

**Reviving University Hill
A Report From
University Hill Action Group
To
Boulder City Council**

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**Reviving University Hill
A Report From
University Hill Action Group
To
Boulder City Council**

November 28, 2000

Boulder City Council & University Hill Action Group Study Session
November 28, 2000, 6:00 - 8:00 p.m.
Base Line Middle School, Cafeteria, 700 20th Street

Public Written Comment due Monday,
November 27, 2000 at 5:00 p.m. to City Council, 1777 Broadway, or
P.O. Box 791, 80306, or FAX (303) 441- 4478 Attn: Sarah Goodroad, or
e-mail: goodroads@bouldercolorado.gov

We used the image of broken windows to explain how neighborhoods might decay into disorder and even crime if no one attends faithfully to their maintenance. If a window is broken, passersby observing it will conclude that no one cares or no one is in charge. In time, a few will begin throwing rocks to break more windows. Soon all the windows will be broken, and now passersby will think that, not only is no one in charge of the building, no one is in charge of the street on which it faces. Only the young, the criminal, the foolhardy have any business on an unprotected avenue, and so more and more citizens will abandon the street to those they assume own it. Small disorders lead to larger and larger ones, and perhaps even to crime.

James Q. Wilson

In the Foreward to "Fixing Broken Windows" By George L. Kelling and Catherine M. Coles

1. Executive Summary

This report, Reviving University Hill, is a call to action for the Boulder City Council. Based on ten weeks of listening and learning, the report recommends more than thirty projects and five broader policies for reviving the University Hill neighborhood.

The University Hill Action Group's fifteen members are very concerned by the continuing decline of the University Hill neighborhood--physically, socially, and economically. What was an historic and once prestigious area now suffers from neglected buildings and trash, the city's highest crime rate, and sharply declining sales tax revenues.

The Hill's decline has been gradual but relentless. Now the neighborhood has reached a critical moment when, unless City Council acts swiftly and decisively, it will tilt dangerously downward. This has happened elsewhere as weary neighbors give up and move out in a rush to avoid being the last one on the block.

The Action Group identified five strategic goals for reviving University Hill and used them to guide our specific recommendations for action to City Council. The goals are:

- Clean up The Hill and keep it clean.
- Set standards for neighborly behavior, communicate them to newcomers, and when required, enforce them fairly and consistently.
- Improve the physical conditions on The Hill on both public and private properties.
- Broaden the commercial mix to better serve the community.
- Promote a sense of community among University Hill neighbors.

Council chartered us an "action group" so we wanted to recommend only policies and projects we are convinced will work in the real world and substantially improve conditions on The Hill. Some of the recommendations are straightforward, even obvious, like sweeping streets more often to reduce trash. Others are more complex and will take longer to make a difference. All the recommendations are important to reviving University Hill. Our recommendations for Council include:

- Review and Reform Environmental and Code Enforcement Organizations
- Encourage New Businesses on The Hill
- Expand the City's Trash Ordinance
- Adopt a Civil Nuisance Abatement Ordinance
- Require Landlords to Provide Regular Trash Removal
- Educate University Students About Responsibilities as Good Neighbors

Promote More Social Activities Involving Students and Neighbors

The Action Group also recommends five broader policies, which are key to improving conditions on The Hill. These will demand political courage and leadership, but without them as a firm policy foundation, individual projects are not likely to make a real improvement in livability on The Hill. The policy themes are:

- **Lead the Revival.** University Hill can be revived but City Council must lead the way. The Council must make a clear, unequivocal, and enduring commitment to restoring University Hill to a prized Boulder neighborhood.
- **Invest More Resources on The Hill.** More investment, both public and private, is needed to revive The Hill. After a period of relative neglect, the area now deserves Councils' priority attention and support.
- **Enforce Our Laws Fairly and Consistently.** Council must make clear the city will enforce our laws fairly and consistently. Wrongdoers who break laws and threaten the neighborhood should expect punishment that is "swift and sure."
- **Intervene Early to "Fix Broken Windows."** Disorders, including trash, noise, drugs, and property neglect are all contributing to the Hill's decline. Council

- should encourage enforcement strategies and tactics that emphasize early intervention before marginal conduct or conditions deteriorate into neighborhood problems.
- **Promote More Housing for the University Market.** The chronic shortage of housing for staff, faculty, and most importantly students, is a major aggravating factor in many of the University Hill's problems. The Action Group urges City Council to continue efforts to encourage the University and private sector to build additional housing for the university market.

University Hill's decline was not inevitable. More importantly, the Action Group is convinced it can and must be reversed. We can renew The Hill to a beautiful, diverse neighborhood where people are proud to live. Achieving that will require changes in city policy, pursuit of a host of targeted projects, and a commitment by City Council and staff to work closely with community members and the University of Colorado to revive the University Hill neighborhood.

2. Introduction

University Hill—Condition Poor, Outlook Hopeful

University Hill is in decline- physically, socially, and economically. Evidence for this abounds.

An historic and once prestigious neighborhood is now pockmarked with physical decay. Trash blows uncontained, graffiti flourishes, and shabby properties reflect their owners neglect. Even public amenities, like sidewalks and landscaping, too often fall short of Boulder's high standards.

The social fabric is also fraying. University Hill is the city's most crime ridden neighborhood. There have been four assaults there since September. The city devotes two-thirds of its environmental enforcement resources to the Hill, yet citizens' complaints continue to grow and living conditions worsen. Disorderly, often violent behavior, is creating fear, disrupting families, and driving law-abiding people to safer areas.

Economic vitality too is waning as shoppers and employers avoid an area whose problems are well publicized. Since 1995 retail sales tax revenues from the Hill have declined by nearly 19% while citywide they have increased by more than 23%. Businesses that remain on the Hill serve an increasingly narrow segment of the community.

Like other troubled neighborhoods nationwide, University Hill's decline has been gradual but relentless. More recently though, many people believe the pace has quickened. University Hill may be at an inflection point a critical moment when unless Council acts swiftly and decisively the neighborhood could tilt dangerously downward. This sort of rapid decline has happened elsewhere as weary neighbors give up and move out in a rush to avoid being the last one on the block.

The University Hill Action Group believes the Hill's decline was not inevitable. More importantly, we are convinced it can and must be reversed. We can renew University Hill to a beautiful, diverse neighborhood where people are proud to live. Achieving that vision will require changes in city policy, pursuit of a host of targeted projects, and a commitment by City Council and staff to work closely with community members and the University of Colorado to revive the University Hill neighborhood.

3. Policy Themes for City Council

Lead the Revival. University Hill can be revived but City Council must lead the way. The Council must make a clear, unequivocal, and enduring commitment to restoring University Hill to a prized Boulder neighborhood. A renaissance on The Hill will require changes in city policy, strategy, tactics, and staffing. Support from the University of Colorado is also essential. But above all, success will demand unswerving commitment and leadership by members of the City Council.

Invest More Resources on The Hill. More investment, both public and private, is needed to revive The Hill. After a period of relative neglect, the area now deserves Councils' priority attention and support. Council should make "Reviving The Hill" one of their top-level goals. Additionally, they should task the City Manger to identify the public resources necessary for success, beginning with the city's budget for 2001.

Enforce Our Laws Fairly and Consistently. Council must make clear the city will enforce our laws fairly and consistently. Wrongdoers who break laws and threaten the neighborhood should expect punishment that is "swift and sure." City authorities must understand crime and disorder on The Hill as neighbors, merchants, and other citizens experience it. To restore livability requires strategies and tactics that respond to citizens' priorities.

Intervene Early to "Fix Broken Windows." Disorders, including trash, noise, drugs, and property neglect are all contributing to the Hill's decline. Council should encourage enforcement strategies and tactics that emphasize early intervention before marginal conduct or conditions deteriorate into neighborhood problems. A preventive approach will give law-abiding citizens the confidence to set standards and support enforcement officers in protecting livability on University Hill.

Measure Progress and Improve the Process. Reviving University Hill is a long-term project that will continue beyond this Council's tenure. Without good follow-up and regular community feedback, there is a real risk important initiatives will be diluted over time. Consequently, Council should task the City Manager to establish a monitoring system to measure progress and modify efforts as necessary for success. The monitoring system should have strong connections to Hill residents, merchants, and both students and staff of the University of Colorado.

Promote More Housing for the University Market. The chronic shortage of housing for staff, faculty, and most importantly students, is a major aggravating factor in many of

the University Hill's problems. The Action Group urges City Council to continue efforts to encourage the University and private sector to build additional housing for the university market. When potential housing sites are contemplated, neighbors must be included in the discussion.

4. The Action Group's History and Work Process

Concerned by the decline of University Hill, on September 5, 2000 the Boulder City Council asked the City Manager to create a University Hill Action Group (UHAG). The Group was to provide advice and recommendations for action to the Council.

Two weeks later, on September 18 the City Manager announced the group's membership. The diverse group included Hill residents, business owners, landlords, students and administrators from the University of Colorado, and three City Council members. (See Appendix A for a list of members.)

The Group met weekly from 8:30-10:30am on Tuesday's beginning on September 21 at the Grace Lutheran Church located in the Hill neighborhood. All meetings were advertised, open, and included opportunities for public comment.

During the first meeting, the Group elected co-chairs, but a professional facilitator conducted the meetings. We also agreed to follow a majority rule for decision-making and include differing opinions, when appropriate, in our report to Council. The Action Group made decisions by informally polling our members and there was a high degree of consensus on all but a few issues.

At the outset, the Group agreed on its vision, mission, and five strategic goals. UHAG members then began identifying policies and projects that might contribute to achieving the five strategic goals. More than one hundred ideas were identified for more careful consideration. Members of the public suggested many of the ideas.

During the early meetings, UHAG members were briefed by the: Municipal Judge, Deputy City Attorney, Boulder Police Chief, University Public Safety Director, CU/City Liaison Staff Person, and Director of the University's "Matter of Degree Program." Staff also provided extensive background materials. This included information on: police and code enforcement histories, economic and market data, and public safety information from other university cities.

In mid-October Action Group members began to critically assess all the ideas we had received. Our objective was to recommend to Council only those policies and projects that will work in the real world and substantially improve conditions on The Hill. About one full month was spent on this effort to identify and refine the "best of the best" ideas for action.

UHAG members wrote this report and all the recommendations are our own. Staff provided support and the appendices. The University Hill Action Group believes this report contains the most important actions City Council should take to improve the quality of life for everyone in the University Hill neighborhood.

5. Riots on The Hill

This report does not discuss the University Hill riots because UHAG members agree those outbursts are symptoms and not the cause of the area's problems. We believe strongly that our recommendations, if implemented, will improve livability on The Hill and promote respect for the rule of law. But no one can guarantee there will never be another riot on The Hill. Moreover, even if there were never another riot there, but nothing else changed, then daily conditions on University Hill would still be unacceptable. Put simply, preventing riots is not enough.

6. Mission, Vision, and Strategic Goals

Early in our work the Action Group adopted the following statement of our mission, vision, and strategic goals for University Hill. These statements enjoyed broad support from both UHAG members and Hill neighbors. Because we believe they reflect the right direction for reviving The Hill, we used them as guides for developing our specific recommendations for action to City Council.

Mission

To recommend actions to City Council to improve the quality of life and sense of community for all in the University Hill neighborhood.

Vision

The Hill--a beautiful, historic and diverse neighborhood where people are proud to live, work, and relax.

Strategic Goals

- Clean up The Hill and keep it clean.
- Set standards for neighborly behavior, communicate them to newcomers, and when required, enforce them fairly and consistently.
- Improve the physical conditions on The Hill on both public and private properties.
- Broaden the commercial mix to better serve the community.
- Promote a sense of community among University Hill neighbors.

7. Recommendations for Action by City Council

The Action Group developed high leverage policies and projects, which we believe, will help achieve each strategic goal. We have grouped the following recommendations for action by Strategic Goal areas, though some actions will contribute to several goals.

8. Clean Up The Hill and Keep It Clean.

A. Create a Community Service Program

Create a community service program that will require wrongdoers, as directed by the courts, to perform community service work. These projects could include work such as neighborhood clean up, graffiti removal, and landscape work on public rights-of-way.

This program will help build community standards and improve physical conditions by requiring wrongdoers to do restorative work in the affected neighborhoods.

B. Expand the Trash Ordinance

Instruct the City Attorney's Office to expand the definition of trash and rubble to include items that do not raise considerations of health and safety such as plastic cups, bottles, and old newspapers.

The new ordinance will close a loophole in current trash regulations and help clean up neighborhoods. The City should begin immediately to more actively enforce the current laws while the new ordinance is being prepared and adopted.

C. Require Landlords to Provide Regular Trash Removal Service

Require landlords to provide regular, adequate trash removal service and extra pickup during peak demand periods such as the start and end of academic semesters. Make this a condition for a rental license.

This added feature of the Rental Licensing Program will facilitate enforcement of the timely removal of all trash and garbage. Landlords are not currently required to provide trash pickup at their properties.

D. Adopt an Indoor Furniture Ordinance

This ordinance would prohibit the use or storage of indoor furniture, such as upholstered chairs and couches, in outside areas. This provision could be incorporated into a revised rubbish ordinance (see Goal #2 above).

This ordinance will improve the livability of neighborhoods by removing health and safety risks, including fire and vermin, created by indoor furniture in outside areas. Other cities have adopted similar ordinances.

Note: Four UHAG members expressed concerns about potential provisions of such an ordinance. See Appendix E for an explanation of their views.

E. Adopt A Graffiti Ordinance

Adopt an ordinance prohibiting the display of graffiti on private and public buildings and fixing responsibility for its removal.

The "broken windows" philosophy of enforcement says that how an area looks will affect the crime rate. Eliminating graffiti in a timely fashion will help keep neighborhoods cleaner.

Note: One member opposed the idea of a graffiti ordinance. See Appendix F for his views.

F. Relocate Collection of Recyclables from Street Fronts

Direct City Staff to work with trash haulers and recycle organizations to relocate the collection of recyclables from the front of the houses to the alleys. Recycling boxes often remain curbside in front of homes throughout the week. This is unsightly and promotes blowing trash.

Like trash receptacles, keeping the recycling boxes in the alleys will improve the appearance of neighborhoods. . This project may need to be phased-in over time as trash and recyclable haulers add smaller, more maneuverable trucks to their fleets.

9. Set Standards for Neighborly Behavior, Communicate Them to Newcomers, and When Required Enforce Them Fairly and Consistently

A. Adopt a Civil Nuisance Abatement Ordinance

Adopt an ordinance defining civil nuisance abatement procedures, patterned on the one in Fort Collins. Their ordinance includes action against a rental license for non-compliance with trash, noise, and occupancy regulations.

Property owners should be responsible for managing their properties and realize the rewards and consequences associated with that responsibility. This ordinance will provide a needed tool for enforcement.

Note: One UHAG member opposed a nuisance abatement ordinance. See Appendix G for his views.

B. Adopt a Nuisance Party Ordinance

Adopt an ordinance to assist in managing problem parties. Using the Ames, Iowa example, this ordinance would place a duty on the residents and the owner of property to control the premises. It would also make failure by someone to leave a party when ordered by an officer to do so a misdemeanor. The ordinance would also prohibit beverage kegs in the front yard. Following the Eugene, Oregon example, the ordinance would also establish a fee for city officials responding a second time to a loud party. This fee is similar to those charged by police departments for repeatedly responding to false security alarms.

Problem parties have more than once led to riots on The Hill. This ordinance will provide a needed enforcement tool by relocating kegs from the front (an open invitation), helping police disperse people before a party turns violent, and increasing the penalty for failure to responsibly manage a party. This ordinance will also assist landlords and property managers in promoting responsible behavior by their tenants.

C. Communicate Standards to Tenants in the Lease

Enact an ordinance, which requires that key regulations, like those discussed above, together with the maximum occupancy limits of a property, be made a mandatory part of a lease.

Landlords should clearly communicate community standards to tenants so they will understand their responsibilities.

D. Notify Parents and the University of Colorado of Wrongdoers

Establish a policy that, for specified offences and circumstances (e.g. rioting, resisting arrest, et al) the city will promptly notify parents, and/or the University, and/or landlords. The city does not have a policy about whom to notify when young people or students are cited for serious violations of city ordinances.

Accountability is essential if we are to effectively enforce our laws and deter would be wrongdoers. Prompt notice to parents, the University, and landlords will enable them to help us hold wrongdoers accountable for their misconduct and deter others from similar behavior.

E. Inform Property Owners When They Fail to Meet City Standards

Send a prompt letter to owners whose properties are in violation of city codes notifying them of the violations and informing them they may be prosecuted. Use sample letters from San Luis Obispo, CA in developing our letter.

The method of promptly and firmly informing owners about violations will encourage quick correction of deficiencies and provide documentation for further enforcement action, if warranted.

F. Review and Reform the Enforcement Organizations

Request the City Manager to initiate an independent management audit to examine the effectiveness of our present Environmental and Code enforcement organizations and make recommendations for reform.

Uneven and sometimes ineffective enforcement of our environmental and building codes have contributed to the University Hill's decline. Despite motivated staff members, the current Environmental and Code Enforcement organizations are not meeting the neighborhood's need. This audit will form the basis for whatever reforms may be necessary.

G. Strengthen Community Policing Efforts

Assign police officers to the Hill Patrol unit for at least 24 months so they can learn the neighborhood and develop effective working relationships there.

Increase funding for police overtime so additional officers may be assigned to The Hill during high-risk periods.

Providing more continuity in assignments and additional overtime are preventative and pro-active measures that will assist enforcement of standards in the neighborhood.

10. Improve Physical Conditions on the Hill on both Public and Private Properties

Private Property

A. Focus on Problem Properties

Evaluate what's working and what's not in the housing code and inspection checklist. The recommended management audit will be especially helpful.

Re-write housing codes to implement needed improvements, including amending the code to link nuisance issues to the renewal or revocation of rental licenses. Require landlords to maintain a current list of tenants for each rental unit and establish minimum landscaping requirements.

Provide citizens with web-access to user- friendly, accurate rental license and occupancy limit information for individual properties by address.

There are many responsible landlords, but some owners chronically fail to maintain their properties to acceptable standards. Focusing on problem properties and their landlords

will level the playing field, improve living conditions for tenants, and enhance the appearance of The Hill.

B. Re -evaluate the Land Use Priorities Previously Identified in the University Hill Plan

Re-evaluate codes associated with non-conforming properties. Currently, there is little incentive to upgrade properties because their non-conforming status would be lost. Create "trade-off" mechanisms in the code that encourage property improvements in return for some gain. The improvements could include such things as consolidating units, converting units, providing landscaping, screened parking, or additional lighting.

Re-evaluate techniques for transitioning densities. LRE is currently adjacent to HRE, a situation that might be improved by the introduction of a MRE buffer.

An earlier study of The Hill identified all these land use issues. While little has been done on them, they are still relevant. Staff should promptly conduct the required analysis and inform Council whether changes would be helpful and how they could be implemented.

Public Property

C. Increase Street Sweeping in Residential Area of the Hill

Sweep streets in residential areas quarterly or monthly. Currently streets in those areas are only swept twice a year.

More frequent street sweeping will improve physical conditions on The Hill and encourage private owners and tenants to take better care of properties.

D. Improve Commercial and Residential Alleys

Fund the commercial area alley improvements identified in the Hill Plan. Develop a plan to fund improvements in residential alleys

Many Hill alleys today are in very poor condition. More investment in these deplorable areas is overdue. Leadership by the city may also encourage additional private investment.

E. Trim Trees and Shrubs in the Right-of-Way More Often

Trim trees more often. Institute a plan for regularly trimming shrubs in the public right-of-way.

The city now trims trees only once every ten years so many are badly overgrown. More frequent attention will improve the area's appearance.

F. Improve Neighborhood Collector Streets

Develop and implement a landscape improvement plan for neighborhood collector streets in the residential neighborhood. In particular, College Avenue from 13th to 9th and 9th from Arapahoe to Baseline serve as neighborhood collector streets for the community. Others may be warranted.

Poor conditions along these streets, especially College, deter residents from walking to the Hill Business District. Enhanced streetscapes will encourage people to walk and reduce short vehicle trips. Improved landscaping will also enhance entryways to the neighborhood, set standards for the community, and make a statement about the importance of the neighborhood.

G. Complete Missing Links of Sidewalk

Eliminate gaps in sidewalk system by constructing missing links. Prioritize construction to accommodate considerations such as established vegetation and large trees and the need to acquire rights-of-way.

This project will improve pedestrian travel and enhance connectivity throughout the neighborhood.

H. Improve Residential Street Lighting

Improve residential street lighting on The Hill. Street lighting upgrades have been completed in the commercial area and in some residential areas. Council should now improve lighting, where required, further into the LRE zones. Ornamental pedestrian scale lighting should also be considered.

More lighting can enhance a sense of personal safety and security in the neighborhood.

I. Extend the Blue Light 911 System

Extend the existing Blue Light 911 telephone system onto The Hill. The University has already installed a one-button 911 Blue Light system on and adjacent to the campus. Council should now extend that system, where appropriate, onto The Hill, linking it with the Boulder Police Communications Center.

The Blue Light telephones may deter crime and promote a sense of personal safety and security.

J. Install Decorative Entry Signs to The Hill Neighborhood

Install decorative signs at key neighborhood entry points on The Hill.

Distinctive signs will help establish neighborhood identity and a sense of community.

11. Broaden the Commercial Mix to Better Serve the Community

A. Support Events That Appeal to Students and Other Young People

Create events, in partnership with the University and Hill business owners, to appeal to students and other young people. Ensure that minorities and people under 21 years of age are included. This partnership would include hosting CU events on the Hill such as homecoming and football tailgate parties.

These non-alcoholic events would provide a positive outlet for people under 21 and offer an alternative to unregulated house parties.

B. Encourage and Facilitate the Development of New Businesses on The Hill

Encourage and facilitate the development of new businesses on that Hill that better serve the community. Use the University Hill General Improvement District (UHGID) funded marketing study to identify market opportunities for the University Hill commercial district.

Instruct the City Manager to assign a staff planner to be responsible for the Hill Commercial area. The planner should assist new and existing Hill business and property owners to redevelop their tenant space and buildings.

Consider, within the commercial district, changing regulation changes to encourage new buildings and renovations, which will accommodate a broader base of business types to better, serve the community. These changes could include design guidelines, a local historic district, and incentives for the BMS-X zoning district.

Work with the owners of potential catalyst sites as they become available for renovation. For example, the city could coordinate with Barnes and Noble to make the Colorado Bookstore more of an asset to street life. The Flatirons Theater also has important redevelopment potential. These efforts should reflect the findings of the ongoing market analysis sponsored by the UHGID.

Measure support for residential and commercial historic districts.

Many believe The Hill commercial district does not well serve the neighborhood and students' needs. Broadening the range of goods and services will increase the Hill's vitality and raise sales tax revenues that directly fund UHGID maintenance of the commercial area

C. Support Hill Events to Attract People from Surrounding Areas

Identify and support new Hill events to draw consumers, in addition to students, to the Hill business district. These events can be hosted in partnership with the University Hill

Alliance, the new residents association, the Alumni Association, CU, UHGID and the city. The very popular Downtown Race Series is an example of what can be done.

More diverse events will make clear the Hill is not just a drinking place and student destination.

D. Encourage Creation of Two New Hill Property Owners Associations

Encourage Hill property owners to create two grass roots, Property Owners Associations (POA). A Business POA would deal with the maintenance of private commercial properties located in the UHGID area, but not covered by UHGID services, such as improvements within the property lines. A second Residential POA would deal with maintenance of residential properties in and adjacent to the UHGID area.

The new POA's would extend maintenance from public right of way to improvements on private property. They would also provide a network to communicate strategies for improving the Hill community. Finally, they would lay the organizational groundwork for the future creation of a Hill Business Improvement District (BID).

E. Create a Hill Business Improvement District

Encourage the newly formed POA's to discuss forming a BID, similar to the one Downtown. The new BID should include multi-family residential properties in BMS-X, MR-E and MR-X zones.

A new BID or BID's on The Hill will provide enhanced services in the UHGID area and extend maintenance into the adjacent multi-family residential areas. The BID will also offer more uniform, higher quality services to both the commercial and multi-family residential areas for trash pickup, lighting, street sweeping, snow removal and other maintenance activities. The BID will also fund a full-time staff person to coordinate the activities and events on The Hill.

F. Re-energize the Hill Bar Operations Group

Encourage Hill businesses that serve alcohol to continue meeting regularly to address alcohol issues affecting The Hill.

The Hill Bar Operations Group provides a convenient way for bar owners to become proactively involved in addressing alcohol issues in the neighborhood. It also is an effective channel for disseminating information to bar owners.

12. Promote a Sense of Community Among University Hill Neighbors

A. Provide More Social Activities Involving Students and Neighbors

Assist the University to plan and execute a variety of activities to bring together students and permanent residents. Crossroads and the Flatirons Theater may be suitable venues for some events. Contact other university communities to learn what has been successful in building a sense of community there.

The University will support these activities and the Student Union Program Council is developing ideas. These include more frequent events such as the Alpha Phi Sorority children's Halloween Party, Easter Egg hunts, and neighborhood parties suitable for families. Several Hill businesses have already pledged their support. Further outreach is needed to involve the University Hill Alliance and the University Hill Neighborhood Association. Fraternities, sororities, and local churches can also help to organize and lead these activities.

We need to build community, in addition to strengthening enforcement and ordinances, if we are to achieve our goals. These activities will build better relationships between students and permanent residents, offer young people attractive alternatives to less constructive activities, and help build a better sense of community.

B. Educate CU Students About Their Responsibilities as Good Neighbors

Assist the University and Student Union to plan and implement a comprehensive effort to inform students about their responsibilities to be good neighbors in Boulder. These efforts could include: peer warnings, party and environmental enforcement "walk-n-talks" (especially during September), staffing a booth at the annual Housing Fair, and continuing to distribute pamphlets from the Student Union on "How to be a Good Neighbor" and the city on how to "Party Smart."

This effort will inform students about Boulder's community standards and expectations and how to be a good neighbor while they are here.

13. Monitoring and Follow Up of Implementation

The Action Group does not want our report to be "filed and forgotten." Moreover, we do not believe the neighbors will allow it. Reviving University Hill is a long-term project that will continue beyond this Council's tenure. Without good follow-up and regular community feed back, there is a real risk important initiatives will be diluted over time. Accordingly, Council should pay careful attention to putting in place, from the outset, an effective monitoring and follow-up system.

A. Measure Progress and Improve the Process.

Task the City Manager to establish a system to monitor implementation of council approved policies and projects and modify them as necessary for success.

The monitoring system should have strong connections to Hill residents, business people, and students and staff of the University of Colorado.

14. Future of the University Hill Action Group

Council members are ultimately accountable to those who live, work, and visit University Hill for improving conditions there. The University Hill Alliance, together with the newly formed University Hill Neighborhood Association, can serve as a voice for public accountability on Hill issues. The city should work closely with both organizations to measure and improve the effectiveness of initiatives affecting The Hill.

Because they are still in a formative stage, the Neighborhood Association is not yet fully ready to participate in the monitoring and follow-up role for the neighborhood. To avoid an "accountability gap" Council should, at their December 5, 2000 meeting, extend the life of the University Hill Action Group to monitor early implementation efforts until the Neighborhood Association reports ready. This transfer of responsibility to the Alliance/Neighborhood Association should be completed by January 31, 2001.

15. Acknowledgements

Many people deserve our thanks for supporting the University Hill Action Group with their time, energy, and professional expertise. We especially want to acknowledge the contributions of the following people.

Dozens of University Hill residents attended UHAG meetings, spoke at neighborhood gatherings, including the September 22 meeting at the Academy, and provided UHAG with thoughtful ideas and suggestions.

Ronald Roschke, Pastor of the Grace Lutheran Church, graciously allowed us to hold all our meetings in the church meeting room.

University of Colorado staff, Jim Fadenrecht, Director of Public Safety, and Robert Maust, Director of the Matter of Degree Program gave us their expertise and guidance.

Ron Secrist, City Manager, Joseph de Raismes, City Attorney, and Sheila Carrigan, Municipal Judge and their staff provided information and guidance throughout the study process. Staff members who supported our work included:

Christine Andersen, Deputy City Manager for Environmental Services

Mark Beckner, Police Chief

Kon Damas, Mediation Coordinator, Community Mediation Services

Larry Donner, Fire Chief

Jay Dunlap, Inspection & Enforcement Supervisor

Jerry Gordon, Deputy City Attorney

Adrian Hise, Fire Marshal

Jim Hughes, Deputy Police Chief

Mike Mansfield, CU/City Liaison

Peter Pollock, Planning Director

Maureen Rait, Director of Public Works for Development & Support Services

Lynne Reynolds, Municipal Court Administrator
Terry Steinborn, Environmental Enforcement Officer
Steve Stolz, Deputy Fire Chief
Molly Winter, Director, Downtown & University Hill Management, and Parking Services

Finally, there were staff people that worked behind the scenes, supporting us with budget, operations and data analysis, legal research, website and public information management, word processing, printing and graphics. For that we thank: Melody Agruso, Maureen Amundson, Vanessa Bonner, Dick Brasher, Jennifer Bray, Nancy Brown, Ellie Bussi-Sottile, Kara Dinhoff, Barbara Ettingoff, Felix Gallo, Stephanie Grainger, Cindy Hansen, Doug Hawthorne, Jody Jacobson, Trish Jimenez, Jane Nelson, Michael O'Neill, Jana Peterson, Chris Puccio, Mike Sweeney, Terry Stonich, Amy Weaver, Brett Weideman and Mike Weil.

Appendix A

Members of the University Hill Action Group

University Hill Residents

Bill Curtis
15th Street

Annie Fox
11th Street

Terry Rodrigue
Lincoln Place, Co-Chairman

Kim Voorhees
12th Street

University of Colorado Students

Amanda Breeden
Community Relations Director, Student Union

David Mozealous
Student and Former Hill Resident

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Landlords and Property Managers

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Boulder Property Management

University Hill General Improvement District

Matt McMullen

Architectural Manoeuvres

City Council Members

Don Mock

Françoise Poinatte

Gordon Riggle

Co-Chairman

Appendix B

Map of University Hill with Zoning Overlays

Appendix C

Map of University Hill with Code Enforcement Cases

Appendix D

Checklist of All Recommended Actions to Council

1. Task the City Manager to Establish a System to monitor implementation of Council approved policies and practices

Recommended Policy Themes

- **Lead the Revival.** University Hill can be revived but City Council must lead the way. The Council must make a clear, unequivocal, and enduring commitment to restoring University Hill to a prized Boulder neighborhood.
- **Invest More Resources on The Hill.** More investment, both public and private, is needed to revive The Hill. After a period of relative neglect, the area now deserves Councils' priority attention and support.
- **Enforce Our Laws Fairly and Consistently.** Council must make clear the city will enforce our laws fairly and consistently. Wrongdoers who break laws and threaten the neighborhood should expect punishment that is "swift and sure."
- **Intervene Early to "Fix Broken Windows."** Disorders, including trash, noise, drugs, and property neglect are all contributing to the Hill's decline. Council should encourage enforcement strategies and tactics that emphasize early intervention before marginal conduct or conditions deteriorate into neighborhood problems.
- **Promote More Housing for the University Market.** The chronic shortage of housing for staff, faculty, and most importantly students, is a major aggravating factor in many of the University Hill's problems. The Action Group urges City Council to continue efforts to encourage the University and private sector to build additional housing for the university market.

Recommended Projects

2. Create a Community Service Program
3. Expand the Trash Ordinance and more actively enforce the current laws while the new ordinance is being prepared and adopted.
4. Require Landlords to Provide Regular Trash Removal Service
5. Adopt an Indoor Furniture Ordinance
6. Adopt A Graffiti Ordinance
7. Relocate Collection of Recyclables from Street Fronts.
8. Adopt a Civil Nuisance Abatement Ordinance
9. Adopt a Nuisance Party Ordinance
10. Adopt an Ordinance, which requires that key regulations, together with the maximum occupancy limits of a property, be made a mandatory part of a lease.
11. Establish a notification policy for parents, and/or the University, and/or landlords when young people are cited for specified violations of city ordinances.
12. Establish the practice where letters are promptly sent to owners whose properties are in violation of city codes notifying them of the violations and informing them they may be prosecuted.
13. Conduct an independent management audit of code enforcement and implement recommendations (this includes environmental, zoning/land use and rental housing enforcement activities).
14. Assign police officers to the Hill Patrol unit for at least 24-month periods.
15. Increase funding for police overtime to supplement resources during high-risk periods.
16. Evaluate what's working and what's not in the housing code and inspection checklist. The recommended management audit relates to this issue.

17. Revise the housing codes to implement needed improvements.
18. Require landlords to maintain a current list of tenants for each rental unit and establish minimum landscaping requirements.
19. Provide citizens with web-access to user- friendly, accurate rental license and occupancy limit information for individual properties by address.
20. Re-evaluate codes associated with non-conforming properties. Currently, there is little incentive to upgrade properties because their non-conforming status would be lost.
21. Re-evaluate techniques for transitioning densities. LRE is currently adjacent to HRE, a situation that might be improved by the introduction of a MRE buffer.
22. Consider, within the commercial district, changing regulation changes to encourage new buildings and renovations, which will accommodate a broader base of business types to better, serve the community.
23. Work with the owners of potential catalyst sites, as they become available for renovation. These efforts should be reflected in the market analysis sponsored by the University Hill General Improvement District.
24. Measure support for residential and commercial historic districts.
25. Re-establish Spring Clean Up.
26. Increase Street Sweeping in Residential Area of the Hill
27. Fund the alley improvements identified in the Hill Plan. Develop a plan to fund improvements in residential alleys.
28. Trim trees and shrubs in the right-of-way more often.
29. Install landscaping improvements along neighborhood collector streets.
30. Construct missing links of sidewalk.
31. Improve residential street lighting.
32. Extend the Blue Light 911 system into The Hill.
33. Install decorative entry signs to The Hill neighborhood.
34. Create events, in partnership with the University and Hill business owners, to appeal to students and other young people.
35. Encourage and facilitate the development of new businesses on The Hill that better serve the community.
36. Assign a staff planner to be responsible for the Hill Commercial area.
Support hill events to attract people from surrounding areas to the Hill business district.
37. Encourage creation of two new Hill Property Owners Associations.
Create a Hill Business Improvement District.
38. Re-energize the Hill Bar Operations Group.
39. Assist the University with planning and implementing activities that bring together students and permanent residents.
40. Educate CU students about their responsibilities as good neighbors.

Appendix E

Other Views of An Indoor Furniture Ordinance

Our concerns with the recommendation to "Adopt an Indoor Furniture Ordinance" and its implications are based on the following considerations.

1. This ordinance would be contrary to UHAG's mission statement—"to improve the quality of life and sense of community for all in the University Hill neighborhood." For many students the availability of sofas on the front porch of their residences is very much part of their lifestyle. To deny them this amenity very much impacts on the quality of their life on the Hill. We view this ordinance as unfairly improving the quality of life of some residents at the expense of that of others.
2. Worries about the exact definition of an outside area.
3. The encompassing nature of such an ordinance raises among us some general concerns as well as the specific question of what "ill" is it designed to cure. If landlords have, as it seems, bona fide reasons to prohibit the presence of sofas on the front porch of their property, a simple clause in the lease agreement should take care of the problem. To prohibit the presence of sofas on the front or back porch of someone's home is an unacceptable intrusion of City authority on the personal life of house dwellers.
4. It would place the City in the untenable apparent position of deviously regulating taste while failing to recognize that one person's concept of tackiness is another person's idea of relaxed and informal comfort.
5. Such an ordinance would create a worrisome precedent as it begins a trend of dictating what are acceptable life styles strictly on the basis of esthetic norms selected and imposed by a limited section of the community.
6. The justification of such an ordinance on safety and health consideration is at best specious. The potential fire hazard of a sofa on a house porch is no greater than when located in a living room. In either case such fires are usually caused by the carelessness of smokers. As to the unsightly results of raiding by squirrels and other rodents they should easily fall within the purview of an expanded trash ordinance.
7. Students will view this ordinance as a petty prohibition of an inoffensive feature of their traditional life style.

Amanda Breeden David Mozealous Bill Curtis Allison Stark

Appendix F

Another View on a Graffiti Ordinance

Graffiti is a crime against the property owner. The wording of University Hill Action Group's recommendations to council seems to indicate that "since we are unable to punish the perpetrator of this crime, and we have to punish someone, then punish the victim." It notes that business owners have the funds to take care of this problem, and anyone who rents out a room or rooms falls into this category, but in certain cases private-citizen-victims who can prove poverty or hardship should get some assistance from the city.

It is unfair to target the victims of crime because there is no easy way of stopping the crime. My position is that if the city determines that Graffiti is not only a crime against the property owner, but also a crime against the city, then the city should effect some way

of combating it or at least removing it. This could be in the form of loans of surveillance equipment for problem areas. People serving community service hours could be assigned to graffiti removal tasks.

Hank Boschen
Graduate of the University of Colorado
Twenty Year Hill resident
Property Owner and Landlord

Appendix G

Another View on a Nuisance Abatement Ordinance

The premise here is that renting someone a place to live brings with it a responsibility to oversee their lives and be responsible for their actions. If that is the intent here then council should include in the ordinance that the landlord gets a percentage (say 5%) of the action should any tenants win the lottery. By the same token if a tenant breaks the law and goes to jail, the landlord also should do time.

How is this different from holding the property owner responsible for noisy parties, the resulting trash, or the fact that the renters have invited friends to stay with them against the lease? We have a citywide rental housing code that is not being enforced. We

have other laws that are being violated nightly that are not being enforced for various reasons. These problems are being addressed by several groups besides UHAG, but UHAG seems to be trying to mandate that the landlord become a policeman / parent to all of his renters, and be responsible for their actions.

Renting legally confers upon the tenant a certain amount of privacy, invasion of which can result in considerable legal trouble much of which is already spelled out in Colorado State Law. Actions by the tenant, which result in conflict with the neighborhood, should be the tenant's responsibility. Housing code violations including landlord-approved over-occupancy should be the responsibility of the landlord.

I totally support the idea that parents and landlords be notified when tenants do something related to the physical site, but please realize that landlords do not have much power to control the actions of their tenants, and thus should not be held legally accountable for those actions. We already have laws that address most of these problems, and are presently working with law enforcement officials who are responsible for enforcing those laws.

Hank Boschen
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Twenty-Year Hill Resident
Property Owner and Landlord

