

## PROJECT PROFILE

Project Name	<i>Campus Circle</i>	Location	<i>Milwaukee, WI</i>
Owner	<i>Campus Neighborhood Associates, Inc. / Hilltop Enterprises</i>		
Project Use(s)	<i>Neighborhood revitalization</i>		
Project Size	<i>90-square blocks</i>	Total Development Cost	<i>\$60 million</i>
Annual Operating Budget (if appropriate)	<i>\$5.5 million</i>		
Date Initiated	<i>December 7, 1991</i>	Percent Completed, December 2, 1994	<i>80%</i>
Projected Completion Date (if appropriate)	<i>Undetermined</i>		
(Attach, if you wish, a list of relevant project dates)			
Application submitted by:			
Name	<i>Sherri Wille</i>		
Title	<i>Director of Communications</i>		
Organization	<i>Campus Circle</i>		
Address	<i>2051 W. Wisconsin Avenue, Milwaukee, WI 53233</i>		
Telephone (	<i>414</i> )	<i>288-7281</i>	

## Key Participants (Attach an additional sheet if needed)

Organization	Key Person	Telephone
■ Public Agencies		
<i>Department of City Development</i>	<i>Michael Morgan</i>	<i>(414) 286-5900</i>
■ Developer	<i>Wisconsin Housing &amp; Economic Developmt Auth.</i>	<i>Richard Longabaugh</i>
		<i>(608) 266-7884</i>
■ Professional consultants:		
Architect	<i>Eppstein Keller Uhen</i>	<i>Sam Eppstein</i>
		<i>(414) 271-5350</i>
Landscape architect	--	
Urban designer	--	
Planner	<i>Conta &amp; Associates</i>	<i>Dennis Conta</i>
		<i>(414) 276-3337</i>
Lawyer	<i>Reinhart-Boerner</i>	<i>Bruce Block</i>
		<i>(414) 298-1000</i>
Other	<i>Redevelopment Authority of Milwaukee</i>	<i>Jon Wellhoefer</i>
		<i>(414) 286-5820</i>
■ Community group(s)		
<i>Avenues West Association</i>	<i>June Moberly</i>	<i>(414) 933-0640</i>
■ Sponsor	<i>Ameritech</i>	<i>Carla Buttenhoff</i>
		<i>(414) 678-2484</i>

Please indicate how you learned of the Rudy Bruner Award in Urban Excellence.

[ ] mailing                      [ ] media                      [ ] previous RBA entrant                      [ <sup>ERC</sup>X ] other <sup>Newsbriefs</sup>

The undersigned grants the Bruner Foundation permission to use, reproduce, or make available for reproduction or use by others, for any purpose whatsoever, the materials submitted. The applicant warrants that the applicant has full power and authority to submit the application and all attached materials and to grant these rights and permissions.

Signature *Sherri Wille*

Project Name Campus Circle

Location Milwaukee, WI

---

### 1. Describe briefly the project's design and implementation?

In December 1991, Marquette University launched a unique neighborhood revitalization project called Campus Circle. The target area known as Avenues West was typical of older, declining urban neighborhoods across the country--poor, faced with increased violent crime and deteriorated housing. Allocating \$9 million in University resources, Marquette joined forces with area businesses, community-based organizations and residents in a comprehensive approach to transform a decaying area of 90 square-blocks on Milwaukee's West Side through four main components (i) Upgrading Housing, (ii) Commercial Revitalization (iii) Safety and (iv) Community Involvement. In order to carry-out these ambitious goals, two not-for-profit corporations were established. One to upgrade, build and manage housing and the other to focus on commercial development. The project was implemented in three parallel strategies: (i) Upgrade affordable neighborhood housing, (ii) Build off-campus student housing and initiate commercial development, (iii) Renovate student/neighborhood housing. Community involvement and crime prevention have been woven throughout the project to effectively address each strategy.

### 2. What local urban issues did this project address? What were its goals? Were there issues that, in your judgement, might have been addressed but were not.

Over 75% of the landlords were absentee owners, crime was on the increase, (primarily property and drug-related) and much of the housing had deteriorated or was boarded and commercial options were at a minimum, but there was no lack of bars and liquor stores. The acquisition of 1,000 units of housing created a critical mass of ownership through the 90 blocks. The crime issue was addressed with new community-oriented policing tactics, boarded buildings were put back into service, and a new retail center opened its door in 1993-94.

#### Campus Circle's goals, established with community input include:

- Creating and maintaining affordable family housing for neighborhood residents
- Providing quality off-campus student housing through new construction and rehabilitation
- Establishing walk-to-work housing for area employees.
- Improving upon safety measures addressing crime.
- Advocating community involvement.

Creating and maintaining economic diversity is an issue that has become increasingly difficult. Diversity must extend beyond race and age, which Campus Circle has maintained, and include all social classes as well. We are searching for answers to help address this important aspect of our neighborhood.

### 3. Describe the financing of the project. Do you think it could be replicated?

Project financing is comprised of \$20 million of equity in the form of capital and soft debt, and \$36 million of debt using a combination of double tax-exempt bonds, Tax Incremental Financing proceeds, low interest loans and cooperation from the banking community for targeted loans. This financial structure could be replicated as long as the equity component is high, thus keeping leverage to a minimum. It is also crucial that the project have access to low interest loans.

### 4. Why does the project merit the Rudy Bruner Award for Excellence in the Urban Environment?

While the challenges of urban America are similar across the country, the solutions vary, the strategies differ. Campus Circle has created a model for others to learn from and apply elements to their neighborhoods, wherever they may be. To date, Campus Circle has renovated 188 units of housing, including many family-friendly apartments, without raising rents; constructed 88,000 square feet of rented commercial space, in turn providing jobs; surpassed its self-imposed Minority/Women/Disadvantaged Business participation goal of 20-25% in construction and professional services; established a Community-Oriented Policing project in cooperation with the Milwaukee Police Department which has resulted in a 34% decrease in crime over the past 2 1/2 years; achieved a 70% retention rate for residents (114) who had to be related due to unsafe living conditions; constructed 153 units of off-campus student housing and has formed partnerships with area community-based organizations and social service agencies to support our housing initiatives by providing assistance beyond Campus Circle's realm of expertise.

Over twenty Universities and Cities across America have viewed Campus Circle as a model for neighborhood revitalization, with over half of that number sending delegations to spend time with Campus Circle staff and Marquette University representatives to share and learn about solutions to issues facing urban neighborhoods.

## COMMUNITY REPRESENTATIVE PERSPECTIVE

This sheet is to be filled out by someone who was involved, or represents an organization that was involved, in helping the project respond to neighborhood issues.

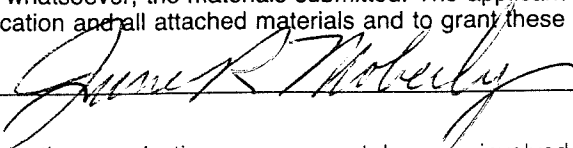
If possible, answers should be typed directly on this form or a photocopy. If the form is not used and answers are typed on a separate page, each answer must be preceded by the question to which it responds. Please limit answers to the area provided.

Name June Moberly Title Executive Director

Organization Avenues West Association Telephone ( 414 ) 933-0640

Address 2040 W. Wisconsin Avenue, Suite 778, Milwaukee, WI 53233

The undersigned grants the Bruner Foundation permission to use, reproduce, or make available for reproduction or use by others, for any purpose whatsoever, the materials submitted. The applicant warrants that the applicant has full power and authority to submit the application and all attached materials and to grant these rights and permissions.

Signature 

1. How did you, or the organization you represent, become involved in this project? What role did you play? For example, was there a public review process in which you took part?

A presentation was made to the Avenues West Association Board of Directors explaining the anticipated project before its public announcement. The Association co-hosted, along with Milwaukee Inner City Churches Allied for Hope (MICAH), several community information meetings to facilitate communication between the neighborhood and Campus Circle and to elicit reactions and input from residents and businesses.

2. From the community's point of view, what were the major issues concerning this project?

From the community's perspective, three major issues concerned this project:

1. Fear of dislocation of the poor.
2. Gentrification.
3. Expansion of the Marquette University campus to the detriment of the neighborhood.

3. What trade-offs and compromises were required during the development of the project? How did your organization participate in making them? With hindsight, what, if anything, would you do differently?

Avenues West Association agreed to focus our efforts on a commercial district along 27th Street (Campus Circle's western boundary), and Campus Circle agreed to support our efforts, stay informed and keep the lines of communication open for exchange--which has occurred. The President of Avenues West participated in Neighborhood Circle, a community advisory body to Campus Circle, to gather and share information as it related to the goals of our Association.

4. How has this project made the community a better place to live? Why should it win this Award? Please be as specific as possible.

- Campus Circle standardized leases for properties (residential and commercial) and hold tenants accountable to the rules and regulations.
- Tenant Councils in multi-unit buildings give residents a stake in their living environment.
- Buildings sorely in need of repair now meet all city codes, appearances are improved, living conditions are far better.
- The historical integrity maintained on appropriate structures.
- New retail space created providing entire area with attractive, diverse resources.
- Sophisticated security measures enhance safety for tenants in Campus Circle buildings and all residents of the Avenues West Neighborhood.

5. If a community group came to you for advice in carrying out a similar project, what would you tell them?

Campus Circle has the knowledge to assist an organization in getting started doing similar community projects. I would suggest to anyone interested to talk with Campus Circle to learn how to avoid problems and to choose the right path for your organization to achieve desired goals.

6. If, five years from now, you were to judge that this project was still successful, what characteristics would convince you of that fact?

These characteristics would convince me that Campus Circle is still successful five years from now:

1. Businesses are still healthy.
2. Properties are well maintained.
3. Waiting lists for residential units is an indication of many things:
  - Appropriate pricing.
  - Quality of management.
  - Desirability of location.

## PROFESSIONAL CONSULTANT PERSPECTIVE

This sheet is to be filled out by a professional who worked as a consultant on the project, providing design, planning, legal, or other services. Copies may be given to other professionals if desired.

If possible, answers should be typed directly on this form or a photocopy. If the form is not used and answers are typed on a separate page, each answer must be preceded by the question to which it responds. Please limit answers to the area provided.

Name Dennis J. Conta

Title President

Organization Conta & Associates

Telephone ( 414 ) 276-3337

Address 135 W. Wells Street, Suite 608, Milwaukee, WI 53203

The undersigned grants the Bruner Foundation permission to use, reproduce, or make available for reproduction or use by others, for any purpose whatsoever, the materials submitted. The applicant warrants that the applicant has full power and authority to submit the application and all attached materials and to grant these rights and permissions.

Signature 

1. What role did you or your organization play in the development of this project?

Conta & Associates provided the following services:

1. Use brokers within its real estate division to buy and sell properties for Campus Circle
2. The President of Conta & Associates, Dennis J. Conta, served as a Project Coordinator on several projects which restored and rehabilitated multi-family dwellings.
3. Conta & Associates frequently worked with City of Milwaukee officials in order to fully satisfy charter and ordinance requirements.
4. Conta & Associates assisted Campus Circle in securing from both the public and private sector various funding mechanisms needed to support the project.

2. From your perspective, how was the project intended to benefit the urban environment?

Several benefits:

1. Stabilize and increase property values.
2. Improve the perception and reality of neighborhood safety.
3. Encourage an income/racial balance in home ownership and rental patterns.
4. Enhance the commercial viability of the area.
5. Encourage businesses, families and individuals to move back into the area.

3. Describe the project's impact on its surroundings and on the people in the area. Do you have data that document these effects? Attach supplementary material as appropriate.

The physical impact of Campus Circle has provided new shopping opportunities, restored historic buildings to its original character, renovated affordable family housing, and has stimulated other major developments in the neighborhood. Campus Town, which is adjacent to the University, was designed to be architecturally sympathetic to the existing commercial buildings and the University structures.

The impact on the people can be measured in terms of the housing stock of now vs. then. Campus Circle has significantly upgraded the quality of housing using the same rental structure that was in place prior to Campus Circle. There is a greater degree of confidence in the area, now that most of the boarded buildings are gone and there is ownership and accountability.

- 
4. What trade-offs and compromises were required during the development of the project? How did your organization participate in making them?

Trade-offs were made by increasing Marquette's financial risk to accelerate the pace of the project. For example, interim funding was provided to begin a construction project before the long-term funding was in place. Construction projects also would begin prior to obtaining zoning variances, with the cooperation of the City, in order to meet critical deadlines. This was achieved with the assistance of Conta & Associates through working with governmental agencies to find ways to speed up the process without compromising laws and policies.

5. What was the least successful aspect of the project? With hindsight, what would you now do differently?

The least successful aspect of the project occurred when Campus Circle tried to develop in-house capabilities for small project construction in order to save money and avoid big construction management fees. In reality, this cost more and deadlines were missed. Now, all construction is done in cooperation without outside resources.

6. How might this project be instructive to others in your profession?

Conta & Associates frequently serves as a Project Manager or Project Coordinator. In doing so, it establishes the administrative, financial, political and evaluation systems needed to satisfy the objectives and requirements of a complex project. In many respects, Campus Circle represents the quintessential urban renewal initiative: a complex and demanding set of economic, social political and financial issues. In order to address these issues, the project clearly required the services of several project coordinators who are responsible for satisfying program objectives. The failure to understand this crucial role could very well diminish the effectiveness of comparable urban initiatives.

7. If, five years from now, you were to judge that this project was still successful, what characteristics would convince you of that fact?

Five years from now, several patterns would need to surface in order to judge Campus Circle as an effective urban renewal initiative:

1. The stabilization of property values.
2. High rental occupancies.
3. A reduction in crime and enhanced conceptions of public safety.
4. Stable commercial development.
5. Movement of individuals, families and businesses back into the neighborhood.

## DEVELOPER PERSPECTIVE

Name: Richard J. Longabaugh

Title: Executive Director

Organization: Wisconsin Housing & Economic Development Authority

Telephone: ( 608 ) 267-7884

Address: One South Pinckney Street, Suite 500, Madison WI 53703

The Undersigned grants the Bruner Foundation permission to use, reproduce, or make available for reproduction or use by others, for any purpose whatsoever, the materials submitted. The applicant warrants that the applicant has full power and authority to submit the application and all attached materials and to grant these rights and permissions.

Signature: *Richard J. Longabaugh*

If possible, answers should be typed directly on this form or a photocopy. If the form is not used and answers are typed on a separate page, each answer must be preceded by the question to which it responds. Please limit answers to the area provided.

1. What role did you or your organization play in the development of this project? Describe the scope of involvement.

The Wisconsin Housing and Economic Development Authority provided a long term financing commitment at a very favorable below market interest rate to assist the Kilbourn Corners apartment project in meeting its targeted goals. The Kilbourn Corners application met the specific targeting requirements of a special WHEDA financing program. The program targeted rental housing for low and moderate income households in difficult to develop urban and rural areas. Following the acceptance of the application for the financing program WHEDA staff worked closely with the development team on marketing to various income and rent levels, the architectural plans, rehabilitation work plans, security issues and a long term management plan. In addition to the project specific work WHEDA collaborated with Campus Circle staff on both groups' other revitalization efforts in the surrounding targeted neighborhood.

2. What, if any, modifications were made to the original proposal as the project was developed? What trade-offs or compromises were required during the development of the project?

The original project proposal was to encompass five buildings at five sites providing 120 units of rental housing. The end proposal provided 66 rental units in three buildings at three sites. The project down sizing was a result of the time frame required to pull the project together and the reality of the rehabilitation cost needed to bring the project buildings back to an acceptable standard. The reduction in project size resulted in the loss of some economies of scale that were then offset by the willingness of WHEDA to extend the amortization term from 20 years to 30 years. The deletion of two of the buildings allowed the scope of rehabilitation for the three remaining buildings to be increased. The unit reduction also lessened certain market concerns about the proposal but increased concerns about the neighborhood impact of not rehabilitating the two deleted buildings. The project provided numerous examples of the positive and negative reactions that occur as projects are modified during the development process.

3. What, if any, innovative means of financing the project were used?

The project received a long term mortgage commitment from the Wisconsin Housing and Economic Development Authority at a 4% rate for a 30-year term. The low interest rate combined with the length of the amortization term allowed the project to achieve the substantial level of rehabilitation the buildings required yet allow rents to be low and affordable to households in the area. The key long term financing for the project, at below market terms, was provided through an innovative special loan program that was made available for a limited time in 1992 by WHEDA. The special 4%/6% Program was a competitive program that was made available to a limited number of projects. The projects that were funded were required to be in difficult to

develop rural or urban areas with at least 40% of the units targeted to lower income households at or below 50% of county median income. The program sought to achieve targeted rent and income levels lower than those required and generally used in the Low-Income Housing Tax Credit Program. The Kilbourn Corners project was an excellent match with the special loan program.

4. How did the financial benefits and economic impacts of this project differ from other projects? How does the project's quality relate to the financial goals?

The majority of rental housing projects are developed based on fitting into an existing neighborhood and market rent structure. The Kilbourn Corners project, however, needed to be developed on the basis of recreating a neighborhood rent structure and market for quality, affordable and secure housing units. This project required a strong emphasis on its impact on the neighborhood which generally lessened the ability of the developer to increase the financial benefits available to the project and the owner. This is a reversal of the normal development role in which investment returns to the developer are emphasized over neighborhood economic impact. A difficult goal of the project was to maintain a strong level of rehabilitation quality while maintaining the project's economic feasibility with rents attractive to low and moderate income tenants, each project change increasing project quality reduced the owner's financial goal. This dynamic was a key reason that the project size was reduced.

5. What was the most difficult task in the development of this project? What was the least successful aspect? With hindsight, would you do anything differently?

The greatest hurdle facing this project was the low after-rehabilitation market value placed on the project by appraisers. These lower market values are a substantial barrier to achieving the necessary financing to complete the level of project rehabilitation required. This barrier was passed when the lender agreed to tie its loan size to an appraisal value based on the 4% financing and not on a pure market valuation. The least successful aspect of the project was the inability to maintain its original size and to have a greater neighborhood impact. Two elements that might have enhanced the project would have been a stronger concentration of staff time to shorten the development time frame for the project and to raise additional contributions or donations from the community. These elements might have assisted in finalizing a larger project with a corresponding greater impact on the neighborhood.

6. What about this project would be instructive to other developers?

The use of below market financing and other resources that can be used to offset the market value appraisal barrier that developments must overcome in difficult to develop urban areas. The project shows, that with sufficient resources and commitment, distressed areas can support rehabilitation projects at affordable rent levels.

7. If, five years from now, you were to judge that this project was still successful, what characteristics would convince you of that fact?

The goals of the project are to encourage a neighborhood turnaround by exhibiting the positive results of longer term rehabilitation with in-depth property management plans. The success of the project should not be judged solely by the success of the project in revitalizing three buildings and creating 66 rental units of affordable, quality and secure rental housing for low and moderate income households. In five years, the success of the project should also be judged by the level of additional revitalization and neighborhood stabilization that has occurred in close proximity to the project. Kilbourn Corners should provide a building block to exhibit the positive neighborhood benefits of rehabilitating deteriorated and vacant housing stock. The success of the project should be readily determined in five years by its continued ability to provide safe and quality housing at affordable rents and by its attraction of additional rehabilitation efforts providing a similar level of affordable and quality living environments in the surrounding neighborhood.



## PUBLIC AGENCY PERSPECTIVE

This sheet is to be filled out by staff representative(s) of public agency(ies) who were directly involved in the financing, design review, or public approvals that affected this project.

If possible, answers should be typed directly on this form or a photocopy. If the form is not used and answers are typed on a separate page, each answer must be preceded by the question to which it responds. Please limit answers to the area provided.

Name Michael L. Morgan Title Commissioner  
Organization Department of City Development Telephone ( 414 ) 286-5900  
Address 809 North Broadway, Milwaukee, WI 53202

The undersigned grants the Bruner Foundation permission to use, reproduce, or make available for reproduction or use by others, for any purpose whatsoever, the materials submitted. The applicant warrants that the applicant has full power and authority to submit the application and all attached materials and to grant these rights and permissions.

Signature 

1. What role did your organization play in the development of this project?

The City of Milwaukee provided financial assistance and public works improvements. The City established a Tax Incremental Financing (TIF) district for the Campus Circle project area which generated about \$7.2 million. Of these funds, \$5.1 million was lent to Hilltop Enterprises and Campus Neighborhood Associates to finance construction and renovation. Just under \$1 million was used for public way development (sewers, paving, street trees, improved street and pedestrian lighting, etc.), and \$1 million was set aside for loans to other developers working in the neighborhood.

2. Describe what requirements were made of this project by your agency (e.g., zoning, public participation, public benefits, impact statements).

The City of Milwaukee required Campus Neighborhood Associates and Hilltop Enterprises, Inc. to provide relocation benefits for persons displaced during the course of the project. The developers also were required to lay out detailed plans and financial information for review by the news media, general public, Milwaukee elected officials, and representatives of the five taxing entities within the City of Milwaukee (City, County, Milwaukee Metropolitan Sewerage District, Milwaukee Area Technical College, Milwaukee Public Schools).

3. From your perspective, how was this project intended to benefit the urban environment? Describe how, if at all, these intentions changed over the course of the project. What trade-offs and compromises were required? How did you participate in making them? With hindsight, what would you now do differently?

The physical development components of Campus Circle have restored the vitality, upgraded the image, and improved the physical environment of the neighborhood. Rehabilitation, conservation, redevelopment and public works activities razed blighted and obsolete buildings; improved the quality of rental housing stock; enhanced the availability and quality of commercial services in the neighborhood; enhanced off-street parking, and produced a more attractive streetscape.

- 
4. Describe any data you have that document the impact that this project has had on its surroundings and the people in the project area. Attach supplementary materials as appropriate. What have you observed of the project's impact?

In two years, the property value in the TIF district has increased by \$8 million. Ultimately, the new projects are expected to increase values by about \$25 million -- or about 100 percent. These increases are clearly the result of Campus Circle investments. Campus Circle now owns about 1,000 rental units, and has significantly improved the security and general maintenance and management of these properties. Interestingly, a recent opinion survey regarding another Marquette University campus development issue indicated that 50 percent of neighborhood residents affiliated with the university "really care about the well-being of the surrounding neighborhood." We believe this indicates a heightened concern about the neighborhood that directly results from the Campus Circle project.

5. What about this project would be instructive to agencies like yours in other cities?

When public financial assistance is granted to a project of this type, it is critical that the public interest be served by the activities that advance the self-interest of a major institution. We believe The Campus Circle project shows such a marriage can occur.

6. If, five years from now, you were to judge that this project was still successful, what characteristics would convince you of that fact?

We would evaluate both the public and private, institutional interest in determining success. On the public side, we would look for stable or rising property values; reduced crime rates; high occupancy rates and levels of maintenance for both commercial and residential property; ongoing investment by private parties in neighborhood property; improving public image of the neighborhood; and continuing concern on behalf of those affiliated with Marquette University in the condition of the surrounding neighborhood. On the private side, we would expect Marquette to be able to demonstrate improving ability to attract students and faculty.

## OTHER PERSPECTIVE

Name *Carla Butenhoff*

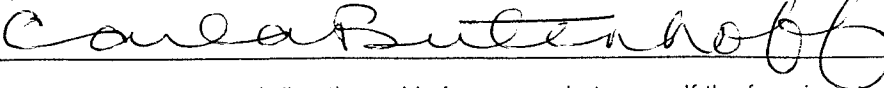
Title *Vice-President, External Relations*

Organization *Ameritech Wisconsin*

Telephone ( *414* ) *678-2484*

Address *722 N. Broadway, Milwaukee, WI 53202*

The undersigned grants the Bruner Foundation permission to use, reproduce, or make available for reproduction or use by others, for any purpose whatsoever, the materials submitted. The applicant warrants that the applicant has full power and authority to submit the application and all attached materials and to grant these rights and permissions.

Signature 

If possible, answers should be typed directly on this form or a photocopy. If the form is not used and answers are typed on a separate page, each answer must be preceded by the question to which it responds. Please limit answers to the area provided.

1. What role did you play in the development of this project?

Ameritech is a "corporate partner", providing funding and public support for Campus Circle. We also have about 300 employees working in the area served by Campus Circle.

2. From your perspective, how was this project intended to benefit the urban environment?

Reduction of crime, increase in home ownership, improvement in physical appearance, maintenance of diverse neighborhood (race, income, occupation), stabilization of a neighborhood adjacent to Marquette University, which is a major Milwaukee institution.

3. Describe the impact that this project has actually had on its surroundings and on the people in the project area. Include any data or supplementary materials that support your conclusions.

The project has provided dramatic physical improvements--several major new buildings constructed, eyesores demolished, many fine, old buildings rehabbed. Campus Circle provided an umbrella for the neighborhood groups to work together. Residents "took charge" of improving their environment. Ameritech security forces report substantial decrease in crime around our building. The increase in affordable family housing is truly a stabilizing factor.

4. What trade-offs and compromises were required during the development of the project? Did you participate in making them?

Neighborhood groups operating independently needed to find a way to work together--Campus Circle needed to respect them and facilitate their work, without overwhelming them, and they did just that. We needed to focus resources on one small geography to attain critical mass. This meant delaying contributions to other areas, but it is worth it to achieve replicable success.

---

5. What was the least successful aspect of the project? With hindsight, what would you now do differently?

Speaking as a corporate funder, not involved with day-to-day activities, I can honestly say I can find nothing unsuccessful in the project. It surpassed our expectations in all areas: How much was accomplished, the quality of the accomplishments and, most of all, the incredible speed with which tangible, substantive results were produced.

6. What can others learn from this project?

Urban deterioration can be reversed. Real changes can be made quickly if business, government, the community and major institutions partner. There needs to be enough money to get rolling. Risk is required...often projects were undertaken without all details of funding, etc. settled. Once progress was visible, other support developed. A gutsy, expert, empowered staff is critical and they must listen and respond to neighborhood residents.

7. If, five years from now, you were to judge that this project was still successful, what characteristics would convince you of that fact?

The neighborhood and Marquette University continue to thrive together. Crime rates continue to decline. Other neighborhoods have applied the model successfully. Retail and commercial activity has increased. Home ownership and the number of families living in the neighborhood have increased and the population remains diverse.

## OTHER PERSPECTIVE

---

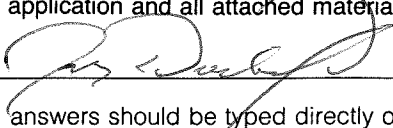
Name Mr. Jon L. Wellhoefer Title Executive Vice President

Organization Milwaukee Redevelopment Corporation Telephone ( 414 ) 276-5995

Address 310 West Wisconsin Avenue, Suite 250, Milwaukee, WI 53203

---

The undersigned grants the Bruner Foundation permission to use, reproduce, or make available for reproduction or use by others, for any purpose whatsoever, the materials submitted. The applicant warrants that the applicant has full power and authority to submit the application and all attached materials and to grant these rights and permissions.

Signature 

---

If possible, answers should be typed directly on this form or a photocopy. If the form is not used and answers are typed on a separate page, each answer must be preceded by the question to which it responds. Please limit answers to the area provided.

1. What role did you play in the development of this project?

The Milwaukee Redevelopment Corporation (MRC) is the local business community's not-for-profit civic developer. For over 21 years, MRC has joint ventured key civic-related investment in downtown Milwaukee. Marquette University's program and MRC's activity to the east constitute a team effort in revitalizing the westtown area of downtown Milwaukee.

2. From your perspective, how was this project intended to benefit the urban environment?

The University took a pro-active role in neighborhood revitalization vs. waiting for other entities to solve the problem of deterioration. Marquette's actions have been aggressive and successful.

3. Describe the impact that this project has actually had on its surroundings and on the people in the project area. Include any data or supplementary materials that support your conclusions.

The aggressiveness that Marquette displayed in cooperation with its business partners has resulted in the beginnings of renewed investor confidence in what had previously been a declining market. The benefits of Marquette's investment are immediately visible in neighborhood appearance, but the long-term impact will be even more significant to the entire community.

4. What trade-offs and compromises were required during the development of the project? Did you participate in making them?

The extent of direct Marquette investment far to the west of the campus could not be as extensive as all of us would have preferred due to limited and properly directed resource allocation. Nevertheless, other companies (such as Harley-Davidson) have caught the Marquette spirit and have invested to the west.

- 
5. What was the least successful aspect of the project? With hindsight, what would you now do differently?

Time was not on Marquette's side from the perspective of taking months and years to assemble financial resources from many more entities and companies than originally involved. Marquette had to act quickly and decisively which required expenditures of more of the University's financial resources than may have been required if the action plan could have awaited more corporate fund raising.

6. What can others learn from this project?

Others can learn that a University and a community are more intertwined than traditional town and gown approaches. There is a "real life" out there going on around an in-city campus that requires University participation and aggressiveness for the benefit of the University, the neighborhood and the entire community. A University located in a "real life" neighborhood must never let the artificial barriers of campus property lines blur the need to cooperatively plan and develop the geographic environment in which the University exists.

7. If, five years from now, you were to judge that this project was still successful, what characteristics would convince you of that fact?

Obvious physical turn around of the neighborhood has already been achieved.

Five years from now, we expect that the degree of University investment and gap financing of private development will give way to primarily market driven investment based on confidence that Marquette University aggressively brought back the neighborhood in which people are proud to live and work.

## OTHER PERSPECTIVE

Name HARVEY RABINOWITZ Title PROFESSOR  
Organization SCHOOL of ARCHITECTURE & URBAN PLANNING Telephone ( 414 ) 229 5236  
Address UNIVERSITY of WISCONSIN, MILWAUKEE, MILWAUKEE, WISC 53201

The undersigned grants the Bruner Foundation permission to use, reproduce, or make available for reproduction or use by others, for any purpose whatsoever, the materials submitted. The applicant warrants that the applicant has full power and authority to submit the application and all attached materials and to grant these rights and permissions.

Signature Harvey Rabinowitz

If possible, answers should be typed directly on this form or a photocopy. If the form is not used and answers are typed on a separate page, each answer must be preceded by the question to which it responds. Please limit answers to the area provided.

1. What role did you play in the development of this project?

I was not involved in the project. I organized a session at the June, 1994 Wisconsin Governor's Housing Conference which featured the Campus Circle Project.

2. From your perspective, how was this project intended to benefit the urban environment?

The goal of the project, I believe, is to create a stable and flourishing neighborhood in the place of a highly transient, dangerous, and 'trashed' environment.

3. Describe the impact that this project has actually had on its surroundings and on the people in the project area. Include any data or supplementary materials that support your conclusions.

I have rarely seen an urban project in such a problematic area accomplish so much in so short a time. Investment is beginning to flow into the neighborhood as private individual 'pioneers' are purchasing fine old houses (at bargain prices) to renovate and a few aggressive investors and institutions are purchasing multi-family buildings as they see the area stabilizing. Students and others are seen walking around the Campustown portion of the project during day and evening hours in contrast to pre-development.

4. What trade-offs and compromises were required during the development of the project? Did you participate in making them?

Project organizers recognized that a critical mass of successful development was required to create significant change in the neighborhood and they raised the money to achieve this end. The only true trade-off is that short term economic returns were sacrificed for long term neighborhood (and potential economic) success. In other words an attitude of stewardship.

---

5. What was the least successful aspect of the project? With hindsight, what would you now do differently?

In reviewing the literature in neighborhood revitalization I have not seen a problematic area so transformed in such a short period of time.

6. What can others learn from this project?

I believe that 5 key elements were critical to the success of the project:

- 1) A private sector approach that was quick, opportunistic and multi-faceted provided almost immediate and visible results which would not have been possible through a public process.
- 2) A private sector entrepreneur with significant real estate experience headed the project.
- 3) Significant amounts of money were raised from corporate and institutional sources to carry out the project.
- 4) Strong Cooperation and support from a variety of city and state agencies.
- 5) Involvement of community members

7. If, five years from now, you were to judge that this project was still successful, what characteristics would convince you of that fact?

1. Investment flowing into the neighborhood. The continued rehabilitation of buildings.
2. The demographic diversity of the population including families, varied socio-economic groupings.
3. Continued diminution of crime
4. Strong activity of community groups and less direct Campus Circle involvement.



## OTHER PERSPECTIVE

MICHELLE STELLMACHER  
ATTICDESIGN COMPANY  
2102 NORTH PALMER STREET, MILWAUKEE, WISCONSIN 53212

OWNER  
(414) 374-3233

The undersigned grants the Bruner Foundation permission to use, reproduce, or make available for reproduction or use by others, for any purpose whatsoever, the materials submitted. The applicant warrants that the applicant has full power and authority to submit the application and all attached materials and to grant these rights and permissions.

Michelle Stellmacher

Signed

### 1. What role did you play in the development of this project?

The role that atticDesign Company has played in the development of Campus Circle is that of a graphic design specialist. We have functioned mostly in a print media format with the Campus Circle materials we have developed. atticDesign Company is also a former neighbor of Campus Circle. From 1991 until mid 1994, atticDesign (a woman owned and operated design firm) was located in the residential, diverse neighborhood on 29th Street just North of Kilbourn Avenue. Operating as a business owner and resident of the Campus Circle territory provided me with a real "hands on" perspective of the challenges and needs of my community. The types of print materials we have developed with Campus Circle range from newspaper advertisements to annual reports, banners to brochures, and transit signs to newsletters. atticDesign Company shares in the vision of Campus Circle and aspires to make a difference in the betterment of the Avenues West Community.

### 2. From your perspective, how was this project intended to benefit the urban environment?

Campus Circle first began as an idea proposed by Albert J. DiUlio, President of Marquette University. I believe that the project was intended to improve upon the declining conditions of the Avenues West community and to better unify the university with the area residential and commercial community. It is no secret that the Avenues West area has encountered many quality of living challenges. Crime, quality housing, education, property value, sanitation, ethnic diversity and fair treatment issues were commonly discussed issues in my neighborhood. I believe that Father DiUlio envisioned Campus Circle as a resource center to have the power and finances to address these very issues. When you can combine the financial backing of Marquette University, Ameritech, Aurora Health and Wisconsin Energy; the local support of churches, community groups, small businesses, students, and residents; the cooperation of Marquette University who has an economic impact in the City of Milwaukee equal to that of the Milwaukee Brewers; and a full-time staff of forty-five highly qualified employees you have an *idea* that translates into a *total success opportunity*.

**3. Describe the impact that this project has actually had on its surroundings and on the people in the project area. Include any data or supplementary materials that support your conclusions.**

Most directly the project has influenced the quality of housing and commercial space in the area. Old run down properties have been renovated, historical buildings saved and street areas have been improved upon. The properties are now secured, safe, monitored, maintained and landscaped. These physical improvements have had a direct impact on the pride and respect that people have for the area. The Avenues West area has been revitalized in a much larger effort than what has been witnessed in the past. I also believe that the work that has been done has been contagiously encouraging others to improve upon and upkeep the properties to a higher standard.

**4. What trade-offs and compromises were required during the development of the project? Did you participate in making them?**

I am unaware of what trade-offs and compromises Campus Circle has made during the project development. I do know however how our working relationship is with with Campus Circle in regards to producing print materials. When producing materials with Campus Circle we back out of the budget of a project what can be accomplished rather than outline a plan without regards to what money is available for the project. We will draft several specification options and quote to 3-6 vendors to insure that we are providing the most products or service for the dollars available.

**5. What was the least successful aspect of this project? With hindsight, what would you now do differently?**

The least successful aspect of the project that I am aware of was the outcome of action from the Neighborhood Circle effort. Neighborhood Circle was established to provide the West Side with input opportunity in Campus Circle efforts. Although there was fair representation from different groups there was a low involvement level from the community. It seemed as though people were quick to be judgmental of certain Campus Circle activities, but not quick to participate in the problem solving aspects of activities. I am aware that the meetings were well publicized. Ads were placed in local newspapers, flyers distributed and newsletters providing notice and information about the meetings. It would have been a more successful group if more people had attended and become involved in the meetings and activities. In hindsight perhaps what could have been done to encourage more attendance and involvement was that each block of the 90 square block West Side community delegate a representative to the Neighborhood Circle to serve as a voice for that particular block. It would be a big challenge to organize, some areas are more developed and involved than others, some areas are already very involved while others seem not to care, but if well orchestrated it may have been an option to increase involvement.

**6. What can others learn from this project?**

1.) Change can happen!!!! Sometime projects as big as Campus Circle's are prejudged as being too big, too complicated, and too expensive to execute. Campus Circle has proven that with a great deal of hard work and cooperation from many resources entire neighborhoods can be saved! The project has also reinstated that there lies value and class within the city... we are not to be forgotten or abandoned by business and home owners that are in search of the great suburbia havens. Avenues West is a thriving community with a tremendous future ahead of it!

2.) University students and surrounding community members can be integrated successfully!!! Many of the Campus Circle properties are occupied by a very diverse group of student and non-student people. There need not be a rivalry between the two. There are many students who now feel better linked with their surrounding community and who get involved with activities outside of the university. On the same note, their are community members who now feel more comfortable with sharing the neighborhood with Marquette University.

3.) Urban Universities can be attractive, safe and exciting institutions of learning!!!

**7. If, five years from now, you were to judge that this project was still successful, what characteristics would convince you of that fact?**

Since 1991 Campus Circle has continuously grown in staff, support and property. Although Campus Circle has accomplished a great deal in the last few years, Avenues West is a large area, with many needs still to be meet. I believe Campus Circle will continue to be the reliable resource that it already is in providing attractive high-quality commercial and residential housing, neighborhood services and neighborhood activities. Campus Circle has already given so much and they continue to pick up speed on the effectiveness of their work while not losing the steam of passion behind the original idea.

## OTHER PERSPECTIVE

Name Robert Surdyk Title Lieutenant  
Organization Milwaukee Police (Avenues West Project) Telephone ( 414 ) 935-7866  
Address 2100 W. Wells Street, Milwaukee, WI 53233

The undersigned grants the Bruner Foundation permission to use, reproduce, or make available for reproduction or use by others, for any purpose whatsoever, the materials submitted. The applicant warrants that the applicant has full power and authority to submit the application and all attached materials and to grant these rights and permissions.

Signature *Lt Robert Surdyk*

If possible, answers should be typed directly on this form or a photocopy. If the form is not used and answers are typed on a separate page, each answer must be preceded by the question to which it responds. Please limit answers to the area provided.

1. What role did you play in the development of this project?

The Avenues West Community Oriented Police Project is the Milwaukee Police Department's primary community oriented demonstration project. As with departments nationwide, the Milwaukee Police is looking for new ways to improve living conditions in a changing urban setting. The goal of the Police Project has much in common with the goals of Campus Circle.

2. From your perspective, how was this project intended to benefit the urban environment?

The intent of the project, although focused on the Marquette University environment shows with its success that a true commitment can improve a central city area. Ideas developed through Campus Circle can be used to improve other parts of the Milwaukee urban areas.

3. Describe the impact that this project has actually had on its surroundings and on the people in the project area. Include any data or supplementary materials that support your conclusions.

Campus Circle's commitment to the area has encouraged many others to invest in the area. This has generated additional interest in the area. The improved appearance and faith has helped to generate a feeling of a higher "quality of life." It has been shown that if an area is allowed to deteriorate in small ways, for example the broken windows are not repaired, the deterioration gets worse. If the "broken windows" of an urban area are not repaired, it is not long before more windows are broken. The area has experienced a sharp decline in crime since the beginning of the project.

4. What trade-offs and compromises were required during the development of the project? Did you participate in making them?

There are always trade-offs between any agency, particularly a public and private agency. The working relationship between the Police Project and Campus Circle is friendly and continuing. There is informational along with other types of support. Our relationship, although friendly, is not controlling. Campus Circle support has contributed to the success of the Policing Project.

---

5. What was the least successful aspect of the project? With hindsight, what would you now do differently?

Negative feedback was observed from groups that felt the area was singled out for preferential treatment. The rapid expenditure of large amounts of money in the area caused immediate media attention. Other areas of the city which are struggling to improve ask for similar attention. If people who had outside interests could get more involved, it might improve the feeling.

6. What can others learn from this project?

It is evident that in order to make an impact on an urban area and public and private interests must be involved. The decisive financial commitment along with a continuing community involvement can have an impact on an area.

7. If, five years from now, you were to judge that this project was still successful, what characteristics would convince you of that fact?

If the area remains crime free and if additional investment is attracted, the project is successful. Part of the success also has to be measured by the attitude of the people who reside and frequent the area. If in five years the quality of life remains good and the confidence in the area is high, the project should be considered successful.