MADISON-PULASKI COMMERCIAL CORRIDOR
Madison-Pulaski Commercial Corridor

Redevelopment Plan

Prepared for:

City of Chicago
Department of Planning and Development
Lori Healey, Commissioner

By:
Camiros, Ltd.

January 2007
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1. Executive Summary

The intersection of Madison Street and Pulaski Road has been the heart of West Garfield Park’s commercial center for generations. Throughout its history, the Madison-Pulaski Commercial Corridor has attracted shoppers from the neighborhood and throughout Chicago. However, continuing disinvestment since the 1950s has left the corridor with serious challenges.

Theses challenges are being met with a renewed commitment on the part of the community and its leadership. They envision the Madison Pulaski Corridor to be the “Downtown of the West Side” with increased job and housing opportunities and a variety of high quality goods and services in a safe and attractive shopping environment.

This plan reflects the coming together of a community around a common vision and a set of development principles. Its six key strategies will ensure that the development process is guided by its priorities. Its focus is on repositioning the Madison-Pulaski Corridor to build on its historic strengths and develop new market-driven retail models to meet the needs of community residents and revitalize West Garfield Park’s economic base.
## Proposed Action Plan

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2. INTRODUCTION

The intersection of Madison Street and Pulaski Road on Chicago’s west side has been synonymous with shopping and entertainment for generations.

In 1873, the North Western Railway built the town of Kinzie at Lake and Pulaski, beginning the area’s urbanization. Soon after, several thousand employees and their families, mostly Scandinavians and Irish, built the village of Central Park south of Kinzie.

Madison Street gradually took the place of Lake Street as the community’s commercial heart in the 1890s as Lake Street became shadowed by the Elevated CTA Green Line. The area grew into a major destination as Chicago’s population increased and shifted to the west in the early 1900s.

This part of West Garfield Park became the home to many great institutions which typified the Jazz Age in Chicago including the Paradise Theatre and Ballroom, the Guyan Hotel, and the Midwest Athletic Club. Though many of the institutions of this era have been lost, the spirit and identity of the community continues to be defined by its history. Figure 1 illustrates the wealth of entertainment and community amenities present in the 1920s.
FIGURE 1 - MAJOR ATTRACTIONS, 1920

MADISON-PULASKI COMMERCIAL
CHICAGO, ILLINOIS

Retail
1 Silver Dollar Store
2 The Blue Store
3 Madigan Brothers

Movie Theaters
4 Marbro Theater
5 Paradise Theater
6 Crawford Theater
7 Hamlin Theater (Later Alex Theater)

Dance Halls
8 Guyon’s Paradise Ballroom
9 Driscoll’s Dreamland
10 Summer Gardens (Replaced by Midwest Athletic Club)

Apartment Hotels
11 Hotel Guyon

Garfield Park

March 2007
The City of Chicago, recognizing the importance of the Madison-Pulaski Commercial Corridor to current neighborhood residents, retained Camiros, Ltd. to work with the local community and develop a revitalization strategy. Alderman Ed Smith formed an advisory committee led by the Madison Street Business Association to support the planning effort. Conversations with representative groups and key stakeholders, provided focus to the assessment of assets and challenges facing the Madison-Pulaski Corridor. A vision statement development principles and strategies emerged from the process.

Figure 2 places the Madison-Pulaski Commercial Corridor in the context of the surrounding community. It consists of ten blocks along Madison Street between Garfield Park (Hamlin Street) and Cicero Avenue. It is located approximately one-half mile north of the Eisenhower Expressway with access at Cicero Avenue, Kostner and Independence Boulevard. Lake Street is three blocks to the north along the CTA Green Line with stations at Pulaski Road and Cicero Avenue. The two main arterial cross streets are Cicero Avenue and Pulaski Road. (Figure 3)

The surrounding neighborhood is predominantly low density residential development.

The Madison-Pulaski Commercial Corridor itself is a mix of traditional two and three-story commercial buildings set to the street, interspersed with new auto-oriented retail services, institutional uses and vacant land. Today, the Corridor is viewed as a conglomeration of historic structures, valued open space, neglected vacant parcels, and abandoned or unoccupied buildings.

A vital retail district stretches from Hamlin Street to Kildare Avenue, with nearly solid retail frontage and few vacant lots. This retail district is influenced by the intersection with Pulaski Road and can be thought of as Madison-Pulaski’s “Heart of the Downtown” district. West of Kildare the retail frontage abruptly falls off, and vacant land is prevalent on all blocks, with the exception of the north side of the 4500 and 4600 blocks where a bus transport company, the Westside Learning Center, and a new church are located.
FIGURE 3 - TRANSPORTATION & COMMUNITY SERVICES MAP

MADISON-PULASKI COMMERCIAL
CHICAGO, ILLINOIS

March 2007
The Madison-Pulaski Corridor has been home to several ethnic populations. Today, the Corridor and surrounding area are almost exclusively African-American, at 98.3% of the population. The majority of the Corridor is located in the West Garfield Park Community Area on the far west side of Chicago. According to the 2000 U.S. Census, the population of the Madison-Pulaski Corridor planning area, which includes ten census tracts on either side of Madison Street, is 32,809. This is a 5.2% decrease from the 1990 population of 34,593. Comparatively, the City of Chicago experienced a population increase of approximately 6% over the same time period. The southeast corner of the planning area has the highest population, while the far north and south central areas have the lowest. The population density of the area is approximately 17,800 persons per square mile.

The Madison-Pulaski Commercial Corridor remains a lively shopping area within the neighborhood, attracting customers to specialty stores from throughout Chicago, but providing a limited mix of goods and services for neighborhood residents. Its potential as a neighborhood commercial center on Chicago’s West Side exceeds the current market activity, with many residents having to go to surrounding communities to purchase basic goods and services.

This dichotomy in retail activity presents significant hurdles to revitalizing a corridor that currently underserves its local community but provides a unique product for a wider market niche. Developers, particularly, faith-based organizations, have expressed a commitment to new investment. The challenge for the community is how to direct future investment so that each new project contributes to and helps support a unified vision for the Corridor.
3. CORRIDOR ASSETS AND CHALLENGES

Corridor Assets

West Garfield Park’s historical development provided a framework of public and private amenities that still serve the community. These include:

Strong Institutional and Cultural Anchors

- The historical associations and cultural significance of the Madison-Pulaski Commercial Corridor as a major shopping and entertainment district remain.
- A number of significant buildings that maintain a sense of neighborhood.
- The Garfield Park Conservatory, a major tourist destination at the east end of the corridor, attracting over 500,000 visitors a year. The Conservatory recently completed a multi-million dollar renovation of the greenhouses.
- The Westside Learning Center of Malcolm X College. This facility is an anchor to the west end of the District, generating the potential for related housing and office development, such as student apartments or artist work-live housing.

Active Retail Market

- A primary retail district from Hamlin Street to Kildare, with over 400,000 square feet of retail, predominantly in soft goods.
- Absence of vacant storefronts and poor shop maintenance in the primary retail district.

Developable Sites

- Opportunities to assemble vacant parcels, including City-owned, into larger development sites.

Recent Investment in New and Existing Buildings

- City-funded demolition of a dilapidated building at Madison and Pulaski.
- Recent renovation of several buildings in the corridor, reflecting local confidence in the market. These investments include:
  - 4100 block: Conversion of vacant fast food restaurant to new bank, renovation of mixed-use building, and façade improvements mid-block.
  - 4200 block: Conversion of grocery to thrift store with façade improvements.
Corridor Challenges

Image

Certain entertainment establishments once attracted customers from throughout the City. The Paradise Ballroom was constructed in 1916 on Pulaski Road between Lake and Madison Streets with a capacity of over 4,000 patrons. The equally large Marbro Theatre open in 1927 at 4124 West Madison. Together, they made West Garfield Park one of the busiest districts outside the Loop.

West Garfield Park's rise was tempered by bank closures, disinvestment, and neglect during the Great Depression and World War II, but residents and business people entered the postwar years ready to restore its standing.

During the 1950s, however, changes in the West Side prompted some residents to reevaluate that commitment. The construction of the Congress (Eisenhower) Expressway displaced residents from the neighborhood's southern sector. Other homeowners feared that West Garfield Park would experience the same rapid racial change underway in East Garfield Park and North Lawndale. Groups unsuccessfully petitioned the State to build the new University of Illinois campus in Garfield Park, hoping to prevent further population change, create a racial buffer zone, and stimulate the local economy.

Middle-class black families did move into the area. Like the whites who were abandoning their homes, they built small organizations and block clubs intended to maintain their new neighborhood. They could not, however, prevent the increasing numbers of absentee landlords from neglecting and overcrowding their apartment buildings. During the early 1960s, West Garfield Park was increasingly stigmatized as a poor, disorganized community by observers who did not see its block-by-block variations or its struggling, unpulicized neighborhood organizations. Rioting that centered on the Madison-Pulaski intersection in 1965 and 1968 hastened the departure of many established businesses from West Garfield Park.

Much has changed in recent years. New investment is occurring throughout the community. Still, the Corridor continues to struggle with a perception by people outside the community that the area is dangerous as a result of crime and street activity.

Absence of Unifying Streetscape Plan

The existing streetscape along Madison Street is deteriorated and lacks a unified design. New decorative lamps and new sidewalks are found on the 3800 and 3900 blocks. An older decorative streetscape installation exists on the 4000 and 4100 blocks. However, the design is dated and somewhat worn. Tree maintenance is a key

Final Plan - March 2007

- 4400 block: Façade and parking lot improvements on church property.
- 4500 block: New gas station.
- 4600 block: New church, and façade improvements to existing church.
- 4800 block: New gas station and convenience store on northwest corner.
issue. Sidewalk condition west of Keeler is poor to blighted.

Madison Street changes character at Pulaski Road. The public right-of-way on the 3800 and 3900 blocks is approximately 80 feet, while the right-of-way on blocks west of Pulaski is roughly 120 feet. The sidewalks west of Pulaski are nearly 20 feet wide. On blocks west of the primary retail district (between Hamlin and Kildare) the sidewalks are out of scale in relation to foot traffic and are in need of repair.

**Absence of Clearly Defined Districts**

Although the intersection of Madison and Pulaski is clearly seen as center of commercial activity in the Corridor, there is little sense of character or identity from one portion of the Corridor to another. This is largely due to a lack of continuity created by vacant lots or buildings. Additionally, uses tend to be scattered throughout the Corridor, failing to capitalize on synergistic benefits inherent in successful commercial markets.

Outside of the primary retail area, the land-use pattern is less defined, with vacant land and scattered commercial uses interspersed with a large number of religious uses. The typical pattern on these blocks is vacant land on the corners, a few retail or mixed use buildings, and a church near mid-block.

The scattered and disjointed character of the land use mix is demonstrated by the following statistics:

- Churches and religious institutions are located on 13 of the 22 corridor block faces.
- City-owned land is found on 8 of the 22 Corridor’s block faces.
- Twenty-six percent of the total street frontage is vacant

**Weak Market Demographics**

Madison-Pulaski area residents have significantly lower incomes compared to Chicago as a whole. Median household ($24,207) is 37% lower than Chicago’s median income ($38,625). Approximately one-third of the 10,566 households have yearly incomes below the federal poverty level of $17,050, and nearly one in four households earn less than $10,000 a year.

Approximately 54.3% of the population in the planning area is female, while 45.7% is male. The largest age group is age 5-17, which comprises 25.7% of the total population.

**Limited Retail Mix**

Madison Street’s 5-block long primary retail core, located between Hamlin and Kildare, contains approximately 400,000 square feet of occupied retail space. At estimated sales of between $150 and $200 per square feet annually, this retail center represents $60 to $80 million in annual revenues to local business and potentially more than one million dollars in annual sales tax revenues in the City.

The City of Chicago’s Retail Chicago Unit and MetroEdge, a market analysis firm specializing in urban markets, estimates that the West Garfield Park community area loses about 40% of potential retail purchases by area residents to places beyond its boundaries. There is an absence of family and child oriented services, banks, grocery stores and professional services.

There is strong anecdotal evidence that the Madison-Pulaski Commercial Corridor has a strong ethnic specialty market that caters to the hip-hop set from throughout Chicago. However, no data exists which shows retail sales captured by Madison Street merchants from beyond the West Garfield Park community area boundaries.
Underutilized and Deteriorated Building Stock

Much of the neighborhood’s older building stock is in poor condition. Of particular concern are the upper floors of buildings in the primary retail district that date from the early 20th century, planned and constructed during the heyday of Madison Street. A handful of these buildings have large floor plates, very tall stories, four or five floors, and ornate facades. In general, the upper floors of these buildings are currently vacant and have boarded windows. Some of these buildings are tastefully boarded. Others simply have the façade covered. The reason for the vacancy and condition of the upper floors is not known at this time. This underutilized space represents unrealized economic potential.

Prevalence of Vacant Land

One of the predominant uses in the corridor is vacant land. There are more than 40 vacant parcels dispersed throughout the Corridor. These properties often break the continuity of the commercial fabric, and in some cases, create full block faces with ill-maintained grass lots. Figure 6 illustrates the existing land use pattern along Madison Street. Note the significant amount of vacant property west of Keeler from the 4200 block to the 4700 block.

Figure 7 shows the results of a 2005 survey of building conditions in the Madison-Pulaski Commercial Corridor. There are several structures that require major repair or demolition. These buildings present an added financial obstacle for new business investment and negatively impact the overall aesthetics of the corridor.

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**West Garfield Park Retail Potential**

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<tr>
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<tr>
<td>Total Consumer Expenditures</td>
<td>$198 million</td>
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<tr>
<td>Total Retail Sales</td>
<td>$118 million</td>
</tr>
<tr>
<td>Expenditure Leakage $</td>
<td>$80 million</td>
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<tr>
<td>Expenditure Leakage %</td>
<td>40%</td>
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<tr>
<td>Concentrated Buying Power ($/sq. mile)</td>
<td>$152 million</td>
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*Figure 5. MetroEdge Analysis, West Garfield Park*

Several buildings maintain the historic fabric of Madison Street
4. CORRIDOR VISION AND DEVELOPMENT PRINCIPLES

A New Vision Emerges

The old habits of daily shopping have been replaced by fewer trips to fewer and larger destinations. The neighborhood commercial center of the future must meet multiple shopping needs in a compact location easily accessible by automobile. It must serve the dual function of shopping center and community center.

To provide a compass for the development of strategies and future policies, the City's Department of Planning and Development worked with a local stakeholder committee formed through the efforts of Alderman Ed Smith. The new vision for the Madison-Pulaski Commercial Corridor is embodied in the following statement and illustrated on the following page:

The Madison-Pulaski Corridor will be the "Downtown of the West Side" with increased job and housing opportunities and a variety of high quality goods and services in a safe and attractive shopping environment.

The Madison-Pulaski Commercial Corridor Redevelopment Plan is designed to identify the types of services the community is currently lacking, and where the opportunities are to provide them. While the focus of the analysis is primarily on the Madison Street block faces, specific locations offer the opportunity to look at full block depths for redevelopment or parking and links to other parts of West Garfield Park. In this way, the plan addresses questions about what to do with vacant properties, City-owned land, and existing structures that may be adapted for new uses.

The local economy has changed in recent years but the Madison-Pulaski Corridor's character and connection to the neighborhood remains. The recommended development concept for the Madison-Pulaski Commercial Corridor is to restore the Corridor to its original scale and character while introducing low intensity uses such as mixed-use residential and auto-oriented commercial nodes that can meet today's market realities.
The Madison-Pulaski Commercial Corridor will be the “Downtown of the West Side” with increased job and housing opportunities and a variety of high quality goods and services in a safe and attractive shopping environment.
Development Principles

Future development in the Madison-Pulaski Commercial Corridor should conform to the following principles. Together they form a cohesive guide to achieving the community’s development vision for the Madison-Pulaski Commercial Corridor.

1) **Land Use:** The Corridor should be developed into distinct districts along the street, providing opportunities for different development types.

- Downtown West Side Business District with multi-story, mixed-use retail development at the historic center of the district between Hamlin and Kildare and Cicero.
- Residential Mixed-Use Area between Kildare and Kenton focusing on neighborhood retail services and residential development that expands the customer base.
- Institutional District between Kenton and Kilpatrick to complement the Westside Technical Center and provide opportunities for additional community services and specialized housing for students and other target groups.
- Cicero Retail Node focusing on auto-oriented commercial and distribution uses between Kilpatrick and Lamon.

2) **Urban Design:** New and rehabilitated buildings should be designed to fit the character of each designated district.

- Encourage designs that reinforce the development goals through appropriate scale, massing and architectural elements.

3) **Streetscape:** Streetscape improvements should create a safe, attractive and walkable pedestrian environment.

- Reinforce the unique character of each development district through streetscape design.
- Create public spaces in areas of high pedestrian traffic.
- Maintain or screen vacant parcels so they do not detract from overall corridor aesthetics.

4) **Access:** The Corridor businesses and services should be accessible to shoppers and visitors arriving by transit or automobile.

- Encourage shared parking to address the immediate parking need in the corridor.
- Create strategically located lots to serve multiple uses in the retail corridor.
- Establish guidelines for enhancing the safety, accessibility and appearance of existing lots and new facilities.

- Establish physical linkages, improved signage and streetscape enhancements to guide customers from CTA stations to the Madison-Pulaski Commercial Corridor.

5) **Housing:** Upper-story residential should be encouraged along the Corridor on key blocks to increase consumer demand and street activity.

- Increase the residential population to support local business activity.
- Encourage multi-story, mixed-use buildings to increase density and extend the time of day that the Corridor is active.

6) **Market:** Retail development should be encouraged within compact areas in developments which offer a wider range of goods and services.

- Strengthen the retail district by concentrating retail in the area between Kildare and Hamlin Streets.
- Increase the diversity of neighborhood services within the Corridor to create a strong local retail center.
5. REDEVELOPMENT STRATEGIES

The following redevelopment strategies form a roadmap and action plan for guiding future growth in the Madison-Pulaski Commercial Corridor and implementing the six development principles. These strategies address the scale, character and extent of the commercial area, the mix of land uses, the establishment of a critical mass of retail at specific locations in the commercial area, and the development of supporting amenities.

- Adopt a policy of mixed-use neighborhood commercial land use and development for the Corridor.

- Create a local leadership body responsible for working with the City in marketing the vision of the Corridor and endorsing projects that achieve its goals.

- Designate clear and distinct centers of activity along the Madison-Pulaski Commercial Corridor.

- Create development standards for public and private investment that result in unified character districts.

- Identify and market key redevelopment sites for new development that capitalize on publicly-owned land, create opportunities for private/public partnerships and help achieve corridor objectives.

- Identify catalyst projects and facilitate implementation.
Strategy 1

Adopt a policy of mixed-use neighborhood commercial land use and development for the corridor.

Reestablishing the Madison-Pulaski Commercial Corridor as the primary activity center for the West Side begins with redefining the corridor and adopting the community’s land use vision.

**Action 1-A.** Create consensus among the business community and residents regarding the future of the Madison-Pulaski Commercial Corridor.

This planning effort has focused on working with local stakeholders to develop a vision for the Madison-Pulaski Commercial Corridor. This vision is described in Section 4 of this plan. Through this exercise, many of the more prominent business and civic leaders have provided input as to the future growth of the corridor.

Historically, the commercial uses have lined the Corridor along its entire length. However, modern market forces suggest that segments of the Corridor may not be successful in sustaining commercial activity. As a result, these areas should be redeveloped to provide less intense neighborhood services with residential uses on upper floors or as the primary land use. This mixed-use approach provides the opportunity for small retailers as well as a stronger population base to support the commercial market along the Corridor.

Figure 8 illustrates the recommended land use framework plan that defines commercial and institutional nodes with surrounding mixed-use and residential areas.

**Action 1-B.** Adopt the land use vision for the Corridor as public policy.

The City should ensure that its future land use policies in the Corridor align with the mix of uses and services sought by the community. The City should seek Chicago Plan Commission concurrence with the development policies set forth in this document.

The Land Use Framework Plan identifies four key corridor “districts” based on character, use, and future development potential. Three of these districts: the West Side Downtown Central Business District, Institutional District, and Cicero Retail District; are clustered around existing commercial or institutional activities. These activity nodes have been identified by the community as opportunities for future growth and expansion.
Cicero Retail Node
- Auto-Oriented retail node at Cicero

Institutional Area
- Development to complement existing institutions, such as dormitory-style apartments and community services

Residential Mixed-Use Area
- Local retail services
- Commercial/residential mixed-use development
- Multi-family residential development

Downtown West Side Central Business District
- Retail with focus on soft apparel and expanded mix of services
- New destination attractions such as a family entertainment center
- Upper floor professional office space
- Upper floor garment manufacturing facilities
- Upper floor residential

FIGURE 8 - LAND USE FRAMEWORK PLAN
MADISON-PULASKI COMMERCIAL
CHICAGO, ILLINOIS
Strategy 2

Create a local leadership body responsible for working with the City in marketing the vision of the Corridor and endorsing projects that achieve its goals.

Local leadership has a key role in bridging the gap between City policy and real projects in the Madison-Pulaski Commercial Corridor. Nurturing a recognized body that acts in the best interest of the community will help maintain consensus for new projects and positive momentum in moving the Corridor towards the vision set forth in the Plan.

**Action 2-A.** Identify a local committee to act as an advocate of the Plan and vision for the Corridor, and facilitate the development of projects within the corridor.

A recognized body of local leadership should be formed to represent the ideas embodied in this Plan and ensure that future growth responds to its principles. This group should include members whose skills provide the ability to market the unified vision for the Corridor, build community consensus for policy and local support initiatives, and evaluate the merits of development proposals. This group may also promote private improvements such as façade enhancement and vacant property maintenance.

This committee may include representatives from the Chamber of Commerce, local development entities, members of the design profession, and local funding institutions.

**Action 2-B.** Work with City leadership to market the Corridor and evaluate development proposals to ensure that they meet the needs of the community and the goals of the Plan.

The entity described in Action 2-A represents a marketing and project development body that can have a significant positive impact in the Corridor. By coordinating with the City of Chicago Retail Chicago program and its policy initiatives, a strong and unified body can work with potential developers to reinforce the goals of the community and facilitate new development that meets identified community needs.
Strategy 3

Designate clear and distinct centers of activity along the Madison-Pulaski Commercial Corridor.

The Madison-Pulaski Commercial Corridor has historically been varied in character. The primary retail center has grown around the intersection of Madison Street and Pulaski Road. Recently, churches and institutions have established a significant presence a little further west. The Madison and Cicero intersection has great potential as a modern, auto-oriented commercial node based on its high accessibility. Future development along the Corridor should recognize and reinforce these distinctive sub-districts.

**Action 3-A. Delineate character-based zoning district boundaries.**

Zoning should allow for future growth according to the community’s vision and Land Use Framework Plan. Figure 9 illustrates the existing zoning districts in the Corridor, as well as the proposed zoning district designations. The proposed zoning districts are intended to allow for the appropriate uses, massing and scale of development in order to return the Corridor to regional prominence.

**Action 3-B. Establish district-based urban design guidelines for future development.**

The types of existing development and potential for future growth vary along the Corridor. To guide development in each portion of the corridor, different standards for development must be created. Figure 10 illustrates proposed character district boundaries that relate to the physical aspects of development, such as scale, bulk and character, in order to reinforce the uses as defined in the Land Use Framework Plan.

As described in Figure 10, each character district varies in terms of scale, massing, and approach to parking. In the “Heart of Downtown” district, for example, more sizable buildings and a strong pedestrian environment reflect the historic nature of the area immediately around the Madison and Pulaski intersection. In contrast, the “Auto-oriented Commercial District” responds to the demand for mid-box retail and commercial shopping centers in the portion of the Corridor with the best automotive access. Figures 11 to 14 outline the goals for each district and techniques for creating appropriate physical environments through private development.
FIGURE 9 - ZONING FRAMEWORK PLAN

MADISON-PULASKI COMMERCIAL
CHICAGO, ILLINOIS

Legend
- RS-3 Residential
- RM-5 Residential
- RM-6 Residential
- RT-4 Residential
- B1 Business
- B2-3 Business
- B1-2 Business
- B3 Business
- C1 Commercial
- C2 Commercial
- M1 Manufacturing
- POS-1 Parks & Open Space

EXISTING ZONING

PROPOSED ZONING

March 2007
Neighborhood Character District
- Low-scale development (2-3 stories)
- Maximize sidewalk frontage where possible
- Balance parking access with pedestrian activities
- Small mid-block setbacks (5'-10') for residential parcels

Downtown Edge District
- Medium-scale development (2-4 stories)
- Transition in scale from Heart of Downtown to Neighborhood Character District
- Maximize sidewalk frontage where possible
- Opportunities for parking areas to serve commercial core
- Focus on pedestrian activity & access

Heart of Downtown District
- Large-scale development (3-6 stories)
- Zero setbacks, maximize sidewalk frontage where possible
- Opportunities for public spaces through site design
- Focus on pedestrian activity & access
- Parking Located behind buildings or in structured parking on upper floors

Legend
- Commercial District Focal Point
- Commercial District Gateway
- Primary Streetscape Investment
- Secondary Streetscape Investment

FIGURE 10 - URBAN DESIGN FRAMEWORK PLAN
MADISON-PULASKI COMMERCIAL
CHICAGO, ILLINOIS
“Heart of Downtown” District

Site Planning:
- Maximize building frontage on Madison Street
- Wrap building around corners to provide side street frontage
- Parking located behind the buildings or structured parking
- Primary parking access off real alleys or adjacent parking lots
- Large developments may provide single curb cut parking access from Madison Street
- Store access from Madison Street and rear parking areas

Scale & Massing:
- Building height between 3 and 6 stories
- Upper stories may step back to avoid “canyon” effect
- Large facades should be broken to create sidewalk rhythm
- Articulate corners for prime retail access
- Larger developments may provide gaps in the building to create open space and visibility to rear parking lots

Architecture & Context:
- Buildings may reflect traditional or modern building materials
- Infill structures should reflect prominent facade features of surrounding buildings, such as cornice lines, door and window proportion, awning design, and signage
- Street-level commercial spaces should provide a pedestrian scale through awnings, lighting, and appropriate signage

DEVELOPMENT SITE FRONTAGE (ft)

<table>
<thead>
<tr>
<th></th>
<th>50’</th>
<th>100’</th>
<th>150’</th>
<th>300’</th>
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<tbody>
<tr>
<td>Site Planning</td>
<td>![Site Planning Image]</td>
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<td>![Site Planning Image]</td>
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<td>Scale &amp; Massing</td>
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<td>![Scale &amp; Massing Image]</td>
<td>![Scale &amp; Massing Image]</td>
</tr>
</tbody>
</table>
**Site Planning:**
- Maximize building frontage on Madison Street
- Wrap buildings around corners to provide side street frontage
- Parking located behind the buildings
- Primary parking access off rear alleys, side streets, and adjacent lots
- Vacant parcels may be used for parking infill where appropriate
- Parking access may be provided with curb cut on Madison Street when necessary
- Parking areas and vacant parcels should be screened to maintain urban wall and overall aesthetic
- Building access from sidewalk and rear parking areas

**Scale & Massing:**
- Building height between 2 and 4 stories
- Corner structures may be taller to define the block edge
- Large facades should be broken to create sidewalk rhythm
- Articulate prominent building corners
- Large buildings may be broken to provide plaza space and visibility and access to rear parking areas

**Architecture & Context:**
- Buildings may reflect traditional or modern building materials
- Infill structures should reflect prominent facade features of surrounding buildings, such as cornice lines, door and window proportion, awning design, and signage
- Street-level commercial spaces should provide a pedestrian scale through awnings, lighting, and appropriate signage

**FIGURE 12 - DOWNTOWN EDGE DESIGN GUIDELINES**
MADISON-PULASKI COMMERCIAL
CHICAGO, ILLINOIS
"Neighborhood Character" District

Site Planning:
- Corners held with commercial/mixed-use or multi-family buildings
- Commercial buildings brought up to the parcel line and mid-block residential buildings may have a front set back of up to 10 feet
- Parking located behind or beside commercial buildings
- Commercial parking access off side streets or alleys; residential parking access from alleys only
- Parking areas and vacant parcels treated with decorative fencing or screening at property line
- Building access from sidewalk and rear parking areas

Scale & Massing:
- Commercial/mixed-use buildings 2 to 3 stories, and mid-block residential buildings 1 to 2 stories with first level raised 4 to 6 feet above grade
- Large facades should be broken to create sidewalk rhythm
- Articulate prominent commercial corners

Architecture & Context:
- Buildings should reflect traditional building materials
- Infill structures should reflect prominent facade features of surrounding buildings, such as cornice lines, door and window proportion, awning design, and signage
- Street-level commercial spaces should provide a pedestrian scale through awnings, lighting, and appropriate signage

DEVELOPMENT SITE FRONTAGE (ft)

<table>
<thead>
<tr>
<th>Site Planning</th>
<th>Scale &amp; Massing</th>
<th>Architecture &amp; Context</th>
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<td>300'</td>
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</tbody>
</table>

FIGURE 13 - NEIGHBORHOOD CHARACTER DESIGN GUIDELINES
MADISON-PULASKI COMMERCIAL
CHICAGO, ILLINOIS
**“Auto-oriented Commercial” District**

**Site Planning:**
- Maximize building frontage on Madison Street, including holding the corner at intersections
- Parking located behind or to the side of buildings
- Parking access from rear alley or adjacent lots
- Single curb cuts shared by multiple parcels may be provided on Madison Street when necessary
- Building access from sidewalk and rear parking areas
- Parking areas and gaps in building frontage on the street are treated with decorative fencing on parcel lines

**Scale & Massing:**
- Building height between 1 and 3 stories
- Large facades should be broken to create sidewalk rhythm
- Articulate building corners at prominent intersections

**Architecture & Context:**
- Traditional building materials should be used to reflect local character and aesthetic
- Building should use similar facade elements as traditional buildings, such as kneewalls, first story cornices, and window sill treatments
- Street-level commercial spaces should provide a pedestrian scale through awnings, lighting, and appropriate signage

<table>
<thead>
<tr>
<th>DEVELOPMENT SITE FRONTAGE (ft)</th>
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</table>

**FIGURE 14 - AUTO-ORIENTED COMMERCIAL DESIGN GUIDELINES**

MADISON-PULASKI COMMERCIAL  
CHICAGO, ILLINOIS

28
Strategy 4

Create development standards for public investment that result in unified character districts.

The built environment shapes perception of a place. Development standards can help guide new development so that it builds upon the historic fabric and reflects a development continuum rather than an entirely new development direction with no link to the surrounding community.

Figure 15 illustrates how public and private investment can be used to create a cohesive and attractive urban design framework. Monuments, gateways, and community identifiers can stress the historic importance of the Madison-Pulaski Corridor and speak to its historic roots.

**Action 4-A. Enhance the sidewalk environment through façade improvements.**

The maintenance and renovation of existing building facades can help reinforce the unique character of each district and strengthen the pedestrian environment throughout the corridor. Coordinating awning and signage design can create a unified aesthetic and corridor identity for commercial patrons.

**Action 4-B. Enhance the street environment through streetscape improvements.**

A streetscape program should be designed and engineered to achieve the following objectives: 1) upgrade the quality of the pedestrian pathway; 2) define the retail core as a special place with gateways, 3) reinforce corridor identity, and 4) establishing clear connections between transit stops and retail activities.

An important step in the renewal of the Madison-Pulaski Commercial Corridor is upgrading the public way to create a more pedestrian-friendly and attractive physical environment. Madison-Pulaski has a rich historical heritage. It is recognized as one of the centers of Jazz Age arts and culture in Chicago. There is tremendous opportunity to recapture that identify through banners, markers, and historical kiosks.

The design of a street should signal to the user when they are leaving one place and entering another. Garfield Park provides a clear eastern edge and a perfect opportunity to create gateway landscaping that welcomes and invites people into the district. Similar gateway treatments are needed to improve way-finding throughout the Corridor.

**Action 4-C. Reduce the impact of vacant lots on the aesthetics of the corridor.**

Vacant lots discourage pedestrians from walking between existing stores and send a negative image of the Corridor. Decorative fencing can help maintain a comfortable urban wall and screen unsightly vacant parcels that tend to collect garbage and plant overgrowth.
Facade, awning and signage improvements on existing buildings to reinforce the traditional character of the corridor

Gateways that identify the commercial core

Decorative fencing along vacant properties or parking areas to hold the street wall and maintain the aesthetic character of the corridor

Historical information, community identifiers, and decorative paving that reinforce the significance of the “Downtown of the West Side”

FIGURE 15 - IMPROVEMENTS TO THE PUBLIC ENVIRONMENT PLAN

MADISON-PULASKI COMMERCIAL
CHICAGO, ILLINOIS
Strategy 5

Identify and market key development sites for new development that capitalize on publicly owned land and opportunities for private/public partnerships and help achieve corridor objectives.

The City of Chicago owns more than 40 tax parcels either in or immediately adjacent to the Madison-Pulaski Commercial Corridor. Some of these properties are clustered forming development parcels. Other City-owned land is scattered along Madison Street, interspersed with vacant land owned by institutional and private owners.

**Action 5-A. Identify opportunities for redevelopment.**

The location of contiguous vacant or dilapidated properties suggests that these parcels, in conjunction with City-owned parcels, can be amassed to create larger redevelopment sites.

Several private property owners or developers have shown interest in potential redevelopment parcels. Working with these parties, and supplementing their resources with those of the City, the goal is to create a synergy that results in projects that are more ambitious and beneficial to the Corridor than either group could do on their own. Figure 16 illustrates key clusters of vacant and underutilized property where significant redevelopment opportunities may exist.

**Action 5-B. Prioritize redevelopment sites based on potential impact on future growth.**

It is not reasonable to attempt to redevelop all available sites at once. The realities of limited resources and short-term market interests suggest that focusing attention on a limited number of high-impact projects can establish a strong context that will support future investment.

The City should identify two to three major redevelopment efforts on which to focus its resources and establish a model for future growth. Based on the vision and goals of this Plan, opportunities around the Madison-Pulaski intersection may offer the most benefit to the existing market and future well-being of the Corridor.

While vacant property is scarce in this district, the City owns several parcels on the south side of the 4000 block of Washington Street. These parcels, along with the high visibility of the block as a whole, present an excellent opportunity for a major unified redevelopment project in the heart of the community. Another opportunity exists on the north side of Madison Street’s 3900 block. This block hosts both a solid foundation of historic character and redevelopment opportunities to remove unsightly buildings that are detrimental to the vision of the commercial core.
FIGURE 16 - OPPORTUNITY SITES MAP

MADISON-PULASKI COMMERCIAL
CHICAGO, ILLINOIS

Legend

Madison/Austin TIF
City Owned Parcels
Existing Acquisition Authority
Privately Held Parcels

Summary of Potential Redevelopment Sites

<table>
<thead>
<tr>
<th>Project Areas</th>
<th>Summary of Area (Acres)</th>
<th># of City-Owned Parcels</th>
<th>Parcel Area (Acres)</th>
<th># of Privately Held Parcels</th>
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<td>0</td>
<td>0.00</td>
<td>16</td>
<td>4.65</td>
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</table>
One of the challenges to redevelopment is turning vacant, dilapidated or City-owned parcels into larger redevelopment sites. The City has immediate control over several parcels in the corridor. There is also a Tax Increment Financing (TIF) district in place, the Madison/Austin TIF, which has identified sites for possible acquisition. The City should work with development partners to reach out to property owners in an effort to assemble these parcels for larger redevelopment projects.

**Action 5-C. Establish relationships with development groups who have interest in the Madison-Pulaski Corridor.**

There is little doubt that development interest exists in the West Garfield Park community. Throughout the course of the planning process, developers, investors and property owners have been invited to discuss their visions for the Corridor's future. Several current property owners have expressed interest in redevelopment or expansion, and other outside parties have shown enthusiasm in investing in new projects in the community.

The City should work with local business representatives to maintain contact with these groups and offer suggestions on available land, the expectation of the community, opportunities to assemble large redevelopment parcels, and the types of projects and services needed in the Corridor. Balancing these factors will help to create a commercial and residential environment that meets the goals of the plan and achieves the vision of the community.
Strategy 6

Identify catalyst projects and facilitate implementation.

The City and community may not be able to rely solely on natural growth and the private market to expeditiously achieve the Madison-Pulaski vision. A more proactive approach may be needed to spur new development. For example, the City may be able to use its land acquisition authority to create larger redevelopment sites than would typically exist. Short-term growth aided by public policy and investment can generate momentum for spin-off growth funded through private development groups.

Action 6-A. Create a development program for the key sites.

The community has provided extensive input regarding the services that are needed in the Madison-Pulaski Commercial Corridor. The program for each redevelopment site should be carefully considered based on its location in the Corridor, the appropriate mix of uses based on the Land Use Framework Plan, and the desired character of the district based on the Urban Design Guidelines.

The 3900 and 4000 blocks of Madison Street appear to have the best redevelopment potential due to their location in the heart of the retail core and their high visibility. These sites can accommodate prominent retail or commercial services. The 3900 block has the potential to be redeveloped with infill structures that reflect the character and scale of the historic buildings in the district and host ground-floor commercial uses with upper-story office or residential uses.

The north side of the 4000 block of West Madison Street represents the keystone redevelopment site in the community. Its visibility, accessibility, and historic significance all suggest that the community may be well-served by a major entertainment facility at this location. Other portions of the block provide opportunities for infill development that connects the existing historic buildings on the block.

Both the 3900 and 4000 blocks have the potential to accommodate interior-block parking structures as a part of the overall redevelopment plan. Redevelopment concepts for these sites are described in more detail in the following pages.
Action 6-A-1. Northwest Madison-Pulaski Redevelopment Concept Plan

The future development for the block at the northwest corner of Madison and Pulaski (bound by Madison, Pulaski, Karlov and Washington) provides the opportunity to address the community’s desire for additional retail and other uses that establish a strong social center and reinvent the intersection as the center of a major regional retail and entertainment district. Integrating two historic structures in the middle of the block, the proposed concept plan includes a second-story family entertainment center with ground floor retail space at the primary intersection. This facility would extend to Washington Street and provide an updated street environment for the full depth of the block.

A short-term parking solution can be found in a lot facing Madison Street and connecting to the City-owned lot at the rear of the block. In time, this property could be redeveloped into ground floor retail space with a parking garage above that fills the interior volume of the block.

The portion of the block between the two historic structures may be redeveloped with a structure that links with one or both of the buildings on either side. This would provide an opportunity for larger floor plates and a greater variety of uses and tenants. Upper floors may be subdivided for individual office or residential spaces, or used as incubator space for artists or small manufacturers producing goods for the specialty retailers currently in the Madison-Pulaski Corridor.

Anchoring the west end of the block is a proposed redevelopment that includes ground floor retail with several floors of office or residential above.

The Washington Street frontage on the north side of the block also represents a significant opportunity for redevelopment. Once a parking garage is installed in the interior of the block, the existing parking lot on Washington Street will be available for residential development. This would strengthen the identity of Washington Street as a residential corridor. At the northeast corner of the block, a dilapidated and vacant gas station could be redeveloped for multi-family housing.

Figure 17 illustrates the proposed redevelopment plan for the 4000 block of Madison Street, and Figure 18 illustrates what the new development might look like from the street.
FIGURE 17 - NORTHWEST CORNER MADISON-PULASKI
Project 1:
- Strengthen intersection of Madison and Pulaski with a commercial/family entertainment center building
- Maximize parking on the block by utilizing vacant parcels and city-owned property for shared parking facility

Project 2:
- Strengthen intersection of Madison and Karlov with commercial mixed-use development
- Reinforce historic buildings on Madison Street with infill building that unifies existing buildings and creates larger commercial floorplates

Project 3:
- Redevelop dilapidated parcel at intersection of Washington and Karlov
- Expand residential opportunities with development on Washington Street
- Expand community parking capacity with a garage constructed in the central portion of the block and parking infill site
- Provide commercial space on Madison Street on the first floor of the parking garage

The block at the northeast corner of Madison and Pulaski (bound by Madison, Pulaski, Springfield, and Washington) includes a mix of buildings and uses. They range from historic to modern, active to vacant, and urban to suburban in character. If the Madison-Pulaski retail core is to redevelop according to the vision of the community, a unified and consistent form of redevelopment must occur.

The block is anchored at the primary intersection by a historic building which is occupied by Tops and Bottoms, a clothing retailer. The ground floor is their retail space, while the second floor provides storage. Three additional floors remain vacant and provide an opportunity for office tenants. This building is viable, and may undergo some renovations in the foreseeable future.

Much of the commercial frontage between the Tops and Bottoms building and the commercial center at 3900 Madison is inconsistent with the future vision of the district. Redevelopment of this portion of the block can reinforce the scale and integrity of the district.

Redevelopment of the shopping center must be delicately addressed. On one hand, it is fully occupied by several small retailers and provides much needed parking for stores around the Madison and Pulaski intersection. However, it was built according to a suburban development model and compromises the urban character of the downtown district. Short-term redevelopment may include out-parcel development along Madison Street that creates a pedestrian shopping environment along a portion of the site. Future redevelopment may include a parking structure in the interior of the block, allowing commercial frontage to be located on the ground floor along the entire length of the site.

With the development of a parking garage and commercial frontage on Madison Street, the portion of the commercial center currently sited along Washington Street can be redeveloped as housing, providing a residential link to the surrounding community and the redevelopment on the block west of Pulaski. Figure 19 illustrates the proposed redevelopment concept plan for the 3900 block of Madison Street.

Action 6-B. Work with local development groups to develop key sites according to the vision and needs of the community.

By establishing relationships with development groups and assisting in the assembly of land, the City can facilitate the process of redevelopment in the Madison - Pulaski Corridor. However, it is crucial that the City also be involved in the development of the final product. The City has the potential, through the issuance of Requests for Proposals (RFP) process, the reduction of publicly-owned land prices, and the modification of public land use and zoning policy, to influence the type of development that happens. The Madison-Pulaski Commercial Corridor Redevelopment Plan lays out proposed uses and physical development guidelines that stem from the needs of the community and the desire to return the Madison Street corridor to an area of economic prosperity and vitality. Using these tools to achieve the community's vision on key sites is an essential step in assuring that natural development on privately-held properties follows the desired development model.
Project 1:
- Upgrade commercial space on Madison Street by redeveloping block between Tops & Bottoms and shopping center
- Develop out-parcel commercial space on shopping center property that maintains street wall
- Redevelop commercial site on intersection of Washington and Pulaski

Project 2:
- Redevelop commercial center with commercial space on Madison Street
- Increase local parking capacity with a parking deck in the middle portion of the block and above commercial space on Madison Street
- Strengthen Washington Street as a residential corridor
6. Proposed Redevelopment Program

The strategies identified in Chapter 5 represent the goals of the community and the vision for the Madison-Pulaski Commercial Corridor. In order to implement these ideas, a redevelopment program must be established that helps decision makers and stakeholders prioritize projects and properly allocate resources. Essentially, this program must answer the what, who and when of project development.

Strategy 2 of this plan describes the need for a unified body of community leaders to champion the plan and its principles. This is an essential step in implementing the subsequent strategies, since most of them rely on this body to guide the decision-making in the best interest of the community.

Figure 20, the Proposed Action Plan, retraces the strategies of the plan and associates each action with a responsible party or parties, and a timeframe for implementation. Through this action plan, the community can monitor its progress in achieving the goals of the plan and reaching towards the vision for the redevelopment of the Madison-Pulaski Commercial Corridor.
Figure 20. Proposed Action Plan

<table>
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<tr>
<th>Strategy</th>
<th>Action</th>
<th>Responsible Parties</th>
<th>Action Timeline</th>
</tr>
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<tbody>
<tr>
<td>1. Adopt a policy of mixed-use neighborhood commercial land use and development for the Madison-Pulaski Commercial Corridor.</td>
<td>1-A. Develop consensus among the business community and residents regarding the future of the Madison-Pulaski Commercial Corridor.</td>
<td>Madison St Steering Committee, Chicago DPD, Alderman Smith</td>
<td>X</td>
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<tr>
<td></td>
<td>1-B. Adopt the land use vision for the Corridor as public policy.</td>
<td>Chicago DPD, Alderman Smith</td>
<td>X</td>
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<tr>
<td>2. Create a local leadership body responsible for working with the City in marketing the vision of the Corridor and endorsing projects that achieve its goals.</td>
<td>2-A. Identify a local committee to act as an advocate of the plan and vision for the Corridor, and facilitate the development of projects within the corridor</td>
<td>Madison St Steering Committee, Chamber of Commerce, Alderman Smith</td>
<td>X</td>
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<tr>
<td></td>
<td>2-B. Work with City leadership to market the corridor and assess development proposals to ensure that they meet the needs of the community and the goals of the Pan.</td>
<td>City DPD, Action 2-A committee</td>
<td>X</td>
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<tr>
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<td>3-A. Delineate character-based zoning district boundaries.</td>
<td>City DPD</td>
<td>X</td>
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<td>3-B. Establish district-based urban design guidelines for future development.</td>
<td>City DPD</td>
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<td>Strategy</td>
<td>Action</td>
<td>Responsible Parties</td>
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<tr>
<td>4. Create development standards for public investment that result in unified character districts.</td>
<td>4-A. Enhance the sidewalk environment through façade improvements.</td>
<td>City DPD  Chamber of Commerce  Action 2-A Committee</td>
<td>X  X  X</td>
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<tr>
<td></td>
<td>4-B. Enhance the street environment through streetscape improvements.</td>
<td>City DPD  CDOT</td>
<td>X  X</td>
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<td></td>
<td>4-C. Reduce the impact of vacant lots on the aesthetics of the Corridor.</td>
<td>City DPD  Action 2-A Committee</td>
<td>X  X  X</td>
</tr>
<tr>
<td>5. Identify and market key redevelopment sites for new development that capitalize on publicly-owned land, create opportunities for private/public partnerships, and help achieve corridor objectives.</td>
<td>5-A. Identify opportunities for redevelopment.</td>
<td>City DPD  Action 2-A committee</td>
<td>X</td>
</tr>
<tr>
<td></td>
<td>5-B. Prioritize redevelopment sites based on potential impact on future growth.</td>
<td>Action 2-A Committee</td>
<td>X</td>
</tr>
<tr>
<td></td>
<td>5-C. Establish relationships with development groups who have interest in the Madison-Pulaski Corridor.</td>
<td>City DPD  Action 2-A Committee</td>
<td>X  X  X</td>
</tr>
<tr>
<td>6. Identify catalyst projects and facilitate implementation.</td>
<td>6-A. Create a development program for key sites.</td>
<td>City DPD  Action 2-A committee</td>
<td>X  X</td>
</tr>
<tr>
<td></td>
<td>6-B. Work with local development groups to develop key sites according to the vision and needs of the community.</td>
<td>City DPD  Action 2-A Committee</td>
<td>X  X</td>
</tr>
</tbody>
</table>
## Appendix: Key Person Interviews

<table>
<thead>
<tr>
<th>Name</th>
<th>Affiliation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Don Kim/David Kim</td>
<td>D &amp; D Consulting, owner of the Goldblats Building</td>
</tr>
<tr>
<td>Ernestine King</td>
<td>Director, Greater Garfield Park Chamber of Commerce</td>
</tr>
<tr>
<td>Tam Tran/Neil Haleem</td>
<td>Madison Pulaski Corridor Property Owner</td>
</tr>
<tr>
<td>Rev. Johnny Miller</td>
<td>Mt. Vernon Redevelopment Group</td>
</tr>
<tr>
<td>Kwang Lee/B. H. Wang</td>
<td>Co-partners-Shopping Center/PW&amp; Assoc., LLC</td>
</tr>
<tr>
<td>Steven McCullough</td>
<td>President, Bethel New Life</td>
</tr>
<tr>
<td>Rev. Henderson</td>
<td>Pastor, Hope of Life Church,</td>
</tr>
<tr>
<td>Rev. Ousley</td>
<td>3816 West Madison</td>
</tr>
<tr>
<td>Dominick Gerace</td>
<td>Kimball Development Corporation</td>
</tr>
<tr>
<td>Frank Ingram</td>
<td>Owner, Ingram's Jewelers and Pawners, 4234 West Madison</td>
</tr>
<tr>
<td>Anis Kaseem</td>
<td>Tops and Bottoms, 3954-60 West Madison</td>
</tr>
<tr>
<td>Alderman Ed Smith</td>
<td>Alderman, 28th Ward</td>
</tr>
<tr>
<td>Peter Grtzanis</td>
<td>Madison Pulaski Corridor Property Owner</td>
</tr>
<tr>
<td>Brian Whang</td>
<td>Property Manager, 3900 West Madison Shopping Center</td>
</tr>
</tbody>
</table>