

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 Klotzsche 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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