

A TECHNICAL ASSISTANCE PANEL REPORT

# Joliet Correctional Center Redevelopment

Joliet, IL

January 24-25, 2012



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# Joliet Correctional Center Redevelopment TAP

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## CONTENTS

- 2 Charge to the Panel
- 3 Community Engagement
- 4 The Three Sites: Prison West, Prison East, U.S. Steel
- 5 Summary of Recommendations
- 6 Prison West
- 9 Prison East
- 11 U.S. Steel
- 13 Conclusion
- 14 Implementation and Action

## Steel, Stone and Beyond: A New Vision for Joliet's East Side

### Charge to Panel

For more than a century, steel and stone provided the economic foundations of Joliet, Illinois. Today, the legacies of steel and stone provide the foundations for a new vision of Joliet's east side, where population and new local businesses are on the rise, and the opportunity exists to revisit the land use of 240 acres on three key parcels in the area.

In the 1830s, Joliet's first settlers arrived and began building with local limestone, earning their home the nickname "Stone City." The large quantity of limestone available to build secure, fire-proof prison walls and cell houses was a factor in the state's decision to site a penitentiary in Joliet in 1858. Architect W. W. Boyington created a massive neo-Gothic complex to house the inmates, and so loved Joliet limestone that he chose to use it again a decade later to create Chicago's iconic Water Tower and Pumping Station. By the 1870s, Joliet's prison facility held more than 1200 inmates, some of whom worked off their sentence by quarrying limestone on the site.

In 1869, steel came to town with the opening of the Joliet Iron and Steel Works. Through the late 1800s and early 1900s the steel mill and the prison together drew thousands of people, many immigrants from southern and eastern Europe, to work, live and invest in Joliet. By the 1920s Joliet's steel mill, owned by mighty U.S. Steel, was the second largest in the world.

Over the rest of the 20th century the "City of Steel and Stone" gradually lost its twin foundations. Both the steelworks and the prison experienced slow declines that led to their eventual closures. U.S. Steel ceased its Joliet operations in the 1980s, and Joliet's prison, known most recently as the Joliet Correctional Center, closed in 2002.

In recent months, longstanding talk about redeveloping the prison and the remaining U.S. Steel property has acquired new urgency. The historic prison complex is rapidly deteriorating and key buildings need im-

mediate stabilization to remain viable. In September 2011, the Chicago Metropolitan Agency for Planning (CMAP) awarded Joliet a grant to support planning for the sites, and began an outreach process to the adjacent neighborhoods of Forest Park and the Collins Street Corridor to solicit public input.

To complement the planning effort and better understand the redevelopment possibilities for these sites in today's challenging economic climate, Mayor Thomas Giarrante invited the Urban Land Institute Chicago (ULI Chicago) to convene a Technical Assistance Panel (TAP) of experts to review the sites and offer informed recommendations for their redevelopment.

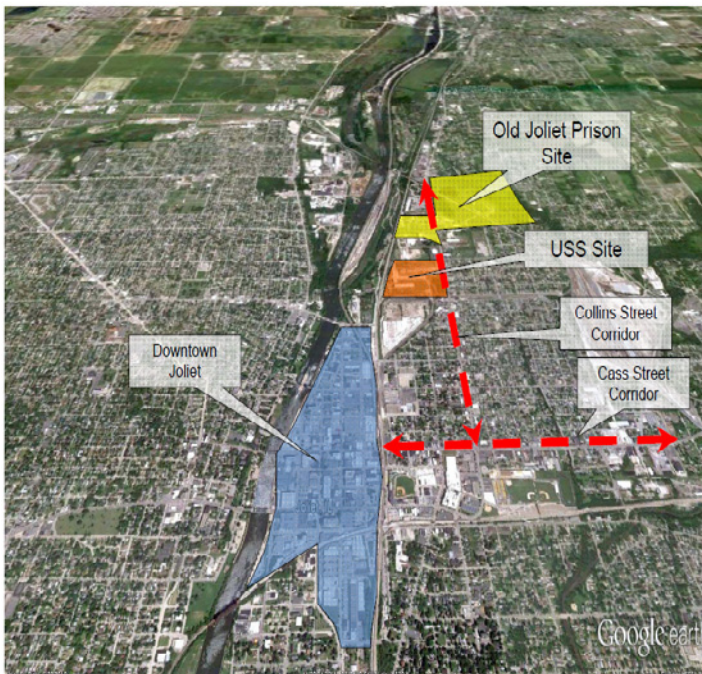
The Joliet TAP met in January 2012 to analyze the Joliet Correctional Center and U.S. Steel sites for their redevelopment possibilities, to consider how the sites could be integrated into the surrounding community and to suggest resources to spur redevelopment. The panel was chaired by Joliet native David Galowich, of Madison Realty Group, and included 10 land use professionals with expertise in acquisition and financing, construction and engineering, financial feasibility and tourism and entertainment. Other experts brought knowledge of community development, parks, urban planning and design.

Together, they toured the sites, interviewed stakeholders including local residents and representatives of the State of Illinois and U.S. Steel, and reviewed existing site information including relevant market data to offer objective, viable recommendations on potential uses for the sites inclusive of stakeholder input, market realities and best practices in the development field.

The questions posed to the Joliet TAP were:

1. What is the highest and best use of these sites, including market assessments of recreational, commercial and industrial uses?
2. What funding resources are available to redevelop the sites?
3. How can the redeveloped sites be integrated into the framework of the surrounding community?





The proximity of the prison and U.S. Steel sites to the central downtown area and along the Collins Street Corridor will support redevelopment.



The Collins Street Corridor is an east-side artery, where residential entrepreneurs have built a small neighborhood retail district.

### Community Engagement

The City of Joliet, CMAP, and ULI Chicago incorporated significant community and stakeholder input into the panel process.

Beginning in September 2011, CMAP hosted community engagement sessions in the nearby communities of Forest Park and the Collins Street Corridor to solicit residents' ideas for redevelopment of the sites. About 80 local residents participated in each session, and suggested community amenities lacking in the area and their goals for development.

During the TAP, ULI Chicago experts collected information on the study area through a series of stakeholder interviews with community residents, leaders of local organizations and businesses, and representatives from U.S. Steel, the Illinois Department of Corrections and Illinois Central Management Services (which currently has responsibility for the Prison East and Prison West sites). ULI Chicago and city leaders also hosted a community reception during the TAP to solicit additional input from the community.

Throughout these engagements the theme for redevelopment from residents, stakeholders, and state and local agencies, was the prison site should be preserved for its historic significance and tourism potential, and the open space east of Collins Street be preserved for recreation.

In discussing the U.S. Steel site, residents and stakeholders supported redevelopment for local business use, noting the community's lack of retail services such as hardware and grocery stores. Community stakeholders said they hoped the site could be used to bring in retailers supplying products not currently available in the area, but did not want redevelopment to hurt existing Collins Street businesses.

## The Three Sites

The Des Plaines River and the Illinois and Michigan Canal (I & M Canal) divide Joliet into its eastern and western sides. Over the last 15 years, Joliet's far west side has expanded markedly through residential housing development. Meanwhile, the city's east side has seen a repopulation and some commercial revitalization largely due to rising numbers of Latinos, many of whom are recent immigrants. The lack of available buildable sites and the difficult access for consumers west of the river have been factors in the slower pace of commercial development on Joliet's east side.

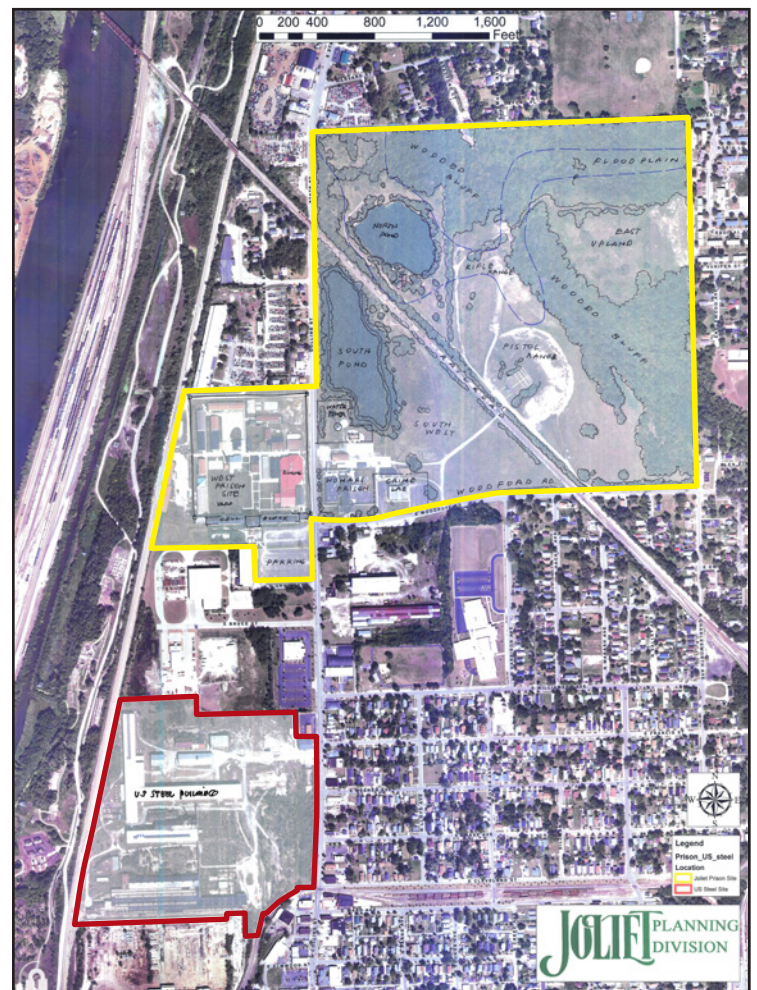
The panel examined three large land parcels on the east side of Joliet: the Joliet Correctional Center's building complex, referenced here as Prison West; the 160-acre prison grounds east of Collins Street, referenced here as Prison East; and a noncontiguous 99-acre parcel to the south of the prison, historically owned by U.S. Steel. Today U.S. Steel still owns 54 acres in the center of the original site, the Gateway Company owns the southernmost 30 acres and ownership of the remaining 15 northern acres is divided among four smaller businesses.

**Prison West** comprises 20 acres and 24 interior buildings surrounded on all sides by 25-foot limestone walls. It lies on the west side of Collins Street between Hills Avenue to the north and Woodruff Road to the south. The **Prison East** open space lies on the east side of Collins across the street from Prison West, from Woodruff Road north to Dartmouth Avenue and extends eastward for approximately half a mile between those boundaries. The prison parcels are about two miles north of downtown Joliet and its central business district. The **U.S. Steel** site is closer to downtown - less than a mile away at its southernmost tip - but the street grid and current traffic flows make the area feel remote.

All three sites are close to the I & M Canal and its 61.5 mile recreational trail, but currently they lack safe pedestrian and bike connections to link with the trail and related locations like the Joliet Iron and Steel Works historic site. Collins Street, which divides Prison West from Prison East, carries 9,200 vehicles a day,

including 750 trucks. Creating safe pedestrian access across Collins will be a challenging but necessary link in the larger project of connecting these parcels to the overall picture of green space, trails and historic sites in the vicinity.

While these parcels offer large amounts of land for potential redevelopment, their use is constrained by their geography. Until traffic can flow easily between Joliet's east and west sides, retail development on the east side can only serve the needs of the immediate area. Changing elevation, floodplain, rail lines and heavy traffic, especially truck traffic on key arterials like Collins Street, are other key factors that constrain feasible development options for the sites.



The study area includes the 20-acre Prison West site, the 160-acre Prison East site, and the 54-acre U.S. Steel site.



## Summary of Recommendations

A likely mix of historical, recreational, retail and industrial uses will be developed across the three parcels that comprise the prison site and U.S. Steel plant. Some of these pieces will be easier to finance and execute than others, and all will take time. Below is a summary of the overall recommendations; each site will be discussed at length later in this document.

1. The City of Joliet should take a leadership role in working with the state to stabilize the Prison West complex as quickly as possible, and halt the deterioration of select prison buildings. If this is not accomplished within the next few years, it is likely all the prison buildings will have decayed beyond repair.
2. Once the property is stabilized, consider various levels of intensity of redevelopment. The panel offered three development scenarios, including a minimal redevelopment that would open the prison complex to the public for basic tours of the inner courtyard and select buildings. The panel estimated a cost of \$3.8 million to bring the complex to this basic level of restoration and use.
3. Preserve the Prison East grounds as open space for a mix of recreational uses - organized sports as well as hiking and fishing. Include other community initiatives, like urban agriculture, in the southwest corner of the property. Preserve the historic "tipple building" and consider providing specialty educational programming on the history of the site's former industrial use. Fence the railroad tracks that bisect the property to ensure recreational users' safety, and reserve the hilltop to the northeast for future residential development.
4. Explore partnerships that would preserve, redesign and connect the Prison East open space with neighboring communities. Potential partners include the Lockport Township Park District, which operates a preserve north of the site, and Sator Sanchez Elementary School, located south of the site. For example, in conjunction with the current Woodruff Road realignment, the city might choose to close an additional portion of Woodruff Road to create a safe passage from Sanchez Elementary School to the open land east of the prison complex. Additional partnerships with the Will County Forest Preserve and Openlands should aim to connect the western edge of the prison complex to the Illinois and Michigan Canal and the Heritage Park Plan.
5. The city should continue to work with U.S. Steel in a spirit of cooperation and partnership, with a focus on preparing the 54 acres U.S. Steel currently owns for redevelopment. Coordinate with U.S. Steel, the U.S. Environmental Protection Agency (USEPA), the Illinois Environmental Protection Agency (IEPA), and other regulatory agencies to determine the site's current environmental state, the required remediation, and explore resources for brownfield redevelopment. Consider developing an access road to link the rear of the property with Collins Street.
6. Enlist U.S. Steel's support for a mix of uses on the site, such as small, grocery-anchored retail facing Collins Street and an industrial or business park behind it. Preserve the T-shaped building on the site and adaptively reuse it. The central portion could be marketed to light industrial users, such as auto auctioneers or storage companies. Evaluate environmental status of the General Administration Building and work with U.S. Steel to accomplish acquisition and rehabilitation. Demolish the other existing buildings.

## Site-Specific Discussion and Recommendations

### Prison West

Within its 25-foot-high limestone walls and neo-Gothic guard towers, the prison complex west of Collins Street contains 20 acres of land and 24 interior buildings, from cell blocks and administration buildings to a hospital, laundry, light industrial sheds, cafeteria, chapel and gymnasium. During its years of operation, the Joliet Correctional Center was a self-sustaining facility with its own water, electricity and other utility systems. Today, the limestone walls and guard towers surrounding the complex are generally in good condition. However, since prison operations ceased in 2002, vandals and weather exposure have damaged building roofs and accelerated interior decay.

Roof repairs are needed quickly to save key buildings and stop their deterioration: peeling paint, crumbling drywall and collapsing ceilings. An IEPA report calls out elevated amounts of metals in select areas of the soil where the prison industries operated. Safety and basic environmental concerns must be addressed before restoring public access.

#### Prison West Constraints

The initial constraints on redevelopment of this site are ownership and resources. Currently the State of Illinois owns the facility. In 2007, the Illinois Department of Corrections and Illinois Central Management Services commissioned three appraisals of the property to move forward on a sale, a process which has since stalled. The panel acknowledged the challenge of finding the resources to secure the site and make basic repairs to key buildings.

#### Recommendations

**1. Work with the state immediately to stabilize the Prison West complex before the buildings further deteriorate.** The panel estimated if roof repairs are not completed within a few years the buildings may no longer be salvageable. Identify and secure key structures that have architectural and/or historic value, such as the main administration building and adjacent cell blocks. Repair their roofs, clean the interiors



The limestone walls of Prison West contain 24 interior buildings, including a laundry, cafeteria, and chapel.

and address safety concerns, with the ultimate goal of opening the site to the public for recreational and tourism uses – a clear stakeholder priority.

**2. Partner with Openlands to discuss greening and integrating the site into the Heritage Park Plan** and explore ways to provide more pedestrian, bike and other connections from the western end of the Prison West complex to the canal trail.

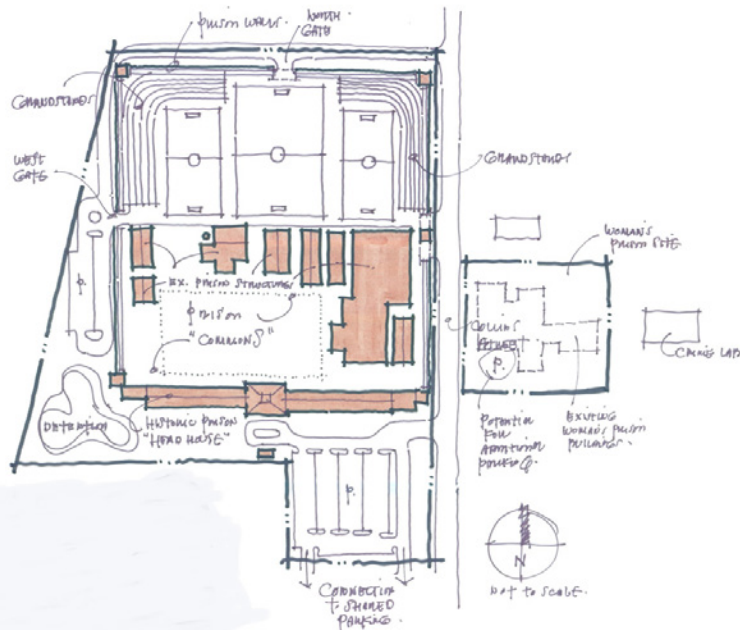
#### Potential Redevelopment: Three Scenarios

The recommendations above provide for a basic stabilization of the site. Rather than offer formal recommendations for more extensive redevelopment, the panel projected three redevelopment scenarios requiring different amounts of public support and private feasibility.

**Scenario A** describes a basic rehabilitation of the site to capitalize on current tourist demand to enter the Prison West complex. The panel estimated a total cost of at least \$3.8 million to landscape the grounds, bring in utilities and rehab seven buildings to a level that would permit public entry: the administration building, two cellblocks, kitchen and dining facility, hospital,



prisoner reception hall and the west garage. The panel assumed a cost of \$1/square foot for landscaping, \$2/ square foot to extend utilities to the site, and \$12/ square foot for building rehab.

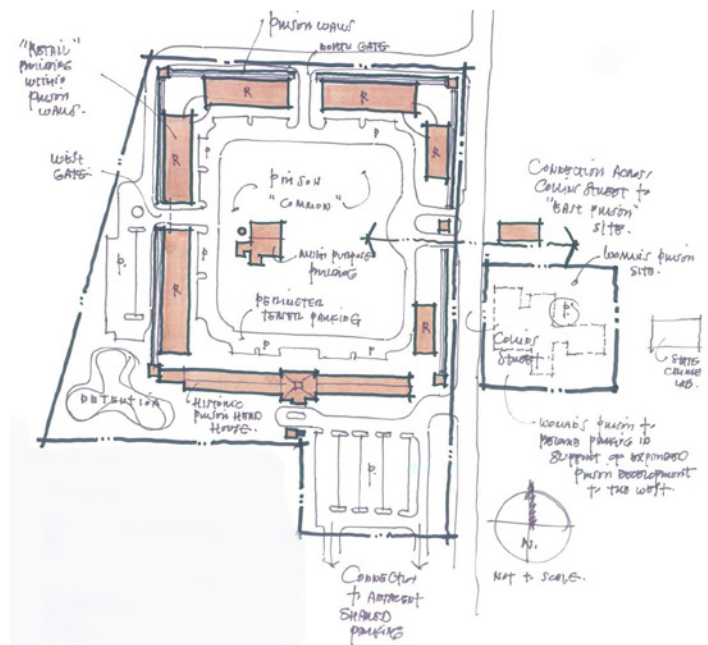


Scenario B: Sports and Cultural Redevelopment Panel Sketch (enhanced images available in PDF report at [chicago.uli.org](http://chicago.uli.org)).

**Scenario B** outlined short and long-term reuse options for the interior of the prison. In the short-term, the panel recommended a limited public/private redevelopment involving select demolition of the interior buildings on the north half of the prison, and the construction of recreational sports fields and bleachers. Assuming costs of \$25/square foot to create the turf field, the panel estimated construction of the turf field with bleachers at roughly \$3 million, and demolition costs to create open space at just under \$1 million. The southern half of the interior should be stabilized as outlined in Scenario A, and its reuse explored in a later phase of redevelopment, contingent on economic recovery and demand. An interim use for the cell block wings could include off site document storage or data center for the city or county. At a later phase, minimal mixed-use redevelopment could include reusing the cafeteria as a banquet hall, transforming the open space into an entertainment plaza, and rehabilitating the administration building and cell block wings into a museum. The panel estimated \$150/square foot to develop the museum and \$200/square foot to refit the

kitchen as a banquet hall, bringing redevelopment costs to approximately \$10 million for the museum, and \$11 million for the banquet hall/entertainment plaza. Assuming another \$1 million to create the additional parking requirements for the later phase build-out, the total development costs for this scenario were estimated at about \$29 million.

**Scenario C** investigated a more involved and very costly redevelopment of the site into a private-sector major mixed-use destination - combining shopping, dining, entertainment and commercial uses- a concept that was frequently suggested by the community. The panel estimated a cost of about \$40 million to develop

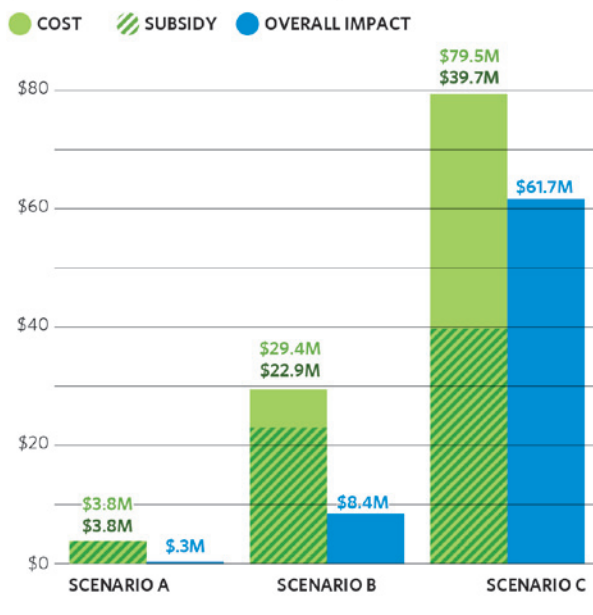


Scenario C: Retail and Entertainment Panel Sketch (enhanced images available in PDF report at [chicago.uli.org](http://chicago.uli.org)).

the ground-level mix of restaurants, retail and entertainment, plus another \$24 million for an upper level of offices. The panel estimated costs to develop on-site retail at \$250/square foot and bars and restaurants at \$325/square foot. Total development costs for this scenario were estimated at about \$79 million, and the panel was skeptical of its overall viability as a private sector redevelopment option.

Both Scenarios B and C would require opening up at least portions of the walls surrounding the Prison West Complex to entice visitors. Creating additional parking nearby would also be a priority.

Prison West redevelopment scenarios, in millions of dollars



The redevelopment scenarios for Prison West vary in total development cost, amount of subsidy required, and economic impact to the city.

Prison West redevelopment scenario results

SCENARIO	RESULT	ANNUAL VISITORS
A	Improves tourism package at low cost	60,000
B	Expands full use of site, improves tourism Strong local and tournament usage	525,000
C	Large tourism impact year round Multiple uses for continuous diverse users	1,478,000

The development objective and visitors drawn by each scenario should be considered in selecting a development option.

### Prison West Potential Resources and Partners

- The Illinois Department of Tourism supports the idea of opening the Prison West complex to tourists. The state offers a grant program that could offer funds toward redevelopment. To access more state funds, Joliet would need its state senators and representatives to push for a capital appropriation.
- The panel suggested the city explore creating or expanding Tax Increment Financing (TIF) districts and/or an Enterprise Zone in the area to encourage redevelopment. An Enterprise Zone would offer tax abatements that would likely encourage existing businesses to expand and new businesses to open in the area, promoting job growth. A TIF would pool incremental growth in property tax funds based on rising values into a city fund for redevelopment needs like environmental cleanup, public infrastructure improvements, and building rehab, including historic preservation.
- The Will County Center for Economic Development focuses on county-wide initiatives but also works with municipalities individually and has expressed interest in helping with the entire east side redevelopment.
- Local businesses have a strong track record of involvement in Joliet's previous redevelopment efforts, including the casinos and baseball stadium. Those previous partnerships could serve as models for new efforts.
- Openlands could play an important role in linking the Prison West complex westward to the canal trail and its historical and recreational opportunities.

## Prison East

The Prison East site comprises 160 acres, most of which is open space. The space contains many natural elements: woodlands, two stone quarry ponds and a large floodplain area. The site's elevation rises rapidly, ascending 80 feet from the southwest corner to the northeast woodlands. A very active rail line owned by Canadian National (CN) bisects the property from the southeast to the northwest. To the north and northeast lie a Lockport Township Park District park and public housing owned by the Housing Authority of Joliet.

The former women's prison, now vacant, a water storage tank and treatment facility, and a working Illinois State Police crime lab stand on the southwest corner of the property. A tipple building, formerly used to crush rocks into gravel, still stands next to the north pond.

### Prison East Constraints

With steep elevation, a large floodplain and the rail line all on site, much of the land appears unsuitable for development. Currently the Illinois Department of Corrections maintains a shooting range on the site. Though it will be relocated soon, there will be a need

for some environmental cleanup of the lead in the berm that forms the back of the shooting range.

CN is working with the City of Joliet to realign Woodruff Road and close a street-level railroad crossing on the southeastern edge of the site. Under the proposed reroute, Woodruff would run parallel to and just north of the CN tracks until it reaches about halfway through the site, then veer north and east of the quarry ponds. Finally, the new road would curve west and merge with Collins Street at the northwest corner of the property. A traffic signal would be installed at that corner and portions of the limestone prison walls bordering the property would be removed. The crime lab and water tower will remain on site regardless of future development.

### Recommendations

**1. Retain this site primarily as open space for recreation.** Donate portions of land to partners like the Lockport Township Park District, Will County Forest Preserve, and Joliet Park District. The wooded bluff north of the rail line could be used in the short term for trails and links to existing parks and forest preserve areas. Over the long term, the northeast portion of the site could be gradually developed into mixed-income housing, depending on market conditions and the

### Prison East Potential Resources and Partners

- As mentioned above, the Will County Forest Preserve and the Lockport Township and Joliet Park Districts would be key partners in any effort to develop and promote this site for recreational use.
- Openlands, a nonprofit that conserves land throughout the three-state metro region, could be a planning and resource partner in creating new recreational opportunities within the site, such as recontouring the quarry ponds to make them more user-friendly. With help from Openlands there is potential to turn Prison East into a regional recreational destination, linked to the canal trail and Joliet Iron and Steel Works historic site.
- As potential users of the site, representatives from nearby Sanchez Elementary School and local gardening, open space preservation and recreation organizations will be important partners to engage.
- CMAP is working on a development plan with the unincorporated community of Fairmont, to the north of the Prison East site. There may be opportunities for partnership here that would benefit both communities.





The open space of Prison East contains an active state crime lab, a police shooting range that will be relocated, and natural features including quarry ponds and an 80-foot grade change.

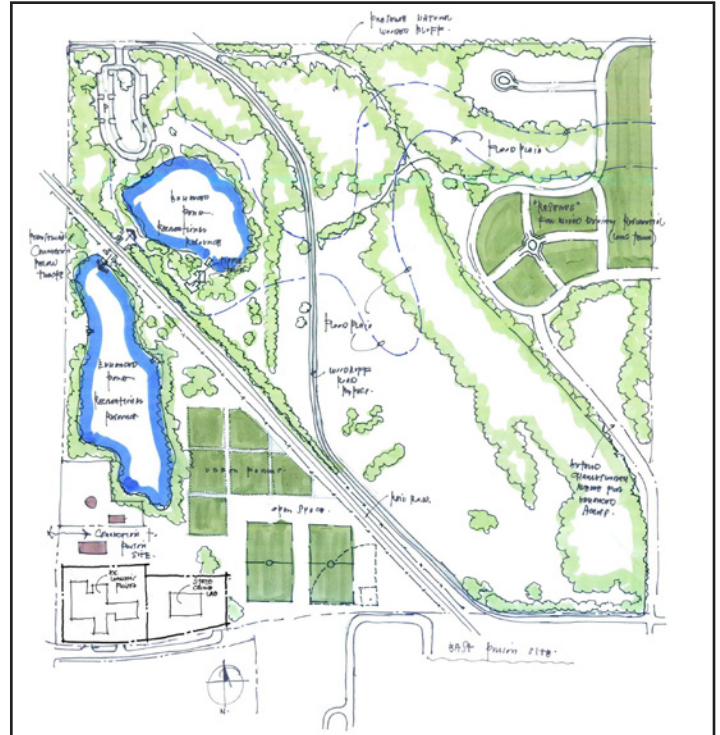
Housing Authority of Joliet's nascent plans to redevelop its adjacent existing housing.

**2. Use the area south of the rail line for a mix of recreational purposes:** trails, fishing in the quarry ponds, and organized sports like soccer or baseball. This concept was regularly mentioned in stakeholder and community conversations. Consider including other community initiatives in this area, such as urban agriculture.

**3. Fence the rail line** and create a pedestrian/bike underpass on the section closest to Collins Street so recreational users can easily and safely access all parts of the site.

**4. Link Sanchez Elementary School to the new green space** by closing the section of Woodruff Road immediately north of the school.

**5. Explore using portions of the Prison East site to accommodate additional parking** as needed to support the redevelopment of the Prison West complex.



Revitalized Prison East Panel Sketch: recreational open space and partnerships with neighboring institutions like Sator Sanchez Elementary School and active organizations like Openlands will transform the site into a usable community asset.



The tipple building is a visual icon, and can anchor educational programming on the site's historical significance to Joliet.

## U. S. Steel

The U.S. Steel property is a 54-acre parcel of land with 1700 feet facing Collins Street and a depth of 1400 feet. Of the four industrial buildings remaining on site, only one is still structurally viable. Known as the “blue building,” it is a T-shaped structure built in the 1990s which has a clear span and high ceiling, making it potentially attractive to industrial tenants. Another building of significance is the former general administration building, a limestone block structure located along Collins Street. Past discussions between U.S. Steel and Joliet have included the option of donating this building to the city.

To date, U.S. Steel has taken steps to determine the environmental status of the site and explore reuse. The company has conducted a Phase 2 environmental investigation and enrolled in the Voluntary Program with the IEPA. It is also analyzing various redevelopment options for the site, and has been in communication with the city regarding redevelopment options.

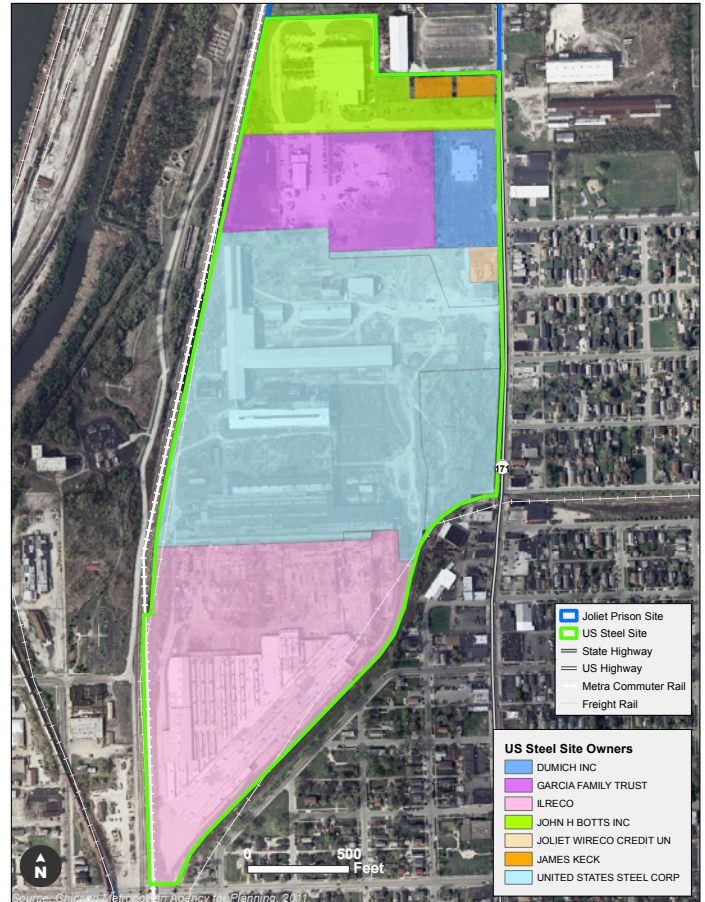
### U.S. Steel Constraints

The depth of the parcel away from street frontage and the lack of a hard corner with a traffic signal along the edge of the property facing Collins Street make the far west portion of the property less attractive for large commercial use.

Freight access to the site is mixed: trucks have limited access and the location is relatively far from major highways, and several very active freight and passenger rail lines run adjacent to the property.

The panel explored, but ultimately rejected, the possibility of including the portions of the 99-acre site now under ownership by entities other than U.S. Steel in the redevelopment plans for the parcel. The current owners are all operating viable businesses and contributing to the local economy.

The panel also explored ways to improve transportation connections to the west side of Joliet, including the option of building a bridge to connect Columbia Avenue with Collins Street north of the Gateway property. The panel ultimately determined that neither a



The original 99-acre U.S. Steel site has been divided and sold off over the years.

bridge nor an underpass to circumvent the westernmost rail line would be feasible due to a steep change in grade that would be required for the roadway to have sufficient clearance under or over the rail lines. The other option, a street-level crossing with the rail line, was rejected as too dangerous. The possibility exists that another bridge might be built somewhat north of Columbia; should that happen it could be a step toward the strengthened east-west connections that are critical to a broader redevelopment of Joliet.



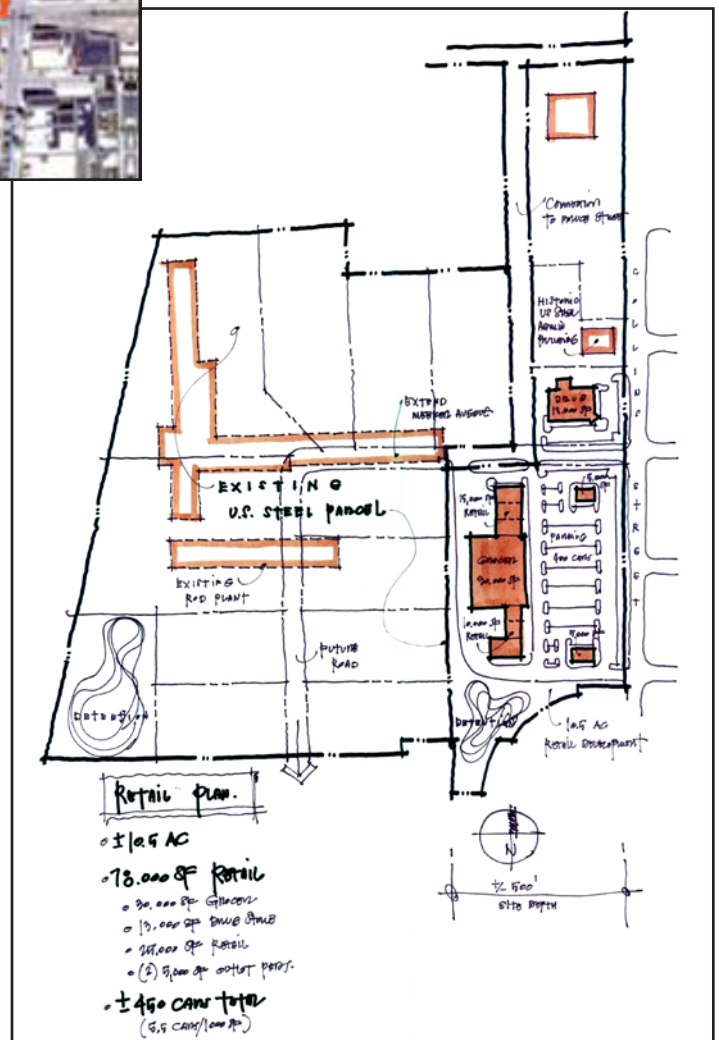


Although U.S. Steel closed the Joliet site in 1986, some of the buildings on the 54-acre parcel might remain attractive to industrial users.

### Recommendations

The panel recommended subdividing the parcel for a mixed-use development, as follows:

1. **Develop consumer retail products and services along Collins Street.** Where the panel did not believe the entire site could accommodate retail commercial use, it did feel that the frontage along Collins Street had potential for development of consumer products and services. While the panel estimated potential demand for 75,000 to 150,000 square feet of retail use, further market analysis needs to be conducted to refine detailed development options.
2. **Create an internal boulevard** from Bruce Street on the north to Ohio Street on the south and expand Ward Avenue back to the westernmost portion of the site with Collins Street.
3. **Secure and preserve the T-shaped “blue building”** by removing its east/west portion. Its 71,000 square feet would be ideal for light industrial tenants. Reserve the remaining site for a business park.



U.S. Steel Panel Sketch: redevelopment could accommodate grocery-anchored retail along Collins Street, a business park in the central portion of the site, and preservation of viable existing industrial buildings on site.

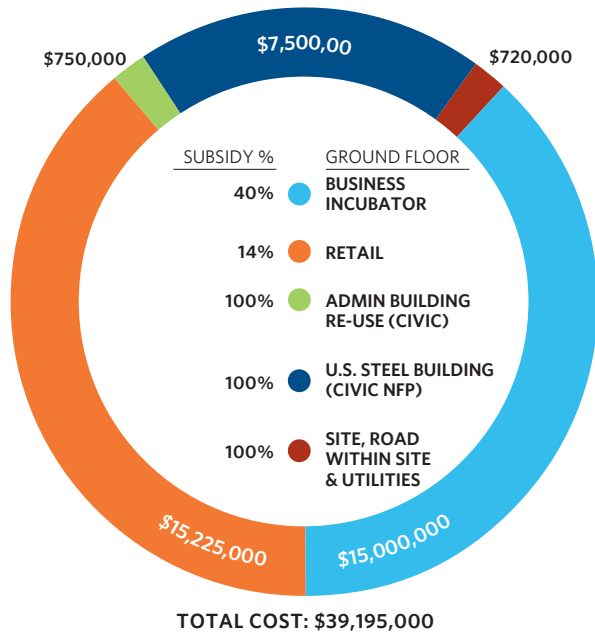


### U.S. Steel Potential Resources and Partners

The panel estimated the costs for private sector implementation at about \$40 million, based on a cost of \$725,000 for the access road and utilities, plus development of retail at \$175/square foot, the industrial/business park at \$200/square foot and civic uses of the administration and historic office building at \$100/square foot.

- U.S. Steel is the first and most critical partner Joliet needs to move any development forward, and has a history of partnering on redevelopment efforts, such as the ongoing redevelopment of their former South Works site along Chicago’s southernmost lakefront. The panel strongly urged Joliet officials to partner with U.S. Steel in crafting a mixed-use plan and developing appropriate incentives to assist the private sector in redevelopment of the site. Along with TIF or an Enterprise Zone, a sales tax reimbursement, where a portion of the sales tax from Collins Street would be redirected to the City of Joliet and reserved for redevelopment, is another potential finance mechanism.
- The Will County Center for Economic Development could partner to help market the site as an urban infill/ brownfield redevelopment opportunity.

U.S. Steel Redevelopment Program, in total cost



Funding the program outlined by the panel would depend on a public/private partnership between the City of Joliet and U.S. Steel.

### Conclusion

The prison and U.S. Steel sites embody several development challenges, including reactivation of historic properties, brownfield remediation, and right-sizing parcels to be compatible with market realities and accessible to surrounding communities. The scope of these challenges matches the scope of the potential that successful reuse of the sites could accomplish, significantly benefiting the people of Joliet and the greater region.

The Joliet TAP concluded that using these sites to their highest and best potential will require an array of resources, an incremental approach, and the leadership of the City of Joliet. To accomplish redevelopment, Joliet’s leaders will need creativity, patience, and a strong network of partnerships with the private sector, state and local governmental bodies, nonprofits and the local community.

## Implementation and Action

Since the conclusion of the Joliet Technical Assistance Panel, the Chicago Metropolitan Agency for Planning (CMAP) has worked with the City of Joliet and ULI Chicago to transition to the next phase of work and prepare and prioritize the panel recommendations.

Working with Solomon Cordwell Buenz (SCB), an international architecture, planning, and design firm, CMAP commissioned the illustrations displayed on the following pages to further conceptualize the recommended development for the Prison West and U.S. Steel sites, as well as the more fully developed site plan. The images are intended to serve as the visual target to catalyze action, and will support the City of Joliet and its partners in communicating the east side redevelopment vision.

CMAP has also developed the implementation matrix on page 17 to help guide the city through the next two years, identifying a set of six broad implementation strategies that could be undertaken by the City of Joliet and its partners. The site-specific strategies consist of Legislative Action, Acquisition Funding, Site Management, Feasibility Studies, Open Space Implementation, and Development Finance. CMAP, ULI Chicago and the City of Joliet will regularly confer over the next two years around these strategies to ensure progress is made on redevelopment.

As outlined in the report, the City, its citizens, and myriad partners have the opportunity to build on Joliet's industrial legacy and knit together Joliet's east side: revitalizing and integrating the 240 acres along Collins Street into the surrounding community and land uses. Creativity, patience and partnership will be the key to success.



### Prison West: Sports and Culture Complex

Adapting Prison West's "Development Scenario B" from page 7 in the report, this rendering depicts the Prison West site looking northeast, with the northern portion redeveloped into athletic fields for local groups and schools, and a stabilized southern portion of the prison interior for tours and indoor/outdoor community space. The rendering conceptualizes broadened access points into the prison, heavy landscaping throughout the site, new parking to the east, and a direct east-west connection into the open recreational space of Prison East.





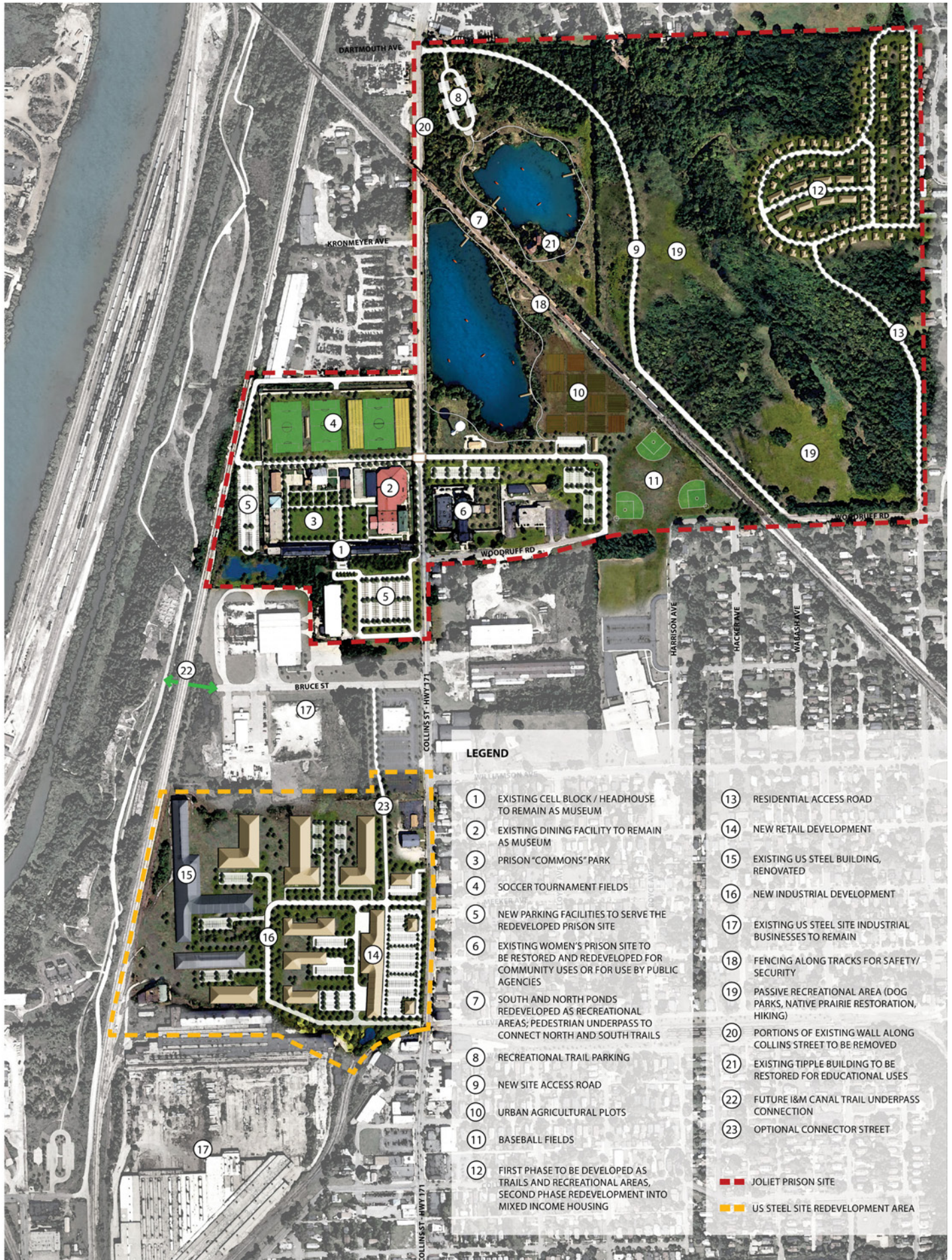
### **U.S. Steel: Adaptive Mixed-Use Redevelopment**

This illustration considers the recommended U.S. Steel plan from page 12, showcasing the redeveloped site from an east-west vantage point. Mixed-use redevelopment would include a new retail center facing the Collins Street corridor, a new business park in the center section of the site, and preserved and rehabbed portions of the U.S. Steel buildings bordering the rail lines on the site's western boundary. This development option would create new commercial property to address the community's unmet retail needs, and include infrastructure improvements to integrate the site into the community by extending the street grid (east across Collins Street and north-south to neighboring parcels) and adding streetscaping and lighting.

### **Next Page: Joliet's East Side, Transformed**

Working with the panel's development and reuse recommendations, SCB created a comprehensive site plan depicting the long-term vision for Joliet's east side (*enhanced images available in PDF report at [chicago.uli.org](http://chicago.uli.org)*).





**LEGEND**

- ① EXISTING CELL BLOCK / HEADHOUSE TO REMAIN AS MUSEUM
  - ② EXISTING DINING FACILITY TO REMAIN AS MUSEUM
  - ③ PRISON "COMMONS" PARK
  - ④ SOCCER TOURNAMENT FIELDS
  - ⑤ NEW PARKING FACILITIES TO SERVE THE REDEVELOPED PRISON SITE
  - ⑥ EXISTING WOMEN'S PRISON SITE TO BE RESTORED AND REDEVELOPED FOR COMMUNITY USES OR FOR USE BY PUBLIC AGENCIES
  - ⑦ SOUTH AND NORTH PONDS REDEVELOPED AS RECREATIONAL AREAS; PEDESTRIAN UNDERPASS TO CONNECT NORTH AND SOUTH TRAILS
  - ⑧ RECREATIONAL TRAIL PARKING
  - ⑨ NEW SITE ACCESS ROAD
  - ⑩ URBAN AGRICULTURAL PLOTS
  - ⑪ BASEBALL FIELDS
  - ⑫ FIRST PHASE TO BE DEVELOPED AS TRAILS AND RECREATIONAL AREAS, SECOND PHASE REDEVELOPMENT INTO MIXED INCOME HOUSING
  - ⑬ RESIDENTIAL ACCESS ROAD
  - ⑭ NEW RETAIL DEVELOPMENT
  - ⑮ EXISTING US STEEL BUILDING, RENOVATED
  - ⑯ NEW INDUSTRIAL DEVELOPMENT
  - ⑰ EXISTING US STEEL SITE INDUSTRIAL BUSINESSES TO REMAIN
  - ⑱ FENCING ALONG TRACKS FOR SAFETY/ SECURITY
  - ⑲ PASSIVE RECREATIONAL AREA (DOG PARKS, NATIVE PRAIRIE RESTORATION, HIKING)
  - ⑳ PORTIONS OF EXISTING WALL ALONG COLLINS STREET TO BE REMOVED
  - ㉑ EXISTING TIPPLE BUILDING TO BE RESTORED FOR EDUCATIONAL USES
  - ㉒ FUTURE I&M CANAL TRAIL UNDERPASS CONNECTION
  - ㉓ OPTIONAL CONNECTOR STREET
- JOLIET PRISON SITE  
■ US STEEL SITE REDEVELOPMENT AREA



## Activities and Partners

The focus of implementation is on actions that can be accomplished within the next two years, and strategic partnerships the City should cultivate in order to execute the panel recommendations. ULI Chicago and CMAP recommend that the City and its partners meet regularly for the next two years to monitor action on each of these strategies. *Leaders and partners abbreviated as follows: City of Joliet (COJ); Will County Center for Economic Development (WCCED); Illinois Dept. of Central Management Services (IL CMS); Illinois Dept. of Corrections (IL DOC); Will County Forest Preserve District (WCFPD).*

		Recommendations	Proposed Implementation Strategy	Leader and Partners
Prison West Site	1	Work with the State to stabilize the site.	Legislative Action; Acquisition Funding; Site Management	COJ; IL Dept. of Tourism; WCCED; Will County; Local Businesses; IL CMS and DOC
	2	Secure key structures that have architectural and/or historic value; repair their roofs, clean the interiors and address safety concerns.	Feasibility Studies	COJ; IL CMS and DOC
	3	Partner with Openlands to discuss greening and integrating the site into the Heritage Park Plan, and explore connections to canal trail.	Acquisition Funding; Open Space Implementation	COJ; Openlands; WCFPD; Joliet Park District; Lockport Township Park District
Prison East Site	4	Retain this site primarily as open space for recreation. Donate portions of land to partners like the Will County Forest Preserve District, Joliet Park District and nonprofits.	Acquisition Funding; Open Space Implementation	COJ; Openlands; WCFPD; Joliet Park District; Lockport Township Park District; Sanchez School
	5	Use the wooded bluff north of the rail line for trails and links to existing parks and forest preserves; in the long term the site could gradually be developed with mixed income housing.	Acquisition Funding; Open Space Implementation	COJ; Openlands; WCFPD; Joliet Park District; Lockport Township Park District
	6	Use the area south of the rail line for a mix of recreational purposes: trails, fishing, organized sports. Consider other community initiatives such as urban agriculture.	Acquisition Funding; Open Space Implementation	COJ; Openlands; WCFPD; Joliet Park District; Lockport Township Park District
	7	Explore using portions of the Prison East site to accommodate additional parking requirements for the Prison West site.	Acquisition Funding; Open Space Implementation	COJ; Openlands; WCFPD; Joliet Park District; Lockport Township Park District
U.S. Steel Site	8	Develop grocery-anchored retail along Collins Street, in a development that could accommodate 75,000 - 100,000 square feet of retail space.	Feasibility Studies; Development Finance	COJ; U.S. Steel; WCCED
	9	Create an internal boulevard from Bruce Street on the north to Ohio Street on the south and expand Ward Avenue back to the westernmost portion of the site with Collins Street.	Feasibility Studies; Development Finance	COJ; U.S. Steel; WCCED
	10	Reserve the rear portion of the site for light industrial or office use.	Feasibility Studies; Development Finance	COJ; U.S. Steel; WCCED
	11	Secure and preserve the T-shaped "blue building" by removing its east/west portion. The remaining 71,000 square feet would be ideal for crane user tenants if light industrial use is pursued.	Feasibility Studies; Development Finance	COJ; U.S. Steel; WCCED

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