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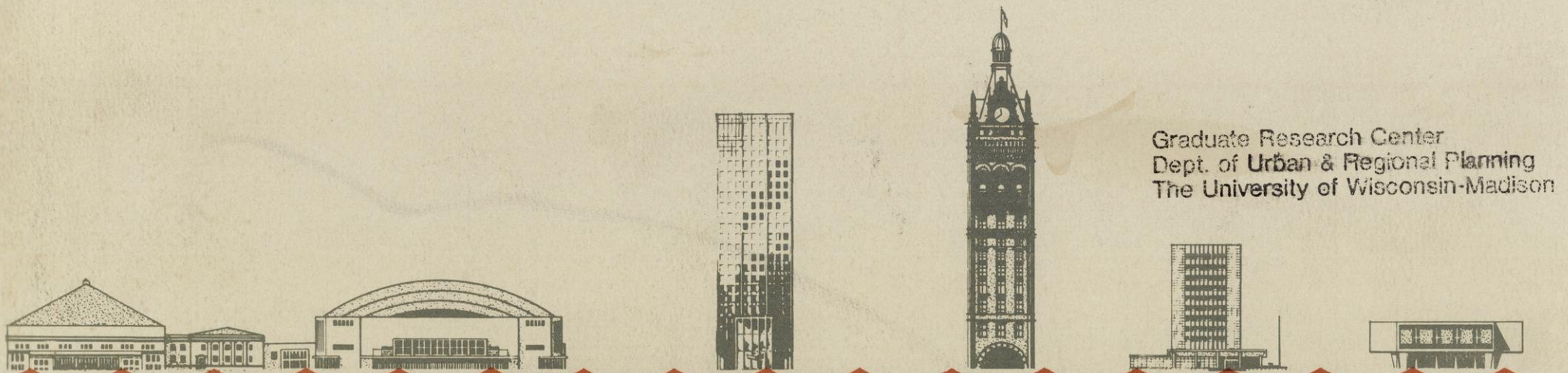
WISCONSIN CITIES - MILWAUKEE

DEPARTMENT OF CITY DEVELOPMENT



Milwaukee's COMMUNITY RENEWAL PROGRAM

Projects and Objectives



Graduate Research Center
Dept. of Urban & Regional Planning
The University of Wisconsin-Madison



**MILWAUKEE'S
COMMUNITY RENEWAL PROGRAM
PROJECTS AND OBJECTIVES**

DEPARTMENT OF CITY DEVELOPMENT

MAY, 1964

Assisted by a grant administered by the U.S. Housing and Home Finance
Agency under Section 103 of the Housing Act of 1949 as amended

Graduate **R**esearch Center
Dept. of Urban & Regional Planning
The University of Wisconsin-Madison

CITY OF MILWAUKEE

Henry W. Maier, *Mayor*

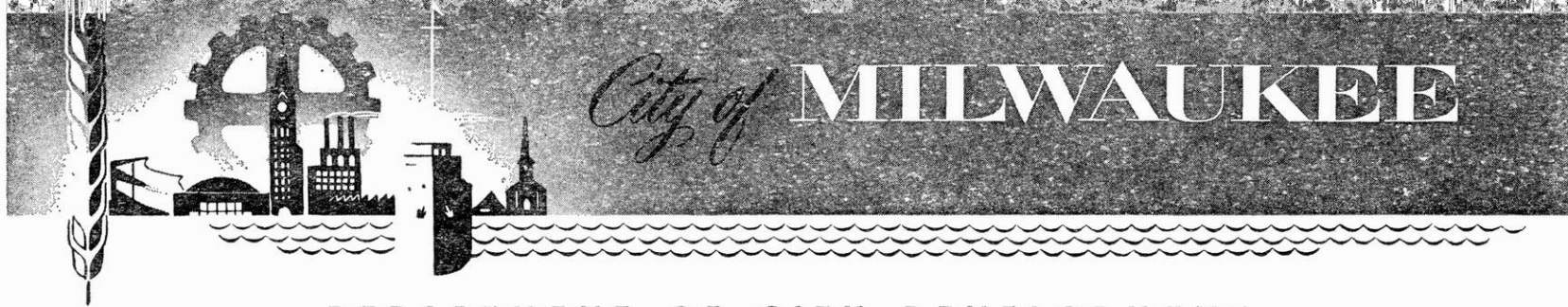
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The Honorable Henry W. Maier, Mayor
of the City of Milwaukee
The Honorable, the Common Council
of the City of Milwaukee

May 15, 1964

Gentlemen:

The Department of City Development takes pleasure in transmitting the attached reports, entitled *Community Renewal Program — Projects and Objectives* and *Community Renewal Program — Summary Analysis*.

The recommendations contained in *Projects and Objectives* are based on numerous and detailed studies of Milwaukee's needs and resources. These studies are of a technical nature, and for this reason are being published for limited distribution only. However, the *Summary Analysis*, which summarizes and correlates all the studies, is available for general distribution, and a complete list of all studies and reports related to the Community Renewal Program is shown in the back of this volume. In addition to these definitive reports, the preparation of the Community Renewal Program engendered thousands of pages of statistics and hundreds of maps. This material also is too detailed, specialized and voluminous for general publication, but is available for inspection by interested parties.

To be most effective, the Community Renewal Program should be reviewed annually as a continuing and comprehensive process. Also, as a six-year program, it should be closely meshed with the Capital Improvements Program. The Community Renewal Program envisions redevelopment and conservation activities which will enhance and be enhanced by other improvement programs of the City of Milwaukee.

The Department of City Development recommends acceptance and approval of the Community Renewal Program, as particularly set forth in the attached report *Community Renewal Program — Projects and Objectives*.

Respectfully submitted,

RICHARD W. E. PERRIN, Director
Department of City Development

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I. INTRODUCTION

A. AUTHORIZATION FOR COMMUNITY RENEWAL PROGRAM

On April 18, 1961, the Common Council of the city of Milwaukee authorized and approved the filing of an application for a \$220,000 grant from the Federal Government for the preparation of a Community Renewal Program. The city agreed to provide staff services and facilities equivalent to its \$110,000 share of the program. The Federal Government approved the contract in January, 1962.

In February, 1962 the proposed work program was completed and the studies commenced. The \$330,000 appropriated for the study has been adequate, although some changes were made in program content and scheduling.

B. CONCEPT OF THE COMMUNITY RENEWAL PROGRAM

In the 1961 Application for a Federal Grant the CRP was described as follows: "This Program will be city-wide in scope, covering both residential and non-residential areas. Its basic purpose will be to identify and measure in broad, general terms the total need for urban renewal action in Milwaukee, to relate this need to the available resources and to develop a long-range program for urban renewal action."

"The Program will not establish precise boundaries for urban renewal areas, define specific types of urban renewal action to be taken or assign specific timing beyond what may be feasible and appropriate at the time the Program is prepared."

On the basis of these guidelines Milwaukee's Community Renewal Program has been prepared and completed.

Since Milwaukee's application was approved, the scope and content of CRP's have expanded greatly. Compared to the CRP's being prepared in most major cities, ours is of modest scope and cost. However, it is specifically tailored to the needs of this city. If its concept is accepted and its recommendations implemented, great progress will be made in blight elimination and prevention in Milwaukee.

The Community Renewal Program is comprehensive, continuing and action oriented. It relies on a firm foundation of facts kept current and usable to develop a comprehensive program of attack which is at all times sensitive to the needs and resources of the community.

The CRP does not supersede existing programs of city government. Rather, it is a program of renewal action which, for the first time, is specifically designed to mesh with these established programs for a unified approach to the city's problems. The past renewal efforts of the city did not achieve sufficient unity among themselves and with other development programs, resulting in unnecessary confusion. It is hoped that the CRP will minimize these problems.

Although the CRP studies have been broad and far-ranging in order to properly comprehend the renewal needs and resources of the community, the CRP was not designed to provide solutions to all urban problems. In fact, stripped of all its supporting studies and related recommendations, the CRP is essentially a set of recommended urban renewal projects, systematically developed and scheduled, based on a comprehensive understanding of the total needs and resources of the community.

C. PROGRAM DEVELOPMENT

The preparation of Milwaukee's Community Renewal Program consisted of five major phases:

1. Identification of blight and delineation of blighted areas
2. Detailed analysis of problem areas
3. Tentative determination of treatment based on *need* for renewal
4. Evaluation of Milwaukee's needs and resources for urban renewal
5. Synthesis of all factors into an action program

In identifying blight and delineating blighted areas, the study was divided into two parts: residential and non-residential. The residential blight study was undertaken solely by the staff, while the non-residential blight study was conducted with the assistance of a consultant.

Census of Housing 1960 block statistics were used in the residential blight study, supplemented by an exterior visual survey of every structure in the city. Because computers were used in the blight study, we were able to make detailed correlation analyses involving all of the indices of blight provided by the Census, the exterior survey, assessment records, etc.

More than two hundred non-residential areas were delineated and classified. Each area was 1) rated using pertinent blight indices, 2) classified by type of treatment required, 3) classified by eligibility for federal urban renewal aid, and 4) ranked for action. While the condition of structures was used as a measure of blight, the study was oriented to areas, not structures.

Upon completion of the city-wide study of blight and, subsequently, the detailed analyses of problem areas, sections of the city were delineated and classified for renewal treatment strictly on the basis of the blight studies — that is, on the basis of *need* for treatment.

An attempt to implement a program of renewal action based solely on the need for treatment, as determined by blight ratings, would have only nominal success at best. In selecting projects, consideration must be given to numerous other factors which might generally be called “needs and resources”.

Milwaukee’s CRP preparation has included a series of studies designed to identify the city’s needs and resources for urban renewal action. The findings of each of these studies have had an impact on the recommendations for renewal action. The following list indicates the wide range of factors other than blight which must be considered in a CRP:

- | | |
|---------------------------------|---------------------------------|
| Population change | Rehabilitation feasibility |
| Economic change | City’s fiscal capabilities |
| Land absorption rates | Legal and administrative tools |
| Citizen participation | Renewal techniques |
| Relocation from public projects | Capital improvement programming |
| Social services | Master Plan goals |

When the above factors were brought to bear on the tentative treatment areas designated on the basis of blight alone, modifications in the tentative treatment proposals were necessary, particularly in regard to the *scheduling* of renewal treatment.

The approach described above has resulted in the recommendations made in this report, the supporting documentation contained in over one thousand pages of other printed reports, reams of statistical data, and many dozens of maps, and the development of systems for keeping the CRP recommendations and data up to date.

II. NEED FOR RENEWAL

A. DECLINING RESIDENTIAL AREAS

Determining the effect of physical facilities and their arrangement upon the lives of people necessitates an analysis of both housing conditions and neighborhood structure. Social attitudes and behavior are related to the quality of housing.

Most neighborhoods with social problems are located in the old central areas of the city. They consist of, for the most part, substandard housing compactly arranged in an environment dating back to the nineteenth century. The buildings are situated on narrow lots and are directly adjacent to the streets without setback. Often, a single lot may have more than one housing structure located on it. These conditions minimize and frequently eliminate usable open space.

In the city of Milwaukee, approximately 10 per cent of the total housing units are substandard. A housing unit is considered substandard by the U.S. Department of Commerce in the *1960 U.S. Census of Housing* if it is dilapidated or lacks one or more of the following facilities: flush toilet and bathtub or shower inside the structure for the exclusive use of the occupants, and hot running water. Nearly 50 per cent of the total population in Milwaukee lives in *areas* with a high proportion of substandard housing.

CONDITION OF HOUSING UNITS, CITY OF MILWAUKEE, 1960

Condition	Housing Units	Per cent of Total Housing Units
Standard	216,930	89.8%
Sound with all facilities	197,482	81.7%
Deteriorating w/f	19,448	8.1%
Substandard	24,663	10.2%
Lacking facilities	20,493	8.5%
Dilapidated	4,170	1.7%
Total Housing Units	241,593	100.0%

Source: U.S. Census of Housing: 1960, Milwaukee, Wisconsin, U.S. Department of Commerce

B. OBSOLETE AND INEFFICIENT COMMERCIAL AND INDUSTRIAL AREAS

Milwaukee has 26,000 non-residential establishments consisting of five groups of uses: retail/service, office/professional, wholesale/industrial, public/institutional, and rooming houses. Approximately 7.6 per cent of these non-residential units are vacant because of declining business activity, poor location, lack of modern facilities, inefficient internal structural arrangement, lack of parking areas, and lack of off-street loading areas. Many non-residential structures are located in once thriving areas which now retard the business potentials of the companies. Changing markets and accessibility linkages have provided impetus for some of the firms in these areas to relocate leaving behind buildings which are vacant or are utilized by less intensive commercial or industrial activities. Many multi-story buildings, once fully utilized, are now vacant above the first floor. Once commercially utilized buildings have been converted to industrial or storage uses by boarding up or painting the store-front windows.

Customers who previously patronized the local strip commercial areas are changing their shopping habits and patronizing the modern shopping centers which provide adequate off-street parking, well-designed shopping facilities, and other desired amenities.

Many commercial and industrial areas in the city of Milwaukee are not fully developed. Vast areas in the heart of the city are either underdeveloped or have vacant structures in them. Many parcels are too small to accommodate modern buildings, but combining two or more parcels could improve the marketability of the land and thereby reduce the problems of under-utilized central areas.

Old industrial and commercial areas are located adjacent to residential developments. Previously, this type of development seemed feasible with the necessity, due to transportation limitations, for the people to be as near as possible to their employment. However, as it turned out, the commercial and industrial areas had a blighting influence upon the adjacent residential areas. Fumes, smoke, and soot permeated the air causing rapid discoloration of the houses. Excessive noise was generated by the industrial establishments. Now, however, modern high speed transportation has eliminated the necessity to live near commercial and industrial areas, thus facilitating the removal or reclamation of blighted residential, commercial, or industrial areas.

Many older commercial, industrial, and residential areas in the city require complete reorientation of traffic facilities to the technological changes in transportation. Streets will have to be widened, and in some cases eliminated, residential area traffic systems will have to be improved, off-street parking facilities will have to be developed, and off-street loading docks will have to be provided in commercial and industrial developments.

C. DECLINING TAX BASE

Substandard areas, while breeding social and economic problems, also destroy property values and tax revenues and cause a disproportionate expenditure for police and fire protection, public health, sanitation, welfare and other services.

Recent studies by the Office of the Tax Commissioner in selected areas of the city indicate reductions in assessed value which exceed \$41.7 million in the last five years, including a \$15 million reduction in 1963.

It was estimated by the Office of the Tax Commissioner that an annual tax loss of \$2,783,000, calculated at the 1963 tax rate, occurred in the selected areas due to declining assessments. The future prospect for these areas is an even greater reduction of assessment with an attendant increased loss of tax revenues.

Three renewal projects — Lower Third Ward, Hillside Neighborhood Area and East Side "A" Area — undertaken in the city of Milwaukee indicate that new construction in the renewal areas generally has or will have an assessed valuation which is considerably greater than the assessed value of the property which was removed from the area.

A before-and-after comparison of tax revenues in the three renewal areas, Lower Third Ward, Hillside Neighborhood, and East Side "A", indicates that the areas are making substantially larger contributions to the cost of city services by reason of an increase in the assessed value of the real property after renewal.

BEFORE-AND-AFTER TAX REVENUES IN RENEWAL AREAS, CITY OF MILWAUKEE

Renewal Areas	Pre-Renewal Tax Revenues	Per Cent of 1964 Operations Budget	Post-Renewal Tax Revenues	Per Cent of 1964 Operations Budget	Per Cent of Increased Contributions
Lower Third Ward	\$ 57,759	.031%	\$ 197,905	.106%	243%
Hillside Neighborhood	42,826	.023%	99,926	.053%	133%
East Side "A"	160,799	.086%	1,436,751	.769%	794%
Total	\$ 261,384		\$ 1,734,582		

Source: Milwaukee's Financial Capability for Urban Renewal, Office of the City Comptroller, January 1964, p. 12.

The city's blighted residential, commercial, and industrial areas mean fewer tax dollars necessitating a higher tax rate on the sound areas to provide required services. This places a serious burden upon both the public and private sectors of the economy.

D. INABILITY OF UNCOORDINATED EFFORTS TO SOLVE PROBLEMS

Many attempts have been made in the past by both private and public agencies to solve the blight problems of the city of Milwaukee. Private industrial and commercial development groups have been formed to promote joint efforts to solve the problems of a specific area relating primarily to declining business. Solutions have taken the form of promotional activities and providing parking facilities.

Attempts have also been made by some residential areas in the community to solve their problems. Citizen groups have been formed in neighborhoods to clean-up and fix-up structures and lots which have not been properly cared for, to eliminate excessive through-traffic for the safety of pedestrians, to eliminate excessive parking on the residential streets, to provide recreation areas for the children, and to provide other amenities.

As laudable as these efforts have been, they proved to be only partial solutions to complex problems. It must be recognized that a full range of problems requires a coordinated effort on a full range of solutions.

III. URBAN RENEWAL GOALS AND OBJECTIVES

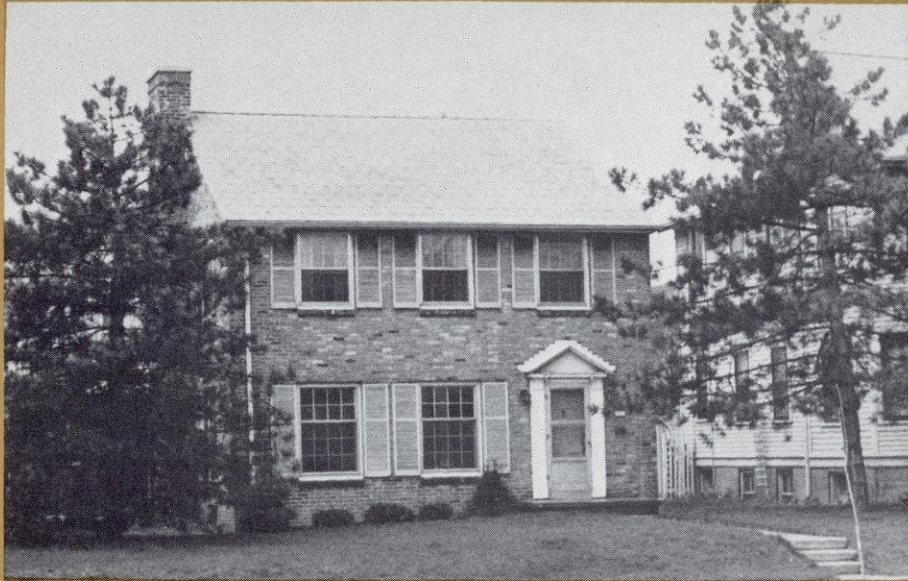
A. GENERAL RENEWAL OBJECTIVES

The Community Renewal Program is designed to carry out the city's renewal goals and objectives. In performing this function, it acts as an implementing device of the master plan which is the overall community development guide.

These goals are: to prevent both residential and non-residential blight, to redevelop areas not feasible of conserving, to revitalize the downtown area, to most efficiently and effectively utilize community resources, to increase the tax base, and to improve the overall physical quality of the city.

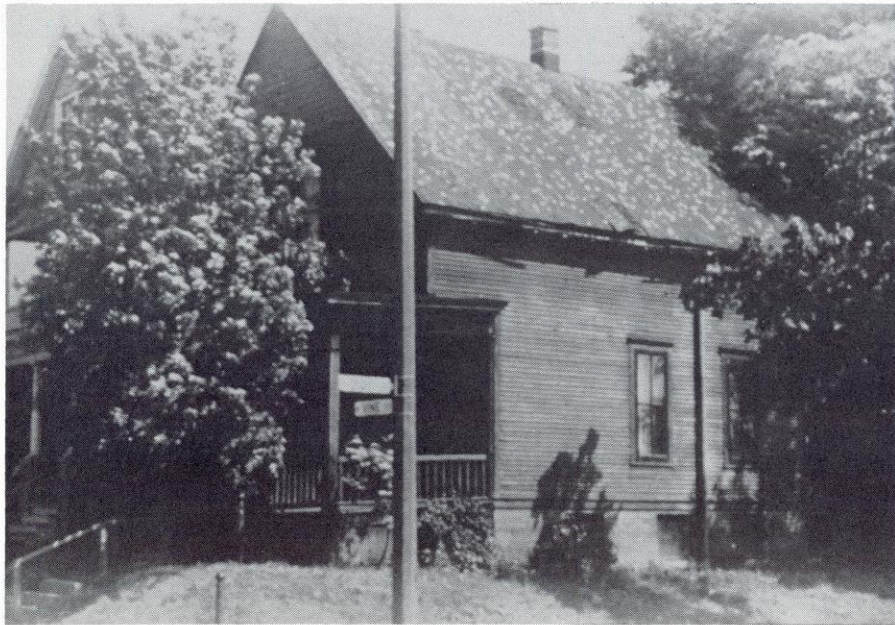
In accord with these objectives, the city will specifically endeavor to:

1. Carry out a continuing, systematic, coordinated and comprehensive program for the prevention and elimination of structural and environmental blight through the application of conservation, rehabilitation, and re-development techniques.
2. Provide a framework for analyzing the relative costs of various renewal alternatives and actions for the purpose of minimizing public and private renewal costs and obtaining maximum renewal benefits.
3. Improve the economic value of property by increasing its desirability for private ownership thereby protecting and increasing the city's tax base.
4. Concentrate renewal activities in those areas of the city which are strategically located to prevent the spread of blight into sound areas.
5. Provide relocation services to individuals, families, institutions, businesses, and industries unavoidably displaced by urban renewal activities.
6. Provide a better environment for residence, recreation, and work through the encouragement of continuous improvement of individual properties, the provision of public facilities, and improvement in land use and traffic patterns.
7. Provide the necessary legal and administrative machinery for reducing time lags between site clearance and redevelopment, for the purpose of minimizing financial and environmental hardships to property owners and tenants.
8. Effectively utilize codes and ordinances to create and maintain a sound environment.

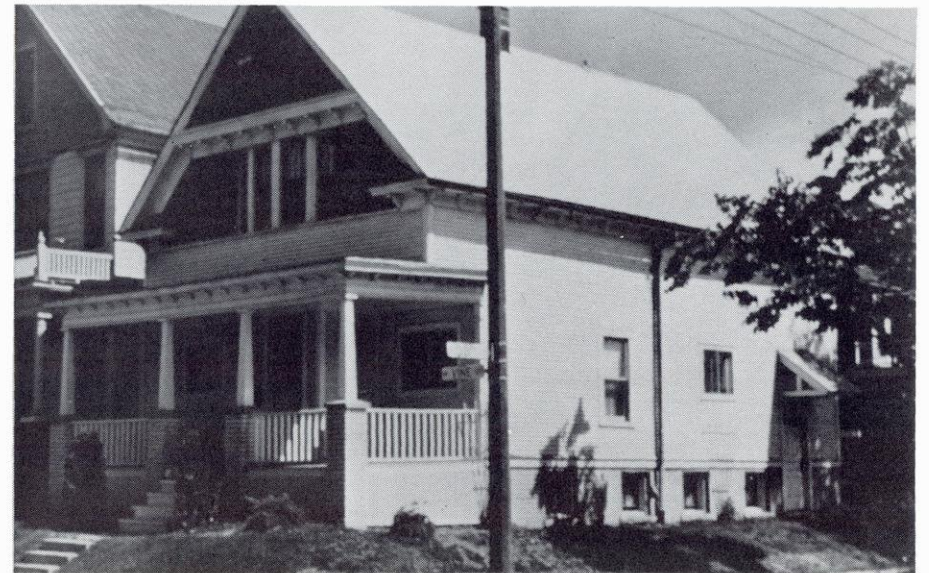


Milwaukee
uses **URBAN RENEWAL**

◀ *to* **PRESERVE THIS**



Before



After

... and **ENCOURAGE THIS**

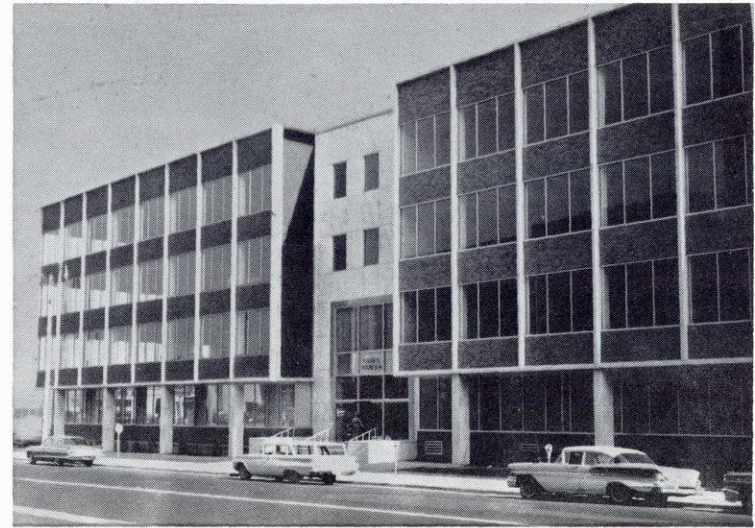
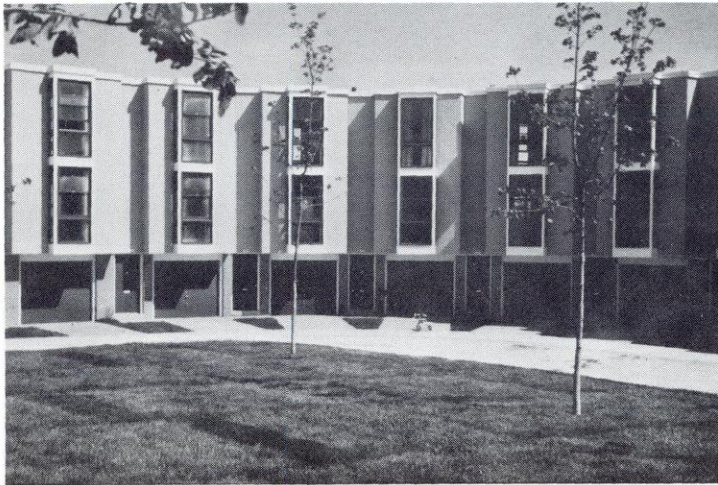




Milwaukee
uses URBAN RENEWAL

← *to* **ELIMINATE THIS**

... and **CREATE THIS**





Conservation-Rehabilitation Objectives. Urban renewal conservation-rehabilitation measures are to be taken to conserve basically sound areas which should be protected from the encroachment of blight and maintained at their present levels or standards of condition, development, and value; and to revitalize declining areas by restoring the deteriorating structures which can be economically rehabilitated and reconditioned through the application of proven and accepted rehabilitation measures.

Programs should be promoted to improve the appearance of basically sound but poorly designed structures through the aesthetic application and treatment of appropriate building materials, techniques, and site relationships. These programs will help encourage property owners and tenants alike to undertake preventive maintenance and repair programs for their dwellings.

The city should also provide for the systematic removal and replacement of obsolete, non-conforming and dilapidated structures scattered at random throughout predominantly sound areas. The further encroachment and infiltration of incompatible land uses into the predominantly sound areas should also be discouraged and prevented.

Public facilities should be improved or provided where, by contemporary standards, they are found to be deficient in meeting the requirements and needs of conservable areas.

Clearance-Redevelopment Objectives. Urban renewal clearance will remove buildings and conditions in areas so physically deteriorated that, by local standards, it is unacceptable to permit such structures and conditions to exist at their present sub-standard levels of condition, development, and value.

Urban redevelopment will reconstruct the cleared areas according to the land use and traffic patterns suggested in the master plan. This provides an opportunity for the city to eliminate inadequacies and mistakes in land uses, land use relationships, and the allocation of land originally designed to meet other standards and needs. At the same time it will facilitate the provision of developable land at the right place, time, quantity, and price to meet market demands for cleared land.

Clearance and redevelopment, in addition, will facilitate the reassembling of land, originally subdivided into uneconomical shapes and sizes and held in diverse ownerships, into areas large enough to be planned and developed according to contemporary planning principles for both residential and non-residential uses.

B. SPECIFIC LAND USE OBJECTIVES

Residential Use Objectives. The city's urban renewal program seeks to maintain and increase the supply of sound housing in livable neighborhoods by protecting 212,069 housing units in structures which are in sound condition and by rehabilitating 25,354 housing units contained in deteriorating structures which can be returned to sound condition. It will also enhance and accentuate the good features of old neighborhoods by razing dilapidated structures containing, 4,170 housing units.

A continuing urban renewal program will prevent the erosion of residential values in the city by promoting and providing a full range of living opportunities for all individuals and families at rents or prices which they can reasonably afford.

Commercial Use Objectives. The revitalization of selected commercial-shopping and service areas should be done in conjunction with residential renewal programs for adjacent areas. This will include providing adequate land use or buffer zones between commercial and/or residential and industrial areas, and coordinating the commercial use area plans with the community transportation and land use plans.

The appearance and efficiency of commercial areas will be enhanced through urban renewal by substantially eliminating or reducing the number of inefficient, sub-marginal, non-conforming, declining, or under-utilized commercial areas, and channeling or consolidating sound business enterprises relocated from blighted and inefficient commercial areas into properly planned shopping and service areas.

Industrial Use Objectives. Industries should be encouraged to locate or relocate in sound industrial areas in the city. These areas should have adequate parking facilities, loading docks, and efficient street systems. The industries in these areas should be encouraged to employ modern industrial site planning techniques, such as providing landscaped green areas and attractive architectural designs.

Many existing industrial areas can be revitalized by providing additional space through the systematic retirement of scattered dilapidated, obsolete structures, for public and/or private off-street loading and parking facilities, for the expansion of existing industries located in the area, and for the location of new industries.

Institutional Use Objectives. Institutional uses, whether existing or programmed, should serve as anchors or focal points in urban renewal programs designed to conserve or redevelop selected land use areas.

Urban renewal will also assist institutional uses in carrying out programs for the expansion of existing facilities, for the construction of new facilities, and for the preservation or upgrading of the environment in which they are located.

Milwaukee

uses **URBAN RENEWAL**
to correct these **PROBLEMS**



*Incompatible
Land Uses*



Declining Commercial Areas

Under-Utilization of Valuable Land





IV. REVIEW OF MILWAUKEE RENEWAL EXPERIENCE

A. HISTORY OF URBAN RENEWAL IN MILWAUKEE AND RELATED FEDERAL ACTS

Milwaukee has made significant progress in various aspects of urban renewal since World War II. A complete accounting of its achievements would be voluminous. The following chronological summary indicates some of the milestones of this nearly twenty-year period:

- 1945 — adoption of Milwaukee Housing Code prescribing minimum standards for heating, ventilation, lighting, sanitary fixtures, occupancy, etc.
- 1948 — Blight Elimination and Urban Redevelopment study thoroughly and comprehensively examined existing conditions in specific areas and analyzed the findings for city-wide application.
- 1949 — U.S. Housing Act, Title I, provided federal aid to cities for purposes of slum clearance and blight elimination. It marked the beginning of a comprehensive approach to urban renewal requiring all land use and public improvements in a local redevelopment plan to conform to a general plan for the development of the community as a whole.
- 1949 — Survey of Building Inspection Services concerned with the organization and administration of regulatory inspections in the city of Milwaukee.
- 1950 — Housing Authority of the city of Milwaukee given responsibility for redevelopment, as agent for the city.
- 1954 — Study of Blight Elimination and Prevention designed to point out the tools available to cope with blight, which ones were deficient, and how to utilize these tools for the successful elimination and prevention of blight.
- 1954 — U.S. Housing Act sought to broaden renewal activity by providing for redevelopment, rehabilitation, and conservation projects, as well as requiring "workable programs" as a condition of federal aid for renewal.
- 1955 — Milwaukee's first "workable program" met the requirements set by the Housing and Home Finance Agency.
- 1955 — Comprehensive revision of Milwaukee Housing Ordinance.

- 1956 — Title I of the Housing Act of 1949 liberalized to provide federal funds for the preparation of "General Neighborhood Renewal Plans".
- 1957 — General Report No. 1 broadly evaluated the major renewal areas of the city — Juneautown, Kilbourntown, and Walker's Point. The emphasis was placed on a comprehensive approach to solving renewal problems.
- 1958 — Wisconsin Blight Elimination and Slum Clearance Act provided for the creation of a Redevelopment Authority as a public body having responsibility for urban renewal.
- 1958 — Redevelopment Authority of the city of Milwaukee created.
- 1959 — Housing Act provided for the federal grants to "Community Renewal Programs".
- 1961 — Community Renewal Program authorized.
- 1961 — Department of City Development created, combining staffs of City Plan Commission, Housing Authority and Redevelopment Authority.
- 1964 — Community Renewal Program completed.

B. EXISTING RENEWAL PROJECTS

In order to better comprehend the relationship between the CRP recommended projects and the existing projects, a renewal progress schedule and data on these existing projects follow. (A map showing the existing projects follows page 19.)



URBAN RENEWAL PROJECT DATA

DEPARTMENT OF CITY DEVELOPMENT • MILWAUKEE, WIS.

	PROJECTS IN EXECUTION			PROPOSED PROJECTS	
	LOWER THIRD WARD REDEVELOPMENT PROJECT (E-1)	HILLSIDE NEIGHBORHOOD REDEVELOPMENT PROJECT (E-2)	FIRST PROJECT EAST SIDE "A" AREA (E-3)	MARQUETTE URBAN RENEWAL AREA (E-4)	ROOSEVELT REDEVELOPMENT PROJECT (E-5)
GENERAL LOCATION	Irregular area within the boundaries of N. Cass St., N. Milwaukee St., E. Michigan St. & E. Menomonee St.	Area bounded by W. Walnut St., N. 6th St., W. Galena St. & N. 11th St.	Area bounded by E. Ogden Ave. to E. Kilbourn Ave., N. Milwaukee St. & N. Van Buren St., and Milwaukee River to N. Milwaukee St., E. Kilbourn Ave. to E. State St.	Irregular area within the boundaries of W. Kilbourn Ave., N. 11th St., W. Clybourn St. & N. 17th St.	Area bounded by W. Vine St., N. 6th St., W. Walnut St. & N. 10th St.
1 EXISTING LAND USE					
GROSS ACREAGE	31.5ac	24.5ac	63.9ac	89.2ac	9.0ac
Streets & Alleys	13.1ac	8.7ac	28.9ac	30.7ac	3.5ac
Residential	11.6ac	11.4ac	19.8ac	24.2ac	4.5ac
Non-Residential	6.8ac	4.4ac	15.2ac	34.3ac	1.0ac
2 LAND USE AFTER RENEWAL					
REDEVELOPED USE	31.5ac	24.5ac	63.9ac	89.2ac	9.0ac
Residential		10.0ac	24.9ac		
Non-Residential	16.8ac	5.8	14.8ac	29.2ac	4.8ac
CONSERVED & REHABILITATED					
Residential					
Non-Residential				29.3ac	
EXCLUDED	1.6ac		0.4ac		0.7ac
STREETS & ALLEYS	13.1ac	8.7ac	23.8ac	30.7ac	3.5ac
3 RELOCATION & SITE CLEARANCE					
NUMBER OF INDIVIDUALS	20	69	325 (E)	2,415 (E)	12 (E)
NUMBER OF FAMILIES	190	116	300 (E)	259 (E)	88 (E)
NUMBER OF BUSINESS CONCERNS	58	77	162 (E)	52 (E)	34 (E)
TOTAL NO. OF STRUCTURES	230	204	224	249	60
STRUCTURES TO BE DEMOLISHED	230	204	223	82	60
4 ESTIMATED PROJECT COST					
GROSS PROJECT COST	\$ 5,065,220	\$ 4,098,437	\$15,574,917	\$11,929,654	\$ 1,241,415
LESS: PROCEEDS FROM SALE OF LAND	\$ 1,645,403	\$ 1,099,318	\$ 3,196,500	\$ 3,676,111	\$ 226,740
NET PROJECT COST	\$ 3,419,817	\$ 2,999,119	\$12,378,417	\$ 8,253,543	\$ 1,014,675
CITY SHARE OF NET PROJECT COST	\$ 1,139,939	\$ 999,706	\$ 4,126,139	\$ 2,751,181	\$ 338,225
Cash—Local Grant in Aid	\$ 205,066	\$ 428,360	\$ 138,359	\$ 277,653	\$ 150,625
Non—Cash Grant in Aid	\$ 934,873	\$ 571,346	\$ 3,987,780	(1) \$ 2,473,528	\$ 187,600
FEDERAL SHARE OF NET PROJECT COST	\$ 2,279,878	\$ 1,999,413	\$ 8,252,278	\$ 5,502,362	\$ 676,450
Federal Relocation Grant	\$ 134,000	\$ 148,680	\$ 342,510	\$ 140,125	\$ 90,700
Total Federal Grant	\$ 2,413,878	\$ 2,148,093	\$ 8,594,788	\$ 5,642,487	\$ 767,150
5 COMPLETION DATES					
PLANNING APPLICATION	SEP 52	MAY 53	JUN 56	FEB 63	SEP 63
PROJECT PLANNING	JAN 55	MAR 57	OCT 60	APR 65 (E)	MAR 66 (E)
PROJECT EXECUTION					MAR 69 (E)
Acquisition	FEB 59	SEP 62	MAR 65 (E)	FEB 68 (E)	} NOT AVAILABLE
Relocation Site Occupants	AUG 60	JUN 62	JUN 65 (E)	MAY 68 (E)	
Site Clearance	DEC 60	JUN 63	JUN 66 (E)	JUN 68 (E)	
Disposition of Land	DEC 64 (E)	DEC 64 (E)	JAN 69 (E)	SEP 68 (E)	
New Construction	DEC 65 (E)	DEC 66 (E)	DEC 69 (E)	NO ESTIMATE	

(E)—Estimated (1) Non Cash Credits Allowed Due to Expenditures of Marquette University for Acquisition and Demolition.

V. GENERAL RENEWAL TREATMENT AREAS

A. BASIS OF DELINEATING TREATMENT AREAS

Based on a comprehensive appraisal of the condition of all structures in the city, environmental factors, and general planning considerations, the city has been subdivided into general treatment areas. Indicated for each area in broad terms are the types of actions required to successfully upgrade the housing and environment to at least minimum standards.

Because of many factors that constitute and create blight, because there are varying intensities of blight nearly everywhere, and because blight is spreading, it is not considered meaningful to establish precise boundaries and identify areas as blighted or not blighted. Such precise delineations would be misleading and possibly harmful. It is necessary, however, to know the magnitude of the blight problem and to have a general indication of the intensity of blight in various areas of the city.

While thousands of pages of data and hundreds of maps have been prepared and analyzed regarding the causes, indices and characteristics of blight, it is not believed to be feasible nor necessary to publish all of this material. Supporting technical reports have been prepared for limited distribution on both residential and non-residential blight. The general treatment areas described and shown below have evolved from these analyses.

B. DESCRIPTIONS OF TREATMENT AREAS

The entire city is divided into four types of treatment areas, except for the downtown, harbor, and industrial valley areas which are not classified because of unique characteristics which must be separately considered and treated.

The four classes of treatment areas are defined as follows:

Class I Areas — These areas are stable and sound. Renewal activities will be limited to assisting residents to organize for the purpose of encouraging a high level of property maintenance and neighborhood improvements working in cooperation with the city.

Class II Areas — These are sound neighborhoods that are just beginning to show signs of obsolescence and decline. Buildings, community facilities and environmental conditions may require some improvements. Generally no clearance will be necessary. Treatment in these areas will include (a) strict code enforcement, (b) encouragement of private initiative in checking decline, and (c) improvement of community facilities as needed.

Class III Areas — These areas have a low percentage of dilapidated buildings. Some buildings are obsolete and there is a lack of maintenance. There are signs of obsolete and inadequate community facilities and of environmental deficiencies. There is, however, sufficient evidence that these areas are basically stable and capable of being revitalized through the removal of blight and the factors that caused it. Rehabilitation of buildings seems economically feasible, environmental deficiencies can be corrected and community facilities can be restored to a desired level. Treatment in Class III areas will include rehabilitation with some spot clearance. Rehabilitation of structures will include repair, renovation, conversion, expansion or remodeling. Improvements in community facilities may include street improvements, rerouting of traffic, better schools and recreation facilities, etc.

Class IV Areas — In these areas deterioration and blighting influences have reached the stage where substantial clearance and redevelopment is necessary. Rehabilitation of buildings is no longer feasible; community facilities may be inadequate or obsolete; overcrowding of land, mixed land uses, traffic and parking problems, and other environmental deficiencies are widespread. Redevelopment programs by the city in these areas will be scheduled as soon as possible. Renewal activities by private redevelopers, in accordance with the master plan, will be encouraged and assisted in every way possible. To prevent further deterioration and to maintain a minimum standard of health and safety, code enforcement must be vigorous, and serious deficiencies in community facilities and environmental conditions must be remedied.

CHARACTERISTICS OF GENERAL RENEWAL TREATMENT AREAS — CITY OF MILWAUKEE

	TOTAL CITY*		CLASS I AREAS		CLASS II AREAS		CLASS III AREAS		CLASS IV AREAS		SPECIAL AREAS	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Square Miles	97.6		76.9		9.1		5.0		2.5		4.1	
Percent of City	100%		78.8%		9.3%		5.1%		2.6%		4.2%	
Total Population	735,687		432,401		147,533		104,041		47,572		4,140	
Percent of City	100%		58.8		20.1		14.1		6.4		0.6	
Total Housing Units	240,929	100.0%	136,420	100.0%	51,911	100.0%	34,234	100.0%	15,656	100.0%	2,708	100.0%
Percent of City	100.0%		56.7		21.5		14.2		6.5		1.1	
Standard Housing Units	216,347	89.8	129,310	94.8	45,634	87.9	28,997	84.7	10,925	69.8	1,481	54.7
Percent of City	100.0%		59.9		21.2		13.5		4.7		0.7	
Sound, All Facilities	196,946	81.7	124,499	91.3	41,381	79.7	22,835	66.7	6,884	44.0	1,347	49.7
Percent of City	100.0%		63.2		21.0		11.6		3.6		0.6	
Deteriorating, All Facilities	19,401	8.1	4,811	3.5	4,253	8.2	6,162	18.0	4,041	25.8	134	5.0
Percent of City	100.0%		24.8		21.9		31.8		20.8		0.7	
Substandard Housing Units	24,582	10.2	7,110	5.2	6,277	12.1	5,237	15.3	4,731	30.2	1,227	45.3
Percent of City	100.0%		28.9		25.5		21.4		19.2		5.0	
Sound, Lacking Facilities	14,555	6.0	4,175	3.1	4,509	8.7	3,046	8.9	1,903	12.1	922	34.0
Percent of City	100.0%		28.8		31.0		20.9		13.0		6.3	
Deteriorating, Lacking Facilities	5,884	2.4	1,669	1.2	1,197	2.4	1,326	3.9	1,440	9.2	252	9.3
Percent of City	100.0%		28.4		20.4		22.5		24.4		4.3	
Dilapidated	4,143	1.8	1,266	.9	571	1.0	865	2.5	1,388	8.9	53	2.0
Percent of City	100.0%		30.5		13.8		20.9		33.5		1.3	
Owner-Occupied Housing Units	111,421	46.2	78,676	57.7	18,763	36.1	10,686	31.2	3,153	20.1	143	5.3
Percent of City	100.0%		70.6		16.8		9.6		2.9		0.1	
Average Value	\$15,400		\$16,490		\$12,015		\$10,635		\$9,930		\$9,699	
Renter-Occupied Housing Units	118,782	49.3	52,873	38.7	30,861	59.4	21,548	62.9	11,157	71.2	2,343	86.5
Percent of City	100.0%		44.5		26.0		18.1		9.4		2.0	
Average Rent	\$74		\$81		\$68		\$63		\$58		\$52	

*Because blocks having less than 5 owner-occupied homes or 5 renter-occupied units are not reported in detail by the census, the totals are slightly less than the true city totals.

Source: U.S. Census of Housing: 1960, Milwaukee, Wisconsin. U.S. Department of Commerce, Bureau of Census. Square miles computed by Department of City Development.

COUNTY LINE RD.

BROWN DEER RD.

BRADLEY RD.

FOND DU LAC AVE.

MILL RD.

APPLETON AVE.

SILVER SPRING DR.

VILLARD AVE.

CAPITOL DR.

LISBON AVE.

N. 124th ST.

N. 92nd ST.

N. 60th ST.

LOCUST ST.

N. SHERMAN BLVD.

N. 35th ST.

N. 27th ST.

N. HOLTON ST.

N. MARYLAND AVE.

NORTH AVE.

N. 76th ST.

WISCONSIN AVE.

County Line

GREENFIELD AVE.

LINCOLN AVE.

OKLAHOMA AVE.

HOWARD AVE.

S. 35th ST.

S. 124th ST.

LAYTON AVE.

FORREST HOME AVE.

S. 60th ST.

GRANGE AVE.

S. 92nd ST.

S. 76th ST.

S. 27th ST.

S. 6th ST.

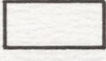



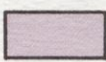

S. HOWELL AVE.

COLLEGE AVE.

RAWSON AVE.

Lake Michigan



-  CLASS I AREA
-  CLASS II AREA
-  CLASS III AREA
-  CLASS IV AREA
-  SPECIAL TREATMENT AREA
-  EXPRESSWAY



CITY OF MILWAUKEE
 COMMUNITY RENEWAL PROGRAM
GENERAL RENEWAL TREATMENT AREAS
 MAY, 1964



VI. RECOMMENDED PROGRAM

A. STRATEGY OF COMMUNITY RENEWAL PROGRAM

City development is, in a broad sense, the sum total of many activities designed to foster social and economic improvements in the community with emphasis on the guided and controlled growth of the physical city. Publicly sponsored urban renewal is one facet of these activities. The Community Renewal Program is a comprehensive assessment of the city's renewal needs and resources, plus an action program for renewal designed to most effectively meet these needs with the available resources.

In order to obtain the greatest benefit from the Community Renewal Program, a strategy must be developed and adhered to. This strategy should be based on the goals and objectives of renewal set forth in Section III of this report. Following are the recommended major components of Milwaukee's renewal strategy:

1. Renewal action program based on comprehensive assessment of needs and resources.
2. Systematic program of blight elimination in order to catch up and then stay ahead of spreading blight.
3. Establishment of high-priority conservation and redevelopment projects based on the concept of containing or encircling the areas of greatest blight, eliminating the worst housing conditions in the city and acting in areas that have the greatest success potential.
4. Intensive code enforcement and increased city services of other types in areas in need of treatment but not designated for immediate clearance.
5. Intensive educational and social service programs in problem areas.
6. Locating and timing of governmentally sponsored conservation and redevelopment projects in ways which will encourage and foster maximum private rehabilitation and redevelopment.
7. Coordination of renewal action with other public activities in order to obtain the greatest benefits for the least costs.
8. Broadening renewal to include a major emphasis on conservation to the extent feasible, based on the community's needs and resources.
9. Increased citizen participation in all phases of renewal activity in order to assure the fulfillment of plans and programs which are most desired by the citizens.

B. SIX-YEAR RENEWAL PROGRAM PROCEDURE

The concept of a six-year urban renewal program, closely geared to the city's Capital Improvements Program, should enable Milwaukee to make steady, realistic progress in blight elimination and prevention. The general procedure for preparing and implementing the program should annually include the following steps:

1. Review and updating of the six-year program by the Department of City Development.
2. Transmittal of the recommended program to the Common Council.
3. Common Council referral to the City Plan Commission, Redevelopment Authority and Capital Improvements Committee for their reports and recommendations.
4. Transmittal of reports and recommendations to the Common Council.
5. Approval by the Common Council of the six-year program and adoption of an annual budget based on the approved program.

In addition to the formal procedure for preparing and adopting the six-year urban renewal program, there is a need for discussions and conferences with various governmental agencies in order to keep everyone informed about the program, and to achieve the optimum coordination with other development activities.

Another essential informal step in the six-year program procedure would be conferences between city officials and the federal Urban Renewal Administration regarding projects when they first become part of the program. Based on these conferences, the city would become informed as to the prospects of the proposed projects receiving federal financing.

By the time a proposed project has the highest priority, advance project planning should be at a point where, upon obtaining Common Council authorization to prepare a Survey and Planning Application, most of the necessary information will be available so that the application can be submitted in the shortest possible time. This is desirable in order to reduce to a minimum the problems which arise during the period of project planning and execution. In order to carry out the advance planning of projects, adequate funds should be included in the Capital Improvements Program for this purpose.

C. RECOMMEND PROJECTS AND SPECIAL TREATMENT AREAS

Section V of this report contains a map which shows the general renewal treatment areas for the entire city. The detailed analyses of Milwaukee's needs and resources (see *Summary Analysis* report) indicate that the resources limit the renewal actions which can take place concurrently, and to a degree considerably less than the total renewal needs would warrant. Consequently, areas must be delineated and assigned priorities for action based upon a comprehensive renewal program. Implementation of the Community Renewal Program recommendations would greatly alleviate the problems of blight in Milwaukee. However, only a determined continuation of renewal action at the level of the recommended program over many years, combined with other physical, social and economic programs of the community, will be sufficient to eliminate both the causes and effects of blight.

The city has the resources to undertake the specific projects in the six-year program recommended as part of the Community Renewal Program if the other recommendations are implemented. Because the recommendations are related, changes in one would be likely to affect others and possibly would alter the entire program.

The recommended projects are of two basic types, clearance and conservation. It is not intended, however, that all structures are to be cleared in the areas designated for clearance — every effort will be made to preserve as many as possible. Nor does conservation imply that all structures can be retained — selective clearance may be required. The extent of clearance can only be determined after a detailed study of each structure and detailed development considerations have been evaluated.

The six-year program of renewal projects will be reviewed annually and extended one year. Future projects should be considered only within the framework and based on the strategy of the Community Renewal Program.

Eight of the recommended projects shown on the map require selective or substantial clearance and five require concentrated conservation action. Three levels of priority have been established.

PROJECTS	PRIORITY FOR PROJECT COMMENCEMENT		
	I (1964-66)	II (1966-68)	III (1968-70)
Conservation	2	1	2
Clearance	3	3	2
Total	5	4	4

The cost to the city for these projects will total approximately \$29,600,000, based on preliminary treatment proposals, estimated acquisition costs, other project costs and anticipated Federal aid. Initiating additional projects will depend upon detailed analysis. The city should allocate \$3,000,000 to be used for projects to be undertaken in the first six-year program in the special treatment areas.

EXPLANATION OF COST AND FINANCING OF CRP RECOMMENDED PROJECTS¹

Existing and Recommended City Appropriations for Renewal:

Funds Available from 1963 and prior years	\$ 2,152,000	
Bond Authorized in 1964 Budget	2,500,000	
Total 1964 Funds		\$ 4,652,000
Recommended \$4,500,000 per year (1965-70)		<u>27,000,000²</u>
Total Renewal Funds		<u>\$31,652,000</u>

Estimated City Cost of Existing and Proposed Projects:³

City Cost of Existing Projects and Urban Renewal Planning Fund		5,252,000
Clearance	16,400,000	
Conservation	13,200,000	
Total	<u>29,600,000</u>	
Special Treatment Areas	3,000,000	
Total City Cost for Proposed Projects		<u>32,600,000</u>
Total City Cost for Urban Renewal Projects		<u>\$37,852,000⁴</u>

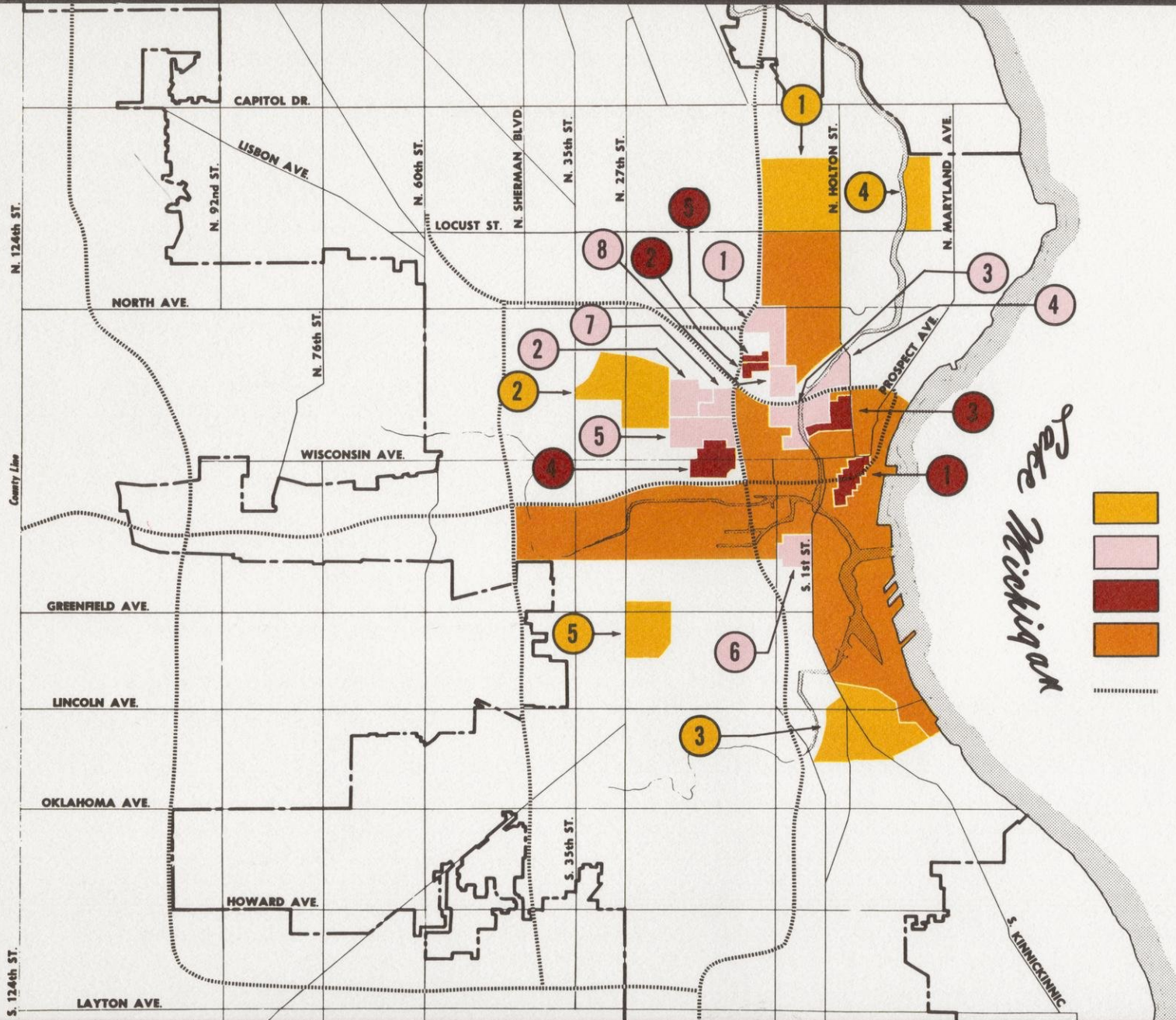
¹The actual cost of the recommended projects will vary from these preliminary estimates due to refinements in boundaries and treatment, as well as actual acquisition and related project costs.

²The recommended allocation of \$27,000,000 for CRP proposed renewal projects would replace the \$20,603,000 in the 1964-69 Capital Improvement Program for projects which are superseded by Community Renewal Program projects. In effect, the net additional allocation of city funds for renewal purposes would total \$6,397,000.

³Estimated Cost of Proposed Projects in millions of dollars (assuming federal aid):

	Gross	Net	Federal 2/3 Share	City 1/3 Share
Clearance	61.1	49.2	32.8	16.4
Conservation	40.6	39.6	26.4	13.2
Special Treatment Areas	10.0	9.0	6.0	3.0
Total	<u>\$111.7</u>	<u>\$97.8</u>	<u>\$65.2</u>	<u>\$32.6</u>

⁴Based on past experience in our first three renewal projects and the existing Capital Improvements Program, the apparent difference of \$6,200,000 between allocated funds and estimated cost can be off-set by charging the cost of capital improvements eligible as non-cash grants to non-renewal accounts when these improvements would be made without a renewal project.



- CONSERVATION PROJECT
- REDEVELOPMENT PROJECT
- EXISTING RENEWAL PROJECT
- SPECIAL TREATMENT AREA
- EXPRESSWAY

CITY OF MILWAUKEE
 COMMUNITY RENEWAL PROGRAM
**URBAN RENEWAL PROJECTS
 AND SPECIAL TREATMENT AREAS**
 MAY, 1964





Redevelopment Projects

Following is a brief description of each project including recommended priorities and general proposals, and a combined table which summarizes selected project characteristics. Information on the conservation projects follows the statements on the redevelopment projects.

PRIORITY I

Project R-1, Carver Park

LOCATION: Bounded generally by North Ave., 5th St., Walnut St., 6th St., Brown St., North-South Expressway.

EXISTING LAND USE: Predominantly medium-density residential. Majority of housing units are rental units. Neighborhood churches and retail facilities are scattered throughout the area.

EXISTING CONDITIONS: A majority of the area's housing units are in either substandard or deteriorating condition. Blight is evident throughout the area.

RECENT TRENDS: This area, like certain other near-North Side areas, has seriously deteriorated. There has been very little evidence of private renewal activity in recent years. Property values have steadily declined.

PROPOSED RENEWAL TECHNIQUE: Clearance and redevelopment. Complete rebuilding of the area appears necessary in order to eradicate the serious blight that exists and in order to redevelop the area successfully.

PROPOSED RE-USES: Predominantly medium-density residential.

PROPOSED PUBLIC IMPROVEMENTS: Reconstruction of North 6th and West Walnut Streets. Other public improvements to be provided as necessary.

Project R-2, Highland Park

LOCATION: Bounded generally by Cherry St., 16th St., Vliet St., 14th St., Juneau Ave., 16th St., Highland Ave., 20th St.

EXISTING LAND USE: Predominantly medium-density rental housing. Commercial uses are scattered throughout the area with some clustering along West Vliet Street. Public recreational facilities are virtually non-existent.

EXISTING CONDITIONS: Most of the housing units are in either substandard or deteriorating condition. The distribution of blight, with minor variations, is fairly even throughout the area.

RECENT TRENDS: This is an area of declining property values and continuing deterioration. There has been little evidence of new building or remodeling activity.

PROPOSED RENEWAL TECHNIQUE: Substantial clearance and redevelopment. Extensive rebuilding of the area is necessary in order to eradicate the serious blight that exists and in order to redevelop the area successfully. This does not preclude the possible reclamation of a limited number of sound buildings that can be integrated with redevelopment schemes.

PROPOSED RE-USES: Predominantly medium-density residential, with complementary educational, recreational, and retail facilities.

PROPOSED PUBLIC IMPROVEMENTS: Construction of the proposed 18th Street Elementary School and proposed neighborhood park, and the reconstruction of North 17th Street and West Highland Avenue. Other public improvements to be provided as necessary.

Project R-3, City Center North

LOCATION: Bounded generally by North Belt Expressway, Water St., Juneau St., Market St., State St., Milwaukee River, Wells St., 4th St., Kilbourn Ave., 3rd St., State St., 6th St.

EXISTING LAND USE: Predominantly commercial with some wholesaling, manufacturing, and residential uses. The southerly portion of the area is downtown-shopping oriented.

EXISTING CONDITIONS: The conditions of buildings in the area vary widely. A substantial number of them appear sufficiently substandard to warrant clearance.

RECENT TRENDS: This area is characterized by neither rapid deterioration nor by substantial private redevelopment. Some major remodeling activity, however, has taken place and some older structures have been razed.

PROPOSED RENEWAL TECHNIQUE: Selective clearance and redevelopment. There are a number of good buildings and desirable uses within the area. There are, however, as many or perhaps more buildings and uses which are undesirable. The eventual amount of clearance and redevelopment justified will depend on the results of detailed building condition and market surveys, and upon subsequent planning considerations. The Milwaukee Riverfront will be given special treatment.

PROPOSED RE-USES: A wide range of commercial uses with possible residential uses.

PROPOSED PUBLIC IMPROVEMENTS: Reconstruction of North Water and 4th Streets. Other public improvements will be undertaken as necessary.

PRIORITY II

Project R-4, East River

LOCATION: Bounded generally by Holton St. viaduct, Van Buren St., North Belt Expressway, Milwaukee River.

EXISTING LAND USE: The area north and west of North Water Street is predominantly industrial; the remaining area is predominantly medium-density residential with scattered retail uses.

EXISTING CONDITIONS: A substantial proportion of housing units and buildings are either substandard or deteriorating.

RECENT TRENDS: This is an aging area with evidence of very little private renewal activity.

PROPOSED RENEWAL TECHNIQUE: Selective clearance and redevelopment. The amount of clearance will depend primarily upon final expressway plans and results of detailed building conditions and market surveys.

PROPOSED RE-USE: Predominantly medium-density residential.

PROPOSED PUBLIC IMPROVEMENTS: The reconstruction of North Water Street. Other public improvements will be provided as the needs dictate.

Project R-5, Mt. Sinai

LOCATION: Bounded generally by Highland Ave., North-South Expressway, Wells St., 12th St., Kilbourn Ave., 15th St., Wells St., 20th St.

EXISTING LAND USE: Predominantly medium to high-density residential uses with sizeable clusters of institutional and commercial facilities. Portions of this area lie within one of Milwaukee's high-density apartment areas.

EXISTING CONDITIONS: A substantial number of housing units and buildings are in standard condition while many others are not. The latter constitute blighting influences.

RECENT TRENDS: Trends have been mixed in this area. Private rebuilding activity has occurred in some instances, while in others conditions appear to have declined.

PROPOSED RENEWAL TECHNIQUE: Selective clearance and redevelopment. The eradication of existing blighted conditions is necessary in order to provide a better environment for existing sound residences, institutions, and commercial establishments.

PROPOSED RE-USES: Medium to high-density residential and institutional uses; complementary commercial and public uses.

PROPOSED PUBLIC IMPROVEMENTS: The reconstruction of North 17th Street and the expansion of Wells Street Junior High School. Other public improvements to be undertaken as necessary.

Project R-6, Boys' Tech

LOCATION: Bounded generally by Florida St., 1st St., National Ave., 5th St., Pierce St., 6th St., Virginia St., 5th St.

EXISTING LAND USE: Although there is a widespread mixture of uses, there exists some degree of clustering: residential and retail uses tend to be situated in the westerly portion of the area, public uses in the central portion, and industrial uses in the easterly portion.

EXISTING CONDITIONS: Most of the housing units and buildings are in either substandard or deteriorating condition. Blighted conditions are scattered throughout the area.

RECENT TRENDS: Despite the good upkeep of many buildings, this is an area of declining property values. There has been little evidence of private renewal activity.

PROPOSED RENEWAL TECHNIQUES: Selective clearance and redevelopment. The wide range of possible clearance and redevelopment activity reflects the complexities of this area, especially those relating to future market conditions.

PROPOSED RE-USES: Predominantly industrial with supplementary commercial uses.

PROPOSED PUBLIC IMPROVEMENTS: Expansion of Boys' Technical High School, expansion of the existing Fire Department facilities, and the improvement of South 6th Street. Other public improvements to be scheduled as the needs warrant.

PRIORITY III

Project R-7, Twelfth and Vliet

LOCATION: Bounded generally by Vliet St., North-South Expressway, Highland Ave., 16th St., Juneau Ave., 14th St.

EXISTING LAND USE: Predominantly medium-density residential. Approximately three-fourths of the housing units are rental units. A cluster of retail uses exists in the vicinity of North 12th and West Vliet Streets.

EXISTING CONDITIONS: A majority of housing units are in either deteriorating or in substandard condition.

RECENT TRENDS: Like Project R-2 immediately to the west, this is an area of declining property values and continuing deterioration.

PROPOSED RENEWAL TECHNIQUES: Substantial clearance and redevelopment. Extensive rebuilding of the area is necessary in order to eradicate the serious blight that exists and in order to redevelop the area successfully. This does not preclude the reclamation of a limited number of sound buildings which can be integrated with redevelopment schemes.

PROPOSED RE-USES: Predominantly medium-density residential with complementary retail uses.

PROPOSED PUBLIC IMPROVEMENTS: Highland Avenue reconstruction. Other improvements will be undertaken as necessary.

Project R-8, Hay Market Square

LOCATION: Bounded generally by Walnut St., 3rd St., McKinley Ave., 8th St., Vliet St., 6th St.

EXISTING LAND USE: This is an area of mixed land uses. Industrial, wholesaling, commercial, and residential uses are scattered throughout the area. There exists, however, a small clustering of residences in the northwesterly section of the area. Industrial uses tend to occupy the larger buildings.

EXISTING CONDITIONS: A substantial number of buildings appear to be in substandard condition and most of the housing units are either substandard or deteriorating.

RECENT TRENDS: Generally, this is an area of declining property values. Rebuilding activity has been limited.

PROPOSED RENEWAL TECHNIQUES: Selective clearance and redevelopment. Amount of clearance and redevelopment dependent on the results of detailed building condition and market surveys and upon subsequent planning considerations.

PROPOSED RE-USES: Predominantly light-industrial and heavy-commercial uses.

PROPOSED PUBLIC IMPROVEMENTS: Reconstruction of North 6th and West Walnut Streets. Additional public improvements will be provided as needs dictate.

COST ESTIMATES AND FINANCING
COMMUNITY RENEWAL PROGRAM—REDEVELOPMENT PROJECTS
City of Milwaukee

Cost	PRIORITY I				PRIORITY II				PRIORITY III			Clearance Projects Total
	Project R-1	Project R-2	Project R-3	Total	Project R-4	Project R-5	Project R-6	Total	Project R-7	Project R-8	Total	
Gross Project Cost (in millions of dollars)	4.4	8.2	10.9	23.5	5.8	10.9	7.8	24.5	9.0	4.1	13.1	61.1
Net Project Cost (in millions of dollars)	3.9	7.5	7.9	19.3	5.2	9.9	4.5	19.6	6.6	3.7	10.3	49.2
If Federally Aided:												
Local 1/3 Share (in millions of dollars)	1.3	2.5	2.6	6.4	1.7	3.3	1.6	6.6	2.2	1.2	3.4	16.4
Federal 2/3 Share (in millions of dollars)	2.6	5.0	5.3	12.9	3.5	6.6	2.9	13.0	4.4	2.5	6.9	32.8
Relocation Grant (in millions of dollars)	.2	.4	.5	1.1	.1	.9	.4	1.4	.2	.2	.4	2.9
Total Federal Grant (in millions of dollars)	2.8	5.4	5.8	14.0	3.6	7.5	3.3	14.4	4.6	2.7	7.3	35.7

CHARACTERISTICS OF RECOMMENDED RENEWAL PROJECTS—REDEVELOPMENT
COMMUNITY RENEWAL PROGRAM
City of Milwaukee

	PRIORITY I								PRIORITY II							
	Project R-1	Per Cent	Project R-2	Per Cent	Project R-3	Per Cent	Total	Per Cent	Project R-4	Per Cent	Project R-5	Per Cent	Project R-6	Per Cent	Total	Per Cent
Gross Acres	39.6		70.0		67.7		177.3		35.8		83.8		69.8		189.4	
Blocks	11		17		16		44		7		18		16		41	
Total Population	2,762		4,985		709		8,456		986		5,976		1,892		8,854	
Total Housing Units	856	100.0	1,457	100.0	256	100.0	2,569	100.0	302	100.0	3,003	100.0	658	100.0	3,963	100.0
Standard Housing Units	563	65.8	1,168	80.2	134	52.3	1,865	72.7	234	76.5	1,751	58.3	335	51.0	2,320	58.6
Sound, All Facilities	250	29.2	376	25.8	74	28.9	700	27.3	154	50.0	1,366	45.4	250	38.1	1,770	44.7
Deteriorating, All Facilities	313	36.6	792	54.4	60	23.4	1,165	45.4	80	26.5	385	12.9	85	12.9	550	13.9
Substandard Housing Units	293	34.2	289	19.8	122	47.7	704	27.3	68	23.5	1,252	41.7	323	49.0	1,643	41.4
Sound, Lacking Facilities	19	2.2	42	2.9	11	4.3	72	2.7	15	4.9	881	29.4	101	15.4	997	25.2
Deteriorating, Lacking Facilities	48	5.6	111	7.6	100	39.1	259	10.1	15	4.9	329	10.9	165	25.0	509	12.8
Dilapidated	226	26.4	136	9.3	11	4.3	373	14.5	38	13.7	42	1.4	57	8.6	137	3.4
Total Structures	737	100.0	888	100.0	184	100.0	1,809	100.0	178	100.0	617	100.0	349	100.0	1,144	100.0
Residential	641	87.0	773	87.0	8	4.4	1,422	78.6	136	76.4	490	79.4	217	62.2	843	73.6
Non-Residential	49	6.6	39	4.4	144	78.2	232	12.8	29	16.3	61	9.9	72	20.6	162	14.2
Mixed	47	6.4	76	8.6	32	17.4	155	8.6	13	7.3	66	10.7	60	17.2	139	12.2
Standard	189	25.6	384	43.2	83	45.1	656	36.3	107	60.1	425	68.9	183	52.4	715	62.5
Substandard	548	74.4	504	56.8	101	54.9	1,153	63.7	71	39.9	192	31.1	166	47.6	429	37.5
Owner-Occupied Housing Units	191		303		8		502	19.5	73		219		139		431	8.2
Average Value	\$8,313		8,690						10,807		14,252		10,035			
Renter-Occupied Housing Units	584		1,006		211		1,801	70.1	203		2,534		432		3,169	60.0
Average Rent	\$57		59		48		56		61		65		55		60	

CHARACTERISTICS OF RECOMMENDED RENEWAL PROJECTS—REDEVELOPMENT
COMMUNITY RENEWAL PROGRAM
City of Milwaukee

	PRIORITY III				CLEARANCE AREA			
	Project R-7	Per Cent	Project R-8	Per Cent	Total	Per Cent	Total	Per Cent
Gross Acres	36.2		59.5		95.7		462.4	
Blocks	8		14		22		107	
Total Population	1,137		792		1,929		19,239	100.0
Total Housing Units	411	100.0	267	100.0	678	100.0	7,210	100.0
Standard Housing Units	217	52.9	163	61.1	380	56.1	4,565	63.4
Sound, All Facilities	144	35.1	76	28.5	220	32.5	2,690	37.3
Deteriorating, All Facilities	73	17.8	87	32.6	160	23.6	1,875	26.1
Substandard Housing Units	194	47.1	104	38.9	298	43.9	2,645	36.6
Sound, Lacking Facilities	93	22.6	23	8.6	116	17.1	1,186	16.4
Deteriorating, Lacking Facilities	15	3.6	30	11.2	45	6.6	813	11.2
Dilapidated	86	20.9	51	19.1	137	20.2	647	9.0
Total Structures	182	100.0	193	100.0	375	100.0	3,328	100.0
Residential	159	87.4	72	37.3	231	61.6	2,496	75.0
Non-Residential	10	5.5	95	49.2	105	28.0	499	15.0
Mixed	13	7.1	26	13.5	39	10.4	333	10.0
Standard	88	48.4	101	52.3	189	50.4	1,560	46.9
Substandard	94	51.6	92	47.7	186	49.6	1,768	53.1
Owner Occupied Housing Units	68		14		82	12.1	1,015	11.9
Average Value	\$10,000							
Renter Occupied Housing Units	296		197		493	72.7	5,463	64.0
Average Rent	\$ 53		52		53		56	

Conservation Projects

PRIORITY I

Project C-1, Garfield Park

LOCATION: Bounded generally by Keefe Ave., Holton St., Locust St., North-South Expressway.

Project C-2, Midtown

LOCATION: Bounded generally by Lisbon Ave., 20th St., State St., 27th St., Juneau Ave., 35th St., Chicago, Milwaukee, St. Paul & Pacific Railroad.

PRIORITY II

Project C-3, Bay View

LOCATION: Bounded generally by Bay St., Conway St., Superior St., Russell Ave., Howell Ave., Rosedale St., Chicago, Milwaukee, St. Paul & Pacific Railroad, Ward St., Kinnickinnic Ave.

PRIORITY III

Project C-4, Kenwood-Oakland

LOCATION: Bounded generally by Edgewood Ave., Oakland Ave., Locust St., Milwaukee River.

Project C-5, South View

LOCATION: Bounded generally by Scott St., 20th St., Muskego Ave., Burnham St., Layton Blvd.

INTRODUCTION: The five areas designated for conservation possess essentially similar characteristics and are in need of the same basic kinds of renewal treatment.

EXISTING LAND USE: All five areas are predominantly medium-density residential areas with relatively high proportions of owner-occupied houses. Residences are served by a number of retail and public and quasi-public facilities. The latter are scattered while the former tend to be situated along major thoroughfares. Projects C-2 and C-3 have small pockets of industrial use located adjacent to their westerly boundaries.

EXISTING CONDITIONS: These are aging areas in which most of the housing units are in standard condition.

RECENT TRENDS: While property values have generally declined in Projects C-1 and C-2, all areas are essentially stable. Deterioration has been minor rather than marked. Few new buildings have been constructed.

PROPOSED RENEWAL TECHNIQUES: The preservation and continued maintenance of good buildings will be encouraged; the rehabilitation of deficient buildings and the demolition of substandard buildings will be undertaken.

GOAL: The preservation and enhancement of these essentially sound residential areas and the revitalization of their retail districts.

PROPOSED PUBLIC IMPROVEMENTS: The construction or improvement of streets, schools, playgrounds, off-street parking, and other facilities will be undertaken to better serve the areas' residents and merchants.

COST ESTIMATES AND FINANCING
COMMUNITY RENEWAL PROGRAM—CONSERVATION PROJECTS
City of Milwaukee

Cost	PRIORITY I			PRIORITY II		PRIORITY III			Conservation Total
	Project C-1	Project C-2	Total	Project C-3	Total	Project C-4	Project C-5	Total	
Gross Project Cost (in millions of dollars)	11.2	13.0	24.2	6.9	6.9	2.6	6.9	9.5	40.6
Net Project Cost (in millions of dollars)	11.0	12.7	23.7	6.8	6.8	2.5	6.6	9.1	39.6
If Federally Aided:									
Local 1/3 Share (in millions of dollars)	3.6	4.2	7.8	2.3	2.3	.9	2.2	3.1	13.2
Federal 2/3 Share (in millions of dollars)	7.4	8.5	15.9	4.5	4.5	1.6	4.4	6.0	26.4

¹These cost estimates are based on general treatment proposals which may change considerably with detailed project planning. In addition, assumptions were used in estimating the cost of improvements which may or may not be valid — lack of experience in conservation projects negates any attempt to be more precise. While federal aid is assumed for each proposed conservation project, actually it may not be needed in all cases. Because most of these projects are large, it may be desirable to divide the areas into smaller projects at the detailed planning stage.

**CHARACTERISTICS OF RECOMMENDED RENEWAL PROJECTS – CONSERVATION
COMMUNITY RENEWAL PROGRAM
City of Milwaukee**

	PRIORITY I						PRIORITY II					PRIORITY III					CONSERVATION AREA	
	Project C-1	Per Cent	Project C-2	Per Cent	Total	Per Cent	Project C-3	Per Cent	Total	Per Cent	Project C-4	Per Cent	Project C-5	Per Cent	Total	Per Cent	Total	Per Cent
Gross Acres	366.7		325.1		691.8		216.1		216.1		90.1		187.3		277.4		1185.3	
Blocks	60		82		142		65		65		18		30		48		255	
Total Population	10,772		13,558		24,330		8,497		8,497		2,652		6,501		9,153		41,980	100.0
Total Housing Units ..	3,483	100.0	4,608	100.0	8,091	100.0	2,680	100.0	2,680	100.0	893	100.0	2,074	100.0	2,967	100.0	13,738	100.0
Standard Housing Units	3,339	95.8	3,773	81.9	7,112	87.9	2,450	91.4	2,450	91.4	873	97.8	1,883	90.8	2,756	92.9	12,318	89.7
Sound, All Facilities	2,979	85.5	2,685	58.3	5,664	70.0	1,998	74.5	1,998	74.5	829	92.8	1,733	83.6	2,562	86.4	10,224	74.4
Deteriorating, All Facilities	360	10.3	1,088	23.6	1,448	17.9	452	16.9	452	16.9	44	4.9	150	7.2	194	6.5	2,094	15.2
Substandard Housing Units	144	4.2	835	18.1	979	12.1	230	8.6	230	8.6	20	2.3	191	9.2	211	7.1	1,420	10.4
Sound, Lacking Facilities	82	2.4	469	10.2	551	6.8	131	4.9	131	4.9	11	1.2	141	6.8	152	5.1	834	6.1
Deteriorating, Lacking Facilities ..	32	0.9	287	6.2	319	3.9	77	2.9	77	2.9	2	0.3	43	2.1	45	1.5	441	3.2
Dilapidated	30	0.9	79	1.7	109	1.4	22	0.8	22	0.8	7	0.8	7	0.3	14	.5	145	1.1
Total Structures	2,153	100.0	2,297	100.0	4,450	100.0	1,726	100.0	1,726	100.0	535	100.0	1,281	100.0	1,816	100.0	7,992	100.0
Residential	1,925	89.4	2,002	87.2	3,927	88.2	1,492	86.4	1,492	86.4	519	97.0	1,136	88.7	1,655	91.1	7,074	88.5
Non-Residential	93	4.3	98	4.3	191	4.3	106	6.2	106	6.2	7	1.3	44	3.4	51	2.8	348	4.4
Mixed	135	6.3	197	8.5	332	7.5	128	7.4	128	7.4	9	1.7	101	7.9	110	6.1	570	7.1
Standard	1,991	92.5	1,683	73.3	3,674	82.6	1,646	95.4	1,646	95.4	513	95.9	1,097	85.6	1,610	88.7	6,930	86.7
Substandard	162	7.5	614	26.7	776	17.4	80	4.6	80	4.6	22	4.1	184	14.4	206	11.3	1,062	13.3
Owner-Occupied Housing Units	1,350		1,171		2,521	31.2	1,243		1,243	46.4	433		884		1,317	44.4	5,081	37.0
Average Value	\$10,088		10,580				11,163				14,318		10,688					
Renter-Occupied Housing Units	1,980		3,123		5,103	63.1	1,320		1,320	49.2	435		1,110		1,545	52.1	7,968	58.0
Average Rent	\$68		67		68		69		69		80		63		72		70	

Special Treatment Areas

In addition to the specific projects recommended, the city has several areas where treatment is indicated during the proposed six-year program. However, the characteristics of these areas are such that very thorough and detailed investigations and planning are necessary which go beyond the scope of the Community Renewal Program and need to be completed before projects can be scheduled.

A very important factor in the treatment of any area is the market for land and floor space. Related to this is the ability and willingness of property owners to make substantial investments to improve their properties. These questions appear to have positive answers in the specific areas recommended as projects, but in the special treatment areas the market questions remain to be solved.

The city and the owners and occupants in these areas must join in assessing the problems and the resources for improving the areas. Based on such programs as may be evolved specific projects can be undertaken.

The Special Treatment Areas are:

1. *The Menomonee River Valley and Harbor Areas.* The Valley and Harbor Areas have numerous problems which prevent them from being more valuable resources. Fragmented land ownership, flooding, street access and obsolescent structures are among the more obvious difficulties plaguing the areas. On the other hand, the areas have many advantages. Detailed analysis of the needs and capabilities should be made before extensive renewal action is scheduled.
2. *The Downtown Area.* Although projects are being recommended in the Downtown area at this time, these projects will only partially meet the needs. For several years Milwaukee's Downtown has been undergoing positive changes in the form of private and public rehabilitation and rebuilding. Many additional improvements are scheduled. Besides these, the expressway and street developments should have a significant impact on Downtown. All of these factors are being analyzed as part of a continuing planning program so that the renewal action will be sensitively tailored to foster the best relationships of functional areas and transportation facilities in Downtown Milwaukee. Extensive public renewal must be based on complete knowledge of all factors influencing Downtown.
3. *North Third Street Area.* While specific projects are being recommended on the fringes of this area, there is need for a much better understanding of the future prospects of Third Street as a shopping and general commercial complex, the prospects for improving the surrounding residential areas, and the impact of the expressway and other street improvements, before extensive treatment is scheduled.
4. *The Milwaukee River and Other Waterways.* The rivers and Lake Michigan are Milwaukee's greatest natural assets. It behooves the city to seek the most benefit from these waterways. The Community Renewal Program has been concerned about the potential of these assets, and specific projects are recommended along the River, but a comprehensive program designed to increase the utility of the Lake and the rivers, requires further specific studies, some of which are now underway.

D. RENEWAL ADMINISTRATION AND POLICIES

The process of urban renewal is extremely complex. In a comparatively simple clearance and redevelopment project, for example, there are hundreds of separate actions required from project conception to completion. Over the last several years, planning and implementation of renewal projects has been greatly improved. However, because of the metastatic nature of blight there are many additional needed improvements in the renewal process. Below are recommendations which, if followed, would greatly increase the effectiveness of Milwaukee's renewal program. Other improvements will be recommended in the future based on further study and experience.

The following recommendations relate to six facets of urban renewal: financing, project planning, redevelopment, relocation services, conservation, citizen participation, and staffing.

Financing. The following recommendations are designed to maintain a favorable tax and borrowing structure for the city of Milwaukee while providing the necessary funds to successfully carry out the recommended renewal program:

The renewal program should be made a continuing, recognized, and formal segment of the Capital Improvements Program.

The city should appropriate an average of \$4,500,000 a year for urban renewal projects. This amount would cover the city-financed projects and the city's one-third share of federally-aided projects.

In accord with current policy, expenditures for capital improvements which qualify as part of the city's one-third share of the net cost, but which would have been made without a renewal project, should not be charged to this renewal appropriation, but should be charged to normal fund accounts.

The urban renewal program should be financed by a combination of cash appropriation and general obligation borrowing in proportions which would not significantly raise the tax rate or impair the city's borrowing power.

In the case of each project, whether conservation or clearance, all financing possibilities should be investigated so that the city will obtain the most benefit for the least cost. For most projects federal aid should be sought, but in specific instances it may not be available or desirable. In these cases city financing should be used.

Milwaukee has been fortunate in being able to achieve eight dollars in non-cash credits (capital improvements) for each dollar of cash in financing the city's one-third cost of its first three renewal projects. While it is unlikely that such a high ratio will continue, the ratio should remain favorable because of the city's high improvement standards. It is recommended that the renewal and capital improvements programs be scheduled to continue to take maximum advantage of the non-cash credits.

The 1964-1969 Capital Improvements Program contains \$25,855,000 for urban renewal purposes, of which \$4,802,000 is for projects in varying stages of implementation, \$450,000 for urban renewal planning, and \$20,603,000 for projects which are superseded by CRP recommended projects. It is suggested that the \$20,603,000 remain in the Capital Improvements Program to finance the projects recommended by the Community Renewal Program.

The city should allocate an additional \$6,397,000 for the urban renewal portion of the 1965-1970 Capital Improvements Program, and \$4,500,000 annually for subsequent years.

The Community Renewal Program recommendations on projects, staffing, additional city services, and studies in depth all require financing. It is recommended that the financial aspects of the CRP be given prompt consideration and action.

Project Planning. The urban renewal project planning process is extremely complex. The proper scheduling of hundreds of steps involved in carrying out a renewal project is essential to the overall success of the project. While effectively interrelating all the steps in the planning and execution of one project is difficult, in reality there are several projects in different stages of progress at any given time, thus multiplying the complexity of the process.

A total system is therefore required which will consider all the time and staff resources required for each step of each project. This system will properly interrelate each component so that each project can be scheduled to make the most effective use of staff resources and attain project completion in the least amount of time.

The achievement of this objective will greatly expedite the urban renewal process. Actually, past and present efforts have been both efficient and effective considering the difficulties inherent in a new, evolving activity. The need is not for a new procedure, but rather a refined, improved procedure such as the Program Evaluation Review Technique (PERT).

The use of PERT is valuable in determining what must be done in order to achieve renewal project objectives on time. Phases of project activity which require revisions can be detected and changes in time, resources, and staff performance can be ascertained. In addition, use of the Program Evaluation Review Technique makes possible a simulation of the effects of alternate decisions under consideration and an opportunity to study their effects upon program deadlines prior to implementation.

The use of this technique will permit a better understanding of staff requirements and at what times consultants should be used in the project process. In addition, individuals and agencies involved in renewal projects will be better prepared to ascertain their roles in the total process.

Redevelopment. While the primary purpose of clearance and redevelopment projects has been and should continue to be blight elimination, these projects must be scheduled in consideration of the following additional factors: city's financial ability, relocation resources, public need for the land, private market for the land, inappropriateness of less drastic measures, and other community needs and objectives.

When land is being acquired for expressways, street widenings and other capital improvements, additional emphasis should be given to the impact of these changes on land use relationships. Necessary surplus acquisition should be used to avoid leaving land in private ownership which has been substantially rendered unusable by the public action.

In redevelopment projects, a city fund should be established for advance acquisition of properties during the Survey and Planning stage for properties definitely scheduled for demolition if the owners desire to sell at that time.

Relocation Services. The Department of City Development should be responsible for all relocation for public purposes including the expressway program within the city of Milwaukee.

The Relocation staff should be increased commensurate with the greatly increased workload and expanded relocation services.

A uniform schedule of payments should be established by legislative enactments for the relocation of persons and businesses from all public project areas. Currently the financial benefits to relocatees vary substantially depending on the type of project.

The services to relocation families should be increased to provide: field offices on sites with a relocation workload of 100 or more families; residential listings of available housing by area and characteristics; social referral services; and post-relocation contacts to assist in the adjustment problems of the relocated families and to review the conditions of relocation housing.

The city should consider several alternative housing programs in order to augment the supply of housing to accommodate the special requirements of the elderly and large families.

The services to businesses, industries and other non-residential uses should include: a commercial and industrial relocation specialist to aid in the relocation of non-residential occupancies; the creation and maintenance of a selected listing of sites and buildings appropriate for relocation; fostering the creation of investment pools to provide needed financing for small businesses displaced from public projects; encouraging the use of the relocation tax freeze law in obtaining new accommodations.

Conservation. The delineation, planning, and execution of neighborhood conservation programs should proceed systematically and as rapidly as possible.

Conservation projects should only be scheduled in areas which are deteriorating at a rate or to a point where concerted public action is appropriate but where there is enough vitality left to permit the successful accomplishment of urban renewal objectives. Areas threatened by deterioration, but not deteriorating at a rate or to a point where federal assistance is necessary, would be city-financed projects.

Historically significant and aesthetically attractive neighborhoods and structures should be retained and restored whenever possible, both in and out of renewal projects. Older portions of the community should be surveyed to determine which buildings or clusters of buildings are worthy of preservation from historical, architectural and cultural viewpoints.

The city should extend advisory services at its own expense to areas designated for federally-assisted conservation from the time the planning begins until the federal government approves a Loan and Grant Contract.

The city should have a policy to progressively improve the condition of existing housing throughout the city. It should also be the policy to accompany such overall improvement in existing housing with a progressive raising of standards in the city's codes and ordinances that are related to existing housing.

Milwaukee should also intensify code enforcement in the older areas of the city by increasing regular structure by structure interior and exterior inspections. This systematic, intensive code enforcement should take place in the areas previously surveyed on a structure basis plus additional areas of the city where numerous code violations are likely to exist. Although Milwaukee has enjoyed a high level of code enforcement for many years, a greatly stepped-up program is essential. While such a program would be expensive, it is necessary as a part of restoring and maintaining neighborhoods. In addition, the city should have available at all times a complete record of housing conditions in the city. It should be the policy to seek effective support from all quarters of the city for strict enforcement of housing codes.

In urban renewal areas, the city should adopt high standards for design, quality and aesthetics. Such high standards should apply to private developments and to public improvements and facilities as well.

Because the installation of public improvements and new facilities represents visible proof to residents of a conservation area that the area is going to have new status and prestige, these improvements should be given a high priority in scheduling. This will provide an incentive and encourage owners to rehabilitate their properties.

The city should encourage local financial institutions to form a special high-risk loan fund. This fund would make rehabilitation financing available to owner-occupants who, because of poor credit ratings or because of attitudes toward the area in which their property is located, cannot get loans through regular lending channels. If private lending institutions do not fill the need, the city should consider the use of local public funds for this purpose.

The State recently provided municipalities with a new tool to encourage property rehabilitation in conservation areas. Section 70.11(24) of the Wisconsin Statutes enables municipalities to give a property tax exemption on improvements of from \$200 to \$1,000 or 10 per cent of the value of the improved property for a period of five years. The property owner must apply to the Tax Commissioner for the exemption. The city of Milwaukee should promptly adopt an effectuating ordinance based upon this enabling legislation.

A field office should be established in each conservation area to provide a base of operations for the staff and a convenient place for property owners to obtain rehabilitation information and guidance. The Building Inspector's Office, the Health Department and other city agencies should assign personnel to the field office on a full or part-time basis as needed. The personnel assigned to the site office would receive day-to-day instructions from the Community Conservation Officer and technical direction from their regular supervisors.

The conservation staff will inevitably encounter some properties where physical rehabilitation cannot take place unless, or until, something is done about the way people occupy the property. Social referral services should be developed by the city with assistance from existing local social welfare agencies such as the Social Development Commission and the United Community Services.

There is a great need for substantial neighborhood citizen involvement in community conservation. Special efforts should be made to ascertain (a) how residents and businessmen in proposed conservation areas feel about the proposed renewal treatment, (b) what they consider to be desirable and undesirable features of their neighborhood or district, and (c) their desires relative to staying in or moving from the project area, should a project be actually initiated. It is additionally essential to determine the ability and willingness of property owners to invest in the improvement of their property. In order to identify these human needs and to sensitively transform them into positive renewal proposals, a continual liaison should be established between planners and the citizens who will be affected by proposed activities. This liaison, as the needs dictate, could be supplemented by validly prepared and conducted attitude surveys.

Citizen Participation. It is recommended that the city take the following steps:

Aid neighborhood citizen leadership in determining proper boundaries to the areas served by their organizations in order to achieve relatively stable, non-overlapping areas in which the residents are likely to agree on and work for common goals.

Give assistance to neighborhood organizations through guidance, consulting service, and technical aids. Consider providing additional expert guidance to neighborhood groups through utilization of United Community Services' organizational experience and professional skills.

Utilize all means to improve communications with citizen organizations with respect to all activities of the city which affect renewal neighborhoods. Consider establishing neighborhood information offices in existing public facilities such as libraries or schools to be staffed by renewal specialists.

Improve the representativeness of the Citizens' Planning and Urban Renewal Committee through careful selection of appointees to fill existing vacancies with special emphasis on securing representation from the public and parochial schools, minority groups, religious groups and the mass communications media.

Expand the Citizen Participation Subcommittee of the Citizens' Planning and Urban Renewal Committee to include automatically the president of each neighborhood organization.

Staff for Renewal. At the present time the City of Milwaukee has five active urban renewal projects in various stages of the renewal process. The Community Renewal Program is recommending that thirteen additional projects be initiated in the next six years. Eight of these recommended projects involve substantial clearance, and five are basically conservation with some clearance.

Based on the schedules of the existing projects and an assumed speed-up in the renewal process for the recommended projects, the city would still have at least ten projects underway at all times starting in about two years, twice the current number.

The city's renewal needs will not be met completely by the proposed program; however, relocation and market studies warn against a more ambitious program at this time. But, even this modest program cannot be realized without additional staff and consultants commensurate with the increased workload.

Conservation projects and the increased relocation workload resulting from both additional projects and services constitute the greatest staff needs. However, by doubling the number of projects underway within two years, additional staff and consultants will certainly be required for the Department of City Development and in certain divisions of related departments. Besides the areas of conservation and relocation, there are pressing staff needs for a public information officer and a systems engineer or at least a computer programmer.

Specific additional positions which are similar to existing positions will be filled as needed. However, where positions are required to perform duties not now existing, these positions should be authorized and filled as promptly as possible.

E. DATA BANK

Considerable information regarding the physical, social and economic characteristics of housing, neighborhoods and people is essential in the preparation of renewal plans and programs. Obtaining and analyzing all the necessary data for initial CRP preparation was an expensive and time-consuming task. In order to properly review the CRP on an annual basis and to have data for project planning purposes, this information must be kept current. To update the information in the same manner as it was originally obtained would be prohibitively costly.

It is believed, however, that much of the information gathered in preparing the CRP would be useful to many agencies of city government. It is also believed that existing city records, with some modifications, could be used to keep current the necessary data for renewal purposes. At the present time, the use of existing city records for renewal purposes is difficult because of differing identification and classification systems and the remoteness of these records from processing machinery and programs.

The Data Bank concept implies that city departments could alternatively contribute data and borrow data. The information produced in the course of the Department's own work could then achieve multi-purpose usefulness with potential reduction of total data gathering and an enrichment of all data resources through their interrelation.

Because of the increased research efficiency attainable with a data bank, the following items are recommended:

1. The Data Bank should include appropriate resources for the selection and analysis of information on an efficient, rapid basis — in other words, the system should be geared to electronic data processing.
2. A master identification conversion system should be developed which would permit the interrelating of punch card records presently identified by various types of addresses.
3. Effort should be made to establish a uniform classification system for building types, land uses, etc. based on the requirements of the participating agencies.
4. Procedures should be established whereby the data bank would be kept current by a systematic updating program.
5. Until a thorough analysis has been made of the data needs and resources of each city agency, no substantial final determinations or commitments should be made regarding the form of such a data bank.
6. Such further study should be made on a cooperative basis by the interested city agencies with coordination by an appropriate city agency.

F. STUDIES IN DEPTH

The preparation of Milwaukee's initial Community Renewal Program has been completed, based on the scope of the program as outlined by the city and approved by the Federal Government in 1961. The nature of the recommendations and the studies upon which the recommendations are founded comply with the consistent intentions of the city and the requirements of the federal government. The implementation of the program recommendations would result in considerable progress in blight elimination and prevention and substantial improvements in the renewal process.

The Community Renewal Program is, however, a continuing program and not final at any time. In order to further improve the understanding of the renewal needs and resources, the essential information should be kept current and certain additional studies undertaken.

While the impact of these additional studies on urban renewal could be substantial, their characteristics are such that other agencies would, in some instances, be in a better position to conduct these studies than the Department of City Development. Although most of the studies mentioned below were not considered appropriate in 1961 when the Community Renewal Program was initially conceived, the concept of the CRP has broadened to the extent that additional areas of study related to the public urban renewal program are considered desirable. In most instances additional CRP funds could be obtained from the Federal Government for these studies.

It is recommended that the city of Milwaukee consider conducting further analyses at the appropriate time pertaining to: urban renewal simulation models, social development, special problem housing, housing and building codes, property taxation and private investment, and use of city powers for purchase of structures outside of project areas.

Simulation Models. A major innovation of planning is the use of simulation models as an aid in planning and decision making. Milwaukee's Community Renewal Program did not make use of this technique in this phase of the program for two basic reasons: (1) the application of model simulation to city planning, while promising, is virtually untried, and (2) the Southeastern Wisconsin Regional Planning Commission is preparing regional simulation models of land use, transportation and the economy. By waiting until other cities have perfected simulation models for urban renewal and by waiting until the regional models are operative, Milwaukee should be able to prepare an effective urban renewal simulation model which can be properly related to the regional model. It is recommended that at the proper time, perhaps two years from now, a simulation model of community development be prepared which would enable the testing of planning and renewal decisions before the decisions are actually implemented. While the task of preparing such a model is substantial, by having the experience of other cities and the framework of the regional model, it appears feasible. In order to prepare a statistical model which accurately simulates Milwaukee's development, considerable data is necessary. The only realistic way of getting this data and keeping it current is a data bank system as recommended.

Social Development. Many sound recommendations have been made by various agencies regarding social development in Milwaukee. Certainly, many of these recommendations are worthy of activation without much additional study. However, there remains a need for a major program which would consider and relate the findings and recommendations of the other studies, and be much more all-inclusive and comprehensive.

In a report prepared at the request of the Department of City Development entitled "Social Services in Community Renewal", the United Community Services indicated that community renewal necessarily includes three different approaches to social relationships and social problems: rebuilding social relationships and developing means of communication in the areas of the city inhabited by minority groups; improving the individual social responsibility and communications in the older areas of the city; maintaining among families in new areas of the city the ability to effectively deal with social problems by making greater use of community resources.

Based on the comprehensive framework outlined above and the various social studies which already exist or are in process, a program should be developed which would provide direction for social services to most effectively meet the specific needs of: families affected by inadequate housing and a poor environment; families being relocated due to a public project; and families living in a conservation project.

Such a program should be developed under the auspices of the Social Development Commission with formal cooperation of governmental and social service agencies.

Special Problem Housing. Studies of residential blight and relocation have indicated a need for a better understanding of the housing needs of various types of families such as the relatively poor families, large families, the elderly, racial minorities, and some ethnic groups. It is recommended that a study of special problem housing be made which would identify the existing housing conditions of these groups, analyze the implications of their housing conditions, and formulate recommendations to improve the housing of these families.

Housing and Building Codes. A study of housing and building codes should be made which would consider the content of city building, housing, fire and sanitation codes; their administration and enforcement; and the relationship of these codes to the overall development of Milwaukee.

In addition, consideration should be given to the establishment of a *zoned* housing code. That is, a code which would vary the requirements area by area depending on the nature of housing. For example, it might be desirable to establish and enforce high housing code standards in new areas; medium standards in sound, stable older areas; and minimum standards of health and safety in areas where the structures have aged and deteriorated to the stage where their value would not justify large expenditures.

Property Taxation and Private Investment. There is a need for analysis of property taxation as a tool to constructively assist the community in its total development. The importance of undertaking a competent study of this type cannot be overemphasized in view of the widespread effects that property taxation has upon community growth and renewal. The study would evaluate existing tax abatement programs and the city's general property taxation system in terms of these effects. It would also recommend ways of improving the city's existing property taxation system.

Use of City Powers for Purchase of Structures Outside of Project Areas. Consideration should be given to the use of city funds for the purchase and elimination of structures outside of project areas which are (1) blighted, (2) non-conforming according to the zoning ordinance, (3) in areas needed for industrial expansion, (4) in areas designated for future public use where general acquisition has not commenced, or (5) in other ways presently or soon needed for public purposes. Before such action is taken, however, several questions must be resolved regarding the city's use of eminent domain, police power, land bank, tax delinquency property acquisition and other related powers.

COMMUNITY RENEWAL PROGRAM REPORTS

The following reports were prepared by consulting specialists for the Department of City Development, City of Milwaukee as supporting studies for the Community Renewal Program:

Land Absorption Study, City of Milwaukee, Community Renewal Program. Prepared for the Department of City Development, City of Milwaukee, by Real Estate Research Corporation, 123 pages.

City of Milwaukee Community Renewal Program, A Relocation Analysis. Prepared by Relocation and Management Associates, Inc., New York, 100 pages.

Non-Residential Blight Study. Prepared by Candeub, Fleissig and Associates, Planning Consultants, 28 pages plus maps, charts, and appendix.

Milwaukee's Financial Capability for Urban Renewal. A Report by the Office of the City Comptroller for the Department of City Development, 37 pages.

Citizen Participation in Community Development and Urban Renewal. Citizens' Governmental Research Bureau, Milwaukee, 165 pages.

Social Services in Community Renewal. United Community Services of Greater Milwaukee, Inc., 9 pages.

The following reports were prepared by the Department of City Development for the Community Renewal Program:

Milwaukee's Population, Trends, Characteristics and Projections. 58 pages plus appendix.

Milwaukee's Land Use. (to be published in July)

Urban Renewal Techniques. 51 pages.

Residential Blight Analysis. 75 pages plus separate appendix report.

Summary Analysis. Milwaukee's Community Renewal Program. 61 pages.

Projects and Objectives. Milwaukee's Community Renewal Program. 47 pages.

THE TECHNICAL ADVISORY COMMITTEE
of the
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The persons listed above have kindly contributed their services to the city as members of the Technical Advisory Committee of the Community Renewal Program. The Department of City Development expresses appreciation for the valuable assistance of the Committee.

The responsibility for the analyses, conclusions or recommendations does not rest with the Committee, but rather the responsibility is that of the participating agencies of city government, the consultants and, in the final analysis, the Department of City Development.

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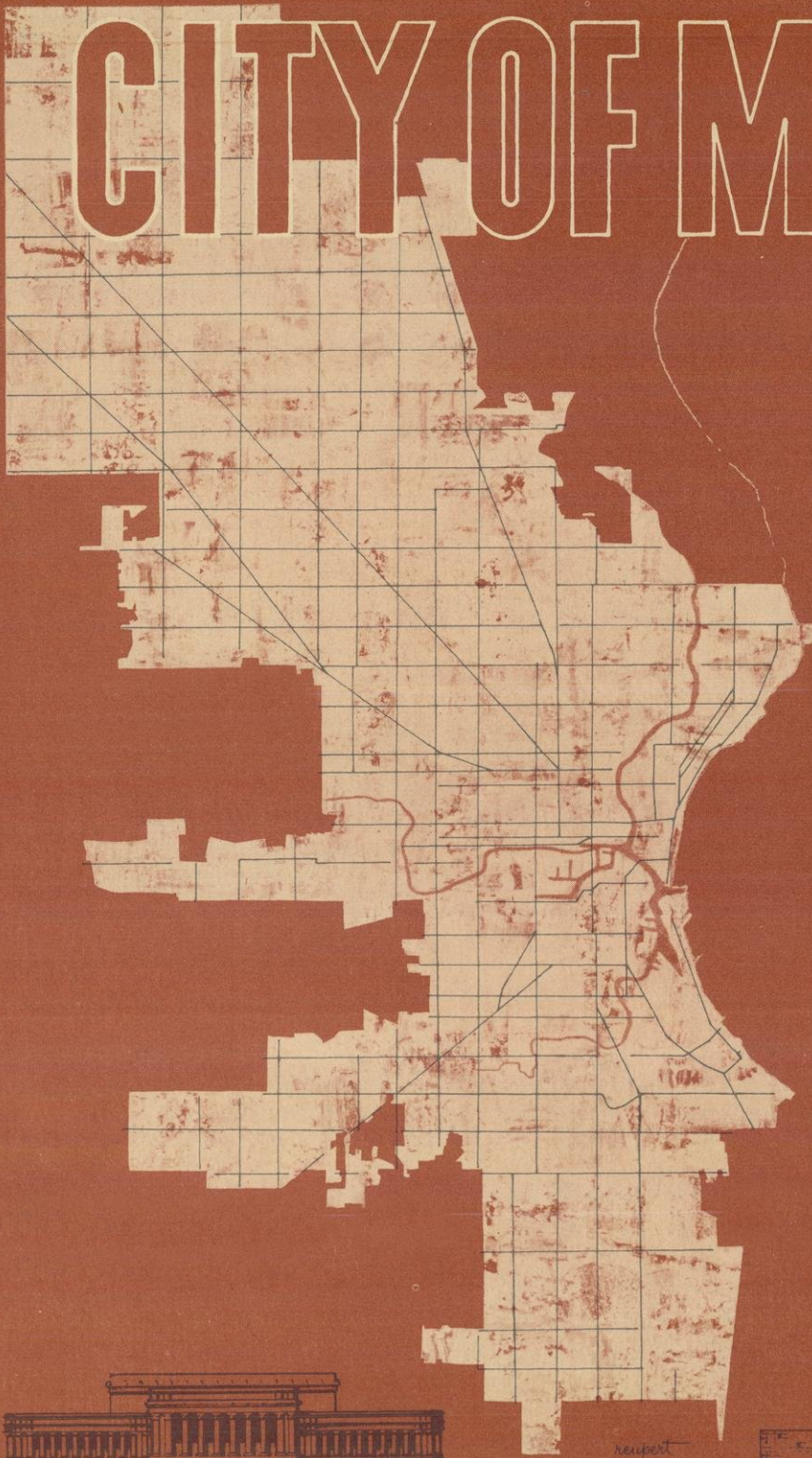








CITY OF MILWAUKEE



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