconsin Dept. of Corrections
U. S. Dept. of Justice
Division of Community Corrections*

*Assistant Chief Dale Schunk
Milwaukee Police Department*

*Captain James Harpole
Milwaukee Police Dept., Dist. #3*

*Captain Patrick S. Mitchell
Milwaukee Police Dept., Dist. #7*

*David L. Heard
Milwaukee Fire & Police Commission*

*Maurice Williams
30th St. ICC, Bid 37*

*Lt. Edith Hudson
Milwaukee Police Dept. Dist. #3*

*Chief Nannette Hegerty
Milwaukee Police Dept.*

*Asst. Chief Joe Whiten
Milwaukee Police Dept.*

*Captain Donald J. Gaglione
Milwaukee Police Dept., Dist. #6*

*Edward H. Bailey, Deputy Inspector
Office of the Sheriff, Milwaukee County*

*Paul Riehle
Milwaukee Police Dept., Dist. #3*

their concern for the safety of their employees and their ability to attract new hires as number one. The Program Resources Working Group registered its concern that the local law enforcement entities be able to secure and retain the capacity to adequately plan and react to crime conditions in the area. This issue was addressed directly by the Public Safety Working Group.

As the Public Safety Work Group became engaged in establishing a foundation for its planning and program suggestions, the City of Milwaukee was also beginning to go through the process of a search and eventual selection of the new police chief. During the first half of 2008, The Group suspended its activity in formulating expanded safety programs within the Corridor while administrative changes took place.

As the Work Group reconvened several months after selection of the new MPD Chief, the participants focused on recommendations from the MPD District Captains and support personnel.

The Milwaukee Police Department (MPD) outlined initiatives within the three separate police districts in the Corridor designed to address both the reality and the perception of crime (a map

Public Safety Working Group: Assistant Chief Dale Schunk, Jon Wellhoefer, District Attorney John Chisholm, Lt. Edith Hudson, Captain Patrick S. Mitchell, Captain James Harpole and William R. Drew (SEWRPC)



showing the corridor and police districts can be found on page 32). Highlights of the initiative package include greater police presence and the public awareness of it as well as the introduction of unique multidisciplinary problem solving teams deployed by district captains to work on specific issues arising in target areas. MPD is working to have officer deployment and other resource allocation decisions made at the district level to increase reaction capability and accountability. Increased interaction with citizens, community groups and businesses is a high priority for MPD involvement in these data-driven initiatives. The Working Group acknowledges that additional outside resources are needed to enhance the City's capacity to meet the public safety needs of the area. It is strongly recommended that as this exercise is completed the Public Safety Working Group be reconstituted to assist in the effort to secure state, federal and private resources on an on-going basis.

The 30th Street Corridor Plan of the Milwaukee Police Department is included in this report as Exhibit #4 on pages 37-45.

Public Safety Working Group meeting



Public Safety Working Group: Maurice Williams, Edward H. Bailey, Kenneth R. Yunker and Sheriff David A. Clarke, Jr.



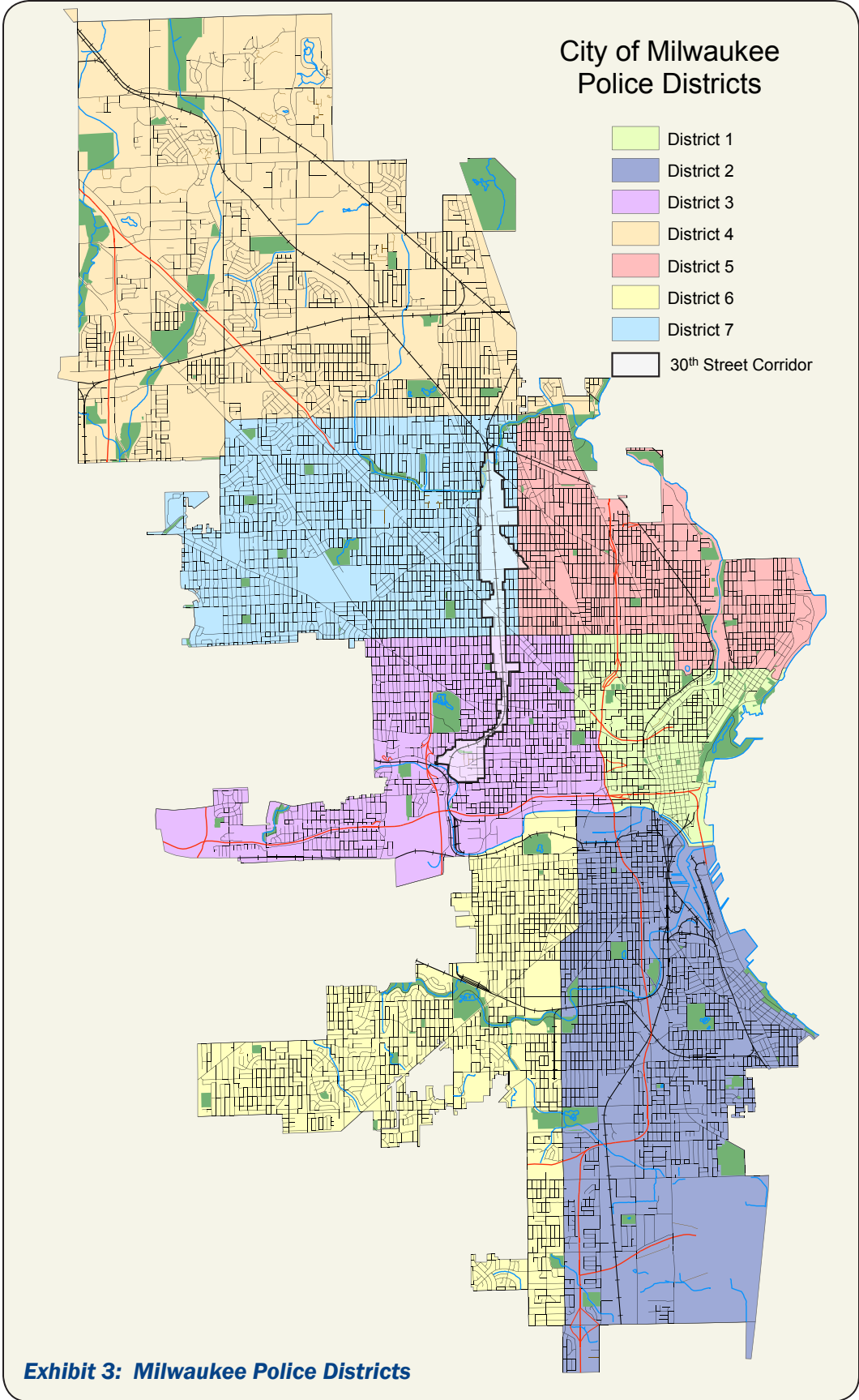
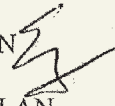




Exhibit 4: Policing Plan for the 30th Street Corridor

Police Department

Edward A. Flynn
Chief of Police

DATE: SEPTEMBER 9, 2008
TO: MEMBERS OF THE 30TH STREET INDUSTRIAL CORRIDOR
FROM: CHIEF EDWARD A. FLYNN 
SUBJECT: 30th STREET CORRIDOR PLAN

Attached are policing plans for the three police districts along the 30th Street Corridor. These plans recommend methods that reflect the current city-wide Milwaukee Police Department policing strategies that are community-based, problem-oriented, and data-driven. The Milwaukee Police Department is pleased to support the efforts of the 30th Street Corridor group to bring economic vitality and enhanced safety to Milwaukee's neighborhoods.

Police Administration Building, 749 West State Street, Post Office Box 531, Milwaukee, Wisconsin 53201-0531 (414) 933-4444
Web Site: <http://www.milwaukee.gov/police>

30TH STREET INDUSTRIAL CORRIDOR

THIRD DISTRICT

INTRODUCTION

The 30th Street Industrial Corridor (referred to as the Corridor from this point forward) in District Three encompasses the area roughly bounded by West Wisconsin Avenue on the south, West Center Street on the north, North 27th Street on the east, and North 35th Street on the west. The western boundary south of West Highland Avenue extends to roughly U.S. highway 41. The corridor extends north into District Seven to W. Hampton Avenue while the eastern edge of the corridor borders District Five along North 27th Street from West Center Street to West Hampton Avenue.

The Milwaukee Police Department, in conjunction with the Southeastern Regional Planning Commission, the City of Milwaukee Department of City Development, and the 30th Street ICC/Bid #37, is committed to the implementation of a policing plan specific to the Corridor. Each of the police districts that territorially cover the Corridor will develop and execute a policing plan that is specific to the needs of the Corridor within that district's geographic boundary. Each district commander will identify the current resource capacity within his respective district, as well as the optimal resource capacity to maximize the police presence within the Corridor.

The Police Department's involvement in the development of a policing plan specific to the corridor is a result of an invitation on the part of the Southeastern Wisconsin Regional Planning Commission for the Department to participate in the development of an action plan aimed at revitalization of the five mile long corridor. The Corridor has a history of significant economic activity along rail lines providing employment opportunities for the surrounding community. The decline of the manufacturing base over the years has resulted in the spread of blight, crime and the loss of economic opportunity. The Southeastern Wisconsin Regional Planning Commission is working closely with the City of Milwaukee and Milwaukee County to bring together State and Federal officials, as well as local representatives in the planning process. A number of work groups have been established, including the Public Safety Work Group, in which the commanding officers and other police district personnel participate.

MISSION

The mission is to reduce crime, fear, and disorder in the 30th Street Industrial Corridor in an effort to stimulate economic development, which will enhance the health and safety of Corridor neighborhoods and promote sustainability and resilience.

VISION ELEMENTS

The Southeastern Wisconsin Regional Planning Commission's Businesses Work Group developed a set of Vision Elements related to crime and the perception of crime in the Corridor. The Vision Elements are as follows:

1. Employees feel comfortable working in and traveling to the Corridor businesses.
2. All investments in the Corridor have a positive return.

3. Crime in the area and security in the Corridor are not a deterrent to attracting and retaining employees.
4. Security costs are not excessive but are competitive with those of comparable industrial areas.
5. The Corridor is perceived as a vibrant and safe community other external security is not an issue.
6. The Corridor is a secure place to live and work.
7. Neighborhood crime is not a negative contributor to the perception of the area.

POLICE DEPARTMENT AND ECONOMIC DEVELOPMENT

In December 2006, Mayor Tom BARRETT convened the 2006 Community and Economic Development Leadership Summit. The event included more than 700 participants from a wide variety of sectors, including government, business, education, and community-based organizations. The participants shared ideas on how to build on efforts already underway to increase economic prosperity in Milwaukee and throughout southeastern Wisconsin. In a report submitted by Summit participants, six core objectives were identified to increase economic prosperity throughout the City of Milwaukee. Objective #4 was to build safe and healthy neighborhoods. In order to meet the objective, Summit participants reported that strong partnerships between local residents, faith-based organizations, and law enforcement are essential to building and sustaining safe and healthy neighborhoods. The Summit participants developed three strategies:

1. Build effective community leadership to address quality of life issues in neighborhoods.
2. Enhance neighborhood health and safety to promote sustainability and resilience.
 - a. Continue advances in neighborhood economic development.
 - b. Sustain advances in the Neighborhood Improvement Program.
 - c. Engage the faith community, community-based organizations, and law enforcement to increase community trust, improve race relations and reduce crime.
3. Bridge the digital divide—transform neighborhoods through technology.

The need for police and developers to work together in an effort to restore neighborhoods is documented in a report published in 2006 by the Local Initiatives Support Corporation titled *Safe Streets Sound Communities*. The report reads in part:

A revitalized neighborhood is almost always a safer neighborhood. The two achievements reinforce one another in increasingly well-documented ways: renewed buildings and streets deter crime, and an atmosphere of security encourages investment and development. But from those clear facts, does it necessarily follow that safety is part of a revitalizer's job? Or that police and other public safety officials should cast themselves among the revitalizers? Answering yes to those questions – at least in theory – is nowhere near as controversial as it was say, a decade ago. Both among community developers and law enforcers, a sense of common purpose, even (sometimes) of interlocking missions, is becoming a more frequent theme of articles, speeches and legislative testimony... Los Angeles Police Chief William BRATTON and LISC's former CEO, Paul GROGAN, summed up the emerging consensus this way: 'One of the greatest threats to community revitalization is crime. And the big generator of crime is community disintegration. Police and grassroots community builders can and must become greater stakeholders in and defenders of the investments made by one another. They can do this if they jointly target crime and blight problems – and then build on those successes to achieve more.'

It is clear that for economic development to be most successful in crime-impacted neighborhoods a committed police involvement is necessary with developers and other stakeholders. The District Three policing plan will be based upon this foundation.

GEOGRAPHIC OVERVIEW—POLICING ZONES

District Three personnel have studied policing needs in the Corridor and a determination has been made to divide the Corridor into three distinct patrol zones. Each zone poses unique policing challenges and will need specific tactics to address the concerns within that particular zone. Each of the three Zones is anchored by existing businesses and/or community-based organizations that have an established partnership with District Three. District Three personnel will build upon these established partnerships as the foundation of our policing strategy in the Corridor. The policing zones are as follows:

1. Miller/Harley Zone: covers the territory from the southern boundary (Wisconsin Avenue) to West Vliet Street on the north.
2. Midtown Zone: covers West Vliet Street on the south to West North Avenue on the North.
3. Metcalfe Park Zone: covers West North Avenue on the south to West Center Street on the North.

Each of the above zones has east/west boundaries that correspond with the east/west boundaries of the corridor.

PARTNERSHIPS

Currently, established partnerships exist between District Three and a number of businesses, government agencies, faith-based and other community-based organizations in the corridor. As indicated earlier, these established partnerships of community stakeholders will build the foundation of the policing efforts within the Corridor. Some partnerships are common in all three policing zones and others are policing zone specific. Partnerships that are currently established and common to all three zones are as follows:

1. Milwaukee County District Attorney's Office.
2. Department of Corrections, Division of Probation and Parole.
3. Safe and Sound Community Partners.
4. Milwaukee City Attorney's Office.
5. City of Milwaukee Department of Neighborhood Services.
6. City of Milwaukee Department of Public Works.
7. City of Milwaukee Health Department.

Partnerships within the individual policing zones are as follows:

- A. Miller/Harley Policing Zone
 1. Miller Brewing Company
 2. Harley Davidson Corporation
 3. 4th District Alderman

4. 15th District Alderman
 5. West End Neighborhood Association
 6. West End Landlord Compact
 7. Martin Drive Neighborhood Association
 8. Cold Spring Park Neighborhood Association
 9. Hmong American Friendship Association
- B. Midtown Policing Zone
1. 4th District Alderman
 2. 15th District Alderman
 3. Lisbon Avenue Neighborhood Association
 - a. Local Initiatives Support Corporation
 - b. State Farm Insurance Company
 4. Washington Park Partners
 5. Walnut Heights Neighborhood Association
 6. Midtown Neighborhood Association
 7. North Avenue Community Development Corporation
- C. Metcalfe Park Policing Zone
1. Master Lock Corporation
 2. 15th Aldermanic District
 3. North Avenue Community Development Corporation
 - a. Metcalfe Park Neighborhood Association
 4. Roger Metcalfe Boys and Girls Club
 5. Center Street Public Library

POLICING STRATEGY

The District Three policing plan for the 30th Street Corridor will embrace the current policing strategy that is in place for the Milwaukee Police Department. That strategy, as outlined by Chief of Police Edward A. FLYNN, is “[...] a community-based, problem oriented, data-driven policing strategy that emphasizes beat integrity, geographic accountability, the use of problem solving techniques, and a reliance on data to identify threats, measure the results of our interventions and to hold ourselves accountable to each other and our community (Milwaukee Journal Sentinel, March 7, 2008).

POLICING TACTICS

As each of the three policing zones faces unique challenges due to neighborhood crime patterns, community involvement, and other factors that add to the social and economic fabric of the zone, a complete set of tactics for each zone is not necessarily interchangeable. Therefore, tactics will be identified that will work in all three zones, as well as tactics that are zone specific. Due to the nature of crime patterns, and the fact that a data-driven strategy will be implemented, flexibility will be a must in the continual development and execution of tactics. Some specific and on-going tactics in all three zones will involve the following:

- Identification and abatement of nuisance properties, both residential and commercial.
- Deployment of Anti-Gang Unit personnel to saturate, gather intelligence, recover firearms and narcotics, and suppress criminal activity.
- Deployment of Community Prosecution Unit personnel to identify long-term solutions to on-going neighborhood concerns.
- Deployment of Neighborhood Task Force Personnel to disrupt areas of crime, fear, and disorder.
- Foot and bicycle patrols, including park and walk deployments.
- Deployment of traffic enforcement units to high traffic and pedestrian locations.
- Deployment of regular squad area personnel to locations that will maximize their visibility of patrol at peak vehicular and pedestrian traffic times.
- Attendance of officers and supervisors at community meetings and events, and neighborhood walks.
- Directed patrol missions and specialized saturation patrols based on daily crime mapping data.
- Development of block watch programs and presentation of community safety workshops by community liaison officers.
- Regular meetings with business and community-based organization leadership.
- Special internal meetings for key district personnel, both supervisory and non-supervisory relative to the policing plan success.
- Regular gathering of crime statistics for each of the policing zones for comparative purposes.
- Additional tactics as may be identified from time to time.

Zone specific tactics will be developed as the data and other sources of information identify hot spots or other areas of concern.

MANAGEMENT AND SUPERVISION

Captain James HARPOLE will have overall command of the Corridor policing plan. District Three sector commanders will have management and supervision responsibility over all deployments of police personnel within their respective sectors. Sector commanders will report all specialized deployments within their respect areas. Sector patrol sergeants and non-sector patrol sergeants will provide field supervision of all deployments within the Corridor. Field supervisors and sector commanders will provide regular written reports (as directed by the commanding officer) relative to the deployments within their assigned areas

OPTIMAL RESOURCE CAPACITY

In addition the resources currently dedicated to patrols within the 30th Street Corridor, it would be optimal to deploy a three person problem-solving team to each of the three identified policing zones. A total of nine additional officers with flexibility to work at various times throughout the day focusing on problem-solving policing initiatives could have a major positive impact. The current model employed by the Community Prosecution Unit, district wide, would be employed if the resources of the additional officers could be realized. The model focuses heavily on

nuisance abatement through collaboration of private and public entities. The model has been effective at restoring order to those neighborhoods that have experienced disorder.

CONCLUSION

The Milwaukee Police Department Third District has developed a policing plan that is specific to the needs of the 30th Street Industrial Corridor. Government and private agencies have identified the Corridor as an area that has been in decline for several years and has been targeted for economic development. This plan will be executed upon executive approval. Future optimal resource capacity will be determined by additional funding.

FIFTH DISTRICT

It is my understanding that District Five has been included in the meetings regarding the 30th Street Industrial Corridor because of the Astronautics Corp. located at 4115 N. Teutonia.

We have met with officials from the Astronautics Corp. who informed us that their main concerns are for their employees walking to and from the various parking lots and the speeding cars on N. Teutonia and W. Atkinson Ave. They requested a higher level of police visibility and enforcement.

Officers on park and walk have been instructed to stop in and greet the receptionist and to also make contact with the security officers stationed out in the parking lots. The complaints of speeding cars do appear to be valid. The traffic officers report a high level of excessive speed in the area as well as autos disregarding stop signs and red lights.

There has been positive feedback from Astronautics regarding these deployments.

SEVENTH DISTRICT

The 30th Street Industrial Corridor straddles Districts Three, Five, and Seven. The corridor follows the railroad tracks that parallel North 30th Street from roughly I-94 to West Hampton Avenue and is the home to some of the largest employers in Milwaukee such as Miller Brewery, Harley Davidson, Master Lock, and the Eaton Corporation. Several political figures such as Governor Doyle and Mayor Barrett have vowed to revitalize this area in order to attract employers to return.

NEIGHBORHOOD SITUATION

The District Seven portion of the corridor is in the geographical area bordered by West Center Street to West Hampton Avenue, and North 27th Street to North 35th Street. The area contains a mixture of small businesses, large businesses, abandoned factories, and residential housing units. The residential units are predominantly non-owner occupied duplexes with a small percentage of single family housing near West Hampton Avenue. The residents of this area have unusually high unemployment rates and are typically members of single-parent families headed by women. This area has among the highest violent crime and property crime rates in the City of Milwaukee.

Three District Seven primary squads (720, 721, and 722) along with two power shift squads (7420 and 7421) patrol this area on a daily basis. Additional resources such as the District Seven Anti Gang Unit, Bicycle Patrol, and Neighborhood Task Force also frequently deploy in this area.

PLAN GOALS

- Reduce levels of crime, fear, and disorder in the area of operation
- Improved relationships between the Milwaukee Police Department and businesses and residents in the area of operation
- Increase citizen confidence in the Milwaukee Police Department
- Increase the business community's level of confidence in the Milwaukee Police Department
- Increase relationships between the Milwaukee Police Department and other government entities with the intent of providing better service in a coordinated manner
- Identify and target specific individuals involved in criminal activity
- Identify and target specific locations at which disorderly behavior frequently occurs
-

PARTNERSHIPS

1. Milwaukee County District Attorney's Office / Community Prosecutor
2. Milwaukee City Attorney's Office / Community Prosecutor
3. Wisconsin Department of Corrections / Probation and Parole
4. Vice Control Division
5. Intelligence Division
6. Crime Analysis Section
7. Milwaukee Department of Neighborhood Services
8. Milwaukee Department of City Development
9. Local Business Owners and Organizations
10. Block Watch Organizations
11. Local Elected Officials

EXECUTION

District Seven officers have been utilizing all of the below described techniques in this area for the last few years and will continue to do so. District Seven Early Shift Sergeant Alberto Riestra has been placed in control of enforcement efforts in this area and has been tasked with conveying the economic importance of this area to all District Seven officers.

STRATEGIES AND TACTICS

- Foot patrol / bicycle patrol, Anti Gang Unit, Community Prosecution Unit, and General Squad Patrol units will be deployed in this geographical area on a regular basis.
 - The officers will build relationships within the area in order to reduce crime, fear, and disorder.
 - The officers will act upon intelligence that they receive pertaining to criminal activity.
 - The officers will identify and target individuals involved in gang or drug activity.
 - The officers will identify areas at which incidents of violent crime, drug dealing, and disorder frequently occur. Once identified, the officers will take steps to restore order.

- The officers will identify nuisance properties and will attempt to resolve the issues associated with those locations. The resolution process may require the assistance of the Milwaukee City Attorney Community Prosecutor.
- Park and walks will be conducted on a regular basis.
- The assigned officers will be cognizant of the economic impact of this geographical area and will foster a positive working relationship with area businesses.
- District Seven Community Liaison Officers
 - The current CLO's have established excellent relationships with a multitude of businesses in this corridor. These relationships will continue to be expanded and strengthened.
 - The CLO's will advise business owners about crime trends in order to reduce the likelihood of rumors and thereby reducing fear.
 - The CLO's will provide crime prevention advice and presentations to businesses within this geographical area.
- District Seven Supervisors
 - Supervisors will clearly and repeatedly articulate values and expectations with officers.
 - Supervisors will advise the officers of the importance of this geographical area to the City of Milwaukee.
- Milwaukee County District Attorney and Milwaukee City Attorney Community Prosecutors
 - Prosecutors will be utilized to use problem-solving techniques in order to alleviate chronic issues in the area.

ADDITIONAL RESOURCES

Captain Harpole and Captain Mitchell have attended meetings with members of the Southeast Wisconsin Regional Planning Commission and the 30th Street Industrial Corridor Corporation. Both of these groups are interested in increasing the number of businesses operating in the corridor and are actively attempting to find funding sources to improve this area. At the meetings, members of these committees have stated that they are exploring the possibility of obtaining funding for increased police operations in the area.

In the event that private funding is obtained to finance overtime for police operations, District Seven would spend the money on increased enforcement operations in the area. The enforcement operations would occur between the hours of 11:00am and 7:00pm and would include both squad patrol and foot and / or bicycle patrol.

CONCLUSION

The 30th Street Industrial Corridor is important to the continued economic vitality of the City of Milwaukee and District Seven personnel will continue to utilize the above-described strategies in order to stabilize and strengthen the area.

The Real Estate and Development Working Group consisted of the following individuals:

*Jim Barry, III, President
Collier Barry, Inc.
Milwaukee, WI*

*Tom Bernacchi
Towne Investments
Milwaukee, WI*

*David Boerke, Principal
The Boerke Company, Inc
Milwaukee, WI*

*Tim Casey, Principal
Equity Commercial Real Estate
Milwaukee, WI*

*Samuel D. Dickman, Sr., President
The Dickman Company, Inc.
Milwaukee, WI*

*Jerry Franke
WISPARK, LLC
Milwaukee, WI*

*John Gehringer
O'Neil, Cannon, Hollman, DeJong, S.C
Milwaukee, WI*

*Mark Irgens, Manager/President
Irgens Development Partners, LLC
Wauwatosa, WI*

*Christ Laurent
Gorman and Company
Madison, WI*

*Roger B. Siegel, Exec Vice-Pres.
CB Richard Ellis
Milwaukee, WI*

*Keith Terry
Garfield Park Development
Milwaukee, WI*

REAL ESTATE DEVELOPMENT AND REINVESTMENT

The 30th Street Industrial Corridor along with the Menomonee Valley made up much of the historical center of Milwaukee's labor intensive industrial base. The reasons for the decline of the old industrial base are well documented. Some of the reasons for the severe decline relate a great deal to the new global economy and are irreversible. Others relate more to the age of the built environment and other local changes that can be addressed through the application of new support programs and refocused economic development strategies. The Real Estate and Development Working Group reviewed the conditions in the Corridor and assessed the advantages of the area as well as the barriers to investment that presently exist. Their comments and the perceptions of other working groups involved in the planning effort were incorporated to create elements of strategic activity which are designed to help manage the implementation of the revitalization of the Industrial Corridor.

The Real Estate and Development Working Group members have extensive backgrounds in development and real estate, industrial commercial, retail and residential. Public and non-profit sector representatives with an interest in the Corridor also participated.

Menomonee Valley and the 30th Street Industrial Corridor

Mayor Barrett has dubbed the 30th Street Industrial Corridor as a "Green Light District" and declared it the "next Menomonee Valley project." By this important declaration the City of Milwaukee has committed its economic development capacity on a priority basis to the Corridor. In giving the 30th Street Industrial Corridor the same status as the Valley signaled not only the City's willingness commit resources to the revitalization process but to do so over the long haul.

Intuitively understanding the similarities drawn by the Mayor's comparison, members of the Real Estate and Development Working Group focused their discussions on what they perceived to be the differences between the Menomonee Valley and the 30th Street Industrial Corridor as redevelopment projects. The members, many of whom participated in the recent redevelopment planning for the Valley, were quick to enumerate some of the differences:

1. In the most recent redevelopment planning the Menomonee Valley was not considered an unsafe place to work. Its isolation allowed “security” to be a rather insignificant factor in the planning, more of a property issue than an employee concern.
2. Both industrial zones incorporated rail lines at one time but the rail orientations today are far different.
3. The Menomonee Valley has freeway visibility and access, and is considered close to downtown. These are characteristics that are perceived as real advantages in the market place which the Corridor is lacking.
4. Recently redeveloped Menomonee Valley sites were generally large and vacant and clustered south of Downtown Milwaukee. The Corridor however has a very linear configuration. It has very little vacant land; most sites are smaller and are encumbered by existing industrial structures. With the exception of the Tower site, few large tracts will be available for redevelopment. The Corridor is in fact more like the Valley was when it first became a redevelopment site in the 1970’s. The Menomonee Valley was then the location of substantial urban renewal activity and was an early candidate for the use of Tax Incremental Financing as a tool for significant redevelopment (TID #1) during that period.
5. The Corridor today is home to many very strong, well known international companies and smaller industrial firms. Their existence provides an aura of productive activity that can be built upon.



Members of the Real Estate and Development Working group: Mark Irgens, Tim Casey, John Gehringer, Jon Wellhoefer and David Boerke.



These differences prompted the members to suggest that the development of a different public policy formula would be in order for the Corridor from that which has proved to be successful in the Valley. The real estate and development professionals on the Working Group established their preliminary observations from the perspective that the Corridor is very unique and demands unique strategies to reach success in investment and job growth.

There was an immediate and overriding concern on the part of the members of the group for public safety matters as they relate to retention and expansion of existing Corridor businesses and the attraction of new companies to the area. The concerns expressed indicated that the public safety issues, both real and perceived, are equally significant. From its first discussions, the Working Group members stated that until and unless an upgraded and successful public security effort is in place, investment success will be sporadic at best.

Initial opinions were that the freight rail, little used now, will be a future advantage for companies. This viewpoint was expressed without even taking into consideration longer range public policy issues related to commuter rail. Such consideration would add to the values of the Corridor. No serious consideration was given to the possible removal of the Canadian Pacific tracks.

The linear Corridor unlike the Menomonee Valley is replete with older, often underutilized industrial buildings. Many of these structures have long ago fallen into disrepair and are now blighting influences in the area. The members agreed that too many such buildings are allowed to stand and negatively influence their neighbors. Redevelopment activities and real estate sales efforts are diminished by the existence of such blighting influences.

Additionally, members noted that the cost of acquisition and demolition of these properties makes site redevelopment infeasible for most developers without significant financial assistance.

Developers also expressed concern over confusing regulations and excessive costs related to storm water drainage and retention requirements when trying to develop vacant land or retrofit older buildings in the City. They believe this will be especially problematic given the density of the corridor's built environment.

Although observations were, of course, concentrated on the negative aspects of the area, a required part of the planning process, important positive insights were provided. Real estate specialists noted that there is a demand for affordable properties by smaller companies. Given the sizable inventory of small buildings and properties in the Corridor, there seems to be a match here that should be encouraged. Some of these smaller companies looking at the Corridor may find the available freight rail service to be another advantage to a 30th Street Industrial Corridor location. Some of these companies could also benefit from centralized location of the Corridor even acknowledging that freeway access is not as convenient as some other areas.

The Working Group moved from their initial observations to identify advantages and disadvantages of the area in preparation for the creation of strategic comments aimed to promote and manage increased investment in the Corridor. While the barriers to redevelopment noted were similar to those noted in the briefing documents the most unique comments were made in the description of the advantages noted by various members:

Advantages for Redevelopment

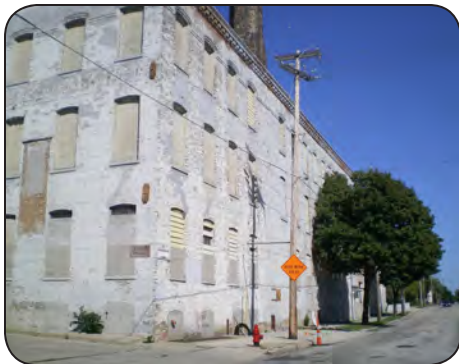
- 30th Street Industrial Corridor has significantly strong existing businesses capable of growth, expansion and the production of spin-offs.
- Industrial Real Estate tends to be more competitively priced than other industrial sites outside the Corridor.
- Rail access is an asset to future development.
- The surrounding residential neighborhood provides a potential workforce for industrial expansion in the Corridor.
- The 30th Street Industrial Corridor is being prioritized for private (M-7) and publicly sponsored actions (Green Light) (Urban Reinvestment).
- Community group initiatives exist to support industrial revitalization.
- The 30th Street Industrial Corridor has sufficient freeway access when compared to other urban industrial areas.
- The Corridor exhibits a diverse array of redevelopment opportunities that can be implemented including adaptive reuse, new construction and industrial rehabilitation.

Real estate specialists noted that there is a demand for affordable properties by smaller companies. Given the sizable inventory of small buildings and properties in the Corridor, there seems to be a match here that should be encouraged. Some of these smaller companies looking at the Corridor may find the available freight rail service to be another advantage.

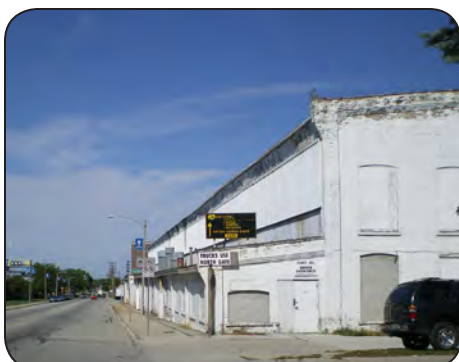




Examples of vacant property (above) and vacant building (below)



Examples of underutilized property (above) and underutilized building (below)



ASSESSING THE PROPERTY INVENTORY

The Work Group requested more information on the Corridor's industrial properties with a goal of identifying specific redevelopment opportunities and potential investment opportunities in the area. The request was made to assure that the members were working with current and accurate information and not anecdotal perceptions. In response an extensive inventory of the properties in the area was prepared. The Corridor was inventoried through the use of existing data resources and field observation using the following criteria for classification of parcels:

Vacant Property: A parcel that is not currently utilized and shows no visual evidence of recent use.

Vacant Building: A building with an occupancy rate less than 25% as determined from City data and assessment data.

Underutilized Property: The majority of the parcel is utilized in an inactive way, including but not limited to:

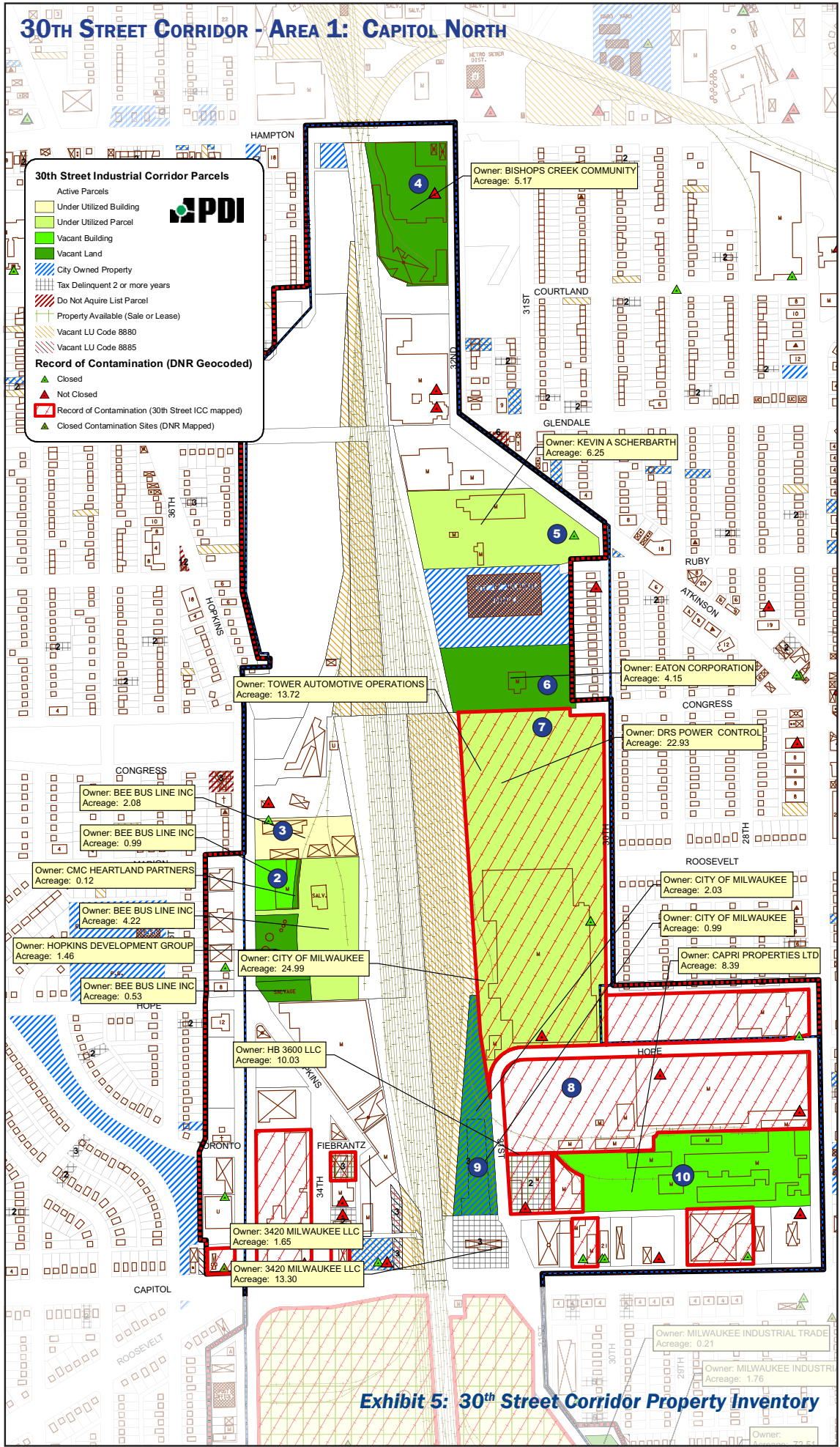
- long-term outdoor storage
- underutilized parking areas
- open areas

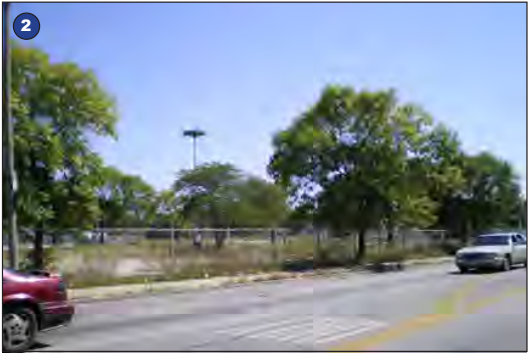
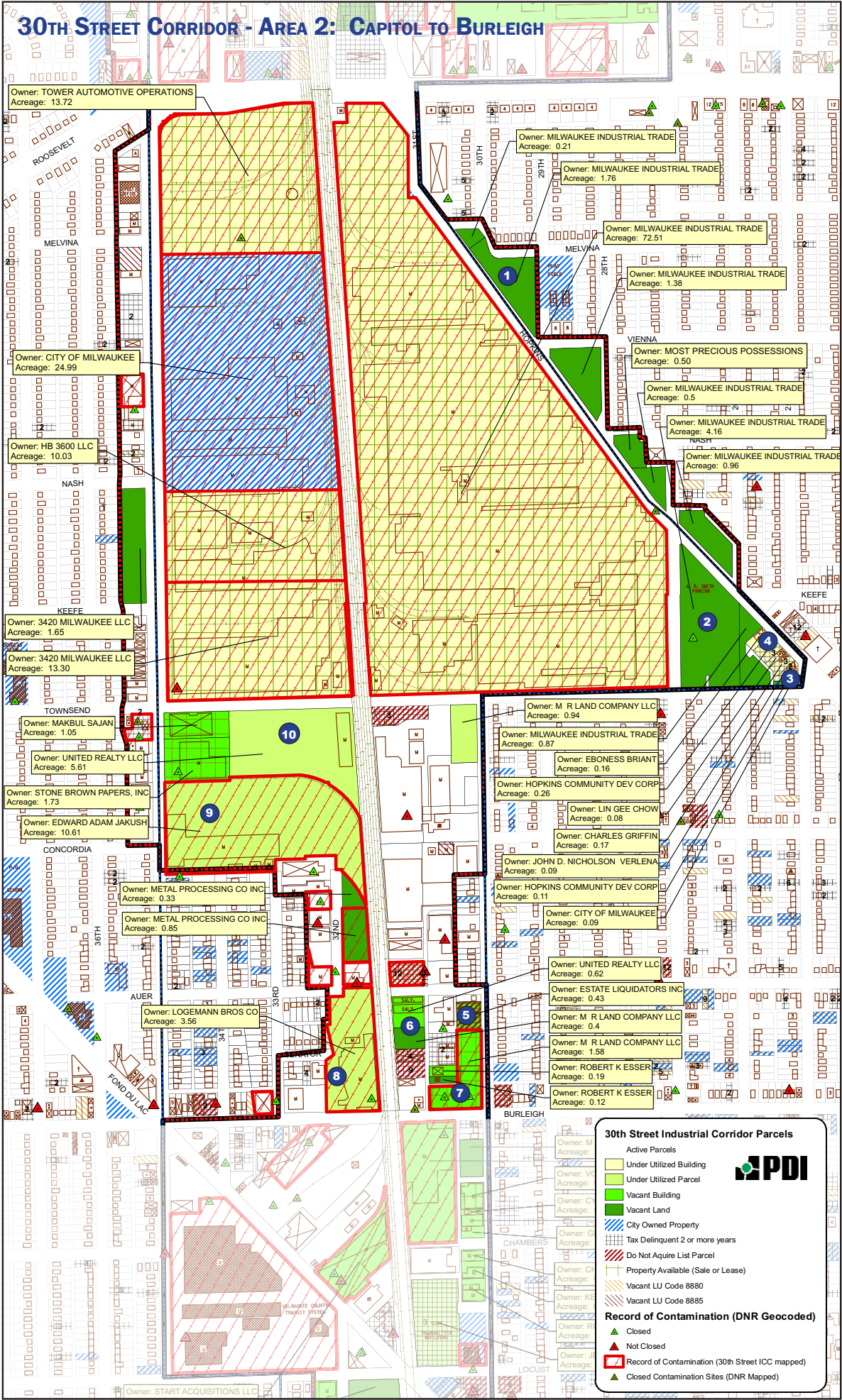
Underutilized Building: A building that appears to be less than 50% occupied when the building condition could support additional activity or occupants.

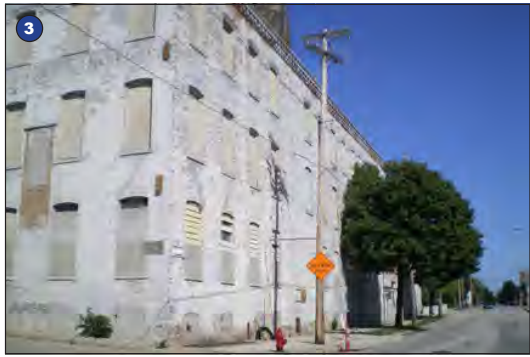
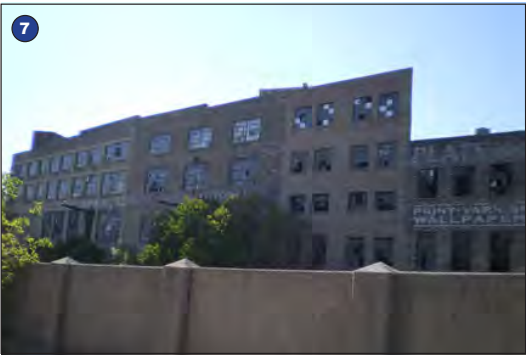
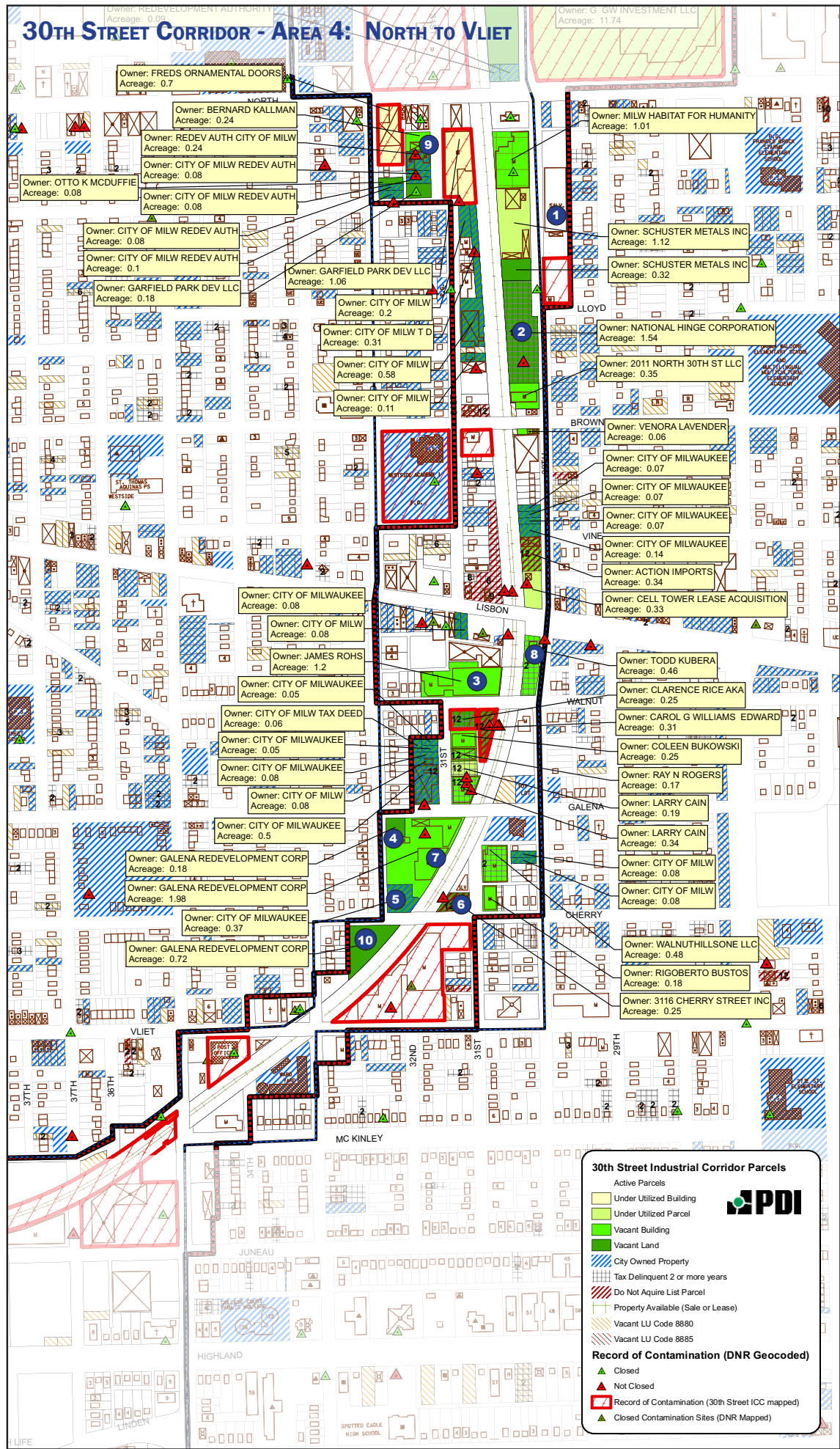
Contaminated properties noted by DNR were identified as were tax delinquent, City owned, and properties on the City "do not acquire list".

Using this data gathering and inventory approach, graphics were prepared for the Corridor that utilized the criteria and identified the ownership and size of parcels. Not only did this inventory generate a graphic record of pertinent information, but it also provided the Work Group with the necessary visual guide from which to identify potential redevelopment and investment opportunities based on location and size of properties. This graphically displayed information will continue to be a valuable tool in future redevelopment planning and investing.

The Property Inventory was generated by PDI and is attached as Exhibit 5 on pages 51-54.







STRATEGIC RECOMMENDATIONS

The Real Estate and Development Work Group's evaluation of the findings from the inventory, combined with previous informal and formal evaluations of the Corridor, resulted in the following direction and strategy recommendations for increased investment and resultant job growth. These suggestions and conclusions are listed in no particular order of priority:

Strategy 1

Implement the Public Safety recommendations included as part of this report.

Strategy 2

Assure that the Industries using rail for freight movement are allowed to continue to do so and encourage the use of the rail line and the right-of-way for passenger transit.

Strategy 3

The City of Milwaukee should be encouraged to find ways in which some of the most deteriorated structures can be demolished where reuse of the building is impossible or prohibitively expensive. In effect, this demolition program would be a systematic “de-densification” of the Corridor intended to remove blight, improve neighborhood appearance and increase investment opportunity, particularly for smaller companies. Government assistance should be available especially where long term contamination problems make such clearance otherwise infeasible.

Strategy 4

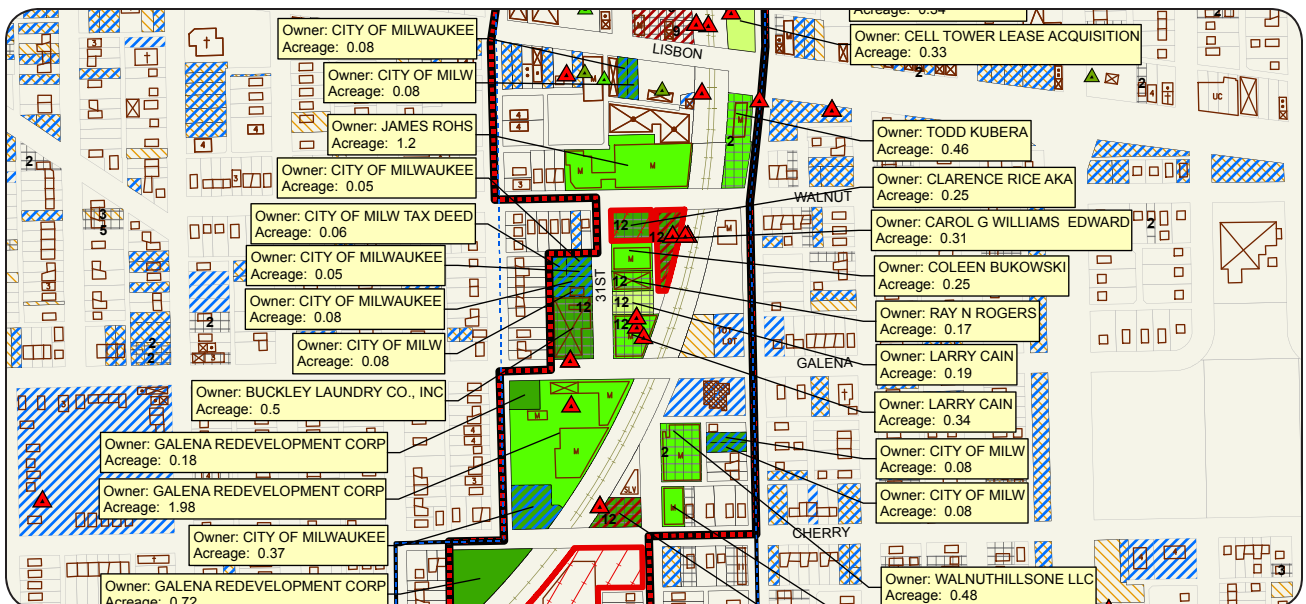
In keeping with the goal of removing blight and improving Corridor appearance and investment appeal, creative measures should be undertaken to improve the appearance of some existing businesses. Specifically, unsightly fencing and parking and storage lots should be addressed; hopefully through public/private cooperation. This targeting of unsightly business properties will undoubtedly create some conflicting goals when dealing with companies that are presently job generators but with unattractive exteriors. The development of a long term/short term strategy for such improvement should be adopted that gradually improves appearance without a net loss of existing jobs.



Strategy 5

Create an inventory of smaller buildings and parcels that can be marketed and made available to small companies at a very attractive cost. Associated with this inventory would be a menu of public assistance programs to expedite the investment potential of these properties. The Working Group believes that there is an immediate market for buildings of 4,000-5,000 sq. ft., both for new construction and renovation, for companies of 20 or fewer employees. These companies can be the basis of employment growth throughout the Corridor, and particular in the north and central areas where the inventory of smaller parcels and buildings is greatest.

An inventory of available smaller buildings and parcels (right) should be created, in addition to identifying, assembling and preparing 3-5 acre site for development (below)



Strategy 6

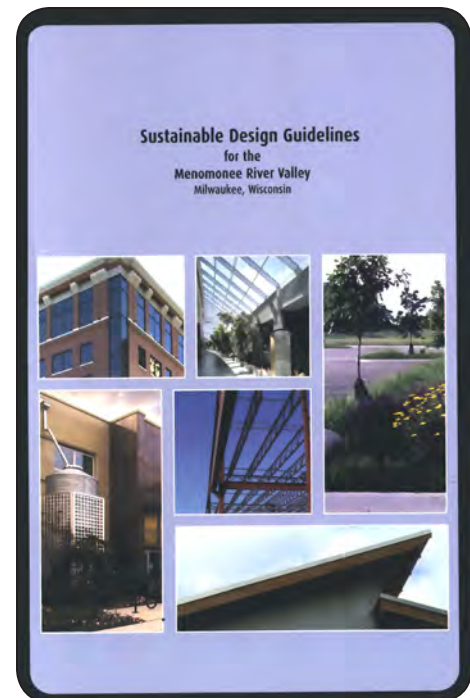
Promote and prepare several sites of 3-5 acres that can be assembled outside of the massive Tower development site. The City's redevelopment of the Tower site may absorb most of the larger company potential for some period of time, however it is important that medium size sites be identified should a company prefer to be outside the Tower boundaries.

Strategy 7

"Green building" regulations, which for some are costly and complicated, will in the long-term benefit individual investors and, of course, the entire community. The Corridor's green building regulations and accompanying financial and technical assistance should be tailored and enforced in such a way to make Corridor properties and buildings at least competitive with other locations. As a development incentive, these regulations could be designed to be more easily complied with in the Corridor than elsewhere. It might be possible for the City to adopt certain regulation waivers that acknowledge the building density in the area. The City should also work with the Milwaukee Metropolitan Sewage District (MMSD) to address storm water retention regulations with the goal of making "in-city" areas such as the Corridor competitive with "outlying" areas. Certain financial incentives could be provided to make the green improvements more affordable. City inspectors could be available to review plans with an eye for cost effective compliance alternatives.

Strategy 8

Because most of the inventory of potentially available building and parcel opportunities exist within the north and central segments of the Corridor, a conscious effort to geographically link investment and program efforts would be economically advisable. Expedient processing of development plans and assistance applications should be considered.



Green building design guidelines created for the Menomonee Valley



IDENTIFYING SUB-AREAS

It was pointed out earlier that the 1995 Implementation Plan drafted for the 30th Street Industrial Corridor Corporation divided the corridor into five sub-areas. These targets were organized geographically and identified by key physical features. Such an approach is typical of most planning efforts in an area as expansive as the 30th Street Corridor. The objective is to make the area more manageable; The suggestion here is that the sub-areas be defined by the program approach most suitable to their redevelopment and that manageable project sites be selected as opportunity dictates.

In order to assist in the perception of the time frame, to better manage project level activity and to evaluate success it is recommended that the Industrial Corridor be categorized into “High Impact Areas”, “Reinforcement/Stabilization Areas”, and “Special Target Areas” (such as the Tower Automotive property). Programs and resources should be tailored and directed to these sub-areas based on market conditions and redevelopment needs.

“High Impact Areas” are those where the conditions are such that maximum public effort is needed before very much private market participation can be anticipated. Since significant public resources are required, these areas need the full priority participation of all the committed entities and it is likely that new approaches to secure higher levels of government support will be needed to demonstrate improvement in the short term. The revitalization strategy for these areas calls for close coordination among the various city departments, state and federal agencies. For purposes of comparison these targeted “High Impact Areas” are similar to the targets for such federal categorical programs as Urban Renewal, Urban Development Action Grants (UDAG) and Neighborhood Development Programs (NDP). These programs are no longer funded by the federal government but were created in their time as a response to a acknowledgement that concentrated urban problems could not be overcome without federal financial assistance. The public policy expressed was that the resources needed were beyond the capacity of local units of government to allocate if revitalization was to be achieved within any reasonable period of time.

“Reinforcement/Stabilization Areas” tend to demonstrate a less extensive and in many cases less expensive redevelopment necessity. Properties are generally smaller; structures are often

less deteriorated even though environmental contamination may be present. Typically, such areas are identified by the fact that there has been market interest in such properties. Often the interest is also because of the freight rail opportunity that the property presents. Redevelopment plans tend to understand existing market conditions and relate to as Professor James Graaskamp would suggest “most probable use” objectives.

“Special Target Areas” are those for which a redevelopment plan is historically in place and efforts are already underway to implement it. “Special” tends to anticipate that the reuse of the site is expected to produce “highest and best use” redevelopment. Such an area is the “Tower Site” which is under the jurisdiction of the Redevelopment Authority of the City of Milwaukee. The redevelopment plan is in place and financial arrangements for implementation are underway.

The very helpful review and recommendations made by the Real Estate and Development Working Group reinforces the more programmatic subdivision of the area suggested here. The market-sensitive suggestions made by the Working Group emphasize that program approach and project strategy can organize clusters of property, define sub-area market characteristics and therefore act as an applicable way to think about the nearly five mile long Corridor.

The former Tower automotive property is a unique large tract of land that can attract a major employer/employee concentration, and this property rightfully remains the primary concentration of the Redevelopment Authority of the City of Milwaukee in its Corridor redevelopment program. Successful environmental clean-up and redevelopment of the Tower site will have the most significant impact on new investment in the Industrial Corridor. It should be considered a “Special Target Area.”

That said, the suggestions of the Real Estate and Development Work Group with regard to encouraging other developments in the Corridor can have a very positive cumulative impact on enhancing area tax base, job opportunities and appearance. The central and north sectors of the Corridor (north of North Avenue) offer the greatest challenges and opportunities for redevelopment because these areas contain most of the vacant properties and deteriorated and vacant buildings. These are “High Impact Areas”.

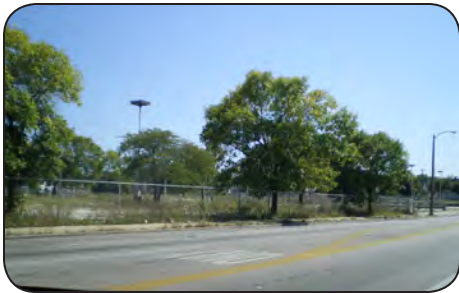
The 30th Street Industrial Corridor should be categorized into:
High Impact Areas
Reinforcement/Stabilization Areas
Special Target Areas

Programs and resources should be tailored and directed to these sub-areas based on market conditions and redevelopment needs.





*Potential industrial development sites:
A large potential redevelopment at Eaton
(above) and smaller vacant or underutilized
parking areas (below)*



The southern sector of the Corridor (south of North Avenue) exhibits considerably less blight than the north and central areas. Many of the properties are fully utilized and are providing employment but not attractively. The south area redevelopment should focus on “reinforcement” of investment and “stabilization” of the market through the reuse of what vacant and underutilized properties that exist. A public improvement program that enhances neighborhood appearance would be an appropriate adjunct. This is a “Reinforcement/ Stabilization Area”.

In order to carry out the Real Estate and Development Work Group’s recommendations to prepare 3-5 acre sites outside of the Tower property, it is suggested that the City and the 30th Street Industrial Corridor Corporation focus on redeveloping a number of larger sites north of Burleigh Street (See top left images). These potential development sites include the over four-acre Eaton property and the properties east of Hopkins, south of Capitol.

Images to the lower left detail the properties that the field survey criteria indicated may be available because of vacancy or underutilization. Some of these “High Impact” properties may require independent control and could be suggested for acquisition by the City of Milwaukee or the Redevelopment Authority.

Many other “Reinforcement/Stabilization” properties should be included in a marketing inventory package to supplement what is already on file with the City of Milwaukee and the Industrial Corridor Corporation and subsequently be made available to brokers and potential investors. This would be particularly helpful in addressing the Work Group’s observation that a market does exist for reasonably priced, close-in parcels and buildings to accommodate companies with a need for 4,000-6,000 sq. ft. and fewer than 20 employees. Attracting small and start-up companies that can flourish and expand in the Corridor is the perfect complement to retention programs aimed at existing major companies with large numbers of employees. The graphics and data assembled as part of the inventory prepared for the Working Group effort should be used as a basis for continued planning and site/building marketing.

MECHANISMS FOR MANAGING THE IMPLEMENTATION

It has been said that “good plans may be necessary for strategic success but they are certainly not sufficient. There is the matter of execution”.

It is recommended that the management system established to carry out the implementation of the revitalization be able to coordinate all the actors involved, include a streamlined decision-making apparatus to insure quick reaction capability and provide a separate oversight mechanism to insure that the 30th Street Corridor receives the forceful attention necessary to secure adequate resources and program follow through. It should be tightly woven and designed to generate an efficient response to all appropriate investment opportunities. Additionally cost effective management/administrative/monitoring mechanisms are needed:

- to assemble the resources and energies of all the stakeholders,
- to keep the strategy on track, following a reasonable time frame,
- to engage the stakeholders appropriately,
- to provide predictable outcomes, and
- to maximize communication, both internal and external

Assemble Resources

The recommended program approach is to modify and expand the system created by the City of Milwaukee Department of City Development (DCD) to implement its targeted Neighborhood projects. The project design has been developed by DCD and employed successfully in a residential context. The model is one of close coordination and tight management of widely varied resources and can be readily adapted to industrial revitalization. Here's how it works:

Once DCD has selected a target area for concentrated treatment, all redevelopment activity within the project area is coordinated by DCD. The uniqueness of the project design is that the activity coordinated involves many city departments. Planning for the project includes a multi-departmental “needs assessment” of the target area. The Department of Public Works (DPW) assesses infrastructure needs, streets, street lighting, alleys, alley lighting, and sidewalks. Vacant lots, both city-owned and private are analyzed for improvement and reuse. Department of Neighborhood Services (DNS) surveys the target area for

Graphic from the Journal Sentinel diagramming recent investment in the corridor.
Published November 26, 2005



code violations. City planners study the structural condition of properties in the target area and identify any that are sub-standard, in need of removal or need rehabilitation. Financial resources, mortgages, rehabilitation loans and grants available through DCD or NIDC are set aside to be prioritized in the target area.

Once the need assessments are complete each City department involved includes an appropriate level of activity in its own City budget requests, either departmental or in the City Capital Budget. The City departments work together to focus the budgeted improvements so that they occur nearly simultaneously, providing the maximum impact.

DCD coordinates the work of the various departments to assure timely implementation, lack of duplication, or confusion. High levels of resident satisfaction have been reported as a result of this coordinated approach. Improvement levels have not only been substantial and measurable but have proven to be sustainable. Owner occupancy rates, for example, rose during project implementation at 16th and Walnut project well to above City average and remained so for years.

Once DCD has selected a target area for concentrated treatment, all redevelopment activity within the project area is coordinated by DCD.

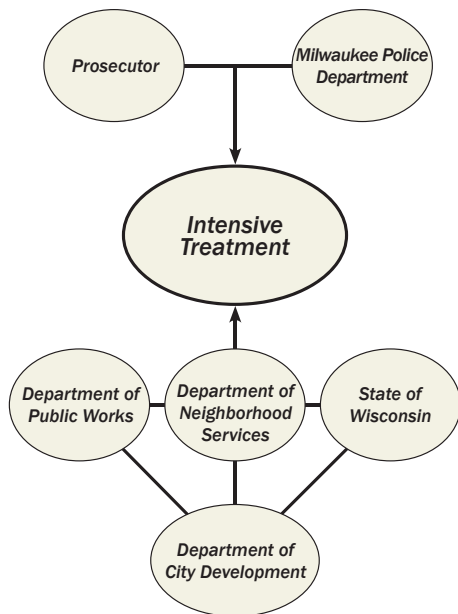


Diagram of the team approach to the "Industrial Intensive Treatment Program."

The modifications to this concentrated approach recommended for 30th Street Industrial Corridor can be summarized by suggesting the title "Industrial Intensive Treatment Program". The target area in this case would be an industrial target area of manageable size and predictable redevelopment strategy selected by DCD. DPW and DNS and DCD would complete a needs assessment and prepare budget estimates, not only for City annual budget requests but for proposals for federal resources and requests for the state action under the Urban Reinvestment Initiative. In the "Industrial Intensive Treatment Program" DCD would coordinate all City resources as well as all the federal and state assistance garnered under the commitments made to the 30th Street Industrial Corridor.

The Interagency Working Group established by the Governor's Office will gather at the request of the City of Milwaukee representative and will work to create the agenda for engaging state agencies in the revitalization effort. Coordination of the working group will be through the Milwaukee Office of the Governor to provide easy access for the City representatives. The members of the Program Resources Working Group have also been very helpful with regard to federal assistance. Federal, State and local resources focused simultaneously on the revitalization of the Corridor and aimed at the stimulation of meaningful investment in the creation of family supporting jobs will prove to create substantial and sustainable improvement.

Public Management and Political Communication

The key ingredient to project management in an Industrial Intensive Treatment Program is the concept that “every public project has a manager and an ‘alderman’.” “Alderman” in this illustration is a metaphor for an elected official with a vested interest in the success of the project. This concept understands the need for identifiable individuals to be in charge and to be able to provide quick reaction capability, both administratively and politically. This concept recognizes that public projects involve both public employees with the responsibility and authority to manage project activity but also elected public officials who support the project and are committed to its success. Such officials provide the “political management” for the project. Again the TIN approach provides the model for implementation.

The DCD project manager not only coordinates the use of resources of the various City departments and outside agencies but provides the forecast for accomplishment. The authority for administrative decision making is delegated to the project manager to the extent possible. The project manager in turn communicates continuously with Departmental management and with “political management” so that required decisions are made as quickly as possible. “Political management”, the “alderman” metaphorically in this concept has made the commitment to assist in bringing the resources to the revitalization effort and works with project management to see that it is delivered. It is important to project management and “political management” that progress is steady and predictable.

Resource allocations clearly have project expectations and confidence comes from accomplishment. Unforeseen difficulties and delays have to be minimized for all concerned. Project status has to be communicated constantly within the management system. There can be no surprises. In some cases financial decisions, such as loan approvals or grant provisions can be delegated to intermediary entities that historically provide such private/public interfacing such as the Milwaukee Economic Development Corporation (MEDC) or the Redevelopment Authority of the City of Milwaukee (RACM). Partners such as the 30th Street Industrial Corridor Corporation are essential and will be helpful.

Every public project has a DCD project manager and an elected official who supports the project.





Working session with Jon Wellhoefer, Kein Burton of DCD, and Walter Zoller of Eaton Corp.

Engage Stakeholders Appropriately

An important concept to apply to the Industrial Intensive Treatment Program is to “only request what is properly given.” It is an understanding of appropriateness. In land economics and real estate development the concept involves risk/reward allocations. In public policy discussions it focuses on when public intervention is needed before the private sector can be expected to participate. In assembling the resources for the various project activities in the sub-areas, for example, it is prudent to request major federal assistance when the scope of activity is clearly beyond local capacity and when financial feasibility is demonstrably not attainable without substantial assistance (Special Impact Areas). Likewise it is important to craft public/private collaborations when to do so would allow the project to be accomplished reasonably. In certain cases it may be necessary to “piggy back” available assistance to make a project work and it may be necessary to request permission to do so. It may be appropriate in some cases to request a waiver of program regulation in order to do a project rather than request financial assistance. Such projects are more common in “Reinforcement/Stabilization” areas and a risk/reward test can be applied to provide reasonable assurance that the subsidy provided is the minimum required to achieve feasibility.

It is appropriate in “Special Target Areas” to call upon government resources of very significant caliber. Such areas have been the subject of Urban Development Action Grants (UDAG), Urban Renewal Projects and Tax Increment Financing. In such projects where high levels of public support are needed significant public benefit is expected. High leverage ratios, high job development requirements and high development standards can be anticipated.

Provide Predictability

One of the keys to success in a redevelopment enterprise such as is contemplated in the 30th Street Industrial Corridor is predictability. More accurately, the biggest difficulty that public officials and private developers face in such an effort is surprise, unpredictability. It is important to project management to be clear on the availability of resources they are counting on to sustain project momentum. Applicants need to be able to rely on the definitions of eligible activity as they plan projects. Developers engaged in revitalization can deal with government regulation as long as it is predictable. Often the difficulty in being predictable in a project is that implementation periods

The biggest difficulty that public officials and private developers face in such an effort is surprise, unpredictability. It is important to project management to be clear on the availability of resources they are counting on to sustain project momentum.

often exist over several budget cycles. For this reason the Commitment element discussed in this planning effort is essential to the success of the revitalization. The staying power of the commitments to the Corridor is the basis for predictability. Additionally, the development community should be able to count on the governmental response to private initiative in the Corridor to be one that strives to break down barriers to investment.

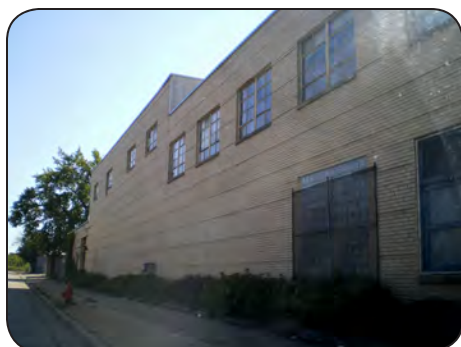
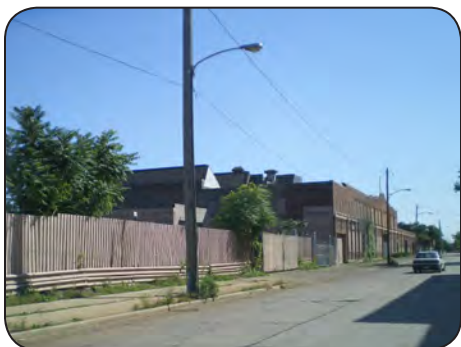
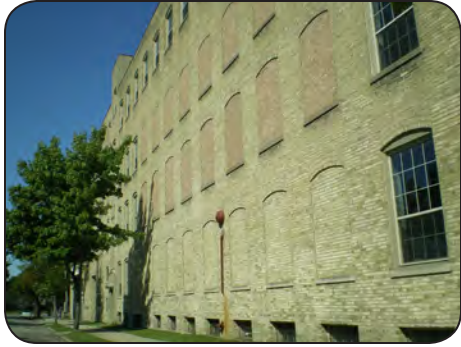
Communication - Communication - Communication

The Community at large needs to understand and acknowledge the value and potential of the 30th Street Industrial Corridor. To achieve this it is important to continuously and publicly emphasize the positive attributes of the Corridor and place the more negative aspects in the proper context one of action for revitalization. For example demolitions in an industrial corridor can echo obsolescence; however, as part of a revitalization, the demolition signifies blight removal. Vacant industrial buildings can express abandonment; in a revitalization area they provide opportunity for new development.

Support for the revitalization expressed by public officials should be stated as often as possible. Each and every grant, budget approval, regulation waiver or modification granted by the government for the improvement of the Corridor should be widely reported, particularly to the real estate and development community. All evidence of the commitment to the revitalization should be quantified, totaled and tracked so that success can be reported in the context of revitalization.

The Small Business Times cover story of January 11, 2008 (<http://www.biztimes.com/news/2008/1/11/>) is an example of how impressive and newsworthy the story of the revitalization of the Corridor has become.





Monitoring and Evaluation

One important addition to the management scheme for the project is a recommended system for monitoring progress and evaluating results. Much in the same fashion as the committee created in February, 2008 to review Milwaukee Public Schools (MPS) educational progress, it is recommended that such a group be organized to provide both “support and pressure” for the revitalization of the Corridor. The MPS committee is known as the Accountability and Support Group. It is recommended that such a working group made up of representatives of business, real estate, development, community and federal, state and local government be brought together to oversee strategic activity and review the progress made toward achieving the Vision elements of the plan. The working groups established as part of this planning process present an example of bringing together “good and critical friends” to support the Corridor. Such an effort will provide real stimulus for development confidence and will greatly enhance efforts to market Corridor industrial real estate. The Vision elements included in this report provide a basis for the production of bench marks from which to evaluate revitalization efforts. It should be noted that Milwaukee Police Department includes public safety vision elements on in its Corridor plan.

Time Frame

Time frames established for revitalization of the Corridor need to defined in short and long terms. Individual clean-up projects and property redevelopment actions need to be scheduled and reported in the short term to maintain enthusiasm but the comparison of the Corridor to the Menomonee Valley reminds us that major industrial revitalization often needs to be sustained for decades. The Menomonee Valley project was first mentioned prominently in City’s “A Six Year plan for Economic Growth.” The plan was presented to the Milwaukee Common Council on August 29, 1968. In it the mayor targeted the Valley and encouraged DCD to recommend specific action for revitalization especially since increased federal attention to such effort was anticipated at the time. While the commitments made to revitalization of the Corridor promise a much tighter time frame, it is also understood that the achievement of the Vision elements require the sustained attention of the community and the application of significant resources over the long haul.