

**Examining Neighborhood Dynamics for Sustainable Development Initiatives:
A Community Assessment of Selected Milwaukee Neighborhoods**

By

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I- Introduction

A. Purpose of Community Assessment

The following analysis represents a Community Assessment Audit of selected neighborhoods located in Milwaukee's central city. The assessment audit has been prepared for the M-7 Community Development Corporation, Inc. and it has been designed to identify and describe a wide range of factors that can, positively or negatively, impact broad-based community development initiatives in the area. The changing condition of the area's well-being is examined and compared to other areas of the city as well as to the city as a whole. Changes in the demographic and socioeconomic composition of neighborhoods are examined as well as the neighborhoods' housing conditions including housing values and housing tenure. In addition, patterns of land uses are described and modeled in order to gain a better understanding of the area's built environment.

Identification of strategic planning and community development initiatives is offered as well as an inventory of public resources including community organizations, schools, and food programs. The level of distress of the area is assessed by adding to the analysis of poverty and unemployment other factors such as the incidence of crime and its spatial patterns of change. Finally, economic information regarding a job seeker profile of central cities residents is offered. The audit identifies resources that can be tapped to aid in the planning, organization, and implementation of development initiatives. These resources and constraints will subsequently inform the identification of strategies to achieve development goals and objectives.

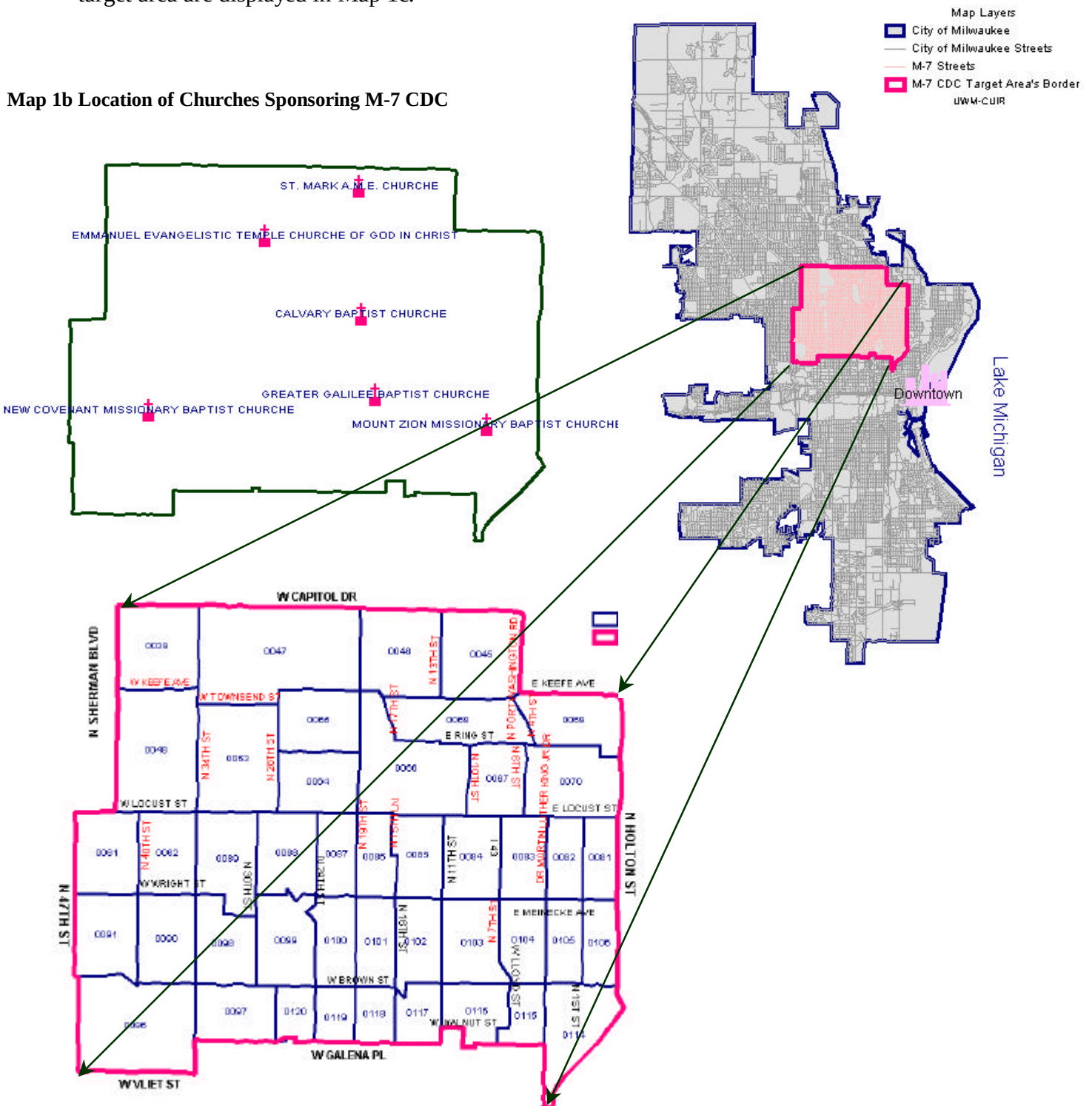
B. Target Area

The M-7's target area is located in the near north side of the City of Milwaukee (See Map 1a), roughly bounded by W Capitol Dr on north, N Holton St on the east' W Galena Pl on south,

and N 47th St on the west. The location of churches that comprise the M-7 Community Development Corporation Inc. is presented in Map 1b) and other reasons established by the M-7 CDC were the main criteria in the definition of boundaries. The census tracts that constitute the target area are displayed in Map 1c.

Map 1a. Location of M-7 Target Area in Milwaukee

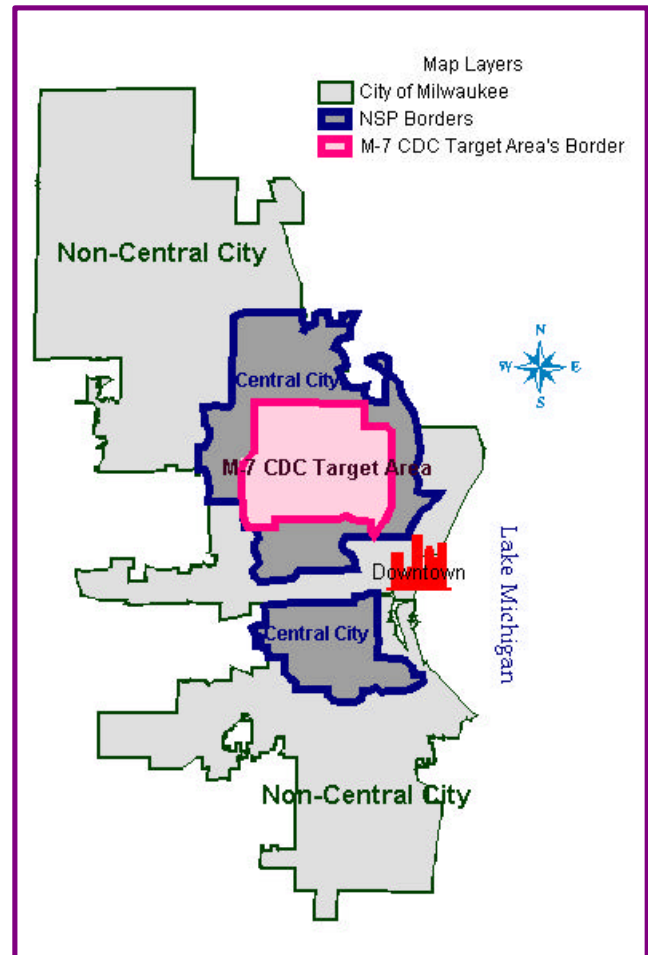
Map 1b Location of Churches Sponsoring M-7 CDC



C. Methods and Sources of Data

Demographic and statistical methods are combined with graphical and mapping techniques in order to describe and spatially model social, economic, and physical conditions of neighborhoods located in the M-7 target area. Information regarding the M-7 area's neighborhoods is presented using census tracts¹ since they are generally accepted by urban specialists as "reasonably accurate approximations of the concept of a "neighborhood"². When the availability of information allows, data is presented for multiple years in order to identify patterns of change over time across the M-7 area's neighborhoods. Census tract data have been aggregated in order to compare the M-7 target area with other areas of the city. Figures for the M-7 area will be compared to those of the central city³, for the areas of the city outside the central city (non-central city), and to the city as a whole (See map 2).

Map 2. Areas for Comparative Analysis



¹ Census tracts are small, relatively permanent areas into which metropolitan and certain other areas are divided for the purpose of gathering demographic information for the decennial census. When census tracts are established, they are designed to be homogeneous with respect to population characteristics, economic status, and living conditions. Tracts generally have between 2,500 and 8,000 residents.

² Douglas S Massey and Nancy A. Denton. 1993. *American Apartheid: Segregation and the Making of the Underclass*. Cambridge, MA: Harvard University Press (p. 62). See also Michael J. White. 1989. *American Neighborhoods and Residential Differentiation*. New York: Russell Sage Foundation (pp. 18-20).

³ Central-city is geographically defined using as a reference the Milwaukee Department of City Development's strategic planning neighborhoods. Based on the neighborhoods' socioeconomic status and their need for governmental assistance, they have been chosen to participate in the Community Development Block Grant initiatives.

Mapping techniques were employed through geographic information systems (GIS) for various purposes. Topographically Integrated Geographic Encoding and Referencing system (TIGER) Line files from the U.S. Census Bureau⁴ were used to create an electronic map of the target area's census tracts and streets. Then, thematic maps were designed to provide readers with a graphic representation of data gathered at the census tract level allowing identification of spatial patterns across the M-7 area's neighborhoods. Also thematic maps at the parcel level were designed in order to analyze, identify, and depict land use patterns across the area's parcels. Parcel level maps were produced, using current data from the Milwaukee Property File (MPROP)⁵ and the Milwaukee Land Use Base Map⁶, to depict land uses data for M-7 area. Various land use categories such as residential, commercial, and manufacturing were created and displayed for each parcel using different colors and symbols in order to provide readers with a snapshot of the area's built environment. A geocoding procedure was also undertaken in order to display the locations of various sites relevant to the study.

An inventory of public resources including community organizations, schools, and food programs is presented as well as identification of strategic planning and community development initiatives. Also a job seeker profile of central city residents is provided using information from the Job Seeker Survey conducted by the UWM Employment and Training Institute⁷

Demographic and socioeconomic data came from the 1990 U.S. Census of Population and Housing-Summary Tape Files (STF3)⁸ and 1970 and 1980 census data from the Inter-university

⁴ US Census Bureau. 1995. Topographically Integrated Geographic Encoding and Referencing system (TIGER) Line/files.

⁵ City of Milwaukee-Department of City Development. 1995. *The Milwaukee Property File (MPROP)*. Milwaukee, WI

⁶ City of Milwaukee-Department of City Development. *The Milwaukee Base Maps Files*. Milwaukee, WI

⁷ Job Seeker Survey. UWM Employment and Training Institute, October 1995.

⁸ U.S. Census Bureau. 1990. *Census of Population and Housing*. Summary Tape Files-3 (STF1-1)

Consortium for Political and Social Research-Census of Population and Housing, 1970 and 1980⁹. Data on housing came from the Milwaukee Department of City Development while data on crime came from the Non-Profit Center of Milwaukee. Information on community organizations in the M-7 area came from the Non-profit Center of Milwaukee. Information on food systems came from the Hunger Task Force of Milwaukee and UWM-Center for Urban Initiatives and Research. Finally, information on strategic planning initiatives came from the City of Milwaukee Community Development Block Grant (CDBG) Administration.

⁹ Terry K Adams 1992. *Census of Population and Housing, 1970 and 1980*. Ann Arbor, MI: Inter-university Consortium for Political and Social Research

II- Recent Demographic and Socioeconomic Changes

A. Population and Race

During recent decades the City of Milwaukee has experienced a loss in its total population that dropped from 717,124 in 1970 to 628,164 in 1990. Some of the city's patterns of population decline can be observed in the M-7 area. As data in table 1 show, most census tracts in the M-7 area experienced population declines that reduced the area's total population from 142,322 in 1970 to 110,945 in 1990. This is a reduction of 22 % from the area's total population in 1970. It should be noticed in table 1, that this reduction is higher than that of the central city (-13 % change), the non-central city (-12 %), and the city as a whole (-12 %).

In terms of its racial and ethnic composition the City of Milwaukee has experienced important transformations during the last two decades. While the African-American population increased from 104,688 in 1970 to 191,778 in 1990 (83 % increase), the white population decreased from 606,272 in 1970 to 397,895, a 34 % decrease. As data in table 2 show, most census tracts in the M-7 area lost white and African-American population. The white loses are far greater, however. All but one census tracts (tract 114) in the M-7 area lost white population, while many M-7 area census tracts experienced increases in their African-American population. For instance, tracts 39 and 96 increased African-American population from 29 persons in 1970 to 2,580 in 1990 and from 38 persons in 1970 to 2,599 in 1990, respectively. In table 2, it is also evident that while all areas of the city experienced decline in their white population, all areas also experienced increased in their African-American population. In spatial terms it means that the African-American population has increased its presence in all areas of the city, although, this group remains spatially concentrated in the north-side areas of the city with a patterns of dispersion toward the north-west section of the city (See maps 3a, 3b, and 3c).

Since the most recent census data on race and ethnicity date from the year 1990, demographic statistics were obtained for the year 1995 from Milwaukee Public Schools (MPS) in order to provide a more recent picture of the area's racial and ethnic composition. The racial and ethnic background of students attending public schools located in the M-7 target area were computed by grade and racial/ethnic background for the years 1990 and 1995. Bar-graphs and tables were produced to depict the racial and ethnic composition of schools for the years 1990 and 1995 for the total area (See Figures 1 and 2) and also for each school in the M-7 area (See Addendum A). Results in figures 1 and 2 show that from 1990 to 1995, the area remained predominantly inhabited by African-American population. The same pattern can be observed in addendum A where residential data of students for individual schools is provided. Note, however, that except for an increase in the Asian student population, there was an overall decrease in the student population of all other races including the African-American population.

Table 1
Population Change 1970-1990
(Universe: All Persons)

Census Tract	1990 Population	1980 Population	1970 Population	% Change
0039	3,049	2,979	2,930	04
0045	3,440	3,628	3,936	-13
0046	3,593	3,955	4,309	-17
0047	5,371	5,710	6,098	-11
0048	4,695	4,422	4,335	08
0061	2,739	2,600	2,682	02
0062	3,817	3,715	3,670	04
0063	3,675	3,764	3,493	05
0064	3,868	4,162	4,865	-21
0065	3,675	4,128	4,679	-22
0066	4,570	5,210	6,630	-31
0067	2,384	2,392	3,025	-21
0068	3,798	4,132	5,215	-27
0069	3,418	3,854	4,172	-18
0070	4,150	4,269	5,113	-19
0081	1,959	2,044	2,612	-25
0082	1,505	1,700	1,643	-08
0083	1,857	1,864	3,112	-40
0084	2,068	2,192	3,213	-36
0085	1,855	2,210	2,863	-35
0086	2,462	2,733	3,495	-30
0087	2,410	2,705	3,311	-27
0088	3,337	3,761	4,050	-18
0089	2,460	2,559	2,799	-12
0090	3,837	3,379	3,840	0
0091	3,106	2,722	2,928	06
0096	3,501	3,365	3,708	-06
0097	2,993	3,224	3,971	-24
0098	2,414	2,562	2,837	-15
0099	2,707	3,186	4,008	-33
0100	1,407	1,559	2,361	-40
0101	1,413	1,642	2,281	-38
0102	1,329	1,629	2,599	-49
0103	1,042	1,121	2,105	-51
0104	1,140	1,142	2,847	-60
0105	1,380	1,395	2,212	-38
0106	1,811	1,870	2,782	-35
0114	407	622	989	-59
0115	503	549	1,106	-55
0116	1,777	1,744	1,835	-03
0117	475	688	1,340	-65
0118	1,104	1,045	1,976	-44
0119	1,206	1,058	2,085	-42
0120	1,238	1,386	2,252	-45
Area Total	110,945	116,576	142,322	-22
Central City Total	327,636	320,485	376,871	-13
Non-Central City Total	300,528	315,725	340,253	-12
City Total	628,164	636,210	717,124	-12

Table 2
Black and White Population 1970-1990
(Universe: All Persons)

Census Tract	1990 Black	1980 Black	1970 Black	% Change	1990 White	1980 White	1970 White	% Change
0039	2,580	1,695	29	8,796	426	1,235	2,901	-85
0045	3,314	3,391	2,896	14	118	193	1,019	-88
0046	3,430	3,782	3,504	-02	72	149	747	-90
0047	5,155	5,383	4,123	25	90	297	1,971	-95
0048	3,937	2,412	91	4,226	699	1,853	4,244	-84
0061	1,664	648	33	4,942	982	1,902	2,649	-63
0062	3,172	2,117	0	*	634	1,506	3,670	-83
0063	3,520	3,350	1,291	173	99	378	2,166	-95
0064	3,795	3,938	3,563	07	59	218	1,294	-95
0065	3,650	3,948	3,644	0	25	150	1,001	-98
0066	4,466	5,051	6,243	-29	74	123	372	-80
0067	2,340	2,326	2,869	-18	44	66	151	-71
0068	3,682	4,003	4,796	-23	26	123	415	-94
0069	3,061	3,380	2,675	14	206	353	1,484	-86
0070	3,629	3,628	3,281	11	304	553	1,808	-83
0081	1,433	1,412	1,892	-24	307	564	673	-54
0082	1,385	1,542	1,508	-08	29	134	135	-79
0083	1,846	1,846	2,940	-37	11	18	172	-94
0084	2,010	2,164	3,124	-36	6	7	81	-93
0085	1,839	2,161	2,685	-31	16	49	172	-91
0086	2,431	2,706	3,257	-25	10	27	81	-88
0087	2,215	2,603	2,946	-25	103	86	172	-40
0088	3,265	3,501	2,458	33	58	248	1,505	-96
0089	2,222	2,014	209	963	169	478	2,471	-93
0090	3,222	1,524	0	*	425	1691	3,798	-89
0091	2,145	576	NA	*	808	2030	2,848	-72
0096	2,599	834	38	6,740	699	2230	3,583	-81
0097	2,329	1,956	206	1,031	229	1085	3,592	-92
0098	2,185	1,613	175	1,249	127	896	2,538	-95
0099	2,499	2,620	1,594	57	171	545	2,306	-93
0100	1,289	1,503	1,909	-33	56	56	379	-85
0101	1,386	1,607	2,217	38	27	35	64	-58
0102	1,325	1,525	2,497	-47	0	75	102	-100
0103	1,034	1,094	2,045	-49	8	25	60	-87
0104	1,084	1,065	2,717	-60	17	77	130	-87
0105	1,316	1,303	1,940	-32	40	41	251	-84
0106	1,165	1,231	1,944	-40	241	365	823	-71
0114	173	514	818	-79	212	108	171	24
0115	383	392	625	-39	121	157	448	-73
0116	1,512	1,670	1,722	-12	61	50	113	-46
0117	467	672	1,250	-63	8	16	90	-91
0118	1,051	957	1,812	-42	35	63	164	-79
0119	1,171	919	1,687	-30	20	139	345	-94
0120	1,035	1,145	1,147	-10	155	197	994	-84
Area Total	99,510	93,721	86,400	15	8,027	20,591	54,477	-85
Central City Total	162,778	133,875	101,859	59	134,556	171,225	270,738	-50
Non-Central City Total	28,789	13,180	2,829	918	263,339	296,837	335,534	-22
City Total	191,778	147,055	104,688	83	397,895	468,062	606,272	-34

Figure 1

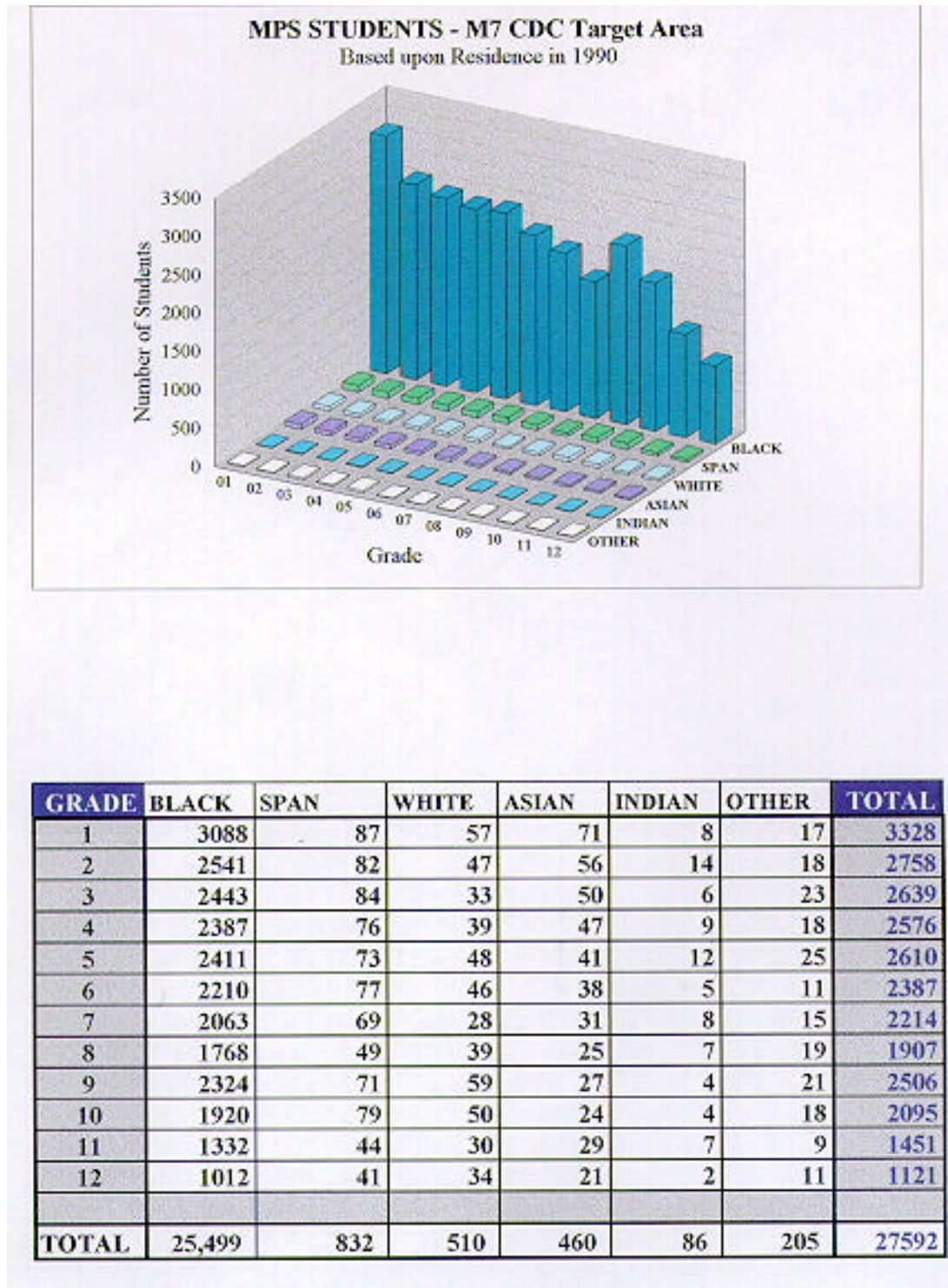
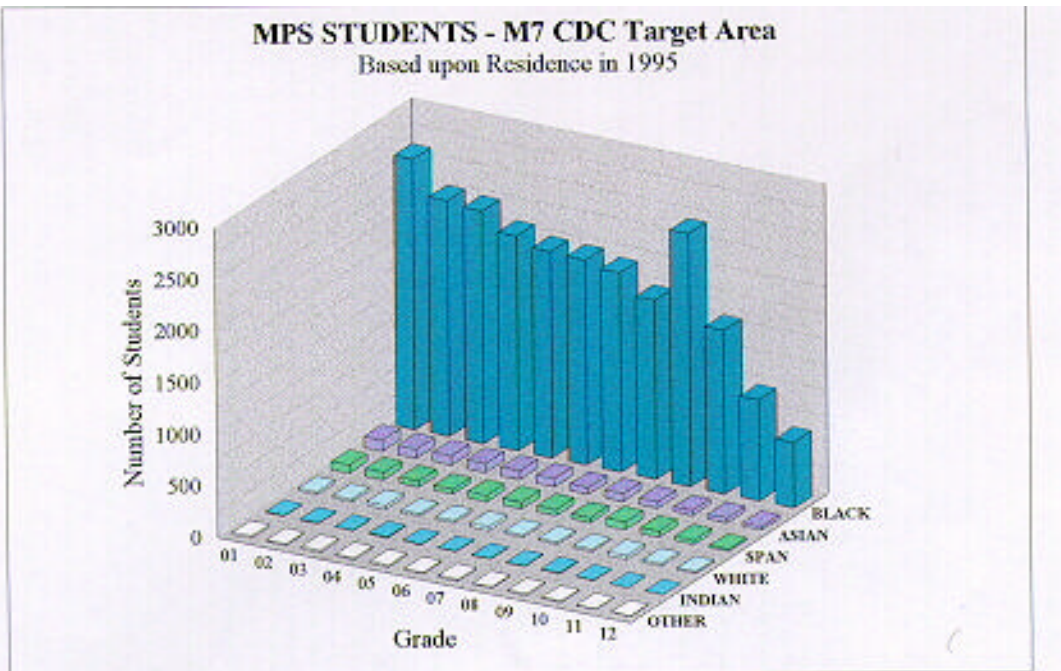


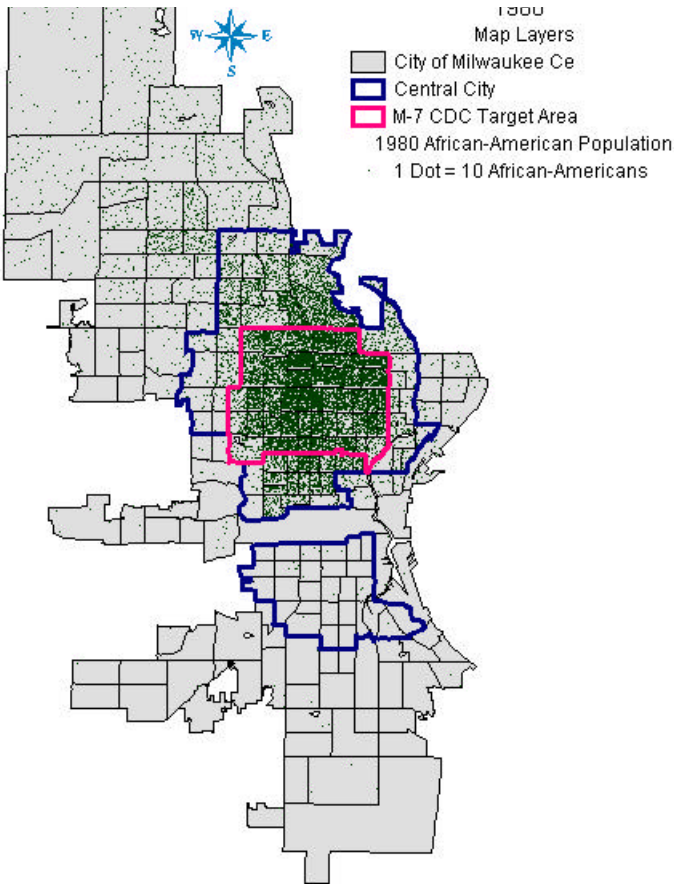
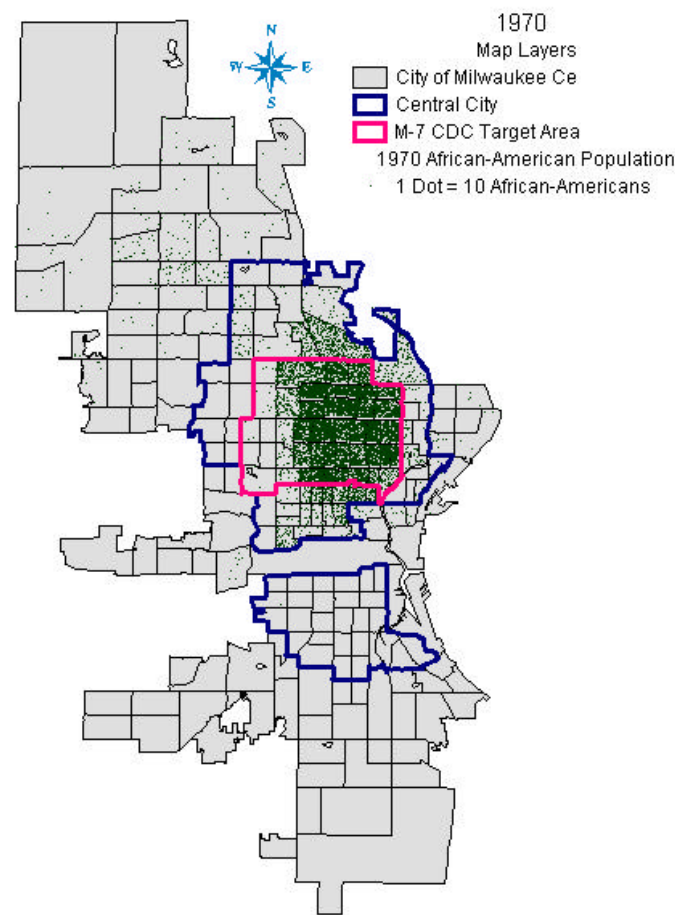
Figure 2



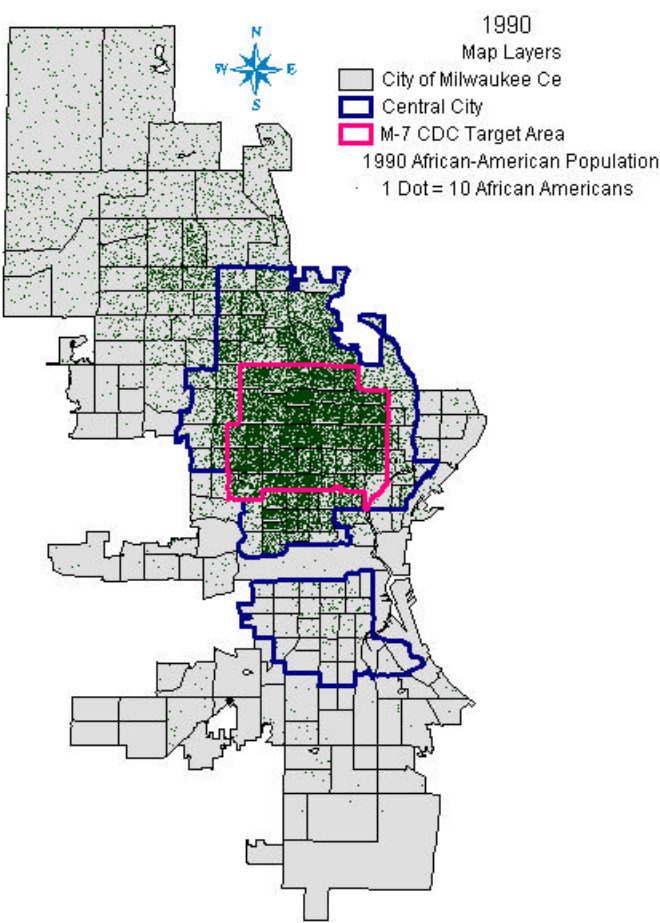
GRADE	BLACK	ASIAN	SPAN	WHITE	INDIAN	OTHER	TOTAL
1	2618	105	74	23	10	20	2850
2	2285	86	71	20	2	16	2480
3	2257	90	60	32	4	20	2463
4	2082	88	49	21	8	16	2264
5	2003	85	58	24	5	14	2189
6	1992	78	63	34	5	12	2184
7	1936	62	60	25	4	16	2103
8	1734	68	48	24	3	13	1890
9	2451	60	77	23	8	16	2635
10	1582	45	58	34	5	12	1736
11	979	45	40	24	1	6	1095
12	636	32	25	14	0	5	712
TOTAL	22,555	844	683	298	55	166	24601

Changes in the Spatial Distribution of African-American Population

Map 3a



Map 3c



B. Poverty Status

In terms of poverty the City of Milwaukee experienced an important increase in its number of persons below the poverty level, rising from 85,328 in 1980 to 135,583 in 1990. The proportion of persons living in poverty within the City of Milwaukee also increased during that period. While in 1970 14 % of the city's residents lived in poverty, by 1990 the city's level of poverty had grown to 22 %. The non-central city areas did not experience any increase in its share of poverty, while the central-city areas increased from 19 % in 1970 to 35 % in 1990 (Table 3). Figures for the M-7 area show that its share of poverty increased from 25 % in 1970 to 46 % in 1990, almost doubling.

Thus, by 1990 in the M-7 area near half of the population lived below the poverty level. In spatial terms it means that throughout the years poverty in Milwaukee has increased and spatially developed in well defined geographic areas. As maps 4a, 4b, and 4c show the M-7 area is located at the core of the city's north-side concentration of poverty and this pattern has persisted for the last two decades.

Table 3

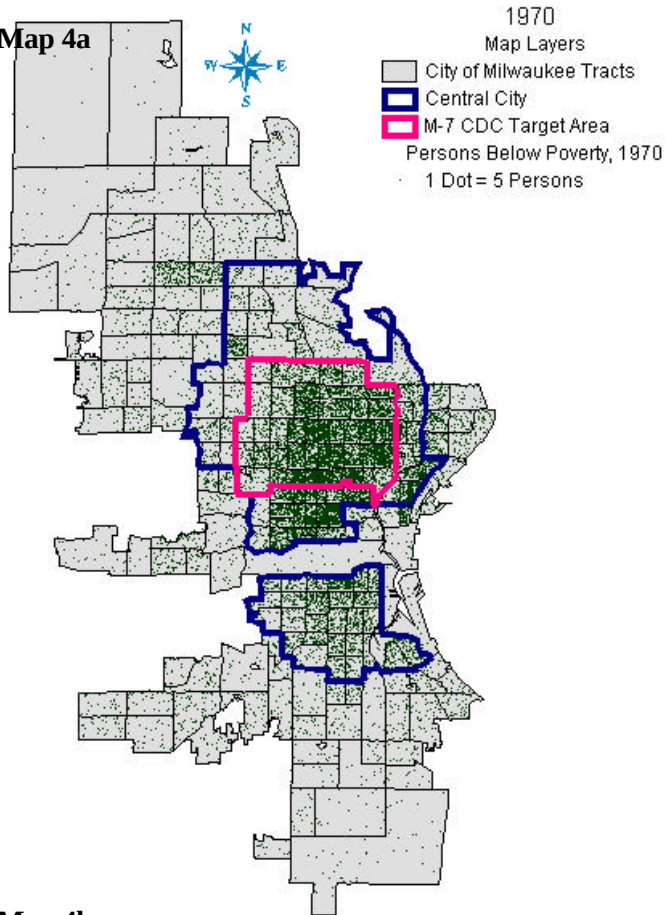
Percentage of Persons Below Poverty Level

(Universe: All Persons for Whom Poverty Status is Determined)

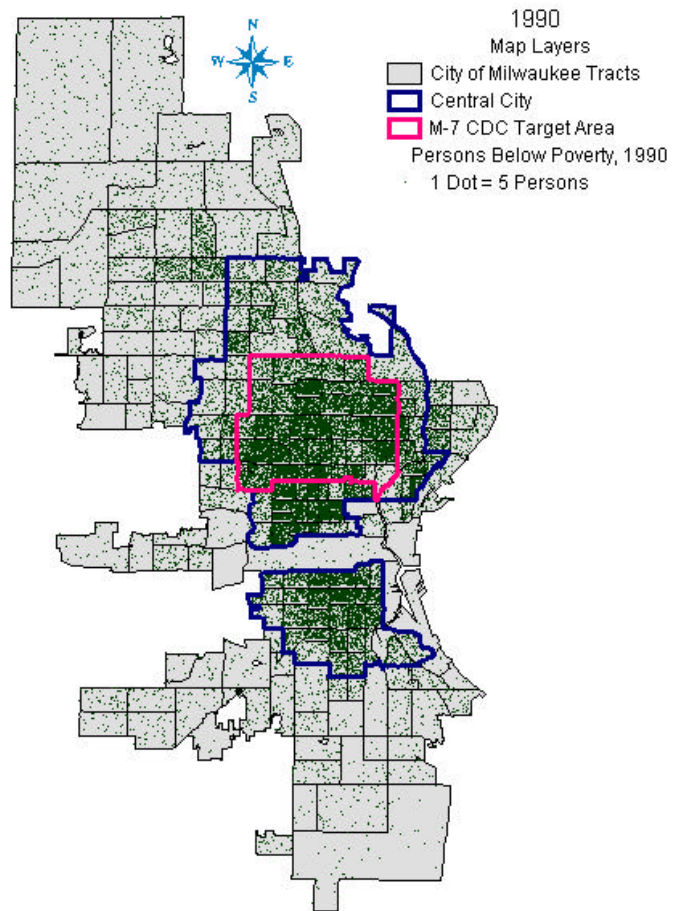
Census Tract	1990	1980	1970	% Change
0039	16	8	6	166
0045	27	21	14	93
0046	23	20	19	21
0047	35	19	18	94
0048	27	12	7	286
0061	24	8	4	500
0062	45	24	7	543
0063	42	25	15	180
0064	45	33	24	88
0065	50	36	23	117
0066	45	28	21	114
0067	48	35	20	140
0068	36	27	16	125
0069	49	41	20	145
0070	57	35	21	171
0081	47	37	27	74
0082	55	45	33	67
0083	64	37	34	88
0084	43	35	25	72
0085	52	32	30	73
0086	50	44	25	100
0087	47	32	31	52
0088	51	37	21	143
0089	56	35	15	273
0090	52	23	14	271
0091	38	14	10	280
0096	56	23	8	600
0097	62	49	16	288
0098	65	37	18	261
0099	54	36	23	135
0100	62	38	31	100
0101	66	42	36	83
0102	64	50	48	33
0103	53	39	37	43
0104	51	34	31	65
0105	60	40	38	59
0106	63	43	32	97
0114	33	51	37	-11
0115	21	31	37	-43
0116	68	40	65	05
0117	62	45	42	48
0118	52	28	34	53
0119	62	44	32	94
0120	59	43	36	64
Area Total	46	33	25	84
Central City Total	35	24	19	84
Non-Central City Total	8	7	8	0
City Total	22	16	14	57

Changes in the Spatial Distribution of Poverty, 1970-1990

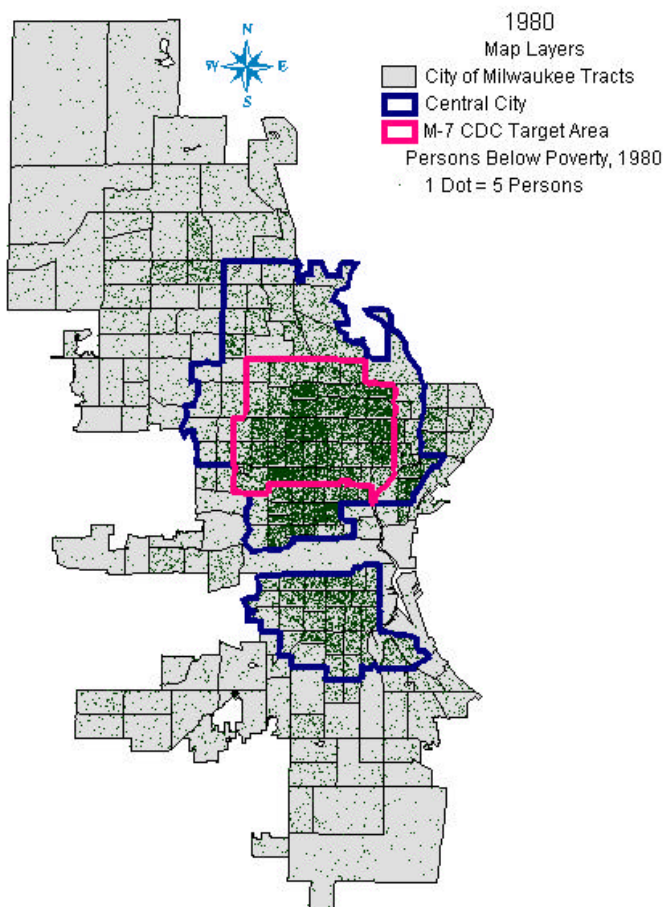
Map 4a



Map 4c



Map 4b



III- Housing Changes

A. Housing Tenure

The Milwaukee Department of City Development (DCD)¹⁰ has reported that during the 1980s the City of Milwaukee's housing stock increased by only 800 units. Although small, this increase--added to the loss of population--created an increase in the number of occupied housing units. In addition, the number of owner-occupied housing units declined by approximately 6,500, while the number of units occupied by renters increased by 5,250. DCD also reported that "For the first time in decades, the percent of housing units occupied by owners declined. It was 44.7 % in 1990 compared to 47.2 % just ten years earlier"¹¹. This development was felt particularly in the M-7 area where as shown in maps 5a and 5b the number of census tracts with the lowest percentages of owner-occupied units increased particularly in the south section of the area.

DCD also reported that in the City of Milwaukee there was also an increase in the vacancy rate during the last decade. The CDC concluded that nearly all of that increase was represented by housing units not available for occupancy.

B. Housing Values

Between 1980 and 1990 the median value for the city increased from \$45,500 to \$53,500. As reported by DCD, this increase did not take place evenly across the city's neighborhoods. Median values were higher for the upper east side and a few tracts near the city limits¹². Map 6 shows the spatial pattern of median assessment values reported by the Milwaukee Property File (MPROP)¹³. As shown in map 6, most census tracts in the M-7 area experienced

¹⁰ City of Milwaukee-Department of City Development. 1990. *1990 Milwaukee Urban Atlas*. Milwaukee, WI (p. 26-27)

¹¹ (Ibid.)

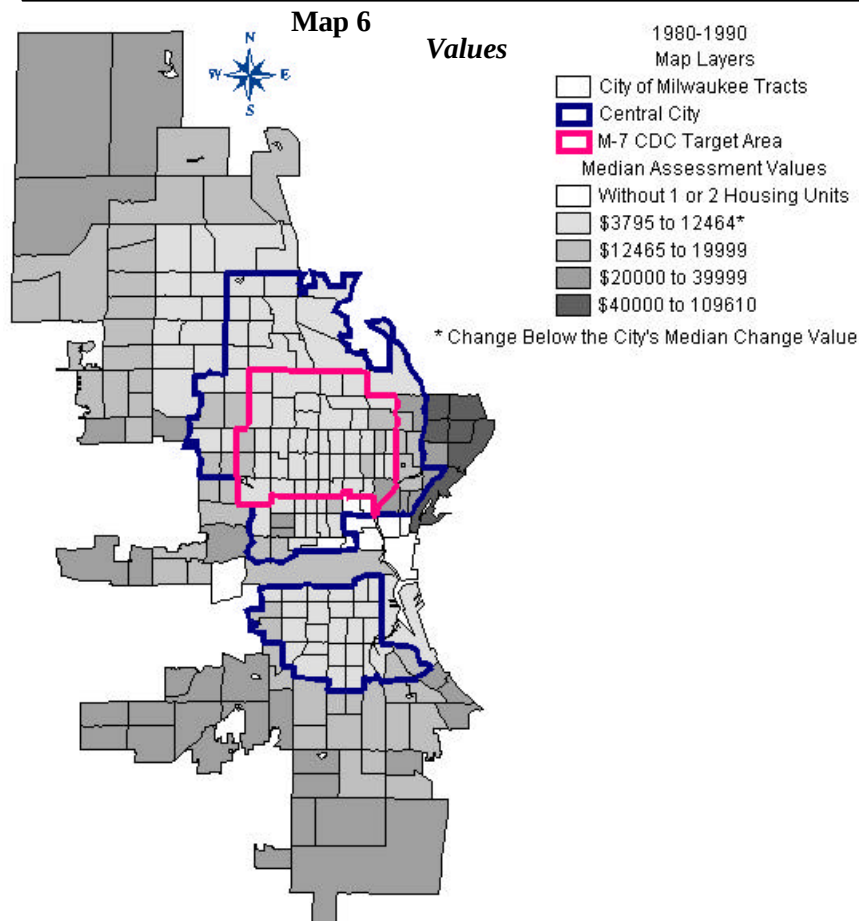
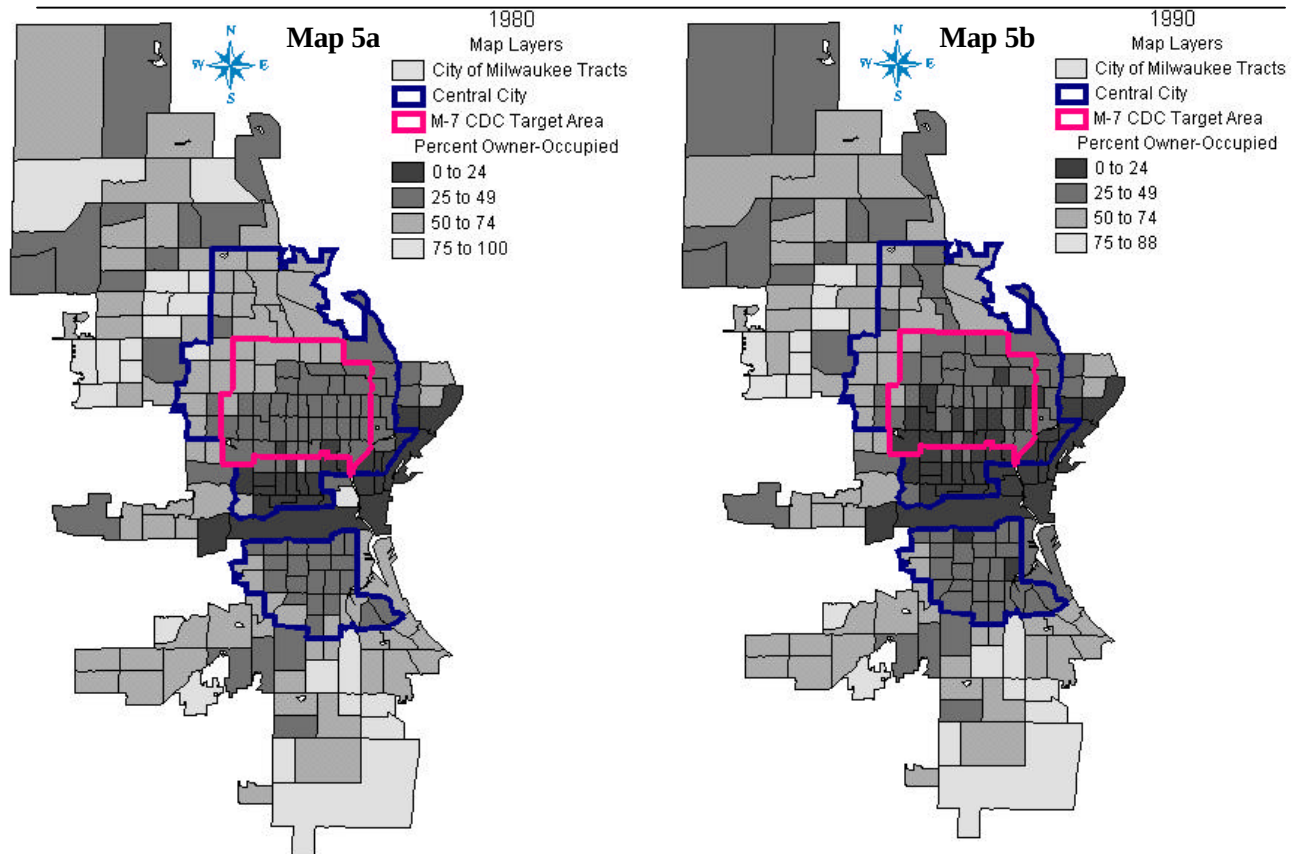
¹² (Ibid. p. 31)

¹³ MPROP is an electronic database originated and updated by the Office of the Tax Commissioner at the City of Milwaukee containing 40 items describing land and building data for each of the approximately 160,000 properties in the city. For the purpose of this analysis data from MPROP have been aggregated at the census tract level for the years 1980 and 1990.

assessment values below the city's median rate of change. This locates the M-7 areas in one of the most deprived areas of the city in terms of home appreciation. A set of additional maps depicting changes in housing values at the block level for the six strategic planning neighborhoods located within the M-7 area are presented in addendum B. These maps identify more detailed patterns of change in home assessment values within the M-7 target area's neighborhoods.

Changes in the Spatial Distribution of Housing Tenure and Median Assessment Values, 1980-1990

Tenure



IV- Land Uses and Public Infrastructure

Thematic maps at the property parcel level have been designed in order to display land use patterns in the M-7 area using current data from the Milwaukee Property File (MPROP) and the Milwaukee Land Use Base Map. Residential, commercial, manufacturing, and other land uses are presented for each parcel using colors and symbols to provide readers with a snapshot of the area's built environment.

There are a total of 31,208 parcels of property in the M-7 target area. Nearly 80 % (24,314) of the parcels are used for residential purposes. There are a total of 10,833 single-family units, 12,210 duplexes, and 1,271 multi-family units. The spatial distribution of residential land uses for the M-7 target area is displayed in map 7. Except for a higher concentration of single family units in the west corner of the M-7 area between W North Ave and W Burleigh St, residential land uses are evenly distributed across the area.

Map 8 shows the spatial distribution of parcels utilized simultaneously for commercial and residential land uses. Parcels in this land use category total 905. It can be noticed in map 8 that their spatial distribution accords the location of the M-7 area's main corridors including among others Fon Du Lac Avenue and North Avenue.

Map 9 depicts the spatial distribution of parcels dedicated to commercial land uses which total 884 in the M-7 area. Three types of commercial land uses are included in the map and detailed within this category. These are wholesale and retail trade (402 parcels), services, finance, insurance, and real estate (364 parcels), and mixed-commercial use (118 parcels). It can be noticed from data displayed in map 9 that the spatial distribution of this land use category follows the location of the area's main arteries.

Map 10 shows the spatial distribution of parcels used for manufacturing, construction, and warehousing activities as well as for transportation services. There are a total of 236 parcels dedicated to manufacturing/construction/warehousing activities while 235 are dedicated to transportation services. As in the previous non-residential land use categories discussed, the spatial distribution of these two categories follow the location the area's main corridors. Notice, however, an area of higher concentration of manufacturing, construction, and warehousing activities in the north-west sector of the M-7 target area.

Finally, data on public/quasi-public land uses is presented in map 11. For this land use category data on three subcategories are offered and spatially depicted. These are 1) public schools and buildings, churches, cemeteries, quasi-public buildings (842); 2) public parks and quasi-public open space (2,659)¹⁴; And 3) vacant land (1,047). Data portrayed in map 11 show that all categories show higher levels of concentration at the center, east, and south sections of the M-7 target area.

¹⁴ Note that quasi-public open space is a mixed category that may include any type of open space

V. Public Safety and Recent Changes in Trends of Crime

A. Public Safety

In a recent report issued by the Milwaukee Fire and Police Commission,¹⁵ a total of 51,232 Index crimes¹⁶ were reported for the City of Milwaukee in 1996. In the report the Milwaukee Police Department (MPD) indicates that “this is the smallest number of Index reports since 1988”.¹⁷ Violent Index crimes and Index crimes against property decreased, respectively, 11 % and 5 % between 1995 and 1996.. The report also indicates that excluding reports which were determined to be unfounded, “results in a final tally of 50,239 Index crimes, the lowest total since 1988”¹⁸. By examining individual types of crime, however, a variety of changes can be observed for the most recent years. For instance, while there was a decrease in the incidence of burglary (from 9,469 in 1991 to 7,692 in 1996) and theft (from 28,408 in 1991 to 26,044 in 1996), an increase took place in the incidence of robbery and assault from 4,693 in 1991 to 4,911 in 1996 and from 1,401 in 1991 to 2,279 in 1996, respectively.

B. Crime Trends

Crime statistics by type of crime in the M-7 target area presented in table 4. Data contained in table 4 reveal a variety of patterns of change within the M-7 area. Although data are presented by year since 1981, the following analysis will focus on the most recent patterns of changes taking place in the M-7 area regarding incidences of crimes of robbery, assault, burglary, and theft from 1991 to 1996¹⁹.

¹⁵ Milwaukee Fire and Police Commission Research Services. 1997. 1996 Annual Report. Milwaukee, WI

¹⁶ Index crimes are created using eight categories of crime which are referred to in the Federal Bureau of Investigation's (FBI) annual Uniform Crime Report (UCR) as Index, or Part I Crimes. These types of crime were chosen by the FBI because of their seriousness, frequency of occurrence, likelihood of being reported to the police, and because they are crimes that can be uniformly defined (Milwaukee Fire and Police Commission 1997)

¹⁷ Ibid. (p. 3)

¹⁸ (Ibid.)

¹⁹ The most recent data currently available in Milwaukee regarding crime statistics are for 1996

Data in table 4 show that the incidence of robbery decreased from 1,844 in 1991 to 1,354 in 1996) and burglary from 2,411 in 1991 to 1,856 in 1996. Assaults increased from 786 in 1991 to 1,000 in 1996 and thefts rose from 4,358 in 1991 to 4,454 in 1996. Maps 12 through 15 display the spatial patterns of change taking place across the M-7 neighborhoods from 1991 to 1996. Data is presented to portray changes in crime density (incidence of crime per square mile) of four types of crimes: robbery, assault, burglary, and theft

Table 4. M-7 Area Crime Statistics by Type of Crime by Year, 1981-1996

<i>Year</i>	<i>Homocide</i>	<i>Rape</i>	<i>Robbery</i>	<i>Assault</i>	<i>Burglary</i>	<i>Theft</i>	<i>Auto</i>	<i>Arson</i>	<i>Total</i>	<i>Violent</i>	<i>Property</i>	<i>Index</i>
1981	40	143	703	594	3,393	5,988	1,107	0	17,342	1,480	10,488	11,968
1982	43	100	831	605	3,192	6,681	1,065	0	17,707	1,579	10,938	12,517
1983	28	105	885	572	2,777	7,181	1,679	0	19,311	1,590	11,637	13,227
1984	23	152	836	558	2,453	7,488	1,908	0	20,310	1,569	11,849	13,418
1985	41	197	906	717	2,469	6,202	1,493	0	19,214	1,861	10,164	12,025
1986	40	244	1,000	1,858	2,523	6,197	2,108	0	23,197	3,142	10,828	13,970
1987	45	220	888	1,835	3,010	6,281	1,956	133	23,684	2,988	11,380	14,368
1988	41	238	887	1,338	2,783	5,691	1,903	0	22,906	2,504	10,377	12,881
1989	64	287	939	694	2,724	5,574	2,569	0	25,742	1,984	10,867	12,851
1990	89	284	1,703	858	2,591	4,674	3,583	0	26,215	2,934	10,848	13,782
1991	81	265	1,844	786	2,411	4,358	3,532	178	25,291	2,976	10,479	13,455
1992	87	287	1,871	836	2,253	4,372	3,534	223	26,735	3,081	10,382	13,463
1993	104	230	1,663	739	2,149	4,170	2,534	219	25,997	2,736	9,072	11,808
1994	81	226	1,696	1,010	2,168	4,402	2,460	306	26,166	3,013	9,336	12,349
1995	73	256	1,500	1,166	2,140	4,340	2,463	272	22,714	2,995	9,215	12,210
1996	66	168	1,354	1,000	1,856	4,454	2,250	262	23,806	2,588	8,822	11,410

Source: Non-Profit Center of Milwaukee-Data Center based upon Milwaukee Fire and Police Commission's Crime Data

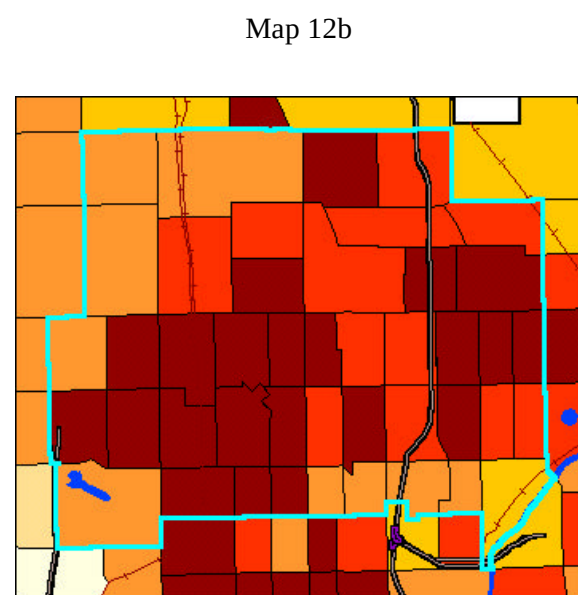
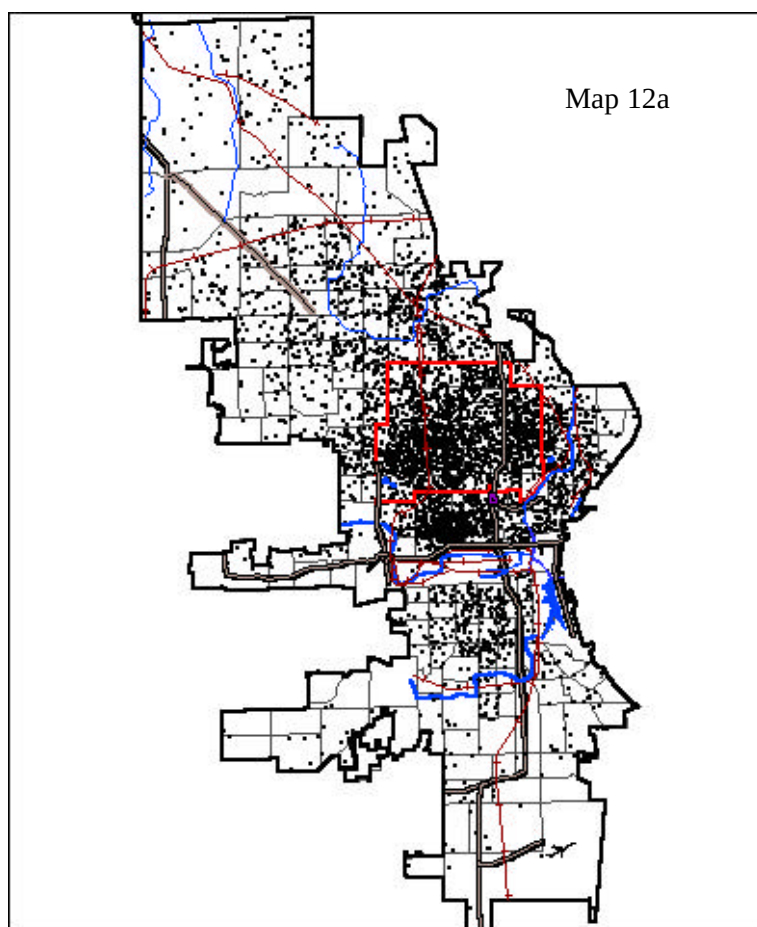
Data portrayed in maps 12a, 12b, 12c, and 12d reflect the decreases in the incidence of robbery that took place in the city and in the M-7 area from 1991 to 1996. Maps 12b and 12d also show a decrease in the concentration of the incidence of robberies in the M-7 area. Although the south-west and east sections of the area continues to house the highest incidence of robbery, a decrease took place in the density of robbery in many of the census tracts located in these particular areas. Thus, the occurrence of robbery in the M-7 area not only decreased but also became less spatially concentrated during the period from 1991 to 1996.

Data regarding changes in the occurrence and density of assaults across the city's and M-7 area's neighborhoods are portrayed on maps 13a, 13b, 13c, and 13d. As discussed earlier the occurrence of assaults increased in the city as well as in the M-7 area. Maps 13b and 13d show that in the M-7 area the increases in crimes of assaults was particularly felt at the center of the area where a compact mosaic of census tracts (9 tracts) had the highest incidence of assaults per square mile in 1996 (See map 13d).

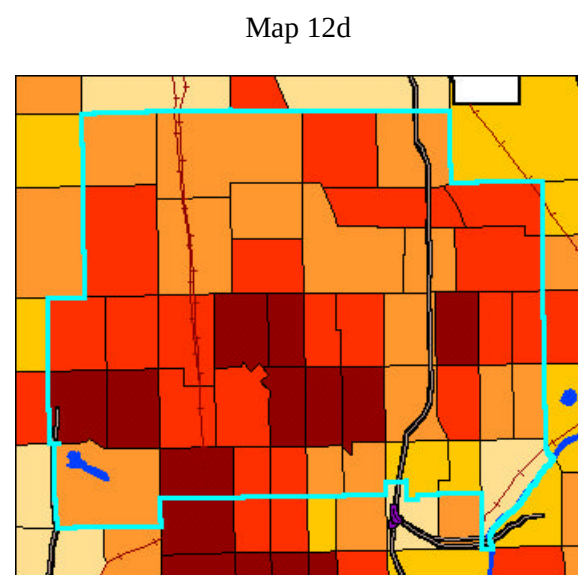
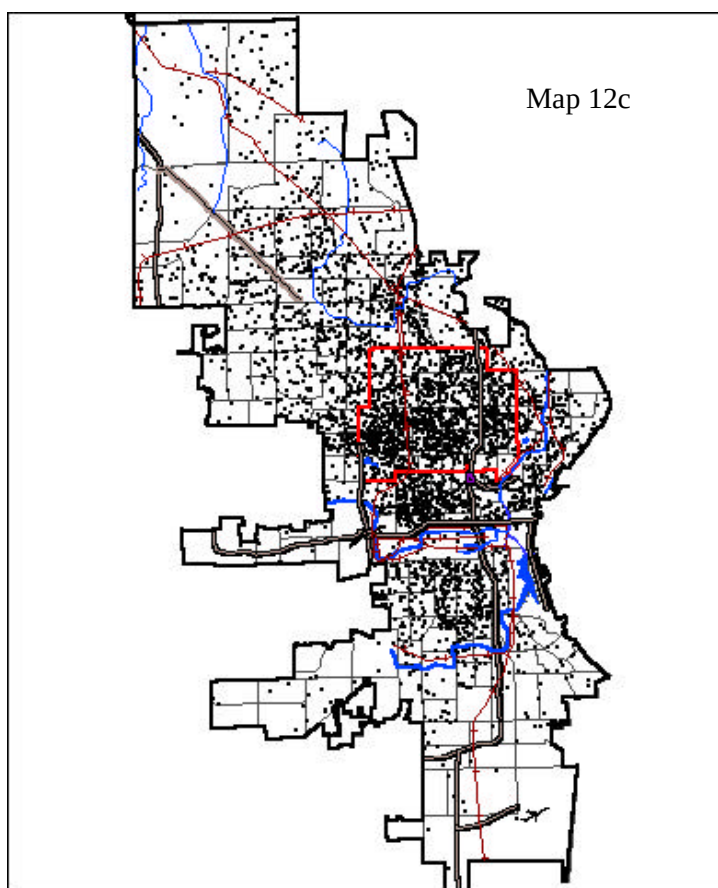
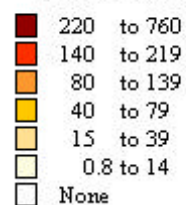
Maps 14a, 14b, 14c, and 14d offer a graphic representation of changes taking place in the incidence of burglaries across the City of Milwaukee's and the M-7 area's neighborhoods. As discussed earlier the occurrence of burglaries decreased in the city as well as in the M-7 area and those decreases can be observed in the maps. By looking at maps 14b and 14d readers can also notice that in the south-west section of the M-7 area many census tracts that had the highest density of burglary in 1991, reduced their incidence of burglary per square mile in 1996.

Data displaying changes in the occurrence and density of thefts across the city's and M-7 area's neighborhoods are portrayed on maps 15a, 15b, 15, and 15d. As discussed earlier, although the occurrence of thefts decreased in the city from 1991 to 1996, it increased in the M-7 area during that same period. Maps 15b and 15d show, however, that while in 1991 high densities in the occurrence of thefts developed in contiguous tracts located in the south-west section of the M-7 area, by 1996 such high concentration of theft experienced a reduction. The spatial distribution of tracts, with the highest number of thefts per square mile in 1996, was more evenly distributed across the M-7 area (See map 15d).

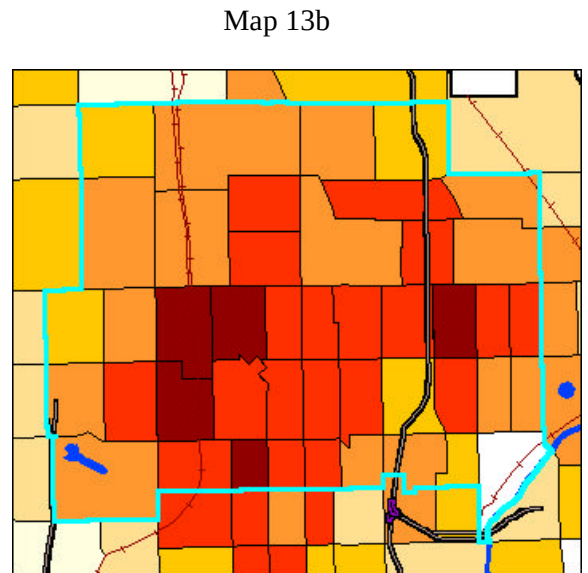
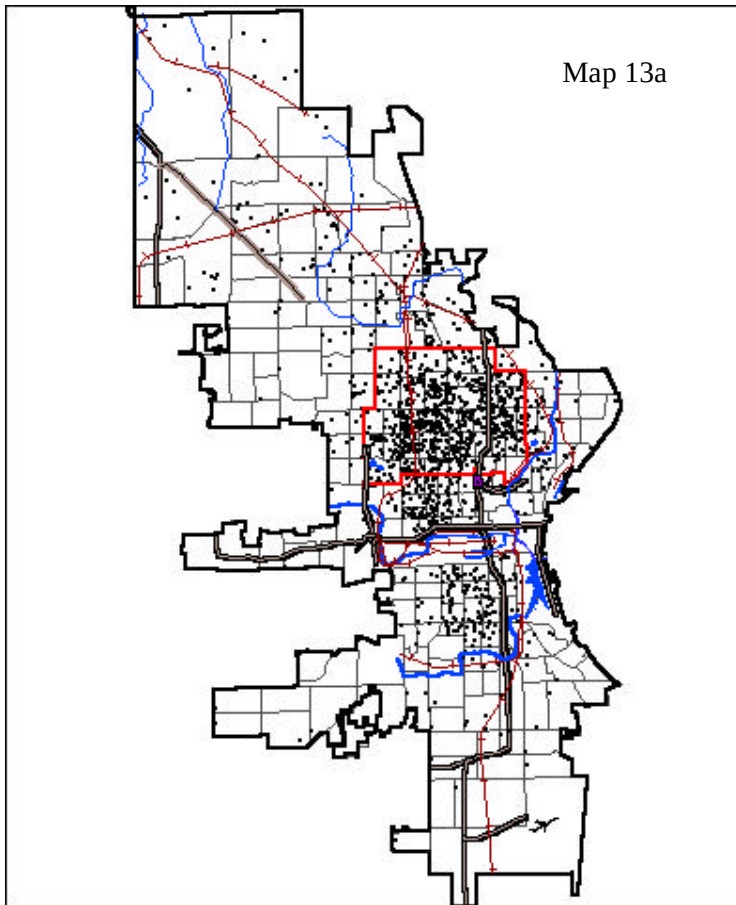
Changes in the Spatial Distribution of Crimes of Robbery, 1991-1996



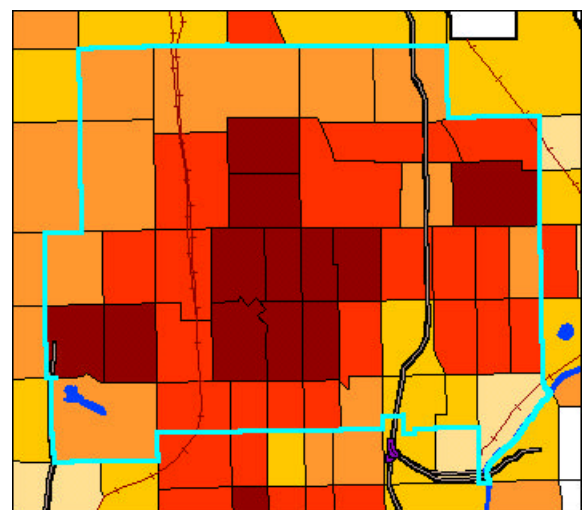
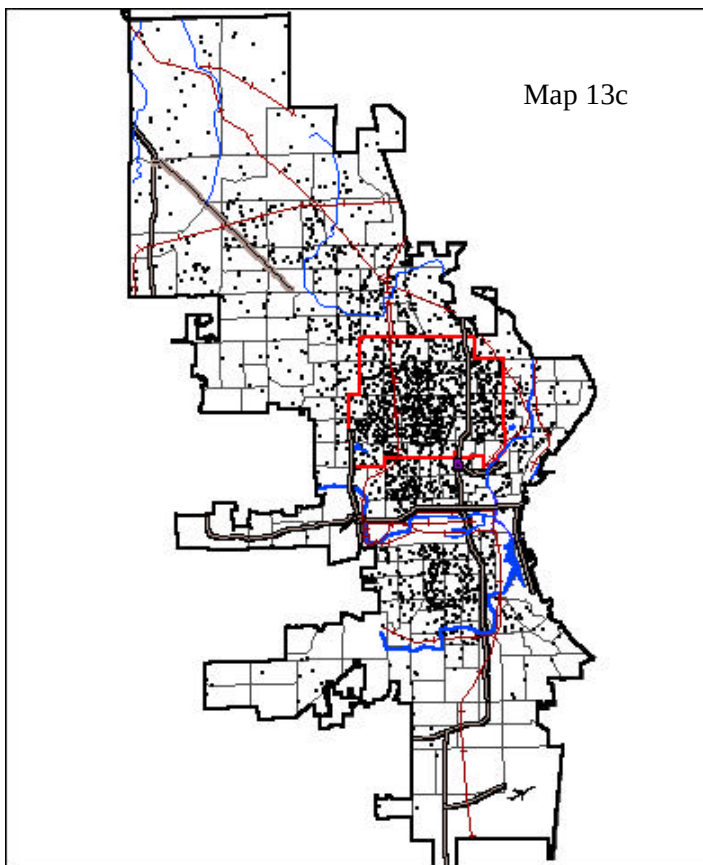
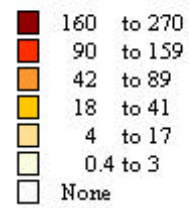
Crimes of Robbery
Per Square Mile



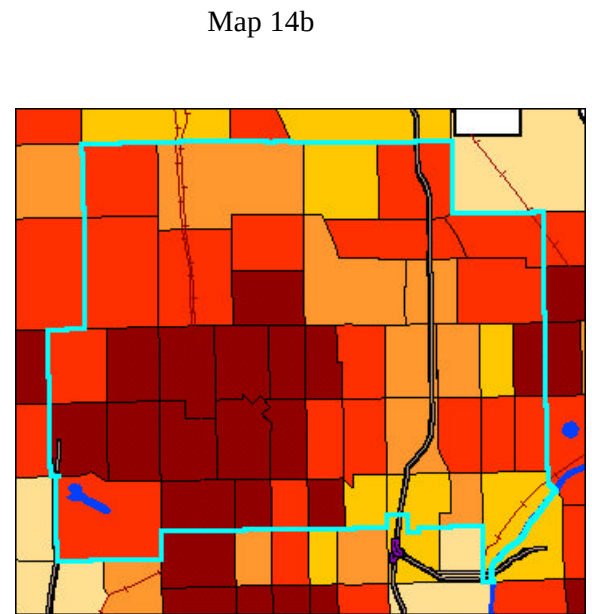
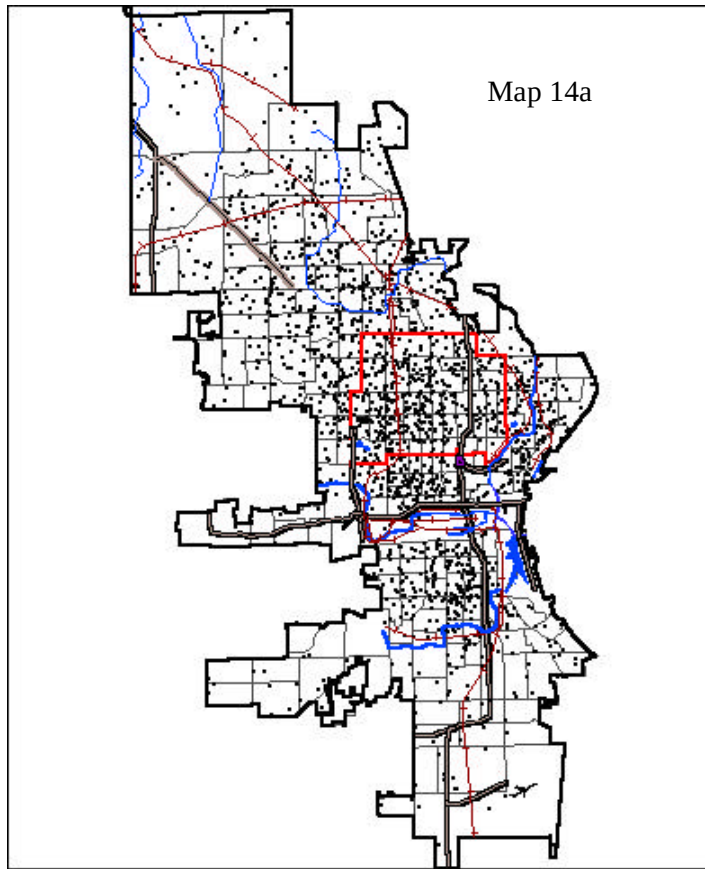
Changes in the Spatial Distribution of Crimes of Assault, 1991-1996



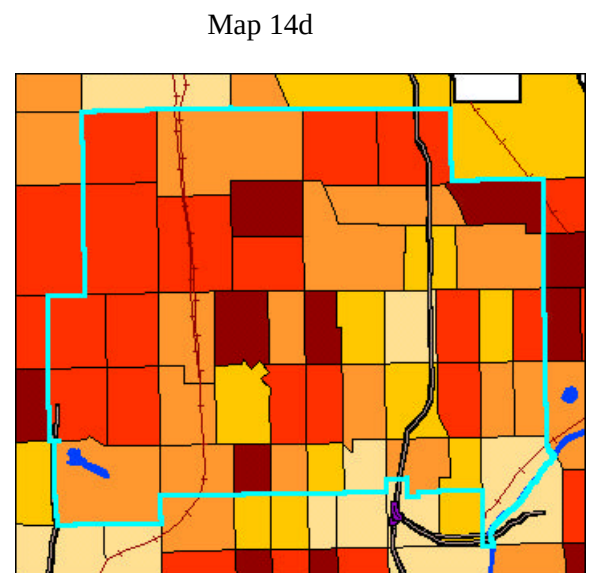
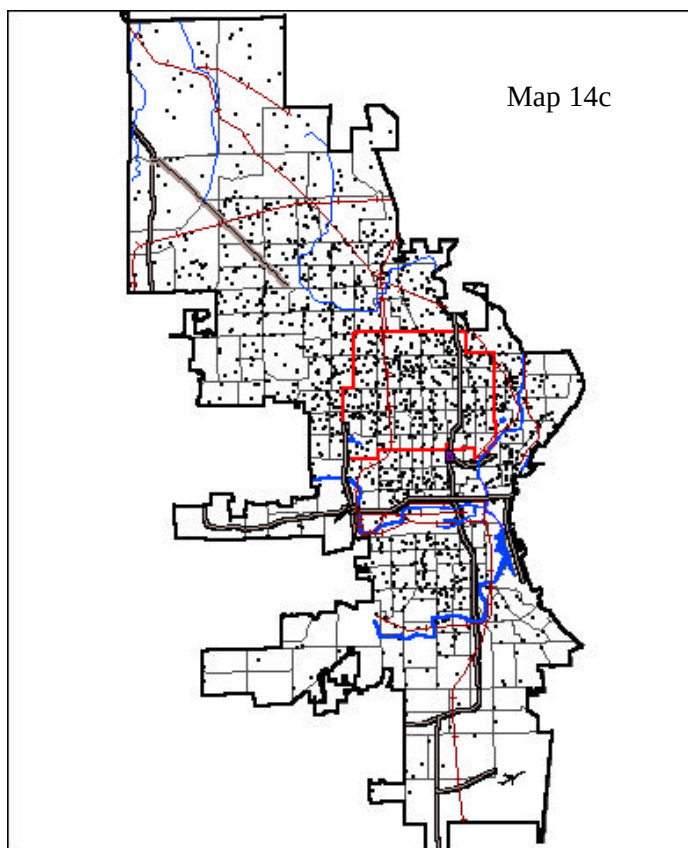
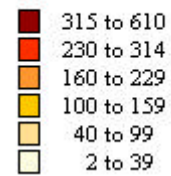
Crimes of Assault
Per Square Mile



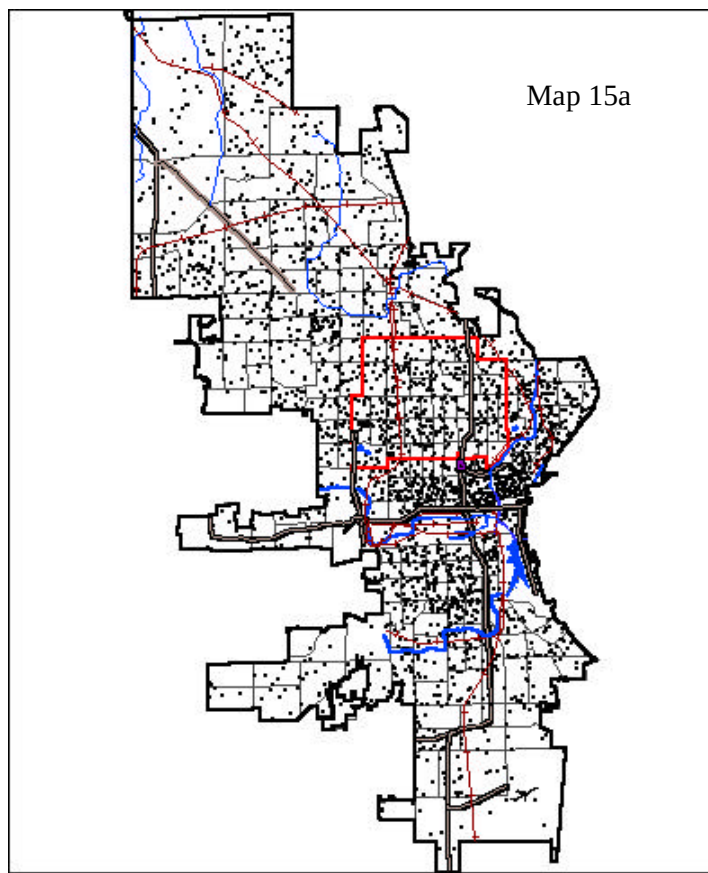
Changes in the Spatial Distribution of Crimes of Burglary, 1991-1996



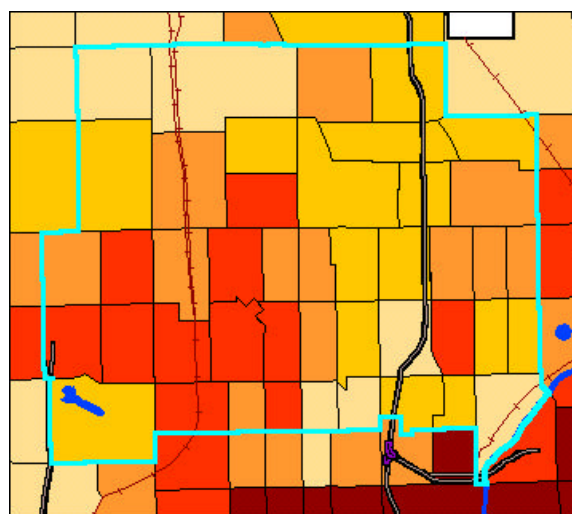
Crimes of Burglary
Per Square Mile



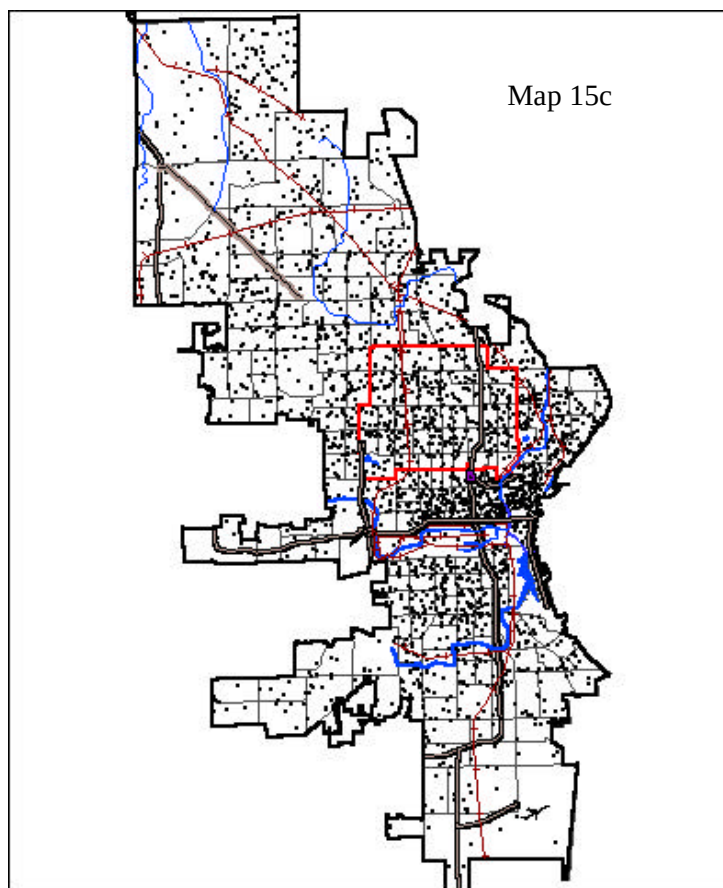
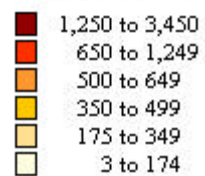
Changes in the Spatial Distribution of Crimes of Theft, 1991-1996



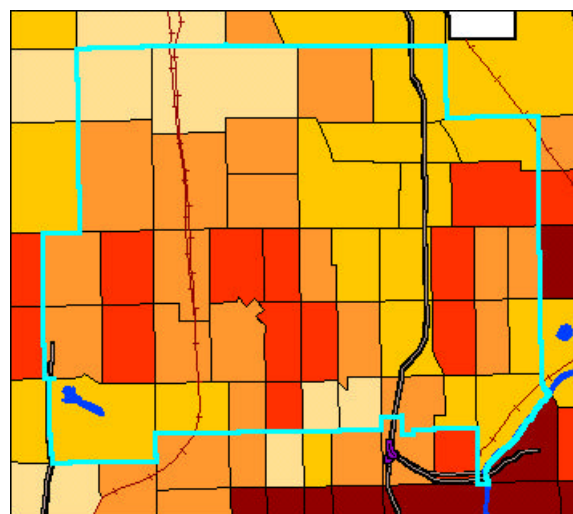
Map 115b



Crimes of Theft
Per Square Mile



Map 15d



VI. Strategic Planning and Housing Initiatives

A. Neighborhoods Strategic Planning and Housing Initiatives

There are a total of six strategic planning neighborhoods that are located all, or nearly all, within the boundaries of the M-7 target area. These are United Community (NSP 4), Harambee (NSP 6), Metcalfe Park (NSP 8), Amani (NSP 9), WAICO/YMCA and Near North Neighborhood Association (NSP 10), and Grandview Walnut Heights (NSP 11). In recent years all these neighborhoods (as well as others in Milwaukee's Central City participating in the Community Development Block Grants Program) have prepared comprehensive plans that include not only their vision for their future but also an assessment of the neighborhoods' resources and general well-being.

Detailed information on the individual neighborhoods' safety, housing and physical environments, economic conditions and business developments as well other indicators of the neighborhoods' conditions and resources are presented in a set of reports that were prepared by each neighborhood in the last two years (See Addendum D). These constitute a valuable resource to learn more about the unique characteristics of each neighborhood within the M-7 target area.

B. Housing and Goals Objectives

Since housing constitutes a key component of the neighborhood strategic planning process, neighborhoods participating in the CDBG program prepared a set of housing goals and objectives including strategic actions that they can take to improve the quality of housing. Detailed description of the specific strategic actions proposed by each neighborhood located in the M-7 target area to accomplish their housing goals and objectives are contained in Addendum E.

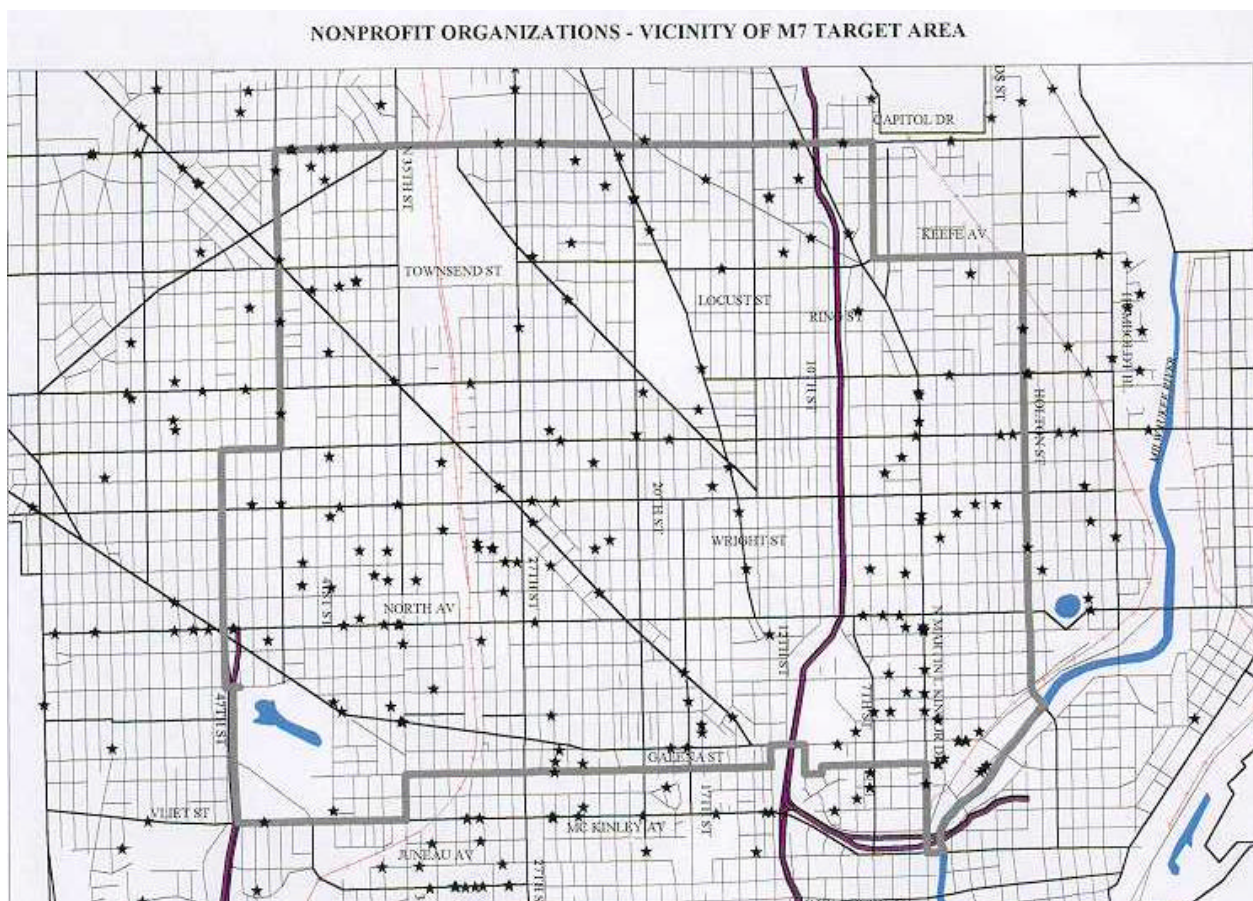
Information contained in addendum E indicates that goals for the six neighborhoods in the M-7 area heavily focused on the physical improvement of the neighborhoods' housing stock, increasing home ownership, and the production of affordable housing. Strategic issues in each neighborhood include not only actions to improve the neighborhoods' housing quality, ownership, and affordability but also other non-housing related concerns such as the appropriate use of green spaces. This kind of approach that involve actions to improve the overall quality of neighborhoods is particularly beneficial in improving the neighborhoods' business climate encouraging thus new business development and neighborhood economic stability.

Neighborhoods also developed a set of strategic actions to implement their housing related plans and thus accomplish their goals and objectives. Strategic actions involve a large variety of aspects that relate to housing as well as to the improvements of the general well-being of neighborhoods. Some innovative initiatives include the expansion of Tool & Loan, free paint, and home improvement rebate programs as well as the design and implementation of home owner and home maintenance education programs.

VII- Community Organizations

Nearly 200 non-profit organizations are located within or near the boundaries of the M-7 target area. A variety of services are offered by these organizations. Map 16 shows their spatial distribution across the M-7 area. The location of non-profit organizations in the M-7 area is scattered across the area's territories with higher concentrations in the east and south-west sections of M-7 target area. A more detailed map depicting the location of non-profit organizations and a list of all non-profit organizations located within and near the M-7 target area is offered in Addendum F. This current inventory of non-profit organizations located in the M-7 area and vicinity comes from data provided by the Non-profit Center of Milwaukee-Data Center. Information for each organization includes name of organization, address, and telephone and fax numbers.

Map 16



VIII. Food Delivery Systems

A. Research Initiatives Assessing Milwaukee's Food System

During recent years important developments have taken place in Milwaukee regarding research and development initiatives around Milwaukee's food delivery systems. The Hunger Task Force of Milwaukee (HTFM) with the assistance of the University of Wisconsin-Milwaukee Center for Urban Initiatives and Research, a Food System Advisory Committee, and other organizations conducted the Food System Assessment Study (FSAS). The study involved four research initiatives aimed at assessing food access in Milwaukee and one development initiative which explored and proposed concrete solutions related to food and economic development in inner-city Milwaukee.

In 1996, a comparative study of food pricing and availability in Milwaukee²⁰ was conducted in order to identify variations in food prices, quality, and availability at retail food outlets of various sizes in the Milwaukee area. One of the study's findings revealed that stores located in Milwaukee's inner-city neighborhoods have fewer products and often have higher prices than stores located outside the inner-city areas. Researchers conducting the study indicated that this finding stems primarily from the fact that the inner-city neighborhoods are served disproportionately by smaller stores that offer fewer products for sale and charge higher prices. In addition, the study revealed that the availability of food items in retail food outlets is much greater in larger stores than in smaller ones. The study also showed that the quality of produce is generally high in medium and large stores, while in micro- and small- sized stores wilted, damaged or spoiled produce is not uncommon.

²⁰ Karl Johnson, Stephen Percy, and Edward Wagner, *Comparative Study of Food Pricing and Availability in Milwaukee* (Milwaukee, WI: University of Wisconsin-Milwaukee Center for Urban Initiatives and Research, 1996).

During that same year, another study was conducted in order to examine the geographic distribution of food assistance programs and retail food outlets participating in food assistance programs in Milwaukee County²¹. The study showed that there are areas in inner-city Milwaukee--highly inhabited by the poor--that lack proximity to the various food programs available in Milwaukee. Findings from the study also revealed that the poor lack proximity to certain food stamp redeemers such as major super markets. The analysis also demonstrated that the poor live in closer proximity to food stamps redeemers such as grocery stores and convenience stores where food is more expensive, choices are limited, and quality and nutritionally adequate food is less likely to be found. In the study, analysis of the spatial distribution of the 50 highest food stamps redeemers revealed that some of the poor may be traveling long distances to make use of their food stamps while others, because of the lack of private transportation may be forced to buy their food in small grocery stores.

Then, last year a survey was conducted in order to examine perceptions and experiences of consumer access to food in Milwaukee's inner-city neighborhoods²². The survey confirmed previous findings regarding the preferences of most consumers to shop at larger food stores, although 30 % of the respondents live in a household without access to private transportation. In addition, the study reported that 30 % of respondents live more than one mile from a large supermarket. Considering the lack of large supermarkets in inner-city neighborhoods, this proportion of the population may find important obstacles accessing quality food at competitive prices.

²¹ Olmedo J. Varela, *Socio-spatial Relationships and Food Programs in Milwaukee's Food System* (Milwaukee, WI: University of Wisconsin-Milwaukee Center for Urban Initiatives and Research, 1996).

²² Olmedo J. Varela, Donald P. Haider-Markel, and Stephen L. Percy, *Perceptions and Experiences of Consumer Access to Food in Milwaukee's Inner-City Neighborhoods* (Milwaukee, WI: University of Wisconsin-Milwaukee Center for Urban Initiatives and Research, 1998).

Finally, another research study was conducted last year through a series of focus groups with participants of Milwaukee's emergency food system²³. The study was conducted to gain a deeper understanding of the food needs of Milwaukee's poorest citizens and families. The study examined the extent of food needs and the extent to which those needs are satisfied by emergency food programs such as food pantries and meal programs, the obstacles individuals and families face in accessing emergency food programs, and patterns of food acquisition by these individuals and families. The study revealed the existence of several patterns regarding food access by food insecure households in Milwaukee. For instance, in terms of accessing food through retail outlets, both meal program and food pantry participants said that large supermarkets offer quality food at competitive prices, while small food stores offer poor quality food at prices two to three times higher than those at large supermarkets. The study also revealed that those without private transportation are more likely to be restricted to buying their food items in small stores closer to home rather than shopping in large supermarkets farther away.

B. Sustainable Development Initiatives Around Milwaukee's Food System

Also last year, a comparative planning effort was undertaken between the Hunger Task Force of Milwaukee, the Wisconsin Food System Partnership, and the Applied Planning Workshop at the University of Wisconsin-Milwaukee, Department of Urban Planning²⁴. The joint effort had as an objective the design of alternative food related development projects in inner-city Milwaukee. The four previous research components of the FSAS suggested the existence of dysfunctional situations regarding food accessibility for those living in poverty in Milwaukee. In

²³ Olmedo J. Varela, Karl Johnson, and Stephen Percy, *Food Insecurity in Milwaukee: A Qualitative Study of Food Pantry and Meal Program Users* (Milwaukee, WI: University of Wisconsin-Milwaukee Center for Urban Initiatives and Research, 1998).

²⁴ University of Wisconsin-Milwaukee Applied Planning Workshop, Department of Urban Planning. 1997. Milwaukee Public Marketplace: A Comparative Planning Effort Between the Hunger Task Force of Milwaukee, the Wisconsin Food System Partnership, and the Applied Planning Workshop at the University of Wisconsin-Milwaukee, Department of Urban Planning. Milwaukee, WI: Department of Urban Planning.

the study examining the geographic distribution of food assistance programs and retail food outlets participating in food assistance programs in Milwaukee County²⁵, for example, a mismatch was found between the location of the highest food stamp redeemers, which are mostly large supermarkets, and the spatial distribution of poverty in Milwaukee County. Such findings suggested that some of the poor are using their food benefits in large supermarkets located in areas other than those in which they live. A match, however, was found between the spatial distribution of poverty and the location of food stamp redeemers such as convenience and small grocery stores where as shown in another FSAS research project²⁶, food is more expensive, choices are limited, and quality and nutritionally-adequate food is less likely to be found.

The significant and demonstrated presence of such stores in inner-city neighborhoods suggests that a large number of persons, particularly those in the most critical situations of poverty, are forced to spend more of their limited resources for less and lower quality food. These findings were confirmed by examining the perceptions and experiences of consumer access to food in Milwaukee's inner-city neighborhoods²⁷ and by consulting with those using the emergency food system and therefore experiencing the most critical experiences of hunger and food insecurity²⁸.

Results from the previous FSAS's research components discussed suggest that many food access problems could be alleviated with development initiatives such as those proposed by the

²⁵ Olmedo J. Varela, *Socio-spatial Relationships and Food Programs in Milwaukee's Food System* (Milwaukee, WI: University of Wisconsin-Milwaukee Center for Urban Initiatives and Research, 1996).

²⁶ Karl Johnson, Stephen Percy, and Edward Wagner, *Comparative Study of Food Pricing and Availability in Milwaukee* (Milwaukee, WI: University of Wisconsin-Milwaukee Center for Urban Initiatives and Research, 1996).

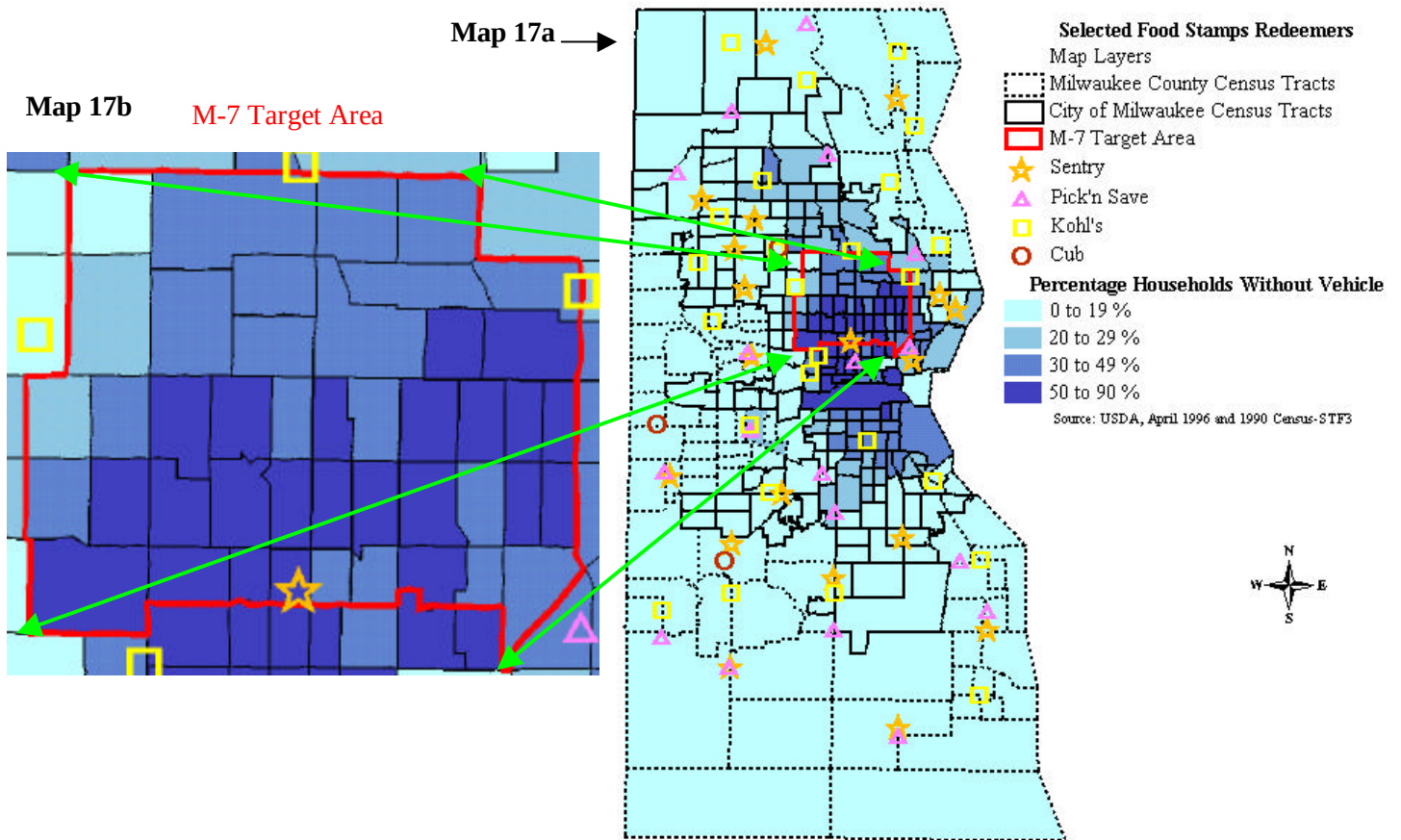
²⁷ Olmedo J. Varela, Donald P. Haider-Markel, and Stephen L. Percy, *Perceptions and Experiences of Consumer Access to Food in Milwaukee's inner-city Neighborhoods* (Milwaukee, WI: University of Wisconsin-Milwaukee Center for Urban Initiatives and Research, 1998).

²⁸ Olmedo J. Varela, Karl Johnson, and Stephen Percy, *Food Insecurity in Milwaukee: A Qualitative Study of Food Pantry and Meal Program Users* (Milwaukee, WI: University of Wisconsin-Milwaukee Center for Urban Initiatives and Research, 1998).

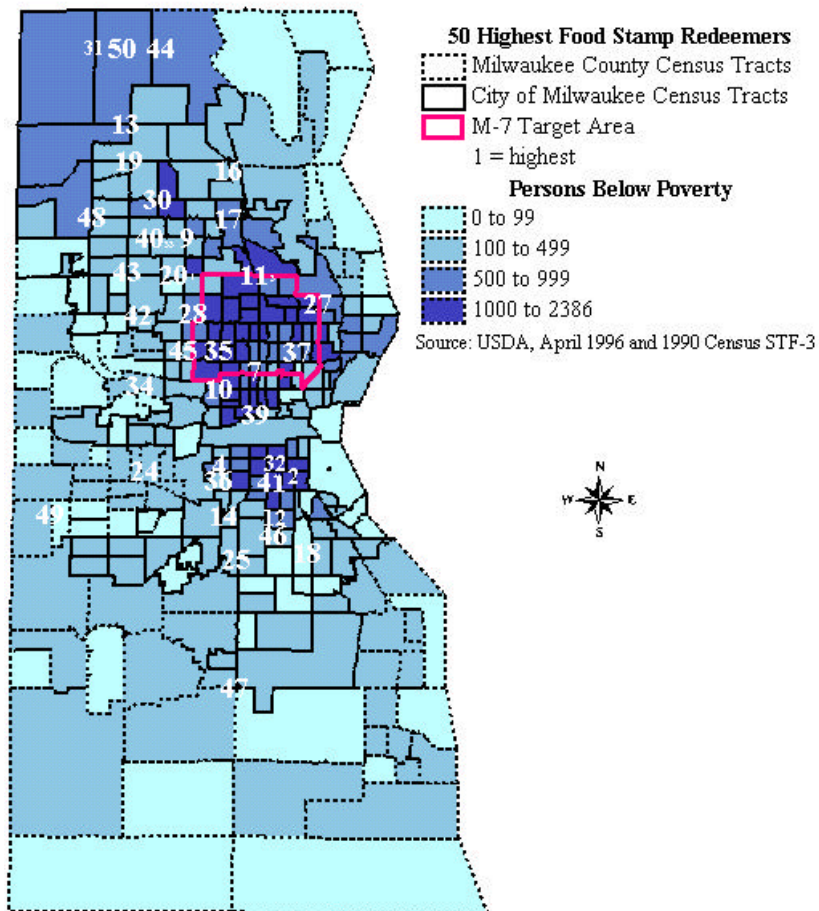
Hunger Task Force of Milwaukee²⁹. Considering the important presence of persons living in households with incomes below the poverty level and the high concentration of households without private transportation as well as the evident absence of large supermarkets in the M-7 target area (See maps 17a, 17b, and 17c), development initiatives that facilitate the access of residents of the M-7 area to quality and affordable food are advised.

²⁹ University of Wisconsin-Milwaukee Applied Planning Workshop, Department of Urban Planning. 1997. Milwaukee Public Marketplace: A Comparative Planning Effort Between the Hunger Task Force of Milwaukee, the Wisconsin Food System Partnership, and the Applied Planning Workshop at the University of Wisconsin-Milwaukee, Department of Urban Planning. Milwaukee, WI: Department of Urban Planning.

Spatial Distribution of Selected Supermarkets and Food Stamp Redemption in Milwaukee County



Map 17c



UWM-CUIR

IX- Central City's Need for Development Initiatives

A survey completed by the Employment and Training Institute of the University of Wisconsin-Milwaukee in October, 1995³⁰ provides an economic profile of job seekers and the special conditions job seekers face who live in the Milwaukee Central City. This survey of job seekers is from the nine zip code areas in the CDBG/Enterprise Community of central city neighborhoods. The survey reveals the existence of a need, in inner-city Milwaukee, for development initiatives that help alleviate the desire of its residents to work and to improve their general well-being. The highlights and a summary of the study is presented below

Highlights

- * Most area residents want to work
- * In 81% of households at least one person is currently employed
- * Lack of transportation continues to be a barrier to full time employment
- * Many work part time jobs with no health insurance
- * Many job seekers need help finding a job

Summary of Key Findings

The following is a brief summary of relevant research findings from this study:

- * State unemployment statistics for the Milwaukee area fail to recognize the vast pool of out-of-work adults in central city neighborhoods who are interested in employment and are willing to work for wages available in the current labor market.
- * Contrary to the often-repeated assertion that central city Milwaukee is comprised of households with no worker, 81 % of central city working age households had at least one employed worker and 95 % included persons currently employed or interested in finding work.
- * Many households depend on several workers to earn enough to support their families.
- * Almost half (47 %) of all central city households with working age adults had a least one person looking for a new or different jobs.

³⁰ Job Seekers Survey, UWM Employment and Training Institute, October 1995.

- * Most job seekers were looking for full-time employment.
- * Lack of private transportation presents a serious barrier to employment for central city residents interested in jobs in Waukesha, Ozaukee, and Washington counties or areas of Milwaukee County not easily reached by public transportation.
- * Only a third (33.8 %) of unemployed job seekers has access to a car and also possessed a valid driver's license, although another 17.9 % had a car but not a valid license.
- * Nearly 60 % of job seekers identified by the survey were unemployed. Men typically out of work for one or two months reported prior jobs as assemblers, laborers, machine operators, packers, and warehouse workers. The majority of unemployed women ages 25-44 years have been out of work for more than six months, and a third have been unemployed for more than a year.
- * Only 19 % of persons working for temporary agencies had health insurance, compared to 51 % of other employed job seekers.
- * A number of youth under age eighteen were looking for employment. About half of teen job seekers had no formal work experience.
- * Most of central city job seekers indicated that they needed assistance in finding a job.

ADDENDUM A

**Detailed Data Prepared to Examine Changes in the Racial Composition of
Schools Located Within the M-7 target area, 1990-1995.**

ADDENDUM B

**Detailed Block Level Maps Depicting Changes in the Average Assessed
Valuation for 1-2 Unit Properties in Selected Neighborhoods Located within
the M-7 target area**

ADDENDUM C

Detailed Parcel Level Maps Depicting Land Uses in the M-7 target area

ADDENDUM D

Detailed Information on Strategic Planning Initiatives in Selected Neighborhoods Located Within the M-7 target area

ADDENDUM E

Detailed Description of Housing Goals and Objectives of Selected Neighborhoods Located Within the M-7 target area

ADDENDUM F

Detailed Map and List of Non-profit Organizations Located Within and Near the M-7 target area