

Name of Exhibit:
**Narrative Exhibit E:
Neighborhood Narrative**

Applicant:
City of Milwaukee

Name of File:
NarrativeExhENEighNarrative

EXHIBIT E: NEIGHBORHOOD NARRATIVE

Neighborhood Data: The Westlawn neighborhood CNI boundaries include four census tracts, Milwaukee County Tracts 12, 13, 18 & 19, and part of census tracts 11 and 20. The north border is W. Mill Road, the south border is W Villard Avenue, the east border is N Sherman Boulevard, and the west border is N 76th Street.

Demographics: The estimated 2013 population is 12,756 persons, which includes 8,662 (68.7%) African-Americans, 1,812 (14.2%) whites, 1,585 (12.4%) Asians, and 503 (3.9%) Latinos. This compares to a City of Milwaukee breakdown as follows: 37% African-American, 38.9% white, 3.6% Asian and 17.3% Latino. Females comprised 55.8% of the neighborhood population and males 44.2. This compares to a Milwaukee City breakdown of 52.1% female and 47.9% male. Thirty-seven percent (37%) were under the age of 18 and 6.9% were 65 years of age or older. This compares to Milwaukee City with 26.9% under the age of 18 and 9.2% of the population who were 65 or older. Median household income in the Westlawn neighborhood ranges from \$23,382 (tract 18) to \$38,928 (tract 19), which compares to a Milwaukee City median of \$35,467. The median household income for the Westlawn development is only \$16,640, much lower than that of the overall Choice Neighborhood. The number of employed individuals is 5,901 compared with a total in the labor force of 7,382, indicating an unemployment rate of 20%, compared to the City's overall rate of 14%. The percentage of people whose income is below the poverty level ranges from 13% (tract 20) to 49.6% (tract 18), compared to 29.1% for the City of Milwaukee.

Crime: The Milwaukee Police Department (MPD) reports crime statistics by district. Westlawn is located in District 4, which includes the entire northwest side of the City, roughly 30% of the City. For the twelve months ending December 30, 2014, MPD reported 6,780 Group A offenses in the District or 71.9 per 1,000 residents. This compares to a citywide rate of 68.6 offenses per 1,000 residents. For the previous 12-month period (January 1, 2013 through December 30, 2013)

6,727 Group A offenses were reported in the District or 71.34 per 1,000 residents. The Citywide rate for 2013 was 72.9 offenses per 1,000 residents. (Source: Milwaukee Police Department). As the data indicates the incidences of crime in the Westlawn district has changed little over the two-year period while the overall rate of crime in the City is down slightly.

Schools: The Westlawn neighborhood includes five schools, two of which are in Westlawn Gardens: Browning Elementary, which is a public school through 5th grade, with 342 students, and Banner Preparatory, which is an alternative school for students referred by Milwaukee Public Schools (MPS), with 198 students. Browning, which is attached to the Silver Spring Neighborhood Center (SSNC) partners with SSNC on wraparound programming. . Kilbourn Elementary, another Milwaukee Public School, is in the Choice Neighborhood just south of the Westlawn Housing Development and has 264 students through 5th grade. Kluge Elementary (MPS) is located two blocks north of the Westlawn development and is a public school through 5th grade with 386 students. The fifth school in the Choice neighborhood was a school identified by MPS for improvement: Northwest Secondary School (6-12th) with 900 students. As part of their transformation plan, MPS closed Northwest as a failing school at the end of the 2012-2013 school year and replaced it with a high quality MPS charter middle/high school, Carmen School for Science and Technology.

Housing: As of 2013 there were an estimated 7,220 housing units in the Westlawn neighborhood, 41% of these were reported as owner-occupied and 59% were reported as renter-occupied. This compares with an overall owner-occupied rate of 43.7% in the City of Milwaukee. The neighborhood immediately surrounding the Westlawn Housing Development is primarily residential, with the exception of retail along its northern (Silver Spring Drive) and eastern (North 60th Street) borders. The residential areas are primarily single-family homes, with some smaller (2 to 16 unit) multi-family properties and a few larger (20+ unit) multi-family properties. The single family inventory is primarily made up of smaller homes built in the 1950s and 60s, with a few in-fills

and rebuilds from later years. Eighty-eight percent (88%) of the housing stock was built prior to 1980 and 66% was built prior to 1970. The inventory is generally in fair to good condition. Approximately 11% of the housing units were vacant as of 2013, which is nearly twice the rate found in Milwaukee County as a whole. In 2013 the median value of owner-occupied homes in the Westlawn neighborhood was estimated to be \$87,425. Eighty percent (80%) of the households in owner-occupied homes have resided in the home more than four years and 17% have resided in the home more than fourteen years. (*Source: 2009-2013 American Community Survey data*).

Housing Market: As of the January 31, 2015 there were 49 residential units on the market for sale within one-half mile of the Westlawn Housing Development. These homes ranged in price from \$5,000 to \$115,000 with a median price of \$45,000. The median asking price is approximately 10% higher than it was at the time of our last market update (July 2013). Typically the homes on the market are single-family, two or three bedroom, one-bath houses in the 1,000 to 1,200 square foot range with a detached garage. Most were constructed in the 1950s, with a few as early as the 1930s and as late as the 1970s. Of the 49 homes on the market, 18 (36.7%) were foreclosures. (*Source: Greater Milwaukee MLS*). The median asking price for homes on the market (\$45,000) is significantly lower than the median value of owner-occupied homes as reported by the Census Bureau (\$87,425), due in part to the effect that foreclosures and pre-foreclosures (including so-called "short-sales") continue to have on the for-sale market. As the number of foreclosures declines, we expect to see this gap narrow.

In Milwaukee County as a whole, the number of existing homes sold dropped by 2.7% from 2013 to 2014 but the average sales price increased 5.7% from \$141,588 to \$149,607. (*Source: Greater Milwaukee Association of Realtors*). The pace of sales is expected to pick up in 2015 and, in fact, December 2014 Metro-wide sales were 6.6% higher than the previous December.

Vacant Land: There is virtually no vacant land for development in the Westlawn

neighborhood, with the exception of some industrial land and HACM-owned land in Westlawn Gardens that is proposed for development as part of this Transformation Plan. However there are parcels available for, and in need of, redevelopment.

Foreclosures: Like most cities in America, Milwaukee is still grappling with the foreclosure crisis that began in the late 2000s. The good news is that the rate of foreclosures in Milwaukee has consistently been lower than the Nation as a whole and the number of new foreclosures in the city is down significantly. (*Corelogic* reported the foreclosure rate in Milwaukee at .95 percent in October, 2014, a 35% drop from one year earlier, and much lower than the nationwide rate of 1.52% for the same month). Having said that, approximately 1,200 homes in Milwaukee remain in City ownership and another 1,400 are bank-owned. Fortunately, the City has and continues to take firm actions to address this problem. In 2014 the City committed \$11.7 million for its Strong Neighborhoods Program with a goal of selling 350 homes in its inventory and demolishing another 300. (*Source: Milwaukee Journal Sentinel, "Milwaukee Struggles to Get Ahead on Foreclosures,"* April 4, 2014). While a good start, more resources will be needed to eliminate the backlog created by the nationwide housing crisis. The Westlawn neighborhood has 53 bank-owned foreclosures, 88 pending bank foreclosures, and 280 tax delinquent properties 54 are 2 years delinquent, which means they will foreclose this year unless paid; 181 are 1 year delinquent - but that will soon be 2 years delinquent if the 2014 taxes were not paid by January 31, 2015; and the remainder are at least 3 years delinquent.. This means at least 28% of the parcels in the neighborhood are tax delinquent, and that number will likely be higher when the 2014 delinquency figures are released. (Source: City of Milwaukee)

Neighborhood Description: The Westlawn neighborhood is over 1,900 acres and located approximately seven miles northwest of downtown Milwaukee. According to its residents, it is “ten minutes from everything”. Housing accounts for 35% of the area, followed by parks/forests (20%) public right-of-way (20%), and commercial/industrial (17%). There is an Army Reserve Center on

approximately 120 acres, with some buildings have been designated as surplus but not available for development. The original Westlawn public housing development contained 726 units on approximately 75 acres and was the largest public housing development in Wisconsin. Constructed in 1952, Westlawn was the third traditional low-income public housing development built in the city of Milwaukee. At the time of its construction in 1952 there were very few homes in the entire area surrounding Westlawn Housing Development. The neighborhood, in essence, grew up around Westlawn soon after it was built as part of the post-World War II boom. Over the years, the ethnic background of the neighborhood has changed. While primarily white when the neighborhood was built in the 1950s, in the 1970s whites began to relocate to suburbs and middle class African Americans began to move into the northwest side of Milwaukee to escape the central city.

Silver Spring Drive is one of several major east/west thoroughfares in the City of Milwaukee and is the main gateway to the neighborhood. Most of the retail serving the neighborhood is directly north of Westlawn along the north side of Silver Spring Drive, between North 60th and North 64th Streets, with additional including strip commercial along the north side of Silver Spring (AutoZone and McDonalds) just east of 60th Street and an Aldi's grocery store at the southwest corner of the neighborhood. While this store is a valued asset in the community, the fact is that this small grocery store cannot begin to meet the needs of the community with regard to the lack of fresh, healthy produce. Most of the retail in the area is occupied by local small businesses or franchises of national brands. The existing retail does not meet the community need and desire for a full service grocery store and other neighborhood serving retail. Prior to 2010, as shown in Attachment 22 (Pictures), the neighborhood, especially the retail strip along Silver Spring Drive, experienced significant disinvestment with little new capital being invested. In 2008, the Greater Mt. Sinai Church of God in Christ opened a new facility on North 60th Street across from Westlawn Gardens. In 2010, the Business Improvement District invested money into enhancements along Silver Spring Drive

including extensive landscaping, use of decorative paving and lighting, additional trees, fencing and signage. However, the catalyst for much of the other reinvestment into the neighborhood has been HACM's investment of more than \$75 million into the new units constructed on the eastern half of Westlawn, "Westlawn Gardens". Recently, the City has added bike lanes to Silver Spring Drive, providing more connectivity to the rest of the city and making it safer for those who use bikes, and Milwaukee County added two bus lines to provide better access to suburban jobs for Milwaukee residents. A previously dilapidated strip retail area on the southeast corner of 60th and Silver Spring with a reputation for the largest amount of drug sales in the city has been transformed into a more attractive AutoZone location with an improved façade and appearance. Also, the House of Corned Beef has invested in a previously boarded-up restaurant.

Housing Description and relationship to Neighborhood: Originally, Westlawn consisted of 726 units in 149 buildings with a unit size breakdown as follows: 181 1BR (24.93%); 326 2BR (44.90%); 181 3BR (24.93%) and 38 4BR (5.23%). Westlawn was constructed in the style of the day for large, family public housing communities in the 1940s and 1950s: monolithic and monochromatic barracks-style buildings arranged in a superblock style that isolated it from the rest of the neighborhood. The buildings became antiquated both in design and functionality. The development is severely distressed as demonstrated in Exhibit D. As stated previously, the neighborhood immediately surrounding Westlawn is primarily residential, with a large percentage of single family homes, some smaller (2 to 16 unit) multi-family properties and a few larger (20+ unit) multifamily properties. The single-family inventory is primarily made up of smaller homes built in the 1950s, with a few in-fills and rebuilds from later years. Very little of the inventory is vacant. There is a concern that foreclosures could hurt property values and lead to further disinvestment.

The Westlawn development itself has presented the biggest challenge to the neighborhood's health and stability, with its overwhelming and negative physical presence and its high concentration

of poverty and lack of racial/ethnic diversity. Many of the neighborhood residents, especially those to the south of the Westlawn Housing Development, perceive it as a problem for the neighborhood. In fact, portions of the southern boundary of the Westlawn Housing Development actually have barriers constructed dividing it from the surrounding neighborhood. In 2009, HACM went through a comprehensive planning process and adopted an overall master plan for the transformation of the property. Consistent with the recommendation from the market assessment, a decision was made to develop the eastern portion of the site first, to stabilize it and build the foundation for greater economic integration and the introduction of market rate housing on the western portion when developed. HACM received Low Income Housing Tax Credits (LIHTC) to develop 250 units on the eastern half. By the end of 2011, all of the existing residential buildings (332 units) on the eastern half of the property had been demolished and as of the end of 2012, construction had been completed on 250 replacement units, which are 100% occupied. The replacement units consisted of two three-story elevator buildings containing 47 units each (one restricted to seniors, 55 and older), and 156 units in various configurations of three-, four-, five- and six-unit buildings.

People Narrative: The demographics of the neighborhood are described above, and those of the current public housing residents are described in Exhibit H (People Strategy). In general, residents of the Westlawn Housing Development are primarily single female heads of household, with a higher percentage of African Americans (98% vs. 69% in the entire neighborhood). Westlawn households are also much poorer than the surrounding neighborhood, with a median household income of \$15,548 compared to between \$23-38,000 in the Westlawn neighborhood. Among the most important needs identified during the resident survey were: (1) better opportunities for jobs: only 46% of Westlawn households have employment income; (2) health – while many claimed connection to a regular doctor, they also reported a number of chronic health issues; (3) better educational options for their children;

The Westlawn Choice Neighborhood has a number of strengths and assets to build upon in the Transformation Plan:

- **Silver Spring Neighborhood Center:** The Silver Spring Neighborhood Center (SSNC) has been a stabilizing presence for Milwaukee’s northwest side and the Westlawn neighborhood since its founding as a settlement house in 1958. See full description in Exhibit I.4.
- **Growing Power:** Located five blocks east of Westlawn Gardens, this award-winning program is carrying out an innovative agenda of creating “community food systems” – producing healthy and affordable foods in urban environments. See full description in Exhibit I.4.
- **Milwaukee Job Corps:** The Job Corps site is located on twenty-five acres at 6665 N. 60th Street (60th and Green Tree Road), less than 1.5 miles from Westlawn Gardens. The Center, funded by the U.S. Department of Labor, provides free education and career technical training programs for young people ages 16 through 24. The Center is an important new resource to the neighborhood.
- **Comprehensive Job Center:** There are two Comprehensive Job Centers in the City of Milwaukee. The one closest to Westlawn is located at 1915 N. Dr. Martin Luther King Drive and is seven miles from the center of the Westlawn Choice Neighborhood
- **Transportation:** Westlawn is located on the major arterial of Silver Spring Drive and is well served by the Milwaukee County Transit System (MCTS) with three major bus routes passing thorough or adjacent to the development. These routes connect to many of the major employment hubs of the metropolitan area as well as the University of Wisconsin-Milwaukee campus and the Bayshore Regional Shopping Center to the east on Silver Spring Dr.
- **Carmen High School for Science and Technology:** In 2013-14, MPS closed the failing Northwest Secondary School and replicated an established, high quality charter middle and high school, Carmen, in the neighborhood. As described in Exhibit H, this will add a quality option for neighborhood children to bridge the transition from elementary school to college or career.

Name of Exhibit:

**Narrative Exhibit F:
Neighborhood Strategy**

Applicant:

City of Milwaukee

Name of File:

NarrativeExhFNeighStrategy

EXHIBIT F: NEIGHBORHOOD STRATEGY

F.1. Overall Neighborhood Transformation Strategy

The overall strategy for the Westlawn CNI Neighborhood builds on the existing neighborhood assets, relative expertise of the Principal Team Members and other partners, the existing transportation network and establishes the framework to provide diverse housing options, safety, high performance schools, high quality retail and community amenities to create a well-connected, sustainable neighborhood where people want to live, learn, work and recreate. The Redevelopment Authority of the City of Milwaukee used information about, and input from, residents, stakeholders, and private and public sector organizations to develop this strategic plan that builds on community assets. This Strategy is designed to revitalize the Westlawn neighborhood into a vibrant mixed-income, mixed-use community by reducing the concentration of poverty and lack of diversity, stabilizing the residential neighborhood, increasing median home sales prices, and to be a catalyst that will eliminate disinvestment and increase capital investment in the neighborhood. The Neighborhood Strategy consists of the following components:

Revitalize the Westlawn neighborhood into a vibrant mixed-income, mixed use community:

This will help to reduce the concentration of poverty and lack of diversity, stabilize the residential neighborhood, increase median home sales prices, and be a catalyst that will eliminate disinvestment and increase capital investment in the neighborhood.

- **Improve Retail Options:** Despite having a major east-west commercial corridor as a neighborhood asset, the mix of retail uses is limited and the residents would like to see a wider choice of goods and services in the immediate vicinity, including a grocery store, or small public market to provide fresh produce. RACM has been working on this goal with both HACM and Havenwoods Economic Development Corporation (HEDC) through its Business Improvement District, located north of Silver Spring Drive. HEDC is home to over 250 businesses and in partnership with the City

of Milwaukee's Healthy Neighborhoods Initiative, has a shared interest in facilitating improvements to the Silver Spring Dr. corridor and attracting a wider mix of businesses and services to the area.

In part, this will be accomplished through leveraging the revitalization of Westlawn as a catalyst-removing a significant impediment to quality retail development. It will also be accomplished by securing financing. For example IFF, a community development financial institution (CDFI) has funding available for healthy food access projects. RACM will work to partner with this funding source to attract prospective operators of a full service grocery store/small public market in the neighborhood. DCD will work to improve the physical condition of existing commercial retail along Silver Spring through the facade improvement program and has committed \$50,000 for a cluster pilot program which provides matching funds to businesses to renovate and improve the appearance of their buildings.

- **Leverage the retail commercial space on the Westlawn site:** Another component of the retail strategy is to leverage the retail development proposed in HACM facilities as part of the Westlawn site revitalization to incentivize the location of new retail commercial businesses along Silver Spring Dr. through favorable rent structures and/or other mechanisms. Mixed-use buildings are proposed along this corridor which will provide for retail commercial ground floor uses with residential uses above. These buildings offer flexible spaces that can be resized to meet the market and offer opportunities for live-work resident-owned businesses. In addition the Master Plan for the Westlawn site includes a parcel located at 60th and Silver Spring that is set aside for a grocery store/public market. The grocery store will be located on the first floor, with a demo kitchen and individual spaces for rent to small business owners. Development at this key location will have a highly visible and positive impact on both commercial and residential portions of the neighborhood.

- **Improve and stabilize housing:** This will help to reduce the concentration of poverty and lack of diversity, stabilize the neighborhood, increase median home sales prices, address foreclosures and

vacant lots, and be a catalyst to stem disinvestment and increase capital investment. In addition to the efforts identified in the Housing Strategy, the City is engaged in a number of activities described below, and is working with HACM and its co-partners to provide a comprehensive approach to maximize the positive effects of investment to improve housing in the neighborhood.

The Strong Neighborhoods Initiative is the City's comprehensive effort to address the impact of tax foreclosures and stabilize the neighborhoods. The initiative includes activities around foreclosure prevention, blight removal, neighborhood revitalization and vacant lot reuse. The City has committed \$2.3 million to help with acquisition of city-owned tax foreclosed properties for home ownership, transform vacant lots into neighborhood amenities and provide low interest loans to existing property owners for essential home repairs.

The Healthy Neighborhoods initiative (HNI) is a partnership between the City, HEDC, and the Greater Milwaukee Foundation to strategically revitalize neighborhoods by providing financial and home buying education, acquiring and rehabbing homes for sale to owner occupants, and working with various organizations, such as Rebuilding Milwaukee Together, to coordinate home repair assistance for elderly and disabled residents in the Westlawn neighborhood. HEDC will continue to host a financial literacy boot camp for potential homeowners needing assistance with credit, the home buying process, and budgeting.

HEDC will also be applying to become a designated Targeted Investment Neighborhood (TIN) within the proposed Choice Neighborhood, making rehab dollars and enhanced city services accessible. TINs implemented in the Choice neighborhood in the past led to \$900,000 in private home rehab investment.

- **Improve Neighborhood Amenities**

Transportation: Milwaukee County Transit System (MCTS) has expanded its transit service to provide better connections between residents of the City of Milwaukee and the suburbs. The

Department of Public Works (DPW) has also committed to resurfacing N. 60th St. from Florist to Mill Rd, at the cost of \$3.04 million. They will also be reconstructing N. 76th St from Grantosa to Florist, committing \$3.6 million toward that street project. Further, WE Energies, the regional energy service provider, will be investing \$989,000 to support a new natural gas and electric distribution system from 64th to 68th Street in the Westlawn Housing Development and installation of individual meters and resident paid utilities. In addition, WE Energies continues to upgrade services within the Westlawn CNI Neighborhood, including a \$1.3 million electric project in McGovern Park, a \$1.7 million electric project that runs through the CNI Neighborhood, and a \$1.8 million gas project on Silver Spring Dr.

• **Improve Parks:** There are 335.1 acres of County and State park land in the Westlawn CNI Neighborhood. While these parks are significant assets for the neighborhood, there are areas in need of improvement. Milwaukee County Parks will be upgrading and improving the existing basketball courts in McGovern Park, located on the east side of the CNI neighborhood. HEDC is working with the State to add a bike trail through the Havenwoods State Forest, on the north side of the CNI neighborhood. Growing Power is fundraising for a future five story vertical garden at its current location that will provide additional growing area for crops, educational facilities and a demonstration kitchen to further its mission as a local and national resource for learning about sustainable urban food production. Collectively, these amenities will improve the livability in the Westlawn Neighborhood. Additionally, at the Westlawn Housing Development, a water playground that will include a splash pad developed in response to repeated requests from residents for a pool will be constructed as part of this Transformation Plan.

• **Enable Tax Incremental Financing (TIF):** To date, the City of Milwaukee has used TIFs to finance approximately 65 economic development projects. The Department of City Development (DCD) will continue to explore the possibility of creating a tax increment district (TID) and a TIF

plan for the Westlawn neighborhood. With a TIF, as the city and/or developers make improvements in the district, the increase in property taxes will be dedicated to fund improvements in the District, thus allowing the CNI neighborhood to “self-fund” its continued improvement.

- **Reduce potential negative impacts of foreclosures in the Choice Neighborhood:** While Exhibit E shows that the rate of foreclosures in the neighborhood has slowed (only 6 vacant homes in December 2014), any foreclosure can have a devastating impact on a neighborhood and on property values and quality of life. Foreclosed homes can easily become an eyesore and a safety issue, and more than one foreclosure in an area can severely impact property values, and the perception of the neighborhood as a desirable place to invest. To prevent this, RACM will work to stabilize the residential portions of the Choice Neighborhood through collaboration with developers, including HACM, and non-profit organizations. Through its Homeownership Program HACM has bought, renovated and resold residences in the neighborhood as a proactive effort to prevent neighborhood deterioration, and will continue this process with the CNI grant.

- **Reduce and prevent crime:** RACM will work with HACM, MPD and Havenwoods Economic Development Corp. to create Neighborhood Watch groups and to implement other strategies to reduce and prevent local crime, as described in F.3 below. While enhanced city services and neighborhood management have been significant strategies for the transformation of the community, an additional layer of coordination has been added. The Community Prosecution Unit (CPU) is a consortium of city leaders, city department supervisors, lead organizing agencies, and social service agencies that is funded through a variety of sources. The consortium comes together weekly to implement plans to better serve the community. The CPU is addressing code violations, crime trends, quality of life issues, and assisting in the formation of neighborhood block watch groups in the Westlawn neighborhood.

Create cluster businesses: RACM will work to create cluster businesses surrounding the

fresh food initiative led by Growing Power, to promote activities that will serve residents, such as a weekly farmer's market or co-op for residents to sell produce from their community garden or other goods. RACM is including \$1m in the CCI budget for a revolving loan fund that is being matched with \$500,000 from the Wisconsin Women's Business Initiative, which provides support and assistance for small business development, continuation and expansion.

Build Community Spirit: Use community gardens and park projects as catalysts to build networks, create block clubs, increase resident participation in community activities and develop a positive community spirit. The KaBOOM! Park project described in Exhibit I is an example of the positive outcomes of this approach. The following is a summary of how these strategies will impact outcomes for the Neighborhood Strategy (crime outcomes are addressed in F3 below):

Outcome	Transform neighborhoods of poverty into sustainable mixed-income neighborhoods with access to well-functioning services, schools, public assets, transportation, and jobs
Needs Assessment Results	<ul style="list-style-type: none"> • Neighborhood currently has 32.8% of families with incomes below poverty • Neighborhood currently has 85% of residents who are racial/ethnic minorities • Neighborhood currently has 41% owner-occupied homes • Neighborhood currently has 53 bank- and 6 city- owned, vacant foreclosures • Median homes sales price of \$45,000 in CNI Neighborhood • Unemployment rate in CNI Neighborhood is 20% • There are currently 14 businesses/service providers located within one mile of geographic center of target area
Metrics and	<ul style="list-style-type: none"> • % of families with annual incomes below poverty (goal of 25%) • % of target area residents who are racial/ethnic minorities (goal is 80%)

Expected	<ul style="list-style-type: none"> • % of target area homes that are owner-occupied (goal is 48%)
Results	<ul style="list-style-type: none"> • Decrease foreclosures in neighborhood from 53 to 20 • Median home sales price (goal is to increase to by 20% to \$54,000) • Increase the # of businesses/service providers or help to facilitate the expansion of existing businesses located within the CNI neighborhood (goal is 4 additional amenities, including the grocery store/public market, representing a broader range than currently exists) • Increase recreational amenities within the neighborhood (goal is to build a water playground at Westlawn gardens, increase the number of pocket parks and community garden plots, and increase access to biking through a bike station and/or expanded bike routes) • # of commercial businesses receiving facade grants (goal is 4 existing commercial buildings) • Decrease neighborhood unemployment by working to increase employment of Westlawn Housing Development residents. • Rehab at least 50 homes in the Westlawn neighborhood and provide employment/training opportunities for the neighborhood residents

F.2 Critical Community Improvements Plan

Critical community improvements that the City intends to fund with Choice Neighborhoods grant funds consist of four general strategies: 1) financing for commercial and economic development projects, which includes a commercial and small business support revolving loan fund, 2) Healthy Neighborhoods activities, 3) housing stabilization program, and 4) Placemaking projects, which include a water playground that is being developed in response to residents’ repeated requests for a

pool. These initiatives are described in more detail below.

1. Financing for Commercial and Economic Development Projects

Retail development:

One of the largest needs and goals for the neighborhood is improving the quality and type of retail options available to the Westlawn CNI neighborhood. The transformation of Westlawn Gardens has already served as the catalyst to transform a previously dilapidated commercial development on the southeast corner of N. 60th St and Silver Spring, with a reputation for drug sales, into a more attractive AutoZone with an improved facade and appearance.

Retail facade, landscaping and streetscape grants: Efforts to continue to enhance the appearance of existing retail businesses and provide/attract high quality retail tenants will be achieved through the Silver Spring Facade Cluster program. HEDCs neighborhood's Resident Advisory Committee has targeted the Silver Spring Drive Retail as a neighborhood improvement project to improve the blighted retail corridor. HEDC has committed \$40,000, and DCD committed \$50,000 for a pilot program to provide matching funds to commercial property/business owners within the CNI neighborhood. The CCI budget includes \$300,000 of leveraged funds to complement the HEDC and DCD initiatives.

Development of Retail Spaces

The CCI budget includes \$1,620,000 for the development of retail spaces, and the Milwaukee Economic Development Corporation has committed \$2.5 million of their \$28 million allocation to assist in financing the retail space that will be developed on the Westlawn Housing Development. As noted in the Phasing Diagram (Attachment 39) first floor retail space will be developed along Silver Spring and 60th Street. This leveraging will allow RACM and HACM to improve retail options for the neighborhood and to provide additional incentives for other property owners to improve the quality of the retail and to upgrade their properties.

One of the specific retail services that has been requested by the residents of the Westlawn CNI neighborhood is a grocery store, or small scale public market that provides fresh food options. Even though Growing Power, which helps develop local healthy food programs, is one of the greatest assets in the Westlawn CNI Neighborhood it does not provide a retail outlet. . To address this deficiency the Westlawn Gardens master plan, identified a site for a 10 – 15,000 square foot grocery store/public market at the corner of 60th and Silver Spring Dr. RACM will work with a private developer to develop and construct the grocery store. It is anticipated that the building shell (ready for equipment and furnished build-out) will cost between \$1,000,000 and \$1,500,000, which is included in the CCI budget.

Commercial and Small Business Support

The CCI budget includes \$1,000,000 for commercial and economic development activities, including a revolving loan fund to provide additional resources to support the creation, maintenance, and expansion of businesses. The \$1,000,000 revolving loan fund includes a \$500,000 match from the Wisconsin Women’s Business Initiatives Corporation (WWBIC), which will administer the loan. WWBIC is an experienced, long-term partner of the City of Milwaukee and is also a Community Development Financial Institution. Since WWBIC was incorporated in 1987, they have loaned over \$34.7 million to 3,500 business owners, including four loans totaling \$120,000 in the Westlawn neighborhood during the past 3 years, helped entrepreneurs create and retain over 8,000 jobs and assisted 50,000 clients with business training and other services

2. Healthy Neighborhoods

The Healthy Neighborhoods Initiative is a partnership between the City of Milwaukee, HEDC, the Greater Milwaukee Foundation, and participating neighborhoods to promote positive images of City neighborhoods, improve housing stock, and build residents’ capacity to impact positive change in their neighborhoods. DCD is providing \$450,000 for the Health Neighborhoods Initiative.

3. Housing Stabilization Program

The CNI budget also includes \$180,000 for foreclosure/loan assistance that will be leveraged with \$2.3 million of City funds to implement foreclosure mitigation strategies and acquire/rehab foreclosed properties in the Westlawn neighborhood. These foreclosure mitigation strategies include training and mobilization of certified housing counselors, principal reduction, and other loan workout strategies aimed at preventing foreclosure before it happens, as well as partnering with banks and loan servicers to acquire and rehab bank-owned foreclosure properties.

4. Placemaking Projects

Residents of Westlawn would like additional outdoor amenity space and have repeatedly requested a pool. A Kaboom! Park has already been constructed along with a community garden, but there currently is no pool in the Westlawn neighborhood. There are many benefits to water play and a splash pad for will provide a fun high-energy activity for children and adults, and will be a gathering place for families throughout the community. The CCI budget includes \$400,000 for a water playground.

F.3 Public Safety Strategy

The Westlawn Housing Development is described by the Milwaukee Police Department (MPD) as an “island of tranquility” when analyzing crime incidents. As outlined in attachment 36, the three-year average for Part I Violent Crimes in the precinct/PSA (MPD District 4) for years 2011-2013 is 9.33 per 1,000 persons, compared to 12.76 for the entire City of Milwaukee. The most problematic area is east of the Westlawn Housing Development (in census tract 19) and just to the north.

Baseline and Expected Results: The recent survey of Westlawn residents indicates that 75% (182/244) feel the neighborhood is safe/very safe and 68% (117/172) of the residents are comfortable with allowing their children to play outside. 45% (110/245) of the residents responding indicate that they (as in many neighborhoods) felt a bit more uncomfortable walking alone at night. Most of the

real and perceived safety problems of residents will be addressed with the new development on the Westlawn site, since the design incorporates Crime Prevention Through Environmental Design (CPTED) principles (better lighting, open view of public spaces, strategic placement of shrubs/trees, direct access to dwellings, etc.), an evidence-based approach.

In the next 5 years, the Westlawn CNI effort intends to reduce the violent crime rate in the CNI neighborhood (as opposed to the entire District 4). The MPD and HACM Public Safety Department will accelerate efforts to connect Westlawn residents with those in the surrounding neighborhood and forge a more robust relationship with area retailers. In addition, we plan to increase the number of those who feel safe or very safe in their neighborhood from 75% to 85%.

Specific Activities: HACM has placed a high value on resident safety through a substantial investment in its Public Safety Department and its strong connection to, and collaborative efforts with, the MPD and the Milwaukee County Sheriff Department (MCSO). HACM has already started meeting with MPD to increase the level of beat patrols directly in the Westlawn neighborhood, especially during summer months. At its own expense, HACM has also provided additional bikes for beat patrol officers to allow them to spend more time in and around the Westlawn development. Community policing efforts, such as beat patrols, are an evidence-based strategy to decrease crime, and to improve community relations with police and to enhance the knowledge and intelligence that the MPD has of the community. At the neighborhood level, the Westlawn Resident Council and the new lease addendum will make it clear to residents that violence or other disorderly conduct is not acceptable in the new development. HACM will incorporate specific behavioral guidelines within the lease addendum and resident handbook which will clearly describe community standards to new residents. HACM's Public Safety officers do not have arrest powers but are able to respond to resident concerns 24/7. Public Safety staff get to know the residents, and are able to collect intelligence about potential criminal and disruptive activity in a non-threatening manner and then

share information with the MPD and/or the MCSD. For example, in 2009, HACM's Public Safety officers gathered "soft" intelligence about criminal activity bordering a public housing community from PHA residents. That information contributed to a Milwaukee High Intensity Drug Trafficking Area (HIDTA) sting. The end result was the arrest and conviction of 18 high-profile, violent, gang members. During the period of this grant, HACM public safety staff will continue this intelligence-gathering and coordination activity to supplement and enhance the efforts of MPD and MCSD. We will also work closely with MPD and neighborhood residents to assist in creating Neighborhood Watch groups as described below to help in monitoring and reporting incidents of crime.

F.4 Alignment with Existing Efforts

The Westlawn Transformation Plan is fully aligned with the City's Area Plans, the City's recently submitted Promise Zone application, Business Improvement District #31, the Silver Spring Action Plan, the Healthy Neighborhood Initiative, and is located within the Milwaukee Police District #4 Community Prosecution Unit boundary. The City's Area Plans were adopted by the Milwaukee Common Council as part of the City of Milwaukee's Department of City Development's (DCD) effort to formulate and implement planning recommendations for every neighborhood in Milwaukee. The Northwest Area Plan, which includes the northern portion of the CNI neighborhood was created after gathering information, analyzing other plans, interviewing community stakeholders, completing a community survey, and finalizing a market analysis that indicated a number of important trends relative to the Neighborhood Transformation Plan. Among the trends noted in the plan were a growing need for multifamily housing, and specifically the need for affordable rental housing. Many of the Plan's recommendations are reflected in the Westlawn Transformation Plan: more green and sustainable building, more vibrant and customer-friendly commercial corridors, and more walkable neighborhoods. The West Side Area Plan, which includes the southern portion of the CNI neighborhood, and the Westlawn site, cites the redevelopment of Westlawn as one of several

“catalytic projects” for the West Side area and backs it fully. It was chosen as a catalytic project for its ability to have a large, positive impact on the immediate and surrounding area in terms of job creation and other improvements to quality of life, its potential to leverage investments in the area and add long-term value to the property tax base, and its demonstrated partnerships between private sector businesses and community-based organizations.

ReFresh Milwaukee is a new strategic plan created by the Office of Environmental Sustainability for the City of Milwaukee to develop a sound environmental, economic and socially sustainable future for the community. The plan aims to implement sustainable projects and encourage citizens and businesses to engage in solutions that are economically, environmentally, and socially smart for our community. Many of the strategies outlined in the plan under sustainable building, including food systems (community gardens and fresh food access), resource recovery (composting), and water (storm water management) have been incorporated into the Westlawn Transformation Plan.

In addition to this alignment with broader planning goals for the larger community, the Westlawn Transformation Plan also reflects RACM’s collaborative work with both the City and the Havenwoods Economic Development Corporation, and the Plan’s alignment with their initiatives to address retail/business development and infrastructure, and expand employment opportunities in the immediate Westlawn area. The revitalized Westlawn will complement many of these other efforts in the target neighborhood, including \$1.2 million invested through the Havenwoods Economic Development Corporation for streetscaping, lighting, and facade improvements on Silver Spring Dr.(along Westlawn’s northern border), \$1.5 million of improvements to the Silver Terrace shopping center located at 58th and Silver Spring Dr. (2 blocks east of Westlawn), a \$13 million investment by the Milwaukee Metropolitan Sewerage District to reduce the flood risk for Westlawn, the new Autozone located across the street from Westlawn, and the continued efforts of the City of Milwaukee Department of City Development to ensure continued homeownership in the community.

F.5 Design

The design of a revitalized Westlawn is the result of an extensive and inclusive planning process, led by the nationally recognized design firm, Torti Gallas and Partners, working with two other design firms, Kindness Architecture + Planning and Entelechy. HACM and Torti Gallas led numerous planning meetings and charrettes with residents of Westlawn and the broader community. This cooperative effort combined firsthand knowledge of the community's physical history, opportunities and challenges with proven design skill and development expertise, producing a physical design that both emphasizes the principles of New Urbanism and reflects the best characteristics of traditional Milwaukee neighborhoods. Key components of the physical plan include:

- A mix of housing types, sizes and prices to match a variety of lifestyles with unit designs that are consistent with a Milwaukee vernacular and contemporary styles;
- A mix of people with a wide range of incomes, ages, ethnicities and abilities;
- A mix of uses, including housing, management, maintenance, and community supportive services, and retail uses.
- Densities and housing typologies that are consistent with the surrounding community and the site's location along a major arterial street with public transportation, and that are constructed to be sensitive to the historic vernacular character of the city;
- Plans that allow increasingly self-sufficient residents to buy homes in their community;
- Interconnected streets, community facilities and public open spaces that foster neighborhood connections, that address safety and security issues, and that better connect the neighborhood to its surroundings.
- High quality design and construction of replacement housing to market standards with no physical distinction between rental and for-sale housing at any income level;

Design that blends into and enriches the neighborhood and appeals to intended market segments. The site plan includes a series of new streets that connect with the surrounding grid, and residentially-scaled blocks, defined by apartments and homes with street-facing front doors, stoops, porches and defined front and back yards, like the community that surrounds the Westlawn site. The plan also includes a bioswale network that integrates Westlawn into its surroundings in a more complete and regular fashion. The homes have been designed to reflect the architectural traditions of Milwaukee and Southeastern Wisconsin, while also introducing more contemporary elements suggested by residents and city planners during the participatory design process. Particular care has been given to design homes to reflect individual character, style, diversity and massing that appeal to the local housing market. The interiors provide ample living spaces, modern appliances and energy efficient systems and materials that facilitate contemporary living.

Compact, pedestrian-friendly site plan. The plan includes a series of new streets that connect Westlawn to the surrounding street grid. The new streets create a block framework that complements the one- and two-story housing structures, with doors, porches and stoops facing the street and clearly defined front and back yards. A harmonious scale to the street frontage is created through variety in massing and detailing, promoting “pride of ownership” in the home and neighborhood for renters and homeowners. Streetscapes will be safe, pleasant, and pedestrian friendly, with a network of sidewalks and paths shaded by street trees. The site plan is compact and walkable, including a mix of uses – different housing types, open and recreational spaces, community gardens, service-provider offices, and some retail along the bordering streets.

Opportunities for recreation and gathering. New community open spaces will be added in several areas as part of the reconfiguration of Westlawn. They are well-defined and of a manageable size, and configured so that nearby residents can easily keep an eye on activity there. These spaces will be programmed for a variety of passive and active recreational uses for community residents of

all ages and abilities, including parks, tot lots, ball fields and courts.

Defensible space. The revitalization plan creates defensible space throughout the neighborhood with all building entrances fronting the street and providing “eyes on the street” for increased security. All front and back yard spaces are associated with particular individual units, and parking is located adjacent to the unit versus in centralized lots. Sidewalks and streets will be well-lit. All new open and community spaces are easily supervised by nearby residential units, with windows facing out on the new spaces for easy monitoring of activity.

Landscape elements. The Westlawn plan includes saving as many of the existing, mature trees as possible. Where no trees exist, new low-maintenance, native, deciduous shade trees will be planted along neighborhood streets and open spaces to achieve energy efficient shading in warmer weather. Yard landscaping will incorporate attractive, low-maintenance, native plant materials that control storm water run-off, minimizing impervious surfaces. The bio-swale and rain garden elements of the storm water management strategy are key landscape features that also enhance and form microclimates. Access to the new community garden at Westlawn Gardens will provide opportunities for residents to participate in growing their own food.