Mayor Emanuel’s
Industrial Corridor Modernization
North Branch Framework

Chicago Plan Commission
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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.
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
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.
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.
2013 Chicago Sustainable Industries (CSI)
Established a comprehensive plan to support and expand Chicago's industrial base. Includes 14 policies and 32 action items

2013 Assessed effectiveness of current PMD land use legislation

2014 Fulton Market Innovation District
Established a comprehensive plan to support business growth within an existing industrial corridor characterized by old and new uses

2014 Identified demand for new incubators, especially involving food

2015 Assessed existing dock infrastructure for industrial users along the river
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

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%

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

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.
**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
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

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
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
Better access for all transportation modes

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)
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

Improve connectivity and experience for walking, biking and transit

- Extend existing 606 trail to increase pedestrian and bicycle access to the river
Better access for all transportation modes

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

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

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

LONG-TERM: 10-15 YEARS

- Viaduct & Street Projects
- Transitway Route
- Metra Station Redevelopment
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.

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.
Physical Improvements
Continue the improvement of the riverfront for:
• Pedestrians
• Bicycles
• Connections to existing trails
Enhance unique natural & built assets

606 Connection to North Branch Loop Trail with Active Park
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
Enhance unique natural & built assets

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

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
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 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.*
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

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.
2. Zoning Bonus

South sub-area bonus

- Properties become subject to the Neighborhood Opportunity Bonus initiative
- Creates funds for neighborhood commercial redevelopment and job readiness in Qualified Investment Areas.
Implementation Ordinances

Next Steps

- 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
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.