

Mayor Emanuel's

Industrial Corridor Modernization

# North Branch Framework

Chicago Plan Commission

May 18, 2017



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# Presentation Agenda

## 1. Background

### **Industrial Corridor Modernization Initiative**

Introduction to this city- wide initiative for background on the North Branch work

## 2. Plan Commission Action

### **North Branch Framework**

Overview of plan process and recommendations from the framework

**Framework will help guide review of development and infrastructure proposals – it is not a development plan nor an ordinance but a planning tool.**

## 3. Next Steps

### **Implementation Zoning and Fee Ordinances**

To make the plan actionable immediately, recommended next step after the Framework

Must be reviewed and approved by City Council

Mayor Emanuel's

# Industrial Corridor Modernization Initiative



# Industrial Corridor Modernization Initiative

The Industrial Corridor Modernization Initiative is intended to guide development and create new resources to support the City's 26 designated Industrial Corridors.

## Citywide benefits:

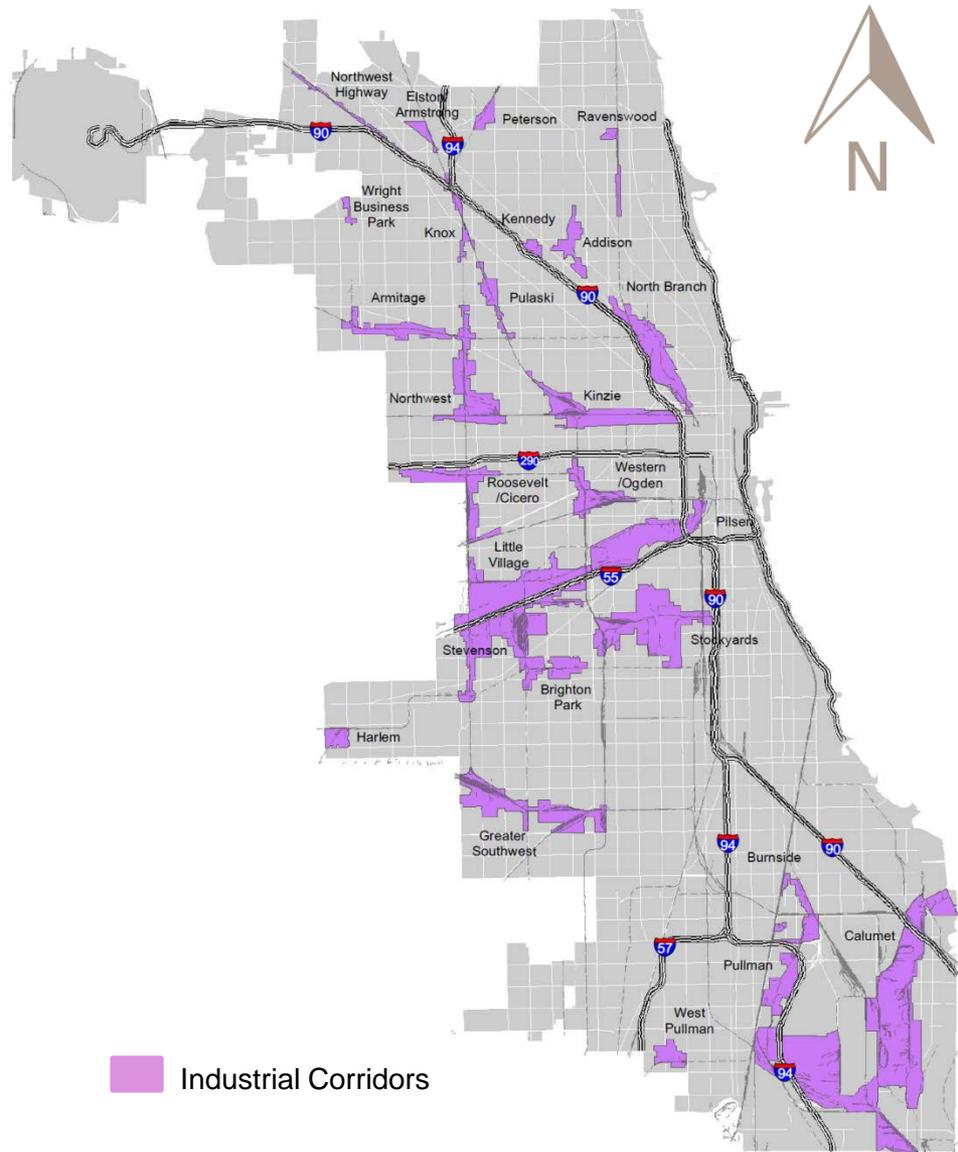
- Billions of dollars in new private investment;
- Hundreds of millions of dollars in new tax revenues;
- Tens of millions of dollars in new revenue to support both local improvements and citywide economic development;
- Tens of thousands of permanent & construction jobs;
- Unprecedented open space improvements;
- And critical transportation enhancements.



# 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



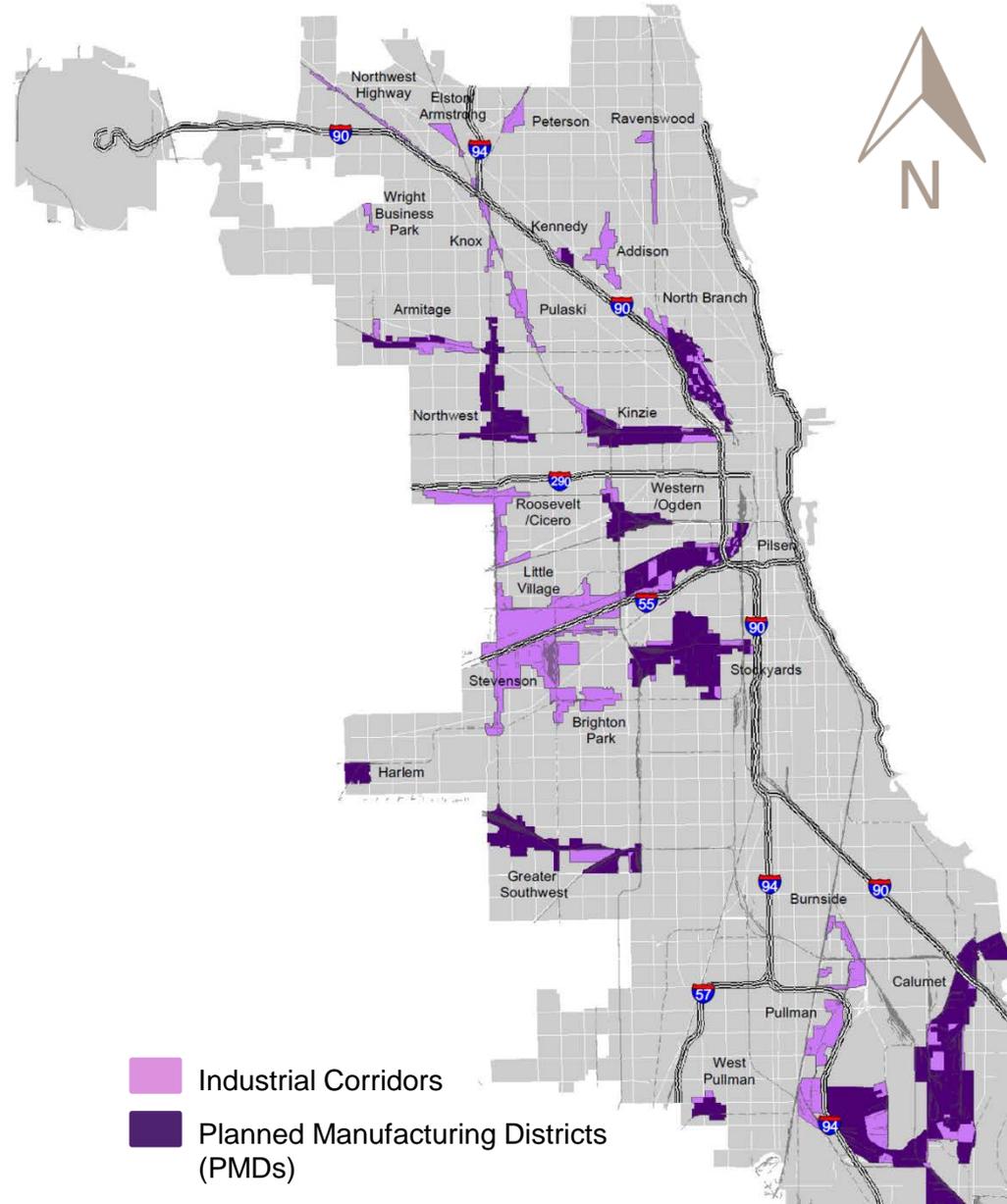
# PMDs in the Industrial Corridor System

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.

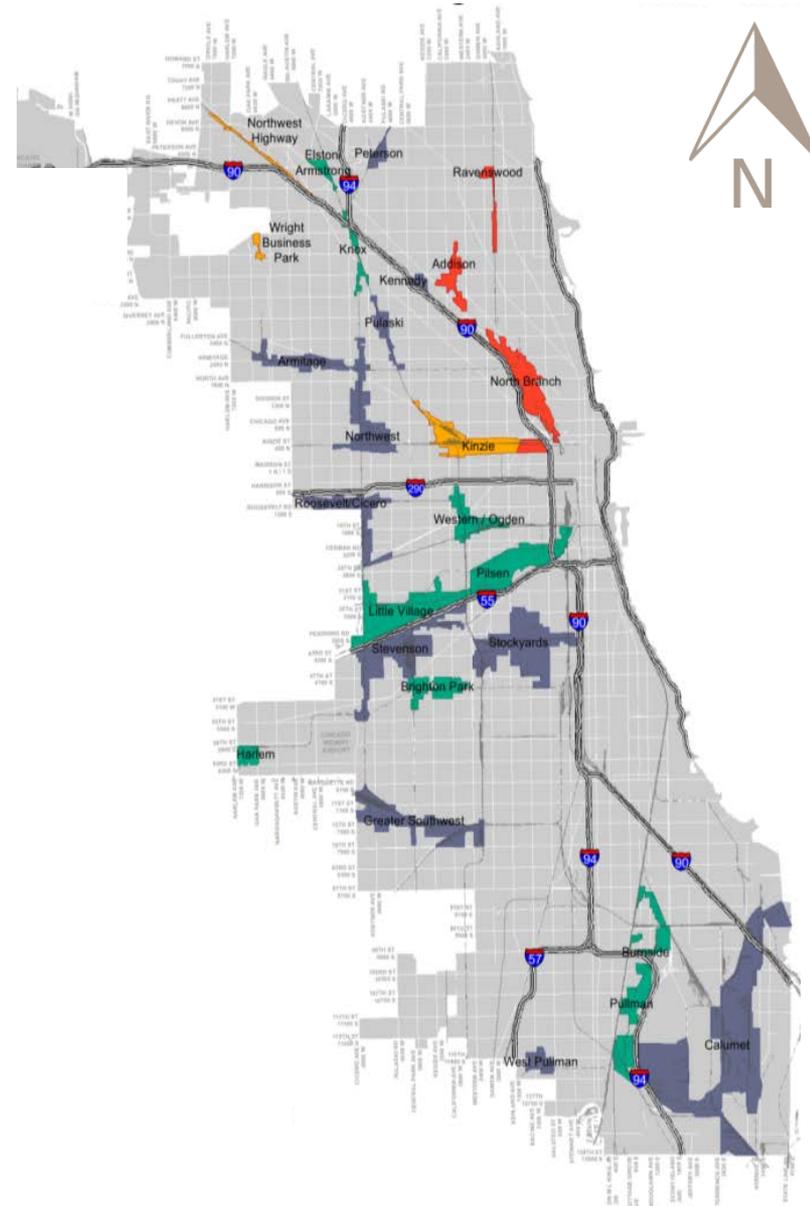
**The Chicago Plan Commission is responsible for on-going review of the continuing effectiveness of PMDs.**



# 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)



# 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.**

# A Framework for Land Use and Development



# North Branch Framework Plan

The 760-acre North Branch Industrial Corridor is the first corridor to be addressed by the Modernization Initiative. The North Branch Framework Plan establishes a **vision to modernize the corridor's land use, transportation and open space assets on behalf of the entire city.**

## A COMMUNITY-BASED PLAN

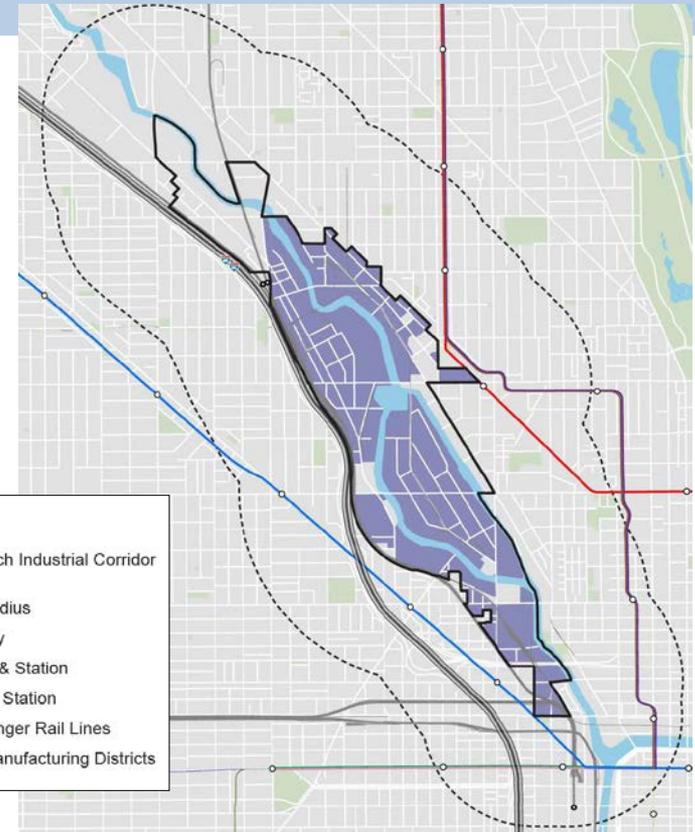
More than **800 participants** contributed in a 10-month process that included:

- 6 Public meetings
- 6 Neighborhood meetings
- 6 Open houses
- 66 Emails and 49 letters
- 53 Maps created via sMap
- 192 original sMap comments

## 2 PLAN COMPONENTS:

### Land Use and Development Framework

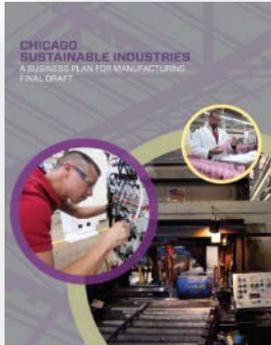
Establishes a framework for land use transitions, density, open space, urban character, and transportation improvements for adoption by the Chicago Plan Commission to help **guide the review of private development proposals.**



### Implementation Recommendations

In order to implement plan recommendations, changes to the zoning code by City Council will be needed.

# 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

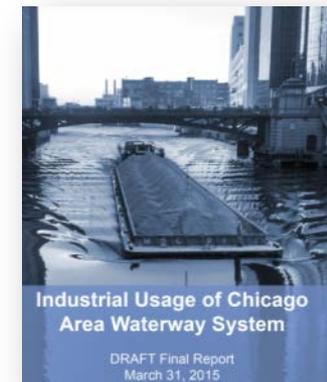
Established a comprehensive plan to support business growth within an existing industrial corridor characterized by old and new uses



**2013**  
Assessed effectiveness of current PMD land use legislation



**2014**  
Identified demand for new incubators, especially involving food



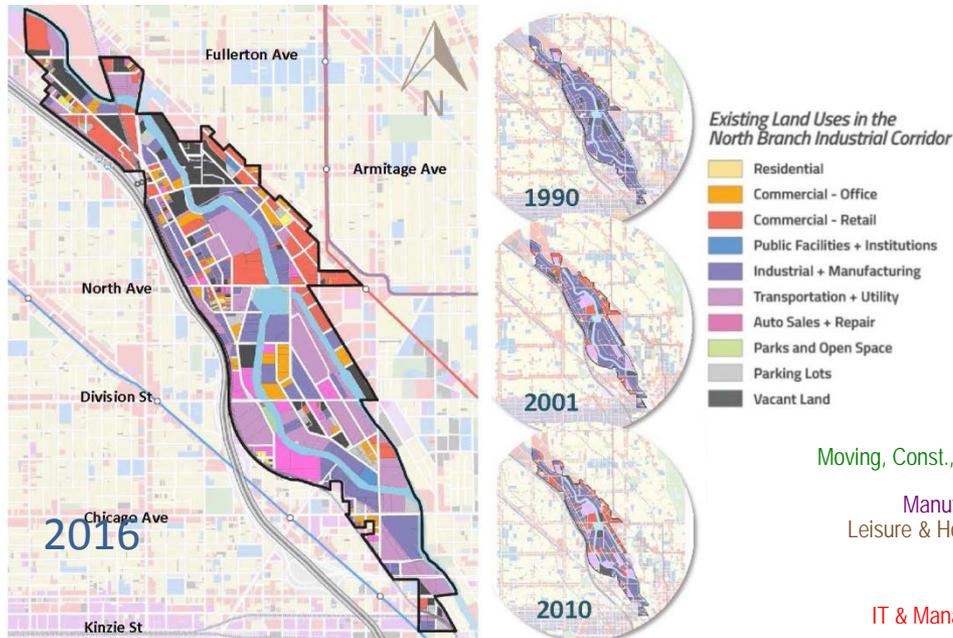
**2015**  
Assessed existing dock infrastructure for industrial users along the river

# Land Use and Development Framework

## CORRIDOR LAND USE

Between 1990 and 2016, North Branch land uses have exponentially shifted away from heavy industry.

- Manufacturing uses *decreased* from 73% to 20%
- Commercial uses *increased* from 4% to 23%
- Transportation uses *increased* from 10 to 34%
- 82% of the corridor is zoned as a PMD



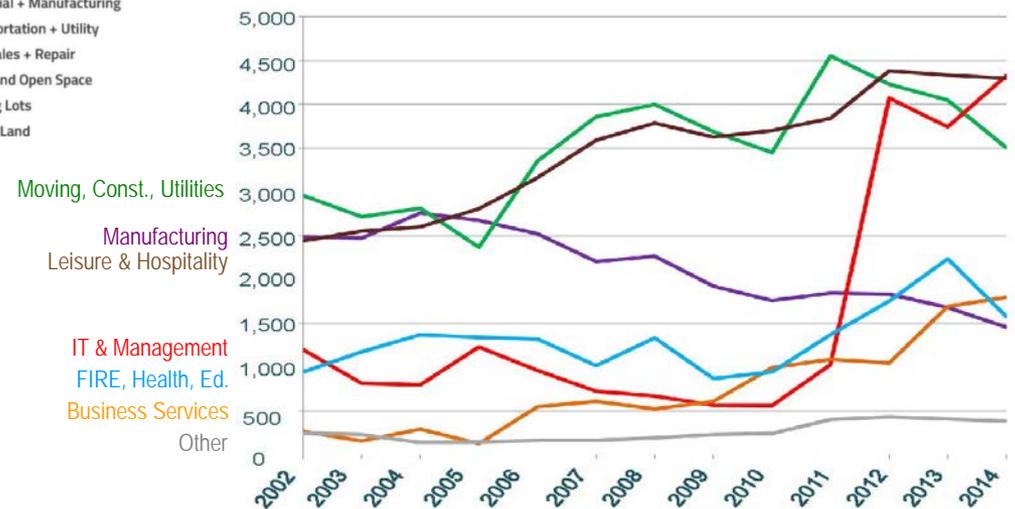
1. Chicago Department of Planning and Development
2. Dun and Bradstreet
3. U.S. Census Bureau

## CORRIDOR EMPLOYMENT

Between 1988 and 2002, North Branch manufacturing jobs have declined by more than half.

Between 2002 and 2014, North Branch employment shifted further away from manufacturing toward commercial and other uses:

- Manufacturing jobs *decreased* 41%
- Business Services *increased* 577%
- IT & Management *increased* 261%
- Leisure & Hospitality *increased* 76%



# Proposed Land Use for Framework Plan

## North Sub-area:

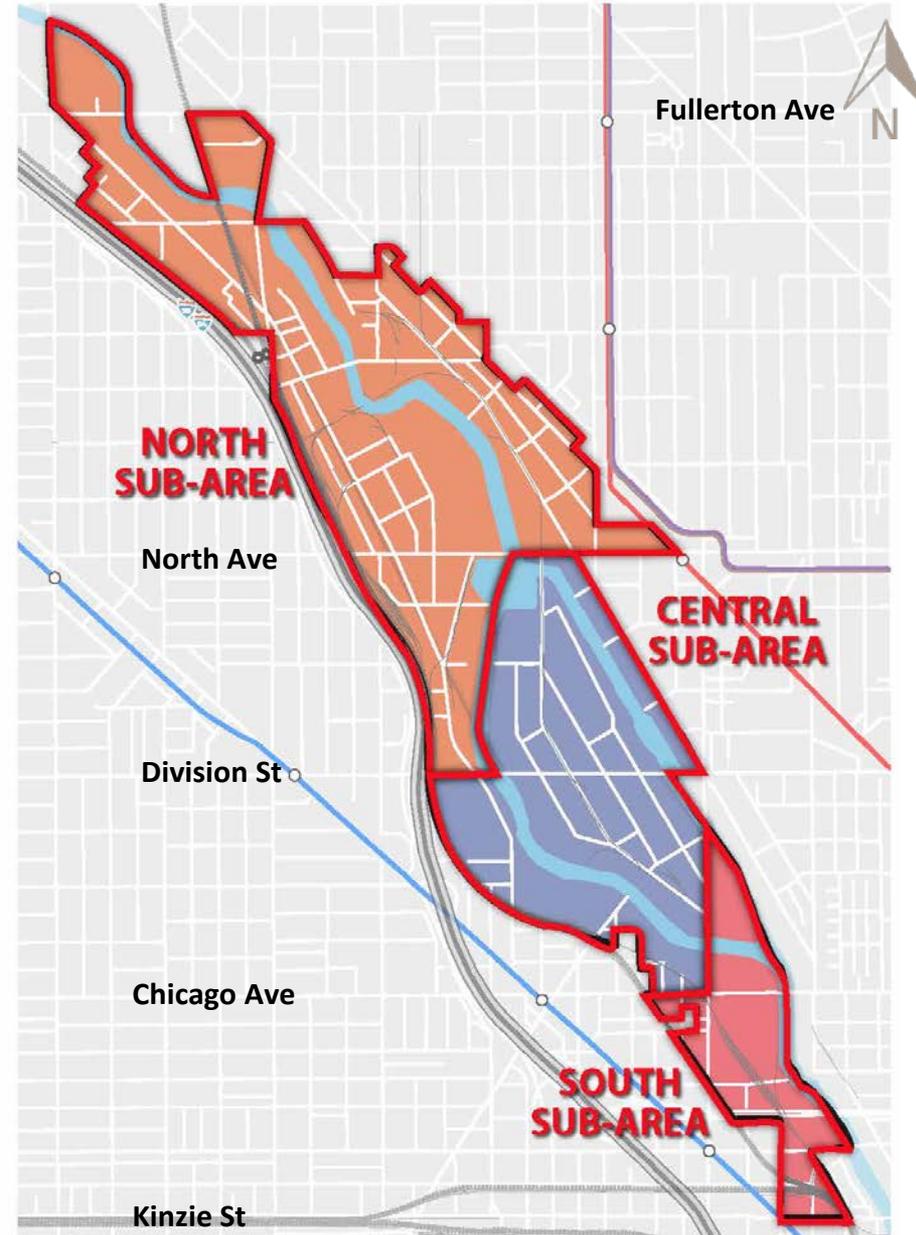
- Permits existing uses
- Accommodates transition: allow mixed-use (office, commercial and residential)

## Central Sub-area:

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

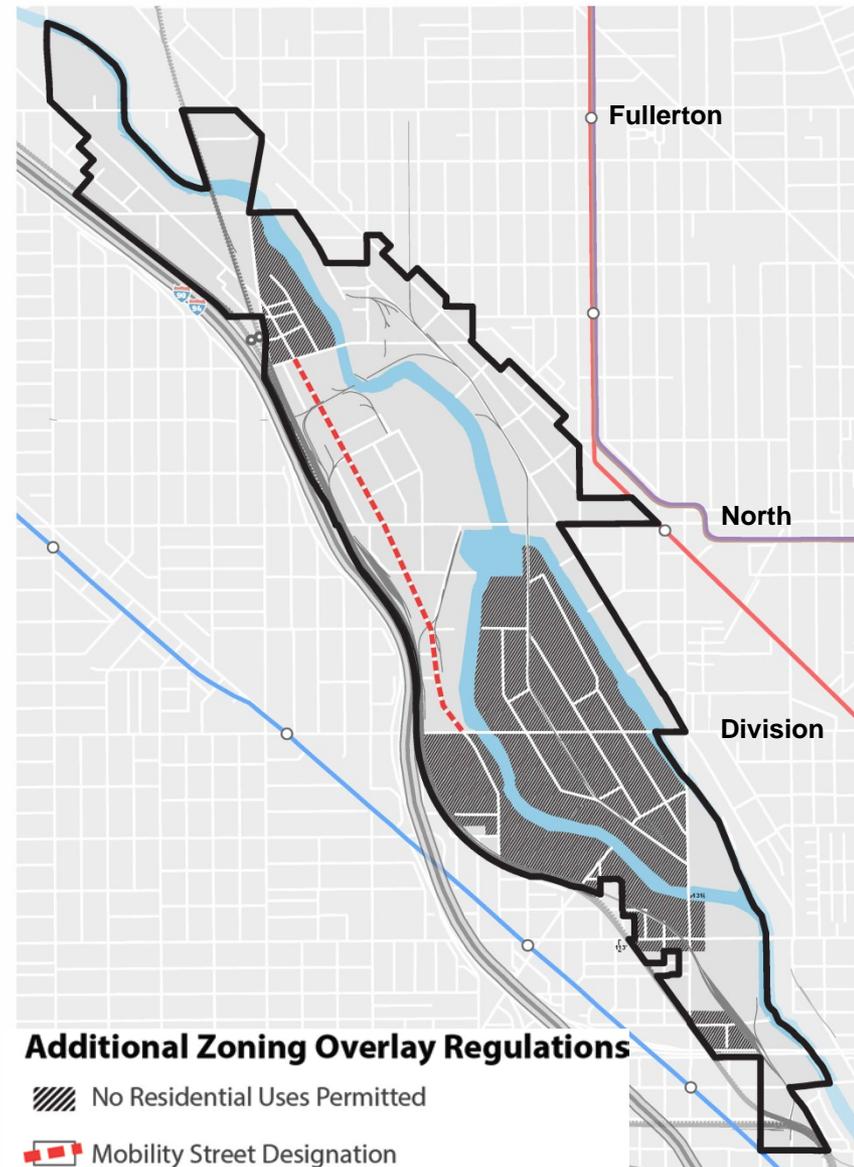
## South Sub-area:

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



# Transition between existing and new business

- Propose a **no-residential overlay** around critical services and industrial uses with heavy truck traffic but limited street access
- **Zoning review process** will consider appropriate **buffer transitions** in response to specific zoning and planned development proposals
  - 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



## North Branch Goals

**1** Maintain the North Branch Industrial Corridor as an Important Economic Engine and Vital Job Center within the City of Chicago

**2** Provide Better Access for all Transportation Modes

**3** Build upon the North Branch Industrial Corridor's Unique Natural and Built Environment

# North Branch Goals

# 1 An economic engine & vital job center



# An economic engine & vital job center

1

## *Maintain the North Branch Industrial Corridor as an important economic engine and vital job center*

- **Allow mixed-use development in appropriate locations** with provisions for affordable housing and publicly accessible open space
- Target more than 50% of land for employment to **more than double 15,000 existing jobs**
- Consider residential uses to support the needs of a diverse workforce.
- Support increases in density and height to **encourage high-quality publicly-accessible open space and non-vehicular transportation improvements**
- Encourage uses at the base of buildings adjacent to the riverwalk that **encourage public activities**
- **Protect existing businesses and facilitate business expansion and/or relocation** to other industrial corridors



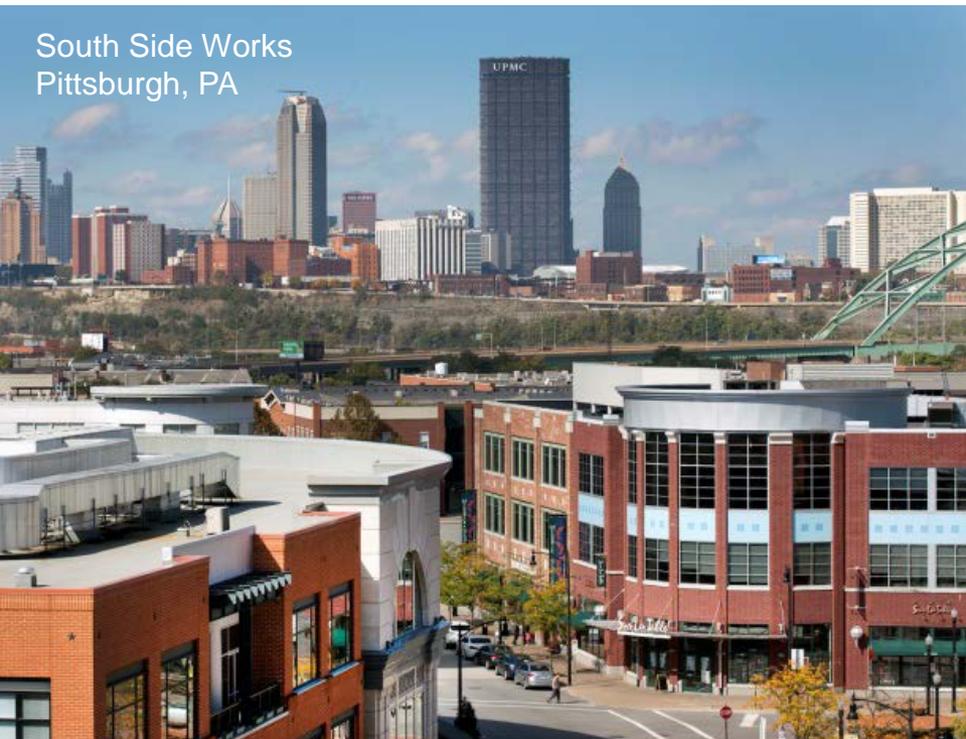
# An economic engine & vital job center

## 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.

South Side Works  
Pittsburgh, PA



South Lake Union  
Seattle WA



# An economic engine & vital job center

## Urban Design

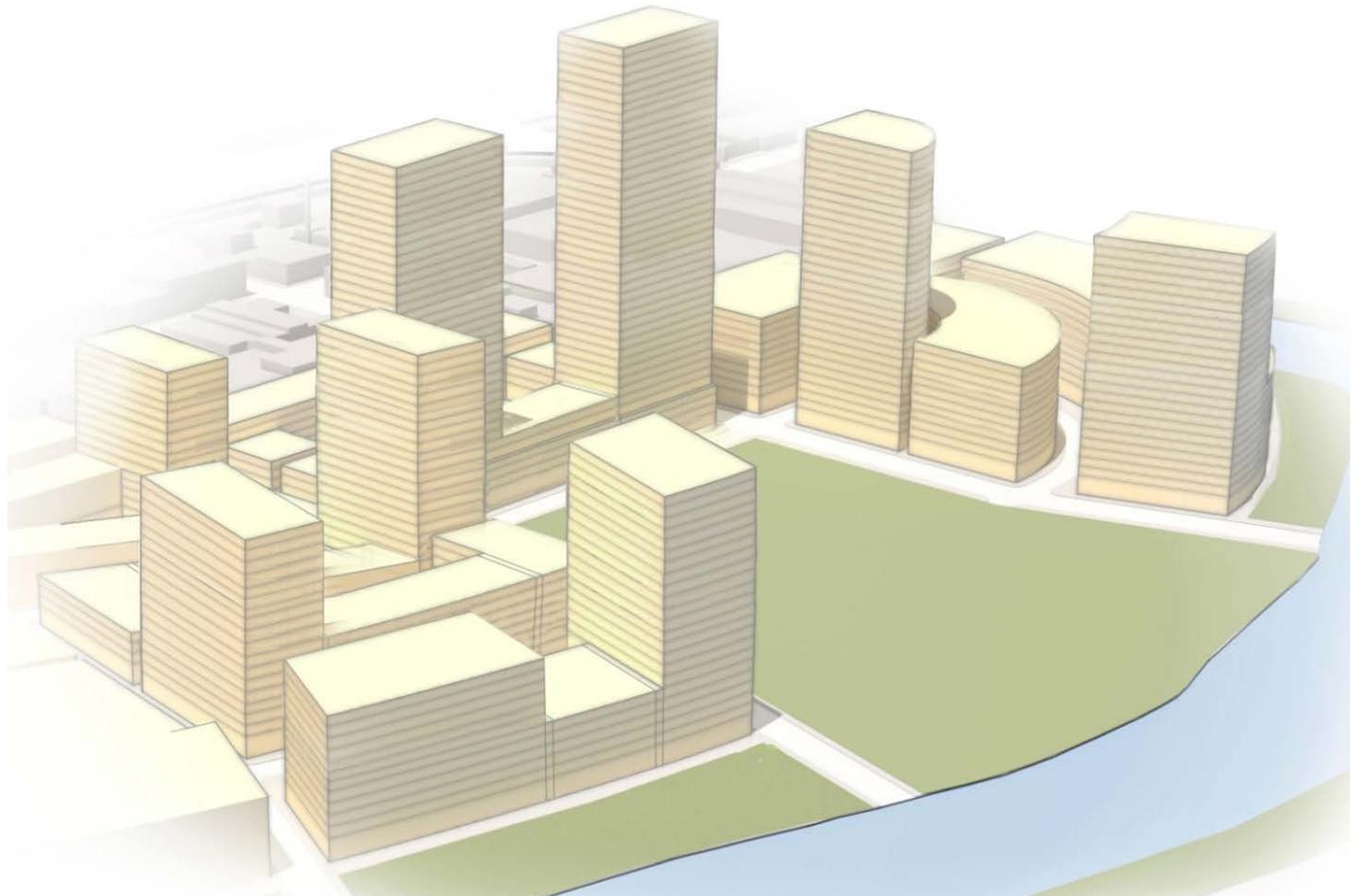
Support a well-designed urban environment that welcomes businesses focused on technology, research and manufacturing to locate and coexist with existing businesses within the Industrial Corridor through urban design guidelines.



# An economic engine & vital job center

## Land Use and Urban Design

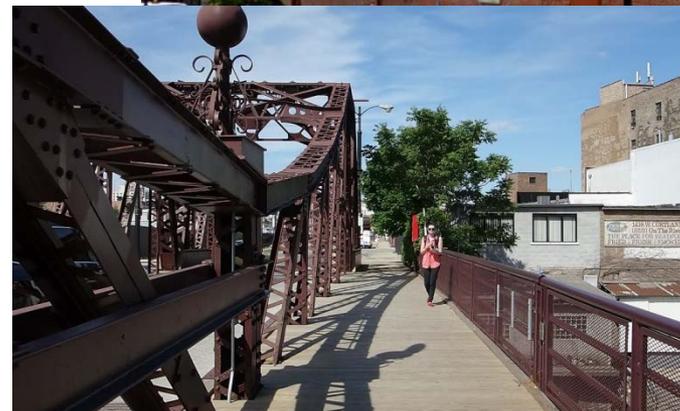
Support increases in density and height to encourage mixed-use development to result in high-quality publicly-accessible open space and non-vehicular transportation improvements.



# An economic engine & vital job center

## Urban Character

- Elements of industrial character and availability of large parcels of the North Branch makes it **unique and attractive for campus development, adaptive reuse for incubator space as well as contemporary new construction**
- **Urban authenticity can be an important factor for businesses looking for a city location**
- Identify compatible streetscape principles
- Identify a possible network of urban plazas and streetscapes that celebrate existing character



# An economic engine & vital job center

## 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*



# An economic engine & vital job center

## 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

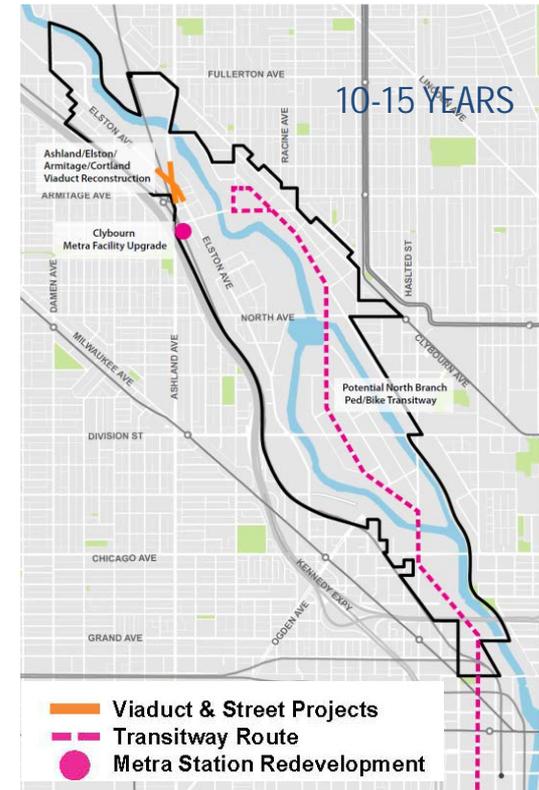
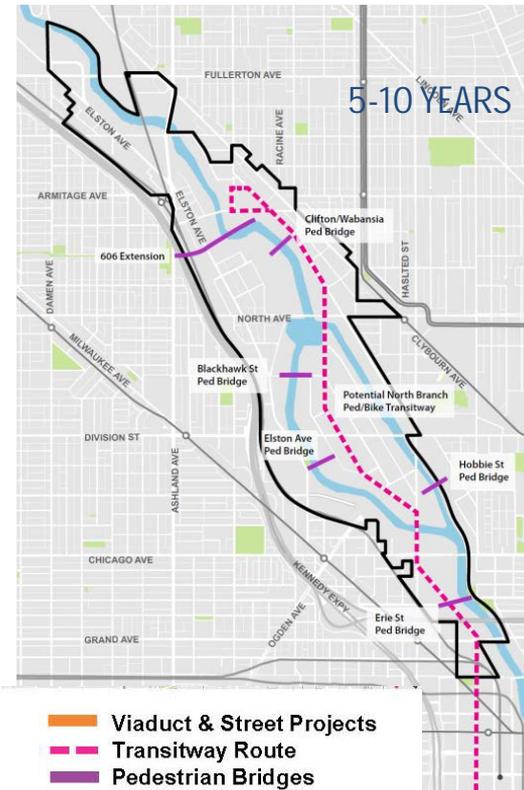
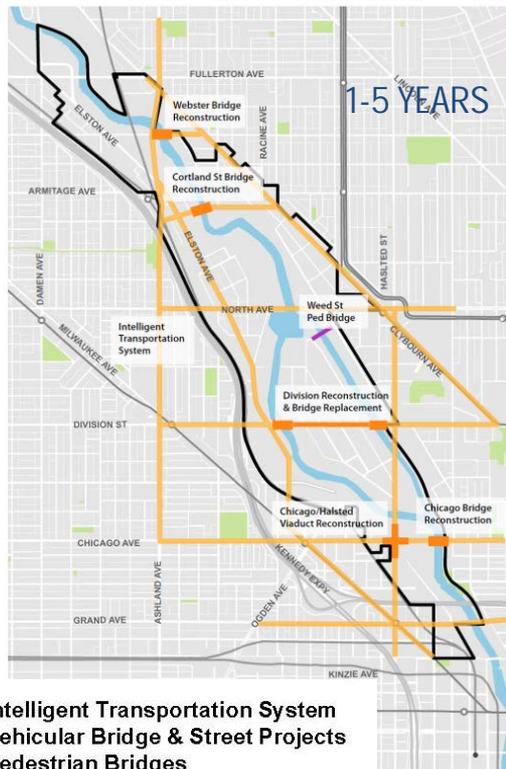


# Better access for all transportation modes

2

**Manage vehicular traffic and improve circulation** for existing and new uses through:

- Roadway reconfigurations, including ongoing bridge and viaduct reconstruction projects
- Intelligent technologies like smart signals, real-time displays, peak management demand, etc.
- Increased connections involving new pedestrian bridges over the river and an extension of the 606
- Private traffic management partnership to coordinate congestion mitigation opportunities
- A possible north/south ped-, bike- and transit-way

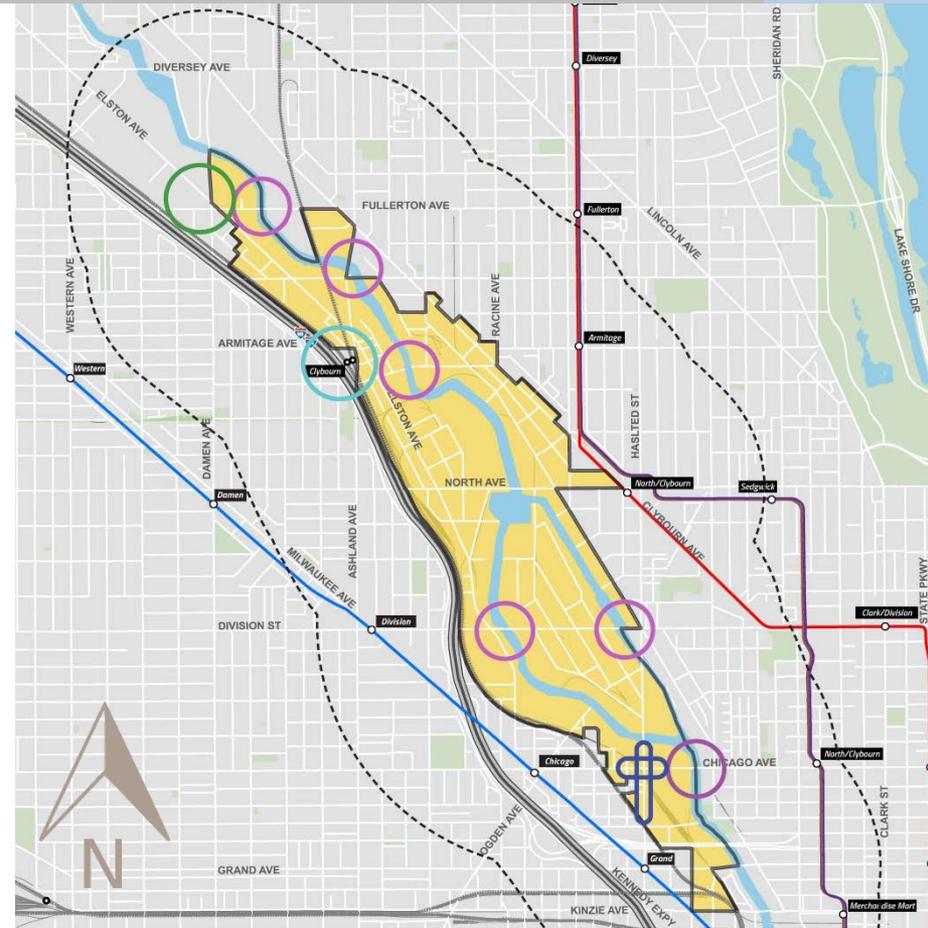


# Better access for all transportation modes

Improve traffic circulation through **strategic reconfiguration projects** for existing roadways

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



## CDOT Capital Projects in Planning/Design/Construction

### Map Key

- Expressway
- Metra Line & Station
- CTA Brown Line & Station
- CTA Purple Line & Station
- CTA Red Line & Station
- CTA Blue Line & Station
- Parks

- Bridge Reconstruction
    - Division St at North Branch
    - Division St at North Branch Canal
    - Chicago Ave/Halsted St
    - Webster Ave
    - Fullerton Ave
    - Cortland St
  - Intersection Reconfiguration
    - Damen/Elston/Fullerton (Complete)
  - RECENTLY STUDIED AREAS FOR RECONFIGURATION
    - Ashland/Elston/Armitage
  - Viaduct Reconstruction
    - Chicago Av/ Halsted St
- \*All improvements are required to include a study

## Manage vehicular traffic and improve circulation **by supporting CTA plans for enhanced bus service in and around the corridor**

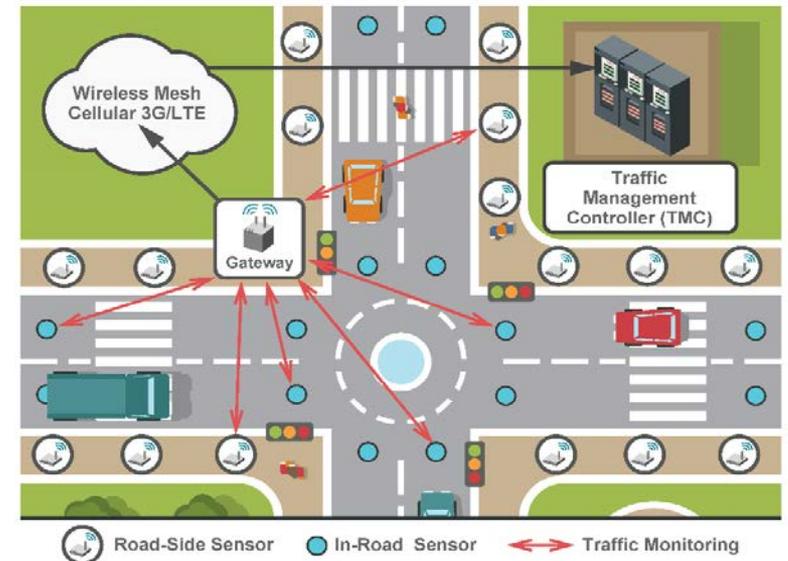
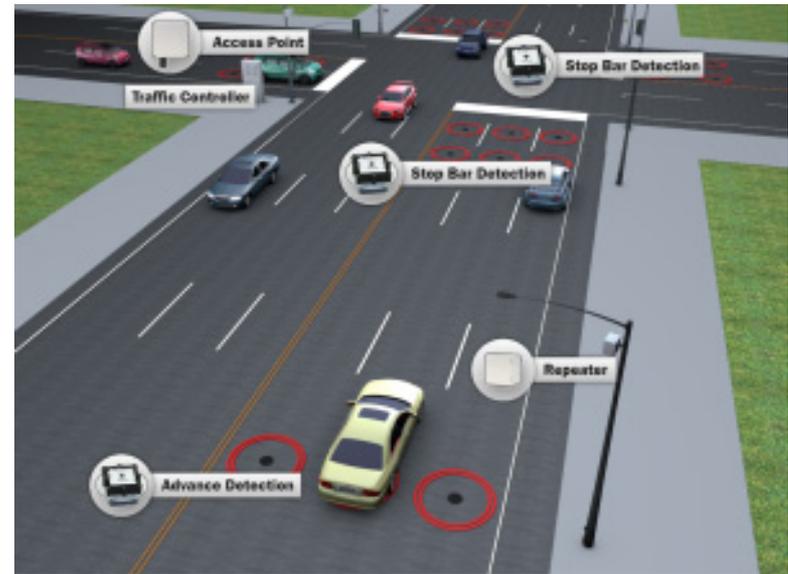
Improvements that could be considered:

- 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



## Implement technology to more effectively manage vehicular traffic and improve circulation

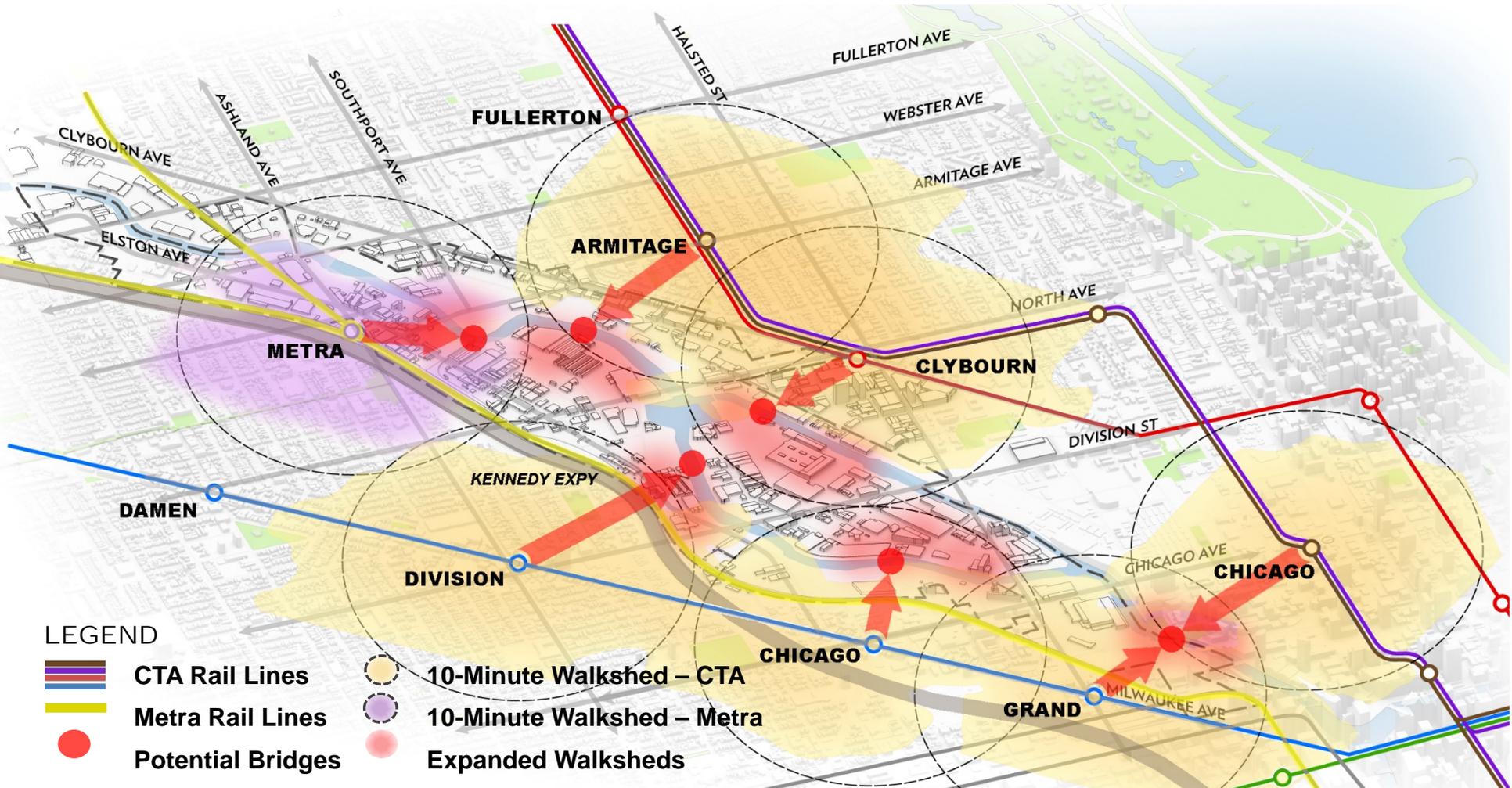
- Get the best traffic performance out of our available lanes
- Manage motor vehicle traffic flow within and through the corridor by modernizing transportation infrastructure and utilizing intelligent transportation technologies (such as smart signals and other cutting edge technologies as they become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



# Better access for all transportation modes

## 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



# Better access for all transportation modes

Manage vehicular traffic and improve circulation for new and existing uses **through increased multi-modal connections**

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



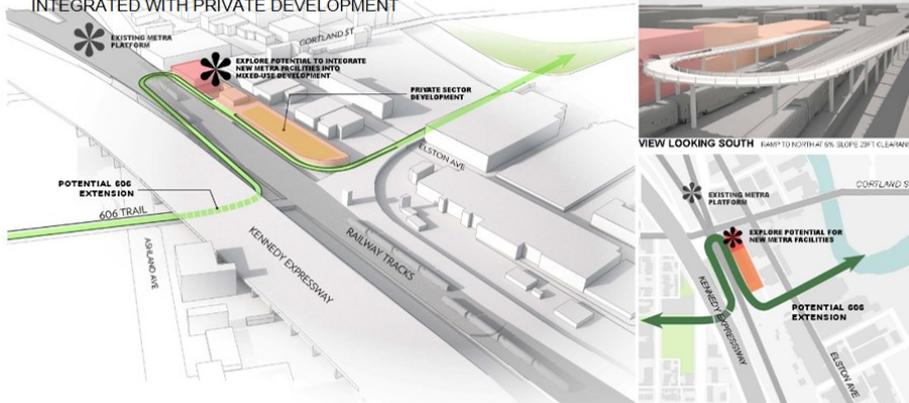
# Better access for all transportation modes

2

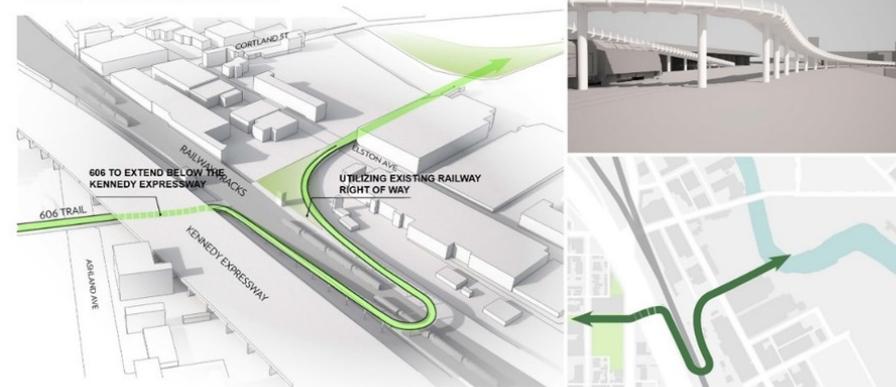
## Improve connectivity and experience for walking, biking and transit

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

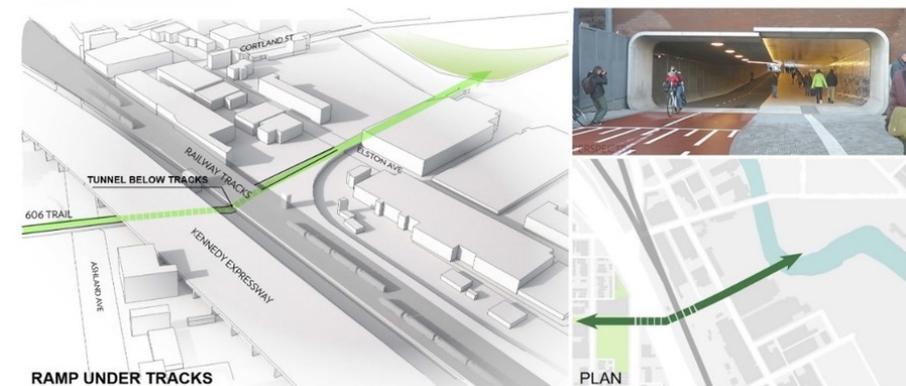
### THE 606 EXTENSION – POTENTIAL OPTION 1 INTEGRATED WITH PRIVATE DEVELOPMENT



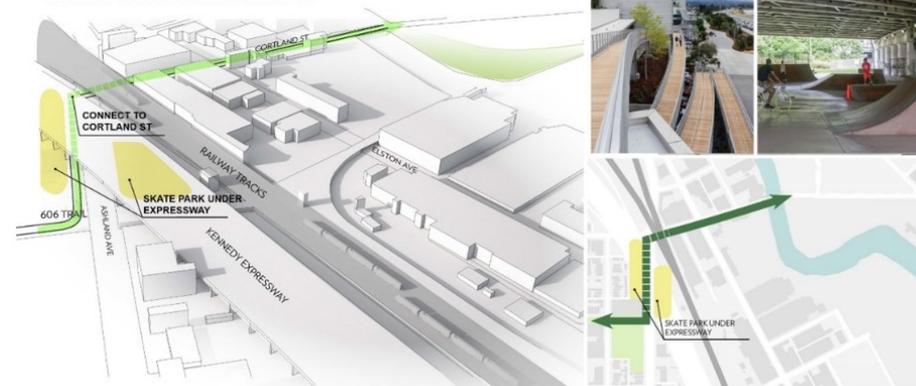
### THE 606 EXTENSION – POTENTIAL OPTION 2 PUBLIC SECTOR IMPROVEMENT



### THE 606 EXTENSION – POTENTIAL OPTION 3 TUNNEL BELOW TRACKS



### THE 606 EXTENSION – POTENTIAL OPTION 4 ACCESS THROUGH CORTLAND ST



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

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



# Better access for all transportation modes

2

## PROPOSED IMPROVEMENTS (SHORT-TERM)

Webster Bridge Reconstruction

Division Street Bridge Reconstruction  
Over Canal and River

Division Street Road Reconstruction  
(Goose Island)

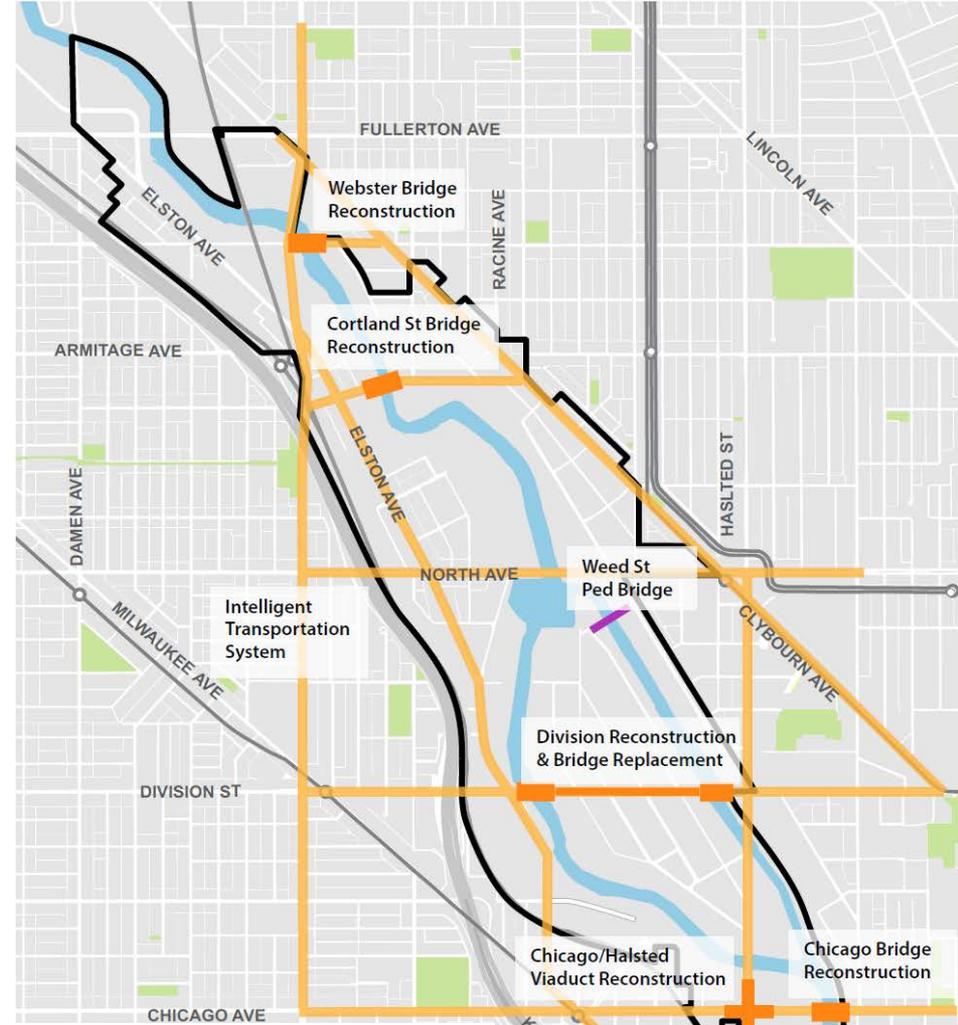
Chicago Bridge Reconstruction

Intelligent Transportation System

Chicago/Halsted Viaduct  
Reconstruction

Weed St Ped/Bike Bridge

Cortland St. Bridge Reconstruction



SHORT-TERM: 1-5 YEARS

- Intelligent Transportation System
- Vehicular Bridge & Street Projects
- Pedestrian Bridges

# Better access for all transportation modes

2

## PROPOSED IMPROVEMENTS (MID-TERM)

Elston Ave Ped/Bike Bridge

Erie St Ped/Bike Bridge

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



MID-TERM: 5-10 YEARS

— Transitway Route  
— Pedestrian Bridges

# Better access for all transportation modes

## PROPOSED IMPROVEMENTS (LONG-TERM)

Potential North/South Ped-, Bike- and Transit-way

Viaduct Improvement at Ashland/Elston/Armitage/Cortland  
Clybourn Metra Facility Upgrade



# North Branch Goals

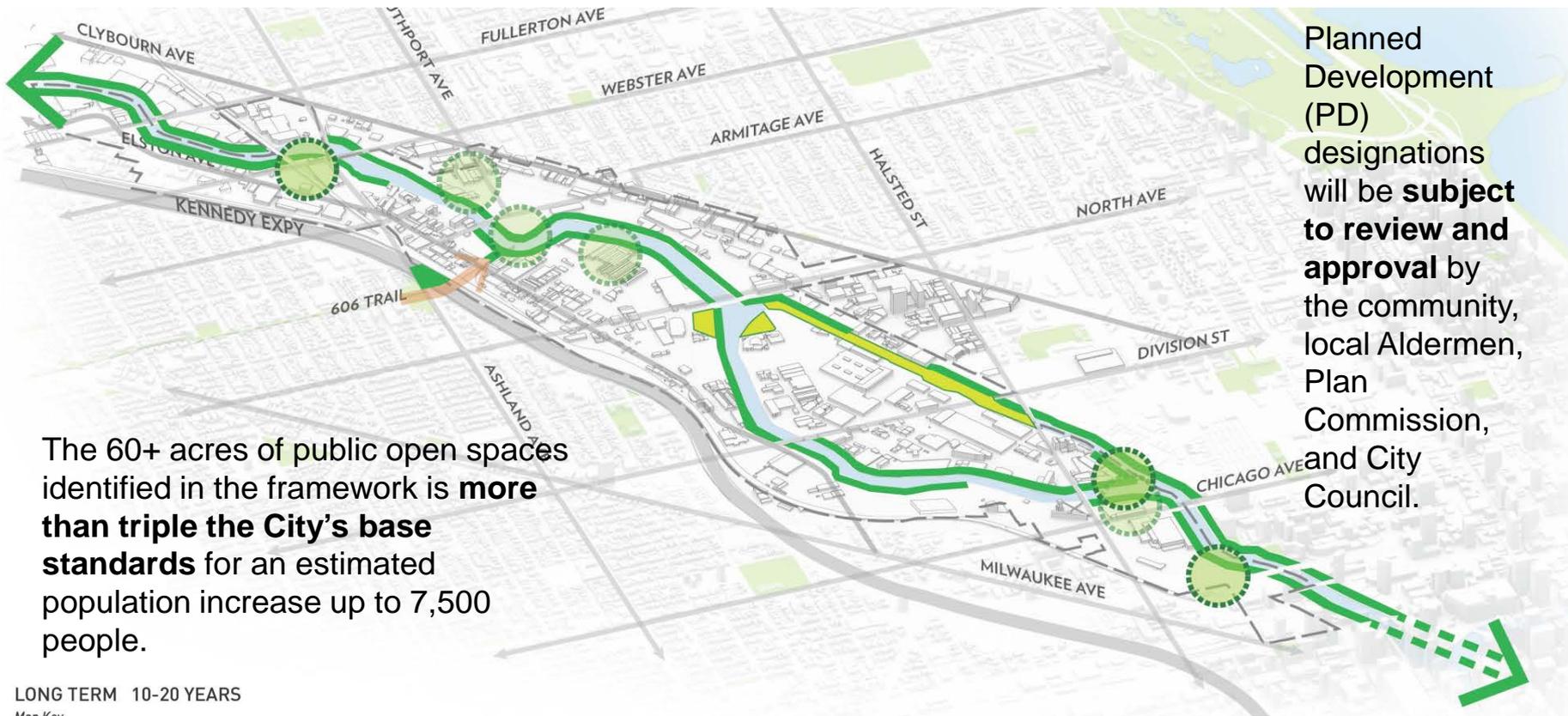
# 3

# Enhance unique natural & built assets



# Enhance unique natural & built assets

Achievement will take place through **short- and long-term improvements that are available to the public year-round, designed for a range of ages, and enhance public health.** Planned improvements to be completed within the next 20 years are identified below.



Planned Development (PD) designations will be **subject to review and approval** by the community, local Aldermen, Plan Commission, and City Council.

The 60+ acres of public open spaces identified in the framework is **more than triple the City's base standards** for an estimated population increase up to 7,500 people.

LONG TERM 10-20 YEARS  
Map Key

North Branch River Trail **32 acres**  
Wetland and Instream Improvement **17 acres**

Publicly Accessible Open Space within Planned Developments with potential for recreation fields **>10 acres**

606 Connection to North Branch with Active Park **1 acre**

# Enhance unique natural & built assets

## Physical Improvements

Continue the improvement of the riverfront for:

- Pedestrians
- Bicycles
- Connections to existing trails

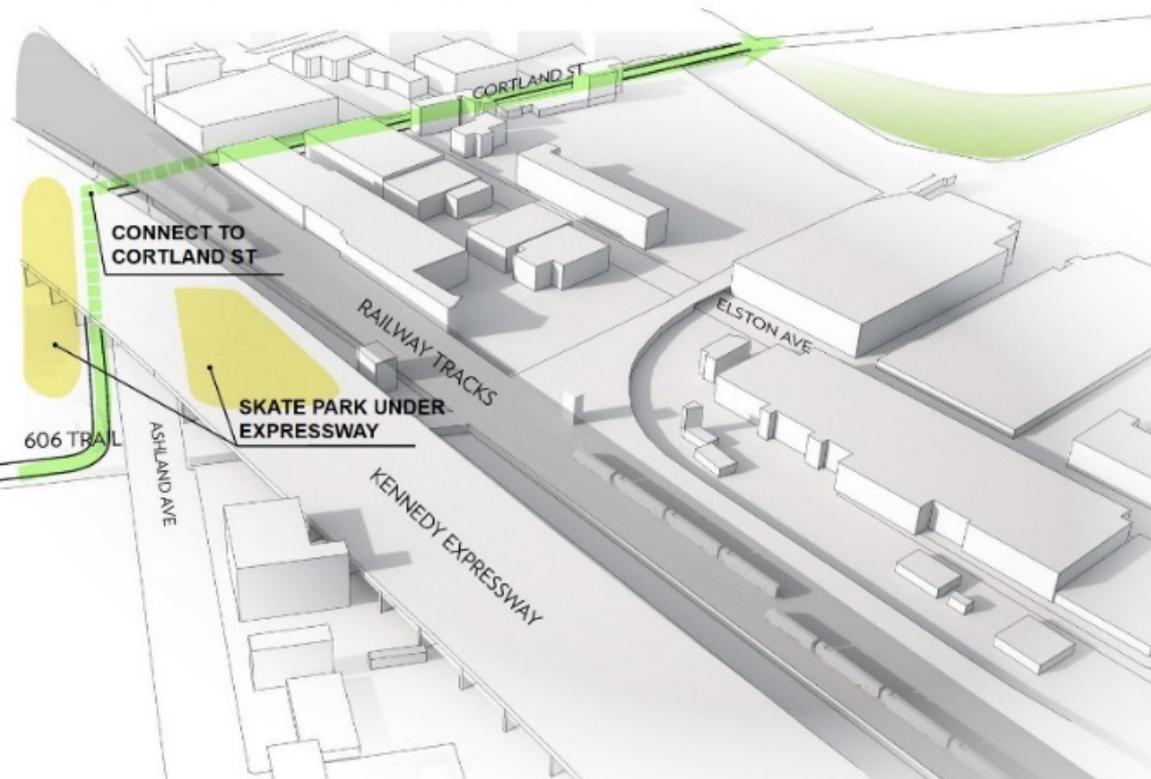


Concept for  
North  
Branch  
Loop Trail  
through  
Canal

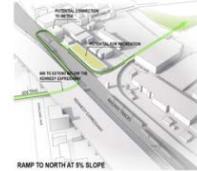
# Enhance unique natural & built assets

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

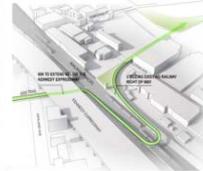
### THE 606 EXTENSION – POTENTIAL OPTION 4 ACCESS THROUGH CORTLAND ST



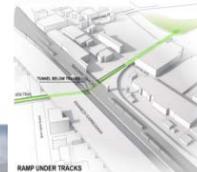
THE 606 EXTENSION – POTENTIAL OPTION 1  
INTEGRATED WITH PRIVATE DEVELOPMENT



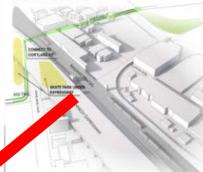
THE 606 EXTENSION – POTENTIAL OPTION 2  
PUBLIC SECTOR IMPROVEMENT



THE 606 EXTENSION – POTENTIAL OPTION 3  
TUNNELS BELOW TRACKS



THE 606 EXTENSION – POTENTIAL OPTION 4  
ACCESS THROUGH CORTLAND ST



# Enhance unique natural & built assets

## 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

Concept for Wetland Park with Boardwalk At North Branch Turning Basin



# Enhance unique natural & built assets

3

Concept for Wetland Park with Boardwalk at North Branch Canal



# Enhance unique natural & built assets



# Enhance unique natural & built assets

Concepts for publicly-accessible open space within Planned Developments



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



## Focal Point

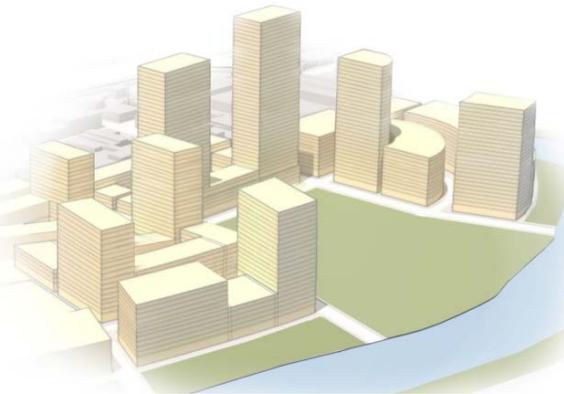
31st Street and Kedzie Avenue  
Concept for 22 acre development site  
Includes 2 acres open space in recreation field



# Enhance unique natural & built assets

## Short-term

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



### Riverline

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



### Short Term 1 to 5 years

Map Key



North Branch River Trail



Wetland and Instream Improvement



Publicly Accessible Open Space within Planned Developments with Potential for Recreational Fields



606 Connection to North Branch with Active Park

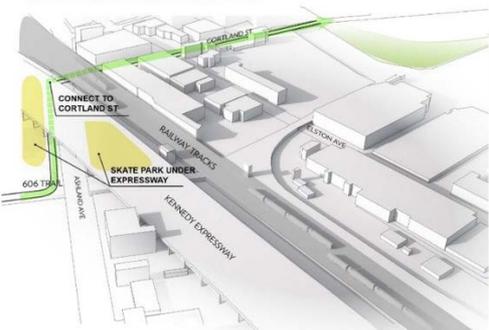
# Enhance unique natural & built assets

## Mid-term

- 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



**THE 606 EXTENSION – POTENTIAL OPTION 4**  
ACCESS THROUGH CORTLAND ST



### Mid Term 5 to 10 years

Map Key



North Branch River Trail



Wetland and Instream Improvement



Publicly Accessible Open Space within Planned Developments with Potential for Recreational Fields

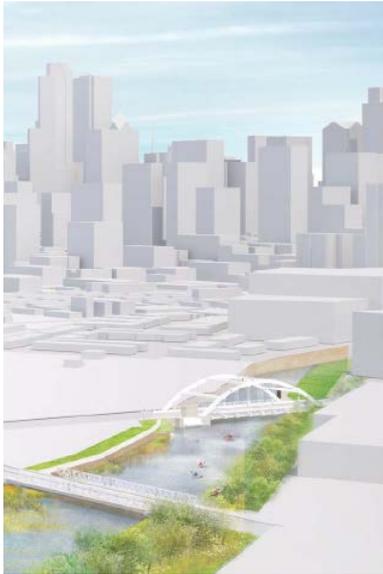


606 Connection to North Branch with Active Park

# Enhance unique natural & built assets

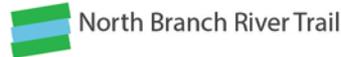
## Long-term

- 2.5 additional miles of accessible river trail
- 3 additional publicly-accessible open spaces



### Long Term 10 to 20 years

Map Key



Publicly Accessible Open Space within Planned Developments with Potential for Recreational Fields



606 Connection to North Branch with Active Park

# Implementation of Framework Recommendations



# Implementation Strategies

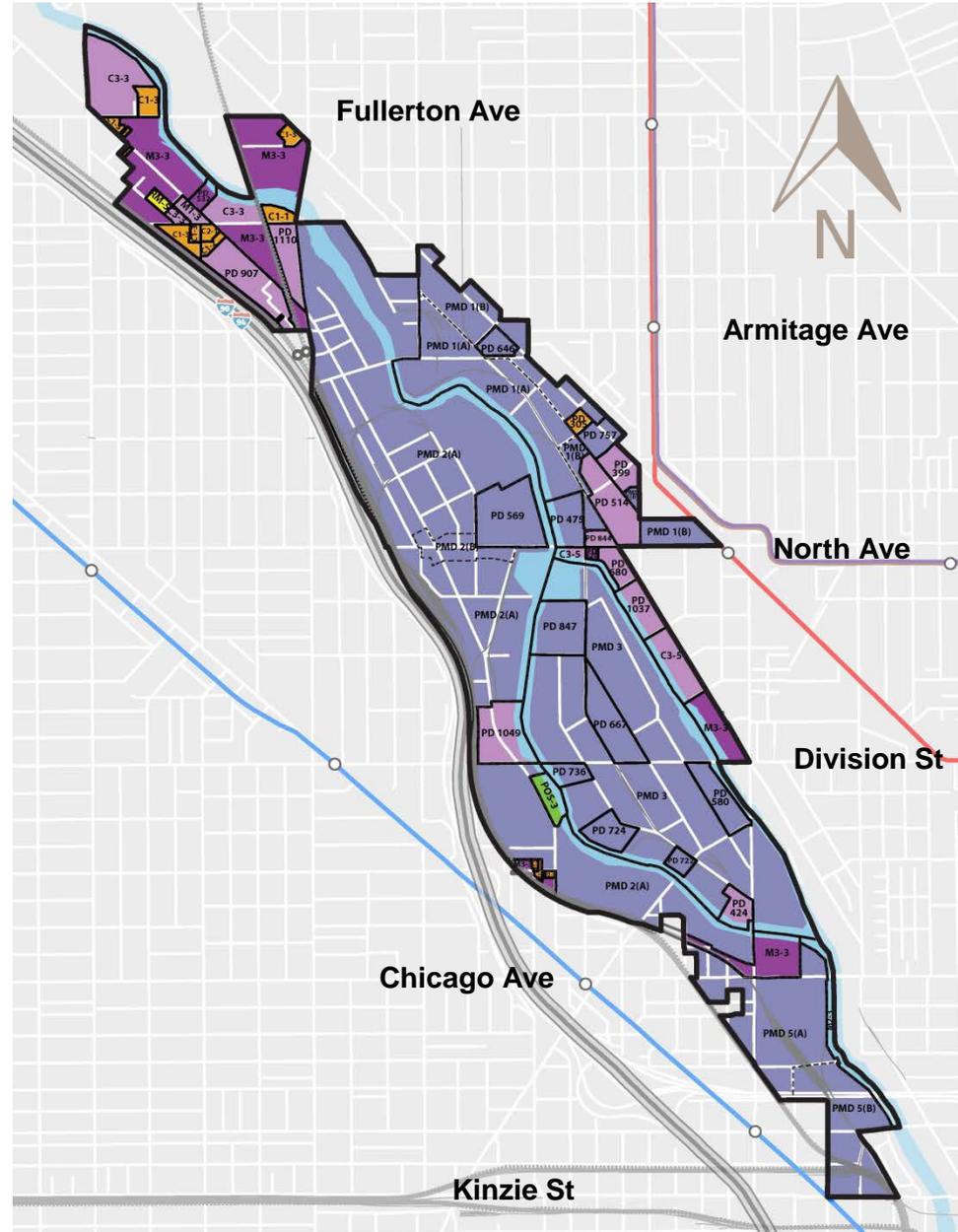
Implementation of the North Branch Framework involves two **linked approaches**:

- **Land Use/Zoning**
  - City Actions
  - Property Owner/Developer Actions
- **Funding to support Growth**
  - Industrial Corridor System
  - North Branch Framework Area
  - Neighborhood Opportunity Fund Areas

# 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 permitted)
-  Residential Zoning District
-  Open Space Zoning District
-  PMD Subareas



# Proposed Zoning Changes

## Zoning changes will guide future property owner actions

### Existing North Sub-Area PMD rezoned as Manufacturing (M3-3)

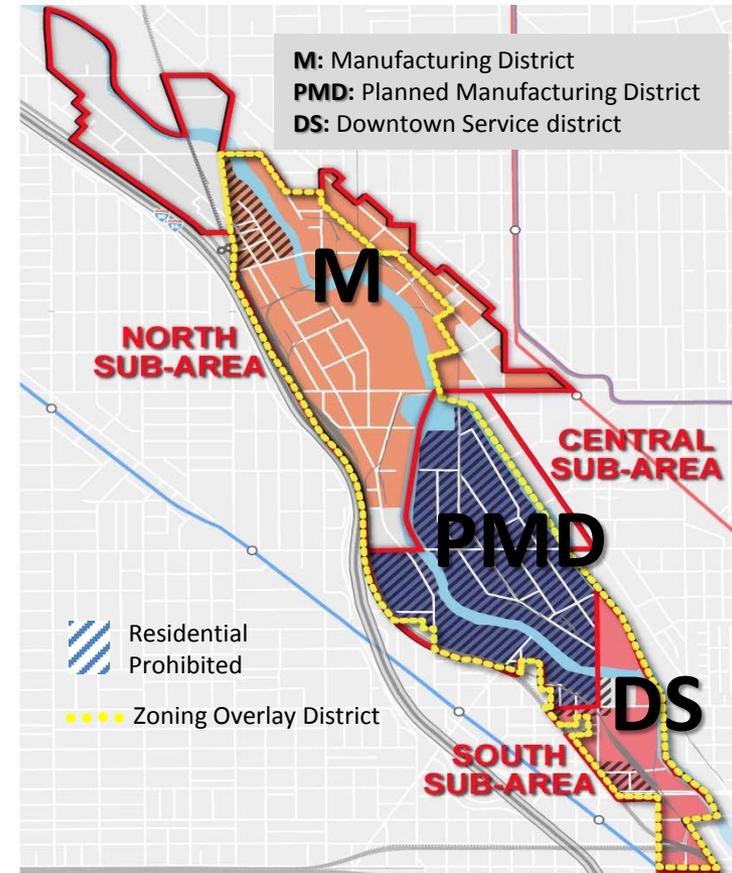
- Permits existing uses
- Accommodates transition with mixed-uses (office, commercial and residential)
- Limits future zoning amendments to Business (B) and Commercial (C)

### Existing Central Sub-Area PMD remains

- Permits existing uses
- Allows office, modern industrial and complimentary uses
- No rezoning other than as required by Planned Development (PD) thresholds

### Existing South Sub-Area rezoned as Downtown Service (DS-3/5)

- Permits existing uses
- Accommodates transition with downtown-type mixed-uses (office, commercial and residential)
- Limits future zoning amendments to Downtown Mixed-Use (DX)



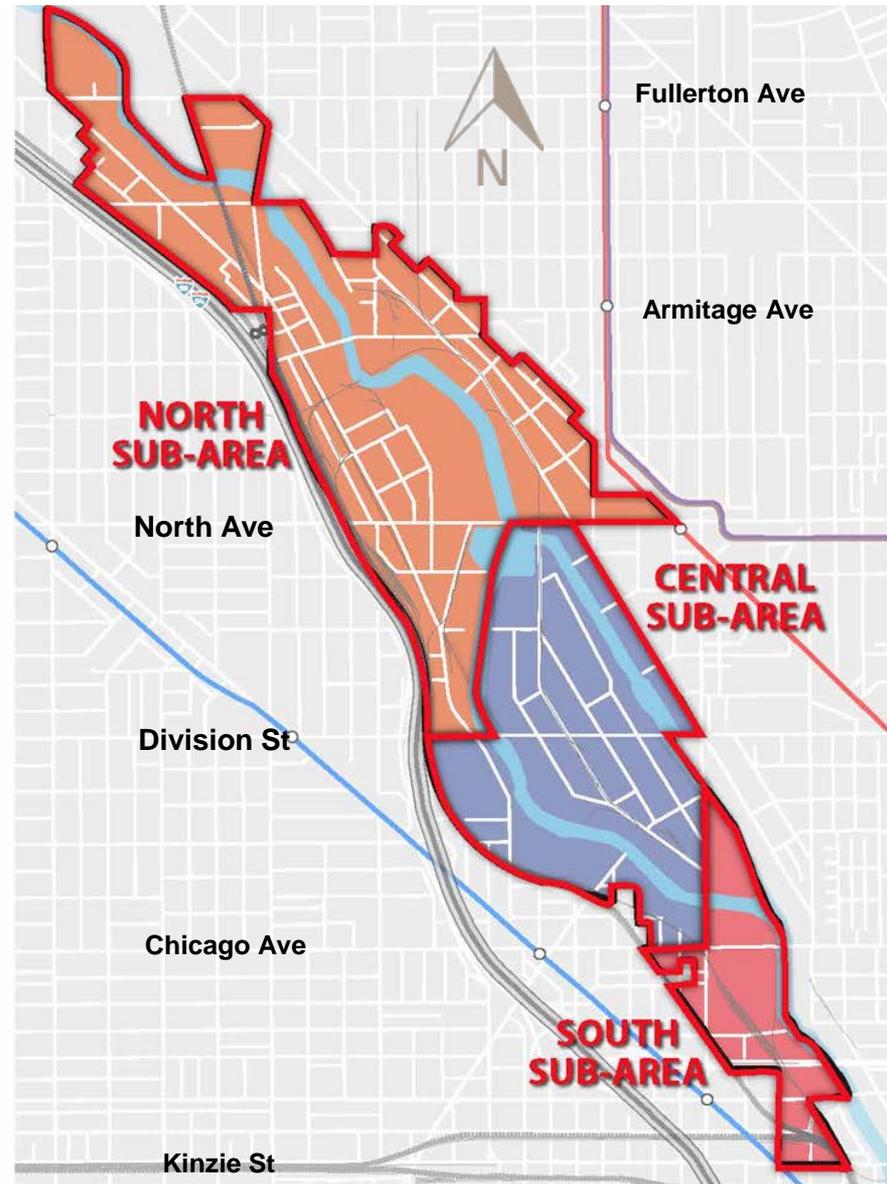
### All Sub-Areas

- Establish a Zoning Overlay District to supplement base regulations, protect critical services and ensure smooth transitions for future development projects

# Potential Property Owner/Developer Actions

**After the map amendments and zoning ordinance changes, the following may occur 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 additional FAR 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

1. Financial 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 neighborhood Industrial and Commercial Corridors** which would not otherwise have access to such resources.

# Funding Tools

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

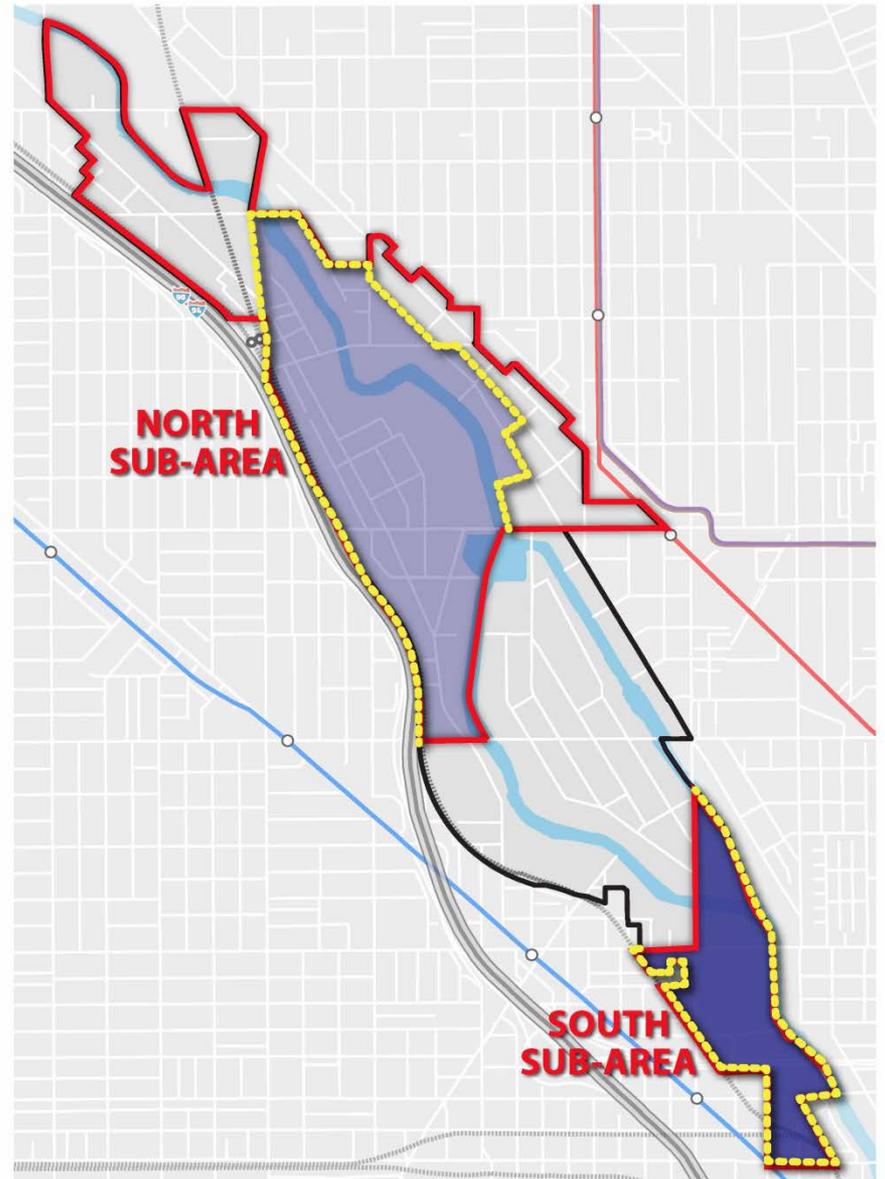
- 1. Industrial Corridor System Fee**
- 2. Bonus Payments**
- 3. Tax Increment Financing (TIF)**
- 4. Federal and State Funds**
- 5. Planned Development Contributions**

# 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, 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 **will not** be assessed a fee.

**Cost of Fee TBD**

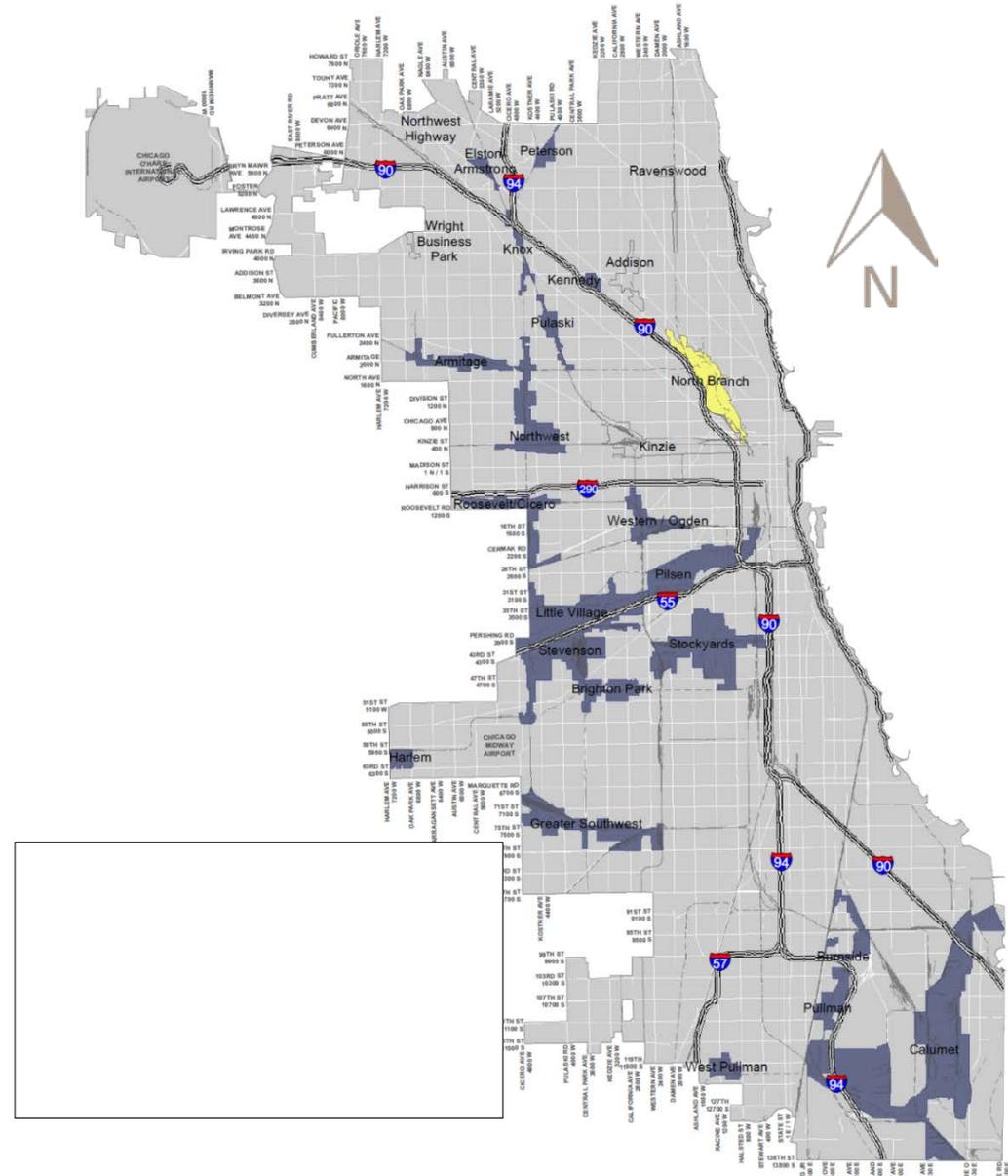


# 1. Industrial Corridor System Fee

**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

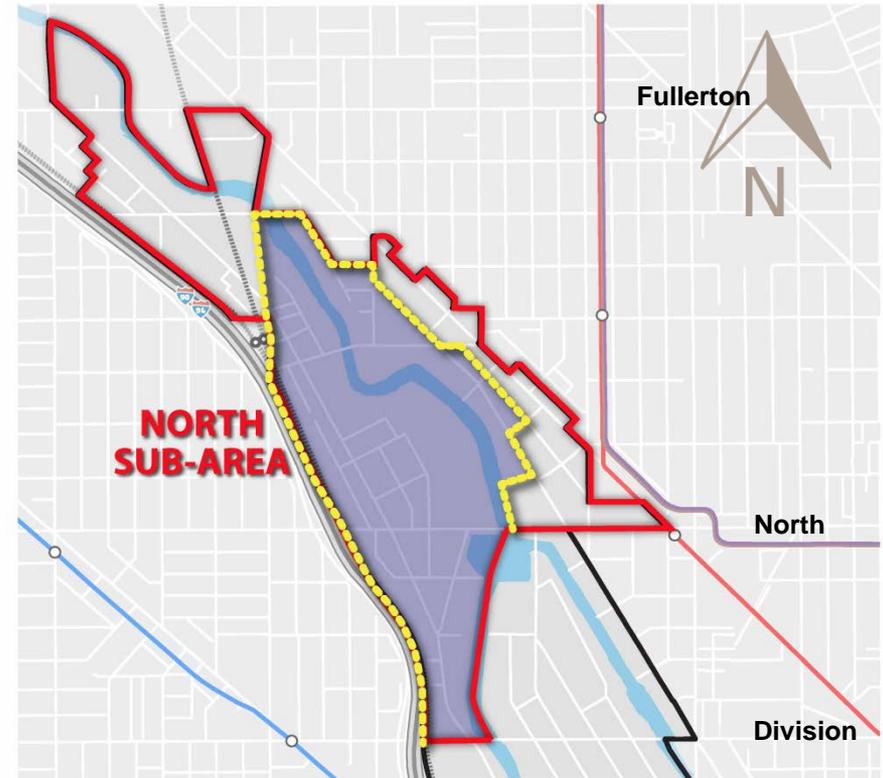
**New fee could generate tens of millions of dollars; 100% to be allocated for industrial development in other parts of the city**



## 2. Zoning Bonus

The City will establish a new zoning bonus program in the North Sub-Area available to a property owner/developer requesting to rezone and increase density:

- Enable projects to seek increased density
- Funds to be used primarily for North Branch corridor public infrastructure, publicly-accessible open space and similar purposes
- Portion of funds may also be used for industrial projects in other corridors



### Zoning Overlay

-  Zoning Overlay Area
-  Sub-areas
-  Zoning Overlay within North Sub-area
-  Zoning Overlay within South Sub-area

**Cost of Bonus TBD**

## 2. Zoning Bonus

The South Sub-Area will be subject to the existing Downtown Bonus system, which will generate tens of millions of dollars for the Neighborhood Opportunity Fund.

Local Improvement funds would go toward public infrastructure, publicly-accessible open space and similar purposes



### Zoning Overlay

-  Zoning Overlay Area
-  Sub-areas
-  Zoning Overlay within North Sub-area
-  Zoning Overlay within South Sub-area



# 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 code changes

Review by Plan Commission

Ordinance Introduction – covers code changes and fees

Committee hearing on ordinance with recommendation

Vote by full Council

# Summary

## Citywide benefits:

- Billions of dollars in new private investment;
- Hundreds of millions of dollars in new tax revenues;
- Tens of millions of dollars in new revenue to support both local improvements and citywide economic development;
- Tens of thousands of permanent & construction jobs;
- Unprecedented open space improvements;
- And critical transportation enhancements.

