A ULI Advisory Services Panel Report

Former Chrysler Engine Plant Site Redevelopment Kenosha, Wisconsin

April 19–24, 2015

Urban Land Institute

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Creating a Strategy for a New Center of Neighborhood Life and Innovation

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About the Urban Land Institute

THE MISSION OF THE URBAN LAND INSTITUTE is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. ULI is committed to

- Bringing together leaders from across the fields of real estate and land use policy to exchange best practices and serve community needs;
- Fostering collaboration within and beyond ULI's membership through mentoring, dialogue, and problem solving;
- Exploring issues of urbanization, conservation, regeneration, land use, capital formation, and sustainable development;
- Advancing land use policies and design practices that respect the uniqueness of both the built and natural environments;
- Sharing knowledge through education, applied research, publishing, and electronic media; and
- Sustaining a diverse global network of local practice and advisory efforts that address current and future challenges.

Established in 1936, the Institute today has more than 36,000 members worldwide, representing the entire spectrum of the land use and development disciplines. Professionals represented include developers, builders, property owners, investors, architects, public officials, planners, real estate brokers, appraisers, attorneys, engineers, financiers, academics, students, and librarians.

ULI relies heavily on the experience of its members. It is through member involvement and information resources that ULI has been able to set standards of excellence in development practice. The Institute has long been recognized as one of the world's most respected and widely quoted sources of objective information on urban planning, growth, and development.

Cover photo: Alison Johnson

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About ULI Advisory Services

THE GOAL OF THE ULI ADVISORY SERVICES program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 600 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfield redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's advisory services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and screened to ensure their objectivity. ULI's interdisciplinary panel teams provide a holistic look at development problems. A respected ULI member who has previous panel experience chairs each panel.

The agenda for a five-day panel assignment is intensive. It includes an in-depth briefing day composed of a tour of the site and meetings with sponsor representatives; a day of hour-long interviews of typically 50 to 75 key community representatives; and two days of formulating recommendations. Long nights of discussion precede the panel's conclusions. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. A written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, participants in ULI's five-day panel assignments are able to make accurate assessments of a sponsor's issues and to provide recommendations in a compressed amount of time.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academics, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

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Acknowledgments

THE URBAN LAND INSTITUTE and the city of Kenosha have been tactical partners in the development and reuse of formerly industrial land within the community for almost 20 years. Thanks to the preemptive efforts of city leadership, ULI has provided the city with guidance on the redevelopment of almost 100 acres before this most recent panel and, thanks to the continued confidence of city officials, business leaders, and citizens, the panel will assist in helping establish a vision for another 107 acres.

With gratitude, the panel thanks Mayor Keith Bosman and City Administrator Frank Pacetti for their efforts to create a brighter future in this neighborhood by optimizing new development with a strong community vision. Special recognition is also directed to Jeffrey B. Labahan, director, and Rich Schroeder, deputy director, of the city's Department of Community Development and Inspections. The panel is grateful for their efforts and those of their staff in preparing the panel briefing book, scheduling public meetings, delivering an on-site briefing and site tour, and coordinating stakeholder interviews.

Most especially, the panel thanks the more than 100 community residents who participated in this endeavor by sharing their perspectives and personal stories through online and in-person suggestions and one-on-one interviews. The panel hopes to have honored your participation by representing your hopes and goals for a future Kenosha in its recommendations.

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Foreword: Study Area and the Panel's Assignment

THE CITY OF KENOSHA HAS A LONG HISTORY of automotive manufacturing, dating to the early days of the 20th century. The former Chrysler Engine Plant site has been an automotive manufacturing center since 1917. This site and the lineage of Nash-American Motors and Chrysler Automobile have played an integral part in this community for several generations of Kenoshans. The original Nash Automobile Company was instrumental in the rise of the city of Kenosha as a manufacturing center. This history means many in the community have a strong emotional attachment to this site and an interest in what the future may hold for it.

This concern has been evidenced by the tremendous amount of public input and numerous ideas the panel received regarding the future use of the site as a result of the city's proactive efforts to ensure community participation in the process. In addition, the size of this large vacant parcel in the heart of Kenosha's urbanized core creates a dampening effect on the surrounding neighborhoods and the entire city. The goal of the city's intervention and the panel's focus is to restore this site's historic vitality and improve the economic conditions of the surrounding neighborhoods and their residents.

Regional map.

The ULI Advisory Services panel with Mayor Keith Bosman (at left) introduced the panel assignment during a public meeting organized by the city's Department of Community Development and Inspections.

Previous ULI Panels in Kenosha

The city of Kenosha has a successful history of engaging the Urban Land Institute to assist in the redevelopment of abandoned industrial sites. In 1996, ULI was asked to advise the city on recommended development objectives and concepts for the former Chrysler assembly site on the downtown lakefront. The city has successfully used that ULI guidance to advance redevelopment and reuse of that site into a mixed-use extension of Downtown. In 2002, ULI was asked to return to Kenosha to determine the proper and successful reuse of the 42-acre Brass site adjacent to the Uptown Business District, a project still in process. These panels have provided the city with the general guidance necessary to formulate more detailed master plans and implementation strategies.

Study Area and the Panel's Assignment

Mayor Keith Bosman and the city of Kenosha requested the assistance of the Urban Land Institute to assist with the formulation of a plan and development strategy for the reuse of the former Chrysler Engine Plant. Located east of downtown Kenosha between 52nd and 60th Streets, the 107-acre site is bordered on the east and west by

GOOGLE MAPS

The 107-acre parcel is located less than one mile from the lakefront and the Kenosha City Hall.

residential neighborhoods, with a mix of light industrial and commercial uses along 52nd Street and 60th Street.

All buildings on the site were removed down to the foundation in 2012–2013 by the Old Carco Liquidation Trust, which received title to the site in 2010 after manufacturing operations halted at the plant. The Wisconsin Department of Natural Resources required that the building floors remain to act as a temporary barrier until remediation is conducted.

In February 2014, the city of Kenosha took title to the property according to the terms of the Chrysler bankruptcy agreement. The city hired AECOM to assist in the remediation of the site. AECOM has prepared a draft Remedial Action Options Report on the site that will be submitted to the Wisconsin Department of Natural Resources for review by the end of 2015.

The panel was asked a series of questions to begin the long-term process of redevelopment; to suggest a land use plan for the site; to connect and integrate the site to the surrounding neighborhoods, Uptown and Downtown; and to create a strategic plan for the city to use to implement the plan. These questions included the following:

- What are the arrays of land uses that are economically feasible to be included in the redevelopment of the site?
- What type or amount of public use components should be considered in the redevelopment plan?
- How can the site be most effectively linked to the Uptown and Downtown districts?
- What influence (i.e., assets or liabilities) will the surrounding neighborhood have on the redevelopment plan?
- What are the critical steps and sequence of events that are required to effectively redevelop the site?
- Describe the role and responsibilities of the city in regard to the strategic plan for the redevelopment of the site.

Summary of Recommendations

Following an intense week of interviews, site tours, and discussions, the panel recognized a transformational opportunity for the city to demonstrate its resilience, strengthen key partnerships, and promote entrepreneurship and small business development through the redevelopment of this site. A lengthy remediation period of perhaps five to six years will be required, which means the development framework needs to be flexible rather than prescriptive.

The panel's vision for the site reflects the community's aspirations. Ultimately, the plan seeks to create a 21st-century innovation neighborhood focused on health, wellness, education and knowledge, entrepreneurship, and training as well as to incorporate partnerships of education, business, and government.

As is discussed in more detail in this report, the panel examined an array of potential land uses for the site. Acknowledging that actual development is still several years away, the panel believes that a mix of small manufacturing businesses, educational, recreational, and public space elements comprises the most appropriate uses for the site. This array of uses will provide the best long-term benefit for the surrounding neighborhoods and the larger community, complement the development activity occur-

ring both Downtown and along Interstate 94, and foster the long-term social and economic growth of the city of Kenosha and southeastern Wisconsin. The panel's site plan recommendations establish a new urban grid within the site that will enhance connectivity to the surrounding neighborhoods, Downtown, and other areas of the city.

The development strategies outline a phasing process and subdivide the site into smaller, more manageable parcels that are more in character with this section of the city and encourage small business development and social interaction. Some interim uses are also suggested to begin the activation of the site, along with a series of preparatory actions to ensure that the city and the site are ready for development when remediation is completed. Finally, the implementation strategies present important actions for the city to undertake in preparation and during development, a management structure to oversee this development process, and the establishment of key public/private partnerships that will be the cornerstone of this new innovation village in the heart of Kenosha.

National Perspective vis-à-vis Local Context

ACCORDING TO THE CENTER for Automotive Research, more than 275 automaker-owned manufacturing facilities have closed since 1979, representing over 150 communities across the country. Close to half of these were built before 1960 and thus played a large role in the community fabric for a long time. As market conditions changed and facilities began to close, communities were faced with the daunting task of identifying new uses for the sites and reinstating a reliable tax and employment base.

National Perspective

In places where property values steadily increased over the years, auto communities had an easier time repurposing their sites. In California, which has relatively high demand for land, nine of nine closed sites were successfully repurposed in a relatively short time. Communities that did not have the luxury of high property values and those with multiple sites faced a greater challenge. Midwestern automotive communities are most frequently found in this latter group.

Nevertheless, several Midwestern communities have been successful in redeveloping their sites despite these challenges, and Kenosha is one of them. Successfully redeveloped auto sites in the Midwest have become everything from incubator spaces and universities to industrial parks and condominiums. Several actions were particularly helpful in positive site transitions:

- *Building coalitions and community vision*: Working with key community leaders in a planning process can generate the necessary energy and ideas to transition a property and may reveal critical business connections that lead to redevelopment.
- *Engaging the broader community in the process*: Involving community members in planning allows residents to feel connected to and invested in the redevelopment process. It also allows community leaders and interested developers to hear what residents want and to take those thoughts into account as plans are developed. Engaging the community may lengthen the initial process, but communities that did so were able to avoid future public complaints and diminish issues with redevelopment plans.
- *Generating support for a regional effort*: Eliciting support from neighboring communities, economic development associations, and state and local governments can be influential in raising awareness of redevelopment sites and lining up public funding mechanisms. A focused, regional team with one or two voices helps avoid confusion, attract redevelopment partners, and secure funding.
- *Understanding site assets*: The sheer size of the former automotive facilities means that, in most cases, more than one use will be required to fully realize the site's potential. Communities that can strategically subdivide the property based on its assets and attributes may have an easier time attracting the best match for redevelopment.

More than 275 automaker-owned manufacturing facilities have closed since 1979, representing over 150 communities across the country.

CENTER FOR AUTOMOTIVE RESEARCH

- *Removing a developer's uncertainty*: Having detailed, readily available information about the property—including building attributes, utility specifications, detailed environmental assessments, and geotechnical data—provides transparency to potential buyers and minimizes the potential for additional unforeseen costs and project delays.
- *Reducing developer carrying costs*: Communities can incentivize reuse by offering a grace period on property taxes or fees while the property is in transition to a new use. This "breathing room" while the property is not producing revenue can help make reuse of former automotive sites more attractive to potential buyers.
- *Customizing policies*: Communities frequently run into policy roadblocks during the redevelopment process. When feasible, communities should recognize changes to policy as viable options when the benefits of a change outweigh the costs.
- *Removing debris and overgrowth from sites*: Demolished sites that are free from significant overgrowth and debris can benefit the local community, as well as help potential buyers envision future uses for the property. However, improving the aesthetics of these sites can present a significant financial burden to local communities.
- *Streamlining bureaucracy and paperwork*: To the extent possible, encourage a straightforward and easy-to-follow development approval processes at the local levels. Many development success stories start with the one-stop-shop organization of the municipality.
- *Leveraging expertise*: External experts can help bring a perspective to the thought process that is different from that of those working closely with the site. These experts also bring an impartial point of view to the process.

Kenosha has direct knowledge of several of these activities from its prior work with the HarborPark and Brass redevelopments. Both of these were large-scale projects, similar to this site, and both were brownfields. Kenosha's experiences will help its efforts in redeveloping the Chrysler site.

Kenosha's Assets

The panelists toured the site, the McKinley and Columbus neighborhoods immediately surrounding it, and the broader city and extensively interviewed community members. From the tour and discussions, the panel identified a variety of assets and challenges Kenosha leaders must take into consideration when developing the future plan.

Engaged Leadership

As the auto industry grew and developed a somewhat risk-averse culture due to a variety of factors, auto communities at times mimicked this hesitancy to change. When plants closed, some communities were unsure how to progress. Kenosha does not fall into this category. Kenosha's leadership is, and has been, very engaged with land use issues and redevelopment. The leadership is also highly focused in how it engages with businesses, community members, and planning initiatives.

Past experiences with brownfield redevelopments combined with current efforts in the downtown area illustrate a commitment to encourage development of a connected, vibrant city. The leadership's history of protecting the community's interests to ensure a positive site outcome, pursuing federal financial redevelopment assistance, and taking on economic risk for remediation costs exemplifies this proactive and engaged team. The fact that the community is already undertaking a strategic plan for the site despite its relatively recent closure underscores the city's proactive approach.

Vibrant Economy

Unlike many smaller Midwestern cities, Kenosha's economy is doing quite well. Kenosha County has attracted close to $810 million in capital investment and more than 4,000 jobs in the past two years. Because of its strategic location by I-94 and between the larger cities of Chicago and Milwaukee, the city has experienced significant revenues from greenfield development for companies in need of easy highway access. The city has also strategically annexed land to make this growth possible.

As in many other areas, jobs are a priority. Although Kenosha's January 2015 unemployment rate of 6.6 percent is higher than the state's 5.4 percent average, the slight discrepancy indicates the opportunity for a site plan that increases jobs, given the available workforce.

Time

Given its relatively strong economy and the need for the site's proper environmental remediation, Kenosha has the luxury of waiting for the highest and best use for the site. The city does not face a dire economic need to pursue any and all potential uses that may not fit well in the long run. The community can develop a strategic plan and ensure any development on the site fits with this plan.

Brownfield Redevelopment Credibility

Kenosha's responsible environmental practice on the city's other brownfield redevelopments has been recognized at a national level. Representatives from Kenosha have spoken at the U.S. Environmental Protection Agency's brownfields conference and are in good standing with the Wisconsin Department of Natural Resources.

History

Kenosha has a rich history and is proud of its industrial heritage. Residents invented and created things here. This background helps the city define its sense of place and its path forward.

Kenosha's Challenges

Although the vacant site provides an incredible opportunity, redevelopment of the property cannot be considered in a vacuum. Kenosha's leaders need to consider the current market and existing conditions that will influence any future investment on the property.

Transformation of the Local Economy

The Kenosha economy is shifting from a "brawn" 20th-century economy of auto manufacturing to the "brain" economy of design and high-technology manufacturing. A strong employment strategy and economic development plan to attract high-tech jobs to Kenosha County is an emerging theme of Foresight 20/20, a community conversation program dedicated to the creation of a collective vision for Kenosha County and operated by Kenosha County, the Kenosha Area Business Alliance, and the United Way of Kenosha County. This movement presents a challenge with regard to workforce skills and infrastructure to that new economy.

Housing Market and Housing Stock

Adjacent neighborhoods are dominated by single-family housing built before World War II that is now predominantly rental. Houses east of the site sell for $48,000, and houses in neighborhoods west of the site have an average sale price of $68,000. City efforts to introduce new single-family houses require a $60,000 subsidy per house: houses cost $180,000 to build and sell for $110,000 to $120,000. These new houses have taken up to a year to sell because of income requirements. The multifamily housing (e.g., townhouse, condominium) market flatlined in the Great Recession and has been slow to return.

Size

The large size of the site means a single user would be unlikely to use the entire site; however, it provides the opportunity for multiple uses. The site size also means the development time frame will be extended over ten to 15 years and will require flexibility as markets and needs change.

52nd Street Connection

The site's main east–west connection to Downtown and I-94 is 52nd Street. It is congested and in poor condition, therefore causing travelers to the site excessive travel times from the interstate. The numerous vacant big-box stores and storefronts and barren streetscape create a negative image of Kenosha.

Environmental Contamination

The site is contaminated from its 100 years of heavy manufacturing history. However, the city has $20 million in funds contributed by local, state, and federal sources to remediate this contamination and is moving proactively to remediate the site based on a plan developed by a consultant.

Retail

Numerous vacant retail spaces, big and small, exist in the study area. Nearby new retail space at the Brass site has vacancies, and the grocery store is struggling because of competition from new grocery stores (Costco and Meijer) opening soon to the west.

Location

The site is distant from other areas of economic activity: Downtown (one mile) and I-94 (approximately six miles). Downtown Kenosha, while improving, remains fragile and unable to spin off economic activity that will benefit the site. The METRA rail line further isolates the site from Downtown, making complementary uses difficult.

Economic activity on I-94 is dominated by large big-box industrial and distribution uses (i.e., Amazon) on greenfield sites. The availability of these large sites adjacent to the highway makes I-94 the best location for these uses and eliminates them as potential users on the Chrysler site. The previously mentioned poor connectivity along 52nd Street to I-94 makes it unlikely that the I-94 economic engine will spin off activity on the Chrysler site.

Crime

A couple of crime spots adjacent to the site, along with the numerous neglected buildings and poor street conditions, give the perception that this is a high-crime area. Businesses are unlikely to invest or transplant to the site because of concern about the safety of their employees and visitors and about the security of their buildings.

Limited Resources

The city has done an admirable job of finding monies for the remediation of the site and providing staff to move the project forward to this point. However, additional resources will be needed for site remediation and new site infrastructure. Wisconsin law limits the growth of city revenue from the property tax, and because Kenosha has come close to its tax increment financing (TIF) ceiling, additional funding for the project will be difficult to come by. Without a change in state law or alternative funding sources, the city will not be able to incentivize and manage buildout.

Longtime Vacancy

The redevelopment process has already been underway since 2012 with the demolition and clearance of the site. Remediation will require five more years before any tangible redevelopment of the site begins. Maintaining momentum and vision for this project will be challenged by the need to communicate progress to numerous stakeholders, including citizens, adjacent neighborhoods, business communities, media, and potential investors.

Kenosha's Opportunities

As the panel considered the existing site conditions, the group developed a consensus that the potential opportunity for this 107-acre area outweighs any constraints discussed. The panel contends that the location can be transformed to create a neighborhood of character and commerce, if properly planned for and correctly leveraged with forthcoming infrastructure investments by the county and state.

Transformation to 21st-Century Economy

North American economies in general are transitioning from reliance on heavy manufacturing to innovative technological businesses. As less emphasis is placed on manufacturing, more emphasis can be placed on creating spaces that encourage a creative, innovative, and entrepreneurial focus.

Commemoration of the Past

Kenosha is a city that *built* things for more than 100 years. From bikes to engines to full automobile assembly, building and creating things is part of Kenosha's past. The city has an opportunity to commemorate this history that is so central to its sense of place.

Interim Use

The remediation timeline is estimated to start in late 2015 and conclude at least five years out, giving the opportunity for a potential interim use while the site is remediated. Such uses can include a farmers market, bike paths, and other easily portable possibilities that can bring a new sense of place to the area.

Diversity of Use

Because the site is large, an opportunity exists for multiple uses on the site, thus providing multiple activities for people in the surrounding neighborhoods as well as opportunities for other Kenosha residents to engage with the site.

Blank Canvas

The decision to demolish all the buildings on site gives the community a blank slate from which to start. No icons or physical structures restrict the potential for a true new beginning on the site.

Complementing Downtown Goals

Redevelopment of the site will complement the goals for revitalizing Downtown Kenosha by bringing more activity and people to the central urban core. Redevelopment of the site will enhance the traveler's experience coming Downtown from the west (I-94). Land uses in the redevelopment site should not detract from the downtown district by relocating activities out of Downtown to the site. Instead, new land uses, which cannot fit in the Downtown district, can be built on this site.

Restitching the Urban Fabric

The Chrysler plant severed streets north to south and east to west, thereby cutting off neighborhoods from one another and from the Downtown district. Redevelopment of the site is an opportunity to connect these neighborhoods to one another and Downtown by connecting streets and improving streetscapes.

Leveraging Partnership with Academia, Business, and Government

This redevelopment project will require partnership and collaboration. Kenosha has demonstrated great ability for partnership in previous redevelopment and other efforts. This project offers several unique partnership opportunities because of its size and development timeline.

Increased Tax Base

Redeveloping this site and putting the land back on the tax rolls will provide increased revenues to the city, the county, and the school district. These increased revenues should be captured through TIF programs to fund the redevelopment efforts.

Long-Term Appreciation

The city understands the need to provide the remediated land to the private sector at a low, if not zero, cost to make the redevelopment projects financially viable. The city is correctly focused on the longer-term financial benefits of redeveloping the site, such as job creation, neighborhood revitalization, and new business creation.

Framework of Public Space

The site's size provides an excellent prospect for creating well-planned public space that can be attractive to private sector investment and to residents of adjacent neighborhoods. This framework can extend beyond the site's boundaries onto the adjacent street networks.

Long-Term Economic Development

Economic development has three goals: job creation, wealth creation, and tax base creation. Over the long run, this redevelopment can positively affect all three of these goals by providing space and support for new businesses, providing land for new buildings, and attracting companies to create jobs.

Market Overview and Uses

THE KENOSHA REGIONAL ECONOMY is very healthy with a moderate unemployment rate (5.4 percent) and a very active commercial real estate market. A lot of this growth, particularly along I-94, is being driven by companies attracted out of Illinois by Wisconsin's more favorable tax and business environment. Recent construction of more than 1.5 million square feet of commercial development is indicative of this trend. Distribution companies, such as Amazon, are attracted to Kenosha by its proximity to Chicago and Milwaukee and its one-day drive to Minneapolis.

The redevelopment of the site is already underway with the remediation slated to begin in late 2015. However, vertical construction on the site is at least five years away and will extend another ten years beyond to full buildout. Therefore, today's market for uses such as retail, residential, and industrial, while indicative of potential uses, must be supplemented by other considerations and qualitative information. A more in-depth market analysis will be needed closer to vertical construction to select from the range of uses suggested by the panel.

The market analysis adopted by the panel includes some current market information as predictive of market viability. The analysis also included subjective criteria, such as the following:

- Can the use be built on environmentally remediated land?
- Considering the development goals for the city center, is the Downtown district a reasonably better location for this use?
- Does the use on this site enhance the city's sense of place?

The size of the site calls for a number of uses to be integrated in the redevelopment project. The panel considered a number of potential uses that are a mixture of traditional uses and suggestions made during the interview and data-gathering phase of the panel's work. Uses considered were

- Residential (single family and multifamily);
- Office;
- Retail;
- New business incubator;
- Industrial (warehouse/distribution, manufacturing, flex and data centers);
- Hospitality (hotel and/or conference center);
- Institutional (arts/cultural, civic, government facilities, educational);
- Park or plaza;
- Destination entertainment;
- Recreation;
- Agriculture; and
- Green energy production.

Following is a detailed description of the most germane uses for this site.

Residential

In March 2015, the median sales price of a home in Kenosha County was $148,000, representing a 28.7 percent increase from March 2014. According to local real estate sources, most of this activity occurred in the western part of the city and county. In the study area, the average sales

price east of the site was $48,000, and in the neighborhood to the west of the site, it was $68,000. Through the HOME Investment Partnerships Program (HOME), the city has constructed several new homes in the neighborhoods around the site. These homes cost approximately $180,000 to build and sold for approximately $110,000. At this time, no market exists for additional single-family homes on the site. Environmental conditions on the site also make building single-family homes very difficult, if not impossible.

Zillow currently lists 71 condominiums and townhouses for sale in Kenosha, 13 of which are in foreclosure. Prices range from $62,000 to $311,000. The panel heard from several individuals that the condominium/townhouse market in Kenosha was hit very hard during the recession, and prices are just beginning to recover. The city is also in the process of purchasing and demolishing quadraplex homes in the nearby community of Wilson Heights to eliminate a blighting influence and crime problem. The city plans on replacing these quads with single-family detached product through HOME. Comparatively, the Downtown district needs full-time residents to support the retail and restaurants currently investing there. For these reasons, the panel does not recommend multifamily residential for this site. However, once redevelopment is underway and adjacent neighborhoods have stabilized and improved, a market may develop, and this use should be revisited in more depth.

The neighborhoods surrounding the former Chrysler Engine Plant consist primarily of single-family homes. The goal of the panel's recommendations is to connect these neighborhoods and create a stronger neighborhood identity.

The Downtown area provides existing building stock that can support retail and residential development. The panel recommends that the city continue to focus efforts on Downtown revitalization, which in the future can possibly spin off into the newly revitalized neighborhood.

Office

Showcase.com lists 47 office spaces for lease in Kenosha, ranging in size from 822 square feet to 21,000 square feet. Rents range from $9 to $15 per square foot; however, a couple of listings go as high as $24 and $28 per square foot. An office building planned for LakeView Corporate Park (in Pleasant Prairie) is projected at 326,000 square feet. Generally, rents in the range of $9 to $15 per square foot will not support new office construction, even without land costs. Office use at this site would also undercut the office market in Downtown Kenosha, which needs a daytime, weekday population to support and grow existing retail and restaurants. For these reasons, the panel recommends that future office in the urban core be focused in the Downtown district.

Commercial

The commercial building market varies greatly from one area to another in Kenosha. Along I-94, the market is dominated by large business parks where developers are constructing 500,000-square-foot speculative buildings. These buildings are being quickly leased by distribution and manufacturing firms. The city also owns two industrial parks in the western part of the city, Kenosha Industrial Park and Business Park of Kenosha. Buildings in these parks average 40,000 square feet. Both of these parks are

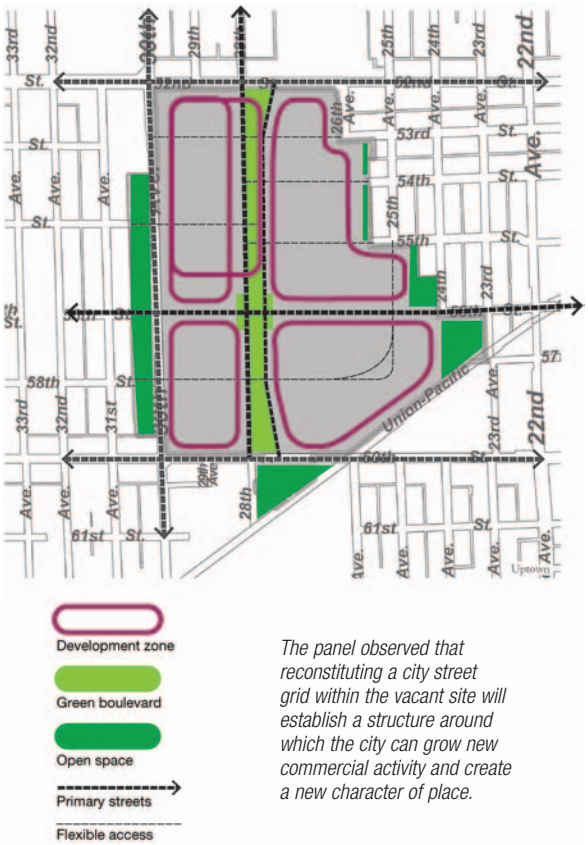
fully leased. Easy access to I-94 is important to most of these companies.

Although these buildings and locations have provided for larger users, a market appears to exist, particularly since the city business parks are full, for some smaller industrial buildings as part of the redevelopment of the Chrysler site. A recent project on Highway 20 north of Kenosha focused on smaller buildings and users and, according to a real estate source familiar with the area, is doing well. Showcase.com currently lists only seven industrial properties of less than 30,000 square feet for lease, and five of them are for sale. Bringing back small-scale industrial uses to this site appears to be a possibility and should be provided for in the master plan.

Planning and Design Principles

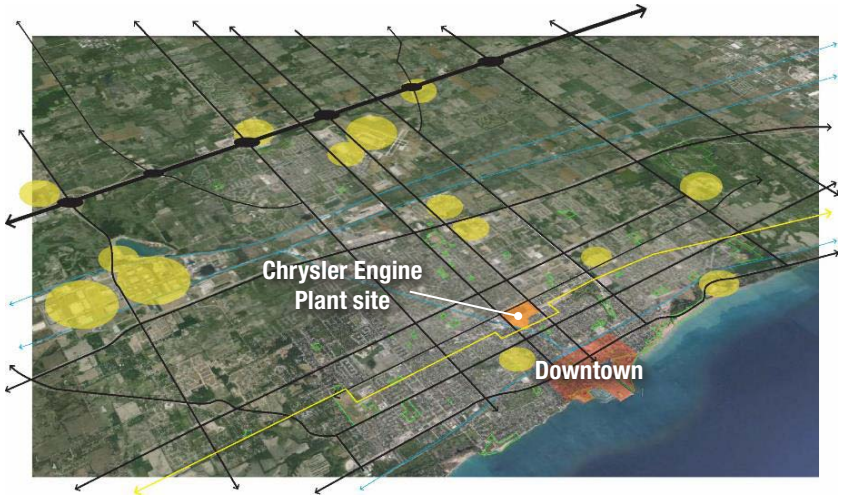
THE PRINCIPAL CHALLENGE of the former Chrysler site is the soil and water contamination that is well known and addressed elsewhere in this report. One of the biggest assets of the site is its large open and flexible size that will allow for a multiplicity of uses. On the flip side, its large size presents considerable challenges as an obstacle to neighborhood connectivity. For this reason, the panel focused efforts on identifying ways to reconnect streets and other pathways through the site to fully establish the city grid in this section of Kenosha. This strategy will strengthen connections to the urban core (the Civic Center and Downtown), the surrounding Uptown district, and the immediate neighborhoods, McKinley and Columbus.

As part of the strategy for establishing these urban connections, a tremendous opportunity exists to develop a new model of neighborhood development for the city of Kenosha that creates social as well as physical connections across the community by building a new neighborhood form and character. The panel conceived this revitalized community as a 21st-century innovation neighborhood focusing on health, wellness, education and knowledge, entrepreneurship, and training that incorporates partnerships of education, business, and government.



The panel observed that reconstituting a city street grid within the vacant site will establish a structure around which the city can grow new commercial activity and create a new character of place.

The site was formerly the center of work and production; now it should be a center of neighborhood life and innovation that will help foster a vibrant city life.



The site was formerly a center of work and production. Looking forward, it should be a center of community life and invention that will help foster an 18-hour city life in this place. By establishing an anchor institution—what the panel calls an "innovation center"— that brings together a consortium of academic, business, and government organizations with the goal of training and developing innovative entrepreneurs, the site can foster the social and economic growth of the city of Kenosha. The goals of this new institution would be as follows:

- Training, nurturing, and mentoring new business entrepreneurs;

Principles for Building a New City Neighborhood in Kenosha, Wisconsin

The panel recommends that the new uses that emerge from the former Chrysler Engine Plant site be guided by the principle of changing the former culture of Kenosha from an automotive manufacturing site to an area known for innovation and partnership.

- *Diversity and mixed-use developments are critical.* Although some singular uses—such as a recreational complex—are suggested as marketable and desirable, the interaction and overlap of uses and constituencies is important to the concept.
  - Consider incorporating mixed-use buildings that could include upper-level residential, live/work, or office space as the project develops. More mixed use is better throughout the project.
- *Develop a flexible framework plan that establishes a structure of public spaces to organize the site.* This plan needs to establish critical urban edges, places, and a walkable structure, while allowing for a diversity of uses and locations within the project.
- *Establish key street connections across and through the site to connect neighborhoods to the city center and to each other.* A fundamental structure of two primary intersecting streets will establish critical neighborhood connections and public spaces within the project but allow a variety of uses and developments.
  - Reconnect 56th Street across the site to improve access and flow between the McKinley, Columbus, and Downtown neighborhoods.
  - Create a front door on 52nd Street and a gateway at the intersection of 52nd Street and 30th Avenue. This is an essential first step for the project and should be the innovation center's location.
- *Plan for multiple transit and people connections.*
  - As the project develops further, the city should extend the Kenosha streetcar through Uptown to terminate in the site.
  - Connect the Kenosha County north–south bikeway through the center of the site using a green street as a shared space for bikes, pedestrians, and other vehicles.
- *Create a* there *there—establish key public spaces and streets as spatially defined places.* Distribute smaller public spaces throughout the plan to foster social connections in relationship to key buildings such as the innovation center and other attractions like a recreation and sports center.
  - Establish build-to lines for buildings on major streets to frame space and create a spatial relationship between pedestrians and buildings.
  - Scale complete streets appropriately to foster a pedestrian-oriented public realm; they should contain two travel lanes, on-street parking, and integrated bike lanes with intimately scaled sidewalks with street trees.
  - Authentically—and without nostalgia—remember the history of the site through design.
- *Use green infrastructure and green building throughout the project: a central green boulevard can serve infrastructure functions as well as provide amenity value.*
  - Set a benchmark goal of LEED-ND (i.e., Silver, Gold, Platinum) or EcoDistrict certification for the neighborhood to foster a high standard of development.
  - Integrate a green power infrastructure throughout the neighborhood, buildings, and site, and explore a district power system.
  - Use the natural slope of the site from northwest to southeast to effectively manage and contain site drainage. Integrate drainage and stormwater management into the landscape and site amenities.

- Developing a new culture of collaboration;
- Conducting research in the sustainable reuse of older industrial sites; and
- Providing a community gathering place that establishes a new character of place making for the former Chrysler site.

A flexible framework of urbanism will be the structure around which this new innovation center will grow. It is prescriptive in its general outlines but very flexible in its disposition of land uses and programming so as to accommodate organic growth.

Land Use Recommendations and Development Strategy

THE PANEL HEARD REPEATEDLY that the successful redevelopment of this site meant "being patient to do the right thing," rather than rushing to show activity on the property. The panel wholeheartedly agrees with this perspective and sets forth several recommendations for staging activities on the site until construction opportunities can be realized. In addition, the strategy proposed by the panel endorses uses on the site that are complementary to revitalization investments in the Downtown area. In adherence with the principles outlined previously, the panel believes that the most important role of the site is to strengthen the surrounding neighborhoods.

Because of the nature of the contamination on the property, several portions of the site will likely be inaccessible while contaminated soils are excavated and removed and while injections to address groundwater contamination are underway. Since the remediation for the contamination on the site is anticipated to take a minimum of five years, the panel broke down the potential uses for the site into those that could be implemented during remediation and those that would be permanently installed on the site.

GOOGLE EARTH

The structure of the Chrysler Engine Plant before its 2010 demolition.

Interim Uses during Remediation

Although several portions of the site will be difficult to access during the remediation, several uses can be accommodated on the site during this period. They should be as flexible as possible so they do not affect the city's ability to remediate the site and inexpensive to relocate around the site as remediation phases are completed.

The panel determined the following interim uses (some suggested in discussions with stakeholders) would help activate the site, encouraging local residents and visitors to develop a new perception of the acreage. The following list is meant to constitute suggestions, not represent a complete list of potential activities.

- *Farmers market: A need was identified for a farmers market, provided that it is complementary with the existing Downtown farmers market and does not affect the site during remediation.* This farmers market could include temporary locations for local venders on weekend mornings. If future studies identify additional demand for a farmers market, it could possibly be accommodated permanently on the site after the remediation.
- *Urban farming: In addition, a desire for urban farming was identified, which can be accomplished on planting beds that can be moved around the site easily and using imported soil.*
- *Solar farming: As part of the sustainable goals of the property, the panelists encourage installation of solar panels on the site.* The panels can be temporary so as to be easily moved around the site as remediation progresses.
- *Environmental education programs: Where possible during remediation, the city should encourage special events on site to demonstrate and educate the public*

about the geological remediation process. Ties to local elementary or middle schools, high schools, and colleges could be built to support science and technology curriculum programs as well.

In addition to the preceding uses, the panel heard from several individuals that accommodating a connection to the existing and planned bike paths that are adjacent to the site is important. To accomplish this goal, a bike path can be installed along the portion of the site that is located along the west side of 30th Street on the vacant parcels across the street from the main site. After the remediation is complete and while the permanent uses are installed, the bike path can be relocated to go through the main portion of the site.

After the remediation is complete, the panel recommends restoring the old street-grid framework on the property by restoring 56th Street and 28th Avenue through the site. Restoring these two streets divides the site into four major and manageable quadrants of about 20 acres each and provides circulation through the site. If future users desire smaller parcels than these large quadrants, they can be subdivided quickly and inexpensively into smaller development pads. As noted in previous sections, the market will determine when and how much space can be developed, but the panel feels as much flexibility for potential uses as possible should be provided.

Long-Term Uses

For a location as large as the former Chrysler plant, developing a flexible framework is more important than a fixed vision of what the site should become. The framework should consist of a pattern of connected streets, open spaces, and anchor institutions, thereby allowing the balance of the area to be developed over time as opportunities are identified. Mixing uses is a better strategy for modern cities than segregating them. The development period will take several years, and opportunities will arise that cannot be predicted today.

The redevelopment of obsolete factories on the edge of city centers is not unique, but it is an increasing trend in

The panel recommends that investment in restoring the street grid system of 56th Street and 28th Avenue through the site be the city's first action. This will aid future development by naturally dividing the site into four master parcels, roughly 20 acres each. In addition, the creation of an inner street grid will provide public space and opportunity for the city to incorporate other public connections.

the United States and throughout the world. The concept of an "evolutionary framework" rather than a "prescriptive master plan" is essential for long-term projects where uses, users, markets, and opportunities are unknown. Good connections to the existing street grid and parcel sizes that promote walkability and active urban environments can be achieved through a well-constructed framework without fully knowing the land uses and final building form.

The panel feels that a number of uses are appropriate to redevelop the site once the remediation is complete, both to help catalyze further development Downtown and to brand the site. The panel felt that it was important to not assign an exact size for each particular use on the site both because of the five-year horizon for the completion of the remediation and to maintain maximum flexibility in the event that some uses are more successful than others.

The overall goal of the site's uses is to provide Kenosha with the opportunity to diversify, improve, and grow the region's economy and to enhance the community's health and vitality. To meet this goal, the panel is proposing a set of highly flexible buildings and potential parcels that can provide the support and environment, in the form of core physical services and business development services needed for entrepreneurs and small business owners to

The three schematics represent potential parceling of the site. Each design layout shows how the city can adapt uses within the site as development opportunities arise.

successfully develop and market an idea or product into a company. Said another way, the uses on the site would be able to accommodate the life cycle of a potential company from its birth, through growth, to ultimate success.

Innovation Center

In creating a new future for the site, the panel believes that building on the assets of Kenosha is important. These strengths include the existing partnerships, particularly among the educational institutions, and the past innovations that have taken place in the city.

Kokomo, Indiana, is an example of an automotive community that used its assets to develop a technology incubator. Inventrek, run by the Greater Kokomo Economic Development Alliance, is a high-tech business incubator that also offers technological assistance. It is housed in the former administrative building of a Delphi manufacturing plant that closed in 1998.

Physically, the panel envisions this innovation center as being located in the northwest corner of the site, but the exact size of the building or buildings will depend on the future needs of its member institutions. The center should be designed so that it can be easily divided into spaces that are a minimum of 500 square feet to provide for maximum future flexibility. The innovation center would be operated by a board consisting of the leaders of the various institutional, arts and culture, government, and business entities in Kenosha. The center should be designed for the maximum flexibility to accommodate small and medium companies seeking office, laboratory, research, or food preparation space to function as incubator space for entrepreneurs as well as classroom and meeting space for students and the public. The facility would be a central hub housing shared business resources, central staff, and learning and training programs.

Because some or all of the innovation center will likely have frontage along 52nd Street or 60th Street, which

The panel recommends that the city focus on building a network of buildings that support the life cycle of innovation for local and regional businesses.

are two major west-to-east approaches to the Downtown core, the panel believes that the redevelopment should include retail spaces on the ground floor of these two streets. Such retail uses could include neighborhood retail that builds on those restaurants and businesses that have existed in the neighborhood for generations.

Small Business Clusters

For those companies that do not require the level of support an incubator provides or that are successful enough to occupy their own space, the panel also identified a need for small business space along both sides of the newly restored 28th Avenue. This space would be designed as maximally flexible, multitenant spaces to accommodate office, industrial, or research users. As part of this cluster, the panel identified a need for space that can accommodate food preparation to offer opportunities for entrepreneurship to residents who could use a functional commercial kitchen to start small businesses and enhance their chance for success.

Future Development Parcels

For those companies that have outgrown their space in the innovation center or small business clusters because of their success, or for established companies seeking to relocate close to Downtown, the panel also set aside portions of the site to the south as future development parcels for small manufacturing or technology users. These parcels should be designed for maximum flexibility so they can be easily combined or divided, depending on the needs of the tenant, and buildings on these parcels should be designed for individual users or multiple tenants.

Recreation and Wellness Complex

As is true in most communities, demand for more indoor and outdoor recreational spaces always exists. In this region, the Pleasant Prairie RecPlex is well known for the size and variety of its recreational opportunities, but it focuses largely on swimming and ice-skating programming, whereas the panel heard it does not focus on soccer and lacrosse. Within the city, the Boys and Girls Clubs have some capacity for indoor and outdoor soccer, and the panel heard that demand exceeds capacity and that the soccer field endures a great deal of wear and tear due to overuse. In addition, the city soccer fields at Anderson Park are overused, and parking for large events causes disruptions in the neighborhood.

Drawing from this information, the panel observed that, unsurprisingly, an unmet demand for indoor and outdoor soccer and lacrosse facilities remains. What the panel calls the Recreation and Health Complex is a land use that begins to fill some of this unmet demand. Developing such a facility on this site will draw residents and visitors to the central urban core. This activity magnet would have spin-off value, potentially encouraging other development at the site.

The proposed facility would not be a public facility. Although the city might choose to participate in its development, numerous examples exist across the eastern United States where such facilities have been developed privately. For example, while a privately developed facility would impose a charge for use, the city might partner with it so that citizens could gain admission at a reduced cost.

Recreation and wellness complexes exist elsewhere at a variety of sizes. For example, a facility size to host major regional events attracting out-of-state competitors or teams might need most of this 100-plus-acre site. The panel suggests a smaller facility of perhaps 20 acres containing a 50,000- to 100,000-square-foot building that would both satisfy local and subregional demand and be large enough to attract a private developer.

This complex would also include meeting rooms to accommodate local events throughout the year along with retail and other supporting uses for the center. This center would be located in the northern portion of the site along 52nd Street. If additional demand exists for other athletic fields, this use could expand south along 30th Avenue.

Other Supporting Uses

The panel did not prescribe any specific uses for the areas of the site along the west side of 30th Avenue and south of 60th Street. Following remediation of the site, these spaces could accommodate additional green space to support the innovation center and the recreation center, as well as other uses that can help support the surrounding neighborhood.

The two renderings identify how full buildout can incorporate the panel's principles for development along with recommended uses.

Implementation

EVERY JOURNEY BEGINS where you stand, and the panel recommends that certain actions happen very soon to set in motion a vision for and development of this site. This section of the report addresses these matters and recommends measures and activities that should begin immediately.

Predevelopment Phase

For the purpose of this report, the period starting today until on-site infrastructure construction begins is described as the predevelopment phase. The elements of work during this period include disseminating public information, finalizing the remediation plan, carrying out a market or feasibility study, drafting master-planning and design guidelines, and rezoning the site.

Develop a Community Information Program

The site has been cleared, and remediation of contaminants will begin in late 2015, which may take five or more years to complete. When this work starts, the transformation of the site will have begun. Because the process will be so lengthy, letting the community know what is going on and that good things are on the way will be important.

The panel recommends the development of an on-site signage program and a website to provide information on work progress and what will be coming soon. This information should be updated frequently.

Finalize a Remediation Plan

Before the development of a physical master plan, the city should finalize the details of remediation measures. This work should define or confirm the possibility of early implementation work on the perimeter of the site and identify a remediation phasing plan that can be used in planning for and placing interim land uses.

GOOGLE MAPS

Preexisting conditions of the property along 52nd Street establish a barrier between activities on the site and passing traffic.

Prepare a Market Feasibility Study

Simultaneously with finalizing the remediation plan, a marketing and feasibility study should be prepared. This would be a somewhat atypical study because, in addition to investigating the feasibility of the land uses suggested here, it will look at the possibilities for a variety of uses on timelines extending quite a few years out. It would also address accommodating such uses on the variety of parcel sizes presented in this report.

Develop a Physical Master Plan and Design Guidelines

The concepts and plans in this report define a flexible framework for development. This framework and the accompanying design concepts are important first steps but are not a master plan ready for implementation. The city will need to prepare a final master plan and design guideline documents that build on these ideas. This work should include a public input component so that the refined master plan has support of the community. The master plan and community input work should begin as soon as possible so that certain short-term implementation actions can begin in the next few years.

Zoning

Following master planning, the site will need to be rezoned to agree with the master plan. The zoning should provide the flexibility necessary to accommodate a wide range of uses and parcel development sizes.

Remediation Phase

Once predevelopment measures have been organized and are either in process or complete, action can begin on the site. The elements of work during this period include targeted physical improvements and street frontage updates, creating links to city and county bike routes, and initiating interim-use programming.

Specific Physical Development Recommendations

Certain development recommendations can be undertaken during the next few years while remediation is going on. This will begin to establish the image of the site and show the community actions that move the project forward. Though the master-planning phase will finalize what can be done during this period, the panel recommends the following activities be pursued:

- *Street frontage updates*: Because contamination issues along the 52nd and 60th Street frontages are relatively minor, the streetscape improvements here can be constructed during remediation. This will serve to let everyone—citizens and potential developers—know that things here are moving toward an exciting future.

  A further opportunity exists because the state intends to improve 52nd Street (State Highway 158) in about five years. By cooperating or partnering, the city may be able to leverage state construction of some additional frontage and entry improvements. For example, in exchange for allowing the state to use a portion of the site as a staging area, the city might get the state to construct some portion of the entry at 28th Avenue.

- *Bike paths and other edge improvements*: A comprehensive bikeway network is currently being put in place by the city and the county. A section of this network now terminates on the north side of 60th Street just across from the site. By defining rights-of-way during the master-planning phase and constructing improvements along 60th Street, 30th Avenue, and 52nd Street, this connection can be completed while remediation is going on.

Interim On-Site Developments

As outlined earlier, a number of interim developments may be possible while remediation is underway. With frontage improvements along 60th Street constructed in this phase, the most appropriate location for such uses is likely at the north of the site. They would be located on land not planned for road or open-space construction and would likely be served by temporary utilities.

First Development Phase (Phase I)

When remediation is complete, master development improvements should be constructed. Major road improvements will provide structure to the site, divide the 107 acres into master parcels of flexible sizes, and begin to establish the character of the development.

Specific Physical Development Recommendations

The panel recommends that this work include the following construction:

- *Construct a new street grid.* Extend 28th Avenue into the site, and connect it with the open-space spine through the site. This road will subdivide the property into large master parcels. The adjacent open-space spine will start to establish the urban design character of the site. If necessary, this road/open-space corridor can be constructed in phases from north to south; however, if funds are available, completing the entire length will add immeasurably to the image and marketability of the property.

- *Install spine utilities and stormwater management controls.* Basic water and sewer infrastructure and the stormwater wet detention basin(s) should be built at or near the southeast corner of the site. A neighborhood

buffer should be built on the east boundary of the site. This will replace the existing buffer that will be removed later this year.

Interim On-Site Developments

Although the report thus far has focused on interim uses during the remediation phase, some or most of the suggested uses could also be accommodated during the initial years of development. Based on the likelihood of a long period of development absorption, certain parcels could be selected for interim activities. The panel suggests that an area be chosen for these uses and a program be developed to encourage implementation.

The panel's proposed land use and development plan integrates the site with surrounding neighborhoods, creating a space for public activity and exchange.

Managing the Workload

THE FULL REALIZATION of the high-quality reuse of the former Chrysler site will require many years of focused and coordinated effort by a large number of participants and stakeholders. To ensure the long-term maintenance of focus on the work in what the panel believes is the central urban core of Kenosha, and for purposes of continuity of effort, the panel recommends a division of responsibilities between the city and a single-purpose entity. The formation of a development-oriented organization to manage the multiplicity of tasks required to develop the site as well as to manage a general improvement agenda for the surrounding neighborhoods is important to the success of redevelopment.

Creation of a Development Entity

The panel believes that a new development organization should serve as an institutional location for a comprehensive partnership of public and private actors as well as an advocate, project manager, and master developer for the site. As the convener of many partners whose resources and assets would be brought to bear on the site and the surrounding neighborhoods, the organization would also advocate on behalf of a larger district known as the central urban core.

The mission of the organization would include the following:

- Accomplish the conceptual repurposing, master planning, and eventual full development of the former Chrysler Engine Plant site.
- Maintain the highest quality of all activities on the site during the life of the project.
- Provide an opportunity to enhance research and development partnerships for the benefit of the residents of the district and for students of the region's academic institutions.
- Offer a forum for a wide group of partners—both public and private—to participate in the short- and long-term implementation of the revitalization of the central urban core.

To deliver on this mission, the panel suggests the organization be governed by a board of approximately 15 public and private representatives with membership along the following lines:

- Mayor;
- Member of the Common Council;
- County Executive;
- WisPark;
- Unified School District;
- Kenosha Area Business Alliance;
- Jockey International;
- Private lending community (rotating);
- Higher education community (rotating); and
- Three to six members (including owners of small businesses in the neighborhood) from the community comprising census tracts 7, 8, 9, 11, 12, 15, and 16.

The board will be responsible for chartering the organization and selecting the right executive or managing director to oversee the administration of the mission and development mandate.

With the right group of people and the necessary authority, work can begin on creating a development scheme that

fits with the community vision and financial fitness of the local market. Tasks of the organization should include the following:

- *Create a master plan for the site.* This master plan would include a synthesized development timeline as a part of the communication and marketing plan for the site.
- *Design and implement public improvements.* The organization will be responsible to work with public agencies to ensure timely completion of the environmental remediation and public improvements. The new entity would be responsible for supervising and managing streetscape improvements, particularly those suggested on 52nd, 56th, and 60th Streets.
- *Develop community outreach and quality-of-life programs to engage and welcome the residents and businesses of the surrounding neighborhoods into the site.* As the apparent advocate for the central urban core, the new entity should involve the residents and businesses of the Uptown district often and honestly represent their interests in development considerations. In addition, developing credit products with local lenders to help neighborhood businesses and residents invest in improvements to their property should be strongly considered.
- *Supervise the remediation process and implementation of interim uses.* As appropriate, the entity should initiate or participate in the implementation of short-term tasks, particularly those to be undertaken during the environmental remediation process.
- *Initiate a variety of partnerships intended to enhance the locational advantages of the site.* Among these could be
  - Use of activities on the site to form research and learning opportunities; and
  - Use of the site by the Kenosha community for learning, incubator activities, recreation and entertainment, meetings, and so on.
- *Maintain a high level of design and implementation.* In harmony with the future goals of the site's master plan, the design of the public spaces should appropriately commemorate the life and work of the Kenoshans who labored in the plant in its century of operation. Additionally, the public spaces should create a sense of place and character between the physical buildings for residents and visitors.
- *Create a marketing and communication strategy.* During both the remediation phase and the long period of development buildout, the value of the site could be enhanced by a well-thought-out marketing and communication plan. The plan would help inform city leadership about activities on the site and make private sector developers aware of the potential opportunities on the site.
- *Undertake actual development to jump-start activity or accomplish project goals.* Specifically, the organization should consider a first project that would provide a venue for startup businesses and the business services that can support entrepreneurs and new business ventures. Included in these services could be legal, accounting, finance, and business management.

Initially, the city of Kenosha will need to commit multiyear operating support for the new entity. The panel recommends that annual appropriations be based on the organization's satisfactorily completing contractually agreed upon performance. However, the creation of the organization offers the city and its partners the opportunity to open the development process and the Kenosha community to connect with national networks and sources of support. Some suggested partners with aligned mission interest are the Mott Foundation in Flint, Michigan; the Kresge Foundation in Detroit, Michigan; and the Erb Family Foundation, also in Detroit.

Last, the panel recommends that the development entity take title to the entire site after the completion of environmental remediation. This would enable a more expedited process for development and disposition approvals, and it would relieve the city of responsibility for liability.

City Tasks

The activities of the development entity and its partners are not meant to replace city services. Accordingly, the city will need to maintain its normal level of services in the central urban core.

In addition to the city actions to create the new entity, the panel recommends that the city hire a full-time staff person as a single point of contact for the development entity. This staff person would manage the contract between the organization and the city and, reporting to the mayor or senior adviser, help work through the manifold activities required of the city for project completion. These will include helping usher forward predevelopment initiatives such as preplanning, zoning changes, or permitting and public improvements. This role will also help manage the process of transferring land title to the development entity after environmental remediation.

The panel also recommends that the city consider creating a business improvement district for the commercial uses around the site. If it does so, the city would maintain responsibility for the normal city participation in a business improvement district.

A Final Note about TIF

Based on what the panel learned about the TIF status in the city of Kenosha, the panel suggests that the city develop an explicit TIF policy for the new district. In evaluating existing conditions, the city has three options: (a) amend the current policy and form a new district, (b) enlarge the service radius of District 4, or (c) maintain the existing policy and district boundaries. As things now stand, the benefits of District 4 do not permit the use of TIF proceeds in the community just to the west of the site where the former Chrysler site is located. The panel recommends that the city make an early decision about which option is best.

Conclusion

CLOSURES OF AUTOMOBILE PLANTS and manufacturing facilities have affected many communities throughout the United States, particularly in the industrial Midwest. These closures can have a devastating and lasting impact on the communities in which they were located, not only because of the loss of jobs but also because of the environmental and site development challenges they leave behind. The city of Kenosha has demonstrated a capable and proactive ability to deal with these situations in the past and has already taken the first steps toward ensuring that this site will soon have a productive future.

In assessing the redevelopment options for the former Chrysler site, the ULI panel evaluated the information provided, listened to the city and community stakeholders, and considered many options to create a holistic plan for the site's reuse. The panel's work will further advance the city's efforts by providing both short-term and long-term guidance on how to prepare the site for development and to establish an "evolutionary framework" plan, rather than a prescriptive master plan, to allow the redevelopment to adjust to changing market conditions—which is critical given the timing of delivery. The concept of an "evolutionary framework" rather than a "prescriptive master plan" is essential for long-term projects where uses, users, markets, and opportunities are unknown. Connecting the street grid well, achieving parcel sizes that promote walkability and active urban edges, and choreographing views and spatial sequences can be accomplished through a well-constructed framework without fully knowing the land uses and final building forms. The recommended plan builds on the long history of the site for innovation and production within a vibrant mix of uses that will create an attractive destination that can transform both the site and the surrounding community. These uses include a health, wellness, and recreation center; an innovation center for education and entrepreneurial development; a flex-tech building cluster for small businesses, artisans, and makers; and five- to 20-acre development parcels for light manufacturing and other compatible commercial uses.

The panel recommends a continued focus on Downtown while the site is being prepared for development. A strong Downtown will strengthen the entire community and improve the future market for this site. The panel also recommends that city officials continue their actions to strengthen the surrounding neighborhood and its connections to the site and to build the required partnerships and community infrastructure that will be necessary to ensure successful redevelopment.

The site was formerly the center of work and production; now it should be a center of neighborhood life and innovation that will help foster an 18-hour community in this place. By establishing an anchor institution that brings together a consortium of academic, business, and government stakeholders with the goal of training and developing innovative entrepreneurs, the site can foster the social and economic growth of the city of Kenosha. This new institution should focus on the following goals:

- Training, nurturing, and mentoring of new business entrepreneurs;
- Developing a new culture of collaboration;
- Creating a center for research in the sustainable reuse of older industrial sites; and
- Establishing a community gathering place that emphasizes a new character of place making for the Chrysler site.

The site will provide companies the opportunity to grow through their early life cycles, from startups to early-stage

development to mature business concerns, all in the same neighborhood.

Redevelopment of this site can be a transformational opportunity for the community and a chance to resurrect the creative and risk-taking legacy of Thomas Jeffrey and Charles Nash and all the people who helped create Nash Motors. The panel hopes these recommendations can provide a guideline for how to achieve that goal.

The ULI Advisory Services panel with Mayor Keith Bosman (fourth from right) after the public presentation of its recommendations.

About the Panel

David A. Stebbins

Panel Chair
Buffalo, New York

Stebbins has 35 years of diversified experience in urban planning and development. Currently, he is vice president of Buffalo Urban Development Corporation (BUDC), a local, nonprofit development entity that specializes in urban redevelopment. BUDC is currently developing the Buffalo Lakeside Commerce Park, a 275-acre reclamation of the former Hanna Furnace Steel Mill and Union Ship Canal. Stebbins and BUDC are also in the process of redeveloping the 260-acre former Republic Steel site in South Buffalo along the Buffalo River now known as RiverBend. His role has recently been expanded to include coordination and assistance to redevelopment and infrastructure projects in downtown Buffalo in conjunction with the city of Buffalo and other downtown stakeholders. Before his tenure with BUDC, Stebbins worked for several public and not-for-profit organizations in the Buffalo area with responsibilities for waterfront planning, economic development, small business assistance, and real estate development, including multitenant industrial buildings, downtown mixed use, urban infrastructure, brownfield redevelopment, and business park projects.

With a BA in environmental design from the University at Buffalo and an MA in city and regional planning from the University of North Carolina–Chapel Hill, Stebbins qualified as a member of the American Institute of Certified Planners in May 1986. He is a full member of ULI and a member of ULI's Urban Revitalization Council. He has served on five ULI Advisory Services panels.

Ryan Bouma

Arlington, Virginia

Bouma is a landscape architect and urban designer working to advance urban resilience and productive redevelopment. He leads regenerative planning and public realm design efforts around the globe, emphasizing the social, environmental, and economic resonance of landscape infrastructures. His work is multiscalar and multidisciplinary, ranging from ecological corridor planning in Ontario's Oak Ridges Moraine, to reimagining underused industrial sites in Louisville, Kentucky, to designing the waterfront parks of Ningbo, China, to detailing the streetscapes of the Yards redevelopment in Washington, D.C. Each of these projects seeks to establish reinforcing relationships between community and ecology, place making and economy.

Bouma holds a BS in landscape architecture from West Virginia University and recently completed a master of design studies in urbanism, landscape and ecology from the Harvard University Graduate School of Design. His research focused on the catalytic potential of landscape-based energy systems. He has participated in numerous ULI Advisory Services panels.

Valerie Sathe Brugeman

Ann Arbor, Michigan

Brugeman is a senior project manager at the Center for Automotive Research (CAR). She is primarily involved with two groups: Sustainability and Economic Development Strategies and Transportation Systems Analysis. In this position, she examines the relationships between the auto

industry and economic and environmental issues, as well as the role of connected vehicle technology in improving safety and mobility. She plays an integral role in the Automotive Communities Partnership, a CAR program that helps auto communities adapt and respond to auto industry challenges and opportunities. Her research currently focuses on efforts to repurpose former automotive manufacturing sites and includes a thorough, first-of-its-kind study on the subject. Other publication topics include the future of connected vehicle technology and public perceptions of that technology.

Before joining CAR, Brugeman worked at Arbor Strategy Group (now GfK Group), a strategic consulting firm. Subsequently, she worked at ForeSee, a website customer satisfaction market research company. In these organizations, she obtained valuable experience in both qualitative and quantitative market research techniques.

Brugeman received her master of public policy from the University of Michigan and a BA in economics and Spanish, also from the University of Michigan.

William (Bill) Clarke

Ross, California

Clarke is licensed as both a civil engineer and a landscape architect and has over 30 years' experience in planning, design, and construction projects. He currently consults to developers and other planning and design firms and public agencies, on issues ranging from new community plans to site planning and engineering.

For over 20 years, Clarke was with two of the largest landscape architecture firms in the country. As a principal at the SWA Group in Sausalito, California, he worked on projects including the Weyerhaeuser Corporate campus outside Tacoma, Washington; the engineering planning for the Woodbridge new community in Irvine, California; and for ARAMCO compounds in Saudi Arabia. As a principal at EDAW Inc., he led a team that won a design competition for a government complex in Doha, Qatar; prepared two specific plans for more than 6,000 homes and 800 square feet of office industrial land in Tracy, California; and prepared construction documents for Washington Harbour in Washington, D.C.

In recent years, Clarke's work has centered on the planning and implementation of a variety of projects. Among these projects has been an 11,000-acre residential development near Livermore, California, and a 300-acre business park also in Livermore. He was also part of a team preparing a resource management plan for the country of Palau. Currently he is working on the implementation of a town center for the new community of Mountain House, California.

Tom Cox

Pittsburgh, Pennsylvania

Cox is an independent consultant providing strategic and tactical advice to organizations on issues of urban development, finance, and government operations. From 1979 to 1989, he was the executive director of the North Side Civic Development Council, which under his leadership became the community development corporation for 15 neighborhoods (population 60,000) in the North Side of Pittsburgh. During his tenure, the organization developed sale housing, an incubator, industrial and commercial buildings and managed a seed/venture capital fund. The organization was identified by the Local Initiatives Support Corporation as one of the ten best community development corporations (CDCs) in the United States during the 1980s.

In 1989, Cox became the first executive director of the Neighborhood Progress Corporation, an intermediary organization created by the major civic organizations and philanthropies in Cleveland, Ohio. He oversaw the management of an annual $3 million grant program to provide operating support to Cleveland's CDCs. The organization initiated the creation of a small business incubator and two Nehemiah housing developments (including a smart growth project with DPZ as the project architect).

In 1994, Cox became deputy mayor and chief of staff to Pittsburgh mayor Tom Murphy, with major responsibilities for neighborhood and economic development and budget management, effectively becoming the city's chief operating officer. As a consequence of his responsibility for neighborhood and economic development, Cox served as chair of the city's Urban Redevelopment Authority for 12 years. He oversaw the design and implementation of numerous projects, including the creation of a $60 million revolving development fund, two sports facilities, the convention center, a new headquarters for Alcoa, new office buildings for Mellon and PNC Banks, downtown housing, numerous neighborhood housing and commercial projects, and two new-town/in-town developments.

Cox is a 1961 graduate of Yale University and earned a master of divinity from the Union Theological Seminary in 1964. He is an ordained Episcopal priest.

Tom Flynn

Gainesville, Virginia

Flynn is a Certified Economic Developer with over 30 years of experience in economic development, public management, and public policy. He currently serves as director of business development for Prince William County, Virginia, where he directs and provides strategic leadership in business development and marketing activities to attract investment and jobs to Virginia's second-largest county. This work focuses on the targeted sectors of information technology, biotechnology/life sciences, corporate headquarters, federal facilities and contractors, and advanced logistics.

Before his position with Prince William County, Flynn worked in economic development positions in Loudoun County, Virginia, and Charlotte, North Carolina. During his career, he has successfully attracted investments and jobs from major corporations, including Siemens, IKEA, Raytheon, Bank of America, Time Warner Cable, FedEx, and General Dynamics. His career also includes work on over $1 billion of public/private partnerships.

Flynn is a past board member of the International Economic Development Council and currently serves on its Accredited Economic Development Organization Committee. He is an active member of NAIOP, CoreNet, and ULI and has served on several ULI Advisory Services panels.

He earned his BA from Kalamazoo College and his MPA from the LBJ School of Public Affairs, University of Texas at Austin. He holds a Certified Economic Developer certificate from the International Economic Development Council.

Matthew S. Roland

Williamsville, New York

Roland is a development project manager with Iskalo Development Corp., a full-service commercial real estate development company active in western New York and nationally on a client-driven basis. In his role with Iskalo, he is responsible for coordination of the acquisition due diligence, financing, and land use approvals for the company's projects. Throughout his career, he has worked on projects that have been financed with historic tax credits, new markets tax credits, EB-5 financing, and recovery zone facility bonds in addition to conventional financing. Several projects have also been supplemented with brownfield tax credits, green building tax deductions, energy efficiency rebates or incentives, and industrial development agency inducement packages. Roland also coordinates the cleanup and compliance activities of properties in the Iskalo portfolio that are in the New York state brownfield cleanup program.

Before his tenure with Iskalo, Roland worked for Basile Baumann Prost Cole & Associates (BBPC), an Annapolis, Maryland–based firm that provided consulting for the financial modeling, solicitation, negotiation, execution, and asset management of the Department of the Navy's Military Housing Privatization Initiative. During his time with BBPC, Roland executed numerous public/private venture projects throughout the United States that included the total renovation or new construction of more than 14,000 total end-state homes for Navy sailors and marines and

that were financed through a total of nearly $2 billion in taxable private placement bonds.

Roland has 14 years of experience in land use, development, and urban planning, with a BS in urban studies from Cornell University and a master's of regional planning with specializations in real estate, land use, and economic development from the University of North Carolina–Chapel Hill. He has been certified by the American Institute of Certified Planners since July 2003 and is an associate member of ULI.

Michael Stern

Philadelphia, Pennsylvania

Stern has been involved in aspects of urbanism, city building, and public landscapes throughout his professional career. The focus of his work has always been the search for successful ways to improve the quality of urban environments through the practical application of sound design principles rooted in enduring values of urbanism. He has worked on a broad range and scale of urban projects from urban garden design to planning new edge cities.

His professional experience in the New York firms of Cooper, Robertson & Partners and Quennell Rothschild Associates gave him broad training in the multiple aspects of planning, design, and construction of private and public urban precincts and landscapes. His subsequent teaching and research while a full-time faculty member at the University of Virginia School of Architecture focused on understanding the changing nature of urban form and organization in the face of new technologies and economies.

Through his private practice, before becoming a founding principal of Strada, Stern was involved in many major urban design and planning efforts. He led the Pittsburgh Downtown Plan, the first comprehensive master plan for the greater downtown area in 35 years, and the Pittsburgh Regional Parks Master Plan—documents that are still touchstones a decade after their completion. Recent Strada projects he has led include the Rivers Casino, Dick's Sporting Goods Corporate Headquarters, Hermitage Town Center Plan, and the Larimer Neighborhood Vision Plan. He has lectured widely and published and edited numerous articles and journals on planning urban design and landscape design theory.

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