

MKE Hubs Project at McGovern Park

Request for approval of ground lease and
developer agreement term sheet with
Jewish Family Services

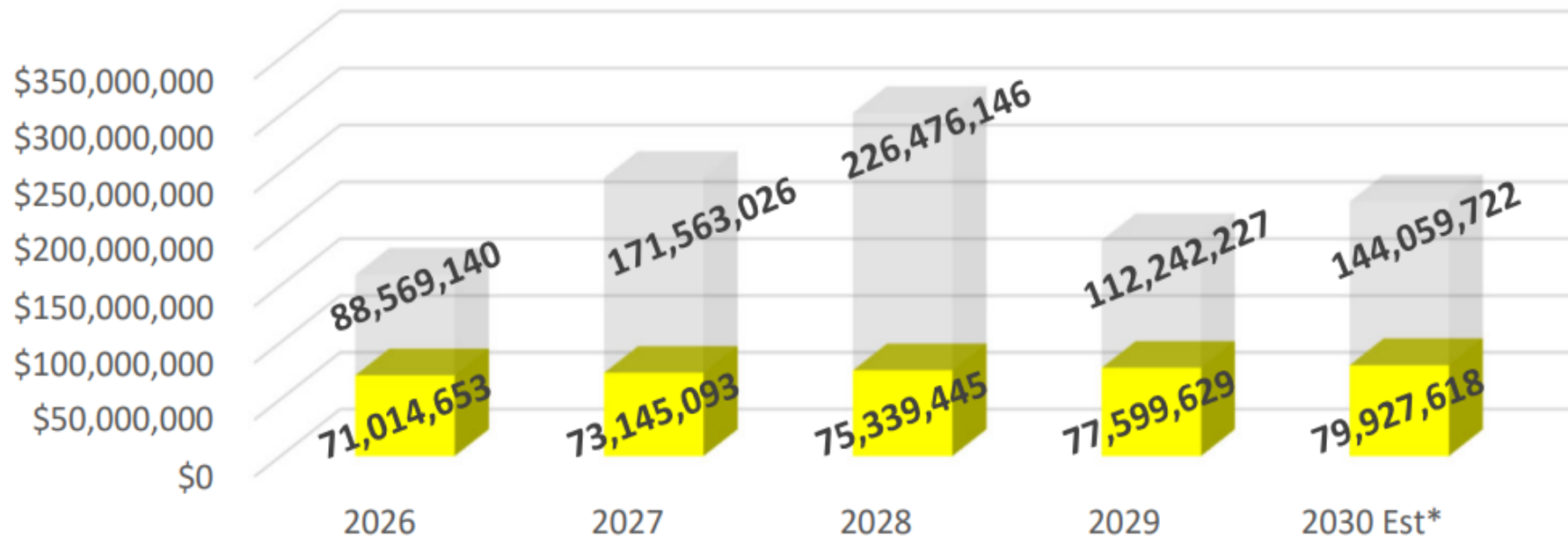




**Achieving Our Vision
Requires Creativity**

We Can't Maintain all our Buildings

Estimated County Funding Gap of Capital Projects



**Based on average of the previous 4 years.*

■ Est County Funding (bond+cash) ■ Est County Funding Gap

We Can't Maintain all our Buildings

- Five Year capital plan reflects cumulative funding gap of \$743 million when comparing estimated project needs to available bonding cap funding from 2025 to 2030
- Five Year Capital Plan - Large Project Examples:

Project Description	Est County Cost	Project Description	Est County Cost
New Courthouse Project	\$ 480,315,000	Senior Center Improvements**	\$ 20,148,642
Kosciuszko Community Center	\$ 15,964,406	Zoo Front Entrance	\$ 12,891,160
Washington Park Service Yard	\$ 12,034,670	Zoo New Tropics Building	\$ 24,000,000
Bay View Park Reventment	\$ 17,359,380	Fleet & Bus Replacements (5 years)	\$ 60,000,000
Lake Michigan Bluff Repairs	\$ 13,500,000	Bus Replacements (5 Years)	\$ 16,800,000
Mitchell Park Domes*	\$ 30,000,000	ROD Vital Records Storage	\$ 29,277,040

- Bonding cap does not support financing for all of these and other necessary projects
- County will need to continue to identify solutions to address its capital financing challenges, which may include continued reduction in footprint, identification of creative financing options and external revenues
- MKE Hubs Project at McGovern Park includes construction of new senior/community center at minimal cost to the county

**Mitchell Park Domes \$30M reflects county share of 2025 budget amendment #6. All other projects from 5-year capital plan.*

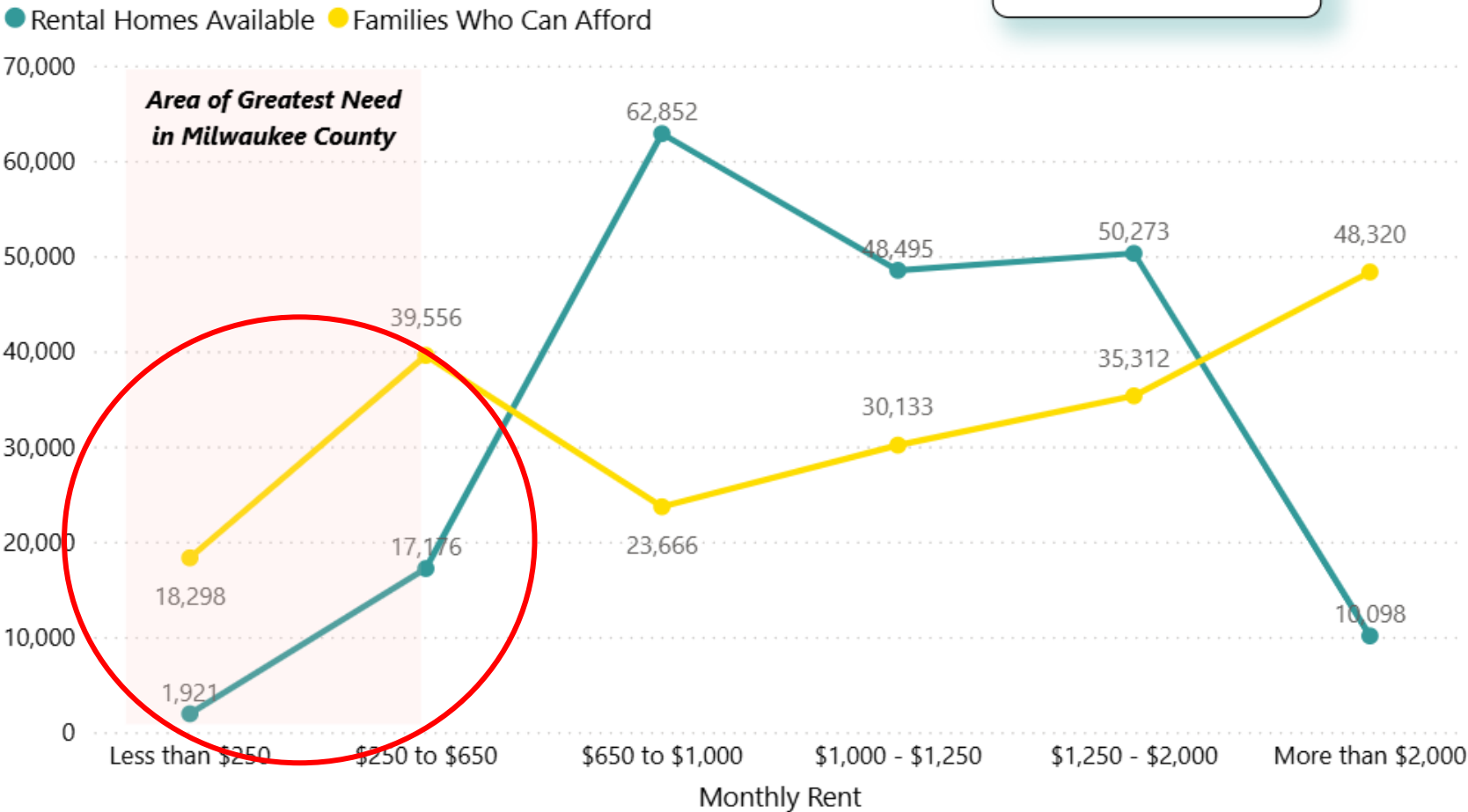
***Sr Center Improvements \$20.1M includes multiple projects on 5-year plan (restroom renovations, ADA compliance, HVAC, basement repairs, other)*



We Need 10,000s More Affordable Homes

Available Rental Housing by Income Bracket

2023





**Welcome To
McGovern Park
Senior Center**

Our Communities Deserve Better

Background Photo by Jeramey Jannene of Urban Milwaukee

A Creative, Mission-Aligned Project

This is a multi-department, multi-sector partnership aligned on goals to

- offer a **financially sustainable future** for an improved senior/community center and park,
- offer **improved programming** under the MKE Hubs vision,
- **improve the park**, and
- **add affordable housing** for older adults



An aging facility with growing needs

Size and infrastructure challenges

- Mechanical systems, HVAC
- Parking lot
- Kitchen
- ADA restroom
- Roof
- Painting, ceiling, and flooring

5-Year Capital Need: \$1,750,000+
(not inflation adjusted, nor inclusive
of design or project costs for major
projects)



Activity at McGovern Park Senior Center

- McGovern Senior Center occupies about 9,000 square feet of usable space
- Serves meals 5 days a week to 50 people or more
- Proudly has a quilting space, and an award-winning master quilter who attends!
- Has a lapidary machine (the only Senior Center with that resource)
- Its most popular class is line dancing- there have to be 3 sections because the room isn't big enough for all who want to attend





THE MKE HUBS

Reimagining Senior Centers for
Milwaukee County in the 21st Century

MILWAUKEE COUNTY COMMISSION ON AGING
Select Committee on Senior Centers



Case study examples

- **Costa Mesa, CA – Senior Housing at Existing Senior Center**

- ✓ 70 affordable senior apartments built on portion of city parkland adjacent to existing senior center.
- ✓ City retained land ownership through a 99-year, \$1/year ground lease to nonprofit developer.
- ✓ Adjacent Senior Center remains operational; housing residents gain walkable access to services.
- ✓ Funded with County (\$13.5M), HOME, LIHTC, and density bonus.
- ✓ Project was unanimously approved in 2025 as a “campus of support.”

- **Fremont, CA – Housing Integrated With New Senior Center (approved 2024)**

- ✓ 84-unit affordable senior housing project integrated into a new, modernized Senior Center on city-owned land.
- ✓ Shared entrances, program spaces, and wellness services
- ✓ Project funded with LIHTC, state and local grants, and a public-private partnership.
- ✓ City emphasized intergenerational activity and equity for aging residents.

- **Madison, WI – Madison Public Library on Parkland - Imagination Center at Reindahl Park**

- ✓ 17,500 sq. ft. public library and event space built within active city park to expand access in underserved area.
- ✓ Outdoor gathering areas integrated into existing green space.
- ✓ Funded with \$18.6M public and philanthropic dollars, including \$4.25M state grant.
- ✓ Features: classrooms, meeting rooms, flexible pavilion, outdoor seating, solar tree.
- ✓ Designed to enhance, not replace, recreational park use. Opening 2026.



Finding the right partner

- 2024: Request for Qualifications (RFQ) to identify partners interested in re-developing the McGovern site
- 11 qualified responses
- Jewish Family Services (JFS) a local charitable organization was unanimously selected as the recommended partner
 - Real estate development expertise
 - Supportive senior affordable housing
 - Human services mission alignment

JFS demonstrated a clear understanding of the County's vision to integrate senior housing with a community-focused senior center, and a commitment to a person-centered, "joyful aging" approach that the Commission on Aging advocates



Jewish Family Services, Inc.



Agency Overview:

- Nonprofit charity serving Milwaukee County since 1867
- Mental health, youth & social services, housing, vocational training, employment, education, outpatient medical care, etc.
- Serving more than 2,500 people of all backgrounds annually.
- \$8M budget and about 80 staff

Housing Overview:

- Since 2010, developed 5 affordable housing residences for seniors and families with a total of 266 units
- Units designated for special needs populations
- JFS provides on-site supportive services
- Partnership with Brown Deer to include Brown Deer Community Center on-site



Project Evaluation Criteria

- Continuity of senior center service
- Maintain the same quantity of parkland
- Create an MKE Hubs facility
- Integrate park amenities and spaces
- Embrace AARP Livable Communities principles
- Provide affordable housing for adults over 55
- Offer financially feasible solutions (limit County operational and capital dollars)
- Consider Sustainable Design standards
- Consider accessibility and public transportation
- Consider interconnectedness to the greater neighborhood



Summary of Options

- Option 1: Maintain Existing Structure
- **Option 2: Build in Park Using Appropriation and Affordable Housing Application Cycle**
- Option 3: Build in Park with Extended Timeline
- Option 4: Consider Locations Outside the Park
- Option 5: Concentrate Efforts to Building New MKE Hubs Facility in Park (no housing)



Feasibility Analysis Summary

- Project team recommends the option to build an MKE Hubs Facility in McGovern Park with affordable housing.
- Ideally, to align with the current WHEDA LIHTC Affordable Housing Cycle
 - Requiring a year-end application
 - Local approvals necessary prior to the application

A financially sustainable future for an improved senior/center and park, offers programming under the MKE Hubs vision, adds affordable housing for older adults and supports the County's strategic plan.



Community Outreach and Results

- Started in 2017 as concern for fiscal sustainability and maintenance of the McGovern space grew
- Held listening sessions in 2019 about a possible solution to co-locate with the Westlawn community space

Overwhelming response to keep the senior center at the current location

- Heard about 50% support, but concern about how housing with the Senior Center would increase potential for crime and noise in the area
 - Held a second round of listening sessions in May, with more specific written feedback collected
 - Fewer people attended than the first set, with a core of 12 people that attended every listening session
 - 31% reported living in the 53218 zip code; most reported utilizing the Senior Center
 - 35 people completed feedback forms. 20% supported this project
 - Concerns include: safety (specific to who housing will attract), dedicated space and time for seniors, cleanliness, traffic, parking, and environmental impact
 - Knocked door-to-door on every door around the park and one block deep; talked to 39 residents directly
- 48% supported the project, 41% were neutral, 13% were against it.**



Impact on McGovern Park

- This is a change of use, but it can be done in a way that is compatible with the park
- Similar to other new buildings constructed in Parks, sustainability embedded in design
- JFS would lease ~5.5 acres of McGovern Park for this development within the Southeast corner of the park where the Senior Center and parking lot is currently located
- Minimizing the impact on green space and natural areas
- Parks oversight on project design
- Moving the Center improves access to the lagoon
- Increasing “eyes on the park” could improve public safety

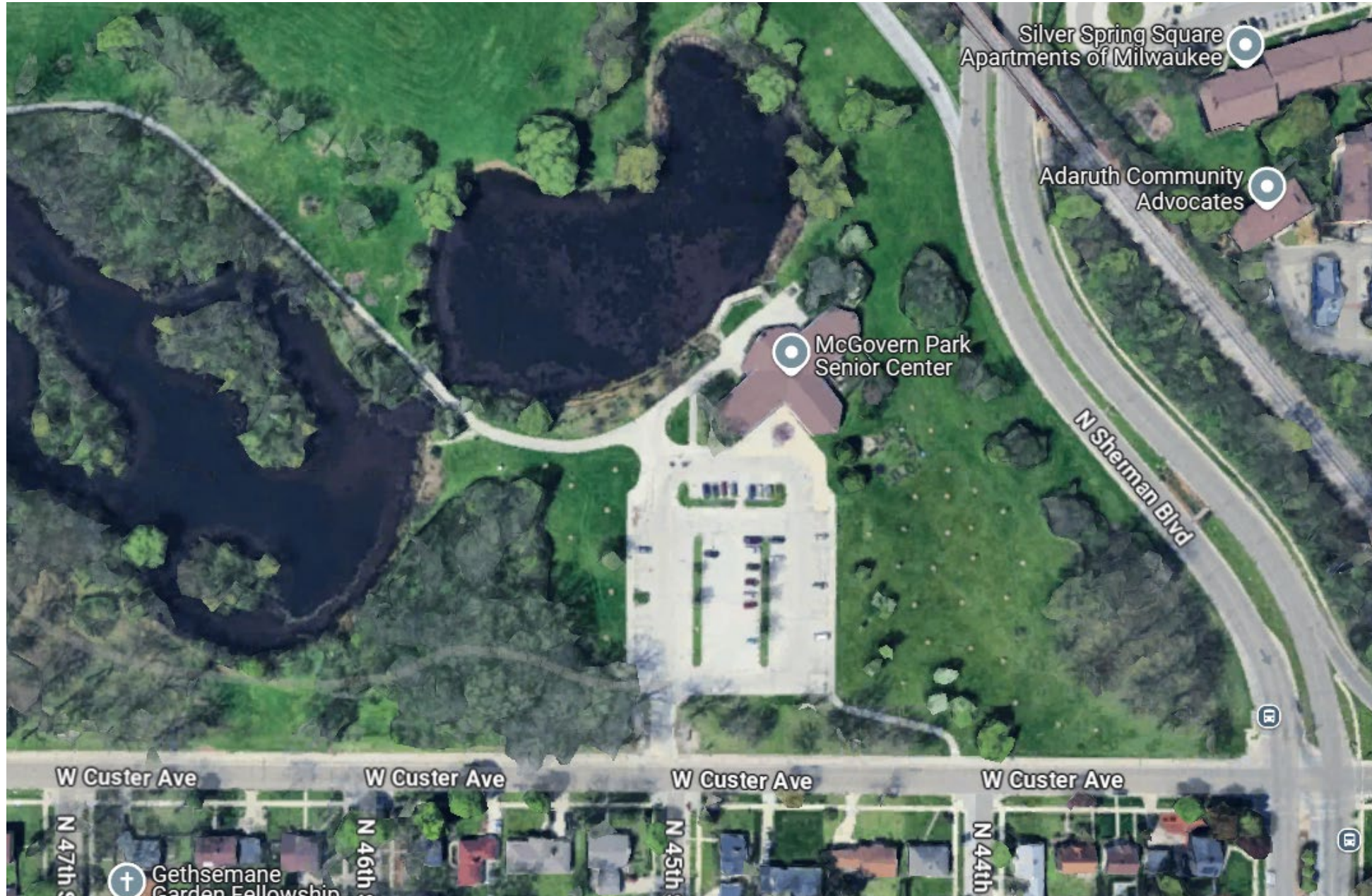


Summary of Ground Lease Term Sheet

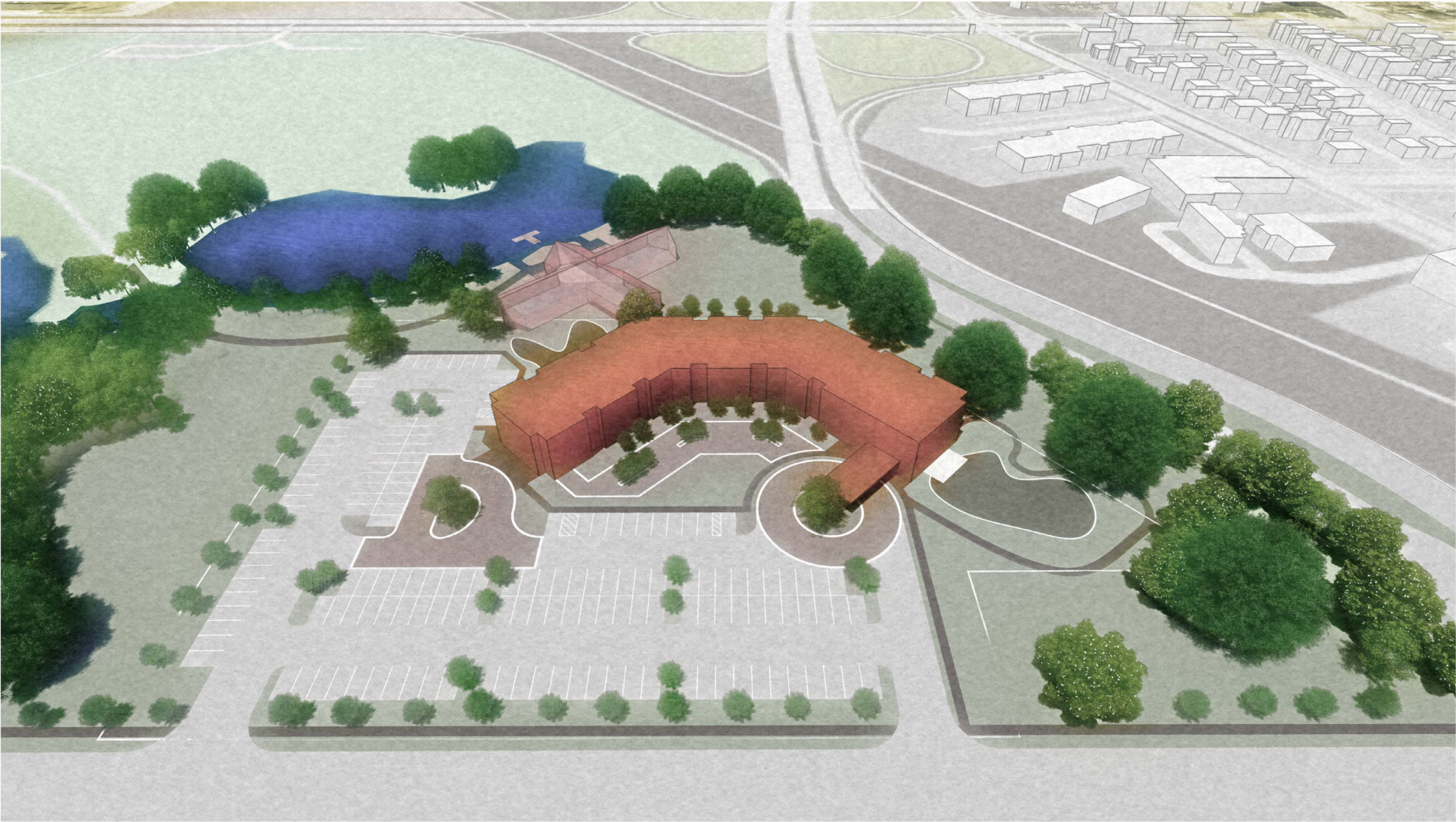
- The Ground Lease Term Sheet governs the project
- County retains ownership of park land
- Lease term length - 60 years with renewal terms of up to 99 years
- JFS would be responsible for property maintenance and management of the housing units
- JFS would have to manage the noise, light, and any impacts from people living in the development to minimize impacts to the park
- In the design and construction of the development JFS agrees to –
 - Align with the County's sustainable building guidelines that promote environmental sustainability
 - Minimize environmental impacts such as bird strikes on windows or stormwater runoff
 - Replace all trees that are impacted by the development.
 - Achieve Milwaukee County's goals for Targeted Business Enterprises
- Future negotiations of Senior Center building lease



Draft Concept



Draft Concept



JLA
ARCHITECTS

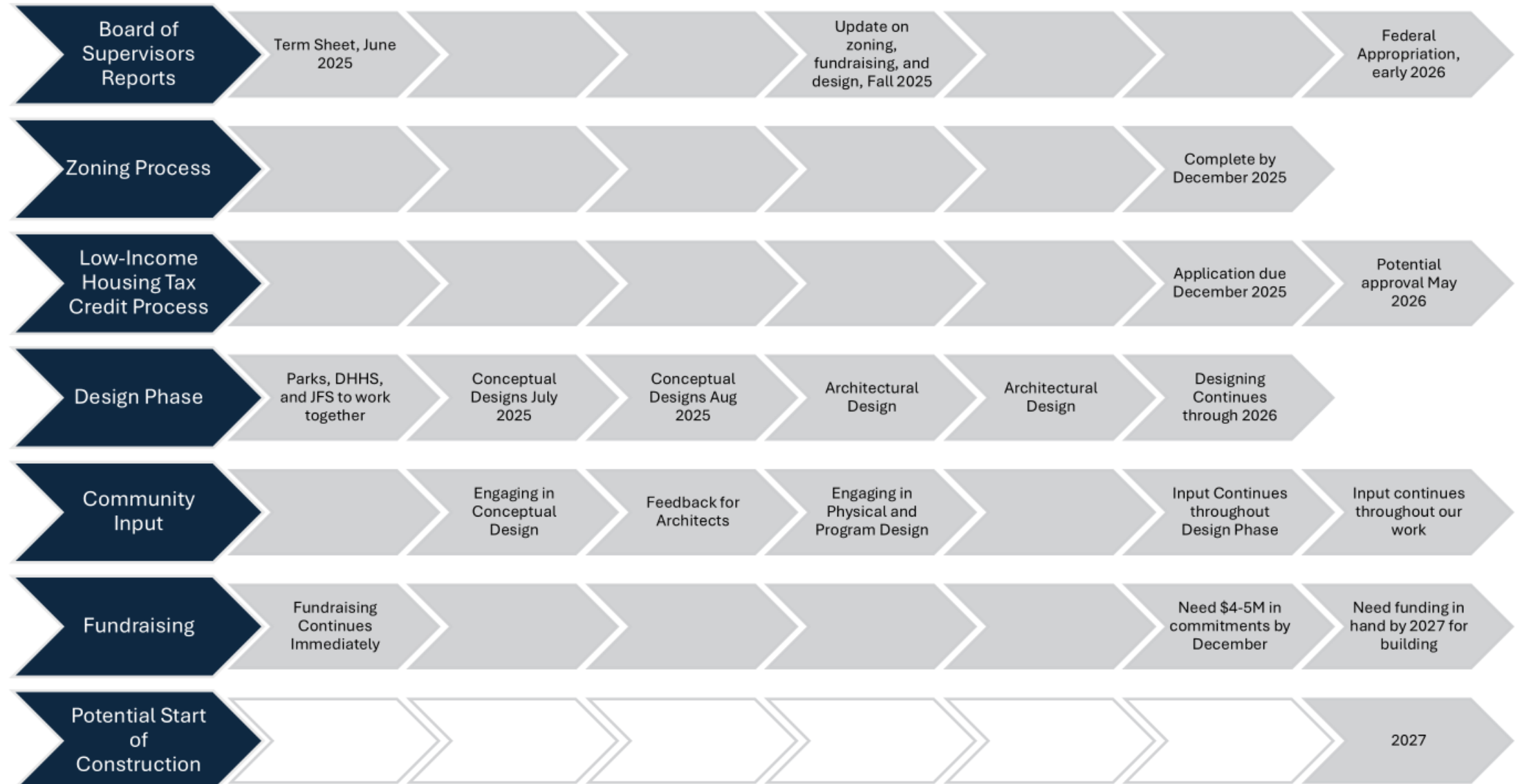
JFS – MCGOVERN PARK

VIEW #1 – AERIAL FROM SOUTH WITH EXISTING SENIOR CENTER

MAY 30, 2025
11x17



Next Steps



FAQs



Build in Park Using Appropriation and Current Affordable Housing Tax Credit Cycle

Estimated capital cost: \$21 million with opening in 2028

- \$2 million appropriation from County
- \$14 million of developer financing
- \$5 million gap to be filled by private efforts



Milwaukee County parks are a scarce natural resource. The proposed development will encroach upon parkland and reduce public access to the park.

- The proposed development will not add significantly to the portion of the park that is developed or hardscaped. The development will fit mostly within the footprint of the existing senior center and parking lot at McGovern Park. The residences will sit on top of the senior center and will not add significantly to the footprint of the new building.
- The proposed development will preserve and enhance the integrity of the park by moving the senior center closer to the periphery of the park and MCTS service.
- The proposed development will improve the park experience for visitors by creating better public access to the southeastern edge of the lagoon. This edge of the lagoon is presently occupied by back-of-house for the Senior Center and includes an exposed dumpster, meters, and pavement along with a fishing pier. As part of the proposed project, the team will work with Park staff to envision and create a new waterfront amenity that honors and enhances this prominent site.
- We do not propose to fence off any portion of the park for private usage.



Frustration that the County has chronically underinvested in parks, and particularly those parks that are in minority and low-income neighborhoods. Frustration for the deferred maintenance at McGovern Park and the senior center.

- Milwaukee County struggles with more infrastructure needs than we have resources to support. To that end we've exited and sold over 3M square feet of real estate over the last decade plus. That works continues. The proposed development seeks to redress this is by investing millions of dollars into a new senior center that will improve the park experience for low income and minority residents as well as the entire community.
- The County does not have the capacity to renovate the existing senior center or build a new senior center. If the County does not act on the proposed development, the existing building will continue to suffer and will become a blight upon McGovern Park.



The parks should be preserved for public benefit exclusively. The proposed development will benefit a private entity. Further, the proposed development sets a precedent such that "every developer in town" will try to develop parkland for their own benefit.

- The proposed development advances clear goals that the County has set forth related to senior and community centers and affordable housing. The development will not benefit a private entity. The County will ensure that the development remains affordable in perpetuity and cannot be converted to market rate housing at any point.
- JFS is a mission-oriented charitable organization that provides supportive services to families, children and individuals. They also develop affordable housing as a not-for-profit developer. To the extent that there is any cash flow from the property, the funds will be reinvested into the mission of JFS to provide human services to residents of Milwaukee County.
- The County does not intend to sell parkland to a private developer. Rather, the County will enter into a long-term ground-lease and development agreement with JFS. If JFS fails to meet the terms of the lease or agreement, the County reserves the right to terminate the lease with JFS.
- The public approval process ensures the County remains in full control over any proposed development activity in County parkland. The McGovern Park project is unique. The Milwaukee County Board remains in control of determining which if any, developments may advance.



The development of housing could bring more crime to the park.

- Parks can be unsafe in the evenings and at other times because there are fewer people around. The inclusion of housing means that there will be more people around and more "eyes on the street" to deter crime.

The development will introduce overnight parking to the park. This could lead to abandoned vehicles and/or non-residents parking in the park.

- We envision that the residences and senior center will have separate parking areas. Every car parked overnight must be registered with the housing property manager. Any car that is not registered will subject to towing.

Though this is senior housing, there is the potential for young people to stay over for long periods of time. This could create problems in the park.

- The presence of overnight visitors is strictly regulated by the lease. Visitors are only permitted to stay for brief periods of time. Residents who violate the lease are subject to termination.
- JFS is a hands-on developer and owner of affordable housing. They are at their properties daily to ensure they are well maintained and to address any issues.



Strengths and Weaknesses

- Offers a creative solution rooted in multi-department and multi-sector partnerships to provide an improved well-loved amenity with a financially sustainable future
- Turns a highly-loved center into a community facility with opportunities for multi-generational programming
- Meets project evaluation criteria
- County has time-sensitive funding available for the project
- Project likely to score well on a housing tax-credit application
- Leverages private investment to address ongoing County capital funding shortfall
- Jewish Family Services has been a good partner during feasibility and is a mission-aligned organization, any excess cash flow would be reinvested in the project
- Project scope could include improvements for the park
- May improve security in the park
- Reduces operating dollars for the County by incorporating senior/community center into a larger building
- Would increase park activity
- Maintains the senior center in the park
- Requires clear policies on property management to handle increased park usage
- Requires clear delineation of roles and responsibilities between Milwaukee County and JFS for parking and surrounding activity
- Requires Parks Department input on design and construction to minimize environmental impacts and enhance inter-connectivity of the building and park.
- Requires input from residents, seniors, COA on architecture and design



Questions?





**MILWAUKEE
COUNTY**