

HALSTED TRIANGLE PLAN UPDATE

CITY OF CHICAGO

DRAFT FOR CHICAGO PLAN COMMISSION REVIEW



Halsted Triangle Plan

Halsted Triangle Plan

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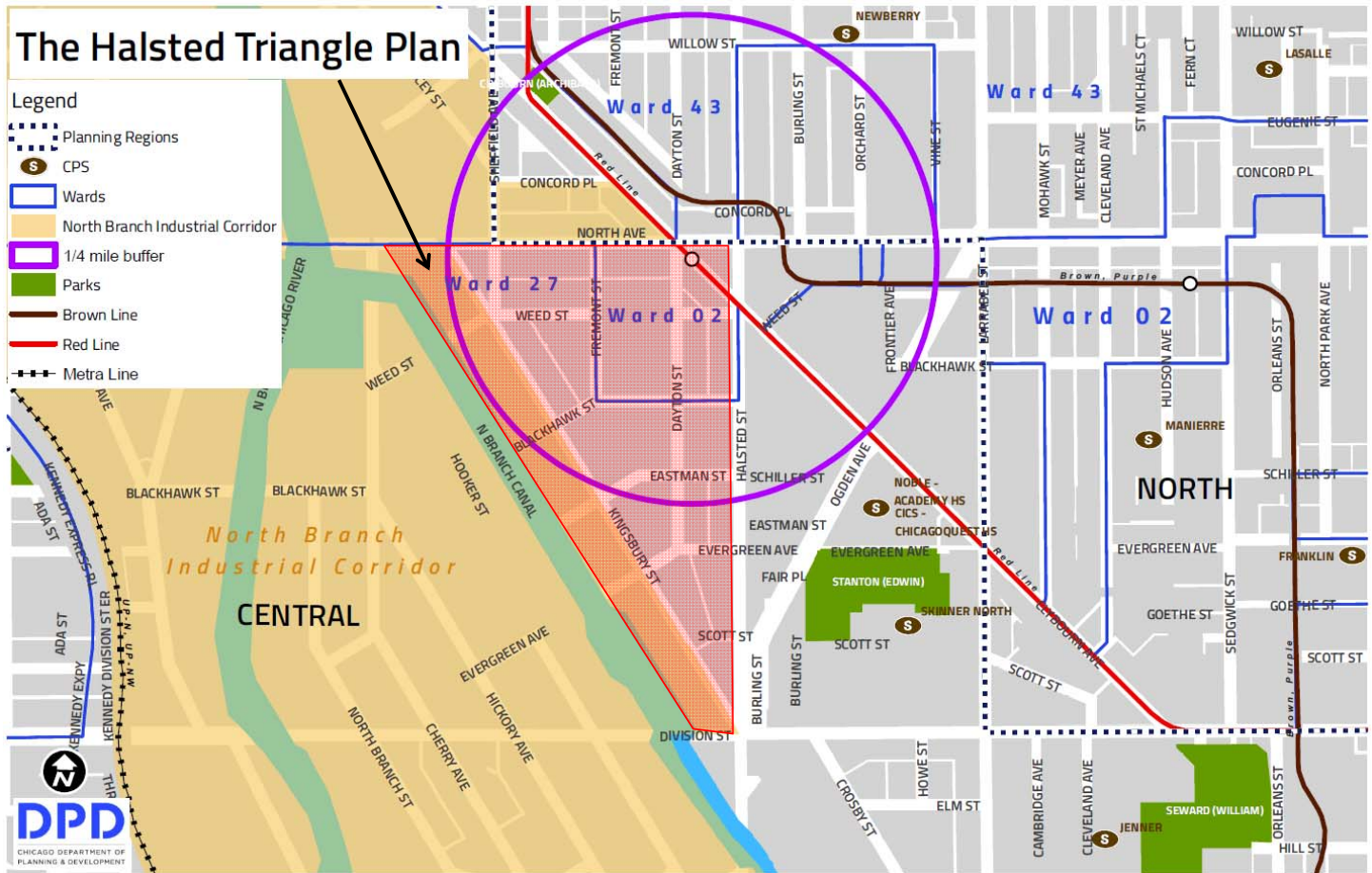
PLAN UPDATE

This document has been prepared by the Chicago Department of Planning and Development's Central Region Planning Division.

The plan update is intended to guide future growth and is not a replacement of the City of Chicago's ordinances. The plan content has been coordinated with representatives from Chicago Department of Transportation and the Chicago Transit Authority.

Special thanks to the following: Alderman Walter Burnett Jr (27th Ward), Alderman Brian Hopkins (2nd Ward), Maurice Cox, Eleanor Gorski, Kathy Dickhut, Patrick Murphey, Peter Strazzabosco, Steve Valenziano, Cindy Roubik, Noah Szafraniec, Nelson Chueng, Joshua Son, Kevin Bargnes, Jeffrey Sriver, Bill Higgins, Karen Rogulja, Leah Mooney, and Emily Drexler.

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INTRODUCTION

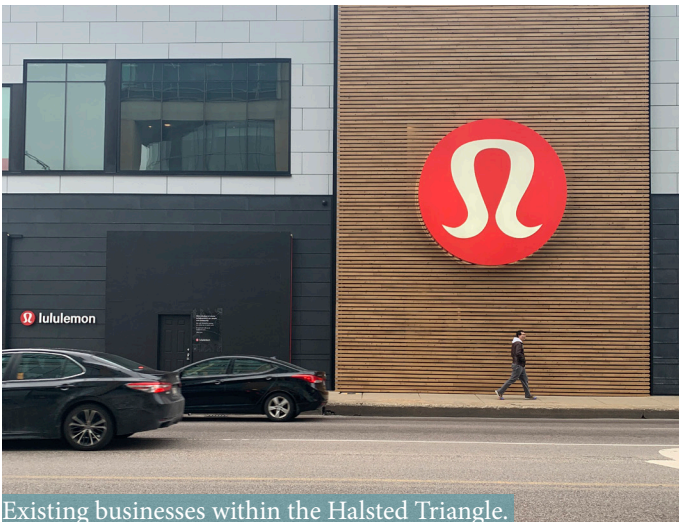
The Halsted Triangle Plan (HTP) was adopted in 2010 by the Chicago Plan Commission. Since that time, there have been several significant planning and transportation initiatives and land use changes that have impacted the immediate area. This update is intended to summarize those initiatives and trends and provide updated recommendations to guide future growth and to encourage a more vibrant and pedestrian-friendly experience. The objectives and recommendations contained in this plan update supersede all previous plans.

The draft document was initiated and the data provided in this report is from before the COVID-19 pandemic. Information on current COVID-19 data and available resources, including business and employment assistance, is available at www.chicago.gov/covid. Given the anticipated effects of the pandemic, it remains critically important to plan for our City's future.

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PUBLIC OUTREACH

Beginning in 2008, the HTP was developed in collaboration with stakeholders at two workshops attended by local developers, aldermen, representatives from City departments, and a representative of North Branch Works. This plan update has taken a similar approach, with revised objectives and recommendations developed based on feedback from property owners, community residents, aldermen, and representatives from City departments. The draft plan update was posted online for several months to gather public comments. A webinar, co-hosted by DPD, Ald. Burnett (27th) and Ald. Hopkins (2nd) was held on June 10, 2020. A summary of the input received is provided in the Appendix of this document.



Existing businesses within the Halsted Triangle.



REVISED PLAN OBJECTIVES

In support of guiding implementation of future public and private projects, the following objectives have been identified (revised objectives are underlined):

- Objective 1:** Promote connectivity between modes, between uses, and between the natural and built environments.
- Objective 2:** Support and create opportunities for development that is compatible with and enhances the neighborhood.
- Objective 3:** Promote and support non-residential uses for properties fronting the river given existing intensity of industrial uses on the eastern side of Goose Island.
- Objective 4:** Provide the opportunity for a continuous riverwalk and a connecting non-vehicular path system.
- Objective 5:** Manage traffic congestion on primary streets in the study area by focusing on a multimodal transportation solution.
- Objective 6:** Develop a parking strategy that balances anticipated demand with minimizing traffic congestion.
- Objective 7:** Create pedestrian-friendly streetscapes that connect neighborhoods.
- Objective 8:** Create strong connections to and from the riverwalk.
- Objective 9:** Encourage development compatible with the adjacent Goose Island Planned Manufacturing District (PMD) in the buffer zone between the river and Kingsbury Street.
- Objective 10:** Promote design excellence consistent with urban design best practices and department policies.
- Objective 11:** Promote sustainable development practices.
- Objective 12:** Develop a neighboring wayfinding system.

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PLANNING + LAND USE INITIATIVES

North Branch Framework

Adopted by Chicago Plan Commission in 2017, the North Branch Framework's main goals are to:

- Maintain the corridor as an economic engine and vital job center
- Provide better access for all transportation modes
- Enhance the area's unique natural and built environment

The core industrial area of Goose Island remains a Planned Manufacturing District. A privately-owned waste transfer station located on the east bank of Goose Island is one of only two stations used by the City north of Division Street. The north and south sections of the North Branch industrial corridor are expected to be redeveloped with a mix of uses, including multi-family residential, retail, and commercial. The plan includes a recommendation for a future transitway to connect downtown to this industrial corridor and for pedestrian connections from Goose Island to the HTP area.

Affordable Requirements Ordinance (ARO)

Last updated in 2015, the 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 HTP area is within the **Near North ARO Pilot**, set to expire at the end of 2020, which requires 20% of the units at affordable prices. Additional updates to the ARO are forthcoming in 2020.

Transit Served Location 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 HTP area, new construction projects within a quarter-mile radius from the Chicago Transit Authority's (CTA) North/Clybourn 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 approval process is followed. As of 2019, only one project within the HTP area used the TSL ordinance to reduce their parking requirement, the property at 1515 N. Fremont Ave.

Wild Mile Chicago



Initially envisioned in the North Branch Framework, the Wild Mile Chicago will be a floating eco-park located on the North Branch Canal of the Chicago River, a man-made channel along the east side of Goose Island between Chicago and North Avenues. The Wild Mile Framework Plan, completed in June 2019, identifies the goals of creating a new environment for habitat, recreation, and education. In support of the Wild Mile, \$1.4M in **Open Space Impact Fees** was granted to the team of NeighborSpace, Near North Unity, and Urban Rivers to design and construct the first floating boardwalk section between Whole Foods and REI.

TRANSPORTATION INITIATIVES

Complete Streets Design Guidelines

Published in 2013, the guidelines place pedestrians

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first in the modal hierarchy with the understanding that safe streets for people walking and biking experience a decrease in the crashes for all roadway users. The guidelines identify street typology hierarchies and standard street cross section designs.

Vision Zero Action Plan

Published in 2017, the action plan outlines the 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 HTP is within the Near North community area, a high-crash area identified in the action plan. (graphic on p. 57)

North/Clybourn Red Line Station

The North/Clybourn subway station was renovated in 2010 as part of a deal with Apple, at the same time as its new store was being built adjacent to the station. Apple was given advertising rights at the station in exchange for providing close to \$4 million for the station renovation. The station was identified for Phase 2 of CTA's All Stations Accessibility Program plan. The plan identifies this is a high priority, but does not ascribe a specific time period and funding sources have not yet been determined. Further north, the Red, Brown, and Purple lines are being modernized, using federal and local funds of \$2.1 billion for Phase One, which includes a flyover and rebuilding four stations.

Ride-Share

The arrival of on-demand ridesharing 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 area¹. Starting in

1 https://www.chicago.gov/city/en/depts/mayor/press_room/press_releases/2019/october/New-RegulationsEaseTraffic.html

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.

Divvy Bikes

The City's shared bicycle system, Divvy, launched in 2013 with 75 stations and 750 bikes. As of early 2020, it has grown to include 600 stations and over 6,000 bikes. There are three stations in the HTP area located at: the North/Clybourn station; Sheffield and Kingsbury; and Halsted and Blackhawk.

Division Street and Bridge Widening

CDOT is currently in the design and engineering phase to widen Division Street and to replace the two Division Street bridges on Goose Island. Once completed, traffic flow will be improved along this major arterial. The total project cost is estimated at \$68 million and construction is expected to start by end of 2021.

NEAR NORTH COMMUNITY AREA CONTEXT

Demographics

Between 2010-2017, the Near North side community area grew in population by more than 10% while the city as a whole only gained 1%². Most of the residents in this community are young professionals, between the ages of 20-34, with a bachelor's degree or higher³.

2 CMAP Community Data SnapShot June 2019

3 CMAP Community Data SnapShot June 2019

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Housing

Although the population of Near North has grown, the relative household types have remained stable with almost 60% of the households as one-person households and 30.2% of households as families. Almost 92% of the housing types are structures that have 5 or more units⁴. As of March 2020, 243 affordable units have been built or proposed in the Near North area, most of which serve 50-60% AMI, and more than 200 of these units are studio or 1-bedroom units⁵.

HALSTED TRIANGLE AREA TRENDS

Retail

With the rise of online shopping, many brick-and-mortar stores are choosing to downsize, relocate to lower-rent areas, or close. The Clybourn Retail Corridor's vacancy rate increased to 12.8 percent in 2018, up from 10.3 percent in 2017 and double the 6.4 percent rate in 2014. In keeping with reduced demand, the average asking rent in the area fell to \$47.32 per square foot in 2018, down from \$48.85 in 2017, and \$48.67 in 2016⁶. While several stores have closed in recent years, such as American Eagle, Chico's, Victoria's Secret, Restoration Hardware, and Z Gallerie, new stores for Lulemon and REI recently opened and a Planet Granite climbing gym is expected to open at Blackhawk and Dayton.

Transit

From 2013-2017, about 63% of residents in Near North either took transit, bicycled, or walked to work⁷. Despite the high usage of transit for this community area, based on CTA's Annual Ridership Report, the North/Clybourn Station saw a reduction

4 CMAP Community Data SnapShot June 2019

5 Chicago Affordable Requirements Ordinance Dashboard

6 Survey by Stone Real Estate

7 CMAP Community Data SnapShot June 2019



in ridership of 4% from 2017 to 2018. Neighboring red line stations also declined in ridership, but not as much, Fullerton declined by 2.1% and Clark/Division by 1.7%. Bus routes within the HTP area also saw declining ridership in that same time frame, 72 North bus declined 4.5%, 70 Division bus declined 2%, and 8 Halsted bus declined 0.5%. These declines are consistent with bus and rail wide city-wide trends, which may be attributed to the general increase in ride-share and bicycle use.

Neighborhood Public Schools

The HTP area is served by the Ogden International Elementary School and Lincoln Park High School. Ogden is the only full continuum preK-12 public International Baccalaureate school in the State of Illinois, and one of only 25 in North America. Ogden has 1,100 students, 40.7% from low-income families, and is also one of the ten most diverse schools in CPS⁸. Lincoln Park HS is also an International Baccalaureate school and has 2,170 students, 47% from low-income families⁹. In January 2020, enrollments at both of these schools were categorized by CPS as "efficient" with Ogden at 74% and Lincoln Park HS at 109% (efficient is from 70% to 110%)¹⁰. Several other CPS schools in close proximity to the HTP area admit students via a computerized lottery: Newberry, LaSalle, and Franklin elementary schools, and No-

8 CPS School Data

9 CPS School Data

10 CPS 2019-2020 Space Utilization Data

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A rendering of an activated alleyway A rendering of 1150 W. Lake St. courtesy of LG Development / Gensler.



ble-Academy Charter High School. Skinner North is a selective enrollment elementary school that is at 81% capacity¹¹.

RECOMMENDATIONS

Promote Mixed-use Developments

Given changing surrounding land uses and trends in declining retail demand, decreasing retail rents, and the anticipated economic impact of the COVID-19 pandemic, it is recommended that the current C3 zoning may be modified on a case-by-case basis to allow mixed-use developments to include residential uses east of Kingsbury Street. The recent planned developments within or near the HTP area are mixed-use projects: New City, The Shops at Big Deahl, and Lincoln Yards.

- New City is a shopping and residential development just east of the HTP area, and was completed in 2015. The 8.2-acre site contains 360,000 sf of retail space and a 19-story apartment building with 119 units.
- The Shops at Big Deahl is a 3-acre complex with 150,000 square feet of combined retail and commercial space alongside a half-acre park, a climbing gym, and a separate 197 apartment building. The project was approved in fall 2019.
- Lincoln Yards is located northwest of the HTP area. This 53-acre multiphase mixed-use master plan development was approved by

City Council in April 2019. The project will include up to 14 million square feet of new commercial and residential construction, including up to 6,000 residential units with a 20 percent affordability requirement, 21 acres of open space, and multiple infrastructure and transportation improvements funded by \$293 million in private funds and \$490 million in tax increment funds. Infrastructure improvements for the first phase are expected to start in 2020.

Mixed-use developments would encourage a more pedestrian-friendly environment as more residents will be able to walk to the retail stores and restaurants in the HTP area. Allowing residential uses will also create a more urban setting, specifically for the redevelopment of the many underutilized sites, those with one-story retail stores and large surface parking lots.

Promote Multi-modal Transportation

Traffic congestion in the HTP area is a concern, especially along North Avenue during peak commuting hours, and needs to be closely monitored. Given the close proximity of the transit station, and 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 larger community area.

It is the intent for this plan to foster urban, dense development that will reduce parking ratios, encouraging multi-modal transit as the most convenient way to get around. Based on census data, only 35% of residents in the area own a car. Also, residential uses in a dense urban setting have a significantly lower trip generation rate than retail uses, at 0.19 per dwelling unit compared to grocery stores, pharmacies, and high-turnover sit-down restaurants which all have trip generations rates above 8 per 1,000 sq.ft¹².

11 CPS 2019-2020 Space Utilization Data

12 Institute of Transportation Engineers, Common Trip Generation Rates 10th Edition

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Zoning Change Review Process

Projects within the HTP area proposing new residential units will still be required to change their underlying C3 zoning first, which requires approval by the City Council. After an approved zoning change, the applicant will then need to provide Open Space Impact Fees, and will need to meet the Affordable Requirements Ordinance before their project can be constructed. New developments, or the expansion of an existing development, per Section 17-8-0509-A, within 100 feet of the river, will require a Planned Development application.

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 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. Alternative modes of transportation will be prioritized in consideration of expected parking demands.

To address utility infrastructure issues in the area, DPD and CDOT will encourage developers to meet early in their design process with the Office of Underground Coordination to ensure improved utility services will be incorporated in Planned Development projects.

Planned Development applications with an outdoor component along the river will be discouraged if the adjacent land use (opposite bank or abutting) is an existing high impact or public nuisance type, including, but not limited to, industrial or waste operations (see Appendix, Halsted Triangle Plan Buffer Map). Depending on the adjacent land use, permitted outdoor uses may be limited to passive uses that do not

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Thoughtful design of outdoor areas and public way improvements can provide vibrant open space (above), and improve both pedestrian connectivity and experience (below). Renderings of 725 W. Randolph St. in the West Loop courtesy of Related Midwest / Roger Ferris + Partners.

include uses such as dining, entertainment, or other uses that encourage outdoor assembly.

Furthermore, projects that require review by Chicago Plan Commission will be expected to incorporate design excellence in relation to building design, form, landscaping, material quality, publicly accessible open space, and siting, consistent with zoning code standards and guidelines and departmental policies. Renderings of mixed-use developments from the West Loop are provided as examples of high-quality building and urban design (725 W. Randolph and 1150 W. Lake). To minimize the impact of industrial odors and other nuisance issues from Goose Island, applicants shall follow urban design best practices to limit this conflict through thoughtful siting, massing, and design of outdoor areas such as open spaces, terraces, and balconies.

By retaining the underlying C3 zoning and requiring a zoning change for each application to allow new



residential uses, community and public feedback will be considered as each zoning change application requires review and approval by City Council. Recommendations outlined in this plan update intend to guide future growth and provide a more urban setting with improved pedestrian-oriented environments.

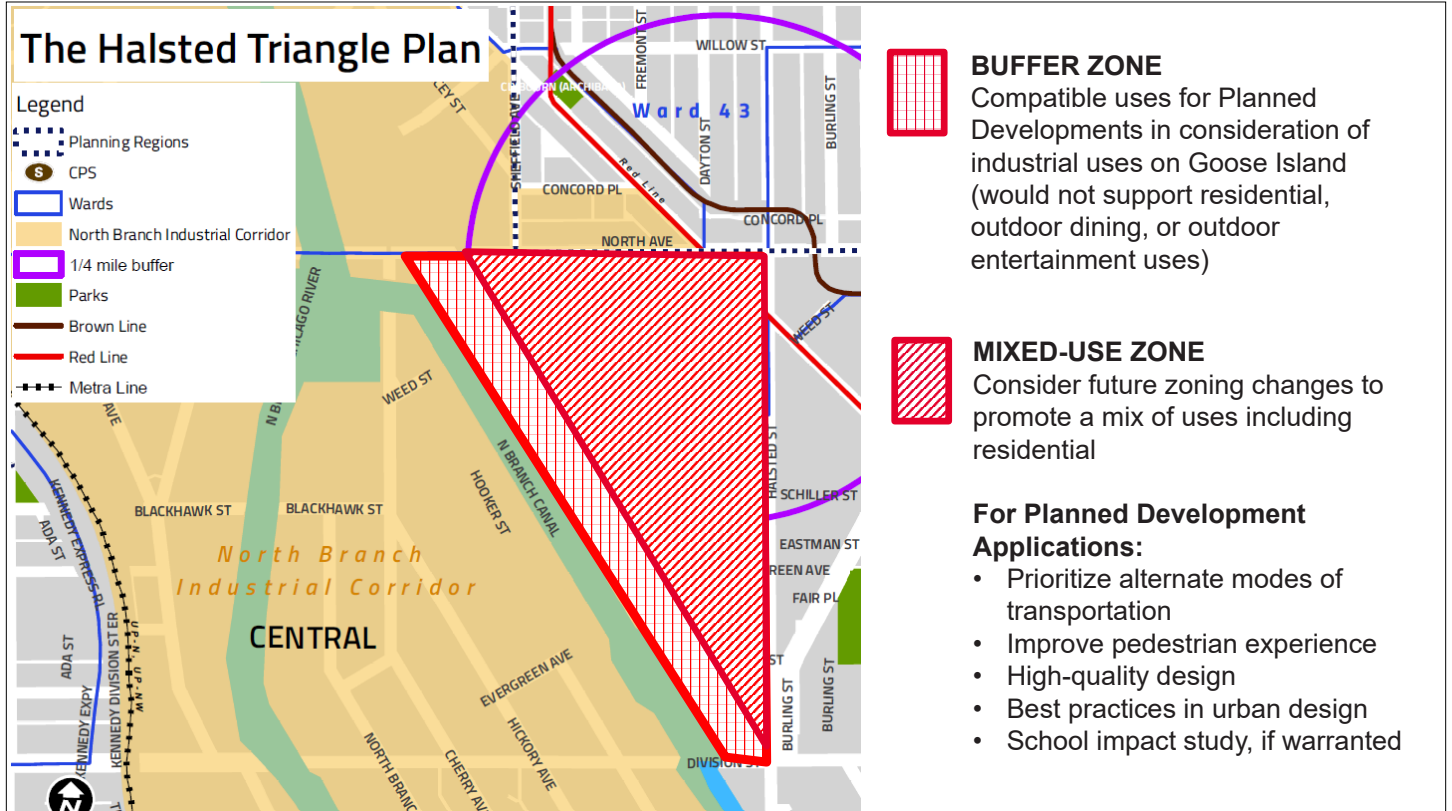
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APPENDIX

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HALSTED TRIANGLE PLAN BUFFER MAP



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COMMUNITY ENGAGEMENT

The Department of Planning and Development (DPD) initiated a public review process in spring 2020 to refine land use policies for continued growth and private investment in the Halsted Triangle Plan area.

The purpose of this section is to memorialize the community engagement efforts that occurred since the plan update initiative was undertaken, and to summarize the input that staff has received from stakeholders during the meetings. All interested parties were able to view meeting documents, the presentation, and the recording of the virtual public meeting on DPD's website and through DPD's social media platforms.

Community Meeting

On May 22, 2020, notice of the community meeting was distributed via email invitation to the DPD North Branch Industrial Corridor email contact list, Ald. Burnett's and Hopkin's offices, as well as to all the community organizations near the HTP area. The meeting information and link was posted on DPD's website, newsletter, and Facebook page. Due to the COVID-19 pandemic and shelter-in-place order, the community meeting was hosted on a virtual platform. The meeting was held on June 10, 2020, and co-hosted by DPD, Ald. Burnett, and Ald. Hopkins. Over 160 participants registered for the meeting and over 85 people attended the meeting. About 50 questions were submitted either in advance or at the meeting and all questions were responded to during the meeting. The following is a summary of the input received:

Land Use

- Too many vacant storefronts
- Garbage and sewer odors are problems, provide information on Waste Management operations and provide a separate study on aging infrastructure
- Allow more uses for properties along west bank of North Branch Canal
- Provide updates on nearby affordable housing projects
- Clarify impact to CPS schools with proposed resi-

dential projects

Economic Development

- Foster equitable development and sustainability
- Provide more opportunities for minority participation

Transportation

- Address traffic congestion
- Reduce public and private parking
- Prioritize walking, biking, and transit over cars
- Provide improved public transportation
- Provide ADA access for North/Clybourn CTA Station
- Provide better pedestrian network to Goose Island
- Add metered parking, specifically along Kingsbury
- Safety concerns for pedestrian crossings, specifically at Blackhawk/Halsted

Open Space

- Improve connections to Riverwalk and Wild Mile
- Provide more open spaces, playgrounds, and dog runs
- Support youth sports

Waste Management, 1500 N. Hooker St.

Based on questions from the community meeting related to this facility, DPD met and visited the Waste Management's collection and transfer station site in spring 2020. This facility is a critical service as it is the largest Waste Management waste and recycling transfer site in Chicago and has operated at this location since 1970. The collection facility serves a large area bounded by Lake Michigan to Thatcher Avenue in River Forest and from Evanston to 95th Street. The facility operates seven days a week, 24 hours a day, with over 100 garbage trucks utilizing this site, including City of Chicago garbage trucks. Waste Management utilizes odor neutralizing misters at each opening, road sweepers to clean and control dust on their private roadways throughout the day, and third-party service to do daily rodent control. Approximately 24 semi-trailer trucks make two trips each weekday to transport trash from the transfer station to a landfill in Monticello, IN.

