





# **TABLE OF CONTENTS**

# **4 SECTION 1: INTRODUCTION**

History Study Area Vision

# **8 SECTION 2: CONTEXT**

Previous Planning Initiatives
Previous Transportation + Infrastructure
Initiatives
Community Data and Trends

# 22 SECTION 3: GOALS AND STRATEGIES

Mixed-Use Developments Transportation Modes Historical and Cultural Assets

# 32 SECTION 4: IMPLEMENTATION

Short Term Medium to Long Term

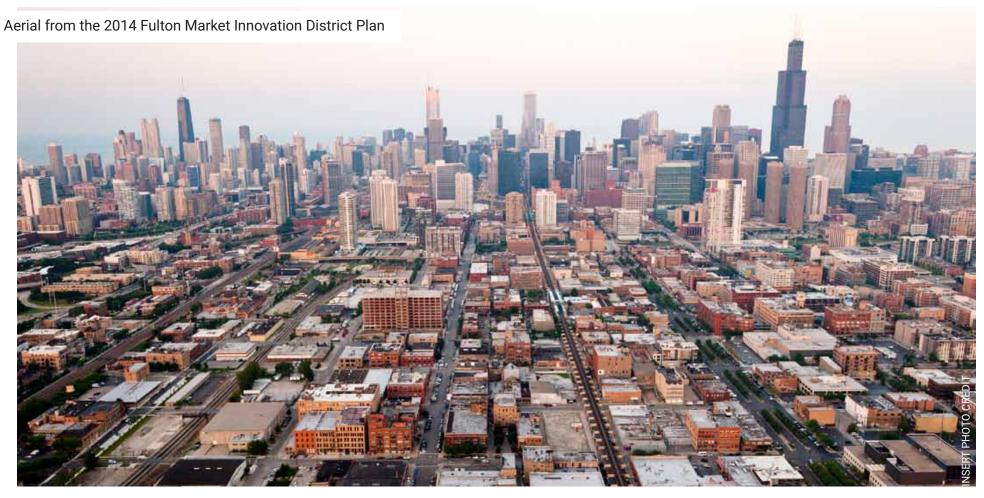
# 40 Appendix

West Randolph Street once housed satellite facilities for industrial meatpacking giants like Armour, Swift, Morris and others -

# **SECTION 1: INTRODUCTION**

The Fulton Market area developed in the late 19th and early 20th centuries as an important industrial and manufacturing area, home to meat packers, commission houses, and produce markets into which flowed the agricultural bounty of the Midwest and West. In 2014, Chicago's Department of Planning undertook a land use plan analysis due to the area's historic and cultural importance to the City and to preserve existing jobs while accommodating private sector investments that reinforced the area's role as an innovation-driven employment center.

In July 2014, the Chicago Plan Commission adopted the Fulton Market Innovation District (FMID) plan. Based on that plan, the City designated a landmark district to preserve the historic assets at the core of the FMID, updated the zoning code to remove the Planned Manufacturing District (PMD) within the FMID to allow for a variety of commercial uses, permitted downtown-type development via the Downtown Density Bonus, and adopted design standards with the West Loop Design Guidelines.



The approximately 217-acre FMID, and the areas immediately adjacent, have seen tremendous change and growth in new development within the last six years. In addition, since 2014, several significant planning and transportation initiatives and land-use changes have impacted the immediate area. This update is intended to summarize those initiatives and to provide updated recommendations to guide future growth towards a mixed-use and mixed-income community. This update includes a renewed vision for this growing community, an analysis of current market data and trends, open space recommendations, and identifies infrastructure improvement priorities. The objectives and recommendations contained in this plan update will supersede the 2014 FMID land use plan objectives and recommendations.

#### **FMID Vision**

The Fulton Market community is where traditional and innovative businesses and buildings coexist in a dynamic downtown environment. The community is already a vital economic engine for the city, with a variety of companies, service providers, and quality-of-life amenities. Looking to the future, the area should continue to evolve as a desirable, functional, mixed-use neighborhood for workers, residents and visitors.

# Fulton Market Innovation District Study Area, 2020 Legend Downtown Zoning FMID Boundary

Historic Districts
Parks
Industrial Corridors
School Grounds

Metra Station

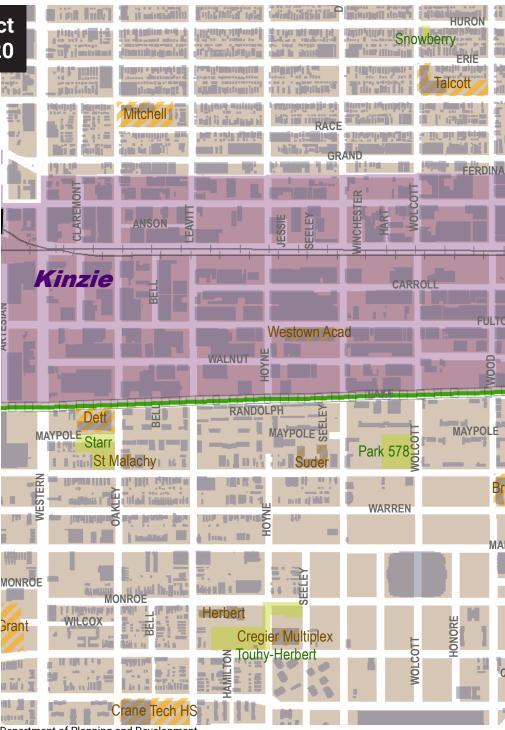
CTA Station

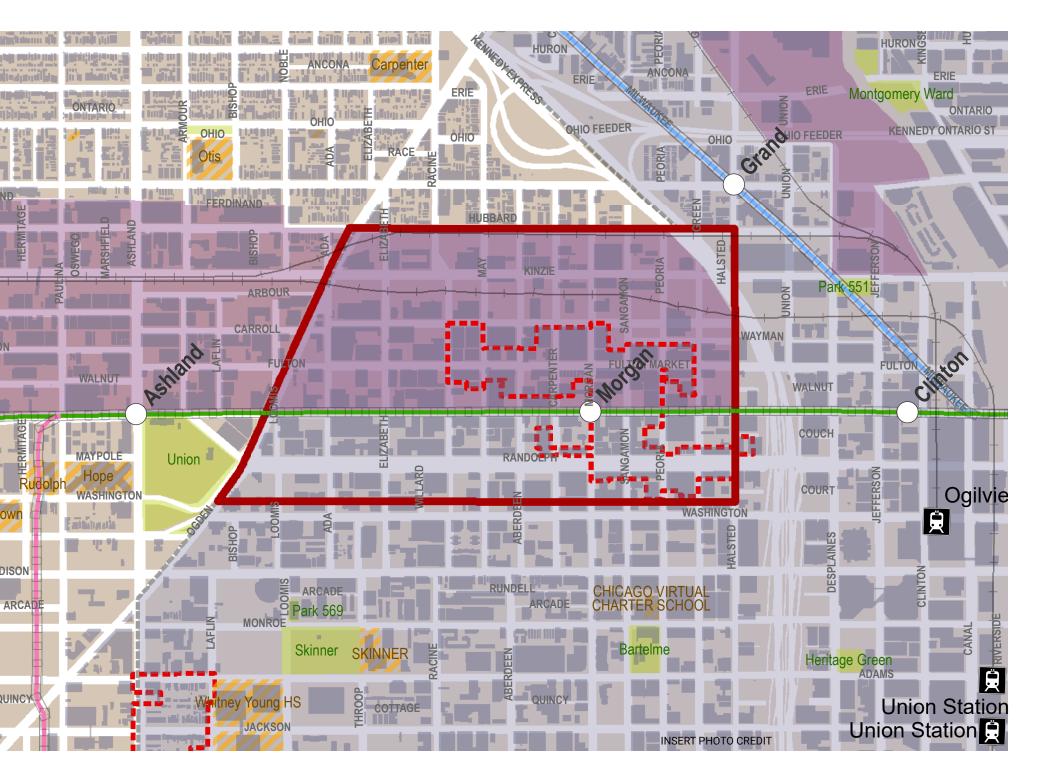
# **FMID Study Area**

The FMID is roughly bounded by Hubbard Street from the north, Halsted Street from the east, Randolph Street to the south, and Ogden Avenue to the west (see page 11). The plan update retains the same study area, while understanding its greater context of the existing manufacturing and industrial uses west of Ogden Avenue, of its proximity to the Union Park amenity, and to United Center and East Garfield Park areas further west (see page 7).

#### **FMID Stakeholder Outreach**

The 2014 FMID plan was developed in seven months, with more than 450 participants at three public meetings and seven neighborhood meetings. This plan update has taken a similar approach, with revised objectives and recommendations developed based on feedback from stakeholders, property owners, residents, and representatives from City departments and sister agencies. The draft plan update will be posted online and will be reviewed at several community meetings to gather public comments before its presentation to the Chicago Plan Commission. A summary of the community meetings and the public feedback received will be provided in the Appendix.









# **SECTION 2: CONTEXT**

As the Fulton Market area has evolved over time, several City-led initiatives have been completed that impact this community. These previous initiatives span across subjects ranging from development to housing, and from preservation to transportation. A summary of these initiatives follows.

# **The Fulton Randolph Market Landmark District**

As recommended in the 2014 FMID, the City started the landmark designation process for the Fulton-Randolph Market landmark district in April 2014. After a robust public engagement process that included 22 meetings in the form of public meetings, tours, hearings, letters, and one-on-one conversations a unanimous recommendation from the Commission on Chicago Landmarks was voted on May 13, 2015. The Chicago City Council designated the District as a Chicago Landmark by an ordinance that was passed on July 29, 2015. The District encompasses properties along West Randolph Street, West Fulton Market, and West Lake Street, beginning just west of the Kennedy Expressway and extending approximately nine blocks west to Racine Avenue.

WLDG were developed to assist the development of projects, allow flexibility, and promote creative and high-quality design.



# WEST LOOP DESIGN GUIDELINES

City of Chicago \* Department of Planning & Development \* September 2017

The purpose of the District and the adopted Fulton Randolph Market Landmark District Design Guidelines are:

- To strengthen the identity of the area and support existing uses; encourage new and compatible applications.
- Encourage renovation of existing buildings and new construction; additions are allowed throughout the District.
- Establish streetscape guidelines to serve businesses, maintain existing uses, improve pedestrian safety and comfort.
- To preserve the character of this historic area and conserve the historic building stock as well as encourage maintenance, repair, and restoration.

## **West Loop Design Guidelines**

In September 2017, the Chicago Plan Commission adopted the West Loop Design Guidelines (WLDG). The public engagement process for the WLDG included two open houses, three working group meetings, and an online survey. The boundaries of WLDG are Ogden and Ashland Avenue to the west, Carroll Avenue to the north, Interstate 90/94 to the east and Interstate 290 to the south. The purpose of the guidelines are to assist the development of projects and allow flexibility in the application of selected use, bulk, and development standards to promote creative building design and high-quality urban design. The WLDG builds upon previous planning efforts to ensure that the West Loop continues to develop as an employment, transportation, cultural and residential center for the city. The WLDG is intended to ensure that the West Loop continues to maintain the urban character and scale that has made it attractive.

# **Downtown Expansion and Bonus**

In May 2016, the city expanded the downtown zoning district (D) and established the Neighborhood Opportunity Bonus (NOB). The expansion encompassed the area west of Racine between Lake Street and the I-290 (Eisenhower) Expressway and Ogden Avenue, the area including West Randolph Street and north thereof between Carroll and Kinzie, were incorporated into the Downtown District. The downtown expansion supported the demand for high-density office, commercial and hotel development. Similarly, the establishment of the NOB simplified and updated the downtown floor area bonus system; and provide new funding sources to encourage commercial development in neighborhoods lacking private investment. The changes became effective June 1, 2016.

As part of the Downtown expansion and the NOB ordinance, three major objectives were met:

- Repeal of the corridor's Planned Manufacturing District zoning east of Ogden Avenue. No residential uses allowed.
- Application of the City's Industrial Corridor System Fund to the area.
- Establishment of an overlay district to regulate the use and density of new projects. The overlay will also monitor projects seeking Downtown district zoning and participation in the Neighborhood Opportunity Bonus system.

# **Kinzie Corridor Overlay**

The Kinzie Corridor Overlay (KCO) district regulations, adopted in May 2017, supplement the zoning regulations that apply under a property's base zoning district. The overlay boundary, which generally spans the area between Carroll, Hubbard, Halsted, and Ogden, accomplished the following goals:

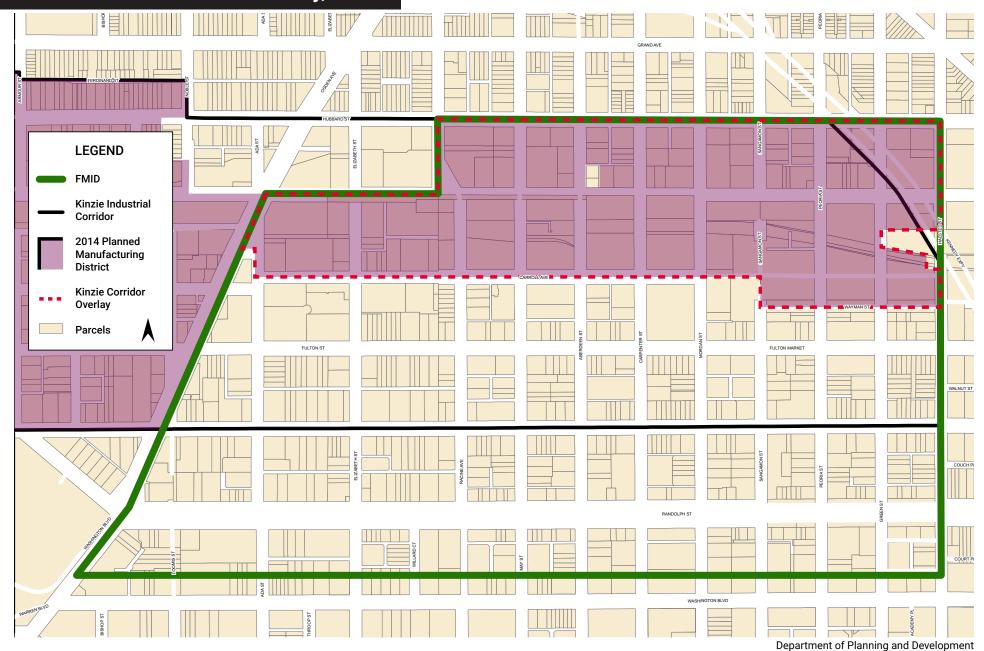
• Replaced a portion of the existing Planned Manufacturing District zoning designation with its pre-PMD designations east of Ogden

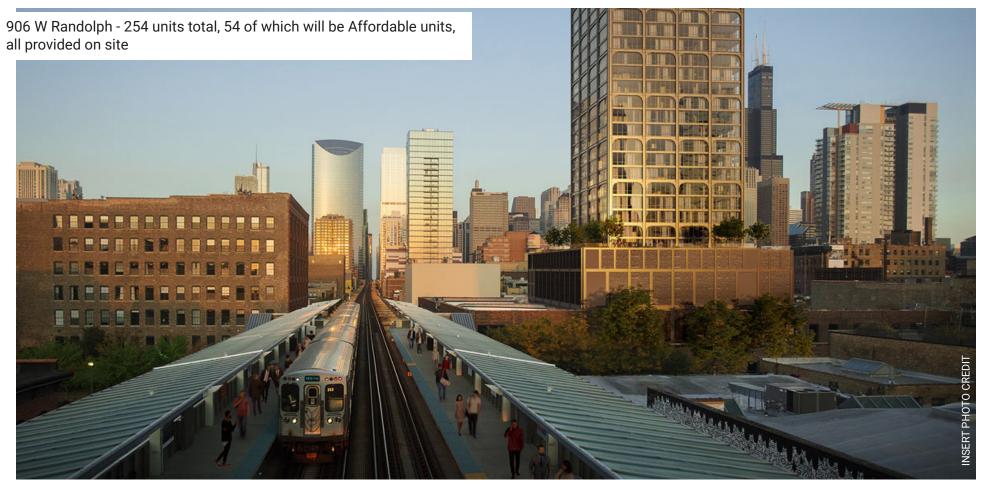


Avenue to allow for new uses including modern manufacturing and commercial.

- Applied the Industrial Corridor System Fund to the area, which requires certain projects to pay a fee to remove manufacturing zoning. The fee could generate tens of millions of dollars to support industrial development elsewhere in the city.
- Expanded the City's existing Neighborhood Opportunity Bonus system to the rezoned area to generate funds for commercial projects in under-served neighborhoods, along with local infrastructure and designated landmarks; and,
- Prohibited residential uses within the KCO boundary.

# FMID and Kinzie Corridor Overlay, 2014





# **Transit Served Location (TSL) Ordinance**

The first TSL Ordinance was implemented in 2013, then updated in 2015, and expanded to high-capacity bus routes in 2019. As it relates to the FMID area, new construction projects within a quarter-mile radius from the existing CTA Morgan Green Line station are eligible for reductions in parking requirements, height area increases, floor area ratio (FAR) increases, and minimum lot area reductions. Up to a 100% reduction in residential parking, requirements may be approved if required parking spaces are replaced with bicycle spaces, and the special use, Type I Zoning Map Amendment, or Planned Development approval process is followed.

## **Affordable Housing Ordinance and Near North Pilot**

Based on the 2014 FMID Plan, new residential buildings have been approved only south of Lake Street in the FMID area. Last updated in 2015, the Affordable Housing Requirements Ordinance (ARO) requires residential developments to provide a percentage of units at affordable prices if a zoning change is granted that increases project density, or allows a residential use not previously allowed, or if the project involves City financial assistance or transfer of City-owned land. The ordinance applies to residential developments of 10 or more units and requires that developers provide 10 percent of their units at affordable prices.



The FMID is within the Near North ARO Pilot, set to expire at the end of 2020, which requires 20% of the units at affordable prices. The City expects to extend the Near North ARO Pilot 1-year through to June 30, 2021, allowing additional time to find sources of funds and for appropriate planning. Since the inception of the 2007 and 2015 ARO and the Near North ARO Pilot, there are 482 ARO dwelling units (DU) approved, constructed, or permitted within the Near West Side, of which 90 ARO units are within the FMID area.

#### **Kinzie Industrial Corridor TIF District**

The FMID is located within the boundaries of the Kinzie Industrial Corridor Tax Increment Finance (TIF) District. Established in 1988, the district includes portions of the Humboldt Park, West Town, East Garfield Park and Near West Side communities. The TIF district was intended to enhance the corridor as a modern industrial and distribution center to address infrastructure repairs, replacement or upgrading. The Kinzie TIF district is set to expire at the end of 2022.

# **Previous Transportation + Infrastructure Initiatives**

Divvy Bikes, the City's shared bicycle system, was launched in July 2013 with 75 stations and 750 bikes. As of early 2020, Divvy has grown to include 600 stations and over 6,000 bikes. There are four Divvy stations in the FMID area: at the Morgan Green/Pink line station, Elizabeth,

and Fulton Market, and along Randolph street at Racine Street and another at Aberdeen Street.

The Vision Zero Action Plan was published by the City in 2017 and outlines the City's commitment and approach to eliminating deaths and serious injuries from traffic crashes by 2026. The crash data gathered from 2010-2014 showed that pedestrians were 12 times more likely to be killed or seriously injured, and bicyclists were five times more likely compared to people in vehicles. The plan identifies the top eight high-crash areas within the city and identifies the Near West side as the second most effected community area that experience significantly higher rates of crashes that cause death and serious injury. These communities account for 36% of fatal crashes, but only 20% of Chicago's area and 25% of the city's population.

The plan identifies goals and initiatives to develop community-led crash reduction plans. The Plan initiative is to set goals and metrics to reduce the number of crashes within the overall community with community input and include public and private stakeholders. CDOT has formed the Vision Zero Operations Group which meets regularly to focus on three main areas: street design treatments that accommodate all members of the community, localized education and awareness efforts to eliminate dangerous driving behaviors, and police involvement driven by community input and support (see Appendix for additional information on the Net Zero Action Plan).

Ride-Share companies such as Uber, Lyft, and Via have had a major impact on how people get around the city. City data illustrates that rideshare use has grown 271% in recent years, with approximately half of the trips starting or ending in the downtown area. Starting in January 2020, the City implemented a new variable to Chicago's Ground Transportation Tax structure that places a premium on single rides and during peak periods when the city faces high levels of gridlock on downtown roadways while offering a decreased rate for passengers opting for shared rides in the neighborhoods. A portion of the generated revenue will be allocated to support public transportation investments to improve the CTA bus operations and the Chicago Department of Transportation (CDOT), including investments in Bus Priority Zones

to improve access for the city's south and west sides, and to enhance transportation accessibility initiatives.

Fulton Market Flex Street is being implemented by CDOT and includes new sidewalks, cobbled intersections, flex street design, full roadway reconstruction, street furniture, lighting, landscaping, and a gateway identifier on Fulton. Phase I is complete and extends from Halsted to Carpenter, Phase II extends from Carpenter to Ogden and is expected to be completed in 2021.

Lake Street Reconstruction from Ashland Avenue to Halsted Street will include roadway resurfacing, roadway reconstruction, geometric updates to align the curb and gutter with CTA Elevated track columns, curb and gutter improvements, ADA improvements, raised crosswalks, drainage improvements, forward compatible bike lane markings, median updates, new light fixtures, and traffic signal optimizations. The reconstruction project design work is nearing completion and construction is anticipated to begin in spring of 2021.

# **Kinzie Industrial Corridor Infrastructure Study**

DPD initiated this study in August 2019 to consider the infrastructure needs to support future development within the area bounded by Halsted Street from the east, Ogden Avenue from the west, Hubbard Street from the north and Lake Street from the south. The goals of the study were to identify existing infrastructure conditions, opportunity sites that are expected to be developed in the future, and to prioritize improvements for the area. Existing public way and real estate conditions were field inventoried in October and November 2019 and mapped in Geographic Information System (GIS) for use as the basis for understanding assets, gaps, and opportunities. The opportunity site analysis considered recent construction, approved, and proposed Planned Developments (PDs), current area market trends, and the overall character context within and adjacent to the study area. Thirty opportunity sites were identified for vacant or under-developed lots in December 2019.

The existing conditions analysis determine a prioritized list of infra-



structure improvements, estimated to cost \$50 million:

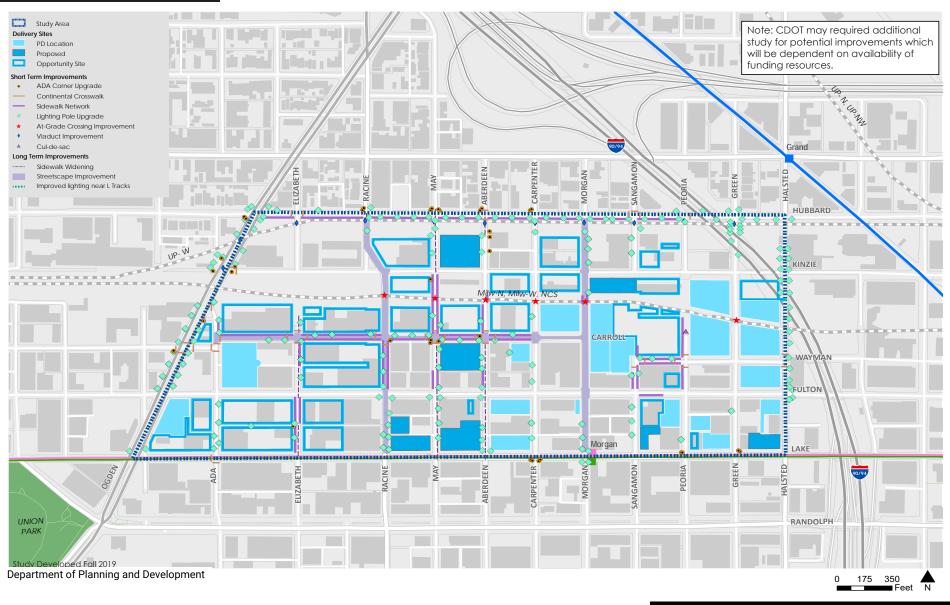
# Short term priorities include:

- 6 at-grade Metra crossing improvements
- install 23 blocks of missing sidewalks
- 43 crosswalk upgrades
- 32 ADA corner upgrades
- 182 light poles replace/upgrade
- add Divvy/bicycle stations

# Longer-term priorities include:

- bury utilities
- viaduct improvements
- select new bike lanes (requires additional study by CDOT)
- select street network and section improvements (requires additional study by CDOT)

# **INFRASTRUCTURE PRIOIRITES** INFRASTRUCTURE POTENTIAL SHORT- / LONG-TERM PROJECTS



The Infrastructure Priorities map from the Kinzie Corridor Infrastructure Study, Fall 2019

## **Community Data and Trends**

# Demographics

Between 2010-2017, the Near West Side community area grew in population by more than 14%, while the whole city only gained 1%. The total population of the Near West Side as of June 2019 was 62,733. The demographics of the population are 41.3% White Non-Hispanic, 28% Black Non-Hispanic, 9.4% Hispanic, and 18.6 Asian Non-Hispanic.

The median household income is \$83,575 and most of the community residents are young professionals between the ages of 20-34, with a bachelor's degree or higher. Although the Near West Side population has grown, the relative household types have remained stable, with almost 46% of the households as one-person households and 36.6% of households as families, and nearly 74% of the housing types are structures that have five or more units. (see Appendix for more information on CMAP)

# **Employment**

DPD conducted an analysis of FMID employment data from 2005-2017 and included the following five job categories: Education and Health Care, Manufacturing, Industrial Services, Office Related Services, and Retail, Hospitality & Entertainment. The data indicates that both manufacturing and health/education jobs have been relatively low and steady in the FMID area, while the other job categories are significantly growing.

Total employment in the FMID grew during this time with Office Related Services the biggest increase in the area. Both sectors for office and retail/hospitality jobs account for nearly 60% of all jobs in 2017. Additional data collection for 2018-2020 and further analyzes will be compiled, once available, to better understand the employment trends and effects of the COVID-19 pandemic impact.

#### Transit

From 2013-2017, about 57.7% of residents in the Near West Side either took transit, bicycled, or walked to work. Based on CTA's Annual Rid-

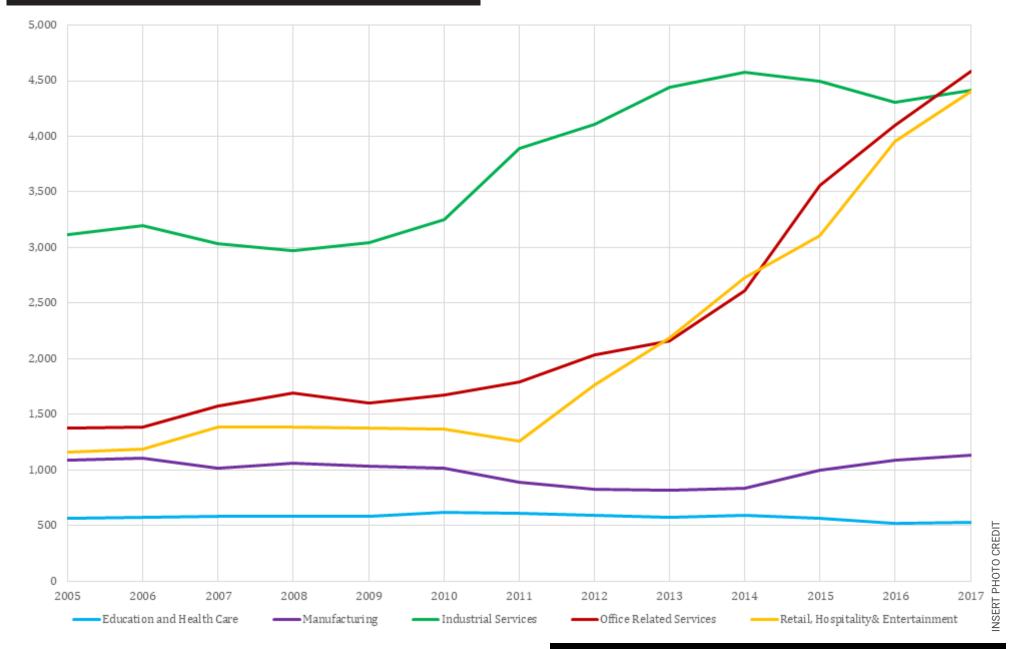
ership Report, the Morgan Station saw an increase in ridership of 5.6% from 2018 to 2019. The total ridership in 2019 for the Morgan station was 1,105,090. Neighboring green line stations also increased in ridership, but not as much, the Ashland station increased by 1.2%.

Despite the high usage of transportation for this community area, bus routes within the FMID saw a mix of ridership increase and decrease in that time frame; the no. 8 Halsted bus increased by 2.0% and the No. 9 Ashland bus declined by -3.6%.

#### Public Schools

The FMID area is primarily served by the Skinner West Elementary School which has 1,246 students, serves a pre-k - 8th-grade student body, 17.3% from low-income families, and is also one of the 10 most diverse schools in CPS. There are three ways to attend Skinner West: the CPS enrollment test, residents within its neighborhood boundaries, or through the CPS lottery (for kindergarten to 5th grades only). James Otis Elementary School is a magnet cluster school whose neighborhood boundary includes the north part of the FMID area between Kinzie and Hubbard Streets. The school offers a comprehensive language program in Spanish, Italian, and Latin and has a student population of 342 and 85% of the student population are from low-income families. Enrollment at Skinner West at 86% were categorized by CPS as "efficient" and enrollment at Otis was 49% and categorized as "underutilized". Wells Community Academy High School is the neighborhood CPS school that serves the FMID area, and 91% of its student population are from low-income families. Enrollment at Wells Community Academy is low, with only 332 students at 26% capacity, and is categorized as "underutilized" by CPS. Whitney Young High School is located south of the FMID along West Adams street and is a Selective Enrollment school and has 2,190 students, serving a 7-12 grade student body, 35.8% from low-income families. Enrollment at Whitney Young High School was at 106% and categorized as efficient by CPS (efficient is from 70% to 110%). Other nearby CPS high schools include Ogden International, Noble-Rauner, and Noble-Golder, all of which select students by CPS lottery. (see Appendix for more information on CPS)

# **Employment in the FMID by Sector, 2005-2017**



The 2014 FMID plan illustrated how zoning changes for residential uses were inompatible with the industrial corridor.

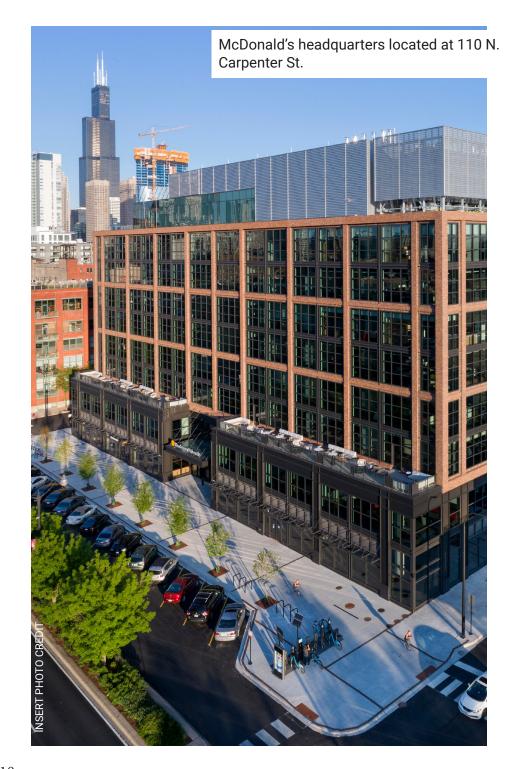
#### Market Area

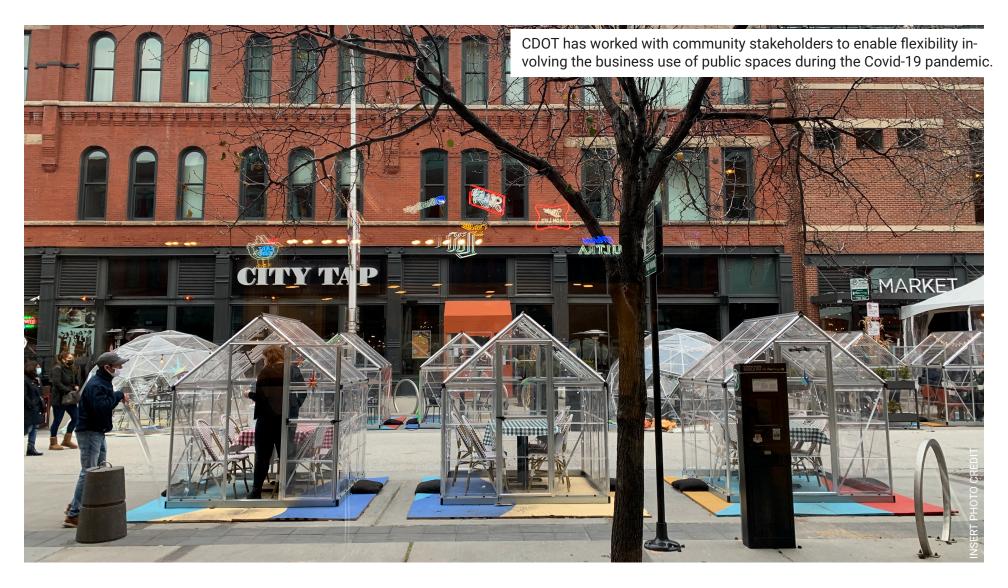
Since the 2010s, according to DPD's Kinzie Industrial Corridor Infrastructure Study, the Fulton Market Area and West Loop sub-markets have accounted for 70% of all Central Area office development. The need for large office floor plates, the high cost of renovating existing office space, and the lack of development sites in the Central Business District of the Loop have pushed developers to look at the FMID area. The FMID area has seen tremendous growth in new development consisting of 8.1 million square feet of commercial and office space in high-rise developments. Additionally, a total of 1,702 hotel keys and 3,801 residential units have been approved, completed, or under construction in the FMID since 2014.

However, due to the COVID-19 pandemic, the vacancy rates for office, retail and hotel business has been greatly impacted in Chicago and in many cities worldwide. Occupancy at Chicago hotels was below 20% as of mid-June 2020. The City's downtown apartment occupancy rate is down 89.2% in the second quarter of 2020. Cushman and Wakefield reports that in Q3, the FMID area had an overall office vacancy rate of 21%, the highest rate in the downtown submarket areas.

To assist businesses and residences from the impact of the pandemic, Chicago issued a Recovery Task Force Report and DPD set up a small business resource guide that provides information on available resources. CDOT has been working closely with restaurants to provide outdoor dining within the public way, as shown along Randolph and Fulton Market streets.

The City continues to look for ways to address the impact of the pandemic on the overall economy. For DPD, this has meant gathering stakeholders to discuss their concerns, reviewing private development proposals and selling City-owned land as quickly as possible, updating outdated land use plans to provide more flexibility for growth, utilizing more funds for programs like Small Business Improvement Fund, Neighborhood Opportunity Fund, Adopt-A-Landmark Fund, and streamlining the process for creating Special Service Areas for neighborhood chambers of commerce.

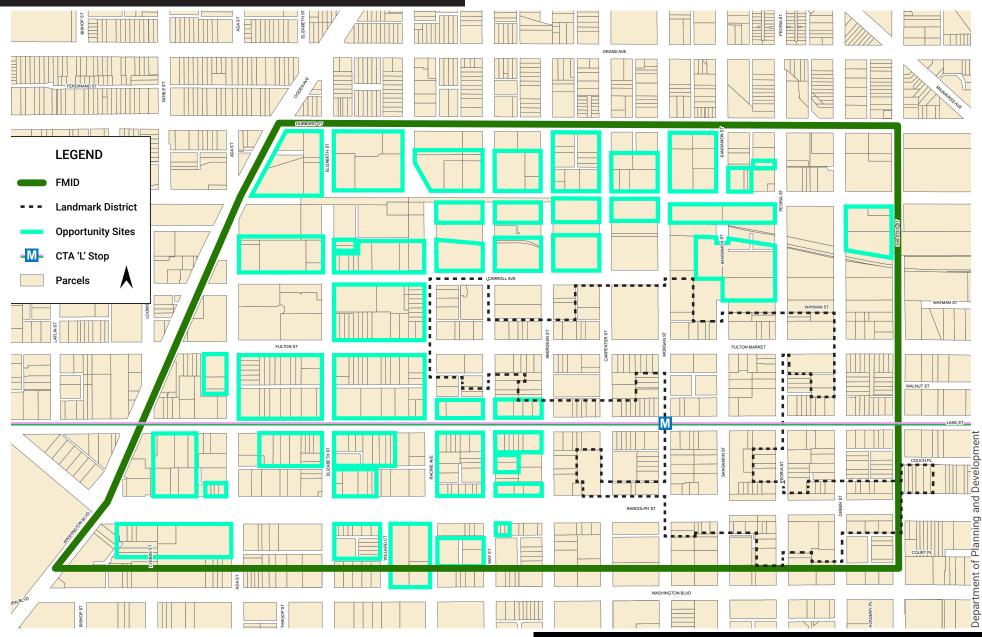




### Land Values

Land values within the FMID have increased rapidly in recent years and continue to grow, even during the pandemic. For example, the former El Cubano's Wholesale Meats company property at 914-26 W. Fulton Market was reportedly purchased for \$1.55 million in 2000 and sold for \$14.5 million in 2016. More recently, another property at 1201 W. Fulton Market was reportedly purchased for \$2.7 million in 2014 and sold for \$20 million in 2020.

# **Opportunity Sites, 2020**



This map illustrates which parcels of land are anticipated for future development.

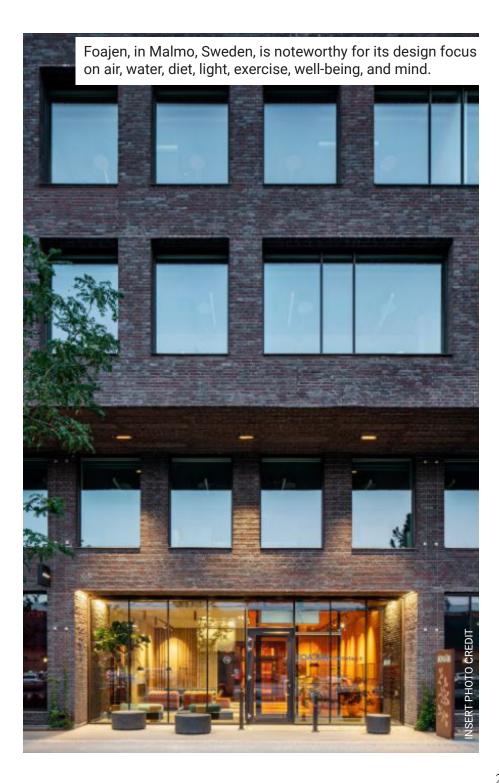
# **Opportunity Sites**

Since the FMID Plan was adopted in 2014, many of the original whole-salers and industrial users have relocated their businesses elsewhere in Chicago, to be closer to their employees and to expand their business operations. A handful of recent relocations are briefly described below.

- •Once located at 926 W. Fulton Market, El Cubano Wholesale Meats company relocated its wholesale business operations and fleet of trucks to 5275 S. Archer Ave. within the Stevenson Industrial Corridor. Since 1985 El Cubano distributes wholesale meats to their customers across the greater Chicagoland area.
- •The Cougle Food company originally established in 1925 at 345 N. Aberdeen St. recently moved to 2641 S. Ashland Ave. The new 37,680 SF facility located within the Pilsen Industrial Corridor/PMD 11 will house food processing and distribution operations, an employee welfare area, and office space. The facility will include multiple loading docks and employee parking lot. The company processes and distributes poultry products throughout the Midwest.
- •Amity Packing Company is a beef and pork processing plant originally located at 210 N. Green St. since 1974. The site is now home to a WeWork co-working space and a brewery and restaurant. In 2014, the company relocated to 4220 S. Kildare to the Archer Heights neighborhood on the city's southwest side. This continues a trend of previous Fulton Market companies relocating to other industrial areas of the city. (see Appendix for more information on Economic Development)

This is a quickly evolving area, with many opportunity sites already purchased by a handful of developers and multiple parcels still for sale for future redevelopment. In December 2019, the Kinzie Infrastructure Study identified 30 opportunity sites between Lake and Hubbard and between Halsted and Ogden, which if fully developed would add approximately 10 million square feet of new uses. (See opposite page)





# **SECTION 3: GOALS & STRATEGIES**

The 2014 FMID plan included seven key actions related to land uses, neighborhood scale, partial PMD removal, design, infrastructure, food-related themes, and historic preservation. Given many of the industrial uses have since relocated and the quantity of opportunity sites in FMID, the 2014 land use recommendations are no longer applicable. In understanding the existing conditions, market trends, and in support of guiding the implementation of future public and private projects in the FMID area, the following new goals and strategies have been identified.

# 1 Promote Mixed-Use Developments

Create pedestrian-friendly streets and sustainable open spaces consistent with design excellence and urban design best practices and provide more affordable housing options.

Strategy 1.1: Allow New Residential Uses North of Lake Street

Strategy 1.2: Affordable Housing Ordinance Update

Strategy 1.3: Provide City-Supported Affordability

Strategy 1.4: Promote Equity, Diversity, and Resiliency

Strategy 1.5: Open Space Opportunities

Strategy 1.6: Expand Boundary of the West Loop Design Guidelines

Strategy 1.7: Design Excellence Principles

# 2 Improve Access for all Transportation Modes

Promote alternative modes of transportation and improve traffic circulation with infrastructure and transit improvements using both private and public resources.

Strategy 2.1: Infrastructure Coordination

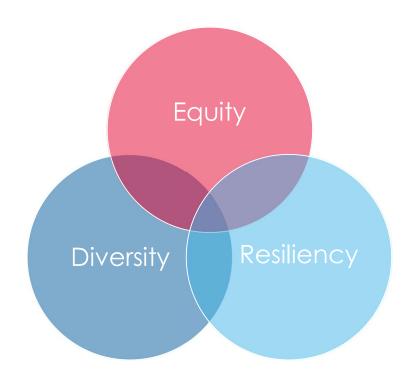
Strategy 2.2: Prioritize Pedestrian Safety and Experience

Strategy 2.3: Improve Multi-Modal Transit Options

# 3 Protect and Enhance Historical and Cultural Assets

Continue to support the Fulton
Randolph Market Landmark District
and other historic assets and
encourage events and public art as
part of private and public development.

Strategy 3.1: Encourage Adaptive Reuse Strategy 3.2: Promote Food, Arts, and Culture



# **Goal #1: Promote Mixed-Use Developments**

Create pedestrian-friendly streets and sustainable open spaces consistent with design excellence and urban design best practices and provide more affordable housing options.

## Strategy 1.1: Allow New Residential Uses North of Lake Street

Given changing land uses in the FMID with continued low levels of manufacturing-related jobs and demand for high-density, mixed-use development close to downtown, it is recommended that the City should promote mixed-use developments, including allowing residential uses north of Lake Street. Mixed-use developments will foster a pedestrian-friendly environment as more residents will be able to walk to restaurants and commercial/retail spaces. Providing residential uses to be mixed with commercial and other retail uses will create a more vibrant dynamic environment, with users in this area 24 hours a day, seven days a week.

# Strategy 1.2: Affordable Housing Ordinance Update

In October 2019, the Department of Housing (DOH) created an Inclusionary Housing Task Force composed of local community-based housing advocates, developers, and policy experts. In September 2020, this task force issued a report that outlines potential policy changes and provides recommendations for policies that will improve and reshape the city's current affordable housing landscape:

- An equitable inclusionary housing policy needs to meet the needs of low-income, Black and Latinx Chicagoans.
- The ARO should deliver units where they are most needed while offering developers more flexibility, prioritizing inclusion at the community and citywide level.
- For Chicagoans with disabilities, "inclusionary" housing must be both accessible and affordable.
- The ARO should continue to recognize different market conditions across the city.
- The ARO should offer meaningful incentives to allow developers to meet affordability requirements.
- Chicago has a fundamental need for more affordable housing funding, especially if changes to the ARO lead to less revenue from in-lieu fees.
- The process by which ARO units are leased should be transparent, efficient, and equitable.

Based on the report's recommendations, DOH is continuing to engage with various stakeholders and expects to submit a new citywide ARO ordinance by end of 2020 or early 2021.

NSERT PHOTO CREDIT



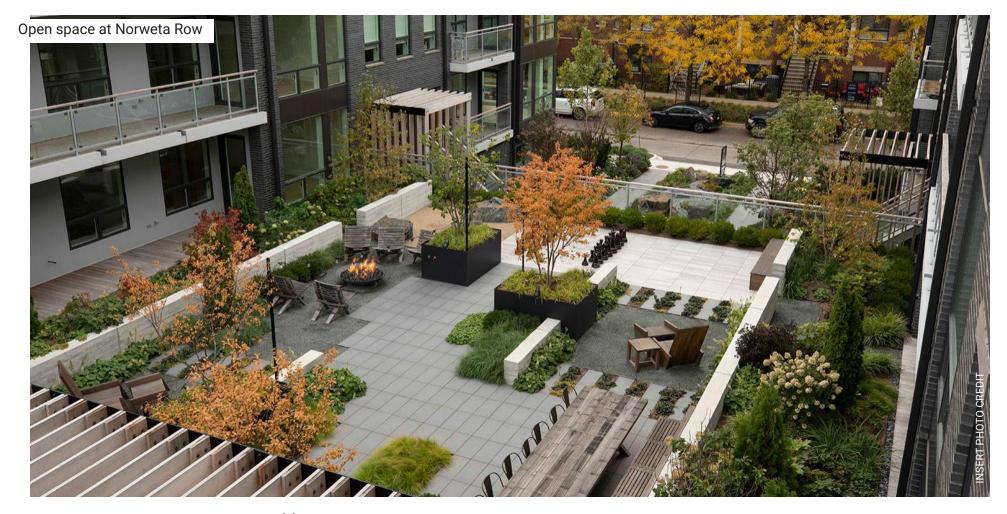
# Strategy 1.3: Provide City-Supported Affordability

Above and beyond the new ARO requirements that would be effective citywide, the City is committed to providing a menu of affordable options to support the creation of a mixed-income community that exceeds the goals of the ARO alone. The current Near North ARO Pilot has a 20% affordable requirement. For the FMID area north of Lake Street, the City hopes to achieve a goal of 30% affordability. Given current market conditions, the City expects that targeting a higher number of affordability will require a menu of public assistance outlined in the implementation Section 4 of this document.

# Strategy 1.4: Promote Equity, Diversity, and Resiliency

Affordable housing is just one aspect of a livable community. Public and private developments also should address broader issues that have plagued Chicago for decades, especially equity, diversity, and resiliency. For large private developments, the City has already established affordable minimums for all Planned Development projects with the ARO

requirements, implemented an executive order to target hiring of 26% minority-owned businesses and 6% women-owned businesses, and established a Sustainability Matrix. These policies and ordinances are frequently re-evaluated and updated in furtherance of these goals, and to address market changes. The ARO is expected to be revised in early 2021 and the DPD Sustainability Matrix is also to be updated in 2021. This past summer 2020, Chicago unveiled its "We Will Chicago" three-year, citywide planning initiative under Mayor Lori E. Lightfoot that will encourage neighborhood growth and vibrancy while addressing social and economic inequities that impair Chicago's legacy as a global city. As the first citywide plan of its type since the "1966 Comprehensive Plan," We Will's guiding principles will be refined in the coming months, with equity, diversity and resiliency serving as three initial fundamental goals.



# Strategy 1.5: Open Space Opportunities

To create a community where people want to live, it is critical to provide high-quality open spaces as part of the pedestrian and resident experience. The FMID area is envisioned to have a coordinated system of linear parks, landscaped rights-of-way, and pocket parks to serve the needs of future residents and employees, and to help unite the various parts of the community. (see Open Space Opportunities map in Appendix)

• Union Park is the park closest to FMID and totals 13.77 acres and features baseball fields, a swimming pool, a playground, a basketball court, a multi-sport athletic field, tennis courts, and a historic

fieldhouse that houses a gymnasium, fitness center, a theater room, and meeting rooms. Future park improvements should include a variety of gathering areas and seating options, a dog park, improved lighting, and integrating sculptural forms and artwork with these improvements, like the popular features of the Mary Bartelme Park in the West Loop. A potential, long-term improvement could involve the re-routing of Washington and Warren boulevards so they do not bisect the park.

• Artists and residents in the community have worked for years to improve the south part of Hubbard Street into a linear art park with a mile-long stretch of artistic murals along the Union Pacific train



embankment walls. It is envisioned as a signature destination experience that stretches from the future North Branch transitway from the east to Ashland Avenue from the west with landscaped green spaces, light fixtures and safety enhancements, and pedestrian and protected bicycle pathways.

- The privately-owned parcels flanking Carroll Avenue are all opportunity sites with future development projects, and this right-of-way experiences frequent flooding from storms. These development projects should be coordinated to provide a linear landscaped experience, to enhance the pedestrian experience and to assist with stormwater management.
- CDOT has already started a feasibility study to improve Randolph Street to consider multiple modes of transportation, adjacent land uses, opportunities for new public spaces, reconfiguration of the street, and connections to the surrounding street network. The key issues the study will focus on are safety, congestion, curbside management, bicycle infrastructure, pedestrian experience, and sense of

safety. CDOT initiated the community engagement process on June 25, 2020, and additional community meetings are anticipated in late fall 2020 and early 2021.

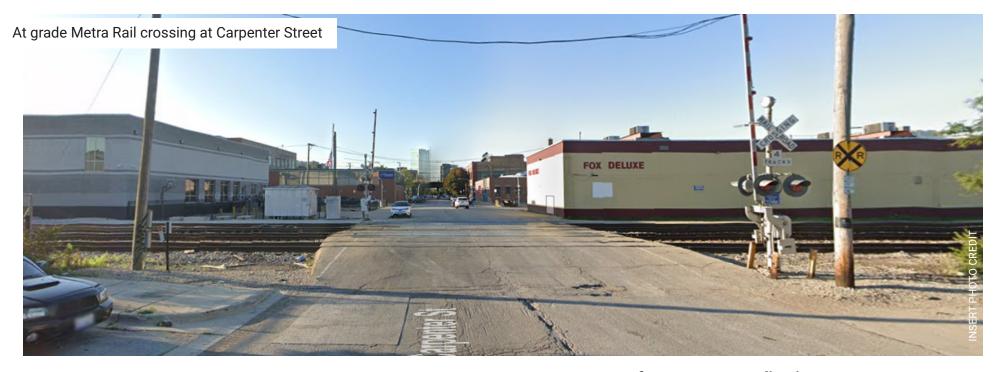
- Given the many large opportunity sites, some of which are expected to be an entire block, developers will be encouraged to provide pocket parks, dog parks, and other ground-floor open space amenities accessible to the public.
- Ogden Avenue and Racine and Morgan Streets should provide a wide pedestrian parkway or promenade to connect Union Park to the linear parks that will be developed along Hubbard, Carroll, and Randolph Streets.

# Strategy 1.6: Expand Boundary of the West Loop Design Guidelines

The West Loop Design Guidelines (WLDG) boundary adopted in 2017 spans from Carroll Avenue to the north, to Insterstate 290 to the south, and from Ashland Avenue to the west and Interstate 90/94 to the east. The guidelines promote creative building design and high-quality urban design. To maintain a consistent design standard throughout the FMID area, it is recommended that the entire FMID area, including the portion from Carroll Avenue to Hubbard Street, utilize the West Loop Design Guidelines to guide future development. (see West Loop Design Guidelines map in Appendix)

# Strategy 1.7: Design Excellence Principles

Since 2019, DPD has engaged in several efforts to formalize the department's commitment to a high-quality built environment that celebrates and enhances Chicago's unique architectural and urban design legacy. DPD has been engaging with a Design Excellence Working Group to answer the question: how do we engender a culture that values design excellence in everyday life? With that question in mind, the working group developed 10 guiding principles and spanning five key themes that will be considered for future redevelopment of FMID area for both public and private projects:



- 1. Equity: fair treatment, targeted support, and prosperity for all citizens
- 2. Innovation: creative approaches to design and problem-solving
- 3. Sense of Place: celebrating and strengthening the culture of our communities
- 4. Sustainability: committing to environmental, cultural, and financial longevity and
- 5. Communication: fostering design appreciation and responding to community needs.

# **Goal #2: Improve Access for all Transportation Modes**

Promote alternative modes of transportation and improve traffic circulation with infrastructure and transit improvements using both private and public resources.

# Strategy 2.1: Infrastructure Coordination

The FMID area has significant public infrastructure issues as outlined in the Kinzie Infrastructure Study. Some of this infrastructure work will be led by the public agencies, such as the at-grade Metra crossing improvements, but much of the work will be incorporated as the private developments are proposed within the area. Applicants will continue to be required to provide any needed improved sidewalks, crosswalks, ADA corners, light fixtures, traffic signaling, and underground utilities around their property. To ensure coordination of underground utilities and services for future developments, applicants will be required to submit plans, as early as 30% Design Phase, for review with CDOT's Office of Underground Coordination (see Appendix for more information on Utilities).

# Strategy 2.2: Prioritize Pedestrian Safety and Experience

In addition to installing all of the missing sidewalks, improving cross-walks, and ADA corner upgrades, a few significant improvements in the FMID area require more coordination among several departments and agencies such as the train crossings and the viaducts just south of



Hubbard Street. The six at-grade Metra crossings at Green, Morgan, Carpenter, Aberdeen, May, and Racine Streets have over 200 trains traversing these crossings each weekday and need safety and signaling improvements. CDOT, DPD, and Metra have been meeting regularly to coordinate these at-grade crossing improvements, and \$850,000 in Kinzie TIF funds for design and engineering of the crossing improvements have been secured. Developer contributions for parcels abutting and near the train tracks are already being collected to fund these crossing improvements. The viaducts along Hubbard Street are also unsightly and dark, posing safety concerns. Each viaduct should be improved as part of the experience of the signature linear open space park, incorporating artistic lighting, art, and safety features.

# Strategy 2.3: Improve Multi-Modal Transit Options

Traffic congestion in the FMID is an ongoing concern, especially along West Lake Street during peak commuting hours, and needs to be closely monitored. Given the proximity of the CTA transit station, bus and bike routes, it is expected that a majority of new residents will take these modes of transportation to work rather than a vehicle, in line with the data for the broader community area. Based on CMAP data from 2019, approximately 57% of residents in the area travel to work via transit, bike, or walking.

• Bike Lanes: CDOT has identified the need to improve bike lanes

along Hubbard Street and to install bike lanes to fill in missing gaps along popular bike routes at Halsted and Ogden Streets. New lanes should be added along Randolph Street and Racine Avenue. Adding new lanes requires additional study and often means reconfiguration of the existing street section.

- E-Scooter Pilot: CDOT has granted permission to three shared e-scooter companies to operate in the 2020 e-scooter pilot: Bird, Lime and Spin. Each company has been allowed to deploy up to 3,333 scooters throughout the City of Chicago for a total of 10,000 scooters citywide, except for select restricted areas. The FMID area is just west of the restricted area which starts east of Halsted and extends to the lakefront. The City will use the 2020 pilot to better understand how shared e-scooter operations function in Chicago, to have conversations with and receive feedback from residents, and to help determine if the service should be permitted to operate in Chicago in the future.
- New Metra Station: CDOT has already procured consultant services to study the proposed location, feasibility, and potential funding sources for a new Metra in-fill station to serve this area. The new Metra station is expected to spur development of new office buildings and would provide reverse commute transit options for new residents in the West Loop. The station would also create a new TOD area on the western end of FMID. The construction and timing of a new Metra in-fill station is dependent on Metra's A-2 interlocking bottleneck improvement project in this corridor. Engineering for Metra's A-2 interlocking project is underway and will incorporate findings from CDOT's feasibility study. This will reserve the physical space needed to accommodate a potential in-fill station as Metra's A-2 interlocking project moves further into engineering.

# Goal #3: Protect and Enhance Historical and Cultural Assets

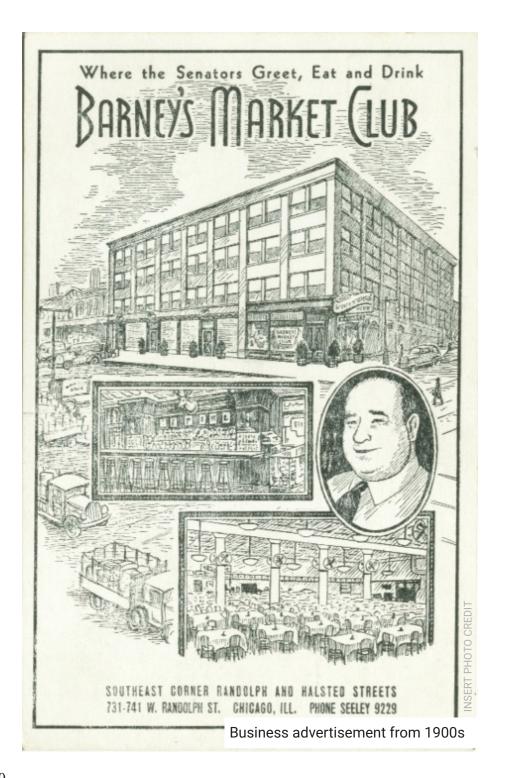
Continue to support the Fulton Randolph Market Landmark District and other historic assets and encourage events and public art as part of private and public development.

## Strategy 3.1: Encourage Adaptive Reuse

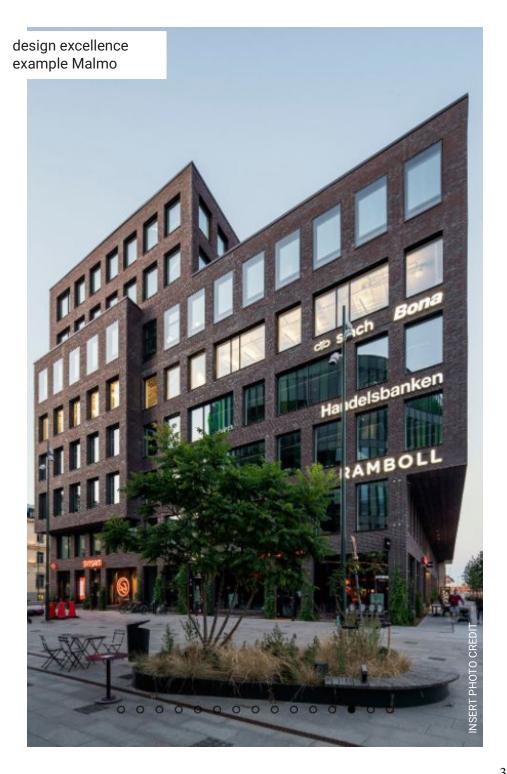
Part of the appeal of the FMID area is its urban authenticity. The layers of history and the narrative of this area are told through the historic industrial building stock, the many loading docks, the long metal canopies, the train tracks, rail embankments, and viaducts. In addition to the contributing buildings in the landmarked Fulton Randolph Market district, DPD previously identified nine character buildings in the Kinzie corridor east of Ogden. These character buildings should be maintained or adaptively reused to retain the area's authenticity and to support an interesting dynamic between old an new buildings. The landmark district map and the character building map and address list are provided in the Appendix.

# Strategy 3.2: Promote Food, Arts, and Culture

There is already a strong food, arts, and culture scene in the FMID, with multiple food festivals throughout the year and murals seemingly around every block. Among the first to establish their businesses in this community were chefs and restauranteurs. However, just like restaurants throughout the country, many here have been badly impacted by the current pandemic. This past summer, CDOT worked quickly to provide permits to allow outdoor dining along both Randolph and Fulton Market Streets, and DPD set up a small business resource guide to assist businesses with available funding and support. This has been, and continues to be, a very difficult time for these small businesses, and the City continues to look for ways to provide support and to advocate for more financial assistance at the federal level. When health restrictions can be lifted, food and art festivals can bring the community and visitors together once again. Chicago's Department of Cultural Affairs and Special Events (DCASE) is continuing to provide annual grants and initiatives for artists and non-profit organizations. The individual artist grant awards range from \$850-10,000 for Chicago-based artists. The City Arts Program provides operating grants, ranging from \$20,000-\$25,000, for large and small arts and culture organizations.







# **SECTION 4: IMPLEMENTATION**

Like any urban planning initiative, the coordination of logistics, resources, and manpower results in varied timelines. To accommodate this, the implementation of the plan has been divided into short-, medium- and long-term scenarios.

# **Short Term Implementation (1-3 months)**

# **Zoning Ordinance Modification (DPD)**

After the FMID Plan Update is adopted by Chicago Plan Commission, the Kinzie Industrial Corridor Overlay Ordinance will be revised to allow for residential uses within the overlay boundary. Other options to modify the zoning ordinance on a citywide level will continue to be evaluated, for example to align with other citywide initiatives such as e-TOD and ARO.

# Planned Development (PD) Projects (DPD)

The purpose of PDs are to encourage unified planning and development, to promote economically beneficial development patterns that are compatible with the character of existing neighborhoods, to ensure a level of amenities appropriate to the nature and scale of the project, and to allow flexibility in application of selected use, bulk, and development standards in order to promote excellence and creativity in building design and high-quality urban design.

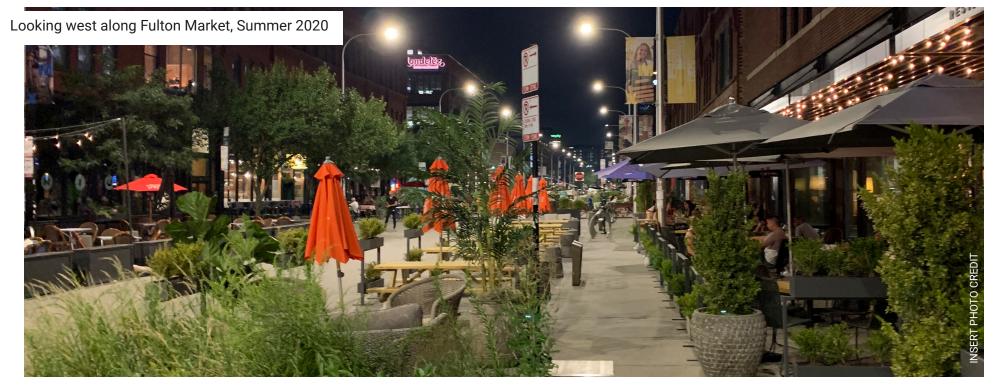


After the zoning ordinance is updated to allow for residential uses in the KCO boundary, projects proposing new residential units in the FMID area will still need to change their underlying zoning to a DX zoning district to a planned development, which requires approval by the City Council. After an approved zoning change, the applicant will provide Open Space Impact Fees and will need to meet the Affordable Requirements Ordinance before their project can be constructed. Given existing public school data and traffic congestion issues, for Planned Development applications that include a large amount of new residential units, the applicant will be required to provide a Traffic and Parking Study and a School Impact Study, if deemed necessary by DPD, as part of their requested zoning change. These applicants will also be required to incorporate public way improvements to provide a high-quality pedestrian experience and to improve connectivity within the area, following the strategies outlined in this plan. Alternative modes of transportation will be prioritized in consideration of expected parking demands. Furthermore, projects that require review by the Chicago

Plan Commission will be expected to incorporate design excellence in building design, building siting, form, material quality, and landscaping, consistent with zoning code standards, guidelines, and departmental policies. Developers will need to reduce the apparent bulk of their buildings with urban design best practices per the West Loop Design Guidelines.

DPD will continue to strive to balance growth in the FMID area considering the significant amount of opportunity sites in this area and its immediate context. For projects within FMID requesting high densities (for example FAR of 5 or 7), the following factors will be considered in DPD's evaluation:

• Compliance with the West Loop Design Guidelines, particularly in providing adequate setbacks and transitions in scale to the landmark district and to existing smaller scale residential neighborhood context north of Hubbard and south of Randolph.



- Impact to traffic congestion, particularly concerning the sites near street network limitations such as the at-grade train tracks and the viaduct.
- Impact to community services such as neighborhood schools, affordability, and open spaces.
- High-quality architectural design.

In keeping with the goals of this plan, projects will continue to be able to utilize air rights from adjacent privately-owned and publicly accessible open spaces, from adjacent character buildings that are being protected and rehabilitated, and from adjacent railroad air rights (all parcels included in PDs require ownership support).

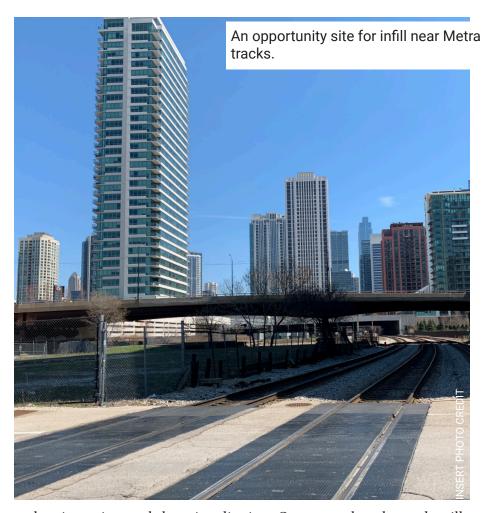
# **Update to the Affordable Housing Ordinance (DOH)**

In early 2021, DOH will submit an update to the 2015 ARO based on the recommendations from the Inclusionary Housing Task Force. The updated ARO is expected to deliver units where they are most needed, while offering developers more flexibility.

# Pedestrian (P) Street Study for West Fulton Market and West Randolph Street

West Fulton Market and West Randolph Street are lined with small-scale, ground-floor retail, restaurants, and hospitality-orientated businesses. Portions of each street are popular destinations for restaurant-goers (foodies) and pedestrian-orientated shoppers. In early 2021 DPD will undertake a study to identify portions of West Fulton Market and West Randolph Street as potential P-Streets.

The intent of the P-Street designation is to preserve and enhance the character of streets and intersections that personify best examples of



pedestrian-orientated shopping districts. Once complete the study will provide recommendations on which portions of West Fulton and West Randolph Streets meet the criteria for P-Street designation. Once the designation is established, proposals for new construction or rehab or reuse of existing structures with non-residential uses may reduce parking requirements by up to 100 percent and proposals for residential uses may reduce parking requirements by up to 100 percent via a special use, Type 1 Zoning Map Amendment, or through a Planned Development. For properties located along the P-Street the required distance to achieve a parking reduction from a CTA or METRA station entrance or a CTA bus line corridor is increased from 1,320 feet to 2,640 feet.

# Medium to Long Term Implementation (3 months – 2 years)

# Financial Resources (DPD)

The Kinzie TIF is expiring at the end of 2022. To provide the funding assistance needed for infrastructure improvements, open spaces, and affordable housing units, a potential extension and use of other city, state and federal infrastructure funding will be considered. If an extension is approved at the State level, then the TIF would require a major amendment approval by City Council, a process that would take about a year.

# Metra Crossing Improvements (CDOT + DPD)

Funding for the design and phase 1 engineering for the six at-grade Metra train crossing improvements has already been secured, utilizing \$850,000 of TIF funds. Once the phase 1 engineering is complete, a combination of developer contributions, Local Impact Fees, TIF (if an extension is approved), and City and Metra capital funds can be used to cover the construction costs of this critical safety issue for the FMID area.

# City-Supported Affordability for FMID (DOH)

The existing Near North ARO Pilot is set to expire at the end of 2020. The city will extend the Near North ARO Pilot for one year, through the end of 2021, allowing additional time to find funding sources and for appropriate planning. DOH will encourage residential developers to apply for public financial assistance to include more affordable housing units within FMID, above and beyond the new ARO requirements. Funding assistance in the form of 4% and 9% Low Income Housing Tax Credits, CHA housing vouchers, IHDA funds, and funds from the ARO in-lieu fees can be used to assist in the cost of delivering affordable units to the FMID area.

# **Promote Joint Developments (DPD + DOH)**

To best leverage cost sharing, open space stewardship, and equitable development, the City will promote joint developments between market-rate developers to partner with affordable housing developers,

Existing conditions along West Hubbard Street.



CHA, and open space non-profit groups like NeighborSpace. This type of joint development is being promoted by other cities like Los Angeles, as identified in the report Pathway to Parks & Affordable Housing Joint Development.

# **Hubbard Street Improvements (DPD + CDOT)**

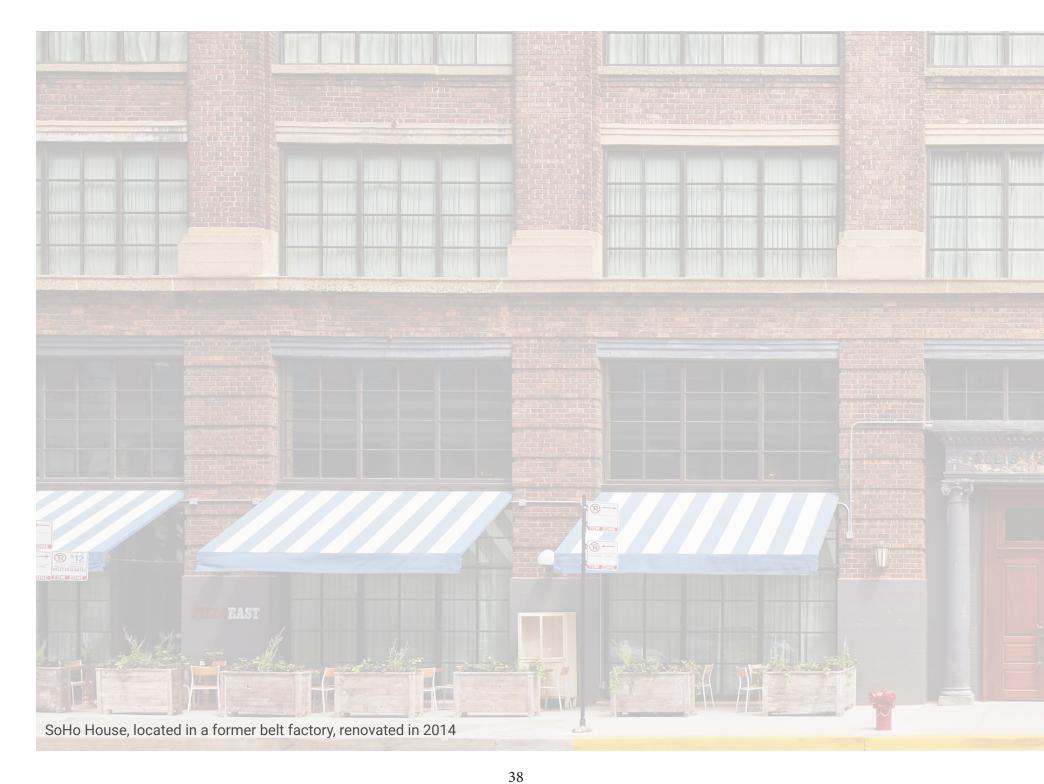
Pending the updated FMID plan's adoption, funds can be secured to begin design and engineering for the Hubbard Street improvements, to provide a wider green landscaped open space, a safely lit pedestrian pathway, protected bicycle lanes, and improved viaducts (see existing conditions and conceptual renderings). After engaging the community in the design process, and once the phase 1 engineering drawings are complete, a combination of developer contributions, TIF (if an extension is approved), Open Space Impact Fees, and Local Impact Fees can be considered to cover the construction costs of this signature linear art park connecting the FMID area to other communities. A maintenance revenue stream and a stewardship program will need to be developed, from partnerships with local property owners, artists, residents, community organizations, and with assistance from non-profit groups such as NeighborSpace.

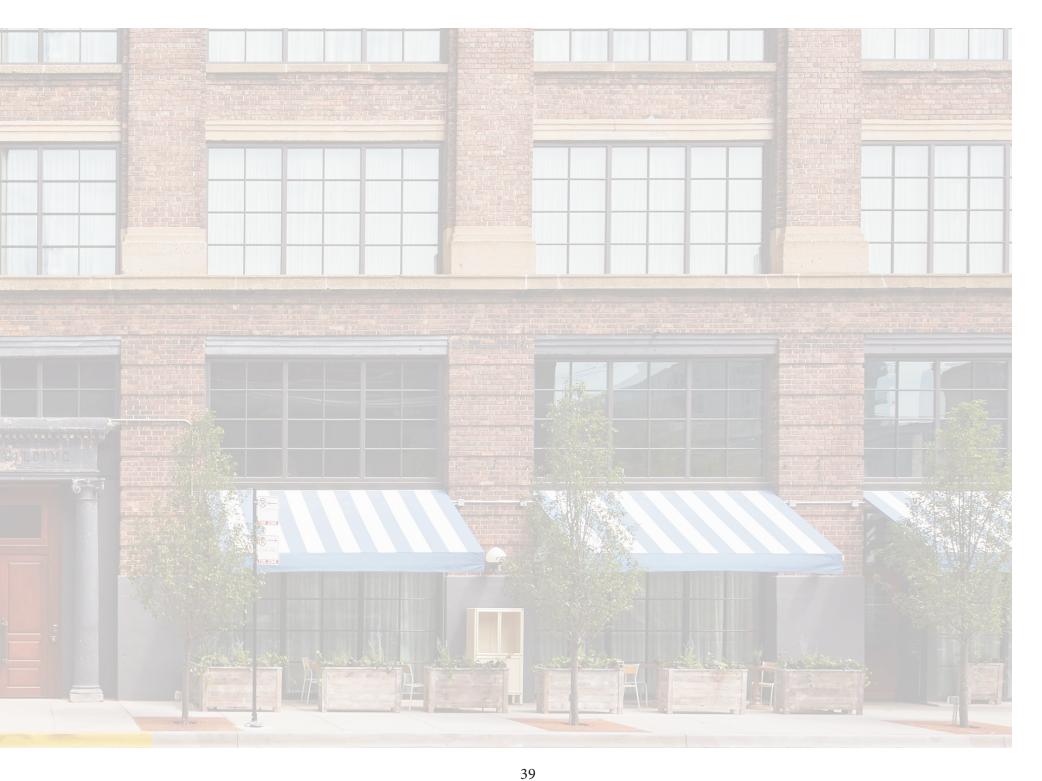


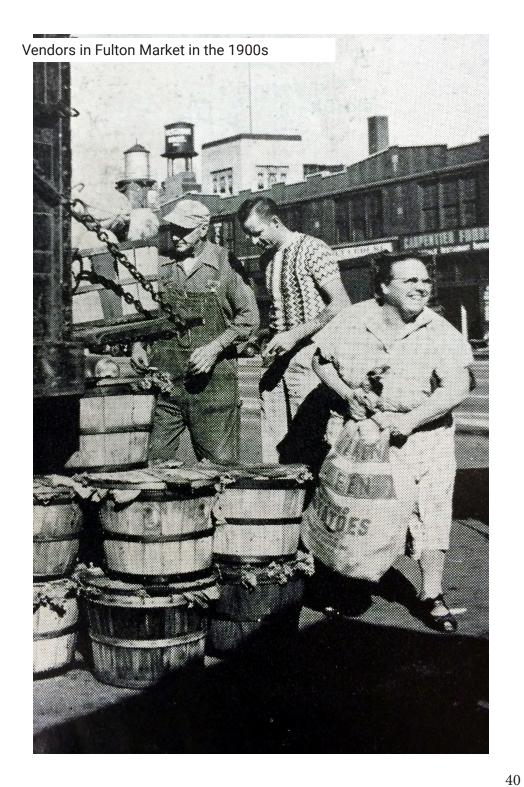


Union Park Improvements (Chicago Park District + DPD + CDOT)

DPD will work with the Chicago Pak District and the Union Park Advisory Council in finding resources to fund the design and implementation of future park improvements. For the potential re-routing of Washington and Warren boulevards from their current routes through the park as a way of creating more greens space, consultant services would have to be procured and financed for long-term consideration.







**APPENDIX**Referenced resources may be found on the following pages.

## REFERENCED WEBSITES

#### HOUSING

#### **Near North ARO Pilot:**

https://www.chicago.gov/content/dam/city/depts/dcd/general/housing/Near\_North\_Near\_West\_Pilot\_4.18.pdf

#### **ARO Numbers Dashboard**

https://public.tableau.com/profile/chicagodoh#!/vizhome/ChicagoAffordableRequirementsOrdinanceDashboard/ARODashboard

#### Additional details on ARO

https://www.chicago.gov/city/en/depts/doh/provdrs/developers/svcs/aro.html

## **Inclusionary Housing Task Force Staff Report**

https://www.chicago.gov/content/dam/city/depts/doh/ihtf/doh\_ihtf\_report.pdf

#### **TRANSPORTATION**

## **Divvy Map**

https://member.divvybikes.com/map/

## Net Zero Action Plan p.30

 $https://secureservercdn.net/198.71.233.109/8gq.ef1.myftpupload.com/wp-content/uploads/2016/05/17\_0612-VZ-Action-Plan\_FOR-WEB.pdf$ 

## Net Zero Action Plan p.32

 $https://secureservercdn.net/198.71.233.109/8gq.ef1.myftpupload.com/wp-content/uploads/2016/05/17\_0612-VZ-Action-Plan\_FOR-WEB.pdf$ 

## **Chicago's Ground Transportation Tax**

 $https://www.chicago.gov/city/en/depts/mayor/press\_room/press\_releases/2019/october/NewRegulations Ease Traffic.html. The property of the pro$ 

## CTA's Annual Ridership Report

https://www.transitchicago.com/ridership/

#### **DEMOGRAPHICS**

## **CMAP - Community Data Snapshots**

https://www.cmap.illinois.gov/data/community-snapshots

(continued)

# **REFERENCED WEBSITES (continued)**

#### **SCHOOLS**

#### **CPS School Data**

https://www.cps.edu/services-and-supports/school-facilities/facility-standards/

#### **COVID-19 RESOURCES**

## **Chicago Recovery Task Force Report**

https://www.chicago.gov/city/en/sites/covid-19/home/covid-19-recovery-taskforce.html

#### **DPD Small Business Resource Guide**

https://www.chicago.gov/city/en/depts/dcd/provdrs/ec\_dev/svcs/covid-19-pandemic--small-business-resource-guide.html

## **ECONOMIC DEVELOPMENT**

#### 1201 W. Fulton Market

https://www.chicagobusiness.com/commercial-real-estate/chicago-developer-eyes-apartments-fulton-market

#### Wholesale company relocations

https://www.chicagotribune.com/business/ct-biz-fulton-market-meat-packers-20180703-story.html

## DEPPARTMENT OF PLANNING AND DEVELOPMENT (DPD)

## We Will Chicago

https://wewillchicago.com/

#### **Design Excellence**

https://www.chicago.gov/city/en/depts/dcd/supp\_info/design-excellence.html

#### **UTILITIES**

## Office of Underground Coordination (OUC)

https://www.chicago.gov/city/en/ depts/cdot/provdrs/construction\_information/svcs/office\_of\_undergroundcoordination.html

#### ARTS AND CULTURE

#### **Artist Grants**

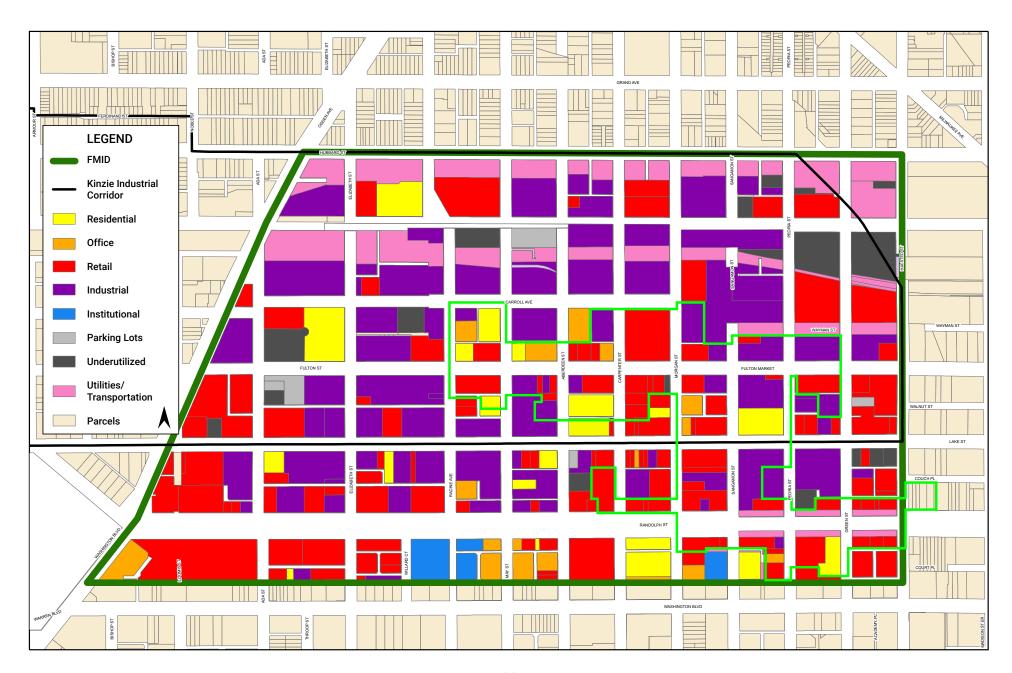
https://www.chicago.gov/city/en/depts/dca/culgrants.html

#### **City Arts Program**

https://www.chicago.gov/content/dam/city/depts/dca/Grants/cityartsguidelinespacket20.pdf

## 2015 Land Use

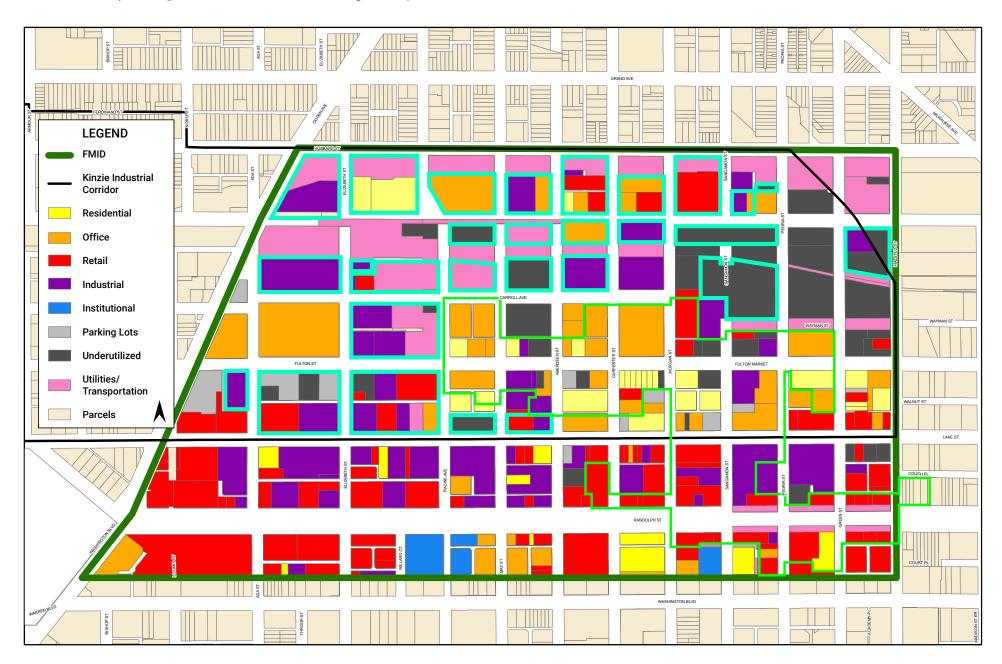
This data shows land uses based of data gathered by the Chicago Metropolitan Agency for Planning (CMAP).



## **Opportunity Sites and Land Use**

The illustrated Land Uses are from both the 2018 data set (generally the are within the Kinzie Industrial Corridor Boundary that is within the FMID study area update) and the 2015 data set (generally between

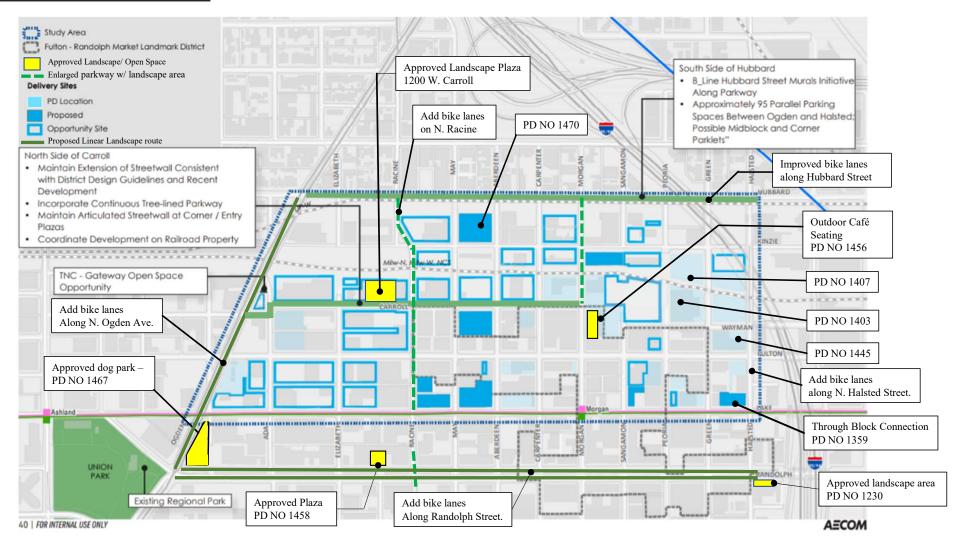
Lake and Randolph and the northwest corner of the FMID study area update).



## **Open Space Opportunities**

This map illustrates which parcels of land are anticipated for future development

## **PROJECT RECOMMENDATIONS** OPEN SPACE OPPORTUNITIES



# **Character Buildings**



Character Buildings

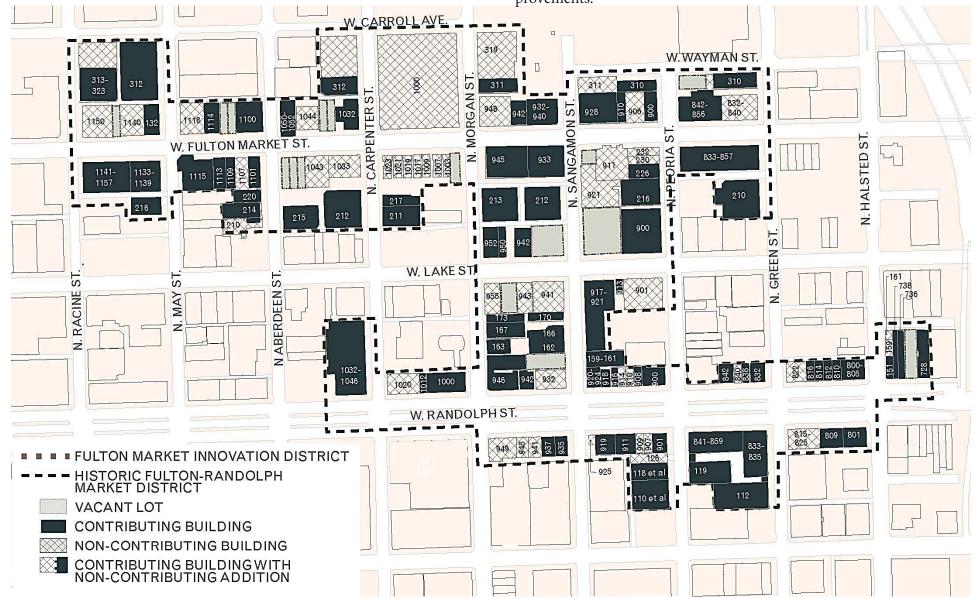
**Kinzie Corridor Overlay** 

	Building Address	Building Address Range
1.	1300 W. Carroll Ave.	1300-1344 W. Carroll Ave.
į _		336-354 N. Elizabeth St.
2.	400 N. May St.	400-420 N. May St.
	·	1132-1154 W. Kinzie St.
3.	406 N. Aberdeen St.	406-410 N. Aberdeen St.
4.	415 N. Aberdeen St.	413-423 N. Aberdeen St.
5.	1046 W. Kinzie St.	1046-1052 W. Kinzie St.
6.	413 N. Carpenter St.	413-423 N. Carpenter St.
7.	415 N. Sangamon St.	413-423 N. Sangamon St.
8.	901 W. Kinzie St.	901-925 W. Kinzie St.
9.	838-840 W. Kinzie St.	832-842 W. Kinzie St.
		400-408 N. Green St.

#### **Historic Fulton-Randolph Market District**

These design guidelines have been prepared to guide the treatment of properties and streetscapes throughout the Fulton-Randolph Market District Area in order to preserve and enhance its unique character. Overall these guidelines aim to help strengthen the identity of this Landmark district and support existing uses, while encouraging new,

compatible development. Renovation of existing buildings for contemporary use is encouraged and new construction and additions are allowed throughout. Streetscape guidelines aim to maintain existing uses, such as loading, to best serve existing businesses, while improving pedestrian safety and comfort and promoting other streetscape improvements.



# **PHOTO CREDITS**

#### Aerial:

- 1 Nick Ulivieri Photography
- 2 **811 Fulton Images:**

Nick Ulivieri Photography

3 **Hoxton Images:** 

Craig Dugan Photography

4 Soho House Images:

**Shapack Partners** 

5 **185 Morgan Images:** 

Connor Steinkamp Photography