

City of Milwaukee Millennial Task Force

Final Report | May 2021

Prepared by the Legislative Reference Bureau



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**CITY OF MILWAUKEE
MILLENNIAL TASK FORCE**
ACTIVITIES, FINDINGS, AND RECOMMENDATIONS

May 2021

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TABLE OF CONTENTS

I. EXECUTIVE SUMMARY	7
II. INTRODUCTION	9
III. RESEARCH EVALUATED.....	12
IV. DISCUSSION ITEMS.....	18
V. RECOMMENDATIONS.....	27
VI. ATTACHMENTS	39

I. EXECUTIVE SUMMARY

The Millennial Task Force was established by Common Council File Number 191180, adopted November 26, 2019, to address the problem of “brain drain” from Milwaukee. The purpose of the Task Force was to make recommendations to the Common Council regarding proposals to attract and retain Millennials, who are individuals born between 1981 and 1996. The Task Force was comprised of community leaders representing Social X MKE, City of Milwaukee Department of Neighborhood Services, Galbraith Carnahan Architects, NEWaukee, Northwestern Mutual, Milwaukee Urban League, Greater Milwaukee Committee, Wheel & Sprocket, Wisconsin LGBT Chamber of Commerce, Hmong Wisconsin Chamber of Commerce, and Bridge the City.

Members evaluated research on the depth of the brain drain problem in Milwaukee, including Census data showing that, between 2011 and 2015, Milwaukee saw a net loss of 2,412 18- and 19-year olds on average per year. To supplement meeting discussions and aid in constructing final recommendations, members reviewed local and national publications and survey results on many issues affecting Millennials. During 15 meeting discussions, members assessed reasons young people leave, stay in, or move to the city, and offered ideas to improve various aspects of living and working in Milwaukee. The Task Force noted high rates of poverty, insufficient educational systems, segregation, limited cultural scenes, inadequate infrastructure, and concerns about public safety as major factors influencing young people who decide to move out.

Members shared their unique perspectives to formulate recommendations for the Common Council concerning six issue areas: Infrastructure and Transportation, Employment and Economic Development, Racial and Criminal Justice, Health and Wellness, Education, and Marketing and Storytelling. The ideas developed include a mix of simple, short-term prescriptions and long-term aspirations. Many of the recommendations concern policies and programs, while some explore general attitudes or actions that City government elected officials and departments should embrace. The Task Force’s solutions offer support for initiatives that are already underway and new ideas that could spark excitement among Milwaukee’s young residents and those

considering moving to the area.

II. INTRODUCTION

Establishment and Purpose

The Millennial Task Force was established by Common Council File Number 191180, adopted November 26, 2019, to address the problem of “brain drain” from Milwaukee. The purpose of the Task Force was to make recommendations to the Common Council regarding proposals to attract and retain Millennials, who are individuals born between 1981 and 1996. During meetings, Task Force members clarified that their proposals specifically target three groupings: those in pre-college between ages 15 and 23, early workforce individuals between ages 23 and 30, and people between the ages of 30 and 38 with families.

The city and overall region’s difficulty in attracting and retaining young, talented individuals is well-documented. In “Evidence of Brain Drain in the City of Milwaukee & the State of Wisconsin,” the City of Milwaukee’s Office of Workforce Development highlights Milwaukee’s and Wisconsin’s brain drain, or the departure of educated and professional people from an area. In particular, data suggest that Milwaukee has an acute problem keeping students and luring new ones to the city to attend college. According to 2011-2015 Census figures, Milwaukee had an average net loss of 2,412 18- and 19-year-olds each year during that time period.ⁱ More recent figures spanning from 2010 to 2019 show Milwaukee’s population of 15- to 19-year-olds dropped from 50,460 to 43,302, a decrease of 14.2% over the decade. During that same time frame, the population of 20- to 24-year-olds declined from 56,785 to 48,119, a decrease of 15.3% while the number of 35- to 44-year-olds grew from 73,149 to 73,788, an increase of only 0.9%.ⁱⁱ

For all age ranges, Milwaukee’s overall net migration, which is the sum of all people who have migrated to and from the city, has gradually worsened over the last decade, amplifying the city’s need to bring in and keep young talent. Between 2010 and 2014, the city’s net migration stood at -5,113 people, between 2012 and 2016 it dropped to -7,808, and between 2014 and 2018 the net migration further fell to -9,425 people.ⁱⁱⁱ In examining the broader metro area, Milwaukee ranks 370th out of 384 metro areas

across the US in terms of net domestic migration.^{iv}

Despite Milwaukee's longstanding challenges of enticing Millennials to attend school, pursue careers, and settle in the city, there is reason to believe that Milwaukee has the right ingredients to become a thriving destination for young people. Members of the Millennial Task Force, representing nonprofit and for-profit organizations that do business in the city, met more than a dozen times to brainstorm creative ways to develop Milwaukee into a prosperous place for Millennials. Members discussed measures that City government could implement and aspects of City services that could be re-thought and re-designed to improve residents' overall quality of life. To inform these ideas, members shared their personal and professional frustrations, experiences, and hopes for their community while delving into national, state, and local issues as inspiration for new concepts that Milwaukee could pursue.

In totality, the Task Force's discussion and research activities advance the recommendations it created for Milwaukee's leadership. These proposals concern issue areas such as education, employment, racial justice, health, and infrastructure, and their ideas range from small tweaks to drastic alterations that could spark excitement among the city's Millennial cohort, as well as young people considering moving to Milwaukee. In formulating recommendations, members sought to balance ambitious goals achievable in the long-term with relatively easy fixes they believe the Common Council could implement in a matter of weeks or months. The proposals set forth by the Task Force represent a mix of new and innovative solutions and support for initiatives that are already underway to underscore their importance.

Meetings

The Millennial Task Force held regular meetings which occurred on the following dates:

February 28, 2020

March 12, 2020

May 12, 2020

May 26, 2020
 June 11, 2020
 July 10, 2020
 August 26, 2020
 September 8, 2020
 September 28, 2020
 October 26, 2020
 December 14, 2020
 February 10, 2021
 March 10, 2021
 April 19, 2021
 May 27, 2021

III. RESEARCH EVALUATED

To inform meeting discussions, Task Force members conducted and shared research related to various topics, problems, and opportunities salient to Milwaukee's Millennial cohort. The Legislative Reference Bureau supported these efforts by providing local and national publications and survey results in order to aid members' ideas and proposals with background material.

Census Data Illustrates Brain Drain

Data conveying Milwaukee's brain drain phenomenon align with the Task Force's anecdotal experiences of seeing friends and relatives grow up in Milwaukee and later depart for a new city. Members evaluated US Census data spanning the past ten years to understand the migration patterns of Milwaukee residents among various age groups. According to the Census, the college-age cohort was the largest group to leave the Milwaukee metro area between 2011 and 2015. Over this time frame, Milwaukee had a net loss of 2,412 18- and 19-year-olds on average per year. 1,352 graduates, or over half of those who left, migrated to Dane County, suggesting many young people leave the city to attend school at the University of Wisconsin-Madison, in spite of the local opportunities offered by schools such as University Wisconsin-Milwaukee, Marquette University, and Milwaukee Area Technical College.

More recent data show that Milwaukee's overall metro area population rose by 19,000, or 1.2%, between 2010 and 2018.^v It is important to note that this number has remained steady for the last decade because of Milwaukee's relatively high birth rate, which masks the net loss of migrating residents each year. Milwaukee's total net migration has dropped sharply in recent years: between 2010 and 2014, the city's net migration was -5,113 people, while between 2014 and 2018, the net migration dropped to -9,425 people.^{vi} Additionally, Milwaukee's overall modest population increase of 1.2% over the past decade is contrasted by the Minneapolis-St. Paul metro area's overall growth of 306,000, or 9.2%, and Kansas City's and Indianapolis' respective metro growth rates of 7.4% and 9.9%.^{vii}

In analyzing the entire Metro Statistical Area (MSA) of Milwaukee, Waukesha, Ozaukee,

Washington counties, since 2010 there have been 59,000 more births than deaths, which is comparably a strong figure. However, even though 25,000 more people immigrated to the area from another country than emigrated away, Milwaukee's MSA ranks 370th out of 384 US metro areas in net domestic migration. Milwaukee's metro area had a net loss of 39,000 people in the past decade, which is highlighted by a substantial net population loss among young adults aged 18 or 19 years old; on average, each year approximately 6,500 arrive while 10,000 leave.

Educational Trends and Issues

The Task Force sought to identify trends among students in the K-12 and higher education systems in Milwaukee and to assess ideas for ameliorating student debt. Members shared Milwaukee Public Schools' spring 2018 senior exit survey responses in which 66% of respondents reported they planned to go to a two- or four-year college upon graduation and 16% planned to attend a university out of state.^{viii} Of those enrolled in a college or university, 24% planned to attend Milwaukee Area Technical College, 11% planned to attend UW-Milwaukee, 4% planned to attend UW-Madison, and 3% planned to attend Marquette University.

The Task Force also shared higher education enrollment data, including UW-Milwaukee's figures showing undergraduate enrollment decreased from 24,678 in 2011 to 18,493 in 2020, while total graduate students fell from 5,090 to 4,511 over that same time span.^{ix} Meanwhile, the number of total students originating from the state of Wisconsin enrolled at Marquette University dropped from 6,222 in 2005 to 4,831 in 2020.^x Additionally, a recent survey of Marquette undergraduates found that in 2015, 58% of students sought to stay in Wisconsin immediately upon graduation, while in 2019 that number had dropped to 50%.^{xi} Given the high rate of student loan debt, members shared news clips concerning debt relief, such as the State of Wisconsin's newly-created Task Force endeavoring to reduce the average student's loan debt of \$29,569.^{xii} Members also considered Chicago's new "Fresh Start" program which allows City College students to erase their debt if they return to school to complete their degree.^{xiii}

Transportation and Infrastructure

The Task Force evaluated many local documents, national studies, and peer city transportation initiatives to craft solutions for Milwaukee's infrastructure problems. Members reviewed the City's 2018 Complete Streets Policy and the 2019 "Milwaukee Complete Streets Health and Equity Report", which explores the Department of Public Works' planning and implementation processes utilized to "support economic growth, improve access to education and jobs, enhance urban design, encourage physical activity, and reduce negative environmental impacts."^{xiv} The report details the City's 2019 work, which entailed completing 22 infrastructure projects, creating 1.2 miles of protected bike lanes, and a N. Hawley Road case study demonstrating that the reduction from two lanes to one in each direction led to a 45% decrease in the number of drivers exceeding 40 miles per hour.

Members considered the implications of national research on infrastructure issues affecting Millennials, such as 2014 survey findings that quality transportation is among the top three criteria for choosing where to live for 66% of Millennials, and that 54% of Millennials would consider moving to another city if it had more and better transportation options.^{xv} Unsurprisingly, another study found that Millennials are more likely to live in neighborhoods with sidewalks, parks and public transit nearby, while neighborhood walkability correlated with respondents' reporting a higher quality of life.^{xvi} Research also demonstrates that "for every 1 percent change toward a more compact and connected urban form, all-mode traffic fatality rates fell by 1.49 percent and pedestrian fatality rates fell by 1.47 to 3.56 percent," but that people from lower socioeconomic backgrounds tend to live in areas with poorer-quality infrastructure, and are more likely to be involved in traffic collisions.^{xvii} The inequities in neighborhood and transportation infrastructure are further underscored by a 2016 publication that discovered that "among pedestrians that had been involved in a collision with a car, Black pedestrians were 22 percent more likely and Latinos 33 percent more likely to die from their injuries than whites."

The Task Force also reviewed peer city examples of multimodal transportation projects that connect residents and workers with jobs, grocery stores, doctor's offices and

entertainment. Cleveland's Euclid Avenue corridor saw a doubling of jobs after the HealthLine bus rapid transit was installed in 2008.^{xviii} In Indianapolis, the creation of a biking and walking path known as the Cultural Trail helped increase adjacent property values by \$1 billion, with businesses recording higher sales, and residents reporting that they feel safer downtown.^{xix} Additionally, to achieve Pittsburgh's transportation goals which include reducing street deaths and ensuring households can access fresh fruits and vegetables without a private vehicle, that city's Department of Mobility and Infrastructure plans to add 156 miles of safe bicycle facilities.^{xx}

Racial and Policing Issues Affecting Millennials

The Task Force shared local and national reports related to racial and policing issues, including a 2020 poll found that of people aged 13 to 25, 88% believe Black Americans are treated differently than others, while 83% of respondents felt that police use too much force in the US.^{xxi} Additionally, a 2020 study by the US Chamber of Commerce found that people of color face educational barriers that lead to significant skill and employment gaps, while the average white family net worth of \$171,000 is nearly 10 times greater than the average Black family's net worth of \$17,150.^{xxii}

The Task Force stayed abreast of the Common Council's efforts to reform policing in Milwaukee, analyzing Common Council Files 200320, 200430, and 200431. These resolutions urge the Fire and Police Commission to adopt de-escalation and restraint policies along with implementing emotional intelligence and cultural competency requirements for the Milwaukee Police Department (MPD). Members also studied Common Council File Number 200259, passed prior to the 2021 budget process, which directed the City's Budget Director to develop a draft City budget that hypothetically envisioned a 10% reduction to MPD's allocation.

Peer City Strategies to Combat Segregation

In consideration of Milwaukee's deeply segregated neighborhoods by race and socioeconomic class, the Task Force studied efforts by peer cities to ameliorate this difficult problem. In large part, expanding affordable housing and placemaking represent two common strategies championed by public and private leaders working to create

mixed-income neighborhoods. In Dallas, officials seek to build affordable housing in struggling areas by offering incentives to landlords through a rental voucher sublease program, while bolstering incentives and requirements for developers.^{xxiii} Meanwhile, a 2019 Urban Institute article explains that placemaking, which involves designing areas that create a unique environment, a sense of belonging, and a higher quality of life, often includes activities such as installing parks, art, and sidewalks.^{xxiv} Detroit's public- and private-led placemaking efforts such as Opportunity Detroit demonstrate high-level dedication to providing concentrated investment into areas with blight and vacancy to revitalize buildings, better connect neighborhoods, and create desirable public spaces.

National Studies on Millennial Trends and Preferences

Finally, members evaluated trends and preferences of young people on a national scale to help inform their recommendations to the Common Council. A 2018 Pew survey illustrates the racial diversity of the "post-Millennial" generation, or people who were between the ages of 6 and 21, with 48% representing non-white groups.^{xxv} The survey also found that among 18- to 20-year-olds, 59% were enrolled in college in 2017, compared to 53% in 2002.

A 2018 policy journal report notes that Millennials tend to rent rather than buy homes, and strongly prefer quick commutes, walkable neighborhoods, and transportation access.^{xxvi} Among homebuying Millennials, the most important factors were neighborhood quality, convenience to jobs, and affordability. Similarly, a 2016 report shows that for people born between 1982 and 1998, their top priorities in a city are a thriving job market, affordable rent and home prices, parks and hiking trails, and local restaurants.^{xxvii} Nation-wide, a greater number of well-educated Millennials are choosing to move into cities. Since 2010, the number of 25- to 34- year olds with a 4-year degree concentrating in dense neighborhoods has grown by 32%, and well-educated young adults are 3.5 times more likely to live in dense urban neighborhoods than the typical resident of a large metro area.^{xxviii}

Miscellaneous Research Topics

The Task Force also shared articles and reports on miscellaneous topics, including:

- Wisconsin Policy Forum report noting that Milwaukee’s “fragmented” affordable housing leadership could attract tens of millions of dollars, similar to Detroit, by building a more robust, organized structure and devoting more attention to acquiring private funds.^{xxix}
- Legislative Reference Bureau memo regarding procurement programs in peer cities that incentivize socially-responsible hiring by city contractors and vendors, such as Chicago’s increased bid incentives for hiring women and minority workers for locally-funded construction projects with a minimum value of \$100,000.
- City of Milwaukee’s 2015-2016 Community Health Assessment, which compares Milwaukee’s health-related metrics to Wisconsin and the US.
- City of Milwaukee COVID-19 Data Summary and Milwaukee County COVID-19 Dashboard.
- League of Women Voters of Milwaukee County report highlighting the voting behaviors of Milwaukee’s Latinx community.

IV. DISCUSSION ITEMS

During regularly-held meetings, the Millennial Task Force discussed a wide variety of matters related to its mission of retaining and attracting Millennials to Milwaukee. These discussion items are summarized below. Minutes from each Task Force meeting can be found in the attachments.

Centrifugal Forces: Reasons Young People Leave Milwaukee

Task Force members explored the factors contributing to Milwaukee's regional brain drain among young individuals. In daily professional and personal interactions, including conversations with family, friends, coworkers, and former residents, members have developed a clear understanding of why many of their peers have either left or are considering moving out of Milwaukee. Primarily, entrenched preconditions existing in Milwaukee for decades lead people away from the region. High rates of poverty, insufficient educational systems, segregation, limited cultural scenes, inadequate infrastructure, and concerns about public safety were noted by the Task Force as major factors influencing young people who decide to move out of the city.

With fewer opportunities available and poorer educational, economic, and health outcomes in lower-income, minority neighborhoods primarily on the North and South sides of the city, Milwaukee is described by one Task Force member as "a tale of two cities," as it is one of the worst segregated cities in the nation. These damaging disparities are glaring, yet members believe City government's actions often further exacerbate the divided nature of the city by catering to specific areas, such as the East Side and Downtown, without dedicating enough attention and resources to historically neglected ZIP codes. The Task Force also discussed how Milwaukee's history of police brutality and strained police-community relations are common reasons residents choose to move somewhere else.

Members see weaknesses in Milwaukee's educational and employment-related incentives and pipelines that might otherwise help keep high school and college graduates in the city. Many high schoolers look elsewhere for college because they are unaware of the opportunities offered by local universities, while young local talent does

not gain the proper exposure to a broad variety of career fields that can lead to full-time, family-supporting jobs close to home. In particular, members feel that high schools and universities in Milwaukee lack formalized instruction and programs exposing students to various non-traditional pathways, such as apprenticeships. Even conventional routes of landing jobs through internships are sparse and often do not lead to full-time opportunities. In terms of attracting young talent, the Task Force believes many local companies have not invested sufficiently in frontline positions and have not upgraded their identities to energize younger generations. Meanwhile, some older Millennials tend to move out of the city when the jobs they hold lack prospects for promotion.

Centripetal Forces: Reasons Young People Stay in Milwaukee

In spite of Milwaukee's well-documented problems, Task Force members recognized the unique characteristics and attractive assets enticing residents to stay in the city while luring people to move from elsewhere. Many young people buy homes and start families, while others move to Milwaukee, in part because of its urban nature, reasonable size, relatively low cost of living, and entrepreneurship opportunities. In contrast to larger cities such as Chicago, living, travel, food, and entertainment prices in Milwaukee are comparatively affordable, while young professionals hold a significantly lower average student debt.

Task Force members, many of whom have earned degrees from local universities, believe that the presence of educational institutions such as the University-Wisconsin Milwaukee, Marquette University, and Milwaukee Area Technical College represent a source of local pride offering promising initiatives with a high potential for growth, such as Upward Bound's precollege programs. An impressive number of historic companies are also headquartered in Milwaukee, with members believing they could play a role in assisting startups. Members feel that Milwaukee contains a ripe and friendly environment for entrepreneurship, startups, and young professionals in general. The city's comparably modest size ensures that entrepreneurs are not crowded out and startups are able to try ventures, test operations, and seize new pathways. For young people with creative business ideas, the city is large enough for them to market themselves and make an impact in their community, yet small enough to take

manageable risks.

In general, members see the wide diversity of backgrounds and experiences represented in the city as a source of immense strength. For example, the Task Force itself is composed of lifelong residents, immigrants, and some who left then later returned to live in Milwaukee. The city boasts a unique and rich culture based on the mix of nationalities, ethnicities, professions, and interests among residents and within neighborhoods. The robust communal bonds Milwaukeeans build with their neighbors ensures that many residents personally know and look out for each other.

Frustrations and Opportunities

Although the breadth and scope of Milwaukee's challenges are clear, members expressed frustration that unrelenting negative publicity of the city disproportionately outweighs the abundance of individual and collective achievements, creating distorted and adverse perceptions of the city and its residents. In particular, members lamented that the lack of a positive collective identity and "storyteller" within the city amplifies negative events, often broadcasted by local news stations, with little attention exploring the accomplishments and potential of businesses, students, professionals, grassroots organizations, and neighborhood projects. The narrative surrounding Milwaukee in local, regional, and national news often examines disparities in education and unemployment, neighborhoods segregated by race and class, and comparatively poor outcomes for people of color. While these problems are well-established, the Task Force believes that City government in particular can do more to create a positive collective identity while adequately conveying and celebrating the daily contributions of residents and organizations, and the exciting initiatives occurring throughout Milwaukee's neighborhoods. Another source of frustration among Task Force members is City government's sometimes unnecessary opposition to grassroots, community ideas and creativity. The protracted debate surrounding Milwaukee's "People's Flag," which was largely accepted as the official flag of the city by the broader community, represents one recent example.

Members shared optimism and excitement that apprenticeships and the technology sector are two areas of tremendous opportunity that can help turn Milwaukee into a

thriving Midwestern hub. During Task Force discussions, members spoke of the excellent growth potential of apprenticeships as a viable non-traditional career pathway, which offer young professionals on-the-job paid training and similar average wages in Wisconsin compared to professions that require a college degree. Despite often being overlooked, misunderstood, and containing a stigma of not being as valuable as traditional pathways, the trades could represent a compelling local career option for many young Milwaukeeans, should apprenticeship-type programs be more extensively promoted in high schools and higher education. Meanwhile, technological partnerships and innovations as well as the rapid growth of jobs in the local tech sector illustrate the possibilities for tech expansion. Direct Connect MKE's digital workforce pipeline platform seamlessly links jobseekers with opportunities, while the strategic vision of Milwaukee's Tech Hub Coalition boldly endeavors to create 70,000 new jobs in the city by 2025.

Presentations

During regularly-held meetings, the Task Force invited local businesspeople, nonprofit leaders, and City government officials to talk about projects that their organizations are working on in Milwaukee. Following the presentations of 15 total speakers, which are summarized below, Task Force members asked questions regarding plans and goals of the initiatives, and ultimately formulated recommendations for the Common Council incorporating some of the elements of these conversations.

Milwaukee Tech Hub Coalition

Kathy Henrich

May 12, 2020

The Tech Hub Coalition, a recently-founded nonprofit and an initiative of Northwestern Mutual, aims to double Milwaukee's number of tech workers between 2017 and 2025. Priorities for the Coalition include leveraging cross-industry partnerships to accelerate local startup growth and drive innovation, growing tech jobs in existing companies through digital transformation, developing the region as a strong community for freelancers, retaining top talent in the region through internships, and accelerating the

reskilling of the population to prepare them for in-demand jobs.

Prism Technical

Randy Crump

May 12, 2020

Prism Technical is a consulting firm working on local construction projects and focusing on workforce diversity and inclusion. The company was recently involved in major projects, such as the BMO Harris tower and the Fiserv Forum arena. Crump was involved in mentoring inner city youths through the Dream Chasing initiative, but many of the people who found success in the program left Milwaukee. Crump believes major local companies should do more to offer internships and recruit local young people, and should focus particularly on hiring minorities.

Generation Iowa Commission

Shawn Rolland

May 12, 2020

Rolland was the Public Information Officer of the Iowa Department of Economic Development between 2007 and 2009, which was a similar group devoted to stemming brain drain in Iowa. The group's final report found that Iowa attracted college students but did not retain graduates, and that Iowa lacked an adequate number of jobs, internships, and other opportunities, while the most important factors in determining a young person's decision to stay or leave the state were wage-related.

City of Milwaukee Department of Employee Relations (DER)

Emily Keeley

May 26, 2020

Milwaukee's City government has seen more success in attracting than retaining Millennials, and has in response implemented retention measures, such as stay interviews asking employees questions regarding incentives that may help keep them in their jobs. DER is also developing exit interviews to assess reasons employees leave, which may include compensation, culture, mentorship opportunities, and workplace values or mission. Millennials represent 53% of new City hires, 30% of the overall

workforce, 48% of separations, and have on average less than two years of service. Turnover across the City as a whole is between three and eight years.

University Wisconsin-Milwaukee's Upward Bound program

Christina Garza

June 11, 2020

UW-Milwaukee's Upward Bound is a federally-funded program designed to assist first-generation and low-income high school students to eventually earn college degrees. Holding about 110 participants, the program enables students to take summer sessions, which include academic classes, skills workshops, career speakers, and opportunities to travel across the country, exposing students to various college majors and career possibilities. Students in the program may earn stipends through work study, while tutoring services are offered on campus. Garza noted that the program sometimes has difficulty recruiting students from various high schools. Upward Bound is federally-funded, but many first-generation and low-income students require further support through sources such as alumni scholarships.

Marquette University Educational Opportunity Program

Steven Robertson, Maggie Cinto, Kiarra Reid

June 11, 2020

Over 700 students are enrolled in Marquette's precollege programs Educational Talent Search (ETS), Upward Bound (UB), and Upward Bound Math and Science (UBMS), which are research-based and involve community engagement. The programs expose students to various social capital and involve regional and national tours. All three programs boast secondary school retention and graduation rates of over 90%, and the UBMS postsecondary completion rate is 79%. A key strength of these programs is the commitment and interest of alumni who stay connected with current students, with many graduates able to become tutor counselors and student workers.

Direct Connect MKE (DCMKE)

Bernadette Karanja

June 11, 2020

DCMKE is a digital workforce pipeline platform allowing job seekers and employers to connect while reducing skills gaps, providing career readiness, and offering solutions to various professional barriers. DCMKE's network of employment service agencies provides expertise, increases awareness of training and placement opportunities, and enables users to share event information, learn about job seekers, build social capital, and build professional networks. The platform is social media-oriented, allowing users to create profiles to communicate with employers, work with employment specialists, and develop networks. As of 2021, the platform had 55 employment agencies, 207 supportive service agencies, 808 job seekers, 139 administrators, and 182 promoters.

Department of Public Works (DPW)

Mike Amsden

September 8, 2020

Complete Streets is a policy instrument, adopted by the Milwaukee Common Council in 2018, with goals to promote safety, comfort, and enjoyment of streets for all ages, mobility, and disabilities. The City seeks to apply the concepts of the initiative to all project phases, prioritize equitable investment, engage with communities, strive for pedestrian safety, attract and retain residents, expand transportation options, and address disparities. Complete Streets has changed DPW's framework of thinking about transportation to a holistic level beyond only engineering principles, and the City is now evaluating street infrastructure on an annual basis. Possibilities for equitable access and connectivity include the Rails to Trails project to create a multi-use trail from Miller Park to 30th Street and Havenwoods Park.

Department of City Development (DCD)

Lafayette Crump, Ken Little

September 8, 2020

DCD plans to focus more developments in all parts of the city, rather than simply concentrating on Downtown and the surrounding areas. The City needs to find ways to convince developers to construct in areas outside of Downtown through incentives and through early conversations to open up possibilities. Moreover, there should be an acknowledgment of the many areas where Milwaukee ranks low with respect to African-

American economic success by taking creative action to improve these particular neighborhoods. Sherman Phoenix was an example of the successful implementation of a tax incremental district outside of Downtown. While there are existing economic development tools for commercial corridors such as Brew City Match and MKE United, new revenue streams should be explored for business improvement districts.

Regional Transit Leadership Council (RTLCL)

Dave Steele

September 8, 2020

RTLCL is a coalition of regional leaders seeking to convene organizations, champion transportation choices, build upon transportation options, work across transit lines, and support equity. Despite common misgivings, Milwaukee ranks high in its transit ridership. Data show that communities of color are more reliant on transit and suffer more from system cuts, especially because many people cannot afford to own cars and do not have driver's licenses. With many jobs inaccessible by transit, RTLCL aims to provide emergency transportation funding to displaced workers in light of COVID-19, embrace Complete Streets, and support the current bus system. RTLCL also supports bus rapid transit, especially the plan to connect Milwaukee, Waukesha, Ozaukee, and Washington Counties, along with implementing technology more intelligently, and integrating various modes to allow riders to seamlessly arrive at destinations.

Office of Violence Prevention (OVP)

Arnitta Holliman, Jamaal Smith

December 14, 2020

OVP is part of the Milwaukee Health Department, sponsoring and bringing community organizations together with the aim of reducing violence through prevention and intervention strategies, reimagining public safety, and implementing the Blueprint for Peace. The Blueprint, which was crafted with robust community and grassroots input, acts as the voice of the community and requires collaboration from all participating organizations. Goals include addressing youth violence, domestic violence, sexual assault, suicide, segregation, homelessness, poverty, and mass shootings, while improving access to mental health services. While in recent years OVP's actions have

contributed to the downward trend in violence in the community, implementing the full Blueprint plan requires a greater commitment in the City budget to advance these priorities.

V. RECOMMENDATIONS

In synthesizing research with group discussions, Millennial Task Force members developed an extensive list of recommendations for the Common Council that, if implemented, would improve many facets of life for young people in Milwaukee. As representatives of local businesses and other organizations, Task Force members believe that these ideas, which include both simple, short-term prescriptions and long-term aspirations, can build momentum among fellow Millennials who want to build a better city with prosperous neighborhoods. Many of the following recommendations concern policies and programs, while some explore general attitudes or actions that City government elected officials and departments should embrace. The Task Force's solutions offer support for initiatives that are already underway and new ideas that could spark excitement among Milwaukee's young residents and those considering moving to the area.

Infrastructure and Transportation

Policy

1. Commit to modern, multi-modal transportation.
 - Explicitly state that the City aims to reduce automobile trips, and ensure all policies, designs, decisions, and ordinances, including the zoning code, parking requirements, and parking pricing, reflect this goal.
 - Increase parking-at-grade property value assessments or other mechanisms to encourage better street usage.
 - Eliminate required parking minimums in the zoning ordinance and replace them with parking maximums.
 - Mandate that safety, comfort, and access for all users is prioritized over speed and capacity in all street design projects in order to reduce speeding and increase the number of walking, biking, micromobility, and transit trips. This policy shift represents a greater commitment by the City than the current Complete Streets initiative, which lacks design standards and self-enforcement.
 - Ensure all new road construction undergoes a thorough road diet analysis that

prioritizes pedestrian safety and access.

- Support, encourage, and fund sustainable transportation options for all residents of Milwaukee to combat climate change and provide equitable access to jobs, education, and recreation.
 - Offer rebates, incentives, and subsidies to residents, property owners, and business owners who purchase electric vehicles, micromobility devices, and electric fleets, and who build electric vehicle infrastructure.
 - Become a leader in piloting innovative transportation modes and technologies, including dockless mobility, electric mobility, and autonomous mobility, by eliminating unnecessary regulation and bureaucratic hurdles.
 - Provide operating funds for bike share operation and micromobility to ensure residents in all neighborhoods have reliable access to these transportation options.

2. Commit to equitable development.

- Support the efforts of the Equal Rights Commission and the Health Department to ensure all actions impacting the right of way comply with the City's Achieving Racial Equity Resolution.
- Prioritize development of infrastructure in disinvested areas, including marquee projects such as the 30th Street Corridor-Shared Use Trail.
- Pilot active streets programs that are community group-led via various funding mechanisms.
 - Monitor these programs and set benchmarks for success to determine future funding.

3. Commit to Vision Zero.

- Explicitly state that the City is working to eliminate serious injury and death caused by traffic violence in the goal of creating a safer, healthier, and more equitable city.
 - The City adopted the 2020 report highlighting safety measures related to education, engineering, and enforcement outlined in "City-County Carjacking and Reckless Driving Task Force," and the City's Intergovernmental Relations

Division's 2021-22 State Legislative Agenda calls for supporting the legislative changes outlined in the report.

Implementation

1. Join NACTO.

- Become a member of the National Association of City Transportation Officials (NACTO), the leader in reimagining city streets to make them safer, more equitable, sustainable, and vibrant, and adopt NACTO's street design guidelines.
 - Milwaukee's non-membership is conspicuous and an indication it is falling behind its peers; 86 cities and transit agencies in North America are members of NACTO.

2. Create a modern transportation agency.

- Re-organize the Department of Public Works (DPW) Infrastructure Services Division, and other applicable departments and divisions, to reflect a modern transportation agency tasked with addressing equity, climate change, safety, economic development, mobility, mode shift, and quality of life relating to right-of-way improvements.
 - Rebuild streets, trails, other public rights-of-way to support non-automobile modes of transportation such as walking, biking, micromobility, and transit
- Develop a new strategic plan that identifies a vision, goals, and meaningful next steps toward implementation.

3. Develop a sustainable infrastructure funding source.

- Develop and propose a well-researched, widely-supported, and sustainable funding source to generate local revenue for transportation
 - Funding would support maintenance, transit, mobility, and streetscape improvements.

4. Eliminate jaywalking as an offense in the city.

5. Develop an ambitious pedestrian zone road map that converts one street or alley in each neighborhood to a pedestrian plaza or public space. Start with a pilot program of one to two spaces per year.

Employment and Economic Development

1. Develop a \$10 million 'Milwaukee Residency Program,' which would include a summer of immersive programs and experiences for startups.

- Program would award innovative, scalable, and job-creating startups with \$50,000 in non-dilutive grants.
- Startups would gain access to an ecosystem of resources in exchange for headquartering their business in Milwaukee for at least one year.

2. Create a Department of City Development (DCD) public/private Opportunity Zone Fund and/or a Revolving Loan Fund for Community Development of not more than \$10 million.

- This could be expanded to business improvement districts (BID).
- Investment would be paid back to the City with a percentage going toward BIDs to increase capacity.

3. Formalize a resident-first planning process to ensure neighborhoods at risk of displacement and gentrification have protections in place before development begins.

- This planning process should follow the Government Alliance on Race and Equity (GARE) framework, which is a national governmental network seeking to achieve racial equity. The City's Office of Equity and Inclusion is implementing GARE through each City department.

4. Create a Department of Transformation to act as a "modern-day suggestion box," enabling City employees and possibly community members to develop and share ideas for improving public services by writing proposals for seed money in order to improve systems, inspire innovative action across sectors, and evaluate outdated projects and procedures.

- The department, which could be modeled after Denver's Peak Academy, should be staffed and resourced as a pilot program that could expand based on a set of criteria.
- The department would be eliminated after five years should it not generate enough self-supporting revenue over that time period.

5. Establish a department, task force, or program devoted to attracting and retaining talented people in the city.

6. Create Talent Investment Districts, which would operate similarly to BIDs and NIDs, to collect and allocate funds towards attracting, developing, and retaining talented individuals in particular neighborhoods.

- Talent Investment Districts would be funded through assessing additional fees on surface parking lots, which offer little value to Milwaukee.

7. Increase funding for the Direct Connect MKE program.

- Support a comprehensive print and digital media campaign to reach young people living in Milwaukee's ZIP codes with the highest unemployment rates.
- Expand the platform nationwide to attract out-of-state people to Milwaukee.

8. Explore a Universal Basic Income (UBI) program.

- Build upon UBI pilot program idea proposed by Alderwoman Chantia Lewis in 2019.
- Raise private funds and select low-income families to receive \$500 a month.
- Money could not be diverted to satisfy debt or obligated expenses, or paid to a "middle man."

9. Establish a social entrepreneurship fund whereby the City provides funding, mentorship, and other resources to social entrepreneurs.

- The City should outline specific challenges facing Milwaukee and then select applicants who propose one-year action plans to combat targeted problems.

10. Assist and expand startups, apprenticeships, and internships.

- Offer more assistance and incentives to small startups as opposed to big companies.
- Promote and formalize apprenticeships.
- Improve career pathways to ensure that talent pipelines such as internships lead to future job opportunities.

11. Expand economic development tools.

- Increase capacity and resources for BIDs to improve commercial corridors, and grow tax increment financing (TIF), which help expand property tax bases and fund site improvements that would not otherwise occur.
 - Allocate funds from successful BIDs and TIDs to underperforming BIDs and TIDs.
- Implement anti-displacement measures.
- Create programs for childhood development or tax credits for childcare.
- Explore a revolving loan fund program to purchase empty buildings.
 - Cincinnati's \$50 million New Markets Fund allows the Cincinnati Central City Development Corporation (3CDC) to buy property within the Over the Rhine neighborhood.

Racial and Criminal Justice

1. Implement anti-racism solutions.

- Increase tax levy support for the Department of Administration's Office of African American Affairs (OAAA) to \$240,850, connect it with the Health Department, and coordinate OAAA's efforts with the County's OAAA office.
 - The City's OAAA was allocated a total of \$190,850 in tax levy funding in the 2021 City Budget through the Department of Administration.
 - The OAAA was re-structured in 2021 and currently employs two full-time staff members, allocating \$141,050 to salaries and \$49,800 to operating costs.
 - The additional \$50,000 can increase access to City and other community services through the OAAA in collaboration with government agencies and

- nonprofits. The funds should also strengthen and expand racial equity and inclusion partnerships.
- Encourage collaboration among OAAA, the Office of Equity and Inclusion, the Office of Violence Prevention, and the Office of Workforce Development to implement specific goals.
 - Provide an update on the draft assessment report recommendations from the Milwaukee Collaborative Reform Initiative, tasked with addressing racial and criminal justice issues. Specifically, inform the public of progress regarding the following recommendations:
 - Recommendation 1.2: The Fire and Police Commission (FPC), in conjunction with the Milwaukee Police Department (MPD), should expand its current examination of barriers to recruitment to include hiring and promotional practices.
 - Recommendation 37: MPD should require that all complaints are sent to the Internal Affairs Division (IAD) for review and determination for appropriate assignment.
 - Recommendation 42.1: MPD needs to evaluate and analyze complaint data to inform and develop appropriate interventions, training, and policy implications across the organization.
 - Modify police training.
 - Implement OVP's Blueprint for Peace and the Wisconsin Policy Forum's policing reform recommendations in police training.
 - Establish metrics of success for implementing these procedures and standards.
 - Expand emotional intelligence and cultural competency assessments to all City employees.
 - Support the new Director of Office of Employee Relations in seeking out city-wide diversity and inclusion training in the Request for Proposal to ensure a fair and equitable process in order to attract and retain Millennial talent.
 - Support, seek, retain, and develop Millennials in City departments.
 - Support the City's Employee Resource Groups (ERG).
 - Conduct diversity assessments to track how efforts are being used to attract,

hire, develop, and sustain Millennial talent.

- Incentivize first-time home buying and residence in Black and Brown neighborhoods.

Health and Wellness

1. Address the major impacts COVID-19 has had on the Black and Brown community.

- Ensure that the vaccine is equitably and evenly distributed by all parties involved, including the Health Department.
 - Ensure that the Black and Brown communities, who are at a higher risk of contracting COVID-19, are prioritized fairly.
 - Conduct an outreach campaign about preventing the transmission of COVID-19 after individuals have received the vaccine.
 - Ensure that COVID-19 resources are evenly distributed.

2. Recommend a Council-sponsored report analyzing the supply of grocery stores, parks, pharmacies and other neighborhood amenities within each Common Council district, and the average distances between residents' homes and these essential locations.

- Subsequently, develop a set of supply and distance benchmarks, whereby within Milwaukee's 15 districts, each resident would gain equitable access to nature, pharmacies, grocery stores, and other vital neighborhood amenities.

3. Increase tax levy support of the Office of Violence Prevention (OVP) to \$2,442,625.

- OVP was allocated a total of \$2,142,625 in tax levy funding in the 2021 City Budget through the Health Department.
 - OVP employs nine full-time staff members and allocates \$552,625 to salaries, \$1,110,000 to special funds for projects such as the Violence Prevention Initiative, and \$480,000 to Special Purpose Accounts, including Violence Interruption.
 - The figures listed above exclude OVP's grant funding.
- These additional funds can increase the number of full-time staff members and expand OVP's special funds for projects such as the Violence Prevention Initiative

and Violence Interruption.

- Council members should annually review and advocate for the goals and strategies contained in the Blueprint for Peace through policies and investments.
- Balance violence prevention investment with the Milwaukee Police Department's (MPD) budget.
 - As of 2021, OVP is funded by the tax levy at a ratio of 1:350 compared to MPD.
 - Reduce this ratio to 1:70 by 2025 through increased public investment in violence prevention programming.
- Ensure that state and federal lobbying prioritizes advancing violence prevention policies and investment.
- Treat victims of domestic and intimate partner violence with dignity and protect their rights through increased engagement and investment.
- Eliminate death and injury caused by police violence.
 - Millennials led protests in Milwaukee and throughout the country calling for greater police accountability and reimagining public safety.
 - Reduce harm through sound public policies.
 - Fund public health and violence prevention, which are better usages of tax dollars than paying out court settlements.
- Prioritize gun violence prevention.
 - Gun violence is the leading cause of death of young Black and Latino men in Milwaukee between the ages of 16-34 and the leading cause of death of US children and teens.
 - This is a public health crisis of extreme concern for all young people.

4. Create free mental health introductory consultation or counseling services for all Milwaukee residents.

- Mental health is under-resourced and misunderstood in Milwaukee.
- Enact a marketing campaign to ensure services are easily accessible and residents become aware of how to access these free services.

Education

1. Incentivize young people to stay in Milwaukee for college.
 - Devote more local resources to scholarships, grants, and ACT preparation and training to support local programs such as Upward Bound and TRIO & Pre-College Programs.
 - This could help attracting students from the rest of Wisconsin as well as Milwaukee.
 - Many students in Milwaukee choose to enroll in the PEOPLE program in Madison.
 - Offer free or discounted tuition to students enrolling in Milwaukee universities within the same state of residence.
 - Milwaukee's version of the PEOPLE program could do this.
 - Offer more scholarships and a city pool discounted rate for local students.

2. Expose young people to non-traditional career pathways available in Milwaukee, such as apprenticeships and jobs that don't require a college degree.
 - Implement this as part of high school and college curriculums.
 - Create a City of Milwaukee Career Day to expose youth to jobs that don't require a college degree. Share pathways to successful careers that do not require a college degree.
 - Expand on public schools that offer special industry training such as Bradley Tech High School and Milwaukee High School of the Arts.
 - Foster DCMKE's efforts to spread awareness of apprenticeship pipelines created by member agencies by providing City funding to DCMKE.

3. Improve the college experience, implement curriculums to teach students about Milwaukee job possibilities, and expose them to the city.
 - A possible partnership between HERA, NEWaukee, and the Commons could create a "Milwaukee" curriculum for colleges to implement.
 - Develop a pre-internship program that teaches professional development skills along with information about Milwaukee that would be a prerequisite to a traditional

internship program.

- Elevate the City's Earn and Learn program.
 - The Earn and Learn program has been around since 2004. While the fund created in 2011 has helped strengthen the program, there needs to be support from the City budget to strengthen this initiative, connect more students to the program, and to increase the Community Work Experience (CWE).
 - Ask existing Hope Partners (partnering corporations and foundations) to increase the giving commitment to enhance the program.
 - Provide participating students with enrichment activities to enhance their soft-skills and goals for future careers.

Marketing and Storytelling

1. Create a central storytelling hub within the City to help promote a positive narrative and to reach a large audience through program marketing.

- Craft an identity based on authentic pride for Milwaukee by dedicating a position in the City's Public Information Division in the City Clerk's Office.
 - A lack of pride and strong narrative is a likely reason students leave Milwaukee for college.
- Appoint a representative of the Millennial Task Force to advise this effort.
- Increase public awareness of City programs.
 - Many people are unaware of available programs and unable to easily find information.

2. Work with and encourage outside organizations to develop a positive narrative for Milwaukee and to increase public awareness of opportunities and assets in the city.

- Incentivize VISIT Milwaukee and other organizations to promote Milwaukee.
- Partner with companies to help them improve their branding, talent attraction, and identities.
 - Historic companies that are no longer in touch with younger generations should help startups.
 - Use a bottom-up approach, such as with the Sherman Phoenix development

success.

- Promote and assist communities, small businesses, and startups.

3. Improve City government's "company culture."

- Expand File Number 191461, which directs the Employee Relations Director to implement a plan for conducting regular "stay interviews" with City employees.
 - Perhaps request dedicated City funding and a position to conduct these interviews.

VI. ATTACHMENTS

Appendix A:

Minutes of the meetings of the Millennial Task Force

Appendix B:

Legislative Reference Bureau-issued research relating to the Millennial Task Force

Appendix C:

For all other documents, studies, articles, or further information relevant to the Millennial Task Force, please refer to Common Council File Number 191649 at <https://milwaukee.legistar.com/LegislationDetail.aspx?ID=4323052&GUID=7706F4DE-B1B8-4956-A898-69C9FB28F453&Options=ID|Text|&Search=191649>

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