

CMAP



Metropolitan Planning Council



CHICAGO BLUES DISTRICT

Bronzeville Retail District Land Use Plan

August 2013

Acknowledgements

Aldermen

Pat Dowell, *Third Ward*

Will Burns, *Fourth Ward*

Steering Committee

The following persons served on the Steering Committee for the Bronzeville Retail District Land Use Plan. Their time, commitment, and insight on this project were appreciated.

Patricia Abrams, *The Renaissance Collaborative*

Sandra Bivens, *51st Street Business Association*

Renee Bradford, *47th Street business owner*

Marcel Bright, *Third Ward Chief of Staff to Ald. Pat Dowell*

Jim Capraro, *Bronzeville Retail Initiative Taskforce*

Monica Chada, *Converge: Exchange*

Stina Fish, *Chicago Transit Authority*

Leana Flowers, *Bronzeville Alliance*

Leroy Kennedy, *Illinois Institute of Technology*

Bernita Johnson-Gabriel, *Fourth Ward,
Quad Communities Development Corporation (QCDC)*

Bernard Lloyd, *43rd Street business owner*

Shirley Newsome, *43rd Street*

Eileen Rhodes, *Private developer, business owner*

Cliff Rome, *47th Street business owner*

Gavin Tun, *Fourth Ward, University of Chicago*

Francine Washington, *Community resident*

James Wilson, *City of Chicago,
Department of Housing and Economic Development*

A.J. Wright, *Community resident*

Terry Young, *Community resident*

Technical Staff

Benet Haller and James Wilson, *City of Chicago,
Planning and Urban Design Division*

Joanna Trotter and Marisa Novara, *Metropolitan Planning Council*

Joseph Iacobucci and Stina Fish, *Chicago Transit Authority*

Special thanks are also due to many community residents, interns, City of Chicago staff, and consultants who assisted with various facets of this project.

Funding Acknowledgement

CMAP would like to thank the U.S. Department of Housing and Urban Development (HUD) for funding the development and production of this document. This project is funded through HUD's Sustainable Communities Regional Planning grant, which supports CMAP's Local Technical Assistance program.

The Chicago Metropolitan Agency for Planning (CMAP) is the region's official comprehensive planning organization. Its GO TO 2040 planning campaign is helping the region's seven counties and 284 communities to implement strategies that address transportation, housing, economic development, open space, the environment, and other quality-of-life issues.

See www.cmap.illinois.gov for more information.

Table of Contents

| | | | |
|----------------------------------------------------|----|---------------------------------------------------|----|
| Acknowledgements | 2 | Chapter 3: Land Use Planning and Zoning | 31 |
| Executive Summary | 5 | Comparing Land Use Planning with Zoning | 32 |
| Recommendation Summary | 7 | Existing Land Use | 32 |
| Plan Outline | 9 | Community Preferences for Future Land Use | 35 |
| Chapter 1: Introduction | 11 | Future Land Use | 38 |
| Community Vision and Planning Objectives | 14 | Land Use Recommendations | 41 |
| Planning Process | 14 | Zoning | 43 |
| The Bronzeville Alliance and the Retail Initiative | 14 | Zoning Recommendations | 46 |
| CMAP's Local Technical Assistance Program | 15 | Chapter 4: Policy Recommendations | 51 |
| Chapter 2: Existing Conditions | 17 | Chapter 5: Plan Implementation | 65 |
| Investment and Development Initiatives | 18 | Implementation Actions | 66 |
| Demographics | 23 | Implementation Actions Led by the City of Chicago | 67 |
| Economic Assessment | 25 | Implementation Actions Led by the Community | 70 |
| Housing | 27 | Funding and Financing | 73 |
| Transportation and Circulation | 28 | List of Acronyms | 74 |
| | | Zoning District Acronyms | 74 |



47th Street commercial corridor.

Photo by the Chicago Metropolitan Agency for Planning.

Executive Summary

Thanks to the leadership of committed residents, community organizations, business owners, and elected officials; Bronzeville, a neighborhood with a rich history and culture, has been experiencing a modest but certain revitalization for a number of years. It has gained the attention of commercial and residential developers and is considered one of seven neighborhoods targeted for investment in the City's *Chicago Neighborhoods Now* initiative.

In April 2013, groundbreaking began for a three-acre mixed-use Shops and Lofts project at 47th Street and Cottage Grove Avenue, which includes residential and retail uses, as well as employment opportunities. This is just one of a number of projects and initiatives that are jump starting Bronzeville's redevelopment with the help of the City of Chicago and private developers. Other development projects include the Rosenwald Building and Bronzeville Cookin', a return of the Gospel Music Fest, revitalization of the Motor Row Historic District along South Michigan Avenue, and greater attention on the 47th Street Blues District.

The Bronzeville Retail District Land Use Plan is a policy and general planning document prepared through the Chicago Metropolitan Agency for Planning's (CMAP) Local Technical Assistance (LTA) program, in partnership with the Bronzeville Alliance and the City of Chicago. It is intended to better focus retail and commercial investment along 43rd, 47th, and 51st Streets, and it also includes recommendations for a land use context that will support and enhance the overall community. This Plan defines a development context within which private and public dollars should be invested to help support the revitalization of Bronzeville's vibrant commercial nodes to both serve residents and generate economic value for local business owners and the overall community. The Plan represents a community-driven effort to shape future development and land use patterns, and it reflects the concerns and priorities of stakeholders and the general public. It serves as a pilot in the city for reexamining commercial zoning in neighborhoods like Bronzeville, which face the challenge of population loss and the resulting weakened market demand

Despite the real challenges of vacancy and the need for increased land-use cohesion and identity, each of these corridors represents a key element in the local transportation and economic system. Retail market analyses reveal a leakage of consumer purchasing dollars out of Bronzeville to retail areas in other neighborhoods, which indicates that there is demand for new, high-quality retail space in Bronzeville. However, the same analysis revealed that approximately 15 percent of the total retail space in the trade area is vacant; indicating that the demand for additional retail space in Bronzeville is not being accommodated by the space that currently exists. It is likely that available spaces are not appropriate for current or future tenants due to one or more factors such as size, shape, configuration, amenities, functionality, or quality. However, it is also likely that there are a number of other factors that make it difficult to establish neighborhood retail, such as access to capital, financing, and other resources.

The Plan describes the steps that the Bronzeville community should take to stimulate greater economic and social vibrancy in its commercial areas. It provides a policy framework that advances the transformation of the commercial nodes into transit- and pedestrian-oriented areas that support a dense and vibrant mix of uses. It advocates an approach to commercial development where retail uses are located in priority nodes rather than dispersed along entire corridors. Overall, the Plan articulates the community vision of “*developing vibrant, walkable, retail nodes along 43rd and 51st Streets and a retail corridor along 47th Street,*” based on existing City policies and community input.

In the last decade, Bronzeville stakeholders have been engaged in a number of planning efforts, which are summarized in the Existing Conditions Report in the Appendix. Despite these previous planning efforts, neighborhood revitalization has proceeded slower than anticipated, prompting residents and organizations to come together to take a collective action on issues that affect the community. In 2008, the Bronzeville Alliance was created to develop coordinated strategies addressing key issues such as economic development. The Alliance initiated the Bronzeville Retail Initiative (BRI) to promote retail development and invited the Metropolitan Planning Council (MPC) to help refine the initiative and direct implementation efforts. MPC created a task force that recommended, among other things, developing a land use plan for three key commercial corridors in Bronzeville. That recommendation is the basis of this Plan.

This Plan identifies priority commercial nodes and recommends a variety of uses that are preferred in the nodes including retail, food establishments, and entertainment venues, all key activity generators for street life and economic vitality. The Plan also provides strategic policies to support new land uses that encourage mobility and commercial activity. The Plan concludes with an implementation agenda for realizing the community redevelopment vision.

Recommendation Summary

This section provides a snapshot of the recommendations put forth in the Plan. All Plan recommendations are further explained in Chapters 3 and 4, and the implementation strategies associated with each recommendation are provided in Chapter 5. In order to spur redevelopment of Bronzeville's critical retail nodes, the Plan recommends the following strategies:

Land Use Recommendations:

1. Prioritize infill development and redevelopment of vacant and underutilized properties.
2. Consolidate parcels to support larger development.
3. Physically arrange land-use activities in compact, interconnected ways to permit convenient and efficient movement between land uses.

Zoning Recommendations:

1. Introduce flexible zoning in transition areas between the primary nodes.
2. Increase development intensity in the priority nodes.
3. Introduce pedestrian zoning district on 47th Street.

Policy Recommendations:

1. Focus and increase development density and mixed-use/commercial use (office and retail) near retail nodes and transit stations to support pedestrian-friendly retail and promote use of public transit.
2. Rezone areas not in high demand for retail use to permissive or flexible zoning, allowing for other potential uses in appropriate areas between the primary retail nodes.
3. Focus retail uses along east-west streets within the study area.
4. Encourage new residential development, redevelopment, and investment, particularly multifamily buildings, near but outside of retail nodes and transit stations to help provide appropriate population density and customer base for businesses within the priority nodes and easy access to transit.
5. Prioritize vacant parcels for use according to their location.
6. Do not increase parking capacity within the primary retail nodes beyond that required by zoning.
7. Stimulate redevelopment within the primary retail nodes by using incentives to direct development and facilitating potential catalytic projects.
8. Where there is limited access to parks, locate parks and open space, including public plazas, near but outside of retail nodes and transit stations.
9. Encourage a diversity of businesses, goods, and services, some of which should be locally-owned, and expand the buy local campaigns.
10. Continue coordinating efforts of local organizations to combine resources and to achieve greater and faster success.
11. Implement urban design and enhancement strategies to improve the streetscape, identity, and safety of retail nodes.



Retail node at 47th street and King Drive.

Photo by Emily Cikaneck.

Plan Outline

The Bronzeville Retail District Land Use Plan is organized into five chapters.

Chapter 1: Introduction

Gives an overview and explains the process used to develop the Plan and its policy recommendations.

Chapter 2: Existing Conditions

Provides a summary of information used to produce the Plan's analysis and recommendations, including a brief summary of the existing conditions in the study area, such as demographics, economic assessment, housing, and transportation. The existing conditions analysis is presented in greater detail in the Appendix.

Chapter 3: Land Use Planning and Zoning

Describes the allocation of land uses within the project area and includes future land use and zoning maps:

Future Land Use Map

The future land use map is the Plan's central piece because it reflects the translation of the community vision into physical terms, providing a general pattern for the location and configuration of future land uses. This map shows the anticipated future development patterns based on the proposed zoning changes.

Future Zoning Map

The map depicts the proposed zoning designations along the corridors and is accompanied by the description of each zoning designation. The future zoning map is a vital tool for guiding physical developments and supporting the community vision. Once appropriate uses are determined for vacant or underutilized properties, zoning regulations should be used to ensure that only those uses are allowed in the designated districts.

Chapter 4: Policy Recommendations

Outlines the policies that reflect the community's values and priorities as expressed through the entire planning process.

Chapter 5: Plan Implementation

Describes a number of suggested actions for implementing the recommendations of the Plan along with potential funding sources

Appendix

Contains the Existing Conditions Report, the Retail Market Analysis memo, potential Funding Sources, and the Public Outreach Appendix.



Bronzeville Gateway.

Photo by the Chicago Metropolitan Agency for Planning.

Chapter 1

Introduction

Bronzeville, a neighborhood with a rich history and culture, is in the midst of community revitalization that is growing in pace and scope due to the leadership and commitment of residents, community organizations, business owners, and elected officials. Its rapid recovery after the economic downturn is evidence that investment in Bronzeville is a winning strategy.

The list of recent and underway projects and initiatives continues to grow, demonstrating the promise and potential of this culturally rich neighborhood. As one of the City of Chicago's seven targeted investment neighborhoods, Bronzeville stands to receive a significant boost of public and private capital funds. This classification is one more step in a rising trajectory for Bronzeville, joining other investments like the three-acre mixed-use Shops and Lofts project at 47th Street and Cottage Grove Avenue, which includes residential and retail uses, as well as employment opportunities. Other recent and upcoming investments include pedestrian bridges over Lake Shore Drive, a new marina and harbor at 31st Street, the Lake Park Dialysis Center, the Rosenwald Building, Bronzeville Cookin', and the redevelopment of the Sutherland Hotel Building, where many blues and jazz artists performed. In addition, there have also been several infrastructure investments in recent years, including major street restorations, streetscape improvements, new water mains and sewer improvements in the neighborhood. There can be no doubt a resurgence of this neighborhood is underway, and increasing in strength and intensity.

Neighborhood commercial corridors account for a significant amount of retail activity in the City of Chicago. However, as with many other large U.S. cities, the City of Chicago is overzoned for retail and commercial space. In other words, for many years there has not been enough purchasing power to support the amount of space designated by the city for retail and commercial uses. This mismatch results in vacant storefronts, even in some of the City's most vibrant neighborhoods, and more severely impacts neighborhoods facing other challenges in addition to commercial vacancy. As a result, the city of Chicago considers the majority of its neighborhoods to be overzoned for retail use and has established a policy to concentrate retail uses in nodes rather than along long corridors. Nonetheless, Chicago's corridors remain a key component of the City's transportation and economic network, and the right reinvestment strategies can make them vibrant and active once again.

Redevelopment of commercial nodes and the surrounding corridors requires much more than a simple change in land use. It involves changing the corridor structure to integrate and complement the adjacent residential areas. Changing how investors and users perceive and respond to a retail district requires not only a comprehensive reorganization of the type, placement, and orientation of development, but also a corresponding reconfiguration of the public realm and the right-of-way to be more supportive of pedestrian use. Instead of low-rise, single-use buildings and auto-dependent uses, the corridor should be transformed into pedestrian- and transit-friendly core activity zones with multistory mixed-use buildings, complete with improved facades and landscaping that appeal to both residents and visitors.

A new Land Use Plan is needed to guide land use and future investments along three transportation corridors in the Bronzeville neighborhood, as shown on Map 1. Current Zoning designates the same acreage of land for commercial and retail activity as it did in the 1950s, during Bronzeville's population peak. However, the community currently has a significantly smaller population (approximately 75 percent less) than during its peak. Consequently, the current and near-future population cannot support the volume of zoned retail use, so there is a need to re-evaluate existing land uses and rezone property to more adequately and appropriately reflect current conditions.

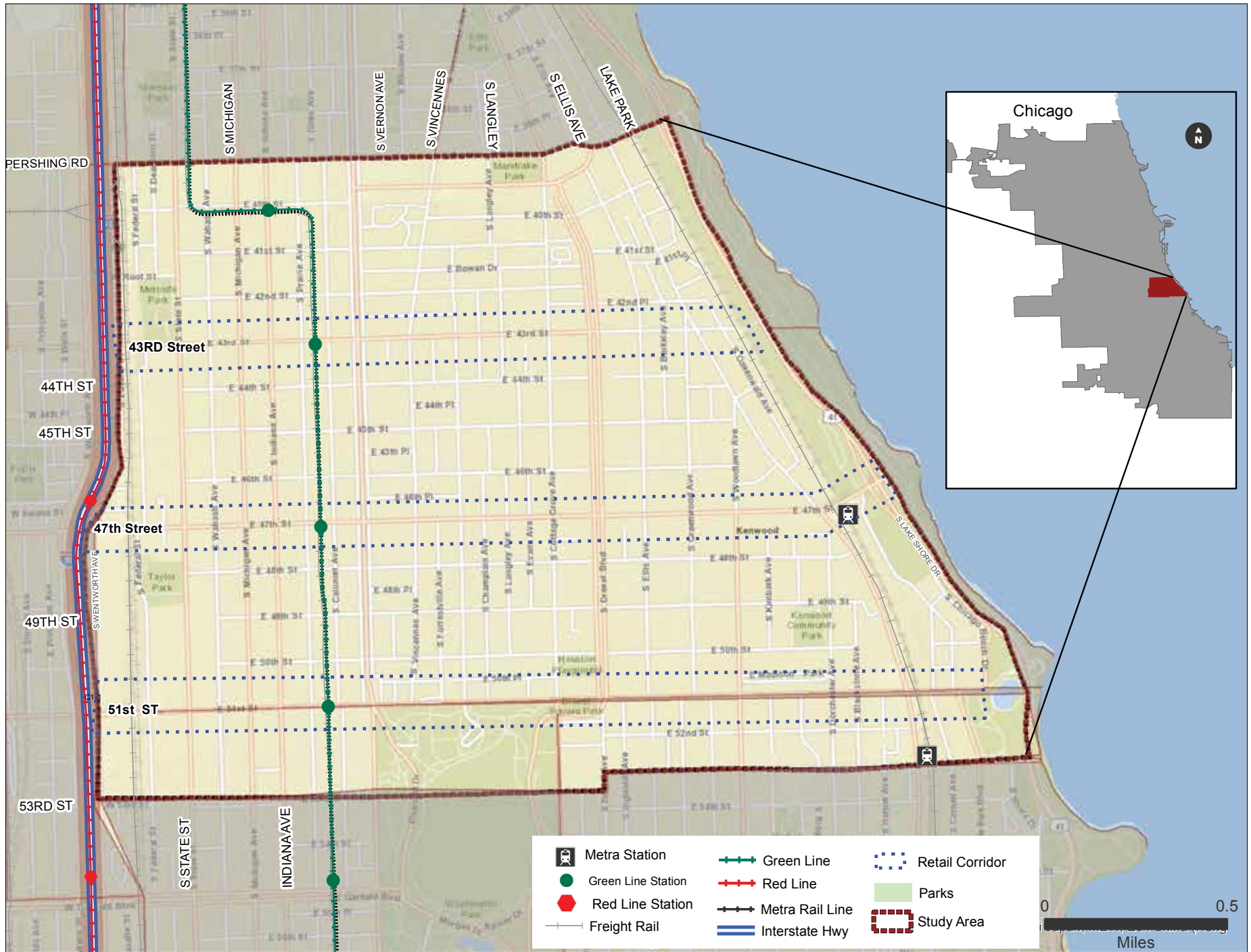
The Bronzeville Retail District Land Use Plan is a policy document that defines the development context within which private and public dollars should be invested in the corridors and nodes to derive the most economic value. An up-to-date land use plan that clearly articulates the desired mix of uses for the retail nodes is needed to help inform all levels of decision-making. The Plan will serve as a guide for elected officials, City of Chicago staff, community residents, business owners, and potential investors. It will help these groups make informed decisions about investments affecting land use, housing, transportation, infrastructure, and capital improvements. The Plan also provides guidance on how the community can restructure the nodes and corridors to accommodate growth, reuse land already serviced by existing infrastructure, and ensure that future development reflects the unique character and values of Bronzeville.

The Plan's purpose is to provide a framework for achieving the community vision of "*developing vibrant, walkable, retail nodes along 43rd and 51st Streets and a retail corridor along 47th Street*, while providing local employment and business ownership opportunities."

The Plan is meant to articulate the community vision for the nodes and corridors based on existing City of Chicago policies and input from community residents, business owners, and other stakeholders throughout the planning process.

The Plan examines existing conditions along the corridors and in the Bronzeville neighborhood in general, develops a future land use vision for the commercial nodes and corridors, and formulates specific recommendations to help implement that vision. The Plan supports and compliments previous planning initiatives, including phase one of an effort that culminated in the report *Developing Vibrant Retail in Bronzeville*, by building on the themes and recommendations that emerged during those processes.

Map 1. Bronzeville retail study area



Source: Chicago Metropolitan Agency for Planning.

Community Vision and Planning Objectives

The community's vision for creating a sustainable foundation for retail development in Bronzeville guided the development of this Plan. It is the second phase of an initiative started in 2009 between the Bronzeville Alliance and MPC, which culminated in the report *Developing Vibrant Retail in Bronzeville*. The report included a number of recommendations for the three corridors, many of which have been incorporated in this Plan. Both of these reports should be considered as complimentary and relevant as the neighborhood moves forward with implementing the recommendations.

Throughout the planning process, residents expressed a desire to transform the three commercial corridors into vibrant community destinations with historic character and diversity of retail and entertainment activities. They wanted to welcome residents and visitors alike, offering the following: a variety of unique shopping and cultural options; safe streets and a pleasant experience for pedestrians and cyclists; residential areas that provide a variety of attractive housing options at all levels of affordability; safe, functional gathering spaces that bring people together; and transit amenities that are attractive and easy to navigate.

Not all of the residents' desires could be addressed by this Plan. Nonetheless, based on these desires, the following goals were established for the Bronzeville Land Use Planning project:

1. Work with the City and stakeholders to analyze existing zoning and land use along the 43rd, 47th, and 51st Street corridors for compatibility, consistency, and the ability to support commercial and mix-use developments.
2. Identify and recommend alternatives for non-conforming uses and vacant and underutilized land, including zoning changes if necessary.
3. Develop a Land Use Plan that will create commercial and aesthetic cohesiveness and maximize retail development opportunities.
4. Recommend land use and zoning changes that will enhance pedestrian access to public transportation and focus retail density and use near transit stations.

Planning Process

The planning process for the Bronzeville Retail District Land Use Plan consisted of several steps that took over a year to complete. The project was officially launched on February 23, 2012. It built upon previous planning and community engagement efforts led by the Bronzeville Alliance and supported by MPC. The planning process was crafted in consultation with the City of Chicago's Department of Housing and Economic Development (DHED), the Bronzeville Alliance, MPC, and the Chicago Transit Authority (CTA). The planning process was designed to maximize community stakeholder input at each stage. Each step in the process consisted of a specific activity or set of activities whose outputs provided information for subsequent steps. An important aspect of the community engagement process was to find out the community's vision for future land use. More details on the community engagement process for this Plan is provided in the Public Outreach Appendix.

The Bronzeville Alliance and the Retail Initiative

The Bronzeville Alliance is a group of residents and organizations committed to the economic, social, and cultural redevelopment of the historic Bronzeville community. Organized in 2008, the Alliance brings together a variety of stakeholders to develop coordinated strategies addressing five key issue areas: crime and grime; education and training; green jobs, health, and the environment; housing; and retail, hospitality, tourism, and transportation. Recognizing the need for strategic retail development in the neighborhood, the Alliance created the BRI in 2009 with a vision of "facilitating the development of vibrant, walkable, retail corridors that build on Bronzeville's rich retail and entertainment history, while serving the needs of modern-day residents and destination shoppers, and providing local employment and ownership opportunities."

The Alliance created the BRI team to address issues related to retail, hospitality, tourism, and transportation. The goals of the initiative include increasing investor interest in key Bronzeville retail corridors, increasing residents' options for commerce and employment within their community and utilizing CTA Green Line stations for strategic transit oriented development. Retail development is the current focus of BRI team, which has identified three commercial corridors – 43rd, 47th, and 51st Streets – on which to focus retail recruitment, commercial retention, and viable complementary uses. The choice of corridors was based on their proximity to transit assets, rich histories, and current retail activities. With the help from MPC, the team refined the retail initiative and its implementation strategies. In October 2011, MPC organized a two-day, expert task force that resulted in a report, *Developing Vibrant Retail in Bronzeville*, which recommended creating a land use plan for the three retail corridors among other items.

BRI core members include Quad Communities Development Corporation, 51st Street Business Association, Renaissance Collaborative, Centers for New Horizons, Concerned Citizens of Bronzeville, and Urban Juncture. Both Ald. Pat Dowell (Third Ward) and Ald. Will Burns (Fourth Ward) are key partners and advisors. In addition, BRI work is supported by government agencies like the City of Chicago's DHED, CMAP, and CTA; key institutions like the Illinois Institute of Technology (IIT) and University of Chicago; and major nonprofit organizations like MPC and the Center for Neighborhood Technology (CNT). All these entities have been engaged in developing this Plan, including land use and zoning recommendations for retail corridors. The Plan can be used as a model by the City as it reexamines its own retail strategy and seeks to concentrate retail to maximize economic benefits.

CMAP's Local Technical Assistance Program

CMAP is the official regional planning organization for the Northeastern Illinois counties of Cook, DuPage, Kane, Kendall, Lake, McHenry, and Will. CMAP is responsible for developing the region's comprehensive plan that integrates transportation with land use. The agency released its first comprehensive regional plan in October 2010; The GO TO 2040 addresses the anticipated population growth of more than two million residents of the region by 2040. The plan establishes coordinated strategies to help the region's 284 communities address transportation, housing, economic development, open space, the environment, and other quality-of-life issues. The plan contains four themes and 12 major recommendation areas. See www.cmap.illinois.gov for more information.

In October 2010, CMAP was awarded a Sustainable Communities Regional Planning grant by the U.S. Department of Housing and Urban Development (HUD) to assist with implementing the recommendations of the GO TO 2040. With this funding, CMAP launched its LTA program to help communities across the Chicago metropolitan region undertake projects that advance the principles of the GO TO 2040. A call for projects was first issued in 2011 and the Bronzeville Alliance was included in the first round of successful applicants. The Bronzeville Alliance requested CMAP's assistance in developing a land use plan for three commercial corridors in the community. CMAP's LTA staff helped the Alliance engage community residents, the City of Chicago's DHED, CTA, local business owners, and other stakeholders in developing this Plan to guide strategic retail development and achieve optimal land use configuration in the three retail corridors. The Plan's zoning and land use policy recommendations can guide future investment decisions.

Figure 1.1. Participants at planning meeting



Photo by the Chicago Metropolitan Agency for Planning.



Public art is incorporated in the streetscape along the corridor.

Photo by Emily Cikaneck.

Chapter 2

Existing Conditions

Chapter 2 briefly summarizes the Existing Conditions Report that was prepared at an earlier stage of the planning process. It documents Bronzeville's investment opportunities and recent developments, demographics, economic conditions, housing, and transportation. Land use conditions are discussed in detail in Chapter 3. The full Existing Conditions Report offers far more detail than this summary, as well as a range of informative maps and charts. It is included as an Appendix to this Plan.

Investment and Development Initiatives

Bronzeville has great investment opportunities and boasts a number of recent and upcoming developments. It is one of seven neighborhoods targeted by *Chicago's Chicago Neighborhoods Now*¹ initiative, which was unveiled in March 2013. Under the initiative, the City is dedicating nearly \$3 billion in private and public funds to support new economic development, housing, and quality-of-life improvements for residents and businesses in selected neighborhoods. As part of a comprehensive effort to maximize opportunities for neighborhood growth and community improvement, the City has identified key community development areas for current and future development projects and is collectively leveraging \$330 million in public funding from a variety of federal, state and local sources.

The *Chicago Neighborhoods Now*² initiative includes an ambitious redevelopment strategy that seeks to create a cohesive region from South Loop to Hyde Park in order to take advantage of the growing convention traffic and tourism in the area. Its goals are to implement a long-term redevelopment plan for the former Michael Reese Hospital site; support the McCormick Place expansion with new lodging facilities; develop Motor Row as a “pedestrian-oriented entertainment district”; support the redevelopment of 47th Street with new residential and commercial projects; leverage housing resources in the Grand Boulevard Micro Market Recovery Program area; and help retailers establish new neighborhood markets in Bronzeville.

In addition to increasing capacity and programs to encourage revitalization and reinvestment, Bronzeville has experienced a number of recent developments, with additional initiatives underway. According to MPC's *Developing Vibrant Retail in Bronzeville*, new investments exceed \$470 million since 2005. A number of these are described below and help to convey the scale and level of interest and investment of positive and productive development activity in the neighborhood.

Shops and lofts at 47

The long awaited mixed-use development at the corner of 47th Street and Cottage Grove Avenue broke ground in April 2013. Mahogany Ventures has been working with the City of Chicago, Quad Communities Development Corporation, the Fourth Ward Alderman, and the Chicago Housing Authority (CHA) on the \$45.6 million mixed-use development project for more than seven years. When completed in 2014, it will house 96 mixed-income rental apartments (24 market-rate apartments, 44 affordable units, and 28 CHA public housing units) developed and managed by The Community Builders. A total of 55,000-square-feet of commercial space will be anchored by a 41,000-square-foot Wal-Mart Neighborhood Market. The 4.7 acres development site spans the entire block between 47th and 48th Streets

Figure 2.1. Shops & Lofts at 47



Photo by Mahogany Ventures.

1 See http://www.cityofchicago.org/content/dam/city/depts/mayor/press_releases/March17.13.2013_Vision.pdf.

2 See http://www.cityofchicago.org/mayor's_press_room/press_releases/april_2013/investments_highlights.html.

Bronzeville Artists' Lofts on 47th Street

The City has committed \$1.1 million in Tax Increment Financing (TIF) to assist Revere Properties LLC and Three Corners LLC in rehabilitating a vacant building located at 346 East 47th Street as live-work spaces for artists. Currently in the pre-development stage, the former Jones Brothers Ben Franklin store, Bronzeville Artists' Lofts will become one of the newest additions to Chicago's arts and culture landscape. The building will contain a mix of 16 studios and one- and two-bedroom affordable residential units between 600 to 1,100 square feet that will be leased to working artists. The project includes 12,200 square feet of commercial space on the ground floor, one-third of which will accommodate the relocation of Gallery Guichard. The residential portion of the development is being financed in part by \$4.4 million in federal Neighborhood Stabilization Program (NSP) funding from the City of Chicago.

Bronzeville Cookin'

Urban Juncture, Inc. is creating a unique dining destination and culinary incubator to celebrate the cuisines, cultures, and communities of peoples of African descent at 51st Street and the CTA Green Line. Bronzeville Cookin' will bring four distinctive, locally owned and operated restaurants to share a sustainably rehabilitated building in the heart of the historic Bronzeville community. Each restaurant will highlight a different aspect of African cuisine, with some venues being distinctly upscale. The project also includes a fresh produce market, a rooftop farm to provide fresh produce, and an adjacent multi-mode parking facility. Located next to the development is the award-winning Bronzeville Community Garden, which opened in summer 2010 and provides a space for public events and neighborhood gathering.

The project will create over 130 permanent jobs, introduce "green" technologies to the community, and provide key ownership opportunities through the creation of culinary enterprises. The \$8.6 million project has received \$3 million in TIF and a write-down on the purchase of two city-owned lots to serve as parking for the restaurant complex. Construction of the project is already underway and the first three restaurants, the produce market, rooftop farm, and adjacent parking will open by end of 2013. It will transform the look and feel of 51st Street and contribute significantly to the tax base of the area.

Figure 2.2. Before and after photos of Bronzeville Cookin'



Photos by Urban Juncture.

Harold Washington Cultural Center

Located at the intersection of 47th Street and Dr. Martin Luther King, Jr. Drive, the \$19.5 million 40,000 square-foot Harold Washington Cultural Center was constructed in 2004 and was envisioned as an anchor for the “Chicago Blues District.” A recipient of \$8.9 million in City investments to date, the 1,000-seat performance theater is now under the ownership of the City Colleges of Chicago. The new operator will focus on both educational and entertainment uses including broadcast, digital media, and performing arts. Entertainment events will also be held at the venue under the City Colleges supervision. The theatre has great potential to draw tourists to Bronzeville.

Figure 2.3. Harold Washington Cultural Center



Photo by Emily Cikanek.

Lake Park Dialysis Center at 43rd Street and Cottage Grove Avenue

The Glazier Corporation has constructed a new 18,000-square-foot commercial building at the northeast corner of 43rd Street and South Cottage Grove Avenue, to be anchored by a 32-station dialysis center (Lake Park Dialysis) operated jointly by the DaVita, Inc. and Total Renal Care Inc. The new development, expected to open in December 2013, contains additional retail spaces for neighborhood businesses and additional medical office space on the second floor.

The Sutherland Development

MAC Property Management has renovated the historic Sutherland Hotel building at 4659 S. Drexel Boulevard into 122 luxury apartments. The 1917 building began as a military hospital and was later converted into a hotel whose ground-floor, the Sutherland Lounge, served as the center of Chicago’s experimental jazz scene during the post-war period. The hotel and lounge closed in 1982 allowing the building to be converted into apartments. The building was recently fully rehabilitated, creating 107 new apartments in studio, one- and two-bedroom formats. The City-approved planned development also includes street-level retail spaces along 47th Street and surface parking behind the building.

The Rosenwald Building

The Rosenwald/Michigan Avenue Apartment building at the northwest corner of 47th Street and South Michigan Avenue is scheduled for redevelopment. The five-story brick building, which has been vacant for the last 12 years, occupies an entire city block. Now listed on the National Register of Historic Places, the building once boasted 450 subsidized units. The complex was financed by Sears’s magnate Julius Rosenwald and designed by Ernest Grunsfeld Jr. in the mold of successful Viennese housing blocks. It was home to numerous African American cultural giants over the years, such as Quincy Jones, Nat “King” Cole, and Gwendolyn Brooks. In 2013, the Third Ward Alderman Pat Dowell created a task force to guide the redevelopment effort and to work with the developer, Landwhite Developers. The redevelopment plan includes 234 senior and family housing units, almost all priced to meet the needs of working class and low-income tenants, with 57,000 square feet of retail space planned for the ground floor.

Park Boulevard

The large mixed-income development along State Street, just south of 35th Street, is built on the 33-acre site of the former Stateway Gardens CHA complex. The Master Redevelopment Plan incorporates both on-site and off-site development and is being implemented in three major phases. The plan proposes the development of over 1,300 units, with 885 units proposed on-site and 400 units proposed for off-site locations east of State Street, all within close proximity to both CTA and Metra trains. The development is now in Phase II of construction, consisting of 128 units, of which 46 are CHA replacement units. Phase III will add 108 rental units in four buildings, divided equally among public housing, affordable, and market-rate units. Phase one included ownership units and approximately 17,000 square feet of commercial space, currently occupied by Starbucks, Jimmy John's, PNC Bank, and other retailers.

Figure 2.4. Park Boulevard Phase I



Photo by the Chicago Metropolitan Agency for Planning.

Oakwood Shores

This multi-phase development includes approximately 94 acres located on Chicago's mid-South Side roughly bounded by 35th Street to the north, Lake Park Avenue to the east, Pershing Road to the south and Martin Luther King, Jr. Drive to the west. The site originally included more than 3,500 public housing units within the CHA Ida B. Wells/Madden Park complex. When complete, Oakwood Shores will replace nearly all of those 3,500 housing units with mixed-income housing in a low-rise setting. Since 2003, 750 units have been built on the 94-acre site. The City recently awarded McShane Construction the contract to build another 106 rental units in a single six-story building at 3753-3755 S. Cottage Grove Avenue. Mercy Hospital and Medical Center is slated to operate a 28,000-square-foot medical office on the building's lower level. Various green features are incorporated and an enclosed courtyard with multiple pergolas providing green space.

Lakefront Expansion

In 2000, the Chicago Park District initiated a long-range planning program to add acreage to a number of lakefront and historic parks. The planning process resulted in the adoption of the Burnham Park Framework Plan. The ongoing initiative consists of several projects including the Mid-South Lakefront Shoreline Protection Project that extends from 31st Street to 71st Street. The Shoreline Protection Project includes the revetments of the beach and beach-houses at 31st Street and 41st Street, which opened in July 2010. The Shoreline Protection Project also includes the addition of a nature area within a portion of the Burnham Park between 45th and 51st Streets that features shallow bedrock in an area known as Morgan Shoal. The \$42 million project, which is currently underway, is part of the plan to extend Chicago's lakefront system on the south side of the city.

“Lou” Jones Bronzeville Metra Station

In 2011, Metra constructed a new train station on 35th Street along the Rock Island District line. The new station is named in honor of Lovana S. (“Lou”) Jones who was an Illinois State Representative from Bronzeville. The station has enhanced transit accessibility in an area that is served by the CTA’s Red and Green Lines, offering a convenient link between CTA and Metra service on the South Side. The project was funded by \$4.9 million in federal grants and \$6.8 million from federal stimulus funds. The station is located east of U.S. Cellular Field and serves the nearby IIT campus, Chicago Police Headquarters, De La Salle Institute, and a new technology park, as well as the entire Bronzeville neighborhood. The station is heavily used by Chicago White Sox game attendees and IIT college students. Both the CTA Red and Green line stations are within easy walking distance of the new station, and the trains run frequently throughout the day.

31st Street Harbor

The Chicago Park District recently invested over \$103 million to construct a harbor facility in Bronzeville. Located just south of the existing 31st Street Beach, the marina development also includes playground and picnic areas. The facility, funded entirely by user fees, has transformed a previously neglected and under-utilized stretch of the shore line. Designed by AECOM and a team of subcontractors, the 31st Street Harbor reflects the civic ambition of the City at a site previously proposed as the site for Olympic sailing. The opening of the harbor in June 2012 also launched a new event in Bronzeville, the Chicago In-Water Boat Show. The event is expected to bring thousands of visitors to Bronzeville each year.

Figure 2.5. “Lou” Jones 35th Street Metra Station



Photo by the Chicago Metropolitan Agency for Planning.

Figure 2.6. Mural depicting Bronzeville heritage



Photo by Emily Cikanek.

Demographics

Despite the recent development activity in Bronzeville, the neighborhood appears to be on the tail end of decades of demographic challenges. If recent interest and investment are any indication of a brighter future for the community, which is the hope and the expectation of community stakeholders, these trends should reverse and show positive change in the years to come.

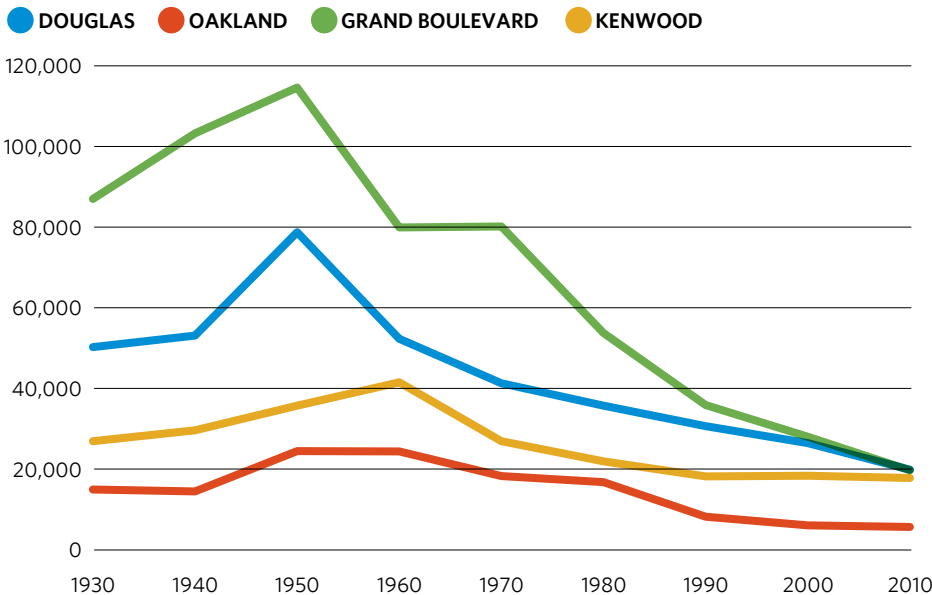
The study area examined for this plan experienced a population loss of more than one-tenth of its residents between 2000 and 2010, from 45,688 to 42,749. Figure 2.7 shows a larger related trend in which the four neighborhoods that constitute Bronzeville, which is larger than the study area examined for this plan, shed nearly 75 percent of its population since the 1950s, from roughly 300,000 residents in 1950 to roughly 65,000 in 2010.

Others changes in Bronzeville have made the area more ethnically diverse and contributed to smaller average household sizes. The Latino population increased by about 70 percent over the last decade, and the Asian population rose by more than 27 percent. Despite these shifts, Bronzeville continues to be a predominantly African-American community, with an 85 percent population share. Bronzeville's average household size (2.09) has decreased and now stands below that of the city (2.52) and region (2.72). Possible reasons for this smaller average household size may be partly due to the neighborhood's proximity to downtown Chicago and Lake Michigan, factors that have attracted unmarried, young professionals. The outward relocation of many public housing residents from the area may also have contributed to this decrease, as data shows household size to be larger for areas with public housing.

Though Bronzeville’s household incomes and unemployment figures currently trail city and regional averages, recent trends are positive. Approximately 43 percent of Bronzeville residents live in low-income households, earning less than \$25,000 a year, which is higher than the Chicago average (22.5 percent). The unemployment rate is also higher in Bronzeville than in the City of Chicago overall. Over 16 percent of the labor force in the area is unemployed, which is 1.5 times the unemployment rate for city (11.1 percent) and nearly two times the regional average (8.9 percent). However, the number of middle-income households in the area has been steadily rising,³ contributing to an overall diversification of neighborhood incomes.

The neighborhood also fares better in educational achievement than other City of Chicago neighborhoods. Over one-third of residents have earned a bachelor’s degree or higher, and approximately 85 percent have a high school diploma, which compares favorably to city and regional averages.

Figure 2.7. Historic population trends in the Bronzeville area



Source: U.S. Census Bureau 1930-2010.

3 See http://www.metroplanning.org/uploads/cms/documents/mpc_developing_vibrant_retail_bronzeville_web.pdf.

Table 2.1. Race and ethnicity, 2010

| | BRONZEVILLE STUDY AREA | | CITY OF CHICAGO | | CHICAGO REGION | |
|---------------------------|------------------------|---------|-----------------|---------|----------------|---------|
| | COUNT | PERCENT | COUNT | PERCENT | COUNT | PERCENT |
| Black or African American | 36,217 | 84.7% | 872,286 | 32.4% | 1,465,417 | 17.4% |
| White | 3,421 | 8.0% | 854,717 | 31.7% | 4,486,557 | 53.2% |
| Asian | 1,056 | 2.5% | 144,903 | 5.4% | 513,694 | 6.1% |
| Hispanic or Latino* | 991 | 2.3% | 778,862 | 28.9% | 1,823,609 | 21.6% |
| Other** | 1,064 | 2.5% | 44,830 | 1.7% | 142,109 | 1.7% |

Source: 2010 U.S. Census.

* Includes Hispanic or Latino residents of any race.

** Includes American Indian, Alaska Native, Native Hawaiian and Other Pacific Islander, some the race, and two or more races.

Table 2.2. Change in race and ethnicity, 2000-10

| | BRONZEVILLE STUDY AREA | | CITY OF CHICAGO | | CHICAGO REGION | |
|---------------------------|------------------------|----------------|----------------------|----------------|----------------------|----------------|
| | CHANGE IN POPULATION | PERCENT CHANGE | CHANGE IN POPULATION | PERCENT CHANGE | CHANGE IN POPULATION | PERCENT CHANGE |
| Black or African American | -6,054 | -14.9% | -181,453 | -17.2% | -72,117 | -4.7% |
| White | 206 | 6.6% | -52,449 | -5.8% | -200,702 | -4.3% |
| Asian | 227 | 28.1% | 20,466 | 16.5% | 137,701 | 36.6% |
| Hispanic or Latino* | 371 | 71.2% | 25,218 | 3.4% | 414,407 | 29.4% |
| Other** | 301 | 46.5% | -12,200 | -21.4% | 5,833 | 4.3% |

Source: 2010 U.S. Census.

* Includes Hispanic or Latino residents of any race.

** Includes American Indian, Alaska Native, Native Hawaiian and Other Pacific Islander, some the race, and two or more races.

Economic Assessments

Economic assessments indicate a potentially robust market for consumer goods and services in the community, presenting room for additional retailers and commercial businesses though some of the additional demand could potentially be accommodated within existing retail areas and spaces. However, this may require the conversion and modernization of some of the existing space.

A 2010 retail-market study conducted by Local Initiatives Support Corporation (LISC) MetroEdge revealed that Bronzeville boasts over \$175 million worth of concentrated buying power per square mile, which exceeds the City of Chicago's \$168 million per square mile. However, this significant potential buying power is not being fully captured locally, as consumers often search for desired goods and services outside of Bronzeville. The study also revealed that the area could potentially support an additional 475,000 to 700,000 square feet of retail business based on leakage of consumer purchasing power to other neighborhoods. The same study found a rise in the number of middle-income households in Bronzeville, which further reinforces the area's retail potential. Table 2.3 shows the 2010 household income distribution in the study area. A different study commissioned by the Chicago Community Loan Fund (CCLF) in November 2009 revealed that there have been in excess of \$470 million in new investments in Bronzeville since 2005. The study also concluded that State Street's deeper parcels provide greater opportunity for large-format retail development than other areas, yet there continues to be a need for increased density of retail space within nodes.

Bronzeville's employment base has a strong service orientation with two-thirds of jobs in the area being concentrated in health care and social assistance, retail, educational services, accommodation and food services, and real estate rental and leasing industries. Most workers in Bronzeville are employed in the public and non-profit sector. The shortage of private sector jobs in the area has been filled by public sector, institutional, and nonprofit employers. In 2010, the 7,510 private sector jobs accounted for only 36 percent of the total 20,790 jobs in Bronzeville. However, the number of private sector workers in Bronzeville decreased six percent between 2001-10, representing a smaller decrease than that witnessed in the City of Chicago (12 percent) and the region (10 percent). The area's reliance on the public and nonprofit sectors is reflected in the types of businesses within its list of top employers; Chicago Public Schools and the Chicago Police Department are the two largest employers in Bronzeville. Other leading employers include social assistance providers, health care and nursing home facilities, the U.S. Postal Service, and the real estate sector. Among the social assistance providers, Centers for New Horizons is the leading employer with approximately 250 employees. While not accounted for in official employment figures, the University of Chicago is another large employer in the area.

Table 2.3. Household income, 2010

| | BRONZEVILLE STUDY AREA | | CITY OF CHICAGO | | CHICAGO REGION | |
|------------------------|------------------------|---------|-----------------|---------|----------------|---------|
| | COUNT | PERCENT | COUNT | PERCENT | COUNT | PERCENT |
| Less than \$25,000 | 8,768 | 43.0% | 300,788 | 29.1% | 594,251 | 19.5% |
| \$25,000 to \$49,999 | 3,842 | 18.9% | 241,112 | 23.3% | 650,102 | 21.4% |
| \$50,000 to \$74,999 | 2,876 | 14.1% | 177,613 | 17.2% | 553,681 | 18.2% |
| \$75,000 to \$99,999 | 1,713 | 8.4% | 113,429 | 11.0% | 414,960 | 13.6% |
| \$100,000 to \$149,000 | 1,552 | 7.6% | 110,858 | 10.7% | 460,697 | 15.1% |
| \$150,000 and over | 1,618 | 7.9% | 89,222 | 8.6% | 370,397 | 12.2% |
| Median Income (2010) | \$25,000* | | \$46,877 | | \$60,289 | |

Source: 2006-10 American Community Survey. *From a study by McKinsey & Company.

The area has an overabundance of retail space when compared to its submarket and the Chicago region, but also a significant amount of buying power that is not being fully captured locally. More than half of Bronzeville's commercial property is retail, which is double the concentration of Chicago south side submarket or the Chicago region as a whole, as demonstrated in Table 2.4. However, the abundance of retail space in Bronzeville is not matched by retail success as the area's commercial vacancy, near 15 percent, is also relatively high.

Table 2.4. Percentage of commercial real estate square footage by type, 2012

| | BRONZEVILLE STUDY AREA | CITY OF CHICAGO | CHICAGO REGION |
|------------|------------------------|-----------------|----------------|
| Retail | 53.4% | 19.7% | 24.3% |
| Industrial | 18.2% | 75.8% | 53.7% |
| Office | 28.4% | 4.5% | 22.0% |

Source: Chicago Metropolitan Agency for Planning analysis of CoStar data.

A 2012 retail market analysis conducted by CMAP revealed that demand for new, high-quality retail space exists in Bronzeville, but that there is an oversupply of lower-quality retail space. That analysis revealed that the trade area⁴ is experiencing a net sales leakage of about \$151 million, which indicates there may be enough purchasing demand to support 400,000-755,000 square feet of additional retail businesses, as suggested in the MetroEdge study. However, the same analysis revealed that approximately 650,000 square feet, or 15 percent, of the total retail space in the trade area is vacant, indicating that the demand for additional retail space in Bronzeville is not being accommodated by the space that currently exists. Table 2.5 shows the vacancy rate for the three corridors. It is likely that available spaces are not appropriate for current or future tenants due to one or more factors such as size, shape, configuration, amenities, functionality, or quality. With attention and investment by property owners, the existing space may be updated to accommodate additional retail demand. Access to capital, financing, and other resources that may not be available to establish neighborhood retail are also important factors. An in-depth assessment of Bronzeville's retail market potential can be found in the Retail Market Analysis memorandum provided in the Appendix.

A survey of Bronzeville's businesses shows that many of them generally offer lower-cost goods and services. For example, the majority of the general merchandise stores in the area are discount and dollar stores. Similarly, many of the restaurants and taverns are limited service/fast food businesses that offer lower-cost food and drinks when compared to full-service restaurants like Norman's Bistro on 43rd Street.

Table 2.5. Retail space and vacancy rate, 2012

| | OCCUPIED (SF) | VACANT (SF) | TOTAL (SF) | VACANT RATE |
|----------------------------------|---------------|-------------|-------------|-------------|
| Trade Area | 3,627,600 | 642,451 | 4,238,354 | 15% |
| 43rd Street | 165,093 | 46,055 | 211,148 | 22% |
| 47th Street | 632,848 | 148,218 | 781,066 | 19% |
| 51st Street | 290,293 | 61,785 | 352,078 | 18% |
| Trade Area (excluding Hyde Park) | 2,100,512 | 545,885 | 2,646,397 | 21% |
| City of Chicago | 132,985,806 | 8,726,531 | 141,712,337 | 6% |

Source: Chicago Metropolitan Agency for Planning analysis of data from CoStar, Cook County Assessor's Office, City of Chicago building data, and City of Chicago business license data.

A number of the retail establishments in Bronzeville are underperforming, with average sales per square foot of \$145, significantly lower than the national average of \$300 in sales per square foot. This may be the result of a number of factors including the oversupply of certain retail businesses or the small scale and/or poor physical condition of a number of Bronzeville's retail spaces. Furthermore, the abundance of small retail spaces in the area may attract inexperienced retailers lacking a full understanding of the neighborhood's complex market dynamics, which may limit many businesses in achieving a customer base with income diversity. The characteristics of existing retail space and the challenging market can also discourage experienced retailers from locating in Bronzeville.

Given the challenges faced by existing retail, future land use and retail development strategies should focus on improving and redeveloping existing retail space and uses to meet the area's demand, rather than adding an abundance of new retail space. Redevelopment of retail spaces should include creating larger spaces with modern amenities and optimal functionality. In fact, healthy retail and commercial districts typically include a variety of sizes and spaces, from small to large, occupied by a variety of uses. Successful districts often rely on medium- and large-format retailers serving as anchors to attract a strong customer base for smaller businesses. Grocery stores serve this function, as can more general merchandise establishments.

⁴ The trade area used in CMAP analysis is bound by 31st Street on the north, 59th Street on the south, Lake Michigan on the east, and the Day Ryan Expressway (I-94) on the west. It was identified by assessing local road networks, travel patterns, natural physical barriers, and neighborhoods.

Figure 2.8. Bronzeville's historic homes



Photo by the Chicago Metropolitan Agency for Planning.

Housing

The Bronzeville area consists primarily of multifamily housing developments; about 77 percent of the study area's housing stock consists of three or more units. Although the area is not as dense as it once was, Bronzeville's housing still shows signs of high density, now interspersed with significant amounts of vacant land. Previously, density was due in part to a number of high-rise public housing buildings, many of which have been demolished. Corresponding to its dense, multifamily character, housing in the neighborhood is predominantly renter-occupied (71 percent). Slightly more than a quarter of housing units in the neighborhood are owner-occupied. This difference in housing tenure may be linked to modest average household incomes in the community.

Bronzeville's residential vacancy rate, currently near 15 percent, is higher than that of the City of Chicago and region, at 12.5 percent and 8.5 percent, respectively. Since the national housing market collapsed, housing values in the area have declined and foreclosures have increased. In fact, most recent housing sales in the area have been foreclosed condominiums.

About one-tenth of the study area's housing stock was constructed in the last decade, with ages of the remaining housing units generally similar to Chicago as a whole. Much of the area's new housing units are attributed to mixed-income developments related to the CHA's *Plan for Transformation*, as well as private developments that have occurred because of CHA's reinvestment in the area.

Figure 2.9. 47th Street CTA Station



Photo by the Chicago Metropolitan Agency for Planning.

Transportation and Circulation

The study area has a walkable street network and good access to public transit. It is served by eight CTA bus routes, two CTA train lines, and three Metra commuter lines — Rock Island, Electric District, and South Shore lines. The area has six Metra stations, and most Metra riders access the stations by walking. The study area, serviced by the CTA Green and Red Line trains, has eight CTA train stations, with five on the Green Line and three on the Red Line. The Red Line has higher ridership than the Green Line, with the highest number of boardings occurring at the Sox-35th-Dan Ryan station. None of the CTA train stations in the area has a parking facility. Figure 2.9 shows the CTA train station on 47th Street.

Many of the major roadways in the study area run north-south and are multi-lane streets. The area's street network exhibits a grid pattern with relatively short blocks that make the neighborhood very pedestrian-friendly. The streets are fairly well maintained in the eastern parts of the area closer to the lake, while some of the roadway stretches in the western part of the area need improvements. While walkable and rich in transit options, Bronzeville's roadways are in need of streetscape improvements. Specifically, the three corridors that are the focus of this land use planning project could use improvements to the sidewalks, street lighting, and streetscape in order to enhance the pedestrian experience. Throughout the study area, adding street markings and traffic signalization, especially near parks and schools, would provide a safer walking environment.

Table 2.6. Housing + Transportation (H+T) costs as a percentage of household income

| COSTS | BRONZEVILLE STUDY AREA | CITY OF CHICAGO | CHICAGO REGION |
|----------------------------------------------|------------------------|-----------------|----------------|
| Housing Costs as percentage of income | 21.6% | 25.2% | 28.2% |
| Transportation Costs as percentage of income | 16.6% | 17.0% | 21.8% |
| "H+T" Costs as percentage of income | 38.1% | 42.2% | 50.0% |

Source: Center for Neighborhood Technology, "H+T Affordability Index." See <http://htaindex.cnt.org/map/>.

Note: Red text if the percentage exceeds the standard threshold of affordability: 30 percent for housing costs and 45 percent for housing and transportation costs combined.

Transit ridership in the study area is relatively high, and Bronzeville residents spend less on housing and transportation than City of Chicago and regional averages. CTA trains and buses are heavily used by residents of the area, with over 33 percent of all work trips in the area completed via public transit. Metra ridership, however, is low, most likely due to limited Metra service on Metra Electric District, South Shore, and Rock Island lines. Transit access, as well as the area's concentrated development pattern and proximity of Bronzeville to employment and activity centers like downtown Chicago contribute to relatively low transportation costs. Table 2.6 shows housing and transportation costs for Bronzeville, Chicago, and the region compared to the region's median household income.

Along with public transit options, Bronzeville has a number of existing and planned bicycle routes. Dr. Martin Luther King, Jr. Drive and Drexel Boulevard have existing bike routes, while 47th Street and 51st Street are proposed bike routes in the City of Chicago's *Bike 2015 Plan*.⁵ A new protected bike lane is planned for installment along State Street. Increasing non-motorized facilities represents an opportunity to promote alternative modes of transportation in Bronzeville. Urban Juncture plans to install a bicycle parking facility underneath the elevated 51st Street Green Line platform that will include a bicycle service station and approximately 150 bicycle parking spaces within 200 feet of the CTA station.

In addition, the car-share program I-GO is expanding in Bronzeville, with the latest station located at 4619 South Dr. Martin Luther King, Jr. Drive near the Illinois Service Federal Savings and Loan.

Alongside other improvements, a number of bicycle-pedestrian overpasses are planned over Lake Shore Drive to provide pedestrians and bicyclists with safer crossing routes over the busy highway. Chicago Department of Transportation (CDOT) completed constructing a \$2.3 million pedestrian bridge on 47th Street in 2005. The city is also replacing the pedestrian bridge on 35th Street. A new overpass on 41st Street and a replacement overpass on 43rd Street are also planned. As can be seen in Figure 2.10, these bridges are also designed to enhance the aesthetics along Lake Michigan.

Figure 2.10. Overpass on 47th Street and Lake Shore Drive

Photo by the Chicago Metropolitan Agency for Planning.

⁵ See <http://www.bike2015plan.org/>.



New residential development incorporates open space.

Photo by the Chicago Metropolitan Agency for Planning.

Chapter 3

Land Use Planning and Zoning

This chapter explains the difference between land use and zoning, explores the allocation of land uses, and examines the current pattern of land uses and zoning districts in the project area. Applying the community's broad vision for retail development to the current land use pattern provides the basis for the policies recommended in this Plan. Descriptions of the proposed land use and zoning districts associated with the future land use and zoning maps are also included in the chapter.

Comparing Land Use Planning with Zoning

In order to fully understand the purpose of this Plan, one must distinguish between land use planning and zoning. Land use planning often leads to land use regulations, also known as zoning, but the two concepts are not the same.

Land use planning is the systematic assessment of land, alternatives for land use, economic and social conditions in order to adopt the best land use options. Its purpose is to select and put into practice land uses that will best meet the needs of a community, while safeguarding resources for the future. A land use plan is often viewed as a long-term policy document (ten years or more), but it can be updated anytime to match local needs, interests, or opportunities as they present themselves. A land use plan is typically a collection of policies and maps that is used to regulate land use in an efficient and ethical way and in a manner that prevents conflicts of uses. It serves as a community's blueprint for change and growth. At the community level, a land use plan provides guidance for both individual projects and a broad range of policy issues, such as development of regulations and public investment programs.

Zoning, on the other hand, is a tool for implementing land use plans. It regulates the types of activities that can be accommodated on a given piece of land, the amount of space devoted to those activities, and the ways that buildings may be placed and built. Zoning is derived from the practice of designating permitted uses of land based on mapped zones, which separate one set of uses from another. Zoning may be use-based (regulating the uses to which land may be put), it may regulate building height, lot coverage, and similar characteristics (also known as a “form-based code”), or it may be some combination of both. Local governments often use zoning to manage the development of land within their jurisdictions and, in so doing, they plan for the needs of the community while safeguarding community assets and natural resources.

While land use maps provide information about uses on land, zoning maps are used to mark out areas designated for specific types of land use so that people developing land know which kinds of uses will be allowed. The creation of zoning maps is part of the overall process of community planning, in which communities guide future development.

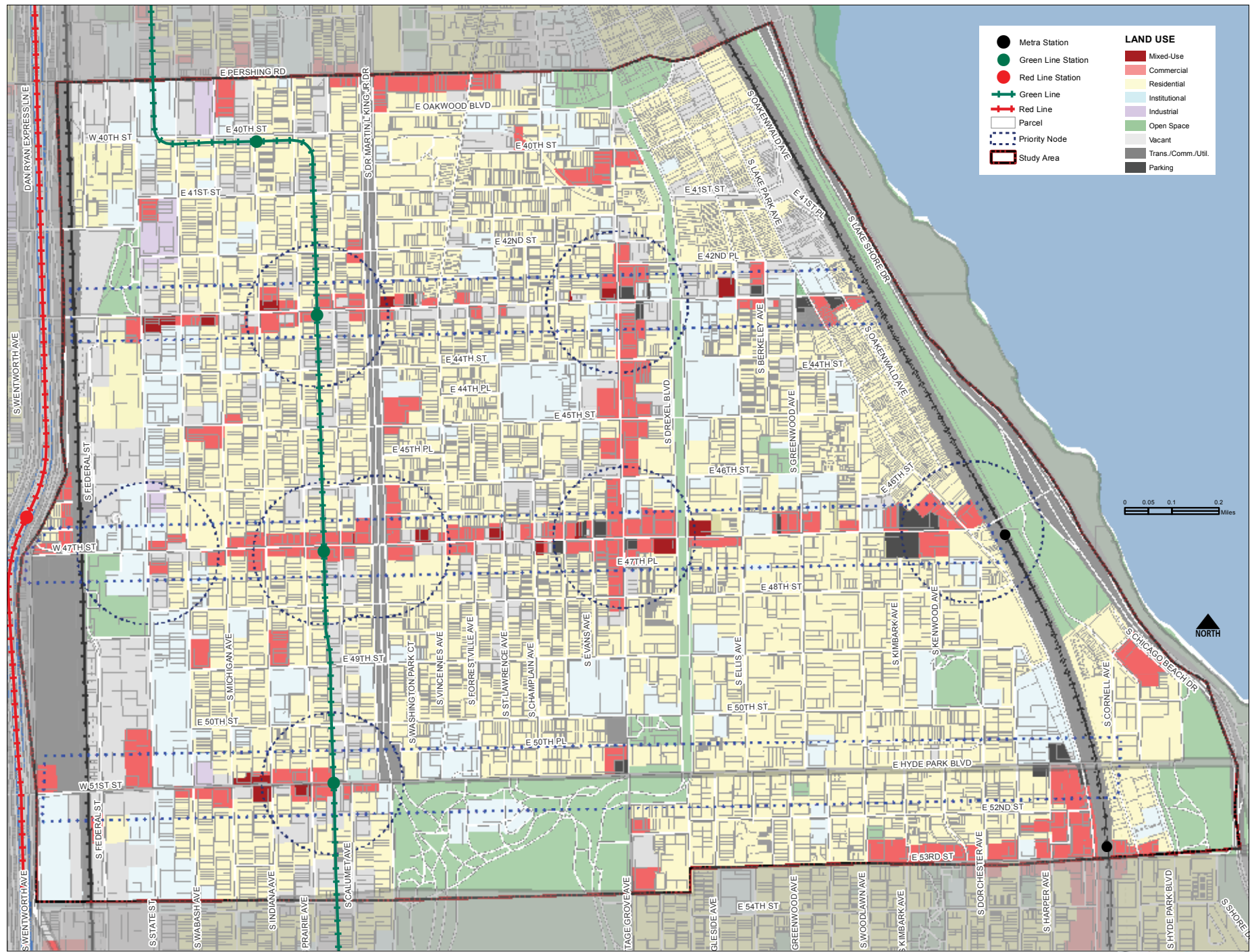
Existing Land Use

The land-use and development patterns in the Bronzeville neighborhood have changed little over the past few decades. Much of the land area is used for residential (53 percent) and institutional purposes (8.4 percent), with commercial uses concentrated along busy streets. Various types of housing are found throughout the neighborhood, but medium- and high-density housing are most common. Single-family housing accounts for only 14 percent of the total land area. Much of the area's historic development pattern and design is reflected on Dr. Martin Luther King Jr. Drive, Drexel Avenue, and the three target commercial corridors. Analysis of the area land-use patterns reveals a significant amount of vacant lots and a large acreage devoted to institutional uses. Vacant land, consisting of both City of Chicago-owned and privately-owned lots, account for about 15 percent of the total land area. Institutional use is well represented in the study area with numerous higher educational campuses and religious facilities. Large institutional structures are located mostly along State Street and Drexel Boulevard, while vacant parcels can be found throughout the neighborhood.

Existing land use refers to how property is currently developed. It is important to note that existing land uses in Bronzeville do not necessarily match the uses designated by the Cook County Assessor's land classification. A detailed description of the land uses in Bronzeville is as follows:

- **Single-Family Residential:** Residential, primarily one-family homes, but may also include some two-family homes, and open space within or adjacent to a related residential development.
- **Multifamily Residential:** Residential, including apartment buildings and condominiums.
- **Mixed-Use Residential:** Parcels containing two or more of the following -- residential, industrial, commercial, and/or office, and institutional uses, where the primary use is residential. Parcels contain a mix of uses arranged in a compact and pedestrian-friendly pattern. The buildings are often configured with residential units above retail.
- **Commercial:** Uses associated with provision of goods or services. Parcels contain retail, office, and service-oriented uses that serve the day-to-day needs of households within walking distance or short driving distance of the neighborhood.
- **Regional Commercial:** Shopping, entertainment, and employment services supported by the greater region, including Bronzeville and surrounding communities. An example would be large hospital or big-box retail store.

Map 2. Current land use in Bronzeville retail study area



Source: Chicago Metropolitan Agency for Planning.



- **Office:** Administrative, professional, or clerical services. This land use category also includes parcels containing medical clinics.
- **Mixed-Use Commercial:** Two or more of the following -- residential, industrial, commercial, and/or office uses, where the primary use is commercial. Typically, the two or more uses have to exist in a single building.
- **Light Industrial:** Lower intensity-industrial uses with manufacturing activities that have lower environmental impact than those associated with heavy industry, as well as smaller footprints. Ancillary limited commercial uses like hotels, restaurants, and health clubs may be located in these zones, often buffered by landscaping or other screening.
- **Institutional:** Religious, governmental, educational, social, or healthcare facilities (excluding health clinics).
- **Park and Recreation:** Public active recreation activities; improved with playfields/grounds or exercise equipment, community/neighborhood parks, or other similar areas.
- **Open Space:** Variety of purposes, including the following -- resource protection or buffer; unorganized public recreational activities, which may contain trails, picnic areas, public fishing, etc.; and preservation of unaltered land in its natural state for environmental or aesthetic purposes.
- **Transportation:** Public or private vehicular, transit, and/or pedestrian rights-of-way. Includes parcels used for public or private freight or passenger rail activities.
- **Utility:** Public or private land occupied by a power plant or substation, electric transmission line, oil or gas pipeline, water tower, municipal pumping station, water treatment facility, communications tower, or similar use.
- **Vacant Parcels Identified for Future Use:** Could serve any purpose depending on the zoning designation and the surrounding land uses.
- **Parking/Parking Lot:** Parking for public or private vehicles.

Table 3.1 shows a summary of the amount of different land uses for the study area, and Map 2 shows the current land use in Bronzeville.

Table 3.1. Summary of land use by acreage in Bronzeville study area, 2011

| LAND USE CLASSIFICATION | ACRES | PERCENT |
|--------------------------|--------------|---------------|
| Residential | 1,042 | 53.3% |
| Institutional | 163 | 8.4% |
| Vacant Land | 284 | 14.6% |
| Commercial/Mixed-Use | 172 | 8.8% |
| Transportation | 142 | 7.3% |
| Parks and Open Space | 129 | 6.6% |
| Parking | 7 | 0.4% |
| Industrial/Manufacturing | 4 | 0.2% |
| Communication/Utility | 4 | 0.2% |
| Total | 1,947 | 100.0% |

Source: Chicago Metropolitan Agency for Planning 2011 Land Use Inventory.

Taken together, Bronzeville's three primary corridors from Dan Ryan to Lake Shore Drive extend 5.9 miles and comprise 64 city blocks, with 563 parcels fronting the commercial streets. In general, the eastern portions of the corridors are densely occupied, while the western portions are more sparsely developed and contain sub-optimal uses, including auto service facilities on small sites and vacant commercial buildings. Small lot sizes and depths along the corridors limit their use as large-format retail and restrict the expansion of existing medium-size businesses. However, large lot sizes and depths are located along State Street, which makes it a better corridor for large-format commercial development (i.e., big-box).

Mixed-use buildings and retail establishments comprise the principal land uses along the corridors, accounting for 58 percent of the occupied lots. The remaining space hosts mainly residential buildings and some institutional facilities. Large sections of these commercial corridors are underutilized and in need of revitalization. Several vacant lots along the target commercial corridors present great opportunities for infill development. Most of the lots fronting 43rd, 47th, and 51st Streets have commercial and business uses. While CTA stations are located in each of the three commercial corridors, development around these stations is inconsistent.

Community Preferences for Future Land Use

Older residents of Bronzeville have fond memories of 43rd, 47th, and 51st Streets as the economic and cultural hubs of the area. During the community's peak in the 1940s and 1950s, these corridors offered a wide variety of retail, entertainment, and cultural assets. Iconic buildings like the Sutherland Hotel at 47th Street and Drexel Boulevard hosted legendary entertainers like Nat King Cole and Louis Armstrong. Today, the corridors have several new buildings and anchor facilities such as Little Black Pearl, a state-of-the-art youth arts and educational institution at 47th Street and Greenwood Avenue. Neighborhood branding has been incorporated along 47th Street where streetscaping, signage, and sculptures commemorate Bronzeville's jazz and blues legacy.

Throughout the planning process, Bronzeville residents expressed a desire for a larger mix of uses along the corridors. During the community visioning workshop held on May 12, 2012, residents stated that the corridors needed more shopping, dining, and entertainment venues. Business owners and operators wanted uses that could increase pedestrian traffic. The community identified four categories of priority land uses, as follows:

Restaurants and Entertainment Venues

Although there are numerous restaurants in Bronzeville, most residents feel that the majority of its food venues are fast food restaurants that do not offer full service or fresh and healthy food. The community expressed a desire for more restaurants and cafes offering higher-quality food and sit-down dining, like Norman's Bistro, Uncle Joe's Jamaican, Le Fleur de Lis, H-Dogs, and Ain't She Sweet Cafe; sports bars and additional entertainment venues like the successful Jokes & Notes comedy club at 47th Street and Dr. Martin Luther King, Jr. Drive; and more jazz and blues clubs. Some expressed hope that the Bronzeville Cookin' project on 51st Street will fulfill part of the need for quality dining experiences in Bronzeville.

Figure 3.1. Restaurants on 43rd Street



Photos by Emily Cikanek.

Figure 3.2. Walgreens on 47th Street



Photo by Emily Cikanek.

Retail

Bronzeville has great potential to draw shoppers from outside the local community given its significant existing establishments and supportive infrastructure. The community boasts a large concentration of existing businesses, an excellent transportation network, many development opportunities, and a strong institutional and organizational capacity for business activity. It has Special Service Areas (SSAs) on 47th and 51st Streets. In comparison to the other streets examined in this Plan, 47th Street presents the best venue for retail resurgence as a “Retail District” rather than as a retail node due to its visibility, accessibility, and broader mix of retail. This corridor has taken the lead in attracting new retail, and the SSA is assisting older storefront businesses to undertake façade improvements. The 51st Street Business Association is leading similar efforts in the newly created SSA (#52) on 51st Street.

Community residents persistently expressed concerns about the limited variety of retail businesses in the corridors and the need for a greater diversity of goods, services, and price-points in Bronzeville. When asked if the current mix of retail uses is appropriate, more than 90 percent of the visioning workshop attendees responded that the corridors did not have an appropriate mix of businesses, and that certain businesses – fast food, liquor stores, and hair salons – were overrepresented. General merchandise, home supply, and clothing stores were identified as desired retail categories for the area.

Offices and Services

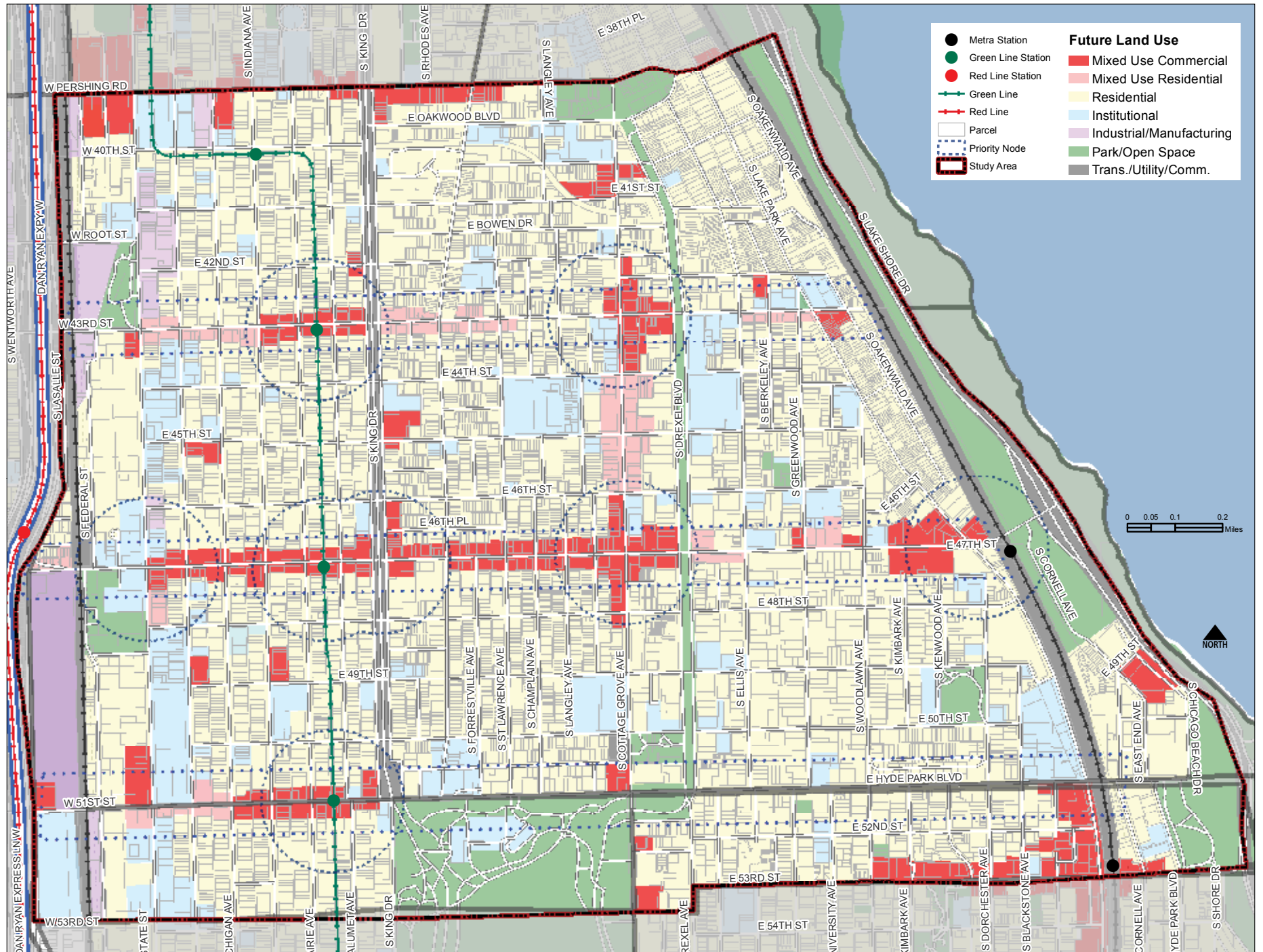
Although many participants indicated that there was not enough variety of office uses in the corridors, many others felt there is currently not sufficient demand for office use. Some suggested that the social service agencies that currently operate in residential areas and form the majority of the existing office uses in Bronzeville should be directed to the corridors to increase foot traffic.

Residential Uses

Bronzeville contain many opportunities for residential development, with many historically significant buildings that are prime for rehab. In the past few years, the community has experienced significant investment in the way of housing redevelopment including the rehabilitation of the former Sutherland Hotel and the CHA’s mixed-income developments -- Park Boulevard along State Street and the Oakwood Shores along Lake Park Boulevard. Other examples of residential redevelopment opportunities include the Rosenwald building and the Artists’ Lofts on 47th Street.

Most participants felt that Bronzeville has great residential housing; however, a few expressed concern about the high concentration of public housing, foreclosures, and vacant lots in the community. There was strong support among the visioning participants for senior housing development. Several individuals were concerned with the high condominium vacancy.

Map 3. Future land use in Bronzeville study area



Source: Chicago Metropolitan Agency for Planning.

Future Land Use

Bronzeville boasts of a number recent development with more investments still planned in the future. It is among the neighborhoods selected for the City's *Chicago Neighborhoods Now*, an initiative aimed at maximizing opportunities for neighborhood growth and improvements. As part of this initiative, the City has identified key priority development areas for current and future development projects in the neighborhoods and agreed to allocate public funding, including TIF districts and land sales.

Despite the recent and ongoing interest in the neighborhood and the positive impact of past development and improvements, not all of the retail improvements and initiatives have been sustained. As a result, the full potential of the retail corridors has not been realized, leaving room for additional work and capitalization on the community's assets, particularly the CTA stations. Development around these transit nodes can be restructured to allow increased density, which can transform the station areas into hubs of neighborhood economic activity. A study by the Regional Transportation Authority (RTA) found the 43rd Street Green Line station to have the greatest potential in this regard.⁶

This Plan offers an opportunity to influence the location and extent of land uses in a way that strengthens the community, supports transit services, and encourages compatibility with existing development patterns. Future land use classifications are illustrated on Map 3 and the land use changes from the current to the future land uses are shown in Map 4. The Future Land Use Map builds upon the existing development pattern of the neighborhood while recommending appropriate infill development on underutilized or vacant parcels. Identifying future land uses allows the City and the community to preserve the areas where the arrangement of land uses is successful, such as the established retail nodes, while promoting change in other areas where different land uses are better suited. This approach has resulted in a future land use pattern that concentrates retail and commercial uses in a number of key retail nodes. The Future Land Use Map prescribes future locations for the following residential, mixed-use/commercial, institutional and open space uses.

Residential: The future residential use designation generally reflects existing conditions of the study area, and parcels with existing housing are proposed to remain in residential use. Future residential uses in the area are mostly high- and medium-density uses even though some residential uses may be of lower or higher density than these designations. In order to attract new residents to Bronzeville, the Plan calls for development of new multifamily housing within and near the corridors to create the customer base needed to support the new retail and expand and diversify the housing stock in the neighborhood.

Mixed-Use/Commercial: The Plan proposes that activity generators like retail, restaurants, and theaters continue to be located in the priority commercial nodes along the corridors. Parcels identified for future mixed-use commercial development should continue to include commercial uses with more options for housing and offices, particularly on floors above the ground level. Mixed-use commercial uses are mainly focused around key intersections (priority nodes) rather than lining the corridors. While it is ideal that all future developments of parcels in the primary nodes include a mix of uses on site, the main goal is to have a variety of uses within the entire mixed-use category.

⁶ See http://www.cityofchicago.org/Planning and Policy/ Transit Friendly Development Guide_Four Stations.pdf.

Mixed-Use/Residential: These parcels combine residential uses with one or more other uses such as office, retail, civic, or entertainment. They are primarily used for residential on upper floors with commercial uses located on the ground floor. These parcels are intended to provide a transitional mixed-use district that facilitates the redevelopment of areas lying between the commercial nodes and the residential multifamily districts. This use is proposed along the corridors but primarily outside of the core commercial activity nodes. Mixed-use residential provide a good transition to the surrounding residential areas and are ideal for the live work units that are so desired by the community.

Institutional: The Plan does not propose any new expansion of areas for institutional uses (public or private) beyond the properties that currently have this designation. However, redevelopment may occur within existing institutional areas.

Industrial: The industrial classification includes parcels that are appropriate for manufacturing, storage, logistics, or similar uses. A few parcels in the study area still have light manufacturing, storage, and logistical uses. The Future Land Use Map designates fewer parcels with industrial use designation because most of the industrial structures that occupy these parcels are no longer in use. The Plan proposes that some of these parcels be redeveloped into alternative use, mostly residential.

Transportation/Communication/Utility: The Plan does not propose any new expansion areas for this designation.

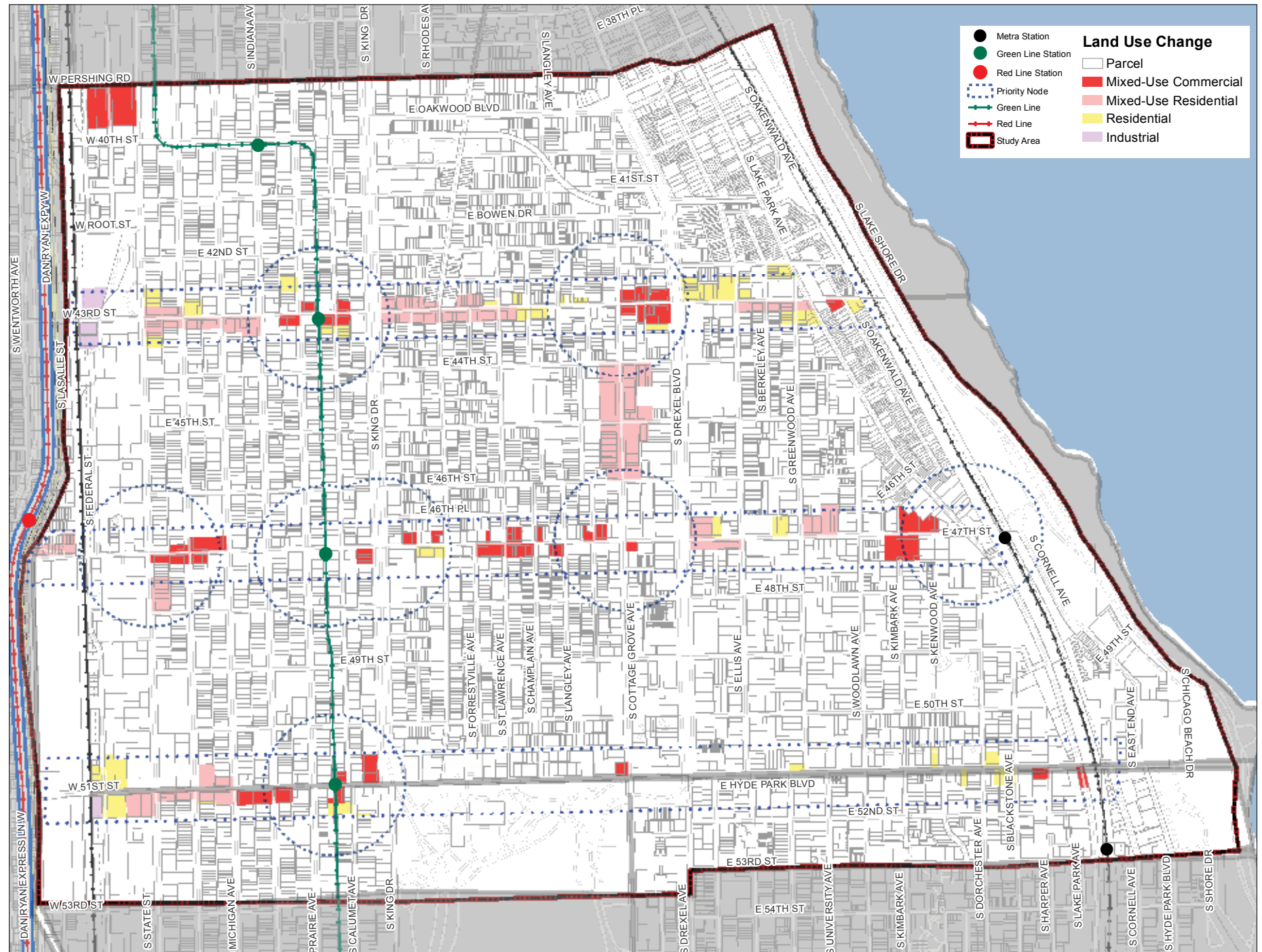
Parks and Open Space: The parks and open spaces depicted in the Future Land Use Map indicate existing parks and open spaces owned by the Chicago Park District. Though not identified in the Future Land Use Map, public spaces in the Study Area extend beyond parks to include private open spaces, fragmented parcels, and public right of way. There are extensive opportunities for enhancing Bronzeville through greening of these smaller areas. Some of the vacant lots that are located outside the priority nodes may be converted into open space if they are within residential areas with limited access to parks.

Figure 3.3. Overton Building on State Street rehabbed into retail and office space



Photo by the Chicago Metropolitan Agency for Planning.

Map 4. Land use changes within the corridors of Bronzeville study area



Source: Chicago Metropolitan Agency for Planning.

Land Use Recommendations

Bronzeville has a variety of land uses and unique retail clusters. Its commercial corridors contain a large number of vacant lots and buildings, which presents opportunities for new development and redevelopment. In fact, most opportunities for redevelopment within the priority nodes and corridors involve the redevelopment of vacant or underutilized properties. The land use recommendations below provide strategies to guide future development and redevelopment efforts. Further details are contained in the policy recommendations section.

Recommendation 1: Prioritize infill development and redevelopment of vacant and underutilized properties.

The Plan recommends that the City of Chicago and Bronzeville community focus their efforts on redevelopment of underutilized parcels and infill development on vacant lots, primarily within the priority nodes and near the transit stations. Attractive, high-quality, mixed-use infill is needed to transform the priority nodes into vibrant commercial districts. Some infill is already underway or planned, such as the development at 43rd Street and Cottage Grove. Infill on vacant and underutilized property is important to increase density and reduce perceptions of disinvestment along Bronzeville's key arterials. Currently, between 45 percent to 55 percent of the parcels on 43rd Street and 47th Street are vacant, and 25 percent of the parcels on 51st Street are vacant. The majority (over 80 percent) of these vacant lots are City-owned, which makes land assembly a feasible opportunity.

Recommendation 2: Consolidate parcels to support larger development.

Many of the parcels along the primary corridors are either narrow, shallow, or generally too small to accommodate medium- and large-scale development, unlike parcels along State Street, which are more appropriate for larger-scale development. As a result, parcels may need to be consolidated to accommodate the type of commercial developments desired by the community and preferred by commercial investors.⁷ Since Bronzeville already has a significant amount of small-scale retail, the community should pursue land consolidation to support medium- and large-scale retail development opportunities, which can serve as anchors to attract a strong customer base for smaller businesses. Grocery stores serve this function, as can more general merchandise establishments.

It should be stressed that this recommendation is not a stand-alone solution, as there are other factors critical to successful redevelopment, particularly access to capital, financing, and other resources, which are lacking for Bronzeville and other neighborhoods perceived as challenging places to invest.

The Plan recommends consolidation of multiple parcels in order to support larger and more desirable development/redevelopment. The western portions of the corridors contain many vacant retail and a few vacant institutional properties that can be redeveloped into alternative uses. They could be developed as mixed-use commercial if they are located within the priority nodes, mixed-use residential if they are located along the corridor but outside of the retail nodes, or multifamily residential if they are adjacent to the residential areas. The City and the Aldermen should work with the owners of such properties to identify their long-term goals for the properties, and encourage them to pursue parcel consolidation in order to increase their development potential.

Figure 3.4. Vacant land next to 43rd Street CTA station



Photo by Emily Cikanek.

⁷ A survey of developers in Bronzeville by the CCLF in 2009 found that investors need certain elements in place to successfully redevelop a commercial district and attract new retailers. Those elements include an entity that is focused on land acquisition and assembly, a master plan, and a commitment to keep the corridors clean.

Recommendations 3: Physically arrange land-use activities in compact, interconnected ways to permit convenient and efficient movement between land uses.

A key to successful revitalization of retail districts is to cluster complementary businesses, a concept that is based on pedestrian behavior. Typically, shoppers prefer to walk between different stores to satisfy their goods and service needs. Thus, a pedestrian-friendly retail node that offers multiple options for the consumer within close proximity is more likely to be successful. The City and the Aldermen should ensure that the resulting land-use patterns, densities, and intensities along the corridors will continue to support travel by pedestrians, bicyclists, motorists, and transit users. Multi-family developments should be located so that they have convenient access to transit facilities.

Throughout the planning process, residents and community leaders expressed a desire to have a mix of commercial, residential, and institutional uses that supported not only residents, but also businesses and their employees. Related to that is the strong desire for Bronzeville to retain existing businesses while also attracting new residents, retail, and entertainment businesses.

While every business is valuable to the community, the City and the Aldermen should encourage relocation of certain non-conforming uses like auto service or manufacturing uses to other parts of the neighborhood. The relocation should mainly focus on auto-oriented businesses. Since relocation of a business can be a very sensitive issue, care should be taken to ensure that this is only done where there is mutual agreement between parties involved. The Aldermen should work with business owners to find alternative sites in the neighborhood so that the businesses are retained within the community.

Figure 3.5. A mix of commercial, residential, and institutional use on State Street



Photo by the Chicago Metropolitan Agency for Planning.

Figure 3.6. Parcel consolidation to accommodate large commercial development



Photo by the Chicago Metropolitan Agency for Planning.

Zoning

This section provides a basic overview of zoning in the City of Chicago. The City's Zoning Ordinance is made up of two elements: the text, which defines the rules for using land, and the map, indicating which rules apply to a given location. Its purpose is to promote general public welfare, quality of life for residents and visitors, and economic vitality in the City of Chicago by regulating the uses that can be accommodated on a piece of land, the amount of space devoted to those activities, and the way buildings must be presented. Zoning helps the City of Chicago manage the development of land, and implement the policies and goals contained within adopted plans.

The zoning districts represented in the Bronzeville study area include Residential (R), Business (B), Commercial (C), Manufacturing (M), Parks and Open Space (POS), and Planned Developments (PD). These zoning designations are described in the following section. Zoning for individual properties within a zoning district are further defined by a number indicating the allowable intensity of activities or development, from low intensity and narrow range of uses (1) to higher intensity and broader range of uses (3). For example, a property that is zoned B₃ allows a wider range of uses and larger buildings than a property with B₁ zoning.⁸

⁸ Zoning designations for individual properties will contain a second number preceded by a dash or a period, which further define the physical dimensions and arrangement of buildings on the property (i.e., bulk and density), including the number of floors, parking spaces, units, building height, and setbacks from property lines. Districts with higher numbers after the dash (i.e., higher intensity and density of development) are typically directed towards retail nodes and transit stations.

A. Residential Districts

Residential districts promote a variety of housing options and maintain the desired physical character of neighborhoods. Non-residential uses that are compatible with residential neighborhoods are also allowed. Residential districts are generally categorized as follows:

- **RS:** Residential single-unit districts, comprised mostly of single-family homes
- **RT:** Residential townhouse, two-, or three-flat districts
- **RM:** Residential multi-unit districts comprised of large apartment or condominium buildings.

| | | |
|-----------|-----------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| RS | Single-Family Residential | RS accommodates the development of detached houses on individual lots. |
| RT | Residential Two-flat, Townhouse, and Multi-Unit Districts | RT accommodates detached houses, two-flats, townhouses, and low-density multi-unit residential buildings. The density and building scale of RT districts are intended to be compatible with RS districts without noticeable disruption in neighborhood character. The districts are also intended to provide a gradual transition between RS districts and higher density RM districts or for use in areas of mixed housing types. |
| RM | Multi-unit Residential Districts | RM accommodate a wide range of housing types, generally where moderate- to high-density development already exists or is desired. |

B. Business Districts

Business (B) Districts are those that may be described as retail districts and nodes, including those found around transit stations, while Commercial (C) Districts are more auto-oriented and are not found at transit nodes. There are three primary designations for Business Districts – B1, B2, and B3. The B3 zoning district, the most common type of commercial zoning along the corridors, designates “community” shopping destinations, permitting a wide range of retail and service uses at a larger scale than “neighborhood” storefront retail, as described in the following table. Taken together, B1 and B2 zones, designating smaller scale “neighborhood” business or residential use, account for less than one percent of the Bronzeville study area. Map 5 depicts the current zoning districts in the study area.

| | | |
|-----------|---------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| B1 | Neighborhood Shopping District | B1 accommodates a broad range of small-scale retail and service uses, typically occurring in areas with narrow streets and low traffic speed and volume. The physical characteristics of B1 districts are intended to reflect storefront-style shopping areas catering to pedestrians. |
| B2 | Neighborhood Mixed-Use District | B2 provide a greater range of development options than B1 on narrow streets with low traffic speed and volume, but B2 zones can also be found at the intersections of major streets. B2 accommodates storefront-style shopping that caters to pedestrians and allows business or residential use on the first floor with residential units above. |
| B3 | Community Shopping District | B3 accommodates larger-format shops and permits a broader range of retail and service establishments and uses than B1 and B2. Development in B3 districts are generally destination-oriented, with a large percentage of people arriving by vehicle or public transportation. Consequently, the requirement for off-street parking tends to be higher than in B1 and B2. |

C. Commercial Districts

Commercial (C) Districts serve many of the same functions as Business (B) Districts, the main distinction being that Commercial Districts are often in areas with higher traffic volumes, including major intersections, require more access to vehicle parking, and allow for a wider range of uses than Business districts.

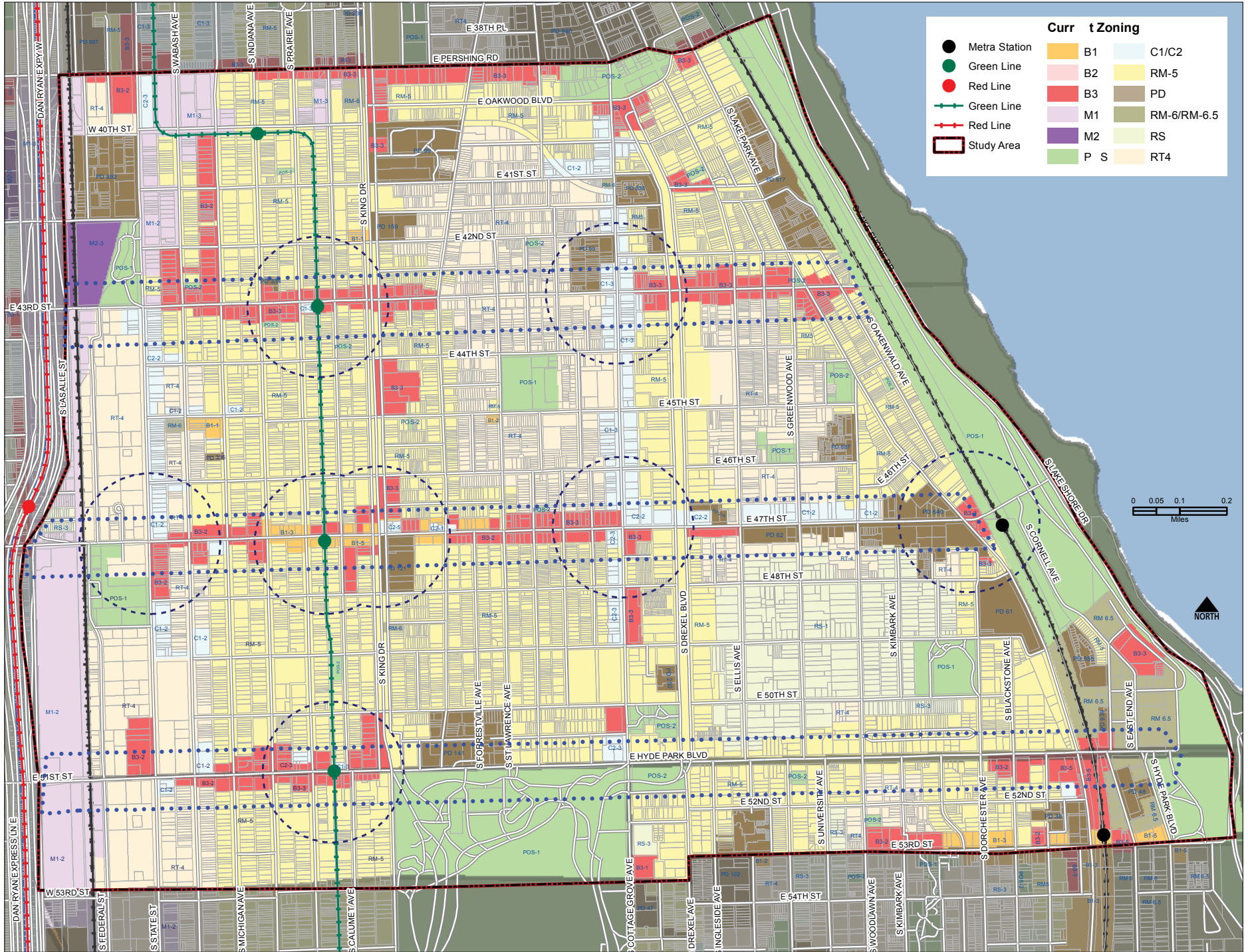
| | | |
|-----------|-------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| C1 | Neighborhood Commercial District | C1 permits more intense and auto-oriented commercial uses, requiring access to parking. C1 accommodates a broader range of small-scale business, service, and commercial uses than B districts. |
| C2 | Motor Vehicle-Related Commercial District | C2 is intended to accommodate a very broad range of small-scale business, service, and commercial uses. C1 zoning is distinguished from B1 zoning by the range of uses allowed. C1 permits more intensive and more auto-oriented commercial use, meaning that the space will have more access to parking. |

D. Other Districts

Other zoning districts represented in the study area include:

| | | |
|---------------|---------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| M1, M2 | Limited Manufacturing, Light Industry | Manufacturing District (M) supports industrial and manufacturing uses. |
| POS | Parks and Open Space | POS accommodates regional and community scale parks, and smaller parks such as neighborhood parks, mini-parks, and play lots. |
| PD | Planned Development | PD districts are intended to provide flexibility in use and intensity based on negotiation and not necessarily based on existing zoning. However, PD gives the aldermen and the City planning staff more control in negotiating with developers about how different elements such as dwelling units, infrastructure, parking and streetscape are integrated in a development project |

Map 5. Current zoning in Bronzeville study area



Source: Chicago Metropolitan Agency for Planning.

Zoning Recommendations

The Bronzeville Retail District Land Use Plan is a policy document intended to guide future development within Bronzeville's three corridors, currently designated as the neighborhood's core retail areas. Priority actions for this Plan include codifying recommended land uses and implementing the subsequent zoning changes. Zoning changes are a critical recommendation of this Plan because it is only through changes in zoning that the urban design requirements necessary to support walking and transit modes can be realized. In addition, comprehensive zoning changes will ensure that property owners and developers are held to the same standards of development and treated fairly.

This Plan primarily restricts zoning recommendations to parcels located directly within, or in close proximity to, the three target corridors. In a few cases, zoning recommendations are extended to other areas, including situations where very small areas outside of the corridor would be saddled with legacy zoning that would make them difficult to develop or in cases where development consistency is needed for a larger area. Within residential areas, parcels zoned as neighborhood commercial districts (C1), neighborhood shopping districts (B1), or community shopping districts (B3) are recommended to be rezoned to multi-unit residential districts, either RM-5 or RT-4 depending on the zoning of the surrounding parcels.

Generally, the Plan proposes changing the zoning designation of the business and commercial districts to mixed-use commercial if they are within the priority nodes and to other designations (B2 or multifamily residential) if they fall outside the nodes. The Plan calls for compact urban developments with a high degree of consideration for pedestrian infrastructure. In order to increase residential density, promote compact development, and encourage use of public transit, commercial districts (C1 and C2) are recommended to be rezoned as business districts, which allow higher density residences and require less parking.

The zoning changes recommended in this Plan are intended to balance the desires of the community and stakeholders with market realities and the rights of land owners. The Plan recommends zoning changes that achieve the community's vision while providing an economic incentive to redevelop existing vacant and underutilized properties. The following zoning recommendations, which are also closely related to the proposed policies, are explained in more detail in Chapter 5.

Recommendation 1: Introduce flexible zoning in transition areas.

A primary development policy of the City of Chicago is to direct more intense development, including multifamily residential development, to underutilized commercial districts throughout the City. This Plan accomplishes this goal primarily by recommending the rezoning of parcels that are not in high demand for retail use to permissive (flexible) zoning. This will allow other uses in areas between primary retail nodes.

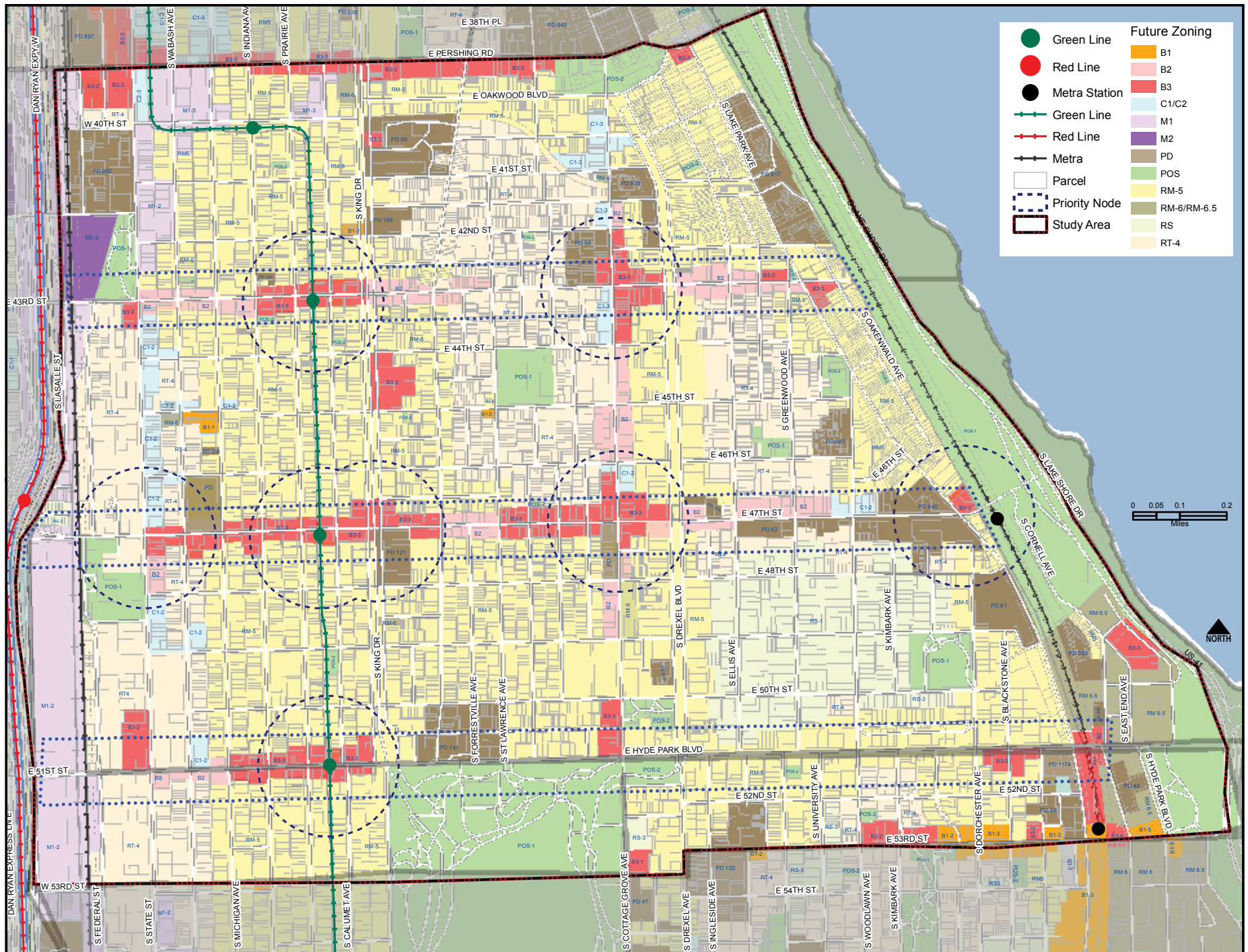
While the target corridors provide the best opportunity for retail development in Bronzeville, it is unlikely that they can support retail uses along their entire lengths. In general, flexible zoning should be applied outside the priority retail nodes to allow for other land uses, such as residential. Most parcels that are zoned for commercial use already permit residential use in the upper floors. Nonetheless, this Plan recommends the rezoning of some of the designated commercial districts (C1 or C2) to Neighborhood Mixed-Use (B2) or Community Shopping (B3) to promote multifamily residential use. The Neighborhood Mixed-Use district (B2) allows mid-rise buildings that are primarily residential on upper floors, with ground floor retail. In addition, B2 districts allows ground-floor residential use by right. This strategy is discussed further in Chapter 4 (See Policy Recommendation 2).

Recommendation 2: Increase development intensity in the nodes.

The community vision calls for the commercial corridors to be walkable and accessible by transit. A primary condition for sustaining walking and transit in a commercial node is the concentration of development within walking distance from transit stations (generally within one-quarter of a mile). The Plan accomplishes this by recommending that parcels in the immediate vicinity of the CTA and Metra be designated for higher-intensity development. In cases where low-intensity development, B1 or RS, are in close proximity to the train stations, the Plan recommends rezoning them to higher-intensity uses, including multifamily housing, and supporting commercial uses.

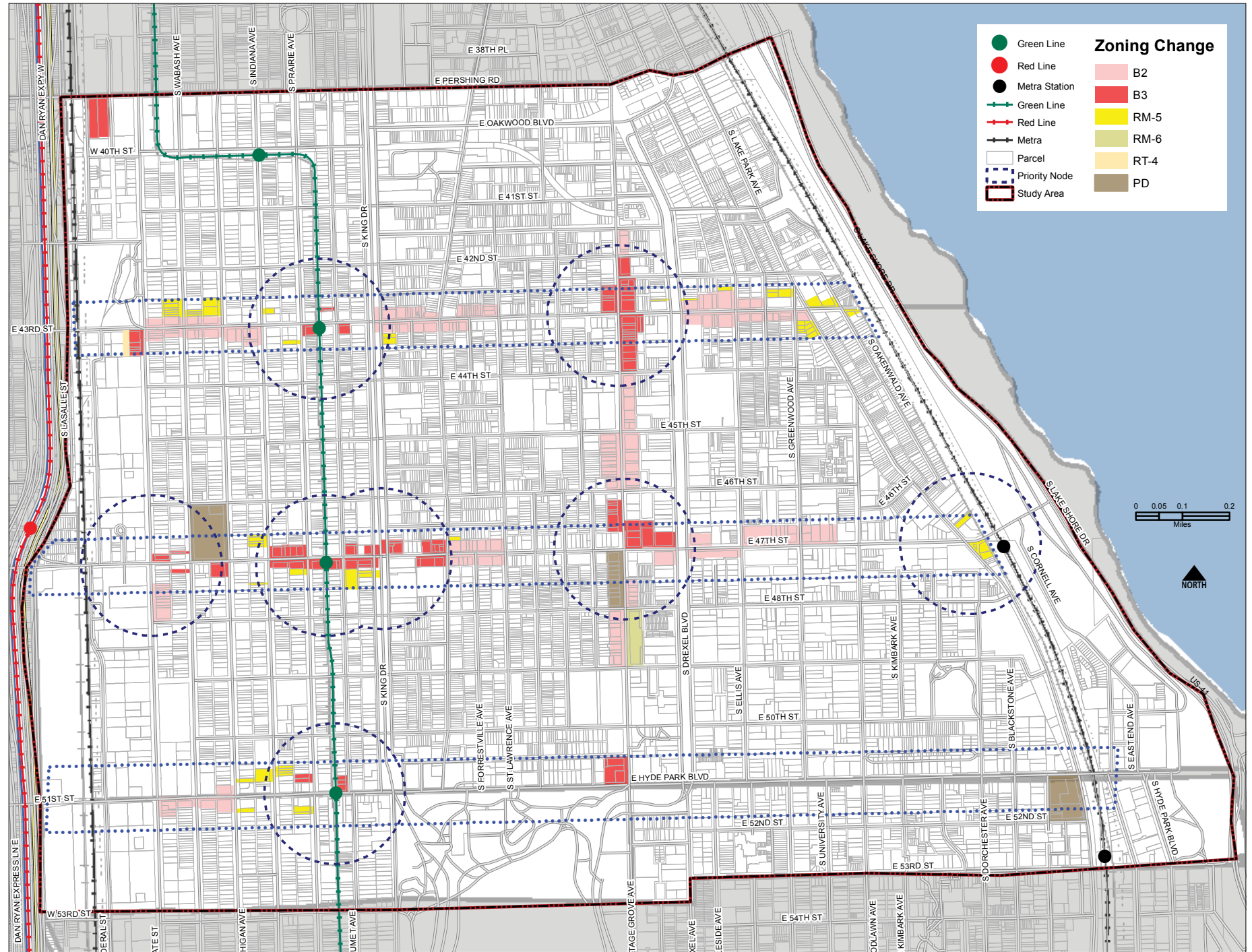
The Plan calls for rezoning to create mixed-use commercial development near the train stations and within the priority retail nodes. Mixed-use commercial districts allow higher-intensity commercial uses than residential districts but retain significant residential components as well.

Map 6. Future zoning in Bronzeville study area



Source: Chicago Metropolitan Agency for Planning.

Map 7. Zoning changes within corridors of Bronzeville study area



Source: Chicago Metropolitan Agency for Planning.

Recommendation 3: Introduce Pedestrian Zoning District on 47th street.

In the last decade, 47th Street received significant investment for streetscaping, signage, and art installations, particularly on the stretch from Cottage Grove Avenue to the CTA Green Line. These improvements are comparable to those found on 53rd Street from Kenwood Avenue to Hyde Park Boulevard, one of Chicago's best pedestrian-oriented shopping districts. The Plan calls for similar streetscape and street-design improvements to improve the pedestrian and biking experience. The Chicago Pedestrian Plan⁹, which was released by the City in September 2012, and provides a toolkit, policies, and programs that prioritize pedestrians and promote pedestrian safety and comfort, could serve as a guide.

A pedestrian retail zone typically includes a dense mix of land uses generally including commercial, institutional, and mixed-uses adjacent to convenient and frequent transit service. Such a district would promote transit, economic vitality, pedestrian safety, and comfort on 47th Street. This Plan recommends that a pedestrian-oriented shopping district be introduced on 47th Street. Pedestrian-oriented zoning districts are intended to preserve and enhance the character of streets and roadway intersections while fostering retail development and encouraging a pedestrian linkage between the uses.

Additional zoning recommendations are contained in the policy recommendations in Chapter 4.

Mixed-use commercial developments, like the Shops and Lofts at 47 and the planned redevelopment of the Rosenwald building (47th Street and Michigan Avenue), are particularly desirable destinations for shoppers because of the accessible mix of merchandise and activities. These mixed-use developments include multifamily housing (condominiums and/or apartments), new retail and office uses, and institutional uses. Higher-intensity zoning districts such as neighborhood mixed-use commercial (B2), community shopping district (B3), and multifamily residential (e.g. RM-5) should be encouraged in the corridors. However, multifamily residential districts (RM-5) should only be located outside the priority zones. (See Policy Recommendation 1).

⁹ See http://www.cityofchicago.org/content/dam/city/depts/cdot/supp_info/ChicagoPedestrianPlan.pdf.



Mixed-use development on King Drive and Oakwood Boulevard.

Photo by the Chicago Metropolitan Agency for Planning.

Chapter 4

Policy Recommendations

Communities around the country are revitalizing their commercial corridors not only to restore economic vitality, but also to implement land use and mobility solutions that reduce reliance on automobiles and conserve energy and natural resources. The growing demand for mixed-use and resource-efficient development is accelerating the conversion of sprawling commercial stretches into concentrated, walkable retail corridors with mixed-use nodes that are served by transit. To align commercial corridors with market demand, communities are reconfiguring them into a form in which property owners, developers, and community residents can invest and derive value.

In the City of Chicago, a movement towards less retail zoning citywide has begun. This Plan adheres to that trend, promoting high-traffic, multi-modal corridors with high-density commercial and mixed-use development. Moreover, this Plan is largely based on two planning concepts:

1. **Focus commercial uses near transit stations** to leverage existing transit assets and make the corridors attractive, accessible, and accommodating to a greater variety of uses and consumers.
2. **Use mixed-use development**, mixing commercial and residential uses along the corridors in order to help Bronzeville maintain the services and economic activities it needs to remain sustainable and competitive, while housing the population that will ultimately purchase the goods and services offered in the commercial areas.

The Plan concentrates commercial uses at priority retail nodes and around CTA stations with the goal of increasing occupancy of retail space there; however, the Plan does not recommend increasing the overall volume of retail space. Consolidating scattered retail and converting under-utilized parcels to mixed-use will enable the community to achieve more efficient land consumption. The concentration of retail space in key nodes is intended to reduce dilution of the limited retail market demand among current retail-zoned space, to improve accessibility and visibility of existing retail, and to improve space within retail nodes for current and future tenants. Since each corridor consists of far too many individually-owned properties for any single property owner or developer to affect overall redevelopment, this Plan presents a framework for coordinating redevelopment efforts. The land use and zoning maps associated with these policy recommendations are contained in the previous chapter.

Mixed-use development, a widely-used technique that complements transit-focused development, will help diversify as well as strengthen the economic foundations of the neighborhood. Bringing multiple types of development (retail, housing, office, civic) together can minimize the impacts of volatile economic cycles. Generally, mixed-use developments tend to be friendlier to pedestrians as they can access multiple locations more quickly and easily. Therefore, multifunctional parcels that integrate housing, commercial uses (retail, office, civic, educational), and parking into contained spaces are the key to creating a sense of place and maximizing the economic potential of Bronzeville.

In general, the Plan recommendations include strategies for addressing land use and zoning along the primary corridors in the study area. Additional recommendations that address design, streetscape, aesthetics, type of business, goods and services, coordination, redevelopment stimulus, and safety are not fully addressed by this Plan. However, they deserve additional study and investigation by local stakeholders.

The following policy recommendations, which are described in detail in the following section, are intended to serve as guidelines to focus decision-making towards realizing the community vision for the corridors. Further information related to implementation of these strategies can be found in the Plan Implementation chapter.

1. **Focus and increase development density** and mixed-use/commercial use (office and retail) near retail nodes and transit stations to support pedestrian-friendly retail and promote use of public transit.
2. **Rezone areas** not in high demand for retail use to **permissive or flexible zoning**, allowing for other potential uses in appropriate areas between the primary retail nodes.
3. **Focus retail uses along east-west streets** within the study area.
4. Encourage new **residential development**, redevelopment, and investment, particularly multifamily buildings, near but outside of retail nodes and transit stations to help provide appropriate population density and customer base for businesses within the priority nodes and easy access to transit.
5. Prioritize **vacant parcels** for use according to their location.
6. Do not increase **parking capacity** within the primary retail nodes beyond that required by zoning.
7. **Stimulate redevelopment** within the primary retail nodes by using incentives to direct development and facilitating potential catalytic projects.
8. Where there is limited access to parks, locate **parks and open space**, including public plazas, near but outside of retail nodes and transit stations.
9. Encourage a **diversity of businesses**, goods, and services, some of which should be locally-owned, and expand the **buy local campaign**.
10. **Continue coordinating efforts** of local organizations to combine resources and to achieve greater and faster success.
11. Implement **urban design and enhancement** strategies to improve the streetscape, identity, and safety of retail nodes.

Recommendation 1: Focus and increase development density and mixed-use/commercial use near retail nodes and transit stations to support pedestrian-friendly retail and promote the use of public transit.

Bronzeville has great development potential and is attracting a broader mix of development and retailers. It is one of the neighborhoods to benefit from the \$3 billions public and private investments under the City's *Chicago Neighborhoods Now* initiative. Among the corridors, 47th Street boasts the largest concentration of businesses. It has attracted meaningful investments in recent years including the Shops and Lofts at 47, an anchor mixed-use development at 47th Street and Cottage Grove, with 55,000 square feet of retail space.

As the community attracts further investment, it should direct resources to areas where that investment will have the greatest impact. Accordingly, this Plan recommends a node-centric development approach where commercial investments and other resources are directed to the priority investment nodes. This involves consolidating future commercial uses around transit stations and within strategic nodes along the corridors. In fact, this is already happening in a number of locations, including the intersection of 47th Street and Cottage Grove (Shops and Lofts at 47) and near the 51st Street Green Line station (Bronzeville Cookin'). As further support for this approach, some retailers include high density and proximity to public transit as priority location criteria, so a node-centric approach should help to draw retail development. In addition, greater density results in lower costs per unit, which can translate into lower rent or sales prices for tenants. Dense development that puts residents in close proximity to transit and retail also promotes active lifestyles.

Focusing commercial development around the transit stations and at strategic nodes, which were identified through a public engagement process, will reorganize the dispersed retail uses along the corridors into clusters of mixed-use development at strategic nodes. This aligns with the City of Chicago's *Transit Friendly Development¹² Guide*, which designates each of the CTA's 144 rail stations with one of seven typologies that are common across the rail system. The designations are intended to shape the public's expectations about potential development while identifying the nearby zoning and infrastructure assets that maximize each station as a community anchor. Most of the priority investment nodes already have momentum in terms of property development and retail sales because they are strategically located at the intersection of key arterials.

The community should continue to focus redevelopment efforts at the following nodes and corridors, which have been identified as priority retail investment areas:

1. 43rd Street and CTA Green Line station
2. 47th Street and CTA Green Line station
3. 47th Street and Cottage Grove Avenue
4. 47th Street between State Street and Cottage Grove Avenue (including the CTA Green Line Station)
5. 43rd Street and Cottage Grove Avenue
6. 47th Street and Lake Park Avenue
7. 51st Street and CTA Green Line station

As an example of this recommendation in action, consider the Lake Park Dialysis Center complex at 43rd Street and Cottage Grove. Quad Communities Development Corporation (QCDC) worked with the developer, Glazier Corporation, and the community to encourage a larger mixed-use development with additional businesses rather than a single-use dialysis center. The newly constructed 18,000-square-foot commercial building is anchored by a 32-station dialysis center operated jointly by the DaVita, Inc. and Total Renal Care, Inc. The ground floor consists of 1,685 square feet of retail space and a 12,600-square-foot medical office space. The second floor consists of 3,750 square feet of medical office space. The development, which includes 47 off-street parking spaces, is expected to open in December 2013.

An integral element of this Plan is to encourage the utilization of existing transportation infrastructure to support redevelopment. This directive aligns with *Chicago Forward*,¹⁰ a CDOT policy action agenda released in May 2013. Correspondingly, the Plan seeks to attract investment, both public and private, that improves the quality and experience of public transit. Infrastructure improvements would help community residents, commuters, and visitors feel safe as they move through the neighborhood, and may increase transit use. Improvements to CTA transit stations will make them more attractive and safer, which in turn will encourage more people to use them. Better accessibility will enable local businesses to attract a higher volume of customers and sales; this will, in turn, help maintain occupancy rates.

¹⁰ See <http://www.cityofchicago.org/dam/city/depts/cdot/Admin/ChicagoForwardCDOTActionAgenda.pdf>.

Recommendation 2: Rezone areas not in high demand for retail use to permissive or flexible zoning, allowing for other potential uses in appropriate areas between the primary retail nodes.

Bronzeville’s primary corridors include a wide variety of land uses, from residential to retail. However, due to market realities, there is not enough retail demand to support multi-block retail districts along all three corridors, which are currently characterized by high retail vacancy and vacant lots. Parcels that are not in high demand for retail use should have flexible zoning, allowing for other uses in appropriate areas between the primary retail nodes. A good example of this recommendation in action is the historic Sutherland Hotel building located at 4659 S. Drexel Boulevard. The building was originally built as a military hospital in 1917, and it was later converted into a hotel. It was later rezoned into mixed-use residential (B2) and now contains 122 luxury apartments with retail spaces on the ground floor. Another example is the Little Black Pearl building on 47th Street and South Greenwood Avenue. The 40,000-square-foot three-story education and art center was rehabbed from a former vacant building that had been boarded up for 12 years. The building was rezoned for institutional use, and now houses arts and recording studios, classrooms, and computer labs that serve more than 500 youths a year.

Particular conditions exacerbate market and development weaknesses in the areas between the priority nodes. These conditions include a legacy of dilapidated and vacant properties, an abundance—and possibly an oversupply—of properties zoned for retail use, and the inflexibility of typical retail property configurations, which often feature shallow parcels that are economically inefficient or impossible to redevelop for modern retailers. As a result, the typical pattern of development along the commercial corridors is concentrations of commercial uses at the major roadway intersections and a high level of disinvestment in between these intersections.

This Plan recommends permissive or flexible zoning in the transition areas between retail nodes to encourage uses that better meet market demand. The linear strip retail concept continues to lose value in urban areas, particularly in areas where retail demand can’t support the volume of commercially-zoned parcels. Nearly all the parcels along the commercial corridors are currently zoned for commercial or business use. These areas, outside of the primary retail nodes, should have the flexibility to transition to alternative uses like residential.

Figure 4.1. Sutherland Building



Photo by the Chicago Metropolitan Agency for Planning.

The Plan recommends that areas currently zoned as Business (B) or Commercial (C) that are outside of the primary retail nodes should be rezoned to B2 if occupied by a retail tenant. B2 zoning allows both residential and commercial uses on the ground floor, thus allowing for flexibility in use. B2 zoning is intended to be a transitional zoning for areas no longer in high demand for retail use. When demand for retail is high, these intermediate areas can be used as such. Otherwise, they can be put to alternate (primarily residential) uses. Over the next ten years, if residential use has become dominant, they can be rezoned to Residential (R). Otherwise, if commercial use becomes dominant, they can be rezoned Commercial (C) or Business (B). In general, changing zoning from the C designation or B3 designation to B2 can be considered “upzoning” because B2 allows a greater diversity of uses than C or B3 and does not remove options for using the land.

Retail areas that are located outside the priority nodes can be maintained as secondary business districts and supported with marketing and technical assistance but should not be prioritized for new commercial development. Neighborhood-serving retail, restaurants, or entertainment venues that fall outside the priority nodes but are adjacent to denser residential areas should continue to be supported. Since institutional uses are allowed in residential and most commercial zones, they should be located as needed.

Recommendation 3: Stimulate redevelopment within the primary retail nodes.

The Plan recommends exploring options for land assembly and parcel reconfiguration to attract new development and tenants in the priority retail nodes. Incentives should be provided to direct the desired development types to appropriate areas; that is, encourage commercial development within the primary retail nodes and discourage businesses from locating outside the primary investment areas. A good example is the consolidation of several parcels along Cottage Grove, between 47th and 48th Streets, to obtain the 4.7 acres that was needed for the Lofts at 47th development. The complex will span an entire block west of Cottage Grove Avenue.

Possible incentive programs, some of which are already in place, include:

- The recently expanded 47th Street SSAs and the recently created SSA on 51st Street. The successful expansion of the 47th Street SSA was a cross-ward collaboration that allows for better coordination across wards.
- Use City of Chicago public financing such as TIF and other incentives. Examine potential funding sources for such programs, which may include Community Development Block Grants (CDBG), TIF districts, Small Business Improvement Funds (SBIF), and other state or federal grants. In 2012, over \$3 million of local TIFs funds (47th Street and State Street TIF, 47th Street and Dr. Martin Luther King, Jr. Drive TIF, and the Bronzeville TIF) was used to support local businesses and homeowners through the Neighborhood Improvement Program and SBIFs.
- Make use of Cook County Class 7a and 7b incentives that lower property assessments for commercial properties in targeted areas to stimulate new development and redevelopment.
- Offer low-cost development and rehabilitation loans to businesses and property owners located in the primary investment areas.
- Offer small business training through the Quad Communities Development Corporation, 51st Street Business Association, the SSAs, or other Bronzeville organizations to improve the quality of businesses and enable them to become more profitable.
- Reduce the time it takes for retailers and developers to get the necessary approvals for development and redevelopment projects.

Retail experts suggest that grocery-anchored shopping centers will do well in underserved areas as long as they are strategically located and cater to the surrounding market. The community should work with the City of Chicago to identify and facilitate potential catalytic projects at key locations. Examples of current catalytic projects in Bronzeville include the Shops and Lofts at 47 (scheduled to open in 2014), Bronzeville Artist Lofts on 47th Street, the Rosenwald Building redevelopment at 43rd Street and Michigan Avenue, Bronzeville Cookin' at the 51st Street Green Line station, the Sutherland Development on 47th Street and Drexel, and Oakwood Shores and Park Boulevard CHA redevelopments among others. These projects are described in more detail in Chapter 2 of this Plan.

The previously mentioned projects will deliver suitable retail space and residential housing to the local market, as well as spur retail development. They will also produce additional retail demand from new residents and will help ease retail leakage from the market area. Demand for new, high-quality retail space exists in Bronzeville, but there is an oversupply of small retail spaces. It is likely that available spaces are not appropriate for current or future medium and larger retail tenants in size, shape, configuration, amenities, functionality, or quality. Most of the retail space is in various states of disrepair and needs to be replaced to meet the demands of modern retail operators. Redevelopment of retail spaces should include creating larger spaces with modern amenities and optimal functionality.

The community should keep in mind the local impact of proposed development, as well as national and regional trends. In addition to the catalytic projects mentioned above, a WalMart Super Store is planned at Pershing Road and State Street. Additionally, a major redevelopment of Harper Court at 53rd Street and Lake Park Avenue is underway. Both of these projects will significantly impact local retail demand, a factor that should be considered when planning for future retail development.

Recommendation 4: Focus retail uses along east-west streets.

Intersections of major streets leading to downtown usually feature many through and turning lanes, resulting in wide streets and unsafe crossing distances. This can make it seem like the stores on each corner are separate destinations. Attempts should be made to create walkable retail destinations by selecting a single street for retail. This ensures pedestrian comfort and creates a better shopping experience since the retail district will not be bisected by through or turning lanes.

Generally, Chicago’s retail corridors have been oriented east-west, and north-south corridors have been residential. There are a few notable exceptions like Cicero, Western, Lincoln, and Milwaukee Avenues. The City of Chicago is prioritizing east-west streets for retail and commercial use and is de-emphasizing north-south streets for such use. The City also discourages retail uses on boulevards, reserving those for residential uses except where retail nodes intersect with the boulevards.

The Bronzeville study area currently has two north-south streets with some commercial uses: State Street and Cottage Grove Avenue. South Cottage Grove Avenue has been the focus of redevelopment initiatives driven by the Fourth Ward Alderman and the QCDC in the past; however, future commercial development on Cottage Grove should be directed to priority node locations. State Street has a significant number of sizeable, vacant lots due to demolition of CHA high-rise buildings, and much of the development along State Street has been residential driven by the CHA *Plan for Transformation*. Of the three east-west retail corridors, 47th Streets boasts the largest concentration of retail businesses and already has the necessary infrastructure to support new retail development, including institutional and technical support, as well as links to key financial resources and incentives. The 51st Street Business Association has been spearheading a façade improvement initiative on 51st Street through SBIFs.

This Plan recommends focusing small- to medium-format retail uses along the east-west streets, a strategy intended to encourage commercial activity at priority retail nodes located deeper into Bronzeville than those along State Street. Due to its proximity to the Dan Ryan Expressway, State Street retail can detract from businesses within Bronzeville. Retail strips that already exist on the north-south streets should continue to be supported, but new retail investments and businesses should be directed to priority nodes.

While State Street is not one of the corridors analyzed for this plan, its large lot sizes and depth make it ideal for large format commercial development (e.g., “big box” retailers). There have been several attempts to bring large format commercial development to State Street, including a Target at 47th and State Street and a Roundy’s grocery store at 39th Street and State Street. Currently, a WalMart Super Store is planned to locate at Pershing Road and State Street. Some in the community have expressed desire for a home improvement store like Menards or Home Depot to come to State Street. Beyond specific retailers, there seems to be consensus in the community that if an opportunity to bring a big box retailer to Bronzeville arises, it should be located on State Street.

Recommendation 5: Encourage new residential development, redevelopment, and investment, particularly multifamily buildings, near but outside of retail nodes and transit stations to help provide both appropriate population density and customer base for businesses within the priority nodes and easy access to transit.

Quality housing and retail are the backbone of a strong neighborhood. Bronzeville is currently experiencing new housing investments, including the Shops and Lofts at 47, the Rosenwald Building, and Artists’ Lofts on 47th Street, which will provide the foundation for neighborhood revitalization through additional residents, jobs, and consumer demands.

Infill development and residential redevelopment should be encouraged near but outside of retail nodes and transit station areas. Higher density, multifamily residential development (RM5 and RM6) should be targeted near but outside retail nodes and transit stations to help provide the customer base needed to both support new businesses and offer easy access to transit. Lower density residential development, including single family homes (RS) and townhomes (RT), should be restricted to residential areas and is not encouraged within the priority nodes or within two blocks (600 feet) of the transit stations.

Since retail tends to follow residential development, maximizing residential density near primary retail nodes and transit stations will help to entice businesses to locate there. Bronzeville already has an established need for affordable housing, hence, residential development should include a mix of both market-rate and below-market-rate units.

However, decisions as to the nature of the residential development, whether condominiums or rental units, should be made by the developer based on economic feasibility, neighborhood needs, and existing market conditions.

Where appropriate, adaptive reuse of existing buildings should be encouraged for those structures that have historic value or structural characteristics that meet modern needs. For example, the Rosenwald Building on 47th Street and Michigan Avenue has historic value in the community and should be rehabbed and adapted for modern use.

Regarding public housing, Chicago’s DHED should work with the Aldermen and CHA to create policy guidelines for developing affordable housing in the neighborhood while remaining sensitive to the needs and desires of existing residents and business owners. Public and subsidized housing should be constructed with the same high-quality materials and design standards as other housing in the neighborhood.

Figure 4.2. Rosenwald Building



Photo by the Chicago Metropolitan Agency for Planning.

Recommendation 6: Prioritize vacant parcels for use according to their location.

Vacant parcels within one-quarter of a mile of the transit stations and primary commercial nodes, particularly groups of vacant lots that front the targeted commercial streets, should be prioritized for commercial redevelopment. This strategy will help fill gaps and create a cohesive street wall along the corridors. According to the City of Chicago's *Transit Friendly Development Guide*,¹¹ the City's development strategy is to repopulate vacant lots that are within close proximity to train stations. The City could provide financial or other incentives to encourage development of vacant parcels (see Recommendation 3 for suggested incentives).

Vacant parcels outside of the primary commercial and transit nodes should be prioritized for residential or other non-commercial use, except in areas where there is low access to parks and open space. Where there is limited access to parks, such lots can be converted into neighborhood parks or public open space. Such parks or open space should be located near the priority nodes, i.e., within walking distance, but the nodes themselves should be reserved for uses that are more intensive.

Bronzeville is home to several community and school gardens that are located on former vacant lots. A good example is the Bronzeville Community Garden, which was established on a formerly vacant lot at 51st Street and Calumet Avenue. The garden was created to educate and engage Bronzeville residents on sustainability, conservation, healthy food, and nutrition. Although it is a temporary use of the lot, the community sees it as a catalyst to the revitalization as it provides a positive place to gather, socialize, and learn.

Short of new construction on these vacant lots — which is the ultimate goal in most cases — there are a number of strategies that can be used to maintain or repurpose existing vacant properties in the study area including:

- **Green Infrastructure:** This includes using vacant lots for active or passive recreational opportunities (parks, midblock or multi-block pedestrian and bicycle paths, and larger greenways); converting vacant parcels into low-intensity open spaces (stormwater management, habitat restoration, urban field, and ecological services); and using vacant lots for activities that generate revenue, including growing food (edible landscapes) or other agricultural products (nursery for street trees, landscaping shrubs, and flowers).
- **Stabilization/Adjacent Neighbors Land Acquisition Program:** Where residents earn ownership of a neighboring or nearby property in exchange for providing good maintenance of the property for a specified period of time to create larger lots.
- **Clean and Green Strategy:** This is a City-wide program designed to foster neighborhood pride and ownership through coordinated clean ups, street and alley sweeping, graffiti removal, and neighborhood beautification activities sponsored by community organizations or volunteers.
- **Adopt-a-Lot Program:** Where the City of Chicago or private entities funds block clubs, nonprofits, or neighborhood organization to maintain vacant properties, empowering them to clean, prepare, landscape, and maintain these sites. The community could also use the vacant lots for expression through installation of permanent or temporary public sculpture gardens, murals, or topiary gardens.
- **Installing landscaping along sidewalks** to act as screen or to improve aesthetics, particularly on neighborhood gateways (street-edge improvement).

¹¹ See https://www.cityofchicago.org/city/en/depts/dcd/supp_info/transit_friendlydevelopmentguide.html.

Recommendation 7: Do not increase parking capacity within the primary retail nodes beyond that required by zoning. Parking management strategies may be used to improve parking conditions in the corridors.

This Plan advocates limiting off-street parking within the priority nodes and implementing better parking management strategies along the corridors. Often, parking problems are merely perceptions of parking shortages rather than real shortages. An effective strategy to address the perception of an on-street parking shortage is to direct traffic from congested areas to less-congested areas where there is likely to be an underutilized parking supply. Keeping on-street spaces available for short-term use should be a high priority since they are the most convenient types of parking for business customers. Since parking cost is the most important factor influencing the behavior of users of on-street parking, pricing can be used to regulate use. (Chicago's Department of Finance can work with the Aldermen to set parking rates in areas where parking meters has not been installed.) This parking management strategy can be used to effectively influence behavior of commuters who park and take the CTA train to work.

As retail development and redevelopment occurs within the priority nodes, local business associations, Chambers of Commerce, or SSAs should conduct a parking capacity assessment to determine parking demand and supply and identify appropriate parking management strategies. The current parking requirements of the Chicago Zoning Ordinance, four parking spaces per 1,000 square feet of commercial use and 10 spaces per 1,000 square feet of restaurant space, may be excessive. The City should allow flexibility in required parking within the priority nodes.¹² The Plan recommends a shared parking strategy, where off-street parking is not tied to a particular business but can be used by anyone. Under the recommended shared parking strategy, parking for mixed-use development can be provided separately or shared between uses, with the understanding that peak demand times between commercial and residential uses may overlap during evenings and on weekends.

To provide the density of commercial uses necessary for successful retail nodes, areas devoted to off-street surface parking should be minimized. It is likely that the current volume of on-street parking, both along the corridors and on the side streets, is sufficient to serve current consumer parking demand. The Plan recommends that no off-street parking should be located within 600 feet of a train station. Ideally, where off-street parking is allowed, it should be located in the back or to the side of buildings away from the primary street. However, in an urban setting, this arrangement can be difficult to accept for residents with safety concerns, and the City of Chicago has agreed to be less prescriptive with parking and will allow flexibility in parking locations, allowing some to be in front of buildings. This strategy is aimed at not only enhancing safety, but also attracting businesses that might be discouraged by parking restrictions. If allowed, parking lots for five or more vehicles should use screening and landscaping strategies to help meet City ordinances and blend with the surrounding area.

Auto-dependent businesses like auto-repair shops with high parking requirements should be directed away from the primary retail and transit nodes and towards the Dan Ryan Expressway. Over time, parcels occupied by auto-based businesses within the retail nodes should transition to other uses that are not auto-based. This will improve aesthetics, pedestrian and vehicular circulation, and the long-term economic viability of the retail nodes.

¹² See https://www.cityofchicago.org/city/en/depts/dcd/supp_info/transit_friendlydevelopmentguide.html.

For reference, all parking and loading spaces in the corridors should be provided according to the City's guidelines, as specified in the Chicago Zoning Ordinance. Section 17-10-0200 of the Ordinance specifies the required parking ratios for off-street parking. Generally, four parking spaces per 1,000 square feet of gross building space are required for commercial uses. Restaurants and carry-out food establishments are required to provide one space per 150 square feet and 100 square feet of space, respectively. Public parking lots should be provided according to the ratios specified in Section 17-10-0900 of the Chicago Zoning Ordinance.

Recommendation 8: Where there is limited access to parks, locate parks and open space, including public plazas, near but outside of retail nodes and transit stations.

As a result of being densely urbanized, the Bronzeville study area has limited parkland and open space. CMAP's GO TO 2040 comprehensive regional plan recommends four acres of open space per 1,000 residents in dense urban areas. The neighborhood has 25 public parks owned and managed by the Chicago Park District, totaling 225 acres. Parkland along Lake Michigan represents the largest portion of this, followed by Washington Park and Jackson Park south of the Museum of Science and Industry. The park acreage in Bronzeville is approximately 5.26 acres per 1,000 residents. By comparison, the City of Chicago average is 4.45 acres per 1,000 people. A majority of the population (63 percent) of the study area are within one-quarter of a mile of a neighborhood park.

The desire for increased parkland and public open space must be balanced with the need for residential density and compact, transit oriented development. The priority commercial nodes should not be broken up by the addition of large plazas or parks. However, should the community desire additional parkland or other public space, these can be developed outside of the primary nodes. Locating open space at the immediate edge of primary nodes can serve several beneficial goals. As the nodes are centered around transit stations, locating parks here will allow users to access them via public transportation. Parks and other open space can also provide quality aesthetic transitions between land uses, for example commercial and residential properties.

As new mixed-use and residential development occurs, the community should work with the DHED, the Chicago Park District, and developers to ensure that adequate amount of open space and parks are provided based on projected population. New multifamily developments outside the priority nodes should include centralized open space areas or parks that are outside the priority nodes. For example, the planned Artist Lofts at 47th Street, which is still in the pre-development stage, will include a sculpture garden.

Figure 4.3. Bronzeville Community Garden



Photo by Urban Juncture.

Ideally, a variety of open spaces with a range of uses or activities should be encouraged. For example, Urban Juncture has converted a former vacant lot at 51st Street and Calumet Avenue into a popular public space called the Bronzeville Community Garden, where Bronzeville residents gather to socialize and learn about sustainability, conservation, healthy food and nutrition.

Centers for New Horizons, in collaboration with the Bronzeville Alliance Green Team, runs a community garden at 42nd Street and Calumet that they expanded considerably in 2012. Third Ward Alderman Pat Dowell has also worked with the City to establish school gardens at Phillip Wendell High School and Dewey Elementary.

In cases where parks or open space areas cannot be provided, the City of Chicago should require large development projects to provide cash-in-lieu so that the money collected from such projects can be used to improve or expand parks in areas near but outside of the priority commercial nodes.

Recommendation 9: Encourage a diversity of businesses, goods, and services, some of which should be locally-owned.

The primary characteristics of a retail node are activity, synergy, and variety. The greater the number of uses, the more reasons people will have to frequent the node. For the community to derive maximum benefit, and for developers and property owners to invest in the business types that appeal to today's consumer, redevelopment efforts must place priority on assembling uses that will foster diversity, synergy, and activity. Of the three corridors, 47th Street boasts the largest concentration of existing businesses. It has also attracted a broader mix of retail, with urban apparel dominating much of the retail offerings. The retail offerings on 43rd and 51st Streets are less diverse.

A wide range of retail offerings, including many clothing and shoe stores that are clustered around the CTA Green Line station, are located on 47th Street. To the east, retail is clustered around South Lake Park Avenue including Walgreens, Footlocker and Game Stop. Another retail cluster is at the intersection of 47th Street and Cottage Grove where retailers like Save-A-Lot and O'Reilly Auto Parts are located. On 43rd Street, several unique retail businesses are clustered between Vincennes and Forrestville Avenue, including Ain't She Sweet Café, Netup Café, and Agriculture, a men's clothing boutique.

QCDC has also focused retail development efforts at the intersection of Cottage Grove Avenue and 43rd Street, resulting in The Connection, a martial arts and facility rental, and the Lake Park Dialysis Center. Between Ellis and Greenwood Avenues, a local entrepreneur has opened two up-scale businesses one block from each other: Norman's Bistro and Room 43, an event venue. These investments have attracted more retailers, including Fort Smith, a women's boutique. New businesses have also been popping up along 51st Street, mainly around the Green Line Station, including the Swagger Lounge located at 5050 S. Prairie Avenue. Some of the businesses that located in the corridors recently include Margaret's Boutique (218 E 51st Street), Robinson and Associates - AllState Insurance (5048 S. Indiana Avenue), and DaVita Dialysis (5060 S. State Street).

While the market itself will ultimately drive the types of businesses locating in Bronzeville, local partners and Aldermen should work together to enhance the economic prosperity of the priority commercial nodes. They can encourage a diversity of tenants, a variety of goods and services, and a range of business scales. In cases where certain types of business are already overrepresented (e.g. liquor stores, check cashing firms, and beauty salons), residents should work with the Aldermen to limit the approval of such additional businesses. This is already happening in certain neighborhoods in Chicago such as Englewood, where community residents are involved in reviewing new liquor license applications. A list of business uses preferred by community stakeholders is included in the following paragraph and can be used to inform future retail recruitment efforts. The Plan also recommends encouraging locally owned businesses and services such as restaurants and cafes. The existing "Buy Local" campaign should be expanded by encouraging more Bronzeville residents and business owners to participate.

Visioning exercises were conducted as part of the public engagement process for this Plan's development. According to public and stakeholder input, the preferred tenants and business activities within the retail nodes include the following: sit-down restaurants; general retail establishments; artist studios; general office uses including professional offices; theaters and small entertainment venues with 5,000 seats or less for music, film, dance, or other live performances; taverns; cultural institutions, such as museums and cultural centers; broadcasting and recording studios; specialty schools or personal instruction; and indoor recreational facilities, such as a gyms and youth centers. In each category, establishments that lend visual support to the historic and cultural focus of the neighborhood are preferred.

Non-preferred tenants and activities include the following: transitional living facilities; currency exchange, payday loan, and title loan agencies; adult entertainment/retail establishments; outdoor storage; rooming houses; and large-group shelter care facilities. Liquor stores and storefront churches are also not preferred, although both categories may be allowed as conditional uses.

Recommendation 10: Continue coordinating efforts of local organizations (government agencies and private entities) to combine resources and to achieve greater and faster success.

Many neighborhood-based organizations are doing important work in Bronzeville, including QCDC, The Renaissance Collaborative (TRC), the 51st Street Business Association, and Kenwood Oakland Community Organization. These organizations should work together on behalf of the community to assemble and market properties, provide technical assistance to local businesses, and coordinate the implementation of the recommendations of this plan. In fact, there has been coordination to conduct joint outreach between organizations.

The staffing and management of the local TIF district by QCDC is another example of coordination within the community. Local nonprofits serve a variety of roles that are critical for revitalizing Bronzeville. They serve as the “convener of the public process” as they are uniquely qualified to bring together different stakeholders. The role of convener is a continuing one, since interaction, support, and consistency of decision-making is needed throughout the planning and implementation phases. Local organizations working to revitalize Bronzeville should form partnerships with government and private entities in order to leverage resources.

Revitalization strategies require support from and action by many individuals and organizations from the public and private sectors. Coordination and leadership from local organizations and government entities is useful because the target areas are composed of many individually-owned properties that make it difficult for a single property owner or developer to have a substantial influence. Since priority retail nodes and transit stations are prominent components of the neighborhood, community residents, local organizations, and the City of Chicago should all be involved in planning their future. Progress has been challenged in the past by multiple organizations competing for limited resources.

When planning redevelopment, two issues are typically of particular concern to community residents: the economic foundation and the traffic implications. In order to gain local support for this Plan, local organizations should work together to educate neighborhood residents on these issues, including how properties in the corridors can be improved to maximize their economic potential while creating a stronger local identity. Obtaining early community input is critical in ensuring that planned projects are responsive to neighborhood concerns. Ample opportunities should be provided for residents to participate in the implementation of corridor development, both through public meetings and small group discussions.

As the regulator of land use and development, and as a potential sponsor of capital improvements, the City of Chicago has a central role to play in redevelopment. Its primary responsibility is to provide a credible and reliable development context within which private and public dollars are invested. The City of Chicago is uniquely equipped to leverage policy, planning, and investment tools in support of redevelopment. Since many City agencies are involved in activities that are relevant to redevelopment, collaboration among City departments will be important. For example, the design and placement of buildings are controlled by Chicago’s DHED, while CDOT owns and controls the rights-of-way.

Recommendation 11: Implement urban design and enhancement strategies to improve the streetscape, identity, and safety of retail nodes.

Much has already been done to enhance the appearance of Bronzeville’s central commercial corridors. The prominent 47th Street has received notable streetscape investments in the last decade, particularly at the intersections with Dr. Martin Luther King, Jr. Drive and Cottage Grove Avenue where vibrant retail clusters exist. Neighborhood branding has been incorporated in some areas, particularly along 47th Street in the fourth Ward, where SSA #47 has installed and maintains banners, planters, and murals along the street. In the Third Ward, the Blues district on 47th Street is lined with jazz and blues markers, and the intersection of Dr. Martin Luther King, Jr. Drive and Cottage Grove Avenue has large art installations. QCDC contracts with Cleanslate for litter abatement, snow removal, and additional garbage and recycling services on the 47th Street corridor. These services are currently only available in areas that are part of SSA#47 but could soon be expanded to the newly created SSA on 51st Street. These improvements and efforts are not evident in areas with the greatest challenges to overcome, however. In portions of the corridors, sidewalks are narrow, many businesses still use security gates, and littering and unwanted loitering persist. A strategy is needed that promotes clean and vibrant streetscapes. *Complete Streets Chicago: Design Guidelines*¹³ and the *Chicago Pedestrian Plan*¹⁴ are two key documents that can guide development of the public realm.

Placemaking is a tool that can be used to create and sustain vibrant public places. It employs a “place audit” where a group of residents and stakeholders visit strategic locations and observe its use patterns, interview users, and brainstorm short- and long-term improvements. A number of place audits have been conducted in Bronzeville. Last year, MPC, the Alliance, and QCDC conducted place audits at a number of locations, including 47th Street and Dr. Martin Luther King, Jr. Drive, 43rd Street and Lake Park Avenue, 43rd Street and State Street, and 43rd Street and Forrestville Avenue. QCDC has sponsored two People Spots on 47th Street as part of its placemaking initiative. The two People Spots located at E. 47th Street and S. Greenwood Avenue (Little Black Pearl) and 47th Street and S. Champlain Avenue (C’est Si Bon) are among the four pilots locations that have been done by CDOT, with the others in Lakeview and Andersonville.

People Spots are temporary platforms adjacent to sidewalks, typically within existing parking lanes. By expanding the sidewalks, they create seasonal space for outdoor seating and dining and also contribute to an increase of pedestrian volumes and help promote economic development in retail corridors. In addition, IIT conducted an urban design project around the 47th Street CTA Green Line station that proposed improvement ideas for the train station and the surrounding area. Recently, QCDC received a grant from Operation Safe Zone to provide funds to small businesses to address safety concerns and make streetscape improvements and window-display improvements that put more eyes on the street. These small things, in concert with larger, coordinated efforts such as streetscaping and programming, can transform the priority nodes into vibrant places.

Good urban design is a vital part of successful commercial districts. Although streetscape and urban design fall outside the scope of this planning project, the development of site-specific streetscape should be directed towards slowing down through traffic, maximizing pedestrian access, and providing visitors and residents a unique, pleasant experience. As is typical of many neighborhood commercial streets in Chicago, these corridors are mostly two-way with parking on both sides (see Figure 4.5).

This Plan calls for coordinating public and private investments to enhance mobility and access. The Plan advocates a strategy of using each private development and public capital improvement not just to stimulate new development, but also to enhance overall mobility and accessibility. Achieving such goals will require both short-term capacity improvements and long-term actions that produce a better transportation framework for the community.

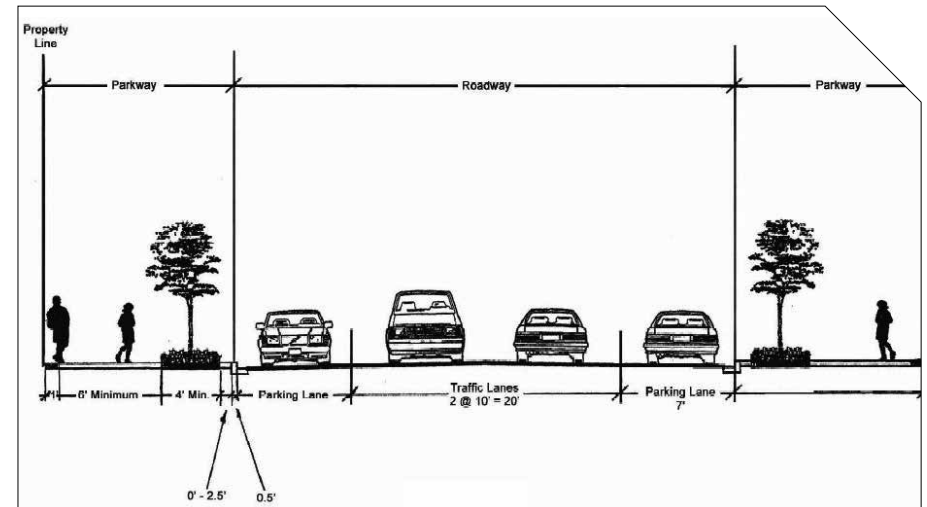
13 See <http://www.cityofchicago.org//city/depts/cdot/CompleteStreets/CompleteStreetsGuidelines.pdf>.

14 See http://www.cityofchicago.org/content/dam/city/depts/cdot/supp_info/ChicagoPedestrianPlan.pdf.

Since these corridors already serve as important gateways into the community, it is important to establish streetscape and urban design guidelines that can help them grow in a way that is relevant to the community vision. Currently, pedestrian realms lack basic amenities. The Plan recommends improving the safety and comfort of pedestrians through zoning policies that encourage environmental design features of Crime Prevention through Environmental Design (CPTED). These include lighting, visible doors and windows, and improved landscaping.¹⁵ Improved streetscape maintenance, aesthetics, and amenities along sidewalks such as benches and improved bus stops will also enhance the pedestrian experience. Design improvements should allow public gathering spaces with seating, and create bicycle parking near the train stations and bus shelters.

While individual improvements may be funded by private investors or by the public sector, it is the City of Chicago's responsibility to establish standards for the right-of-way and coordinate such improvements. Investors look for certainty in development codes and controls, which can only be established and enforced by the City of Chicago through a clear land use and development policy. The City should consider adopting design guidelines to help create a consistent appearance and unique identity for the retail areas. The guidelines should address the following: massing, building heights, setbacks, proportions, scale roof forms, building materials, articulation, signage, awnings, lighting, and landscaping. Initial improvements should be targeted to small "seed" areas, such as the 47th Street Blues District, to determine the feasibility and attractiveness of such improvements, before expanding guidelines to other areas.

Figure 4.4. Typical local street cross-section, two-way with parking on both sides



Source: Chicago Department of Transportation. See <http://www.cityofchicago.org/dam/city/depts/cdot/StreetandSitePlanDesignStandards407.pdf>.

¹⁵ Landscaping guidelines can be found on Section 17-11-0203 of the [Chicago Zoning Ordinance](#).



Construction of shops and lofts at 47.

Photo by the Chicago Metropolitan Agency for Planning.

Chapter 5

Plan Implementation

After more than a year of intense research and community engagement, this Plan presents a conceptual framework for the redevelopment of Bronzeville's primary corridors. It complements and enhances previous and ongoing efforts by residents, elected leaders, and local business owners to provide a "road map" for revitalization—a general guide for locating and prioritizing investment and development.

This chapter presents the recommended implementation actions, a central element intended to help the Bronzeville community and the City of Chicago organize the implementation process for this Plan. It describes the action strategies that should take place over the next two years, although some of the strategies may continue for many years. The implementation strategies include recommendations pertaining to administrative actions by the City of Chicago, including financing strategies, promotion and marketing, and other strategies are linked to the land use policy, particularly zoning. Just as challenges to investments are multifaceted, so too are the revitalization strategies. To address these challenges and barriers, the plan to redevelop must be comprehensive, flexible, and creative. The community must acknowledge that retail areas will have to compete in local, regional, and national markets for investment. This Chapter outlines a variety of strategies and approaches that the community and City can use in combination or independently to implement the recommendations of the Plan.

Since this Plan represents the community's vision, all parties involved have a responsibility towards its successful implementation. All stakeholders must work together to promote, finance, and implement the Plan. The City of Chicago has a significant and long-term interest in its implementation, making it an obvious lead.

While the Aldermen have taken a proactive approach to development, other key leadership entities will also need to play an active role, including local institutions (churches and colleges), financial institutions, the Chamber of Commerce, and private builders and developers.

The City of Chicago should use this Plan to guide future development and policy decisions, including review of development proposals and public improvements. Since this Plan is based on current information and existing conditions, both of which change with time, the Plan should be reviewed and updated on a regular basis. The community, the Aldermen, and the City of Chicago should agree on a mechanism for updating the Plan every few years to reflect local conditions and community desires. This will allow the Plan to remain relevant and respond to the ever-changing local environment.

Figure 5.1. New construction along State Street



Photo by the Chicago Metropolitan Agency for Planning.

Implementation Actions

The implementation section describes a set of prioritized actions that the City of Chicago, neighborhood organizations, and the Aldermen can take to implement the Plan. The implementation action strategies are divided into two categories. The first category consists of a series of action steps that should be led by the City of Chicago departments. The second category consists of those implementation actions that should be led by community organizations or community leaders. Since the Aldermen are both community leaders as well as representatives of the City of Chicago in the community, they fit in both categories.

Implementation Actions Led by the City of Chicago

1. Adopt and promote the Plan.

This Plan will be implemented both by the City of Chicago and by private investors. In order to ensure that redevelopment is consistent with the City's goals and objectives for land use and commercial development, the City of Chicago should adopt the Plan so that it can act as a basic guide for regulating development. While the City is aware of its role and the possibilities of development contained in the Plan, this may not be true of the private sector or neighborhood organizations. Therefore, the City of Chicago should encourage the involvement of other stakeholders, particularly the property owners and local businesses, in implementing the Plan. Upon adoption of the Plan, the City of Chicago should establish programs and strategies to finance it and develop a process for regularly reviewing, evaluating and updating the Plan to ensure that its recommendations remain current.

Since many of the implementation actions of this Plan will require the involvement of and financial commitment from the City, support for the Plan from the City of Chicago is critical. To ensure that the City is familiar with the Plan, every effort has been made to ensure that City planning staff has been involved in each stage of its development. Chicago's DHED should review, refine where necessary, and present the Plan to the Planning Commission for adoption. Plans are adopted by the City Council, by resolution, following a recommendation from the Plan Commission; in the process, public hearings are held before both bodies.

This implementation action supports all Plan recommendations.

2. Refine development regulations and strengthen code enforcement.

This Plan identifies future primary zoning districts (B2, B3, RT4, etc.), but it does not define the bulk and density designations (including height, floor area ratios, parking spaces, and setbacks) within those districts. These physical considerations are very important factors in regulating development. New development should fit within the context of the existing neighborhood character, particularly when it occurs in proximity to residential areas.

A range of actions will also be needed in the regulatory arena to ensure that investments in the corridors are consistent with and support the Plan's objectives, policies, and recommendations. The City should identify and make regulatory changes to its development regulations, especially the zoning code and capital improvement programs (CIPs) in order to successfully implement the Plan. It is important to note that some of the suggested implementation actions (like a zoning ordinance update) may need more study and refinement by DHED prior to amending any City ordinance.

The City could work with the community to determine the form and identity of the different segments of the corridors and create design guidelines to preserve their character. For example, a mixed-use development at the priority nodes will likely have different design guidelines than a residential development or small-scale, commercial use in the transition areas between the nodes. New guidelines should complement the existing City ordinances in enforcing policies and programs that maintain and protect Bronzeville's character and foster new development.

Most of the structures in the corridors were constructed pursuant to the old zoning regulations and do not conform to the current Chicago Zoning Ordinance. A long-term goal is to update the City's zoning ordinances to ensure that future development is consistent with the strategies of this Plan and support the community vision. This would bridge the gap between the goal-oriented language of this Plan and the details of zoning regulations and design guidelines. Once the ordinances have been refined, the City of Chicago should focus its code enforcement efforts within the corridors. Combining heightened code enforcement with financial incentives like SBIFs will encourage property owners to make improvements on their properties.

This implementation action supports recommendations 1, 2, 3, 4, 5, and 8.

3. Align capital budgeting and programs in Bronzeville to the strategies of this Plan.

Improvements to infrastructure and public facilities help support and enhance neighborhoods and the local economy. Bronzeville already has well-developed infrastructure and public facilities, so the recommendations in this Plan are mostly intended to increase efficiency and operational aspects of the existing facilities. Since this Plan reflects the community vision, it should be used to inform and coordinate the City of Chicago's capital improvement planning program in Bronzeville to ensure that the public costs incurred in providing public improvements and public services are aligned with the community's vision.

The City of Chicago produces a five-year CIP, which is the budgeting "blueprint" for physical improvements and replacement of City-owned infrastructure. Since community needs often change, the City also produces a yearly CIP based upon the most current revenue projections and project priorities, consulting the Aldermen when prioritizing infrastructure improvements in the neighborhood. In the last two years, the City has completed a number of capital improvements in Bronzeville, including resurfacing of several streets and alleys and installing new water mains and sewer lines. CDOT has completed a number streetscape projects and has plans to make more streetscape improvements on 35th, 39th, 43rd, and 47th Streets, as well as rebuild bridges and viaducts that have been identified as safety concerns. Such improvements should always be encouraged.

To ensure that the corridors support all users, CDOT should make safety improvements to increase bicyclist and pedestrian safety and experience. CDOT should install bicycle and pedestrian facilities, improve sidewalks and lighting, mark pedestrian crossings at street intersections, clearly mark on-street parking spaces, and ensure that medians are clearly painted. The Chicago Bike Plan recommends a number of bike routes in Bronzeville, including 47th Street, 51st Street, Dr. Martin Luther King, Jr. Drive, Drexel Boulevard, and Woodlawn and Lake Park Avenues. The City should provide convenient bicycle parking along these streets. The Aldermen should meet with the relevant transportation agencies including CDOT, CTA, and the Illinois Department of Transportation to discuss these transportation improvements and explore potential funding sources.

The CTA should continue to make improvements to the train stations in the neighborhood, including improvements to the platform, the station area, and the adjacent parkway areas to improve ambience and safety. All the Green Line CTA stations in the study area have been upgraded in the last two years under the CTA's Station Renewal Program, where CTA crews power wash the platform, paint the station, repair lighting, replace broken glass panes, and make other repairs. Such repairs are important and should be done regularly to improve the customer travel experience. In the long-term, however, comprehensive upgrades are needed to modernize these stations.

This implementation action supports recommendations 1, 6, 7, 10, and 11.

4. Improve parking management in the commercial corridors.

Parking was identified as a key concern. The corridors exhibit a number of factors that could contribute to parking problems if fully built out. Such factors include the following: limited off-street parking, several large apartment buildings built with less parking than resident demand, and many destination businesses and cultural institutions that attract evening visitors. However, the corridors also have factors that mitigate parking demand, including high vacancy and a good public transit system, which encourages people not to drive. A visual assessment of existing parking, performed by CMAP in November 2012, revealed that an adequate number of parking spaces exist to serve area businesses. However, the existing spaces could be better managed.

This Plan supports continued transit and other multi-modal improvements that build on the existing network. Improvements that make transit options easy, intuitive, safe and convenient for users may serve to decrease demand for parking. The City should develop a district parking strategy to better manage the currently-fragmented parking system through a range of pricing, enforcement, and management strategies. Currently, there are different approaches to managing parking within the study area, with only some sections equipped with parking meters. CDOT and the Chicago Department of Finance should work with the Aldermen and the business community to evaluate the amount and location of parking spaces. Installing parking meters within priority nodes and near all CTA stations would help to increase the turnover rates and prevent CTA commuters and long-term visitors from occupying core parking spaces.

The City should perform regular parking surveys in residential areas, adjacent to key retail nodes and train stations, to track parking utilization and turnover rates. Any observed parking problems should be addressed by the City and the Alderman. If needed, the City should implement a residential parking permit program to address spillover problems in nearby residential areas. Permitting should accommodate non-residential users as much as possible. Enforcement of parking regulations should be increased, particularly during busy periods, in a friendly and fair manner. The City and the Alderman should also promote a shared parking arrangement because the corridors have a range of parking needs that peak at different times of the day. There is already some shared parking in the area; however, other opportunities for shared parking arrangements may exist that can help to maximize the efficiency of existing parking.

Figure 5.2. Parking near 43rd Street CTA station



Photo by Emily Cikanek.

Within the priority nodes, the City should explore imposing a developer impact fee in lieu of requiring the developer to provide parking spaces as specified by the current zoning ordinances. This revenue should then be used to finance parking management and improvements. Security is also a major issue in the area. The Aldermen should work with the City to improving street lighting within the study area. Although this will not alter the amount or availability of parking, it can help to limit break-ins and property theft on the streets and in the off-street parking areas.

This implementation action supports recommendations 6, 10, and 11.

Figure 5.3. King Drive Boulevard



Photo by Emily Cikaneck.

Implementation Actions Led by the Community

1. Develop the capacities of neighborhood organizations to take ownership of corridor development efforts.

Neighborhood organizations like QCDC and the 51st Street Business Association provide community development services to property owners and businesses in the neighborhood. Their capacities should be developed so that they can take expanded roles in improvement initiatives. Philanthropic organizations and the City should build the capacities of neighborhood organizations so that they can support local businesses, promote implementation of projects, and encourage collaboration among relevant entities. Last year, the Chicago Community Trust awarded the Bronzeville Alliance, with TRC as the fiscal agent, a \$75,000 grant to build its information and community development capacity and to better enhance the group's efforts to implement the BRI, the precursor to this Plan. The Alliance currently serves as a holding entity for market information and promotes collaborations among local entities in order to implement BRI recommendations.

Community development organizations like QCDC, TRC, and the 51st Street Business Association, among others, should work with private foundations and local banks to expand the availability of predevelopment funding. They should leverage prior engagement of technical assistance providers like CMAP, RTA, CNT, and MPC to pursue funding opportunities that support redevelopment. Housing development organizations, like TRC, should leverage the partnerships they already have with private developers and other entities to acquire and rehabilitate historic properties and vacant buildings. Community residents should also be encouraged to take expanded roles in corridor improvements. Examples of such improvements could include Adopt-a-Block, community gardening, nuisance abatement, and community policing strategies.

A substantial amount of land in Bronzeville is vacant -- 55 percent of all parcels on 43rd Street, 47 percent of all parcels on 47th Street, and 25 percent of the parcels on 51st Street east of Dr. Martin Luther King, Jr. Drive. Over 80 percent of the vacant parcels in the corridors are owned by the City of Chicago. Vacant properties contribute to neighborhood degradation, financially burden the City, and impede redevelopment. Vacant and unkempt properties also contribute to safety concerns. The City of Chicago has a number of policies and programs to dispose of City-owned vacant property, such as the Adjacent Neighbors Land Acquisition Program, whereby residents can take ownership and management responsibility for vacant parcels through negotiation with the City. The City also considers requests to convert vacant land to productive uses, such as community gardens, and is looking at strategies to use vacant land as green infrastructure for stormwater management.

While the City could play an active role in land assemblage, the community needs a strategic plan for mitigating vacant land and an entity to spearhead that plan (see Recommendation 5). The Aldermen should designate an existing community organization to lead this effort. The designated organization should inventory vacant properties, regularly update a vacant property database and coordinate utilization of existing resources that relate to vacant property management. The entity could work with non-profits like MPC, CNT, and the Preservation Compact to develop a toolkit for promoting sustainable use of vacant lots in the neighborhood. It could designate a staff person to help identify grant opportunities for maintenance of vacant properties. It should also investigate the potential applicability of the Cook County Land Bank for reinvestment and redevelopment.

The Aldermen often meet with owners of vacant buildings and lots to understand issues faced by them in maintenance of their properties and then work with the City of Chicago to explore ways in which the City can provide assistance.¹⁶ This effort should continue and the designated entity responsible for mitigating vacant properties should be part of the conversation. Community leaders should educate residents about the opportunities that vacant lots present in Bronzeville. The Aldermen should initiate a regularly-scheduled, check-in meeting with neighborhood organizations to provide a forum for discussing ongoing projects and programs in the community and identifying potential collaborations.

This implementation action supports recommendations 1, 4, 5, 7, 9, 10, and 11.

2. Continue to recruit and retain businesses through marketing and promotion.

The redevelopment potential and future land-use mix of the corridors rely on their ability to compete with retail centers in the surrounding area. Positive consumer and market perception is as important as the community's business retention and recruitment programs. Community development organizations should actively work with the Aldermen, the City of Chicago, and local businesses to project a clear and focused image. They should develop a marketing program aimed at making the corridors more attractive to investors and leverage the partnerships that they have with developers and investors to promote local businesses, development projects, and programs.

Promotion and marketing should be based on a clear understanding of the development opportunities that local residents, as well as business and property owners identify as high-priority. Community development organizations like QCDC should identify development and investment opportunities and market them to potential investors. They should continue working with the Aldermen to market key parcels to private developers as an interim step, in preparation for anticipated redevelopment. They should distribute information about existing development opportunities through conferences, seminars and trade fairs.

Community organizations should also work with the Aldermen to support local businesses and recruit desired retailers and firms to develop local concentrations of complementary businesses. The Aldermen should work with the community to vet potential businesses that seek to locate in Bronzeville and discourage the concentration of non-preferred businesses (see Recommendation 9) in the priority nodes; the concentrations of such businesses help to propagate negative perceptions of the community, which make it difficult to attract new investment. The community should use local institutions, like IIT and larger church congregations, to market and promote the retail districts. Corridor promotion should focus on building upon existing assets. They should explore creating outdoor programming activities, such as music and arts festivals or farmers markets to engage residents and visitors. They should also expand the buy local campaign, which is currently administered by the various local SSAs.

This implementation action supports recommendations 1, 3, 5, 7, 9, 10, and 11.

¹⁶ The City of Chicago has a Vacant Building Ordinance, introduced last year by Third Ward Alderman Pat Dowell that requires mortgage holders of vacant properties to register vacant and abandoned buildings with the City and maintain them to standards, even if they do not have legal titles to the properties. Since the passage of the legislation last year, over \$1 million in fines and registration fees have been collected by the City.

3. Designate a local entity to help expedite development approval and business licensing.

The abundance of small retail spaces and the challenging local market dynamics in Bronzeville result in the area attracting mostly small-scale retailers and developers. Such investors are often inexperienced in dealing with the City of Chicago's bureaucracy and may often lack resources to overcome the challenges inherent in development approval and business licensing.

The community should designate a community organization to offer assistance in obtaining permits for new development projects, starting new businesses, and accessing public resources from the City of Chicago, Cook County, and State of Illinois. The Aldermen should coordinate with community development organizations to identify responsibilities for this position and hire an experienced professional to assist small-scale developers and small-business owners process the necessary paperwork and access available government resources. This person should work closely with the economic development coordinator for the BRI, a position that the Chicago Community Trust funded the BRI to create at TRC.

Some of these tasks are already being performed by entities in Bronzeville, including QCDC, TRC, the 51st Street Business Association, the Bronzeville Chamber of Commerce, and the SSAs. Assigning responsibilities to a single position or organization will help to streamline the process, reducing redundancy and competition among the local organizations. The staff person should be based at a neighborhood organization and should be knowledgeable about the development approval process and business licensing. Such a position could be created within six months and funded through the SSA program or through private grants.

This implementation action supports recommendations 1, 7, and 10.

4. Prioritize the completion of catalytic projects to demonstrate success in the corridors.

In the last decade, development projects in Bronzeville have received nearly \$1 billion in public funds and private investments, with public funds alone totaling more than \$153 million. A number of catalytic projects are currently underway, including Bronzeville Cookin' on 51st Street, Shops and Lofts at 47, the Rosenwald Building redevelopment, and the Artist Lofts on 47th Street. A WalMart Super Center, with more than 150,000 square feet of retail space, is planned for the northwest corner of Pershing Road and State Street.

In Chicago, African-American neighborhoods such as Bronzeville, many having suffered protracted periods of economic decline, are often considered high-risk areas by private developers. These catalytic projects provide proof that successful private investments can and do occur in Bronzeville. The projects have received public funding or commitment for funding through the TIF program but most are in very early stages of development and financing. It is important that these projects are completed before moving on to new projects that will require major commitment of public resources. While the City of Chicago, the Aldermen, and neighborhood organizations already support these projects, continued support from neighborhood residents is vital for their success.

This implementation action supports recommendations 1, 4, and 7.

Figure 5.4. Little Black Pearl



Photo by the Emily Cikaneck.

Funding and Financing

This Plan calls for changes in land use patterns and infrastructure improvements that will require significant public and private investment. Many implementation actions will require the involvement of and financial commitment from the City of Chicago. Key among them is infrastructure improvements and the establishment of potential public-private partnerships to facilitate development projects. The City of Chicago can finance improvements in traditional ways, by using Capital Improvement funds to finance public-way improvements or using TIF dollars for construction or rehabilitation of buildings. While a complete analysis of potential financing strategies still needs to be done, it appears that most of the priority investment nodes lie within existing public finance districts including TIF, SSA, Empowerment Zone, Enterprise Zone, or New Markets Tax Credit eligibility areas. This means that most of the necessary projects may be eligible for government funding of some sort.

The City may also choose also designate sections of the corridors as special business districts and work with local developers to formulate public-private ventures for specific improvements or redevelopment of key parcels. Special business district designation allows the City to establish programs for redevelopment, and provides a range of powers to implement the Plan. Specifically, special business district designation empowers

the City to remove or rehabilitate properties that are in state of disrepair and demolish structurally substandard buildings that cannot be rehabilitated.

The implementation of this Plan will require far more resources than the City has currently allocated for capital improvements and programming in the study area. The City should review available funding resources and determine the degree and type of commitments it wants to make towards implementing this Plan. It has already allocated significant funding towards key catalyst projects that have the potential to leverage hundreds of millions of dollars of additional, private investment. As private sector investment is crucial to the success of this Plan, outreach to increase awareness of the City's redevelopment objectives is crucial.

To successfully revitalize these corridors and realize their long-term prosperity, the business community and local institution should participate more equally in the burden of funding improvements. This will increase the overall amount of resources for redevelopment, as well as making the business community and local institutions more committed to redevelopment. It will also demonstrate to the City that its expanding role in the neighborhood is supported by local property owners, businesses, and institutions.

List of Acronyms

| | |
|-------------|--------------------------------------------------------------------------|
| BRI | Bronzeville Retail Initiative |
| CCLF | Chicago Community Loan Fund |
| CDBG | Community Development Block Grant |
| CDOT | Chicago Department of Transportation |
| CHA | Chicago Housing Authority |
| CIP | Capital Improvement Program |
| CMAP | Chicago Metropolitan Agency for Planning |
| CNT | Center for Neighborhood Technology |
| CTA | Chicago Transit Authority |
| DHED | Department of Housing and Economic Development [for the City of Chicago] |
| H+T | Housing + Transportation |
| HUD | U.S. Department of Housing and Urban Development |
| IIT | Illinois Institute of Technology |
| LISC | Local Initiatives Support Corporation |
| LTA | Local Technical Assistance |
| MPC | Metropolitan Planning Council |
| NSP | Neighborhood Stabilization Program |
| QCDC | Quad Communities Development Corporation |
| RTA | Regional Transportation Authority |
| SBIF | Small Business Improvement Funds |
| SSA | Special Service Area |
| TIF | Tax Increment Financing |
| TRC | The Renaissance Collaborative |

Zoning District Acronyms

| | |
|------------|----------------------|
| B | Business |
| C | Commercial |
| M | Manufacturing |
| PD | Planned Development |
| POS | Parks and Open Space |
| R | Residential |



Chicago Metropolitan
Agency for Planning

233 South Wacker Drive, Suite 800
Chicago, IL 60606

312-454-0400

info@cmap.illinois.gov

www.cmap.illinois.gov

