

A PARTNERSHIP FOR CHANGE



JUNE 2003

A STRATEGY AND VISION FOR THE UWM NEIGHBORHOOD

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PROLOGUE

The primary intent of this report is to summarize the planning process and recommendations for the Strategy and Vision for the University of Wisconsin – Milwaukee Neighborhood study.

The study was managed by the City of Milwaukee’s Department of City Development (DCD) through funds provided by the University of Wisconsin – Milwaukee (UWM). Its overarching goal was to facilitate a collaborative dialogue with key stakeholders that would prioritize key issues and identify action strategies that address each issue. Key stakeholders involved in the planning process included representatives from the Murray Hill, Cambridge Woods, Mariners, and Watertown Landmark Trust neighborhood associations as well as the Oakland Avenue Business Improvement District, Citizens for City Neighborhoods, Third District Alderman, Milwaukee Departments of Neighborhood Services and City Development, Milwaukee County, and the University of Wisconsin – Milwaukee’s students and employees.

The year long study included regular meetings with a Contract Team, Technical Advisory Group and Citizen Advisory Group comprised of UWM, neighborhood, and DCD representatives. In addition, numerous stakeholder interviews and two public open house/workshops were conducted to receive input from a broad array of community constituents. The considered initiatives were ranked in order of importance or priority by the participating neighborhood groups, UWM representatives and key stakeholders to help formulate a working agenda for the future.

This summary report is organized into two main sections. Section One contains the Action Plan, which serves as an executive summary to establish a working agenda of action strategies and structures the partnership necessary for future implementation. Section Two contains supporting documentation including a more detailed description of the issues, initiatives considered including an evaluation of each initiative’s opportunities and constraints,

benchmarks of relevant initiatives from other schools and communities, and initiative priorities as established during the planning process.

The Action Plan provides the partnership with an initial working agenda and supporting documentation that will help in future decision making. Successful implementation and true change can only be realized when all stakeholders are vested in an ongoing partnership, each working together within their own fiscal and legal authority.

SECTION ONE: ACTION PLAN



INTRODUCTION

The University of Wisconsin - Milwaukee (UWM) Neighborhood is located in one of the City of Milwaukee's highest quality residential areas. While the University is an asset to the Neighborhood in many regards (e.g., financial and cultural), recent increasing demand for on-street parking, near-campus student housing, and student-oriented services have directly impacted the character of the adjacent neighborhoods and the quality of life for the residents.

As a result, the University initiated and agreed to fund, and DCD agreed to manage, a collaborative study for the neighborhoods immediately surrounding the campus within the City's boundary. The study's purpose is to identify a vision, and establish a working agenda of initiatives and specific action strategies to achieve this vision and to begin resolving critical issues regarding quality of life, housing, parking, and transit. The study's recommendations build on the many successful investments already being made by UWM, the City, and the Neighborhood.

The City and University retained the consultant team of SmithGroup JJR and Hurtado Consulting to facilitate a collaborative process and to draw upon their national experiences in university and neighborhood planning. Key stakeholders involved in the planning process included representatives from the Murray Hill, Cambridge Woods, Mariners, and Watertower Landmark Trust neighborhood associations as well as the Oakland Avenue Business Improvement District, Citizens for City Neighborhoods, Third District Alderman, Milwaukee Departments of Neighborhood Services and City Development, Milwaukee County, and the University of Wisconsin – Milwaukee's students and employees.

While this study represents a general consensus achieved during the one-year planning process, it is important to remember that diverse stakeholder interests will require ongoing dialogue to effectively address changing needs within an ever-changing social, economic, and political environment. True change can be realized

when all stakeholders are vested in an ongoing partnership, each working together within their own fiscal and legal authority.

During the course of the study, the University Neighborhoods Association (UNA) formed as an initial group representative of the UWM campus and the neighborhoods that surround it. It is anticipated that the UNA will expand its membership to include high level decision makers to become the UWM Neighborhood Partners as described later in this document.



Study Area

PLANNING PROCESS

The planning process engaged the stakeholders in a collaborative dialogue on the key issues, potential initiatives to address the issues, review of successful initiatives implemented in other university towns, and establishment of specific action strategies within each initiative to implement change over time. The initiatives were prioritized by representatives of the Murray Hill, Cambridge Woods, Mariners, and Watertown Landmark Trust neighborhood associations, as well as the Oakland Avenue Business Improvement District, Citizens for City Neighborhoods, Third District Alderman, Milwaukee Department of Neighborhood Services, and University of Wisconsin – Milwaukee. In some cases legitimate differences of opinion between key stakeholders were recognized and reconciled to formulate an overall vision.

This document summarizes the vision, the necessary partnership to implement change, the priority initiatives and their associated action strategies. It also represents a recommended starting point for dialogue and action. More detailed information regarding the process and initiatives considered is included in the Supporting Documentation Section of this report.

VISION

The study vision seeks to advance the UWM campus and surrounding environs as a Great University Neighborhood. Great University Neighborhoods exhibit certain qualities in part due to the cultural offerings of the University, and the collective activities of the diverse groups of people who live, work and visit within. They are known for a desirable quality of life that stems from their diverse population, pleasing physical character, and cultural/commercial amenities. These qualities and activities are further enhanced and supported by the presence of established venues for ongoing communication and collaboration. The best examples of these venues as found in similar university neighborhoods around the country are inclusive of all interested parties—those who live in the neighborhood, those who visit it, and those who invest in it for the long term.

A PARTNERSHIP FOR CHANGE

Successful implementation of the prioritized initiatives and action strategies requires strong leadership, functioning within an established partnership. This is a partnership that is assigned the task of advancing the overall agenda and shepherding it through challenges that inevitably arise with implementation. This partnership includes the neighborhood residents, City of Milwaukee, UWM and its Board of Regents, Milwaukee County, and State Government (legislators and Governor). True change in the surrounding neighborhoods will occur from a concerted effort by all parties, each doing what it can within its legal and fiscal authority. The need for a strong ongoing partnership is especially critical given the long time frame and costs required to implement many of the initiatives, and the fact that neighborhood, political, and economic dynamics will change over time.

No single entity is responsible, authorized, nor has financial capability to implement all the action strategies. While all the recommended actions need an initiating party who is responsible for leading the effort, most will rely on an interdependent partnership to build the necessary public and political support for the intended change. For example, the City can enforce building code violations, but its effectiveness is enhanced when UWM and the neighbors report violations. The County is better able to improve student transit routes with input from UWM. Working with private developers and the City, the University can strategically locate and develop off-campus student housing in appropriate locations served by County transit.

This situation requires the partnership to be comprised of high-level decision makers with authority to represent their organization and constituents. Such a group might include the local Alderman, representatives of the University Neighborhoods Association (UNA), the MPD District 5 Police Captain or other appointee of the Police Chief, the appropriate Assembly Representative and State Senator, a high ranking member of the City's Departments of

Neighborhood Services and City Development, top University administration, and the County Supervisor.

The partnership should meet regularly, at least quarterly, and use the prioritized initiatives and action strategies in this plan as its working agenda. Meetings must be open to the public with time allotted for meaningful input and dialogue to obtain stakeholder input. UWM and City staff can be available to provide support.

Effective communication methods need to be established to disseminate information to interested persons and the general public. This will include published meeting notes and periodic (quarterly) newsletters. It also can incorporate an interactive web site where action strategy progress is mapped, meeting notes posted, and dialogue enabled.



The UWM Neighborhood enjoys proximity to Lake Michigan, a diverse mix of people, transit linkages, nearby service areas and high quality residential neighborhoods. Maintaining and improving the Quality of Life requires ongoing commitment by the University, City and Neighborhood.

PARKING

PREMISE

The overarching goal is to provide a balanced parking resource for the residents, the University, and visitors. This includes on-street spaces, on-campus lots and/or garages, and off-campus remote facilities linked to campus by transit.

The highest priority initiative is increasing on-street parking for neighborhood residents. There is mutual support for a Resident Parking Permit program (RPP) based on the ETMA/UWM agreement of one space assigned to resident-only parking (removed from the current public on-street supply) for every new space provided on campus (garage or surface lot), pending resolution/agreement on operational specifics.

ACTION STRATEGY

Continue and strengthen ongoing actions:

- Eastside Transportation Management Association developed programs (UNA).
- Develop remote parking facilities (UWM).
- Adapt class scheduling to reduce peak parking demand (UWM).

Intermediate actions:

- Simplify parking regulations within the study area to reduce churning and unnecessary circulation similar to the proposed ETMA parking time limits (City).
- Establish legislative authority to implement the RPP program (City).
- Establish the administrative structure to create and manage the RPP program (City/Neighborhood/UWM).
- Complete the Klotsche Center parking structure, leveraging approximately 370 spaces to initiate a limited RPP program (UWM).

- Complete the Columbia Hospital physical assessment of parking facilities as funded within the 2003 – 2005 Capital Building Program and assuming the assessment is favorable, structure a funding request for purchase and retrofit within the 2005 –2007 Capital Building Program (UWM).

Future actions:

- Secure planning funds for a new mixed-use on-campus parking structure within the 2007 – 2009 Capital Building Program. The site around the Kunkle Center should be considered a priority location. Initiate a funding request for construction within the 2009 – 2011 Capital Building Program (UWM).
- Expand RPP program as leveraged by new on-campus spaces (City).



The RPP program, coupled with an increase in on-campus and remote lot parking, as well as an increase in on and off campus housing, will improve on-street parking for neighborhood residents.

TRANSIT & ACCESSIBILITY

PREMISE

Excellent transit, that includes short headways, or the amount of time between busses at a given bus stop, and extensive coverage, coupled with safe, convenient, and pleasant systems for pedestrians and bicyclists is an essential quality of a Great University Neighborhood. Multi-modal options will support more intensive land use and will serve to reduce dependence on private automobiles, and related traffic congestion and parking issues within the UWM Neighborhood.

The highest priority initiative at present is to increase alternatives to driving to campus by increasing ridership and enhancing service on Milwaukee County Transit System (MCTS) routes that currently serve UWM. Other on-going primary contributors to a balanced transit system include increased UPASS, UBUS and UPARK programs, as well as bicycle use and development of the proposed Milwaukee Connector Route with service between Miller Park, downtown and UWM.

ACTION STRATEGY

Continue and strengthen ongoing actions:

- East Side Transportation Management Association developed programs (UNA).
- Support alternative transportation modes such as the proposed Milwaukee Connector (UWM, City, County).
- UPASS, UBUS, UPARK programs (UWM).
- Be On the Safe Side (B.O.S.S.) (UWM).
- Bike Task Force (UNA).
- Free Bike Loan program (UNA).
- Regional bike path linkages (County).

Intermediate actions:

- Retain and enhance MCTS level of bus service for routes 15 and 30 (County).
- Develop a marketing strategy for increasing UWM ridership (UWM).
- Study the feasibility of incorporating changing room, locker, and shower facilities for bike riders (UWM).
- Provide faculty and staff version of the student UPASS (UWM).

Future actions:

- Develop off-campus student housing proximate to current MCTS routes (UWM/City/Private).
- Expand MCTS service as necessary to create increased ridership (County).
- Provide bus stops at high-activity or high-amenity locations that are within walking distance of off-campus student housing (County).



Promoting transit use along existing routes and bike use helps to offset parking demand and decrease congestion, safety issues, and pollution.

HOUSING

PREMISE

Within the past ten years, there has been a documented nationwide trend among students to seek a more traditional college experience. This can be broadly defined as a desire or expectation for access to University programs and resources beyond the classroom. For students, this means a desire to live on or near campus. For the University, this means an increasing demand for University-operated housing, student life amenities, and student-oriented services. For the Neighborhood, this means an increasing demand for near-campus housing, shopping, and entertainment.

The market for housing on or near campus, compounded by UWM's limited available land results in a demand for off-campus rental units far beyond what the Neighborhood can sustain or accommodate without undergoing a significant change in character primarily due to absentee ownership.

It is clearly in the long-term interest of the City and University to preserve property values and community character, therefore a combined strategy is needed to:

- increase owner occupancy within the Neighborhood with the goal of meeting the metro Milwaukee average for home ownership,
- leverage creative University-operated housing opportunities, and
- encourage private student housing options within the larger city fabric that are effectively linked to campus by transit.

ACTION STRATEGY

Continue and strengthen ongoing actions:

- Redevelop the Kenilworth Building including housing for students (UWM).
- Explore alternative off-campus housing options such as vacant downtown hotel rooms, former manufacturing buildings, and other large-scale facilities (UWM).
- Enforce existing zoning regulations that restrict conversion of single family and duplex properties into multifamily properties (City).
- Develop employee-assisted UWM Walk to Work home ownership program (UWM).
- Increase realtor awareness regarding code regulations (MHNA/UNA).

Intermediate actions:

- Implement a general neighborhood homebuyer assistance program that leverages funding from sources such as foundations and the Local Initiative Support Corporation (City/Private).
- Manage the UWM Walk to Work program and the general homebuyer assistance program by creating a partnership



The UWM Neighborhood has an abundance of high quality, desirable housing. A UWM initiated employee assisted home purchase program, or walk to work program, would increase owner-occupancy, as well as reduce on or near campus parking demand.

with Select Milwaukee, or similar organization, to oversee both programs (UWM/City/Private).

- Select developer and implement Kenilworth Building retrofit including housing for students (UWM).
- Complete the Columbia Hospital physical assessment including retrofit to house approximately 700 students. Assuming the Columbia Hospital physical assessment is favorable, structure a funding request within the 2005 – 2007 Capital Building Program for purchase, architectural documentation and construction (UWM).
- Increase aggressive code enforcement including occupancy limits (City).

Future actions:

- Create a public/private partnership to obtain acquisition and development funds for off-campus housing combined with other uses in the Oakland Avenue Business Improvement District, North Avenue Business Improvement District, and/ or Riverwest (UWM/City/Private).
- Obtain funds to study on-campus housing options (UWM).
- Develop new on-campus housing subject to land availability and funding from the State of Wisconsin (UWM/State).



UWM acquisition of the Columbia Hospital campus would provide desirable on-campus student housing while relieving student housing demand in the near-campus neighborhoods.

QUALITY OF LIFE

PREMISE

Great University Neighborhoods are known for a desirable quality of life that stems from their diverse population, pleasing physical character, and cultural/commercial amenities. Inherent in this diversity is a mix of full-time residents, transient residents (students), non-resident investors (landlords), and visitors each with differing contributions to neighborhood life and activity, and each with differing levels of interest in neighborhood stewardship. Inherent in this mix is a need to maintain balance and reduce conflict.

The highest priority initiative for neighborhood residents is to improve neighborhood peace and quiet by addressing the situations and behaviors that cause conflict. Action strategies range from increased police and regulatory action to cooperative efforts that build connections and understanding among the diverse groups.



Oakland Avenue redevelopment has immense potential to create a highly desirable character that includes first floor retail and upper level housing.

ACTION STRATEGY

Continue and strengthen ongoing actions:

- University Neighborhoods Association (UNA).
- Aggressive code enforcement (DNS).
- Increased neighborhood patrols including UWM funding of MPD overtime (City).
- DNS/UWM Neighborhood Liaison position (DNS).
- UWM Neighborhood Liaison position (UWM).
- Promote a “landlord compact” (MHNA/UNA)
- Regular neighborhood cleanup programs (UWM-SA).
- Efforts to improve tenant rights education and landlord training (DNS).
- “Drink Responsibly” and “Be On the Safe Side” programs (UWM-SA/AODA Task Force).
- Broader on-campus entertainment options for students (UWM).
- Improved neighborhood access to UWM facilities and events (UWM).
- Campus Design Solutions (CDS) and City Design Studio (UWM SARUP).

Intermediate actions:

- Fund the DNS/UWM Neighborhood Liaison position permanently (DNS/UWM).
- Identify new tools for enforcing conduct, noise, and other disturbance issues (City/UNA/UWM).
- Develop a model lease with conduct and property appearance requirements for tenants and encourage landlords to use it (City/UWM).

Future actions:

- Determine the best way for the Downer Woods areas to contribute to the Neighborhood and campus in both physical design and active programming (UWM/City/UNA/State).
- Expand the DNS Neighborhood Liaison program to address specific issues (DNS).

UWM NEIGHBORHOOD PARTNERS WORKING AGENDA

This table summarizes the core group of Initiatives and Action Strategies that make up the working agenda for the partnership to address. It also notes a lead or initiating party with chief responsibility for each. Over time, this list will evolve and change to fit new challenges and issues as they arise.

| Actions | Initiating Party |
|---|------------------|
| Ongoing Actions | |
| Parking | |
| Eastside Transportation Management Association developed programs | UNA |
| Develop remote parking facilities | UWM |
| Adapt class scheduling to reduce peak parking demand | UWM |
| Transit & Accessibility | |
| Eastside Transportation Management Association developed programs | UNA |
| Support alternative transportation modes such as the proposed Downtown Connector | UWM/City/County |
| UPASS, UBUS, UPARK programs | UWM |
| Be On the Safe Side (B.O.S.S.) program | UWM |
| Bike Task Force | UNA |
| Free Bike Loan program | UNA |
| Regional bike path linkages | County |
| Housing | |
| Redevelop the Kenilworth Building including housing for students | UWM |
| Explore alternative off-campus housing options such as vacant downtown hotel rooms, former manufacturing buildings & other facilities | UWM |
| Enforce existing strengthened zoning regulations that restrict single family and duplex properties to multifamily conversions | City |
| Develop UWM employee-assisted Walk to Work home ownership program | UWM |
| Increase realtor awareness regarding code regulations | MHNA/UNA |
| Quality of Life | |
| University Neighborhood Association | UNA |
| Aggressive Code Enforcement | DNS |
| Increased neighborhood patrols including UWM funding of MPD overtime | City |
| DNS/UWM Neighborhood Liaison position | DNS |
| UWM Neighborhood Liaison position | UWM |
| Promote a "landlord compact" | MHNA/UNA |
| Neighborhood clean-up programs on a more regular basis | UWM-SA |
| Efforts to improve tenant rights education and landlord training | DNS |
| Drink Responsibly and Be On the Safe Side programs | UWM-SA/AODA |
| Broader on-campus entertainment options for students | UWM |
| Improved neighborhood access to UWM facilities and events | UWM |
| Campus Design Solutions (CDS) and City Design Studio | UWM SARUP |
| New Actions | |
| Parking | |
| Simplify parking regulations within the study area per the proposed ETM A parking time limits | City |
| Establish legislative authority to implement Resident Parking Permit (RPP) program | City |
| Establish the administrative structure to create and manage the RPP program | City |
| Complete the Klotsche parking structure, leveraging approximately 370 spaces to initiate a limited RPP program | UWM |
| Complete the Columbia Hospital physical assessment of parking facilities. Assuming a favorable assessment, structure request for purchase and retrofit within 2005-2007 Capital Building Program | UWM |
| Secure planning funds for a mixed-use on-campus parking structure within the 2007-2009 Capital Building Program. The site around the Kunkle Center should be considered a priority location. Initiate a funding request for construction within the 2009-2011 | UWM |
| Expand RPP program as leveraged by new on-campus spaces | City |
| Transit & Accessibility | |
| Retain and enhance MCTS level of bus service for routes 15 and 30 | County |
| Develop a marketing strategy for increasing UWM ridership | UWM |
| Study feasibility of incorporating changing rooms, lockers and shower facilities for bike riders | UWM |
| Provide faculty and staff version of the student UPASS program | UWM |
| Develop off-campus student housing proximate to current MCTS routes | UWM/City/Private |
| Expand MCTS service as necessary to create increased ridership | County |
| Provide bus stops at high-activity or high-amenity locations that are within walking distance of off-campus student housing | County |
| Housing | |
| Implement general neighborhood homebuyer assistance program | City/Private |
| Manage UWM Walk to Work program & general homebuyer assistance program by creating partnership with managing organization | UWM/City/Private |
| Select developer and implement Kenilworth building retrofit including housing for students | UWM |
| Complete the Columbia Hospital physical assessment including retrofit to house approximately 700 students. If assessment is favorable, structure funding request within 2005-2007 Capital Building Program for purchase, architectural documentation and construction | UWM |
| Increase aggressive code enforcement including occupancy limits | City |
| Create public/private partnership to obtain acquisition and development funds for off-campus housing combined with other uses in the Oakland Ave. or North Ave. BID, or Riverwest | UWM/City/Private |
| Obtain funds to study on-campus housing options | UWM |
| Develop new on-campus housing subject to land availability and funding from the State of Wisconsin | UWM/State |
| Quality of Life | |
| Fund DNS/UWM neighborhood liaison position permanently | DNS/UWM |
| Identify new tools for enforcing conduct, noise and other disturbance issues | City/UNA/UWM |
| Develop a model lease with conduct and property appearance requirements | City/UWM |
| Determine best way for Downer Woods areas to contribute to the neighborhood and campus | UWM/City/UNA |
| Expand the DNS Neighborhood Liaison to address specific issues | DNS |

ACKNOWLEDGMENTS

This project could only be accomplished through the generous contribution of the many citizens and special interest groups that offered their time, guidance, thoughts and input. Many thanks to all who participated in creating a vision, and identifying the initiatives and actions that will ensure a Great University Neighborhood.

Neighborhood Associations & Special Interest Groups

Cambridge Woods Neighborhood Association
Citizens for City Neighborhoods
Mariners Neighborhood Association
Murray Hill Neighborhood Association
Watertown Landmark Trust
Eastside Transportation Management Association
Urban Ecology Center

Business Improvement Districts

North Avenue BID
Oakland Avenue BID

City of Milwaukee

Department of City Development
Department of Neighborhood Services
Department of Public Works
Milwaukee Police Department
Office of the 3rd District Alderman

Village of Shorewood

Community Development

Milwaukee County

Milwaukee County Transit System
Milwaukee County Sheriff's Office

University of Wisconsin - Milwaukee

Administrative Affairs
Campus Facilities Planning
Division of University Relations
Office of the Chancellor
Parking and Transit
Student and Multicultural Affairs
University Police
UWM Student Association
School of Architecture and Urban Planning



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SECTION TWO: SUPPORTING DOCUMENTATION



ELEMENTS OF A GREAT UNIVERSITY NEIGHBORHOOD

The study vision seeks to advance the UWM campus and surrounding environs as a Great University Neighborhood. Great University Neighborhoods exhibit certain qualities in part due to the cultural offerings of the University, and the collective activities of the diverse groups of people who live, work and visit within. These qualities and activities are further enhanced and supported by the presence of established venues for ongoing communication and collaboration. The best examples of these venues as found in similar university neighborhoods around the country are inclusive of all interested parties—those who live in the neighborhood, those who visit it, and those who invest in it for the long term.

It is both the welcoming and diverse qualities that create the unique or special character that permeates a Great University Neighborhood. A broad concept of “venues” can be applied; a venue is simply a French word for a place where things happen. Venues may include gathering places such as sidewalk cafes, parks and plazas. They may include events such as the East Side Open Market and Downer Days. They may include discussion forums such as book clubs and lecture series. They may be public or private, as long as they are welcoming to the public. Venues may even include public sidewalks which include design and amenities (trees, benches, etc.) that facilitate public interaction.

Both UWM students and neighborhood residents underscored this sentiment at the first Public Open House. Clearly, there are many factors that influence choice of neighborhood, but this range of “venues” and opportunities for interaction (civic life, to use a more lofty expression) is certainly one that weighs heavily in the positive attribute column. This enhanced range of options or venues takes an “ordinary” university neighborhood and turns it into a great one.

However, it is also important to note that while a Great University Neighborhood is envisioned, the first Public Open House brought forward that the UWM Neighborhood has problems too. It has all the issues of an “ordinary” university neighborhood that “ordinary” people have to deal with. And while it may aspire to greatness, the Neighborhood still has issues of traffic congestion on neighborhood streets, property neglect on absentee-owned properties, nuisance behaviors on the part of some “students” and their guests, and so on.

The most significant elements of Great University Neighborhoods, as benchmarked across the nation, include:

- A densely populated, often a live/work mixed-use area that is well served by transit and well designed for access by pedestrians and bicycles.
- Diverse commercial districts with a rich mix of uses, primarily due to the market a university community provides for culture, entertainment, and alternative or specialty shopping.
- Residential neighborhoods that tend to be more animated (high activity levels) and pedestrian-friendly.
- A relatively stable economic market for housing, goods, and services in part due to the university serving as a large reliable employer.
- A diverse mixture of urban amenities often with an intimate neighborhood charm and historic ambiance.
- An ethnically diverse, multi-generational and educated population of residents, workers and visitors.
- A resident population that supports a rich neighborhood culture including schools, arts, libraries, and community events.
- Convenient and open access to university resources such as educational programs, sporting and cultural events, facilities and grounds.
- A resident population with a high degree of concern for the built and natural environment and design aesthetics.

STRATEGY DEVELOPMENT

Strategy development is organized by the four topics of parking, transit and accessibility, housing, and quality of life. It was meant to be a springboard for discussion and decision-making by all interested parties (UWM, neighborhood groups, commercial districts, City departments, etc.). Under each topic, background information, discussion and evaluation of options are organized in sections under the headings of Premise, and Possible Initiatives (with Action Steps, and Evaluation sub-sections).

1. The **Premise** section includes the background, rationale and/or history of the issue at hand. It describes what has already transpired, the context of the present situation confronting the Neighborhood, and what has been done to address the situation.
2. The **Current Efforts and Previous Accomplishments** section includes accomplishments or efforts that have been successful or currently are successful, and that sustain the Neighborhood as a desirable place to live.
3. The **Initiative Consideration** section covers broad initiatives that are possible alternative ways of addressing the situation, or aspects of the situation described under Premise. The initiatives are the logical and best responses to the situation that can be pursued by a series or range of Action Steps.
 - a. The **Action Strategies** sub-section covers a number of specific things that can be done in service to the broad initiatives. Where the initiative indicates an overall approach to problem solving, the Action Steps indicate specific actions that can be taken, dependent upon resources and staff/organization support available. The Action Strategies may be taken independently or as a bundle. However, in many cases, the best response

will be to do all of them, the more feasible and affordable strategies taken immediately and the more difficult and expensive strategies completed over time. Some Action Strategies will clearly require constituency building, fund-raising, and staff/organization support. This report provides a matrix that can be filled in and embellished as ideas develop and gain support. And certainly, it is not all-inclusive or “final” as a work program.

- b. The **Evaluation** sub-section provides valuable perspective in evaluating the effectiveness of the proposed Action Strategies. It states the pros and cons of each strategy. It also points to similar efforts have been tried in other university neighborhoods around the country (benchmarking), and whether these efforts were successful. There may be caveats such as ‘this kind of action is successful if it can garner this level of support,’ or ‘this kind of action is highly effective if it can be applied over a broad enough area,’ etc. This section also gives us a sense of urgency—how serious is the problem and how soon do we need to address it.
4. The **Initiative Prioritization** section includes input and evaluation of the stakeholder prioritization of the Considered Initiatives, and the Action Strategies within each initiative. All are discussed in the order of support or agreement.

PARKING

Premise

Parking is a never-ending issue on every college and university campus. Finding the proper balance of parking to population is specifically tied to each institution's mix of employees, students, visitors, and location. While there are general patterns that remain true, this balance is constantly changing. For example, UWM's large commuter student body and location within an urban setting with mass transit services will impact parking requirements. A growing trend throughout the nation is that an increasing number of students desire having a car on campus, and the ability to do so affects which school they choose to attend.

Efficient, reliable, desirable, and safe access is an essential requirement for a Great University Neighborhood. Because Great University Neighborhoods tend to be compact, densely populated, often live/work mixed use areas, they need to be well served by a multi-modal transportation system that incorporates mass transit, bicycles, walking, and the automobile.

The goal is to provide a balanced multi-modal system so that the amount of land dedicated to automobile parking lots and structures does not unduly or negatively affect the character of the campus and adjacent neighborhoods (particularly important in historic neighborhoods such as the UWM Neighborhood where the district attained much of its character before the automobile became the dominant mode of transportation).

A reasonable amount of parking is part of being accessible and a "necessary evil" in an automobile dependent society. Currently, the University relies upon an overburdened on-street parking system, a very limited number of spaces in campus lots and structures, and remote parking lots that are used to capacity during peak periods to meet student, faculty, staff, and visitor needs. At the same time,

residents, some of which are students and University employees themselves, and visitors to the Neighborhood also expect to find on-street parking near the campus. Peak demand frequently exceeds supply (too many cars chasing too few spaces), causing traffic congestion and "churning" as drivers keep searching for a convenient space. Altogether the combination of UWM's high commuter student population, a compact densely populated neighborhood, and a growing ratio of cars per person (a nationwide trend which is also prevalent throughout the study area), compounds the problem. The need for on-street parking by all of these groups must be evaluated and fairly balanced as part of a comprehensive parking strategy for the UWM Neighborhood.

Parking options include on-street parking spaces, on-campus parking lots, off-campus remote parking linked to transit, and off-street parking garages. Each of these solutions impacts the Neighborhood and campus environment in different ways, and should be implemented with regard for particular impacts on surrounding sites, buildings, and districts. In the case of remote parking, impacts are exported into other neighborhoods, and these should be developed with regard to those neighborhood contexts as well. In addition, each option must be carefully assessed to ensure that the benefits outweigh the cost in both dollar terms and environmental impacts. See the following table for an estimate of UWM parking demand and supply.



The RPP program, coupled with an increase in on-campus and remote lot parking, as well as an increase in on and off campus housing, will improve on-street parking for neighborhood residents.

| UWM PEAK PARKING DEMAND | | | | | | |
|--|--------|-----------------|--------|-----------------|--------|----------------|
| DEMAND - PEAK DAY, PEAK HOUR | | Existing | | Proposed | | Needed |
| Students | 11,000 | | 11,000 | | 11,000 | |
| Enrollment Increase | | | 2,000 | | 2,000 | |
| Faculty and Staff | 2,400 | | 2,667 | | 2,667 | |
| Visitors | 300 | | 333 | | 333 | |
| Total | | 13,700 | | 16,000 | | 16,000 |
| Walk/Bike/Motorcycle/Drop-off | 3,100 | | 4,000 | | 4,000 | |
| Carpool | 300 | | 400 | | 400 | |
| UPASS | 2,500 | | 3,000 | | 3,000 | |
| ECVP | 300 | | 450 | | 450 | |
| Total | | (6,200) | | (7,850) | | (7,850) |
| Total Peak Parking Demand | | 7,500 | | 8,150 | | 8,150 |
| SUPPLY | | | | | | |
| Existing UPARKS | | 1,300 | | 1,300 | | 1,300 |
| Proposed Bradford & Humane Society | | | | 500 | | 500 |
| Proposed Miller Park | | | | 1,000 | | 1,000 |
| Existing On Campus Lots | | 2,000 | | 2,000 | | 2,000 |
| Klotsche Addition | | | | 370 | | 370 |
| Proposed Columbia Hospital Acquisition | | | | 970 | | 970 |
| Proposed Additional On-campus | | | | 1,000 | | 1,000 |
| Total Parking Supply | | 3,300 | | 7,140 | | 7,140 |
| Net Surplus/(Deficit) of Parking Spaces | | (4,200) | | (1,010) | | (1,010) |

UWM Parking Demand and Supply

A good overall parking solution will be a sensitively designed, cost-effective package of alternatives that meets demand while maintaining the Neighborhood and campus' most valuable assets (e.g., traditional neighborhood, appealing and historic architecture, park-like setting, etc.). To balance growing demand and competing needs, a balanced parking system will likely require additional on-campus parking spaces, more remote parking lots linked to campus via an effective transit system, and a good supply of on-street parking. This will hold true even with some demand reductions from increased transit use (while increased transit use will offset the demand for parking, it will not eliminate it).

There is a significant move on the part of near-campus residents to implement a residential parking program that reserves a portion of the on-street parking supply for residents only. It is important to note that a reduction in the availability of on-street parking for University use must be accompanied by support for and construction of additional on-campus and remote parking supplies. Simply stated, supply reductions in one part of the system cannot reasonably be adopted without increases in another.

Current Efforts and Previous Accomplishments

Residential Parking Permit Program

There have been cooperative efforts to advance the pilot residential parking permit program developed by the Eastside Transportation Management Association (ETMA). The association is a community coalition that has been working on finding solutions to the parking and traffic issues in the UWM Neighborhood since 1998. The City and UWM have supported ETMA's push for state legislation to enable a residential parking permit program based on the agreement made that one on-street space will be made available for residents only for every new off-street space built on-campus. The pilot program would be implemented within four one-block locations. The legislation is expected to be introduced in 2003.

On-campus parking

Over the years, UWM has extensively studied additional on-campus parking options and has identified several potential sites, including a preferred site for a parking garage behind the Edith Kunkle Center at Maryland and Kenwood Avenues (currently a day care center for faculty, staff, and alumni). This proposal was put on hold due to community opposition that focused primarily on potential Murray Avenue traffic impacts. The University still supports a facility at the Kunkle site and is open to considering a new or redesigned facility that effectively addresses traffic issues, design aesthetics, and construction costs.

The University is also very interested in purchasing the Columbia Hospital campus (assuming the hospital moves) that includes an existing parking structure with approximately 790 spaces, and 180 surface spaces. Discussions with the hospital are on-going. The University plans to undertake a facility feasibility study in 2003 to assess building conditions and program potential. The Columbia

campus is a good extension of the UWM campus. The buildings and grounds are not only adjacent, but are similar in scale and character to the UWM campus.

Remote parking

UWM has a strong commitment to utilizing remote parking linked to transit. The University recently received approval for use of the Bradford Beach and North Point lots. The University is in discussion with MATC to expand the Blue Hole lot at the intersection of East Capitol Drive and North Humboldt Boulevard, but any expansion would not occur for at least one year. Together these expansions will result in approximately 500 more spaces. Over the years, UWM has aggressively pursued additional remote lots, including the Summerfest lots. UWM will continue to look for remote parking opportunities that are in appropriate locations to serve commuters. Other options that might be explored are Miller Park, county parks with excess parking spaces, shopping malls with oversized parking lots, or available public land that is unlikely to be developed for environmental reasons, provided this land can be linked to the campus by transit.

Class scheduling

UWM has developed a new class schedule that will go into effect Spring 2003. The new schedule's purpose is in part to more efficiently utilize campus facilities. Redistributing classroom hours over a greater length of time, primarily into the mid-day, evening and weekend, could reduce peak parking demand.

Initiative Consideration: Parking

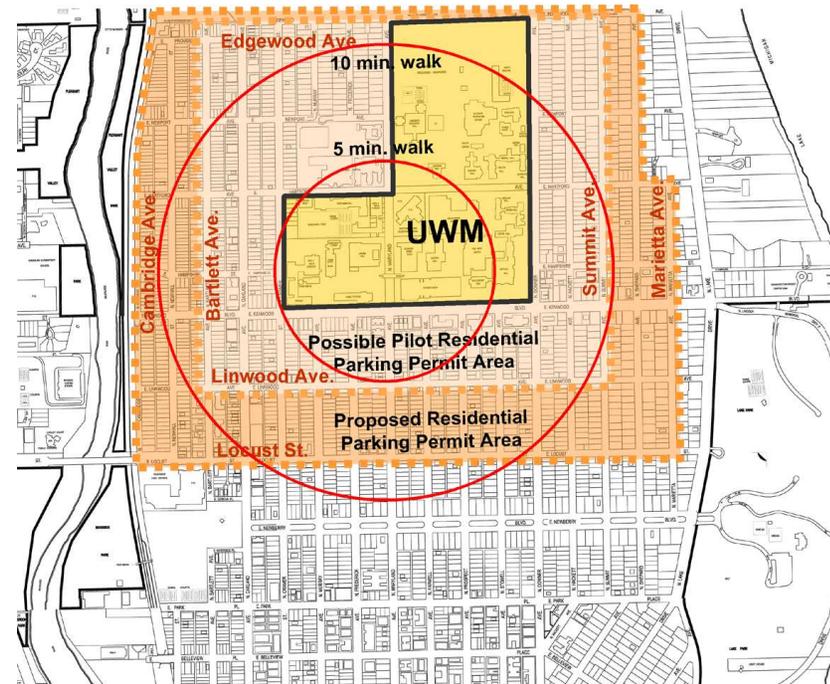
The following initiatives and action strategies were proposed for consideration and dialogue. Each action is complemented by an evaluation of its pros and cons along with benchmark examples from other institutions/communities where appropriate.

INITIATIVE #1 - INCREASE ON-STREET PARKING FOR NEIGHBORHOOD RESIDENTS

Action Strategy 1.1: Adopt a residential parking permit program for the commuter-impacted area.

Residential Parking Permit (RPP) programs can vary widely in their specific regulations. Using the ETMA pilot program as a starting place, the provisions of an RPP program for the UWM area could include the following:

- On street resident-only parking within the designated RPP area would be in effect between 8 a.m. and 7 p.m., with parking on one side of the street limited to vehicles displaying RPP permits.
- Parking on the non-RPP side of the street would be available to the general public subject to limitations posted by the City (i.e. time limitations).
- RPP permits would be available to residents in the district at a rate of two permits per principal residence (dwelling unit). For example, a single-family unit would receive two permits; a duplex would receive four; and a triplex would receive six.
- Limited duration visitor passes would also be available.
- After 7 p.m. and before 8 a.m. parking would be available to the general public subject to City regulations (i.e. overnight parking ban).



Potential RPP Zones

Action Strategy 1.1 Evaluation:

- The RPP concept is viable as long as it is implemented in a broad and consistent manner, throughout a definable district or commuter-impacted area (not a sporadic or haphazard block by block approach). A block-by-block approach is likely to create confusion and further traffic congestion as commuters seek unrestricted blocks over restricted blocks.
- The RPP program must define how streets can become eligible for participation. Typically this entails submission of a petition by a certain percentage of residents on a block and documentation of non-resident parking impacts through a simple parking utilization study.

- Most cities prefer relatively large RPP zones. They ease enforcement and allow for resident parking demand on certain streets to spill over into other parts of the same district, and they restrict the supply of nearby on-street parking enough that non-residents are discouraged from hunting for an on-street parking spot and opt, instead, for remote parking lots or transit alternatives. For this reason, the one-block RPP zones proposed in the ETMA pilot program are unworkably small to facilitate a successful RPP program. They are also too small to be the basis for evaluating the potential impact of the RPP program on supply and demand.
- When it is initially adopted in the UWM area, the RPP program should encompass a minimum two-block radius from campus. In this way it will be large enough to have an impact and to be understandable to non-residents seeking parking.
- The RPP program must be coupled with the creation of an equal number of replacement parking spaces preferably on-campus, or in remote lot locations. Merely restricting the supply of near campus on-street parking will only aggravate the parking problem (deficit). It is estimated that approximately 800 to 1,000 on-street parking spaces could become available within the initial RPP zone (a two-block radius). Based on the ETMA agreement, these spaces will need to be replaced preferably on-campus, or off-campus in remote lots. The expanded RPP zone includes approximately 1,000 additional resident-only on-street spaces, which will also need to be replaced on-campus, or in remote lots. If the entire Neighborhood were to be included in the RPP program, approximately 2,200 spaces would have to be replaced.
- The RPP program may need a “governor” or limiting factor to the maximum number of spaces that can be converted to resident parking in order to balance the overall system.

As proposed, the initial two-block zone could yield 800 - 1,000 spaces, or 50% of the existing supply. This percentage is probably too high, however if 50% of the supply within the proposed four-block zone (approximately 2,000 spaces) are calculated for the entire UWM Neighborhood study area (approximately 5,600 spaces), the number of permits drops to approximately 36%. Determining the exact amount will take further study and resolution, however 30% – 40% would be the probable range.

- Benchmark example: At the University of Wisconsin – Madison, the City of Madison began its RPP program in 1978 to limit commuter parking on residential streets. The program has been periodically revised to improve its effectiveness. The defining rate of success has been limited by the ability to enforce regulations.
(Go to: www.ci.madison.wi.us, click on “City Agencies”, click on “Parking”, click on “Residential Parking Permits”)
- Benchmark example: At Kansas State University, the City of Manhattan began its RPP program in the 1980’s to reduce over-occupancy of dwelling units by limiting the availability of overnight parking. Each dwelling unit is allowed one visitor and two resident parking permits.
(Go to: www.ci.manhattan.ks.us, then search “parking permits”)

Action Strategy 1.2: Simplify parking regulations throughout the UWM Neighborhood.

There are approximately 30 different parking regulations posted on the 90 blocks around UWM. This makes the regulations difficult for drivers to understand and difficult for the City to enforce. Given that parking regulations are only as good as their enforcement, this is a significant weakness of the current approach. An RPP program coupled with uniform regulations throughout the Neighborhood will enable more efficient and effective management



| ON-CAMPUS LOTS | | |
|-----------------------------------|--------------------|------------------------|
| Lot No. | Lot Name | No. Spaces (2001 data) |
| 5 | Kunkle | 15 |
| 6 | Sciences | 217 |
| 7 | Engelmann | 69 |
| 20 | Cunningham | 163 |
| 23 | EMS | 151 |
| 1 | Garland | 3 |
| 9 | Zelazo | 100 |
| 11 | Curth | 2 |
| 13 | Mellencamp | 7 |
| 16 | Michael | 16 |
| 3 | Business | 218 |
| 22 | Union | 450 |
| 8 | Chapman | 87 |
| *10 | Klotsche-Surface | 43 |
| *10 | Klotsche-Structure | 624 |
| 12 | Merrill | 10 |
| 14 | North Bldg. | 3 |
| 14a | Sabin | 5 |
| 18 | Power Plant | 53 |
| 18a | Norris | 7 |
| 19 | Enderis | 12 |
| 24 | Sandburg | 282 |
| TOTAL | | 2537 |
| * Proposed - Current count is 304 | | |

2001 Data

- Existing Parking
- Proposed Parking Structure Site Identified by ETMA Study
- Potential Hospital Acquisition 962 spaces (structure + surface)

UWM Neighborhood Vision & Strategy
Parking Inventory

of short-term and long-term non-resident parking. In addition, the current complex regulations impair safety as drivers' eyes focus on the dizzying array of parking signs rather than on the road.

Typical non-RPP block faces within two blocks of campus should be simplified to a two-hour limit except for the retail area at Downer and Kenwood, which should have a 30-minute to one hour limit. Beyond the two-block area, a uniform three-hour limit is recommended except for the Oakland Avenue retail area, which should have a one-hour limit.

Action Strategy 1.2 Evaluation:

- Enforcement of parking regulations is essential for establishing user patterns. Simplified parking regulations will be easier for commuters to understand and easier for the police to enforce, thus creating better user patterns and lowering the total cost of the parking system.
- Utilizing more uniform time limits will allow the non-resident parking supply to be a better resource for UWM students and other commuters. This should also reduce traffic congestion and churning, as it will reduce the amount of re-parking or sequential parking that occurs now to avoid parking fines.

INITIATIVE #2 - INCREASE ON-CAMPUS PARKING SUPPLY

Action Strategy 2.1: Build additional structured parking.

Parking capacity on the UWM campus is quite low when compared with other urban universities. With the addition of parking at the Klotsche Center, there are approximately 2,550 parking spaces on UWM's campus to serve approximately 26,000 faculty, staff, students, and visitors. This equates to approximately 10% of the University's total population, or one space for every 10 people. This is a low percentage when compared to other urban

universities (e.g., University of Cincinnati @ 27%, University of Pittsburgh @ 14%, Portland State @ 58%, and University of Memphis @ 57%).

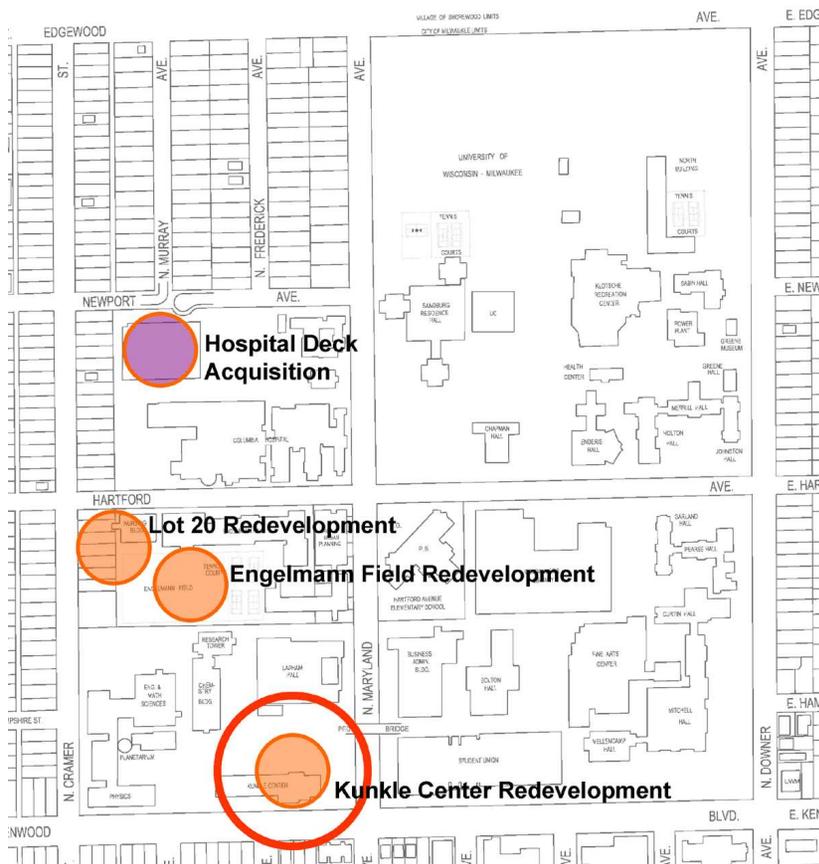
Increasing the on-campus parking supply is reasonable especially in light of the higher parking capacities of other urban universities. The proposed RPP program (Initiative #1, Action 1.1) is a likely approach, though the exact amount of parking is dependent on numerous issues including effective transit options and adjacent street traffic capacity.

Action Strategy 2.1 Evaluation:

- A balanced system that employs different parking options including on-campus, on-street, and remote lots, will effectively provide convenient options for a range of consumers. Convenience is key for today's students who are often juggling school, work and extracurricular activities. A job is often necessary to cover rising educational costs. This equates to students with busy schedules and less time riding transit.
- The University has a low on-campus parking supply per total population when compared to a sampling of other urban universities. Increasing the on-campus parking supply can and should be part of the balanced system. This needs to be done in structures rather than surface lots, given the campus' limited available land for development.
- It is reasonable to assume that the 800 to 1,000 spaces displaced by the proposed initial two-block RPP zone can be added to the on-campus supply (post Klotsche addition) without impacting the campus' and Neighborhood's aesthetic qualities. However, even with this increase, on-campus parking will accommodate only 13% of the University's total population.

- Appropriate traffic studies will be required to assess the street system's ability to assimilate this new supply, depending on the location, configuration and size of the new facilities. The mix and distribution of users going in and out of the structure also needs to be considered.
- Some consideration needs to be given to structuring the cost of garage parking to encourage those parking all day to use transit (e.g., the rate increases as the length of time parked increases.)

- The Kunkle Center, Engelmann Field, and Lot 20 sites are potential locations for an additional on-campus parking structure that could accommodate most of the proposed increase. All of the alternative sites should be evaluated and prioritized.
- The Kunkle Center site is one workable location for an additional on-campus parking structure that could accommodate most of the proposed increase. Access to a structure at the Kunkle Center site could be off Maryland Avenue and Kenwood Boulevard, which are major collectors within the City street system that could reasonably accommodate the additional traffic. The structure could be nestled behind the existing Kunkle Center building, or alternatively, the site would allow development of the structure as a mixed-use building complex (which could include a new and improved day care center), reinforcing active uses along street frontages (both Maryland and Kenwood), and effectively screening the parking structure so that it does not dominate the street (as recommended in Initiative #5). The site's adjacency to the University's academic core and Student Union makes it a gateway to campus and a good entry point for commuters.
- A general rule of thumb for master planning purposes is that parking garages smaller than 500 spaces are less cost effective to construct and operate, however a proforma would be necessary to evaluate each site.
- An increase in on-campus and near-campus housing diminishes the need for on-campus parking but does not eliminate it. Students living on or near campus will still have automobiles for making off-campus trips.



UWM potential parking structure sites

Action Strategy 2.2: Acquire the Columbia Hospital campus.

Acquiring and redeveloping the Columbia Hospital campus would provide the University with additional buildings that could



accommodate offices, classrooms and labs, on-campus student housing, and additional parking. It should be noted that any redevelopment of Columbia buildings or the site must be sensitive to the surrounding neighborhood context in design and use, for this acquisition to be a net benefit to those neighborhoods (the adjacent Mariner Neighborhood in particular).

It should be noted that the current Columbia Hospital agreement with the Mariner Neighborhood Association (MNA) requires MNA support on any action taken to materially change design or use characteristics. The site is also zoned partially for General Plan Development and partially for Detailed Plan Development, which means that changes in design or use will also have to be approved by Milwaukee's City Plan Commission (usually based upon input from the local Alderman and surrounding residents). It is likely that if Columbia Hospital is acquired and redeveloped, there will be some change in design and/or use as a result of University program requirements. The Columbia Hospital/MNA agreement will need further study.

Action Strategy 2.2 Evaluation:

- The Columbia Hospital site should be acquired to provide approximately 970 additional spaces (790 structured, 180 surface). If it is not acquired, an alternative on-campus, or site within the same proximity as Columbia Hospital, will need consideration for these spaces.
- Acquisition of the existing Columbia Hospital campus as an extension of the UWM campus (if the hospital decides to relocate) will benefit both the University and Neighborhood. It provides an immediate reuse rather than letting the property degrade and/or be leased, it provides a sustainable solution for UWM to address current program deficiencies (utilization of existing facilities rather than constructing new buildings), and it maintains existing neighborhood relations (rather than instituting a third unknown party).

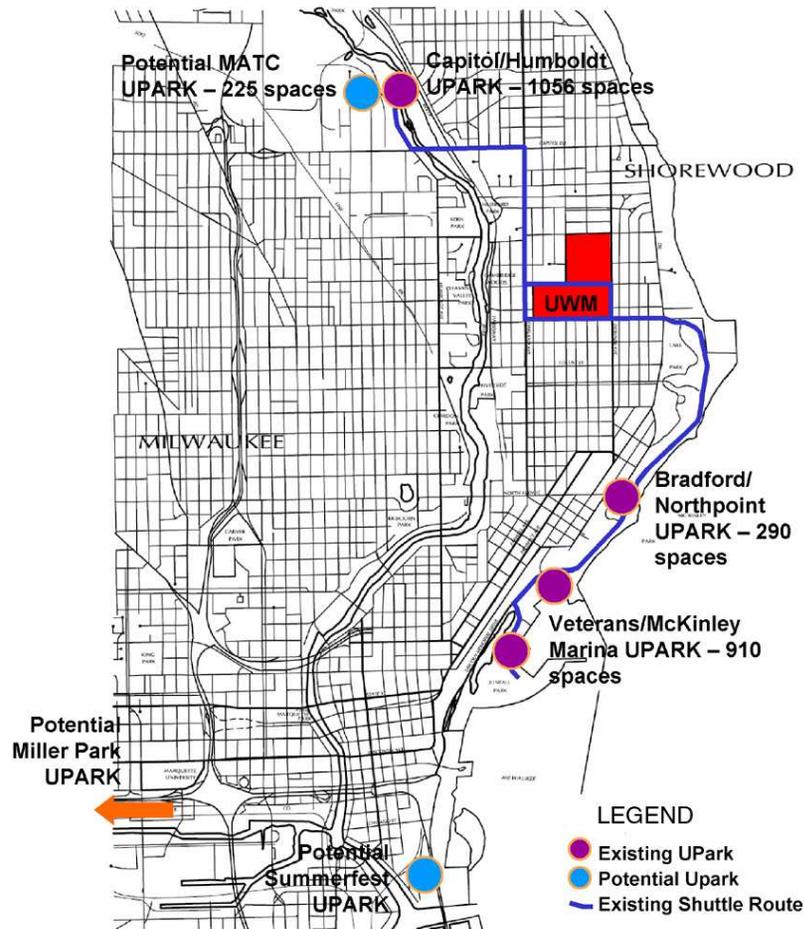
- Acquisition of the existing Columbia Hospital site could directly facilitate the RPP Pilot Program (removal of on-street parking by using the existing garage to add to on-campus parking). The hospital's existing parking garage can accommodate approximately 790 structured spaces and 180 surface spaces, freeing up an equal number of on-street parking spaces, per the UWM/ETMA agreement (one on/one off).
- With the existing on-campus spaces, Klotsche spaces, Columbia Hospital site (or an alternative proximate site) and the proposed on-campus facility (Action 2.1), the total on-campus supply reaches approximately 4,500 spaces (approximately 17% of total population), a reasonable amount for the UWM campus when compared to other urban institutions, and the UWM peak parking demand.

INITIATIVE #3 - INCREASE REMOTE PARKING SUPPLY

Action Strategy 3.1: Identify additional remote lot options.

Currently, UWM's three remote parking lots are fully utilized during peak periods. Adding to the remote parking supply is essential to providing an adequate, balanced, and comprehensive parking system. The total increase in spaces needs to be on the scale of 800 to 1,000 spaces. The preferred location for the majority of new spaces is southwest of campus since that is a major route to the University that is not currently served with remote parking facilities.

One good idea worth exploring is to utilize the lots serving Miller Park when not in use for ball games. There were 19 home games on weekdays in April and May 2002. Of these 19 games, only three games were day games starting at noon. There were eight games during the week in September and only one was an afternoon game (1:00 p.m.). The stadium is centrally located to serve students from the south, west and north with ample parking supply during the school year. Riverworks (the industrial area west of



UWM UPark RemoteLots

campus near the Capitol and Holton Wal-Mart) is another remote parking option. The owners are willing to work with the City and University on some temporary lots during the Klotsche Center renovation, and potentially longer pending redevelopment of the area.

Action Strategy 3.1 Evaluation:

- UWM effectively uses remote parking facilities to offset its total parking requirement. It should be encouraged further by local assistance in terms of securing future agreements, funding, and transit service so that it can maximize this part of its parking system.
- Remote lots need to be large enough to offset/balance costs (transit service, security, shelters, etc.), safe from both a physical and personal property perspective, and convenient. Convenience includes a good location, transit headways of approximately 10 minutes, and adequate shelters (especially during winter months).
- Student, faculty, and staff use of remote lots should be encouraged through financial incentives (e.g., lower costs).
- Unless other options are convenient, cost effective, and well promoted, people will still roam the streets hunting for a parking spot. The University may need to further promote or offer incentives that draw people to remote lots.

INITIATIVE #4 - MINIMIZE PEAK PARKING DEMAND PERIODS

Action Strategy 4.1: Adjust Class Schedules

UWM estimates its peak parking demand occurs between 10:00 and 11:30 a.m. (approximately 7,500 cars) and 3:30 to 5:00 p.m. (approximately 6,000 cars). Through class schedule adjustments, it may be possible to spread the demand more evenly throughout the day, thereby reducing the parking supply needed to meet peak demand.

Action Strategy 4.1 Evaluation:

- Adjusting class schedules is an issue that reaches far beyond simply minimizing peak parking demands. Changes need to be considered as part of a comprehensive UWM facility use assessment.
- Adjusting class schedules may not offer a huge benefit regarding parking demand reduction unless students show a willingness to take non-peak hour classes and professors show a willingness to teach these classes. According to data compiled by the ENO Foundation for Transportation, the peak demand times at institutions across the nation are similar to those experienced at UWM.

INITIATIVE #5 - MITIGATE NEGATIVE IMPACTS TO NEIGHBORING PROPERTIES AND STREETSCAPES

Action Strategy 5.1: Integrate active ground floor uses into parking structures.

It is essential that all new parking structures and lots incorporate high quality design to protect and enhance the community and campus appearance.

Parking structures should not be a negative presence on the street, which can be achieved by either constructing them below grade, above grade, incorporating them into a larger building complex, or hiding them behind buildings with active ground floor uses. Universities across the country are finding that this mixed-use strategy is advantageous to maximize effective land use, improve campus aesthetics, and reduce debt service through rent or public/private ventures.

Action Strategy 5.1 Evaluation:

- Given scarce resources (funding, land, etc.), more and more universities are constructing mixed-use garages that

incorporate usable space in addition to the storage of automobiles. In addition, design aesthetics are improved when what is normally a dull utilitarian structure is placed behind a welcoming pedestrian-friendly facade.

- Benchmark examples: Ohio State incorporated a food court at the lower level. The University of Connecticut incorporated retail. The University of Virginia has a bookstore on the top level. Tufts University located campus police at the lower level and student services on top. The University of Pennsylvania included specialty market/retail.

Action Strategy 5.2: Properly screen and landscape surface lots.

Surface lots should be properly screened (depending on adjacent use) through the use of high-quality ornamental iron fencing and/or landscaping. Larger lots should be broken up with landscaped islands to provide shade, improve storm water management, and to enhance overall appearance.

Action Strategy 5.2 Evaluation:

- The UWM campus is well designed with attractively screened and appropriately sized parking lots, most of which include landscape islands that improve aesthetic and environmental impacts. The limited amount of developable land on-campus precludes large parking lots, however any new or reconstructed UWM or Neighborhood lots should incorporate appealing screening and landscaping.

Initiative Prioritization: Parking

Based on input from neighborhood groups and key stakeholders, the following assessment of parking initiative and action strategy priorities was formed, and is discussed in the order of support or agreement.

PRIORITY 1 INITIATIVE #1 - INCREASE ON-STREET PARKING FOR NEIGHBORHOOD RESIDENTS

Priority 1a

Action Strategy 1.1: Adopt a residential parking permit program for the commuter-impacted area.

Summary of Comments: There is broad support for this measure, however, there are still a few differences in interpretation of the RPP area and method of implementation that will have to be resolved before the action can be implemented. Supporting legislation that allows the City to implement the RPP is also necessary. The method that most people seem to favor would impact a large area around the campus (two blocks), would start with a pilot program, would be daytime-only, would cover one side of the street, and would be implemented on the basis of a straight one-for-one trade of campus spaces for resident-only spaces.

Priority 1b

Action Strategy 1.2: Simplify parking regulations throughout the UWM Neighborhood.

Summary of Comments: There is general agreement that parking regulations should be simplified. There is support for lengthening the time allowed to more closely match the needs of typical parkers, students who attend one or more classes, visit the library, etc. Longer allowed periods would also reduce churning, which benefits neighborhood residents. Enforcement of extended time limits is always an issue, but simplified regulations would greatly help.

Priority 2

Initiative #3 - Increase remote parking supply

Priority 2a

Action Strategy 3.1: Identify additional remote lot options.

Summary of Comments: There is strong support for increasing the number and capacity of remote parking lots. Most of the remote lots are currently used to capacity, indicating that this is a highly effective strategy for relieving parking demand on near-campus blocks. Therefore, finding additional remote lots is highly favored by residents of those blocks.

The challenge is finding available, affordable remote lots that are also safe, convenient and close to major arterials. There is no designated fund for this purpose, which means that this competes with other University priorities in a climate of growing fiscal constraint.

Priority 3

Initiative #2 - Increase on-campus parking supply

Priority 3a

Action Strategy 2.2: Acquire the Columbia Hospital campus.

Summary of Comments: There is broad support for this action. The prevailing sentiment is that the Columbia Hospital campus acquisition would be a good fit with the UWM campus and will resolve some of the pent-up demand for housing and parking. It should also be noted that this is not a “done deal” and there are outstanding issues that remain to be settled as part of the negotiation process, terms of purchase and State approval process.

There are several ongoing neighborhood issues associated with potential change to the Columbia Hospital campus, primarily the intensification of use that might occur as a result of a UWM acquisition. These issues will require ongoing discussion.

Priority 3b

Action Strategy 2.1: Build additional structured parking.

Summary of Comments: There is qualified support for this action. Based on comments received, there is support for adding spaces on-campus that could translate into RPP (resident-only) spaces that would accrue to the surrounding residential blocks.

At the same time, there is genuine concern about the negative impacts of large parking structures on neighboring properties—traffic, hours of operation, size and visual impact. If the negative aspects can be mitigated, there will likely be enough public support to pursue this action.

Given these considerations, it makes sense for the University to pursue its present policy of adding underground parking spaces wherever there is new construction, thus maximizing use of scarce available land and minimizing the negative impacts of above-grade structures. It is also preferable that parking structures not take up space that could otherwise be used for classrooms, dorms, offices, lab space, and other academic purposes.

There is also concern that any increase in parking spaces on-campus will lessen or undermine the use of transit by making automobile commuting easier and more convenient. The cost of structured parking may partially offset this concern, however this indirect impact should be considered.

PRIORITY 4

Initiative #4 - Minimize peak parking demand periods

Priority 4a

Action Strategy 4.1: Adjust Class Schedules

Summary of Comments: There is limited support for this action. Some people believe that expanding class hours to nights and weekends will help alleviate traffic and parking problems. Others

believe that this will actually worsen traffic and parking problems by simply extending the hours of traffic churning and congestion.

Feedback from universities that have tried this approach indicates that it does not always produce the desired results. UWM initiated this strategy beginning in Fall 2002, and can assess its affect over a period of time.

Priority 5

Initiative #5 - Mitigate negative impacts to neighboring properties and streetscapes

Priority 5a

Action Strategy 5.1: Integrate active ground floor uses into parking structures.

Summary of Comments: There is support or agreement for making parking structures “good neighbors” where they need to exist. However, there is some disagreement about where they need to exist. There are four or five locations on the UWM campus where potential parking structures have been discussed with neighborhood residents in connection with a one-to-one trade-off of on-campus to RPP spaces. There seems to be support for these locations in that “win-win” context of trading on-campus for off-campus resident-only spaces.

Inevitably, some streets will carry a greater amount of the parking structure’s in-and-out traffic and queuing, causing some neighborhood residents to be more “burdened” or impacted than others. As a result, the location has to be considered as part of a larger neighborhood context. In addition, longer parking stays should be encouraged to reduce in-and-out traffic. Entrances and exits should be balanced to avoid traffic congestion and excessive queuing.

Mixed use structures make better neighbors because not only do they hide or bury the most objectionable part of the structure, the

parking ramps; they also provide a direct sheltered connection from parking to classrooms, offices, and other destinations.

Priority 5b

Action Strategy 5.2: Properly screen and landscape surface lots.

Summary of Comments: There is agreement that surface parking lots should be screened and landscaped. Generally, surface parking lots are considered either an underutilization or a temporary use of land. However, where they exist, effective landscaping and screening should be a “given” or standard practice. Parking lots that do not meet this standard should be brought up to standard. Illegal lots (pavement exceeding allowable lot coverage) in the near-campus Neighborhood should be eliminated.

This is not a high priority among neighborhood residents or students. Restated, people expect this to occur without any special effort on their part.

TRANSIT & ACCESSIBILITY

Premise

Good transit in combination with other transportation modes is an essential quality of a Great University Neighborhood. Safe, convenient, and pleasant systems for pedestrians, bicyclists, and transit users serve to reduce dependence on private automobiles and related traffic congestion within the UWM Neighborhood. In comparison to other urban institutions across the country the UWM Neighborhood is well served by transit opportunities.

The Milwaukee County Transit Service (MCTS) provides an effective and flexible bus system for moving people throughout the county that includes good, frequent access to the UWM campus.

MCTS effectively links off-campus housing districts, downtown and neighborhood employment centers, entertainment districts, cultural amenities, and parking facilities. While there are aspects of the system related to comfort, convenience, and headways (time between buses) that could be improved, the current system serves a substantial percentage of the UWM student commuter population. MCTS is in fact the only large-scale transit provider for the student commuter population. Improving the system has the potential to provide greater shifts in consumer (student) preferences for transit use and less dependence on private automobiles.

The proposed Milwaukee Connector, provided it can achieve political support and funding, could greatly enhance existing transit services. The connector’s objective is to provide a speedier connection between downtown, surrounding neighborhoods, and targeted cultural amenities (e.g., Miller Park, UWM, etc.). The top three transit alternatives being contemplated are light rail, streetcars or trolleys, and a guided street tram. A version of the latter, from the French company Bombardier, is currently gaining favor among the connector’s proponents. It is in UWM’s interest to offer political support for the connector project, simply based on the prospect of faster, more convenient, more streamlined service from UWM to downtown. Based on early renderings of the Bombardier guided street tram, it may be a more desirable, more tourist-oriented vehicle providing large-vision panoramic views that could provide an additional boost to transit ridership. In any case, better, more frequent transit options can only be an asset to the campus and surrounding neighborhoods.

The University’s shuttle bus system provides service to remote parking lots, which relieves parking pressure within the UWM Neighborhood. Enhancing this service with comfortable waiting stations, digital service information, and pleasant vehicles will encourage increased remote parking utilization.

Bicycle circulation requires an integrated system of on- and off-campus pathways. Maximum effectiveness requires appropriately designated corridors leading to campus. Once on-campus,

convenient storage (ideally protected from the weather) is necessary to optimize utilization. Many campuses across the country are providing changing stations with lockers and showers to promote increased bicycle use. The UWM Neighborhood is fairly well-adapted to bicycle use because of its consistent street grid, sidewalks that can be used on heavily trafficked streets, curb cuts at all intersections, and some designated bike pathways (though not as many as there could be). There is room for improvement in overall connectedness of pathways, convenient access to sheltered bike racks at major campus destinations, better orientation and signing of trails, and locker facilities.

Walkways connecting neighborhood and campus destinations are an essential element of accessibility. From merely a functional standpoint, these walkways must be safe, well lighted, and properly marked. The design of safe street crossings (signalized or elevated where appropriate) is important. For heavily trafficked pedestrian crossings, it makes sense to add design for traffic calming, using curb push-outs that reduce crossing distance; as well as paving patterns, colored pavement or heavily marked crosswalks to define the crossing and alert drivers to the fact that they are encountering a pedestrian zone. On or off campus, interconnected walkways, especially if landscaped and enhanced by benches, markers and public art, create a pedestrian system and become an important defining feature of the landscape.



Promoting transit use along existing routes and bike use helps to offset parking demand and decrease congestion, safety issues, and pollution.

From a parking and transit standpoint, this system of interconnected walkways supports a valuable “Park Once” concept. The idea is that a person can park anywhere on- or near-campus and then walk to any destination on- or near-campus, without the need to re-park or sequentially park. (The assumption is that this is a pleasant walk, so design and amenities matter.) “Park Once” represents both a desirable goal and necessary planning concept.

Current Efforts and Previous Accomplishments

East Side Transportation Management Association (ETMA)

The association is a community coalition that has been working on finding solutions to the parking and traffic issues within the UWM Neighborhood since 1998. The association includes County, City, Neighborhood, and University volunteers. This group can provide a good clearing house for discussing and addressing issues with broad community representation and as such should be carried on as a venue for continued collaboration and dialogue.

Milwaukee Connector Support

The City and UWM continue to support linking downtown Milwaukee to UWM via the Milwaukee Connector. The proposed Milwaukee Connector would potentially offer a convenient, efficient, environmentally friendly transportation linkage between key residential, employment and activity centers within Milwaukee, including UWM.

UPASS

The University and County have effectively joined forces to promote ridership. UPASS is a card that allows students free use of the Milwaukee County Transit System and the Wisconsin Coach Lines commuter bus system, which serves Waukesha, Racine,

and Kenosha Counties. In addition, six Milwaukee County local bus routes also provide service to the campus including freeway flyers from remote Park and Ride lots.

UBUS

MCTS also operates five UBUS routes during the school year, which run directly to UWM. The Wisconsin Coach Lines operates a fleet of comfortable coach buses that provide direct service to UWM from downtown Waukesha, Goerke's Corners, and Brookfield Square in Waukesha County. Coach Lines service from Racine and Kenosha Counties runs to downtown Milwaukee, requiring a transfer to the Route 30 bus to continue on to UWM.

UPARK

UPark is a system of remote parking lots and shuttle buses that provides free parking for students. There are 4 lots (E. Capitol Drive/N. Humboldt Boulevard, and Veteran's Park/McKinley Marina, Bradford and North Point) and 7 stops on-campus, with buses running approximately every 10 minutes during peak parking hours. Service is provided Monday through Friday, 5:30 a.m. to 10:30 p.m. (8:30 p.m. on Fridays).

B.O.S.S.

Be On the Safe Side (B.O.S.S.) is a campus safety program that provides nighttime walking escorts and van transportation for UWM students. Walking escorts are available 7 days a week, 5:00 p.m. to 12:00 a.m., and service an area bounded by Edgewood Avenue (North), Downer Avenue (East), Locust Street (South), and Oakland Avenue (West). Van transportation is available 7 days a week between 5:00 p.m. and 1:00 a.m. and operates in an area bounded by Hampton Ave. (North), Lake Michigan (East), Brady Street (South), and Seventh Street (West). Students can arrange both by calling a dispatch center in the UWM Student Union. Student I.D.s are required for van transport.

Bike Task Force

A group of volunteers are working to advance bicycle utilization for students and employees living near campus. The group consists of UWM faculty, staff, students, and neighborhood constituents, and is coordinated by the ETMA.

Free Bike Loan Program

This program was initiated by the ETMA Bike Task Force in June 2002 to increase the number of people who use bikes as means of transportation on the UWM campus and the adjacent neighborhoods between Lake Michigan, Humboldt Avenue, Shorewood and downtown. A pilot project will provide 25 students within a designated area with a free refurbished bike and accessories. In exchange, the students will ride as much as possible during the fall semester, and record their experiences.

Regional Bike Path Linkages

The Eastside Business Improvement District is working to link two community bike paths at North Avenue and Oakland. This will bring a significant community-wide bike route within two blocks of campus.

Initiative Consideration: Transit & Accessibility

Initiative #6 - Increase alternatives to driving to campus

Action Strategy 6.1: Create a Transit Route that connects remote UWM satellite locations, existing centers (Kenilworth Bldg., Grand Ave. Mall) as well as student residential districts.

Dedicated service from downtown and the Lower East Side to UWM via MCTS bus routes 15 and 30 already exists. In the long

run, it would make sense to concentrate other satellite facilities along these or other dedicated routes.

The University could also consider participating in the County's painted bus advertising program, and paint a Route 15 or 30 bus with UWM colors. Though the painted bus could not be entirely dedicated to Routes 15 and 30, an arrangement with MCTS could be made so that it is targeted for these routes.

Action Strategy 6.1 Evaluation:

- New University facilities and student residential districts should be located along existing transit routes wherever feasible or at least where a simple route extension can provide service.
- First and foremost, any transit system must focus on moving people from one place to another efficiently and economically. To be effective for students and distance riders it must be convenient, affordable, and routed to major destinations like downtown and the University. While comfort and unique design are desirable, they will not compensate for these other factors.
- The most effective measure is to maximize utilization of current MCTS routes, which are presently under capacity.
- Painting buses with UWM advertising could cause some confusion, where riders might think one bus provides different service from the others (e.g., dedicated to the University). A UWM identity for buses serving UWM could however be a good way to increase identity, e.g., "the UWM bus" and in the long run, increase ridership.

Action Strategy 6.2: Support the Milwaukee Connector proposal.

Lobby for the north-south Milwaukee Connector route that will give the University direct and efficient access to downtown and the extended metro environs.

Action Strategy 6.2 Evaluation:

- The proposed connector offers definite advantages for connecting the University with the downtown and greater Milwaukee community. Not only will it help move people, the connector also has great potential for encouraging urban revitalization along its designated corridor. Being part of Milwaukee's first established rapid transit route should be a University priority. The current proposed route passes through the UWM Neighborhood on the campus' west boundary.

Action Strategy 6.3: Create marketing strategies and incentives to increase transit use to campus.

Promote the convenience of the remote parking lots and transit connections to campus. Consider offering incentives to students and employees who use transit in lieu of a car. Also continue parking space incentives for those who carpool instead of driving alone.

Action Strategy 6.3 Evaluation:

- Transportation choices are directly linked to comfort, convenience, and cost. Incentives and/or disincentives should be part of the strategy. This could include coupons for discounts at local commercial/entertainment establishments and/or University events, prime parking spaces reserved for those who carpool, and providing commercial conveniences at transit transfer points (e.g., Park-N-Ride lots).

- Transit use typically tapers off the further people live from campus, thus investment in new housing projects near the campus will be beneficial.
- Evaluate current parking rates to make the most convenient and sought after spaces more costly, letting them offset overall system costs.
- If possible, locate new stops at high-activity or high-amenity locations, for example, shopping malls or parks.

Action Strategy 6.4: Improve the comfort, appearance, and location of U-Park shuttles and shuttle stops.

Ideally, shuttles should look and feel more professional rather than the yellow school buses that are used currently. Shuttle stops should not only protect travelers from inclement weather, they should also provide helpful information on things such as bus service, community/University events, and general news.

Action Strategy 6.4 Evaluation:

- With convenience being the key factor in ridership, it is also important to provide a comfortable and safe shuttle bus system. This includes both the shuttle stop/shelters as well as the buses.
- Improvements and their associated costs need to be balanced with the goal of maintaining the remote parking as a cost effective alternative. This will require a parking and transit system-wide approach to improvements, with the goals of improving service while keeping costs down.

Action Strategy 6.5: Improve pedestrian streetscape on major pedestrian corridors to Neighborhood.

Work with DCD to improve the safety and comfort of pedestrian corridors within the neighborhoods that lead to campus. Involve

UWM's Campus Design Solutions in developing concepts and renderings.

Action Strategy 6.5 Evaluation:

- The pedestrian environment within the UWM Neighborhood is already good. Enhancements, while they may increase the “walkability” of an already very pedestrian-friendly neighborhood, may not fundamentally change the behavior of those who prefer to drive even short distances to park at their final destination.

Action Strategy 6.6: Promote bike routes to UWM that are safe, pleasant, convenient and attractive to both commuters and recreational users.

Dedicated bike routes must also come with provisions for safe and secure storage, ideally protected from the weather. Racks and/or storage need to be convenient and available at all major campus and neighborhood destinations. The City's Department of Public Works has a ready supply of bike racks for anyone who needs them for a public place. The University could offer other incentives such as locker rooms and showers to encourage increased bicycle use.

Action Strategy 6.6 Evaluation:

- Bicycles offer a very good means of transportation within Great University Neighborhoods. This system should be given priority as it can provide a viable alternative transportation mode to the private automobile for traditional students and employees who come to campus for most of the day. Priority must be given to maintaining bicycle routes. For example, in Madison, Wisconsin the bike routes are cleared of snow early after any storm to make sure this system functions viably even in winter conditions.

- Increasing bicycle use requires an appropriate community infrastructure. Currently, tight City streets with on-street parking and narrow walkways do not provide an ideal environment for safe bicycle commuting. While on-campus amenities do help make bicycling more desirable, they do not help if the routes to campus are not adequate.
- Potentially, a network of on- and off-campus UWM Neighborhood bikeways could follow a similar signage program (color and style) as that which is currently utilized to identify campus facilities. This would orient cyclists to the Neighborhood path system and to the campus, enhancing and perhaps increasing bicycle use.
- Utilization of Pubic Work bike racks must be evaluated in terms of overall campus, and Neighborhood design guidelines for site furnishings.

Initiative Prioritization: Transit & Accessibility

Based on input from neighborhood groups and key stakeholders, the following assessment of transit initiative and action strategy priorities was formed, and is discussed in the order of support or agreement.

Priority 1

Initiative #6 - Increase alternatives to driving to campus

Priority 1a

Action Strategy 6.2: Support the Milwaukee Connector proposal.

Summary of Comments: There is broad support for providing better, faster and more efficient transit service to UWM. The Milwaukee Connector appears to be the most likely means of providing that in the near future. Milwaukee County bus routes

serving UWM could provide greater transit ridership if headways could be improved (which is always contingent upon funding). However, transit service that meets the full definition of “better, faster and more efficient” will ultimately require a rail-based vehicle with a designated right-of-way, such as the one proposed by the Milwaukee Connector project.

Priority 1b

Action Strategy 6.4: Improve the comfort, appearance, and location of U-Park shuttles and shuttle stops.

Summary of Comments: There is general agreement that transit needs to be more convenient and appealing to have greater ridership. What is not clear is which improvements will actually increase ridership. A clear UWM identity for transit vehicles and stops could help build ridership. Incentives such as fare coupons would give student, faculty and staff an extra reason to choose transit. Better, more comfortable and appealing shelters combined with shorter waits, could also increase ridership.

Most of these enhancements are expensive, and should be explored further in focus groups, surveys, or attempted on a trial basis, to determine which improvements will produce the desired result and based on that, which expenses can be justified.

Priority 1c

Action Strategy 6.5: Improve pedestrian streetscape on major pedestrian corridors to Neighborhood.

Summary of Comments: There is tentative initial support for improvements to major pedestrian corridors. Primarily, commercial areas such as the Oakland BID, and the major University thoroughfares such as Kenwood, Maryland, Hartford and Downer might deserve better design treatment because they are so heavily traveled by pedestrians.

Determination would have to be made as to what kind of support exists from those who would be called upon to pay for the

improvements, and to what extent these businesses and institutions would want to be assessed, i.e. how expensive a program they would want to pursue.

This does not appear to be a high priority among neighborhood residents or students. However, these improvements tend to build a constituency after they are accomplished, not before. People often decide improvements are significant once they are in place, and they have become a valued part of the landscape.

Priority 1d

Action Strategy 6.6: Promote bike routes to UWM that are safe, pleasant, convenient and attractive to both commuters and recreational users.

Summary of Comments: There is general agreement that bike routes could be improved, and if improved they would give UWM students, staff and faculty another way to get to campus without relying on an automobile. There is an effort currently underway by the Bicycle Task Force to determine what impediments exist to bike ridership, and what can be done to remove these impediments and improve the bicycling environment around the campus.

Priority 1e

Action Strategy 6.1: Create a Transit Route that connects remote UWM satellite locations, existing centers (Kenilworth Bldg., Grand Ave. Mall) as well as student residential districts.

Summary of Comments: There is support for either creating a UWM-only transit shuttle or improving the under-utilized Milwaukee County Transit service that already exists. Currently, MCTS headways are 15 minutes for peak and 20-30 minutes for non-peak hours. If these headways could be cut in half, i.e. 7-10 minutes peak and 10-15 minutes for non-peak hours, we would likely see a substantial increase in transit ridership and an improved connection between UWM satellite locations, student housing along transit routes, and the main campus.

Clearly, these MCTS improvements would benefit the University and the surrounding Neighborhood. However, they are not likely to occur in the current climate of fiscal constraint without a significant increase in ridership combined with other financial means of support.

Priority 1f

Action Strategy 6.3: Create marketing strategies and incentives to increase transit use to campus.

Summary of Comments: There is support for developing incentives that would advance transit use over automobile use as the primary means of getting to and from campus. However, there is a need for a designated marketing group with the assigned purpose of developing incentives and strategies to advance transit over automobile commuting, and eventually make transit the preferred option for UWM students, staff, and faculty. (Note: MCTS does advertise in the local media to increase transit ridership, but these ads are aimed at the general population and are not specifically targeted to UWM commuters.)

HOUSING

Premise

Within the past ten years, there has been a documented nationwide trend among college students to seek a more traditional university or college experience, defined broadly as a connection to the University that goes beyond the classroom. This connection is based on a broad spectrum of extracurricular and social activities associated with the campus, e.g. lectures, theatre, athletic events, social clubs, etc. It may also be based on the diverse collection of shops, bookstores, cafes, restaurants, etc. that surround the campus.

The net result of this desire for greater connection is threefold.

1. For students, it means that it is most desirable to live on or

near campus, or off campus near a reliable transit route (although clearly the physical distance from campus activities may present a less desirable option).

2. For UWM, it means that there is an increasing demand for student housing associated with campus life, with all that it entails in physical and budgetary terms. Essentially, UWM can no longer be considered a commuter campus where students come in for classes and leave without further involvement in campus activities.
3. For the Neighborhood, it means that given the University's limited ability to provide student housing (primarily due to the lack of available land), there is a demand for rental units far beyond what the Neighborhood can sustain or accommodate without undergoing a significant change in character.

The above scenario suggests a combined strategy aimed at, (1) accommodating the needs of students for a greater connection to the campus or a "traditional college experience," (2) finding additional ways for a landlocked University to provide housing, and (3) finding alternatives to student housing that relieve pressure on the Neighborhood as well as preserve its historic character and density.

First, the campus should be evaluated for any potential it may have for the provision of additional student housing. In recent years, the demand for on-campus housing has dramatically increased. Only eight years ago, the demand for on-campus housing was below the supply. For fall of 2002, the demand for on-campus housing exceeded the supply by 1,800 students. This dramatic change reflects the nationwide trend among students to experience the positive aspects of the on-campus student community, as well as the financial impacts of rising off-campus rent.

After on-campus sites have been exhausted, the next set of options lies with the exploration of sites for off-campus housing linked to reliable transit and possible satellite or outreach centers for the University. Obviously, there are issues here regarding

distance from transit stops, headways, comfort and cost (UWM students ride MCTS buses free, so cost may not be as much a factor as time and distance).

The other set of issues for off-campus housing is the relative cost of housing and relative desirability of the remote neighborhood. Milwaukee has good affordable neighborhoods that could provide a substantial measure of off-campus housing. The two existing satellite locations for the University (Grand Avenue and Kenilworth) are in neighborhoods that are rich in shopping and entertainment, and very desirable for students. The University is already exploring off-campus housing options in both locations.



Existing



Potential Retrofit

UWM acquisition of the Columbia Hospital campus would provide desirable on-campus student housing while relieving student housing demand in the near campus neighborhoods.

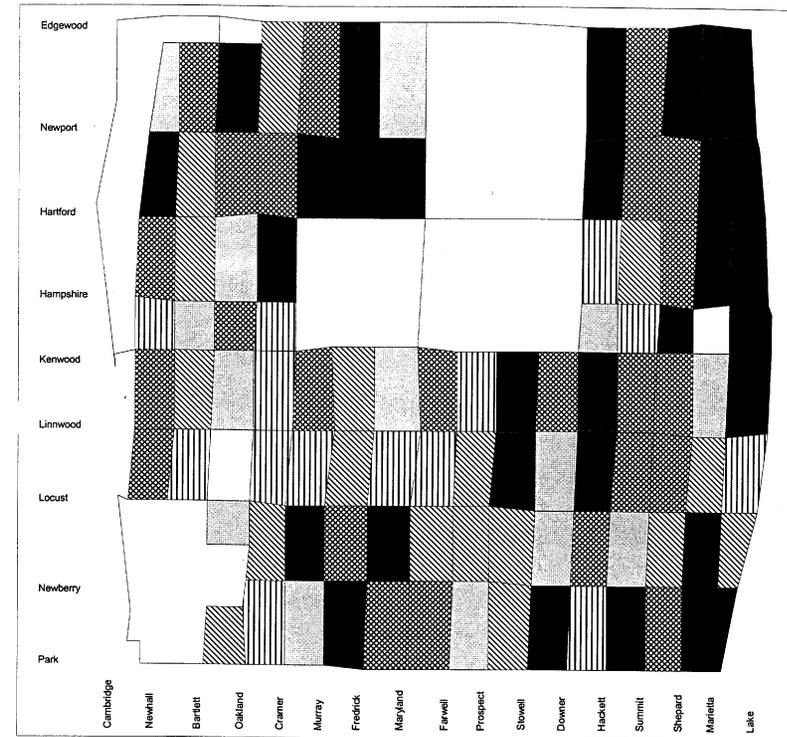


The UWM Neighborhood has an abundance of high quality, desirable housing. A UWM initiated employee assisted home purchase program, or walk to work program, would increase owner-occupancy, as well as reduce on or near campus parking demand.

The most complicated and problematic housing options are near-campus. Near-campus housing for students can bring some benefits to the community in income and market expansion for goods and services. However, too much absentee ownership of property associated with rental units creates problems for the community. Generally, when a neighborhood experiences absentee ownership for over a third of the properties, it begins to exhibit signs of disinvestment and decline. Then, ownership and the care and long-term investment in property become a serious issue for neighborhood preservation of value and character. An over-concentration of student rental housing can create environmental and economic conditions that drive away homeowners and non-student households. The short-term potential income from rental properties and depreciation write-offs then benefits non-resident investors at the ultimate expense of homeowner residents in specific and the Neighborhood in general.

Timing and magnitude of effort are key to maintaining, and in some cases improving the neighborhood value and character. An ounce of prevention in the way of redirecting undesirable trends and creating more desirable options, is truly worth a pound of cure. Once neighborhoods begin to experience a downward spiral of disinvestment and decline, it takes an enormous effort on the part of all parties involved to merely arrest the decline; then further effort to begin to return the Neighborhood to health and prosperity. There are signs that immediate action is needed, and that if not taken, there will be undesirable and extended long-term consequences for both the University and the Neighborhood.

It is clearly in the long-term interest of the City and University to preserve property values and community character. The character of the Neighborhood is in fact an important marketing tool for the University. Parents want to send their children to a university that is surrounded by a beautiful, safe and friendly neighborhood. Therefore, it falls upon the City and the University, as well as neighborhood residents, to find ways to limit the demand for near-campus housing, relieve the burden of absentee owners on the Neighborhood, and redirect housing demand to satellite



Change in Percent Single Family and Duplex Parcels Owner Occupied, 1996 to 2001
 Area Change = decrease 2.9% - Source: MPROP
 decrease 10.0% to 29.2%
 decrease 5.0% to 9.9%
 decrease less than 5.0%
 no change
 increase less than 5.0%
 increase 5.0% to 15.3%
 less than 5 single family or duplex parcels

This diagram illustrates the notable percent change in owner-occupancy within the neighborhood between 1996 and 2001.

locations—ideally in desirable parts of the City, linked to University branch locations or outreach with reliable convenient transit.

That said, the most successful strategy for preserving neighborhood character and value is to increase the number of owner-occupied units. Priority should be placed on promoting owner occupancy of duplex units, which creates the additional

benefit of keeping rental units available, but with the control and supervision of on-site landlords.

The principal way for a large institution like a university to promote home ownership is to provide financial assistance, especially down payment assistance, subsidies or incentives that target markets of likely near-campus homeowners such as university faculty and staff.

These programs can have a greater impact through creation of an organization focused solely on their implementation. The non-profit community development corporation (CDC) is a common model for such an implementing organization. The organization allows the objectives of the programs to be pursued more directly and in a more focused way. They can become players in the local real estate market that provide a viable counter to absentee landlords.

Just as with the other initiatives in this strategy, the recommendations for housing in the immediate UWM area must be seen as an interdependent group of actions. In the long term, the best strategies are those aimed at increasing owner occupancy. In the short term, the best strategies are those aimed at mitigating the abuse of property, and curbing the negative and nuisance behaviors of transients (students or non-students). The CDC is the most aggressive long-term strategy that should be undertaken, but the short-term strategies are just as important and should be implemented as well.

Current Efforts and Previous Accomplishments

On-campus housing

UWM is committed to the benefits that on-campus housing brings to campus life and has invested in new on-campus apartment-style housing with the east tower expansion of Sandburg Hall

completed in 2001. The Columbia Hospital campus is being assessed for University use including housing.

Off-campus housing

UWM is moving forward with a developer request for proposals for the Kenilworth Building, the University owned historic warehouse just south of North Avenue. Redevelopment would potentially include a mix of housing, first floor retail, classroom, student services and parking uses. In addition, UWM is seeking opportunities to lease downtown hotel space for student housing. An arrangement is expected to be in place for the 2003/2004 academic year.

Employer-assisted housing

UWM has had discussions with Select Milwaukee, a non-profit organization that works with businesses and institutions to create walk to work programs, to explore creation of a UWM employee home ownership program to support home ownership among eligible employees. The Select Milwaukee approach would have two core components: comprehensive home purchase counseling and financial assistance for eligible employees to reduce the amount of up-front cash needed for the down payment and closing.

Code enforcement

The Department of Neighborhood Services (DNS) and the Milwaukee Police Department are actively working to ensure compliance with building codes and legal occupancy.

Zoning protections

The new City of Milwaukee zoning regulations effectively restrict conversion of single family and duplex properties to multifamily properties in much of the UWM area.

Realtor Awareness

The Murray Hill Neighborhood Association is currently drafting a letter that will be distributed to area realtors. The letter outlines zoning regulations, including legal occupancy, to minimize the tendency for realtors to give potential buyers, particularly landlords, incorrect or misguided information about likely rental fees and number of occupants.

Initiative Consideration: Housing

INITIATIVE #7 - INCREASE ON-CAMPUS HOUSING

Action Strategy 7.1: Identify sites on-campus that would be appropriate for construction of new student residence halls.

In its past planning, UWM has repeatedly identified the demand for additional on-campus housing. The need for on-campus housing becomes even more strategic for the University as it evolves into a more traditional campus with fewer commuters.

If Columbia Hospital can be acquired, it becomes a leading candidate site for additional housing through renovation of the existing building complex. Another option is using a portion of the Downer Woods property, however this action would require modification to State legislation that restricts development within currently designated limits.

Action Strategy 7.1 Evaluation:

- On-campus housing relieves near campus housing demand, and potentially lessens disturbance and parking issues.
- Students living on-campus both benefit from campus life and they contribute to campus life in a way that students

living off-campus do not. They also provide a market for goods and services that help support more diverse neighborhood retail, something that benefits residents as well.

- Living on-campus is that these students create a round-the-clock presence that contributes to a safer campus for students and visitors alike.
- Certainly, for every student living on-campus, there is potentially one less person who needs to commute to the UWM Neighborhood and less parking spaces either in a lot, garage or on-street that have to be provided. Therefore, by eliminating the need for parking for a portion of the student body, on-campus housing pays for itself two-fold.
- The ability to create additional on-campus housing is severely limited. One limiting factor is the financial feasibility of new construction especially in the face of reduced capital budgets. This is solely a University and State funding issue. Another limit is the lack of space on-campus for new residential buildings. The campus is landlocked, and there are very few available sites for new construction. The few options that exist have been constrained in the past by community opposition to new construction that is either out of scale or character with the surrounding neighborhood.
- The Columbia Hospital property offers a good means for increasing on-campus student housing. Assuming a positive facility assessment and available funding, it should be purchased.

INITIATIVE #8 - STABILIZE HOME OWNERSHIP IN NEAR-CAMPUS NEIGHBORHOODS

Action Strategy 8.1: Homebuyer assistance program

This program would provide down payment assistance to qualified prospective homeowners in return for a deed restriction requiring occupancy by owners. This assistance would come in the form of a long-term loan payable only upon sale of the property. The amount of repayment would be equal to the percentage of the initial assistance to the total purchase price. For example, if the program “invested” \$10,000 in the purchase of a \$200,000 home and the home later sold for \$400,000, the program would be repaid \$20,000.

The exact amount of assistance would be determined by a housing cost analysis and the ability to capitalize a fund that would be sustainable. Typically these funds provide approximately \$5,000 of assistance. Given the rental market distortions in the UWM area, the standard may need to be higher such as assistance equal to 5% of the purchase price not to exceed \$10,000 for single-family properties and \$20,000 for duplexes.

Action Strategy 8.1 Evaluation:

- The use of deed restrictions has been very successful in the Mariner Neighborhood on the west edge of the Columbia Hospital property to maintain home ownership and the stability that comes with long-term owner occupancy. Financial support would further support owner-occupancy of single-family homes and duplexes.

Action Strategy 8.2: Employer-assisted home purchase program

Through walk to work programs, employers provide assistance, similar to the home-ownership assistance described in 8.1, to employees promoting home purchases within walking distance of their job. Such programs are adopted as an attractive benefit for recruiting employees, stabilizing neighborhood housing, and reducing the demand for employee related parking.

The program would be adopted by the University and offered through its employee benefit package. It would require University funding, but often such programs are also supported by foundation or public support. Like other benefits, the program does not have to be administered by the University. As already mentioned, organizations such as Select Milwaukee run such programs for employers.

Action Strategy 8.2 Evaluation:

- In the case of the UWM Neighborhood with its quality housing stock, there is great potential for an employer-assisted home purchase program to both benefit the University and promote neighborhood stability.
- Benchmark example: Ohio State University faculty and staff with regular appointments are offered down payment assistance for single family, 2- and 4-family, or condominiums within a defined incentive area to help increase home ownership in the area. Assistance is limited to one \$3,000 loan per household in the form of a 0% forgivable loan (second mortgage) to be applied toward the regular down payment, closing costs and/or reduction in principal amount. The second mortgage is forgivable at 20% per year with the entire second mortgage forgiven after year five of occupancy.
(Go to: www.osu.edu, then click on “Campus Partners”, then click on “Homeownership”)
- Benchmark example: The University of Cincinnati (UC) partnered with the Home Ownership Center for their walk to work program. The partnership provides a \$2,500 loan, interest and payment free provided the owners live in the home a minimum of three years. When they sell, the owner pays the \$2,500 back to the Home Ownership Center. In addition, UC employees can qualify for \$2,500 in low-interest loans from the University, which would be paid back over a two-year period through payroll deductions.

(Go to: www.uc.edu, then click on “info search”, then enter “Home Ownership Center”)

- Benchmark example: The University of Minnesota offers below market rate mortgages to eligible, qualified academic staff. Property options are limited to owner-occupied principal residence, which can include any single family, attached or detached, residential property located in the state of Minnesota. The University of Minnesota determines the note rate. The loan originator, underwriter and servicer is Temple-Inland Mortgage Corporation.
(Go to: www.umn.edu, then click on “Faculty”, then click on “Human Resources”, then click on “Benefits”, then click on “Mortgage”)
- Benchmark example: The University of Washington in Seattle, together with the Mayor and HomeStreet Bank president signed an agreement outlining their Hometown Home Loan Program. Permanent University employees can access a series of discounts on loan fees, escrow, title, and related financing costs. Additional benefits, such as down payment assistance and reduced mortgage rates, are available to households with modest incomes in the City of Seattle.
(Go to: www.washington.edu, then click on “For Faculty/ Staff/Students”, then click on “Human Resources”, then click on “Benefits”, then click on “Housing”, then click on “Hometown Home Loan Program”)

INITIATIVE #9 - CREATE A COMMUNITY DEVELOPMENT CORPORATION (CDC)

Action Strategy 9.1: Initiate joint venture between UWM, City, Neighborhood and others to implement homeowner assistance programs.

This non-profit corporation would be the institution charged with implementing housing and community stability initiatives.

Specifically, it could administer or coordinate the homeowner assistance program. If desirable, it could purchase properties to promote owner occupancy, or potentially help homeowners convert duplex units to single-family units.

The CDC could also undertake other housing counseling and advocacy activities that help promote neighborhood stability. The CDC should be independent but guided by a Board of Directors that represents the major stakeholders in the area, i.e. UWM, the City, and the neighborhood associations.

Action Strategy 9.1 Evaluation:

- The creation of a CDC would institutionalize the commitment to preserving and enhancing the Neighborhood and create a forum for on-going collaboration between the interested parties, a collaboration that can change over the years as conditions in the Neighborhood improve and change.
- An important element of this corporation and rationale for its creation is that it would be a joint venture of UWM, City, Neighborhood and private partners. The CDC would be an on-going collaborative forum for addressing joint Neighborhood/University issues. It would be independent to the extent that it would not be totally controlled by any one group. In the same vein, its financial support would also need to be multi-party. Funding for the group cannot be seen as solely a University responsibility. As a non-profit development corporation, it will be able to leverage its core funding through pursuing foundation, Federal, State or other outside funding.
- Benchmark example: At the University of New York at Buffalo, the University Community Initiative (UCI) is spearheading a plan to revitalize the neighborhoods around the South Campus by improving the area’s housing stock through a housing acquisition, rehabilitation and resale program. UCI is a collaborative partnership led by the

University, the City of Buffalo, and the towns of Amherst, Tonawanda and Cheektowaga. Ultimately a real-estate development organization will be created under the working title of University Development Corporation.

(Go to: www.buffalo.edu, then search "University Community Initiative")

- Benchmark example: At Yale University in New Haven, Connecticut, the Greater Dwight Development Corporation (GDDC) is a partnership between the University and the Dwight Neighborhood. The group secured a \$2.4 million HUD university partnership grant, and leveraged extensive matching funds and in-kind contributions from Yale and other partners.

(Go to: www.yale.edu, then search "Dwight Neighborhood")

- Benchmark example: Also at Yale University, the Hill Development Corporation is a partnership between the University and the Hill Neighborhood, which works to increase home ownership with support from the Fannie Mae Foundation. The group rehabilitates homes for sale to first-time homebuyers.

(Go to: www.yale.edu, then search "Hill Neighborhood")

Action Strategy 9.2: Provide student tenant and advocacy assistance; organize community clean-ups and UWM Neighborhood landlord training program.

The CDC could provide some of the counseling services proposed elsewhere in this strategy such as student tenant advocacy, organizing community clean-ups, and landlord training tailored to address UWM Neighborhood issues.

Action Strategy 9.2 Evaluation:

- The joint cooperation between the University, City, Neighborhood and private partners that form the CDC would promote a unified effort for student tenant and

advocacy assistance, clean-ups, landlord training programs and other programs related to housing. In addition, consolidating the related programs simplifies their management, promotion and implementation.

INITIATIVE #10 - PRESERVE ARCHITECTURAL AND HISTORIC CHARACTER

Action Strategy 10.1: Develop programs to assist property owners better maintain historic residential properties.

The University's architectural program can continue to offer assistance to organizing efforts and its collective resources for Neighborhood use. The City's Historic Preservation Section offers technical advice on the maintenance, care and alteration of historic properties, which include several books on a wide range of topics affecting older homes. Neighborhood groups might choose to do weekend seminars on maintenance, updates, and common remodeling topics, drawing on their own considerable expertise as homeowners (perhaps with support from local architects, interior designers or Historic Milwaukee, Inc., a non-profit educational organization).

Action Strategy 10.1 Evaluation:

- In addition to the benefits of well-maintained and preserved historic homes, relationships between the neighborhood residents, City and University are strengthened through their cooperative efforts to enhance the quality, value and significance of the Neighborhood's historic architecture and character.

Action Strategy 10.2: Seek designation for the UWM Neighborhood as a National Register District, Local Landmark District, and/or Neighborhood Conservation District as a means of protecting architectural character.

These options carry different design guidelines and financial incentives. Therefore, the Neighborhood needs to consider which alternative(s) will produce the best outcome.

- The ability to receive tax credits (state and federal combined equal to 25%) for property investment is a big reason to seek a National Register District designation. Tax credits are available for basic maintenance items like roofing, plumbing, electrical, HVAC, brick repointing, and similar items. Approval of work for which the owner seeks tax credits is subject to State Historical Commission approval. Work is reviewed in \$10,000 increments. However, if the property owner does not seek tax credits, they do not have to receive an approval.
- The Local Landmark District subjects every building permit to approval by the Milwaukee Historic Preservation Commission. If protection from inappropriate alterations is a goal, then this is a good avenue to pursue.
- The Neighborhood Conservation District is a zoning overlay district that imposes design guidelines (subject to review by the Milwaukee City Plan Commission) on all properties in the district. The building permit process activates design review. Design guidelines for a Neighborhood Conservation District can go well beyond historic preservation.

Action Strategy 10.2 Evaluation:

- The least restrictive, in the sense that owners choose whether or not to seek approval and tax credits, yet financially supportive option would be a National Register District designation. Because of the opportunity to benefit from tax incentives, this designation could be beneficial to have in place on its own, or in combination with one or both of the other districts. The Neighborhood should investigate all the options and decide which will produce the best overall result.

INITIATIVE #11 – DEVELOP STUDENT HOUSING DISTRICTS/PROJECTS

Action Strategy 11.1: Establish public/private partnerships to develop student housing throughout the metro area.

Promote student-housing in neighborhoods that are convenient to future remote or satellite UWM campuses and that could also benefit from the presence of student residents and related commercial activity. (Possible candidates: Northridge, Cedarburg, Waukesha, others.)

Near campus is defined as within 5-10 miles of the campus (e.g. the North Avenue area, Brady Street area, Riverwest, and downtown). It can also include Whitefish Bay or Wauwatosa. Ideally, near-campus housing is linked to transit and located in a high-activity, high-amenity area where students will want to live.

Action Strategy 11.1 Evaluation:

- Many universities have partnered with private developers to expand the housing stock available to students. Public/private partnerships are appealing because they provide an alternative way for universities to offset the cost of developing housing, yet the University has the ability to determine the location, type, quantity and quality of housing. Developers benefit because they have a captured market, which dramatically reduces if not eliminates their risk.
- Benchmark example: The University of Minnesota at Minneapolis, in partnership with the Wedum Foundation, completed University Village in 1999. The University leases a little more than half of the building and assumes responsibility for its management under the direction of Housing & Residential Life. Referred to as U Village, residents have the same contract obligations and receive comparable amenities to other University residence facilities. The University strongly recommends that

students leave their cars at home. However, to meet the needs of students who must drive, parking is available. U Village houses 408 students in 108 units, and includes a ground floor retail plaza, and is close to the Metro Transit bus and the campus shuttle bus.

(Web Search: "University of Minnesota, U Village")

- Benchmark example: Marquette University, in Milwaukee, Wisconsin was faced with declining student housing options and quality of life issues. In 1991, Marquette University embarked upon Campus Circle, a neighborhood revitalization project. The project spurred the formation of two non-profit corporations, one for residential development and the other for commercial real estate, with the intention to purchase residential and commercial properties around the University, fix them up and lease them out. They also created Campus Town, a \$30 million venture built in the 1990's, which provides 225 University managed apartment units, in addition to 21 retailers, including grocery, video, textbook and music stores, restaurants, taverns, and a Laundromat adjacent to the Marquette campus.

(Web Search: "Marquette University, Campus Circle")

Action Strategy 11.2: Establish improved transit linkages between UWM and target neighborhoods.

Ideally, remote housing should capitalize on existing transit routes due to the cost and complicated process (assessment of need, etc.) for establishing new routes. Given the current routes offered by MCTS, numerous opportunities exist without the need for additional transit routes. To make remote housing a more appealing option for students, transit service on these routes would need improved hours and headways (time between buses which can vary according to time of day).

Should the Milwaukee Connector be established, the Miller Park to Oakland Avenue route or transit corridor will serve as an ideal location for future student housing.

There may be opportunities for UWM to purchase and convert downtown housing to student housing, capitalizing on already established transit routes (MCTS #15 and #30) that make the downtown-University connection workable, and downtown activities and entertainment that make it desirable.

Action Strategy 11.2 Evaluation:

- Targeting neighborhoods with convenient transit linkages to UWM helps to fully utilize the existing transit system, resulting in increased ridership and revenue, and potential opportunities for new or expanded retail and/or services at high use stops.

Action Strategy 11.3: Promote commercial development adjacent to remote student housing

Typically this development will be privately financed and managed, however, universities across the nation are partnering with private corporations to enable commercial/retail developments to service their constituents.

Action Strategy 11.3 Evaluation:

- This initiative will serve to both provide necessary services that support the resident population and serve to enhance the desirability of the residential district/project.
- Benchmark example: The University Gateway Center is a long-term planning and construction project initiated by Ohio State in Columbus. Campus Partners, established in 1995, led an 18-month public process to develop a comprehensive improvement plan for the University District, namely the University Neighborhoods Revitalization Plan: Concept Document. In July 1997, Campus Partners led an implementation program for the plan's retail and commercial recommendations for High Street. The program outlined a series of measures to enhance the

commercial recommendations for High Street. The program outlined a series of measures to enhance the length of High Street in the University District and reinforce the opportunity for success of the University Gateway Center project. The University Gateway Center is envisioned to be a prominent and lively gateway for the University, and the entire University District. The mixed-use, urban redevelopment project will be a blend of entertainment, restaurants, retail, office space, apartments and a parking garage to serve the collegiate market. Demolition and first-phase public improvements are in progress. Construction of buildings is expected to begin in 2003. The project is expected to generate \$200 million in new investment.

(Web search: "Campus Partners, University Gateway")

- Benchmark example: The Columbus City Council authorized the City administration to enter into an economic development agreement with the Gateway Area Revitalization Initiative, a non-profit affiliate of Campus Partners. The agreement outlines responsibilities for property acquisition, requirements for a relocation plan, funding of public improvements, creation of a tax increment finance district (using non-school revenues), required traffic measures, neighborhood employment initiatives and related matters.

(Web search: "Campus Partners, University Gateway")

- Benchmark example: Arizona State University (ASU), in Tempe, Arizona initiated the Tempe Center, a public/private venture to establish a neighborhood shopping center. The center's location creates a great transition from downtown Tempe to the campus. A 1950's shopping center was purchased by ASU in 1983 and operated by ASU until June 2000 when leases expired and redevelopment was possible. The site includes approximately 10 acres. The University will lease the north 5 acres to a developer under a long-term ground lease. A parking structure on-site will be funded and shared by ASU and the developer. The

private development portion will include a mixed-use retail/restaurant/office center. Construction is planned to begin in Spring 2003.

(Contact ASU, Department of Planning and Construction, 480.727.1110)

Action Strategy 11.4: Facilitate Kenilworth Building redevelopment

The University has an excellent opportunity in the Kenilworth Building project. The plan is to contract with a private corporation for a mixed-use development that will potentially include student housing, classroom/studio space, office, gallery, and retail space on the ground floor(s).

Action Strategy 11.4 Evaluation:

- The redevelopment of the Kenilworth Building offers students an alternate option of student life adjacent to an already lively commercial/retail area along North Avenue. The potential to provide student services such as internet connections, food service and other support services within the building make it an attractive living option for students seeking a campus community. In addition, it reduces the demand for alternative housing within the neighborhoods immediately adjacent to the campus (i.e. the study area).
- The North Avenue Business Improvement District and the City of Milwaukee are working together to create a strong neighborhood retail corridor aimed at upper income households. Creation of housing for students and student age persons is consistent with this effort provided the housing is located in areas that do not displace retail or commercial developments and do not dominate the neighborhood mix.
- Benchmark examples: Other universities which have found ways to satisfy housing demands include the

University of Pittsburgh, and the University of Missouri in Saint Louis. The University of Pittsburgh offers off-campus apartment-style housing to its students. Some of the units are limited to graduate professional program students, however some do not require being a University student. All of the units are located in neighborhood settings with retail, services and transit nearby.

(Contact: UM-St. Louis, Chancellor's Office, 314.516.5252, and Web Search: "University of Pittsburgh, Housing")

- Benchmark example: Similarly, as demand for student housing rises, the University of Missouri, Saint Louis continues to purchase apartment buildings, condos, and buildings suitable for adaptive reuse. Much of the additional housing is close to campus, but the University is also working with one of the contiguous communities to strategically place housing in a location that will benefit the community and its student occupants.
(Contact: UM-St. Louis, Chancellor's Office, 314.516.5252)

Action Strategy 11.5: Investigate redevelopment of Oakland Avenue retail to include housing.

There may be an opportunity for more intensive redevelopment of Oakland Avenue businesses to include housing above retail. Student apartments would add a greater market for existing and expanded retail along Oakland Avenue, particularly in the BID at Oakland and Locust.

Action Strategy 11.5 Evaluation:

- More intensive, higher and better use of underutilized properties along Oakland Avenue will greatly add to the vitality and success of this near campus area.

Initiative Prioritization: Housing

Based on input from neighborhood groups and key stakeholders, the following assessment of housing initiative and action strategy priorities was formed, and is discussed in the order of support or agreement.

Priority 1

Initiative #8 - Stabilize home ownership in near-campus neighborhoods

Priority 1a

Action Strategy 8.2: Employer-assisted home purchase program

Summary of Comments: There is strong support or agreement for taking immediate action to stabilize the Neighborhood; particularly along those blocks that are losing owner occupants at a faster rate than the Neighborhood as a whole. Employer-assisted walk to work home purchase programs have a proven track record in stabilizing neighborhoods, and require relatively small capital outlays from sponsoring institutions. UWM has had recent discussion with Select Milwaukee about managing such a program in the UWM Neighborhood.

Priority 1b

Action Strategy 8.1: Homebuyer assistance program

Summary of Comments: There is broad support or agreement that an assistance program of this type would reverse the trend toward absentee ownership and the negative impact of absentee owners on surrounding properties. Homebuyer assistance programs have proven to be an effective strategy for increasing owner-occupancy in a targeted area.

It should be noted that private or foundation funding would be necessary to get the program up and running, with an estimated initial capital outlay of approximately two million dollars. A

foundation would typically assume the task of long-term management.

Priority 2

Initiative #7 - Increase on-campus housing

Priority 2a

Action Strategy 7.1: Identify sites on-campus that would be appropriate for construction of new student residence halls.

Summary of Comments: There is qualified support for an increase in on-campus housing. More on-campus housing would accommodate increasing demand on the part of UWM students for a more traditional college experience. Note: Student population in the UWM Neighborhood approached 50% for the 2000 Census, and the trend is moving upward. We can conclude that living on or near the UWM campus is the clear preference of students.

While the need to relieve housing pressure on the Neighborhood is quite evident, there is divided Neighborhood support for seeing UWM make the transition from a commuter campus to a traditional campus with more on-campus housing. Neighborhood concerns are chiefly that new high-rise dormitories will intensify activity on and off the campus, resulting in an increase in noise and other disturbances (i.e., students will live on-campus and party in the near-campus Neighborhood).

Finding the right design and placement of new student housing is key to making it work for both students and Neighborhood residents. Otherwise, demand for student housing will continue to exert “unmanageable” pressure on the near-campus Neighborhood.

Priority 3

Initiative #9 - Create a Community Development Corporation (CDC)

Priority 3a

Action Strategy 9.2: Provide student tenant and advocacy assistance; organize community clean-ups and support the DNS Neighborhood landlord-training program.

Summary of Comments: There is broad support for pursuing student education and advocacy in the areas of landlord-tenant relations, tenant behavior and responsibilities, and legal and civil remedies for tenant problems.

A “model lease” program that is gaining support gives landlords the ability in the lease agreement to evict tenants based on police calls, typically for disturbing the peace. Possible eviction is a heavy deterrent.

Landlord training is a successful method for creating better property maintenance and code compliance. The Department of Neighborhood Services (DNS) runs a Landlord Training Program that educates landlords about property management, code compliance, and other issues related to the responsible ownership and leasing of property. This program helps prevent many of the problems encountered by both tenants and neighbors in regard to absentee-owned properties.

Priority 3b

Action Strategy 9.1: Initiate joint venture between UWM, City, Neighborhood and others to implement homeowner assistance programs.

Summary of Comments: There is strong support for programs that will increase owner-occupancy in the Neighborhood. There is also a strong sentiment among Neighborhood residents that the current market dynamic in the near-campus area favors absentee owners. Values for income properties are inflated based on short-term depreciation, illegal occupancies, deferred maintenance and the lure of quick profit—skewing the market toward “quick turnaround” absentee owners. If the current market dynamic is allowed to continue, it will undermine the long-term health and stability of the Neighborhood.

Long-term residents want to see homeowner assistance programs that will reverse the trend in absentee ownership.

Priority 4

Initiative #11 – Develop student housing districts/projects

Priority 4a

Action Strategy 11.4: Facilitate Kenilworth Building redevelopment

Summary of Comments: There is strong support for redevelopment of the Kenilworth Building as a mix of housing, retail and classroom or studio space. It is worth noting that redevelopment of the Kenilworth Building also reinforces other strategies for relieving housing and parking pressure on the near-campus Neighborhood, such as use of satellite campuses and student housing linked to transit.

UWM has issued an RFP for the Kenilworth Building redevelopment, and is currently going through the process of selecting a developer.

Priority 4b

Action Strategy 11.5: Investigate redevelopment of Oakland Avenue retail to include housing.

Summary of Comments: There is growing support for redevelopment of the Oakland commercial district that might include housing over street-level retail, along with a greater mix of uses. From a market standpoint, this district seems underdeveloped given its proximity to UWM and access to Neighborhood shoppers. The University could benefit from partnering with the Business Improvement District to effect some of these changes.

Priority 4c

Action Strategy 11.1: Establish public/private partnerships to develop student housing throughout the metro area.

Summary of Comments: There is support or agreement among near campus residents that housing partnerships are a good idea, but less in the way of a clear vision of product (what form student housing should take and how concentrated it should be). Housing product will always vary with regard to neighborhood, land value and market dynamics. Neighborhood compatibility should always be part of the design program.

The University will need to acquire land and buildings, and/or partner with developers seeking to develop, lease back and potentially manage mixed-use facilities that include student housing.

Priority 4d

Action Strategy 11.2: Establish improved transit linkages between UWM and target neighborhoods.

Summary of Comments: There is general support for the idea of concentrating new student housing along existing transit routes. In fact, there is evidence that the majority of off-campus housing options are already concentrated along or near existing routes. Basically, the University should seek to reinforce this existing pattern, and if possible, strengthen the existing routes.

Priority 4e

Action Strategy 11.3: Promote commercial development adjacent to remote student housing.

Summary of Comments: There is general agreement that commercial development reinforces the desirability of student housing nearby. Therefore, it makes sense wherever possible, to develop housing within walking distance of commercial districts, entertainment and other amenities.

UWM is currently exploring options for remote or transit-linked housing in the downtown area and on the Lower East Side, both areas with considerable amenities and desirability for students.

Priority 5

Initiative #10 - Preserve Architectural and Historic Character

Priority 5a

Action Strategy 10.1: Develop programs to assist property owners better maintain historic residential properties.

Summary of Comments: There is support for programs that help maintain property values in historic or older pre-World War II neighborhoods. In neighborhoods with older building stock, repairs and maintenance are not always “standard” and technical assistance can be of great help to residents. Technical assistance is also valuable where the unique or special character of a district is worth preserving, such as the district surrounding the University.

Priority 5b

Action Strategy 10.2: Seek designation for the UWM Neighborhood as a National Register District, Local Landmark District, and/or Neighborhood Conservation District as a means of protecting architectural character.

Summary of Comments: There is limited support or agreement for historic district designation beyond the districts that have already sought and received this designation. There is concern that Neighborhood blocks west of Downer would not qualify as historic. There is additional concern that historic district designation could mean lengthy or difficult approval processes, as well as additional cost for normal repair and maintenance.

There is little understanding of Neighborhood Conservation Districts or how they work. This is a “tool” that has yet to be implemented in the City of Milwaukee. There is little understanding of the benefits and requirements of National Register vs. Local Landmark Districts. Given the knowledge that is required to understand the costs and benefits of these options, there should be further discussion and input by the Neighborhood.

QUALITY OF LIFE

Premise

Great University Neighborhoods are often known for a desirable quality of life that comes from population diversity, physical character, and cultural amenities. Stewardship of these physical qualities requires concern, commitment, and investment by all community constituents (homeowners, renters, businesses, institutions, organizations, and governmental agencies).

Conflicts arise when community norms for stewardship are not met. When respect for or acknowledgment of the norm slips too far it can threaten community stability. Eventually many long-term residents find the conflict no longer worth the effort. In diverse university neighborhoods, where there is a mix of long-term residents, very transient residents such as students and non-resident investors such as landlords, there are almost inevitably different levels of expectations and interest in community stewardship.

The challenge becomes finding means to promote stewardship among these groups and to address situations or behaviors that feed the conflict and add momentum to the sense of decline. These approaches range from police and regulatory action to cooperative efforts to build connections and understanding among the diverse groups. Experience shows that the best strategies employ a portfolio of these approaches and create a forum where the different interests regularly meet to monitor progress, build trust and keep the overall situation in perspective.

The heart of Great University Neighborhoods is the amenity brought to the neighborhood by the presence of a university. A university can contribute to every aspect of community life. University grounds can be an attractive and welcoming extension of neighborhood open space. University programs can offer

convenient access to cultural offerings not available in most neighborhoods. University facilities can have a direct benefit for community residents, demonstrated by the popularity of the Klotsche Center with UWM neighbors. Clearly part of a quality of life strategy for a Great University Neighborhood is to build the Neighborhood's connection to the University in multiple ways.

University neighborhoods are well known for their lively and colorful commercial areas. Also, being able to enjoy lively commercial areas is an attractive part of a student's urban campus experience. These areas offer unique places where customers can linger, browse or "hang out," such as cafés and bookstores. They can offer a mix of uses not often found in a typical neighborhood



The UWM Neighborhood enjoys proximity to Lake Michigan, a diverse mix of people, transit linkages, nearby service areas and high quality residential neighborhoods. Maintaining and improving the Quality of Life requires ongoing commitment by the University, City and Neighborhood.

shopping area. The bottom line is that these retail areas, when successful, can take the extra market created by the presence of students and leverage it into a shopping and entertainment district that is going to be attractive citywide. Promoting an economically viable, physically attractive, well-maintained commercial area is part of the quality of life package of a Great University Neighborhood.

Current Efforts and Previous Accomplishments

University Neighborhoods Association

The University Neighborhoods Association (UNA) has been formed to create a forum for communication and cooperation between the five neighborhood associations around UWM, the City and the University.

Quality of Life Initiatives

UWM and the City have undertaken a number of initiatives to address quality of life issues in the UWM Neighborhood. UWM's Offices of Off-Campus Housing and Student Legal Services regularly advise students on landlord tenant issues, and the University is always seeking ways to improve these services.

UWM Student Handbook

The UWM Office of Student Life is revising the Student Handbook. The University will consider including more information for students related to City sanitation and other services. Each year students receive a packet from the Dean of Students along with the "Our Neighborhood" brochure including information on how to be a good neighbor.

Code Enforcement

The City Department of Neighborhood Services (DNS) is committed to developing more effective regulations and enforcement. DNS was able to step up enforcement of building code violations in the UWM Neighborhood by hiring an employee who served as a liaison to the Neighborhood (position jointly funded by DNS and UWM).

MPD and DNS also implemented and enforced the noise ordinance. The UWM area is the area most heavily targeted by MPD for noise violations, which has resulted in a significant reduction in these violations.

Milwaukee Police Department Patrolling

The Milwaukee Police Department 5th District has had success with preemptive patrolling and aggressive enforcement in dealing with problem properties and party houses (illegal taverns) in the Neighborhood. UWM is investigating options to help step up security by having monitoring programs in the Neighborhood similar to the Downtown BID's Neighborhood Ambassador Program (contracted with Wackenhut, Inc.).

UWM Drink Responsibly Program

UWM has and will continue to support "Drink Responsibly" programs. The School of Nursing is currently working on a large-scale, long-term awareness campaign. A UWM campus committee is looking into additional programming to give students more on-campus alternatives to parties in the Neighborhood.

Campus Design Solutions

UWM, through the Milwaukee Idea and the School of Architecture and Urban Planning, has created Campus Design Solutions (CDS). CDS focuses on improving the physical environment of campuses in the University of Wisconsin system and the neighborhoods of which they are a part. Projects related to the

study area include the North Oakland Avenue "University Square" commercial district, and the Maryland Plan. Both projects proposed design guidelines, and streetscape and façade improvement recommendations.

City Design Studio Projects

The UWM City Design Studio (SARUP) has prepared concept plans for streetscape improvements in the Oakland Avenue BID or commercial corridor.

UWM Neighborhood Liaison Position

UWM has developed a Neighborhood Liaison position to facilitate and improve communications with the Neighborhood.

Landlord Compact

The Murray Hill Neighborhood Association is talking with landlords to create a "landlord compact" that includes items such as screening tenants and checking references.

Neighborhood Clean-Ups

The UWM Student Association is planning to organize regular Neighborhood clean-ups throughout the school year.

Oakland Avenue Business Improvement District

A UWM School of Architecture and Urban Planning (SARUP) faculty member is on the board, and the UWM Neighborhood Liaison currently attends Oakland Avenue BID meetings.

Initiative Consideration: Quality of Life

INITIATIVE #12 - IMPROVE QUALITY OF LIFE FOR STUDENT TENANTS

Action Strategy 12.1: Provide handbook and student tenant advocate assistance.

Using existing University student service functions, provide assistance to educate the student population on student handbook rules and regulations and to provide student tenant advocate assistance.

Action Strategy 12.1 Evaluation:

- Increased student awareness of their rights and responsibilities will positively impact the Neighborhood.
- Illegal occupancy and inflated rents/housing values could potentially improve by students identifying owners who violate the housing occupancy code. Landlords who currently maximize rent collection by allowing renters to over-occupy legal bedrooms, or occupy illegal 'bedrooms' could be given citations with stiff penalties to discourage over-occupancy.
- Enforcement of existing laws is key to arresting patterns that lead to the decline of quality of life in the Neighborhood. Modifying landlord and student behavior patterns that fly in the face of existing laws is important. For landlords, attaching penalties or fines to the exploitation of property and tenants is a good way to take the profit out of bad behavior, or behavior which eventually has a negative impact on the Neighborhood. If deferred maintenance is good for landlords in the short-term by keeping money for property repairs in their pocket, it is bad for the long-term value of neighboring properties.
- Considerable effort has already gone into developing more direct and effective penalties for problem landlords and problem tenants in the area immediately adjacent to

campus. It is important that the effort continue to evolve in response to changing conditions. The Milwaukee Police Department has also stepped up enforcement in the past year with positive results.

- Incentives are required to get students to attend and learn the rules and regulations pertaining to landlords.

Action Strategy 12.2: Continue DNS campus area liaison position.

Noise, litter, lawn care, illegal parking and other issues were identified and addressed through the DNS campus liaison.

Action Strategy 12.2 Evaluation:

- The DNS position was an effective means to provide voluntary compliance and education efforts related to student housing. Continuation of the DNS liaison position is reliant on funding.

Action Strategy 12.3: Continue "Drink Responsibly" program.

Continue and enhance this ongoing effort. Consider required attendance for repeat student violators.

Action Strategy 12.3 Evaluation:

- Drink responsibly programs can positively impact student drinking habits. The challenge lies in the ability of the program to truly reach the students and affect their behavior.

INITIATIVE #13: IMPROVE NEIGHBORHOOD PEACE AND QUIET

Action Strategy 13.1: Continue aggressive code enforcement

Work with DNS and MPD to maintain a vigilant enforcement program. Lobby for enhanced funding of existing and future programs through the Chancellor's Office and with the UNA.

Include a reminder or warning in all sales, lease agreements, and advertisements regarding the legal unit occupancy regulations. Collaborate with the local real estate community to assist in this information effort.

Action Strategy 13.1 Evaluation:

- Continued efforts will “get the word out “ to owners and landlords that the Neighborhood requires property owners to meet an identified standard of quality, maintenance, safety and appearance.

Action Strategy 13.2: Establish new enforcement tools.

Establish new enforcement tools such as a disorderly property ordinance or greater penalties for existing laws.

Action Strategy 13.2 Evaluation:

- Again, any increase in code enforcement measures will secure the Neighborhood's reputation for requiring property owners to meet an identified standard of quality, maintenance, safety and appearance.

Action Strategy 13.3: Develop model lease

Develop a model lease that allows and encourages landlords to respond to QOL violations. Continue incentives for active participation.

Action Strategy 13.3 Evaluation:

- Landlords who currently include quality of life assurances such as litter removal, noise and disturbance policies, and eviction policies in their lease agreements report the ability to effectively reinforce desirable tenant behavior in a way that is respectful to the tenants, adjacent neighbors, and to the Neighborhood in general.
- For example, some of the area landlords have written a “no party” clause into the lease, which states that if police are called to the property, there is cause for eviction.

Action Strategy 13.4: Continue landlord training customized to issues relevant to student tenants.

Continue training program for landlords on current relevant issues. Offer incentives for participation.

Action Strategy 13.4 Evaluation:

- Customized landlord training is effective for areas with high student populations. By tailoring training to meet unique situations associated with student tenants, the training can effectively influence the Neighborhood.
- Landlord training has proven to be an effective means of conveying information regarding the special requirements and responsibilities of owning and leasing property. This is doubly effective in situations where either the landlord or the tenants are “new to the game,” and may not be aware of the rules that apply.

Action Strategy 13.5: Explore UWM code-of-conduct penalties for student off-campus offenses.

Expand UWM code of conduct jurisdiction off-campus to allow penalties for off-campus offenses that range from fines to withholding of grades and graduation certificates.

Action Strategy 13.5 Evaluation:

- With the recognition that responsible student behavior contributes to the health, quality and well-being of campus neighborhoods as well as the reputation of the University, many Universities, both public and private, have changed their student code of conduct jurisdiction to extend beyond campus boundaries. Examples of public universities include University of Pittsburgh, Ohio State University, Southwest Missouri State University, Penn State and University of Massachusetts – Boston.
- For students, flagrant repeat violations of the law should result in sanctions by the University, commensurate with a code of conduct that the student has agreed to. This is a reinforced “good neighbor” policy on the part of the University. However, to date, the University has indicated that expanding the code of conduct jurisdiction off campus is not in alignment with their mission, and thus they do not intend to explore this option.

Action Strategy 13.6: Create off-campus security patrols.

Establish a coordinated effort with the Milwaukee Police Department and/or a for-hire private security force to provide neighborhood patrols of problem areas and event reporting within an established patrol boundary.

Action Strategy 13.6 Evaluation:

- The Neighborhood will benefit from additional “eyes on the streets.” A collaborative effort by the MPD, University police and neighbors will effectively increase quality of life related to the lessening of disturbances and increased safety.

INITIATIVE #14 - CREATE UWM PROGRAMS AND FACILITIES THAT ADD TO COMMUNITY LIFE

Action Strategy 14.1: Increase Neighborhood access and use of UWM programs and cultural offerings.

Great University Neighborhoods are enlivened by the cultural offerings of local institutions. UWM offers a host of opportunities for its neighbors. Consider opportunities to increase neighbor understanding of programs such as open houses, “neighbor nights” and discounts on select events for those living within the UWM Neighborhood.

Action Strategy 14.1 Evaluation:

- Many events, programs and facilities are currently available to neighbors, but are not attended or utilized to the extent they could be. Increased awareness and use will strengthen UWM’s programs, and add to the Neighborhood’s quality of life.

Action 14.2 Strategy: Find ways to make the campus into a Neighborhood amenity.

Make the Student Union more lively and inviting by attracting neighbors to lecture series, increasing local food options, and establishing a front porch environment along Kenwood Boulevard where neighbors can meet, similar to the lakefront terrace at University of Wisconsin – Madison’s Memorial Student Union.

Action Strategy 14.2 Evaluation:

- Creating a welcoming, pedestrian-friendly boundary between the campus and the Neighborhood will increase positive neighbor/University relations.
- Expanding the union as a Neighborhood amenity (similar to the Memorial Union at UW – Madison) will require that thought and study be given to expanding the range of food

and entertainment choices, active programming for different ages and interests, and price incentives for Neighborhood residents.

- It also makes sense to include physical improvements that would make the union a more inviting, accommodating and accessible place for the community. For example, the Kenwood side of the union could be terraced to meet the street. The terrace could include café tables and planters. The entrance to the bookstore and the movie theatre could be visible from the street, or at least a marquee of attractions could be visible. The plaza behind the union could have kiosks and food vendors. There could periodically be outdoor entertainment or performances open to the public.
- An even broader appeal to the community would be an expanded range of “union courses.” Typically, these are fun courses taught by community or UWM people, on subjects ranging from feng shui to financial planning, basket weaving to bartending. These courses could be held anywhere on-campus or nearby. UWM does some of this now at the Grand Avenue Mall through the School of Continuing Education. The chief difference is that union courses are strictly for fun.
- Benchmark example: Union College, in Schenectady, New York has created the Ralph B. and Marjorie Kenney Center which serves as Union College’s headquarters for community service, a place for Neighborhood residents to gather and share ideas, and home for all Union College student volunteer efforts. The center offers education, health, and wellness workshops for Schenectady and College Park communities, and serves as an outreach center, providing students with opportunities to mentor youth and volunteer in a variety of ways while also serving as a vibrant center for the neighborhoods. The Center was made possible by a \$1 million gift from Marjorie Kenney. Fleet Financial Group has also given \$35,000 to fund the center.
(Web Search: “Union College, Schenectady”, then search “Kenney Center”)

Action Strategy 14.3: Improve Downer Woods as a park for the Neighborhood and University.

Change the quality of the fence, or remove the legal requirement on fencing to open up to invite casual use by Neighborhood residents. Expand use of the woods to include elementary and primary school educational programs on topics such as nature, conservation, sustainability, and stewardship.

Action Strategy 14.3 Evaluation:

- The Downer Woods has great potential for community use. Urban parks always present issues related to use, safety and access. Concerns related to changing or removing the fence, nuisance and more serious crimes will be addressed in any re-programming or redesign of this valuable community and campus resource.
- The Urban Ecology Center at Riverside Park serves as a great example of providing the Neighborhood with a public, learning, natural area in an urban setting.

INITIATIVE #15 - SUPPORT ATTRACTIVE AND VIABLE COMMERCIAL/ENTERTAINMENT AREAS

Action Strategy 15.1: Strengthen the Existing Oakland Avenue Business Improvement District

Continued active University partnership can strengthen the BID’s current and future progress. The partnership can include investing financially, providing University communication/advertisement for the district, and access to University resources including the School of Architecture and Urban Planning, School of Business Administration, and others.

Action Strategy 15.1 Evaluation:

- The BID Board already benefits from active participation by business owners, City and University representatives. As

opportunities open up, the BID is in a good position to guide redevelopment.

Action Strategy 15.2: Develop a plan for physical improvements and amenities in the Oakland Avenue business district.

Identify additional academic project areas within the district where SARUP students learn by working in groups to develop ideas useful to the district. Ideas could include streetscape improvements, marketing strategies, image enhancement, and surveys on desirable retail entities.

Action Strategy 15.2 Evaluation:

- University and student involvement in the Oakland Avenue business district keeps ideas flowing and alive, providing a continuous stream of awareness of the districts untapped potential.

INITIATIVE #16 - CREATE CLEANER NEIGHBORHOODS

Action Strategy 16.1: Continue to organize regular Neighborhood clean up efforts.

Expand the existing volunteer Neighborhood clean up program to include students, faculty, staff, and administrators working in collaboration with Neighborhood and City constituents. The UNA or Student Association are potential organizing groups.

Action Strategy 16.1 Evaluation:

- The key to a successful volunteer program is consistency in its management, thus identifying an organizing group is essential.
- Benchmark example: Ohio State, in Columbus, Ohio has created a Campus Partners Public Service Committee. Neighborhood and University representatives are working

with City agencies on improvements to refuse collection and monthly street sweeping throughout the University District. This committee also works with the City on a special collection of bulk refuse at the end of the University's summer quarter. The committee meets about every other month.

(Go to: www.osu.edu, search "Campus Partners, Public Service Committee")

INITIATIVE #17 - CREATE A FORUM FOR STRATEGIC CHANGE

Action Strategy 17.1: Continue regular periodic meetings between UWM, the Neighborhood and the City to monitor progress on the strategy's objectives.

The University Neighborhoods Association (UNA) is a group of neighborhood associations formed in the summer of 2001. It is composed of leaders from five different neighborhood associations, including Murray Hill Neighborhood Association, Citizens for City Neighborhoods, Cambridge Area Neighbors, Water Tower Landmark Trust, and Mariners Neighborhood Association, UWM representatives and the Third District Alderman.

The UNA currently meets to share Neighborhood issues and information. As it matures, the UNA could potentially collaborate with the University, City, Neighborhood representatives, and others to initiate a Community Development Corporation. As mentioned previously, the CDC would be the organizing and administering body for a home ownership incentive program, the one-stop shop for student information related to being a vital Neighborhood member, and the CDC would coordinate programs such as landlord training.

Action Strategy 17.1 Evaluation:

- The strongest potential initiative is establishing a continual venue for regular University, City, and Neighborhood

communication. The existing University Neighborhood Association (UNA) has made a good start and should be properly supported (funded and attended) by UWM and community leaders.

- The University should continue the Notes to Neighbors program as a good form of communication. It may be desirable to ask WUWM radio to announce events of interest to the Neighborhood. They do that now when asked.
- Given the tight budget restraints that all parties are facing, every effort should be made to take advantage of existing resources, such as Campus Design Solutions in the UWM School of Architecture and Urban Planning, or other groups and individuals willing to donate their time and expertise.
- Benchmark example: At the University of Pittsburgh, the U.S. Department of Housing and Urban Development awarded the University a grant of almost \$400,000 to establish a Community Outreach Partnership Center, which will build on ongoing efforts to work with neighborhood community groups.
(Go to www.pitt.edu, then search “Community Outreach Partnership Center”)

INITIATIVE #18 - UPDATE UWM CAMPUS PLAN

Action Strategy 18.1: The University should update its campus plan to include improved access for the community.

The plan should include:

- “Park Once” design, and an amenity-reinforced system of pedestrian and bicycle paths.
- Potential housing and parking sites that are given a least-impact approach.
- Planning for potential additions to the campus, such as the Columbia site.
- Ways to make Kenwood Boulevard a more community-friendly pathway and entry to the University, either through streetscape or building design (Collaborative effort between the University, City and SARUP).

- Review programming and management of the Downer Woods with a view of making it more amenable to use by the neighborhood and campus community.

Action Strategy 18.1 Evaluation:

- An updated campus plan is an essential tool for carrying out initiatives set forth in this study in a comprehensive, cohesive manner. The UWM Campus Plan should be evaluated and updated (as soon as financially feasible) with a view to increasing or enhancing amenities, access, and campus life.

Initiative Prioritization: Quality of Life

Based on input from Neighborhood groups and key stakeholders, the following assessment of quality of life initiative and action strategy priorities was formed, and is discussed in the order of support or agreement.

Priority 1

Initiative #13 - Improve Neighborhood Peace and Quiet

Priority 1a

Action Strategy 13.5: Explore UWM code-of-conduct penalties for student off-campus offenses.

Summary of Comments: There is a strong sentiment among near-campus residents that unless measures are taken to deter unruly behavior, students will continue to push the envelope beyond what the Neighborhood can tolerate. The preferred solution or deterrent to unruly behavior is for UWM to extend its on-campus code of conduct with penalties to the near-campus Neighborhood.

At this point in time, UWM is willing to educate students living off-campus as to “good neighbor” behavior and willing to counsel problem students, but does not want to extend its code of conduct

jurisdiction beyond campus. There are differing views as to whether the UWM code of conduct would be effective or appropriate off-campus, who would enforce it, and whether it would be enforced in a way that is even-handed and fair. There is also an “equity” issue of applying the code to students living near-campus, and not to students living on the Lower East Side or downtown.

However, it is one of many tools being used at other institutions to control student behavior off-campus, and its effectiveness should be investigated and methods of implementation further explored. More information is needed to make an evaluation.

Priority 1b

Action Strategy 13.6: Create off-campus security patrols.

Summary of Comments: There is general support for creating additional security patrols in the residential blocks surrounding the campus.

The Milwaukee Common Council has recently resolved the issue regarding the legality of UWM funding of Milwaukee Police Department (MPD) overtime, for extra duty at peak call periods in spring and fall. This should allow UWM and MPD to move forward in ensuring adequate police coverage of peak call periods.

Other options for enhanced security in the near-campus Neighborhood merit further discussion, such as a Patrol Boundary Area that would extend the allowable UWM patrol area. This would require that UWM fund a for-hire private security force.

Priority 1c

Action Strategy 13.1: Continue aggressive code enforcement

Summary of Comments: There is broad support for continuing, if not strengthening code enforcement in the residential blocks surrounding the campus.

DNS relies heavily on citizens to report code violations in their Neighborhood. Code enforcement is typically triggered by a citizen complaint. Therefore, the real challenge is in educating Neighborhood residents on the building code so that they can monitor and report violations. DNS has offered to do block by block sessions with Neighborhood residents on the building code, legal occupancy, property management and other related issues (a regular service that DNS staff performs on a request basis).

Priority 1d

Action Strategy 13.4: Continue landlord training to issues relevant to student tenants.

Summary of Comments: There is broad support for continuing landlord training and further customizing it for the residential blocks in the UWM area which house a large number of students living off campus.

Priority 1e

Action Strategy 13.2: Establish new enforcement tools.

Summary of Comments: There is strong support for strengthening the disorderly property ordinance. This ordinance functions as a penalty for landlords whose tenants regularly create disturbances resulting in police calls.

The City should continue to levy fines and pursue disorderly properties in an effort to sanction the worst landlords, and prevent negative impacts to surrounding properties.

Recent changes to the law, i.e. stiffened penalties, are improving the City’s leverage in gaining cooperation from landlords to curb the number of police calls. Neighborhood residents are also contributing to the effort by monitoring and reporting these properties.

Priority 1f

Action Strategy 13.3: Develop model lease

Summary of Comments: There is support or agreement for developing and promoting a model lease for landlords in the UWM area. Model leases are already being used in the area and they have yielded positive results.

Priority 2

Initiative #16 - Create Cleaner Neighborhoods

Priority 2a

Action Strategy 16.1: Continue to organize regular Neighborhood clean up efforts.

Summary of Comments: There is strong support or agreement for continuing and strengthening these efforts.

The UWM Student Association is continuing to organize regular volunteer Neighborhood clean-ups. Neighborhood residents also do volunteer clean up on a regular basis. The City of Milwaukee has been doing additional street sweeping on a monthly basis.

Priority 3

Initiative #12 - Improve Quality of Life for Student Tenants

Priority 3a

Action Strategy 12.2: Continue DNS campus area liaison position.

Summary of Comments: There is strong support for continuing this very successful hands-on approach to education and enforcement. If possible, adding additional positions would strengthen the approach.

This kind of one-on-one personal contact has been very successful in educating landlords and tenants as to their responsibilities in regard to property management, and has

unfortunately been eliminated due to recent City of Milwaukee budget cuts. Previously, UWM has jointly funded the position, and has indicated a willingness to do so in the future.

Priority 3b

Action Strategy 12.1: Provide handbook and student tenant advocate assistance.

Summary of Comments: There is general agreement that this kind of education and assistance is helpful to students who are making the transition from living at home to living on their own in the UWM Neighborhood.

Priority 3c

Action Strategy 12.3: Continue "Drink Responsibly" program.

Summary of Comments: There is strong support for continuing, if not strengthening this program.

There are widespread and well-publicized concerns that binge drinking is on the rise among college students. It makes sense to educate students as to the health risks and associated behavioral risks involved.

Priority 4

Initiative #15 - Support attractive and viable commercial/entertainment areas

Priority 4a

Action Strategy 15.2: Develop a plan for physical improvements and amenities in the Oakland business district.

Summary of Comments: There is growing support for improving the physical improvements and amenities in this neighborhood commercial district that serves a diverse customer base of students and non-students.

Priority 4b

Action Strategy 15.1: Strengthen the Existing Oakland Avenue Business Improvement District.

Summary of Comments: There is growing support for strengthening and diversifying the existing mix of uses in the Oakland Business Improvement District.

Priority 4c

Action Strategy 15.3: Intensify use within the commercial districts near the UWM Campus.

Summary of Comments: There is growing support for helping the Oakland Business Improvement District to become a more neighborhood-friendly and student-friendly place by incorporating a greater diversity of uses, including “Third Place” uses.

The Oakland BID is seeking to recruit a broader mix of neighborhood services, including some “Third Place” uses. Third Place uses are places that people can spend productive time, “hang out,” study, without having to be at home or at work. Typically, these are cafes and coffeehouses, bookstores and art galleries. The Oakland BID is currently doing business recruitment in an effort to achieve this greater diversity of uses.

Priority 5

Initiative #14 - Create UWM programs and facilities that add to community life

Priority 5a

Action Strategy 14.3: Improve Downer Woods as a park for the Neighborhood and University.

Summary of Comments: There is growing support for better management and programming of the Downer Woods. There is divided opinion (discussed later under Initiative #18) as to “highest and best use.”

Priority 5b

Action Strategy 14.1: Increase Neighborhood access and use of UWM programs and cultural offerings.

Summary of Comments: There is growing support for more community-friendly programming and access to UWM facilities and events. UWM is currently pursuing this as an outreach strategy.

Priority 5c

Action Strategy 14.2: Find ways to make the campus into a Neighborhood amenity.

Summary of Comments: There is good support for making the Student Union more community-friendly in its programming and physical design.

The best college and University student unions around the country are warm, inviting places where students or neighbors can meet, hear a lecture, eat lunch or drink coffee, take union classes, see a movie, shop, or “kill time” between classes. The University has made recent improvements and continues to make improvements towards this goal.

There are notable opportunities along the Kenwood frontage for patio-style terracing that would extend the interior of the building to meet the street, and create a more pedestrian-friendly and welcoming exterior. Interior opportunities should also be explored to create a greater range of food and beverage options, as well as a greater range of study and activity options. Fee-based services that particularly cater to the needs of students, such as “internet cafés,” could be incorporated. A greater range of fee-based entertainment options could be considered.

Priority 6

Initiative #17 - Create a forum for strategic change

Priority 6a

Action Strategy 17.1: Continue regular periodic meetings between UWM, the Neighborhood and the City to monitor progress on the strategy's objectives.

Summary of Comments: There is strong support or agreement for continuing and strengthening the existing channels of communication.

Thus far, the University Neighborhoods Association (UNA) is the most likely organizing body to take the lead in setting goals, establishing timelines, and evaluating action items. The UNA will also need to bring in key individuals from the City, State, County, private sector, University, Neighborhood, etc., on an “as needed” basis to accomplish and build upon the agenda presented here. Over time, the UNA agenda will evolve and change to meet the needs of the UWM Neighborhood.

Priority 7

Initiative #18 - Update UWM campus plan

Priority 7a

Action Strategy 18.1: The University should update its campus plan to include improved access for the community.

Summary of Comments: There is growing support for creating a campus plan that is more pedestrian-friendly and community-friendly.

The plan should determine the most efficient use of land incorporated within the campus boundaries. The plan should address major public corridors and entrances to campus, pedestrian and bicycle connections, amenities, and gathering spaces for academic, social, and athletic interaction.

Twenty-two acres out of UWM's ninety-acre campus is comprised of the Downer Woods Conservation Area. There is strongly divided opinion on what, if anything should happen to the Downer Woods. Some envision it as a more accessible and better-programmed part of the campus—part recreational area and part building site. Others want a nature preserve similar to that managed by the Urban Ecology Center in Riverside Park. There is also a group that opposes any change to the Downer Woods, even as a nature preserve with educational programming. This group feels that greater access will invite the potential for abuse. Thus far, there has been some productive discussion but no clear resolution of these issues.

An updated UWM Campus Plan should address whether or not to make the Downer Woods Conservation Area a more integral part of the campus, or whether and in what way it should remain a segregated domain.

The plan should carefully consider the development of satellite campuses with good transit connections to the main campus. There is an established trend nation-wide among students toward seeking a more traditional college experience and greater involvement in campus life. Satellite campuses need to facilitate this experience and involvement as much, or as well as, the main campus.

The plan should make community outreach an essential part of major campus improvements, so that programming and facilities are welcoming to the Neighborhood and the larger Milwaukee community, as well as UWM students, faculty and staff.

