

Industrial Corridor Modernization

## North Branch

**COMMUNITY MEETING** FEB 21, 2017





Rahm Emanuel, Mayor

David Reifman, Commissioner Dept. of Planning and Development

Rebekah Scheinfeld, Commissioner Dept. of Transportation

#### **Contact Us**

- dpd@cityofchicago.org
- cityofchicago.org/dpd

#### **Tonight's Meeting Agenda**

6:00pm

Welcome

6:15pm

**Presentation** 

- 1. Chicago's Industrial Corridor System
- 2. North Branch and PMD review
- 3. North Branch Framework Goals and Recommendations
- 4. Implementation and Ordinance Changes
- 5. Next Steps

7:15pm

**Questions and Comments** 

**Review Informational Boards** 

7:45pm

**Meeting Adjourned** 

**Next Meetings: March 7 and March 14** 

#### **Two Project Components**

#### 1. Land Use and Development Framework

- Framework plan adopted by the Chicago Plan Commission to help guide review of private development proposals.
- Does not become a law or ordinance but is a planning tool.

## 2. Implementation Ordinances

- Must occur to implement the Framework land use and funding recommendations
- City Council must approve all ordinances

## **Mayor Emanuel's Second Term Priorities**

## Reimagine the City's Planned Manufacturing Districts to Support Modern Development

- Conduct a thorough review of the City's current PMDs and Industrial Corridors to determine if any changes are needed to ensure that land is being put to its highest and best use
- Consult with stakeholders and experts to identify potential reforms

#### **Next Steps**

First Industrial Corridor for Review:
 North Branch



#### North Branch Industrial Corridor

All corridors for review must be considered within the context of the City's 26 industrial corridors.

Individual corridor review is intended to:

- 1. Guide future development
  - Land use
  - Density
  - Open space
  - Unique urban character
  - Transportation opportunities
- 2. Create new resources and approaches to assist and support industrial corridors throughout the City

The North Branch **Study Area** focused on the existing North Branch Industrial Corridor, plus a ½ mile beyond to capture the full picture of the area and connections to surrounding neighborhoods.



**Community Outreach Approach** 



- 1. Six Community Meetings
- 2. sMap: Social Mapping Platform
- 3. Meetings with Stakeholders:
  - CommunityGroups
    - Aldermen
  - LIRIs
  - PropertyOwners
  - BusinessOwners
  - Developers

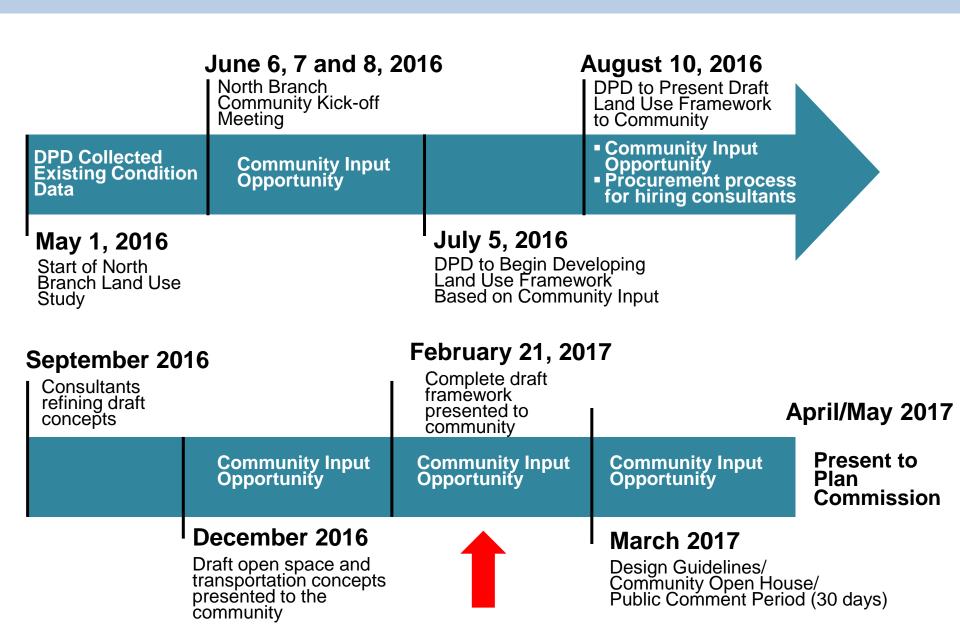
## **Community Outreach Results**

Since the summer of 2016, DPD has engaged with the community, resulting in a robust, transparent planning process, including:

- 6 Public meetings (50-100 attendees each)
- 9 Published meeting summaries
- 6 Neighborhood meetings
- **62** Emails and letters from stakeholders
- **53** Maps created via sMap
- 192 Original sMap comments

In total, **over 500 participants** contributed to this Framework Plan.

#### **Timeline to Date**





## **Complementary Planning Efforts & Recent Studies**



#### 2013 Chicago Sustainable Industries (CSI)

Established a comprehensive plan to support and expand Chicago's industrial base. Includes 14 policies and 32 action items



## 2014 Fulton Market Innovation District

Established a comprehensive plan to support business growth within an existing industrial corridor characterized by old and new uses



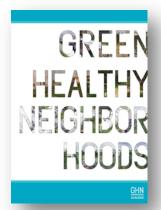
#### 2013

Assessed effectiveness of current PMD land use legislation



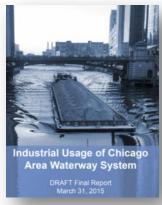
#### 2014

Identified demand for new incubators, especially involving food



#### 2014

Proposed new industrial corridor between the Dan Ryan and Norfolk Southern rail yard



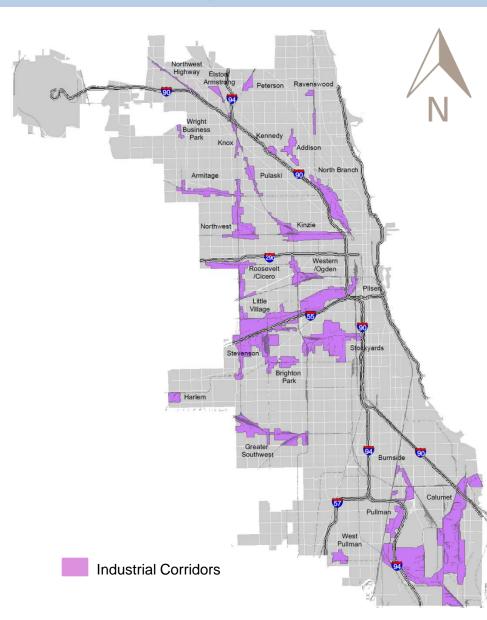
#### 2015

Assessed existing dock infrastructure for industrial users along the river

## **Establishing the Industrial Corridor System**

Beginning in the early 1990's Industrial Corridors were established as a planning and development tool.

- Chicago's 26 Industrial Corridors contain about 12% of the city's land
- Range in size from 70 to 3,500 acres
- Offer industrial land for new and expanded manufacturing and related uses



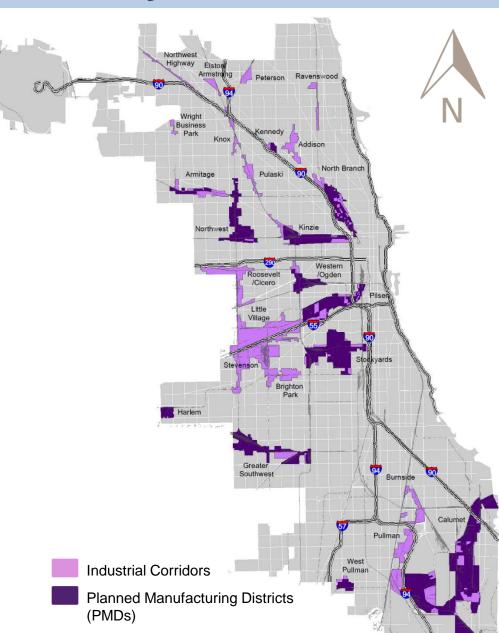
#### PMDs in the Industrial Corridor System

From 1988 through the 1990's, a new zoning tool called a Planned Manufacturing District (PMD) was created.

#### Purpose of the PMD:

- foster the city's industrial base
- maintain the city's diversified economy for the general welfare of its citizens;
- strengthen existing manufacturing areas that are suitable in size, location and character and which the City Council deems may benefit from designation as a PMD;
- encourage industrial investment, modernization, and expansion by providing for stable and predictable industrial environments; and
- help plan and direct programs and initiatives to promote growth and development of the city's industrial employment base.

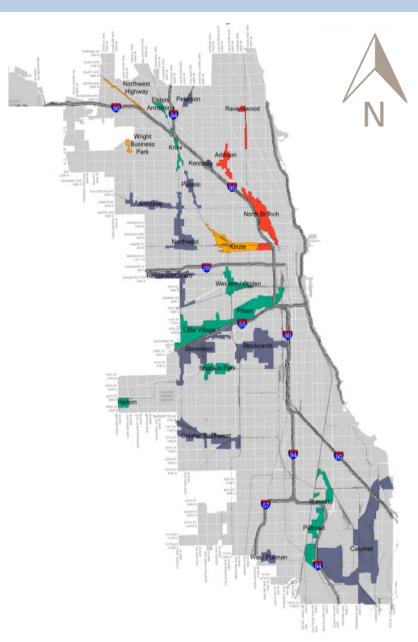
The Chicago Plan Commission is responsible for on-going review of the continuing effectiveness of PMDs.



#### **Employment Trends in the Industrial Corridor System**

#### Core Job Employment Trends 2002 - 2014

- Manufacturing
  (Largest number of jobs are in manufacturing and are stable or growing)
- Manufacturing and Moving & Storing Goods
  (Largest number of jobs in both manufacturing and the distribution and storage of goods and are stable or growing)
- Business to Business
  (Largest number of jobs are in business support services which is increasing with info & tech rising in east Kinzie)
- Info & Tech
  (Largest number of jobs are either information technology and management or business support services and are growing in North Branch)



## **Employment Trends in the North Branch**

,	0 1	hange in Jobs 02 - 2014	Percent Change	5,000 4,500
	Business Support Services	1,535	+577%	4,000
-	IT & Mgmt.	3,128	+261%	3,500
_	Leisure & Hospitality	1,852	+76%	2,500
_	FIRE, Health & Ed	633	+67%	2,000
_	Moving/Storing of Goods, Constr., Utilities	547	+18%	1,500
_	Other	133	+53%	500
_	Manufacturing	-1,029	-41%	

Between 1988 and 2002, manufacturing jobs in the North Branch declined by 56% according to Dun and Bradstreet.

Source: US Census Bureau OnTheMap

#### PMD Review Required by Code

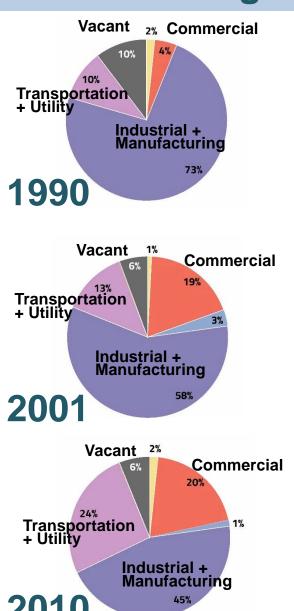
- Zoning Code requires the Chicago Plan Commission to monitor the effectiveness of all PMDs and make recommendations as needed.
- No comprehensive review of North Branch PMDs has occurred since their initiation 29 years ago – despite the documented shift in jobs and land use changes that have occurred.

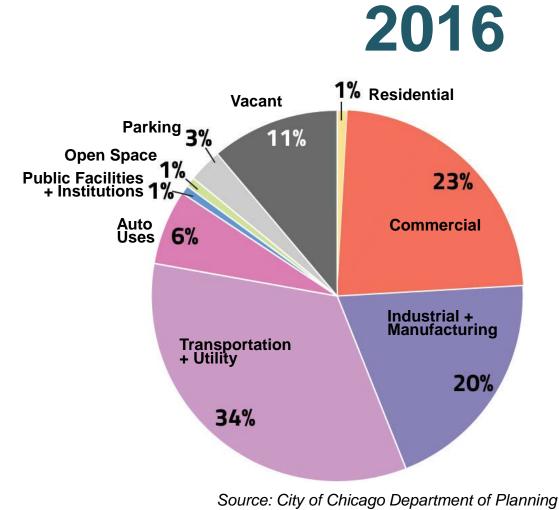
#### **RESULT**

A comprehensive review of PMD viability is critical to ensuring that North Branch land uses and zoning regulations align with current Corridor activity and anticipated future development.



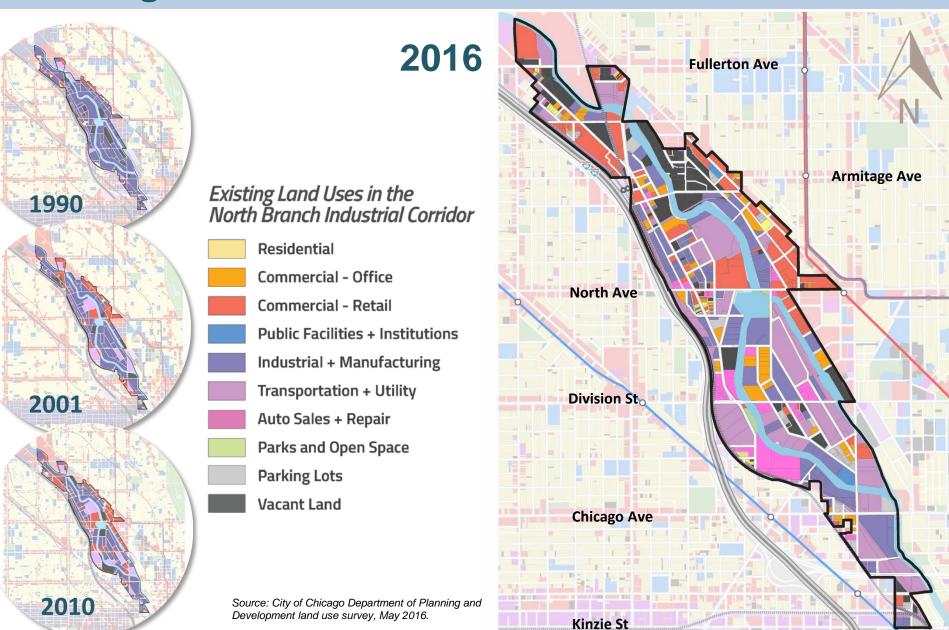
## **Land Use Changes Over Time**





and Development Land Use Survey, May 2016.

## **Existing Mix of Uses**





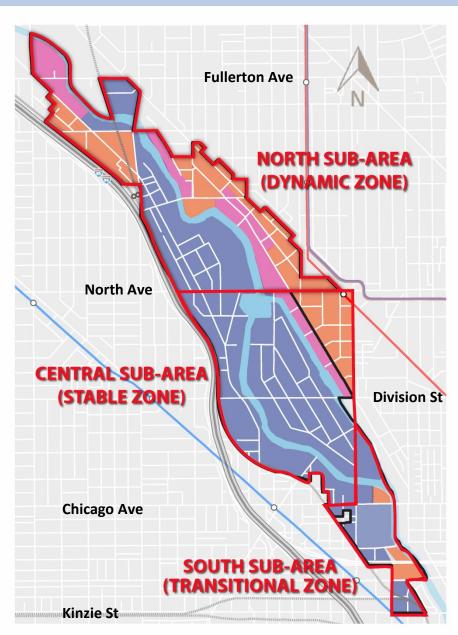
## **Study Assumption: Short-Term Scenario**

After review of the progression of land use change and current market conditions in the North Branch, short-term and long-term scenarios for land use were identified and presented for discussion at the August 10, 2016 community meeting.



POTENTIAL NEW BUFFER

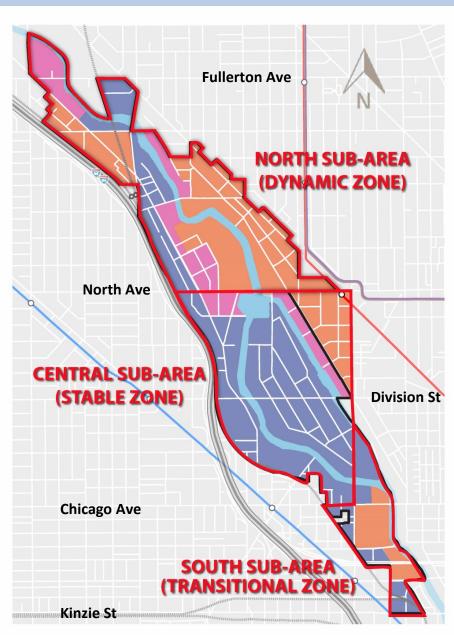
INDUSTRIAL WITH OFFICE



## Study Assumption: Long-Term Scenario

After review of the progression of land use change and current market conditions in the North Branch, short-term and long-term scenarios for land use were identified and presented for discussion at the August 10, 2016 community meeting.





#### **Proposed Land Use for Framework Plan**

#### **North Sub-area:**

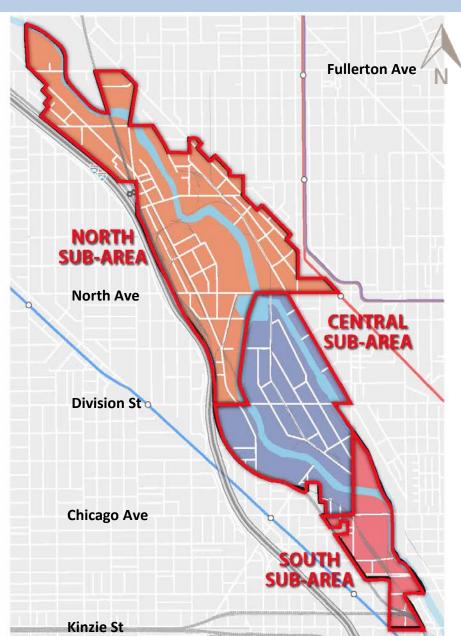
- Permits existing uses
- Accommodates transition: allow mixed-use (office, commercial and residential)

#### **Central Sub-area:**

- Permits existing uses
- Accommodates light industrial, office and supporting uses
- No residential permitted

#### South Sub-area:

- Permits existing uses
- Accommodates transition: allow downtown-type mixed-use (office, commercial and residential)



## **Proposed Land Use for Framework Plan**

## Protect existing businesses while allowing for transition

- Conduct detailed individual review of potential land use conflicts between new projects with residential uses and Critical Services/large outdoor industrial uses/established production businesses
- Forms of buffering transitions include uses such as light industrial or commercial uses, right-of-ways and the river.
- Review localized traffic conditions and potential mitigation measures
- Zoning review process will consider appropriate buffer transitions in response to specific zoning and planned development proposals



2

Better access for all transportation modes

3

Enhance unique natural & built assets

#### **North Branch Goals**

# An economic engine & vital job center





#### **Land Use**

Allow mixed-use development in appropriate locations with provisions for affordable housing and publicly-accessible open space.

- Target more than 50% of land use for employment.
- Allow for mixed-use to add amenities to the corridor.
- Consider the appropriate level and type of residential use to support the needs of a diverse workforce.



#### **Urban Design**

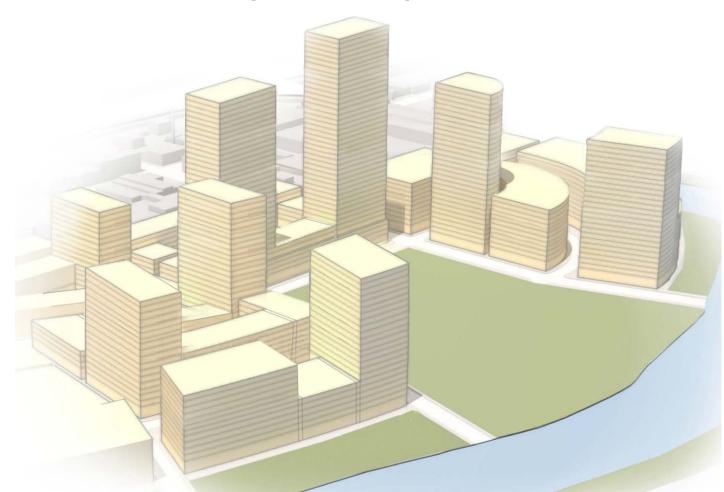
Support a well-designed urban environment that welcomes businesses focused on technology, research and manufacturing to locate and coexist with existing businesses within the Industrial Corridor through urban design guidelines.





#### **Land Use and Urban Design**

Support increases in density and height to encourage mixed-use development to result in high-quality publicly-accessible open space and non-vehicular transportation improvements.



Land Use and Urban Design Encourage uses at the base of buildings adjacent to the riverwalk that promote public activities.

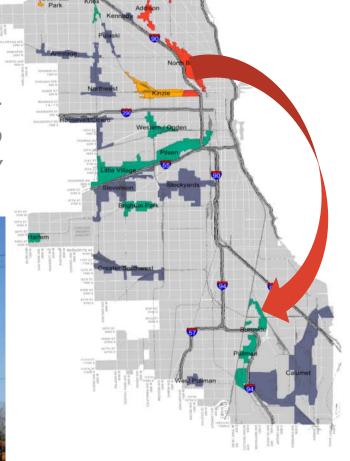


#### **Economic Development**

Facilitate business expansion and/or relocation elsewhere within Chicago's Industrial Corridor System.

Finkl & Sons: A 134 year old Chicago company stays in the City





#### **Economic Development**

Promote partnerships to provide job readiness in the information and technology, manufacturing and wholesale trade sectors.



#### **North Branch Goals**

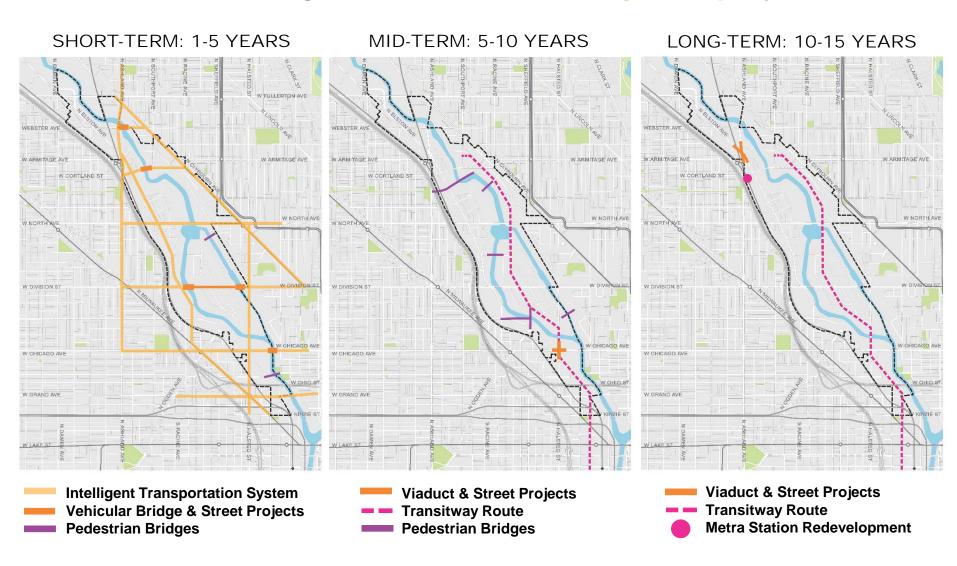
## 2

# Better access for all transportation modes



## Better access for all transportation modes

#### Achievement through short-, mid- and long-term projects.



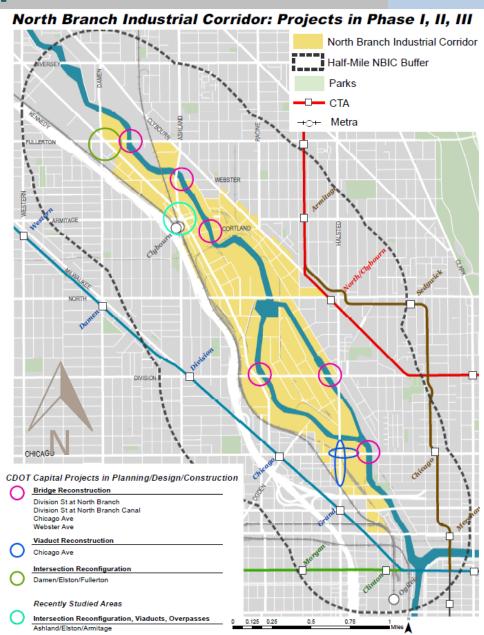
#### Better access for all transportation modes

Manage vehicular traffic and improve circulation for existing and new uses through roadway re-configuration

**CDOT Projects currently in Planning, Design and Construction:** 

- BRIDGE RECONSTRUCTIONS
  - Division St at North Branch
  - Division St at North Branch Canal
  - Chicago Ave
  - Webster Ave
  - Cortland St
- VIADUCT RECONSTRUCTION
  - Chicago Ave
- INTERSECTION RECONFIGURATION

  Damen/Elston/Fullerton
- RECENTLY STUDIED AREAS FOR RECONFIGURATION
  - Intersection of Ashland/Elston/Armitage



## Better access for all transportation modes

Manage vehicular traffic and improve circulation for new and existing uses by supporting CTA plans for enhanced bus service

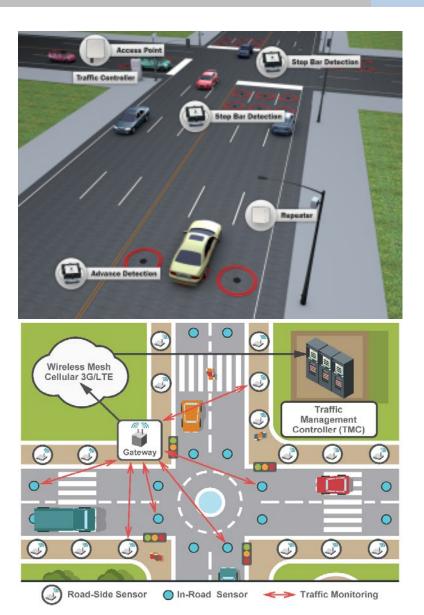
Improvements that could be considered:

- Dedicated bus lanes
- Bypass bus lanes at busy intersections
- Queue jump or other dedicated bus signals
- Enhanced amenities at bus stops
- Features to expedite boarding
- Dedicated shuttle route linking transit stations



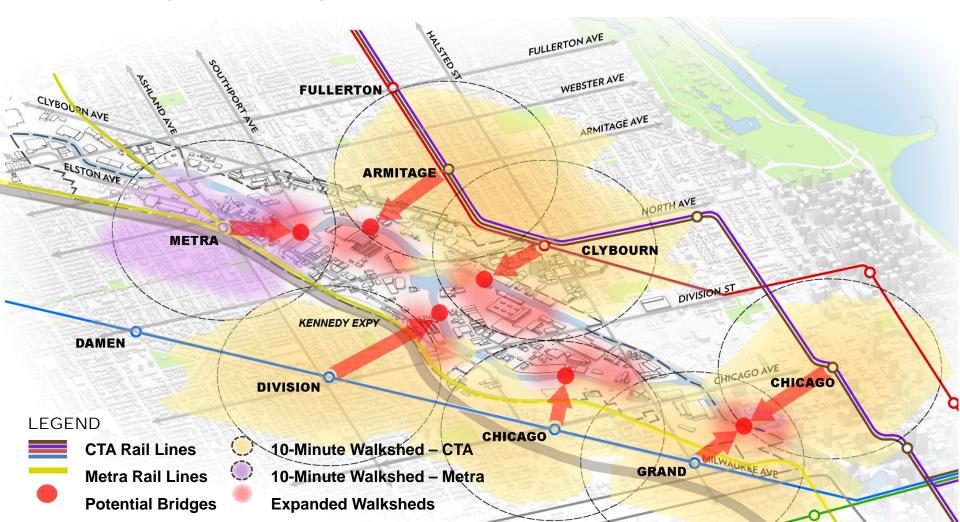
# Manage vehicular traffic and improve circulation for new and existing uses with new technology

- Get the best traffic performance out of our available lanes
- Manage motor vehicle traffic flow within and through the corridor by modernizing transportation infrastructure and utilizing intelligent transportation technologies (such as smart signals and other cutting edge technologies as they become available)



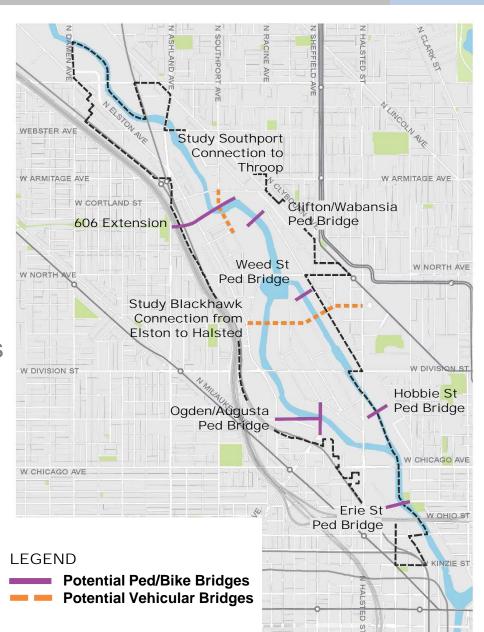
#### Improve connectivity and experience for walking, biking and transit

 Leverage existing CTA and Metra rail stations by developing more direct routes for pedestrians and cyclists



Manage vehicular traffic and improve circulation for new and existing uses through increased connections

- Extend adjacent street networks if feasible
- Consider new roads and bridges at development sites



#### Improve connectivity and experience for walking, biking and transit

Extend existing 606 trail to increase pedestrian and bicycle access to the river









# Pursue feasibility of North/South ped-, bike- and transit-way

- Enable economic and population growth by accommodating new travel demand
- Maximize people movement in fixed rightof-way



Promote private partnerships to coordinate traffic management options

## Traffic Management Best Practices

Make Transit, Walk, Bike Convenient "Guaranteed Ride Home"; carpool matching; showers/lockers; high-quality waiting areas

#### **Provide Information**

Real-time displays, promotion programs, transportation coordinators

#### Manage Peak Demand

Flextime, compressed work week, work from home, staggered shifts

Consider a **Traffic Management Association** among corridor businesses

## PROPOSED IMPROVEMENTS (SHORT-TERM)

Webster Bridge Reconstruction

Division Street Bridge Reconstruction
Over Canal and River

Division Street Road Reconstruction (Goose Island)

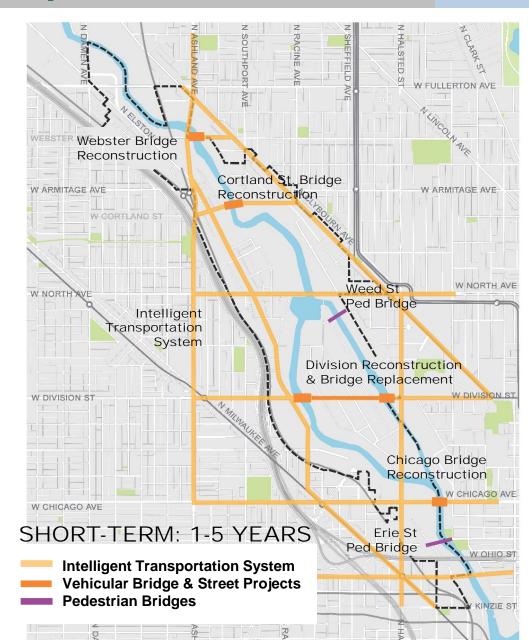
Chicago Bridge Reconstruction

**Intelligent Transportation System** 

Erie St Ped/Bike Bridge

Weed St Ped/Bike Bridge

Cortland St. Bridge Reconstruction



## PROPOSED IMPROVEMENTS (MID-TERM)

Chicago/Halsted Viaduct Reconstruction

Hobbie St Ped/Bike Bridge

Blackhawk St Ped/Bike Bridge

Clifton/Wabansia Ave Ped/Bike Bridge

#### 606 Extension

Potential Right-of-Way for North/South Ped-, Bike- and Transit-way

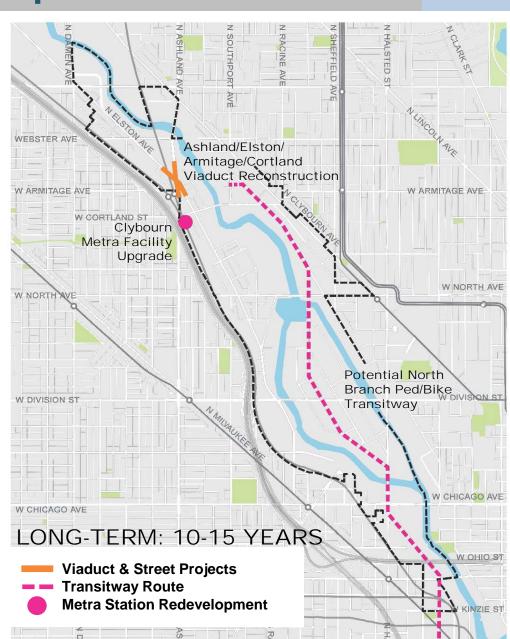


## PROPOSED IMPROVEMENTS (LONG-TERM)

Potential North/South Ped-, Bikeand Transit-way

Viaduct Improvement at Ashland/Elston/Armitage/Cortland

Clybourn Metra Facility Upgrade



#### **North Branch Goals**

3

# Enhance unique natural & built assets





#### **Physical Improvements**

Integrate a variety of open spaces which are:

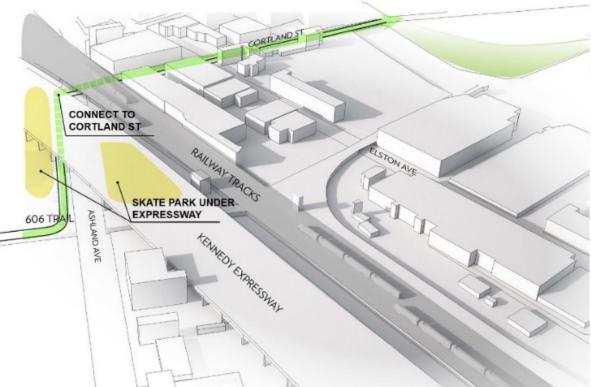
- Available to the public year-round
- Designed for a range of ages and abilities and
- Enhance the health of the community and workforce





## 606 Connection to North Branch Loop Trail with Active Park

THE 606 EXTENSION – POTENTIAL OPTION 4 ACCESS THROUGH CORTLAND ST







#### **Physical Improvements**

**Enhance and restore the riverbank:** 

- Build wetland parks with boardwalks within the North Branch Canal and Turning Basin
- Incorporate landscapes designed to hold water
- Increase the habitat for fish and birds throughout the corridor







Concepts for publiclyaccessible open space within Planned Developments



#### Riverline

14 acre development site 3.5 acres open space in riverwalk, park and plazas





#### **Focal Point**

31st Street and Kedzie Avenue Approved 22 acre development site Includes 2 acres open space in recreation field

#### **Programmatic Improvements**

Encourage local community organizations and institutions to expand their involvement in the North Branch for residents and visitors for:

- The river
- Habitat and nature
- Biking, rowing and other outdoor activities
- North Branch history and architecture



#### **Short-term**

- 2.5 miles of accessible river trail
- 4 bridge underpasses connecting trail segments
- 3 publicly-accessible open spaces





14 acre

Riverline

development site with 3.5 acres open space in riverwalk, park and plazas

STEPS DOWN TO RIVER



BUILDING E





#### **Mid-term**



- THE 606 EXTENSION POTENTIAL OPTION 4
- ACCESS THROUGH CORTLAND ST

  CONNECT TO CORTLAND ST

  SKATE PARK UNDER EXPRESSIVELY

  MID TE

- 2 additional miles of accessible river trail
- 5 additional bridge underpasses connecting trail segments
- 1 additional publicly-accessible open space
- North Branch Canal and Turning Basin Wetland Parks and boardwalks
- 606 connection



Long-term



3 additional publicly-accessible open spaces



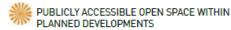
















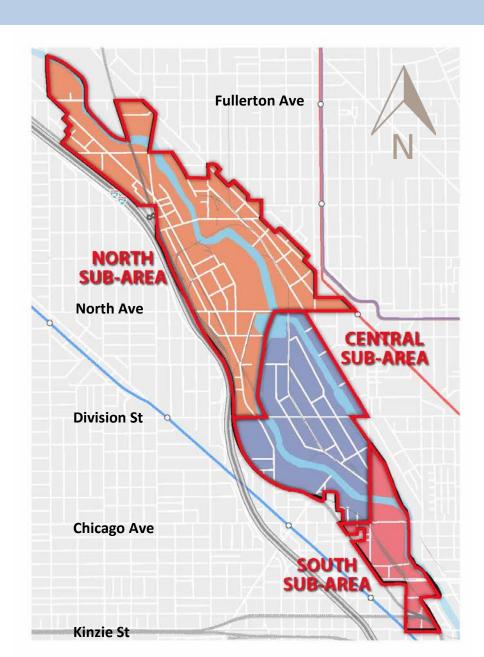
#### Framework Recap

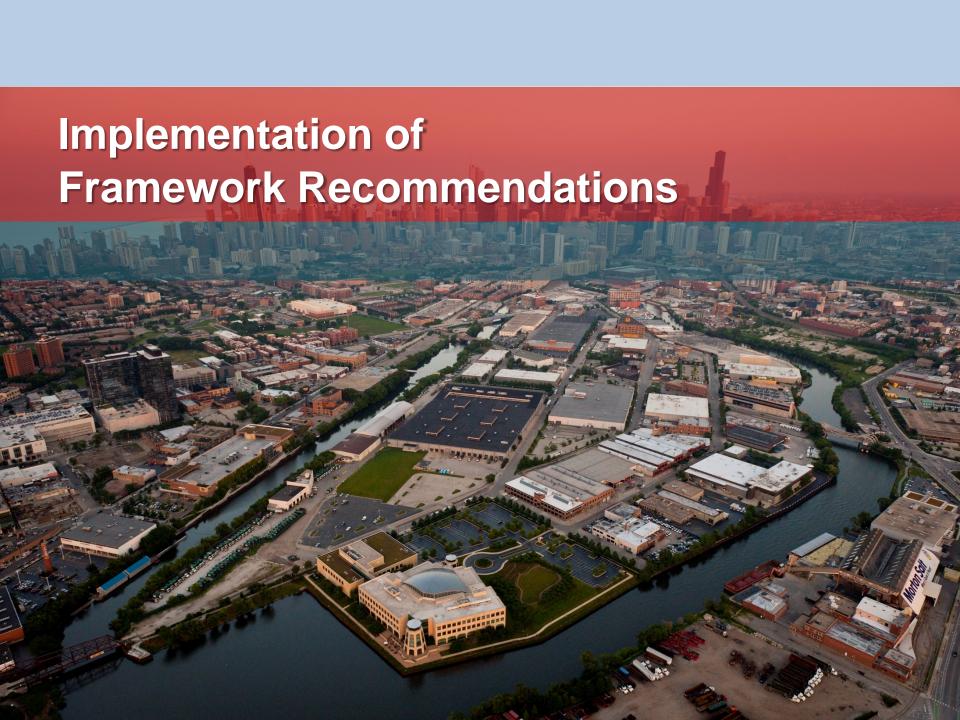
- **North Branch Evolution**
- **Code-required PMD review Goals for Framework**

#### Recommendations

- Guide future development for:
  - Job creation
  - Land use
  - Density
  - Open space
  - Unique urban character
  - Transportation opportunities

**NEXT:** Implementation





## Implementation Strategies

Implementation of the North Branch Framework involves two **linked approaches**:

## Land Use/Zoning

- City Actions
- Property Owner/Developer Actions

## Funding

- Industrial Corridor System
- North Branch Framework Area
- Site-Specific: Planned Developments

### Land Use/Zoning Approach

## Zoning regulates land uses and density

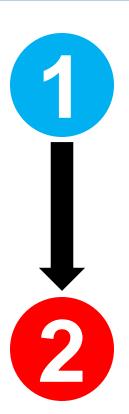
Two ways zoning will be used to implement the Framework Plan:

1 City Actions

Property Owner/
Developer Actions

## Land Use/Zoning Approach

Initial <u>City actions</u> will guide and establish the basis of future <u>property owner</u> actions pursuant to the Framework Plan



## **Existing North Branch Zoning**

#### Existing Zoning in the North Branch Industrial Corridor

Zoning Districts within the Corridor

Planned Manufacturing Districts

Intense Industrial Use Zoning District

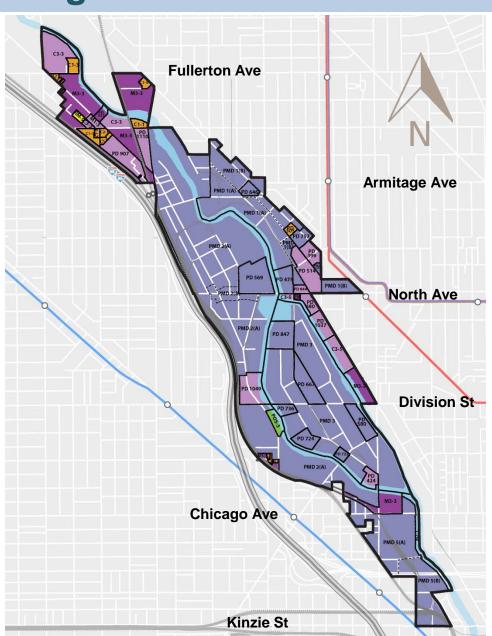
Industrial Use Zoning District

Business/Commercial Zoning District (residential uses are permited)

Residential Zoning District

Open Space Zoning District

PMD Subareas



#### **Proposed Land Use for Framework Plan**

#### **North Sub-area:**

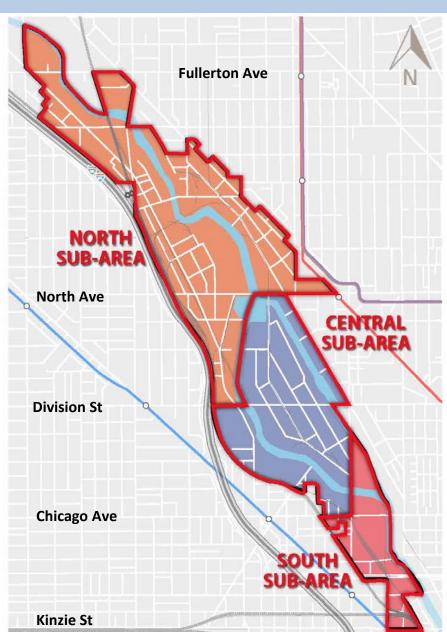
- Permits existing uses
- Accommodates transition: allow mixed-use (office, commercial and residential)

#### **Central Sub-area:**

- Permits existing uses
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- No residential permitted

#### South Sub-area:

- Permits existing uses
- Accommodates transition: allow downtown-type mixed-use (office, commercial and residential)



## **Zoning Map Amendments**

# 1 City Actions

#### **Central Sub-Area**

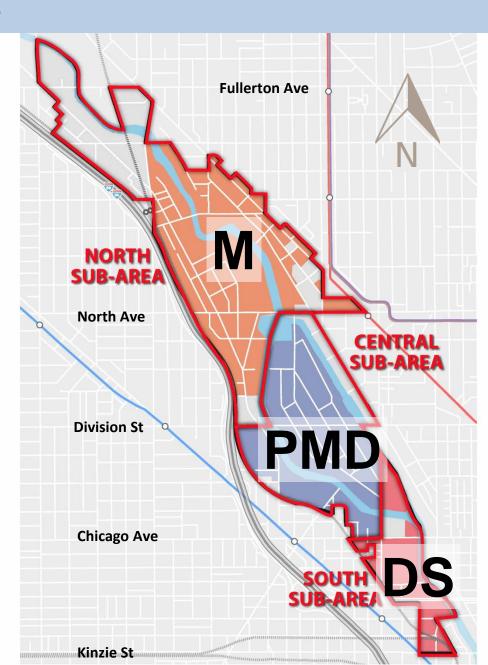
Reduce PMD boundaries in Central Sub-area to better align with existing land use patterns

#### North and South Sub-Areas

Change from PMD zoning to what was effectively in place prior to the PMDs-which resets the baseline regulations

#### **All Sub-Areas**

Establish Zoning Overlay District to supplement base regulations and ensure smooth transitions for future development

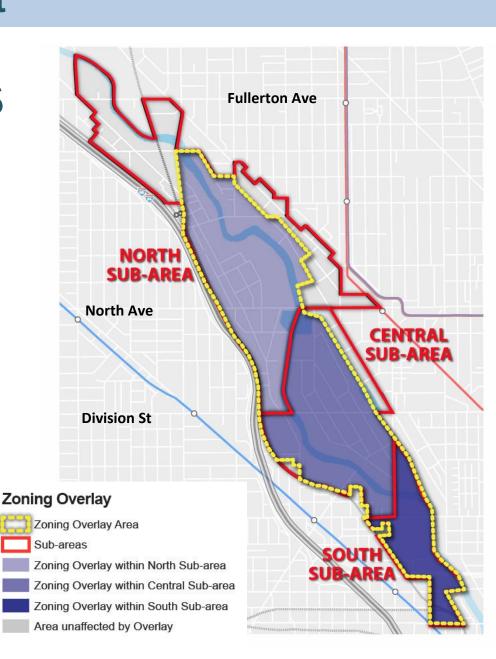


#### **Establish Overlay District**

## 1 City Actions

The purpose of the **Overlay District** is to supplement standard regulations with:

- Unique features for effective transition
- Co-existence of existing businesses and future mixed-use projects
- Implementation of corridor improvements



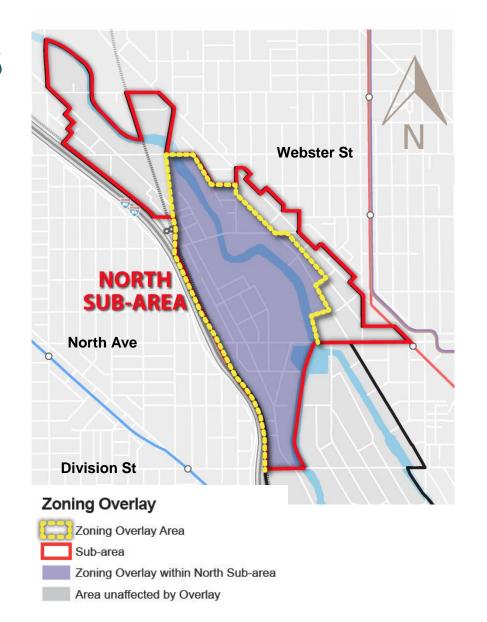
### North Sub-Area Zoning Overview

# 1 City Actions

#### North Sub-Area within Overlay:

- Change PMD-zoned areas to Manufacturing (M3-3)
- Permit existing uses allowed under Manufacturing zoning
- Limit future zoning amendments to Business (B) and Commercial (C)\*
- Maximum base Floor Area Ratio (FAR) of 3.0 with bonus available in B and C districts up to 6.5 total

\*POS and T available for public uses; Planned Development thresholds apply



## North Sub-Area Zoning Overview

#### **North Sub-Area within Overlay:**

 Establish FAR bonus available with B + C rezoning up to 6.5 total



**Potential building type/density:** 6.25 FAR



#### **Central Sub-Area Zoning Overview**

# 1 City Actions

#### **Central Sub-Area within Overlay:**

- PMD zoning remains; no rezoning available (other than as required by planned development thresholds)
- Permit existing uses
- Allow office, modern industrial and complimentary uses
- Maximum Floor Area Ratio (FAR) of 3.0, no FAR bonus available



#### **Zoning Overlay**

Zoning Overlay Area

Sub-areas

Zoning Overlay within Central Sub-area

Area unaffected by Overlay

#### South Sub-Area Zoning Overview

# 1 City Actions

#### **South Sub-Area within Overlay:**

- Change PMD-zoned areas to Downtown Service (DS-3/DS-5; prior M4 and M5 districts no longer exist)
- Permit existing uses allowed under Downtown Service zoning
- Limit future zoning amendments to Downtown Mixed-Use (DX)\*
- Maximum base Floor Area Ratio (FAR) of 5.0 with bonus available in DX up to 8.1 total

\*POS and T available for public uses; Planned Development thresholds apply



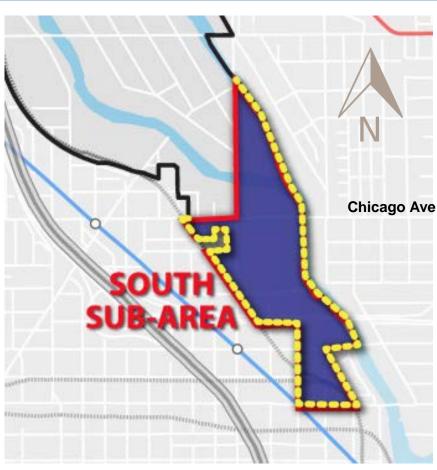
### South Sub-Area Zoning Overview

#### **South Sub-Area within Overlay:**

 Establish FAR bonus available with Downtown Mixed-use (DX) rezoning up to 8.1 total



**Potential building type/density:** 7.0 FAR



#### **Zoning Overlay**

Zoning Overlay Area

Sub-area

Zoning Overlay within North Sub-area

Area unaffected by Overlay

## **Establish Overlay District**

# 1 City Actions

#### Additional Overlay District regulations

- Create use standards governing enclosures for new uses.
- Establish Pedestrian Street and Mobility Street designations
- Reduce required vehicle parking in some instances
- Increase bicycle parking

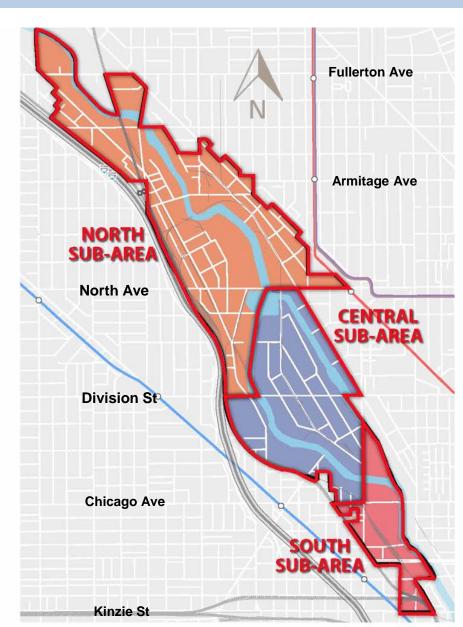


## Land Use/Zoning Approach

## Property Owner/ Developer Actions

#### Within the North Branch Industrial Corridor:

- Private property owners/developers are not required to seek a rezoning, existing uses are permitted.
- Owners in the North and South Sub-Areas may seek rezonings consistent with the Framework plan.
- The zoning review process will address the use of FAR bonus and ensure quality open space and transition buffers as applicable.
- Owners in the Central Sub-Area are not able to seek rezoning other than required Planned Developments.





## **Principles of Funding Approach**

- Tinancial resources for public infrastructure and job readiness are generated from redevelopment activity itself.
- 2. Supplements existing approaches by creating **New** tools to extend options and **reduce use of** TIF.
- 3. Utilizes and leverages the multiple resources created by North Branch redevelopment to enhance jobs and the tax base both in the North Branch area and to benefit other Industrial Corridors which would not otherwise have access to such resources.

## **Funding to Support Growth**

# The City will pursue funding tools to spur and accommodate growth in three areas:

## 1. Industrial Corridor System throughout the City

 Facilitate existing, expanding and new business with site-related costs

#### 2. North Branch Framework Area

 Public improvements including transportation, infrastructure, open space and environmental remediation

## 3. Site-Specific Planned Developments

Site improvements and publicly accessible open space

## **Funding Tools**

Multiple sources are proposed to be utilized to address funding needs:

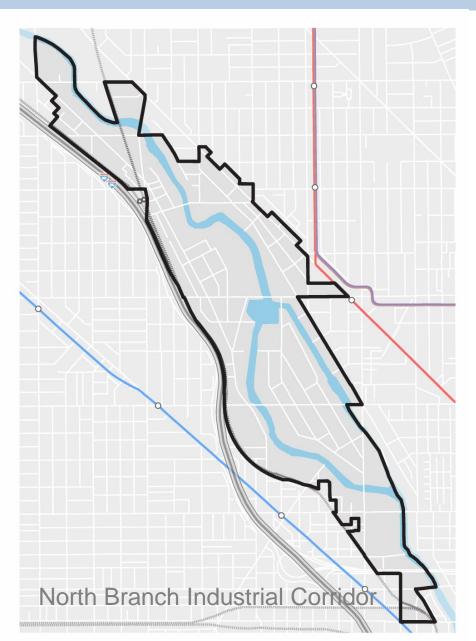
- 1. Industrial Corridor System Fee
- 2. Bonus Payments
- 3. Tax Increment Financing (TIF)
- 4. Federal and State Funds
- 5. Planned Development Contributions

## 1. Industrial Corridor System Fee

Fee Trigger: An Industrial Corridor System Fee would be collected in corridors such as North Branch that are transitioning from manufacturing to other uses, triggered by a property owner obtaining a zoning change or increased density.

No Fee: Uses permitted in the Manufacturing and Downtown Service zoning districts and do not seek zoning changes or increased density <u>will not</u> be assessed a fee.

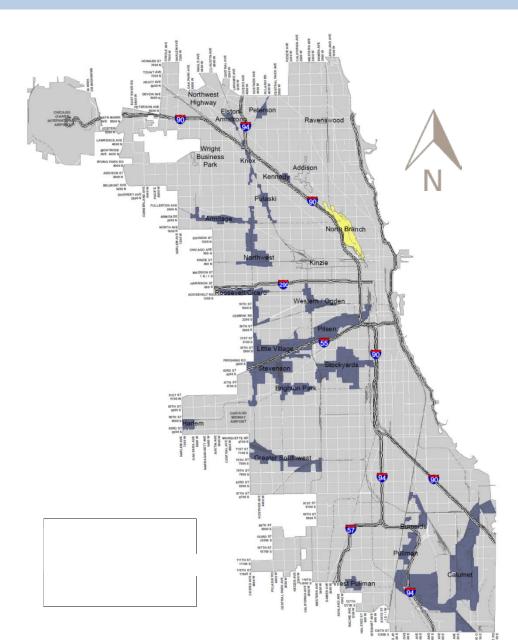
**Cost of Fee TBD** 



## 1. Industrial Corridor System Fee

Use of Fee: To increase jobs and enhance the tax base across the City, funds will be used in other Industrial Corridors for:

- Infrastructure and utilities
- Environmental remediation
- Acquisition of industrial property
- Rehabilitating buildings



## 2. Zoning Bonus

The City will establish a zoning bonus program available to a property owner/developer requesting to rezone and increase density.

#### There will be two separate bonus areas:

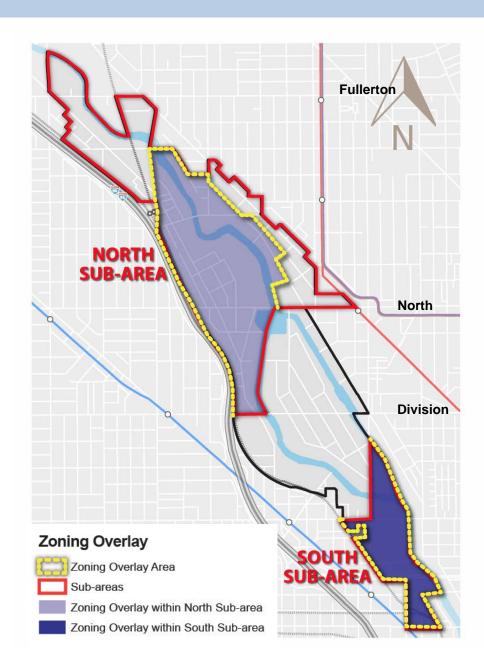
#### North Sub-area

 Funds to be used for public infrastructure, job readiness and similar purposes

#### South sub-area

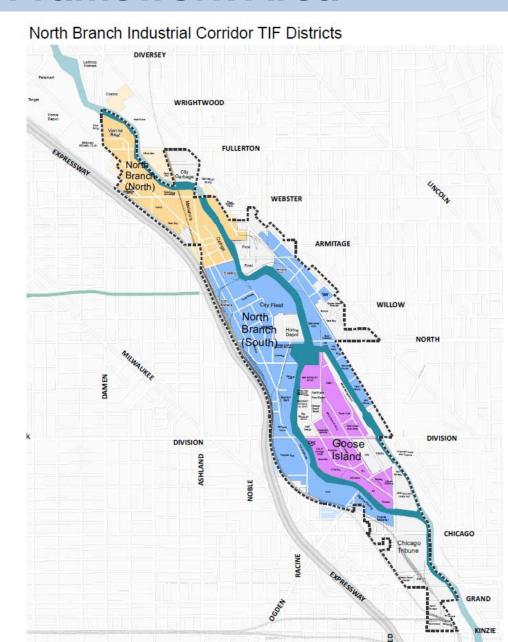
- Properties become subject to the Neighborhood Opportunity Bonus initiative
- Local Improvement funds would go toward public infrastructure, job readiness and similar purposes in the North Branch area

#### **Cost of Bonus TBD**



## 3. TIF- North Branch Framework Area

The City will review options for use of tax increment financing as needed to partially fund public improvements, transportation and environmental remediation.



# 4. State and Federal – North Branch Framework Area

Transportation and public open space improvement funds provided by the state or federal government will continue to be applied for, such as:

- Arterial street and bridge improvements
- Pedestrian and bike trails such as the 606
- Wetland mitigation and habitat enhancement and park developments



## 5. Planned Development Contributions

Private developers will provide or pay for local improvements typically associated with planned developments, such as:

- Publicly accessible open space such as parks and river walks
- Traffic signals, new sidewalks, new roads etc. near and within development sites





## Implementation Summary

### **Zoning and Land Use**

- 1. City Actions
- 2. Property Owner/Developer Actions

### **Funding Approach**

- 1. Industrial Corridor System Fee
- 2. Bonus Payment
- 3. Tax Increment Financing-TIF
- 4. Federal and State Funds
- 5. Planned Development contributions

## **Next Steps**

Land Use and Development Framework

Framework Community Meeting FEB 21 Framework and Technical Summary Posted Online MAR 3

Community
Open
House
MAR 7

8:00 -10:00 AM

Design Guidelines Posted Online MAR 10 Community
Open
House

MAR 14

4:00 – 6:00 PM

Public Comment Period Ends APRIL 10

Review and Possible Adoption
By Plan Commission
April 20

## **Next Steps**

## Implementation Ordinances

- Must occur to implement the Framework land use and funding recommendations
- City Council must approve all ordinances

#### Steps Required:

Public meeting on proposed changes

Review by Plan Commission

Ordinance Introduction – covers code changes and fees

Committee hearing on ordinance with recommendation

Vote by full Council



**Industrial Corridor Modernization** 

## North Branch

**COMMUNITY MEETING** FEB 21, 2017





Rahm Emanuel, Mayor

David Reifman, Commissioner Dept. of Planning and Development

Rebekah Scheinfeld, Commissioner Dept. of Transportation

#### **Contact Us**

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