

Garfield Corridor Chicago, Illinois

February 10–13, 2014



Garfield Corridor Chicago, Illinois

Opportunities for Revitalization

February 10–13, 2014

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 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 32,000 members worldwide, representing the entire spectrum of the land use and development disciplines. 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: Tom Eitler

© 2014 by the Urban Land Institute
1025 Thomas Jefferson Street, NW
Suite 500 West
Washington, DC 20007-5201

All rights reserved. Reproduction or use of the whole or any part of the contents without written permission of the copyright holder is prohibited.

About ULI Advisory Services

THE GOAL OF ULI'S 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 400 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 three-day panel assignment is intensive. It includes an in-depth briefing, a site tour, and meetings with sponsor representatives; interviews of key community representatives; and a day 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 three-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.

ULI Program Staff

Gayle Berens
Senior Vice President, Education and Advisory Group

Thomas W. Eitler
Vice President, Advisory Services

Beth Silverman
Director, Education and Advisory Group

Caroline Dietrich
Panel Associate, Education and Advisory Group

Kathryn Craig
Associate, Education and Advisory Group

Natasha Hilton
Associate, Education and Advisory Group

James A. Mulligan
Senior Editor

David James Rose
Manuscript Editor/Managing Editor

Betsy VanBuskirk
Creative Director

Deanna Pineda, Muse Advertising Design
Graphic Designer

Craig Chapman
Senior Director, Publishing Operations

Acknowledgments

THE PANEL WISHES TO THANK World Business Chicago for sponsoring this panel. The panel would especially like to thank Jeff Malehorn, Andrew Lines, Katie Olson, and Laura Williams.

Thanks also go to the city of Chicago, especially Alderman Pat Dowell and Alderman William B. Cochran. The aldermen were instrumental in making this panel a reality. The panel also wishes to thank Commissioner Andrew Mooney and all of the Department of Planning and Development that helped to prepare materials and provided input into the process.

Special thanks are extended to the MacArthur Foundation, especially Julia Stasch, for her support of and input in the panel process.

The panel also thanks Cindy McSherry, executive director of ULI Chicago, for her help in coordinating and participating in this panel. Also, thanks go to Abbie Olsen for helping with the logistics and the preparations for interviews. Other ULI Chicago members, especially Scott Goldstein and Paul Shadle, were very helpful in briefing the panel and getting them up to speed on the issues surrounding Chicago's south side and the Garfield Boulevard Corridor.

The panel would like to thank the University of Chicago for participating in this panel. The Office of Civic Engagement, especially Derek R.B. Douglas and William Towns, were extraordinarily helpful in the panel dialogue and informing ULI of the various initiatives and programs that the university has undertaken in the surrounding neighborhoods.

Finally, the panel would like to thank the many citizens, businesses, institutions, organizations, and other stakeholders who provided input through the receptions and interviews. This input allowed the panelists to experience firsthand the concerns and observations from the local residents and other citizens of Chicago.

Contents

ULI Panel and Project Staff 6

The Panel's Assignment..... 7

Observations about the Market..... 10

Planning and Design 13

Implementation..... 18

Conclusion 20

About the Panel..... 21

ULI Panel and Project Staff

Panel Chair

Michael Banner
President and CEO
Los Angeles LDC Inc.
Los Angeles, California

Panel Members

Dean Bellas
President
Urban Analytics Inc.
Alexandria, Virginia

Eileen Figel
President
ETFG Inc.
Chicago, Illinois

Tyler Meyr
Associate Principal
Forum Studio
St. Louis, Missouri

Paul Moyer
Director of Planning
VHB
Vienna, Virginia

Janet Protas
Dallas Office of Economic Development
Dallas, Texas

Lyneir Richardson
CEO
BCDC Newark
Newark, New Jersey

ULI Project Staff

Thomas W. Eitler
Vice President
Advisory Services

Beth Silverman
Director
Education and Advisory Services

Cindy McSherry
Executive Director
ULI Chicago

The Panel's Assignment

THE URBAN LAND INSTITUTE (ULI) was asked by World Business Chicago (WBC), the sponsor, to provide strategic advice on the future and redevelopment opportunities for the Garfield Corridor, as part of its consideration of leveraging the significant public investment in renovation of the Chicago Transit Authority's Red Line. ULI, through its Advisory Services program and in consultation and coordination with ULI Chicago, assembled a team of land use, real estate, design, and economic development experts who met February 10–13, 2014, in Chicago.

Prior to this date, there were two very important prepanel activities that helped make this panel a success. First, a project analysis session (PAS) was conducted on November 7, 2013, as part of the 2013 ULI Fall Meeting in Chicago. This two-hour tour of the Garfield Corridor was attended by the panel chair and two other ULI members who ultimately became part of the February panel. In addition to helping the sponsor refine the panel assignment, the PAS allowed the panel chair and ULI staff to better recruit the appropriate expertise for the panel. Second, ULI Chicago held a community workshop on Saturday, February 1, 2014, to obtain additional community input for the panel. More than 30 local leaders, residents, and others with an interest in the community took part in this workshop and their comments, observations, and suggestions were summarized and forwarded to the panel for their consideration.

The Study Area

The area of focus for the panel is the Garfield Boulevard Corridor, bounded by the Garfield Red Line stop on the west and Washington Park on the east. The study area was focused primarily along Garfield Boulevard and anchored by the two Chicago Transit Authority (CTA) rail stations—the Garfield Red Line station and the Garfield



Regional map.

Green Line station—as the main linkages to the local community. It should be noted that most of the study area is not currently situated within a tax increment financing (TIF) district.

The study area lies within the Chicago community areas of Washington Park, Englewood, and Fuller Park. These areas of the city have suffered from disinvestment, with dramatic losses in population and jobs since the 1960s and 1970s. For example, the reduction in the number of housing units, including the demolition of Chicago Housing Authority residential towers just north of the corridor, resulted in a population loss of 29,500 between 1960 and





The study area focused on the stretch of Garfield Boulevard lying east of the Dan Ryan Expressway and west of Washington Park.

2000. Correspondingly, vacancy and underuse of parcels along Garfield Boulevard are serious concerns.

The University of Chicago and its medical campus are located east of Washington Park, and the university is a major economic driver of activity and jobs in the area. Major employers within one mile of the study area employ approximately 22,700 individuals; 10,800 of those employees work for either the university or the University Medical Center. Consequently, most of that activity is centered east of Washington Park—and the park itself, for all practical purposes, has acted as a boundary between a vibrant, economically healthy part of the city and a series of economically challenged neighborhoods.

The Arts and Public Life Initiative (APL) is the University of Chicago's effort to enrich its cultural interactions with the city and local artists. The APL Arts Block is a significant local area plan that explores the idea of redeveloping Garfield Boulevard as a cultural corridor starting with the university's construction of retail, lodging, and educational spaces in the Hyde Park neighborhood, and west through both CTA stations. The Arts Block includes an Arts Incubator in a renovated building located at the corner of Garfield Boulevard and Prairie Avenue. The Arts Incuba-

tor is a space for artist residencies, arts education, and community-based art projects as well as exhibitions, performances, and talks. The Arts Incubator is a collaborative effort between the University of Chicago Arts and Public Life Initiative, civic engagement, and Skidmore, Owings & Merrill LLP.

On the west side of the corridor, near the Garfield Red Line station, is Grand Boulevard Plaza, a 140,000-square-foot strip shopping center. Other smaller retail uses, including liquor stores, limited-service and fast-food restaurants, personal service businesses, and multifamily residential buildings, are scattered along the half-mile section of the corridor between Washington Park and the Dan Ryan Expressway.

Significantly, this corridor has traffic counts approaching 26,000 vehicles per day. Panel interviews noted that most of this traffic is pass-through only, with very few vehicles stopping to patronize businesses.

The Panel Process and Assignment

The agenda for this three-day panel assignment was intensive. The panel's work included a significant review of the briefing materials supplied by the sponsor and an attempt to synthesize much of the past work completed for the neighborhood. It included an in-depth briefing from the sponsor composed of a tour of the site and meetings with sponsor representatives; interviews with community representatives; and one day for formulating recommendations. ULI advisory panel assignments start with a series of questions. WBC charged the committee with understanding the past plans that had been proposed for the study area, considering their recommendations in the context of

The University of Chicago Arts Incubator is located at Garfield Boulevard and Prairie Avenue. The 1920s building has been renovated for the University of Chicago's Arts + Public Life initiative. Envisioned by artist Theaster Gates, the Arts Incubator is a space for artist residencies, arts education, and community-based arts projects as well as exhibitions, performances, and talks.



current economic conditions, and identifying what needs to be done to take advantage of the significant public transportation investments and help put the community on a sustainable path to growth and vitality. To further the charge, the following questions were posed to the panel:

- How can the CTA's major investment in the Red Line—and prior investment in the Green Line—be used to leverage private development, using the Garfield Station as a template for other important nodes along the south branch?
- What is the market demand for development relative to each of the stations along the corridor? What are appropriate uses for the vacant and underused lots along Garfield Boulevard?
- How can the existing historic character of the neighborhoods near Garfield Boulevard be protected during development? How can development occur in a way that preserves their character and avoids displacement of existing residents?
- How do the plans of local stakeholders and community institutions influence the potential for development in the study area and what opportunities are there to enhance the potential of community-based businesses, institutions, and organizations in development opportunities?
- What are best practices from this panel process to leverage for additional opportunities along the Red Line?

Summary of Recommendations

As noted later in this report, the panel saw very little market demand for residential or commercial uses in the corridor or the immediately adjacent neighborhoods. It was the panel's opinion that for revitalization to take hold in this corridor, a strategic intervention must be undertaken, and the city, the university, and other entities must lead it. The panel's primary recommendations include the following:

- Understand the market dynamics that are influencing and shaping the physical development in the subject area. This includes understanding how businesses

make siting decisions based on the buying power of the local residents and how population requirements drive demand for various classes of businesses and their particular space requirements.

- Take steps to identify and nurture development projects and infrastructure improvements in four locations:
 - The gateway at the intersection of the Red Line and Garfield Boulevard;
 - The Schulze Building Block;
 - The intersection of the Green Line and Garfield Boulevard; and
 - The entire streetscape of Garfield Boulevard from the Green Line station to the Red Line station.
- Support the University of Chicago in building a 150,000-square-foot employment center that provides office space at the Green Line station and Arts Block with ground-floor retail and arts space. This will require new capital from both the university and the city.
- Begin immediately to identify city, state, and private funding and potential partners to support the university in this employment center effort.
- Hire a resident fellow with a deep understanding of community development in challenged areas who can focus the power of WBC, the university, and the neighborhood on the corridor. Consider hiring a separate resident fellow (who is a resident of the neighborhood) who can support and enhance this revitalization effort.
- Explore the creation of an entrepreneurship/solopreneurship program to help local businesses and members of the community bring local products and services to market.
- Reenergize the ongoing community dialogue and create a task force to help in community revitalization efforts.

The remainder of this report elaborates on these recommendations.

Observations about the Market

UNDERSTANDING THE SOCIOECONOMIC TRENDS

that are affecting the study area can help planners and public officials identify the potential and pressure for future land uses. Assessing market demand is one of the most important ways that businesses decide what to sell, where to sell, and how to go about selling the products they produce. ULI believes that successful urban planning and land use policy can best be described as public action that generates a desirable, widespread, and sustained private market reaction. Therefore, Advisory Services panel reports typically are founded in an area's market possibilities.

Information regarding the various market demands for different land use types (market-rate residential, retail/commercial, office, industrial, and other uses) was provided in the briefing book, extracted from ESRI's Community Analyst database, and gathered from other available sources. This information was evaluated by the panel and shows a glaring lack of market support for all land use types. For example, according to ESRI's Retail Market Potential forecast from 2012, the market demand for full-service restaurants in the immediate two-block area along Garfield from the Green Line station to the Dan Ryan Expressway showed a need for only 1,700 square feet annually. Furthermore, the amount of leakage (i.e., the net income that flows out of the study area) in general retail merchandise, food, and beverage sales totaled \$4.7 million in 2012. This

is far below a threshold necessary for a typical business to make a siting decision to locate in a specific area.

For the entire Washington Park area, home sales for August 2013 were down 31 percent compared with the previous month, and down 29 percent compared with a year prior. The median sales price of a nondistressed home was \$82,000. The median sales price of a foreclosure home was \$33,750, or 59 percent lower than nondistressed home sales. Also troubling is the high vacancy rate and the number of underused single-family properties.

Market Opportunity versus Market Desirability

The panel compared the market demand information with the desirability of certain land use types to determine whether there was any correlation between the two that could be leveraged. For this purpose, the panel used both the panel's on-site interviews and the prior Saturday workshop to understand what uses the community felt were appropriate. The purpose of these interviews and the workshop was to better understand the desired needs of the residents, business owners, and other interested parties. The findings of the panel's analysis are presented in table 1.

The area in and around the Garfield Boulevard Corridor comprises a mixture of commercial, multifamily, and single-family residential uses.



Table 1. Stakeholder Desirability versus Market Potential of Selected Land Uses at Garfield Boulevard's Red Line and Green Line Stations

Land use	Stakeholder desirability*			Market potential		
	High	Medium	Low	High	Medium	Low
Residential						
Detached single-family	X					X
Townhouse/rowhouse	X					X
Multifamily (for sale)		X				X
Multifamily (for rent)		X				X
Affordable housing (all types)						X
Seniors' housing	X					X
Student housing		X			X	
Retail						
General merchandise	X				X	
Home improvement	X				X	
Grocery store						
< 30,000 square feet	X				X	
≥ 30,000 square feet	X					X
Restaurants (sit-down/casual)	X					
Local	X				X	
National						X
Restaurants (fast food)			X	X		
Entertainment	X				X	
Office						
Corporate headquarters			X			X
University-anchored facilities	X			X		
Back-office operations/call centers			X			X
Locally serving office	X					X
Medical offices		X				X
Industrial						
Light manufacturing	X					X
Warehouses			X			X
Self-storage			X			X
Artisanal manufacturing	X				X	
Arts and culture						
Artist studios/galleries/showrooms	X				X	X
Cinemas/theaters/performing arts	X				X	X

Source: Urban Land Institute, Advisory Services panel. Chicago, IL: February 10–13, 2014.

* Based on stakeholder interviews conducted by the panel.

In the panel's opinion, a discernable "disconnect" exists between market demand and stakeholder desirability for most land use types.

Market Development Criteria

In table 2, traditional market development criteria data for retail center size, trading area (in miles), and the number

of households ("rooftops") necessary to support different types of retail land uses are presented. As the size (in square feet) and types of retail centers increase, so does the trading area and number of households required to support these new centers. The study area currently has approximately 4,000 households.

Table 2. Retail Center Size, Trading Area, and Number of Households for Selected Retail Uses: United States

Description	Square feet (range)	Trading area (miles)	Households (rooftops)
Corner store	2,000–5,000	0.5–1.0	1,000
Convenience center (no anchor)	10,000–25,000	1.0	2,500
Neighborhood center (supermarket-anchored)	60,000–90,000	1.0–2.0	5,000–8,000
Community center	300,000–500,000	5.0–7.0	30,000–50,000
Regional center (fashion department store-anchored)	700,000–1,000,000	12.0–15.0	150,000
Lifestyle center	150,000–250,000	8.0–12.0	100,000

Source: Gibbs Planning Group.

Household Income Support for Various Commercial Uses

In table 3, a list of selected retail stores and the average household incomes of their customers is presented. Current household incomes in the Garfield Boulevard Corridor study area are not sufficient to support higher-quality retail land uses.

Suggested Market Approach

It is the panel's opinion that improvements to the market demand equation for this corridor are unlikely to occur organically. For sustained market demand to take root, the city must approach the corridor with a long-term strategy for improvement, and that can be achieved only with a series of short-term catalytic projects. In order to

Table 3. Household Incomes for Selected National Retail Stores: United States

Retail stores	Household income (average)
Applebee's	\$55,000
Panera Bread	\$75,000
Nearby neighborhoods	
Washington Park	\$20,990
Woodlawn	\$30,144
North Kenwood	\$39,361

Sources: Industry reports, U.S. Census Bureau.

recapture retail and commercial leakage from the corridor and to stimulate housing demand, the panel recommends a two-pronged strategy: 1) construction of new commercial space near the Green Line, and 2) a concerted effort to promote new population growth in the study area. This new population growth would increase the number of households earning the same average annual household income as those households currently in the study area or new households earning average annual household incomes greater than existing households in the study area.

An Observation on Gentrification

While gentrification in other neighborhoods in cities across the United States is often associated with displacement of existing residents, this would be unlikely to happen in the Garfield Corridor study area. As noted in the market section of this report, the number of vacant units in the study area is significant and the demand for market-rate units is low. New residents in currently vacant units would boost the economic demographics of the area and help the corridor to achieve its retail goals without displacing existing residents.

Planning and Design

IN ORDER TO CAPITALIZE on the CTA's investments in the Red Line and Green Line by spurring additional development, the panel evaluated the opportunities presented in previous plans and carefully considered and balanced the needs of many stakeholders, including major institutions, local developers/landowners, community organizations, and residents. As noted previously in this report, market demand for all categories of land use is low or nonexistent. To combat this demand deficit, the panel suggests identifying strategic locations for interventions that hold the most potential to be implemented and to provide positive transformation. These interventions include the development of three nodes: the gateway at the intersection of the Red Line and Garfield Boulevard, the reimagining of the Schulze Building Block as a catalyst, and an anchor at the intersection of the Green Line and Garfield Boulevard. Finally, an improvement plan for Garfield Boulevard itself will link the anchor and catalyzing developments and reinvigorate the corridor for pedestrian, vehicular, and bicycle traffic.

Red Line Gateway

In order to capitalize on the investment made by the CTA at the Red Line, connectivity between the neighborhood and the station should be improved both physically and visually. Most important, land uses for the surrounding properties should be optimized to take advantage of the station. Together, these improvements will create a successful gateway to Washington Park with improved visibility from the station and expressway.

In order to improve the connectivity between the station and the neighborhood, the boulevard landscape should be extended to the station itself in the form of a landscape-covered lid over the expressway, between the traffic lanes. This would reestablish the intention of the historic



boulevard system that was disrupted by the expressway. It would also provide for easier pedestrian and bike access to the station and improve the pedestrian experience. This would improve the potential to create transit-oriented development at the gateway to Washington Park.

In addition to an improved physical connection, a sculptural gateway monument at the entry of Garfield Boulevard would welcome visitors with a symbol of an invigorated Washington Park. In order for this element to represent the community, a competition to design the monument should be held. Entrants would be required to be local artists and designers teamed with world-class artists and designers from across the city (and perhaps the world). This collaboration would hope to build on the trust established at the Arts Incubator.

The panel divided the study area into three nodes: the Red Line Gateway (red), the Schulze Building Catalyst (blue), and the Green Line Anchor (green). The nodes are connected by the Landscape Connector that is Garfield Boulevard (yellow).

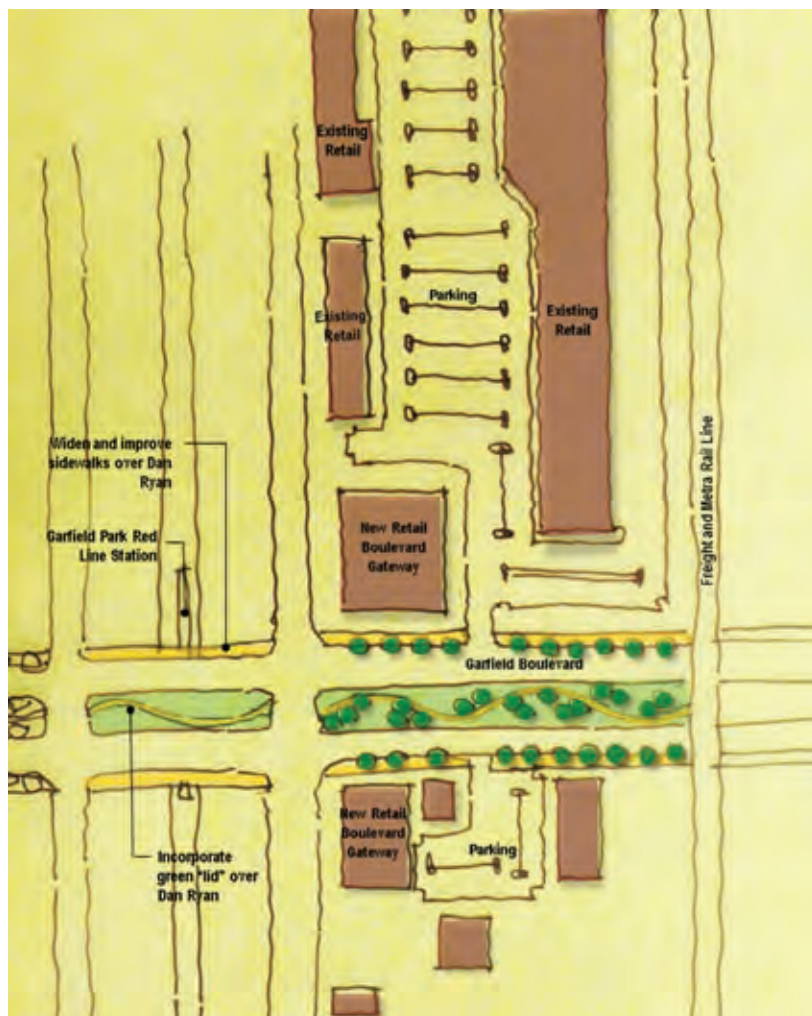


The Grand Boulevard Plaza is a 140,000-square-foot retail center. It is one of the few vibrant and active retail centers in the study area.

Recommendations for the Red Line Gateway area call for additional retail on both the north and south sides of the boulevard as well as a landscape-covered lid over the expressway, between the traffic lanes on Garfield Boulevard.

The plan will optimize land use at the gateway by leveraging city-owned land to incentivize an upgrade to the north and south corners of the gateway to Garfield Boulevard. At the north, the redevelopment of the Matanky Grand Boulevard Plaza should be focused on defining the corner and frontage along Garfield with an active retail use. A full-service grocery store that uses the existing parking behind the store would be the ideal tenant.

Across the street, a more aspirational program would build upon the historical and current success of cultural and arts programs on the boulevard. Adding a community cultural/arts center that represents the neighborhood on the south side of Garfield would provide visibility from the station and the expressway.



Finally, the gateway could be firmly established with large-scale Washington Park signage on the Metra rail crossing that would mark visitors' entry into the heart of the neighborhood.

Schulze Building Block: Catalyst

The historic and iconic Schulze Bakery Building is located almost midway between the Red Line and the Green Line on the north side of Garfield Boulevard. The panel suggests the following approaches to this area:

- Encourage the renovation and use of this iconic building that honors its history. Specifically, the ground floor along Garfield should be an active use that engages the community. Encourage mixed-use development rather than the singular focus on a data center. (Note: During the panel interviews, the owner of the building outlined his plan to convert the building into a data center.)
- Think of the site as a mid-corridor catalyst that could be a complement to the Arts Block concept.
- Consider which light-industrial uses best complement the other catalytic uses on site and in the rest of the corridor.

Innovative Industrial Arts Uses at Schulze Bakery

From an industrial use perspective, to provide a method for targeting, organizing, and locating appropriate types of

The Schulze Bakery Building is an iconic landmark located midway between the Red Line and Green Line stations. Erected in 1914, the building was listed on the National Register of Historic Places on November 12, 1982. Originally built for the Schulze Baking Company, it was the home of the Hostess Brands' Buttermut Bread until 2004. The building could act as a powerful catalyst for revitalization in the corridor.



business that are consistent with the vision for the corridor, the panel suggests adopting the following “market continuum” (or a derivative thereof) to advance development of the corridor.

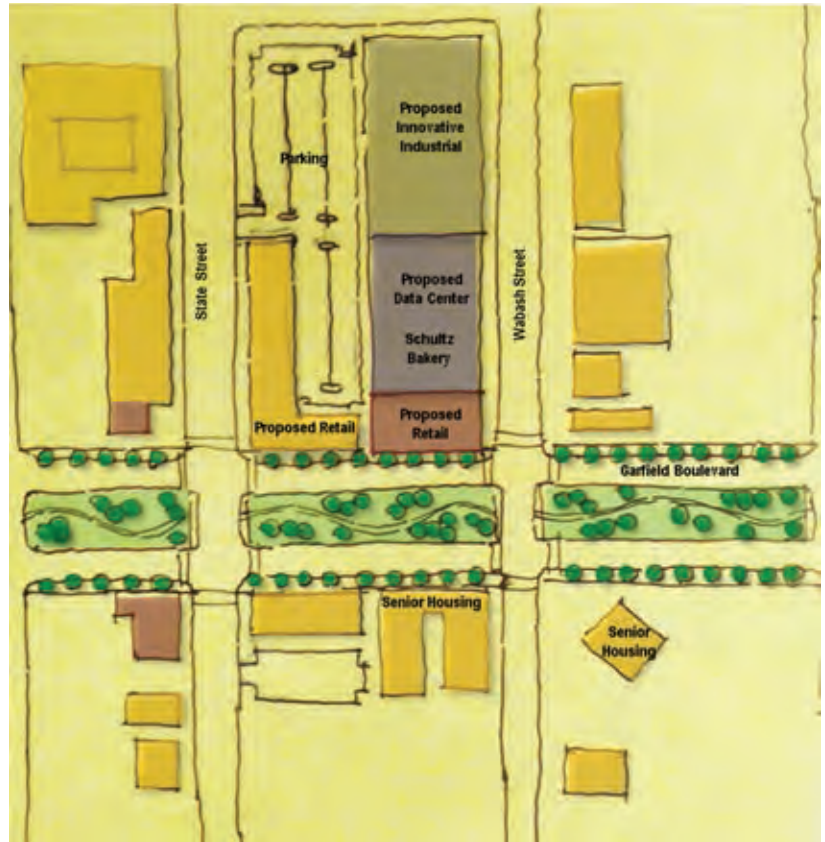
Industrial development can be defined as five different market segments:

- **Incubate:** Very small startups, leading-edge businesses that continually morph and evolve, but feed off the region’s brain trust;
- **Innovate and create:** Small growing businesses in the creative arts, software, clean tech, and product design;
- **Fabricate:** Small to medium-sized businesses focused on high-quality, custom fabrication, including prototyping to support the first two segments, as well as artisanal crafts and small-scale boutique product fabrication;
- **Manufacture:** Small, medium-sized (SME) to larger businesses involved in the more traditional manufacturing of goods in larger quantities with less customization; and
- **Warehouse and distribution:** Storage, shipping, and transfer of raw materials necessary to support either the previous segments or the region at large.

It is the first three strategies above—incubate, innovate and create, and fabricate—that best align with the arts focus that is underway for the Garfield Corridor. The panel suggests that the properties near the Schulze Bakery could be targeted for these uses.

Real estate needs:

- **Incubate:** Flexible space—adaptive use and new construction;
- **Innovate and create:** Small, moderate-footprint space—adaptive use and new construction; and
- **Fabricate:** Midsized with roll-up, commercial doors for high bay space doors, office, and work space—adaptive use and new construction.



Green Line Anchor

The Garfield Station area offers an excellent opportunity for revitalization and further development creating and supporting a transit-oriented development node and the fledgling Cultural Arts Center that has been initiated by the Arts Incubator.

The concept plan illustrated here shows further development of this area including retail uses, supporting arts-related uses, and other community support spaces. In addition, the concept includes an office building that could support potential future university requirements for office space, providing some additional activity and density in this area.

The development concept would be to develop retail and arts-related uses along the ground floor of the buildings fronting Garfield Boulevard, with additional uses above as appropriate.

Recommendations for the Schulze building block include mixed use that engages the street, a data center making use of a less visible area of the building complex, and an innovative industrial use that will create employment opportunities for the corridor.

Examples of Adaptive Use of Industrial Sites

Le Fresnoy (the National Studio for Contemporary Arts): Tourcoing, France

Le Fresnoy is a center for crossover artists, such as a video artist who is also a musician or a musician who is also a painter. The site features buildings from a 1920s leisure complex that offered cinema, ballroom dancing, skating, and horseback riding. Although the existing structures could have been demolished to make way for new construction, they contained extraordinary spaces whose large dimensions exceeded what the limited project budget could supply. The aim was to develop a new model of a center through combinations of old and new, development and production, and artistic practice and public exhibition.

A postgraduate art school and audiovisual research and production center, Le Fresnoy takes advanced students for a two-year course run by guest artist-professors who themselves produce new work. In a widely acclaimed building designed by Bernard Tschumi, Le Fresnoy offers the public a program of art films, contemporary art, concerts, and other artistic events. The works produced by the visiting artist-professors and the young artists are also shown in various events in France and abroad.

Fresnoy is also a center of advanced artistic, audiovisual, and multimedia training for postgraduate students. The main aim is to enable young artists to make works with professional technical equipment, under the guidance of recognized artists, in a multidisciplinary spirit.

<http://www.lefresnoy.net>

La Kretz Innovation Campus

Located on an entire city block in the heart of the Cleantech Corridor, the La Kretz Innovation Campus is being built now. Plans for the campus include a 30,000-square-foot home for LACI, cleantech demonstration centers, research and development

(R&D) laboratories, conference facilities, and workforce training facilities as well as space for more mature cleantech companies.

Where R&D, education, and business live under one roof.

Bringing all of this under one roof will turbocharge clean-tech commercialization in Los Angeles. Startups will be able to use research labs, have direct access to a newly trained workforce, and be able to contribute to and learn from the continuous symposiums held each month. People working in R&D efforts will be able to walk across the hall to enlist the help of entrepreneurs in bringing their inventions to market. Conference, symposium, and workforce training attendees will be able to enrich their learning with the real-world business-building experience of the incubator.

For the Los Angeles Cleantech Incubator, its new 30,000-square-foot facility will dramatically increase the number of entrepreneurs it can nurture under its roof. Offices of all shapes and sizes will be available, along with the wet labs and bench space that are needed to perfect their inventions. Users can walk down the hall and brainstorm with a local provider of financial services, or human-resources talent, or marketing services, or IP protection, or simply other colleagues. In any given week, they will be able to attend a symposium or conference related to what they're doing. On the south side of the building, they'll be able to demonstrate the commercial capabilities of their product, or check to see if their EV is fully charged.

Inventors want to be with other inventors. Leaders want to be with other leaders. Students want to be in an exceptional learning environment. Entrepreneurs want to hang out with others who are as committed as they are to building a company. This is what the La Kretz Innovation Campus offers—a focal point for those who are passionate about inventing and commercializing the city's cleantech future.

<http://lincubator.org/la-kretz-innovation-campus/>

The Green Line station. Parcels adjacent to the station will provide a location for a new mixed-use building that will house office and support space for the university and ground-floor retail and art space.



Arts-related uses that were discussed during the stakeholder process include:

- a black-box theater;
- music or performance space;
- additional Arts Incubator space;
- Court Theater Production Center; and
- an urban design center (associated with the university).

In addition to these uses, there should be retail or commercial activities supporting the street vitality and serving the local community, including:

- a café;
- a coffee shop;
- an art supplies store;
- restaurants; and
- a pub.

The buildings should be designed with significant amounts of glass along the street frontage to provide extensive visibility. In addition to the street frontage, key streetscape locations should be identified and designed to create a sense of place and to support walkability.

The plan illustrates a concept for the design of the intersection of Garfield Place and Martin Luther King Drive. This design includes a major public art installation that would be visible from locations in the park as well as from the west along Garfield Boulevard. This art installation would be part of the larger plan to incorporate art into the streetscape along Garfield Boulevard between the Dan Ryan Expressway and Washington Park.

Landscape Connector

Garfield Boulevard has a wide median between the eastbound and westbound lanes that can be a useful physical element in drawing together the activities of the transit stations. The following are some suggestions that will help improve the median and the adjacent sidewalks in that endeavor:

- Signage, banners, branding (example: Washington Park Arts District);
- A sculpture competition to incorporate a significant art piece into an appropriate location near the Red Line station;

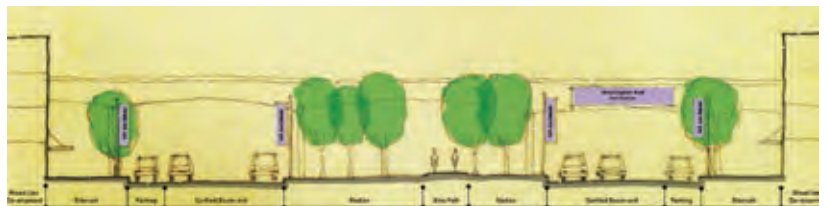


- Minimum of 12-foot-wide sidewalks;
- Consistent benches and other street furniture;
- Improved lighting; and
- Bike path and bioretention areas within the boulevard median.

The Green Line Anchor area will become a node for mixed-use development and a continuation of the arts initiative at Garfield and Prairie as well as new seniors' housing, market-rate housing, and infill retail.



The wide parklike median strip running between the eastbound and westbound lanes of Garfield Boulevard offers a significant opportunity for improved green space, pedestrian paths, and branding opportunities for the corridor. This "park within a street" provides excellent linkages between the Red Line Gateway, Bakery, and Green Line Anchor nodes.



Implementation

IMPLEMENTATION OF THE PANEL'S recommendations will require a concerted and dedicated effort on the part of the city, the university, and various community stakeholders. The panel's recommendations can be divided into two main categories: 1) positioning the community and 2) creating an implementation strategy.

Positioning the Community

The panel believes that positioning the community for success requires identifying individuals who can concentrate on the effort. The effort will also require a commitment of funds from a variety of sources to ensure the catalytic project success near the Green Line station and the creation of a task force that can engage the community and create the capacity for change.

Establish “Fellow” Position

Fellows are experts who focus on a specific subject matter. In Washington Park, there is a need for WBC or some other leadership entity to identify and work closely with one or more fellows to focus on identifying, organizing, and delivering capital resources to catalyze Garfield Boulevard initiatives and mission-driven goals.

The panel believes that one fellow position should act as the project manager to ensure that the various city and community organizations are aligned to achieve the goals outlined in this panel report. This fellow will focus on engaging community organizations and resources and look for funding from existing city, state, and federal programs; corporate, crowd-sourced, and foundation grants; and other social and philanthropic investment. The fellow should also explore new incentive programs that will induce corporate partners to bring grant, debt, equity, and tax credits.

Funding an Anchor Development

The panel suggests that the University of Chicago create a substantial real estate development program on the property it owns next to the Green Line. This development could comprise up to 50,000 square feet of office/residential space over retail/gallery space. The panel advocates that this development be funded both by the university and by incentives from the city. For example, these incentives could be in the form of direct grants (money), reduced fees, accelerated permit processing, or some combination thereof. Because this development will be a primary catalyst of the revitalization, the city's contribution could be upwards of 40 percent of the cost. The city can also help with identifying co-tenants and co-investors.

Create a Task Force

Successful community revitalization requires a strong community organization that can genuinely represent the neighborhood and that has the capacity and resources necessary to lead revitalization efforts. Developing this capacity has been an ongoing struggle for the Washington Park community, and it will take time to build this organization. But there is an immediate need to improve communication among and coordination between community residents and other stakeholders so that revitalization efforts can move forward now. As an initial step, the panel recommends creating a community task force to guide redevelopment efforts. The task force could include six neighborhood representatives appointed by aldermen, one business owner, one investor who owns property in the area, and representatives of the University of Chicago, Kennedy–King College, the Illinois Institute of Technology, local schools, and other key constituents. The purpose of the task force is to:

- Get input from the community to guide revitalization efforts that build on these recommendations along Garfield Boulevard;
- Explore how to take advantage of existing programs and resources (such as education, training, workforce, community health, and other programs offered by WBC, the University of Chicago, Kennedy–King College, and others); and
- Develop leadership and build the capacity of the community in order to facilitate the future creation of a special service district, a community development corporation, or other community-based organization.

The task force should meet monthly. Ongoing staff support for the initial year should be provided by WBC. To illustrate the level of importance of this initiative, invitations and appointments should come from a high level (such as the mayor's office).

Implementation Strategies

The following implementation matrix provides specific instructions in terms of responsibility and time frames for each of the major action steps outlined in this report.

1. Red Line Gateway Improvements

	Action steps	Lead(s)	Timeline
1.1	Revitalize shopping plaza with new grocery store and active retail uses along boulevard	Owners, city	Short term
1.2	Organize sculptural monument competition	Arts Incubator, task force	Short term
1.3	Extend boulevard landscape to station via landscape-covered lid	CTA, city	Medium term

2. Green Line Anchor Improvements

	Action steps	Lead(s)	Timeline
2.1	Support Arts Block concept	U of C	Short term
2.2	Create university workspace	U of C, WBC	Medium term to long term

3. Redevelop Schulze Bakery

	Action steps	Lead(s)	Timeline
3.1	Execute mixed-use strategy for building as part of the data center	Owner, city, U of C	Short term
3.2	Multimedia school and production facility	Owner, city, U of C	Medium term
3.3	Arts-oriented light manufacturing	Owner, city, U of C	Long term

4. Streetscape

	Action steps	Lead(s)	Timeline
4.1	Bike path and pedestrian improvements	City	Short term
4.2	Branding and signage	City	Short term
4.3	Lighting	City	Medium term
4.4	Sustainable landscaping	City	Medium term

5. Position Existing Residents and Businesses

	Action steps	Lead(s)	Timeline
5.1	Launch community task force	WBC, aldermen	Short term
5.2	Support entrepreneurship/solopreneurship	WBC	Short term
5.3	Bring in innovative capital to support businesses	WBC	Short term

Conclusion

THE GARFIELD BOULEVARD CORRIDOR between the Dan Ryan Expressway and Washington Park is clearly one of the most challenged locations in the city of Chicago. Over the past 30 years, the significant decline in population and employment has taken its toll on the corridor's physical appearance, economic viability, and reputation.

But the Washington Park neighborhood is strong, and it possesses many elements that could be used as opportunities for revitalization. The recent investment in the Red Line station and the University of Chicago's Arts Incubator space are two examples of improvements that will help spur revitalization.

This panel believes that a concerted effort on the part of the neighborhood, city, and university can restore this corridor to its former prominence. The panelists have suggested a number of physical and organizational improvements that would serve as a catalyst for future growth and development. These include creating the steps

that need to be taken to identify and nurture development projects and infrastructure improvements, supporting the construction of a 150,000-square-foot office/mixed-use building by the university, identifying fellows to lead the project, and establishing a productive community dialogue that will move the neighborhood forward. It will also require the creation and implementation of an entrepreneurship/solopreneurship program.



About the Panel

Michael Banner

Panel Chair

Los Angeles, California

Michael Banner is president and CEO of the Los Angeles LDC Inc., a community development financial institution and commercial finance company with a mission to provide capital and advisory services to foster positive community development impacts in distressed neighborhoods by aligning the needs of borrowers and investors. Since 1995, he has been responsible for the delivery of \$200 million in financing and investments to the distressed communities the organization was created in 1980 to serve.

Banner has an extensive background in commercial banking, real estate finance with a special emphasis on community, and economic development finance for real estate and business development. He is active in the leadership of ULI, the New Markets Tax Credit Coalition, the California Reinvestment Coalition, and the Community Reinvestment Fund. During the past six years, he has served in ULI's Inner-City Advisors Program and has been active in the Advisory Services program.

In Los Angeles, Banner served during Mayor Richard J. Riordan's administration as a member of the Office of Economic Development and is a former member of the board of commissioners of the L.A. Housing Authority and City of Los Angeles Business Tax Advisory Committee. At present, he is the financial adviser to the Los Angeles Industrial Development Authority. Before entering the field of community development finance in 1988, he was a vice president of a \$35 billion commercial bank based in Los Angeles.

Banner is a graduate of the Ross Minority Program in Real Estate at the University of Southern California and holds a

degree in business administration from Loyola Marymount University.

Dean D. Bellas

Alexandria, Virginia

Dean Bellas is president of Urban Analytics Inc., an Alexandria, Virginia-based real estate and urban planning consulting firm providing urban development analytical services to public and private sector clients. Consulting services include fiscal and economic impact studies, market research analysis, real estate asset management, real estate development economics, and project feasibility studies. Bellas has analyzed the fiscal impact on more than 16,000 residential units and over 38.7 million square feet of nonresidential space. The total value of all land use types analyzed exceeds \$5 billion. He has authored or coauthored over 60 research reports on the fiscal and economic impacts of real estate development.

In addition to Urban Analytics, Bellas is affiliated with the Catholic University of America, where he holds the position of lecturer in the real estate development concentration within the School of Architecture and Planning. Previously, he was a lecturer in the School of Professional Studies in Business and Education at the Johns Hopkins University, and in the School of Management at George Mason University. Bellas has also taught candidates for the certified financial analyst (CFA) designation on behalf of the Washington Society of Investment Analysts.

Bellas has consulted to the U.S. Department of the Treasury and to the U.S. Department of State. A full member of the Urban Land Institute, he has participated in a variety of ULI activities, including Advisory Services panels at Oak Creek, Wisconsin; Queen Creek, Arizona; and Merced, California. Bellas sits on ULI's national Public Development

and Infrastructure Council. At the local level, he sits on the ULI Washington District Regionalism Initiative Council, and the Washington, D.C./Baltimore Transportation-Oriented Development (TOD) Council. He has also served on ULI Washington's Technical Advisory Program panel for Prince George's County, Maryland.

Bellas received a BS degree in business administration from Western New England University with a concentration in finance, a master's degree in urban and regional planning from George Washington University, and a PhD degree in public policy with a concentration in regional economic development policy from George Mason University. He is a member of Lambda Alpha International, an honorary society for the advancement of land economics.

Eileen Figel

Chicago, Illinois

Eileen Figel has provided professional planning, development, and public policy services for 27 years, demonstrating throughout a commitment to providing citizens with the opportunity to have a meaningful impact on the plans and policies that directly affect their lives. In 2013, she founded ETFG, where she works with a network of planners and community development practitioners to provide professional planning and development consulting services.

Prior to establishing ETFG, Figel served as the founding director of the Institute for Comprehensive Community Development, a nonprofit venture launched by the Local Initiative Support Corporation (LISC) in 2010 to advance a holistic approach to community revitalization. She has also served as first deputy commissioner for planning and development for the city of Chicago, and has worked as a municipal planner for the cities of Baltimore; Long Beach, California; and Highland Park, Illinois.

Figel holds a master's degree in urban and regional planning from the University of Illinois and a bachelor's degree in operations research with a minor in mathematics from the University of California at San Diego. She is a member of the American Institute of Certified Planners.

Tyler Meyr

St. Louis, Missouri

As an associate principal with Forum Studio in St. Louis, Tyler Meyr works with multidisciplinary teams who push design forward to achieve thoughtful and sustainable solutions and capitalize on today's opportunities. He leads teams of architects, landscape architects, and urban designers in the creation of innovative design projects regionally and internationally. Together, their collaboration addresses the urban environment's complex challenges with a diverse mix of strategic visioning, conceptual thinking, and practical implementation. His focus includes the design of sensitive urban environments and performance-based architecture.

Prior to joining Forum Studio, Meyr earned his bachelor and master of architecture from Tulane University and his master of architecture in urban design from Harvard University, acted as a director in the planning group at HOK in St. Louis, worked with the West 8 Landscape Architects and Urban Designers in Rotterdam, and worked with Grifan Enright Architects in Los Angeles.

Meyr has further enriched community, office, and project discourse by creating meaningful academic partnerships through research and teaching, including serving as a lecturer at the Washington University Graduate School of Architecture and Urban Design and teaching "career discovery" at the Harvard University Graduate School of Design. In addition to his current focus on the St. Louis region, his built work can be found in Los Angeles, London, and Antwerp.

Paul Moyer

Vienna, Virginia

Paul Moyer is the director of planning for Vienna, Virginia-based VHB, a multidisciplinary planning, design, engineering, and consulting firm providing services throughout the mid-Atlantic area.

Moyer is an urban planner and land use professional with more than 25 years of experience. He began his career with EDAW in 1987 shortly after graduating from college and has advanced to become managing principal of the Alexandria office in Virginia, regional director, and a vice president of the firm, which merged with AECOM.

A certified planner with a background in architecture, land use planning, and environmental impact analysis, Moyer has applied his skills to community-based projects for both public and private sector clients, from the military to developers. The plans he has worked on—the Schuylkill River master plan; the Laurel Hill master plan; the Mount Vernon Avenue business strategy; and Norfolk Southside, to name a few—serve as examples of the way he conducts the planning process and interacts with those involved.

A member of the American Planning Association, Moyer is active in ULI's Washington, D.C., District Council, having served on several panels and participated in the Urban Plan program. He has a bachelor's degree in urban planning from the University of Cincinnati.

Janet Protas

Dallas, Texas

Over the course of a 25-year real estate career that has included both institutional and principal-level startup experience, Janet Protas has developed, redeveloped, and/or repositioned over 20 million square feet of real estate valued at more than \$4 billion, and worked on some of the country's most high-profile and distinguished assets.

Protas works for the city of Dallas, focusing on effecting change in underserved areas via economic development initiatives. Her present work includes partnering with a local university to bring development to the economically disadvantaged area surrounding its campus and the transformation of 250 acres of underused parkland into a high-density, mixed-use development.

Previously, Protas was the principal-in-charge of real estate development for a New York-based investment company. Under her leadership, the company established

a presence in three major markets and a pipeline of projects with a market value of over \$400 million. Prior to that, she developed infill projects in the Chicago area, including the successful redevelopment of a former bakery into condominiums in Chicago's West Loop.

Her highest-profile work was overseeing the retail redevelopment of the World Trade Center in Manhattan, where she is credited with putting in place and executing the plan that transformed the 350,000 square feet of retail at the World Trade Center from convenience retail to destination retail, increasing revenue, profitability, name recognition, and market share.

Protas holds a master of business administration degree from the Wharton School of the University of Pennsylvania and an undergraduate degree from the University of Texas. An active member of the Urban Land Institute, she is a past chair of the Urban Revitalization Council and is the present chair of the Women's Leadership Initiative for the North Texas District Council.

She has served on the board of directors of New York State Special Olympics and is an alumna of Leadership New York. Her speaking experience includes guest lecturing at the Wharton School, Columbia University, and Southern Methodist University, as well as various industry events.

Lyneir Richardson

Newark, New Jersey

Lyneir Richardson is the chief executive officer of Brick City Development Corporation (BCDC), with overall responsibility for real estate development, business attraction, and small and minority business development in Newark, New Jersey. Over \$1.5 billion of investment has been announced, commenced, and/or completed under Richardson's leadership since he joined BCDC in 2009. BCDC recently won the Gold Excellence Award for Public/Private Partnerships from the International Economic Development Council (IEDC). This designation is the highest

level of achievement awarded by the IEDC to an economic development organization.

During Richardson's tenure, BCDC has also been certified by the U.S. Department of the Treasury as a Community Development Financial Institution (CDFI), formed a new loan fund for small businesses in partnership with Prudential Financial and New Jersey Community Capital, and launched a successful technical assistance program for hundreds of Newark entrepreneurs. BCDC now administers \$22 million of lending capital.

Richardson has nearly 25 years of experience as an attorney, an entrepreneur, and a corporate executive. Before becoming the CEO of BCDC, he was vice president of urban development at General Growth Properties Inc. There, Richardson led the national initiative to bring high-quality shopping centers to ethnic neighborhoods in large U.S. cities. Prior to working for General Growth, he founded Lakeshore Development & Construction Company and was recognized by the U.S. Small Business Administration as entrepreneur of the year for his work as a real estate developer in metro Chicago. Richardson started his career as an attorney for the First National Bank of Chicago, negotiating and drafting documents for real estate and commercial lending transactions.

Richardson is a graduate of Bradley University and the University of Chicago Law School. He is state alliance cochair of the International Council of Shopping Centers and has served on numerous nonprofit and civic boards and commissions.

A ULI Advisory Services Panel Report



1025 Thomas Jefferson Street, NW
Suite 500 West
Washington, DC 20007-5201

 Printed on recycled paper.