AN ADVISORY SERVICES PANEL REPORT

Oak Creek Wisconsin

Urban Land Institute
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Oak Creek Wisconsin

Reinventing the Lakeview Village Area

September 21–24, 2009
An Advisory Services Panel Report

Urban Land Institute
1025 Thomas Jefferson Street, N.W.
Suite 500 West
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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 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. 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.

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Cover photo: City of Oak Creek, Wisconsin

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, brownfields 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 panel assignment is intensive. It includes an in-depth briefing composed of a tour of the site and meetings with sponsor representatives; hour-long 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 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, academicians, 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

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Particular thanks also go to Jerry Franke and his team at WISPARK, who were the driving force behind this panel effort.

The panel would also like to thank the more than 40 stakeholders, citizens, business leaders, and community organizations who participated in this panel. Despite all the priorities and work facing the Oak Creek community, these people were unsparing of their time and involvement.

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Background and Panel Assignment

Oak Creek, Wisconsin, a city of approximately 35,000 people, is located six miles south of downtown Milwaukee. In cooperation with WISPARK, the development arm of Wisconsin Energy, the city government is considering redevelopment ideas for the Lakeview Village site—approximately 250 acres located along the shores of Lake Michigan on the eastern extremity of the city. This site, which includes seven major and several minor properties, all separately owned, has a long history of use for a variety of older industrial purposes, including chemical and metals manufacturing. Although all such uses have long since ceased active operations, their residual effects still pose environmental issues for the reuse of the site.

The panel's approach was to organize its recommendations in light of the following questions posed by the sponsor:

- What are the highest and best uses of the land in the Lakeview Village area?
- What is the best way to develop the site in a manner that maximizes its lakefront location?
- How important is the presence of commuter rail?
- What is the most appropriate street system?
- What implications or impacts do the wastewater treatment plant to the north and the coal-fired power plant to the south have on the development potential of the site?
- Can Bender Park add anything to the development of the site?
- What properties to the west of the site should be incorporated into the redevelopment effort?
- What is a practical time frame in which to undertake a development project of this scale?
- What "catalytic" projects should be considered to spur development in the early stages?

Location map.

- What impacts do the environmental conditions have upon development?
- What can be done to incorporate sustainable design practices into the development of the site?
- What is the best approach to the development of the site?

History and Background

Because of its proximity to Lake Michigan and to the railroad, the Lakeview Village site has been used for a variety of industrial, commercial, and residential

Regional map.

uses for more than 125 years. Called Carrollville, the area was the first part of the city of Oak Creek to develop with industry; its first industrial use was a distillery. In 1897, some 17 prominent tanners in Wisconsin, Michigan, and Illinois decided to establish a glue works on the site that could process the leather offal that was the byproduct of their businesses. The company town of Carrollville developed around the glue works and the later development of the Hynite (high-nitrogen fertilizer) factory. Later, chemical and manufacturing uses located in the area because of the concentration of heavy industrial uses. Over time each of these uses declined, leaving 250 acres of contaminated land with unprecedented views of Lake Michigan.

Background Issues Considered

The panel feels that a number of on- and off-site issues, both physical and market related, will influence any redevelopment strategy and design. Those issues include the following:

- Oak Creek is predominantly a middle-income community, with a median household income of $65,000 and a median housing value of $200,000.
- Significant areas of developable land for single-family residential exist west of Highway 32, and significant areas for industrial/commercial uses lie closer to I-94 than the Lakeview Village site.
- Much of the site needs significant environmental remediation, which is costly and will limit both the total acreage for and the type of development.
- Limited east-west roadway connections exist from the city business center and I-94 to the site.
- Bender Park has not been activated and therefore does not draw people to this eastern portion of the city.
- Implementation of the Kenosha-Racine-Madison (KRM) commuter rail line is still unclear; in the best-case scenario, it will not be in operation until 2015 or 2016.
- Constraining topography and public access requirements limit the use of the lakefront for private, higher-value uses.

The influence of the planning constraints noted here leads the panel to suggest both a strategic process and a series of tactical steps for the Lakeview Village site. The objective of the panel's recommended approach is to redevelop the site in a way that is environmentally sensitive and focused on new technologies and living styles that are sustainable. Pursuing this goal would enable the city government to reverse the influences of many years of uses that degraded the site and to set an example for new, greener uses. The mayor's description of Oak Creek as "where the country meets the city" would be expanded to "where the country meets the city in an environmentally positive way."

Summary of Recommendations

After an intense three days of tours, presentations, interviews, and work sessions, the panel formulated the following recommendations:

- Aggregate and put under control the various land parcels. Such control can be in varying formats, including fee ownership, joint venture, or alliance with existing landowners under development agreements.

Fifth Avenue was once an active, vibrant street with a mix of housing and industrial and commercial establishments catering to the factories on the Lakeview Village site. This view, looking to the northwest, shows some of the vacant properties that once constituted Carrollville. The structure at the far right is a general store, now converted to residential use.

This sketch shows the proximity of the Lakeview Village site to the airport, Lake Michigan, and Interstate 94.

- Begin to think of the Lakeview Village area as two distinct, albeit connected sections, each focused on a different land use catalyst. The northern catalyst should be marketed for primarily nonresidential use; the southern catalyst should focus on a dynamic, mixed-use, transit-oriented development (TOD).
- Complete the investigation of environmental conditions, finalize remediation plans, estimate costs to remediate, negotiate cost responsibility with the various landowners, and implement remediation (even to the extent of funding such remediation, with repayment through litigation or federal funding).
- Actively promote the approval, funding, and implementation of the KRM commuter rail line, with a station stop near Ryan Road.
- Work with the county to activate Bender Park.
- Improve access to and within the area.
- Create a redevelopment commission or corporation that focuses solely on the redevelopment of the Lakeview Village area, with sufficient funding and authority to implement recommendations.
- Hire a project manager who is given the authority to carry out the commission's directives.

A view of Fifth Avenue at Depot Road, looking to the southwest. Taverns along this avenue were once an integral part of the factory workers' lifestyle.

Finally, although surrounding areas were not part of the direct assignment, the panel members believe that the successful implementation of the Lakeview Village project as well as the city's future would be well served by actively pursuing the reuse of the Delphi facility for a mixed-use town center that would provide a walkable downtown area with civic, entertainment, office, and residential uses (possibly including housing for seniors). This would give the city an identifiable center that creates a sense of place, unlike the current strip-style business district, and enable it to control the reuse of a major land parcel in the middle of its commercial heart.

Market Potential

Understanding the socioeconomic trends in a study area is an invaluable part of a ULI panel's effort. ULI believes that successful urban planning and land use policy can best be described as public action that enerates a desirable, widespread, and sustained private market reaction.

The Current Situation

In the real estate environment of 2009, the market in Oak Creek for developing new, high-end housing—whether single-family, townhouse, or condominium—is limited. The market for developing new office, retail, and industrial space serving local businesses is also limited.

It is important to note that the absence of a current market for new space in Oak Creek is not simply a function of the national economic recession. Rather, it is a function of external economic forces in Milwaukee County combined with internal socioeconomic factors in Oak Creek that prevent new development opportunities from occurring in the short term. The panel estimates that a market for these land uses does exist in the longer term.

In view of these regional economic conditions, the location and viewshed of the site would not be sufficient to overcome existing market limitations even if the environmental conditions at the site were remediated to a satisfactory level. The supply of residential and nonresidential land in the city is greater than the demand for new development.

Demographics

Although Oak Creek's population has increased roughly 24 percent in the past 20 years—from 28,456 in 1990 to an estimated 35,223 in 2009—its median household income has increased only 3.3 percent, from $62,921 in 2000 to an estimated $65,016 in 2009 (in 2007 dollars). Within a one- to three-mile radius of the Lakeview Village site, the median disposable income ranges from a low of $48,975 to a high of $50,579 (exhibit 1).

Employment

Employment in Milwaukee County (as measured by place of employment) continues to reflect the historical nature of Midwest counties, with a sizeable share of the employment base concentrated in the

Exhibit 1.
Demographics: Oak Creek, 2000 and 2009 (Estimated)

			Radius from Site		
	2000	2009	1 Mile	3 Miles	5 Miles
Population[a]	28,456	35,223	3,015	31,626	66,124
Households[a]	11,239	13,525	1,132	12,375	27,290
Median Household Income (Dollars)[b]	62,921	65,016	—	—	—
Median Disposable Income (Dollars)	—	—	48,975	50,579	49,663
Per Capita Income (Dollars)[c]	27,596	28,516	29,023	28,697	29,480

Source: ESRI and infoUSA; City of Oak Creek, Lakeview Village briefing book.
Notes: — = not available.
a. U.S. Census 2008 estimate.
b. U.S. Census 2008 estimate (in 2007 inflation-adjusted dollars).
c. U.S. Census 2000 per capita income, adjusted to 2007 dollars.

Exhibit 2.
Employment Data: Milwaukee County, 2008

Employment Sector	Number Employed	Share of Employment Base (%)
Retail	119,634	25.99
Office	213,785	46.44
Industrial	104,734	22.75
Other	22,220	4.83
Total	460,373	100.00

Source: Bureau of Labor Statistics.

Exhibit 3.
Industrial Space, Milwaukee County, Q2 2009

Submarket	Total Inventory (Sq. Ft.)	Total Area Vacant (Sq. Ft.)	Vacancy (%)	Absorption[a]
Downtown	12,309,751	1,267,438	10.30	90,090
North Central	10,703,495	1,001,224	9.35	7,606
North Shore	6,939,855	848,960	12.23	154,780
Northwest	18,678,819	2,013,526	10.78	122,648
South	22,249,599	1,715,586	7.71	257,648
South Central	9,347,263	1,035,673	11.08	(47,102)
West	13,563,053	1,388,107	10.23	106,136
Total	93,791,835	9,270,514	9.88	691,806

Source: The Dickman Company, Inc., "Southeastern Wisconsin Industrial Market Report, Second Quarter 2009."

Note: a. Reflects the amount of space absorbed. A negative number reflects new vacant space added to the market.

Exhibit 4.
Office Space: Milwaukee County and Metropolitan Area, Q2 2009

Submarket	Total Inventory (Sq. Ft.)	Total Area Vacant (Sq. Ft.)	Vacancy (%)	Year-to-Date Absorption[a]
Downtown	12,477,627	2,451,384	19.65	43,238
Central	4,633,481	868,711	18.75	96,154
North	2,734,089	532,784	19.49	22,064
South	696,968	141,295	20.27	(12,055)
West	6,492,189	916,509	14.12	76,354
Northwest	1,392,790	218,463	15.69	(8,790)
Total	28,427,144	5,129,146	18.04	216,965

Source: Inland Companies, Inc., Milwaukee.

Note: a. Reflects the amount of space absorbed. A negative number reflects new vacant space added to the market.

industrial employment sector. As of 2008, the county's employment in that sector was 22.8 percent.

Industrial Space

In the second quarter of 2009, Milwaukee County had 93.8 million square feet of industrial space, with an average vacancy rate of just under 10 percent. The industrial base in the South submarket (which includes Oak Creek) was slightly more robust, with a vacancy rate of 7.7 percent (exhibit 3).

Office Space

In the second quarter of 2009, Milwaukee County had 28.4 million square feet of office space, with an average vacancy rate of 18.04 percent. The office space in the South submarket fared slightly worse, with a vacancy rate of 20.3 percent (exhibit 4). The amount of vacant office space in the quarter increased by 12,055 square feet, while all other office submarkets in the Milwaukee County metropolitan area (with the exception of the Northwest submarket) absorbed office space.

Retail Space

In the second quarter of 2009, Milwaukee County had 15.1 million square feet of retail space, with a vacancy rate of 11.7 percent. The amount of retail space in the Southeast submarket (which includes Oak Creek) was slightly better, with a vacancy rate of 9.1 percent (exhibit 5). The strongest retail market was the North Shore submarket, which had a vacancy rate of 5.5 percent, while the weakest retail market was the Northwest submarket, which had a vacancy rate of 20.4 percent.

Summary of Market Potential

The potential demand for residential, commercial, and office space over a 15-year period is limited. Although retail is one of two major employment sectors in Oak Creek, the sector predominantly serves local consumers, not regional ones. That residents travel elsewhere for major retail purchases is not an indication that the demand for these retail services is greater than the supply; instead, it indicates that the city lacks a sufficient number of households with a sufficient median household income to attract national retailers.

Exhibit 5.
Retail Space: Milwaukee County, Q2 2009

Submarket	Total Rentable Area (Sq. Ft.)	Total Area Vacant (Sq. Ft.)	Vacancy (%)
Downtown	747,288	12,778,625	17.10
East Side	280,918	4,466,596	15.90
North Central	689,243	3,790,837	5.50
North Shore	2,096,431	15,723,233	7.50
Northwest	2,253,499	45,971,380	20.40
Southeast	1,990,087	18,109,792	9.10
South Central	2,017,273	19,365,821	9.60
Southwest	3,610,971	42,970,555	11.90
West	1,433,445	13,044,350	9.10
Total	15,119,155	176,221,187	11.66

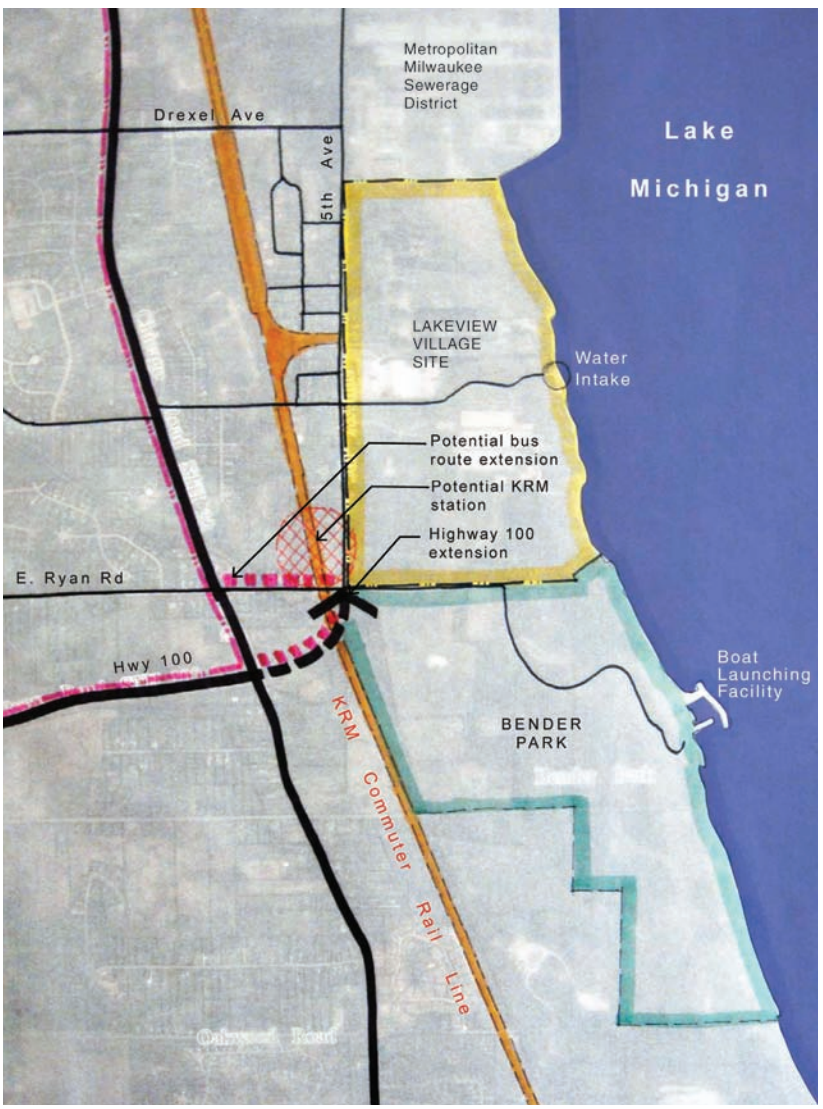
Source: CB Richard Ellis. MarketView Milwaukee Retail, Second Quarter 2009.

The land uses supporting employment in the industrial sector are primarily in the transportation and logistics subsectors (trucking and warehousing). These uses are located along the major transportation routes in Oak Creek. Given the current vacancy levels in the industrial sector, any new development for industrial land use in the city is unlikely to be located away from those routes. In conclusion, the panel sees that the growth patterns of Oak Creek will remain consistent: The solid industrial base is more than adequately provided for, with a sufficient land inventory that includes very desirable areas located near the interstate highways. Office demand is limited and retail needs are primarily local-serving ones. There is sufficient land in the city and in the rest of the county to meet most residential project needs. In short, there appear to be no specific external drivers for the Lakeview Village site.

Planning and Development Strategies

Transportation improvements such as extension of Highway 100 and the proposed commuter rail station will play an important role in breathing new life into the area.

The panel's strategy for redevelopment of the Lakeview Village site is to maximize the potential to leverage the positive site attributes and opportunistic market potential. Rather than a single, "silver bullet" solution, the strategy entails a series of complementary initiatives that together will enable incremental development of the site, based on a series of discrete yet interlinked catalysts:



- Creating a northern catalyst of industrial, institutional, and commercial uses;
- Creating a southern catalyst of TOD and mixed-use development;
- Re-creating the Carrollville village;
- Developing TOD around the KRM commuter rail station; and
- Activating Bender Park.

Northern Catalyst

The panel recommends that the northern section of the site be developed for a catalytic commercial or institutional development that will provide a northern anchor for the overall redevelopment of the study area. The development on this site needs to be a use that is regional, sustainable, and architecturally significant.

The northern section consists of the Oak Creek Storage & Handling property (the former Peter Cooper site), the Connell Limited Partnership property (the former Wabash Alloys, Vulcan, and Beazer site), the Fifth Property LLC parcel (the former Hynite site), and the city of Oak Creek's water intake property.

The total area of this section of the site is approximately 121.5 acres. The city property, which is mostly lower in elevation than the surrounding properties, establishes a topographical separation between the northern and southern sections of the study area. The environmental conditions of the individual properties in this section—and therefore their development readiness—vary dramatically.

Cooper Property

The Oak Creek Storage ("Cooper") property is 80 acres. On the basis of panel interviews, no significant environmental issues are expected on this property. It will be suitable for redevelopment in the near term (one to two years) for commercial and industrial uses. It is the panel's understanding that residential

uses, particularly single-family detached residential development, would not be suitable without substantial additional remediation.

The property is generally level and has frontage on both Fifth Avenue and Lake Michigan. The owner, who has been actively engaged in the site redevelopment process, has received grant funding from the Wisconsin Department of Natural Resources (DNR) to conduct site assessment activities and has an active sludge-recycling operation as a tenant. The owner is also in the process of demolishing the majority of the buildings on the site, further enhancing the development readiness of the property.

Fifth-Hynite Property

The former Hynite site (the "Fifth property") is approximately 8.1 acres. Its environmental condition is not well understood; however, given the past uses of the property, it is anticipated that more detailed investigation and at least some amount of remediation will be required to bring this property to shovel-ready status. The property is located at the end of Depot Road and lacks visibility toward Fifth Avenue, although it has excellent shoreline frontage.

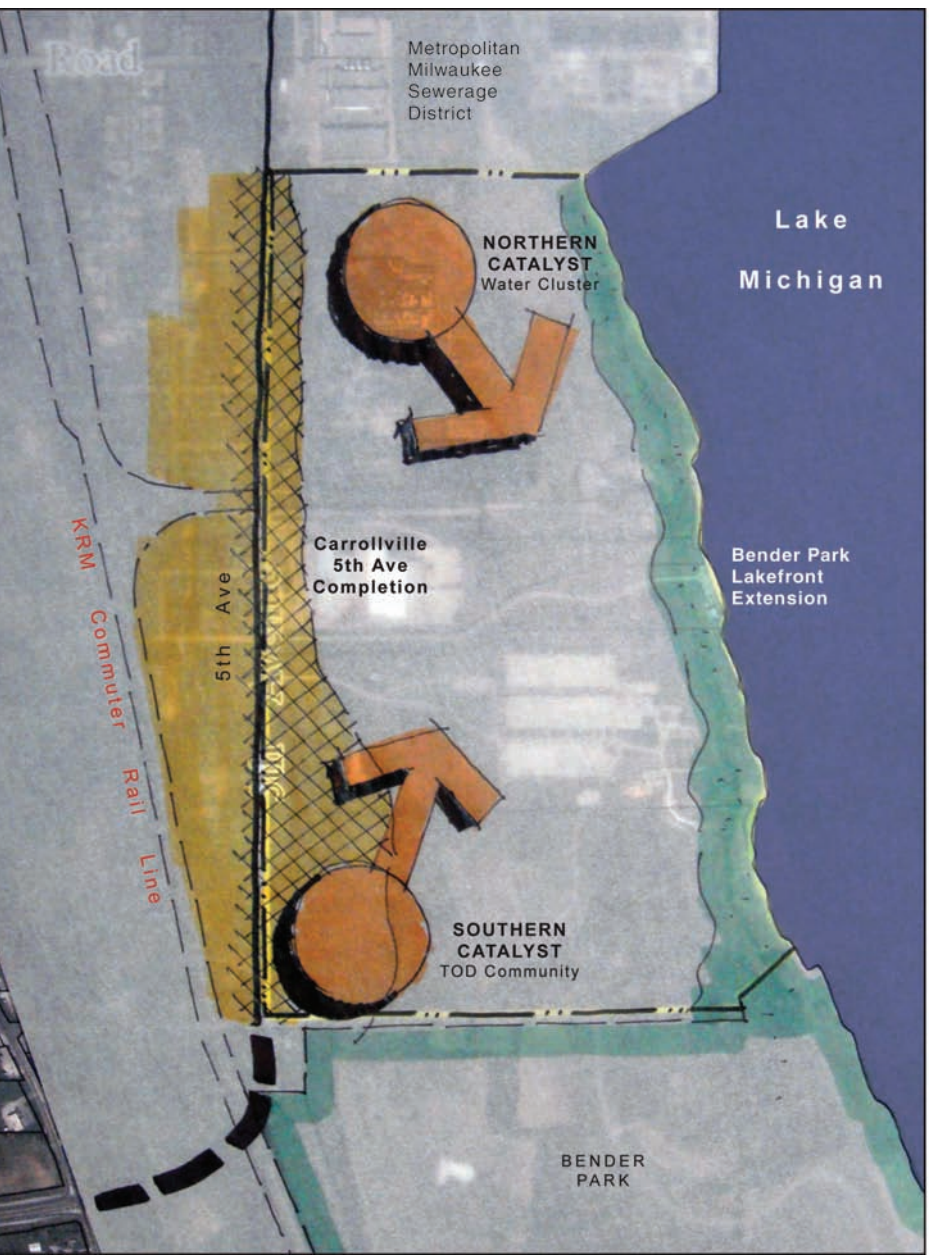
City Property

The city's water intake property is a long, narrow stretch of approximately 11 acres. Contamination issues from past and neighboring uses will need to be addressed. Although this property is not a candidate for redevelopment, it may be used as a public access pathway to the Lake Michigan shoreline and as an east-west connection to the proposed linear park on the shoreline. The property slopes toward the lake and essentially sits in a ravine between the adjoining properties.

The panel believes that removal of the buildings and remediation of the Connell property (top and above) will improve the chances of attracting new users to the Lakeview Village site.

Connell Property

The Connell property is approximately 22.5 acres, with significant frontage along Fifth Avenue, from which the large, abandoned industrial buildings on the site are very visible. The property is one of the most environmentally challenged parcels in the study area, with visible evidence of soil contamination, although detailed characterization of contaminants is not available. The convoluted history of owners and contributors to the contamination complicates remediation efforts.



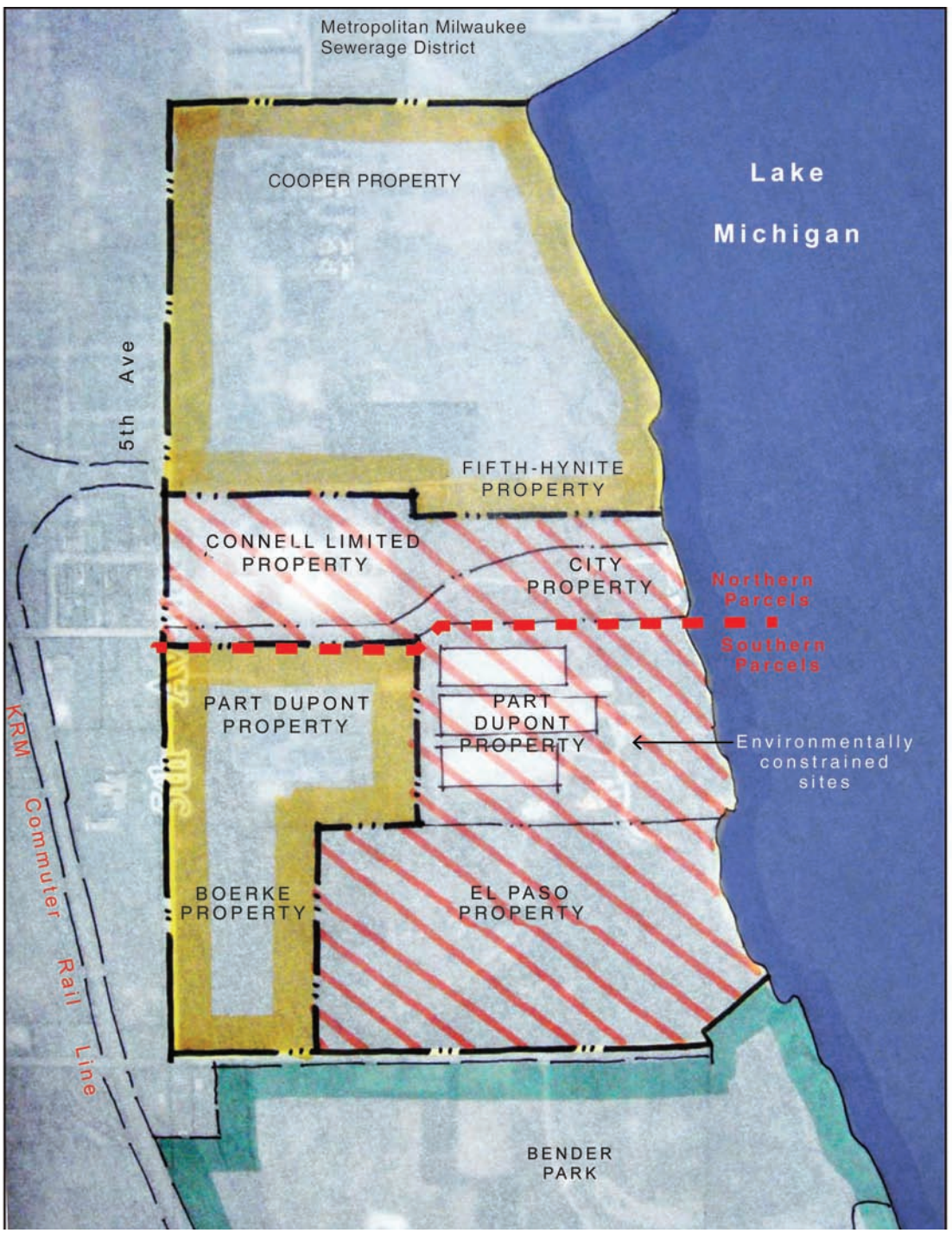
This illustration shows how the northern and southern catalysts can grow together to fill in the site.

Northern Catalyst Development Strategy

The key development strategy for the northern portion is to focus on the attraction of a catalytic development or set of uses to the Cooper property. The use should leverage the property's location on Lake Michigan, help to thematically brand the entire study area as a green or sustainable development, and establish a regional facility that will attract users and visitors from throughout the seven-county greater Milwaukee region. The use needs to be broader in scope than the city of Oak Creek. Examples of the type of development that would meet this objective include a major water-related research and development facility, a corporate headquarters, and a green campus for environmental or renewable energy-related research, management, and production.

In particular, the panel believes a significant effort should be made to attract the University of Wisconsin at Milwaukee School of Freshwater Sciences advocated by the Milwaukee 7's Water Council, the proposed water research park and incubator, or secondary research, engineering, and educational facilities related to the overall regional objective of enhancing the growth of water-related industry clusters. It is possible that a company with a strong desire for a waterfront location for its corporate headquarters or major back-office facility could be attracted to the site.

The panel believes it is premature to speculate about the potential uses or types of development that are appropriate for the remaining properties in the northern section until there is more clarity about their environmental condition. The short-term strategy is to prepare these properties for future development. While the process of attracting a catalytic user to the northern section is underway, the time-consuming process of investigation, remediation, and preparation of the remaining properties should be undertaken. Demolition of the remaining buildings on the Connell property should be undertaken immediately. Streetscape improvements along Fifth Avenue and shoreline access creation, bluff stabilization, and landscaping should be undertaken in the next few years as redevelopment plans become more clear, in order to begin the long, slow process of changing the public perception of the study area.



The properties that make up the Lakeview Village site have a diverse, sometimes convoluted ownership pattern. The focus in the north is redevelopment of the Cooper property, its relationship with the Milwaukee Metropolitan Sewerage District site, and the re-creation of old Carrollville. The focus in the south is on the western ends of the DuPont, Boerke, and El Paso properties in conjunction with the proposed commuter rail station on the west side of Fifth Avenue.

The integration of sustainable design principles is critical for the entire study area, and opportunities to incorporate renewable energy facilities should be explored in order to brand the development as a green project and to enhance the distinction of the site within the regional context. Vehicular access from the north and west needs to be improved, although it may not need to be as significant as whatever access improvements are made in the southern portion of the study area.

Temporary or interim uses that do not preclude capturing the anchor development should be encouraged, especially uses that are consistent with the sustainable or green development theme or that will increase activity in and public use of the area. Composting, recycling operations, or a greenhouse fueled by bio-methane produced at the adjacent Milwaukee Metropolitan Sewerage District facility would provide short-term income, start the green branding process, and begin to activate and build awareness of the area.

Southern Catalyst

The panel recommends that the southern section of the study area be developed as a TOD adjacent to the proposed KRM commuter rail station. The TOD would be both a new traditional neighborhood development (TND) that attempts to re-create the appropriate portions of old Carrollville and an interpretive extension of Carrollville in relation to the new station. The development on this section needs to be a use that is local and sustainable, and the architectural elements should acknowledge the historical patterns of the Carrollville neighborhood. The development should also be designed to take bold advantage of nearby Bender Park.

The southern section of the Lakeview Village site comprises the area south of the city-owned parcel. In order to maximize the impact of the strategic plan, the panel recommends extending the study area to include other immediately adjacent areas. Parcels in the southern catalyst include the DuPont, El Paso, and Boerke properties.

DuPont Property

This 57-acre property at the northern part of the southern section extends from Fifth Avenue to Lake Michigan. Except for the bluff at the lakeshore, the property is essentially flat and devoid of vegetation. All buildings have been removed, although the foundations of the major building have been retained as part of the remediation and containment of the pollution from the original use. For the purposes of brownfields work, the site has been divided generally into eastern and western portions, using the western edge of the concrete slabs as the line of demarcation.

The eastern portion comprises the area from east of the westernmost portions of the concrete slabs to the bluff, with the exception of a bump-out that was a coal dumping area. The area under the slabs is considered contaminated to an extent that is not determinable, so the current approach is to limit any future development on this entire parcel to passive recreational uses. Remediation for such uses would entail covering the slab with two to three feet of fill, either level for potential playing fields or undulating for more visual interest. In any case, no vertical development is anticipated at this time on this portion.

The western portion of the property, from west of the slabs to Fifth Avenue, is deemed to be relatively clean, with the exception of the topsoil. The recommended treatment plan is to remove six inches of topsoil, potentially moving it to the eastern portion to use as fill to cover the slabs. Residential development could be permitted with this remediation plan. Any vertical development is deemed to be limited to this western portion—about 25 acres, or a little less than half of the property.

DuPont is optimistic about obtaining closure on the regulatory process in the relatively near future. The city government would like to see the bump-out related to the coal deposits removed (perhaps as part of the cover for the slabs), to increase the developable area to the west of the slab edge. The DNR is interested in additional studies of what is under the slabs to ensure that there is no potential for further contamination. It seems logical that the result will be pursuit of the compromise resolution: a Voluntary Party Liability Exemption (VPLE), which would clean the site to a level that permits certain uses but not others and would provide the owners with some assurances that would exempt them from further liability. In order for the city government to agree to a VPLE, the expectation is that it would receive some kind of monetary payment.

An additional issue that has not been addressed is the bluff erosion; this is also true for the El Paso site. Erosion control could take one to three years.

El Paso Property

The El Paso property, which comprises 57 mainly forested acres, has been the object of cleanup action and bluff and shoreline protection by the Environmental Protection Agency (EPA). The arsenic pits were excavated to 15 feet and capped. The middle area of the property has title restrictions on any changes. The main area, to the east of the southerly pit, is partially wet. The entire site is limited to

commercial and industrial uses. Further analysis will be needed to determine whether additional land is suitable for vertical development; however, it would appear that roughly 20 acres to the west of the remediation line are developable.

The bluff erosion control project graded the bluff and built a boulder rip-wrap along the shoreline. An access road winds down the slope to the water, presumably for shoreline maintenance, although it may allow for other uses on the water's edge over time.

El Paso is expecting to receive either a closure or a VPLE in the relatively near future. The company would like to turn the property over to some other entity and move on.

Boerke Property

The Boerke property comprises 22 mainly wooded acres at the corner of Fifth Avenue and Highway 100, across the street from the proposed location of the commuter rail station. According to the parcel owner, the property is clean and not subject to environmental cleanup. The northern portion abuts the developable portion of the DuPont property, making for a contiguous developable streetfront of 2,000 feet. That stretch comprises about 45 acres for potential residential development plus 20 acres for potential commercial industrial development on the western side of the remediated line on the El Paso property, making for a total developable parcel of almost 90 acres from the Boerke and DuPont properties.

Southern Catalyst Development Strategy

The key development strategy for the approximately 65 acres in the southern section is to leverage the synergies with the KRM rail station. As with the northern catalyst, the integration of sustainable design principles is an important part of branding the area and should be foremost in any development proposal. In the near term, shoreline access, bluff stabilization, and landscaping in the eastern portions of this section should be undertaken soon, in order to begin the long, slow process of changing the public perception of the study area. For the developable portions of this section, the panel recommends the following guiding principles.

Explicitly Acknowledge Environmental Constraints

Given the history of the Lakeview Village site and the relatively extreme environmental issues on most of the study area, the panel thinks that a creative approach to remediation of the site should be developed, with the assistance and oversight of the DNR—an approach that is linked to the agreed-upon final use of the property and is consistent with the city government's vision. The site should be cleaned up to a point deemed acceptable to the DNR's standard of allowed uses. The city government should take these issues as givens in planning the highest and best use for the conditions. This approach does not preclude innovative applications of use types, however.

Work with Landowners to Encourage Cooperation/Partnership

Some landowners have shown good faith efforts in taking responsibility for cleanup efforts and, in some cases, have spent millions to redress contaminated areas. Their efforts should be celebrated and acknowledged, by working diligently to come to conclusion on the disposition of those properties.

Retain Viable Building Structures

Although the majority of the buildings and subterranean structures should most likely be razed or removed, some may indeed have some value for different uses in the future. Structures that are sound or are prohibitively expensive to remove, such as the DuPont slabs, should be retained as long as possible, until other development plans or remediation plans are known. Suggestions for interim uses of the slabs area include indoor recreational structures for soccer, hockey, and baseball that appeal to a regional market; multifunctional areas for special events that capitalize on the view; and an international indoor winter recreation center.

Use Realistic Time Frames

Given the size of the southern section and the multiple agendas that must be met to make this plan viable, key components will need to be phased to be consistent with the projected and potentially changing time frames of public agency actions. For example, the best-case scenario is that the commuter rail station could be operational in 2015 or 2016, so the timing of the planning for the TOD around the station needs to be phased in that time frame.

Create Interim Uses

Because this project will be phased over a relatively long time frame, planners should encourage interim uses that create interest and excitement and a sense of progress on the site. As the vision takes shape, some lower-intensity uses may be phased out and higher-intensity ones phased in.

Program Site Improvements to Generate Excitement

The view from the bluffs on the DuPont and El Paso properties is dramatic. In order to attract the kind of uses planned for in the development strategy, the responsible entity needs to stage events that show progress and generate a sense of excitement that the project is getting off the ground. The panel suggests that perhaps some of the WISPARK funds should be committed to a project that will begin to show the potential of the site—for example, construction of a portion of the bike path along the bluff—if that is consistent with the overall goals of the WISPARK commitment to the city.

Create Synergy among Proposed Uses

Development on the site is planned to be sustainable and oriented to future industries. These new uses should be complementary and generate synergies. For example, one of the businesses that the sewage plant is proposing would put "high strength" waste into its digesters to produce more methane gas. This additional methane could be used to heat a winter recreational facility built on the concrete slabs on the DuPont property as well as other buildings that are constructed in the study area.

Expanded Study Area Considerations

To complete an objective look at the study area, the panel members felt it was necessary to consider surrounding parcels that are heavily influenced by the Lakeview Village site or that have significant influence on it. The panel therefore expanded the study area to include old Carrollville, the proposed commuter rail station, and Bender Park. The following subsections cover some suggestions about these areas.

Carrollville

Situated to the west of Fifth Avenue and outside the study area, Carrollville is the last surviving remnant of the old company town that sprang up around the industrial uses to the east. As such, it retains some quaint characteristics of an earlier era and consequently could be celebrated in the future land use plan. The land plan is basic and the architectural character is early 20th century, a pattern often repeated in similar company towns around the country. A new subdivision on larger lots with larger houses has been constructed to the north, faintly replicating the old model of development.

The new Carrollville, especially on Fifth Avenue and closer to the KRM rail station, should be much more faithful to the original pattern of Carrollville, with smaller lots and houses built closer to the street. It should include a mix of housing styles that can accommodate a mix of incomes. To accommodate this development pattern, the panel suggests allowing TND/TOD development on the eastern side of Fifth Avenue south to the proposed train station location, where the "new urbanism" model should be applied as a TOD.

KRM Rail Station

The proposed KRM commuter rail would run on the right-of-way immediately adjacent to the southwest corner of the study area. A small triangle on the northwest corner of Highway 100 and Fifth Avenue, just outside the study area, would become the station and parking lot.

Restrictions on residential development on the eastern portions of the DuPont and El Paso properties, coupled with the lack of constraints on the Boerke property, point naturally to a higher-density residential concentration adjacent to the station location, making it a perfect TOD site. The exact size of the residential and retail components will be determined by the types of development in the rest of the southern section. A significant effort should be made to compare and evaluate the appropriate mix of uses for the area. Numerous examples and analogs from around the country have succeeded with less urban, more suburban-style commuter rail stops. As a matter of course, suburban locations such as this one have primarily residential uses with complementary commercial uses.

The short-term strategy is to prepare these sites for future development. A robust bus feeder system should be provided so that the areas around the sta-

Development of the lakefront at Bender Park (left) and stabilization of the El Paso property along the shoreline (below) are a good start to opening up access to the lake. Creation of a lakeside trail would activate the park and announce the commitment of the city, county, and landowners to high-quality redevelopment of the site.

tion site are not overwhelmed with surface parking and so that in future the site can act as a transshipment point for commuters going to Milwaukee, Racine, and Kenosha. A suburban location like this should also include appropriate open space as a focal point for activity near the station, such as a village square or plaza. An architectural theme, perhaps picking up the desirable elements and components of old Carrollville, should be part of the design guidelines for these sites.

Bender Park

Bender Park has been planned for more than 20 years as a large-scale county recreational facility. The current plan calls for a golf course and sports facilities for tennis, baseball, and soccer. The panel believes the park has the potential to include an international recreational facility.

Milwaukee County has undertaken a comprehensive shoreline protection program and provided access to Lake Michigan by a winding access road down the bluff and a relatively large (three-boat) launch ramp, pavilion, and parking area. Other than the establishment of some walking trails, little has been done on the upland area west of the bluff. Access to the bluff

itself is limited, and views through the forest lining the bluff are nonexistent.

Because this area was purchased as a regional recreation resource for the entire county, the panel believes that at least the shoreline portion should be improved for walking and bike riding. The entire length of the park should be planned in conjunction with the southern section of the study area—and eventually the northern section, as the ultimate users there are identified—making for a contiguous regional resource almost two miles long.

Implementation

The preceding sections of this report outline an ambitious approach to helping define, leverage, and develop the Lakeview Village site. Implementation of the panel's suggestions will require the city government to take firm and focused action on a number of fronts, including some organizational initiatives, in addition to the spatial recommendations mentioned above.

Organizational Implementation

The panel recommends the creation of a redevelopment corporation or commission whose sole purpose is the redevelopment of this site. This entity should provide organizational continuity over the long-term development horizon, expertise pertinent to the challenges of the study area, and stakeholders who are vested in the success of the development plan, as well as a breadth of perspective and a wider lens through which to view the development opportunity. Potential members include representatives from the city government and WISPARK; county, state, and federal officials, particularly environmental and economic development officials; regional planning and business attraction organizations, such as Milwaukee 7 and the Southeastern Wisconsin Regional Planning Commission; as well as key property owners and business and civic leaders.

The redevelopment commission should engage an experienced development professional to serve as the project manager. Although continued support and oversight from the city administrator, director of community development, and elected officials from Oak Creek is essential, many other projects and responsibilities engage their time and attention. Because the Lakeview Village project is poised to move from the planning to the development stage, it requires the concentrated attention of a seasoned real estate professional.

The panel believes a full-time project manager is needed to aggressively move the project forward, to juggle the multitude of issues and tasks, and to monitor the development paths for the various properties in the study area. The project manager should have a strong real estate development background, with experience working on brownfields and environmentally challenged properties. The redevelopment commission and the project manager need to have sufficient authority and budget to secure the services needed to advance the project, such as environmental assessments, legal surveys, preliminary design plans for project improvements, review and negotiation of remedial action plans with regulatory agencies and property owners, and the like.

Northern Catalyst

A focused, collaborative effort will be required to attract a major catalytic development for the Cooper property. To implement this effort, the redevelopment commission and the project manager will need to form an alliance with the current property owners. Doing so will include participating financially with marketing materials development and prospective site planning, teaming on sales calls and presentations to potential prospects, and assisting with the short-term site improvements necessary to make the property attractive to potential investors, particularly those improvements with a public purpose, such as public shoreline access and the Fifth Avenue streetscape.

The project manager will need to prepare a package of potential development incentives and be ready to finance necessary on-site and off-site improvements, such as access and utility infrastructure, to close the deal with potential prospects. Among the site attributes that may be attractive to the proposed water research and incubator campus are proximity to Lake Michigan, the Metropolitan Milwaukee Sewerage District facility, the Oak Creek water treatment and intake facility, and the Bender Park boat launch, as well as the views of Lake Michigan and proximity to the proposed KRM commuter rail station, the airport, and downtown Milwaukee.

The city government should continue the site investigation and subsequent site remediation it has already begun for the water intake property. As part of this process, it should also investigate the potential to open the property and a pathway to the lakeshore for public use, without compromising the safety and security of the city's water supply. This access way would link to the "ribbon" park proposed for the study area shoreline. Because this property is significantly lower in elevation than the surrounding properties, it offers one of the few opportunities within the study area for the public to get to the water. Because public access is critical for branding the study area as a waterfront site, a fishing pier or other opportunities to foster public interaction with the water should be explored for this property.

Preparation of the Connell property for future development will be a long and difficult process. Significant additional investigation is required. The remedial action is likely to be costly and extensive, and the history of multiple owners may well require complicated and lengthy legal proceedings. Notwithstanding the challenges, the Connell site remains a key property within the overall study area; it will be difficult to achieve the overall development objectives without improving the site's visual impact and cleaning the site to at least a restricted level for future development. This will require aggressive action by the city of Oak Creek, the redevelopment commission and project manager, and the environmental partners (the DNR and the EPA).

The city government should seriously consider all means available for acquiring the property, financing the investigation and remediation with resources available to it, and then seeking recovery of its costs from the responsible parties. Even this aggressive approach is likely to take several years to accomplish; a less aggressive approach could extend the development time frame significantly.

Given the long-term nature of the site remediation and preparation for this property, it is premature to suggest a use. Future market conditions, the progress of other redevelopment efforts in the study area to the north and south, the timing of the implementation of the commuter rail line, and other factors will dictate the highest and best use of the site. A land banking strategy will allow the city to hold the land in reserve while other redevelopment efforts in the study area progress and to use the area to support or complement the uses that appear to be most successful.

In the short term, it is absolutely imperative to demolish the remaining buildings on the Connell property as soon as possible, either with the property owner's cooperation or as a forced action though code enforcement or land acquisition. If the buildings remain, their location close to Fifth Avenue and their unsightly appearance will severely retard redevelopment efforts on adjoining sites as well as the potential revitalization of the adjacent Carrollville neighborhood.

Although the major transportation access to the project will occur at the southern end of the study area, improvements on Fifth Avenue north of the study area and the establishment of a second east-west access route, probably East Puetz Road, will be necessary. The purpose and scope of these suggested improvements are to improve traffic flow to the study area from the north, enhance the connection to the more developed areas north of the study area into the other south shore communities, and begin to transform the image of the site from a sleepy, rural, "whistle stop" to a more urban, dynamic, waterfront activity area.

Some of the first-year tasks that the project manager would undertake for the northern section of the study area are the following:

- Overseeing site investigation and development of a remedial action plan for the city water intake site;
- Scoping and establishing the form of alliance with the Cooper property owners;
- Assisting in the development of marketing and presentation materials to attract the catalytic project for the northern area, in particular marketing to the University of Wisconsin at Milwaukee and the Milwaukee 7 Water Council;
- Overseeing site assessments, remedial investigations, and preparation of remedial work plans for each of the sites, as appropriate;
- Facilitating and overseeing the demolition of the abandoned manufacturing buildings on the Connell property;
- Determining the best course of action to expedite the investigation and cleanup of the Connell property;

- Overseeing the design and construction of short-term landscaping and aesthetic improvements around the perimeter of the study area; and
- Soliciting and securing professional services for all these tasks.

Southern Catalyst

The redevelopment commission and the project manager will also need to form an alliance with the current property owners for the southern catalyst. Similar but separate tasks must be undertaken, such as preparing marketing materials, preparing prospective site plans, making sales calls and presentations to potential prospects, and assisting with the short-term site improvements necessary to make the southern section attractive to potential investors. Just as important to this section will be the preparation of a package of potential development incentives.

The initial short-term actions for the project manager for the southern catalyst include the following:

- Represent the city in initiating a new planning process for Bender Park that does not include a golf course but does include the potential for an international recreational facility.
- Manage the resolution and closure of the DuPont and El Paso parcels so that new uses can be considered on those sites.
- Initiate the planning and design for bluff stabilization and the ribbon park along the top of the bluff.
- Represent the city in the planning and funding for the commuter rail station coming to the site at Highway 100 and Fifth Avenue.
- Conduct feasibility studies of the reuse of the slabs area for a regional recreation facility.
- Figure out the best approach for street improvements for Carrollville.
- Engage with the county in the transportation funding processes for the extension of Highway 100 into the study area.
- Generate promotional material that can be used to reach prospective site users.

Conclusion

The Lakeview Village site is, by any definition, a challenged area for redevelopment. The long history of industrial development and the site's relatively remote location from interstate access require that the city government approach development very differently than in other parts of the community.

However, the panel believes that the Lakeview Village site has some outstanding attributes that, taken singly or together, provide a unique opportunity for success in real property development. First, the site is located on Lake Michigan, and although the visibility and views are limited, this location still provides a positive context in which to market the property. Second, the proximity of the lake and the water intake and treatment functions makes the site an ideal location to attract the proposed Freshwater Research Institute—or a water research park and incubator, or a secondary research, engineering, and educational facility. Third, the KRM rail station site can be a catalyst for a model village-style TOD.

The panel has laid out several strategies that will catalyze the practical redevelopment of the Lakeview Village site. First and foremost, the environmental status of all the properties must be determined in order to provide a reasonably useful outline of development opportunities. On the northern section of the site, the panel recommends primarily nonresidential uses with a focus on either research facilities or other uses that rely on proximity to the water-related industries. The southern section should focus on TOD development near the KRM rail station site. The re-creation of Carrollville as a village, the activation of the upland portions of Bender Park, and the completion of the ribbon park along the lakefront will provide supporting momentum for redevelopment success. To implement these suggestions, the panel suggests creating a commission that has, as its primary purpose, the redevelopment of the Lakeview Village site. Such an entity must be given sufficient resources and authority to refine, promulgate, and execute the implementation program.

Even after the eventual recovery from the current recession, the market will not discover the Lakeview Village site without hard work on the part of the city government. The redevelopment of the site will require focused attention now to reap the rewards for the city and the community later. Warren Buffet once said, "Someone is sitting in the shade today because someone planted a tree a long time ago." It is in that same spirit that the panel offers its recommendations.

About the Panel

Richard W. Reynolds

Panel Chair
Needham, Massachusetts

Reynolds has been president of The Reynolds Group, Inc., a strategic real estate consulting firm, since 2004. Between 1993 and 2004, Reynolds was a principal with Spaulding and Slye, LLC. His roles included managing director of the Capital Markets Group, which entailed transacting more than $1 billion of investment sales annually, and major transaction principal, which entailed joint venture developments, major tenant representation assignments, various corporate relocation analyses, and client relationship management. Reynolds also acted as lead principal for the acquisition of more than $300 million worth of properties for Windsor Realty Fund II, a joint venture with the DuPont Company and General Investment and Development.

From 1987 to 1993, Reynolds was president of Reynolds, Vickery, Messina & Griefen, a development, property management, and advisory services firm with institutional and corporate clients. He was a partner in Hines Industrial, an office/industrial development affiliate of the Gerald D. Hines Interest, from 1978 to 1987. He started his career in 1970 with New England Life, as second vice president in the underwriting and placement of debt and joint venture equity nationally.

Reynolds has been active in the Urban Land Institute for almost 30 years and is a governor of the ULI Foundation. He has served as chair of several flights of the Office and Industrial Parks Council, has been vice chair of the Office Development Council, and is currently on the Public and Private Partnership Council. He also served as chair of the Boston District Council of ULI. He has participated in or chaired five Advisory Services panels across the country.

Reynolds was president of the Greater Boston Real Estate Board in the early 1990s, as well as chairman of the Massachusetts Government Land Bank. He received a BA degree in economics from Tufts University and a master's degree in business administration with high distinction from Babson College.

Dean D. Bellas

Alexandria, Virginia

Bellas is president of Urban Analytics, Inc., an Alexandria, Virginia–based real estate and urban planning consulting firm that provides urban development analytical services to public, private, and institutional sector clients. His consulting services include fiscal and economic impact studies, market research analysis, real estate asset management and institutional portfolio analyses, real estate development economics, project feasibility studies, fiscal policy studies, and regional economic development policy studies. Since 1996, Bellas has analyzed the fiscal and economic impact of real estate development on a variety of local governments in Kansas, Maryland, Virginia, West Virginia, and the District of Columbia. He has analyzed the fiscal impact of more than 16,000 residential units and more than 38.7 million square feet of nonresidential space on local government finances. He has authored or coauthored more than 50 research reports on the fiscal and economic impact of real estate development.

Bellas has been an adjunct faculty member in the School of Professional Studies in Business and Education at the Johns Hopkins University and an adjunct faculty member in the School of Management at George Mason University. He has also taught candidates for the CFA (certified financial analyst) designation on behalf of the Washington Society of Investment Analysts. He has consulted to the U.S. Department of the Treasury's Community Development Financial Institutions Fund.

Bellas received a BS degree in business administration from Western New England College with a concentration in finance, an MA 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. Bellas is a member of Lambda Alpha International, an honorary society for the advancement of land economics.

Andrew Irvine

Denver, Colorado

Irvine is an associate principal with RNL in Denver. RNL is a full-service architecture and landscape architecture firm with offices in Denver, Phoenix, Los Angeles, and Abu Dhabi. RNL is dedicated to sustainability, design excellence, and innovation in architecture, interior design, landscape architecture, planning, and urban design. RNL embraces the Design for One Earth philosophy.

Previously, Irvine was a senior landscape architect at EDAW, Inc., where he gained a broad range of project experience throughout the United States and Australia. He has specialized skills in site planning, master planning, and urban design guidelines. His range of projects includes major infrastructure, urban renewal, public domain, and traditional park design. He has worked on numerous planning projects that included significant experience with transportation and waterfront development. Irvine also has completed projects that have incorporated comprehensive open-space networks and ecological restoration areas into planned communities. He has served on four of ULI's Advisory Services panels. He has degrees in landscape architecture and environmental design.

William C. Lawrence

Boston, Massachusetts

Lawrence is director of consulting services at TR Advisors (TRA). He has more than 30 years of in-depth background and experience in real-world problem solving, strategy formation, feasibility assessment, and project management for complex real estate development projects. TRA is a boutique real estate asset management firm with specialized expertise in the disposition and management of transportation-related and publicly owned real property. It is the designated real estate representative of the Massachusetts Bay Transportation Authority (MBTA) in and around the greater Boston area. With Jones Lang LaSalle, TRA is also managing different aspects of the Chicago Transit Authority's real estate assets.

Before his current position, Lawrence served as principal of Cityscope, Inc., where he managed development projects for both public and private clients. Cityscope specialized in value creation for client assets, including strategic planning and assessment, asset positioning and management, and public and private financing. Lawrence wrote the winning proposal and was designated co-project manager for a $275 million multiblock commercial development between a new Amtrak station on the Northeast Rail Corridor and the T.F. Green Airport, as a joint venture between the Bulfinch Companies; the city of Warwick, Rhode Island; and the state of Rhode Island. He assisted the Boston Community Development Corporation in planning a large commercial development on excess public lands. Before that assignment, Lawrence was the contract project manager for the MBTA real estate group, which had annual revenues in excess of $5 million.

Before starting Cityscope, Lawrence worked as director of seaport planning and development at the Massachusetts Port Authority, where he planned and developed a diverse portfolio of public sector real estate assets on 400 acres. Before that, he created and directed public sector real estate consulting groups in Los Angeles and Boston for Kenneth Leventhal & Company, a national certified public accountanting firm. Earlier, he founded and managed for 12 years the William C. Lawrence Company, a market feasibility and economic development consulting firm in Pasadena, California. For four years, he managed environmental policy planning at two large new community developers on the West Coast—the Irvine Company and the Mission Viejo Company.

Lawrence has an MA in city and regional planning from the Harvard Graduate School of Design; a master's degree in business administration from Pepperdine University; and a bachelor's degree in political science from Trinity College, Hartford. He was awarded the Thomas J. Watson Traveling Fellowship to study new town planning in Europe and India after college. He is a full member of ULI and has been a full member of NAIOP and the Council on Urban and Economic Development. Lawrence was a gubernatorial appointee to the Boston Metropolitan Area

Planning Commission and a member of its Executive Committee. He has real estate broker's licenses in Massachusetts and Rhode Island.

David A. Stebbins

Buffalo, New York

Stebbins is a vice president of the Buffalo Urban Development Corporation, a local nonprofit development entity that specializes in urban brownfields redevelopment and is currently developing the Buffalo Lakeside Commerce Park—a 275-acre reclamation of the former Hanna Furnace Steel Mill and Union Ship Canal. He also serves as senior project manager for the Erie County Industrial Development Agency and is responsible for providing business development services to Buffalo companies and assisting the city's economic development staff.

Stebbins formerly served as interim president and senior executive vice president for the Buffalo Economic Renaissance Corporation (BERC), a local not-for-profit economic development corporation. He was responsible for all economic development activities in Buffalo, including lending, incentives, and publicly sponsored real estate development projects. During his tenure with BERC, Stebbins managed the development of more than $40 million in real estate projects, including multitenant industrial buildings, downtown mixed-use developments, urban infrastructure, brownfields redevelopment, and business park projects.

Stebbins has 27 years of diversified experience in urban planning and development, with a BA degree in environmental design from the University at Buffalo and an MA degree in city and regional planning from the University of North Carolina at Chapel Hill. He qualified as a member of the American Institute of Certified Planners in May 1986. A ULI member for more than 17 years, Stebbins was accepted as a full member of ULI in 2006 and is a member of ULI's Inner City Council.

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