MILWAUKEE COMMUNITY ECONOMIC DEVELOPMENT CAPACITY INVENTORY

A Report Prepared by
the University of Wisconsin-Milwaukee
Center for Economic Development

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About This Report

This economic development policy research report was produced at the University of Wisconsin-Milwaukee Center for Economic Development (UWMCED), a unit of the College of Letters and Science at the University of Wisconsin-Milwaukee. UWMCED was established by the College in 1990, with assistance of a grant from the United States Department of Commerce, Economic Development Administration’s (EDA) “University Center” program, to contribute to the retention and expansion of Southeastern Wisconsin’s employment base by providing university research and technical assistance to community organizations and units of government.

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The principal authors of this study are Marc V. Levine, director of UWMCED, and Lauren A. McHargue, a senior policy analyst at the Center. Pamela S. Fendt, a senior policy analyst at the Center coordinated the interviewing and data gathering activities of this project. Research Technician Lisa Heuler Williams also conducted several interviews. Finally, UWMCED project assistants Stephanie Mesheski, Deborah Curtis, and Milda Steinbrecher provided vital research support.

UWMCED strongly believes that informed public debate is vital to the development of good public policy. This is the Center’s eleventh major economic development policy report; in addition, the Center has published 20 “technical assistance” reports on issues of applied economic development. Through this research and technical assistance, as well as conferences and public lectures sponsored by the Center, UWMCED hopes to contribute to informed public discussion on economic development policy in Southeastern Wisconsin.

Further information about the Center and its reports is available at: [http://www.uwm.edu/Dept/CED](http://www.uwm.edu/Dept/CED)
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Introduction

Community-based organizations (CBOs) and non-profits are playing an increasingly important role in local economic development, in Milwaukee and across the country. CBOs have become crucial service-providers, furnishing neighborhood-level economic planning, operating training and employment programs, starting and running “social purpose” businesses, and coordinating business development programs in low-income neighborhoods. In the City of Milwaukee’s “Neighborhood Strategic Planning” process, virtually every participating CBO listed economic development as one of its priorities and claimed at least some capacity to deliver economic development services. In an era of limited government, CBOs around the country—and increasingly in Milwaukee—are more and more called upon to deliver economic development services in “comprehensive” community revitalization initiatives.

Clearly, high-capacity, high-performance CBOs will be at the heart of economic development in Milwaukee for the foreseeable future. Yet, despite the growing role of CBOs in economic development, we currently lack a comprehensive inventory of the capacity of these organizations as engines of economic development. We have no central compendium of the major projects of CBOs, the areas of economic development in which they specialize, the resources they have assembled, or the expertise of their staff. Funding organizations such as local foundations or the City of Milwaukee Block Grant Administration are strongly committed to CBOs as engines of community economic revitalization; yet, we lack a full-fledged inventory of the capacity of CBOs to serve this role. At a minimum, our efforts in this area would surely be improved by a comprehensive accounting of precisely what resources Milwaukee CBOs bring to the process, how equipped they are to carry out various economic development activities, and what they have accomplished.

Moreover, despite a growing commitment in Milwaukee to community economic development, we even lack—except perhaps in the most general sense—a systematic
“vision” of what precisely a high-capacity economic development CBO would look like. What are the realistic expectations for CBOs in this area? What sorts of performance measures would be fair? How does Milwaukee’s community economic development system—CBOs, funding organizations, and other supporting agencies—stack up compared to activities around the country? What can various supporting agencies—the City, foundations, academia—do to improve CBO capacity in promoting economic development? Placing this inventory of Milwaukee community economic development capacity into a national framework will, we hope, provide some insights into these questions and perhaps point to way toward strategies to nurture high-capacity CBOs and CDCs (community development corporations) in Milwaukee.

This report is divided into four main sections. First, we present a “capacity inventory” of CBOs and non-profits in Milwaukee engaging in community economic development activity. This section consists of a series of “profiles” of CBOs working in economic development, including (where available):

- Identification of all CBOs and non-profits working on community economic development;
- Key personnel in these agencies responsible for economic development services, including their educational background and experience in the field;
- Sources of funding for economic development projects;
- Detailed descriptions of major economic development projects conducted by the agency in recent years, including, where available, documented data on project outcomes and performance measures.

This information was compiled in several ways. The chief source of data was the agencies themselves, gathered by staff from the University of Wisconsin-Milwaukee Center for Economic Development (UWMCED) in interviews with either the executive director, economic development coordinator, or designated staff person of 53 community
economic development-oriented agencies. These interviews, typically lasting 90 minutes, covered a wide range of questions aimed at gauging organizational capacity. (The questionnaire on which these interviews were based is included in Appendix A of this report. A full list of the contacted organizations is provided in Appendix B). In many cases, follow-up information was solicited and received through telephone interviews. Beyond the information collected in the interviews, data was gathered from agency annual reports, newspaper articles, and publicly available data, such as revenue and expenditure statistics contained in Community Development Block Grant applications.

We should note that the level of detail as well as the quality of information contained in the profiles varies widely by organization. This is the case for several reasons. Obviously, the longer an organization has operated and the more established it is, generally the more information and detail available. Long-standing organizations typically have more “institutional memory,” including good record-keeping, financial systems, and project documentation. On the other hand, many of the CBOs profiled here –particularly the faith-based institutions– have only recently begun work in economic development, are still finding their way in the field, and have very little to report in terms of projects completed, outcome measures, or even organizational detail. Moreover, many of the organizations we examined, operating with limited resources and facing numerous daily challenges, often lacked the staff to assemble much of the data –particularly on finances and project performance measures—that would have been useful for this inventory. In the last analysis, certain CBOs simply operate at a higher performance level than others, and are able to provide voluminous data on their activities – they have more capacity, and this is reflected, among other ways, in superior internal information systems. Indeed, this capacity issue, as manifested in organizational information systems, is one to which we return in the conclusion of the report and in our recommendations.

The second section of the report aggregates these profiles into a general discussion of the capacity of community economic development agencies in Milwaukee.

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1 UWMCED conducted on-site interviews with 53 CBOs and related agencies. One agency, the Greater Mitchell Street Association, declined to be interviewed. Several other organizations were contacted but not interviewed, once it was determined that their work did not involve economic development.
This review of “the state of community economic development” in Milwaukee identifies key issues and common themes of CBOs on issues such as funding, staffing, resources, achievements, and challenges.

The third section of the report shifts the focus to the national level, examining “the state of community economic development” nationally and focusing on outstanding CBO practices in the various elements of community economic development. This section will also serve as a kind of “Best Practices Handbook” that, we hope, will be useful to community organizations working on economic development.

Finally, this report concludes with an effort to place the practice of community economic development in Milwaukee in a national context and suggest possible directions for future work in the field.

We should also emphasize what this report is not. It is not, in any way, offered as a formal evaluation of the performance of Milwaukee CBOs in economic development and should not be interpreted by anyone –funding agencies, government bodies, or the organizations themselves—as such an evaluation. Where available, we do include performance indicators –either provided by the CBOs or by outside agencies (such as the City of Milwaukee)—as potential evidence of capacity. But, these performance indicators are themselves subject to a great deal of debate, and cannot be deemed definitive or conclusive. The CDBG outcomes measures, for example, have been the subject of fierce contention. Thus, they are merely provided as part of available “raw data” —raw but not conclusive. UWMCED did not conduct a formal evaluation of CBOs—in terms of jobs created, investment attracted, or businesses assisted—and this report should not be construed as such. Rather, as we noted earlier, it is an effort to assemble a variety of suggestive indicators—an inventory, as we’ve called it—of organizational capacity.

2 We do think that such a formal evaluation would be useful, and, as we note in the conclusion of the report, a general “planning” and “evaluation” culture would improve CBO performance in economic development.
Second, this report is not a comprehensive directory of every organization or agency working on community economic development in Milwaukee. UWM CED publishes, every other year, such a directory, which includes the names, addresses, contact persons, and chief areas of specialization of such organizations – a kind of “one-stop” clearinghouse for anyone looking for economic development assistance providers in the Milwaukee region. This report is not an inventory of all economic development resources available in Milwaukee: it is an inventory of the capacity of primarily community-based organizations, and community-oriented non-profits, to promote economic development. Thus, for example, many agencies that play a major role in neighborhood economic development in Milwaukee, such as the Department of City Development (DCD) or the Wisconsin Housing and Economic Development Agency (WHEDA) are not profiled. In addition, organizations whose work is tangentially related to community economic development are not included. Thus, although we interviewed and collected information on 53 organizations, this report contains 49 profiles.

In sum, this is a report profiling Milwaukee organizations working on what is called “community economic development” (CED). Among practitioners, there are various definitions of CED and CDCs (community development corporations). But, for our purposes, the following definition of CED is most useful: A process by which a “coalition organization of neighborhood residents” (generally, a CDC) “carry out their own comprehensive program of local renewal activities,” to create jobs, attract investment, raise incomes, or grow businesses in low-income communities. Another useful definition: “CDCs are a unique combination of resident-controlled community development and profit-oriented business development. They are keyed to special impact areas with high and persistent unemployment, low incomes, and populations with low skills and low training…The ultimate goal is to raise the economic level of the

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3 Examples of organizations which, while important economic development agencies, were not included in this inventory because their focus is tangentially related to community economic development: Wisconsin Electric, the Wisconsin Procurement Institute, and Forward Wisconsin.

community to that of the more affluent areas around it. In short, CDCs invest in both people and projects for the benefit of both.\footnote{Paul Mico, \textit{Developing your community-based organization} (1981).}

Some organizations interviewed by UWMCED did not necessarily consider themselves involved in community economic development. “We do mostly employment placements and some training, but not economic development,” said one agency, thinking that economic development simply means “business development.” However, in assembling an inventory of local capacity, we think the most expansive definition of economic development is the appropriate one. That is, an organization is involved in economic development if, among its activities, are programs to promote the economic well-being of its service population. These may center on business development – promoting commercial or industrial development—but may also include employment and training activities, as well as neighborhood social infrastructure projects (such as anti-graffiti or crime control) vital to the nurturing of a neighborhood business climate. As the following profiles reveal, there is an abundance of all types of community economic development activity in Milwaukee. The key question is how to build the capacity of CBOs so that they may make even more of a contribution to improving the economies of Milwaukee’s most challenged neighborhoods.
SECTION II:

INVENTORY AND PROFILES OF MILWAUKEE COMMUNITY-BASED ORGANIZATIONS WORKING IN ECONOMIC DEVELOPMENT
Mission

The 30th Street Industrial Corridor Corporation (ICC) is “dedicated to supporting the economic vitality of the industrial corridor.” By helping businesses currently located in the area, and attracting new companies to the corridor, the ICC hopes to stimulate economic growth that will also benefit the nearly 80,000 neighborhood residents. Founded in 1990, the ICC is a membership organization whose clientele consists of existing and prospective businesses with interest in the industrial corridor spanning Milwaukee’s north side.

Economic Development Programs

The ICC implements its mission through a number of working committees. The principal objectives of the organization’s activities include working to enhance area safety, marketing the corridor, and helping meet the credit needs of area businesses. In addition, the ICC provides direct business technical assistance to support companies that operate within the corridor. Technical assistance includes services such as identifying appropriate government support programs, writing business plans, applying for financial assistance, securing required certifications, networking, and locating qualified employees. Further, given the corridor’s designation as a Development Zone by state, county, and local governments, businesses operating within the area are able to take advantage of a variety of tax incentive/credit programs.

The organization also offers several programs implemented to provide corridor employers with skilled workers. As a part of these efforts, the ICC has forged collaborative public/private relationships with the Milwaukee Community Service Corps, Junior Achievement, the Milwaukee Job Center Network, and the Action Training Technology Academy. Further, the ICC works in cooperation with the Industrial
Cooperative Education, and Business Careers Co-op Programs, two Milwaukee Public Schools training projects.

Among its program accomplishments, the organization’s informational materials report that the ICC created nearly 70 jobs during the past two years. In addition, over $500,000 in loans, grants, and contracts were awarded to firms operating within the corridor.

Information reported in the spring 1998 ICC Update reveals that the organization has two additional project accomplishments. The ICC’s EPA project team provided the Metal Processing Company with technical assistance to address potentially staggering remediation costs. The ICC EPA project team assisted the company with site investigation and is applying for a $600,000 grant to the State of Wisconsin Department of Commerce to complete remediation of the site.

The ICC is currently rehabilitating property at 30th and Locust Streets preparing it for future industrial development. The organization coordinated activities and supervised demolition and reconstruction crews provided through MCSC and the Milwaukee LITE Program.

Funding

Figures reported by the CDBG office reveal that the organization had a 1998 budget of $615,500, more than triple last year’s total revenues of $202,000. The increase is due primarily to $400,000 in funding support from the Department of Commerce. The majority of agency financial resources, 97 percent in 1998, stem from local, state, and federal financial support. CDBG performance outcome figures available from 1996 reveal that the organization exceeded its proposed objectives in funding received for “special economic development/direct assistance to for-profit businesses. These outcomes include creating 24 (20 proposed) new private sector jobs, and providing technical assistance to 38 (25 proposed) businesses.
Foundation funding represents 2 percent of the 1998 budget down from last year’s level at 9 percent. The remainder of the organization’s revenue comes from membership fees according to the CDBG data.
African-American Chamber of Commerce

Mission

Established in 1993, the African-American Chamber of Commerce’s (AACC) mission is to assist African-American-owned businesses providing “opportunity and resources to create jobs in the community and provide needed goods and services in the economically depressed inner city of Milwaukee and surrounding areas.” The AACC provides advocacy, business networking, business referrals, and information to support business development activities for its 109 members. Through information and referral networks, the organization’s goal is to promote business and youth development within the community.

Economic Development Programs

In the areas of business and economic development, AACC identifies two areas of critical concern: lack of opportunity, and access to available financial resources. To address these concerns, the organization has cultivated alliances with established businesses and financial institutions. The alliance includes partners such as Marshall & Ilsley Banks, Firstar-Milwaukee, Wisconsin Energy Corporation, Jewel-Osco, Miller Brewing, Harnischfeger Industries, and Johnson Controls. In addition to its corporate and financial alliances, AACC reports that it draws expertise and capacity support from its membership comprised of experienced entrepreneurs.

The organization is working in three broad areas of economic development program activity. These include:

- Organizational Infrastructure Development
Activities in this area include forging the basic structures needed to operate such as crafting a facilities plan, staffing, and administration. With organizational structures in place, AACC also plans to develop informational materials and educational programs including resources such as capital acquisition, joint ventures, business management, and insurance and bonding.

In addition, the organization will convene the African-American Business Forum comprised exclusively of AACC members. The groups will be formed to discuss specific industry-related issues and concerns (such as fast food, construction, and retail). Forum topics will include issues such as increasing profitability, establishing new contacts, avoiding common business pitfalls, improving management skills, and accessing capital. The activities of the Business Forum will function under the direction of professional consultants. The AACC plans to assemble a group of consultants with financial, legal, tax, and business management expertise to provide additional support.

- Business Development Initiative

Working through an alliance of financial and corporate partners, AACC plans to create new funding mechanisms for African-American businesses in Milwaukee. The various financial options available include the following: 1) a revolving loan fund, 2) contract financing, 3) equipment financing/leasing, 4) personal loans, 5) collateral–based loans, and 6) equity-based financing. A loan panel, comprised of financial participants and AACC board members, will have responsibility for making lending decisions. The organization reports that its goal is to create five new business ventures and expand ten existing enterprises.

- Youth Development Initiative

The organization indicates that fostering a positive business environment requires qualified labor force. To that end, the AACC plans to develop The
Youth Development Initiative “to provide a qualified pool of young people that can enter the marketplace at various levels.” The project has a number of objectives: bolstering high school graduation rates among African-American students, providing gainful employment opportunities for students participating in the project, forging working partnerships with business-related groups such as the Greater Milwaukee Committee, establishing linkages with secondary educational institutions, forming mentoring relationships, providing information on all existing community-based resources, developing direct training relationships with educational institutions, and creating a Youth Education Fund.

In addition to the program activities listed above, AACC recently joined two other minority business organizations working to increase Small Business Administration (SBA) funding for African American- and Hispanic-owned businesses. According to the *Milwaukee Business Journal*, the AACC, the Hispanic Chamber of Commerce, and the Milwaukee Minority Chamber of Commerce signed an agreement with the SBA to identify qualified minority entrepreneurs and assist them in obtaining SBA-guaranteed financing.

**Staff and Board Resources**

The AACC reports that it has three volunteer business development consultants. All have accounting backgrounds and extensive business experience. Office support staff also has academic training in accounting, business administration, and chemistry. Additional volunteer staff is brought in on an ad hoc basis. The organization estimates that staff devote approximately 60 to 75 percent of their time to economic development-related program activities. As noted earlier, the AACC intends to bolster staff resources periodically with business consulting expertise as needed.

The AACC’s board consists of twelve members serving two-year terms. The board recruits its own membership drawing principally from the business, construction,
and financial sectors. Meeting quarterly, the board provides overall governance for organization and serves in an advisory capacity to the Executive Committee. The Executive Committee, comprised of four board members, sets AACC policy and oversees the day-to-day operation of the organization.

**Funding**

The organization reports annual operating budgets of $100,000 and $110,000 for 1996 and 1997 respectively. AACC estimates its 1998 annual budget at $120,000. The organization reports that between 75 to 100 percent of its annual budget resources support economic development-related activities. AACC indicates that one area of concern is maintaining an appropriate and consistent level of funding to implement its mission. The agency reports that it has three principal funding sources: 80 percent of annual support stems from membership dues, 15 percent from foundation grants, and the remaining 15 percent from fund raising efforts.
Avenues West Association

Mission

Established in 1982, the Avenues West Association (AWA) emerged out of an informal group of concerned residents and businesses owners interested in improving their community. The association’s mission, “to create a more unified community by addressing neighborhood concerns and assisting with business and residential development,” reflects its broad objective to spur community revitalization. The organization devotes its attention to issues such as neighborhood safety and security, image and marketing, and business attraction and retention. The association’s service area includes the area bounded by I-43 and 27th street to I-94 and Highland Avenue. AWA works closely with Business Improvement District number 10 (BID). The BID contracts with Avenues West to implement its annual operations plan.

Economic Development Programs

Since its inception, Avenues West Association has focused on improving and revitalizing the community as a precursor for attracting new and bolstering existing businesses. Given the association’s relationship with the BID, its program activities incorporate the operational priorities of the District. The programs in place for accomplishing the joint goals of both AWA and the BID include the following: 1) safety and security initiatives such as the Grand Avenue Safe Haven Project, and 2) image and marketing initiatives including façade improvement programs, and 3) business attraction and retention.

The business attraction and retention program is the one initiative aimed specifically at economic development. The organization reports that the initiative provides one-on-one counseling for business owners by providing information and recommendations to existing and prospective enterprises. The association also meets
with commercial property owners to discuss concerns and coordinate action with various city of Milwaukee departments such as the police or building inspection to resolve problems.

**Staff and Board Resources**

The Avenues West Association has an executive director and two part-time administrative assistants. The organization reports that all staff has some involvement in economic development-related activities. The staff’s professional experience includes banking, tenant relations, business advocacy, and chamber of commerce work.

Avenues West has an 11-member board for the association, five of whom also serve on the BID board. The association’s board, representing the major non-profits in the community, meets quarterly to approve grants and share information. The organization reports that no residents currently serve on the board. AWA holds five membership meetings annually as well as a formal public meeting. The BID board is responsible for reviewing and approving all contractual agreements with the city.

**Funding**

Revenue figures provided by the city of Milwaukee Block Grant Office reveal that the agency’s funding profile has remained relatively constant over the past three years at approximately $130,000. The organization did experience a slight decline in revenue ($115,000) for 1997 due to reduced revenues from the BID, the organization’s primary revenue source. Revenues received from the BID represent approximately 80 percent of the association’s total budget. The second greatest source of revenue, roughly 15 percent, flows from annual fundraising and private contributions. The remaining revenue comes from membership dues, projects, and interest. AWA indicates that it is able to support some programs such as graffiti removal and façade grants through cost-sharing initiatives offered by the city of Milwaukee. The association also has program partnerships with the Campus Circle project and the federal Weed and Seed program.
**BASICS of Milwaukee, Incorporated**

**Mission**

Brothers and Sisters in Christian Serving (BASICS) report that it was established approximately two years ago. The organization’s mission “is to mobilize the Christian community to further strengthen and enhance the physical and spiritual needs of the individuals and their families living in the city.” As a Christian organization, BASICS reports that it “encourages the community to reach out to its neighbors in need.” To implement its mission, the organization helps link individuals with resource networks within the community and throughout metropolitan Milwaukee. In conjunction with these activities, BASICS reports that it attempts to partner with existing ministries and services to bolster rather than duplicate existing efforts. The organization’s target service area is bounded by 1st and 60th Streets, Capitol Drive, and Becher Street to the north and south.

**Economic Development Projects**

The organization indicates that its principal objective is to stabilize and strengthen peoples’ lives through the redistribution of needed resources. To achieve its objectives, BASICS provides services such as transitional housing for families, community-based care for the elderly, and renovating abandoned storefront properties in collaboration with other organizations. Additionally, in conjunction with the Milwaukee Christian Partnership, BASICS is working to link W-2 participants with church support resources. The partnership program provides mentoring support to the unemployed and underemployed. The role of both church and business mentors is to provide “holistic support services” to meet the range of needs required for individual growth and self-support.
Capital Christian Center

Mission

The Capital Christian Center, established in 1993, reports that its organizational mission is to address the physical, mental, and emotional needs of the community it serves. Accordingly, the center’s outreach efforts include activities such as “helping residents secure basic needs, empowering the individual to achieve sustainability, and assisting individuals during times of crisis.” While its ministry is worldwide, Capital Christian Center focuses its efforts in the Milwaukee community of Metcalfe Park. The center’s principal service delivery area is bounded by 27th to Sherman and North Avenue to Center Street. Pursuing a multi-cultural strategy, the center’s clientele will vary depending on the project objective. The majority of Capital Christian’s clients, an estimated 90 percent, are African-American.

Economic Development Programs

The Christian Center indicates that due to limited funds, it is not currently in a position to implement an economic development agenda. The majority of the organization’s current activities are service orientated. The Christian Center reports that it recently sponsored an on-site entrepreneurial readiness program. The program, know as “Fast Track,” was an intensive 10 week course devoted to entrepreneurial skills training. The course had 20 participants and 85 percent graduation rate. The Fast Track course was funded by a one-time $15,000 grant. The center indicates that it would like to continue offering the course if on-going funding were available.
Center for Teaching Entrepreneurship

Mission

The Center for Teaching Entrepreneurship’s (CTE) mission is “to research, develop, and implement programs for young people ages 9-21. Programs utilize the fundamentals of entrepreneurship and business literacy to develop entrepreneurial spirit, economic self-sufficiency and wealth building.” In operation since 1991, the organization works with young adults throughout the city of Milwaukee. The majority of program participants are from the inner city.

Economic Development Programs

The center’s program emphasis is on “cultivating a new generation of leaders able to participate effectively in the free enterprise system.” Accordingly, CTE indicates that its programs and services offer participants benefits including the following:

- understanding the connection between academic excellence and the world-of work;
- learning the mechanics of starting, running, and managing and participants in a business;
- developing an entrepreneurial spirit;
- enhancing knowledge of personal finance and investing; and
- Increase vocabulary, communication skills, and confidence.

The CTE reports that its most successful program is the Youth Entrepreneur Course. The course is devoted to educating young adults about business, capitalism, and entrepreneurship. The course, lasting between 10 to 16 weeks, exposes students to the business environment and career options. Course graduates are able to participate in the
Network and Referral Program. To date, approximately 350 to 500 students have taken the course and roughly 3,000 have participated in other CTE workshops.
Central City Worker’s Center

Mission

Incorporated in 1994 through the Campaign for a Sustainable Milwaukee and the Milwaukee Building and Construction Trades Council, the Central City Worker’s Center’s (CCWC) mission is “to connect central city residents to family-supporting jobs and create a membership based organization—to build an organization based on leadership and job placement.” The CCWC’s service area includes 46 census tracts, from roughly Becher to Locust Streets and Holton to 35th Street encompassing approximately 100,000 residents. The organization reports that it serves two key customers: inner-city residents, and employers. Approximately 85 percent of community residents are African-American. CCWC targets employers such as construction firms, government construction projects, and unions located within the four county metropolitan area.

Economic Development Programs

The aim of the CCWC is to place inner-city residents in family-supporting jobs (defined by the agency as jobs paying $8 or more per hour) within in Milwaukee’s construction, manufacturing and printing industries. The center reports that it currently has a number of initiatives underway. These programs include the following:

- Construction Industry Consortium

The CCWC is initiating a comprehensive industry survey and setting up meetings with 22 skilled trade unions and 12 of the area’s largest contractors.

- Construction Career Expo
The CCWC cosponsored an employment expo that attracted more than 25 industry employers and unions.

- Transportation Empowerment Program/Drivers’ License Recovery Program

The new TEP will be an expansion of the Driver’s License Recovery Program. The aim of these efforts is to address additional barriers, such as access to transportation, faced by job seekers. This new objective assists job seekers in obtaining auto loans, auto repairs, and automobiles.

- Improving training and placement systems for minority construction workers

The CCWC secured contracts to run both the MMSD’s Minority Business Development and Training Program and the Milwaukee City Residency Program.

- Customized Skills Training (CST) classes

In collaboration with the PIC and MATC, CCWC is devising an improved recruitment system for CST. The CCWC now serves as the first source of recruitment for the program.

- Coordinating human service support

The CCWC secured approval from MATC to establish a “learning laboratory” on site that will help clients acquire their GED and prepare for apprenticeship exams. CCWC also received approval to operate as a satellite member of the Job Center Network.

The Center also has a number of subcontractor relationships. Theses include partnerships with the Milwaukee Urban League, YMCA, and Wisconsin Correctional...
Services for outreach, training, and job placement services. Subcontracts receive a “Pay-for-Performance Incentive” (with a $90,000 cap) that is based on their ability to generate results measured in the number of job placements, apprenticeships, training, and job retention.

The Workers’ Center indicates that three key efforts are aimed at achieving its program goals. These include:

1) serving as a “one-stop shop” in the inner-city providing a variety of resources to job seekers in a systematic way;
2) sending out a trained, supervised staff to work with community-based groups to ensure that these groups are better able to identify, recruit, and retain residents in construction-related employment;
3) building relationships between employers, labor unions, training providers, and those in charge of major construction projects to ensure connections to jobs.

The organization reports that it has made progress toward the Milwaukee Jobs Initiative’s goal of placing nearly 2,000 inner-city residents in jobs within three years. (Milwaukee Journal Sentinel, 1/14/97). Internally, CCWC has set a goal of 1,000 annual placements. According to MJ1’s 1998 annual report, CCWC recruited more than 1,000 job seekers, placed 37 individuals in construction jobs paying an average wage of $12.00, and placed more than 25 individuals in family-supporting jobs in other sectors.

According to the organization, its construction and manufacturing orientation sessions attracted average 100 job seekers per session. The Milwaukee Business Journal reported that 150 people had found jobs as a result of CCWC’s program efforts. More than 50 of these individuals are working in the construction industry in jobs averaging $13 per hour. An additional 100 are expected to be place before the end of the 1998 construction season (6/1/98). Finally, CCWC indicates that it had 70 job placements in the previous quarter (second quarter 1998). The center reports that one impediment to
achieving its placement targets is the need to forge appropriate relationships within the industry.

The center reports that it engages in a detailed self-assessment process with oversight provided by an internal Work Center Task Force, a body comprised of industry experts. As a part of the Milwaukee Jobs Initiative, the organization is also included in the formal evaluation conducted by the Annie E. Casey Foundation.

Staff and Board Resources

The CCWC’s staff consists of 17 employees. The center reports that it makes an effort to recruit staff members from the surrounding communities. The organization indicates that staff experience and training range from individuals who have not yet finished high school to those with advanced degrees in social work, computer science and a certificate in non-profit management. With offices located within the targeted community, CCWC indicates that staff capacity is bolstered by neighborhood resident volunteers.

The board of directors for the Campaign for a Sustainable Milwaukee and the CCWC Task force oversee the operations and program activities for the Workers’ Center. The organization reports that both bodies are committed to a grass roots decision-making and governance. The CCWC Task Force Board has included over 100 different members from various industries. Recruitment is open and appointment terms are indefinite. Meeting once a month, the task force board serves in an advisory capacity.

Funding

The Workers’ Center reports annual budgets of approximately $420,000, $240,000, and $160,000 for 1998, 1997 and 1996 respectively. The majority of the organization’s financial support, an estimated 65 percent, comes from private funding sources. These funding sources include the Milwaukee Jobs Initiative (supported
principally by funding from the Annie E. Casey Foundation), the Helen Bader
Foundation, and the Milwaukee Foundation. Grass roots financial support such as funds
secured through individual membership fees and events represents an estimated 15
percent of organizational revenues. An additional 10 percent of agency revenue stems
from contributions from private business-owners, labor organizations, and religious
organizations. The organization also receives in-kind support from Legal Action,
MATC (several computers and an instructor), the Building Trade Council, and the
Electrical Trade Union. According to the agency, 100 percent of their operating budget
is devoted to economic development activities. Fifty percent of these funds are used to
implement the organization’s public policy/issue agenda and the remaining half is
directed at it job placement initiatives.
Cooperative Development Services

Mission

Cooperative Development Services (CDS) is a private non-profit corporation founded in 1986. The organization’s mission is “to provide professional business development and planning services to cooperatives and communities.” CDS services are targeted to meet the specific needs of client cooperatives and communities throughout the Upper Midwest. Accordingly, CDS’s service delivery area includes Wisconsin, Iowa and Minnesota. Providing a range of technical assistance services the organization assists with business structure development for both prospective and existing cooperatives. While CDS works with cooperatives ranging from health care to housing, its Milwaukee clientele consists primarily of business organizations such as minority artisans and contractors.

Economic Development Programs

The organization’s economic development activities focus on providing support to projects that promote sustainable community and cooperative business development. As a result, Cooperative Development Services’ activities include enhancing consumer economic control through the creation of shared buyer cooperatives. As noted above, CDS provides business technical support services to a range of cooperatives. They introduce various business structures to an enterprise by assembling a group of consultants matched to meet the specific needs of a cooperative. The consultants provide a range of business technical expertise in areas such as strategic planning, feasibility studies, market analysis, business planning, financial planning, project management, loan and grant procurement and training. Within its broad service area, CDS provides technical assistance to a variety of cooperative ventures including health care, child care, buying club coops, affordable housing and agriculture and rural based projects that are specifically related to economic development.
The organization’s economic development activities vary by project. In Milwaukee, CDS provides business technical assistance to organizations such as the Minority Artisans Group and the WHEDA Milwaukee Contractors Cooperative. Accordingly, the organization provides more sector-specific consultation to groups and individuals. The organization project activities include:

- **Assisting with a community and employee ownership effort in Antigo, Wisconsin**

With the announced closure of the local Kraft Foods plant representing the loss of 80 jobs, CDS worked with employees and local community leaders to explore alternatives. With assistance and collaboration from CDS, the employees and a group of community investors were able to purchase the plant forming the Antigo Cheese Company. The plant employees approximately 100 workers.

- **Incubators Without Walls**

The purpose of the incubators is to create jobs necessary for economic stability in rural communities through the creation of viable business enterprises.

- **Business Technical Assistance**

CDS, in collaboration with community leaders, credit unions, and electric cooperatives, provided technical assistance to ten small businesses in economically distressed rural communities in Wisconsin.

In addition to the initiatives listed above, CDS offered a one-day seminar in Eau Claire and Madison to introduce cooperatives as an effective community economic
development tool. The seminar focused on successful cooperative ventures such as farmers investing together in value-added business partnerships, producers working to pursue joint bids for major projects, family-owned companies, and local and non-profit organizations pursuing bulk purchasing strategies.

Staff and Board Resources

With offices in Madison, the Twin Cities, and Ames, Iowa, CDS has total of 12 full-time employees. Staff in the Twin Cities, however, work exclusively on the Organic Alliance Project, according to CDS. The organization reports that an estimated 75 percent of its staff resources devoted to economic development initiatives. Staff has extensive academic and professional experience particularly in the area of agricultural economics. Staff also possess expertise in market analysis, feasibility studies, research, and financial modeling.

Cooperative Development Service has a 13-member board serving indefinite terms. Length of board member tenure varies with some individuals having served since the organization’s inception in 1986. Board members are from around the Midwest with professional expertise in banking, journalism, utilities, and cooperatives. The board serves principally in an advisory and policy making capacity to the organization.

Funding

The organization reports its 1998 annual budget at an estimated $950,000 (1997, 1996 not available). The agency indicates that its greatest source of financial support stem from: the Pew Charitable Trusts, U.S. Department of Agriculture, and the Kellogg and McKnight Foundations. An estimated 30 to 35 percent of revenue come from fee for service activities. Cooperative Development estimates that approximately 88 percent of it total budget is devoted to economic development projects and related activities.
Community Enterprises of Greater Milwaukee

Mission

Established in 1987 in cooperation with Community Baptist Church, Community Enterprises of Milwaukee (CEGM) is a faith-based organization that seeks to create jobs through business development. The organization reports that its central focus is to establish individual businesses that will lead to job creation within the community. CEGM’s primary clients are entrepreneurs, predominantly African-American women, residing in the community situated between Hampton Avenue to Center Street and 35th Street to Interstate 43. Community Enterprises also serves as the coordinating agency for Neighborhood Strategic Planning area 4 (NSP 4).

Economic Development Programs

CEGM’s economic development activities focus on providing small business technical assistance. The organization has two incubators where clients may lease space and access various business development services. In conjunction with the incubator program, the agency has a $200,000 revolving loan fund aimed at providing small loans to community enterprises.

In collaboration with a few W-2 agencies, CEGM also provides training for low-income welfare-to-work residents including technical assistance for home-based enterprise development. Further, CEGM partners with a national organization to provide grass roots leadership training.

In addition to the efforts outlined above, the organization has economic development activities related to Community Development Block Grant funding. Program objectives for 1997 included the following: creating 26 new and retaining 36 existing jobs in NSP 4, supporting 16 businesses, and starting-up nine new enterprises.
For the 1996 funding period, CEGM’s “actual” program outcomes exceeded its “proposed” targets in all three funding categories.

Staff and Board Resources

CEGM has eight full-time employees, four of whom work directly on economic development initiatives, according to the organization. The organization’s executive director, a minister at Community Baptist Church, has a background in business and industrial management. The director of business has academic credentials and experience in advertising, marketing, communications, printing, publications, and management. CEGM reports that other staff members involved in economic development initiatives have academic degrees in finance, and economic development, and experience in financial lending and business mentoring.

The CEGM’s board of directors currently has seven members who meet on a quarterly basis. New members are recruited based upon the specific area of expertise needed by the organization. Community Enterprises reports that it attempts to recruit at least two board members from the community. The board is primarily responsible for establishing organizational policies and strategic planning. The current board membership includes an attorney, a corporate officer, a banker, and a retired volunteer who has been active in the community for more than 30 years. The organization anticipates forming an advisory board in the near future.

Funding

CEGM reports an annual budget of $1,028,792 for 1998 with an estimated 75 percent devoted to economic development initiatives. Annual budget estimates for the previous two years were relatively stable at an estimated $850,000 for 1997 and $849,000 for 1996. The organization reports three principle sources of revenue: CDBG funds, program income, and private contributions representing one-third respectively. CDBG funding for economic development activities has held steady over the previous three
years at roughly $195,000. Program income typically includes revenues secured through the incubators, leasing, and contractual training activities. The revolving loan fund receives funding from the State of Wisconsin.
Esperanza Unida, Incorporated

Mission

Established in 1971 as a non-profit community organization, the mission of Esperanza Unida, Inc. is “to demonstrate that through unity and mutual respect we can provide services, guidance, training, education, and economic development to empower people; to assist people in growing personally and becoming economically self-sufficient; to take initiative to provide caring support and protection of rights to minorities and others who will contribute with pride to the greater Milwaukee community.” While the organization places emphasis on the social and economic concerns of the local Latino community, Esperanza Unida serves people throughout metropolitan Milwaukee. Esperanza indicates that it has three broad objectives: to train individuals for family-supporting employment, create jobs, and building individual self-reliance.

Economic Development Programs

The organization reports that its principal objective is to empower the community through a range of economic development initiatives. To implement its mission, Esperanza focuses on providing vocational and educational training programs. These efforts include:

- Auto Repair Training

Students receive hands-on auto repair training from qualified mechanics. As a part of a twelve-week training effort, the program focuses on oil and lube work, brakes, front-end repair, and exhaust and suspension systems. The program also includes a targeted employment placement process. Operating in tandem with the training program is the Vehicle Donation Project. Through vehicle donations, the project has vehicles to repair and sell at a reduced rate to graduates for
transportation to work. The auto repair program graduates 25 to 35 participants annually.

- **La Esperanza del Futuro Child Care Center**

Operating as a day care and childcare training program, the Center is one of the few bilingual and bicultural childcare centers on the near south side. In addition to providing day care for community residents, the Center trains and certifies individuals to start and maintain home day care and/or qualifies them to work in a State-certified facility. The childcare certificate program has trained more than 160 individuals since 1990. The program also provides follow-up education and support to its 68 past graduates through the organization’s Providers for the Future Association.

- **Security Officer Training**

The new four-week training program prepares students for jobs in a variety of security-related positions. The program provides certification in areas such as investigation techniques; criminal and civil law; fire and bomb threats; criminal justice system; and report writing concepts. The program provides both classroom and supervised on-the-job training.

- **Welding and Metal Fabrication Program**

This program prepares students to pass Welder Qualification Performance Tests for welding sheet steel and steel plate. The 12-week course includes instruction in welding theory, math, blueprint reading and welding shop practice. Students also operate a business that manufactures and repairs garbage dumpsters. Since the program’s inception in 1991, it has graduated 103 participants. With an expanded facility, the organization reports that the program will be able to increase its
training capacity to 46 students per year and increase its production capacity by more than 50 percent.

- Construction Training Program

Program participants receive hands-on training from skilled construction trades people. Working on rehabilitating vacant houses, the program provides both industry apprenticeship training and affordable housing for community residents. The program places unemployed individuals in construction apprenticeships in carpentry, electrical, sheet metal, plumbing, painting, and masonry work. According to the 1996-97 Funder’s Report, last year, the program placed 33 participants in jobs paying an average wage of $9.93 per hour.

- Ameritech Customer Service Training

Established through a $70,000 grant from the Ameritech Corporation, the program provides students with training in areas such as conflict resolution; interpersonal skills development; data base and word processing; sales of products and services; and other customer service techniques. During 1996, the program placed 20 graduates in customer service positions paying average wages of $7.01 per hour according to the agency.

- Printing and Graphic Arts Training

The new 12-week program teaches participants print, graphic arts and desktop publishing skills. The objective of the program is to develop participants’ publishing, writing, and sales skills. In addition, the program links students with continuing educational programs in the graphic arts. The printing program also serves as a community publishing resource and produces Esperanza Unida’s newspaper.
- Learning Center

Provides an educational setting where individuals can improve basic academic skills, prepare for the GED, and take ESL classes. The center also prepares students to take the Skilled-Trades Apprenticeship test and accelerates participants’ math, writing, and reading skills development. MATC is a collaborator in the program providing financial and educational support.

- Student Coordination Services

The Student Coordination department handles recruitment and orientation for all Esperanza Unida students. The department’s broad objective is to provide the full range of support services required by participants to ensure success in other Esperanza programs. Coordinators provide students with vocational, academic, and non-work support services.

In addition to the programs outlined above, Esperanza provides a variety of legal services to community residents through the Legal Resource Center. Services include legal counseling and representation regarding workers’ and unemployment compensation as well as immigration-related concerns.

Esperanza also forged a public/private partnership to create the International Building, formerly the location of the Kroeger Brothers Department Store. The building houses a number of enterprises and organizations: the St. Francis Bank’s bilingual home mortgage office, True Image Copy Shop (where printing and graphics training programs take place), a restaurant run by community residents, the Ameritech Customer Service Training Program; United Migrant Opportunity Services, The Private Industry Council; and El Puente High School.

Esperanza Unida has numerous program accomplishments to report as a part of its efforts to track key performance measures. Over the previous thirteen years, the
organization has conducted sectoral targeting research in order to identify key areas of job creation in the local labor market. As a result of these activities, Esperanza indicates that it has created twelve distinct training businesses focusing on skill development that prepares individuals for employment opportunities within the key sectors. Currently, the organization has seven different training businesses underway serving 50 to 70 students daily at its four facilities. To date, over 1,500 student have been trained through Esperanza’s training businesses, according to figures provided in the 1996-97 Funders Report. The organization reports a 70 percent placement rate among program participants.

Staff and Board Resources

Currently, Esperanza Unida has approximately 55 employees with an estimated 80 percent of the staff working on economic development-related activities and programs. Reporting no specific educational or professional staff profile, the organization indicates that it has focused on internal staff development through on-the-job training and experience. The organization’s personnel resources are bolstered by an estimated 65 to 75 volunteer staff each year.

Esperanza’s program instructors are drawn from a variety of sources. Of its current employees, nine serve as primary instructors for the various training businesses and all agency personnel function as on-the-job instructors. Two of Esperanza’s instructors are MATC-certified teachers and offer classes in conjunction with the college. Two additional instructors are in the process of securing their certification. Skilled trades people and members of the carpenters union round out the teaching staff providing instruction for the housing rehab/construction training program.

Esperanza Unida’s board consists of 12 members recruited principally from the community and area businesses. The board membership includes a diverse range of professions including a lawyer, a doctor, university people, and area business representatives. The organization indicates that board support is essential to its program.
efforts. Accordingly, the board is made up of individuals who share Esperaza’s view on community empowerment.

Funding

According to CDBG data, the agency’s 1998 budget is $2.7 million, Esperanza’s budget estimates for 1997 and 1996 were reported at approximately $3.5 and $3.0 million respectively. The organization reports that the majority of its funding stems from two sources: roughly 50 percent from program revenues, and an estimated 31 percent flowing from government support including CDBG, state, and federal sources. Performance data provided by the CDBG office indicate that the organization either met or exceeded its proposed objectives for 1996. The agency reported that it placed 21 students in jobs/apprenticeships that year, exceeding its proposed goal of 15.

The remainder of the agency’s budget, approximately 19 percent, comes from private foundations, corporations, and private donations. Esperanza indicates that all of its budget resources are committed to economic development-related activities and programs.
Goodwill Industries

Mission

Established in 1919, Goodwill Industries’ mission is to “provide work opportunities and skill development for people with barriers to employment.” Goodwill’s mission is implemented through four divisions: Commercial Services, Human Services, Retail Operations and Employment Solutions. The boundaries of Goodwill’s service area include Fond du Lac Co., Sheboygan Co., Lake Co. (IL), and Janesville. Serving individuals who experience barriers to employment, Goodwill’s clientele includes an estimated 20 percent who are physically or mentally disabled, and 80 percent who are economically disadvantaged.

Economic Development Programs

Goodwill’s objective is to “develop or secure work opportunities that fulfill every individual’s personal and professional goals while providing wages and benefits that maintain self-sufficiency.” Goodwill reports that since 1990 it has placed more than 20,000 individuals in community employment. To achieve its objectives, the organization has four program divisions.

- Retail Operations include the organization’s stores & donation centers, secondary markets, and the Goodwill Depot. The retail outlets and secondary markets provide employment opportunities and revenue for the organization. The Depot provides an avenue to channel corporate excess goods to local churches and community centers with the ultimate goal of helping families remain self-sufficient. According to Goodwill’s 1997 annual report, retail sales increased 18 percent over the previous year. In addition, retail activities generate 15 percent of the organization revenue.
- Human Services include the organization’s workforce development activities, self-sufficiency objectives, and transportation services. Program participants first work with Goodwill staff to determine interests, skills, and vocational objectives. While the organization focuses on identifying employment opportunities, it also provides services and support to bolster participants’ self-sufficiency. In cooperation with the Elder Care Line, Goodwill also works to address the specific transportation needs of persons with disabilities. The 1997 annual report indicates that placements reached 5,246 for the year up from 4,168 for 1996. This sector of activity generates 25 percent of Goodwill’s revenue.

- Employment Solutions, Inc. is a subsidiary of Goodwill Industries created to administer Wisconsin Works in two regions of Milwaukee County. Employment Solutions partners with a number of community organizations in developing a full range of employment, recruitment, and family support services. The organization indicates that program participants have access to a comprehensive set of services that assist them in finding and retaining employment. The 1997 annual report indicates that more than 1,316 economically disadvantaged parents secured and maintained employment.

- Goodwill Commercial Services division is comprised of Industrial, Environmental, and Laundry Services. These three activities generate revenue to support the organization’s diverse training and job readiness programs. Goodwill reports that these activities create work opportunities for more than 1,600 individuals. Since 1993 the program has grown 225 percent and accounts for 40 percent of Goodwill’s sales according to its 1997 annual report. This sector of activity generates an estimated 58 percent of the organization’s revenue.
Staff and Board Resources

The organization currently employs 2,190 with additional 700 individuals on the payroll who are participating and/or beneficiaries of Goodwill’s program initiatives. Of Goodwill’s total staff, approximately 1000 employees are working on economic development-related projects and program activities. With employees working in more than 40 locations throughout nine counties in southeastern Wisconsin and northern Illinois, staff experience and educational backgrounds are too diverse and numerous to profile. It addition to its staff resources, Goodwill reports that it bolsters capacity through a variety of collaborative partnerships, and receives additional support from more than 100 volunteers.

The Goodwill board of directors consists of 27 members who meet on a quarterly basis. The executive committee of the board meets quarterly and convenes ad hoc committee meetings as needed. The board is responsible for shaping the organizational policy, approving all transactions involving real property, strategic planning, budget approval, and oversight of strategic planning and finances. The board’s membership is diverse with representatives from corporations, banking, law and investment firms, and includes a number of community volunteers.

Funding

As a nonprofit organization, Goodwill receives funding from a variety of sources including government sources, local and national foundations, and corporate and individual financial donations. As noted earlier, the greatest source of financial support, more than 85 percent, stems from program revenues. The remainder of Goodwill’s revenues, roughly $1,166,000, is from direct public support and miscellaneous income sources. Goodwill estimates its 1998 budget at $105 million up from the two previous years’ total of $83 million and $69 million for 1997 and 1996 respectively. The organization reports that at least 95 percent of its revenue is devoted directly to participant programs and services.
Harambee Ombudsman Project, Incorporated

Mission

The Harambee Ombudsman Project, Inc. (HOPI) “is a community-based organization that provides information and services to meet the needs of Harambee residents and the community at large.” The organization implements its mission through “a strong network of grassroots volunteer residents.” To achieve its organizational objectives, HOPI works with governmental, private and other community based agencies. The agency’s collaborative efforts focus on initiating self-help activity and social change through a “unified movement to ensure that political power and pride is developed and maintained in the Harambee community.” The HOPI’s service delivery area is located south of Capitol Drive and north of Walnut, east of I-43 and west of Holton. The organization’s primary clientele are community residents, the majority of whom are living below the poverty line. Harambee also serves as the lead coordinating agency for the Neighborhood Strategic Planning area (NSP 6).

Economic Development Programs

Harambee’s programs and advocacy efforts focus on services and activities that empower Harambee residents and encourage self-sufficiency. To that end, Harambee programs focus on an array of social service and community organizing activities. These program activities such as foster care and child placement services, community organizing including neighborhood strategic planning, residential treatment programs, home buying counseling, and tenant training

In the realm of economic development, Harambee has focused primarily on forging linkages between the neighborhood and the various projects and initiatives that impact the community and its residents. Accordingly, rather than directly bid on the contracts for economic development activities associated with CDBG activities,
Harambee instead facilitates outreach and referral for community residents and services providers. The organization indicates that it is currently involved in two economic development projects aimed at the Harambee committee. These include:

- **Coverall Franchise**

  In 1997, Community Block Grant Administration made Enterprise Community funding available in support of joint project proposal made by MLKEDC and the Harambee Ombudsmen Project. A for-profit company, Martin Luther King Environmental Services, Inc., a janitorial franchise, is being developed in an effort to create jobs for Harambee community residents. The proposal submitted indicates that in its initial phase of the development, the company will employ five residents at $7.00 per hour providing family health coverage and profit sharing. The proposal was approved and funding awarded in the spring of 1997. According to MLKEDC, the project is currently delayed pending a review of EC Audit Guidelines by the City.

- **MLK Cluster Project**

  The project is based on the idea that concentrating development resources within a small geographic area will enhance the likelihood that substantial and sustainable economic growth will be achieved. Anchor development sites have been identified and the Cluster is in the process of attracting businesses to occupy these sites. The success of the project is hinged on the collaborative participation by nonprofit organizations, local businesses, and residents. MLKEDC, along with the Martin Luther King Drive Business Improvement District, the Inner-City Redevelopment Corporation, and the Harambee Ombudsman Project, Inc., has devised development strategies for three key areas: housing, commercial, and public improvement development. With the comprehensive development plan in place, the Cluster Project moves into the implementation stage.
The Harambee Ombudsman Project indicates that it is responsible for the community organizing aspect of the Cluster Project. The organization reports that there also are future plans for another franchise collaboration with Harambee, MLKEDC, Historic King Drive BID, and the Inner City Redevelopment Corporation.

Staff and Board Resources

Harambee reports that it currently has 16 staff comprised of 12 full-time and 4 part-time employees. According to the organization, three staff are involved in economic development activities. The agency reports that two staff have undergraduate degrees in business and education, and the third has a graduate degree in social work. Harambee indicates that, if funding permits, it would like to hire additional staff, particularly a grant writer and fund development position.

The board of directors currently consists of 13 members who serve three-year terms. A nominating committee structure is in place to select new members, but open nominations are also accepted. New board members are elected by Harambee stakeholders at the organization’s annual meeting.

Funding

According to figures provided by the Community Block Grant Office, Harambee reports its 1998 revenue at $2,027,614. Harambee reported total revenue of $759,889 and $926,116 for 1996 and 1997 respectively, according to CDBG data. The majority of the organization’s support from 1996 to 1998 comes from government sources. Funding from county, city, and state sources has held relatively constant over a three-year period, representing roughly 90 percent of total revenue. For 1998, the organization received a large share of financial support, $395,000, in Neighborhood Improvement Program grants for housing rehabilitation projects. In addition, Harambee received $125,000 in CDBG funds to support community organizing activities, neighborhood strategic planning, and conducting a community needs survey.
The remainder of agency revenue comes from sources such as the State of Wisconsin in support of the foster care program, approximately $91,000; fee-for-service revenues generated by the Imani AODA treatment facility; a maintenance contract with the King Drive BID estimated at $8,000; and membership dues. Support from foundation sources constituted only 4 percent of total revenue. Harambee indicates that its objective is to generate more unrestricted and/or fee-for-service revenues allowing the organization to become more self-sustaining.
Hispanic Chamber of Commerce of Wisconsin

Mission

“Advocating and promoting the business development of Hispanic and other small businesses through education, advocacy and networking” is the mission of the Hispanic Chamber of Commerce of Wisconsin. Incorporated in 1972, HCCW is a statewide membership organization. While the organization’s focus is on providing support and promoting Hispanic entrepreneurs, their services are available to the general public. The primary activities of the HCCW are related to business technical assistance. No fees are charged for these services.

Economic Development Programs

Economic development is the primary focus, the charter, of the Hispanic Chamber of Commerce of Wisconsin. The primary goal of the HCCW is to help entrepreneurs meet the challenges of starting and running businesses.

• Business Technical Assistance

One of the primary challenges that HCCW addresses is the problem of access to capital. As a Small Business Administration Non-Profit Intermediary, HCCW processes applications for pre-qualification for SBA loans. In addition, they have established relationships with area lenders reviewing potential entrepreneur’s business plans and referring clients with promise to these bankers. HCCW also operates a small business incubator, the Milwaukee Enterprise Center South, in collaboration with Milwaukee Area Technical College. To meet the challenge of “survivability” for new businesses, HCCW provides direct managerial assistance or makes referrals for legal and accounting assistance. HCCW is active in promoting of Hispanic businesses. Outcomes from their activities include $1.4
million in contracts for Wisconsin Center that HCCW members were able to procure.

• South Town Points

A ten square mile redevelopment project on near south side of the International Tourism and Trade District Association, a non-profit spin-off of HCCW. The project intends to create several business improvement districts in the region. Another goal is to market the area as a tourist destination by developing shops that showcase Latin American roots of the area’s Hispanic community, such as a silver shop, a leather goods shop, and a coffee shop, as complements to the existing Mexican restaurants in the area.

• HCCW Education Fund/Phillip Arreola Scholarship Program

An educational scholarship program, established in 1993, that has disbursed $125,000.

The organization also plans to undertake a $6.5 million dollar renovation of a former warehouse into an apartment complex.

Staff and Board Resources

The Hispanic Chamber of Commerce of Wisconsin currently has three full-time staff members including a chief executive officer and two assistants. The Chamber’s CEO has served for nine years. The educational background of the staff includes some college-level coursework and extensive business experience.

The Board of Directors has thirteen members who serve staggered three-year terms. According to HCCW by-laws, 51 percent are owners of Hispanic-owned businesses. Others can be Hispanic or other ethnic business owners, or corporate
representatives. The Board meets monthly, and according the Chamber’s CEO, they are a committed group with good attendance sharing their expertise and resources, and deliberating on and advising her on matters of policy.

HCCW relies on partners to fulfill their mission. Board members and banking contacts often help by reviewing client business plans. Collaborative partnerships include working with American Indian Chamber of Commerce, African American Chamber of Commerce, Milwaukee Minority Chamber of Commerce, Metropolitan Milwaukee Chamber of Commerce, WWBIC, and UEDA.

Funding

The Hispanic Chamber of Commerce has a budget of $250,000 for 1998. A total of $60,000 comes from City of Milwaukee Community Development Block Grant funds, allocated through Area 16 on the near south side. CDBG performance outcome figures for 1996 indicate that the agency reported that it created/retained 23 jobs (45 proposed), and provided start-up and/or support to 39 businesses (87 proposed). According to the Chamber’s CEO, the HCCW still considers itself a city-wide agency, but works hard to meet their commitments to this geographic area. Other funding is provided through membership dues and the profits from annual fundraising events.
Historic King Drive Business Improvement District

Mission

Founded in 1992, the Historic King Drive Business Improvement District’s (MLKBID) mission is to facilitate commercial real estate development between the boundaries from McKinley Avenue to Locust Street, and 2nd to 5th Streets. The MLKBID’s principal clientele consists of commercial property owners, business tenants, and developers. According to the agency, there are currently 384 taxable properties within the district and 200 active businesses.

Economic Development Projects

The Business Improvement District is essentially an economic development entity. Accordingly, MLKBID’s central aim is to facilitate the advancement of economic development in the neighborhood by “providing staffing, equipment, supplies, and resources.” To advance its mission, the BID works to implement the goals of the MLKBID redevelopment plan. The district also works in concert with three partners as a part of the King Drive Cluster Development Project (described below). The organization provides a variety of resources and services:

• responding to questions about available space for lease or purchase;
• coordinating and supporting volunteers to promote private and public financing of District development activities;
• providing informational materials regarding business and property opportunities;
• coordinating business recruitment and business development;
• encouraging increased police protection and safety programs;
• a maintenance program;
• initiating publicity and media coverage of District activities;
• promoting the unique historical significance and commercial mix of the District;
• encouraging design-sensitive renovations of buildings in the District;
• planning and coordinating special events;
• reviewing and implementing the redevelopment plan.

In addition to the activities listed above, MLKBID is a partner in the Historic King Drive Cluster Development Project. This project is based on the idea that concentrating development resources within a small geographic area will enhance the likelihood that substantial and sustainable economic growth will be achieved. Anchor development sites have been identified and the cluster is in the process of attracting businesses to occupy these sites. The success of the project is hinged on the collaborative participation by non-profit organizations, local businesses, and residents. Martin Luther King Drive Business Improvement District, along with MLKEDC, the Inner-City Redevelopment Corporation, and the Harambee Ombudsman Project, Inc., has devised development strategies for three key areas: housing, commercial, and public improvement development. With the comprehensive development plan in place, the Cluster Project moves into the implementation stage.

The BID will move into the new Ameritech King Commerce Center, slated to open in 1999. The renovated building will house the offices of MLKEDC, MLKBID, and the Wisconsin Women’s Business Initiative Corporation. All three organizations provide a range of business technical and financial assistance within the Harambee community. The center, developed as one of the anchor sites within the cluster, will include a branch of the M&I Bank, a large meeting room, conference rooms, reference library, and a computer lab. The center’s operational objective is to serve as a one-stop shop for businesses, entrepreneurs, and others interested in business and commercial property development in the Harambee community.

The MLKBID also has a Business and Real Estate Standing Committee that provides grants for development, environmental testing, and other improvement project
needs. While the organization acknowledges that the total funding available, $187,000, may be insufficient to cover all project costs, MLKBID indicates that the grants serve more as incentive to begin or continue an improvement project. In addition, the BID will provide direct assistance to developers such as finding a tenant, securing financing, or identifying a contractor.

Staff and Board Resources

The Historic King Drive BID currently has one staff member. The organization’s director has an undergraduate degree in Political Science and History, and a graduate degree in Urban Planning. The director’s professional experience includes working with several local, state, and national politicians. In addition to his work at the BID, the director continues as a private consultant on various redevelopment projects.

The BID has a board of directors consisting of fifteen active members with one seat currently vacant. Due to a recent expansion, the members’ terms range from one to three years. The board is comprised of commercial property owners, business owners, and three seats are designated for residential representatives. Serving as a policy advisory body, the board generally meets bi-monthly, and more frequently when major projects are underway.

Funding

The agency reports that its annual budget has remained consistent over the previous three years at approximately $120,000. Approximately 60 percent of the budget is committed to economic development projects and activities according to MLKBID. The primary source of organizational funds stem from the annual BID assessment. In unique circumstances where the BID acts as a developer, the organization may receive federal funding (no specific project indicated at this time).
Historic Third Ward Association

Mission

The Historic Third Ward Association (HTWA), originally known as the Historic Third Ward Development Association, was established in 1976. The association’s mission is “to act as a catalyst to transform the district into an innovative, livable, and exciting mixed use neighborhood while preserving its historic and creative character.” The boundaries of the HTWA are defined by I-794 to the north, the Milwaukee River to the west and south, and Lake Michigan to the east. With an emphasis on business recruitment and retention, the organization works with a variety of constituencies such as neighborhood residents, businesses, merchants, developers, leasing agents, and community stakeholders. Organizational initiatives are supported by and operate in cooperation with Business Improvement District #2 objectives. The association currently has 61 members representing local businesses, residents, and community stakeholders.

Economic Development Programs

The Historic Third Ward Association’s development strategies include increasing access to financing, developing and promoting staff expertise in the development process and financing programs, enlisting community leaders in promoting the economic advantages of the Third Ward, promoting public policies and procedures that encourage development consistent with their vision, and supporting and initiating collaborative efforts to improve Downtown Milwaukee. The organization’s 1998 publication, Streetscapes, reports on HTWA’s recent economic development efforts. The HTWA’s list of project initiatives include:

- identifying a designer for the proposed extension of the Riverwalk to the Third Ward;
- working on a feasibility study, in conjunction with the BID, for a proposed parking structure;

- pursuing the creation of a City Marketplace.

The organization has forged a variety of partnerships collaborating with groups such as Third Ward business associations, the Harbor Commission, the Downtown Management District, Summerfest officials, and Premier Milwaukee.

Staff and Board Resources

Currently, the Historic Third Ward Association has three full-time staff members. The executive director is an attorney and entrepreneur as well as president of the board of directors. The remainder of the staff have experience in management, finance, journalism and office administration. The organization estimates that 50 percent of staff time is devoted to economic development projects and activities.

The Historic Third Ward Association has 18 members serving on its board of directors. Seven members of the HTWA board also serve on the Business Improvement District board as well. The board has executive and nominating committees that oversee new member recruitment. Serving three-year terms, board member turnover is estimated between 10 to 15 percent annually, according to the organization. The membership is diverse representing construction, investments, and accounting firms; Third Ward area business and theatre interests; and local community-based organizations. In addition, the board includes representatives from the Italian Community Center and Summerfest.

Funding

The Historic Third Ward Association reports its 1998 annual operating budget at $260,000. The organization estimates that it has $12 million in project-related activities slated for 1998. The annual budget estimates for 1997 and 1996 were $270,000 and
$190,000 respectively according to HTWA. The majority of agency financial support, an estimated 54 percent, comes from the BID. Other sources of funding include approximately 40 percent from various grants, and roughly 6 percent from the city of Milwaukee for redevelopment activities.
Holy Cathedral Church of Christ

Mission

Holy Cathedral’s mission is to “strengthen and enhance the physical and spiritual needs of individuals and families within the community.” Located at 2677 North 40th Street in Milwaukee, Holy Cathedral’s programs focus on the needs of community residents. The church implements its service mission through two resource centers: the Word of Hope Family Resource Center and the Family Technology Resource Center. Both centers deliver a broad range of social services from health care to job training and placement. While focusing specifically on the surrounding community and its residents, the church extends access to its programs to clients residing outside its typical service area.

Economic Development Programs

Holy Cathedral’s two resource centers, Word of Hope Family Resource Center and Family Technology Resource Center, focus on a wide array of social services support needs within the community. The centers’ role in economic development is visible in the area of job training and placement. The activities of each center are summarized below.

- Word of Hope Family Resource Center

Established in 1996, the Word of Hope Family Resource Center offers support services in areas such as social services, health care, AODA counseling, marriage, and mental health, and employment.

The center provides job readiness training and referrals to clients who are under- or unemployed. With the services and training provided through both the Family
Resource and the Family Technology Resource Centers, Holy Cathedral reports that it has made 159 job placements since 1996.

- Family Technology Resource Center

The center, established in 1998 as part of a State of Wisconsin pilot study, provides interactive personal computer skills training, literacy, and technical skills training at no cost to Milwaukee residents.

In addition to computer training, the center offers a range of job assessment, readiness, and placement services including basic skills training in reading, writing, and math, GED-prep software, electrical theory courses, and access to continuing education courses through UWM.

Staff and Board Resources

The Family Resource Center has one full- and two part-time staff. The Technology Center has two staff, one full-time and one part-time. At the FRC, job readiness training, referrals, and placements are handled by a staff member with more than 15 years experience working in a private-sector employment firm. The director of Word of Hope has more than 19 years experience in social services having worked as an administrator and social worker with the Department of Human Services. Staff at the FTRC have extensive experience in private sector personnel management.

A board of nine oversees the activities of both centers. The board consists of church members, pastors, and community stakeholders serving three-year terms. The organization reports that attendance at the quarterly meetings is high, demonstrating the board’s active interest and involvement.
Funding

The Word of Hope center began operations with a volunteer staff housed in donated space at Holy Cathedral. The combined 1998 operating budget for both centers is $140,000. The organization reports that an estimated 80 percent of its total operating budget is devoted to economic development initiatives. According to CDBG data, Word of Hope Ministries reported its 1998 total revenue at $226,000, representing a significant increase over last year’s budget of $78,000. The budgetary increase was due primarily to additional revenues from government and foundation sources. Word of Hope’s funding stems from two primary sources: city and county support for employment related activities representing 45 percent of the total budget, and private foundations (37 percent). In addition, Word of Hope received approximately $24,000 in CDBG allocations in 1998 specifically to support its employment services activities. The Family Technology center receives the majority of its funding from the State and private foundations sources. Compaq Computers and M&I Bank provided donated software, hardware, and funding for salary support for the center operations.
Inner City Redevelopment Corporation

Established in 1978, the Inner City Redevelopment Corporation (ICRC) emerged out of an organization formerly known as the North Town Business Association. With financial assistance provided by block grant funding, the ICRC shifted its mission to focus on community based economic development and technical assistance. Accordingly, the organization targets its redevelopment efforts in the areas of commercial, housing, infrastructure revitalization. Providing assistance to both residents and business owners, the ICRC service area includes Holton to 27th Streets and McKinley Avenue to Burleigh Street.

Economic Development Programs

The Inner City Redevelopment Corporation has been involved in a number of community development initiatives. The ICRC works collaboratively with a variety of organizations and stakeholders committed to community revitalization. The organization has had significant involvement in housing rehabilitation efforts within the community. ICRC spearheaded the development of an affordable housing structure at 8th and Burleigh Streets. In addition, the corporation oversees the housing component of the Historic King Drive Cluster Development Project, according to the Milwaukee Business Journal.

The ICRC’s economic development activities include new construction development, employer/job creation, and rehabilitating retail and commercial space. To implement these various initiatives, ICRC has forged numerous collaborative relationships with other development organizations, lending institutions, and local government. The corporation reports that it is currently working on a supermarket development project with 11 partners. In early 1998, the organization received support from the Department of Commerce to conduct a feasibility and design study for the project.
ICRC also coordinates the North Town Business District, the section of the Upper Third Street area bounded by Burleigh Street to the north and Walnut Street to the south. Recently, the area was identified as a Business Improvement District (BID) and a Wisconsin Development Zone. Thus, local commercial establishments within ICRC’s service area are able to take advantage of three tax incentive programs. As a part of its own efforts within the district, the organization is currently working to acquire a building to convert into usable office and residential space.

An assessment of the organization by Zirl Smith and Associates reports a variety of accomplishments achieved by ICRC. A number of outcome activities were highlighted: 1) ICRC’s role in developing the North Town Area; 2) providing technical and funding assistance to support of the Halyard Park construction; 3) playing a role in the Mount Zion housing project; 4) persuading the State to locate the Department of Natural Resources building within the community; 5) developing, building, and managing the North Town Retail Center; 6) influencing the rehabilitation of a warehouse within the area; and 7) working with First Star Bank to secure financing for the Atlas Apartments project.

Staff and Board Resources

The corporation indicates that it currently has five full-time employees. According to the organization, the executive vice-president of development and management has a graduate degree in Social Work, experience in real estate, politics, and a strong commitment to the community.

There are 11 members serving on the ICRC board of directors. With members serving three- to four-year terms, the board acts primarily in an advisory capacity to the corporation. Given the organization’s relatively small number of staff, ICRC reports that it relies on board member expertise. Accordingly, the organization’s board recruits members based upon the needs and strategic objectives of the agency.
Milwaukee Journal Sentinel, prior to 1991, the organization’s board members were appointed by Opportunities Industrialization Center of Greater Milwaukee (1/23/91).

Funding

The organization estimates its current operating budget at $300,000. The agency reports that its funding comes from housing development income, the Milwaukee Foundation, Milwaukee County block grants, and private mortgages. The largest share of ICRC financial resources stem from its rental income and property management fees. The organization’s total revenue, estimated between $3.5 and $4 million, comes from three primary sources: the OIC Center ($710,000), the North Town Shopping Center ($364,000), and the housing project development budget ($2,338,000). For the previous two years, CDBG data reveals that the organization reported total annual revenues of $843,000 and $746,000 for 1997 and 1996 respectively. CDBG project outcome data for 1996 (latest data available) reveal that the agency met all of its performance goals during that funding year.
Lisbon Avenue Neighborhood Development Corporation

Mission

Lisbon Avenue Neighborhood Development (LAND), established in 1990, is “dedicated to community-driven neighborhood renewal by working in collaboration with residents and institutions on economic development, community organizing and development.” LAND’s service delivery area includes the Walnut Hill and Washington Park neighborhoods bounded by 27th and 46th Streets, and North Avenue and Vliet Street. The organization also serves as the coordinating agency for the Neighborhood Strategic Planning area 11 (NSP 11).

Economic Development Programs

To implement its mission, the organization pursues program initiatives in three broad areas: community organizing, development, and economic development. Community organizing and development efforts focus on initiatives such as neighborhood safety, neighborhood leadership development, youth activities, and home buying and improvement programs. Among LAND’s housing initiatives is a program known as HomeSource that provides new building materials at discount prices to local home owners. In addition, the organization offers a program in home buying counseling, lead abatement, tool lending, and building inspection.

Program activities in the area of economic development include a construction company, a marketing initiative in the North Avenue and Vliet Street areas, youth employment, and business development assistance. These activities are summarized below.

- The Land Construction Company
A full service construction company that hires LAND residents serves as both a job training effort and home rehabilitation program. The organization indicates that five individuals are employed full-time as a result of the program.

- Marketing North Avenue, Vliet Street and Lisbon Avenue.

LAND reports that it markets the area to prospective businesses in an effort to bring services and jobs back to the community. Operating in tandem with the marketing initiative, is an equity loan fund program. The Vliet Street Business Assistance Fund offers financial assistance to prospective entrepreneurs willing to locate within the seven-block strip between 33rd and 40th Streets. LAND administers the program on behalf of the Vliet Street Business and Residents Association. Since the program’s inception in September 1997, the organization reports that it has provided business planning assistance to 18 prospective or existing enterprises. Further, five new businesses opened during spring 1998, according to LAND’s July newsletter.

- LAND Community Center/Jobs to Work

In a collaborative effort with MPS, the LAND Community Center plans an expansion and renovation, which will offer summer and after school programs for youth and families. The organization will work with MPS on a “Job to Work” and “AmeriCorps” programming. According to LAND’s 1997 annual report, community center outcomes include employing 36 youths during the summer.

- Lead Abatement Company
In conjunction with the Milwaukee Health Department, the initiative offers job and lead abatement training to interested residents. The organization reports that since the program’s inception in August 1997, 6 individuals were trained and employed.

In addition to the activities listed above, the organization offers technical assistance in the area of business development. In partnership with the Milwaukee Urban League, Milwaukee Indian Economic Development Agency, and the Wisconsin Women’s Business Initiative, the organization offers a broad range of business development and expansion support services. LAND also provides information on buildings for rent or sale located within its service area.

**Staff and Board Resources**

LAND has 17 full-time employees with three staff working primarily on economic development activities (1 full-time and 2 part-time). The executive director’s background includes managing one of the first scattered-site housing co-ops in the country, and serving as director of a land share program. Part-time staff have experience in social work and business ownership.

LAND’s board of directors consists of 13 members serving two-year terms. Currently, the board has 11 members serving and 2 vacant seats. The board membership is recruited from area businesses, residents, and local stakeholders. Meeting monthly, the board’s mandate is to set policy and work in consultation with the organization’s staff.

**Funding**

With an annual budget of $1.2 million reported for 1998, the organization realized an increase in revenues of nearly $300,000 over the previous fiscal year. Reporting annual budgets of $907,000 and $988,000 for 1997 and 1996 respectively, LAND estimates that approximately 74 percent of it budget comes from government funding.
sources such as city and county block grants, and federal HUD programs. According to CDBG data for 1998, LAND received approximately $677,000 in block grant allocations. Given the organization’s involvement in housing-related and youth programs, the majority of the funds are directed specifically for projects and activities in these areas. Funds committed to economic development initiatives represent roughly 4 to 5 percent of LAND’s budget. The agency reports that it spends an estimated $50,000 to $60,000 on economic development annually. The remainder of LAND’s revenues flow from private foundations (roughly 15 percent), and from program revenues and donations (11 percent).
Mission

Established in 1988, the Lincoln Neighborhood Redevelopment Corporation’s (LNRC) mission is “to play an active role in the revitalization of a two hundred block area on Milwaukee’s South Side.” The LNRC is a nonprofit Community Development Corporation owned by Merchants and Manufacturers Bancorporation of Milwaukee. The corporation aids small businesses with lending and other technical assistance. The majority of the organization’s clients, an estimated 80 percent, are Hispanic.

Economic Development Projects

The Lincoln Neighborhood Redevelopment Corporation offers a wide-range of technical assistance for new business development and expansion. Currently, LNRC has four major focus points: 1) small business lending and technical assistance; 2) affordable housing lending; 3) real estate renovating/construction training projects; and 4) CRA monitor for Merchants and Bancorporation and its subsidiary banks. Specific assistance in the area of economic development includes:

- Small Business Lending and Technical Assistance
  The program provides assistance through a variety of activities: business plan development, obtaining financing and grants, negotiating rents and real estate purchases, translation services, establishing an accounting system, and obtaining permits and variances.

- Fund Raising for Small Business grants, seed money:
  LNRC has established several funding sources to assist in small business development. The funding sources include:
LNRC Business Initiative Fund (provides matching grants between $2,500 and $5,000);

Warner Cable Fund ($50,000 revolving loan funds targeted for women and minority businesses);

Wisconsin Community Capital Corporation ($350,000 revolving loan);

JNA Business-to-Business Loan Fund ($5,000 available as matching grants for job creation. Lincoln Avenue businesses contribute to the Fund).

- The Lincoln Fund

LNRC secures loan funding from two affiliate banks and two outside banks to finance new enterprises and expansion of existing businesses in the Lincoln Avenue area. The Fund was established in 1991 and currently has more than $1,500,000.

- Real Estate Renovating / Construction Training Projects

LNRC is involved in the renovation of real estate property. Since 1990, the organization has rehabbed nine buildings. All nine of the renovation projects involved high school students from the LNRC’s Student Training Project. Work preformed by the students included: clean up, removal of old systems and drywall, installation of electrical wiring, plumbing, drywall, roofs, windows, doors, sub-floors, cabinets, painting, and landscaping. Currently, LNRC's Student Training Project works with students from Bay View High School, Milwaukee Tech, and the Redcat
Academy, a school within Bay View High School designed for at-risk students.

- Small Business Administration Minority Pre-qualification

LNRC is a certified intermediary for the SBA, to pre-qualify minorities entrepreneurs for SBA guarantees. The pre-qualification process facilitates obtaining loans from banks.

- Contractor: Various City of Milwaukee Programs

LNCR currently has six contracts with the city of Milwaukee for various business development, real estate renovation, and home buying counseling programs. Five of the contracts are through the City’s Community Development Block Grant Administration. Home renovation activities are funded through the City’s Community Housing and Preservation Corporation.

- Administrator of Loan Funds and Loan Portfolios

LNCR administrative activities include:
- Warner Cable Women and Minority Business Fund
- Wisconsin Community Capital Corporation Fund
- Lincoln Fund Loan Portfolio
- Affordable Housing Program Loan Portfolio

- Counseling/Consulting
LNCR provides counseling to several organizations such as the Lincoln Village Business Association and the Mid-Town Business Fund. The agency also provides consulting to organizations and banks interested in establishing a community development corporation.

In addition to the activities listed above, the organization provides home buying assistance through its Affordable Housing Program. Further, LNRC assists with the application process and promotion of several city of Milwaukee programs including the façade grant, “Buy-in-Your-Neighborhood”, and the rental rehabilitation programs.

To serve its target clientele, LNRC has two bilingual professionals who assist Spanish-speaking merchants and business people with legal and government concerns and questions. The organization has also established an accounting project allowing clients to seek advice from a Spanish-speaking CPA.

**Staff and Board Resources**

The organization’s staff consists of 4.5 employees (.5 represents full-time equivalent or FTE). The executive director has 35 years experience in the banking industry. The project manager is a university professor who is multi-lingual with professional experience in lending and real estate. Both the program assistant and the administrative assistant are bilingual and possess strong writing skills.

In compliance with banking regulations, LNRC has two boards that govern the organization’s activities. One board of directors is responsible for ensuring that the corporation complies with bank regulations. The second is an advisory board comprised of community stakeholders. The advisory board ensures that the views of the community are considered in the corporation’s planning. Each board meets on a monthly basis.

**Funding**
According to CDBG records, the LNRC’s 1998 budget is approximately $226,000. Budgets for 1997 and 1996 held relatively constant at $216,000 and $250,00 respectively. The organization reports a diverse funding structure: $36,000 from Merchants and Manufacturers Bancorporation, $120,000 from the City of Milwaukee CDBG, $10,000 (in contributions) from Layton State Bank, and $30,000 from Marshall and Ilsley Bank. Funding provided by CDBG, representing 53 percent of the 1998 budget, is dedicated primarily to business financial assistance and technical assistance activities. The remainder of LNRC’s revenues, roughly 47 percent in 1998, comes from service fees, rental income, and private contributions.
Martin Luther King Economic Development Corporation

Mission

The Martin Luther King Economic Development Corporation (MLKEDC) was incorporated in 1993 emerging out of the Neighborhood and Family Initiative (NFI) strategic planning process. MLKEDC, “in partnership with other empowered individuals and organizations, engages in entrepreneurial initiatives to create wealth and jobs, provides non-traditional sources of technical assistance and capital lending to Harambee area businesses, develops decent, affordable housing for renters and owners, prepares residents for and links them to family-supporting jobs, and supports other initiatives to strengthen the community.” MLKEDC’s service area is the Harambee community bounded by Holton Street, east to I-43 and Walnut Street and Capitol Drive (south and north).

Economic Development Programs

MLKEDC’s program activities focus on initiatives that provide family-supporting employment through business and economic development. The organization’s 1998 initiatives and on-going projects include:

- Revolving Loan Fund

Established in 1993 with capital from a Ford Foundation grant, the RLF provides direct loans and technical assistance to Harambee community businesses. The mission of this program is to help community businesses with stabilization and development that will in turn lead to increased job growth. From the initial capital base, the RLF has made eight direct loans to seven borrowers. MLKEDC and the RLF also work in conjunction with the Small Business Administration as a pre-qualifying agent. The organization works with the “Grow America Fund”
in referring other businesses and agencies to these loan sources as well. The RLF is a charter member of a consortium of “Funding Partners” that includes other non-profits, local banks and government agencies that sponsor business workshops throughout the Milwaukee community.

- North Central City Fund

The NCCF is a revolving micro lending fund that makes loans between $1,000 to $25,000. MLKEDC began raising capital for this fund in January of 1997 and anticipates activating the fund in 1998. There are four major contributors to the fund: the Wisconsin Department of Development, the Minority Business Development Fund with a $100,000 matching grant, the Grow America Fund, and the Local Initiative Support Corporation (LISC).

- Maximizing Opportunities in a Restructuring Economy Project (M.O.R.E.)

Established by the NFI in 1993, MLKEDC assumed responsibility for this project in 1996. A sectoral study was conducted to help identify prospective employment opportunities for Harambee residents. As a result of the findings, M.O.R.E. identified the health care industry as a sector that exhibited prospective job growth. Currently, the project is linked with Covenant Health Care and discussions are underway with Aurora Health Care concerning a similar strategic alliance. The project also provides extensive case management services to the participants seeking employment within the sector. Collaborations with other community based organizations and institutions such as MATC, the Adult Learning Center, YWCA, and Alverno College provide participants with assistance in overcoming barriers to employment and job retention. In 1998, M.O.R.E. expects to place 90 people within the health care industry.
• Historic King Drive Cluster Development Project (Cluster)

This project is based on the idea that concentrating development resources within a small geographic area will enhance the likelihood that substantial and sustainable economic growth will be achieved. Anchor development sites have been identified and the Cluster is in the process of attracting businesses to occupy these sites. The success of the project is hinged on the collaborative participation by non-profit organizations, local businesses, and residents. MLKEDC, along with the Martin Luther King Drive Business Improvement District, the Inner-City Redevelopment Corporation, and the Harambee Ombudsman Project, Inc., has devised development strategies for three key areas: housing, commercial, and public improvement development. With the comprehensive development plan in place, the Cluster Project moves into the implementation stage. Activities underway include:

- The first stage of a housing redevelopment program has just begun with a loan program to aid housing rehabilitation.

- The Neighborhood Franchise Program model is being used to develop a sit down family restaurant as another anchor site for the community. Funding from LISC, the Bradley Foundation and the Wisconsin Department of Commerce has been provided for technical assistance and development of this project. MLKEDC is in the final stages of negotiating a franchise. Program implementation will dovetail with the Cluster’s commercial grant and anchor development initiatives.

- A number of infrastructure improvements and a targeted building inspection enforcement efforts are underway.
• Martin Luther King Environmental Services, Inc. (MLKES)

In 1997, the Community Block Grant Administration made Enterprise Community funding available in support of a joint project proposal made by MLKEDC and the Harambee Ombudsmen Project. A janitorial franchise, Martin Luther King Environmental Services, Inc., is being developed in an effort to create jobs for Harambee community residents. The proposal submitted indicates that in its initial phase of the development, the company will employ five residents at $7.00 per hour providing family health coverage and profit sharing. The proposal was approved and funding awarded in the spring of 1997. The project is currently delayed pending a review of EC Audit Guidelines by the city.

• The Ameritech King Commerce Center

The center is scheduled to open in the spring of 1999. The building will house the offices of MLKEDC, MLK Business Improvement District, and the Wisconsin Women’s Business Initiative Corporation. All three organizations provide a range of business technical and financial assistance within the Harambee community. The center, developed as one of the anchor sites within the cluster, will include a branch of the M&I Bank, a large meeting room, conference rooms, reference library, and a computer lab. The center’s operational objective is to serve as a one-stop shop for businesses, entrepreneurs, and others interested in business and commercial property development in the Harambee community.

• Wisconsin African American Women (WAAW)

Another anchor site is in the process of being secured for the Wisconsin African American Women, a not-for-profit group supported by MLKEDC. The building
is expected to be used as a meeting place and community service center. Currently, the project is undergoing Phase II environmental testing. MLKEDC is preparing to solicit bids for architectural services.

Staff and Board Resources

The organization reports that it currently has seven paid staff and one volunteer. Of the total staff, MLKEDC indicates that 3.5 members work directly on economic development-related projects and activities. The executive director has a J.D. and extensive experience with minority business development and participation. Another staff member is a banker with a BA degree in business, and a National Development Council program certification. A third staff person has a graduate degree and has previous experience in managing a small business development center.

MLKEDC’s board of directors consists of 12 members. Community stakeholders must comprise at least 51 percent of the board’s membership. Some committees, such as the Cluster Housing Committee, are comprised entirely of community residents. Board members have professional expertise in areas such as banking, law, social services, business, and serving as managers of other non-profits.

Funding

The agency’s funding has grown steadily over the past four years. MLKEDC reported total income of slightly more than $515,000 (July 1997 through June 1988). Budget estimates reported for 1996 and 1997 were $150,000 and $220,000 respectively. With project implementation well underway, the organization anticipates a healthy increase in revenues in 1999, estimating $1.5 million from all sources. Currently, the organization’s budgetary profile includes roughly 16 percent from various government sources with approximately 86 percent of that total from CDBG funding. The largest share of the corporation’s budget, slightly more than 80 percent, comes from foundations and private donations.
Metcalfe Park Residents Association

Mission

The Metcalfe Park Residents Association (MPRA), established in 1990, serves the community located from Center Street to North Avenue, and from 27th to 38th Streets. The organization’s mission is to “uplift the residents, promote community involvement and self-sufficiency.” Originally a part of the Sherman Park Community Association, Metcalfe Park separated financially from Sherman Park approximately three years ago. The association serves a community that is primarily African-American, and predominately, roughly 75 percent, single female-headed households. MPRA also serves as the lead coordinating agency for the Neighborhood Strategic Planning area (NSP 8). NSP funding supports the organization’s efforts in areas such as community organizing, crime prevention, youth development, and neighborhood development.

Economic Development Programs

Metcalfe Park reports that the organization does not specifically engage in economic development activities. Rather, MPRA indicates that its principal objective is helping residents achieve self-sufficiency. In addition, the organization reports that it functions as community liaison with elected officials and the police department. MPRA also manages the community youth and teen club.

According to CDBG data, the organization received funding in 1998 for the Metplex Community Center project. The association indicates that it serves on the steering committee for the project. Additional details about the organization’s involvement in the project were not available.
Milwaukee Inner City Congregations Allied for Hope, Inc.

Mission

Established in 1990, Milwaukee Inner City Congregations Allied for Hope (MICAH) “is a multiracial, interfaith organization committed to addressing justice issues that impact upon the community.” With a membership estimated at 25,000 representing a coalition of 36 congregations, the organization’s mission focuses on addressing challenges to the community through “education, advocacy, and action.” Operating in conjunction with the core objectives of MICAH, member task forces convene to address specific issues of concern to the residents such as housing, crime, and economic development. While MICAH’s principal constituency is located in Milwaukee’s inner-city, a recent objective of the organization is to extend its membership base to congregations throughout the metropolitan region. MICAH reports that its aim is to broaden its involvement in regional issues that impact low-income individuals.

Economic Development Programs

The organization has established an economic development program known as the MICAH Banking Campaign. Established in 1993, the campaign provides mortgage lending, home improvement loans, and small business loans to central city residents and entrepreneurs. According to the organization, financial institutions are three to four times more likely to deny loans to minority applicants. Thus, the aim of the campaign is to fill the financial void in disadvantaged communities. The program is a partnership with MICAH, its member congregations, and 17 local lending institutions. A goal set by the campaign was to make $500 million in loans available over a five-year period. To implement its program objectives, the organization works closely with campaign lenders, government agencies, counseling agencies, neighborhood groups, and other key stakeholders within the inner-city.
Since the Banking Campaign was implemented, MICAH reports that home lending and valuations have increased within the target communities. According to the Journal Sentinel, home values in the inner-city have increased by 7 percent, the first rise in more than 20 years. Home lending has risen by 35 percent between 1993 and 1998 with more than 100 families receiving home loans each month. Annually, over 1000 referrals are made by MICAH to lending institutions. Further, the campaign reports that it exceeded its five-year goal, lending more than $700 million dollars to community residents and businesses. The organization indicated that measuring outcomes for the business lending program is problematic due to the limited availability of appropriate data.

Staff and Board Resources

MICAH has a staff of four, including the executive director, a banking campaign coordinator, an administrative assistant, and a community outreach specialist. The organization reports that the banking campaign coordinator is currently the only staff member working on economic development initiatives. In addition to an undergraduate degree in urban studies and political science, the coordinator has worked on various economic development projects in Minneapolis.

The organization’s board of directors is comprised of representatives from each of the member congregations. The board focuses primarily on broad policy issues and goal setting for the agency. An executive committee, comprised of six board members, meets monthly to consider specific organizational activities and programs. The activities of the board and executive committee are bolstered by the individual task force initiatives. Working with input directly from the community, each task force examines a specific concern such as housing, economic development and jobs, education, drugs, and crime.

Funding
MICAH reports that its total operating budget for 1998 was $250,000. The organization estimates that approximately 25 percent of its budget is devoted to economic development, specifically the banking campaign. The agency indicates that it receives no federal or local government financial support. The primary source of organizational financial support comes from private foundations, fundraising activities, and membership dues.
**Mid-Town Neighborhood Association**

**Mission**

Established in 1960 by a group of residents and business owners, the Mid-Town Neighborhood Association’s (MTNA) mission is to “empower residents, businesses, and service organizations” within its boundaries. Operating in Milwaukee’s inner-city, the organization’s service area is bounded by 12th and 27th Streets and State Street and North Avenue. To achieve its mission to improve community life, MTNA has delineated five organizational objectives: 1) neighborhood organizing and planning, 2) crime prevention and public safety, 3) economic development, 4) providing educational and recreational services through after school programs, and 5) working to develop the physical environment of the neighborhood through housing-related programs and neighborhood clean-up project. Mid-Town also serves as the coordinating agency for the Neighborhood Strategic Planning area 12 (NSP 12).

**Economic Development Programs**

The organization reports that it works closely with the community’s business association to spur economic development and job growth. MTNA indicated that it requires additional time and infrastructure support before it can fully implement its economic development agenda. The organization, in conjunction with WAICO/YMCA supported the development of a strategic economic development plan last year. The strategic plan was undertaken to address the challenges to community economic development posed by aging commercial strips. Using the plan as a guide, MTNA reports working to improve the structure of the community’s business owners’ association as a first step in shoring up commercial revitalization. The organization reports that it provides small business support through resource networking and its business lending fund.
The Mid-Town Business Fund (MTBF), a public-private collaboration project, provides loans and technical assistance to “promote small business development, create jobs, and stabilize commercial areas” within the community. In 1998, MTNA received a $50,000 Community Block Grant allocation to establish a neighborhood loan fund. The MTBF, leveraging private funds provided by member banks, extends individual loans to small business enterprises in Mid-Town. The maximum loan amount is $100,000 at market interest rates. Loans may be used for 1) the purchase of commercial or mixed use real estate; 2) the purchase of equipment or inventory; and 3) working capital. The Lincoln Neighborhood Redevelopment Corporation (LNRC) will provide technical and administrative support to the organization throughout the project’s development and implementation.

Staff and Board Resources

Currently, MTNA reports that it has 10 full-time and 15 part-time employees. With the resignation of the organization’s executive director in June 1998, MTNA reports that some internal restructuring may be inevitable. While the organization has experienced a change in leadership, its economic development activities remain under the direction of the same staff person. MTNA has a full-time economic development director whose qualifications include a Master’s degree in economics and experience in community development work. In addition to activities related to the revolving loan fund, the director provides business assistance referrals, works closely with the local business associations, and facilitates employment and training linkages for community residents.

MTNA currently has a board of 18 members comprised predominately of community residents. While the organization reports that internal changes took place with the departure of the former executive director, there is no information indicating that these developments impacted the structure or composition of the board.
Funding

The agency reports that its 1998 operating budget is approximately $800,000, representing an approximate increase of $350,000 over last year. The increase was due, in large part, to a 60 percent increase in CDBG funding. With the additional CDBG support, the organization reports that it dedicated: $45,000 to business technical assistance, $20,000 for neighborhood marketing, and $50,000 for business financial assistance. According to CDBG data, the agency experienced a drop in its foundation support between 1997 and 1998, falling from 17.3 to 4.2 percent of its total revenue. Support from “other revenue” sources such as the United Way, contributions, membership dues, and program income, represent 10 percent of the total budget down from 21 percent in 1997.
Milwaukee Community Service Corps

Mission

The Milwaukee Community Service Corps’ (MCSC) mission is to assist “primarily low-income, ethnically and racially diverse, 18-23 year olds to reshape their community; and to reshape young citizens through the customized integration of high value work, education, job training, career exploration, life skills, and personal development.” Established in 1991, the agency’s goal is to assist MCSC participants with the transition to permanent employment and facilitate their development as committed members of the Milwaukee community.

Economic Development Projects

MCSC implements its economic development goals through its integrated training programs and related activities. Through its Urban Improvement and Recycling programs, MCSC provides employment and skills training to young adults. From the organization’s inception through 1997, MCSC reports that it has hired over 720 young adults. MCSC economic development programs include:

• Urban Improvement Programs

Through the practice of trade apprenticeships, Corps members gain employment and skills training working as teams on graffiti removal, vacant lot improvement and city park development, lead abatement, housing rehabilitation (including plumbing, heating and carpentry work), and construction. As a result of program participation, the organization reports that upon leaving the Corps many participants are ready to enter the workforce in a specific trade. In 1998 MCSC received approximately $300,000 in CDBG funding for several projects specifically related to the
organization’s Urban Improvement initiatives. With regard to job training and placement, MCSC received funding for these efforts in NSP area 7 (Riverwest/Lower East Side).

- Recycling

MCSC has developed a recycling program that is designed to aid community involvement in recycling while serving as a work training vehicle for Corps members. The agency also anticipates that it will eventually generate enough revenue to support other MCSC program activities.

In addition to the training and educational value of Corps programs, the organization reports that its initiatives also deliver quantifiable benefits to the community. MCSC reports that program participants received an estimated $3.73 million in wages while providing roughly $7.85 million in services to the community since the organization’s inception. Moreover, the agency indicates that it has injected an estimated $2.56 million into the local economy through the purchase of project-related materials and supplies.

Staff and Board Resources

The organization has 24 full-time staff members with additional program support provided by volunteers. While all staff are involved in promoting economic development according to MCSC, two staff are primarily responsible for overseeing the agency’s program activities. The organization’s executive director and development coordinator possess a range of experience, particularly in the areas of social service and business administration. Both have Bachelor’s degrees and graduate level work. The executive director’s academic background is in Experimental Psychology. His professional experience includes teaching emotionally disturbed children, working as a caseworker for foster care children and their families, and serving as a program specialist for the Work
Experience Bureau. He also has experience as a supervisor for Employment and Support Services with county government. The development coordinator has a degree in Business Administration with additional academic training in urban land economics, finance, and banking. The coordinator’s professional experience includes working on senior, low-income, and central city housing projects; and serving as development director for the Community Development Corporation of Wisconsin.

Currently, the MCSC board has 19 of its 21 seats filled. The board functions primarily in an advisory capacity providing input on policy, finance, and on some management issues. New members are recruited through their work with the Corps or through current board members contacts. Serving three-year terms, board members bring a diverse array of experience in areas such as labor unions, business, public service, banking, law, education, public utilities, and finance.

Funding

MCSC estimates its 1998 annual budget at $2.9 million, representing a decline over the previous two years. According to data from the Community Development Block Grant Office, the agency’s 1997 and 1996 budgets were $3.4 and $6.1 million respectively. The 1996 revenues were greater, however, due to a $3.8 million contract with the city of Milwaukee for the renovation of the Hillside Terrace project. Federal, state, and local governmental funding sources constitute roughly 50 percent of the agency’s 1998 revenue, according to CDBG data. A second important source of agency income, an estimated 30 percent, comes directly from fee-for-service contract service revenues. For 1998, the organization anticipates that it will generate an estimated $1 million in fee-for-service revenues. The remainder of the budget stems from foundation funding. Foundation support has risen steadily since 1996 moving from 3 percent to more than 12 percent of the agency’s 1998 budget.
**Milwaukee Enterprise Center**

**Mission**

Created in 1986 and formally established in 1987, the Milwaukee Enterprise Center’s mission is to serve as “a catalyst for economic development, job creation, and community revitalization.” The organization has two centers that serve as business incubators working to promote business start-up, expansion, and growth in Milwaukee. MEC North, a 195,000 square foot facility, currently houses 66 small firms and employs over 350 people. MEC South, a slightly smaller facility, has 27 small firms and employs 175 full-time and 150 part-time employees. The center project, created by a consortium comprised of the City of Milwaukee, the Wisconsin Technical College System Foundation, and MATC, began with the renovation of a donated manufacturing building.

**Economic Development Programs**

The Milwaukee Enterprise Centers provide services and technical assistance to new and existing enterprises. The centers provide an array of services:

- **Facilities:** provides customized and expandable office, light manufacturing, and warehouse space at affordable rates. The lease includes continuous renovations and upgrades as funding permits.

- **Shared Services:** receptionist, conference and meeting room facilities; on-site security; common break room and lunch areas; maintenance, parking and snow removal services; equipment such as fax, photocopier, computers, and audio/visual; state-of-the-art loading dock facilities and freight elevators; and material handling equipment and assistance.
• Technical Assistance: business plan development; business financing and certification assistance; marketing strategies; and referrals to professional services such as accounting, legal, management, and banking.

According to the organization, during the first six years of operation, MEC businesses generated over $35 million in new revenues and were responsible for 600 new jobs,

Staff and Board Resources

The staff consists of 11 employees, eight located at MEC North and three at MEC South. The positions range from office support to maintenance. MEC indicates that all staff persons serve a role in fulfilling the economic development objectives of the organization. Three employees, the executive director and two others, serve as the organization’s principal economic development staff. The executive director has a graduate degree in Social Work and professional experience in neighborhood development, as well as construction and renovation. Organizational capacity is bolstered by pro-bono consulting support and associations with the UWM Small Business Development Center and the MLK Economic Development Corporation.

The organization’s board of directors is the MATC Board. The board consists of nine members and one student representative. Serving two to three year terms, the board serves in an oversight and advisory capacity to the MEC.

Funding

The agency reports that MEC North and South have annual budgets of $600,000 and $300,000 respectively. The majority of the funds, roughly 80 percent, stem from the rental revenues paid by incubator tenants. Given costly capital improvements needed for older facilities, the rental fees do not always cover the total operating costs. Accordingly,
the center relies on an operating grant and funds held in an MATC enterprise account. Annual budget information for 1996 and 1997 was not available.
Milwaukee First, Incorporated

Mission

Milwaukee First, Incorporated is a non-profit organization comprised of business people dedicated to revitalizing Milwaukee’s inner-city. Established in 1996, the organization reports that its major objective is to “act as a facilitator bringing government, business, and social organizations together to attract business to the city and jobs to its residents.” Accordingly, Milwaukee First program goals include expanding the capacity and profitability of disadvantaged business enterprises to assist in building a more viable economic base. Further, the organization anticipates that increased economic stability and growth will generate a broad range of family-supporting job opportunities within the inner-city.

Economic Development Programs

Milwaukee First, working with funds provided through a Wisconsin Department of Transportation Office of Disadvantaged Business Enterprise Program contract (WisDOT), trains minority contractors to compete for road-building construction contracts. The WisDot contract, initiated to bring more minorities into highway construction, was awarded to Milwaukee First in 1997. The organization reports that its objectives include activities such as training contractors to run their businesses more profitably, assisting with the contract bid development process, and forming mentoring relationship with established white- and minority-owned contractors within the industry. In addition, Milwaukee First provides information and linkages to various local, state, and county governmental programs including business incentive and contract opportunities.

Milwaukee First, in partnership with WisDOT, provides “capacity-building” technical assistance to local entrepreneurs to encourage business development and
increase capitalization. The agency provides services such as organizational profiles, business technical assistance, strategic planning, networking, training options, and WisDot Disadvantaged Business Enterprise (DBE) certification and pre-qualification. The initiative will be conducted in three phases: recruiting DBE firms, building capacity of established DBE companies, and implementing the mentoring program through an expansion of industry and community support structures throughout Southeastern Wisconsin.

Since the WisDot contract is a relatively new program initiative for Milwaukee First, there are no outcome measures to report at this time.

Staff and Board Resources

The organization reports that it currently has three full-time staff with a combined total of eighty years experience in the construction industry. According to the agency, two staff work on economic development initiatives. In addition to its permanent staff, Milwaukee First indicates that it has three subcontractor agencies. The organization also has a board composed of five members. Further details about staff background, subcontractor experience, and board structure were not made available for this report.

Funding

As reported above the organization received WisDot funding totaling $302,000 in 1997 to support DBE activities. A portion of these funds, $72,700, was awarded to three subcontractors. Additional details about the agency’s financial profile were not provided for this report.
Milwaukee Indian Economic Development Agency

Mission

Milwaukee Indian Economic Development Agency’s (MIEDA) mission is “to promote the economic self-sufficiency and self-determination of American Indian people.” Established in 1986, MIEDA works with existing community organizations, both public and private, to strengthen individual business enterprises within the community and enhance the quality of life for all residents. Working with tribal governments and Native-American businesses throughout the state and region, the organization’s objective is “to support specific economic development projects and community development agendas.” While MIEDA supports initiatives throughout the state, the majority of its efforts are concentrated within Milwaukee County.

Economic Development Programs

MIEDA provides mentoring, advocacy, and support services for entrepreneurs in the Native-American community as well as other economically disadvantaged groups. The agency offers business start-up services, technical assistance, and professional referrals to disadvantaged entrepreneurs. As noted earlier, MIEDA collaborates with the tribal governments and Native-American businesses to support various economic efforts and community development agendas. Through a variety of programs, the organization: 1) links clients to existing resources and support services; 2) assists with business networking; and 3) provides individual counseling in areas such as financing, legal concerns, marketing, and business development.

The organization reports that five years ago it identified a dearth of minority and female contractors represented within the construction industry. To address these concerns, MIEDA created three program initiatives. These include:
- First Nation Construction Enterprise Support (FNCES)

This program assists construction businesses by facilitating linkages between the enterprises and critical business networks. The program has helped small minority firms receive contracts on large-scale projects such as Miller Park and the Midwest Express Convention Center.

- Women’s Construction Business Initiative (WCBI)

The WCBI is a joint project of five agencies working collaboratively to provide education, technical assistance, and networking opportunities to women-owned construction businesses. The collaboration includes the Community Action Coalition, MIEDA, Wisconsin Women’s Business Initiative Corporation, the Wisconsin Partnership for Housing Development, and the Wisconsin Department of Commerce.

- Construction Business Network (CBN)

The CBN is a membership program that is directed toward social networking for individuals in the construction industry. The CBN distributes a newsletter that provides a variety of information on collaboration opportunities, events, and other related activities.

In addition to its program activities, MIEDA conducts research and compiles data on Native-American business enterprises. The organization reports that it serves as a resource for local governments requesting information and/or access to the Native-American community.

The agency reports that its program efficacy is evidenced by a number of accomplishments. These include activities such as conducting the first statewide survey of Native-American owned and operated businesses, establishing the American Indian
Chamber of Commerce of Wisconsin, and producing the first Wisconsin American Indian Business and Professional Services Directory.

Staff and Board Resources

Currently, the agency’s staff consists of one full-time and two part-time employees. MIEDA does, however, supplement its staff each summer with two high school student interns. With the agency for more than five years, the executive director brings professional experience as a small business entrepreneur as well as some post-secondary education.

The MIEDA board currently has nine members serving one to two year terms. The agency mandates that at least 51 percent of its membership be comprised of Native-Americans. Meeting on a quarterly basis, the board of directors serves in an advisory and policymaking capacity to the organization. MIEDA reports that board members have a wide range of experience with representatives from the legal and employment fields as well as the casino and construction industries. The agency indicates, however, that there are currently no members from the construction sector serving on the board.

Funding

The agency’s budget has declined by approximately $45,000 from 1996 to 1998. Reporting a 1998 annual budget of $69,732, funding was down from the previous two years ($84,814, $114,760 for 1997 and 1996 respectively). From 1996 to 1998, MIEDA experienced a ten percent decline in two funding areas: “government grants,” and “other revenues.” MEIDA indicates that the decline in government financial support is due to a reduction in CDBG funding, but is not related to any performance-related issues. According to CDBG data, the organization received economic development-related funding for Microenterprise Development/Direct Assistance to For-Profit Businesses. In 1997, the organization surpassed it proposed objectives in both categories creating 20
jobs (16 proposed) and providing technical assistance to 69 microenterprises (60 proposed).

MIEDA indicates that it is investing $130,000 to establish a revolving loan fund. The organization is working to leverage resources provided by a Department of Commerce program that offers loan funds to various ethnic community organizations. To achieve its funding goals, MIEDA has already secured $30,000 to cover administrative expenses and is working to raise $70,000 in matching funds.
Milwaukee Minority Chamber of Commerce

Mission

The Milwaukee Minority Chamber of Commerce (MMCC) reports that the organization assists in the development and growth of minority businesses. While the MMCC identifies its principal service area as the City of Milwaukee, the chamber indicates that it has also worked with businesses outside of the county. Reporting a membership of 367 members, the organization’s clientele consists principally of current and prospective minority business owners. The majority, an estimated 95 percent of the chamber’s members, are African-American. The organization’s principal goal is to provide business technical assistance in support of minority entrepreneurs. Accordingly, the organization indicates that it pursues business development activities rather than advancing a social service agenda.

Economic Development Programs

As a part of the Small Business Administration (SBA) initiative, MMCC along with two other organizations, is working to increase funding for African American- and Hispanic-owned businesses. According to the Milwaukee Business Journal, MMCC, the African-American Chamber of Commerce, and the Hispanic Chamber of Commerce signed an agreement with the SBA to identify qualified minority entrepreneurs and assist them in obtaining SBA-guaranteed financing. The Minority Chamber reports that the organization is currently working with ten businesses in a loan qualification program.

Staff and Board Resources

The chamber staff consists of four full-time employees. The organization reports that all staff members have at least two years of college and have considerable professional experience. Currently, 80 percent of staff time is devoted to economic development-related activities, according to the MMCC president.
The MMCC board of directors consists of 11 members serving one-year terms. A nominating committee of the board handles new member recruitment. The board focuses on policy setting, facilitating contracts, providing consultation, making contact referrals, and identifying community concerns.

Funding

The organization estimates its 1998, 1997, and 1996 budgets between $150,000-$200,000 with approximately 75 percent devoted to economic development projects. The organization did not wish to provide specific budgetary information, indicating that it is not currently seeking grants. The chamber did specify, however, that all its funding stems from membership fees. Future program demands, according to the agency, may require that the organization seek additional funding support from sources such as CDBG.
Milwaukee Urban League

Mission

The Milwaukee Urban League, established in 1919, “is dedicated to providing services, research and advocacy for African-Americans and other minorities to build socially and economically equal communities.” The organization’s programs focus on employment, youth, family services, and economic development. The League clientele consists of African-Americans, other minorities, and the elderly within Milwaukee County. Organizational priorities focus on creating stronger families, increasing political awareness with broad-based political influences, and exploring opportunities for economic development and empowerment.

Economic Development Programs

The Urban League offers a number of programs directed at economic development, specifically in the area of job training and placement. Among these efforts are:

- Employment Assistance Program

In operation for 75 years, The EAP is one of the Urban League’s longest running programs. The program provides career counseling, interviewing, resume writing and job placement assistance to help clients find new or additional entry-level employment. The Urban League maintains contacts with more than 400 local employers. The organization hosts an annual Equal Opportunity Day Luncheon and job fair. In 1997, these activities yielded 346 job placements, according to the League.
- Minority Contractors Involvement Project (MCIP)

The MCIP, part of the organization’s Economic Development Department, works to remove barriers that prevent minority and disadvantaged construction businesses from operating successfully. The project provides clients with a range of support and training services needed to compete within the industry. Services are delivered through activities such as community presentations, training classes, seminars, and one-on-one coaching provided by industry experts. In 1997, the MCIP reports that it provided more than 40 clients with training and technical assistance. Further, the project was responsible for creating two business start-ups, according to the organization. For 1996, CDBG figures indicate that the project created 7 jobs (25 proposed); established 2 new businesses (5 proposed); procured $115,000 in contracts ($750,000 proposed); and provided 18 businesses with technical assistance (55 proposed).

- Minority Apprentice Recruitment Program

The program is designed to increase the number of minorities employed in the construction skilled trades. Minority apprentice candidates are recruited, screened, and tutored in a variety of skilled trade positions available in the construction industry. Providing support services throughout the pre-apprentice and apprenticeship phases, the program’s objective is to increase the likelihood that candidates will reach journey-person status. In 1997, sixteen program participants passed the State of Wisconsin’s Apprenticeship exam. Since the program’s inception, it has been responsible for qualifying 12 positions within the various sectors of the industry.
- Aviation

The aviation program recruits minority candidates for careers in the airline industry. The program also provides referrals to various airlines with available employment opportunities.

In addition to the Urban League’s current program activities, the organization convened its first strategic planning conference late in 1997. Among its strategic priorities, the organization intends to explore new economic development opportunities and empowerment programs. No specific program details were highlighted at the time of this report.

Staff and Board Resources

The Urban League reports that 12 full-time employees, 6 part-time staff, and 1 temporary employee are directly involved in economic development and employment-related program activities. Staffing includes three managers, seven professional/technical positions, seven support staff, and two clerical employees. Staff have a range of academic and professional experience in areas such as business, architecture, urban planning, social work, and community education.

Currently, the agency has 23 members serving on its board of directors. Members may serve two consecutive four-year terms, but may return to the board after a break in service. The overall board mandate is to ensure that the agency is fiscally sound and meeting the needs of its constituency. The majority of the board’s membership comes from private sector firms, principally large corporations.

Funding

According to CDBG data, the Urban League’s annual budgets for 1998, 1997 and 1996 were $1.7, $1.5 and $1.7 million respectively. The League estimates that it spends
$1.3 million on economic development-related activities and programs. Approximately $205,000 of its budget is directed to the Minority Contractors Project, and roughly $1.1 million for employment-related activities. Employment program spending is committed to key program areas: employment assistance for the general client population, specialized training programs for aviation and construction, and a seniors employment/training program.

Agency revenues have remained relatively consistent over a three-year period. The largest share of program financial resources, roughly 55 percent, comes from state, county, and city government financial support. United Way and fundraising income represent a fairly consistent level of support at 43, 41, and 45 percent for 1998, 1997, and 1996 respectively. Support from foundation sources represents a scant .4 percent of the 1998 budget down from 2 percent for the previous two years.
New Covenant Baptist Church

Mission

The New Covenant Baptist Church, established in 1981, works to meet the needs of its congregation and surrounding communities. Through the efforts of its outreach ministry, New Covenant offers programs that provide a broad range of community support. New Covenant programs provide a broad spectrum of services including improved access to affordable and decent housing, educational opportunities, food pantry services, a clothing bank, credit union services, and a weekly television ministry. New Covenant serves a diverse client base ranging from children to the elderly.

Economic Development Programs

As outlined above, New Covenant offers a range of support programs to its congregation and community residents. These programs include a number of services and activities: a collaborative housing project, a food pantry, a clothing bank, and emergency assistance grants. The housing program is the centerpiece of New Covenant’s program activities.

New Covenant’s principal economic development initiative is its credit union. In operation for eighteen years, the New Covenant Credit Union provides a wide array of financial services to community residents. Serving approximately 25 clients monthly, the credit union provides loans for a variety of activities, principally home improvement, automobile purchases, and property renovation. The credit union will make loans of up to $35,000 to church members, their families, and community residents. Currently, the average loan ranges between $600 to $7000. Reporting a low delinquency/default rate, New Covenant would like to expand its economic development, home, and automobile lending programs. Further, the credit union would like to expand its hours of operation. Currently, the credit union is only open after services on Sunday. New Covenant
indicates that it consistently monitors participants’ progress and reports regularly (quarterly/bi-annually) on program activities and funding.

Staff and Board Resources

New Covenant Baptist Church has 25 staff, ten paid and 15 volunteer. The housing program has nine paid staff with additional support provided by eight to nine volunteers. The credit union has one paid staff member, its director, who has managed the enterprise for the past 18 years. The background of the employees involved in the housing program includes a broad range of academic training with professional experience in law, contracting, engineering, education, and city inspection. Staff also attended economic development workshops sponsored by UEDA, WHEDA, the NonProfit Center, and the city of Milwaukee.

New Covenant has three boards: a church ministry committee consisting of 21 members, a housing board with 11 members, and a credit union board with 5 members. The housing board serves three-year terms and come from a variety of educational and professional backgrounds. The overall board meets monthly to oversee the activities of the housing program. The credit union board has experience in the fields of mortgage lending, engineering, and community service.

Funding

The church reported a 1998 budget estimated between $300,000 and $400,000. Working from a five-year plan, New Covenant indicates that its budget remained at relatively consistent levels throughout the past three years. The church receives the bulk of its support directly from the contributions and tithes made by the congregation members. The housing program, with a budget estimated at $4.5 million receives funding from: corporate sponsors, the Community Development Block Grant Administration, and WHEDA for the low-income tax credit program. The New Covenant Credit Union is funded exclusively by member deposits.
Nonprofit Center of Milwaukee

Mission

The Nonprofit Center of Milwaukee, established in 1967 as the Milwaukee Associates in Urban Development (MAUD), reports that it is the largest association of nonprofit organizations in Wisconsin. The center, with a membership of more than 282 non-profit agencies, works to strengthen “the non-profit sector by offering technical resources, opportunities for dialogue, and inspiration for new development.” The agency serves a diverse array of non-profit organizations throughout metropolitan Milwaukee and surrounding communities. Given its activities within the metropolitan area, the organization is particularly focused on assisting agencies dealing with a broad scope of urban issues.

Economic Development Programs

As a technical assistance provider and resource center, the primary role of the center is to provide non-profit organizations with the tools needed to bolster internal capacity enabling them to effectively develop their own economic development programs. To that end, the Nonprofit Center offers five major programs to serve a diverse range of agencies. The five programs include:

- The Resource Center

The center provides training and consultation is areas such as board development, strategic planning, fundraising, human resources, public relations, marketing, and financial management.
The School for Leaders Program

The program works to mentor emerging community leaders. Through program activities including community organizing training, neighborhood and community-based workshops on leadership, and regular meetings and support for leaders of community organizations.

The Neighborhood Data Center

The center offers data, maps, reports, and analysis to assist organizations in the planning and development of new and existing programs. The NDC can provide organizations with detailed neighborhood profiles. The center will also assist neighborhood-based staff with accessing and interpreting data.

The Management Assistance Program (MAP)

The MAP consists of a group of consultants who provide services and technical assistance to nonprofits throughout the metropolitan area. Working through the Nonprofit Center and the Volunteer Center of Milwaukee, the consultants have a diverse range of professional expertise in areas relevant to the effective operation of a non-profit organization.

The Neighborhood Strategic Planning Center (NSPC)

The NSPC provides technical assistance and resource support to neighborhood organizations to build internal capacity and citizen participation “in the decision-making process of their communities and to increase their ability to address issues affecting the neighborhood.” The NSPC provides assistance to neighborhood groups designated by the city of Milwaukee as coordinating agencies for the neighborhood strategic planning process.
The Nonprofit Center highlighted a number of accomplishments in its 1997 Annual Report. These outcomes include:

- offering 59 workshops to 1,010 participants in the areas of fund development, strategic planning, management, leadership, community organizing, program evaluation, legal issues, and a range of other topics;
- delivering 1,116 hours of technical assistance and consultation to 80 nonprofits on 40 separate projects through the resource center and the MAP;
- providing 845 hours of neighborhood mapping services, data user training, and community research support through the data center;
- providing 22 on-site strategy sessions through the School for Leaders;
- conducting 19 training sessions through the NSPC to assist planning efforts throughout the city;
- fielding 527 requests for information and referral to outside services;
- assisting 200 individuals seeking information through the resource center library.

CDBG data reveals that the organization met or exceeded their program objectives for 1996 and 1995 for “Planning and Management” funded activities.

Staff and Board Resources

The Nonprofit Center currently has 9.5 FTE staff members. Agency staff has a wide array of professional and academic experience. The executive director holds a graduate degree in Counselor Psychology and has more than 30 years experience working in the non-profit sector. The School for Leaders’ program coordinator brings more than 30 years experience in community development and organizing. The management assistance coordinator has 20 years experience in volunteer management, recruitment, and organizing as well as undergraduate degree in Social Work. The resource center coordinator has more than 20 years of experience in the non-profit sector, an advanced degree in Library Science, and an undergraduate degree in Business Administration. The
RC’s associate staff member has a graduate degree in Development and Philanthropy and is a NSFRE-certified professional. With more than 10 years experience working in the non-profit sector, the data information specialist has an undergraduate degree and professional experience in information systems, database management, GIS, and community/neighborhood assessment.

The agency’s board of directors includes twenty members serving two-year terms (a limit of 3 consecutive terms). Fifty percent of the board is drawn from the organization’s membership, the remaining half are members-at-large. According to the agency, each board member serves on at least one of six committees. The board serves principally in an advisory and policymaking capacity, and has an ad hoc role in fundraising and strategic planning activities.

*Funding*

CDBG data reveal that the agency reported a 1998 budget of $411,919 down from both 1997 and 1996 levels ($472,957 and 529,984 respectively). While the agency reports a diverse funding mix, the majority of its resources, 47 and 58 percent for 1997 and 1996, come from CDBG funding. As a part of its strategic planning effort, the agency is exploring new funding sources to become less dependent upon CDBG financial support. Accordingly, the agency reports that CDBG funding for 1998 comprised only 29 percent of its budget as other sources of revenues increased. Other sources of agency funding include an estimated 25 percent from earned revenue; roughly 24 percent from foundations grants, corporations, and individual donations; and an estimated 11 percent from the United Way.
Northeast Milwaukee Industrial Development Corporation (NMIDC)

Mission

Established in 1992, the Northeast Milwaukee Industrial Development Corporation (NMIDC) is dedicated to attracting and retaining industry and creating jobs for the Riverworks area of Milwaukee. The member organization’s of NMIDC include the Harambee Ombudsman Project, the Inner City Redevelopment Corporation, the Neighborhood and Family Initiative, the Riverwest Industrial Council, and formerly ESHAC. Working to revitalize the northeast industrial corridor, NMIDC formed a partnership, Riverworks Partners, dedicated to marketing and developing 33 acres of property formerly home to the AMC/Chrysler plant.

Economic Development Programs

The organization’s economic development activities focus on retaining manufacturing firms within the community and creating jobs for residents. To achieve its objectives, NMIDC has a number of program activities: These include:

- Business Technical Assistance: the hub of NMIDC’s activities and services include assisting with contract procurement, accessing tax credits, and guidance in completing other government processes such as permits. NMIDC is currently transitioning to a membership organization, taking on the role of the former Riverwest Industrial Council. The organization is convening monthly meetings of area business owners and representatives and arranging speakers of interest to this constituency.

- Industrial Real Estate Redevelopment: In a partnership with Wispark, NMIDC is redeveloping the land left vacant after the demolition of the Chrysler/AMC factory on Capitol Drive. The partnership has sold 31 of the original 33 acres, in an effort to...
retain and attract industrial businesses. The most recent sale of 5 acres was to a manufacturing business that will add 40 new jobs to the area.

- Job Training and Placement: through a partnership with MATC, the Riverworks Learning Center began with skills enhancement classes for employees of area businesses, then expanded to neighborhood residents.

**Staff And Board Resources**

NMIDC has three staff members. The Executive Director holds a Bachelor’s degree in political science and economics from UW Madison. He has four years of non-profit managerial experience and five years of public sector/political experience working for the state legislature.

The business support specialist has a Bachelor’s degree in urban studies (University of Minnesota) and a Master’s degree in agricultural economics (UW-Madison), with a focus on community economic development. He also holds an economic develop finance professional certificate from the National Development Council. He has six years experience in non-profit economic development, and prior to that, spent seven years as an assistant professor for the UW Extension. In addition, NMIDC has an experienced office manager.

NMIDC’s board of directors, which must have at least nine members, has a unique structure that mandates the representation of area community-based organizations. This structure was originally intended to ensure the representation of founding organizations in the economic development activities of NMIDC. However, there have been some problems with commitment and conflict of interest as a result of this arrangement. NMIDC is currently reviewing their board structure in the hopes of making modifications, and pursuing board training and strategic planning. The board meets monthly.
Funding

The organization’s 1998 funding totals $348,000. NMIDC’s funding base is diverse. The largest share of financial support, $170,000, comes from Learning Center revenue, membership dues, and real estate income. Approximately $93,000 comes from government sources including roughly $52,000 from CDBG, $11,000 from State of Wisconsin CBED, and $30,000 from Milwaukee County. The remainder of the organization’s budget comes from the Neighborhood and Family Initiative, $40,000, and from corporate and foundation sources. CDBG performance outcome data for 1996 reveal that the agency received funding for “special economic development/direct assistance to for-profit businesses.” Performance data provided by CDBG reveal that the agency did not achieve its proposed outcome objectives in two categories: creating 40 jobs (14 actual) and securing 3 industrial firms to locate within the Riverworks Industrial Center (5 proposed, 0 reported).
Northwest Side Community Development Corporation

Mission

Established in 1983, the Northwest Side Community Development Corporation’s mission is “to enhance the quality of life for neighborhood residents and improve the environment through community economic development activities.” The organization’s program areas include workforce and business development, family resources services, and community-building. The boundaries for NWSCDC’s service area include Green Bay Avenue to 60th Street, and Capitol Drive to Mill Road. In 1995, the Northwest Side Community Development Corporation became the coordinating agency for the city of Milwaukee Neighborhood Strategic Planning area 2 (NSP 2).

Economic Development Projects

The agency’s economic development mission is implemented through its programs in employment placement support services and business development. The organization indicates that the broad objective for its program activities is to create a “third way” toward economic growth and stability (Business Journal 7/10/98). Accordingly, the organization focuses its efforts on long-term investments aimed at sustainable development. Currently, the agency’s business development initiatives include:

- MetroWorks

In operation since 1996, MetroWorks has provided affordable space for start-up and expansion of 75 light manufacturing, storage, and service enterprises. Entrepreneurs are able to access a range of services such as clerical support, mail, fax, computer, audiovisual equipment, and conference room facilities. Additionally, business technical assistance is
available from staff or through referrals. The organization reports that more than 300 full- and part-time jobs were created since the program’s inception.

- The Villard Avenue Business Association (VABA)

Building upon VABA’s planning efforts for West Villard Avenue, NWSCDC reports that it partnered with the Pick & Save corporation to create jobs for community residents. The CDC received a Department of Health and Human Services OCS grant of $600,000 to assist the retailer with its planned "Mega" Center development on North 27th Street. In return, the company guaranteed that it would provide 120 new jobs to low income residents. According to CDBG data, the organization surpassed its program objectives creating 85 new jobs in 1996. In the area of technical assistance, CDBG figures reveal that NWSCDC supported 81 businesses (proposed 40) for 1996.

VABA also signed an agreement with the OSCO Corporation to locate on Villard Avenue. The organization secured a first-source hiring agreement for neighborhood residents.

- Supplier Network

The NWSCDC has developed a supplier network partnership with the Eaton Corporation. The objective of the partnership is to increase employment within the community by forging new supplier networks. The network enables local firms to serve as vendors/suppliers to the corporation thereby promoting concentrated economic development within the community.

In addition to the efforts listed above, the organization’s Northwest Industrial Council promotes educational opportunities for residents through cooperative
partnerships with the Northwest Opportunities Vocational Academy (NOVA) and the Senior Institute. The council’s employer members jointly define common needs and devise solutions that will benefit both participating companies and community residents.

NWSCSC’s workforce development efforts include:

- The Northwest Opportunities Center

  The NOC, operated by the NWSCDC, is currently involved in a three-year initiative with Goodwill Industries. The partnership provides services to neighborhood residents such as community service and trial jobs (W-2 partnership), a job applicant pool, life skills and employability training, and job fairs in cooperation with the Northwest Industrial Council.

  The NOC’s educational arm is the Northwest Opportunities Vocational Academy (NOVA). NOVA, an alternative school, is affiliated with the Milwaukee Public Schools’ school-to-work program. The objective of NOVA, according to the organization, is to link the school to jobs and industry.

- The Northwest Milwaukee Learning Center

  The center is a partnership between NWSCDC and Milwaukee Area Technical College. The NMLC will provide area companies and residents with training opportunities through MATC workshops and courses.

  The organization also offers workforce development activities such as job fairs, interview training, career counseling, and mentoring.
Staff and Board Resources

The Northwest Side Community Development Corporation reports that it has 18 staff members. The agency’s executive director has a graduate degree in Industrial Relations and Research. Other staff members have degrees in Social Work and Business.

NWSCDC’s board consists of twelve members serving three-year terms. The membership is recruited from the northwest side community. The board consists of area business owners, community residents, and at-large members. Board members have professional experience in a variety of areas: manufacturing, banking, retail, transportation, travel, and higher education. Given a specific project, the organization will also interact with the Business Improvement District board.

Funding

Data supplied by CDBG reveal that NWSCDC’s reported budget totals of $1.2, $1.4, and $1.5 million for 1998, 1997, and 1996 respectively. The budgetary breakdown includes one-third from earned income such as rental fees; 48 percent from government funding, primarily CDBG; and the remainder from private grant sources. According to CDBG data for 1998, the organization received approximately $594,000 or 48 percent of its total budget, from government sources with roughly one-half devoted to economic development program initiatives. Foundation funding declined from a 1997 high of 28 percent to 13 percent in 1998.
Project Equality of Wisconsin

Mission

Established in Wisconsin in 1969, Project Equality’s mission is to “affirm the value and dignity of every person by promoting justice and equality especially in those issues relating to the workplace.” The organization’s membership consists of a coalition of interfaith organizations and businesses. Project Equality collaborates with employers to achieve fair employment practices, provide cultural diversity training, and encourage increased representation of minorities and women in their workplaces. The organization also works to increase the placement and retention of W-2 participants in unsubsidized employment.

Economic Development Programs

Project Equality reports that its principal objective in the area of economic development is developing human capital. To achieve its objectives, the organization is in the process of expanding its Welfare-to-Work program. Through collaborative partnerships, Project Equality’s goal is “to ensure that the transformation from public assistance to the world of work is successful for employers and employees.” Accordingly, the agency is focusing its efforts on education and training as a means of increasing job placement and retention among its client base. In 1997, Project Equality began a collaborative partnership with YW Works to help increase the retention of W-2 participants in unsubsidized employment. In addition to increasing retention rates, the program objectives include improving communication between employers and employees, and identifying the issues that hinder a successful transition from welfare to work. Initiated in late 1997, the program is too new to report outcomes. As one of the organization’s strategic goals for 1998, the project is slated to continue and expand.
As noted earlier, Project Equality also works with employers throughout the area to foster greater understanding of diversity issues, and to encourage increased representation of minorities and women within their workplaces. As a part of these efforts, the Project conducted an on-site EEO review of a number of employers in targeted areas throughout Wisconsin. The objective of the review was to provide employers with practical tools and methods to fine-tune and improve their EEO practices.

In 1997, Project Equality partnered with Harley-Davidson to establish computer learning centers. The centers, located in north and south side inner-city neighborhoods, provide adults and children with hands-on training and technological skill development. The organization’s annual report indicates that four additional sites have been identified.

Staff and Board Resources

Project Equality’s staff of four includes an executive director, program director, and technical assistance support personnel. The executive director and another staff member have graduate degrees (marketing) and professional experience in community development. The organization indicates that one of its strengths is its talented staff, however, a persistent difficulty is not having sufficient staff.

The Project Equality board has 24 members serving three-year terms. The board consists of 11 religious and 11 corporate representatives, and 2 at-large members. The organization reports that 1997 was a historic year for its board with corporate representatives joining the ranks of its membership for the first time. The board completed a strategic planning process in 1997, crafting a three-year plan. Serving primarily as an advisory and policymaking body to Project Equality, the board meets six times a year. The board has diverse professional experience in areas such as business, manufacturing, public utilities, insurance, retail and banking.
Funding

Project Equality’s annual budget has remained relatively consistent over the past three years. The organization did, however, experience a budget increase in 1998 reporting an estimated $289,000, roughly $40,000 over the previous two years. Agency resources stem from a variety of sources: 24 percent from religious membership fees, 18 percent from corporate membership, 2 percent from friends donations, 13 percent from various foundations, 36 percent from events, and 7 percent from miscellaneous sources (1997 Annual Report). Project Equality reports that an estimated 25 percent of its resources are devoted to the employment retention program.
**Sherman Park Community Association**

**Mission**

Established in 1971, the Sherman Park Community Association’s mission is “to make Sherman Park a better place to live, empower residents, improve the quality of life, provide technical assistance, and economic development.” The association serves the neighborhood between 30th to 60th Streets and North Avenue to Capital Street. The organization also serves as the coordinating agency for Neighborhood Strategic Planning Area 5 (NSP 5.) The SPCA reports that its organizational objectives are community organizing and economic development. To implement its objectives, Sherman Park organizes its activities into three broad program areas: public service, planning activities and economic development.

**Economic Development Programs**

The Sherman Park Community Association implements its mission through community organizing and economic development initiatives. As noted above, the organization’s program activities fall into three broad categories: public service, planning, and economic development. The association provides a range of support services such as senior and youth programs, health care services, and crime prevention. Sherman Park’s economic development activities focus on a variety of business assistance and planning activities. These include:

- direct financial assistance to for-profit enterprises such as loans/grants for business expansion, building construction/rehab, and equipment purchases; and

- direct technical assistance to develop small business incubators, business attraction programs, business start-up/expansion counseling,
business plan development, industrial development/retention programs, and financial accounting/cost accounting/computerization.

Planning activities include:

- conducting a study to consider the feasibility of converting from commercial to residential development at Center Street and North Avenue; and

- feasibility of developing a community development credit union (CDCU)

The organization reports that implementing economic development activities within the community is hampered by a lack of capital. As a result, the association notes that the development of a CDCU or CDC would significantly improve access to capital for local entrepreneurs. CBED funding in the amount of $15,000 is committed to credit union project implementation.

Staff and Board Resources

The Sherman Park Community Association has 12 full-time employees, two of whom work on economic development projects and activities. The project director for economic development has been with the organization for two years. The director’s background includes a degree in psychology and eight years as an independent business owner. The association’s administrative assistant, also involved in economic development initiatives, has a bachelors degree in MIS and a MBA in Finance (at the time of this report, this person is no longer with the organization).

The Board of Directors of the Sherman Park Community Association currently consists of 13 members (15 maximum) serving three year appointments. The board sets broad policy initiatives for association staff to implement. The organization reports that
staff and the board work closely with more than 250 Sherman Park stakeholders in selecting priority activities and fundraising.

**Funding**

Figures provided by the CDBG office report that the Sherman Park Community Association has a 1998 annual budget of $514,000, an increase over fiscal 1997 and 1996 ($319,000 and $308,000 respectively). The organization estimates that its spends approximately $150,000 on economic development initiatives. The majority of organization’s financial support, roughly 80 percent stems from CDBG grant funding, a 53 percent increase over the previous fiscal year. CDBG allocations specifically related to economic development activities include funding for incubator assistance, commercial revitalization, and business technical assistance. CDBG performance data for 1996 reveal that the organization met or exceeded its project objectives in three of six funded activities. For the remaining three areas reported: close on three business loans/grants, support three new business start-ups, and assist in two joint certifications, no outcomes were reported.

Financial support from foundation sources declined only 1 percent between 1997 and 1998 representing 2 percent of the agency’s total budget. Other revenues such as United Way funding, membership dues, corporate and individual support declined between 1996 and 1998 from 31 to 17 percent of total revenue.
Silver Spring Neighborhood Center

Mission

Established in 1958, the Silver Spring Neighborhood Center’s mission began by providing “needed resources and services to its neighbors living in Westlawn and the northwest community and has since expanded to include emphasis on employment readiness, child care, education, and resources for families.” Bounded by 51st to 76th Streets and Villard Avenue to Mill Road, the organization’s target clientele includes Westlawn residents and families living in poverty. In response to changes introduced by welfare reform, the agency reports that it has developed an intensive program focused on employment readiness, education, and family support resources. As a part of these efforts, new programs were added and existing programs were expanded.

Economic Development Programs

Until recently, the center’s mission did not specifically focus on economic development initiatives. In 1998, however, the center expanded its mission to include program initiatives in the area job readiness and education. To achieve its objectives in these areas, the organization offers programs focused on education and job opportunities for residents. These efforts include:

- professional job placement assistance;
- adult education and basic skills training, including GED;
- League of Martin Law Enforcement Career Training;
- assistance in becoming a home child care provider; and
- computer training.

The center reports that its maintains a number of partnerships to achieve its program objectives in job readiness and education. Recently, the organization forged a
partnership with Opportunities Industrialization Center of Greater Milwaukee (OIC) to establish a W-2 satellite job center. The job center leverages staff resources from OIC, and Milwaukee County. The Social Development Commission provides a full-time job developer who oversees employment placement activities.

In addition to Silver Spring’s initiatives in job readiness and education, the organization is expanding its efforts in the area of business development. With financial assistance from a Department of Commerce, the SSNC is working with the Havenswood Business Council on a neighborhood revitalization plan. The plan, according to the SSNC, clearly delineates the organization’s development initiatives such as organizing area merchants, hiring staff, and assessing business retention and expansion activities. Given the plan’s recent release, there are no program or development outcomes to report. The organization has, however, initiated one of its capacity development recommendations. Public Allies will provide a full-time staff member to assist in implementing the plan.

Staff and Board Resources

Currently, Silver Spring Neighborhood Center has two staff dedicated to economic development activities. A part-time staff director has degrees in Zoology and coursework in Urban Studies. In addition, the director has professional experience working in community development and economic development organizations. A new full-time employee, a staff position provided by Public Allies, has degrees in Journalism and Urban Studies.

Silver Spring Neighborhood Center’s board of directors is comprised of 23 members. Terms are three years with no specific limit on the number of terms served. Recruitment for new members emphasizes identifying individuals with specific expertise needed to support center initiatives. The organization mandates that 51 percent of the members be recruited directly from the community. Current board members have professional experience in the areas such as finance, law, and philanthropy.
Funding

According to budget data provided by the CDBG office, the organization has had a steady increase in revenue from 1996 to 1998. Reporting a 1998 annual budget of $2.8 million, the organization’s revenue stream increased over the previous two fiscal years reported at $1,985,637, and $2,326,675 for 1996 and 1997 respectively. The majority of the center’s funds for 1998, slightly more than 67 percent, come from government sources such as the Department of Commerce, CDBG and the Department of Public Instruction. In addition, SSNC receives an estimated 28 percent of its revenue from sources such as program fees, contributions, and the United Way. The remainder, nearly 5 percent, comes from foundation sources.
United Migrant Opportunity Services, Incorporated

Mission

United Migrant Opportunity Services, Incorporated (UMOS), incorporated in 1965, was created by a consortium of churches committed to serving migrants. The organization “advocates for and services migrant and seasonal farm workers, Hispanics, and other economically disadvantaged people to help themselves improve their economic well-being, their education, their health, and their housing so that they realize their potential.” The agency’s service delivery area includes the entire state with particular emphasis on southeastern Wisconsin. While the agency has historically served Hispanics and migrants, it has expanded its reach to include a diverse low-income clientele. UMOS has nine offices around the state covering 42 counties.

Economic Development Programs

UMOS offers a range of support services programs addressing areas such as health promotion, disease prevention, family services, and housing development. The economic development mission of the organization is implemented through its employment and training activities.

The employment and training efforts target four areas: pre-employment services, training, job placement, and supportive services. The ultimate goal, according to the agency, is to enable individuals to become self-sufficient and economically independent through participation in the local workforce. Program activities for 1997 included:

- Career Assessment
- World of Work Orientation
- Job Clubs Classes in English as a Second Language, Adult Basic Education, preparation for GED tests and work based literacy programs
- Vocational and Occupational skill training (work experience provided at community based organizations)
- Referrals to employment opportunities
- Supportive services.

In 1997, UMOS was selected as one of the administering agencies in Milwaukee County to assist W-2 participants with the transition from welfare to work. The UMOS W-2 region covers a large portion of Milwaukee’s south side. With 80 percent of its staff bilingual, the agency indicates that it has the capacity to deliver services in both Spanish and English. Education and training services are subcontracted and supplemented by job placement activities. For 1997, UMOS reports that it provided case management, training, and employment-related services to 2521 individuals.

Through its Migrant and Seasonal Farm worker Program, the organization reports that it provided employment and services to 272 participants. In addition, the organization provided 2215 families with support services through the Comprehensive Crisis Relief Program during 1997.

Staff and Board Resources

UMOS reports that it currently has 175 employees statewide with the majority of staff concentrated in the Milwaukee area. According to agency, 80 percent of the staff are involved in economic development activities, including W-2-related programs. The organization estimates that between 25 to 40 staff are involved in economic development specifically related to job development activities (excluding W-2). Two staff oversee business development program initiatives.
According to their 1997 annual report, the agency’s board of directors consists of 28 members. The board has representatives from communities throughout the state. Local area councils and a parent policy council for the Migrant Head Start Program advise the board on community issues and program priorities. The board structure includes five committees devoted to governance and oversight issues. Meeting on a quarterly basis, the board serves as a policy and strategic planning arm to the organization.

**Funding**

Figures provided in the organization’s 1997 annual report reveal that the agency had revenues of $8.8 and $11 million for 1996 and 1997 respectively. UMOS estimates its 1998 budget between $8.5 and $9.5 million (exclusive of W-2 funding). While total budget figures were not available, the agency did receive a substantial increase in revenue related to its W-2 administrative activities. In late 1997, UMOS signed a 28-month contract with the state estimated at $50 million to deliver W-2 services (*Milwaukee Journal Sentinel, 8/8/97*). The contract includes roughly $20 million for agency operations with the remaining $30 million for recipient benefits. Prior to receiving the state funding, the organization’s largest source of earned revenue, 42.2 percent in 1997, stemmed from activities related to the job center ($2.9 and $5.1 million for 1996 and 1997 respectively).
Urban Economic Development Association

Mission

Established in 1994, the Urban Economic Development Association’s (UEDA) mission is “to improve the quality and coordination of programs and services that are available to support the creation and development of successful micro business enterprises in Wisconsin, especially those owned by people of color, women, and disabled individuals.” The organization’s chief program areas include the following: business development, residential and commercial real estate, and job training and retention. Serving urban centers throughout Wisconsin, UEDA reports that it facilitates networking and collaboration among local, regional, and national groups through training, provides technical support, and contributes to professional and capacity development through a variety of activities.

Economic Development Programs

Incorporated in 1997, UEDA indicates that it focuses primarily on collaborative projects as it develops its own infrastructure and strategic plan. The organization’s 1998 program initiatives include:

- Urban Economic Development Leadership Program

  Implemented in the fall of 1998, the program is a collaborative partnership with the City of Beloit and Milwaukee County. Through an array of activities such as skill development, hands-on activities, and group presentations, the initiative serves as an “economic development” training program for professionals and local community leaders.
• Urban Main Street Program

In August 1998, UEDA sponsored workshops on commercial revitalization in central city neighborhoods. Collaborating with UEDA, the Wisconsin Department of Commerce sponsored national speakers for the event and provided analysis of the issues.

• Business Development Management with the Milwaukee Building and Construction Trades Council for the Metropolitan Milwaukee Sewage District

UEDA is coordinating technical assistance to minority-owned construction businesses interested in pursuing contracts with the MMSD. The objective of the program is to increase private sector contracts for minority-owned firms within the industry.

• Non-Profit Ventures Fund Initiative

Working collaboratively with the UWM Center for Economic Development, an “enterprise audit” of five local non-profit business ventures was completed. As a part of a national effort to assess entrepreneurial capacity within the non-profit sector, the project developed a “portfolio” profile of agencies in Milwaukee in conjunction with five other U.S. cities participating in the project. UEDA will serve as the technical assistance coordinator for the second phase of the project.

• Co-production of Marketplace 1998

UEDA coordinated marketing and workshops for Marketplace ’98: Governor’s Conference on Minority Business Development. The annual event is a trade show and purchasing conference that highlights minority-
owned firms operating in Wisconsin. UEDA will work collaboratively with the Wisconsin Department of Commerce in coordinating the September 23rd conference.

- **Success Measures Project**

  The project, sponsored by the Development Leadership Network, is a ten-region effort to develop “success measures” for organizations involved in community economic development. The project’s aim is to produce a *Success Measures Handbook*, a resource for funders and practitioners interested in gauging the effectiveness of economic development projects and organizations. UEDA will coordinate the working group’s activities for the Milwaukee phase of the project.

- **Quarterly Breakfast Meetings**

  The organization offers quarterly meetings for members that are interested in learning more about local resources and professional skill development.

  Given the organization’s brief operational history and new initiatives launched this year, outcome measures to gauge program efficacy are not yet available.

*Staff and Board Resources*

Currently, UEDA has two staff consisting of the executive director and a full-time administrative staff person. The executive director’s economic development background includes administering a minority business loan and grant program for the Wisconsin Department of Commerce, working as an independent business owner for twelve years, and managing a social service program. The executive director’s educational background includes an undergraduate degree in Theology and graduate work in adult education and administration.
UEDA’s Board is relatively new having converted recently from a steering committee to board of director’s structure. Currently, the board consists of 13 members (15 maximum) serving 3-year terms. The organization reports that the board identifies potential members through its nominating committee. In recruiting new membership, the board targets prospective members who will bring specific expertise to the organization. The majority of board members come from local economic development organizations.

Funding

Reporting no budget for 1996, the organization’s revenues increased significantly during the past two years. UEDA currently reports an annual budget of approximately $800,000. In 1997, the agency received financial support totaling $205,000 (over a three-year period) from a Helen Bader Foundation grant. In addition to these resources, the organization reports receiving project funding a number of sources: The Wisconsin Department of Commerce, the Local Initiatives Support Corporation, Milwaukee County Economic Development Committee, the City of Beloit Community Block Grant Administration, and membership dues. UEDA indicates that an estimated 50 percent of its operating budget stems from building trades support, 30 percent from foundations, 10 percent in government support, and the remainder from corporate and membership resources.
Uptown Crossing Business Association/ West North Avenue Business Association

Mission

Established in 1994, the Uptown Crossing Business Association’s mission is “to preserve, improve, and promote businesses and the surrounding community.” Located in the Uptown Crossing neighborhood, the organization’s service area includes Sherman Boulevard to the east, North 60th Street to the west, and Lloyd and Wright Streets to the south and north. A goal of the association is to attract and retain businesses that fit the demographics of the area. The agency reports that it works closely with the adjacent Washington Heights Neighborhood Association.

Economic Development Programs

The agency reports that its aim is to serve as a source of support and information for both prospective and existing businesses and property owners within the Uptown Crossing neighborhood. With an established core of existing businesses, the organization indicates that a new emphasis will be placed on business recruitment efforts. As a part of this initiative, the association intends to put together a set of marketing materials, conduct business surveys, and assemble a computerized database. To implement these efforts, the organization will rely on resources from a City of Milwaukee Facade Renovation Grant program and Community Development Block Grant funding for business technical assistance. According to the organization’s newsletter, recruitment efforts will focus on “attracting some well-known merchants with proven track records, that will attract smaller businesses (Fall 1997).”

Staff and Board Resources

The association has one full-time staff member, its executive director. The director’s academic and occupational background includes a J.D. and experience working
in a private law firm and with the Wisconsin Court of Appeals. In addition, the director is a member and former president of the Washington Heights Neighborhood Association.

The organization’s board has 10 members who meet on a monthly basis. Serving one-year terms, the membership consists of neighborhood merchants and liaisons from other community groups. Board members have training and experience in diverse areas such as education, banking, interior design, and business.

Funding

Figures provided by the CDBG office indicate that Uptown’s 1998 budget was approximately $80,000. Funding levels have remained consistent at $74,000 and $86,000 for 1997 and 1996 respectively. The agency’s primary funding source is from CDBG sources representing almost 95 percent of the total budget. The remaining portion agency revenue stems from membership dues, fundraising, and donations.
Established in 1992, WAICO/YMCA’s mission is to “create an environment in which target area stakeholders recognize that their community represents their strongest bastion from which to organize for political empowerment, economic development and social revitalization.” Funded through the City of Milwaukee Block Grant Program, the project is a cooperative effort between the city, and WAICO/YMCA. The project’s main focus is rehabilitating vacant homes within its target area. Serving as lead coordinating agency for the Neighborhood Strategic Planning Area 10 (NSP 10), WAICO/YMCA’s strategic goals include a variety of activities: economic development, public education, community solidarity, crime and drug abatement, and land management. Bounded from Locust to Walnut Streets and 20th Street to I-43, the organization serves the area known as the North Division community.

Economic Development Programs

WAICO/YMCA reports that its economic development objectives are to “revitalize the local economy, to strengthen the job base, and improve the appearance of commercial establishments in the target area.” To date, WAICO/YMCA’s activities have been mainly in the area of housing. The organization provides support programs in housing redevelopment, home buying counseling, and down-payment grants. An addition area of program activity includes community redevelopment. The organization assists residents of the community through a variety of activities such as establishing block watch clubs, hosting neighborhood forums, and encouraging neighborhood/police cooperation.

While WAICO/YMCA’s principal focus is housing rehabilitation, it is currently working to advance its economic development activities, particularly in the area of small business development. WAICO/YMCA reports that it plans to undertake efforts to:
- strengthen and expand the North Central Business Association;
- develop a market study of target areas and conduct an inventory economic assets;
- survey area residents to document and identify community concerns.

WAICO/YMCA received CDBG funding in 1997 for economic development initiatives in the area of commercial and industrial renovation. According to the Milwaukee Business Journal, the organization, in partnership with the Mid-town Association, received funding to support the creation of a strategic economic development plan aimed at addressing aging commercial corridors. In addition, WAICO/YMCA indicates that it is considering applying for a CDC federal charter to develop a stronger economic development strategy for the area.

Staff and Board Resources

The project currently has six full-time employees including a community organizer, a program director, an economic development specialist, construction/Neighborhood Improvement Plan (NIPS) manager, an executive director, and a receptionist. Staff employment and educational backgrounds includes academic training in the areas of sociology and architecture, and professional experience in the construction industry. In addition, the economic development specialist has graduate level academic training in urban planning. The executive director’s background includes more than 10 years experience in non-profit housing.

The YMCA has a board of directors that provides general oversight for the organization’s programs and activities. In addition, WAICO/YMCA has a community planning council that guides the planing process and votes on the various NIPS projects. The community planning council meets once a month and has an average attendance of approximately 25 members. The organization reports that planning council members are active in a variety of community activities.
Funding

WAICO/YMCA reported a budget of $783,000 for fiscal 1998 with an estimated $60,000 devoted to economic development activities (budget estimates for 1997 and 1996 were not available). The agency indicates that the majority of its funding stems from community development block grants (WAICO/YMCA project funding is not reported separately in budget figures provided by the CDBG office). The remainder of the organizational financial support comes from local housing program support, Federal Home Loan funds, and WHEDA. As reported earlier, WAICO/YMCA is exploring the prospect of forming a CDC in an effort to become more financially self-sufficient.

As NSP coordinating agency for area 10 the organizations received a total allocation of $809,000 for 1998, down 6.6 percent over last year. CDBG data reporting program outcomes for 1995 and 1996 reveal that the agency received funding in two categories of activity: “special economic development/commercial/industrial renovation,” and “housing rehabilitation/low-income housing.” The organization achieved its outcome objectives in its principal program area: housing. The agency reported no performance outcomes for its activities in the area of special economic development.
Walker’s Point Development Corporation

Mission

The Walker’s Point Development Corporation (WPDC), established in 1980, reports that its central mission is to attack blighted conditions and improve housing within the community and surrounding area. The corporation’s target area is located from 1st to 27th Street with Mitchell Street on the south and the Menomonee Valley on the north. While the organization’s client base vary by program, Walker’s Point’s principal clientele includes lower-income renters, moderate-income families, first-time home buyers, and business and property owners within the community.

Economic Development Programs

Walker’s Point Development’s core program objectives focus on the housing rehabilitation to improve the overall stock of buildings within the community. To achieve its objectives, the organization acquires blighted homes to rehabilitate, creating new single-family homes and duplexes for area residents. In addition to its housing rehabilitation activities, WPDC also administers a first-time home buyer program assisting with counseling and credit mediation.

The organization reports that in 1997 it began its economic development initiatives in response to a significant rise in business start-up activity within the community. The agency’s efforts included leasing commercial space at affordable rates in order to attract targeted businesses. Walker’s Point reports that it will provide new enterprises with technical assistance such as preparing effective business plans, assisting with marketing, and logistics planning. A $200,000 revolving loan fund was established to encourage business development and provide a financing option for prospective homeowners. The chief objective of the loan program is to finance businesses and provide technical assistance to property owners. The organization reports that its has the
capacity and experience to effectively manage the fund having previously administered revolving loan programs for other organizations. Since the agency’s economic development program is relatively new, there are no specific outcomes to report. WPDC indicates, however, that it has compiled an inventory of businesses operating within the community.

Staff and Board Resources

Walker’s Point Development Corporation reports that it currently has fifteen full-time staff members. Staff include an executive director, development director, finance director and two full-time staff working exclusively on economic development-related projects and issues. The organization reports that both the economic development coordinator and the revolving loan fund administrator have Master’s level training. WPDC indicates that its staffing situation is relatively stable reporting a very low employee turnover rate.

The organization’s board consists of eight members who meet on a monthly basis. There is a nomination committee that recruits members based on individual expertise and leadership skills needed by the corporation. Additional recruitment is done by personal and professional networking. According to WPDC, the board recently experienced significant turnover. The organization used the opportunity to restructure board governance, specifically placing a limit on the number of terms a member may serve. Previously, a number of members served an average of 10 to 12 years with the former president presiding for eight years. The membership is now limited to no more than three two year terms.

Funding

Approximately ten percent of the organization’s budget goes directly toward economic development activities, according to WPDC. Revenue figures provided by the CDBG office reveal that the organization’s 1998 budget is $1.19 million down from the
two previous fiscal years reported at $3.6 and $1.4 million for 1997 and 1996 respectively (these are total revenues “net assets released from restrictions,” according to the CDBG revenue report). Government financial support declined between 1997 and 1998 from 77 to 46 percent of total revenue. The decline, however, was offset by an increase in “other revenue” sources during the same period (increasing from 21 to 54 percent between 1997 to 1998). Other revenues include support from sources such as the United Way, private contributions, sale of rehabilitated properties, and unrestricted fees and incomes. Of these resources, fees from property development constituted the largest percentage, approximately 40 percent, of revenue within that category. For 1998, the organization reported no revenue from foundation sources.
West North Avenue Advancement Association

Mission

West North Avenue Advancement Association’s mission is “to create a connection between the merchants and residents, revitalize and improve the properties and the lives of the residents.” The organization reports that its has served the neighborhood along West North Avenue from 27th to 51st Streets for roughly 50 years (exact founding date not provided). The West North Avenue Advancement Association indicates that its strength is its ability to provide community stakeholders with a forum to discuss problems and identify possible solutions.

Economic Development Programs

To implement its mission, the organization focuses on bringing business owners together, empowering residents, and serving as forum for community stakeholders. Current activities include collaborating with New Covenant Church on a large-scale project to create affordable housing units at 35th and Meineke, neighborhood clean-up and beautification, producing a coupon book to encourage residents to patronize local businesses, and partnering with other North Avenue organizations to examine the feasibility of establishing a community development corporation (CDC). Currently, WNAAA reports that it has no consistent agency budget and utilizes an all-volunteer staff.
West End Community Association

Mission

Founded in 1972, the West End Community Association’s mission is to “develop, improve, and maintain the economic, social, cultural, and environmental conditions” within the community it serves. The organization’s target service area is located between I-94 on the south, Galena on the north, and Highway 41 to 20th Street. West End’s organizational objectives include empowering residents, encouraging housing stability and renovation, providing residents with resource and support services, promoting business development, and building community pride. West End also serves as the coordinating agency for the Neighborhood Strategic Planning process for Area 14 (NSP 14).

Economic Development Programs

West End offers programs and services in housing improvement, neighborhood strategic planning, graffiti removal, façade improvement, and crime prevention provide. Program activities focus on building the essential infrastructure that will be needed to make the community more attractive to new businesses and encourage future economic development, according to the organization. While its primary focus is housing related initiatives, the association does provide information to businesses regarding various government programs and grant funding opportunities. West End indicated that it recently surveyed community businesses to determine if an association or planning entity is needed. Further, the organization, in conjunction with the Avenues West Business Improvement District, has formed an economic development committee that provides residents and stakeholders with the opportunity to express their views on prospective development initiatives such as the proposed Jewel/Osco project and the failed proposal to close down Wisconsin Avenue.
As the community’s NSP coordinating agency, West End will coordinate the implementation of the community’s strategic plan. As a result, the organization may have an expanded role in economic development. The neighborhood strategic goals include increased attention in the area of jobs and economic development. Specifically, the plan’s objectives include improving the business/commercial climate; facilitating resident access to jobs; and encouraging linkages among organizations, businesses, and institutions. West End anticipates that it will have a better gauge on its plans for economic development initiatives once it completes an strategic planning activities.

**Staff and Board Resources**

Currently West End has a staff of 16 including an executive director, assistant director, community development coordinator, rehabilitation specialist, community organizers, and clerical personnel. The organization reports that four staff work indirectly on economic development through various job development and retention initiatives. Senior staff qualifications include fifteen years experience in community organizing. One staff member has graduate level academic training in urban studies and experience in community organizing and development.

West End’s board of directors currently has seven of its thirteen board appointments filled. The association indicates that it anticipates filling the remaining positions by October 1998. At the 1998 annual meeting, the board reported that it plans to extend its representation beyond the West End community to include members from all neighborhoods within NSP 14. The association’s board is responsible for policy making, agency planning, and fiscal oversight.

**Funding**

Between 1996 and 1998, West End’s budget grew from $567,000 to $757,178, due primarily to increased Community Block Grant funding. CDBG funds comprise approximately 97 percent of the organization’s 1998 operating budget. CDBG awards
were allocated specifically for housing improvement initiatives and community organizing activities. Accordingly, the funds are not intended to support economic development projects.

A second consistent source of funding comes from the United Way representing roughly 2 to 3 percent of the association’s total budget between the years 1995 through 1998. Membership dues, contributions, and grants comprise the remainder of West End’s annual income. The organization reports that it would like to diversify its funding base in the years ahead.
**Westown Association**

**Mission**

The Westown Association (WTA) was established as a sub-committee of the YMCA in 1984. Its affiliate, the Westown Business Improvement District #5, was founded in 1989. Westown’s mission is to promote the use and development of real estate properties within its service area. The organization represents the interests of business and property owners operating on the west side of Milwaukee’s central business district. Promoting and recruiting commercial, residential, and entertainment projects, the association supports a range of development efforts. Westown’s service delivery area is bounded by I-43 on the west, the Milwaukee River on the east, Juneau Avenue on the north and I-794 on the south.

**Economic Development Programs**

In 1997, the Westown Association engaged in a strategic reevaluation of its organizational priorities. The association reports that its primary economic development objectives for 1998 include reducing vacancy in the area, and promoting in-fill development. The organization revised its goals and strategies to keep pace with new developments taking place within its service area. Accordingly, the WTA’s revised goals and strategies such as

- Increasing the economic vibrancy of the Westown area with increased attention to business retention and recruitment. Encouraging a new mixed-use development (retail, hotel, housing). Working with the Midwest Express Center and the Greater Milwaukee Convention and Visitors Bureau to promote tourism traffic within the association’s service area.
- Increasing Westown’s leadership leverage to influence downtown’s development efforts. These efforts include conducting public and private sector briefings, meeting with stakeholders, and increasing collaborative partnerships.

- Enhancing the perception and promoting the assets of Westown. These activities include fostering a positive image of the area through new programming efforts, and changing media perceptions of the downtown market.

- Developing and advocating a transportation plan and improvements that will enhance downtown. Strategic efforts in this area include advocating new mass transit options such as commuter rail, expansion of the skywalk linkages, and limiting expansion of the I-94 right of way.

**Staff and Board Resources**

The Westown Association currently has two full-time staff members, the executive director and executive assistant. The executive director has a degree in Public and Environmental Affairs and a background in commercial and residential revitalization. Additional staff experience includes training in design and development. The organization estimates that approximately ten percent of staff time is devoted to economic development-related activities.

WTA staff also serve as a part of the Downtown Collaborative Association whose members include the executive directors and board presidents of the Eastown Association; the Historic Third Ward Association; the Downtown Management District; and public officials including an alderman, a county supervisor, and a representative from the Milwaukee Police Department. The Downtown Collaborative efforts are directed at promoting issues of concern to the central business district.
Westown Association’s board consists of 15 active members. A majority of the WTA board members also serve on the Business Improvement District board. The BID board members, according to city of Milwaukee requirements, must be property owners or hold interest in property within the district. The membership of both boards includes individuals with experience in areas such as insurance, real estate, law, banking, business, retail, and economic development. The organization reports that its board is active and committed to the association’s goals.

Funding

The Westown Association estimates its 1998 annual budget at $105,000 with roughly 5 percent devoted to economic development activities. The organization reports that its revenues have remained at a consistent level over the past three years. The majority of the agency’s funding, roughly 80 percent, stems from BID. The remainder of its resources come from the city of Milwaukee and membership dues, 15 and 5 percent respectively.
Wisconsin Regional Training Partnership

Mission

The Wisconsin Regional Training Partnership (WRTP) was established in 1992 by business and labor leaders. WRTP’s mission is to promote “the development of high performance workplaces and family-supporting jobs in the durable goods sector.” The organization reports that it builds partnerships between the public, private, and non-profit sectors in an effort to address the employment and training needs of workers while meeting the workforce demands of employers. The agency leverages “joint labor management participation” to facilitate the transition to a high performance workplace. Emerging out of research and support from the Madison-based Center on Wisconsin Strategy (COWS), WRTP has 46 member-firms providing services to residents and employers throughout the metropolitan Milwaukee area.

Economic Development Programs

The Wisconsin Regional Training Partnership assists employers and unions in identifying their common objectives and in accessing the level of resources and services needed to implement their goals. The impetus for WRTP came from research conducted by COWS concerning the state’s metalworking sector. The center’s research concluded that companies and unions needed to jointly address the skills and security needs associated with making the transition to a high performance workplace.

With assistance from public education and training institutions, WRTP management and labor representatives develop workplace education programs dedicated to skills development. Serving as a “one-stop-shop,” WRTP also provides managers and labor leaders with a forum to share and learn from the “best practices” that each has developed. The aim, according to the organization, is to encourage the development of new models and tools.
WRTP programs cover three areas of critical concern to organizations: workplace education, future workforce development, and modernization. Each initiative is detailed below.

- **Workplace Education**

  WRTP has developed a Peer Advisor Training Manual and a Shop Floor Training Guide to assist in the workplace. “WRTP members invested more than $15 million in their production and skilled trades workforce in 1997. Their investments included workplace learning centers, on-site technical college courses, off-site tuition reimbursement programs, traditional apprenticeships, and other programs.”

- **Future Workforce**

  The FW program includes pre-employment and re-employment training for adults. Current programs include school-to-work activities with local high schools and technical colleges; youth apprenticeships; and mentoring at-risk MATC students. Other program efforts focus on re-employment assistance for disadvantaged, dislocated, and laid-off workers. The Future Workforce Committee is developing a mentor training guide, a diversity training guide, and policy recommendations to “accelerate the process of recruiting and training qualified workers for a wide range of future workforce needs.”

- **Modernization**

  In 1997, WRTP staff initiated eight modernization projects involving needs assessments and implementation plans. The WRTP assists employers and unions in developing joint processes to guide their modernization and training efforts. Projects focused on implementation of teamwork, process mapping, and lead-time
reduction. An additional project focused on developing a new training program to facilitate the implementation of existing modernization efforts. The Modernization Committee has formed three task forces bringing managers and union leaders together to discuss barriers, best practices, and recommendations concerning the high performance workplaces, strategic training initiatives, and new compensation systems.

Program outcomes for each initiative are delineated in the organization’s 1997 annual report. These include:

Modernization

- 86 percent of members now have joint labor-management committees
- Eight employers and unions received technical assistance with modernization projects

Worker Training

- Members invested $15.4 million in training
- 100 percent of members currently provide tuition reimbursement
- 93 percent have or plan to create workplace leaning centers
- 2,400 workers participated in learning center programs
- 25 percent of participants were African American and Latinos
- 81 percent of members offer on-site technical college courses
- 46 percent have revitalized traditional apprenticeship programs

Future Workforce

- Members trained 141 high school interns and youth apprentices
- Members hired and mentored 30 at-risk technical college students
- WRTP placed 112 low-income residents in family-supporting jobs
-average wage was $10.44 per hour plus benefits
-57 percent of residents are former welfare recipients
-80 percent employed up to one year later

Staff and Board Resources

The agency reports that it currently has seven full-time staff. The majority of the staff, according to WRTP, has experience in labor management and/or occupational experience working in the manufacturing sector. The organization indicates that many staff are on leave from their manufacturing plant jobs. The Center on Wisconsin Strategy at UW-Madison is the agency’s primary technical adviser. The agency reports that its greatest strength is the staff’s first-hand knowledge of the challenges faced by workers within the sector. Conversely, given staff’s expertise within the private sector, there is an acknowledged lack of experience in public sector and non-profit management and process.

The WRTP’s board consists of eight members drawn from various manufacturing firms and labor organizations. An equal number of management and labor representatives from WRTP member firms comprise the board membership. Non-voting, advisory members of the board come from a variety of public sector organizations. Meeting on quarterly basis, the board is responsible for agency oversight, goal-setting, and policy making.

Working in conjunction with the board are labor-management working groups. The groups are convened to identify and address barriers that limit the transition to a high-performance work place. The groups make recommendations to the executive council of the board for approval. Final recommendations are ultimately approved by the full membership and are implemented by agency staff.
Funding

WRTP’s 1997 Annual Report indicates that the agency’s budget is “more than half a million dollars.” According to the report, most of WRTP’s funding comes from support programs in specific policy areas. The WRTP currently receives direct or indirect financial support from a variety of sources: the Center on Wisconsin Strategy, MATC, the Milwaukee Jobs Initiative, Private Industry Council of Milwaukee County, Waukesha County Technical College, Wisconsin Department of Workforce Development, and Wisconsin Manufacturing Extension Partnership.
Wisconsin Venture Network

Mission

The Wisconsin Venture Network’s (WVN) mission is “to provide a forum for investors, entrepreneurs, and business advisors to interact, learn, and exchange resources, promoting and contributing to the formation and growth of business enterprises.” Membership is open to entrepreneurs, corporations, businesses, investors, and “individuals who support the need to promote new business formation, growth, and economic development in Wisconsin.” The organization, established in 1983 indicates that one of its primary objectives is to serve as a forum where entrepreneurs, investors, and business advisors can exchange idea and forge “mutually beneficial contacts.” Accordingly, the WVN considers its role advisory and, therefore, does not invest, raise capital, or participate in investment opportunities.

Economic Development Programs

In 1997, the organization’s board of directors held a strategic planning meeting to develop its program objectives for 1998. These objectives include identifying potential speakers with an emphasis on entrepreneurial success stories, develop an educational component to complement monthly speaker presentations, increasing involvement by minorities and women, member retention, and distribution of the organization’s monthly newsletter.

As part of its economic development focus on business formation and growth, WVN offers the services of its Venture Review Panel. The panel, established in 1994, is comprised of four Milwaukee business executives. The panel provides prospective entrepreneurs with an opportunity to discuss and evaluate their business and product development plans. In addition to its role as a source of business technical assistance, the panel also serves a recruitment vehicle for WVN.
Staff and Board Resources

The WVN relies on volunteer resources to support its activities. The organization, as is the case for the Venture Review Panel, utilizes the business expertise of its membership as its primary resource. The only paid position the agency supports is devoted to the production of the Network News, WVN’s monthly newsletter.

Wisconsin Venture Network’s board consists of the 12 members serving indefinite terms. Each board member is responsible for participating on or chairing one of eight organizational committee. The board membership consists of representatives from financial, legal, marketing, accounting, and investment firms.

Funding

The agency’s budget for 1996, 1997, and 1998 was approximately $17,000 annually. These funds come from membership dues and luncheon fees, according to WVN. The organization does not receive governmental funding.
Wisconsin Women’s Business Initiative Corporation

Mission

Established in 1989, the Wisconsin Women’s Business Initiative Corporation’s (WWBIC) mission is to “provide quality business education, technical assistance and access for women, minorities and low-income individuals.” WWBIC reports that it works to “leverage human and financial resources in the community to assist entrepreneurs and business owners in the start-up and early growth stages of their businesses.” The organization delivers its services through no or low cost programs offering direct business assistance. Given its diverse funding structure, WWBIC indicates that it can provide service and technical assistance to anyone, but the organization’s target clientele includes women, people of color and the poor throughout Wisconsin.

Economic Development Activities

WWBIC’s economic development activities include four broad program areas: business training, business assistance, self-employment, and peer lending enterprise banks. Each program is discussed below.

- Business Training Program

WWBIC provides training to new entrepreneurs. Business workshops range in level of curriculum and variety of topics allowing entrepreneurs and business owners at various stages of business development to attend. Workshops include topics such as business plan development, marketing, and financial record keeping.
- **Business Assistance Program**

  In conjunction with the workshops and courses offered through the business training program, WWBIC offers one-on-one consulting in areas such as financial management, business plan development, credit problems, marketing, and business administration. In addition, CEO Roundtables, Corporate "SWATT" Teams and mentoring programs are available. Perspective loan clients can receive assistance with the completion of loan applications, identifying sources of capital, and conducting the loan review process. Further, the organization offers “hands-on” experience at its “business training laboratory” known as Coffee With a Conscience, a for-profit enterprise run by WWBIC.

- **Self-Employment Program**

  The Self-Employment Program specifically targets very low-income women and men operating a small business. The program directs its efforts toward W-2 program participants assisting them in achieving self-sufficiency through self-employment. With the majority of Wisconsin’s W-2 recipients residing in Milwaukee, the program efforts are concentrated within the city.

- **Peer Lending Enterprise Banks Program**

  The Peer Lending Program (Enterprise Banks) provide small loans to groups of low-income business owners. The program, based on a micro lending model from Bangladesh, targets low-income individuals within the “Investment Area” of the City of Milwaukee. According to the organization, “the target population includes those who have been left out of the work force for childbearing, struggling to move from welfare to work, retired from a previous job, or those who have a disability.”
In addition to its own program initiatives, WWBIC also collaborates with the YWCA on the Professional Dimensions Women’s Business Incubator. The program assists low-to moderate-income women and people of color in starting small businesses. Services include business plan development, management counseling, financial planning and technical assistance. The incubator consists of 14 on-site offices, shared office equipment and administrative support through education, training and mentoring programs. According to the YWCA, incubator businesses created 21 jobs.

WWBIC reports that it has financed more than 120 business start-ups since its inception, lending nearly $2 million throughout the state. The majority of the organization’s micro borrowers, 70 percent, were women with an estimated 35 percent of loans made to former welfare recipients. The agency estimates that 3.6 jobs are created per loan. For 1997, WWBIC reports the following outcomes: fulfilled 3,000 requests for business information, had 2,300 individuals participated in business training courses and workshops, experienced a 113 percent increase in loan approvals over 1996, increased total lending 170 percent, processed 150 percent more loan applications. The overall loan default rate, according to the agency, is less than 4 percent.

Outcomes for 1998 CDBG-funded activities are not yet available.

Staff and Board Resources

WWBIC reports that it has 12 full-time staff including 2-3 part-time staff, 2 full-time VISTA volunteers as well as Community Service Job (CSJ) participants that work with the organization on a reoccurring basis. The organization indicated that there are 16 staff that work directly on economic development. WWBIC’s Fact Sheet highlights three key people within the organization: its president, vice president for Lending Services, and the vice president for Business Education and Assistance. The president’s background includes a graduate degree in Education and a undergraduate degree in Psychology and Education. One vice president has bachelors degree and private sector experience in the areas of marketing and training. The other vice-president has a J.D.
The number of members serving on the organization’s board of directors declined last year from 33 seats to 10. WWBIC reports that the board reorganization was part of a “strategic re-think.” Currently, board members serve three year terms with new members recruited through the ranks of the organization. The board serves as an advisory and policy-setting group, but is not involved in day-to-day management. The board’s nine members, excluding the organization’s president, come from a variety of private sector companies, investment, and law firms.

**Funding**

The organization reports a 1998 annual budget of approximately $1 million. With an infusion of more than $600,000 in CDBG funds for 1998, approximately 60 percent of the agency’s resources will be committed to block grant activities. These activities include funding for business technical assistance, business financial assistance, and a community-based entrepreneurship initiative for specific Neighborhood Strategic Planning areas (all figures reported are derived from the agency’s financial statements).

Figures reported by the agency reveal total revenues of $990,000 and $1.04 million for 1996 and 1997 respectively. While a budget profile for 1998 was not available, figures for 1997 reveal that the largest single source of revenue for WWBIC was Small Business Administration funding representing almost 50 percent of total revenues for that year. According to WWBIC, the SBA funds two initiatives: the microloan program; and the office of women’s business ownership, a three-year program funded at $110,000 to $150,000 annually. Other “program grants” include state, county, and WHEDA funding totaling $562,690 (inclusive of SBA). WHEDA funding represented the third largest source of agency revenues totaling $104,462 and $109,676 for 1997 and 1996 respectively.

Training and Consulting fees constituted the second largest source of revenue in 1997 totaling $158,000 or 15 percent of the entire budget for 1997. Contributions, non-
governmental grants, rents, and luncheon revenues comprised the remaining portion of the 1997 budget representing nearly $180,000. WWBIC reports that funding for the agency is included in the state budget providing an additional $125,000 in 1998 and 1999. A four year contract with the YWCA for a business incubation program is another source of agency income.
**Work for Wisconsin**

**Mission**

Active in Wisconsin since 1980, Work for Wisconsin (WFW) is a membership organization dedicated to creating “systematic changes by developing partnerships with business, education and other institutions within the community.” The organization’s key objectives is creating a durable job placement network linking employers from a variety of industries with job-seekers. Through a variety of programs and services, WFW emphasizes self-determination to assist clients in securing and maintaining a family-supporting wage career. While WFW will serve individuals throughout the city of Milwaukee, it is most active in the Harambee, West Town, and West End communities. Work for Wisconsin’s membership includes individuals from the community, businesses, churches, labor unions, and governmental organization in Southeastern Wisconsin.

**Economic Development Programs**

An economic development objective of Work for Wisconsin is to link job-seekers and employers. To advance its mission, the organization has three key initiatives underway. Work for Wisconsin reports that is was instrumental in designing and implementing the New Hope Project, a work-based alternative to welfare. WFW also developed the Milwaukee Careers Cooperative, an independent, non-profit employment agency owned by over 40 religious and community organizations. In addition, the agency reports that it spearheaded the Earned Income Credit Campaign (EIC). The campaign provides information on the federal tax credit available to low-wage working families.

Since January 1997, WFW reports that is has assisted with the recruitment, enrollment and retention of 25 high school graduates in MATC’s Technical and Industrial Division. Further, the organization indicated that it placed more than 56 Milwaukee
residents in skilled industrial trades employment. Work for Wisconsin is also working with 30 North Division High School students in the school’s first certified welding program. In cooperation with North Division, the organization is soliciting funding to establish an evening adult education program in welding and machining.

**Staff and Board Resources**

Work for Wisconsin reports that it currently has five full-time staff members. Staff members have diverse educational backgrounds such as business management, communications, urban studies, and human resources. The executive director has teaching experience in various machine and construction-related courses. The WFW indicates that all agency personnel are involved in economic development activities representing an estimated 95 percent of total staff time.

The agency currently has 14 board members serving two year terms. Board members are recruited from the clientele the agency serves and includes individuals with professional experience in business, education and law. Serving principally as a resource and advisory group to WFW staff, the board meets on a monthly basis.

**Funding**

Work for Wisconsin reports that its annual budget for 1998 totaled $329,715, an increase over the previous two years ($195,004, $170,389 for 1996 and 1997 respectively). The percentage of funds devoted to economic development activities also increased over the period from an estimated 33 percent in 1996 to 45 percent for 1998, according to the agency. The bulk of agency funding stems from government sources, principally Community Development Block Grant (CDBG). CDBG funds, specifically for job training, placement, and retention, represent an estimated 60 percent of total revenues for 1998. An additional WFW funding source includes private foundation grants representing roughly 17 percent of agency’s revenue for 1998, down from the
1996 total of an estimated 30 percent. Private donations comprise the remainder of the organization’s budget averaging approximately 20 percent annually.
The YWCA of Greater Milwaukee

Mission

The YWCA of Greater Milwaukee, established in 1892, “is a membership movement of women from diverse backgrounds and faiths, of different ages and experiences, committed to empowerment of women. The YWCA, both locally and nationally, has adopted the one imperative of thrusting their collective power toward the elimination of racism wherever it exists and by any means necessary.” The YWCA services the Milwaukee metropolitan area. The organization’s principal clientele includes African American women from low- to moderate-income levels as well as older adults and youth.

Economic Development Programs

Among its diverse program activities, the YWCA of Greater Milwaukee highlights three key initiatives: YW Works L.L.C., Milwaukee Works, and YW Housing Inc. The YCWA’s involvement in economic development is evidenced by its program efforts through YW Works and Milwaukee Works.

- YW Works

Beginning operations in 1996, YW Works was established by the YWCA of Greater Milwaukee, CNR Health and the Kaiser Group under contract with the State of Wisconsin. The YW Works implements initiatives under W-2 in Region 1 for Milwaukee.

- Milwaukee Works
Founded in 1996, Milwaukee Works is a wholly-owned nonprofit subsidiary of the YWCA created to initiate economic development in the inner-city through training and placement, nontraditional employment training and business development. In late 1997, the YWCA created Generation 2 Plastics by purchasing a small plastics reprocessing facility located in the central city. The mission of the new company is to increase the self-sufficiency of inner-city residents by providing living wage jobs and training in skilled labor for W-2 participants. The YW reports that the program has already trained two participants who are now ready for placement (see additional outcomes below).

The YWCA’s 1997 Annual Report includes two additional initiatives in the area of economic development. These include:

- **Professional Dimensions Women’s Business Incubator**

  The program assists low-to moderate-income women and people of color in starting small businesses. Working collaboratively with WWBIC, program services include business plan development, management counseling, financial planning and technical assistance. The incubator consists of 14 on-site offices, shared office equipment and administrative support through education, training and mentoring programs. The organization reports that incubator businesses created 21 jobs.

- **Education and Employment Enrichment Programs**

  The program was designed to work primarily with unemployed and underemployed women and to provide them with education that will enhance their capacity to seek, secure and maintain employment.
In addition to the YWCA’s economic development activities, the organization provides a array of programs and services: affordable housing; social services; and adult, youth, and family support activities. Specific programs include the Family Self-sufficiency Program and the Family Center; Gateway: Paths to Adult Learning; program development activities; programs for Older Adults; Association Management services; Regional Opportunity Counseling (ROC) Program for Section 8 rent assistance participants; youth programs; and transitional housing; and the YW Villages affordable housing program.

The YWCA’s 1997 Annual Report highlights program outcomes for its various initiatives. For its programs related to economic development objectives, the organization reports:

- **YW Works** received a state contract to provide services to 2,500 W-2 participants. The Academy for Excellence, a motivational job-readiness workshop sponsored by Milwaukee Works, offered 22 classes and graduated 310 participants;

- **Generation 2 Plastics** in conjunction with the Minority Apprenticeship recruitment program, provided training and support services to 29 participants (8 of whom went on to enter apprenticeship programs in the skilled trades);

- **The Professional Dimensions Women’s Business Incubator** provided office space and support to 12 small businesses. Incubator businesses created 21 jobs.

- Fifty individuals were placed in road construction industry jobs through the TrANS Program.
Staff and Board Resources

The YWCA of Greater Milwaukee reports that it has approximately 150 employees. Of its current staff, the organization estimates that roughly 60 percent are involved in economic development projects, primarily job training activities. The staff has a diverse range of professional experience in areas such as business, social services and human resources. Profiles provided by the organization reveal that CEO has worked with the YWCA for 11 years and has had experience working on economic development projects throughout the region. In addition, the CEO has served on many economic development boards. The YWCA’s chief operations officer, has an entrepreneurial background and has previously owned and managed commercial properties. Her profile indicates that she has an extensive background in human resource issues associated with business development.

The organization’s board of directors is comprised of 32 members serving three year terms. Meeting on a bi-monthly basis, the board is active in fundraising, strategic planning and policy making, according to the organization. There is a nominating committee in place that ensures board membership represents a diverse range of experience and expertise. Given the size of the organization and the scope of its activities, each program also has a separate board and/or steering committee. These include the YW Works Board, YW Works Community Steering Committee, YW Housing Board, and Milwaukee Works Board.

Funding

According to revenue figures provided by the Community Block Grant Office, the YWCA’s 1998 revenue totaled $9.8 million. Revenue figures reported for 1996 and 1997 reveal a steady increase in revenue from $5.6 to $6.9 million respectively. The YWCA estimates that 80 percent of its budget is devoted to its economic development-related programs and activities. The budget profile reveals that the YWCA relies primarily upon government financial support, specifically from the State of Wisconsin.
Government funds represent 82 percent of the agency’s total revenue for 1998 with state support accounting for 91 percent of the budget category. Between 1997 and 1998 state funding increased from $4 to $7.3 million according to CDBG data. CDBG performance outcome data for 1996 reveal that the organization achieved its proposed objectives.

Funding from foundation sources constituted only 1 percent of the agency’s revenue stream in 1996. For 1998, the organization reported no foundation support, according to the CDBG reporting data. “Other revenue” from sources such as the United Way, private contributions, and rental income constituted 18 percent of the YWCA’s 1998 revenue. Agency revenue in this category has declined steadily over the previous two years representing 44 and 29.8 percent of total revenue for 1996 and 1997 respectively. Of the three largest sources of “other revenue”, United Way funding and rental income remained relatively constant from 1996 to 1998. Conversely, revenue from contributions declined by approximately 43 percent from 1996 to 1998.
SECTION III:
OVERVIEW AND ANALYSIS

Overview and Analysis
In 1994, the National Congress for Community Economic Development (NCCED) conducted a “Census” of community development corporations (CDCs) across the United States. NCCED found that the chief economic development activities of CDCs were the following:

*CDC Economic Development Activities (Nationally)*

<table>
<thead>
<tr>
<th>Type of Activity</th>
<th>Percentage of CDCs reporting</th>
</tr>
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<tbody>
<tr>
<td>Business Development</td>
<td>23%</td>
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<tr>
<td>Commercial/Industrial Development</td>
<td>18%</td>
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<tr>
<td>Revolving Loan Funds</td>
<td>15%</td>
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<tr>
<td>Business Planning Assistance</td>
<td>15%</td>
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<tr>
<td>Entrepreneur Training</td>
<td>13%</td>
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<tr>
<td>Marketing Assistance</td>
<td>10%</td>
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<tr>
<td>Accounting Assistance</td>
<td>8%</td>
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<tr>
<td>Organizing Merchants/Manufacturers</td>
<td>7%</td>
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</tbody>
</table>
In addition, as NCCED points out, revitalizing distressed communities requires more than bricks and mortar, more than creating decent housing or generating new business activity. “Part of the uniqueness of CDCs is their ability to pursue a comprehensive strategy toward revitalization. Virtually all CDCs blend physical development activities with an array of community-building activities.” Thus, the “Census” enumerated the following CDC “community service” activities:

<table>
<thead>
<tr>
<th>Type of Activity</th>
<th>Percentage of CDCs reporting</th>
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<tbody>
<tr>
<td>Advocacy and community building</td>
<td>66%</td>
</tr>
<tr>
<td>Job training and placement</td>
<td>29%</td>
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<tr>
<td>Senior citizen programs</td>
<td>22%</td>
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<tr>
<td>Emergency food assistance</td>
<td>21%</td>
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<tr>
<td>Youth programs</td>
<td>20%</td>
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<tr>
<td>Child care</td>
<td>17%</td>
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<tr>
<td>Anti-crime programs</td>
<td>15%</td>
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<td>Anti-drug programs</td>
<td>15%</td>
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<tr>
<td>Arts and cultural activities</td>
<td>12%</td>
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<tr>
<td>Health Care</td>
<td>11%</td>
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<tr>
<td>Teen pregnancy counseling</td>
<td>9%</td>
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As the profiles presented in this report make clear, Milwaukee CBOs are involved in a comparable set of activities. Indeed, many Milwaukee organizations have programs covering many of these areas. We have slightly rearranged the NCCED categories, and for the purposes of classification, have divided Milwaukee CED activities into eight main areas (although anyone familiar with the field of community economic development will note certain overlaps between categories).

**Access to Capital:** This includes the operation of revolving loan funds, the establishment of community development financial institutions (community banks, credit unions, etc.), or the mobilization of community pressure on banks or other financial institutions to provide capital to “undercapitalized” neighborhoods. The UWMCED inventory identified nine community-based organizations in Milwaukee whose activities include expanding community access to capital. This represents about 18% of the organizations in our inventory.

**Organizing Merchants or Manufacturers:** Many CBOs play the crucial role of helping retail merchants or local manufacturers organize, forming business or industrial associations. These organizations support general business improvements, lobby for government support in neighborhood businesses, “market” their neighborhoods as places to do business, and generally focus on improving the neighborhood business climate. The UWMCED inventory identified nine community-based organizations in Milwaukee whose activities included organizing community merchants or manufacturers. This represents about 18% of the organizations in our inventory.

**Social Infrastructure:** One of the crucial ways in which CBOs promote economic development is by improving the social climate for economic activity. This includes a wide range of activities: anti-drug, anti-crime, and anti-graffiti programs; child care and related support activities; various youth programs; and general community-building work. The UWMCED inventory identified 25 community-based organizations in Milwaukee, a major part of whose activities included building the “social infrastructure”
for community economic development. This represents about 51% of the organizations in our inventory.

**Workforce Development, Employment, and Training:** CBOs are involved in various ways in workforce development. Milwaukee now has numerous “job-link” programs, in which CBOs function as intermediaries that set up the “in take,” training, and placement of neighborhood residents in jobs. Several organizations run extensive training programs, and increasingly run training “businesses” (which are included in a separate category below). Many CBOs work with both unemployed residents and employers to improve job prospects in neighborhoods, as well as provide increased employment opportunities located outside the neighborhood, for neighborhood residents. The UWMCED inventory identified 16 community-based organizations in Milwaukee whose activities included workforce development, employment, and training. This represents about 33% of the organizations in our inventory.

**Technical Assistance for Business Development; Industrial and Commercial Development:** Many CBOs have developed expertise in assisting incipient businesses, with accounting, identification of resources, or analysis of markets. Some have begun assisting local businesses by attempting to plug them into larger “supplier linkages.” Incubator facilities are still another way CBOs attempt to nurture community businesses. Finally, some CBOs have taken the lead in identifying sectors of the economy for targeted community economic development activities, or have spearheaded efforts to redevelop “clusters” of business activity in neighborhoods. The UWMCED inventory identified 18 community-based organizations in Milwaukee whose activities include either various forms of technical assistance for businesses, or taking the lead in promoting the development of commercial or industrial enterprises in the neighborhoods. This represents about 37% of the organizations in our inventory.

**Social Purpose Businesses:** Some CBOs have moved beyond the technical assistance or facilitation role, and have done business lending, equity investing, or actually owned and operated a business enterprise. These activities are often called social
purpose businesses, because although they sometimes aim at producing a revenue-stream for the organization, the larger purposes of the enterprise are to provide training experience for neighborhood residents or employment for difficult-to-employ local residents. Sometimes such enterprises provide a business service that, for various reasons, markets are currently not providing in the neighborhood (like grocery stores in inner-city neighborhoods). Thus, such social purpose businesses will often have a different balance sheet and profit/loss calculus than conventional enterprises. Among Milwaukee CBOs, seven are now at various stages of operating or planning a social purpose business. This represents almost 14% of the organizations included in the UWMCED inventory.

**Business “Brokering”**: Many organizations, for lack of a better term, play the role of business “brokers,” filling gaps in the market that seem to inhibit business development in inner city, predominantly minority neighborhoods. Often, these “gaps” are informational: minority entrepreneurs may be unaware of deals in which they could play a role, or larger enterprises may not be aware of potential minority partners. Several organizations included in the inventory link minority entrepreneurs with public projects requiring a certain percentage of MBEs for their contracts. In other instances, these CBO “brokers” may link minority or women-owned enterprises to “deal-streams.” Seven of the CBOs interviewed for this report perform significant elements of this brokering function; this represents about 14% of the organizations included in the UWMCED inventory.

**Social Advocacy/Community Capacity Building**: There is significant overlap between this category and others: community building, for example, is very much part of what CBOs do when they enhance the social infrastructure of a neighborhood. “Marketing” a neighborhood is a form of advocacy. What we mean by this category, however, are two things. First, when we refer to “social advocacy,” we mean organizations that function, if not quite as “1960s” community organizations, as community “advocates,” lobbying for policies in favor of “neighborhoods,” battling for

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7 For an analysis of the overall Milwaukee experience with social purpose businesses—not just limited to CBOs but including other non-profits—see the UWMCED report, *The Milwaukee Venture Fund Initiative: Final Planning Document* (July 1998), produced for the Helen Bader Foundation and the Enterprise
resources, and often confronting “power” on behalf of disadvantaged neighborhood residents. Second, community capacity building refers to organizations whose main function is to build the capacity of disadvantaged communities to promote economic development, to disseminate “best practices,” to train leaders, or to nurture entrepreneurship. Many organizations do a portion of these activities, but our survey identifies seven community-oriented agencies in Milwaukee whose primary work is in this area. This represents around 14% of the organizations studied in the UWMCED inventory.

In sum, Milwaukee CBOs cover the key activities of community economic development. What kind of financial resources are invested in these activities in Milwaukee? Unfortunately, we can offer only an educated estimate. One of the capacity weaknesses of Milwaukee CBOs is in financial information systems: many organizations were unable (or reluctant) to produce solid revenue and expenditure information, particularly over a multi-year time period. In addition, for many CBOs in which “economic development” is just one of many activities, financial systems were often not refined enough to disaggregate their total budget into the portion allocated to “community economic development.”8 We had hoped to assemble data on the finances of CBOs working in economic development since 1995, to track trends in funding and expenditures. However, gaps in the record-keeping of both CBOs and the City of Milwaukee made impossible to pull together this data on a systematic, comprehensive, and ultimately reliable basis.

What we have been able to gather are funding estimates for 1998 from the following sources: the organizations themselves, the “Agency Budget” forms filed by those CBOs receiving CDBG funds,9 City Comptroller audits, and accounts in local newspapers. In aggregate terms, Milwaukee CBOs working in economic development

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8 And, in some cases, given the wide range of “soft” and “hard” activities included in community economic development, it was conceptually impossible to disaggregate the budget into “economic development” and “non-economic development” categories.

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UWM Center for Economic Development
spent approximately $41 million in 1998. In a strict accounting, all of these expenditures were not on economic development per se, but this does give us a general idea of the financial resources in Milwaukee generally allocated to community-based economic development.\footnote{Although, as the City Comptroller’s office informed us, these budget statements themselves are not necessarily audited and cannot be presumed to be 100% accurate.}

What are the sources of this funding? Nationally, according to the NCCED census, the federal government is the single most important source of financing for CDCs. 77% of the nation’s CDCs reported receiving more than $50,000 in federal funds between 1991-1993, with the most significant source being CDBG funding. Moreover, CDCs have clearly begun to diversify their funding: 91% of the groups in the census reported receiving funding and investments from two or more sources, and 88% reported funding from at least three sources.

Once again, Milwaukee’s experience seems in line with national trends. 81.6% of the organizations in our inventory received some government funding. Approximately 15% of the CBO “government money” comes from CDBG dollars.\footnote{This figure was arrived at in the following way. Total budgets for Milwaukee CBOs were collected and where, possible, the portion spent on “economic development” was determined. In cases where no breakdowns were available, the entire agency budget is included. These agency totals were than aggregated into a total amount spent on CED. So as not to distort the calculation, Goodwill Industries of Southeast Wisconsin, with a budget of $105 million was excluded (since there was no obvious way to allocate a portion of its budget to “community economic development”). But, clearly, allocating some portion of Goodwill’s budget would increase our aggregate figure. Finally, the YWCA, with a budget of $9.8 million, also works in many other areas, and including the total YWCA budget would distort our aggregate measure of economic development finances. The YWCA reports that “approximately 60%” of its staff is involved in economic development activities; thus, as a rough measure, we allocated 60% of the YWCA budget to the aggregate “community economic development” expenditures reported above.} However, funding for Milwaukee CBOs does come from a variety of sources: 95.9% of the CBOs reported receiving funding from two or more sources, and 91.8% reported funding from three or more sources.

\footnote{This figure is somewhat misleading. A large percentage of the government funding for “CED” is accounted for by UMOS ($8.5 million in 1998, or about 31% of all government funds garnered by CBOs in our inventory). None of UMOS’ funding is from CBDG; thus, for all other CBOs working on economic development in Milwaukee, about 40% of government funding comes from CDBGs.}
Taken as a whole, the funding for Milwaukee’s CBOs working in economic development comes from the following sources:

- Government: 66.3%
- Foundations: 8.0%
- Others: 25.7%

While government funding is, by far, the most significant source of CBO revenues, Milwaukee organizations have begun to diversify their resource base. An impressive number of organizations have not only received foundation support, but have generated other funding streams, such as banks, corporate contributions, membership dues, and program revenues. For many important CBOs, these “other” sources are major elements of organizational finance. Almost 40% of the Northwest Side Community Development Corporation’s revenue in 1998 came from non-government, non-foundation sources, and over 55% of Esperanza Unida’s revenues came from “other” sources. On the whole, the development of these alternative and diversified funding bases augurs well for CBO finance.

Cross-Cutting Issues and Overarching Concerns

Milwaukee CBOs working in economic development possess a wide variety of skills, and varying levels of expertise, experience, and sophistication. Some have become quite sophisticated and multi-faceted organizations, with multi-million dollar budgets and projects in almost all of the key areas of community economic development. Others have relatively small budgets, little experience in economic development, and are grappling with ways to improve the economic climate in their “service areas.” Virtually all organizations said they were doing something in “economic development,” but in many cases had difficulty to pointing to specific initiatives or projects, with concrete goals and expected outcomes. In several interviews, organizational leaders talked of “economic development as a priority,” but it was unclear precisely what they meant by “economic
development,” other than somehow stimulating improved economic conditions in their neighborhoods.

Community-based organizations face numerous obstacles: daunting social and economic challenges in their “service areas,” limited resources in relation to the depth of the problems they face, and insufficient numbers of frequently overworked staff to perform the myriad tasks that effective organizations need accomplished. The recent experiences of now-defunct CBOs, such as ESHAC, COWSA, and Community Development Corp. of Wisconsin, amply illustrate the perils of CBO finance and deal-making. These organizations were all undone by the risks of the low-income housing market in which they had made substantial investments. But, while CBOs can always benefit from improvements in management and strategy, we must recognize that there is an inherent riskiness in their projects, be they housing investments, social purpose businesses, or incubators. As one of our interviewees put it: “Non-profits [are] here to take risks…If this could be done by a conservative bank or conservative company, it would be done. All the easy deals are done. Our job is to focus on the hard deals.”

Put another way, CBOs are functioning in geographic areas where there has been “market failure.” If the market were functioning in these neighborhoods, there would be ample investments from conventional sources. Thus, CBOs have the very formidable task of initiating projects to surmount market failure, or to function as catalysts in the creation of new markets in disadvantaged neighborhoods. By its very nature, this is a high-risk enterprise.

Thus, on the whole, what can we say about the aggregate inventory of capacity of CBOs in Milwaukee to accomplish the hard task of community economic development? As we noted in the introduction, this report is not a formal evaluation: since it was beyond the scope of this report for UWMCED to conduct a rigorous performance analysis of each CBO profiled, it would be inappropriate to offer conclusions on the effectiveness or capacity of any single CBO. However, on the basis of our inventory, we can offer some general observations on the capacity of the Milwaukee community
economic development system: the aggregate capacity of CBOs working on economic development.

**Financial Resources:** $41 million—the amount we estimate was spent in 1998 by CBOs working in economic development in Milwaukee—is not a trivial sum. Nevertheless, given the extraordinary challenges of community economic development in Milwaukee’s distressed neighborhoods, CBO spokespersons agreed that financial resources were inadequate. When asked what was the primary weakness in his/her organization, one executive director said: “M-O-N-E-Y. Money, and along with that lack of staff, adequate staff. But, money…Because, if I had money, I could have the things that I need, like a fund developer. I could have a grant writer. I don’t have those luxuries. I could have a building.” In short, a host of other capacity deficiencies, such as insufficient staff or inadequate planning abilities, can be traced back to insufficient funding. Concomitantly, the constant budgetary pressure faced by CBOs, often pushes them into economic development—because funds are increasingly available in this area—even if they are not particularly prepared in CED. Again, to quote a CBO spokesperson: “My concern about economic development is that you don’t have to be a rocket scientist, if you want to get money that’s where you go now…[it’s] the new wave of funding. I’ve seen some business casualties as a result of some ineffective and ill-advised technical assistance. And that concerns me. Because what happens the minute there’s an opening in a funding area like economic development, or for that matter childcare, the concern is not the ultimate received who should be going to our clients, but the concern of the agency is how to keep your budget going. And that is wrong. And it concerns me that there are some legitimate groups out there who are trying really hard, but there’s others trying to squeeze in.”

This last observation raises a central question. Although the evidence seems clear that, in the aggregate, CBOs are underfunded, there needs to be some analysis as to which organizations, in particular, lack funding to accomplish their tasks. Which organizations have the capacity to effectively deploy those resources? In part, this becomes a bit of a “chicken and egg” question: some organizations would undoubtedly
argue that “if we had more money, we would have more capacity.” CBOs undoubtedly need more funding. But, in the field of economic development, it would seem logical for funding agencies – foundations and government institutions alike—to look closely at the capacity of individual CBOs to make the most effective use of those funds.

**Staffing:** Most CBOs reported that they were understaffed, relative to their organizational tasks and the needs they face in their neighborhoods. As the profiles reveal, few organizations reported large numbers of staff with extensive or specialized training in various aspects of economic development. The director of one highly respected local CBO did not see a lack of highly specialized staff “expertise” or “credentials” as a particular problem. “I think there’s some lessons in it,” he/she said, “that we didn’t hire people who had a lot of education or technical background in the areas we’re into…I don’t think any of our staff came with all the qualifications. Our thing was we wanted to develop people from the community. We didn’t go on the idea that you have to do a national search, because the thing is, people leave. So we try to create a structure in the community where they make good money, support their families, advance but also help their communities, and community people are the ones that know how to do that.”

While a strong case can be made for this sort of strategy, the result is that, on the whole, staff possessing specialized technical expertise on economic development are found in only a handful of Milwaukee CBOs. Limited numbers of staff possess formal training or degrees in economic development or related fields, although many have “hands-on” experience from various activities. This kind of staff situation has ramifications for organizational capacity and performance. For example, the 1998 “enterprise audit” conducted by UWMCED of six Milwaukee non-profits pursuing “social purpose businesses,” found that financial constraints limited organizational ability to hire staff exclusively for the venture. As a result, these organizations were attempting to launch and operate businesses with limited staff expertise in business planning, marketing, financial management, and strategic planning. Similarly, most CBOs are fortunate to have one or two staff with specialized expertise in “economic development,”
let alone the kind of even more refined expertise in running training programs, marketing and managing incubators, designing a commercial strip revitalization plan, or running a social purpose business.

Many CBO leaders and staffers are politically savvy and administratively talented. But, perhaps because CBOs lack many staff with extensive economic development training, they often seem unsure and at times unaware of the various strategies to pursue in community economic development. This lack of “big picture” training often leads to a “follow the leader” approach, in which CBOs simply do what other CBOs are doing in economic development. Among the CBO spokespersons with whom we spoke, there was a sense of being “stuck,” doing “business technical assistance,” for example, without knowing what it means to do it year after year, whether there are other, better options to pursue.

Connected, in part, to staffing is how Milwaukee CBOs use their boards of directors, or other advisory bodies. One way to compensate for the lack of specialized expertise in economic development among CBO staff is to tap such knowledge from organizational boards. However, our inventory revealed relatively little activity in this regard on the part of Milwaukee CBOs. Few spoke of the active role of boards in formulating strategies, or helping CBOs implement revitalization programs. A general upgrading of CBO boards, including more active participation by boards in developing and implementing community economic development strategies, could vastly improve CBO capacity.

In short, the staffing capacity—and the advisory resources—of Milwaukee CBOs could be upgraded. However, that will require new financial resources and commitments. In a competitive labor market, finding the right staff is not always easy. As one CBO director put it: “It is not easy to find people that have the kind of sincerity and the kind of dedication to provide something for folks who are less fortunate. My concern is for these folks out here…and you need to have some kind of dedication. You need to be willing to work. This is not a 9-5 job, not only work, but be willing to get down there with
‘em…You can’t just come in here and work something.” Moreover, identifying and hiring good staff and organizational leadership is only one part of the capacity puzzle: retaining staff and leaders is an important capacity issue. Milwaukee CBOs, like their counterparts nationally, grapple with significant staff turnover and this hampers capacity-building: institutional “memory” becomes short, commitments to long-term projects wane, lessons from the past are not learned or retained, and organizational performance suffers. Upgrading CBO economic development capacity will require strategies to address the staff “stability” issue.

Planning, Evaluation, and Coordination

One consequence of these patterns in CBO funding and staffing is that there is limited capacity for planning, program evaluation, and project coordination. All of these activities take time and resources, and in a world of daily challenges and pressing needs, CBOs often view them as a luxury (or, in many cases, an unwelcome requirement imposed by funding agencies). Among CBOs, there is a strong feeling that “we know what the problems are,” and “we know how to do these things,” so let’s stop studying and planning, and let’s start doing. Action is the watchword of CBOs—and it is often seen as unconnected to planning or evaluation. “The traditional things –business plans or strategic plans—we really didn’t do that,” reported one of the city’s leading CBOs. “Our feeling was you can get so bogged down in it that you don’t do anything…I think there’s a lot of funders out there that look for that stuff because there isn’t anything else to look for. But if you have something to show, they’re more secure, because they know you can make up that other stuff too.”

But, building the planning capacity of CBOs would enable them to move beyond the “day to day” focus many often have, to a more strategic emphasis on what kinds of initiatives can truly change communities. As one organization reported, “there is a tendency to fly by the seat of our pants” – a tendency manifested by the absence of strategic planning documents, especially economic development plans, among the majority of agencies inventoried for this report. The absence of a “planning culture”
among CBOs often results in limited “how to” knowledge about strategies that could be deployed in various neighborhoods to improve economic conditions. A few Milwaukee CBOs are at the forefront of implementing strategies based on a vision of economic development: “cluster development,” sectoral targeting, supplier networks, training businesses, and social purpose enterprises are among the more “strategic” alternatives being pursued. But, for the vast majority of Milwaukee CBOs, the strategic depth of their economic development programs is quite rudimentary, something that could be alleviated with improved planning capacity in the Milwaukee CBO system.

Closely connected to planning is evaluation, and here the capacity of Milwaukee CBOs is fairly limited. Few staff at CBOs possess the technical skills for program evaluation, and few CBOs have the financial luxury of hiring staff to monitor project impacts or, in many cases, to purchase evaluation services from other agencies. As a result, there are lots of good hunches, but very little solid knowledge about the impact of projects or programs. As one CBO leader put it: “I’ve always had this odd theory of ‘what didn’t happen.’ That’s my economic growth model – what didn’t happen….How do you measure success in a teen pregnancy program? Well, if kids didn’t get pregnant you were successful. But how could you really prove it? I think economic development is a lot the same. I look out the window and I don’t see graffiti on any house. I don’t see any trash on the street. I don’t see any street signs in this neighborhood defaced. You see very, very little graffiti on the sides of any large building in this neighborhood… Something didn’t happen here.”

While such “intuitive evaluations” are important, coming as they do from “ground level,” a more formal evaluation “culture” would improve CBO performance. For example, Milwaukee CBOs specializing in job training report “x% of participants” placed in jobs after completion of training. But, where were these participants one year later? Three years later? Five years later? Surely, this sort of information is essential to understand how well programs are working, but CBOs simply don’t possess the resources necessary to do that sort of evaluation. Many organizations reported extraordinary claims about performance –“massive gains” in productivity by participating companies, or large
numbers of jobs created or retained. But, these outcomes are rarely evaluated in an objective or impartial manner, or verified by outside agencies. Even major, multi-million dollar initiatives have shockingly inadequate evaluation systems: in one major Milwaukee initiative, the “local evaluator” assessing, among other things, the technical assistance provided the project, was chosen by the technical assistance provider itself!

How well programs are working—and which ones are worth replicating—should be the goal of evaluation. Are CBOs most effective working on small scale, business-by-business technical assistance, or should they be focusing on larger enterprises? Can it be demonstrated that CBO intervention made any difference at all in economic trends? For example, one CBO director commented: “Economic development means focusing on larger-scale industries. I’ve begun to feel that dollars are truly wasted on people trying to start up daycares and things like that, little home based businesses. I just think it’s a waste of money. If you want to talk about significant job-base, you have to look at larger industries and small businesses, which I think by definition are up to 50-100 people.”

Analyzing strategic statements such as this one, however, requires systematic and sophisticated evaluation of projects and programs.

Evaluation is often viewed as threatening by CBOs—witness the recent conflicts over CBGA’s performance standards. Said one director: “Some way [you’ve got to be able to] say, ‘you got public money, this is what you accomplished. But by the same token, when you mix too many systems of pay for performance, you can’t function.” Another director put it this way: “Block Grant requires everything to be tied to job creation, which is really a problem for a number of reasons…And they also say you have to get a job for every $5,000….In Milwaukee it’s five. Now 10-15’s tough. Five is impossible, and you can quote me on that. There ain’t nobody that got an honest job out of $5,000. They’re lying.”

The vast majority of agencies we interviewed reported CBGA’s increasing emphasis on outcome-based measures as frustrating, cumbersome, and somewhat unfair. Yet, whatever the flaws in implementing the city’s outcome-measurement system, it is
important for building capacity that organizations—and their funders—know what, if anything, happened as a result of their efforts. Moreover, accountability for public and foundation dollars is not unreasonable. The key is developing an evaluation system that is accurate and fair—and not perceived as punitive or burdensome by participating CBOs.

Finally, collaboration is a capacity issue that emerged in the inventory. A number of organizations are engaged in relatively similar activities, operating within geographic proximity of one another. As one city official put it: “Does every block or every community organization need a commercial strip?” Should all CBOs be sponsoring job training programs? How many incubators does Milwaukee need? Yet, the capacity to collaborate is limited. Collaboration takes time and resources, and can also be threatening to organizations who may perceive that coordination of activities will undermine their raison d’être. Yet, comprehensive community initiatives (CCIs) and multi-neighborhood projects are showing promise, in Milwaukee and across the country, and, by definition, these activities require cross-organizational coordination and collaboration. Building a “culture” and capacity for collaboration—and institutional mechanisms to accomplish it—should be high on Milwaukee’s CBO agenda.
Conclusion

Avis C. Vidal has done the most extensive work nationally in evaluating the work of CDCs. Her most recent conclusions are worth quoting at length:

The CDCs that have been most productive over a sustained period of time have five shared characteristics. They have achieved a scale that allows them to hire the specialized staff that can take on more ambitious projects and bring them successfully to conclusion. They have selected a body of work that has been made a priority and have stayed with their priorities over sustained periods; an organization thus develops the benefits of experience, e.g. a core of board and staff, members who no longer have to learn on the job, organizational procedures that are adequate to support the work, and the confidence of prospective supporters and partners. These organizations have had the benefit of stable, capable leadership. Finally, they act strategically, for example rehabilitating a highly visible deteriorated building and then doing smaller supporting projects nearby. They seek to make their varied activities mutually reinforcing, and they expand their range of activities in ways that enable their growing experience to build the capacity of their organizations.12

This is an excellent “profile” of a high-capacity, high-performance CDC. The key characteristics are scale and specialization; “prioritization” and strategic action; experience; and stable, capable leadership. This inventory revealed a highly uneven distribution of these characteristics among Milwaukee CBOs. On the whole, the inventory found a vibrant and growing community economic development system in Milwaukee. Many CBOs are doing important work in their neighborhoods, and in areas such as job training, supplier networks, and cluster development, Milwaukee CBOs are working in “state of the art” community economic development activities.

However, the UWMCED inventory reveals—not surprisingly—that capacity varies widely among CBOs, as do resource bases, experience, and achievements. In the aggregate, there are major capacity concerns in the areas of planning and project evaluation. Efforts of Milwaukee CBOs are often hamstrung by insufficient resources, and could use a healthy infusion of strategic vision. Moreover, institutional and leadership stability is often lacking among Milwaukee CBOs, limiting their effectiveness as economic development intermediaries.

Only a handful of Milwaukee CBOs could be legitimately characterized as high-capacity, high-performance organizations, and even these CBOs could benefit from capacity-building. Milwaukee CBOs will continue to make major contributions in economic development in the years ahead, but a concerted capacity-building effort – supported by foundations and government agencies alike—could significantly improve their performance, and make a real difference in Milwaukee neighborhoods.
SECTION IV:

BEST PRACTICES ANALYSIS: LESSONS FROM AROUND THE COUNTRY
Community development corporations (CDCs) have been important parts of neighborhood revitalization strategies in U.S. cities since the 1960s. Today, as one analyst has put it, the community development “movement has matured into an industry,” finding a niche and flourishing.\textsuperscript{13} Since the mid 1980s, the number of CDCs in the United States has increased significantly, and today an estimated 2,000 CDCs operate in communities across the country.\textsuperscript{14} One-quarter of the CDCs in the National Congress for Community Economic Development’s 1995 Census of CDCs were incorporated between 1986-1990, and the census detected a surge in new CDC formation during the early 1990s as well.

Financial support for community economic development has increased significantly as well since 1980. Federal dollars, particularly through the Community Development Block Grant (CDBG) program remain the most significant source of CDC funding: almost four-fifths of CDCs receiving more than $50,000 in grants, investments, and loans report federal funding as part of their “portfolio” of support. But, banks, foundations, state governments, corporations, and intermediary organizations all have invested significantly in CDCs since the early 1980s. For example, the most recent tally of philanthropic support for CDCs reported total grants of $179 million in 1991 (up 72 percent from just two years earlier).\textsuperscript{15} A plausible estimate is that philanthropic support for CDCs nationally exceeds $300 million today. This is a significant investment and a sign, particularly among major foundations, of growing commitment to community economic development.

Finally, CDCs have evolved considerably in recent years from individual, often small-scale organizations operating in particular neighborhoods, to key components in urban “comprehensive community-building partnerships.” These partnerships often involve several CDCs, extend through a number of city neighborhoods, and include a complex array of activities

\textsuperscript{15} Vidal, “Can Community Development Re-Invent Itself?” p. 433.
to promote neighborhood economic development. As Avis Vidal puts it: “Initially working in isolation from one another, they [CDCs] have increasingly found common ground –forming local associations, working with public/private partnerships, and tying into national networks through a new constellation of financial intermediaries and technical assistance providers that support their work.”16 Deficits in “social capital” are now viewed as crucial impediments to neighborhood rejuvenation, and much of community-building initiatives involves generating social capital. CDCs are increasingly seen as crucial institutions to nurture the growth of this social capital.

Recent reports suggest that “community development has hit its stride,”17 making major contributions to building housing and promoting economic development in distressed neighborhoods. Housing remains the primary development activity for the majority of the country’s CDCs. Ninety percent of the CDCs in the 1995 NCCED census reported housing production as “an activity of choice.”18 One study estimates that between 1960 and 1990, CDCs and other nonprofit housing groups produced 14 percent of all federally subsidized housing units (excluding public housing).19

Fewer CDCs do economic development, but the numbers are growing. According to the NCCED census, 18 percent of CDCs reported completing commercial or industrial development projects, while 23 percent of groups reported having done business lending, equity investing, or owning/operating a business enterprise.20 According to NCCED, these economic development ventures have yielded impressive results. CDCs reported production of 9.7 million square feet of industrial space and 13.5 million square feet of commercial development in 1994, an increase of 38 percent from 1991. The chief business development activity of CDCs is furnishing loans to “for-profit” businesses in their target areas –over 4,000 such loans in 1993, the vast majority for under $25,000. All told, NCCED estimates that CDC economic development activities resulted in the generation of 67,461 full-time jobs nationally in 1995.21

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16 Ibid., p. 429.
17 Ibid., p. 430
18 Ibid., p. 9.
20 Ibid., p. 11.
Despite these positive trends, there remains considerable skepticism regarding the efficacy of community economic development in revitalizing neighborhoods. Nicholas Lemann has written of the “myth of community development,” claiming that “rebuilding the ghetto doesn’t work” and that historically the best route for economic opportunity for the disadvantaged is to leave the inner city.\textsuperscript{22} A recent study of initiatives to rebuild the inner city concluded:

Community economic development has proven to be both a fragile and a vibrant strategy. It has not been able to reverse the basic process of economic decline in the most isolated and disadvantaged inner-city communities. This is illustrated by the enormous difficulty of creating even a few jobs and businesses in communities that have lost hundreds of thousands of jobs and thousands of businesses…Especially in the poorest neighborhoods, CDCs have been able to do little to objectively alter the lives of most neighborhood residents…CDCs remain an inadequately supported and underutilized community development resource. Most CDCs have only modest institutional stability. Most also have quite modest visibility –although they enjoy strong support in their neighborhoods.\textsuperscript{23}

Randy Stoecker of the University of Toledo has recently written an important paper questioning the viability of urban redevelopment strategies that rely on small CDCs. Although Stoecker notes that CDCs have “taken on the heroic task of trying to rebuild communities devastated by capitalist disinvestment…it is unclear how much CDCs have accomplished.”\textsuperscript{24} Stoecker notes that even analyses sympathetic to the CDC model show that “if CDCs are to be rated according to three levels of success (staying in existence, achieving their major objectives, and achieving those objectives efficiently), then only the largest CDCs show success beyond the first level.”\textsuperscript{25} Success-stories, claims Stoecker, are “heavily promoted,” often well beyond the objective realities of their impact. Avis C. Vidal’s evaluation of CDCs, for example, concludes

\begin{itemize}
  \item \textsuperscript{21} Ibid., p. 12.
  \item \textsuperscript{25} Ibid., p. 3.
\end{itemize}
that 21% of CDC housing and business development programs, and 31% of CDC commercial property programs have substantially impacted their neighborhoods. Yet, as Stoecker points out, “we could easily say that only 21% of housing and business development programs and only 31% of commercial property programs have substantially impacted their neighborhoods.”

In addition, by necessity (given their levels of funding and sophistication), CDCs have often found that the most promising business strategy has been to “stay small and seek out specialized market niches.” Examples of these types of businesses include bakeries, catering services, roofing firms, and some light manufacturing. However, as Halpern points out: “One limitation of this strategy was that it further minimized job creation. Nationally, about 80 percent of minority-owned firms typical of those created by CDCs have no employees other than their proprietors. Another limitation was that it contributed only marginally to rebuilding a diverse local economy with a critical mass of activities that fed into each other. Moreover, even smaller businesses proved fragile: most lasted less than five years. CDCs also experimented with the purchase of franchises, especially in the fast food area. This linked them to the expertise and financial depth of national corporations but created few decent jobs.”

Evaluations of the objective impact of CDCs on neighborhood economies are spotty, and there is a tendency to “over-celebrate” some of the more heavily “hyped” CDC successes from around the country. There are not yet any universally accepted performance measures for CDCs, nor are there systematic, longitudinal studies demonstrating major impacts. At the same time, however, any appraisal of the role of CDCs in inner city revitalization needs to be acutely sensitive to context. Expectations of CDC performance must be realistic and tempered with an understanding of the markets in which CDCs operate. Despite Michael Porter’s bold assertions of a “competitive advantage of the inner city,” of vast, untapped markets in ghetto neighborhoods, the fact is that CDCs operate in the weakest of urban economic markets. Indeed, CDCs have entered into economic development activities because for-profit developers and investors avoid

Footnotes:
27 Stoecker, “The CDC Model of Urban Redevelopment,” p. 3.
28 Halpern, Rebuilding the Inner City, p. 139.
29 Ibid.
low-income, socially-fragmented inner city neighborhoods. Without CDCs, according to advocates, “there would be no development in urban America’s most deteriorated neighborhoods.”

In short, any examination of “best practices” in community economic development should be presented with two key caveats. First, while there is ample evidence of the contributions and project successes of individual CDCs, there remains considerable debate among specialists in the field over the overall impact of community economic development as an urban revitalization strategy. As we saw in our inventory of Milwaukee CBOs, performance measures for community economic development are rudimentary, not systematically collected, and rarely rigorously evaluated. We simply are not in a position to say whether community economic development is the best expenditure of funds to alleviate inner city neighborhood distress, whether alternative systems of community economic development would work better, or whether entirely different approaches are called for.

Second, any examination of the capacity and performance of CDCs needs to take place within a context of realistic expectations. In metropolitan economies in which businesses and jobs relentlessly continue to decentralize, leaving central cities for sprawling suburbs, what can we realistically expect from CDCs as engines of neighborhood renewal? In a context of

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30 See Michael Porter, “The Competitive Advantage of the Inner City,” *Harvard Business Review* (May-June 1995): 55-71. In Milwaukee, a seriously misleading and flawed research report echoing Porter’s assertions was released in early 1999 by the UW-Milwaukee Employment and Training Institute. The report found income rising (among tax-filers) in inner city neighborhoods between 1993-97 and a “large number” of businesses operating in the central city. (Although the ETI report did also acknowledge that the poverty rate remains close to 40% in Milwaukee’s poorest neighborhoods). Among the numerous flaws in the report: 1) it only considers tax-filers, ignoring the large percentage of inner city residents who do not file returns; and 2) it reports on the number of businesses operating in inner city zip-codes, without tracing longitudinally trends in business start-ups and shut-downs in these neighborhoods, or the sales or employment trends in these enterprises. No one claims there are no viable businesses in the inner city; the question is how many (over time), their size, whether trends in business development are positive or negative, and what the potential is for business growth. In fact, retail trade for the entire city of Milwaukee (including the inner city and more prosperous neighborhoods) declined by over 40% between 1977-1992 in inflation-adjusted dollars (the most recent year for which data is available). It seems reasonable to conclude that inner city retail trade declines have been even greater. Thus, it is clear that neighborhood commercial markets in Milwaukee are in serious difficulty, and that studies purporting to debunk “myths” about inner city economies (i.e. declining commercial life) are, themselves, seriously misleading. It is this commercial context—not the imaginary one of Michael Porter or the misleading one of the UWM Employment and Training Institute—in which CDCs operate.

31 Stoecker, “The CDC Model of Urban Redevelopment,” p. 3.

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neighborhood disinvestment, depopulation, and housing abandonment are there some CDCs that serve as models of efficiency and effectiveness? Under incredibly difficult social and economic conditions—with many of the forces shaping neighborhood destinies out of the hands of neighborhood residents—what precisely do high capacity CDCs look like?

Thus, with these caveats in mind, we present examples of “best practices” in community economic development. The cases we present are fairly well-documented in literature and there appears to be a general consensus on strengths and accomplishments of these organizations. After looking at these “best practice” CDCs, we’ll conclude with an examination of new issues facing CDCs and new directions that community economic development might take in the years ahead.

High-Capacity Community Economic Development: General Characteristics

Before presenting sketches of the “best practices” CDCs, it is worth re-stating the basic characteristics of successful community economic development organizations. They are:

- **Scale**, which enables CBOs to hire sufficiently numerous and expert staff to accomplish difficult projects. As Randy Stoecker puts it: “We know that large CDCs accomplish more than small CDCs and that there is some point below which the CDC is so small it is useless for anything except as an example for elites to use in victim blaming.”

- **Focus**, which, according to Avis C. Vidal, means that the CBO has “selected a body of work that has been made a priority and [has] stayed with their priorities over sustained periods.” Successful CBOs act strategically, making their activities “mutually reinforcing…in ways that enable their growing experience to build the capacity of their organizations.” Put another way, the successful CBO is not simply chasing whatever foundation support is in

32 Certain neighborhoods in cities such as Milwaukee, Baltimore, Cleveland, Detroit, Philadelphia, and St. Louis have witnessed a loss of over 50% of retail trade and population since the 1970s, accompanied by widespread abandonment of broad swaths of inner city housing, conditions that make a mockery of “Porter-esque” notions of the “competitive advantages of the inner city.” What are the realistic standards for appraising CDCs under such conditions; whether they can “turn around” neighborhoods, or whether, at best, they can stabilize conditions and plant the seeds for an eventual revitalization?

33 Stoecker, “The CDC Model of Urban Redevelopment,” p. 15.

34 Vidal, “Can Community Development Re-Invent Itself?” p. 431.

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vogue, or trendy projects for which funding is available but are either unproven or beyond the expertise of the CBO (how many incubators did CBOs start in the 1980s?). The successful CBO has a vision and a focused strategy to implement it.

- **Experience and Leadership.** To again quote Vidal, successful organizations develop “the benefits of experience, e.g., a core of board and staff members who no longer have to learn on the job, organizational procedures that are adequate to support the work, and the confidence of prospective supporters and partners. These organizations have had the benefit of stable, capable leadership.” Capacity building for CDCs, in short, depends on “attracting a steady stream of savvy and committed talent to community development.” It is no accident that the “best practices” CDCs all have exceptional leadership, and relative staff stability.

With these general criteria in mind, we turn now to thumbnail sketches of high-capacity, high-performance CBOs and CDCs from around the country.

**A High-Capacity CDC: The New Community Corporation of Newark, N.J.**

(sketch drawn from Committee for Economic Development profile, “The New Community Corporation”: Powerhouse of Newark’s Central Ward”)

The New Community Corporation (NCC), in Newark, New Jersey, is often identified as the most successful CDC in America today. Led since its inception by Monsignor William Linder, New Community was founded in 1968 by residents in the primarily black Central Ward. Built on a foundation of moral values and a belief that all persons are entitled to and capable of determining their own destiny, NCC has long been a force for community change.

35 Ibid.
36 Ibid.
37 Staff quality and stability may be the most important predictor of organizational success. Certainly, the recent history of Milwaukee CBOs illustrates the interrelationship between staff instability and organizational problems. ESHAC, once one of the crown jewels of Milwaukee community organizations, disbanded in 1998 for a variety of reasons, but certainly having four executive directors in the preceding four years was a contributing factor.
Physical evidence of NCC’s accomplishments can be seen throughout the Central Ward: more than 2,500 new or refurbished apartments housing more than 6,500 residents; 7 Babyland Nurseries day-care centers serving 700 children; a supermarket and shopping center attracting 50,000 shoppers weekly; a nursing home, medical offices, a restaurant, and a wellness center. NCC has been a ubiquitous rallying point and community-based partner for virtually all such projects in the area.

NCC contributes significantly to Newark’s economic base. With assets of $200 million, NCC employs 1,350 persons in housing and human services programs, pays $2.3 million in taxes annually to the city of Newark, and generates more than $4 million in federal and state payroll taxes. The organization generates most of its revenues from profitable ventures and contracts to operate state and federal service programs and receives only limited foundation support. NCC also gets support for some of its programs from corporations such as Johnson & Johnson and the Prudential Insurance Company.

NCC is the largest employer of Newark residents in the city. Its job services program trains and helps residents in four skill areas: health care (which includes preliminary courses toward a nursing certificate), food preparation (the fastest growing employment area in the region), child care and skilled trades (including maintenance, carpentry, plumbing, and electrical work). NCC’s job centers place 1,100 graduates each year, some of them in the organization’s own businesses. These include five day care centers accommodating 500 children; a nursing home; medical day care for 60 elderly residents; a grocery store and shopping complex; and a restaurant.

One of NCC’s most noteworthy accomplishments is a Pathmark supermarket, the first major chain store built in the Central Ward since the 1967 riots. Before the opening of the Pathmark in 1990, residents either traveled long distances to shop or paid convenience store prices; in a community where one-third of the residents received public assistance and average annual household income is only $13,629, local residents were paying 38 percent more for food than residents in areas with supermarkets. NCC fought in court and city hall to acquire land.

39 NCCED, *Tying it All Together*, p. 6
assembled $16 million in financing through state and federal grants and loans from Prudential and First Fidelity, and working in partnership with Pathmark to prove that investing in a supermarket in an urban neighborhood could be lucrative.

NCC’s contribution in Newark goes well beyond its physical and economic accomplishments. To help residents help themselves, NCC provides services such as child care, job training and placement, counseling for the homeless, and transportation for the elderly. The CDC operates a full-service domestic violence shelter for adults and children. The goal of these services is to develop within residents the problem-solving skills they need to become productive members of the community and assure that they have the community support they need to reach that goal. Described by Monsignor Linder as a “network of care,” NCC strives to rebuild trust and mutual support among Newark residents.

State-of-the-Art Financing for Community Economic Development: Chicago’s South Shore Bank

(sketched drawn from Committee for Enterprise Development profile, “Banking on Inner-City Enterprise: Chicago’s South Shore Bank”)

During the 1960s, Chicago’s South Shore neighborhood was in serious decline. This once middle- and upper-class neighborhood was devastated when whites fled an inflow of black residents. Stores closed, property values plummeted, and once elegant apartment buildings deteriorated. Every commercial financial institution left the neighborhood but one, South Shore Bank, and it too would have left if bank regulators had approved a move downtown. Loss of this financial institution, in combination with redlining by other area banks, would have effectively shut off the neighborhood’s access to credit.

In 1973, three local activists, using $2.4 million in debt and $800,000 in equity, formed the Shorebank Corporation and purchased South Shore Bank with a pledge to use it to revitalize their community.

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CED, Rebuilding Inner-City Communities, p. 33.
The bank specializes in loans shunned by many other banks, such as those to renovate housing in its neighborhood and to fund minority entrepreneurs. It does not have a “neighborhood development” department; lending in the bank’s service area is the priority of every loan officer. The bank does outreach where it perceives a credit need but finds low demand. It lends in a partially non-conventional fashion, relying as much on a borrower’s character and the bank’s knowledge of the community as on collateral or borrowing history. It also uses Small Business Administration and Federal Housing Administration guarantees. To aid community development in ways not allowed commercial banks, the group also operates nonbank subsidiaries, including the for-profit City Lands Corporation to develop real estate, the non-profit Neighborhood Institute to deliver social services and job training, and the Neighborhood Fund to provide equity and loans to businesses.

Between 1974 and 1993, the South Shore Bank provided more than $260 million in lending to its target communities, including $37.5 million in 1993. Its success in housing – financing over 200 local building rehabilitation and management entrepreneurs who have renovated more than 9,000 units, or one-third of the community’s multifamily housing—is complemented by a growing portfolio of other small-business loans.

Although one goal of the bank is to provide a convenient repository for the savings of neighborhood residents, it soon realized that resources within the community were not sufficient to meet neighborhood credit needs. About 60 percent of the bank’s assets consist of Development Deposits provided by corporations, foundations, and individuals across the country willing to accept lower-than-market rates of return to support social objectives.

Today, South Shore Bank has assets over $300 million. In four of the last six years, its loan loss rate was less than that of other banks of comparable size, and its 1 percent return on assets in 1993 is about average for banks of its size.
Entrepreneurial Community Economic Development: East Asian Local Development Corporation
(profile drawn from National Congress for Community Economic Development)

A hallmark of CDCs is their use of “street smart” entrepreneurial business techniques to spark economic activity in distressed communities. East Bay Asian Local Development Corporation (EBALDC) in Oakland, California is among the country’s most innovative CDCs in this arena. EBALDC has created mixed-use developments in which for-profit businesses pay market-rate rent, helping underwrite the rents of nonprofit and lower income residential tenants.

EBALDC developed the 47,000 square foot Asian Resource Center on the site of a vandalized warehouse that had become a haven for derelicts. The Center provides the local Asian community with health and mental health clinics, English classes and offices for assistance with employment and housing for the disabled. The Center’s commercial tenants include a bank, variety store, furniture store, snack shop, pharmacy, two doctor’s offices, and a medical laboratory. The center employs 228 people, mostly local residents, and generates $632,000 a year in gross rents. The $230,000 of net income provides operating support to EBALDC and is used to support other EBALDC projects.

EBALDC’s Frank G. Mar Community Housing Project is home to 300 people in 119 affordable units and includes a day care center capable of serving up to 40 children. For-profit business tenants in the complex include a computer, a furniture, and a cosmetics store as well as an accounting firm, an optometrist, and a pharmacy (the first one in the neighborhood). The city of Oakland rents space in the complex for a parking garage, which not only helps underwrite the land costs but also attracts shoppers who drive in from other neighborhoods.

EBALDC transformed the run-down Madrone Hotel into a residential center serving elderly, homeless, working poor and mentally and physically disabled individuals. An on-site job training program has been instrumental in giving many residents new purpose and hope.

41 Ibid., p. 13.
Where once an abandoned supermarket with a large parking lot stood, EBALDC developed the Hismen Hin-Nu Terrace, a 92-unit apartment complex. Forty percent of the units are reserved for households earning 35 percent of the area’s median income. The complex includes landscaped courtyards, a community room, secure parking lots, and laundry facilities. The 14,000 square feet of commercial space in the complex includes a market hall, Headstart center, office space for nonprofits, retail store fronts, as well as stalls and mini-spaces to attract vendors and start-up businesses.

Other EBALDC projects include a revolving loan fund that makes small low-interest business loans and provides borrowers with technical assistance as needed. The CDC is also converting a vacant convalescent facility into housing for families and homeless people.

**CDCs, New Technologies, Corporate Partnerships: Focus: HOPE**

Like Newark’s New Community Corporation, Focus: HOPE was founded in the aftermath of a devastating urban riot in the 1960s: the Detroit race riot of 1967 that left 43 dead, over 2,000 injured, and 5,000 homeless. Under the indefatigable leadership of Father William T. Cunningham, who led the organization until his death in 1997, Focus: HOPE was founded in 1968 as a nonprofit civic organization to initiate “practical solutions to the problems of hunger, economic disparity, inadequate education and racial divisiveness.” Starting with just a few high school students as volunteers, Cunningham built Focus: HOPE into a multifaceted enterprise that distributes 720 tons of food to 46,000 poor people a month and trains more than a thousand mostly black inner-city youths each year to become engineers and factory technicians. Focus: HOPE operates its own factory, the 40 acre, one million square foot Oakman Boulevard Complex (located in a desolate neighborhood in the heart of Detroit’s inner-city), which serves as a training ground but also sells auto parts used by Detroit’s Big Three, including engine intake manifolds on Ford Tauruses. Although Father Cunningham was often critical of the auto industry for not doing

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42 Focus: HOPE Web Page (www.focushope.edu).
43 Since 1971, Focus:HOPE has distributed over 15 million separate food packages.
enough to promote racial harmony, General Motors, the Ford Motor Company, and the Chrysler Corporation all became active supporters of Focus: HOPE.44

Focus: HOPE started in 1968 when Cunningham began working with his students and neighborhood leaders to promote racial harmony and relieve poverty. After gathering donations of food and clothing for riot victims, he began looking for more permanent sources of assistance. He was one of the first to persuade the Agricultural Department to donate large quantities of stockpiled food to the indigent in big cities. Focus: HOPE still distributes Agriculture Department commodities to 19,000 low-income mothers and children each month and, in another program, provides a monthly food supplement to 27,000 elderly poor.

When foreign competition and high interest rates in the early 1980s forced auto makers to close many of their huge factories in Detroit, shattering the city’s economy, Father Cunningham began spending most of his time on job training programs. He enlisted the support of city leaders, who provided grants, and auto executives, who gave money and expertise and began hiring the programs’ graduates even in a weak job market.

Talented inner-city high school students can now enter Focus: HOPE’s intensive seven week summer course in manufacturing skills like math. And successful summer students can go on to the organization’s Machinist Training Institute for a full-year course in precision machining.

Many of these students are hired away before they complete the course, because manufacturers in the area are desperate for skilled industrial workers, who can earn as much as $70,000 a year with overtime. But students who finish the course are eligible to pursue a bachelor’s degree in engineering at the Center for Advanced Technologies, which Focus: HOPE runs in conjunction with six local Detroit-area universities.

By 1999, Focus: HOPE had an annual operating budget of $67.5 million, almost 800 employees, and 51,000 “volunteers, participants, and contributors.”

Focus: HOPE trains young adults in manufacturing technology through a sequence of three programs:

- **FAST TRACK**, a “self-paced, computer-driven, pre-engineering course designed to prepare young adults for training at Focus: HOPE’s Machinist Training Institute (MTI) and Center for Advanced Technologies (CAT). Supervised instruction advances students, called candidates, in the skill areas needed for high-tech training. Outfitted with 146 personal computers in two computer labs, FAST TRACK candidates tackle math, reading and writing concepts and applications, and receive an introduction to the 21st century manufacturing systems and technologies at the CAT. Candidates involve themselves six days per week, learning eight hours a day (Monday through Friday) and four hours on Saturdays. Since its start in 1989, over 3,600 young men and women have completed the seven-week course. In FY 97-98, 515 students were enrolled.

- **The Machinist Training Institute (MTI)** constitutes the second level of Focus: HOPE’s three-tiered technology training program. The MTI, a year-long, full-time program, teaches precision metalworking, machining, CAD-CAM, and CNC through classroom instruction and hands-on experience. The program fulfills requirements for entry into Focus: HOPE’s Center for Advanced Technologies. At MTI, students learn to set up, operate, and maintain conventional lathes, mills, grinders, and Computer Numerical Control (CNC) equipment, working from blueprints to finished product. In addition, they receive applied engineering instruction and experience making high-precision products with the most advanced computer-integrated manufacturing equipment. A million-dollar Virtual Product Development Center equipped with latest generation Hewlett-Packard workstations utilizing the newest EDS Unigraphics software was opened in the MTI in April 1996. Since opening in 1981, MTI has placed more than 1,700 graduates in precision metalworking, machining, and engineering, with the average starting salary in 1998 of $11.00 per hour. 705 students were enrolled in MTI in 1997-98.

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• **The Center for Advanced Technologies** (CAT) is the third and highest level of Focus: HOPE’s three-tiered technology training program. Established in 1993, CAT’s program prepares candidates to use expertly the latest computer-integrated, flexible manufacturing equipment and systems. The innovative curriculum, designed and conducted through six universities⁴⁶ and seven industry partners⁴⁷, aligns engineering instruction to the equipment and process challenges of actual production contracts met by CAT candidates. TEC Machining, Inc., a Focus: HOPE company which comprises the manufacturing activities for the CAT, has attained the quality standards of ISO-9002 and QS-9000 certification, providing machined components and assemblies for commercial and government customers. Since the CAT was established, over 180 of its students have entered the workforce (many hired *before* they complete the program). 26 candidates have received degrees from the CAT, and the most recent class enrolled 107. The average starting salary of a CAT (Bachelor’s degree) graduate in 1998 was $47,200.

   In addition to these training enterprises, Focus: HOPE operates four businesses. According to the organization, “Focus: HOPE Companies Inc. represents the nation’s first effective demonstration of the potential and capabilities of an agile and fully synchronized durable goods manufacturing process.” These companies include:

   • TEC Machining, the CAT production arm, which applies advanced manufacturing processes to a variety of industry challenges;
   • TEC Express, Inc, which receives, sorts, and distributes General Motors transmissions and converters to its remanufacturing centers;
   • F & H Manufacturing Company, which produces balance and cam shaft thrust plates for Ford Motor Company, and machine castings for Detroit Diesel Corporation;
   • High quality Manufacturing, Inc., which supplies engine hoses to Detroit Diesel Corporation and emission control harnesses to the Ford Motor Company.

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⁴⁶ University partners include: Central State University, Lawrence Technological University, Lehigh University, University of Detroit Mercy, University of Michigan, and Wayne State University.
⁴⁷ Industry partners include: Chrysler Corporation, Cincinnati Milacron, Detroit Diesel Corporation, EDS, Ford Motor Company, General Motors Corporation, and the Society of Manufacturing Engineers.
In sum, Focus: HOPE is a national model of linking inner-city youth to the demands of new, high-technology labor markets; of forging community partnerships with corporations and universities; of running rigorous training programs to prepare youth for meaningful employment; and of running highly-sophisticated, state-of-the-art businesses (that also serve “social purposes”).

**New Directions In “Best Practice” Community Economic Development: Networks and Initiatives**

Randy Stoecker has persuasively argued that “each neighborhood no longer needs, nor should want, their own CDC. In Toledo, many small neighborhoods each have their own CDC, few large enough to do more than fill a couple of business spaces or rehab a couple of houses each year. Large CDCs have more capital capacity, more political capacity, and more collective talent to conduct physical redevelopment that can outpace community deterioration.” Stoecker advocates what he calls “the high capacity multilocal CDC,” and clearly multi-neighborhood community development initiatives and networks represent the cutting edge of 1990s community economic development activities.

A host of CBOs have become involved in workforce development networks, identifying potential workers, organizing training, and coordinating placement. CDCs such as Newark’s New Community Corporation, Detroit’s Focus: HOPE, and Chicago’s Bethel New Life have pioneered CDC-based job training and job placement activities, often integrating their activities into networks that include corporations, local colleges and universities, public schools, and workforce development agencies. As Harrison and Weiss conclude:

CDCs and other CBOs sometimes help prepare their constituents to take jobs, both inside and outside the neighborhoods in which they are based. Support for constituents is also common, from child care and transportation to substance-abuse prevention, to enable them to participate in job training. The most experienced and influential CDCs and CBOs sometimes act as job

48 Stoecker, “The CDC Model of Urban Redevelopment,” p.15.
developers, persuading big employers located outside the neighborhood to open training slots or jobs for residents.

But the most effective community groups are also continually looking outward to develop better linkages to mainstream institutions that can be helpful. Sometimes these connections have been forged over many years, in the course of the community organizations’ housing or commercial development work, which brings them into contact with banks, building contractors, major employers, and city officials.

The most effective CDCs and other CBOs build on these existing relationships and use them to make connections to the world of employment training. This world comprises city employment agencies, private industry councils (PICs), vocational high schools and community colleges, and proprietary (for-profit) vendors of job training services. Citywide community development umbrella organizations can also be important in assisting individual CDCs and CBOs in forging links to the employment training system.

Almost without exception, the CDCs and CBOs most successful in employment training are those that are deeply engaged in becoming better connected to regionwide suppliers of training services, and to employers with job openings located outside the CDC’s immediate neighborhoods.50

CDC Networks for Neighborhood and Workforce Development: The Pittsburgh Partnership for Neighborhood Development
(sketch drawn from Harrison and Weiss, Workforce Development Networks)51

The Pittsburgh Partnership for Neighborhood Development (PPND) was founded in 1983 and is one of the oldest citywide CDC networks in the United States. Ten Pittsburgh CDCs belong to the partnership, whose board members include senior bank officials; executives of

49 For a comprehensive study of CDCs and workforce development, see Bennett Harrison and Marcus Weiss, Workforce Development Networks: Community-Based Organizations and Regional Alliances (Thousand Oaks, CA: Sage Publications, 1998).
51 Harrison and Weiss, Workforce Development Networks, pp. 111-125. The case study for the Harrison and Weiss Ford Foundation report was prepared by John Metzger of Michigan State University.
companies, foundations, and hospitals; university and community college deans and faculty; and community activists. As an intermediary network, the PPND subsidizes the operating budgets of its 10 member groups, which are engaged in residential, commercial, and industrial real estate development and (recently) job training and placement. For the CDCs, the PPND network expanded the pool of private funds for their work, especially in real estate; provided a common forum for problem solving, agenda setting, and technical assistance; supplied a steady source of operating capital in an era of federal spending cutbacks; and simplified the time-consuming task of fund raising. The Ford Foundation was particularly supportive of PND, which it viewed as a model for a collaborative that could establish a local CDC network. Similarly, Pittsburgh banking leaders lent their influence to aiding PPND’s access to other corporate leaders’ specialized technical expertise and public and private sources of funding.

Capital availability is an ongoing CDC concern, and the PPND represented an important vehicle for Pittsburgh banks to collectively and individually engage in mutually supportive endeavors. For the banks, the partnership has identified new business opportunities, provided a means by which the banks can collectively manage and share risk, improved their CRA performance, and enhanced their own civic stature.

PPND functions as an “intermediary network” that makes grants and loans to CDCs to contribute to their annual operating costs and the financing of their real estate projects. The “core” budget expenses of the CDCs and two citywide technical assistance agencies are supported by partnership funds. PPND also makes special grants to increase the capacity of CDCs to meet identified community needs through staff training, planning and economic development activities, and programs that develop tenant leadership in government subsidized housing. By the end of 1995, partnership CDCs had built 817 units of low- and moderate-income housing, and developed 640,000 square feet of commercial and industrial space. The partnership estimates that through 1993, investment from its own Development Fund and from Ford’s Program Related Investment window have created 424 jobs.

Some of the CDCs funded by the partnership for real estate development have also created their own “hub-spoke” networks for job training and placement, either through the
direct financial sponsorship of PPND or as a city-funded “Neighborhood Employment Project.” These networks are designed to connect with employers, training vendors, and other community organizations in CDC service areas as well as to outside public and private institutions operating citywide or in the region.

One of the most prominent of these networks is the Pittsburgh Job Links program. This program is composed of four elements:

- Employment readiness training, which emphasizes basic job search and workplace skills;
- Job development outreach, which builds relationships with employers and identifies labor force needs;
- Job placement assistance, which links residents with participating local employers;
- Ongoing monitoring and tracking, which is conducted to facilitate counseling, training referrals, and program evaluation.

The PPND would like to establish Job Links as a central intake mechanism for all Pittsburgh CDCs, which would include a formalized linkage with the highly regarded Bidwell Training Center, whose director, Bill Strickland, is a on the PPND board, and would emphasize the creation of low-wage job experience for those who lack work histories before referrals are made to employers.  

Another element of PPND’s networking has been the creation of the Pittsburgh Manufacturing and Community Development Network. This project, begun in 1993, was based on the concept that interfirm networking facilitated by CDCs could become a viable strategy for retaining and strengthening manufacturing industries, and that this could result in expanded job opportunities for neighborhood residents. Linkages were established between four CDCs, 18 manufacturers, training agencies, university researchers, and business consultants. Businesses

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52 According to Metzger, however, recent withdrawal of funding by key backers of Job Links has hampered implementation of such a comprehensive network.
are connected to trained employees and supplier networks; the CDCs function as crucial intermediaries linking neighborhood residents to the process.

In sum, the PPND has a number of impressive accomplishments as an example of CDC networking. All is not rosy; several high profile PPND CDC real estate and commercial projects have failed in recent years, and Pittsburgh CDC finances have become quite parlous. The inherently risky nature of CDC activity has taken its toll in the partnership, problems that have been exacerbated by “high staff turnover” at many of the participating CDCs. Harrison and Weiss indicate that PPND is currently in a period of crisis, especially regarding its desire to constitute an effective workforce development network. Foundation support for the partnership has been reduced, and relations between PPND and city hall have become hostile. One of the elements of PPND’s prior success –its integration into the Pittsburgh establishment, which opened financial doors in the 1980s—is now viewed by some as a mixed blessing. Harrison and Weiss conclude: “Notable about the continued successes [of other workforce development cases, such as CET in San Jose, QUEST, in San Antonio, or New Community Corporation in Newark] is their underlying financial independence from any one particular funding source…and willingness to at least occasionally exercise independent political voice in support of their programmatic objectives…If PPND ultimately fails, however –and that is by no means a foregone conclusion—it may well be because it was too captive of the elite growth coalition that formed it –too studiedly apolitical. Only time will tell.”

Comprehensive Community Building Initiatives and CBOs

The recent wave of neighborhood-based, “community-building” initiatives stem from a simple premise: that physical redevelopment of inner-city neighborhoods must be combined with a simultaneous social renewal. Impoverished neighborhoods require a “comprehensive” attack on the “web of interwoven problems that can lock families out of opportunity, permanently.” These initiatives are driven by the assumption that unless cities can curb crime, improve schools, clean streets, provide better health care, and fix other shoddy services, that

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53 Harrison and Weiss, Workforce Development Networks, p. 125.
new housing or commercial strips might temporarily improve the physical face of neighborhoods but ultimately would not make much difference. “Part of what makes the situation of today’s inner-city neighborhoods so unprecedented,” writes one analyst, is the lack of balance between risk and protective factors. Risk factors are present in every dimension of neighborhood life, activating each other, exacerbating each other’s effects, and leaving little space for the protective factors that buffer the effects of risk.\footnote{55}

To be sure, community building initiatives seek to rebuild the economic and physical infrastructure of neighborhoods. But, as a recent Urban Institute report put it: Community building works by “building community in individual neighborhoods: neighbors learning to rely on each other, working together on concrete tasks that take advantage of new self-awareness of their collective and individual assets and, in the process, create human, family, and social capital that provides a new base for a more promising future and reconnection to America’s mainstream.”\footnote{56}

Initiatives are underway in numerous inner city neighborhoods across the country, including South Central in Los Angeles, Liberty City in Miami, Sandtown-Winchester in Baltimore, Dudley Street in Boston, Harambee in Milwaukee, and East Harlem and the South Bronx in New York. Comprehensive inner-city initiatives are underway in Atlanta (“the Atlanta Project”) and Oakland, California (“The Urban Strategies Council”). In the 1990s, many of these initiatives –strongly supported by the philanthropic community—have received additional impetus from “community-building” policies at HUD, and new federal programs such as Empowerment Zones and Enterprise Communities. The East Harlem and Sandtown-Winchester initiatives, for example, received strong boosts from their inclusion in the 1994 Empowerment Zone designations.

Let us examine elements of “best practices” in comprehensive initiatives from three of these projects.

\footnote{55} Halpern, Rebuilding the Inner City, pp. 199-200.  
\footnote{56} G. Thomas Kingsley, Joseph B. McNeely, and James O. Gibson, Community Building Coming of Age (Washington, D.C.: The Urban Institute, 1998), p.3.
**Dudley Street Neighborhood Initiative**

(sketched drawn from Halpern, *Rebuilding the Inner City, pp. 202-205*)

The Dudley Street Neighborhood Initiative (DSNI) in Boston is the best established of the newer neighborhood initiatives. It emerged in 1984 as a collaborative planning process among neighborhood residents, human service agencies, businesses, and religious organizations. There is a core professional staff. DSNI has about 1800 members and an annual budget of $650,000.

Dudley Street is a classic inner city neighborhood: high rates of poverty, substance abuse, and related social distress. At the same time, “there are no major supermarkets in this neighborhood, no banks, no community centers, no swimming or recreation facilities…staggering amounts of vacant land—more than four million square feet—grown over with weeds…Buildings and storefronts are abandoned, some are boarded up, some even burned out.” Over the years, the Dudley Street neighborhood had become a dumping ground for illegal wastes and autos; as a result, soil in community gardens contained high levels of toxins.

The initiative took shape in two main phases. Between 1985-1987, the nascent DSNI staff organized neighborhood residents to tackle a number of the discreet problems resulting from years of neglect, exploitation, and apathy. Early accomplishments included cleaning up many of the vacant lots, towing away hundreds of abandoned cars, getting the illegal trash transfer stations closed down, getting new street signs and lights installed, and getting a rail stop to downtown Boston.

A second, more inclusive planning process got underway in 1987, resulting in a five year strategic plan for the neighborhood. The plan included objectives for land use, housing, jobs, youth development, community services, safety, and environmental health. The plan used the metaphor of the “urban village” to describe the planners’ vision for the transformation of the neighborhood. The idea was to create all the elements of traditional communities –housing, retail space, light industry, human service facilities, a community center, and a town commons area. As would be the case in subsequent initiatives, new and rehabilitated housing was the
anchor for the larger plan. The plan was particularly innovative in its conception of land use as the key to the future of the neighborhood. DSNI staff felt that gaining control over future use of the vacant land in the neighborhood, “wholesale rather than one lot at a time,” was crucial to reviving the neighborhood. Thus, DSNI negotiated “eminent domain” authority with the City of Boston, in effect giving DSNI (in consultation with the city) the right to decide how to redevelop much of the vacant land in the neighborhood.

Anecdotal reports suggest that DSNI is making modest progress in achieving its objectives. Construction has begun on a modest number of low-rise housing units to be sold to low- and moderate-income residents. A “leadership academy” has been developed to teach neighborhood residents “skills ranging from public speaking to grant proposal writing and accounting.” At the same time there is already a sense among local stakeholders that the master plan for the neighborhood was too ambitious in both scope and time frame. Objectives with respect to economic development, human services, community centers, and housing have been put in a longer-term time frame. DSNI’s first executive director, Peter Medoff, notes that “deep grounded real community-building takes time…You have to have patience, and you have to have faith in the people who live in the neighborhood.”

**Sandtown-Winchester: “Community Building in Partnership”**

“Community Building in Partnership” (CBP) is an initiative focused on the Sandtown-Winchester neighborhood of Baltimore, a 72 square block area in the heart of West Baltimore’s inner-city ghetto. Home to approximately 10,000 residents, Sandtown-Winchester has a poverty rate above 40%, and over half the working age population is not in the labor force. Drug dealing and drug use are pervasive, and drug-related and other violence are commonplace (making Sandtown one of the most dangerous neighborhoods in Baltimore, one of America’s homicide capitals).

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57 Not so coincidentally, this is precisely what cities have argued as they attempt to develop their downtown districts; that the existence of fragmented ownership of property precludes effective redevelopment, and that city powers need to be exercised to assemble parcels for redevelopment. The DSNI planners obviously argued that what was good for downtown redevelopment was also good for neighborhood revitalization.
In 1990, a unique partnership between the City of Baltimore, the Enterprise Foundation, and community residents came together to attempt to turn things around. Initially, the project was a housing partnership between the City and the Enterprise Foundation—to renovate public housing and build a 227-unit Nehemiah homes—but Sandtown residents complained that simply building new housing “couldn’t stem the tide of violence, disinvestment, and despair” in the neighborhood. In part, therefore, CBP emerged from community residents’ response to an externally generated proposal for the neighborhood. Baltimore’s Mayor Kurt Schmoke, and Enterprise Foundation founder James Rouse responded to the residents’ reactions, and became deeply involved in the Sandtown revitalization. They set out on “a crusade,” as Walsh puts it, “to help the community imagine a thriving Sandtown, with good schools, safe streets, shops, services, and links to the mainstream economy—and renovated housing too.” Rouse and Schmoke were instrumental in raising the millions to support CBP initiatives, and helping nurture the development of a resident-driven strategic planning and “visioning” process. The process, in which a faith-based community organization known as BUILD plays a major role, developed multi-faceted plans for the myriad areas of neighborhood decline; the CBP Strategic Plan, as Halpern reports “provides a kind of blueprint of the way in which communities deteriorate,” and the multiple areas of intervention necessary to bring them back. Numerous city programs (as well as the Nehemiah project and Habitat for Humanity housing projects) were already underway in Sandtown; CBP integrated these into the initiative (an integration process that was enhanced by Sandtown’s placement in the city’s Empowerment Zone grant of 1994).

Underpinning CBP’s ambitious objectives is the idea that for the Sandtown-Winchester neighborhood really to change, a critical mass of neighborhood residents have to take some responsibility for the effort. In order for this to occur, James Rouse argued, the initiative has to help renew community residents’ sense of “belonging, caring, self-respect, pride, and joy” and, equally important, their belief that change can occur at all. In turn the renewal of these feelings

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59 The same Rouse who developed Harborplace in Baltimore’s Inner Harbor, Quincy Market and Faneuil Hall redevelopment in Boston, and the Grand Avenue Mall in Milwaukee, and then, in the late 1980s, turned his attention to inner-city distresses and founded the Enterprise Foundation to build housing for the poor.
will be based in part on concrete evidence: improved housing and amenities and better
services.\footnote{Halpern, Rebuilding the Inner City, p.212.}

What has happened as a result of this unique partnership between city government, a
major foundation, and community organizations? Joan Walsh reports:

Today, Sandtown is still a struggling low-income neighborhood, with more than its share of
Baltimore’s problems. But the vision of rebuilt community is starting to become reality. Violent
crime is down 20 percent since 1992, and a comprehensive federally-funded initiative has
lowered infant mortality by 20 percent. Almost 250 residents have been employed in Community
Building in Partnership (CBP) community improvement activities, and another 500 have received
jobs through CBP-related job-placement efforts—a significant impact in a neighborhood of
10,000.

More than 1,600 homes have been built or renovated, and work recently began on a marketplace
that could become the commercial anchor of this once thriving African-American community…A
“New Schools Compact” will give the community unprecedented say about curriculum, hiring,
and budgeting in Sandtown elementary schools…

Yet, the Sandtown-Winchester experiment lost some momentum several years into its social
change agenda. Tenacity and strong leadership accounted for its revival and progress to date, but
much uncompleted business remains…For all the inspiring activity it has catalyzed, Sandtown-
Winchester has yet to reach the critical mass that would achieve “neighborhood transformation,”
the initiative’s goal, rather than program-specific reform.\footnote{Walsh, Stories of Renewal, pp. 59-60.}

CBP’s elaborate planning process—a strength in mobilizing community involvement—produced an extraordinary detailed strategic plan with impressive—“probably impossible”—five
year goals for the initiative: cut the unemployment rate in half, make sure 95 percent of
Sandtown youth meet state education standards, build or improve 3,000 housing units, and
reduce crime to the level of a middle-class neighborhood. Although CBP’s initial
accomplishments have been inspiring, these core goals have self-evidently not been met and, as
Walsh reports, “a post-planning let down set in when residents realized how little funding was available to implement their lofty vision.” And this despite substantial foundation and city commitment, and the infusion of EZ funding. CBP is instructive, not only as a “best practice” example of community-building planning, but also on how much funding it really takes to revitalize inner-city neighborhoods. CBP still remains a work-in-progress.

The Comprehensive Community Revitalization Program (CCRP) in the South Bronx

No neighborhood more symbolized urban decay in the 1970s and 1980s than the South Bronx. Bombed out cityscapes, nightly episodes of arson so that slumlords could collect insurance money for housing that was worthless on the market, and crime so pervasive that “Fort Apache, the Bronx” became a metaphor for urban social disarray.

Consider, however, a recent report:

The South Bronx has undergone a miraculous transformation. Japanese tourists who come by bus to see “Fort Apache, the Bronx” find themselves staring out at suburban-style homes with glossy lawns and picket fences instead. Most of the charred hulks that made the area seem like a wasteland are gone and it’s hard to walk a few blocks without hearing the buzz and hammer of construction crews. In the 42nd precinct, which includes the worst areas of the “Fort Apache” days, the number of shootings has dropped by over two-thirds in the past five years, the number of robberies and assaults by over half.

Local CDCs, participating in an initiative known as the Comprehensive Community Revitalization Program (CCRP) have been widely recognized as crucial players in the South Bronx renaissance. The CCRP, which started in 1992, involved six CDCs and mobilized around $5 million from ten foundations and corporations. The concept underlying CCRP is to use CDCs as local intermediaries, setting priorities, identifying and mobilizing resources, bringing organizations and people together, and serving as a vehicle for others (including government) to carry out their particular missions.

63 Ibid., p. 61.
CCRP built on a base of CDC activity that had been going on since the 1970s, but tied it together in a comprehensive, simultaneous attack on the South Bronx’s multiple problems. CDCs took the lead in housing rehab projects, and in mobilizing citizen participation in the planning process. Once housing was built or rehabbed, CDCs took the lead in maintaining them. “There is plenty of graffiti in the South Bronx, but not on buildings owned or managed by CDCs.”65 The CDCs also provided residents with child care, job referrals, and other services.

Emphasizing the importance of technical assistance systems, the CDCs themselves were supported by nonprofit intermediaries such as LISC and the Enterprise Foundation. As Worth points out, in an observation with resonance in Milwaukee and other communities: “For all the good will and experience of the CDCs, handing them the money and asking them to fix the South Bronx would have been a disaster. Like any local group, they weren’t used to dealing with large quantities of money, and their construction experience was often narrow.”66 A system was created for corruption-free construction that got small owners into the program, and channeled $500 million in city housing funds into the South Bronx.

The key here is that CDCs functioned effectively, backed by intermediaries and massive government investments. In addition to the housing investments noted above, federal programs such as the Community Reinvestment Act and the Low-Income Housing Tax Credit also brought an infusion of funds and “a dramatic return of bank lending into an area that helped to popularize the term ‘disinvestment’ back in the 1970s.” Major city investments rebuilt the infrastructure of the neighborhood with new parks, recreational facilities and libraries. Retailers were subsidized to move in and live over their premises, attempting to create a class of commercial stakeholders. All these efforts appear to have achieved critical mass: Several large private retail chains have moved into the area in the past few years, including Rite Aid, CVS, Toys R Us, Old Navy, Home Depot, and J.C. Penny. Antique shops, printers, and computer

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65 Ibid., p. 31.
66 Ibid., p. 30.
companies also are now found in the South Bronx, once the most desolate urban landscape imaginable.

Worth’s conclusion: “There’s no question that the South Bronx would not have revived if a core of resilient people hadn’t stayed and proved that the place was worth saving. But it’s important to remember that they couldn’t have done the job without everybody’s favorite whipping boy –Big Government.” The lesson of the South Bronx revival seems clear: CDCs and comprehensive initiatives can have a dramatic impact on neighborhoods, especially if supported and augmented by massive, sustained, and strategic government investments.

Key Conclusions for the “Best Practices” Case Studies

What are the key lessons we can draw from the various “best practices” cases presented in this section of the report? Although no two cases are precisely alike—and neighborhood revitalization strategies cannot be mechanistically transplanted from one city to the next—the successes of these cases seem to flow from a set of common themes, similar to the ones found by Avis Vidal in her national survey of CDCs. Successful community development requires:

- **Vision**: All of the cases we present had a long-term, “big picture” vision of neighborhood revitalization. These are not cases of short-term CDCs chasing trendy projects, with no clear idea of how they fit together as part of a long-term revitalization strategy.

- **Leadership**: It is striking how many of the success stories have, at their heart, indefatigable, brilliant, irascible, uncompromising, strategic, visionary leaders. Linder in Newark, Cunningham in Detroit, top flight staff at Dudley Street, Rouse and BUILD in Baltimore – all of these leaders were instrumental in pushing the CDC agenda forward. CDC capacity is largely a matter of leadership and staff.

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67 Ibid., p. 33.
- **Sustainability:** Almost all the success stories drew on years of consistent action on the part of CDCs. “Being there for the long haul,” building up a reservoir of experience and savvy is critical for community development success.

- **Scale:** Success seems to come in two forms: 1) from individual organizations, like NCC or Focus: HOPE that reach scale on their own—with appropriate partners—to become effective; 2) from networks, partnerships, and initiatives that create a “system” of community development. But, the bottom line is similar to the one cited earlier from Randy Stoecker: CDCs need to get big to succeed; otherwise, they remain just small enough to fail and be blamed for not developing the capacity to solve problems. Larger CDCs also develop the staff with the expertise and analytic ability to be “visionary,” “strategic,” and effective.

- **Democratic and Participatory:** It is now a commonplace, but worth repeating: neighborhood revitalization requires committed residents, stakeholders who are part of the planning and implementation process. Planning for neighborhoods doesn’t work, and the examples of DSNI and CBP show how alternative responses to “top down” planning can generate exciting revitalization initiatives.

- **Government Support:** It is now common to extol the virtues of markets and relegate government to the sidelines as a source of creative problem solving. But the lesson of community development is unmistakable: effective government involvement is absolutely indispensable to community development success. In the South Bronx, public dollars were crucial to neighborhood revival; in Dudley Street, city cooperation in eminent domain policy helped produce strategic neighborhood land use; and in Baltimore, government is a core partner in Sandtown-Winchester. Contrary to Michael Porter, it is market failure that has battered inner-city neighborhoods, and city governments and CDCs have stepped into the breach. The “competitive advantages of inner cities” are more than outweighed by market impediments and disinvestment; that is why these neighborhoods became distressed in the first place. CDCs are not substitutes for markets or government. But CDCs,
along with sound and supportive government policies, can reconnect inner-city neighborhoods to mainstream markets.

**The Future of Community Development: New Directions**

What are some of the issues that face CDCs in the years ahead? The Brookings Center on Urban and Metropolitan Policy puts the issue well:

Recent changes in federal policies as well as other market, demographic and social forces pose significant challenges and opportunities for distressed neighborhoods and the community-based institutions that operate there. Reforms in the welfare, housing, employment training, transportation and banking arenas, for example, will substantially affect the neighborhoods and families served by community institutions. Changes in the capital marketplace, the continued restructuring of local and regional economies, the growing spatial mismatch between suburban jobs and the urban poor, and its growing focus on neighborhood entrepreneurial efforts will dramatically change the environment in which community institutions operate. The combination of growing concentrated poverty and increasing disinvestment in inner cities and older communities—with fewer federal resources and the continued exodus of jobs and middle-class families to outer suburbs—will also redefine the assets and possibilities to be found in distressed neighborhoods.68

Concretely, what will this mean for community development? CDCs, neighborhood churches, lending institutions, private-sector partners, and other nonprofits can realign their activities—and build capacity—to meet these challenges in at least four areas:

**Linking Distressed Neighborhoods to Metropolitan Strategies.** Suburban sprawl, combined with the decline of inner city neighborhoods, has created an unsustainable situation of regional inequality in Milwaukee and metropolises across the country. Metropolitan solutions, to re-engage increasingly separatist suburbs to the urban core, are

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68 See the Center’s impressive web page at www.brookings.org.
increasingly on the agenda in most regions. CDCs, if they are to place workers in jobs growing in suburbs, encourage re-investment in the central city, and influence metropolitan infrastructure and revenue-sharing policies, must develop the capacity to think and act regionally.

**Adopting Workforce Development and Job Linkage Strategies.** As noted above, with job growth in the suburbs, and unemployed/underemployed workers in inner cities, CDCs need to better link neighborhood residents to growth areas. CDCs can be crucial intermediaries in transcending metropolitan area spatial mismatches in the labor market. Several CDCs, such as PPND, NCC, and Focus: HOPE, have shown the way for such strategies; workforce development and job link programs will be an important new focus for many CDCs. In addition, CDCs need greater capacity to “think sectorally”: to understand trends in the “new economy,” and how to realign neighborhood economic development to respond to these new challenges.

**Growing Neighborhood Economies.** Although Michael Porter badly exaggerates in touting the “competitive advantages of inner cities,” there are demonstrably unmet market needs and untapped economic potential in inner cities. With proper incentives and public support, many urban neighborhoods can better develop their market potential. Despite concentrations of urban poverty, many inner city neighborhoods have sufficient purchasing power to support commercial retail and small businesses serving local needs. Chains like Pathmark, CVS, and Rite-Aid have already discovered profitable inner city markets. CDCs can play a critical role in nurturing this market potential, in brokering deals to bring in supermarkets and drug chains (like NCC in Newark), by providing technical assistance and other support to neighborhood commercial start-ups, or by operating “social purpose” businesses in inner city neighborhoods.

**Enhancing Neighborhood Safety:** Most would agree that reducing crime –including fears and perceptions of crime is fundamental to stabilizing neighborhoods and curbing the exodus of families and jobs. On the other hand, attracting private investment to central cities also requires effective crime control. CDCs, neighborhood churches and
other community-based institutions can play a critical role in putting the “community” back into “community policing” and enhancing neighborhood revitalization strategies. Developing neighborhood safety strategies should be at the top of the CDC agenda to restore neighborhood economies.

These, then, are the areas in which “best practice,” high-capacity CDCs will concentrate their energies in the years ahead: regionalism; workforce development and sectoral strategies; nurturing markets; and enhancing public safety. Building on the networking, partnership, and community-building strategies that have marked successful CDC practice over the past decade, these new directions can help CDCs make an even greater contribution to neighborhood revitalization, provided that CDCs receive the support necessary to develop their own infrastructure (i.e. organizational stability, inspiring leadership, staff capable of planning and implementing wide-ranging initiatives).
# List of Organizations Interviewed

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<th>Organization</th>
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<tr>
<td>African American Chamber of Commerce</td>
<td>4222 W. Capitol Drive Milwaukee, WI 53216</td>
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<td>Asha Family Services</td>
<td>6001 W. Center Street Milwaukee, WI 53210</td>
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<td>Avenues West</td>
<td>2040 W. Wisconsin Avenue Milwaukee, WI 53233</td>
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<td>BASICS, Inc.</td>
<td>2821 N. 4th Street Milwaukee, WI 53212</td>
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<td>Center for Teaching Entrepreneurship</td>
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<td>Central City Workers Center</td>
<td>2201 N. 35th Street Room 300 Milwaukee, WI 53208</td>
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<td>Community Enterprises</td>
<td>3118 N. Teutonia Ave Milwaukee, WI 53206</td>
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<td>Cooperative Development Services</td>
<td>30 W. Mifflin Street Madison, WI 53703</td>
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<td>Esperanza Unida</td>
<td>1329 W. National Ave Milwaukee, WI 53204</td>
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<td>Forward Wisconsin</td>
<td>756 N. Milwaukee Street Suite 100 Milwaukee, WI 53202</td>
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<td>Goodwill Industries</td>
<td>6055 N. 91st Street Milwaukee, WI 53225</td>
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<td>Harambee Ombudsman Project, Inc.</td>
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<td>Hispanic Chamber of Commerce</td>
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<td>United Migrant Opportunity Services</td>
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<td>Milwaukee, WI 53204</td>
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<tr>
<td>Uptown Crossing Business Association</td>
<td>4807 W. North Avenue</td>
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<td>Milwaukee, WI 53208</td>
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<tr>
<td>WAICO YMCA II</td>
<td>2200 N. 12th Street</td>
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<tr>
<td>Walkers Point Development Corporation</td>
<td>914 S. 5th Street</td>
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<tr>
<td>West North Avenue Advancement Association</td>
<td>2315 N. 38th Street</td>
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<td>Milwaukee, WI 53210</td>
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<tr>
<td>West End Community Association</td>
<td>3034 W. Wisconsin Avenue</td>
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<td>Milwaukee, WI 53208</td>
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<tr>
<td>Westown Association</td>
<td>633 W. Wisconsin Avenue</td>
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<tr>
<td>Wisconsin Procurement Institute</td>
<td>756 N. Milwaukee Street</td>
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<td>Milwaukee, WI 53202</td>
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<tr>
<td>Wisconsin Regional Training Partnership</td>
<td>208 E. Capitol Drive</td>
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<tr>
<td></td>
<td>Milwaukee, WI 53212</td>
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<tr>
<td>Wisconsin Venture Network</td>
<td>P.O. Box 92093</td>
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<td>Milwaukee, WI 53202</td>
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<tr>
<td>Word of Hope Ministries, Inc. (Holy Cathedral</td>
<td>2677 N. 40th Street</td>
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<tr>
<td>Church of God in Christ)</td>
<td>Milwaukee, WI 53210</td>
</tr>
<tr>
<td>Work for Wisconsin</td>
<td>231 W. Wisconsin Ave</td>
</tr>
<tr>
<td></td>
<td>Suite 200</td>
</tr>
<tr>
<td></td>
<td>Milwaukee, WI 53203</td>
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<tr>
<td>Wisconsin Women’s Business Initiative Corp</td>
<td>1915 N. Martin Luther King Drive</td>
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<tr>
<td></td>
<td>Milwaukee, WI 53212</td>
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<tr>
<td>YWCA of Greater Milwaukee</td>
<td>1915 N. Martin Luther King Drive</td>
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<td>Milwaukee, WI 53212</td>
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