

Renewed Purpose: Exploring adaptive reuse for quality, affordable housing in
Kansas City, Kansas

by

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A REPORT

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Abstract

More Americans live in urban areas today than ever before. Factors such as white flight, the relocation of manufacturing overseas, and rural-to-urban migration has resulted in the major shift in where people live. Consequently, cities now are left to grapple with stockpiles of vacant buildings and land. At the same time, the U.S. is facing an acute housing affordability crisis. Inflation is outpacing the growth of household income, the national minimum wage is inadequate in providing means to live from, and the existing federal programs, focused on resolving the affordable housing crisis, are not nearly meeting existing demands. American cities today are therefore, struggling to address both the issue of the proliferation of vacant abandoned buildings as well as to provide affordable, quality housing to all their residents. Kansas City, Kansas is not immune to the housing affordability crisis wreaking havoc across the country and has its own set of issues that need to be resolved.

In this report, I explore the application of adaptive reuse for quality, affordable housing in Kansas City, Kansas. In order to provide a holistic perspective to this exploration, I use case studies and semi-structured interviews with representatives from Detroit, Michigan and Rochester, New York. These two sites were chosen for their explicit use of adaptive reuse for affordable housing and adopted or proposed policy on the topic. In order to form a deeper understanding of the issues that KCK faces, I conducted semi-structured interviews with planners, preservationists, and an adaptive reuse developer. The in-depth research and discussions with representatives from each case study location and KCK, are used to present recommendations for future operations within Kansas City pertaining to adaptive reuse for affordable housing. These recommendations include conducting a housing conditions and market study, establishing a team to monitor and report on federally financed developments, pairing historic preservation and affordable housing, adopting explicit policies and zoning ordinances for adaptive reuse, and considering tactical preservation for incremental reuse.



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ABSTRACT

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In this report, I explore the application of adaptive reuse for quality, affordable housing in Kansas City, Kansas. In order to provide a holistic perspective to this exploration, I use case studies and semi-structured interviews with representatives from Detroit, Michigan and Rochester, New York. These two sites were chosen for their explicit use of adaptive reuse for affordable housing and adopted or proposed policy on the topic. In order to form a deeper understanding of the issues that KCK faces, I conducted semi-structured interviews with planners, preservationists, and an adaptive reuse developer. The in-depth research and discussions with representatives from each case study location and KCK, are used to present recommendations for future operations within Kansas City pertaining to adaptive reuse for affordable housing. These recommendations include conducting a housing conditions and market study, establishing a team to monitor and report on federally financed developments, pairing historic preservation and affordable housing, adopting explicit policies and zoning ordinances for adaptive reuse, and considering tactical preservation for incremental reuse.

TABLE OF CONTENTS

CHAPTER ONE

INTRODUCTION	02
METHODOLOGY	04

CHAPTER TWO

LITERATURE REVIEW	16
ADAPTIVE REUSE DEFINED	16
ADAPTIVE REUSE IN PRACTICE	18
CHALLENGES TO ADAPTIVE REUSE	20
THE AFFORDABLE HOUSING CRISIS IN AMERICA	21
TOOLS & SOLUTIONS TO AFFORDABLE HOUSING TODAY	24

CHAPTER THREE

KANSAS CITY, KANSAS	28
STUDY AREA	28
BACKGROUND	30
HOUSING AFFORDABILITY IN KANSAS CITY	34
KANSAS CITY, KANSAS HOUSING AUTHORITY'S	37
ROLE IN AFFORDABLE HOUSING	38
COORDINATION ON HOUSING	38
ADAPTIVE REUSE IN KCK	38

CHAPTER FOUR

DETROIT, MICHIGAN	48
CASE STUDY	48
BACKGROUND	50
HOUSING AFFORDABILITY AND PLANS IN DETROIT	53
ADAPTIVE REUSE FOR AFFORDABLE HOUSING:	59
POLICIES AND APPLICATION IN DETROIT	59
CONCLUSIONS	65

CHAPTER FIVE

ROCHESTER, NEW YORK	68
CASE STUDY	68
BACKGROUND	70
HOUSING AFFORDABILITY AND PLANS IN ROCHESTER	73
ADAPTIVE REUSE FOR AFFORDABLE HOUSING:	76
POLICIES AND APPLICATION IN ROCHESTER	76
CONCLUSIONS	81

CHAPTER SIX

RECOMMENDATIONS	84
RECOMMENDATIONS	84
FINAL REMARKS	88

LIST OF TABLES

33	TABLE 3.1	PRESENT INDUSTRIES IN KCK
41	TABLE 3.2	VACANCIES BY LAND USE IN KCK

LIST OF FIGURES

6	FIGURE 1.1	METHODOLOGY PROCESS
9	FIGURE 1.2	STUDY AREA REPRESENTATIVES
11	FIGURE 1.3	CASE STUDY PROCESS
12	FIGURE 1.4	INTERVIEW PROCESS
13	FIGURE 1.5	INTERVIEW NOTES
28	FIGURE 3.1	KANSAS CITY LOCATION MAP
29	FIGURE 3.2	KCK GEOGRAPHIC REFERENCE MAP
29	FIGURE 3.3	RACE & ETHNICITY OF KCK
31	FIGURE 3.4	MEDIAN HOUSEHOLD INCOME OF KCK
31	FIGURE 3.5	PERSONS BELOW POVERTY LINE
31	FIGURE 3.6	PERCENT MARRIED
32	FIGURE 3.7	MEDIAN AGE OF KCK
33	FIGURE 3.8	EMPLOYMENT HUBS OF KCK
36	FIGURE 3.9	KANSAS CITY HOUSING AFFORDABILITY
39	FIGURE 3.10	KCK VACANCY MAP
42	FIGURE 3.11	KCK VACANCY BY LAND USE (SMALL)
43	FIGURE 3.12	KCK VACANCY BY LAND USE (LARGE)
48	FIGURE 4.1	DETROIT LOCATION MAP
49	FIGURE 4.2	DETROIT GEOGRAPHIC REFERENCE MAP
49	FIGURE 4.3	RACE & ETHNICITY OF DETROIT
51	FIGURE 4.4	MEDIAN HOUSEHOLD INCOME OF DETROIT
51	FIGURE 4.5	PERSONS BELOW POVERTY LINE
51	FIGURE 4.6	PERCENT MARRIED
52	FIGURE 4.7	MEDIAN AGE OF KCK
56	FIGURE 4.8	DETROIT VACANCY MAP
57	FIGURE 4.9	DETROIT AMI BRACKETS
58	FIGURE 4.10	PERCENTAGE OF HOUSEHOLDS AT AMI

LIST OF FIGURES

68	FIGURE 5.1	ROCHESTER LOCATION MAP
69	FIGURE 5.2	ROCHESTER GEOGRAPHIC REFERENCE MAP
69	FIGURE 5.3	RACE & ETHNICITY OF ROCHESTER
69	FIGURE 5.4	MEDIAN HOUSEHOLD INCOME OF ROCHESTER
71	FIGURE 5.5	PERSONS BELOW POVERTY LINE
71	FIGURE 5.6	PERCENT MARRIED
72	FIGURE 5.7	MEDIAN AGE OF ROCHESTER

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CHAPTER ONE

INTRODUCTION

INTRODUCTION

More people live in urban areas today than ever before. Across the world, rural-to-urban migration¹ and other socio-economic factors have pushed and pulled people into urban areas and has resulted in 55 percent of the population living in urban settlements, with a projected 60 percent by 2030 (ECOSOC, 2018). In the U.S., long-term phenomena such as white flight², the relocation of manufacturing overseas, and rural-to-urban migration have created segregated urban³ areas with new needs and issues.

-
- 1 The United Nations defines this phenomenon as “a shift in a population from one that is dispersed across small rural settlements, in which agriculture is the dominant economic activity, towards one that is concentrated in larger and denser urban settlements characterized, in recent centuries, by a dominance of industrial service activities” (ECOSOC, 2018).
 - 2 White Flight: “A process by which white households left central cities to avoid living in racially diverse neighborhoods or jurisdictions” (Boustian, 2010).
 - 3 The United Nations defines “urban” in the United States as two types: “urbanized areas of 50,000 or more inhabitants and urban clusters of at least 2,500 and less than 50,000 inhabitants” (United Nations, 2005).

Following World War II, a wave of white households escaping the city for the suburbs- white flight- concentrated minority populations to the inner-city and white populations to the suburbs. This shift in post-war living led to the socio-economic abandonment of inner-city areas and is one of the reasons that vacant buildings dot the landscape of contemporary American cities. In addition to white flight, American cities have been shaped by yet another dramatic exit. Cities, once resplendent with manufacturing jobs face ruin as such jobs become scarcer due to automation, and the relocation of factories to other parts of the U.S., as well as other countries, where labor is “cheaper and less demanding” (Farr, 2011). This has meant that entire industrial districts in U.S. cities now are made up of large, empty buildings and factories. Cities across the U.S. now grapple with vacant inner cities, and a stockpile of large manufacturing buildings and factories. These vacancies dotting the landscape of American cities pose the urgent question, “What do we do with these?”

At the same time, the U.S. is facing an acute housing affordability⁴ crisis. This lack of affordable housing is not a new problem. Over the last three decades, inflation has far outpaced growth in income, and this has led to a decrease in affordability for renters. Renters working full-time on the national minimum wage would have to work approximately 97 hours per week to afford a modest two-bedroom apartment or 79 hours for a modest one-bedroom apartment in any metropolitan city in the U.S. (National Low Income Housing Coalition, 2020). The National Low Income Housing Coalition (NLIHC) defines the “housing wage” for what a full-time worker must make to afford a fair market rental as \$23.96 per hour for a two-bedroom or \$19.56 per hour for a one-bedroom (National Low Income Housing Coalition, 2020). The current national minimum wage of \$7.25 per hour is not nearly meeting the needs to provide adequate affordable housing for renters across the country. The leading federal program focused on the creation of affordable rental housing in America is the Low-Income Housing Tax Credits (LIHTC).

4 Housing affordability is generally defined in literature and policy as spending no more than 30 percent of income on housing expenses. This report uses this definition of affordable housing. In this context, “affordable housing” means housing that costs less than or equal to 30 percent of household income and is not used as a stand in for subsidized housing.

This program has seen great success in assisting lower-income populations obtain quality, livable housing rates; however, the problem has not nearly been resolved.

American cities today are therefore grappling with another question: “Where will all of these residents live?” While cities are pockmarked with vacant and abandoned buildings, they are also facing a crisis of where to house residents that need affordable housing. This report focuses on these two problems together and explores the opportunities adaptive reuse provides for quality, affordable housing. Adaptive reuse- the process of repurposing existing structures for new uses- has seen a lot of success in its application but has largely been limited to commercial use. However, there is a considerable gap in literature and data on applications of adaptive reuse for affordable housing. This report tries to address this gap by analyzing case studies of applied adaptive reuse for quality, affordable housing⁵ in U.S. cities. Based in this analysis, this report makes recommendations for policy and practice in Kansas City, Kansas.

METHODOLOGY

This report is aimed at answering the following two questions:

1. **How can policies and zoning ordinances make adaptive reuse more attractive as an affordable housing solution?**
2. **How can adaptive reuse be incorporated in Kansas City, Kansas to provide quality, affordable housing?**

To answer these questions and fully understand adaptive reuse for affordable housing, I use two primary modes of data collection and analysis: case studies and semi-structured interviews. An illustration of my methodology can be found in **Figure 1.1**. These modes result in in-depth and rich qualitative data on both policies that promote adaptive reuse for affordable housing, as well as the examples of adaptive reuse for affordable housing. Case study research as a method provides the

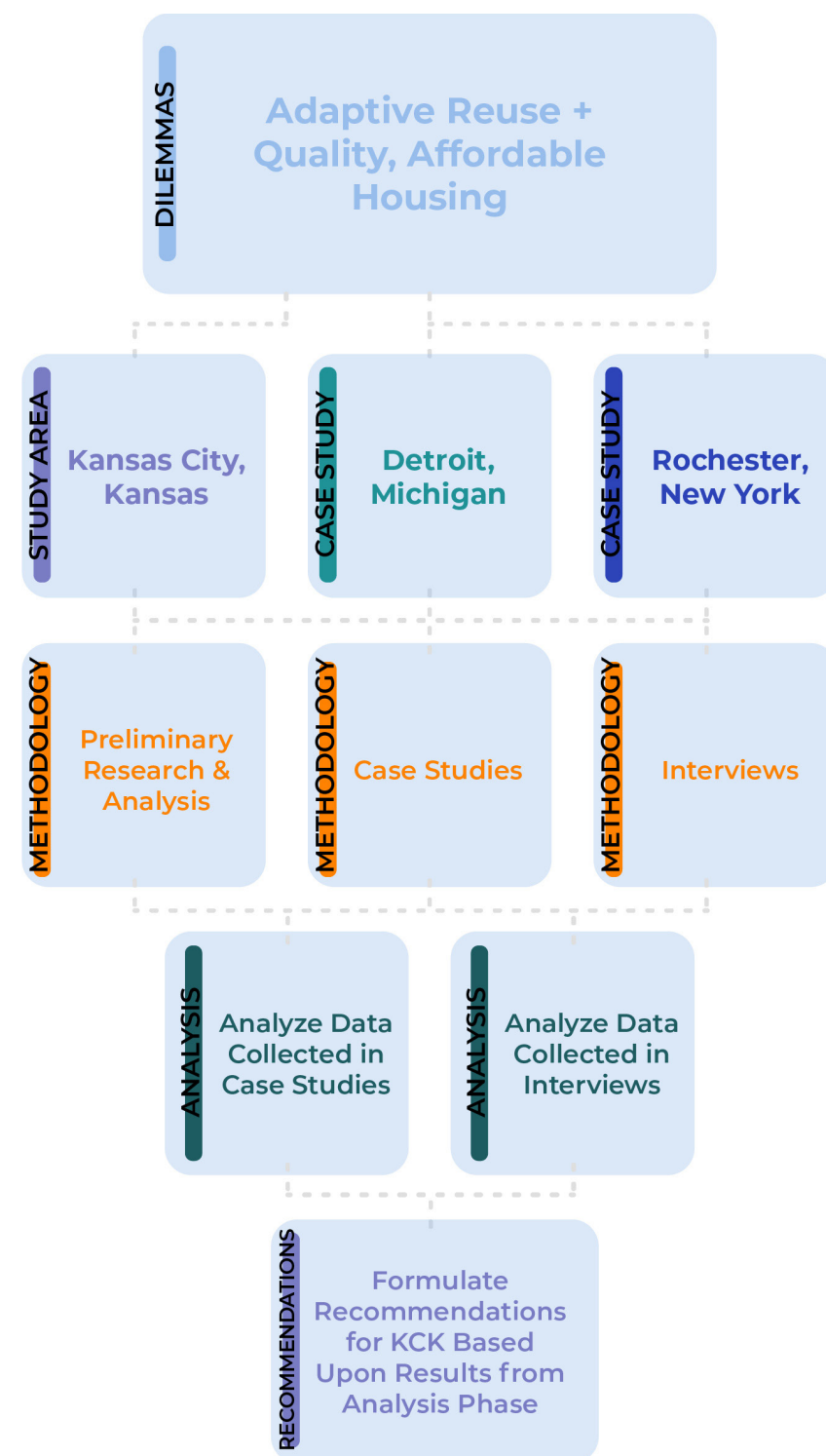
5 Quality affordable housing in this report is housing that aligns with HUD’s checklist that is detailed in the literature review, as well as to include access to transit, food, and education.

opportunity for an in-depth study of a single, contemporary phenomenon or “case.” Cases are selected because of their characteristics that enable conclusions and generalizations to be drawn based upon their type (Swaffield, 2017). In the field of planning, this method allows for an action-oriented approach, “seeking cause-effect understanding to guide contemporary interventions” (Campbell, 2003). In this report, I analyze cities in the United States that have adopted adaptive reuse policies for affordable housing and gain this “cause-effect understanding” on the topic to provide proper recommendations to Kansas City, Kansas (KCK).

Case studies are used to throughout this report to demonstrate how adaptive reuse for affordable housing can operate in cities of different regions but with the same needs. These case studies include Detroit, Michigan, and Rochester, New York. These two sites were chosen for their explicit use of adaptive reuse for affordable housing and adopted or proposed policy on the topic. Detroit, Michigan currently is working to promote Tactical Preservation- a type of adaptive reuse practiced in short, targeted spurts. Additionally, Detroit’s active use of Federal Historic Preservation Tax Credits and financing schemes provide insight into opportunities to leverage available funding. Rochester, New York is currently in the process of reworking its zoning code to better accept adaptive reuse projects but has already seen positive outcomes with adaptive reuse developments. Further discussions on Detroit and Rochester’s participation, policy, and practice are found in later sections of this report.

During the case study research process, I analyzed policies, incentives, applications, and practices for adaptive reuse for affordable housing within Detroit and Rochester. This analysis process was used to form a baseline understanding of how these two cities leveraged adaptive reuse to bridge the affordable housing gaps within their communities. These case studies are

FIGURE 1.1 Details the methodology process that took place throughout this report.



necessary due to the lack of literature discussing this targeted practice of adaptive reuse. The in-depth analyses of policies, incentives, applications, and practices shed light on successes and failures of policy, and implementation and highlighted areas of opportunity for policy and application recommendations for KCK.

Interviews- the second mode of data collection used in this work- provide information on the topic of interest through structured and unstructured conversations. Structured interviews are formatted beforehand, with questions asked in a predefined order and provide consistency in responses. Unstructured interviews explore alternatives to pick up on information, do not necessarily have defined areas of importance, and allow for the respondent to take the lead in the conversation. This method is advantageous for its ability to grant respondents the opportunity to express their viewpoint and allow the conversation to be adaptable to emerging topics (Bolderston, 2012). For this work, I conducted semi-structured interviews i.e., interviews included both structured and unstructured portions to allow for some consistency in responses, while also allowing for follow on questions and a more organic conversation.

The interviews with representatives from the case study sites included Ann Phillips, Architect and Historic Preservationist, and Ryan Schumaker, Lead Preservation Specialist, from the City of Detroit, and Dorraine Kirkmire, Manager of Planning, and Elizabeth Murphy, Senior Community Planner, from the City of Rochester. These interviews provided guidance and insight into what KCK could learn from Detroit and Rochester's experience with applying adaptive reuse for affordable housing. The results from the case studies were used to assist in guiding policy recommendation, while the case study representative interviews provided narratives for targeting opportunities in KCK.

Gunnar Hand, Director of Urban Design and Planning, and Rob Richardson, Director of Development Coordination and Customer Service Success, represented the Unified Government of KCK and Wyandotte County for additional interviews identifying the current obstacles in the implementation of adaptive reuse and the provision of affordable housing separately and also allowed for an exploration of the potential areas of application within KCK for adaptive reuse for affordable housing. Kelley Hrabe, of Prairie Fire Development and Construction- was also interviewed for his experience with adaptive reuse

developments. Interviewing the people directly involved with these efforts provided first-hand knowledge and advice on how the policy recommendations can be better catered to their needs. KCK is not excluded from the affordable housing crisis that is plaguing American metropolitan areas. There is an obvious need for a larger stock of affordable housing in KCK and these interviews with Richardson and Hand helped me understand the realities of the community and identify the areas the policy recommendations should strategically target. The interview with Hrabe provided a different, more industry-focused perspective on the topic and different ideas for opportunities within the community. All participants from the interview portion of this report can be found in [Figure 1.2](#). Each of these interviewees provided priceless qualitative data and experience within their community that was used to craft the final deliverable- policy recommendations for KCK.

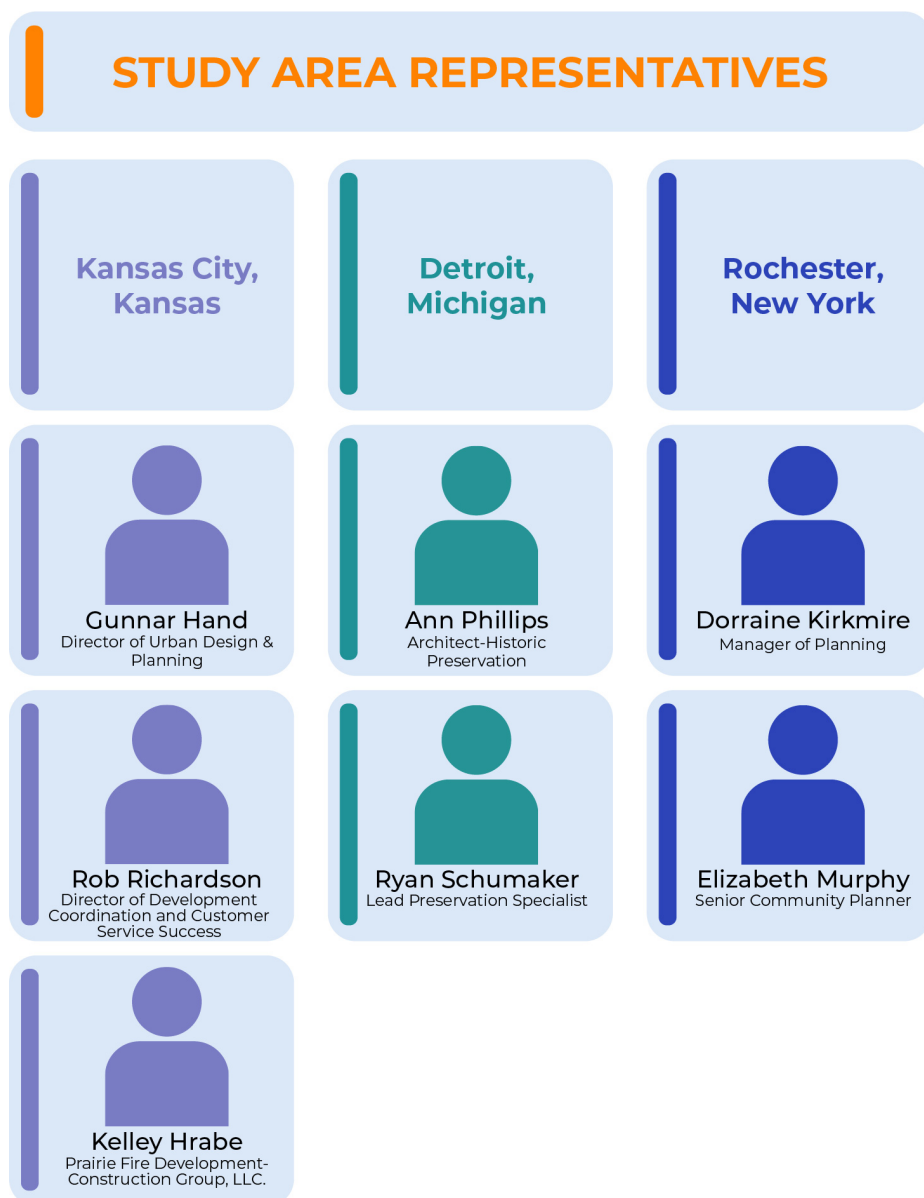


FIGURE 1.2 Details the representatives that participated in the interview portion of this report from KCK, Detroit, and Rochester.

To analyze the results of the case studies and interviews with the representatives from Detroit, Rochester, and KCK, I followed a structured process that is illustrated in both [Figure 1.3](#) and [Figure 1.4](#). The case study process began with identifying American cities that were practicing adaptive reuse for affordable housing and had explicit policy for it. Following this initial step, I conducted a preliminary analysis of each study area by identifying socioeconomic factors, existing zoning ordinances and guidelines for adaptive reuse, and housing affordability within the designated city. These findings allowed me to have preliminary analyses completed before conducting my interviews that further expanded on each of these topics.

CASE STUDY PROCESS

Identified American cities that were practicing adaptive reuse for affordable housing and had explicit policy for it

Researched housing and additional socioeconomic factors to better understand the scope of each city

Analyzed existing zoning ordinances for adaptive reuse guidelines and requirements

Compiled all data into chapters for each city. Analyzed housing affordability, employment, living wages, etc.

Conducted preliminary analyses from the data identified in previous steps of data collection

Expanded on preliminary analyses with improved understandings after interviews were conducted

FIGURE 1.3 Defines the case study process followed for each study area.

INTERVIEW PROCESS

Identified directors of planning from cities identified in Step 1 of the Case Study Process

Secondary interviewee identified for their participation in adaptive reuse

Scheduled hour-long interviews with each representative and provided them with the structured questions beforehand

Recorded the interviews and save them to the computer's hard drive to review later

Took notes during interviews and watched the recordings afterwards to make note of key points

Inserted key takeaways into the report to support case study research as qualitative narratives

FIGURE 1.4 Defines the interview process followed for each study area.

Following the case study analysis, the interview process began with identifying and reaching out to directors of planning from each study area. From this point, I either continued correspondence with these planners or they connected me to key players in adaptive reuse practices from their jurisdictions. Additionally, secondary interviewees were identified for their participation in adaptive reuse. Each interview was an hour long, following the semi-structured format detailed earlier, and was recorded. I took minimal notes during the interviews and then watched each interview again, taking more thorough notes and observing key points. Examples of these notes can be seen in **Figure 1.5**. Following these steps, I then began to insert key takeaways into the report to further support case study research and provide qualitative narratives supplementing the recommendations for KCK.

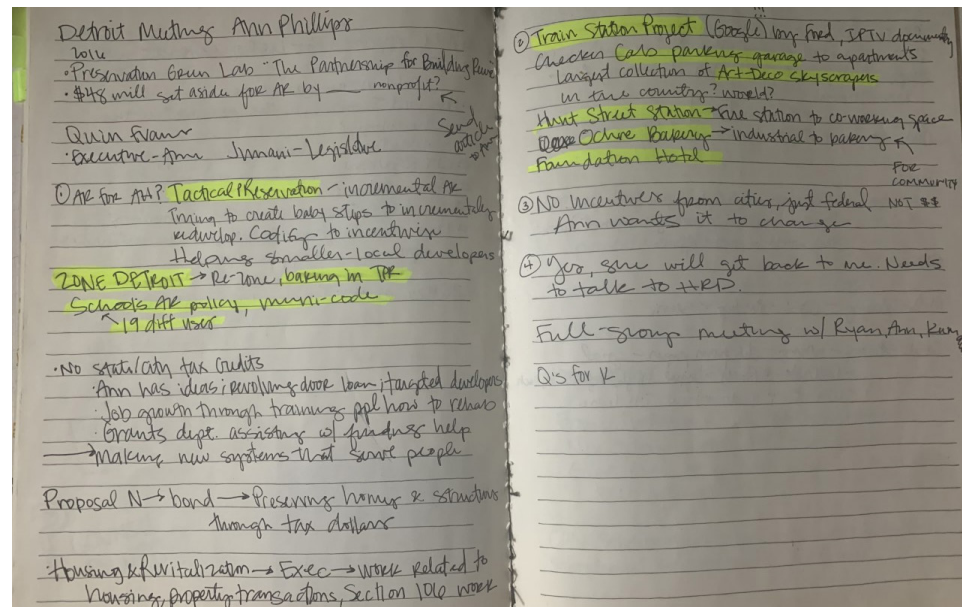


FIGURE 1.5 Depicts examples of notes taken throughout the interview process. The top image is an example of notes taken during the interview. The bottom two images represent examples of notes taken while re-listening to the interview recording.

Interview Questions for: Dorraine Kirkmire

1. Why did the city choose adaptive reuse as a strategy? And what was the hope adaptive reuse would change or achieve?
2. Where has your city seen its greatest successes with adaptive reuse for affordable housing? Why do you define this case as a success?
 - a. **Urban League on Lake Avenue by High Falls - industrial to housing**
3. How and why did your city choose to use adaptive reuse for affordable housing?
 - a. **With the incentives available, it positions these buildings to be much better candidates for adaptive reuse when combining LIHTC and historic tax credits**
 - b. **There are needs for affordable housing in the community, like many other cities throughout the US. NY State is pushing for more supportive housing through their ESHI program**
 - c. **Senior housing, supportive housing, and disabled housing**
 - d. **This is reflected in Rochester 2034's housing plans for adaptive reuse and has been established with the Urban League**
4. What were challenges you encountered when creating these policies? Have you made any targeted changes toward alleviating these challenges?
 - a. **The down-zoning of all residential to R-1 created many obstacles. Especially after the fact, it is now coming to light that there was a lot of exclusionary zoning and redlining occurring alongside this, it has created more problems than anything**
5. What current policies are in place that allow for adaptive reuse projects? Is it working for your community or have there been discussions to advance these policies?
6. What were your goals for these policies? In other words, what were you or the city hoping these policies would achieve?
7. What was your timeline for this process? When did this process start and how long did it take? What were some milestones and pitfalls you encountered?
8. If you could go back and change anything throughout the process of adopting these policies, would you? If yes, what would you change and why?
 - a. **It's less of a matter of having regrets, its more of not having the number of desired resources to fulfill these projects that it speaks to many other foundational problems. Wishing as a region we**

could come together and foster growth. Less of a policy barrier keeping "us" from doing the work that we would like.

9. For cities looking to adopt similar policies, what advice would you give them? What type of people need to be at the table and present for these conversations?

- a. **Recommend giving these types of buildings their own zoning, and not subjecting them to the underlying land zoning**
- b. **Potential developers to help alleviate and break down any barriers that they may have to overcome. You want this type of growth and development, so it is more beneficial to help them when possible**
- c. **Utilizing HUD money to help provide gap financing. Assign a higher point value to adaptive reuse over greenfield development and new construction when figuring out where to allocate these dollars. Incentivize using existing structures as much as possible to double-target economic and sustainability issues.**

10. How has the City proposed vacant buildings/factories as opportunities for adaptive reuse for affordable housing? What criterion draw developers to vacant buildings?

11. What grants and incentives have you seen utilized the most?

- a. **LIHTC and Historic tax Credits**
 - i. **Can't do anything without them**

Interview Questions for: Gunnar Hand

1. **What is the need for affordable housing in the community?**
 - a. Lots of problems with quality affordable housing more than anything. Market value is a lot lower, and relative to the rest of the nation, KCK is quite affordable. There is a need to define what is affordable to our own community.
 - b. Lots of outdated affordable housing through the Housing Authority. HOA maintains a large inventory but operating a system that was designed and built in the 1960s. Federal government does not want to support urban renewal era projects through HUD, so the HOA is left to maintain and operate their stock with little funding opportunities.
 - i. **Downtown KCK tallest building in KS is an existing project**
 - c. **They do not have a housing plan.**
 - i. **no idea what affordable is for the community otherwise we are not talking about the same stuff**
 - ii. **need to maintain and infill housing stock.**
2. In your opinion, what is the biggest obstacle in providing affordable housing for residents in KCK?
 - a. **URBAN RENEWAL**
 - b. **Lack of federal assistance**
 - c. **CDBG money that is tied and limited.**
 - d. **Financing is their largest obstacle**
 - e. **Getting ahead of gentrification is the need right now. If we talk about it when it's happening, we are too far behind**
 - i. **TALK ABOUT DETROIT'S TACTICS ON THIS HISTORIC PRES + AFFORDABLE HOUSING**
 - f. **Lack of engagement and discussions between the HOA and the city**
 - i. **No coordinated efforts on housing in the US**
 - ii. **Who monitors and reports the affordability?**
 - Nobody. That is the issue with creating affordable housing in KCK. Nobody monitors and ensure they follow the rules.
 - iii. **The playbook that exists is each department (in their respective silos) combining all of their documents of observations on housing, present it to the mayor and proceed to go back to each of our silos and continue as we were. There are no new focused and concerted efforts just delivering what they are seeing.**

1. KCMO is more of where should we be applying these incentives and what are we getting in return?
 - a. **If the city isn't getting anything in return, why are they giving so much?**

3. What current tools are being applied to assist in mitigating affordable housing issues in the community? What are their pros and cons?

4. What kinds of housing developments are needed in the community?

- a. **For generations, we have only built single family housing. All we have now is multi and single-family housing.**
 - i. **Affordability is more than a pricing issue, it is also a typology issue**
 - ii. **Infill housing and targeted development**
 - a. **DISCUSS RFPs LIKE DETROIT DOES FOR TARGETED AR FOR AH**
 - iii. **Our need is for a diverse typology for inclusivity.**
 - iii. **Rearden convention center**

5. What is the vacancy rate of industrial or commercial buildings in the area? Are these predominately City-owned or privately held?

6. What areas are there vacant or for-sale buildings available in the community?

7. Do you believe that there is opportunity for adaptive reuse for affordable housing in KCK? Has the city explored the possibility of incentivizing adaptive reuse of existing infrastructure? Why or why not?

- a. **Not really any incentives to building on these properties.**
- b. **KCK Public schools have buildings that could be retrofitted.**
 - i. **Old horse man school turned into apartments.**
 - ii. **Plus, a ton of vacant commercial buildings**
 - 1. **ROCHESTER ZONING CODE**

CHAPTER TWO

LITERATURE REVIEW

ADAPTIVE REUSE DEFINED

Adaptive reuse has no clear definition in current literature, however, there are consistent themes that can be seen in the varied definitions used. Instead, scholars and practitioners have multiple, shared understandings of what adaptive reuse *could* be. Wong (2017) groups these shared understandings of adaptive reuse and defines them as adaptation, addition, alteration, conservation, conversion, extension, maintenance, modernization, preservation, reconstruction, refurbishment, rehabilitation, relocation, remodeling, renewal, renovation, repair, restoration, and retrofitting. Additionally, consistent themes throughout the literature present adaptive reuse as a viable prospect, suited to battle economic, cultural, and environmental obstacles plaguing a city's landscape.

The opportunities for adaptive reuse are many. American manufacturing businesses have seen much decline in recent years, falling from 17,104 manufacturing jobs in 2001 to 12,227 in December 2020 (U.S. Bureau of Labor Statistics, 2021). This 28.5 percent decrease in manufacturing employment is leaving a trail of vacant buildings and factories in its wake. KCK experienced its peak manufacturing employment in June of 1998, with approximately 38,200 employed. Through the years, there have been waves of consistent decline with employment numbers settling at approximately 30,800 by the end of 2020, a 19.4 percent change (U.S. Bureau of Labor Statistics, 2021). Cantell

(2005) sheds light on common problems U.S. cities are facing with industrial buildings and the opportunities they provide for population and economic growth. Additionally, presenting these vacancies as opportunities for affordable housing developments, “smart growth” and a tactic for reducing urban sprawl. As industrial businesses continue to vacate cities, Ahlers (2015) argues these areas become “a wasted opportunity of more viable developments.” Bullen and Love (2009) continue to build on the idea of economic investment, linking regenerated buildings with residential uses to new ventures in commercial opportunities for the city. These authors work to present adaptive reuse of industrial buildings as bountiful opportunities for residential and commercial reinvestment in U.S. cities.

With respect to cultural obstacles, it appears that U.S. cities struggle with identity, or a lack thereof. In literature and practice, adaptive reuse is presented as a way to ensure cultural and historical identities remain within the city’s urban fabric and carry into the future. Often referred to as “heritage buildings”, structures of historical significance can often inform the resident and visitor of what once took place in their built environment. Misirlisoy and Gunce (2016) argue that adaptive reuse of a heritage building is challenging because an adaptation is “successful” only when it respects the previous uses and contexts and only adds a contemporary layer to the building. The destruction of its character, both in physical and historical contexts, must be prevented for it to be a “successful” heritage building being adaptively reused. Lowenthal (2004, p. 19) discusses heritage claiming it “brings manifold benefits: it links us with ancestors and offspring, bonds neighbors and patriots, certifies identity, roots us in time-honored ways. But heritage is also oppressive, defeatist, decadent”. Lowenthal (2004) presents heritage as the primary outcome in preservation with intertwined links to the past in history, tradition, memory, myth, and memoir, claiming that each of these further the “ubiquitous reach” of heritage today. Bullen and Love (2011) claim that when adaptive reuse is applied to heritage buildings, it not only pays homage to the people that designed and built the structure, but it also conserves its architectural, social, cultural, and historical values. Bromley et al. (2005) even present adaptive reuse as a form of heritage conservation. While not every adaptive reuse project has the intention of historically preserving the structure, adaptive reuse and historic preservation frequently go hand-in-

hand. Langston and Shen (2007) argue in favor of adaptive reuse, reasoning that the social and environmental benefits help retain national heritage. Lastly, Wong (2017, p. 58) states “buildings, like humans, also experience a finite life span,” but through the practice of adaptive reuse, buildings can attain a sense of immortality and deny this end to their existence.

The literature proposes adaptive reuse as a more sustainable and environmentally driven route for construction. Bullen and Love (2011) explain that when considering renovation or demolition, demolition is often chosen because it seems the life expectancy of a building is anticipated to be less than that of a new alternative; however, adaptive reuse offers a more efficient and effective outcome than demolition. Increasing the lifeline of these buildings, significantly decreases the need for additional materials, transport, energy, and pollution to create new buildings. Adaptive reuse is quite attractive for the ways it appeases sustainability requirements. The practice preserves history and revives urban areas and avoids the need for unnecessary consumption and material usage.

ADAPTIVE REUSE IN PRACTICE

Adaptive reuse is not limited to the types of buildings it can use for application. Each building type poses an interesting challenge for designers on how they can leverage existing infrastructure, utilities, and features for the best possible result. Wong (2017) discusses “fit” as a multi-dimensional obstacle when designing the reused structure. Stating that the “concept of fit yields different interpretations, both objective and subjective” and that in the end, it is solely a matter of feasibly accommodating necessary programming elements (Wong, 2017). Common building types for adaptation include industrial buildings and factories, religious structures, commercial buildings, and schools. What they are transformed into is site-specific. The following paragraphs work to provide precedents and building types of use for varying projects presented in the literature.

INDUSTRIAL

Portland, Oregon’s Pearl District was once a booming rail yard and warehouse district. In 2001, one of the historic warehouses was converted into a mixed-use office and retail building (2015). The site was appealing for its proximity to bike trails and transit

and location and from there, the developer transformed the 70,000 square-foot industrial building into the Jean Vollum Natral Capital Center (2015). Not only is the commercial space successful, but the renovations also followed LEED standards with an intentional focus on social equity, water, light, and air. Features such as public atrium spaces, stormwater runoff reduction systems, and native, drought-resistant plants assisted in the LEED gold certification (2015).

RELIGIOUS

Religious spaces offer opportunities for a variety of uses. In this example, Deutsche Evangelical Reform Church was adaptively reused for the Urban Krag Rock Climbing Gym in Dayton, Ohio. Developer Karl Williamson purchased the property with an unconventional use in mind because of how well it meshed with his locational and height requirements (2017). However, the building posed many structural and design challenges due to the condition it was purchased in (2017). The roof had gaping holes, the stained-glass windows were removed and allowed for natural elements and animals to enter, inducing destruction to the interior of the building. The rapidly deteriorating church was transformed into a hub of activity for the neighborhood, breathing life into a building that was set for demolition (2017).

EDUCATIONAL

Vacant school buildings are wonderful examples of adaptive reuse for residential spaces. West Tech High School in Cleveland, Ohio is successful in demonstrating how these building types can produce opportunities for a variety of demographics. The school was constructed in 1912 but closed in 1996 due to a shift in population trends (2017). The project entailed two residential projects within the campus: the 368,000 square-foot complex would be converted into 189 market-rate and subsidized apartments; and the remaining twenty acres of the property would be developed into thirty-four new market-rate, single-family homes, and twelve townhomes (2017). Utilizing Low-Income Housing Tax Credits (LIHTC) and other financing schemes, the homes were created and occupied.

RESIDENTIAL

A creative take on the functionality and repurposed life of a

residential dwelling can be found in the Menil Collection's Montrose campus. The Menil Foundation was formed in 1954 by art patrons John and Dominique de Menil (2011). The collection is housed in an "unspectacular Houston enclave" of bungalow-style homes from the 1920s and 1930s (2011). A sleepy, single family neighborhood, has been transformed into the campus for an incredibly renowned art collection that provides and intimate experience for interpreting art.

COMMERCIAL

Commercial buildings position themselves as viable candidates for adaptive reuse in many schemes. The Clock Tower Building, originally home to New York Life Insurance Company, was converted in 1972 to The Clock Tower Gallery, a studio, gallery, theater, and community-center (2017). Most recently, the Clock Tower Building was adaptively reused once more for condominiums and now referred to as "108 Leonard" (2018). The condominium tower is 16-stories tall and houses over 160 units. The building is declared to be a national and city landmark, posing various design obstacles to address historical requirements in the renovations. These obstacles were met with precision and the condos were completed in 2019 marketing them as a "chance to own a piece of New York history" (Margolies, 2018).

CHALLENGES TO ADAPTIVE REUSE

No practice of design or policy is perfect; and adaptive reuse is no different. Challenges in design, regulation, and policy, and social outcomes are potential issues that cities and practitioners can face when taking on an adaptive reuse project. Langston and Shen (2007) argue in favor of adaptive reuse for its social and environmental benefits but also acknowledge the challenges posed with potential building class changes and rezoning. These procedures are lengthy, unwieldy, and often uncooperative, which can disrupt the timeline of permitting and construction. In respect to challenges of building regulations, fit and use, Wong (2017) presents two equations for estimating occupancy and the size of the required "host:"

$$\text{LOAD FACTOR}^* \times \text{SIZE OF HOST STRUCTURE} = \text{ALLOWABLE OCCUPANTS}$$

*LOAD FACTOR = NUMBER OF OCCUPANTS/ SQUARE FEET
†SIZE IN SQUARE FEET

DESIRED # OF OCCUPANTS
LOAD FACTOR*

=

SIZE OF REQUIRED
HOST STRUCTURE

*LOAD FACTOR = NUMBER OF OCCUPANTS/ SQUARE FEET

These two equations provide insight into the overall feasibility of the project; whether additions might be needed, if occupancy is less than the overall square footage of the host, or opportunities for additional programming of the space.

Another issue, potentially more controversial for its social consequences, is that of gentrification and displacement. Listokin, Listokin, and Lahr (1998) discuss the practice of historic preservation, or rehabilitation, at the neighborhood scale and its ability to lead to displacement. The authors point to rehabilitation, commercial investments, and increased property values as primary reasons for displaced residents throughout the neighborhood (1998). Listokin, Listokin, and Lahr (1998) plea for readers to be cognizant of both the negative and positive impacts to historic preservation through adaptive reuse, claiming there are efforts to correct the negative impacts and create more inclusive neighborhoods.

THE AFFORDABLE HOUSING CRISIS IN AMERICA

America has long been battling to create and provide adequate amounts of affordable housing to renters and homeowners. Affordable housing, while ambiguous when attempting to identify a precise definition, is generally accepted by researchers as spending less than 30 percent of household income on housing expenses (Rypkema, 2002) (Schwartz & Wilson, 2006). Schwartz (2006) additionally defines anyone spending more than 30 percent of their income on housing as being “burdened” by housing costs. Rypkema (2002) argues that the affordable housing crisis is no longer confined to the “poorest of the poor,” stating that 3.7 million working families were paying at least 50 percent of their income for housing. The affordable housing crisis is no longer a social issue either, according to Rypkema (2002), it will take additional efforts from urban policy, environmental protection, community development, and economic development coordinating as one to make substantial progress.

QUALITY HOUSING

With the discussion of affordable housing becoming more prevalent in contemporary housing literature, the matter of providing quality affordable housing is just as imprudent. Similar to affordable housing, the definition is not precise, but rather agreed upon by researchers and practitioners. The State of Colorado (2017) claims that quality housing “considers not only the physical attributes or conditions of a home but also its surrounding environment and community.” Furthermore, stating that many low-income individuals and families must choose between what is quality housing and affordable housing, rarely having the two be one-in-the-same. Disparately, Newman and Holupka (2018) question what exactly constitutes quality housing, stating, “a housing unit is a bundle of attributes that extend beyond the dwelling itself, and it is unclear which of these attributes should be included.” In the Housing Choice Voucher Program (HCV), HUD has set forth housing quality standards (HQS). HUD (2020) defines the quality needed for standard housing as “decent, safe, and sanitary.” Every prospective unit in the HCV goes through an extensive checklist before tenants are permitted to move in with HUD’s assistance. This checklist consists of 13 performance requirements:⁶

1. Sanitary facilities;
2. Food preparation and refuse disposal;
3. Space and security;
4. Thermal environment;
5. Illumination and electricity;
6. Structure and materials;
7. Interior air quality;
8. Water supply;
9. Lead-based paint;
10. Access;
11. Site and neighborhood;
12. Sanitary condition; and
13. Smoke detectors.

⁶ (HUD, 2020)

Each of these categories is then broken down into “performance requirements” and “acceptability criteria” to ensure that the unit is of quality living but not “having to meet higher standard[s] than units in the unassisted market” (HUD, 2020). All of these categories are investigated at the initial, annual, and special inspections described below.

Inspections of HCV homes come in three different varieties:

- Initial Inspections: Occur when an HCV holder indicates to their Public Housing Authority (PHA) that they desire to lease a specific housing unit.
- Annual Inspections: Occur once a year on HCV units to ensure they continue to meet HQS throughout the tenancy.
- Special Inspections: Occur when there is a complaint or for quality control inspections.

AFFORDABILITY IN AMERICA

The National Low Income Housing Coalition (NLIHC) released a report describing the “out of reach” housing opportunities for low-income renters in America. The report works to convey to readers just how severe the crisis is, presenting irrefutable data on what renters can afford on the current standard for wages. Working a minimum wage job, at \$7.25 per hour, at 40-hour weeks, allows the renter to contribute approximately \$375 toward housing expenses (2020). The fair market rate (FMR) rent for a one-bedroom rental in 2020 is \$1,017 and \$1,246 for a two-bedroom rental at FMR (2020). To afford this while working a job paying federal minimum wage (\$7.25), renters would need to work two or more jobs and at 97 hours per week for a modest two-bedroom apartment or 79 hours per week for a modest one-bedroom (2020). This is not an issue exclusively facing minimum wage workers. Average renters earning \$18.22 per hour, would have to work approximately 53 hours per week to afford a modest two-bedroom apartment (2020). To only allocate 30 percent of their income to housing, renters would need to make \$19.56 per hour to afford a modest one-bedroom rental or \$23.96 per hour for a modest two-bedroom apartment (2020). Combining this information with Rypkema’s (2002) only strengthens his argument that this is not a problem of the poor, people of every social class are struggling to locate and obtain affordable housing.

To better define the crisis, the NLIHC provides data regarding the relationship between wages and housing affordability. Hourly wages have increased 1.6-6.1 percent for low-to median-wage workers from 1979-2018, while median gross rent has increased by 37 percent between 1980-2018 (2020). The minimum wage and the wages of the average worker are no longer keeping pace with inflation or rent in America. The NLIHC (2020) states that “in no state, metropolitan area, or county in the U.S. can a worker earning the federal prevailing state or local minimum wage afford a modest two-bedroom rental home at fair market rent by working a standard 40-hour workweek.”

TOOLS AND SOLUTIONS TO AFFORDABLE HOUSING TODAY

There are many tools and policies presented in the literature to mitigate the affordable housing crisis; however, the Low-Income Housing Tax Credit (LIHTC) program is the most discussed and utilized program. Scally, Gold, and DuBois (2018) define LIHTC as a “crucial tool” when producing and preserving affordable rental housing. The program, authorized by Congress in the Tax Reform Act of 1986, works to provide financial incentives to invest in low-income housing for Americans (Joe, 2015). The program sets aside a certain number of units to meet the affordable unit requirements that are based upon the household income as a percent of the area median income (AMI) (Scally, Gold, & DuBois, 2018). In exchange for their tax credits, developers must comply with investment regulations for 15 years and maintain the units as affordable for at least 30 years. Challenges with LIHTC posed by the authors of this report include the length of affordability, economic inefficiency, and the exacerbation of racial segregation (Scally, Gold, & DuBois, 2018). In many cases, the compliance with investment regulations fizzles out after 15 years and developers no longer offer the units as affordable. The initial intention of creating affordable housing is the endeavor LIHTC is programmed to do; however, the lack of permanence to the affordability is unpredictable and too unstable for those depending on its availability. Additionally, the process of allocating and awarding the tax credits is lengthy and time-consuming. The report concludes that it often takes twice as long to produce a project financed by LIHTC than one that is at market rate. Lastly, agencies allocating the funds for LIHTC have the opportunity to racially segregate the landscape through

what projects they choose to fund. The culmination of these three primary challenges poses the idea that the LIHTC program needs improvement but has made powerful strides toward bridging the gap to affordable housing.

ADDITIONAL FINANCING SOURCES

Community Development Block Grants (CDBG) provide developers and cities with opportunities to leverage additional funds for a variety of necessary projects, including but not limited to, housing rehabilitation. This program was authorized in 1974 by the Housing and Community Development Act and seeks to provide funds to “address critical issues and unmet community needs” (HUD, 2014). The application can include housing rehabilitation, public services, infrastructure, and much more. While the application can range, the impacts of the CDBG funds must meet three key objectives in its application: (1) 70 percent of funds benefit low- and moderate-income individuals, (2) aids in the prevention of slums or blight, (3) address urgent needs of the community that occurred in the last 18 months and no funding was available (HUD, 2014).

Adaptive reuse poses a unique opportunity for financing schemes to developers, especially when historical buildings are in the equation. Another financing scheme often used in tandem with LIHTC is the Federal Historic Preservation Tax Credit (HPTC) administered by the National Park Service and Internal Revenue Service (National Park Service, 2012). The HPTC was first established in 1976 to assist in the promotion of the rehabilitation of historic structures of every period, size, style, and type. The National Park Service (2012) acknowledges the use of HPTCs in creating opportunities for low-to-moderate housing, stating, “through this program, abandoned or underused schools, warehouses, factories, churches, retail stores, apartments, hotels, houses, and office throughout the country have been restored to life in a manner that maintains their historic character.” When applied, HPTCs can contribute to a 20 percent income tax credit on rehabilitation expenses for income-producing properties, including rental housing, commercial space, offices, and industry (Ryberg-Webster, 2015). Ryberg-Webster (2015) addresses shortfalls in the process of obtaining and maintaining access to the HPTC as the “high learning curve” and accrued expenses in obtaining the tax credits, as well as the potential threat for the credits to become extremely limited in its acquisition or

disappear entirely. However, Ryberg-Webster (2015) does end the report by conveying the positive influence the HPTC has had economically, stating that since its inception, the program has assisted in the completion of 38,075 projects and spurred over \$62.94 billion in investments. In all, these investments have led to 441,399 rehabilitated or new housing units, including 117,975 of them being low- or moderate-income units (Ryberg-Webster, 2015).

CHAPTER THREE

KANSAS CITY, KANSAS

Study Area⁷

This section provides a foundational understanding of the community, housing market, and current state of adaptive reuse for affordable housing in Kansas City, Kansas (**Figure 3.1**). It is imperative to understand where the community currently stands to better understand the recommendations and suggestions put forth in the final chapter of this report.

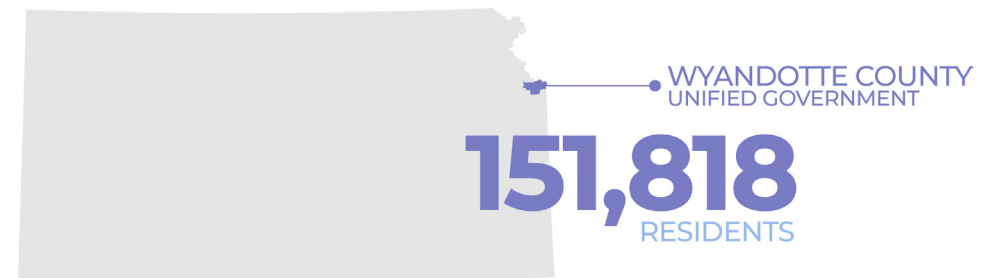


FIGURE 3.1 Defines the geographic location of Kansas City within the State of Kansas (Census Reporter, 2019).

- 7 This section is based in the analysis of data collected through interviews with Gunnar Hand and Rob Richardson of the Unified Government of Wyandotte County and Kansas City, Kansas on January 27, 2021 at 10 AM and January 29, 2021 at 9 AM, respectively. As well as Kelley Hrobe of Prairie Fire Development and Construction Group, LLC., on January 28, 2021 at 8:30 AM and electronic supplemental sourcing.

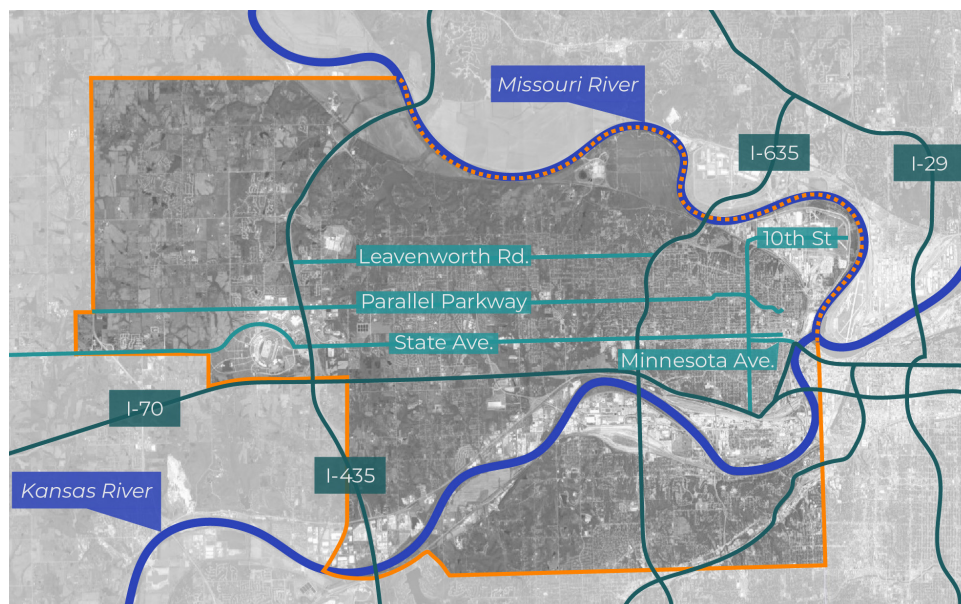


FIGURE 3.2 Provides greater detail in the relative geographic location of Kansas City with highways and major waterbodies. Image Source: (Google Earth, 2021).

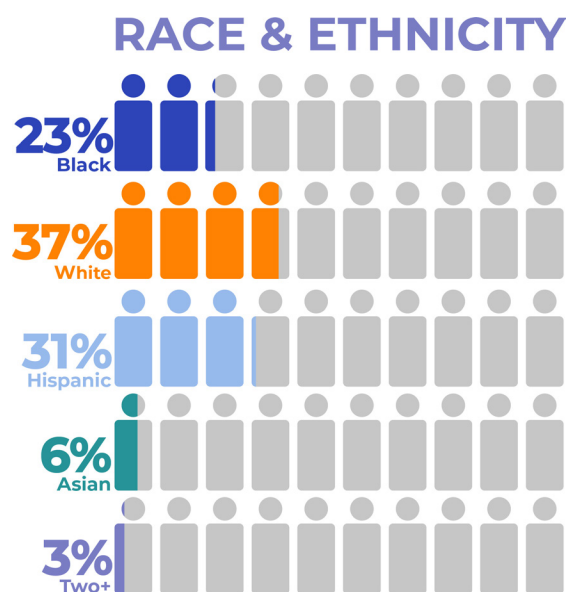


FIGURE 3.3 Illustrates the racial and ethnic breakdown of KCK from 2019 Census Data estimates (Census Reporter, 2019).

BACKGROUND

Kansas City, Kansas (KCK) is located in the northeast corner of the State of Kansas, in Wyandotte County. Kansas City, Missouri (KCMO) is located across the border in the state of Missouri. KCK and KCMO are separately incorporated cities and make up what is colloquially referred to as Kansas City. The Kansas City metropolitan area is a bi-state metropolitan area anchored by KCMO and home to 2.1 million people. This report focuses on KCK, which in contrast to most American cities, operates as a unified government with Wyandotte County (Klibanoff, 2015). This means that there is no separation of county and city and they work in unison to provide for the needs of the community. Throughout the remainder of this report the Unified Government of Wyandotte County and Kansas City, Kansas will be referred to as UG. As of 2019, the population of KCK is approximately 152,000 residents, an increase of 9,174 from the 2010 Census (U.S. Census Bureau, 2019) (CensusViewer, 2020). **Figure 3.2** illustrates KCK's geographic location. **Figure 3.3** defines in detail the demographic breakdown of the community. The graphic present White (37%), Hispanic (31%), and Black (23%) to be the predominant races and ethnicities present within KCK. The median household income in KCK is \$45,391 (**Figure 3.4**) (U.S. Census Reporter, 2019).

Alongside the below-average median household income, it can be seen in **Figure 3.5** that the percentage of persons living in poverty is 22.2 percent, even though residents live in an urban area and are in relative proximity to amenities and employment opportunities (U.S. Census Reporter, 2019) (Wyandotte County Community Health Improvement Plan, 2020). These statistics convey a need for attention to the minority populations in this community, assistance in areas such as housing and education, and access to healthy and quality living. **Figure 3.6** presents data on the percentage of residents that are married. **Figure 3.7** illustrates the median age and age demographics for KCK in comparison to the other study site and the U.S.

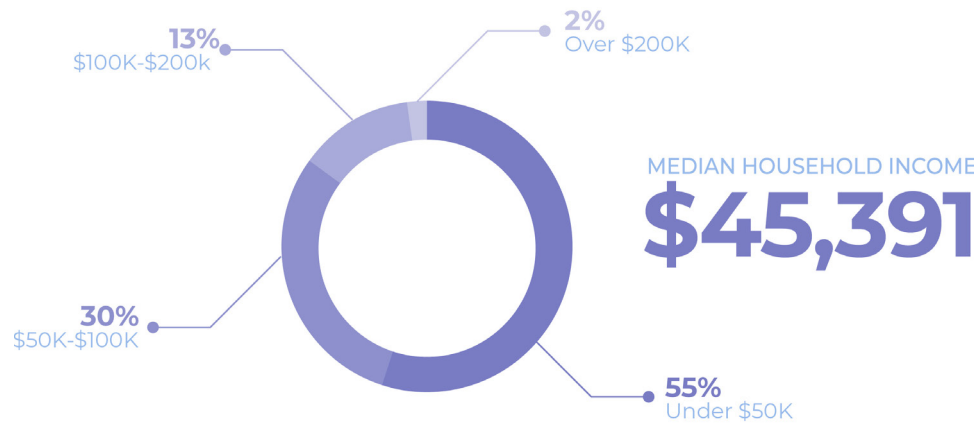


FIGURE 3.4 Depicts the median household income for KCK with greater detail provided of the percentages from varying income ranges (Census Reporter, 2019).

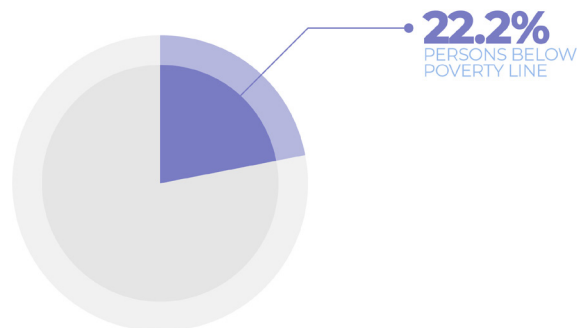


FIGURE 3.5 Depicts the percent of people living below the poverty line in KCK (Census Reporter, 2019).

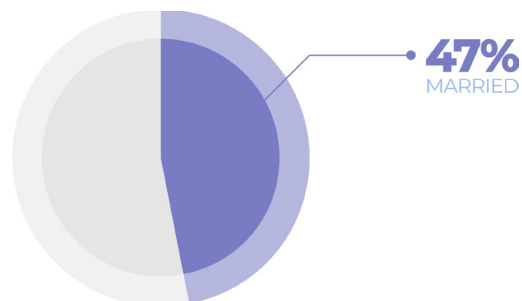


FIGURE 3.6 Depicts the percent of residents married in KCK (Census Reporter, 2019).

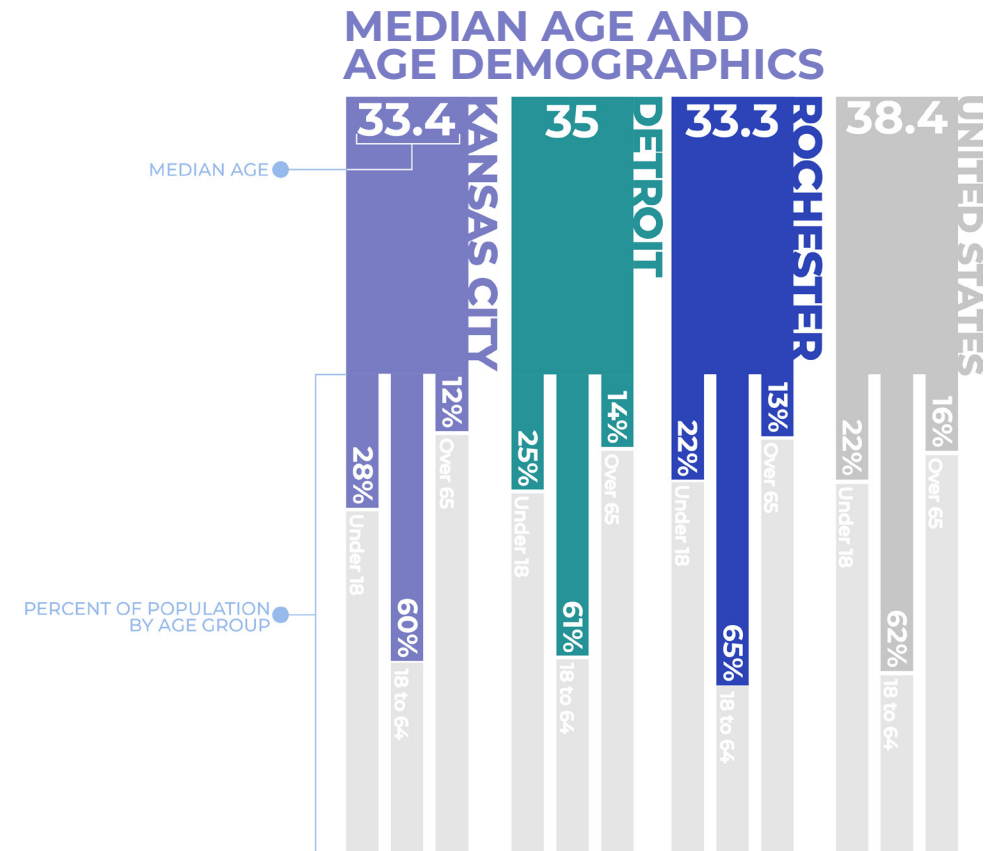


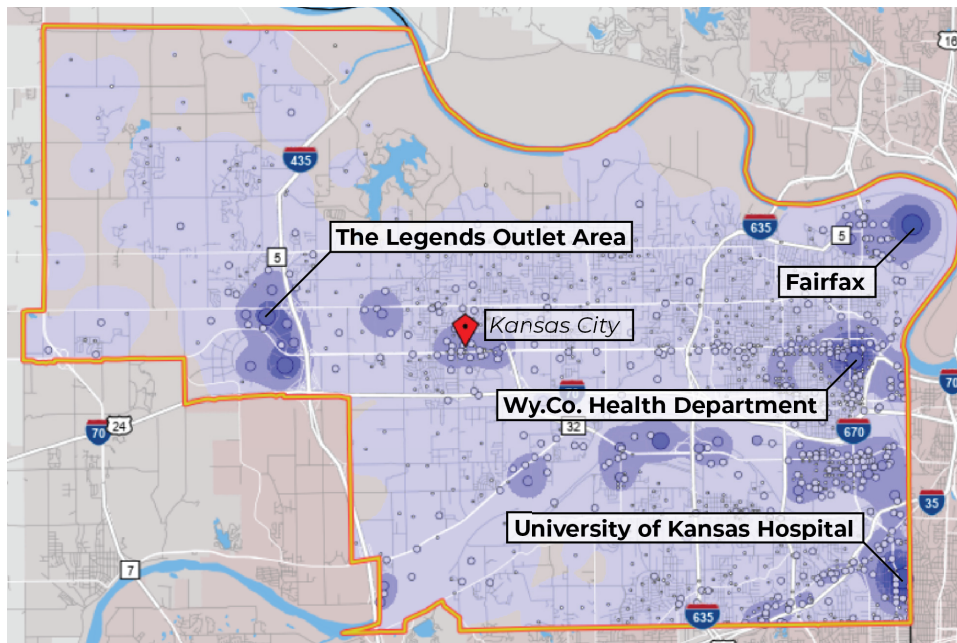
FIGURE 3.7 Defines the median age of KCK in comparison to Detroit, Rochester, and the U.S. (Census Reporter, 2019).

Of the 78,300 primary jobs in Kansas City, Kansas in 2017, the top five industries include healthcare and social assistance, manufacturing, retail trade, transportation and warehousing, and educational services (OnTheMap, 2020). **Table 3.1** better defines the presence of these industries in the community. After examination of **Figure 3.8**, it is appropriate to assume that the hubs of employment are the University of Kansas Hospital, the Legends Outlet retail area, Wyandotte County Health Department area, and the Fairfax area. Each of these hubs provides anywhere from 1,531 to 11,803 jobs (OnTheMap, 2020).

TABLE 3.1: Present Industries in KCK

Industry	Total Number Employed	Percentage Employed
Healthcare and Social Assistance	17,012	21.7%
Manufacturing	10,617	13.6%
Education Services	6,537	8.3%
Retail Trade	6,409	8.2%
Transportation and Warehousing	6,287	8.0%

Source: (OnTheMap, 2020)

**LEGEND**

5-1,239 Jobs/Sq. Mile	1-19 Jobs
1,240-4,944 Jobs/Sq. Mile	20-303 Jobs
4,945-11,118 Jobs/Sq. Mile	304-1,530 Jobs
11,119-19,763 Jobs/Sq. Mile	1,531-4,835 Jobs
19,764-30,877 Jobs/Sq. Mile	4-836-11,803 Jobs

HOUSING AFFORDABILITY IN KANSAS CITY

Like many other metropolitan areas in America, KCK faces its own set of obstacles when fighting for affordable housing. KCK is located in Wyandotte County and is one half of the Kansas City, KS-MO metropolitan area. The Housing and Transportation Index presents data on how much of their income residents are spending on these respective categories. In 2021, 49.5 percent of households in KCK spent between 36-45 percent of their income on housing and transportation (Housing and Transportation Index, 2021). An additional 25.9 percent of households in KCK spent 45-54 percent of their income on housing and transportation (Housing and Transportation Index, 2021). Together these two income brackets combine to reveal that 75.4 percent of households in KCK are housing cost-burdened or extremely housing cost-burdened. In other words, 3 in 4 residents of KCK are spending more than 30 percent of their income on housing expenses, with 1 in 4 spending 50 percent of their income on housing expenses. Therefore, KCK faces an acute housing affordability crisis.

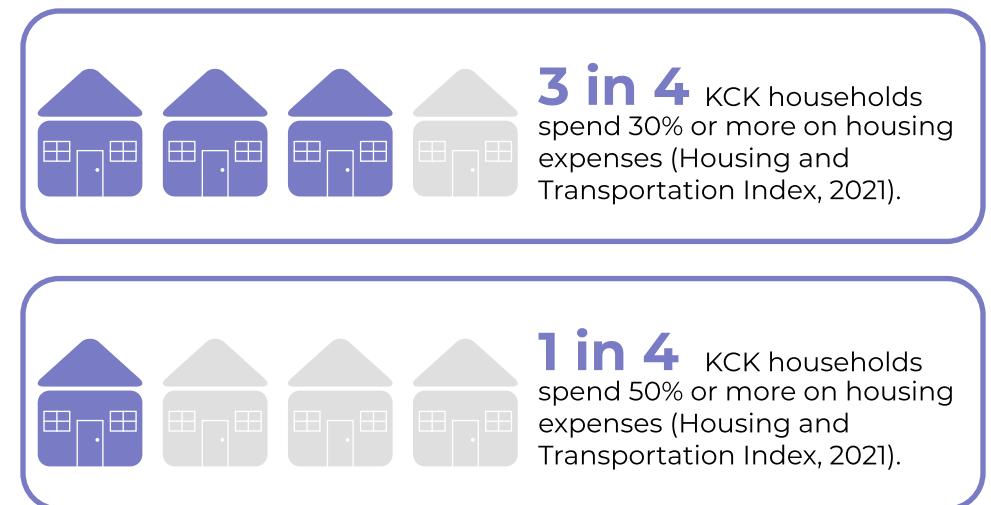


FIGURE 3.8 Maps out the hubs of employment in KCK with geographic references for orientation. The larger and darker the point is, the greater amount of people that work in that area (OnTheMap, 2020).

Earning the national minimum wage of \$7.25 per hour, renters in KCK would have to work 91 hours per week to afford a two-bedroom rental or 72 hours per week for a one-bedroom rental (National Low Income Housing Coalition, 2020). Renters realistically are unable to work such hours to afford a 1- or 2-bedroom fair market rent at the national minimum wage. Consequently, minimum-wage workers are found to be increasingly housing cost-burdened, have higher rates of asthma, are frequently exposed to toxic substances, and are reported to have poorer mental health (Wyandotte County Community Health Improvement Plan, 2020). These wage and health impacts are indicators of the need for higher quality and more readily available affordable housing in the KCK-Wyandotte County area. In this report, I conduct case study analyses of existing adaptive reuse policies and strategies to make recommendations for appropriate actions in KCK, which would promote the adaptive reuse of existing structures for the development of more affordable housing.

To be deemed “affordable,” housing costs traditionally follow the generally accepted consensus of spending 30 percent or less of a person’s income on housing expenses. Any amount spent over the threshold deems a person to be housing cost burdened. However, affordability can mean many different things to people across the world. The consensus of affordability as 30 percent or less of your income is not a one-size-fits-all solution that displays the reality of affordability in communities. This is especially true in KCK. In relative terms of affordability, KCK’s cost of living is below the national average; however, this does not mean that residents can afford to live here (Best Places, 2021). The housing statistics in KCK highlight two defining characteristics of the current housing stock: there is not enough of it and it is not affordable enough for the current wages being earned. The median gross rent in KCK is \$860 per month from 2014-2018, in today’s dollar that is approximately \$891 per month (U.S. Census Bureau, 2019) (U.S. Bureau of Labor Statistics, 2020). Renters would have to earn \$18.81 per hour at 40-hours per week

FIGURE 3.9 Defines the affordability in KCK according to data provided by the NLIHC. This infographic demonstrates the current and necessary wages needed to afford housing in KCK. (NLIHC, 2020)

KANSAS CITY HOUSING AFFORDABILITY

\$7.25

Kansas State
Minimum Wage

\$978

2-BR rental at
Fair Market Rate
(FMR)

2.6

Full-time jobs at
minimum wage
to afford
2-BR FMR

\$16.35

Estimated mean
renter wage

\$850

Monthly rent
affordable
at mean renter wage

108,085

Renter
Households
2014-2018

\$18.81

Necessary
hourly wage
to afford 2-BR FMR

\$978

2-BR rental at
Fair Market Rate
(FMR)

1

Full-time jobs at
minimum wage
to afford
2-BR FMR

to afford a 2-bedroom fair market rate (FMR) rental and not be housing cost-burdened (National Low Income Housing Coalition, 2020). Earning \$7.25 per hour, working full-time at 40 hours per week, renters will have to find housing for under \$377 per month to not be considered cost-burdened (Wyandotte County Community Health Improvement Plan, 2020). Currently, there are no rentals available in KCK that meet this need (Wyandotte County Community Health Improvement Plan, 2020). To better address the needs of the community, there must be greater actions toward establishing a greater number of affordable units in Kansas City, Kansas.

KANSAS CITY, KANSAS HOUSING AUTHORITY'S ROLE IN AFFORDABLE HOUSING

The Kansas City, Kansas Housing Authority (KCKHA) operates and maintains the public housing units located throughout the city. Chartered in 1957 by the State of Kansas, they currently have 2,057 total units, 893 of which are dedicated to families and 1,163 are facilities for the elderly (Kansas City, Kansas Housing Authority, 2021). Of the 7 structures of family-dedicated housing, five were built prior to 1970, during the era of large-scale urban renewal developments (Kansas City, Kansas Housing Authority, 2021). Spanning into the late 1960s, many of these housing projects were built and financed through the urban renewal legislation, enabled by the Housing Act of 1949, displacing over 1,400 families (Digital Scholarship Lab, 2021). Today, the racial discrimination that made these projects possible and the negative impacts of such projects on ethnic and racial communities in particular and on cities overall are well understood. Further, funds that once helped these public housing projects prosper have disappeared, leaving cities, whose residents still call these places home, to scrounge for assistance and to try and maintain their affordability.

Two other indicators of affordability issues in KCK are the quality and typologies of affordable housing. The majority of the current stock of affordable multi-family housing under the control of the Kansas City, Kansas Housing Authority (KCKHA) was built prior to the 1970s, during the urban renewal era. Due to the lack of funding, KCKHA has struggled to maintain the quality of these units have caused much of the stock to go into disrepair. This has resulted in residents having to choose between the quality of housing or the affordability of housing. Additionally,

the available affordable housing in KCK is majority single-family housing or multi-family, with negligible supply and stock of studios or 3+ bedroom units. The definition of affordability includes more than price; quality and typology restrict the affordability of a unit when residents have to pick and choose.

COORDINATION ON HOUSING

A structural issue inhibiting the growth of current housing stock and the implementation of KCK's housing policies and needs is the lack of housing studies conducted in the UG. Furthermore, a disconnect in communication for those directly influencing housing and policy in KCK is negatively affecting the community. The KCKHA and UG function as two separate entities trying to solve one incredibly expansive issue. Communication between these two entities is imperative when trying to address current problems and planning for the future of affordable housing in KCK. Additionally, without a greater understanding of the true needs of the community, any plans put forth do not reflect the realities and future of KCK. Housing studies assist in gaining a quantitative and qualitative understanding of the current state of the housing stock, the state of the community as well as provide a clearer pathway for the future. Without a clear pathway or targeted strategies, the needs of the community arguably are being underserved and underrepresented.

ADAPTIVE REUSE IN KCK

As seen in **Figure 3.10**, there are 4,251 total vacant buildings within the UG as of January 2020 (Unified Government of Wyandotte County and Kansas City, Kansas, 2020). Of these vacancies, 7 are located in Agricultural Districts, 362 in Commercial Districts, 166 in Industrial Districts, and 3,716 in Residential Districts. **Table 3.2** defines these vacancies by land use in greater detail, identifying R-1 Single Family Districts to have the highest number of vacancies, followed by R-2 Two Family District, RP-5 Planned Apartment Districts, and C-3 Commercial Districts, respectively (Unified Government of Wyandotte County and Kansas City, Kansas, 2020).

Geographic locations of these vacancies in relation to their land use type are presented in **Figures 3.11** and **3.12**. Each of these vacancies provides an opportunity for creating varying typologies of affordable housing that are better suited for the community

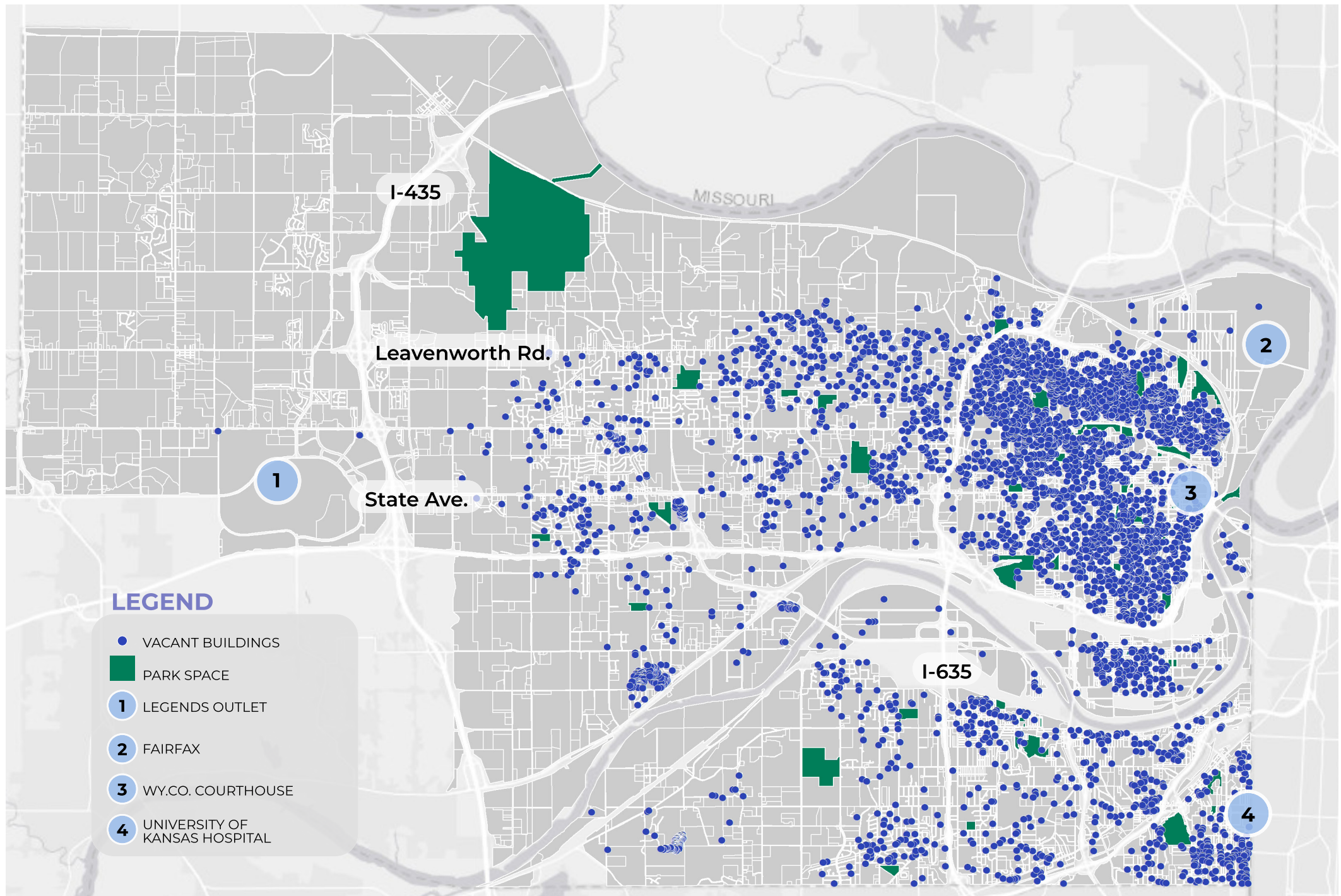
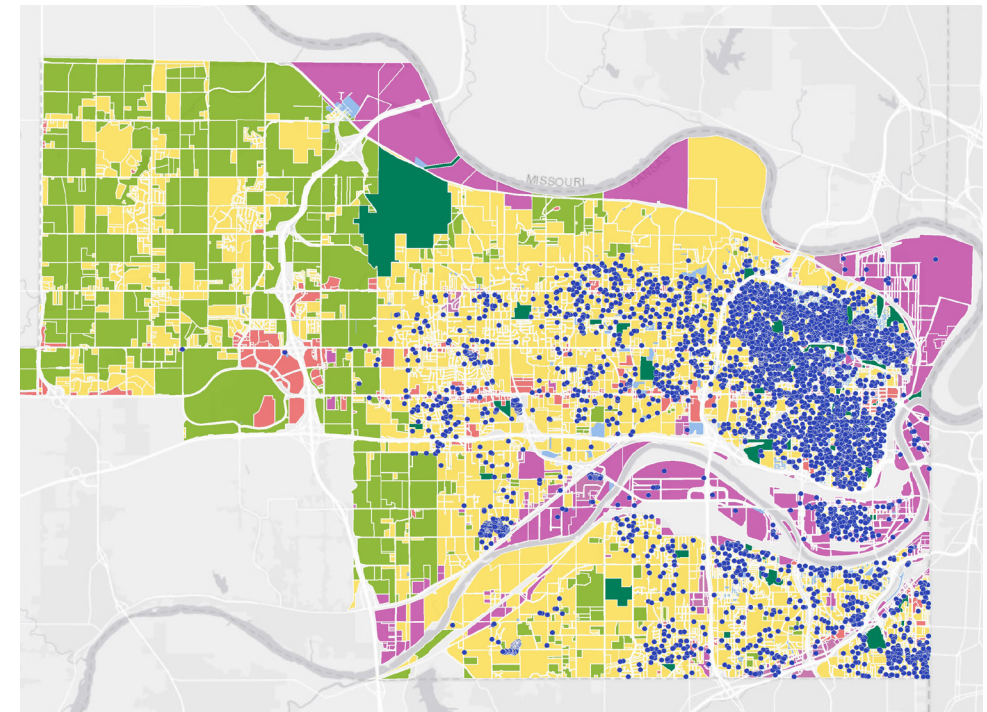


FIGURE 3.10 Illustrates the 4,251 vacancies located throughout KCK. Each point represents a single vacancy.

AGRICULTURE 7		
CODE	TITLE	COUNT
AG	Agriculture District	7
INDUSTRIAL 166		
CODE	TITLE	COUNT
MP-1	Planned Light Industrial and Industrial Park District	4
M-2	General Industrial District	54
M-3	Heavy Industrial District	105
COMMERCIAL 362		
CODE	TITLE	COUNT
C-0	Nonretail Business District	2
C-1	Limited Business District	95
C-3	Commercial District	180
C-D	Central Business District	15
CP-0	Planned Nonretail Business District	7
CP-1	Planned Limited Business District	39
CP-2	Planned General Business District	16
CP-3	Planned Commercial District	7
RESIDENTIAL 3,716		
CODE	TITLE	COUNT
R-1	Single Family District	2,466
R-2	Two Family District	676
RP-3	Planned Townhouse District	3
RP-M	Planned Mobile Home Park District	120
RP-4	Planned Garden Apartment District	16
RP-5	Planned Apartment District	421
RP-6	Planned High-Rise Apartment District	1
TND	Traditional Neighborhood Design District	5



LEGEND

- VACANT BUILDINGS
- LAND BANK PARCELS
- RESIDENTIAL
- AGRICULTURAL
- COMMERCIAL
- INDUSTRIAL
- PARK SPACE

FIGURE 3.11 Illustrates the vacancies in respect to their underlying land use.

TABLE 3.2 Defines the number of vacancies by land use throughout KCK. Residential land uses have the most vacancies in KCK, followed by Commercial land uses, Industrial land uses, and Agriculture land uses.

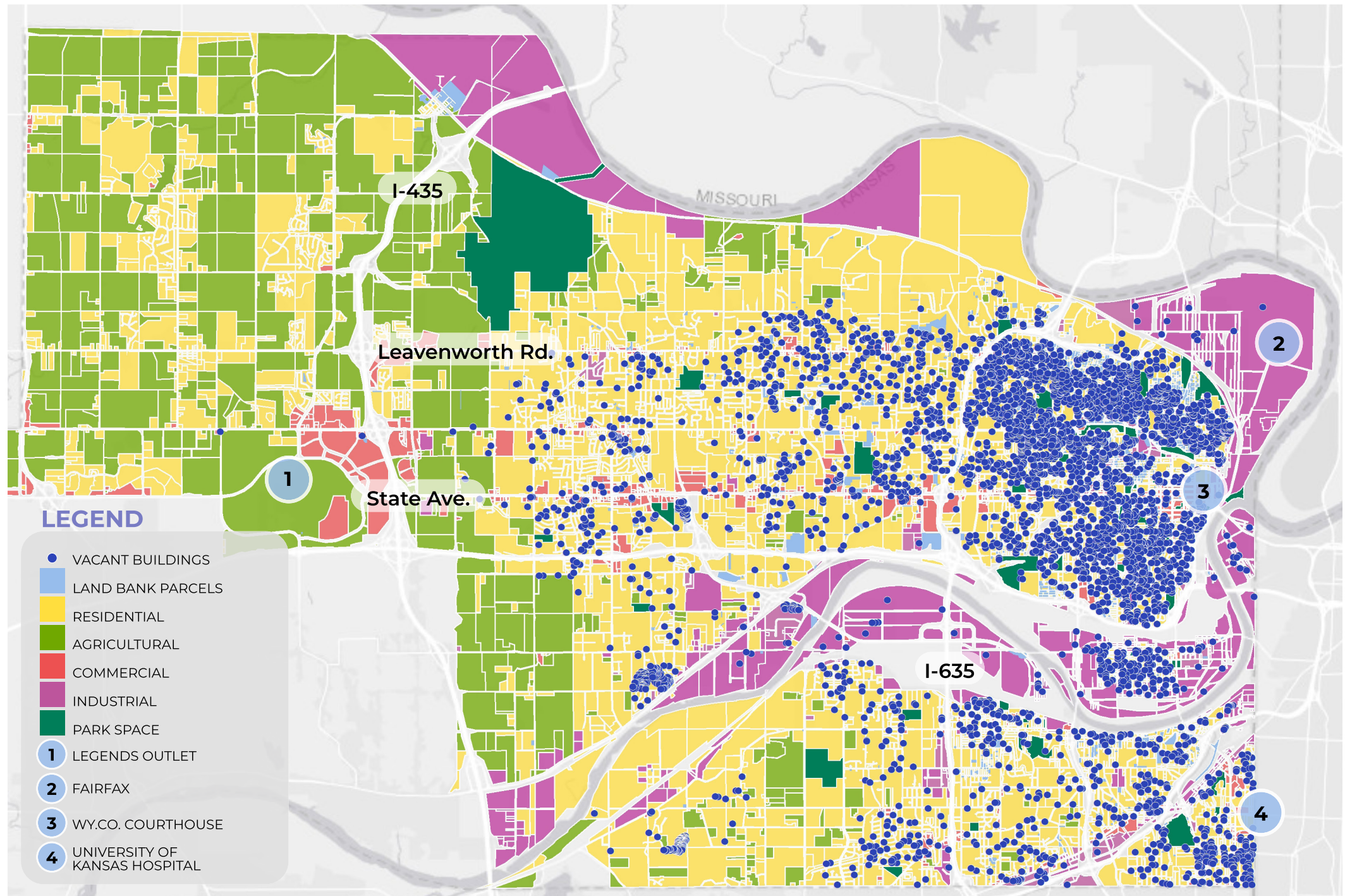


FIGURE 3.12 Further details the vacancies in KCK. Single-family residential, as seen in **TABLE 3.2**, has the most vacancies by land use in KCK.

and reflect the needs identified in a housing conditions analysis and market study.

Quality, affordable housing is at the core of many issues plaguing American cities. Adaptive reuse provides an opportunity to address this problem. In their 2008 Master Plan, KCK states their intent to reuse structures, establishing a guiding principle to “redevelop aging neighborhood commercial centers including rehabilitation and reuse of vacant and/or underutilized buildings” (Unified Government of Wyandotte County and Kansas City, Kansas, 2008, p. 18). Furthermore, the UG briefly mentions adaptive reuse within their zoning code:

“Adaptive use means the process of adapting a building to use other than that for which it was designed, e.g., a piano factory being converted into housing or a mansion into offices. This may involve restoration and/or rehabilitation, and may be accomplished with varying changes to the appearance of a structure from minimal to major.”⁸

Outside of this definition, there are no explicit discussions on the application of adaptive reuse within the UG’s jurisdiction, but adaptive reuse projects are gaining approval and popping up throughout their landscape. These discussions are imperative to the creation of a cohesive, planned community and provide equal consistency in the approval process for developers looking to do an adaptive reuse project.

Case studies exploring adaptive reuse for affordable housing in Detroit, Michigan, and Rochester, New York, as well as recommendations for the future of these practices in KCK, are discussed extensively in the following chapters.

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8 (Unified Government of Wyandotte County and Kansas City Chapter 27, Article IV- Historic Landmarks and Historic Districts Division 1- Generally, Section 27-80 – Definitions).

CHAPTER FOUR

DETROIT, MICHIGAN

Case Study⁹

Based in a case of Detroit, Michigan (**Figure 4.1**), this section lays out the details necessary for understanding the landscape of housing in Detroit, including descriptions of the community, demographics, the commercial and residential market, and existing policies geared toward adaptive reuse. Furthermore, these details allow the reader to better understand the policy framework, implementation, and application of adaptive reuse in Detroit and where the city expects to move forward to promote these actions.

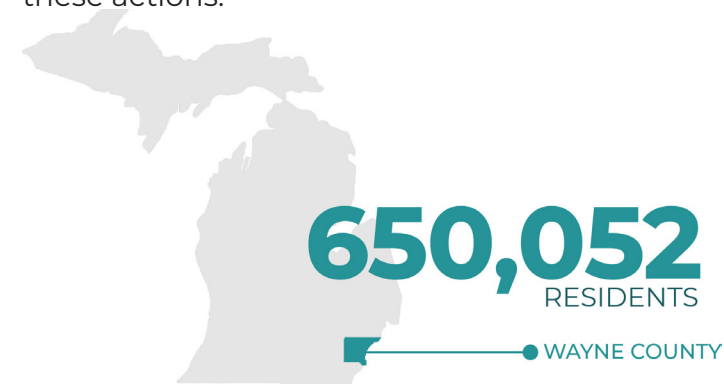


FIGURE 4.1 Defines the geographic location of Detroit within the State of Michigan (Census Reporter, 2019)

9 This section is based in the case study of Detroit, Michigan, as well as an analysis of data collected through interviews with Ann Phillips on February 9, 2021 at 4 PM and Ryan Schumaker on February 8, 2021 at 10 AM from the City of Detroit, as well as electronic supplemental sourcing.

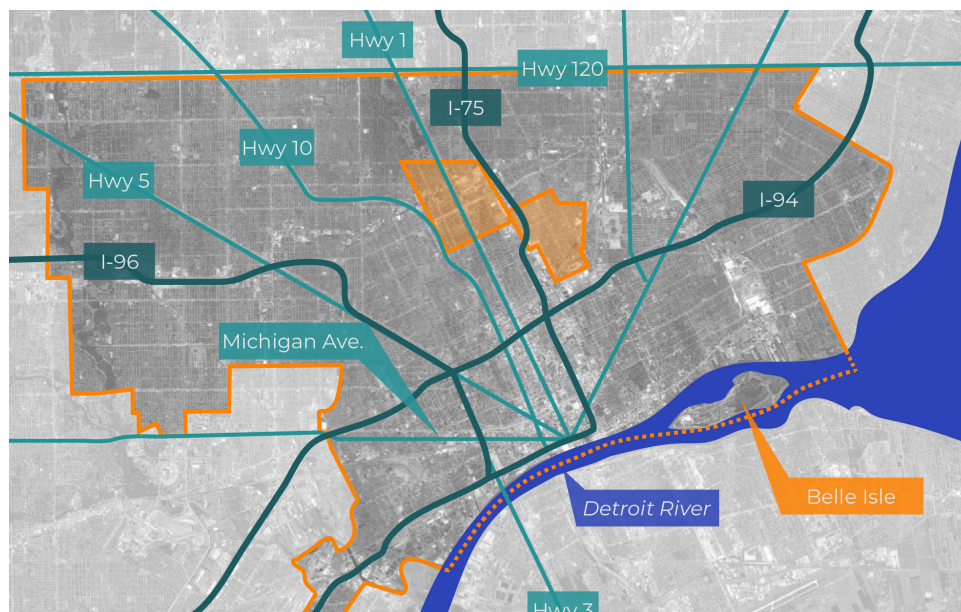


FIGURE 4.2 Provides greater detail in the relative geographic location of Detroit with highways and major waterbodies. Image Source: (Google Earth, 2021)

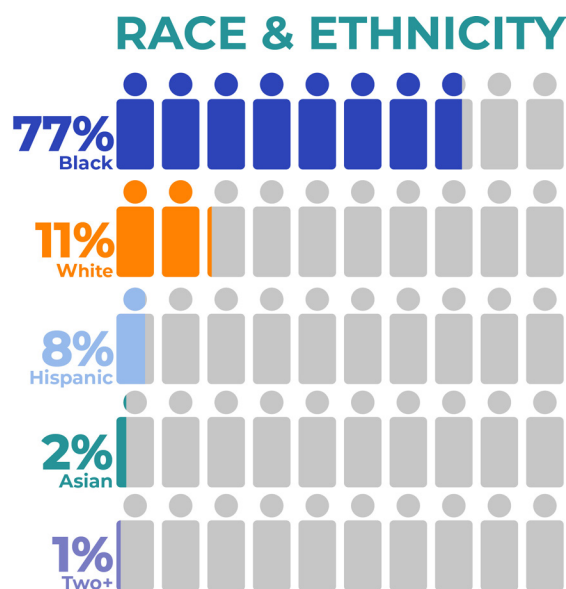


FIGURE 4.3 Illustrates the racial and ethnic breakdown of Detroit from 2019 Census Data estimates (Census Reporter, 2019).

BACKGROUND

Located in Wayne County, Detroit has a deeply layered history with its establishment in the 1700s. Notable landmarks in Detroit's history begin with its settlement by Frenchman, Antoine de La Moth Cadillac, as "le détroit" or "the straight" in 1701, followed by a fire burning most of the town to the ground, granting Detroit the opportunity to begin again with designs laid out to build a planned community emulating Washington D.C. in 1805, and a consistent presence on the topics of slavery and equality, women's suffrage, and education well into today (Detroit Historical Society, n.d.). Detroit's place in history is perhaps most firmly etched as the place where the US automobile industry grew with Henry Ford and Ransom E. Olds spearheading its growth. Booming automobile businesses and factories attracted many to Detroit seeking new opportunities and employment. The "Big Three" automakers- Ford, Chrysler, and GM- provided economic stability and steady population growth to the area for many decades before their decline following the 2008 Recession (The Washington Post, 2013). The Big Three received government assistance in staying afloat during the 2008 recession, but it transformed the future of Detroit permanently. The Big Three had profound impact on the landscape of the city as well as its future and have been instrumental in Detroit's acceptance of innovative design and planning practices, such as adaptive reuse community-led land banking and urban agriculture.

Figure 4.2 depicts the geographic location of Detroit with reference to major highways and roadways. Race and ethnicity by percentage is illustrated in **Figure 4.3**. A majority of the population has received at least high school diploma or more (Census Reporter, 2019). Detroit's 263,688 households earn a median household income of \$33,965 (Census Reporter, 2019). **Figure 4.4** displays this median household income data with breakdowns of earnings by income brackets. 30.6 percent of Detroit's population lives below the poverty line (**Figure 4.5**) (Census Reporter, 2019). Detroit's current population is estimated at 670,052 residents with a median age of 35 (**Figure 4.7**) (Census Reporter, 2019). Detroit's median age is younger than the national median age of 38.4, suggesting a younger population inhabits the city (U.S. Census, 2020). The primary job sectors in Detroit are healthcare and social assistance, manufacturing,

and accommodation, and food services (OnTheMap, 2020). The largest employers in Detroit include General Motors Co., Henry Ford Health System, the U.S. Government and Postal Service, Rock Ventures, and Detroit Medical Center (Detroit Regional Chamber, 2018).

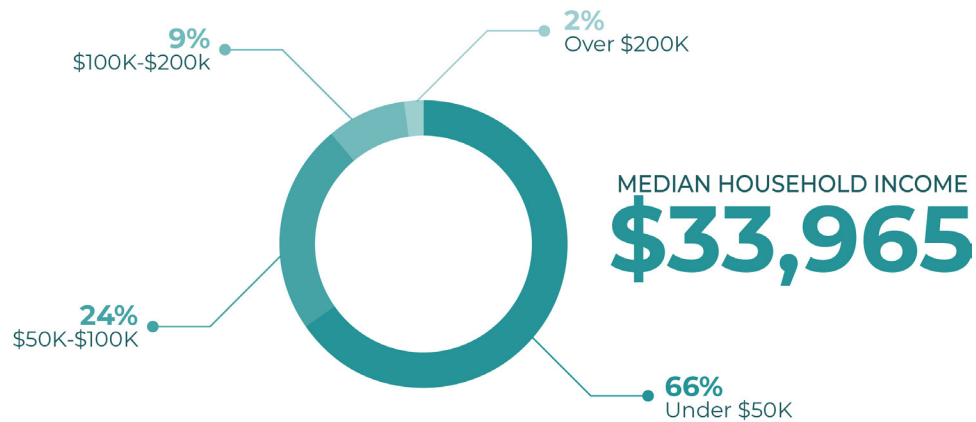


FIGURE 4.4 Depicts the median household income for Detroit with greater detail provided of the percentages from varying income ranges (Census Reporter, 2019).

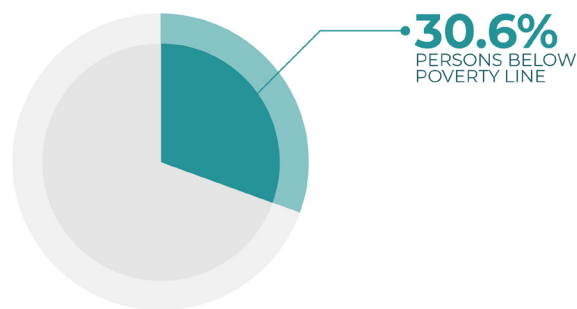


FIGURE 4.5 Depicts the percent of people living below the poverty line in Detroit (Census Reporter, 2019).

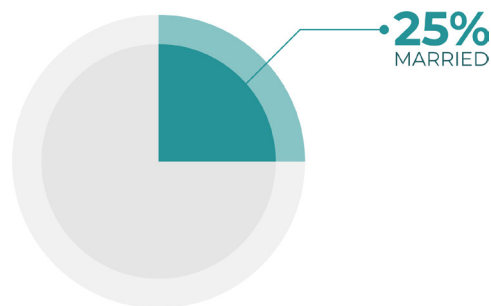


FIGURE 4.6 Depicts the percent of residents married in Detroit (Census Reporter, 2019).

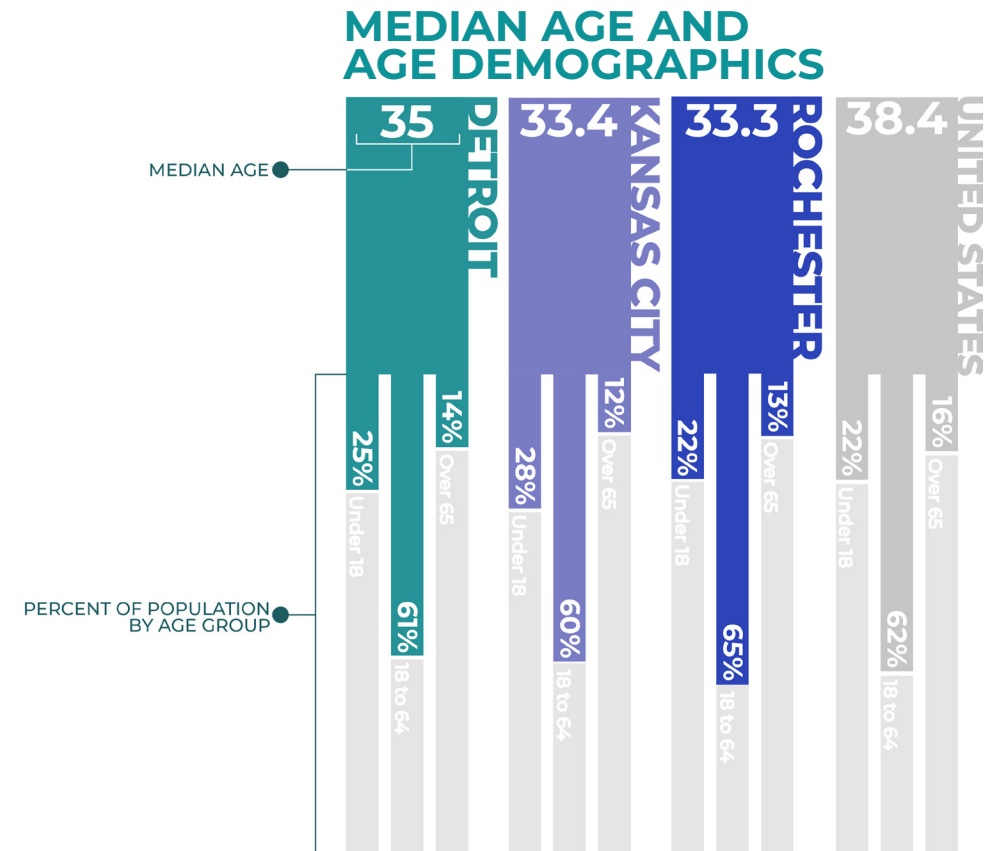


FIGURE 4.7 Defines the median age of Detroit in comparison to KCK, Rochester, and the U.S. (Census Reporter, 2019).

HOUSING AFFORDABILITY AND PLANS IN DETROIT

Housing in Detroit faces many battles, affordability being a primary obstacle, as it is in many cities across the nation. A Fair Market Rate (FMR) 2-bedroom unit is \$977 per month (National Low Income Housing Coalition, 2020). It is distressing to examine the realities of housing affordability and minimum wage in Detroit. The State's minimum wage of \$9.65 per hour is higher than the national minimum wage of \$7.25 per hour; however, to avoid being housing cost-burdened individuals need to make \$18.79 per hour¹⁰ at 40-hours per week (National Low Income Housing Coalition, 2020). In Detroit specifically, 22 percent of the residents are extremely housing cost-burdened, paying over 50 percent of their income on housing expenses (City of Detroit, 2020). Affordable housing is a crisis plaguing America and Detroit is not immune. Next, I discuss initiatives that are being leveraged through the City of Detroit in an effort to mitigate the impact on rising costs and stagnant wages.

Detroit is currently undertaking a zoning rewrite to better reflect the needs and future of the community. These plans and projections are detailed in ZoneDetroit (2019). The plan is set to receive public consideration and revisions throughout the summer and winter of 2021, with the goal of the new ordinances being adopted by the end of 2021 (ZoneDetroit, 2021). The overall project values are to “conduct a transparent, equitable and inclusive process, preserve and promote vibrant neighborhoods, retain and attract vibrant businesses, preserve Detroit’s historic character, and advance long-term sustainable practices” (ZoneDetroit, 2019). The plan outlines desires heard from residents and how the City can adapt their policy to achieve these new goals and visions. ZoneDetroit (2021) discusses adaptive reuse in terms of capitalizing on vacant buildings or land and greater flexibility in reusing existing buildings. 40 percent of Detroit’s land is either “completely vacant or has a vacant building or house on the property” (City of Detroit, 2020). **Figure 4.8** depicts the percentages by type of vacancy found throughout the city. Frequently, vacant land is associated with “unemployment, income inequality, and other economic problems,” but it can also be the stepping-stone for growth (City of Detroit, 2020). The plan outlines environmentally beneficial

¹⁰ Hourly rate is defined by the NLIHC for the Detroit-Warren-Livonia HUD Metro Fair Market Rate (FMR) Area.

DETROIT HOUSING AFFORDABILITY



(NLIHC, 2020)

opportunities for the vacant land as well as transitions toward rehabilitation. In practice, Detroit uses intentional requests for proposals (RFPs) for directed development on that site. The City and its residents both recognize the opportunities that lie ahead of them with adaptive reuse and their vacant stock of buildings.

A unique feature to ZoneDetroit's tactic in encouraging the reuse of existing buildings is how they define it. Detroit has encouraged a phased rehabilitation approach, defined as Tactical Preservation, to incrementally repair existing structures. The term Tactical Preservation is a branch of adaptive reuse, drawn from the idea of tactical urbanism.¹¹ This approach aids in making these projects approachable and increases feasibility when financing and full renovations are too far out of reach. Starting at the granular level, Tactical Preservation seeks to activate portions of a structure through arts and community involvement to draw attention to that area and hopefully spark full development. ZoneDetroit recommends the encouragement of tactical preservation to developers for large older buildings and suggests the reduction of barriers to adaptive reuse projects i.e., parking requirements, full compliance, and use restrictions (City of Detroit, 2020).

An additional venture into understanding the preservation and production of affordable housing is discussed in the Multifamily Affordable Housing Strategy (MAHS) (2018) conducted by the City of Detroit in 2018. Prior to MAHS, in 2017, the City adopted an Inclusionary Housing Ordinance requiring 20 percent of a building's units to be affordable at 80 percent area median income (AMI) (City of Detroit, 2020). The ordinance outlines the details for inclusionary housing in Detroit.¹² This housing strategy sets two primary goals for the City regarding affordable housing (City of Detroit, 2018):

- 11 Tactical urbanism can be defined as “a city and citizen-led approach to neighborhood building using short-term, low-cost, and scalable interventions intended to create long-term change” (ParCityPartory, 2020)
- 12 Article III, Inclusionary Housing Requirements, Section 22-3-1 through Section 22-3-9 (City of Detroit, 2017)

VACANT LAND

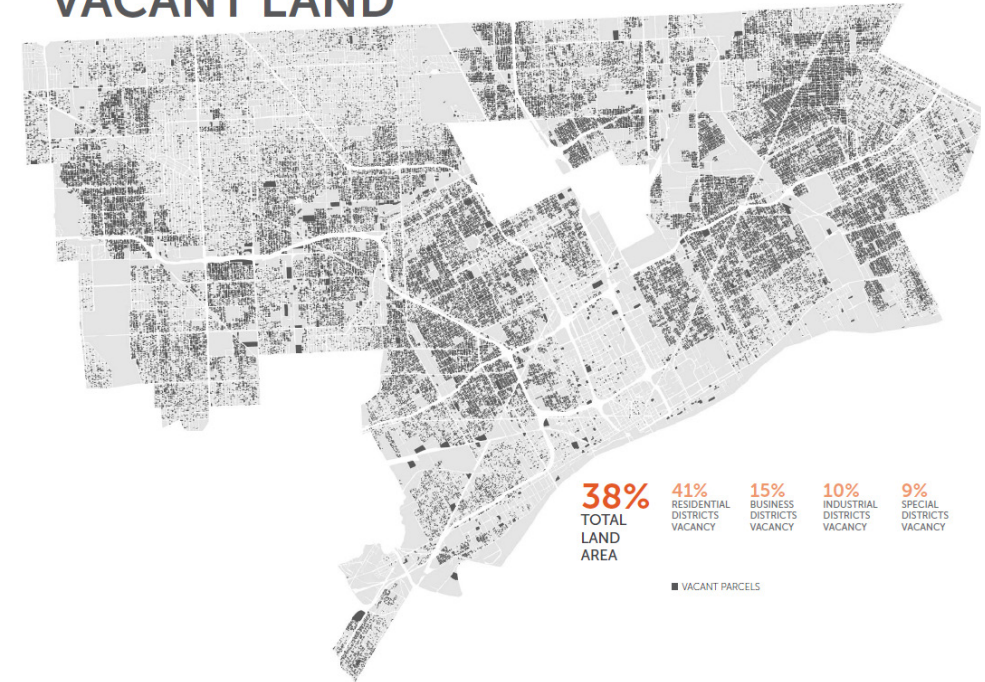


FIGURE 4.8 Maps out the vacancies by land use in Detroit (Edited by author, originally from City of Detroit, 2020).

GOAL 1:

Preserve the affordability of 10,000 units of multifamily housing by 2023 to retain quality affordable housing options for residents, and use all available tools to prevent the loss of quality unregulated affordable housing.

GOAL 2:

Produce 2,000 new affordable multifamily housing units by 2023, equivalent to 20% of projected overall multifamily housing development (City of Detroit, 2018).

A problem with the current state of affordable housing identified in the plan that is similar to the case of KCK is “though housing prices in Detroit are less expensive when compared to other major cities and land values are low, many Detroiters face housing affordability challenges” (City of Detroit, 2018, p. 11). **Figure 4.9** illustrates the housing affordability income brackets concerning AMI for 1- 2- and 4-person households, followed by **Figure 4.10** that details the percent of households in Detroit per AMI category. These graphs illustrate the disproportionate number of persons that are housing cost-burdened within Detroit, with the majority of residents in the 30% AMI category at “Extremely Low-Income” (City of Detroit, 2018).

CATEGORY	CLASSIFICATION	1-PERSON	2-PERSON	4-PERSON
30% AMI	Extremely Low-Income	\$14,450	\$16,500	\$24,600
50% AMI	Very Low-Income	\$24,050	\$27,450	\$34,300
60% AMI	Low-Income	\$28,860	\$32,940	\$41,160
80% AMI	Low-Income	\$38,450	\$43,950	\$54,900
100% AMI	Moderate-Income	\$48,100	\$54,900	\$68,600

FIGURE 4.9 Conveys the ranges of Area Median Income for Detroit (Edited by author, originally from City of Detroit, 2020).

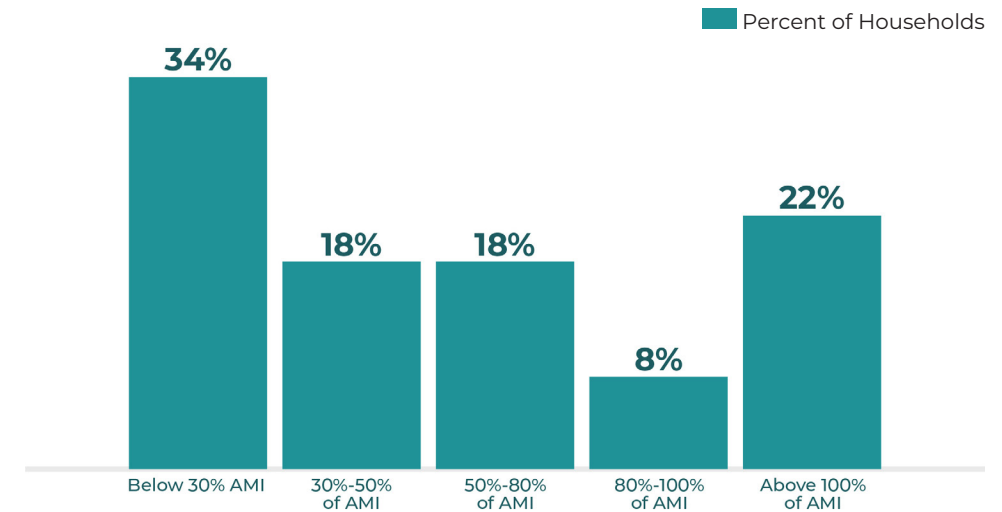


FIGURE 4.10 Defines the percent of households that are in each AMI bracket in Detroit (Edited by author, originally from City of Detroit, 2020).

Goal 1 establishes the mission of preserving affordable housing and promotes adaptive reuse for affordable housing production with its focus on “all tools.” In the discussion of the goal, the importance of preservation and affordable housing is recognized, and identify that the current threats to affordable housing are “rising market rents and functional obsolescence” (City of Detroit, 2018). Furthermore, the Goal defines the benefits of preservation as “more cost-effective than new development on a per-unit basis and is made possible by financing and operating subsidy tools that require the lasting affordability of units in exchange for continued streams of income or fees for property owners” (City of Detroit, 2018). The 9% Low-Income Housing Tax Credits (LIHTC), 4% LIHTC and Tax-Exempt Bond Financing, Rental Assistance Demonstration-Component 1, HOME Investment Partnership (HOME), HUD 223(f), and Mark-to-Market (M2M) are listed as the City’s existing housing preservation tools. Both ZoneDetroit and MAHS are valuable reports and subconversations to prepare the overall discussions of acceptance, policy, and application of adaptive reuse for affordable housing in the larger case study discussion that follows.

ADAPTIVE REUSE FOR AFFORDABLE HOUSING: POLICY AND APPLICATION IN DETROIT

Detroit's history, market, and built environment position the City to make valuable contributions to the topic of adaptive reuse for affordable housing. Detroit was chosen to be included in this research for its extensive zoning schemes exploring adaptive reuse, a distinct need for affordable housing relative to the community, and explicit application of adaptive reuse for affordable housing. This historically charged city has much to offer to an equally challenging landscape in Kansas City, Kansas, and provides many opportunities for guidance.

The application of adaptive reuse for affordable housing in Detroit has been naturally occurring for many years. There currently are no direct policies in place that relate to adaptive reuse and historic preservation for affordable housing, but these projects exist and have blossomed into common practice throughout the Detroit landscape. These projects have been successful through HUD and other available financings, such as LIHTC and Historic Preservation Tax Credits. These financing sources and vast amounts of existing structures have made adaptive reuse projects an “easier lift” to create new multifamily projects. New developments in the city have not been as popular as adaptive reuse for the challenges they pose in terms of structure and initial start-up costs. With adaptive reuse, these projects naturally come about, especially in conjunction with historic preservation. These buildings already exist, tend to be overbuilt, and are the right candidates for being adaptively reused.

Multifamily projects are among the most popular conversions for adaptive reuse in Detroit. To stay in accordance with the many City initiatives, these projects must accommodate the minimum 20 percent affordability, if not more. Many of the successful projects are deemed so for their contribution to the production of affordable housing. However, many of the challenges tied to adaptive reuse for affordable housing projects lie within the timeline of requirements for the developers. The LIHTC funding requires the unit to remain affordable for 30 years and should be monitored and reported on by the City. Expiring obligations and commitments to maintaining these LIHTC funded projects produce the opportunity to raise rental rates, displace renters, and lessen the number of affordable units

in Detroit. Detroit has made moves toward trying to preserve affordability, as mentioned in the MAHS report, including tactics of identifying opportunity areas to incentivize developers to keep the units affordable. Additionally, they have established a team to carry out the monitoring and reporting of regulated affordable units to ensure they remain so, and that the developer is following through with any other obligations.

Detroit is reworking its zoning ordinances, as mentioned above in the ZoneDetroit section, however, they do explicitly mention adaptive reuse practices in the city in Article XII¹³, stating,

Purpose. The purpose of this provision is to provide for the adaptive reuse and preservation of existing school buildings. Any of the 19 uses included in the definition of “school building adaptive reuses,” as provided in Section 50-16-381 of this Code, may be permitted on a conditional basis, subject to the provisions of Article III, Division 7, of this chapter, in those residential zoning districts where they are otherwise prohibited. Any of the 19 uses established under the “school building adaptive reuse” provision is subject to all applicable use regulations of Article XII of this chapter, applicable intensity and dimensional standards of Article XIII of this chapter, and applicable general development standards of Article XIV of this chapter for that use.

Demolition restrictions. In order to promote maximum preservation of existing school buildings and the City's architectural heritage, the demolition of existing buildings under the school building adaptive reuse provision shall be subject to the following:

1. School building adaptive reuses shall only be established in buildings originally constructed as schools where at least 75 percent of the gross floor area of all buildings on the school site is retained.
2. Notwithstanding Subsection (b)(1) of this section, the following buildings and additions shall not be included in the calculation of the minimum 75 percent of the school site gross floor area that must be retained
 - a. Accessory buildings that have not been identified by the Historic Designation Advisory Board as contributing resources to school buildings that are eligible for the National Register of Historic Places.
 - b. Additions to original principal school structures that do not contribute to the historic character of the property, as determined by the Buildings, Safety Engineering, and Environmental Department, in consultation with the Historic Designation Advisory Board.
3. The Buildings, Safety Engineering, and Environmental Department shall review requests for demolition. The review shall be combined with the special land use hearing for a conditional use. However, if the request for demolition is made subsequent to obtaining a permit for school building adaptive reuse, then a separate review is required.
4. If a school has been designated as a local historic district according to Chapter 21 of this Code, History, then the evaluation of any request for demolition shall be conducted by the Historic District Commission.

13 Article XII– Use Regulations, Division 2. General Use Standards, Section 50–12–138 School Building Adaptive Reuse Provision (City of Detroit, 2012).

Article XVI¹⁴, Rules of Construction and Definitions, Division 2 Words and Terms Defined, Subdivision P, Letter “S”, Section 50-16-381 School Building Adaptive Reuses stating,

“Any of 19 uses listed below and located within a building originally constructed as a school that is other- wise not permitted as a by-right or conditional use on land zoned R1 and/or R2 and/or R3 and/or R4 and/or R5 and/or R6.

School building adaptive reuses, residential:

1. Assisted living facility, where located on a major thoroughfare;
2. Boarding school and dormitory, where located on a major thoroughfare;
3. Convalescent, nursing, or rest home, where located on a major thoroughfare;
4. Loft;
5. Multiple-Family Dwelling;

School building adaptive reuses- public, civic, and institutional:

6. Adult day care center;
7. Adult day care center;
8. Educational institution;
9. Governmental service agency;
10. Library;
11. Museum;

School building adaptive reuses- retail, service, and commercial;

12. Business college or commercial trade school;
13. Medical or dental clinic, physical therapy clinic, or massage facility;
14. Office, business or professional;
15. Radio or television station;
16. Recording studio or photo studio or video studio, no assembly hall;
17. Recreation, indoor commercial and health club;
18. School or studio of dance, gymnastics, music, art, or cooking; and
19. Youth hostel/hostel, where located on a major thoroughfare.

Within the last six months, Detroit has added a priority to assist in financing historic preservation projects aimed toward providing affordable housing. The Notice of Funding Available, published in September 2020, describes financing for historic preservation buildings that shall “be expected to preserve affordability for existing low-income residents, and a minimum 20% of the rental units must be restricted to households earning no more than 80% AMI” (City of Detroit Housing and Revitalization Department, 2020). As long as the project is in line with producing affordable housing units, they are eligible for additional financing through this source. Another reason the City is promoting historic preservation financing for affordable housing is to combat the effects and misconceptions of historic preservation as a gentrifying agent. Commonly, residents have a distaste for preservation projects due to the frequent consequences of displacement and skyrocketing rents. Detroit recognizes this and utilizes the two as a strategy to dealing with the negative effects of investing and promoting development, without pushing the people out that define the space as a place.

¹⁴ Article XVI, Rules of Construction and Definitions, Division 2 Words and Terms Defined, Subdivision P, Letter “S”, Section 50-16-381 School Building Adaptive Reuses (City of Detroit, 2012).

Examples of adaptive reuse for affordable housing in Detroit include:



CHECKER CAB BUILDING AT ELTON PARK¹⁵

2100 Trumbell Avenue, Detroit, Michigan
Corktown Neighborhood

Constructed in 1927 as an office and garage building, occupied by the Checker Cab Company

Adaptively reused to create 52 apartments, 20 percent of which are affordable units in adherence to the Inclusionary Housing Ordinance



SAINT RITA APARTMENTS¹⁶

35 Owen Street, Detroit, Michigan

Constructed in 1916 and vacant since the 1990s, it was set to be demolished in 2008, but was saved through adaptive reuse

26 one-bedroom units, fully furnished, and entirely affordable. Utilized LIHTC, Historic Tax Credits, City of Detroit HOME funds, Detroit Central City Integrated Health funds, and the Home Depot Foundation grants



TRANSFIGURATION PLACE APARTMENTS¹⁷

13300 Syracuse Street, Detroit, Michigan
Banglatown Neighborhood

Construction is expected to be completed in 2022

Constructed in 1926 as a school to serve the growing Polish population. The school has served many different purposes over the years, but has been sitting vacant since 2014

¹⁵ (Curbed Detroit , 2019)

¹⁶ (Reindl, 2019)

¹⁷ (Model D, 2021)

CONCLUSIONS

In closing remarks from Ms. Phillips and Mr. Schumaker, final points on experience and advice were given for anyone interested in similarly applying adaptive reuse to Detroit's methods. Through the years of experience and interaction with adaptive reuse for affordable housing projects, it has become heavily apparent that there is a distinct need for strengthened cooperation between planners and historical preservationists. With the amount of crossover in financing schemes and goals, these two parties need to be coordinating toward common goals. Often, each party gets inundated in their own goals and tasks, that they forget to communicate with one another. The discussion of adaptive reuse for affordable housing must remain relevant and active in all related departments, enhancing integrated knowledge throughout all departments. Lastly, the advice given to any city looking to adopt similar policies and practices is to get as many city leaders involved to increase buy-in and get people comfortable with what is being discussed. By having preliminary discussions and brainstorming sessions, departments involved can deduce any obstacles the project might need to overcome. This eases the process of approval, construction, and operation on multiple levels and increases the synergy between all involved parties. Detroit's current and planned objectives for adaptive reuse for affordable housing provide great insight into how a landscape riddled with vacancies can transform the community and enrich their built environment with their existing culture and history.

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CHAPTER FIVE

ROCHESTER, NEW YORK

Case Study¹⁸

Based in a case of Rochester, New York (**Figure 5.1**), this section lays out the details necessary for understanding the landscape of housing in Rochester, including descriptions of the community, demographics, the commercial and residential market, and existing policies geared toward adaptive reuse. Furthermore, these details allow the reader to better understand the policy framework, implementation, and application of adaptive reuse in Rochester and where the city expects to move forward to promote these actions.

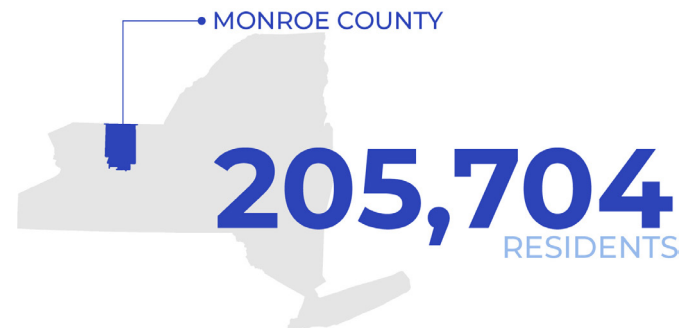


FIGURE 5.1 Defines the geographic location of Rochester within the State of New York (Census Reporter, 2019)

18 This section is based in the analysis of data collected through interviews with Dorraine Kirkmire, Manager of Planning, and Elizabeth Murphy, Senior Community of Rochester, New York on February 2, 2021 at 1 PM and electronic supplemental sourcing.

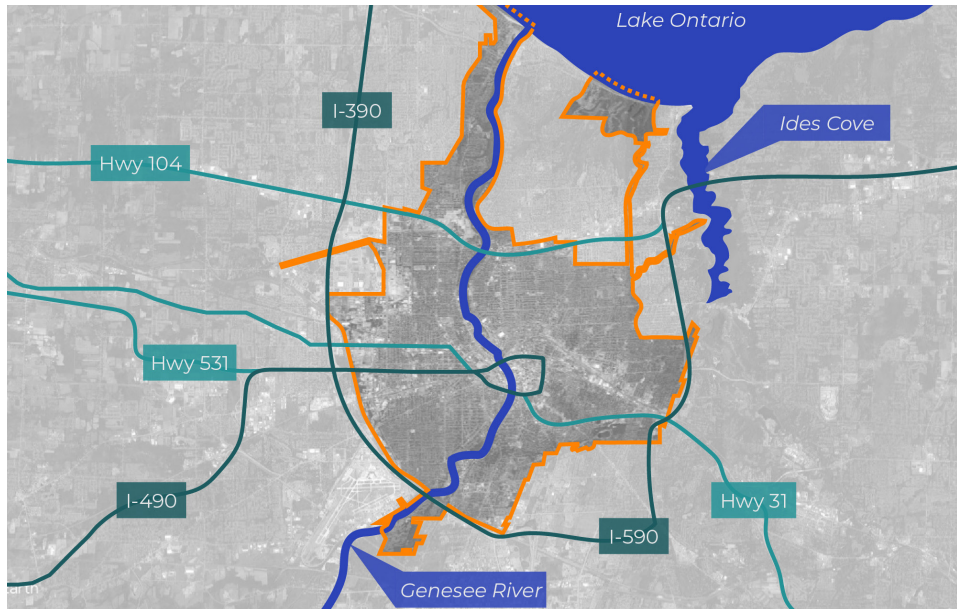


FIGURE 5.2 Provides greater detail in the relative geographic location of Rochester with highways and major waterbodies. Image Source: (Google Earth, 2021)

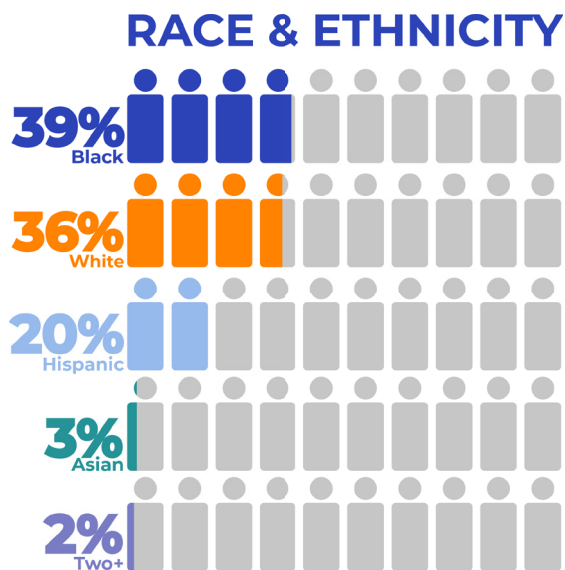


FIGURE 5.3 Illustrates the racial and ethnic breakdown of Rochester from 2019 Census Data estimates (Census Reporter, 2019).

BACKGROUND

This section will provide detailed descriptions of the community, demographics, economic standings, and adaptive reuse policies present in Rochester, New York. These discussions are vital to understanding the past and present needs of the community and what drove Rochester to accept adaptive reuse as a viable option to cater to the needs of the community.

Located in Monroe County, Rochester has an exceptional location along the shore of Lake Ontario. **Figure 5.2** illustrates the major highways and roadways with greater detailing for locational reference. The community's passion for horticulture and gardening has earned Rochester the title of "The Flower City" (Harding, 1935). Gardens of diverse flora scatter the city, allowing residents and tourists to explore these vibrant oases. Rochester is the third most populous city in the state of New York with 205,704 residents (Census Reporter, 2019). **Figure 5.3** defines the race and ethnicity for Rochester. The 205,704 residents combine to form a total of 87,679 households and a median household income of \$37,711 (**Figure 5.4**) (Census Reporter, 2019). Additionally, **Figure 5.5** and **Figure 5.6** portrays the percentage of Rochester's population that is below the poverty line and married. **Figure 5.7** depicts the median age as 33.3, 4.3 years younger than the national average of 38.4 (Census Reporter, 2019) (U.S. Census, 2020). The local minimum wage of Rochester, New York is currently \$11.80 per hour; however, wages were increased to \$15.00 per hour effective December 31, 2020 (City of New York, 2020).

The core job sectors in Rochester include healthcare, education, and manufacturing (OnTheMap, 2020). The presence of Eastman Kodak, Xerox, University of Rochester, Rochester Institute of Technology, and the University of Rochester Medical Center's Strong Memorial Hospital highlight themselves as driving employers for the community (CBRE, 2020). The economy has become much more diverse recently and has experienced growth in many sectors. The Metro Vacancy Rate is down 10.5 percent since 2019, while 19.7 million square feet of the available 22 million are occupied (CBRE, 2020).

The city has 2.3 million square feet of vacant retail spaces, a number that has declined in recent years, signaling a reshaping of its commercial real estate market (CBRE, 2020). In a report from CBRE (2020, p. 4), a commercial real estate firm, they credit

this decline in vacancy to the “conversion of retail product to non-retail uses.” Many big box stores are being converted to non-retail uses arguably for their “central locations, abundant parking, open floor plans, and convenient access” (CBRE, 2020, p. 5). These features are attractive to new tenants and developments.

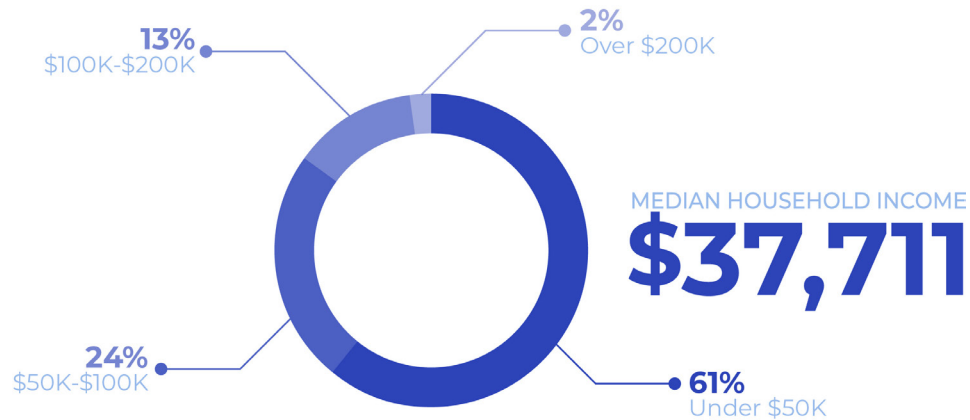


FIGURE 5.4 Depicts the median household income for Rochester with greater detail provided of the percentages from varying income ranges (Census Reporter, 2019).

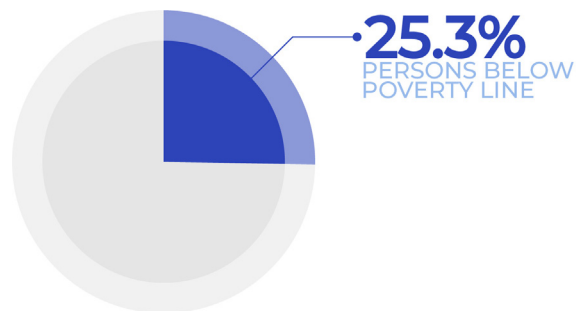


FIGURE 5.5 Depicts the percent of people living below the poverty line in Rochester (Census Reporter, 2019).

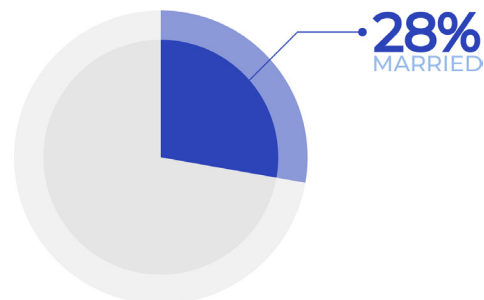


FIGURE 5.6 Depicts the percent of residents married in Rochester (Census Reporter, 2019).

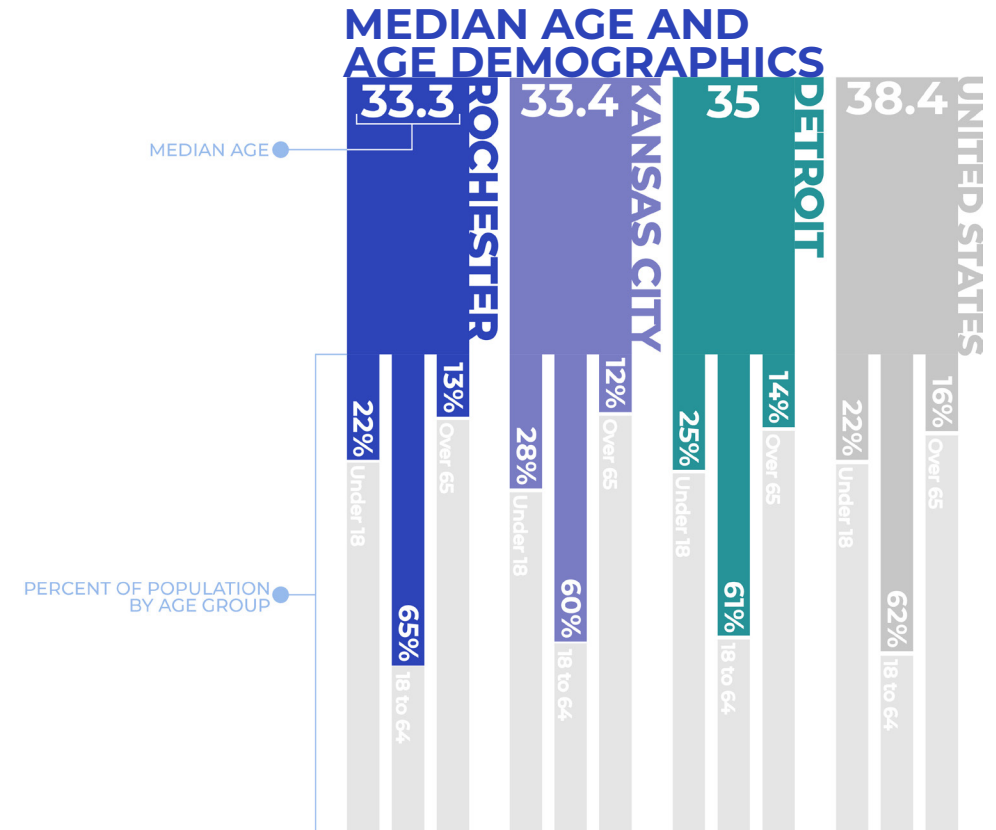


FIGURE 5.7 Defines the median age of Rochester in comparison to KCK, Detroit, and the U.S. (Census Reporter, 2019).

HOUSING AFFORDABILITY AND PLANS IN ROCHESTER

In Rochester, a Fair Market Rate (FMR) 2-bedroom rental is \$972 per month (National Low Income Housing Coalition, 2020). Renters would need to earn \$18.69 per hour at 40-hours per week to not be cost-burdened; however, renters are estimated to earn \$13.18 per hour. At \$13.18 per hour, they would need to obtain a monthly rent of \$685 per month to not be considered cost burdened. Although the State of New York raised its minimum wage to \$15 per hour, renters would still be considered cost-burdened when working one minimum wage job at 40-hours per week. In 2018, Rochester conducted a market analysis, the Citywide Housing Market Study, the first one since 2007. In the eleven years that passed between market studies, many events have transformed the landscape “from the Great Recession and subsequent changes in lending standards to national demographic and economic trends favoring rental housing, to local efforts to stimulate homeownership in city neighborhoods and adaptive reuse of downtown buildings” (Department of Neighborhood and Business Development City of Rochester, New York, 2018, p. 4).

In this study, Rochester recognizes key findings to be the city and regional area’s soft market¹⁹, very low incomes at the root of affordability²⁰, and nearly all developments requiring some type of subsidy or assistance (Department of Neighborhood and Business Development City of Rochester, New York, 2018). Rochester is a soft market within a soft regional market, meaning the overall housing supply exceeds demand, “resulting in a housing stock that is broadly undervalued and has been so for decades” (Department of Neighborhood and Business Development City of Rochester, New York, 2018, p. 6). Very low

¹⁹ As defined in the Rochester Citywide Housing Market Study, “soft market” is defined as “a market where supply of housing exceeds demand, leading to property values and housing reinvestment and appreciation rates that are lower than would exist in a healthy, balanced market” (Department of Neighborhood and Business Development City of Rochester, New York, 2018)

²⁰ The City of Rochester recognizes the definition of housing affordability as paying 30 percent or less of gross income on housing costs (Department of Neighborhood and Business Development City of Rochester, New York, 2018)

ROCHESTER HOUSING AFFORDABILITY

\$11.80

New York State
Minimum Wage

\$972

2-BR rental at
Fair Market Rate
(FMR)

1.6

Full-time jobs at
minimum wage
to afford
2-BR FMR

\$13.18

Estimated mean
renter wage

\$685

Monthly rent
affordable
at mean renter wage

139,932

Renter
Households
2014-2018

\$18.69

Necessary
hourly wage
to afford 2-BR FMR

\$972

2-BR rental at
Fair Market Rate
(FMR)

1

Full-time jobs at
minimum wage
to afford
2-BR FMR

incomes are at the core of affordability challenges in Rochester, not high housing costs. The lack of affordability is due to low-income levels present in the community, inhibiting individuals and families to obtain housing without some sort of assistance. The issue of affordability is harder to target when it involves a problem housing policy cannot directly solve. Lastly, nearly all housing development in Rochester requires some subsidy or assistance. This goes for both renters and developers; renters requiring subsidies or assistance in rent due to their insufficient incomes, and for developers due to the soft market.

Adaptive reuse is proposed in the market study as a tool assisting the market respond to current and future demands. The Citywide Housing Market Study details the proceedings of developers taking advantage of more lucrative ventures in suburban Rochester, leaving the city housing stock to rapidly deteriorate. The city stock has been revamped and “somewhat reversed in recent years by new market-rate development and adaptive reuse of obsolete buildings” (Department of Neighborhood and Business Development City of Rochester, New York, 2018, p. 75). The study encompasses masses of information, defines the housing market in Rochester, New York, and sets the foundation for future housing projections in Rochester 2034, their recently adopted comprehensive plan.

Rochester 2034 is a comprehensive plan with fifteen-year projections for the city in honor of its 200th birthday. The next fifteen years are anticipated to address their guiding policy principles of healthy living, equity, resilience, prosperity, and partnership, as well as their placemaking principles of designing at the pedestrian scale, creating beautiful spaces, providing diverse housing options, celebrating assets, strengthening multi-modal travel, and focusing growth (City of Rochester, New York, 2019, pp. 9-12). Adopted in 2019, after multiple community meetings, pop-up events, and surveys, the plan ensures that these ideas are built from the residents up. Concerning housing, Rochester 2034 explores the many Character Areas and explicitly mentions the application and advancement of adaptive reuse within the city. In the Future Land Use chapter, the plan outlines proposed changes including exploring opportunities in form-based zoning codes, “greater flexibility in allowable uses,” and finding a “balance of visionary thinking and market realities” (City of Rochester, New York, 2019, pp. 33-34). It is important to mention that the Rochester 2034 plan approaches their future

land use plans as needing to be “a strategic blend of orderly growth, organic flexibility, and preservations of the neighborhood and natural assets” (City of Rochester, New York, 2019, p. 31). Within the Future Land Use chapter, the Character Area “Flexible Mixed-Use” is intended to organically grow with resident’s desire to live in central areas, unique businesses, and “creative adaptive re-use of legacy industrial buildings of the late 19th and early 20th century (City of Rochester, New York, 2019). The New Housing Development section of the Housing chapter explicitly discusses the encouragement, application, and development of adaptive reuse buildings. The section outlines the collaboration from the staff, developers, and community-based organizations working to provide a range of affordable housing for a variety of populations, including “senior housing, supportive housing, and transitional housing” (City of Rochester, New York, 2019, p. 137). Adaptive reuse is seen as a viable opportunity to fulfill these needs due to the vacant commercial and industrial buildings located throughout the city. Recognizing that these projects typically require multiple funding sources, the section sets out to define how the City and developers can work and communicate efficiently to complete adaptive reuse projects.

ADAPTIVE REUSE FOR AFFORDABLE HOUSING: POLICIES AND APPLICATION IN ROCHESTER

Rochester was chosen for this report due to its current and proposed policy for adaptive reuse, alongside projects that have been completed. Private-Public partnerships have granted developers and the City opportunities to cater to the needs of the community. This section of the report will discuss current policies and practices, applications of adaptive reuse for affordable housing, and the anticipated expansion of policy.

In the early 2000s, the City of Rochester revised their zoning code and added in new provisions to allow for the adaptive reuse of landmark structures and preexisting, non-conforming buildings. In the current zoning code, adaptive reuse is explicitly mentioned in two ordinances.

Article XXIV²² states, “The continued existence of certain nonconformities is frequently inconsistent with the Comprehensive Plan and thus the gradual elimination of such nonconformities is often desirable. Other nonconformities may continue to exist and afford adaptive reuse opportunities that can contribute to neighborhood character, diversity and services.”

Article XVII²² states, “Adaptive use of designated landmarks shall be subject to the following requirements:

- a. A portion or all of the structure may be converted to offices.
- b. No exterior alterations shall be allowed which are necessitated solely by the introduction of this adaptive use in the landmark.
- c. No signs may be erected, installed, or maintained in excess of those provided for the district.
- d. Off-street parking shall be provided as required by the regulations of §120-173 applicable to the use, unless the Planning Commission shall find on the basis of the evidence presented to it that some reduction of such requirements is warranted. No parking may be permitted in front of a landmark structure.”

There are additional nuances for adaptive reuse in the Planned Development Districts of Eastman Business Park, Mid-Town Athletic Club, Canalside Business center. The Vistas at Highland, Century Strathallan, and the Educational success Center. Within these districts, there are areas provided within the ordinance that are proposed as attractive prospects for reuse.

Adaptive reuse poses many obstacles both on the policy side and the application side. Through trial and error, Rochester has identified these obstacles to include the difficulty in reoccupying these buildings in the marketplace and the expense of rehabilitation. Another peculiar obstacle specific to Rochester is that their 2003 zoning map inhibited the application of the adaptive reuse zoning codes, due to the downzoning of all residential to an R-1 Single Family Residential District. In an R-1 zoned district, only low-density residential developments are allowed by right. While the zoning code was progressive for its time, it inhibited the organic application of adaptive reuse and required developers seeking adaptive reuse projects to obtain a variance through the Zoning Board of Appeals. To alleviate these obstacles, the City of Rochester is undergoing a zoning code rewrite with fresh considerations on their adaptive reuse policies,

as well as a new zoning map to reflect these considerations. This rewrite, with an anticipated completion date in 2022, aims to diversify land use allowances with respect to preexisting nonconforming uses, granting greater flexibility.

A standout feature within their proposed code is the isolation of preexisting, nonconforming commercial buildings within their land use table. Within this category, preexisting commercial structures will be their own district and will assist in easing opportunities for adaptive reuse. This will elevate preexisting commercial structures to the same land use designation as a zoning district. Furthermore, this designation grants these preexisting commercial structures separate rules to abide by as opposed to being subject to the land use rules of the district the structure is located in. Rochester’s goal is not to put barriers up in land use and policy restrictions, but rather reoccupy these buildings and open them up to the public.

Examples of adaptive reuse for affordable housing, as well as supportive housing, include:



JEFFERSON WOLLENSAK APARTMENTS²³

872 Hudson Avenue, Rochester, New York

Constructed in 1918 and originally home to the Wollensak Company, one of the largest manufacturers of camera shutters (Landmark Society of Western New York, n.d.)

Vacant for 15 years and newly renovated into 22 affordable units. Units are available to provide quality, affordable housing to individual with intellectual and developmental disabilities



HIGH FALLS COMPLEX AND THE MICHELSEN BUILDING²⁴

35 Owen Street, Detroit, Michigan

Two vacant, historical industrial buildings that have been adaptively reused for primarily affordable residential units

Converting a once vacant industrial building to 59 one- and two-bedroom units for working-class tenants earning between 50 to 60 percent area median income



CARRIAGE FACTORY APARTMENT²⁵

33 Litchfield Street, Rochester, New York

Vacant for 25 years and originally the Cunningham Carriage Factory

71 renovated to one- and two-bedroom units affordable to those meeting the LIHTC tenant requirements
Housing Specialists available to tenants to teach skills and assist in linking tenants to community services
ADA and Hearing and Visually Accessible units available

²³ (Home Leasing, 2020)

²⁴ (Sharp, 2014)

²⁵ (DePaul Properties, 2020)

As displayed in the examples above, Rochester developers have sought out many adaptive reuse projects that incorporate affordable housing. Much of this is due to the proactive nature of developers in the area recognizing the soft market realities in Rochester, but also in part due to the necessity of funding for adaptive reuse projects. Adaptive reuse projects are costly and require a great deal of attention, especially when a historical structure is involved. To mitigate the cost of rehabilitation and promote adaptive reuse projects as a feasible and approachable development scheme, Low-Income Housing Tax Credits (LIHTC) and Historic Tax Credits are necessities. Supportive housing is an additional need in Rochester. This type of housing has been encouraged from both the City in its Rochester 2034 plan, as well as through the State of New York's Empire State Supportive Housing Initiative (ESSHI). ESSHI aims to provide quality services and housing across the State. While discussed in policy and initiatives, both of the desires to apply adaptive reuse for affordable and supportive housing have come to fruition with each of the examples provided above.

CONCLUSIONS

In final partings with Ms. Kirkmire and Ms. Murphy, final points in regrets and wishes, as well as advice to cities looking to adopt similar policies were given. Regarding explicit policy, downzoning all residential to R-1 Single Family Residential created more problems than solutions, and revealed areas of exclusionary zoning and redlining. These trials and errors have now led to the recreation of Rochester's landscape through Rochester 2034. For wishes of past initiatives and plans, the desire for more time and resources to dedicate to projects, such as adaptive reuse, are heavily present. As many can relate, there are not enough hours in the day to accomplish everything we set out to do, this is even more true in planning. The advice that they bestow upon cities wishing to adopt new policies for adaptive reuse the duo suggests following Rochester's steps and granting preexisting nonconforming commercial structures their own zoning practices and not subject these building types to the underlying land use zoning. This allows developers to easily apply, finance, redesign, and rehabilitate a structure without having to jump through hoops and meet setbacks in the zoning and planning process. Through their experience with establishing policy, reworking the policy to better suit the needs of the community,

and application, Rochester, New York provides excellent guidance in navigating the world of adaptive reuse for affordable housing.

CHAPTER SIX

RECOMMENDATIONS

RECOMMENDATIONS

Lack of access to housing which is affordable and of good quality is an issue that is well recognized in both research and popular discourse. This is both a problem of access to affordable housing and the ability to afford available housing. In other words, this is both a supply and an affordability problem. As a planner, I believe that within the purview of planning, this problem can be addressed through the supply side i.e., through increasing the supply of affordable housing. This report contributes to the conversation on housing by providing an alternative method for increasing affordable housing stocks through the use of adaptive reuse. Adaptive reuse, if applied consistently, has the capacity to increase sustainability in construction without the reduction of investments or economic vitality (Langston, 2008). Additionally, adaptive reuse provides cities with the opportunity to retain cultural and historical identities through the reuse of existing structures, carrying their identity into the future. This report provides two detailed case studies of the successful application of adaptive reuse for affordable housing, and recommends strategies and methods for other cities to learn from and apply in their own contexts. It is important to note here that the recommendations made in this report do not ask for more funding allocation towards affordable housing. More funding allocation is needed, however in this report, I focus on the creation of policy tools that promote, incentivize and make

it easier to adapt existing abandoned and vacant buildings for affordable housing.

This report exhibited strategies and policies for adaptive reuse for affordable housing through the case studies and interviews provided from Detroit, Michigan and Rochester, New York. Both Detroit and Rochester's explicit policies and varying tactics in utilizing adaptive reuse for affordable housing granted me flexibility in my recommendations for KCK. Adaptive reuse provides the UG the opportunity to make the production of affordable housing more efficient by leveraging existing, vacant assets. The production of affordable housing is already occurring throughout the country but how can cities leverage what is existing within their community without increasing the need for extra financial assistance? The goal of this research was to identify opportunities to apply adaptive reuse for affordable housing in KCK, to bridge the housing gaps and provide insight into opportunities within the community. The following sections detail the results and recommendations based upon the research conducted to answer my guiding research questions of:

1. How can policies and zoning ordinances make adaptive reuse more attractive as an affordable housing solution?
2. How can adaptive reuse be incorporated in Kansas City, Kansas to provide quality affordable housing?

To answer these questions, I have prepared the following recommendations compiled through the case studies and interviews described in previous chapters. These recommendations include:

- Conduct a housing conditions and market study.
- Establish a team to monitor and report on federally financed developments.
- Pair historic preservation and affordable housing.
- Consider tactical preservation for incremental reuse.
- Adopt explicit policies and zoning ordinances for adaptive reuse.

CONDUCT A HOUSING CONDITIONS AND MARKET STUDY

Housing studies exploring the current state of the market and the conditions of existing structures are vital in forming well-rounded projections and plans. The importance of a housing study is presented both in the Detroit and Rochester case studies. Each city has up-to-date plans and studies that provide

accurate needs and goals for their respective communities. In the interviews with the representatives of Detroit and Rochester, they both heavily relied on the data from these studies to justify and support their decisions. Having these types of plans and strategies reassures the community that the city listening and provides a clear pathway for what needs to be done.

For the sake of timeliness and overall benefits, a housing study would be most conducive to the UG and KCKHA. A housing study is necessary due to the fact that there currently is no data on the conditions or market in the community. Without this data, the city cannot adequately provide to the demands of the community. The housing conditions and market study would shed light on the true definition of affordability in the community, the typology that is lacking or is in surplus, and the neighborhoods that need more assistance. A study of this sort would allow the UG and KCKHA to better serve the needs of their community.

ESTABLISH A TEAM TO MONITOR AND REPORT FEDERALLY FINANCED DEVELOPMENTS

As discussed throughout this report and supported through interviews, federal financing assistance goes hand-in-hand with adaptive reuse and affordable housing projects. LIHTC is the most common form of federal assistance in these projects. However, a consistent theme presented in the literature and interviews suggests that there is a need for a team tasked with monitoring the obligatory periods of affordability in these projects. If left unattended, some developers may transition their units to market rate, decreasing the limited number of affordable units, and not following the regulations put in place. Detroit provided insight into their system and team that ensures any federally assisted housing developments follow all affordability requirements and any additional obligations held by the developer. For example, LIHTC requires developers to maintain the unit's affordability for a minimum of 30 years. This team would then monitor each affordable unit and ensure that it fulfills its requirements, as well as establish a strong relationship and identify opportunities to incentivize the developer to maintain their affordable units long past their obligatory 30 years. To ensure that the housing provided is quality, the team would have a similar checklist to HUD's, discussed in Chapter 2, that would ensure soundness and healthy living conditions for

residents. KCK would benefit from this for two reasons: it would ensure the stability in their stock of affordable housing outside of KCKHA's control and it would strengthen the relationships with the UG and developers. After defining what affordability truly is in KCK from the housing conditions and market study, there is another hurdle they must face of ensuring the units remain so. The establishment of this team within the UG would allow the city government to build stronger relationships with developers and ensure the overall stability of affordable units.

PAIR HISTORIC PRESERVATION AND AFFORDABLE HOUSING

A common misconception of historic preservation is that many believe it leads to gentrification (McCabe, 2018). Areas that experience redevelopment and rapid growth are prone to rising rents and displacement, typically at the expense of the residents that gave the neighborhood sticking power. Detroit has made intentional efforts to mitigate gentrification in their city by pairing historic preservation and affordable housing whenever possible. This duo is commonly paired to leverage all available financing opportunities but also is directly benefiting residents with the growth in affordable housing. By locating these opportunities to pair historic structures with affordable housing through adaptive reuse, the city can preserve their building character and add to the overall stockpile of affordable units.

CONSIDER TACTICAL PRESERVATION FOR INCREMENTAL REUSE

Detroit's phased rehabilitation approach, drawn from tactical urbanism, is a form of adaptive reuse meant to activate portions of a structure through arts and community involvement to draw attention to that area and hopefully spark full development. KCK could utilize this when looking to spark infill and redevelopments on vacant lots. This tool would also assist in bringing creative, targeted solutions to areas that have long experienced neglect. Additionally, Detroit suggests pairing tactical preservation and the reduction of requirements i.e., parking, full compliance, and use restriction, to encourage adaptive reuse developments by developers (City of Detroit, 2020).

ADOPT EXPLICIT POLICIES AND ZONING ORDINANCES FOR ADAPTIVE REUSE

Detroit and Rochester have two varying forms of zoning code pertaining to adaptive reuse. Detroit has targeted policy for nineteen different uses of schools looking to be adaptively reused. These uses are detailed in *Article XVI, Rules of Construction and Definitions, Division 2 Words and Terms Defined, Subdivision P, Letter "S", Section 50-16-381 School Building Adaptive Reuses*. These nineteen uses guide developers in their decisions in the proper use for these structures, housing being five of the uses.

Rochester has broader existing policies related to adaptive reuse. *Article XXIV Nonconforming Uses, Structures, Lots and Signs § 120-198 Purpose* and *Article XVIII Additional Requirements for Specified Uses §120-130* set foundational expectations and requirements for adaptive reuse. Rochester's zoning rewrite features a proposal to isolate pre-existing, nonconforming commercial buildings within their land use table. The establishment of this structure type as its own land use, grants separate guidelines and requirements, a less stringent approval process, and opens the buildings back up to the public.

The UG presently has no ordinances regulating adaptive reuse within their jurisdiction. When it is mentioned, it is strictly as a definition and what it could look like when applied. For the projects already occurring in the city utilizing adaptive reuse practices, there should be expectations and requirements set forth, as these projects do not function the same as newly constructed developments. By adopting similar policies to Rochester and Detroit's, the UG would be redefining all future adaptive reuse projects and presenting a uniform set of guidelines to developers. If KCK were to adopt an ordinance similar to the proposed policy by Rochester, they would be reducing barriers for developers, proactive in their mitigation of vacant properties, and presenting alternative pathways to provide to the community's affordable housing needs.

An additional policy that I recommend for the UG is to adopt an Inclusionary Housing Ordinance (IHO) within their adaptive reuse ordinance. Detroit adopted an Inclusionary Housing Ordinance in 2017 intending to further build up their affordable housing stock. Under this ordinance, new residential developments are required to include 20 percent affordable units

at 80 percent AMI. KCK would benefit from an ordinance similar to Detroit's for the regeneration of affordable units it would provide. I recommend tying the IHO to any and all adaptive reuse projects that are for residential use. Similar to Detroit's policies, I would suggest 20 percent of the entire new residential development be affordable at an AMI that is set after the housing conditions and market study is completed. Adopting this IHO would allow the UG to boost their stock of affordable units, providing greater quality than what is currently available.

FINAL REMARKS

The recommendations outlined above fall under three pillars: studies, coordination, and zoning. These three pillars work to address my research questions of 1) How can policies and zoning ordinances make adaptive reuse more attractive as an affordable housing solution? 2) How can adaptive reuse be incorporated in Kansas City, Kansas to provide quality affordable housing? The importance of housing studies and an awareness of the realities in a community is priceless. Planning efforts backed with zero data or substantial proof can cause residents to lose trust in their local government and feel that they are not being heard. The first step for KCK for any future housing endeavor, especially for affordability and adaptive reuse purposes, should be to conduct a housing conditions and market study. This potentially will introduce new ideas and plans for implementation and demonstrate an active effort to produce more affordable housing according to the needs of the community. Within this study, the understanding of what affordability means to the community and what typologies are needed should be two primary topics addressed. Coordination throughout the UG is necessary for all future plans, especially in regard to housing. Communication between the UG and KCKHA is imperative when discussing and planning for the future of affordable housing in KCK. By coordinating efforts and aligning their goals, these two entities can preserve energy and work hours, compare ideas and understandings of the needs of the community, and prepare strong steps forward in a course of action for housing affordability. KCK currently approves adaptive reuse projects with no explicit policies to guide them. Zoning ordinances assist in creating consistent requirements and guidelines for developers to adhere to. Furthermore, explicit zoning ordinances give developers ideas of where to begin, what to build, and

where they can build it. As shown in Rochester, zoning has the opportunity to encourage and promote practices by reducing the barriers commonly placed on restricting development.

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APPENDIX A

KANSAS CITY REPRESENTATIVES INTERVIEW QUESTIONS

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Interview Questions for: Gunnar Hand & Rob Richardson

1. What is the need for affordable housing in the community?
2. In your opinion, what is the biggest obstacle in providing affordable housing for residents in KCK?
3. What kinds of housing developments are needed in the community?
4. What is the vacancy rate of industrial or commercial buildings in the area? Are these predominately City-owned or privately held?
5. What areas are there vacant or for-sale buildings available in the community?
6. Do you believe that there is opportunity for adaptive reuse for affordable housing in KCK? Has the city explored the possibility of incentivizing adaptive reuse of existing infrastructure? Why or why not?
7. What would be the potential obstacles or pitfalls in incentivizing adaptive reuse for affordable housing in KCK?

Interview Questions for: Kelley Hrabe

1. What motivations drove you to create take on an adaptive reuse project?
2. Was there any collaboration with the City to take on these projects?
3. In the process of obtaining permits, grants, loans, zoning permission, city permission, what were some technical obstacles you faced or any push-back you encountered when trying to move these projects forward?
4. What would encourage you, as a developer, to carry-out more adaptive reuse projects?
5. Did you obtain any local, state, or federal grants for these projects? If yes, what were they? If no, what made you decide to not go after grant money?
6. How have these adaptive reuse projects performed in comparison to traditional new-build construction? What pros and cons are there in a construction sense?

APPENDIX B

DETROIT REPRESENTATIVES INTERVIEW QUESTIONS

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Interview Questions for: Ann Phillips

1. Why did the city choose adaptative reuse as a strategy? And what was the hope adaptive reuse would change or achieve?
2. Where has your city seen its greatest successes with adaptive reuse for affordable housing? Why do you define this case as a success?
3. How and why did your city choose to use adaptive reuse for affordable housing?
4. What were challenges you encountered when creating these policies? Have you made any targeted changes toward alleviating these challenges?
5. What current policies are in place that allow for adaptive reuse projects? Is it working for your community or have there been discussions to advance these policies?
6. What were your goals for these policies? In other words, what were you or the city hoping these policies would achieve?
7. What was your timeline for this process? When did this process start and how long did it take? What were some milestones and pitfalls your encountered?
8. If you could go back and change anything throughout the process of adopting these policies, would you? If yes, what would you change and why?
9. For cities looking to adopt similar policies, what advice would you give them? What type of people need to be at the table and present for these conversations?
10. How has the City proposed vacant buildings/factories as opportunities for adaptive reuse for affordable housing? What criterion draw developers to vacant buildings?
11. What grants and incentives have you seen utilized the most?

Interview Questions for: Ryan Schumaker

1. Why did the city choose adaptative reuse as a strategy? And what was the hope adaptive reuse would change or achieve?
2. Where has your city seen its greatest successes with adaptive reuse for affordable housing? Why do you define this case as a success?
3. How and why did your city choose to use adaptive reuse for affordable housing?
4. What were challenges you encountered when creating these policies? Have you made any targeted changes toward alleviating these challenges?
5. What current policies are in place that allow for adaptive reuse projects? Is it working for your community or have there been discussions to advance these policies?
6. What were your goals for these policies? In other words, what were you or the city hoping these policies would achieve?
7. What was your timeline for this process? When did this process start and how long did it take? What were some milestones and pitfalls your encountered?
8. If you could go back and change anything throughout the process of adopting these policies, would you? If yes, what would you change and why?
9. For cities looking to adopt similar policies, what advice would you give them? What type of people need to be at the table and present for these conversations?
10. How has the City proposed vacant buildings/factories as opportunities for adaptive reuse for affordable housing? What criterion draw developers to vacant buildings?
11. What grants and incentives have you seen utilized the most?

APPENDIX C

ROCHESTER REPRESENTATIVES INTERVIEW QUESTIONS

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Interview Questions for: Dorrairie Kirkmire

1. Why did the city choose adaptative reuse as a strategy? And what was the hope adaptive reuse would change or achieve?
2. Where has your city seen its greatest successes with adaptive reuse for affordable housing? Why do you define this case as a success?
3. How and why did your city choose to use adaptive reuse for affordable housing?
4. What were challenges you encountered when creating these policies? Have you made any targeted changes toward alleviating these challenges?
5. What current policies are in place that allow for adaptive reuse projects? Is it working for your community or have there been discussions to advance these policies?
6. What were your goals for these policies? In other words, what were you or the city hoping these policies would achieve?
7. What was your timeline for this process? When did this process start and how long did it take? What were some milestones and pitfalls your encountered?
8. If you could go back and change anything throughout the process of adopting these policies, would you? If yes, what would you change and why?
9. For cities looking to adopt similar policies, what advice would you give them? What type of people need to be at the table and present for these conversations?
10. How has the City proposed vacant buildings/factories as opportunities for adaptive reuse for affordable housing? What criterion draw developers to vacant buildings?
11. What grants and incentives have you seen utilized the most?

Interview Questions for: Elizabeth Murphy

1. Why did the city choose adaptative reuse as a strategy? And what was the hope adaptive reuse would change or achieve?
2. Where has your city seen its greatest successes with adaptive reuse for affordable housing? Why do you define this case as a success?
3. How and why did your city choose to use adaptive reuse for affordable housing?
4. What were challenges you encountered when creating these policies? Have you made any targeted changes toward alleviating these challenges?
5. What current policies are in place that allow for adaptive reuse projects? Is it working for your community or have there been discussions to advance these policies?
6. What were your goals for these policies? In other words, what were you or the city hoping these policies would achieve?
7. What was your timeline for this process? When did this process start and how long did it take? What were some milestones and pitfalls your encountered?
8. If you could go back and change anything throughout the process of adopting these policies, would you? If yes, what would you change and why?
9. For cities looking to adopt similar policies, what advice would you give them? What type of people need to be at the table and present for these conversations?
10. How has the City proposed vacant buildings/factories as opportunities for adaptive reuse for affordable housing? What criterion draw developers to vacant buildings?
11. What grants and incentives have you seen utilized the most?