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The Lakefront Plan of

CHICAGO

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City of Chicago, Richard J. Daley, Mayor

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The Lakefront Plan of Chicago

City of Chicago, Richard J. Daley, Mayor

December, 1972

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THE CHICAGO LAKEFRONT

For over fifty years Chicago's lakefront has been its great pride. Each generation has improved it and embellished it with fountains, statues, gardens and cultural institutions.

Lake Michigan and Chicago share a unique and historic relationship.

The city was created on the shores of Lake Michigan because this was where the inland lake system almost joined the Mississippi river system. The lakefront has been the landing place for explorers, fortress for the frontier, refuge for people during the Great Fire, location for great international expositions and a transportation route for the wealth of the midwest. It has become one of the great recreational and cultural resources of the world.

Chicago has been a beneficiary of the lake, and its people have enjoyed its beauty, its cool comfort in summer, and its power and stern authority in winter. Chicago's lakefront has changed with the city: from frontier, to a hub of commercial and industrial activity, to a cultural and recreational center of world significance.

New knowledge about the lake itself, its natural forces and its ecology makes it possible for us to plan and design for the future. We can add to the lakefront, and at the same time, make sure that what we build contributes to a harmony between Chicago and the great natural environment of the lake and assures an ordered and humane development along the community edge.

It is the great pride Chicago has in its lakefront fortified by new knowledge and new possibilities that has inspired the preparation of *The Lakefront Plan of Chicago*.

Chicago's lakefront must ever be preserved for public use and enjoyment. We must do all in our power to protect this great natural asset for ourselves and for future generations.

Richard J. Daley

Mayor

I. BACKGROUND FOR PLANNING

Lake Michigan—An Overview of Its Environment

Historic Lakefront Perspective

Regional Considerations

Major Issues

The five Great Lakes constitute the largest body of fresh water in the world. They have been, and continue to be, vital to the economy of both Canada and the United States and offer significant opportunities for domestic and industrial water supply, power generation, navigation, and recreation. With expanding population and industry around the Lakes, it becomes increasingly important that resource management and conservation methods be advanced to protect the total environment of these Great Lakes.

Lake Michigan—An Overview of Its Environment

Of the five Great Lakes, Lake Michigan is the third largest by virtue of its 22,400 square miles of water surface. It drains a land area of nearly 45,500 square miles, is 307 miles long, and is 118 miles at its greàtest width and 40 miles at its narrowest. The surface of the Lake is 580 feet above sea level, but the maximum depth in the northern portion is 923 feet, or 343 feet below sea level. The annual average rainfall of 31 inches within its drainage basin is the source of nearly all of Lake Michigan's waters.

The basins of all five of the Great Lakes were originally valleys or lowlands on top of belts of weak rock worn down by erosion. Each of these basins, created millions of years ago, contained bodies of water. Then not less than one million years ago, glacial ice sheets advanced southward from Canadian origins in four successive stages covering the north central and northeast portions of the United States generally in a line following the Ohio and Missouri rivers and filling in the five Great Lakes basins. Upon retreat of the final ice stage, the basins emerged with their bodies of water intact. As short a geologic time as 3,000 years ago, Lake Michigan appeared for the first time much as it is today.

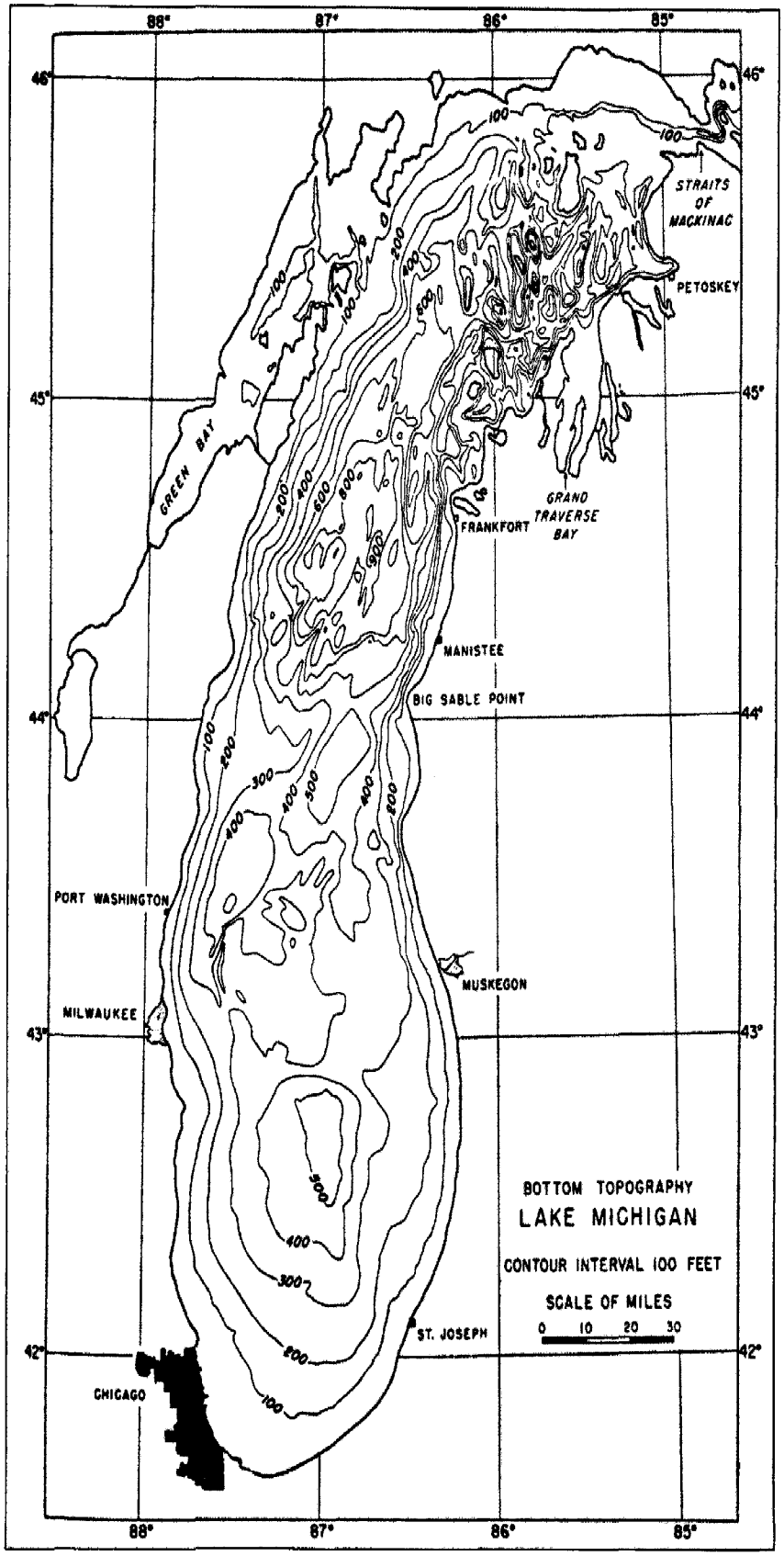
Lake Michigan is divided into two basins separated by a distinct 35 mile wide underwater ridge in mid-lake extending in a line between Frankfurt, Michigan, and Port Washington, Wisconsin. In the deeper northern portion, shores are characterized by deep cut bays and inlets and sheer shorelines of exposed rock. In the southern portion, flat, sandy beaches predominate, and sand dunes at the southern end and along the eastern shore are prominent features. Chicago's lakefront is a portion of this southern basin which reaches lesser depths of 500-600 feet.

Long term fluctuations in the level of Lake Michigan, as in the other four Great Lakes, are caused by precipitation, evaporation of surface waters, and the rate of flow of rivers into the Lake. But as lake levels change seasonally, so do the waters themselves. During the summer, warmer surface waters are less dense and tend to "float" above the cooler, denser and deeper waters which tend to remain in place. In the spring and fall, a water turnover occurs which results in a complete circulation of the upper and lower water layers.

Therefore, lake pollutants that are either held in suspension or that have long-lasting residual effects are circulated throughout the lake water levels at least twice a year. For appreciable lengths of time these pollutants can accumulate in the quieter lower waters and affect marine life on and near the lake bottom. Along the Chicago lakefront there are two general areas of biological degradation of lake bed deposits as identified by offshore samples taken by the Illinois Sanitary Water Board in 1970: from Diversey Harbor to Grand Avenue and in the vicinity of 79th Street.

Contrasted to these natural features and characteristics of Lake Michigan, Chicago's modern lakefront, its parks and shoreline, is essentially man-made. The trees, grass, paths, sea walls, and beaches have been placed by man, in most cases changing the original character of the shore.

The lakefront and its parks provide an environment in which vigorous leisure time activities can be pursued, vistas of the city and water scapes can be enjoyed, and the sense of openness can be appreciated. Chicago must preserve, protect, and enhance these qualities in order to expand recreational potential without impairing the beauties of lake, sky, and shore.



Historic Lakefront Perspective

Before the first permanent settlers arrived in the early 1800's the marshy lowlands and low beach ridges bordering the southwestern portion of Lake Michigan had long known Indian settlements, trappers, and explorers. This end of the Lake afforded easy passage from the Great Lakes to the Mississippi River via brief portages between the Chicago, Des Plaines, and Illinois rivers. The mouth of the Chicago River became, therefore, a natural meeting place for water-borne travelers and a prize worthy of military protection. Fort Dearborn was completed in 1804 on the south bank of the River to prevent the British and their Indian allies from recapturing this vital water transportation route.

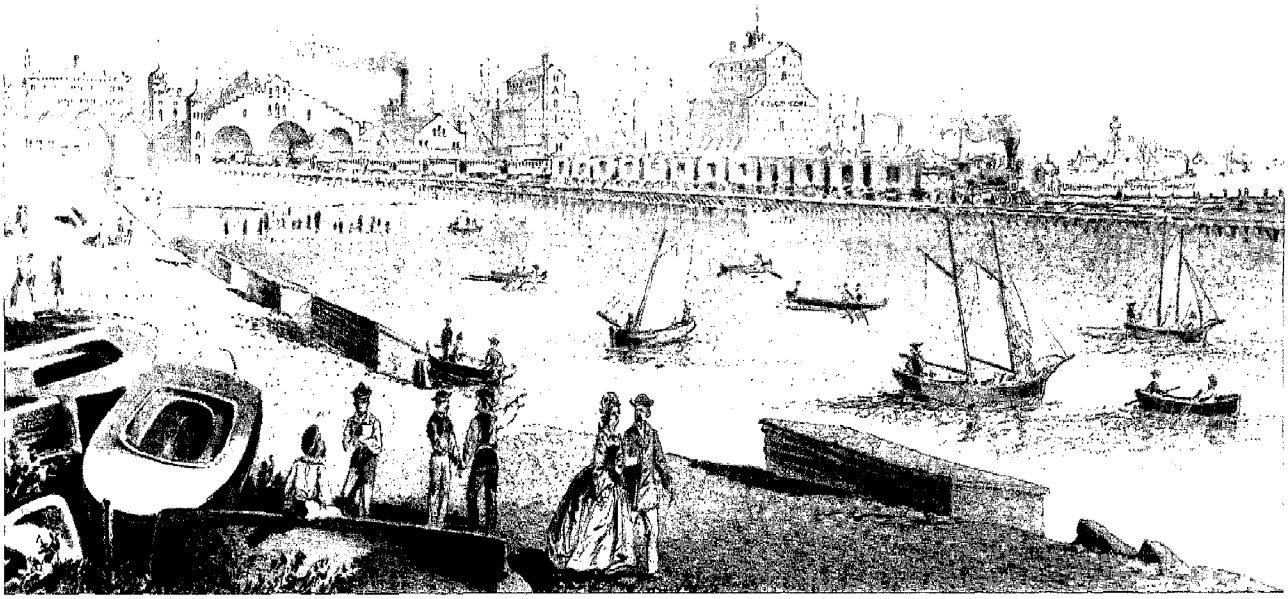
By 1835, piers protected the harbor entrance, a lighthouse guided shipping, first generation urban settlers were arriving by ship through the Erie Canal and the Great Lakes, and agricultural produce was shipped back to the eastern markets. Chicago grew and became a city; its port and lakefront shipping activity expanded. The completion in 1848 of the Illinois-Michigan Canal provided an all-water route from Chicago to the Illinois River at Peru and then to the Mississippi River and New Orleans. In the 1860's, the flow of the Chicago River was reversed by redredging the Illinois and Michigan Canal, and the city's waste water and sewage flowed away from the Lake. In 1900, the Chicago Sanitary and Ship Canal, a much larger and deeper waterway, was completed. It provided increased transportation and waste-carrying capacity.

In 75 years, the City's lakeshore frontage became a center of intense commercial, industrial, and transportation development. While recognizing the economic importance to the City of harbor and port facilities, Daniel Burnham, the architect of the 1909 plan of Chicago, urged the development of the lakefront as park space to the greatest possible extent. In speaking of the lakefront, Burnham stated:

> Everything possible should be done to enhance its attractiveness and to develop its natural beauties.

Burnham attached great importance to the improvement of the lakefront by placing it

The Chicago harbor area in 1891. The view is north along Michigan Avenue at Van Buren Street.



A lithograph showing the Great Central Railway Depot at South Water Street in 1866. The depot was subsequently destroyed in the fire of 1871.

Railroad sheds and rolling stock were familiar objects along the lakefront in 1892. This view is looking north from 23rd Street.

first among the six principal elements of his planning document. He depicted a new shoreline of beaches, lagoons, islands, harbors, and cultural facilities—a vast public ground to be maintained for use by all. Since Burnham's plan, the growth of ecologic knowledge as a major force in dealing with natural and environmental features has become a primary factor in lakefront planning. Today's lakefront plan must be developed with serious regard for the total environment and implemented with flexible design standards.

The concept that portions of the lakefront should be developed for public use was recorded long before the Burnham plan. A surveyor's map of Chicago in 1836 declared that the area east of Michigan Avenue to the Lake between Madison Street and 11th Place would be:

> Open ground—no building.

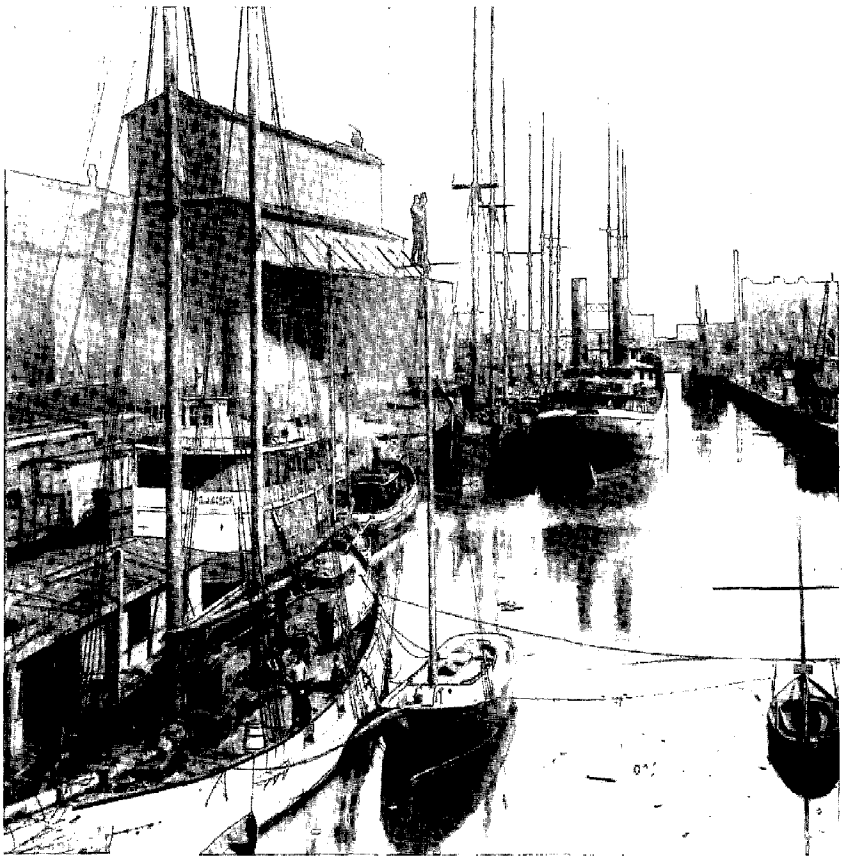
Similarly, on the 1839 subdivision plat of Fort Dearborn lands, the Secretary of War certified, with reference to lands east of Michigan Avenue, that:

> The public ground between Randolph and Madison streets and fronting on Lake Michigan, is not to be occupied with buildings of any description.

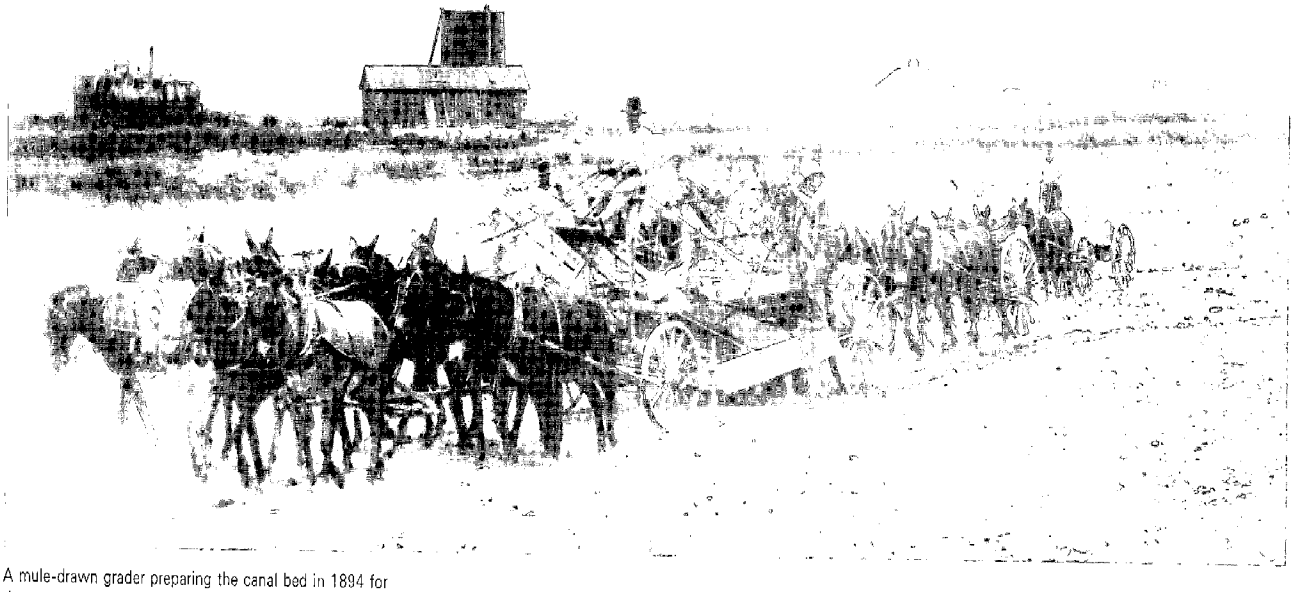
Though this was only a small portion of the lakefront, its designation as open space was ambitious for its day and has proved prophetic in succeeding generations.

In 1890, Aaron Montgomery Ward filed suit to clear the lakefront along Michigan Avenue (now Grant Park) of then existing objectionable structures and uses. Ward's action started a legal battle over the character of the park land that lasted for years. He fought for the preservation of the concept of open space and not just to rid the lakefront of unsightly buildings. He won, with a decision based on both the 1836 map declaration and the 1839 subdivision plat certification. Through the years, encroachments on Grant Park were continually proposed, but Ward stood his ground, bringing suit whenever he felt that open space was endangered. Subsequently, with the exception of the Art Institute, existing structures were removed.

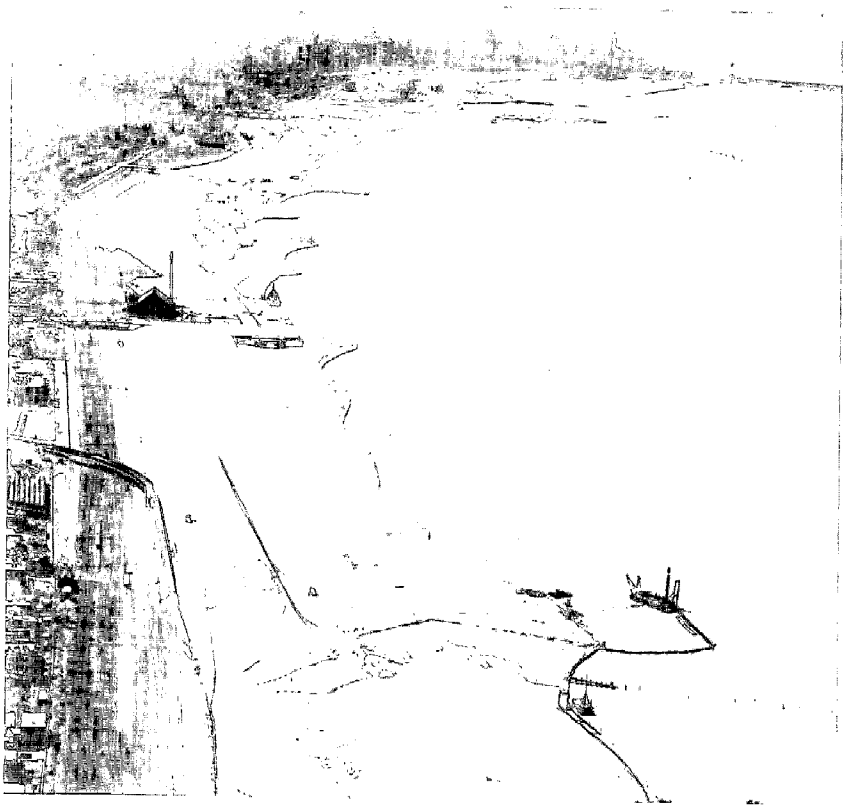
Ward's third legal contest was over the proposal to build the Field Museum of Natural



A railroad ship basin near the mouth of the Chicago River at Lake Michigan. The scene is typical of the lakefront industrial scene in the late 1800's.



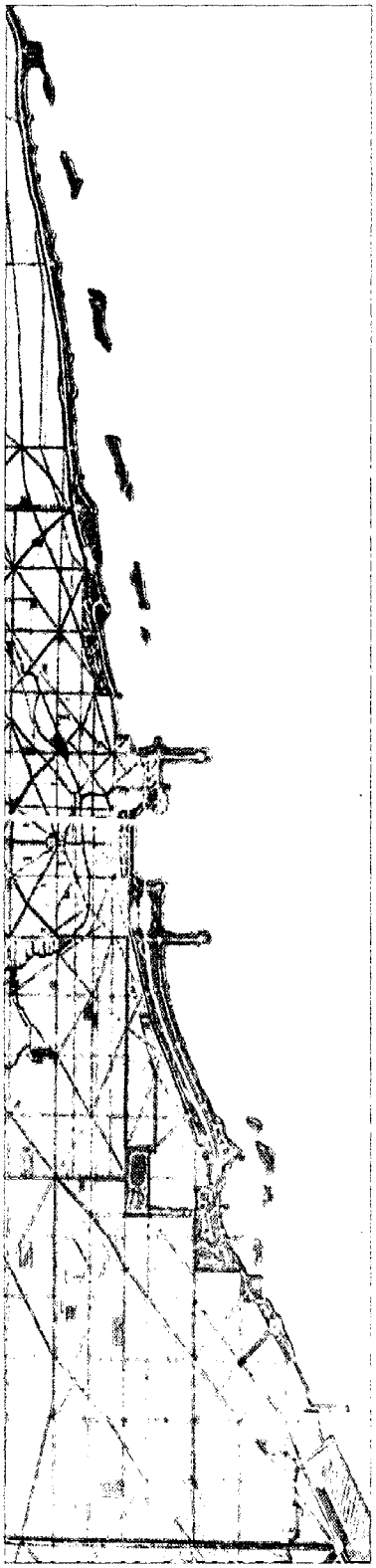
A mule-drawn grader preparing the canal bed in 1894 for the Chicago Sanitary and Ship Canal. Opened in 1900 the canal supplanted the function of the Illinois-Michigan Canal of 1848.



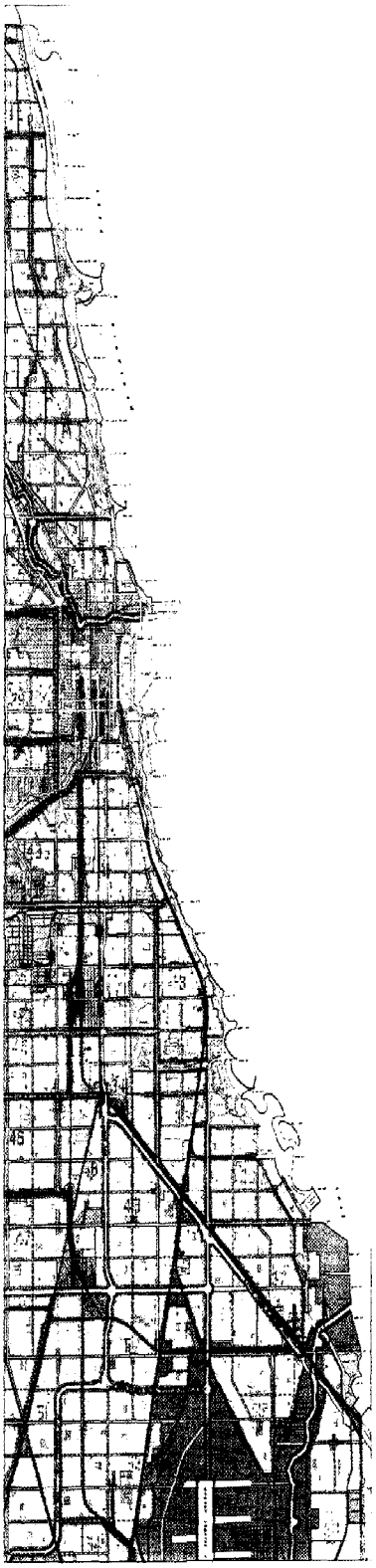
A 1928 land-fill operation in what is now Burnham Park. The view is looking north from 43rd Street.

EXAMPLES OF LAKE FRONT PLANNING

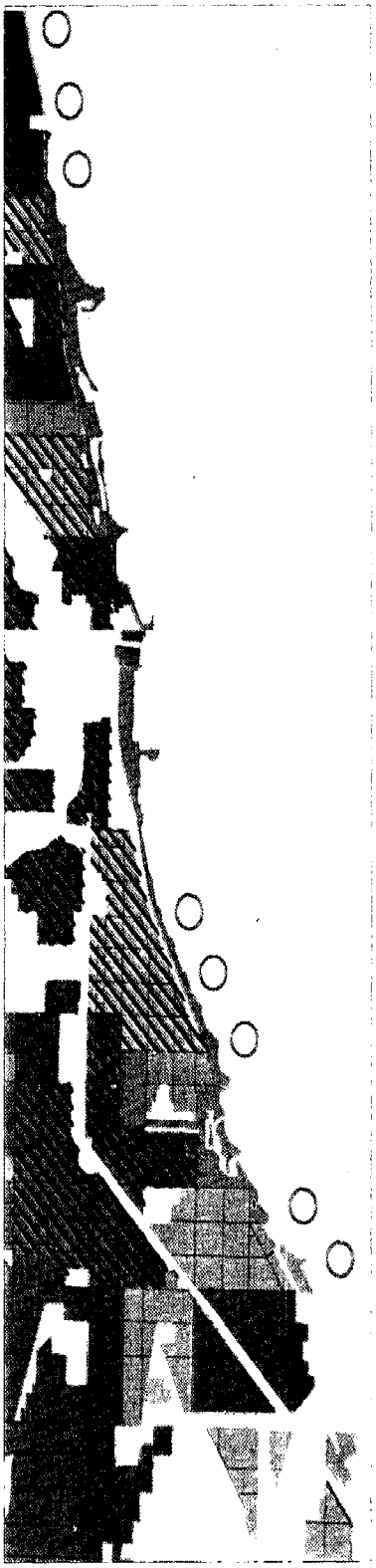
1909 *Plan of Chicago*



1946 *Comprehensive City Plan of Chicago*



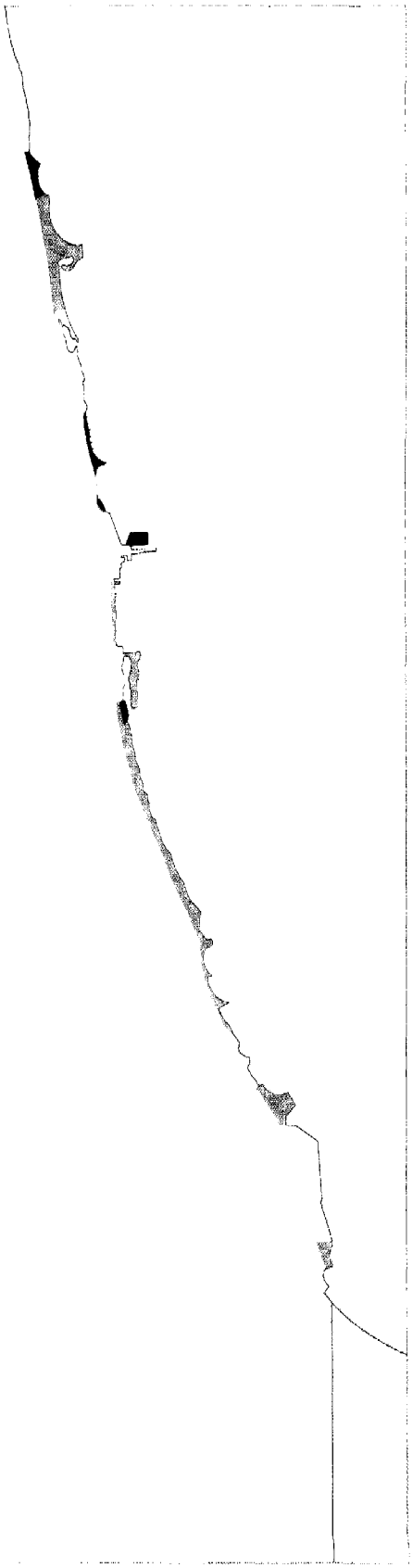
1966 *Comprehensive Plan of Chicago*



History in Grant Park. In 1909, the same year Burnham's city plan was presented, the Illinois State Supreme Court handed down its decision on the lakefront. Though the Court ruled that a museum could justifiably be constructed in a public park, it upheld the earlier decision that the area of Grant Park should be preserved as open space, free of buildings.

By the 1930's, the lakefront decisions made by earlier generations had helped create a public shoreline park development of largely water-oriented recreational uses augmented by cultural facilities and museums. The Jackson Park lakefront had been the site for the 1893 World's Columbian Exposition and Burnham Park hosted the 1933-34 Chicago World's Fair, A Century of Progress. Completion on the lakefront of the Field Museum of Natural History, Shedd Aquarium, Adler Planetarium, Museum of Science and Industry, and Soldier Field preceded the 1933 World's Fair, evidence of the great attraction the lakefront held for the people of Chicago.

Today, nearly 24 of the City's 30 miles of shoreline consist of public parks and beaches. Within these parks are a multitude of recreational and cultural uses and facilities, some of which have been enjoyed by Chicagoans and visitors for 100 years or more.



LANDFILL ADDITIONS TO THE LAKEFRONT

PRIOR TO 1920

1920–1940

1940–PRESENT

Regional Considerations

Chicago's lakefront is only a small portion of the entire Lake Michigan shoreline. However, it provides many major regional recreational opportunities and cannot be thought of as an isolated 30 miles of land and water. It must be considered in an urban context as part of a 100 mile regional lakefront extending from the Illinois-Wisconsin state line south and east into the Indiana counties of Lake and Porter. Chicago's lakefront is the central portion of this regional lakefront that has in the past been the major focus for water-oriented recreational development.

Chicago is the hub of its metropolitan area transportation network, and its lakefront now plays a key role in providing for the region's recreational and open space needs. For example, only 50 miles of the 100 mile regional lakefront are devoted to public open space. Half of that 50 miles of public open space is provided by the City of Chicago.

With particular emphasis on water-oriented activities, the City's lakefront is developed to respond to a myriad of regional recreational and cultural needs. The character of development and enhancement of the City's lakefront, however, will continue to differ appreciably from the remaining Illinois and Indiana portions. Chicago's lake frontage, with its contrast to the adjacent densely developed urban scene, complements such natural areas as the Illinois Beach State Park in Zion and the newly designated Indiana Dunes National Lakeshore. The Chicago lakefront will never meet the total open space, recreational, and water-oriented needs of the entire region. Its primary purpose is to provide those recreational and cultural opportunities for the people of Chicago and the region that are most appropriate to this central portion of the regional lakefront.

In addition to the recreational opportunities possible along the regional lakefront, other factors must be considered. Some industrial and transportation uses essential to the regional and national economy require locations upon the lakefront. All demands placed on the regional lakefront must be monitored and weighed so that essential development of these uses will be allowed only under strictly enforced control measures and only when a lakefront location is proved essential.

Chicago is a leader among Lake Michigan communities in its water pollution controls and contributions toward the high standard of water quality which must be maintained for water supply, recreational uses and the retention of wildlife. Coastal flooding and erosion are critical problems for this region and for many other sectors of Lake Michigan. The formulation and implementation of programs that will improve the quality of Lake Michigan waters and protect its shoreline must be the concern of all governmental jurisdictions around the Lake.

The opportunity exists to create additional recreational space within an exciting 100 mile lakefront through a variety of regional and local actions. Since expansion of water oriented uses is one of the major regional needs, regional plans emphasize the future development along the Lake Michigan shoreline and other lakes and rivers should provide for the maximum use of these areas for public recreation. While Chicago continues to contribute to the total regional lakefront development in a singular and distinctive manner, all jurisdictions within the region should join in the cooperative effort toward the eventual realization of a unified regional lakefront.

REGIONAL FEATURES

PUBLIC OPEN SPACE

MAJOR BODIES OF WATER

EXPRESSWAYS

COMMUTER RAILROAD

RAPID TRANSIT

The U.S. Department of the Interior maintains the Indiana Dunes National Lakeshore, a natural geological area in the 100-mile regional lakefront extending from Wisconsin to Michigan.

Annual Air and Water Thrill Show staged by the Chicago Park District at various locations in the lakefront parks. This site is Rainbow Beach on the city's south side.

A Special Olympics for children is held annually in Grant Park under the auspices of the Chicago Park District.

Major Issues

Preceding generations of Chicagoans have spent their time, money, and effort to develop and preserve the City's lakefront. Today, as in Daniel Burnham's 1909 city plan, civic pride places a high priority on the conservation of the shoreline as a center of cultural and leisure time activities.

In developing the 1972 Lakefront Plan, specialists in a wide variety of fields have been brought together to help sort out the planning issues and recommend what should be done for the lakefront. A brief exposition of the major issues should help in understanding the policies and, subsequently, the plan.

Leisure Time Activities. Which park uses should be encouraged and which should be discouraged? How can the lakefront better serve needs of different user groups? How can opportunities for boating and other high demand activities be increased? Should private or commercial recreation oriented uses be allowed, and if so how can they be operated and regulated to insure public access?

New Uses. What additional, desirable uses should be encouraged and incorporated into lakefront designs to supplement the existing cultural and recreational activities? Once identified, how can these new uses be established?

Water Quality. How can Lake Michigan water quality be further protected and enhanced? What are the possible harmful and beneficial effects of landfill on the shoreline and the Lake? What additional local water pollution control measures are needed in the City's harbors and in the Lake beyond?

Shoreline Modification. What forms of lakefront park expansion would best meet the need for additional recreation space: off-shore islands, near-shore peninsulas, selective landfills to existing shoreline, or a combination of these techniques? Should the six remaining miles of non-public shoreline be acquired and developed; and if so, by what means? What shoreline modifications are needed to control erosion?

Lake Ecology. What more positive steps can the City and region take toward preservation of the ecological balance between the lake water, with its fish and wildlife, and the urban shore with its constant threat of potentially harmful effects upon the Lake? What are alternative treatments of shoreline and water zone development that will improve ecological balance?

Community Considerations. How can the influence of the Lake and parks be extended into the adjoining community edge? Can a greater sense of continuity be developed between parks and communities and within the parks themselves? What special controls can be formulated to guide the appropriate development of properties relating immediately to the lakefront? In what ways can Chicago work with other local governments toward improvement of the total lakefront?

Access and Circulation. How can public access to the lakefront be improved? How can parking facilities and roads within the lakeshore parks be improved and traffic congestion diminished? How should Lake Shore Drive be maintained as a parkway?

Landscaping and Design Elements. What design standards can be formulated to improve the appearance of recreational structures, play areas, and street furniture to lend a distinctive and identifiable character to the lakeshore parks? How can landscaping be improved to increase the natural qualities of the parks?

Transportation and Industrial Activities. What measures can be taken to assure the successful integration of water-oriented transportation facilities and existing industrial activities with the lakeshore parks? What modifications should be made to these areas to blend them more successfully into their adjoining lakefront park settings?

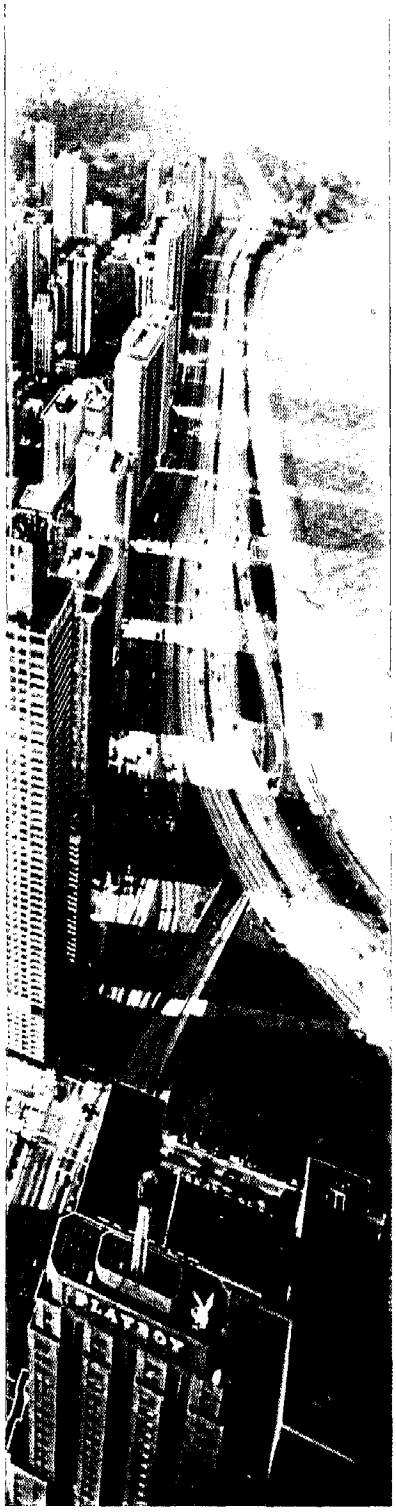
Implementation. How should future Chicago lakefront improvements be financed so that maximum gain occurs with the minimum expenditure? What agencies and jurisdictions should be involved in Chicago and regional lakefront developments and how should they be aligned to create a well-coordinated planning effort?

II. BASIC POLICIES FOR THE LAKEFRONT OF CHICAGO

1. Complete the publicly owned and locally controlled park system along the entire Chicago lakefront.
2. Maintain and enhance the predominantly landscaped, spacious, and continuous character of the lakeshore parks.
3. Continue to improve the water quality and ecological balance of Lake Michigan.
4. Preserve the cultural, historical, and recreational heritage of the lakeshore parks.
5. Maintain and improve the formal character and open water vista of Grant Park with no new above-ground structures permitted.
6. Increase the diversity of recreational opportunities while emphasizing lake-oriented leisure time activities.
7. Protect and develop natural lakeshore park and water areas for wildlife habitation.
8. Increase personal safety.
9. Design all lake edge and lake construction to prevent detrimental shoreline erosion.
10. Ensure a harmonious relationship between the lakeshore parks and the community edge, but in no instance will further private development be permitted east of Lake Shore Drive.
11. Improve access to the lakeshore parks and reduce through vehicular traffic on secondary park roads.
12. Strengthen the parkway characteristics of Lake Shore Drive and prohibit any roadway of expressway standards.
13. Ensure that all port, water supply, and public facilities are designed to enhance lakefront character.
14. Coordinate all public and private development within the water, park, and community zones.

The basic policies for Chicago's lakefront are broad, long-range goal statements intended to guide present development programs and to provide a basis for preparing specific project plans in the future.

Taken together, they reflect a continuity and logical progression of the historic lakefront development proposals appearing in all of the City's previous lakefront planning efforts.



A view of Lake Shore Drive in the city's Gold Coast area. The Oak Street beach is in the foreground. The picture illustrates the dramatic contrast in the area between high density development on the west side of Lake Shore Drive and the narrow park-beach strip on the east.

1. Complete the publicly owned and locally controlled park system along the entire Chicago lakefront.

Basic to all lakefront policies is the determination that the entire Chicago shoreline should be publicly owned, locally controlled and devoted to public purposes to the greatest extent possible. Eighty percent of the City's shoreline is now under public ownership. To achieve a continuous public shoreline, the City and the Chicago Park District should take two actions regarding the remaining 20 per cent:

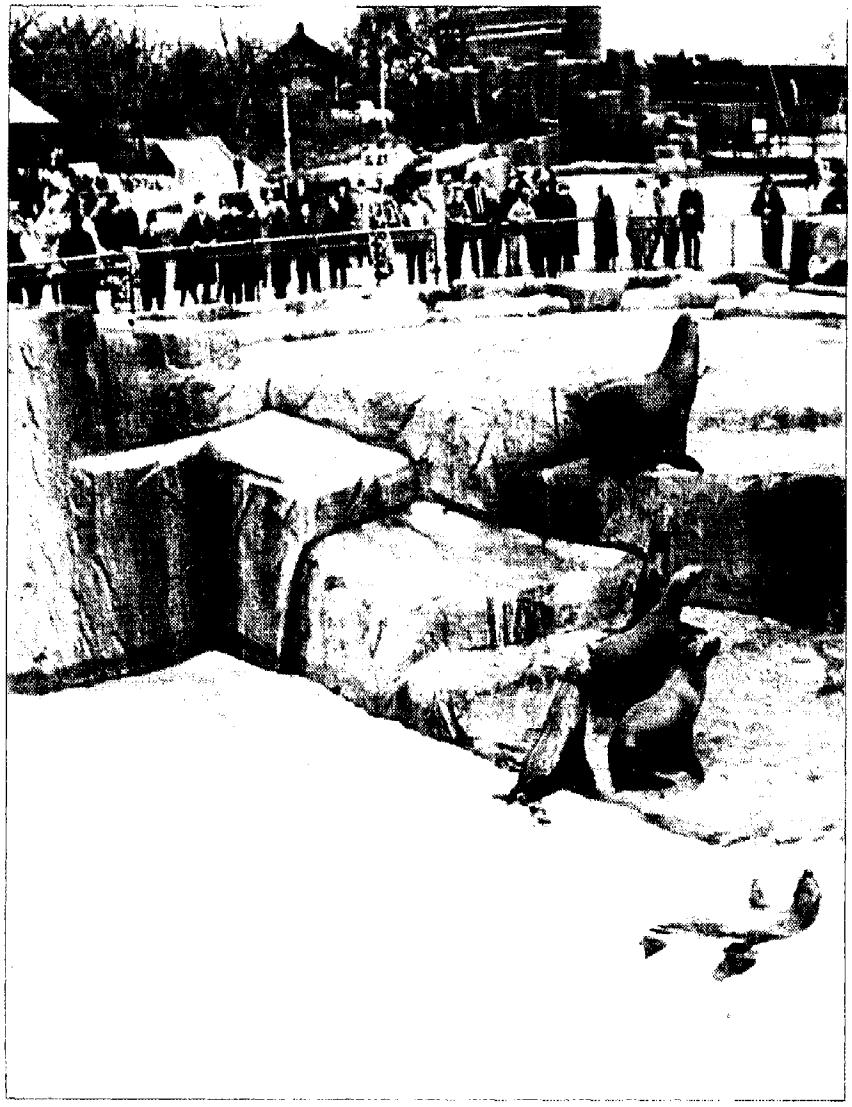
Complete the acquisition of lakeshore properties. The appropriate public agencies should acquire and develop available lakefront parcels as part of the lakeshore park system unless the acquisition of the riparian rights provides for needed expansion in a satisfactory manner.

Complete the acquisition of riparian rights. Where lakefront private properties do not become available for purchase or are not needed for park purposes, their riparian rights should be acquired in order to assure continuity of the public shoreline.

2. Maintain and enhance the predominantly landscaped, spacious, and continuous character of the lakeshore parks.

The dominant character of the lakefront is to be landscaped, spacious, and continuous while providing diverse recreational and cultural opportunities for all the people of Chicago and the region.

Preserve the beauty and traditional character of the lakefront parks. The informal quality of most of the lakeshore park landscape along with the highly formal nature of Grant Park present a green open space unparalleled in the world. Careful attention should be given to enhancing and expanding this landscaped quality as additional land and existing portions are improved. Traditional features enjoyed by generations of Chicagoans and visitors should be retained and strengthened. Among these are fountains and gardens of Grant Park, the museum and water features of Jackson Park, and a wide variety of facilities in Lincoln Park.



The Sea-Lion Pool is a focal point in the city's world famous Lincoln Park Zoo. This park has a wide variety of attractions, many of which were introduced before the turn-of-the-century.

Reflect the spacious character of the lakeshore parks in facility expansion or development. While many additional facilities are needed to accommodate a desirable range of activities, new or expanded facilities should be located and designed to maintain a sense of openness.

Promote the effective combination of uses to maintain the predominantly spacious character of the lakeshore parks. The diversity of character of the lakeshore parks lends a special identity to each area. Local activity areas and the continuous linear areas which accommodate bicycling, walking, and horseback riding complement the spacious landscaped areas. This effective combination of uses should be strengthened when programming any new development.

3. Continue to improve the water quality and ecological balance of Lake Michigan.

The quality of Lake Michigan's water must be improved in order to increase the utility of the Lake as a water supply, a habitat for wildlife, and a resource for recreation. These uses, when balanced, do not conflict with one another. Additional basic research and technology are required to provide information on the whole system of Lake Michigan and the City's relationship to it.

Regulate uses of the Lake. The uses of the Lake sanctioned by the City should be limited to water supply, recreation, wildlife habitation, navigation, and transportation. Misuse of the Lake for the depositing of waste materials, for non-recreational development, or any other action which reduces the Lake's quality will not be permitted. The City shares jurisdiction with other local governing bodies, the states, and federal government and will exercise its authority in the public interest.

Regulate waste disposals into the Lake. Chicago should continue efforts to improve water quality by controlling waste disposal from ships and pleasure boats, from domestic and industrial sources, and by diverting rainwater runoff. Expansion and improvement of industrial and commercial shipping facilities near the Lake are desirable for the region's economic viability, but development or re-development of these

facilities should be accomplished in a manner to ensure improved water quality.

Require new land developments in the Lake to be in accord with pollution controls. All new shore extensions, landfills, erosion control structures, breakwaters, and boat anchorages constructed within the jurisdiction of the City should be accomplished in such a manner that water quality will remain unimpaired. Careful analysis of all water related development proposals should be required. The City will cooperate and provide leadership in the design and execution of intergovernmental agreements to control pollution effectively and to improve environmental programs.

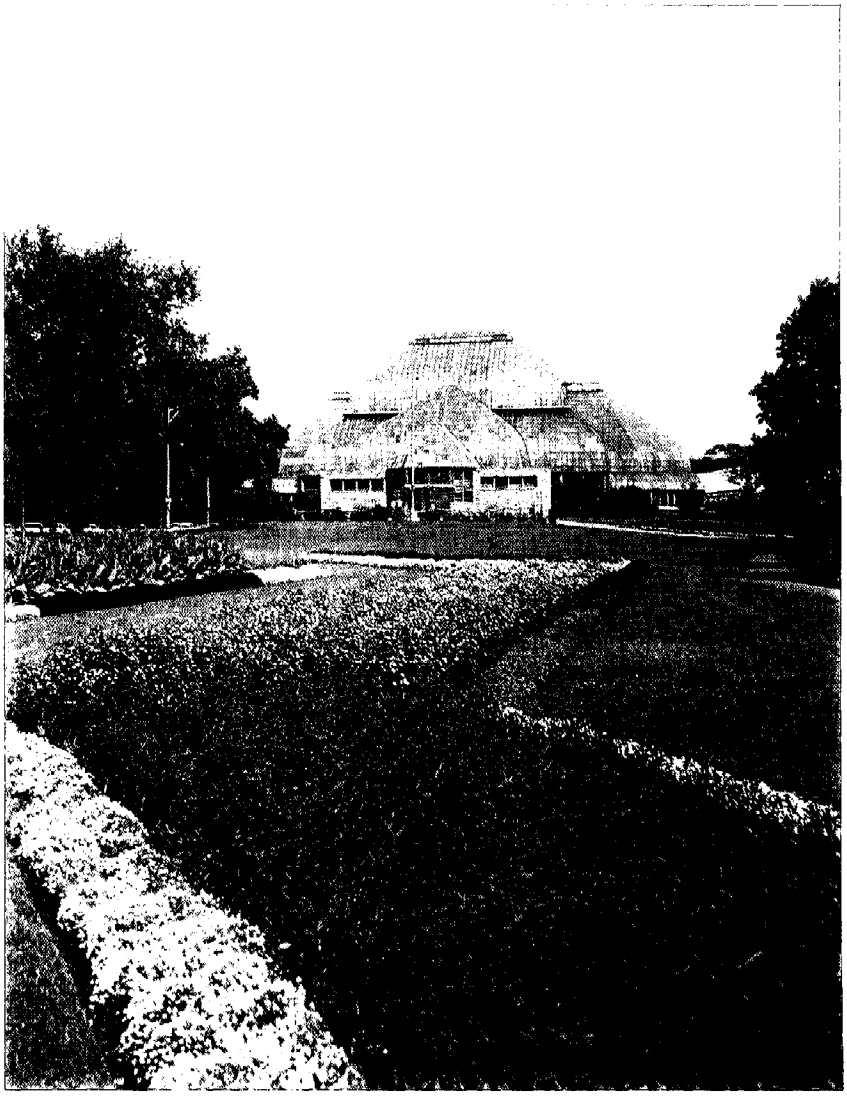
4. Preserve the cultural, historical, and recreational heritage of the lakeshore parks.

The primary public use of the lakeshore parks should continue to be for culture and recreation. While the parks share the lakefront with two other essential uses—water supply and shipping, residential, commercial, and industrial uses within the lakeshore park areas would not serve the public interest.

Emphasize activities appropriate to the lakefront. Priority activities to be accommodated on the lake edge are those that require a lakeshore location, such as swimming, fishing and boating; those that take advantage of the lakefront's unique linear aspects such as walking, bicycling and horseback riding; and those that take advantage of the view of the lake and horizon. Other activities that increase the usability of the lakeshore parks but are not water oriented may also be appropriate for lakeshore location but should be located well away from the water's edge.

Strengthen the regional aspect of the lakeshore parks. Community oriented park facilities such as fieldhouses should generally be located at the community edge of the lakeshore parks. Facilities attracting users from the entire region, such as the zoo, the conservatory, aquarium, planetarium and museums, are appropriately sited within the lakeshore parks. Although such facilities are appropriate in the lakeshore parks, large park locations elsewhere in the City or region should also be considered when locating such facilities in the future.

The Lincoln Park Conservatory and formal gardens border the zoo area. The conservatory is the year-round site for seasonal flower shows that attract large numbers of visitors.



5. Maintain and improve the formal character and open water vista of Grant Park with no new above ground structures permitted.

Grant Park is a unique symbol of Chicago's historic relationship with Lake Michigan and provides a dramatic focal point for the City. The formal character of Grant Park, as exemplified by its gardens and walkways and by Buckingham Fountain, should be maintained and enhanced. The variety of activities which the park now accommodates without detracting from it's formal character should be expanded.

Maintain the integrity of Grant Park. Grant Park should continue to afford completely open views and vistas. Both the park zone and the water zone must be kept free of structures which might diminish that character. Breakwaters that improve and increase sheltered water are desirable but should not be used to create land forms in the area east of the park. No additional structures above ground level should be permitted in the park itself.

Increase opportunities for the use of Grant Park in all seasons. A broad range of year around uses and activities should be programmed in the park to take advantage of the wide variety of open spaces and the high level of accessibility of its location.

Seek formal recognition of Grant Park's historic role. Grant Park and related sites and buildings should be formally proposed for designation at national, state, and local levels as a place of historical and cultural significance.

6. Increase the diversity of recreational opportunities while emphasizing lake-oriented leisure time activities.

Many of the lakeshore parks are comprised of two main sections: the lake edge, which offers unique opportunities for lake-oriented activities, and the western edge, generally west of Lake Shore Drive, which lends itself to clustered activity development for all-season indoor and outdoor activity.

Respond to park user preferences in providing recreational opportunities. The lakeshore parks should provide opportunities for satisfying a variety of interests in recre-

Centrally located on the lakefront, Buckingham Fountain greatly enhances the formal and dramatic character of Grant Park. Shown here is the arrival of Queen Elizabeth II in Chicago in 1959.

ational activity. Community participation, continuing analysis and flexible management should be employed to respond effectively to these needs and preferences.

Increase the usability of the lakeshore parks. Increasing the usability of the lakeshore parks includes expansion of activities and of the hours and seasons of use. Choice of activity should be expanded particularly for those who rely most on the public parks for their cultural and recreational experiences.

Increase parkland to provide space for added activity use. There is a great and increasing need for more usable lakefront land and facilities. To avoid overtaxing existing recreational space and to improve the functioning of the lakeshore parks, expansion of lakefront park space is indicated. New park space should be provided through landfill, which could provide for shoreline continuity, and through shore extensions, peninsulas, and off-shore islands.

Increase areas of protected water. Increased areas of sheltered water would expand recreational opportunities for such things as small boating, swimming, and fishing and also would contribute to shoreline protection.

Encourage appropriate leasehold, concession, and user-fee facilities. Quality leasehold and concession arrangements are appropriate for providing supportive services which complement or expand the recreational uses and facilities of the parks. These might include restaurants, bait shops, and equipment rental operations. Recreational choice may be expanded by use of reasonable user-fees to finance the development of certain special activities. Sight-seeing and fishing excursions, boat rental and water skiing, theater presentations, and golf are examples of suitable user-fee activities.

Make all services in the parks available to the public. Recreational facilities may be developed privately on public lakefront land when this serves to enlarge recreational opportunities. Under these circumstances, public land may be leased to private interests for recreational development for use by the public. Leases negotiated with a private group should include stipulations to protect the public interest by en-

A ball diamond in Lincoln Park near the lake becomes a winter hockey rink.

suring that general use facilities are appropriately designed and open for public use. Although an organization may limit the size of its membership for reasons of physical accommodation, membership in such a recreational development must be open on an equal basis to anyone wanting to join and use the special use facilities.

7. Protect and develop natural lakeshore park and water areas for fish and wildlife habitation.

Protection of the environment and maintenance of beneficial ecological balances are major concerns. The designation and development of natural areas for wildlife habitats upon the Chicago lakefront would respond to the City's location on bird migration routes. Such nature areas, whether on the shore in a lakefront park or on islands, would partially meet the need for assuring the safety and preservation of a part of our environment. Continued efforts should be made to foster marine life, including improved water quality. Attention should be given to providing spawning, feeding and nesting areas for all wildlife that might be attracted.

8. Increase personal safety.

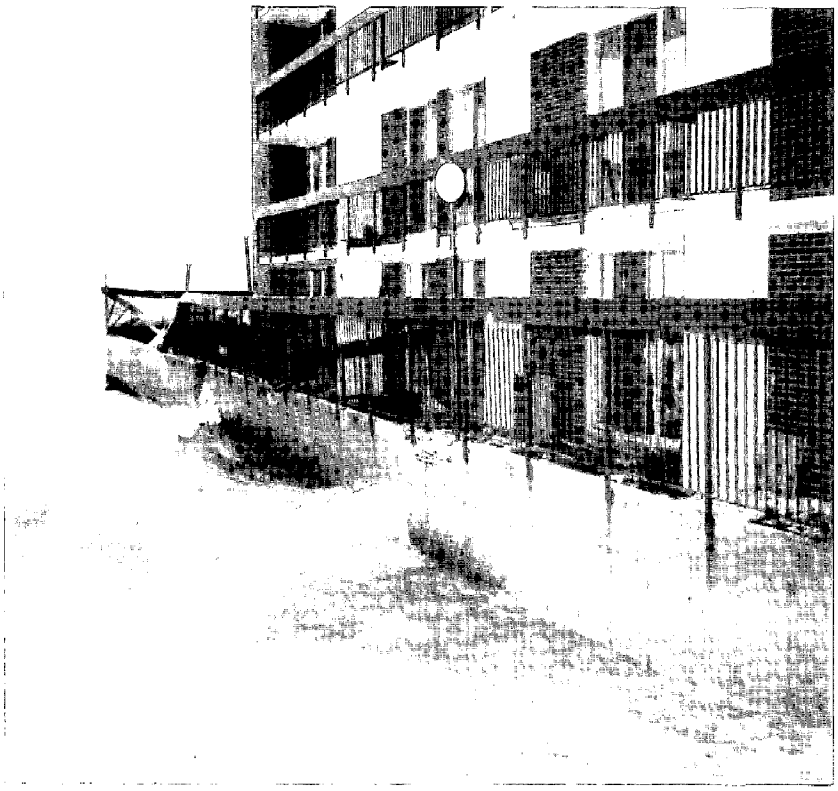
Utilization of the park facilities is dependent upon the apparent and real safety of the users. Increased use of park areas should increase safety.

Incorporate new design standards. Safety will be a primary concern in landscaping treatments, facility and equipment design, and lighting standards at underpasses and access points.

Strengthen park security. Greater public awareness of police patrols and the establishment of a call system throughout the parks for summoning police aid should result in a higher level of personal safety. Areas of highly intensive use within the park system require a system of protection and police patrolling different from those areas of low intensive use.

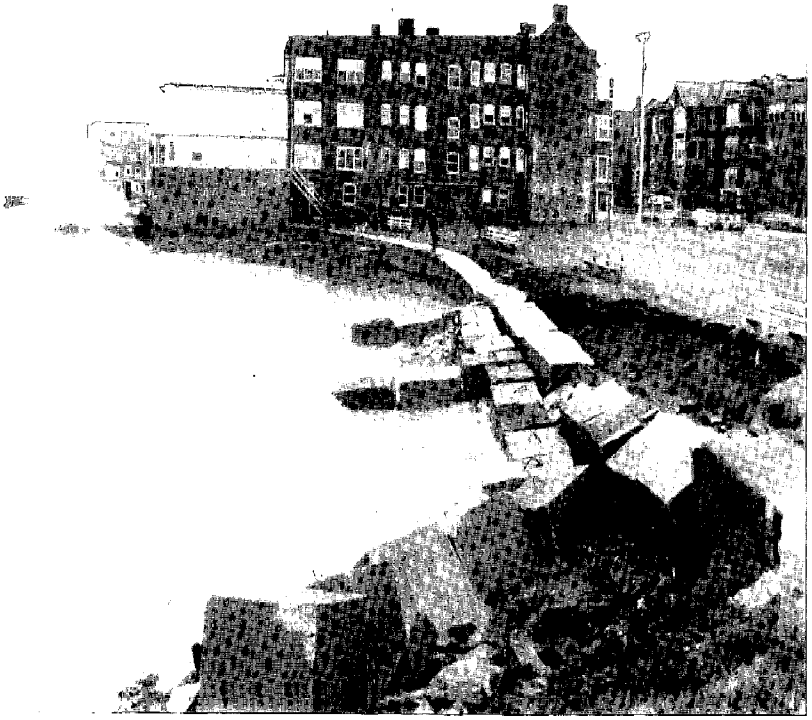
Separate systems of park circulation. To avoid conflict among various means of travel within the lakeshore parks, each should have a clearly separate system of circulation. Underpasses and overpasses

A popular fishing event held annually by the Chicago Park District is the Coho Salmon Derby at Montrose pier.



High waves created by a November storm damaged this private lakefront property at Thorndale Avenue.

Erosion effects at the Juneway Terrace Beach at the northern extremity of the city are typical of the sporadic storm damage afflicting the city's shoreline.



should provide for separating vehicular traffic from pedestrian, equestrian, and cycle paths. In addition, separation of the three path forms should also occur so that each mode has its own path system apart from the other two.

Increase safety for those participating in all activities. Sections of the lakeshore park and sheltered water areas should be set aside for, and limited to, instruction in the use of equipment and the safe practice of such skills as sailing, sculling, canoeing, swimming, and ice skating.

9. Design all lake edge and lake construction to prevent detrimental shoreline erosion.

Four dynamic interacting factors—temperature, currents, lake level, and wave action—produce severe problems in preventing and controlling erosion. All additions to the lakeshore parks through landfill and all land features created in the Lake must meet design standards and specifications which will result in a shoreline substantially free from erosion and as complementary to the natural forces of the Lake as possible.

10. Ensure a harmonious relationship between the lakeshore parks and the community edge, but in no instance will further private development be permitted east of Lake Shore Drive.

A better relationship—functionally, physically, and visually—between the lakeshore parks and the adjoining communities is required in order to respect the proper use of both areas, minimize conflicts and maximize the potentials of each.

Require that urban edge community development projects be compatible with the character of the lakefront. Just as a park development should be planned in recognition of its impact on the adjoining community area, so should urban edge developments be sensitive to the aesthetic and physical balance that is needed between community and park. In most cases the transition between community and lakeshore park is sharp and abrupt and creates a definite change of character. Public and private community developments that are either adjacent or in close proximity to this line of division should reflect more closely

the spacious landscaped character of the adjoining lakeshore park space. For this purpose, more sensitive controls of development should be established. No further private development will be permitted east of Lake Shore Drive.

11. Improve access to the lakeshore parks and reduce through vehicular traffic on secondary park roads.

Convenient access to any park increases its potential use. Vehicular congestion must be avoided and conflict between access provisions and recreational park uses resolved.

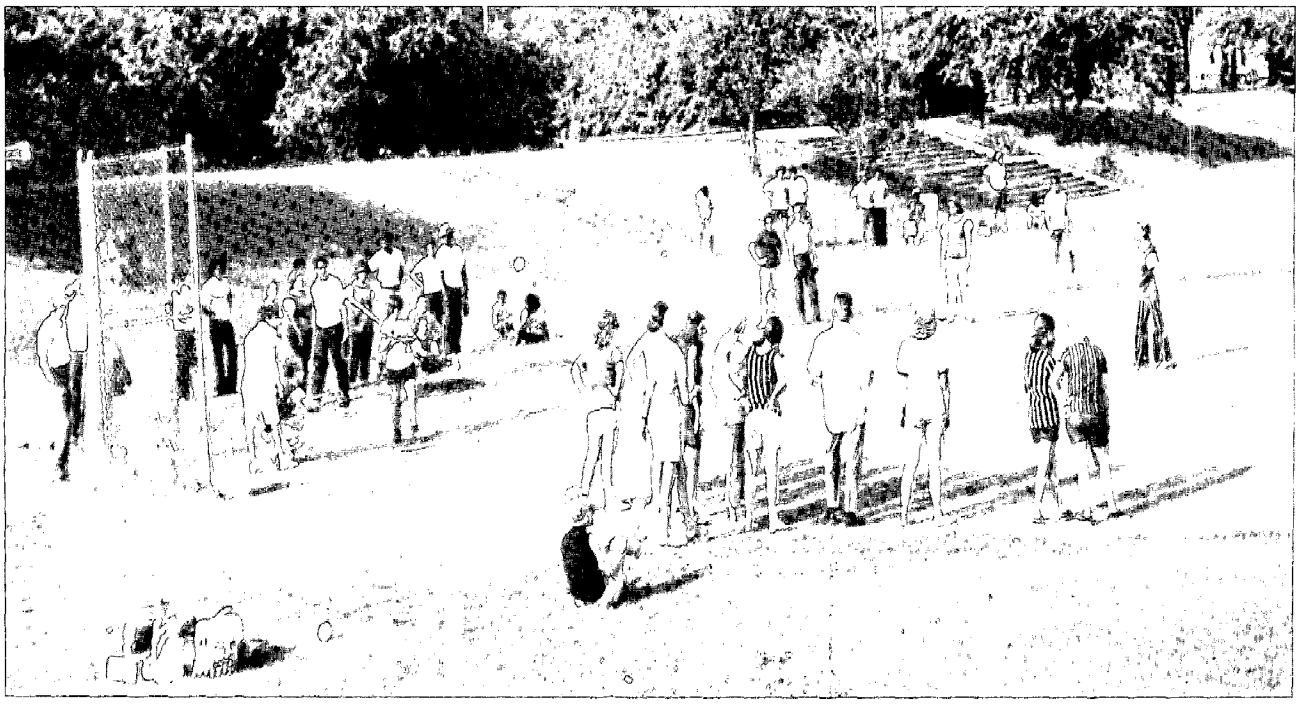
Locate points of access to the lakeshore parks to interconnect with circulation patterns in the communities. Connections should be located to improve access to the lakefront from community parks and park-malls. Pedestrian and non-motorized vehicular access connections into the lakeshore parks should be designed as attractive community ties. Their form and level of accessibility should also be coordinated with the park character and activity functions they directly serve.

Reduce vehicular traffic in the lakeshore parks by eliminating secondary park roadways where possible. To eliminate through traffic in the parks, closures of portions of existing internal secondary roadways and their return to recreational use would be possible in some cases. By reducing through traffic movements in the parks, safety could be increased and park land expanded.

Organize and balance parking in the lakeshore parks according to activity functions. Major parking areas convenient to the main centers of activity should be provided. Since the parking would serve both the regional and local facilities, parking locations must be convenient to both and should not take prime water-oriented park space nor prime local park space. Parking should not be the dominant use in any one part of the park, and when feasible it should be developed underground. As a rule, parking in the park should be auxiliary to park uses only.

Extend transit to the lakeshore parks. In order to increase lakefront accessibility to all Chicago neighborhoods, existing bus

Along with its formal landscaping Grant Park also provides recessed grassy areas for such activities as soft-ball. Most of the park's ball players work in the nearby Loop area.



service should be extended into the parks where activity clusters are located. The feasibility of a variety of internal shuttle services through major portions of the park should be explored.

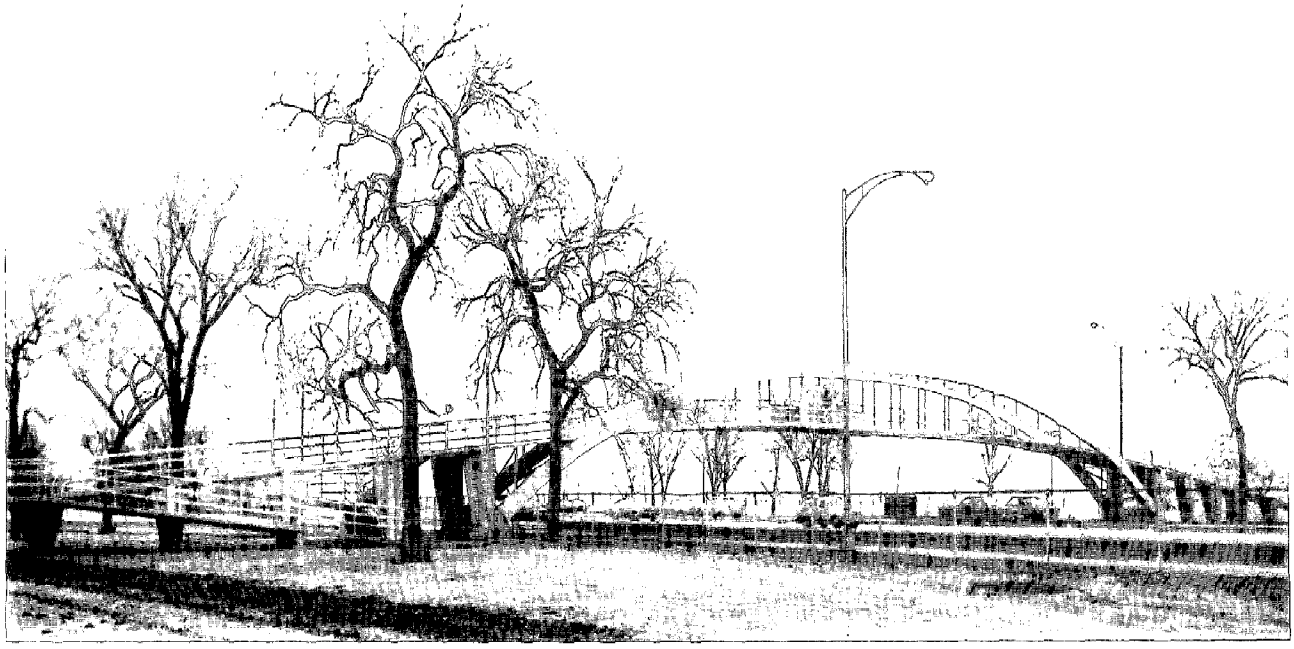
12. Strengthen the parkway characteristics of Lake Shore Drive and prohibit any roadway of expressway standards.

Lake Shore Drive is a parkway which should retain its parkway nature. Landscaping treatments of the outer edges of the Drive should emphasize natural design and suggest a separation of the right-of-way from the adjacent park land by changes of slope and types of planting materials. Alignment and elevation of the Drive should be controlled by the design requirements of the lakeshore parks so that the parks are enhanced rather than interrupted. Parkway design should accentuate the visual qualities of the lakefront. All park users, including motorists should be afforded pleasant and diverse views of the lake and the park.

Maintain the current speed and traffic capacity of Lake Shore Drive. The Drive is not, nor should it become, a high capacity expressway. It is a parkway which should conform to the following general roadway standards: lanes should be no more than eleven feet wide with additional width only at curves and other special locations; regularly spaced emergency pull-off bays should be provided rather than continuous paved shoulders and where continuous shoulders are needed they should be specially treated; minimum width access ramps should be provided; and design speed should be 45 mph or 50 mph with speed limits set at 40 mph or 45 mph. The median should be developed with appropriate plantings. Protective barriers where necessary to protect pedestrians should be blended with landscaping.

Create no further direct linkages of expressway standards to the metropolitan expressway system. By creating no further connections of expressway standards between Lake Shore Drive and the metropolitan expressway system, the capacities of the Drive can be controlled. Thus, additional direct linkages to the expressway system should not be allowed; any future

The pedestrian overpass at North Avenue is an excellent example of the kind of access facility needed at more frequent intervals along Lake Shore Drive.



connections to the major street system should be limited to those aiding the distributor function of the Drive in the Central Area.

Retain the present length of Lake Shore Drive. There should be no extension of the Drive north of Hollywood Avenue or south of 67th Street. The connection of the Drive to the major street system at Hollywood Avenue should be improved. This is not aimed at increasing the capacity of the Drive.

Between 57th and 67th streets the Drive should be improved through Jackson Park with an interchange at 57th. It should operate at a reduced speed as it reaches the points where traffic is distributed to the major street system.

Retain the distributor function of Lake Shore Drive in the Central Area. The distributor function of the Drive will be improved by adding a connection to an extended Wacker Drive, interchanges with Randolph, 12th, and 18th streets, and with traffic improvements between the Chicago River and Oak Street. In addition, the right angle turns south of the bridges will be eliminated.

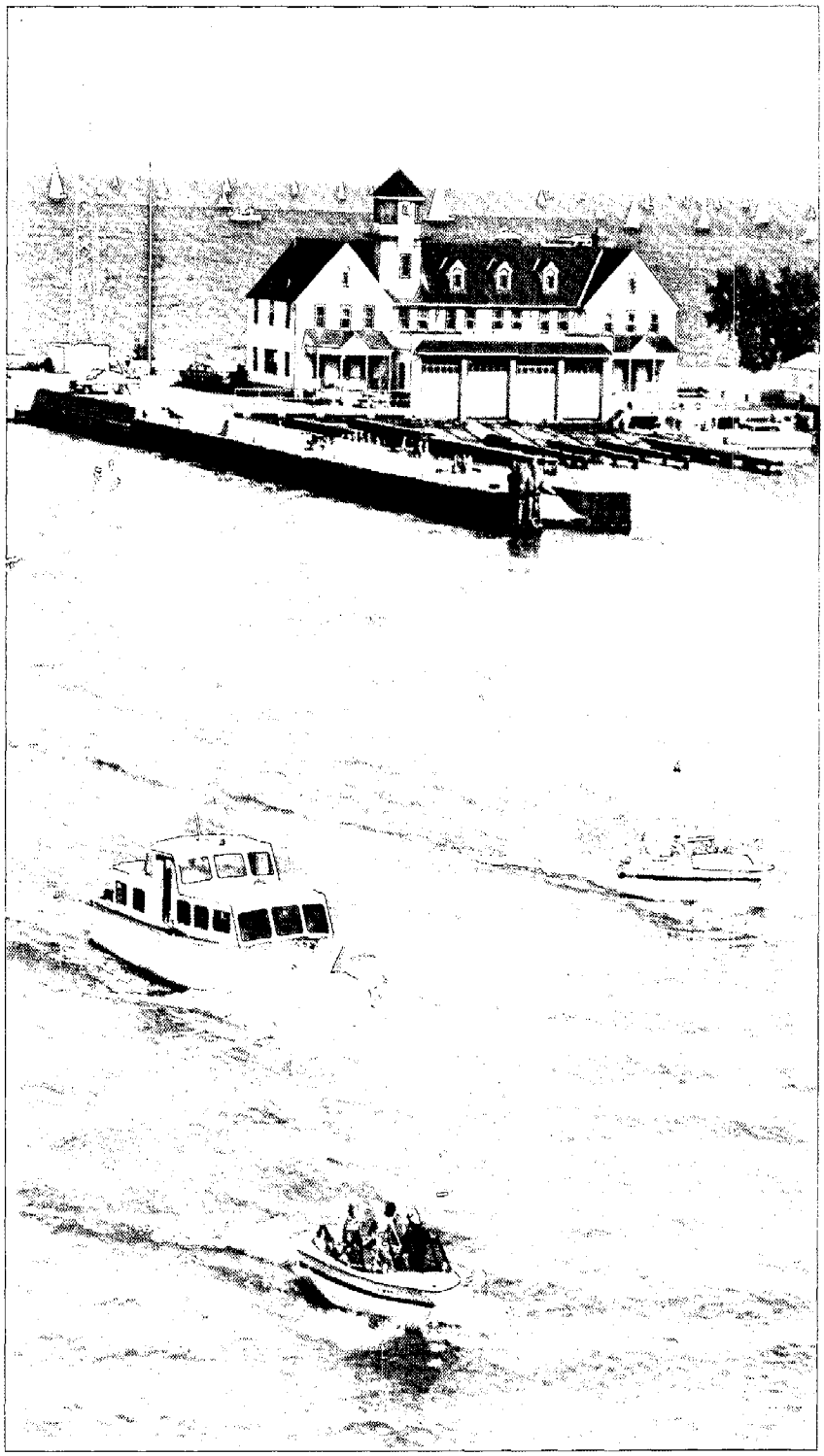
13. Ensure that all port, water supply, and public facilities are designed to enhance lakefront character.

Port activities at Navy Pier and the Chicago and Calumet river entrances should be maintained and developed. These port facilities and other public uses such as the water filtration plants, Meigs Field, and McCormick Place, should be landscaped and maintained to make them as compatible with the total lakefront character as possible.

14. Coordinate all public and private development within the water, park, and community zones.

The lakefront consists of three linear zones: the waters of Lake Michigan, the lakeshore parks, and the urban communities adjacent to the lakeshore parks or shoreline. Public interest in the management and development of the lakefront and the complex relationships among the three lakefront zones require a coordinated approach to develop-

The former U.S. Coast Guard Station at the mouth of the Chicago River near Navy Pier is a prime example of the kind of port facility that adds to the attractiveness of the lakefront.



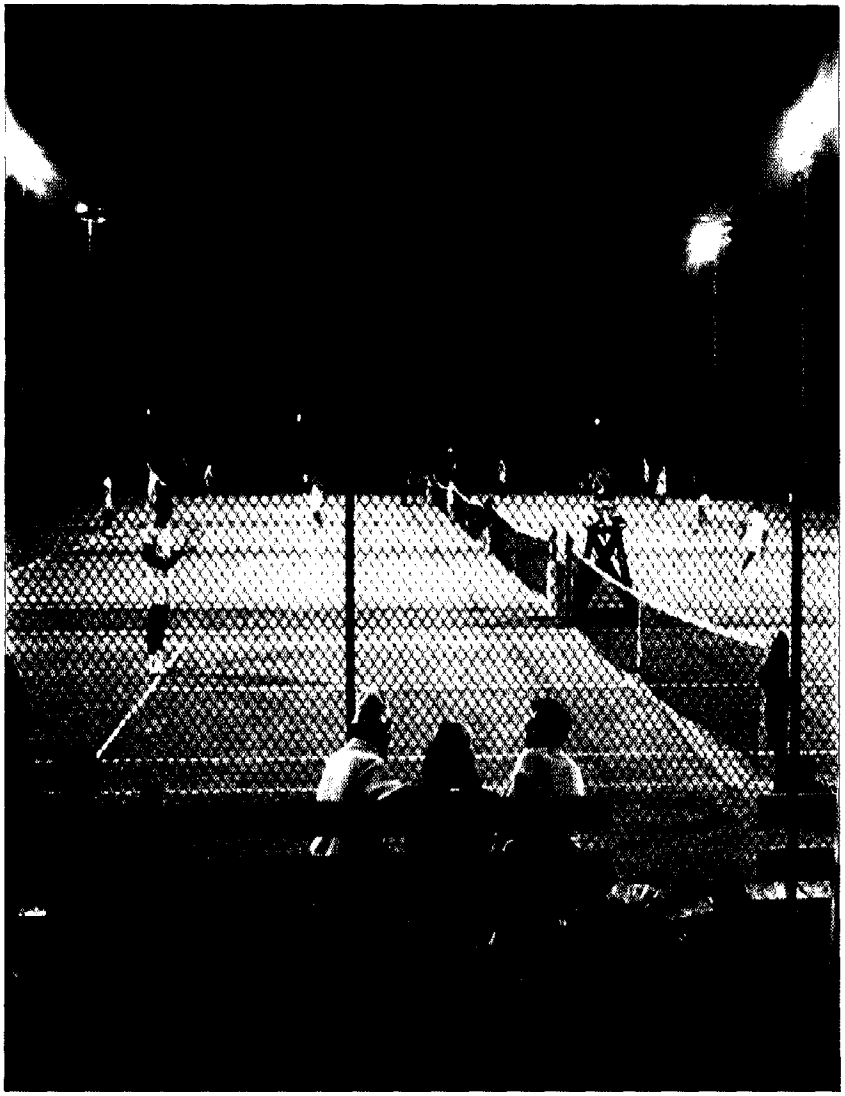
ment. Thus to protect the character of the lakefront and existing and future development, standards for development adjacent to the lakefront should be established.

All projects, public and private, must be considered and evaluated within the context of these policies. All development or modification which affects the character of the lakefront—including the design of new lakeshore park areas, any development in the water zone, the nature of new activities offered in the lakeshore parks, and the uses and design of buildings on land near the lakeshore parks—should be reviewed to determine their effect on the character of the lakefront.

Develop criteria on which to base an effective lakefront ordinance. Criteria should be established for the guidance of all agencies and developers in order that the design and function of all proposals affecting the lakefront be as harmonious as possible. They should also enhance the lakefront's unique qualities including the spacious and landscaped view of the parks and Lake.

Establish a mechanism for a coordinated approach to design and development of the entire lakefront. A well defined review procedure within Chicago's administrative structure should be developed for reviewing and evaluating all proposals affecting the lakefront. A process of public evaluation of proposals affecting the lakefront should be part of this review mechanism.

Lighted tennis courts in the city's park system help the Chicago Park District to expand the total hours of park-use.

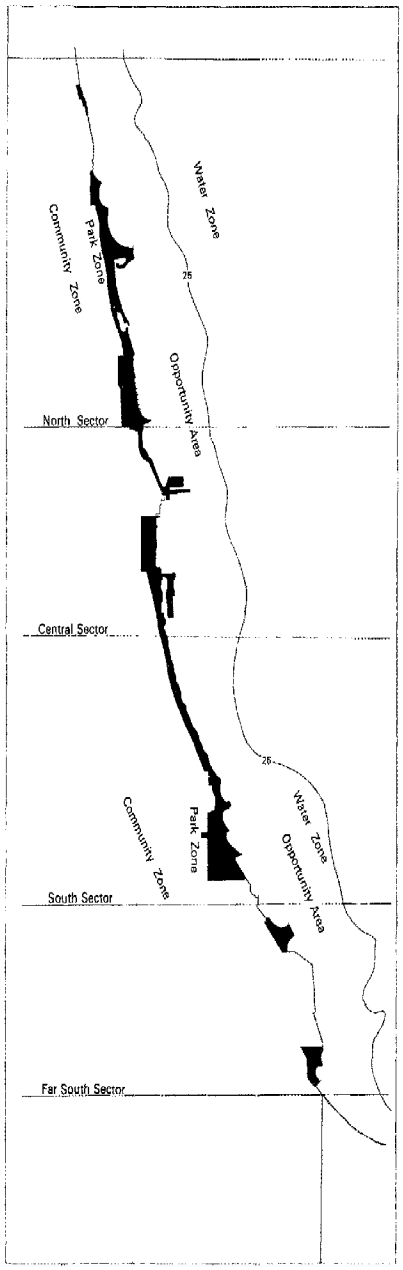


III. THE LAKEFRONT PLAN

Existing Conditions

Plan Proposals

Summary of Proposals



Chicago's lakefront is one of the world's prime examples of how man has created and beautified an urban shoreline. Whereas Daniel Burnham in 1909 had a limited lakefront park base on which to build his innovative city planning concepts, 63 years later 80 percent of the City's shoreline is in public ownership. This amazing shoreline transformation has been a source of enjoyment for all Chicagoans and millions of visitors and has resulted in a lakefront that provides a multitude of recreational opportunities and affords the citizenry stimulating and exciting cultural experiences.

The lakeshore parks require improvements, particularly in regard to their relationship with the communities adjoining them. The shoreline itself needs strengthening to withstand increasing erosion and beach degradation. Recreational opportunities should be expanded through new facility developments, the completion of a continuous 30 mile long public shoreline, and the construction of additional lakefront park space through judicious landfill projects.

Fortunately, Chicago has a sound base from which to begin: a lakefront with a well-developed system of lakeshore parks; the technological knowledge necessary to design an expanded lakefront that responds more adequately to the natural forces of the Lake; and a growing awareness of the increasing importance of the environment and the urgent need to protect and enhance this environment for the present and future generations.

Existing Conditions by Zone

For purposes of analysis and planning, Chicago's lakefront is divided into three linear zones: the water zone, the lakeshore parks zone, and the community zone. Existing conditions and basic needs in each of these zones are presented below. This inventory and the policies from the preceding Chapter form the basis for planning and development recommendations.

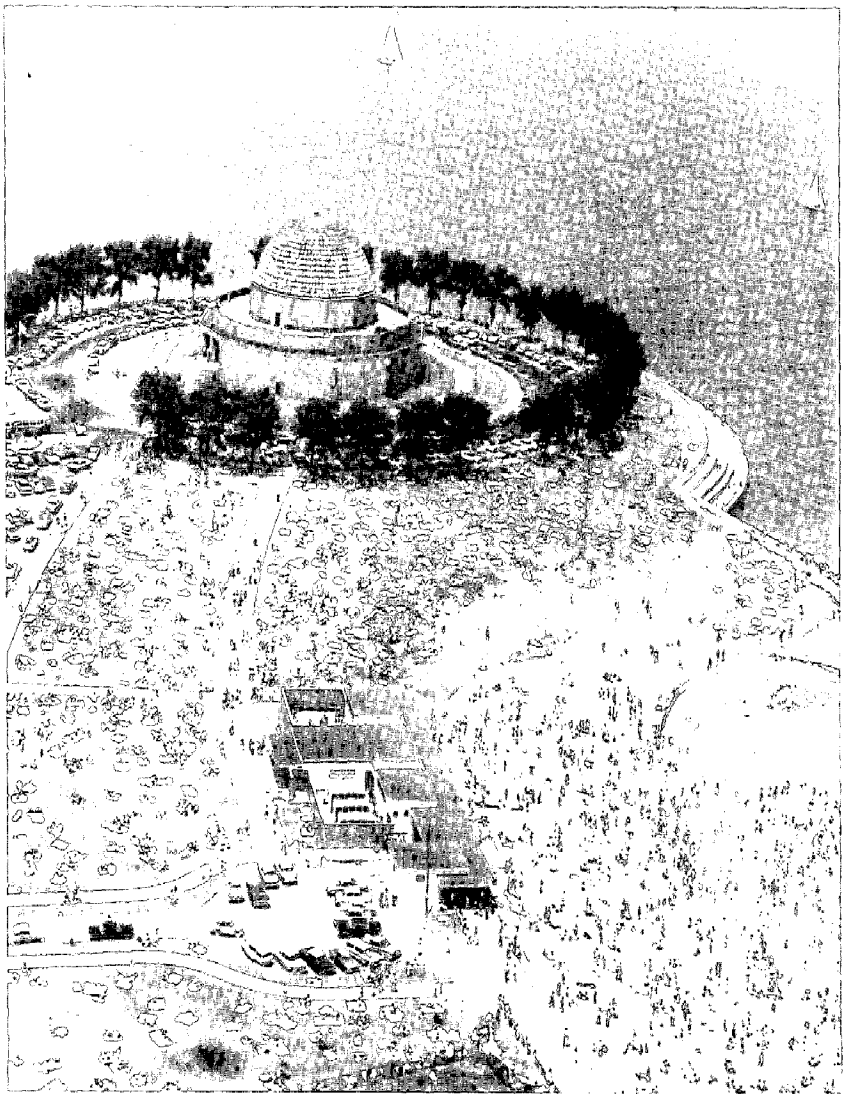
The Water Zone. The waters of Lake Michigan within the city limits of Chicago constitute the Water Zone. This zone includes an opportunity area extending from the shoreline to a line approximately coincidental with the 25 foot depth line in Lake Michigan in which many improvements can take place.

Within the water zone there are public boat harbors at Montrose, Belmont, Diversey, and Monroe streets and in Burnham and Jackson parks. These harbors provide approximately 2,500 mooring spaces. In addition, many small craft dock at the marinas within the Chicago and Calumet river systems.

The water supply for much of the Chicago Metropolitan Area is taken from Lake Michigan. There are two water filtration plants: the Central Plant, constructed in 1964 in conjunction with Olive Park, and the South Plant near Rainbow Beach. Combined, these two plants have a water treatment capacity of 2.6 billion gallons per day. By United States Supreme Court order, the Chicago Metropolitan Area is presently limited to a diversion from the Lake of 3,200 cubic feet per second. Of this, 1,700 cubic feet per second is used for water supply and 1,500 cubic feet per second for waste treatment. The treated waste water from Chicago enters the Sanitary and Ship Canal, the Des Plaines River, the Calumet-Sag Channel, and then the Illinois-Mississippi river system. However, in some areas north of Chicago, waste water is returned to the Lake causing pollution problems and accelerated water treatment costs.

There is increased concern for the quality of our lake water. Legal action has been taken to lower the amount of pollutants discharged into the Lake. A detailed survey of industrial waste is now underway as well

The Adler Planetarium sits on a promontory created by landfill in the 1920's. The nearby 12th St. Beach is frequently subject to erosion.



as surveillance of pleasure craft to prevent overboard dumping of wastes. Sealing of diversion valves of pleasure craft and a river-front clean-up program along the Chicago River have been undertaken by the City and the Chicago Park District, which also conducts hearings to secure compliance with the Harbor Pollution Control Ordinance. The City Council Environmental Control Committee conducted public hearings which led to legislation banning laundry detergents containing phosphorous on June 30, 1972. Chicago was the first city in the nation to pass such an ordinance.

Since the opening of the St. Lawrence Seaway in 1959, there has been an appreciable increase in the number of foreign vessels operating in Lake Michigan. Calumet Harbor has become a transshipment point for grain and other products destined for ports around the world, while shipping from the iron mines of Michigan and Minnesota to the steel mills of Chicago and Indiana continues to be of great importance.

Although several species of Great Lakes fish were once commercially important, only a few fish remain so. Some species were decimated by the sea lamprey, and following control of the lamprey in the 1950's, the alewife flourished in the absence of predator fish. Recently, a variety of salmon and trout species have been introduced into Lake Michigan both to control the alewives and to reestablish recreational game fishing.

The Park Zone consists of the individual parks which comprise the present and future public park land within the city limits of Chicago adjacent to Lake Michigan and any land under the waters of the Lake ceded to the Chicago Park District by the State under various grants. In some areas, the park zone is a mile wide, while in others it is very narrow. Beaches, landscaped natural areas, and cultural recreational, and special use areas and facilities are located within this zone.

The shoreline must be resistant to erosion, yet responsive to the Lake's natural currents. It is where the opportunity exists to create continuous public access along Chicago's entire 30 miles of shore. The

The Amateur Rowing Association Regatta is held annually in the Diversey Harbor lagoon.

continuing public acquisition of riparian rights will be a primary element in creating a continuous public shoreline. These rights relate to the water, its use, ownership of land under the Lake, and access to the shore. Extensions and additions to the shoreline can also be made to provide additional recreational space.

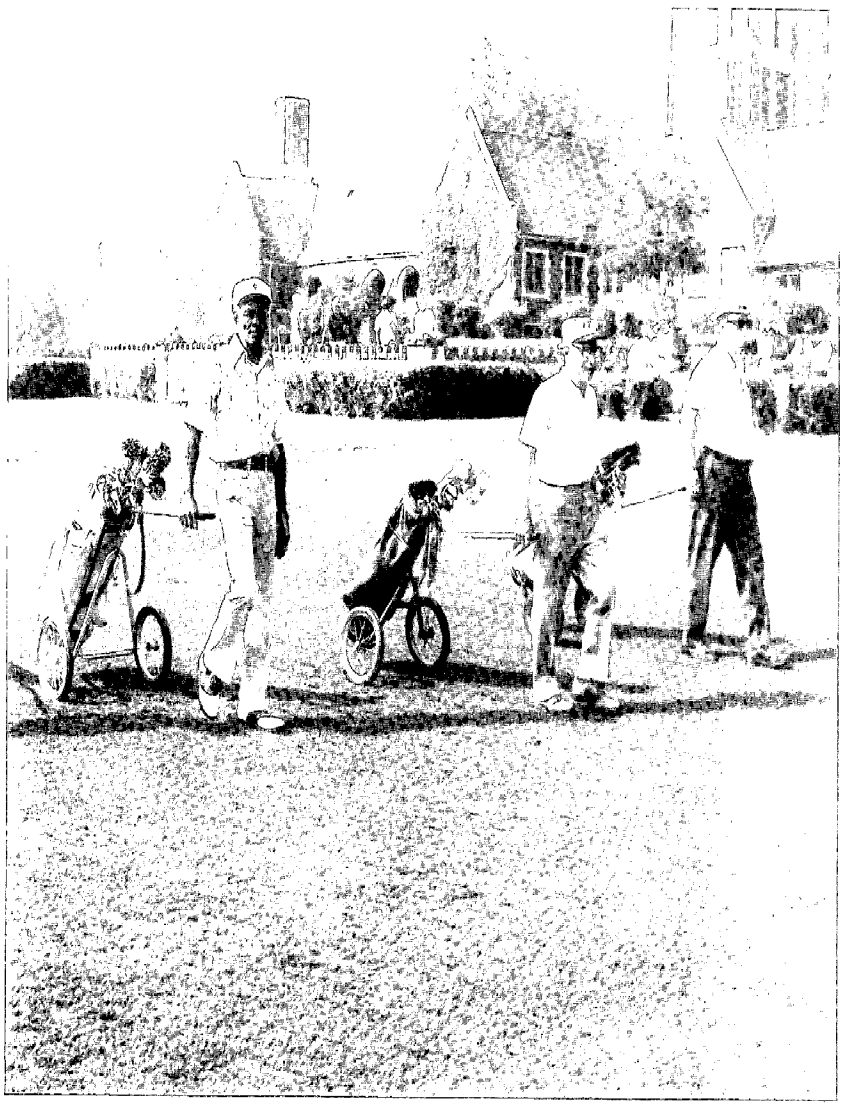
Lake Shore Drive extends from Hollywood Avenue to 67th Street and is a key element along the lakeshore. Speeds on the Drive are limited to 45 miles an hour or less. This is well below expressway standards. Use of the Drive by commercial vehicles is prohibited.

There are 30 beaches along Chicago's lakefront, nine of which are small street-end beaches with only limited capacity. In 1971, total beach attendance exceeded 18 million persons. Lagoons in Lincoln and Jackson parks are stocked by the Chicago Park District with a variety of fish, and smelt and salmon are available in Lake Michigan, along with the ever-present perch. Fishing piers are located along the lakefront in Loyola, Lincoln, Burnham, Jackson, and Calumet Parks; five casting pools have also been provided by the Park District.

Most of Chicago's lakeshore parks are the result of filling in a portion of the Lake to create new land. Such land has in the past increased the amount of usable park land and prevented overtaxing existing recreational space. Landfill can also create a continuous shoreline, complement natural water processes, and prevent further erosion of the shoreline. Lake ecology must always be taken into consideration when planning landfill projects.

In addition to the impressive improvements since 1900 in the lakefront parks, all of the major lakefront parks have sections which continue to have characteristics and functions developed before the turn of the century. Lincoln Park has a diverse nature characterized by the conservatory, zoological garden, rowing pond, farm-in-the-zoo, and a variety of other recreational features. More than four million persons visited the zoo and nearly two million the conservatory in 1971. Jackson Park, the site of the Columbian Exposition, contains the world famous Museum of Science and Industry

The 9-hole Waveland Avenue golf course bordering the lake on the city's north side provides a regional recreation facility.



which entertained three million visitors in 1971. Other developments of this century include Grant Park, characterized by its open and formal garden qualities and its relationship to the central area, and Burnham Park which continues to provide an impressive setting for unexcelled cultural facilities.

The Community Zone. The Community Zone is composed of the private and public lands adjacent to the Lake or lakeshore parks. Most of this zone is developed with residential uses, and the neighborhoods within one-half mile of the Lake or the lakeshore parks house nearly 12 percent of the City's 3.3 million residents.

Understandably, residential development is generally intense along the lakefront, but structure types and intensity of development vary greatly from neighborhood to neighborhood and, in some instances, from block to block. For the most part, the community zone is well served by both roadways and mass transit facilities. The combination of good transportation service to the Central Business District and proximity to lakefront amenities has resulted in medium to high intensity development in much of the zone.

The great variety of types and intensity of development in the zone generates a corresponding variety of interrelationships with the Lake and lakeshore parks. Views of the Lake and open spaces and frontage on the parks are important components of residential development and life style in the zone.

Certain parts of the community zone near the Central Business District have a special relationship to the Lake and the lakeshore parks. Grant Park, for example, offers extraordinary recreational and cultural opportunities for visitors, residents, and workers in the vicinity.

Parts of the community zone along the lakefront have direct frontage on the Lake, with little or no intervening park space. The building on the lake edge of these communities provides remarkable views of the Lake, but they often have severe erosion and water damage problems and they suffer a shortage of parkland and recreational facilities.

Much of the relationship among the park, water and community zones depends on pedestrian movement between these zones. Where existing facilities for carrying pedestrians from the community to the parks across barriers such as Lake Shore Drive are inadequate or inappropriate, new and improved pedestrian facilities should be provided.

Developments in the community zone should be planned and designed to complement the character of the lakefront. Diversity in the intensity of development and the types of structures in the community zone is a valuable asset, and it should be preserved both in existing neighborhoods and in any new large scale developments.

Existing Conditions by Sector

The following discussion of conditions is presented by sectors of the lakefront: North, from the city limits to North Avenue; Central, from North Avenue to the Stevenson Expressway; South, from the Stevenson Expressway to 71st Street; and the Far South, from 71st Street to the city limits.

The sectors contain characteristics and conditions that tend to separate them from each other and that call for different park and shoreline improvements and programming treatments.

North Sector. The North Sector encompasses the lakefront communities and parks between the city limits and North Avenue. It contains a mix of multiple-family housing types. Recreational facilities within these communities are limited and unevenly distributed, resulting in heavy recreational demands on the lakeshore parks. Population densities are generally high, particularly adjacent to the Lake where much development has occurred since 1945.

From the city limits to Hollywood Avenue, private ownership of riparian rights and shoreline restricts complete public lakefront use and interrupts the continuity of the shoreline. The Chicago Park District has acquired a significant amount of riparian rights in this area, but additional parcels are needed to complete a continuous public shoreline. This section of the lakeshore is susceptible to severe erosion problems. Many buildings in this area have been severely damaged during storms. Loyola Park is the only large public park in this extent of shoreline, and other parks, except Ardmore Beach, are small and overcrowded. Pedestrian access from the community and the rapid transit line is convenient, but auto access to the lakefront in this area is very limited.

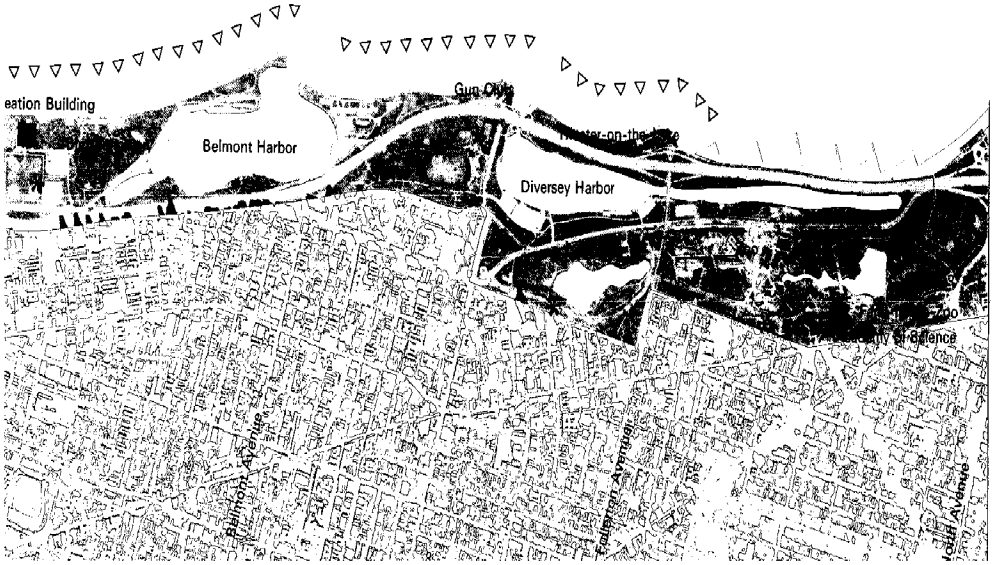
The northernmost section of Lincoln Park, between Hollywood and Montrose avenues, was developed over 30 years between 1926 and 1955. Generally, the area north of Foster Avenue should have improved landscaping and better organization of activities in the park. Pedestrian access to the park areas east of Lake Shore Drive is a problem common to all of this section of Lincoln Park. Though Pedestrian tunnels and vehicular routes are adequate in total number, they need to be made more attractive and safer to use. Within the eastern park space, roadways and parking areas are numerous and often act as visual and physical barriers.

Between Montrose and Belmont avenues, a dramatic change occurs as the park base narrows and Lake Shore Drive is aligned directly adjacent to high-rise apartment buildings. This section of the park has many recreational opportunities. However, paths for pedestrian and bicycle movement through the park area and from the community to the shoreline should be improved.

South of Addison Street, the park base between Lake Shore Drive and Belmont Harbor is severely constricted by the access ramps for the Drive at Belmont Avenue, and there is limited opportunity for improvement to pedestrian and bicycle facilities or expansion of the park base. Pedestrian underpasses serving the adjacent densely populated community are narrow, unattractive and subject to flooding during storms.

South of Belmont Harbor, Lake Shore Drive swings from the western edge of the park to the east, close to the shoreline, and the park base is generous once again. The continuous strip of beach north of Fullerton is susceptible to extreme erosion problems. Because the Drive is located along the eastern edge of the park, the park and community are effectively joined, and the park user has a wide range of easily accessible recreational activities from which to choose. However, an inadequate park base exists east of Lake Shore Drive between Fullerton and North avenues.

The current lack of adequate public transit service to and into the Park east of the Drive, particularly in relation to North Avenue Beach, is another area of concern.

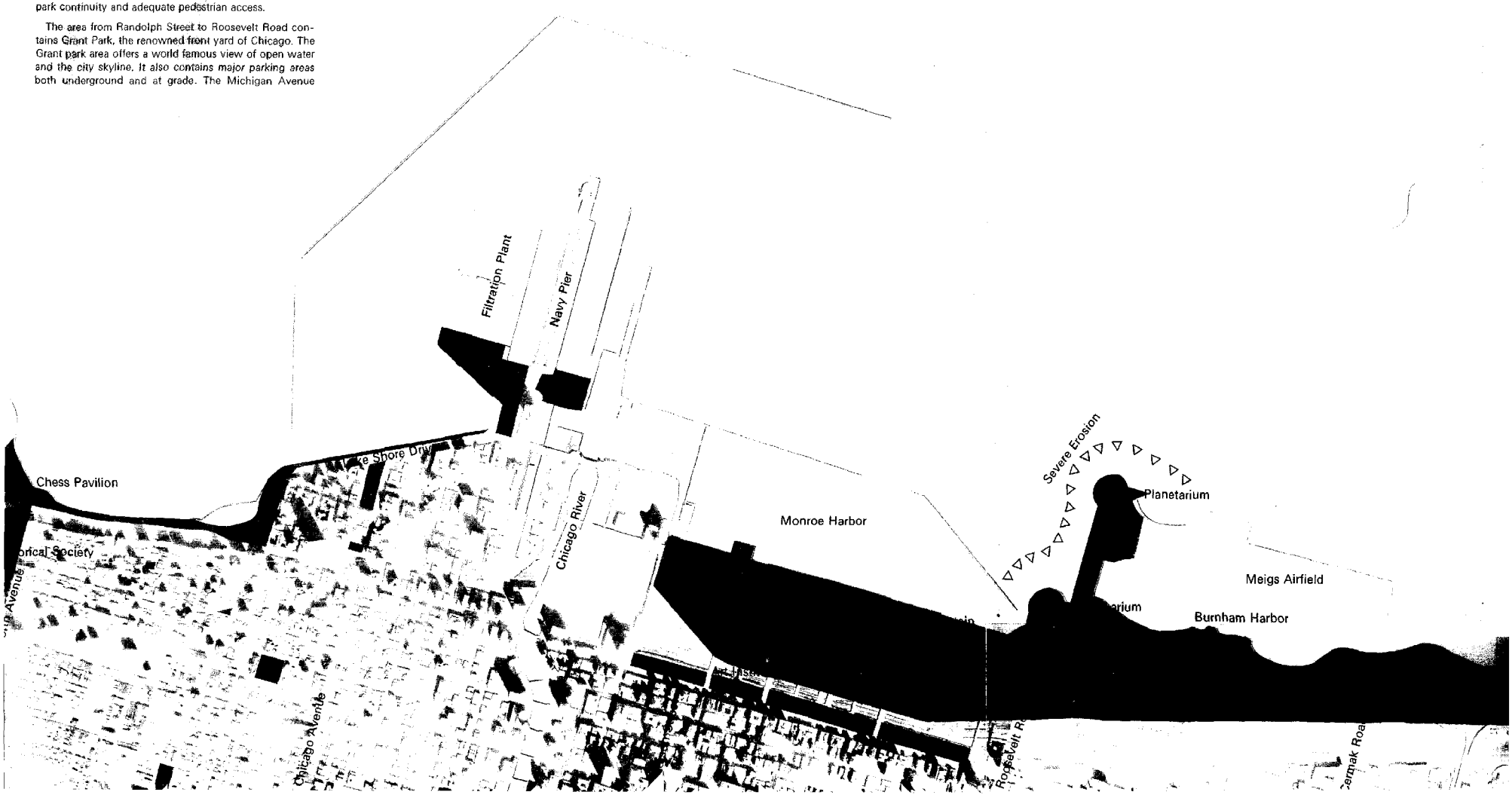

eation Building
Belmont Harbor
Gun Club
Diversey Harbor
Belmont Avenue
Fullerton Avenue

Central Sector. The Central Sector extends from North Avenue to 26th Street. The area from North Avenue to Ontario Street is characterized by the dramatic proximity of high-rise development to Lake Michigan. Oak Street Beach is the main lakefront activity focus in this area. North and south of this beach lies a seawall which provides for pedestrain and bicycle movement as well as for deep water swimming. The views here are extraordinary, but access to the public spaces along the Lake is inadequate in capacity and design. The Central Water Filtration Plant is landscaped and has a park setting with Olive Park on its west side.

The area from Ontario to Randolph streets contains predominantly non-residential uses—transportation, industry, business and commerce, and port facilities. The port function of Navy Pier is economically significant and an important highly visible recreational and educational experience. This area can be expected to undergo vast change in the near future. Although this area includes a park, gymnasium facilities and an exhibition hall at Navy Pier, it lacks park continuity and adequate pedestrian access.

The area from Randolph Street to Roosevelt Road contains Grant Park, the renowned front yard of Chicago. The Grant park area offers a world famous view of open water and the city skyline. It also contains major parking areas both underground and at grade. The Michigan Avenue facade along Grant Park has a unique and special relationship to the park. As Lake Shore Drive passes through Grant Park it becomes a collector-distributor for Loop-related traffic. The formal image of Grant Park is created by its gardens and Buckingham Fountain.

The area from Roosevelt Road to the Stevenson Expressway is the most intensively developed portion of the lakefront and contains the Field Museum of Natural History, the Adler Planetarium, the Shedd Aquarium, Soldier Field, Meigs Field, McCormick Place, 12th Street Beach, Burnham Harbor, a promontory with one of the most famous views of the lakefront, a yacht club with marina facilities, four large parking areas, and a wide stretch of railroad facilities that separate the community zone from the park zone. Recent landfill along the shore at McCormick Place has provided continuous public pedestrian and bicycle access along the shoreline.



South Sector. The South Sector extends from 26th to 71st Streets and contains most of Burnham Park, Jackson Park and the privately owned South Shore County Club.

In the Burnham Park portion, generally between 26th and 55th Streets, the park zone is narrow, except for the promontory at 54th Street, and there is limited community access. Occasional very long pedestrian overpasses bridging the Illinois Central and Lake Shore Drive alignments provide some linking of the park to the communities. Lakeshore Drive through Burnham Park is divided but lightly landscaped in the median strip. Erosion problems along the Burnham Park shoreline are severe. The Park base west of the Drive from slightly north of 47th Street to Jackson Park is used as local park space.

Between 55th and 67th streets, the park base east of Lake Shore Drive is generally narrow and suffers from erosion at the shoreline. Pedestrian access across the Drive and along the lakefront is inadequate and discontinuous. Beginning at 55th and extending to 67th Street, Jackson Park extends westward from the Lake to Stony Island Avenue to provide a spacious park area. Jackson Park contains a considerable mixture of regional and local facilities and uses. The Museum of Science and Industry, two beaches, a beach house, a golf course, three harbors, a yacht club, a coast guard station, several lagoons and a wooded island, a Park District field house, a childrens' hospital, recreation space for a high school, and a series of roadways connecting with the southern end of Lake Shore Drive. Many of the areas and facilities within Jackson Park are in need of increased maintenance, and the basic configuration, ecology and use of the water features in this park should be thoroughly analyzed prior to any great modifications in the classical Olmsted design. The 57th Street intersection with Lake Shore Drive is a major point of traffic congestion and should be redesigned. To establish a harmonious relationship between the roadway and the park areas and to facilitate traffic flow through the parks, Lake Shore Drive should be carefully redesigned.

The remainder of the South sector between 67th and 71st Streets is a privately owned golf and country club of about 58 acres. The initial steps have been taken to acquire this property for park use. This site contains a beach, a 9 hole golf course, multiple buildings, stables and a variety of outdoor facilities.

Far South Sector. This sector includes the area from 71st Street to the Illinois-Indiana state line and contains Rainbow Beach and Calumet Park. From 71st to 75th street, the shoreline area is privately owned and interrupts park continuity. The area from 75th street to 79th street contains Rainbow Beach Park and the South Filtration Plant.

From 79th street to the Calumet River, lakefront park continuity is broken by heavy industry along the shoreline and by the Calumet River entrance. The Calumet River is of major economic significance, providing water access to heavy industry along its banks, access to Lake Calumet Harbor, and a major connection to the Illinois-Mississippi river system.

In addition to the lack of complete recreational shoreline development, this southern reach of the Chicago lakefront suffers from industrial pollution from both Illinois and Indiana sources. South of the Calumet River, a tract of largely vacant land extends to Calumet Park. South of Calumet Park to the State line there is a narrow band of privately-owned lakeshore.

Calumet Park, built mostly on landfill around the turn of the century, has substantial recreational facilities and an adequate park base. Closing of the beach is necessary from time to time due to dangerous pollution conditions.

In August the city stages a week-long Lakefront Festival featuring water sports, thrill-shows, and a regatta. The show attracts thousands of spectators to the lakeshore.

Plan Proposals

The illustrative plan does not represent a final plan, nor does it cover all the possible means of attaining an enhanced and expanded lakefront. It is the purpose of the following section to focus on planning recommendations.

The following proposals illustrate, by sector, the broad range of potential lakefront improvements. Within this range are many alternatives, from modest additions and improvements to the existing lakeshore parks to several miles of island and sheltered water development and very substantial additions to the parks. These alternatives will be evaluated in the detailed planning and programming process outlined in Chapter IV of this report.

What will be possible and feasible over the long run depends on many factors, including financing, technical knowledge, and opportunity. Therefore, it is important that immediate and middle-range improvement projects be carried forward in a manner that does not foreclose long range possibilities.

North Sector

Planning Guidelines for this sector:

Complete public ownership of riparian right.

Design the Lake edge to overcome erosion.

Expand existing lakeshore parks through landfill and beach enlargements.

Create stronger links between community areas and the lakeshore parks.

Develop local recreational activities west of Lake Shore Drive.

Place activity clusters to take advantage of existing recreational facilities and activities and to create new areas of opportunity.

Development Potential. One of the most immediate lakefront needs in this sector is to complete acquisition of the remaining private riparian rights between the city limits and Hollywood Avenue. Following this acquisition, an expanded lakeshore park base can be created through landfill that would result in a continuous public shoreline south from the city limits to the northern portion of Lincoln Park and at the same time would contribute to the solution of the erosion problem. Bicycle and bridle paths and pedestrian walkways could be accommodated on this new and expanded park land. Extensive enlargements of beach areas should occur between Pratt and Hollywood avenues, and an activity cluster could be located in Loyola Park to take advantage of that park's existing facilities and its enlarged beach and its high accessibility.

Between Hollywood and Montrose avenues, community linkages to the lakefront and the organization of recreational play spaces would receive major attention. An activity cluster could be located east of Lake Shore Drive in the Hollywood Avenue vicinity and locations for local neighborhood play areas within the lakeshore park to the west of Lake Shore Drive could be accommodated in direct relation to the communities. A riding stable is recommended for a park location accessible from Montrose and Lawrence avenues, and beaches at Montrose and Foster avenues should be expanded. The two existing pedestrian underpasses along Lake Shore Drive between Bryn Mawr and Lawrence avenues should be improved. Ultimately, the Wilson Avenue—Lake Shore Drive underpass should be converted to pedestrian use only and the traffic interchange should be removed.

The reduction of secondary park roads and the elimination of through vehicular traffic are proposed in this section of Lincoln Park to create more continuous landscaped areas and safer pedestrian access. Attention to improved landscaping details north of Foster Avenue would improve the attractiveness of the area.

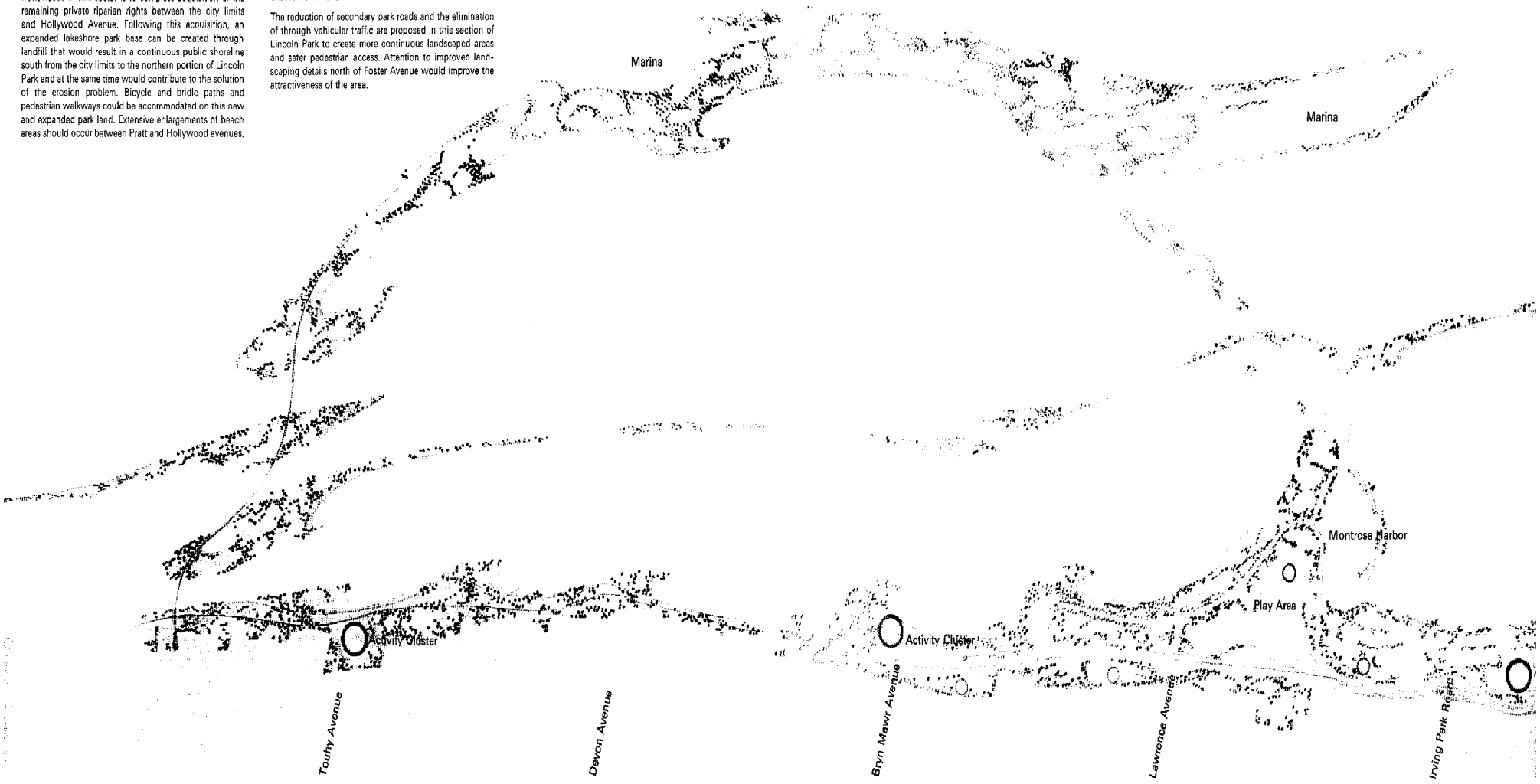
From Montrose Avenue to Belmont Avenue, improved pedestrian access to the park is a major concern. The existing recreational facilities near Addision Street could become the nucleus for an activity cluster, and this cluster could be better linked to the community by improving the existing passageway under Lake Shore Drive. Similarly, improved existing underpasses at Buena Avenue and Roscoe Street would result in more attractive and inviting means of park access for the pedestrian. Existing path systems would be improved to provide greater safety for pedestrians, cyclists, and equestrians.

The historically most significant parts of Lincoln Park which are located between Belmont and North avenues should be preserved and enhanced. The strip of shoreline and beach to the east of the Drive is extremely narrow and subject to severe erosion problems. It is proposed that the recreational opportunities along the shoreline in this area be expanded through landfill, enlarged beaches, and the location of activity clusters south of Belmont Avenue and at North Avenue. A new land bridge could span the rowing lagoon and Lake Shore Drive just south of Fullerton Avenue.

A series of off-shore islands could be developed in the water zone of this sector. One island five miles long and approximately one and one-half miles from shore could extend from the northern city limits to the vicinity of Irving Park Road. Two harbors and three beaches could be accommodated. Two roadway connections, at Rogers and Montrose avenues, could be provided. Smaller islands could aid in linking the large island with the shoreline and might also contain beaches.

Another large island could extend from Irving Park Road south to Division Street about one mile from shore. With no land connection, this island could be developed as a nature reserve, accessible only by boat.

Between these off-shore island forms and the shoreline, vast areas of sheltered waters could be created. These waters would provide for safer boating and swimming opportunities, and for the increased protection of the shoreline from erosion. Small excursion boats could provide access to and among these islands.



Belmont Harbor
Belmont Avenue
Diversey Harbor
Fullerton Avenue
North Avenue

Central Sector

Planning Guidelines for this sector:

Improve community access to the lakefront.

Preserve the dramatic relationship between high-rise building masses and the open expanse of Lake.

Provide for improved circulation along the lakefront.

Expand the park base through landfill.

Develop recreational potentials in the vicinity of the Chicago River entrance.

Enhance the setting of the Burnham Park complex.

Maintain and enhance the existing character of Grant Park.

Retain the distributor function of Lake Shore Drive in the Central Sector.

Development Potential. Park and beach expansion could be provided by landfill from North Avenue to Oak Street, and the promenade from Oak Street to Ohio Street should be improved. Pedestrian access to these shoreline developments should be further developed. While maintaining the shipping activities at Navy Pier, a portion of the remaining structure should be developed as an activity cluster with a distinct water orientation. This site would provide an exceptional location for a national museum related to the Great Lakes and transportation. The rental of small boats, the docking of excursion vessels, and a mooring place for boats of visitors to the Pier could be accommodated.

The realignment of Lake Shore Drive between the Chicago River and Randolph Street will provide opportunities to expand the lakeshore park. A 100 acre landfill park development is proposed here which would provide a wide range or recreational uses. This landfill should be shaped to include a new harbor. Monroe Street harbor should be improved to insure greater protection and easier access to parking facilities.

The existing quality and character of Grant Park will be preserved and enhanced. Grant Park particularly and parts of other parks, buildings and monuments closely related to the lakefront should be designated by national, state and local governments as places of historic and cultural importance.

The Monroe Street parking lot will be rebuilt as an underground facility and decked over to provide landscaped open space. The eventual extension of this landscaped deck westward over the depressed railroad could create new park land and pedestrian access from Michigan Avenue eastward to the Lake. Ultimately, all of the depressed railroad right-of-way in Grant Park should be decked over.

In the future, construction that may have serious impact on the character of the park or that might dramatically change the skyline should be carefully evaluated, and design changes should be required where necessary to minimize any undesirable results. Pedestrian passageways from the proposed downtown and distributor subway systems to Grant Park could provide greater access to the Park from the adjacent urban edge.

The cultural complex south of Roosevelt Road should be maintained and improved so it will continue to be the superlative cultural center that it is today. Meigs Field should be made more park-like in character, and its setting could be enhanced through limited landfill and landscaping around the east and south sides of the airfield.

Soldier Field and McCormick Place should continue as major activity and exhibition centers, and the park-like setting of each should be strengthened and maintained. All of the facilities in the northern end of Burnham Park are major generators of traffic. Improved transit service and parking facilities should be provided in a manner compatible with the park setting.

Any redevelopment of the lakefront railroad properties between 11th Place and 31st Street should provide predominantly residential uses, permit no structures north of Roosevelt Road, allow only residential uses along the eastern or lakeshore park frontage, establish frequent pedestrian and visual access between the community and the lakeshore parks, and ensure environmental protection.

The one-and-one-half mile long island extending south and east of its North Avenue connection and making use of a portion of the existing breakwater as its southern edge could provide a new beach area and a boat harbor. By adding a two mile long breakwater between Monroe Street and Cermak Road, a very large body of sheltered water could be created.

South Sector

Planning Guidelines for this sector:

Expand the park base and create new beach areas.

Provide improved pedestrian connections from the communities to the lakeshore parks.

Design the lake edge to overcome erosion.

Augment local community park space with a series of activity clusters.

Develop a continuous system of paths for pedestrians, cyclists, and equestrians.

Development Potential. While this sector exhibits a nearly continuous public shoreline interrupted only by the South Shore Country Club, much of the lakeshore park is narrow and relatively inaccessible. Lake Shore Drive and the railroad tracks are often major barriers.

A landfill project encompassing nearly 300 acres is proposed between 26th and 54th streets. Nearly three miles of new beach would be created, and existing beaches would be replaced. The intensively developed communities to the west should be provided with improved means of access to the lakeshore. Broad landscaped land bridges are proposed at 35th Street and at 43rd Street. The improvement at 35th Street should be designed to integrate the historic tomb and monument of Stephen A. Douglas into the broader park system.

Three activity clusters accessible from 31st, 39th and 47th streets should be developed, and vehicular access to the lakeshore parks at 47th Street should be improved. In conjunction with expansion of the park base, full landscaping treatment should be programmed.

Improvements in the lakeshore parks between 55th and 67th Streets should emphasize integrated development of the park and the roadway. The roadway alignments north of 63rd Street should not use any existing park land to the west of the present alignment of Lake Shore Drive.

Specific improvements could include a land bridge over a depressed Drive at 55th Street, improved pedestrian facilities over the Drive in the vicinity of 63rd Street, and shoreline extension to move beaches and paths eastward from their current close proximity to the Drive between 57th and 63rd Streets.

General improvement in community-oriented park space should be made along the west side of Jackson Park. The natural qualities of Wooded Island and its environs should be maintained and upgraded. Roadway alignments in Jackson Park south of 63rd Street should be studied further.

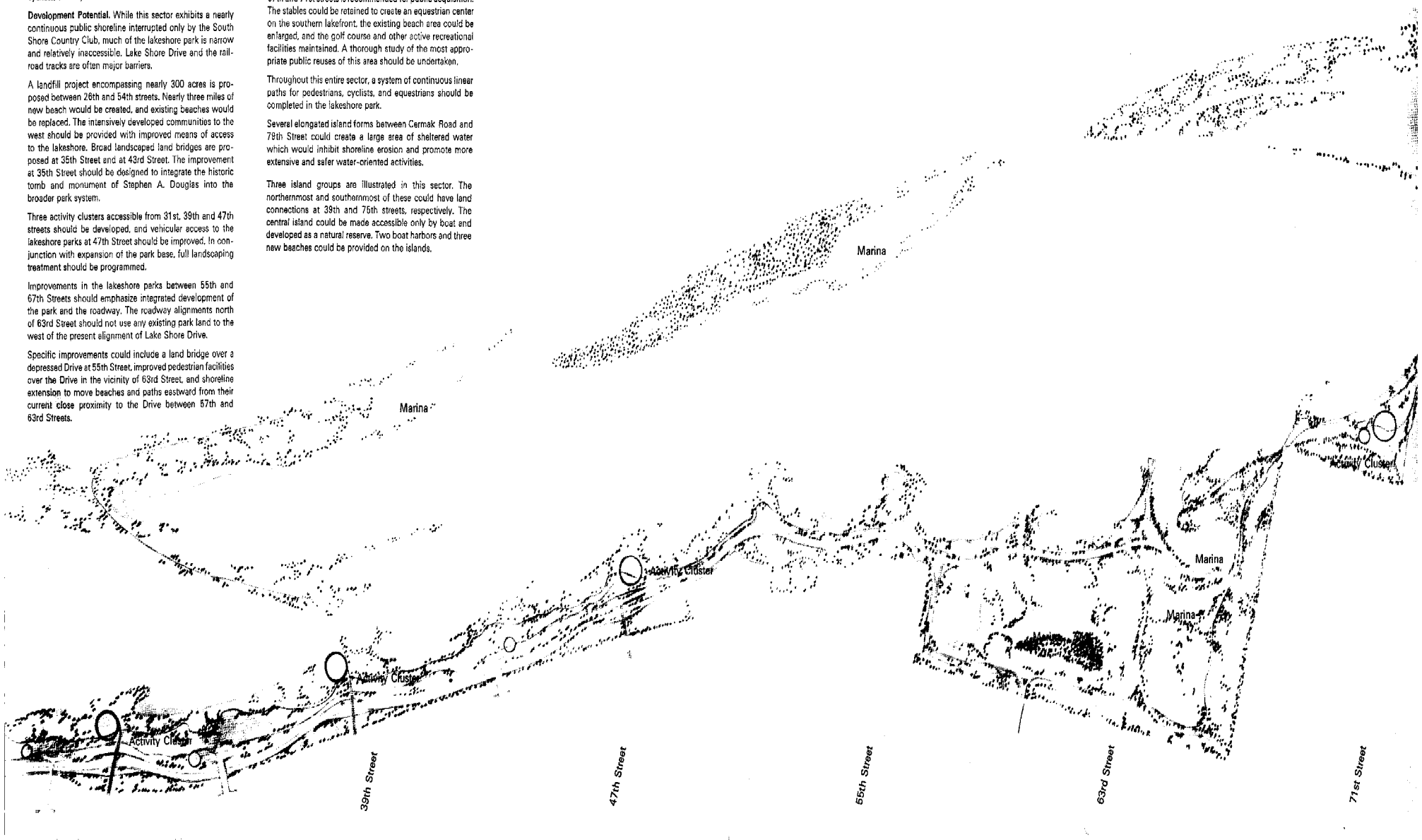
The proposals for this area should also embrace the recommendations contained in the March, 1969 report of the Department of Development and Planning: *Jackson Park, Burnham Park and South Lake Shore Drive between 47th and 67th Streets.*

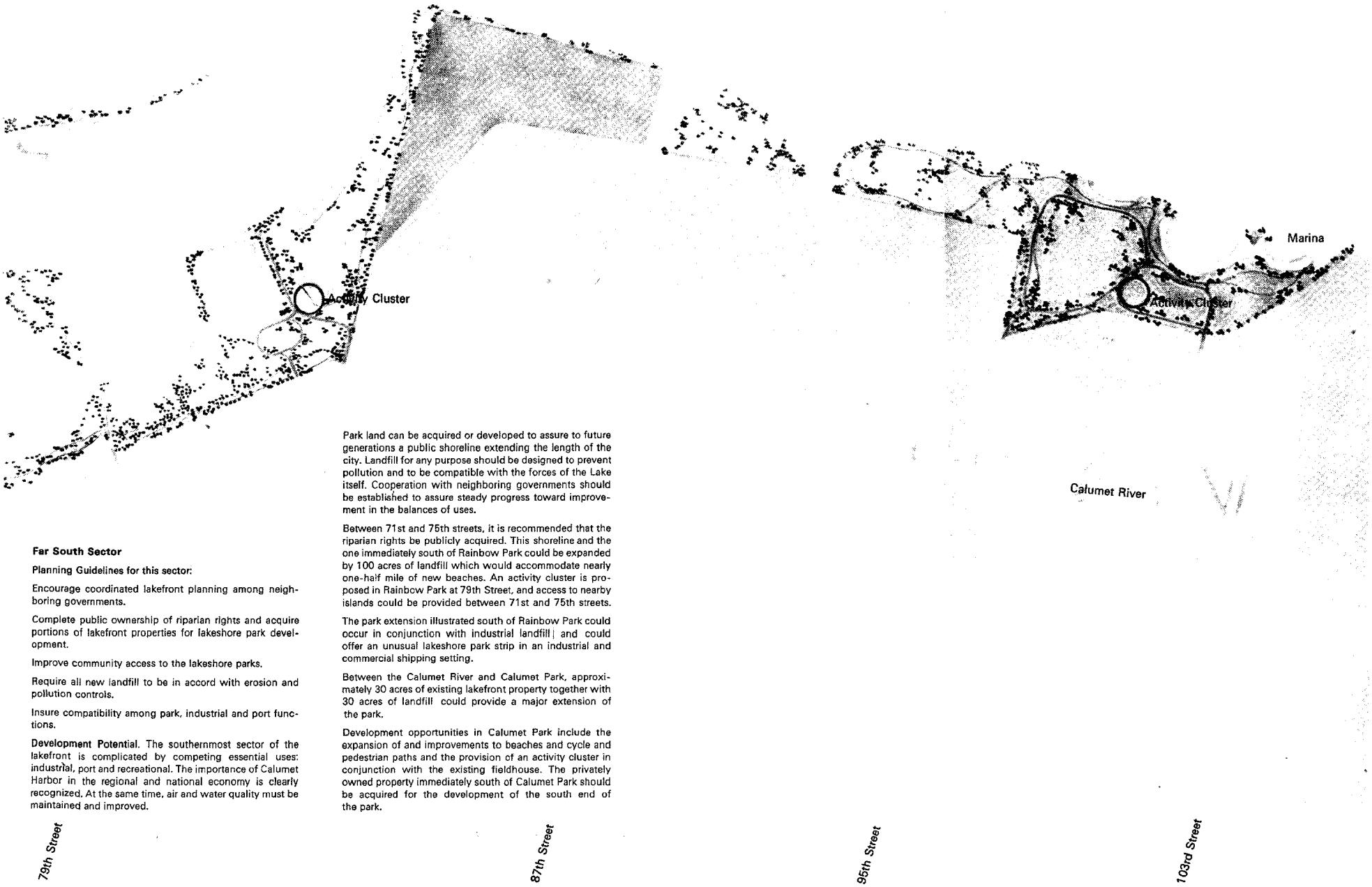
The 58 acre site of the South Shore Country Club between 67th and 71st streets is recommended for public acquisition. The stables could be retained to create an equestrian center on the southern lakefront, the existing beach area could be enlarged, and the golf course and other active recreational facilities maintained. A thorough study of the most appropriate public reuses of this area should be undertaken.

Throughout this entire sector, a system of continuous linear paths for pedestrians, cyclists, and equestrians should be completed in the lakeshore park.

Several elongated island forms between Cermak Road and 79th Street could create a large area of sheltered water which would inhibit shoreline erosion and promote more extensive and safer water-oriented activities.

Three island groups are illustrated in this sector. The northernmost and southernmost of these could have land connections at 39th and 75th streets, respectively. The central island could be made accessible only by boat and developed as a natural reserve. Two boat harbors and three new beaches could be provided on the islands.





Far South Sector

Planning Guidelines for this sector:

Encourage coordinated lakefront planning among neighboring governments.

Complete public ownership of riparian rights and acquire portions of lakefront properties for lakeshore park development.

Improve community access to the lakeshore parks.

Require all new landfill to be in accord with erosion and pollution controls.

Insure compatibility among park, industrial and port functions.

Development Potential. The southernmost sector of the lakefront is complicated by competing essential uses: industrial, port and recreational. The importance of Calumet Harbor in the regional and national economy is clearly recognized. At the same time, air and water quality must be maintained and improved.

Park land can be acquired or developed to assure to future generations a public shoreline extending the length of the city. Landfill for any purpose should be designed to prevent pollution and to be compatible with the forces of the Lake itself. Cooperation with neighboring governments should be established to assure steady progress toward improvement in the balances of uses.

Between 71st and 75th streets, it is recommended that the riparian rights be publicly acquired. This shoreline and the one immediately south of Rainbow Park could be expanded by 100 acres of landfill which would accommodate nearly one-half mile of new beaches. An activity cluster is proposed in Rainbow Park at 79th Street, and access to nearby islands could be provided between 71st and 75th streets.

The park extension illustrated south of Rainbow Park could occur in conjunction with industrial landfill and could offer an unusual lakeshore park strip in an industrial and commercial shipping setting.

Between the Calumet River and Calumet Park, approximately 30 acres of existing lakefront property together with 30 acres of landfill could provide a major extension of the park.

Development opportunities in Calumet Park include the expansion of and improvements to beaches and cycle and pedestrian paths and the provision of an activity cluster in conjunction with the existing fieldhouse. The privately owned property immediately south of Calumet Park should be acquired for the development of the south end of the park.

Summary of Proposals

The Lakefront Plan of Chicago offers four major types of proposals for the preservation and improvement of Chicago's lakefront: park expansion and erosion control; balanced facility and activity development; access and circulation improvements; basic services and controls. Although the preceding maps illustrate potential lakefront development, many alternative approaches are available for the development of almost any improvement, and a thorough study should precede each major stage of lakefront development.

Expansion of the Park Base and Control of Erosion. The remaining privately owned riparian rights and certain privately owned lakefront properties should be acquired to further the development of continuous public access and public park space along the lakefront.

Landfill for both park base expansion and erosion control could take the form of shoreline modifications and extensions, breakwaters and island development, and could double the amount of park space at the lakefront. Island and breakwater development could create significant areas of sheltered water which would help control erosion and accommodate additional facilities for swimming and boating. Sheltered water would increase substantially the number of days annually when these activities could be safely enjoyed.

Balanced Facility and Activity Development. Improvement to existing facilities and recreational and cultural programs, their expansion or modification, and the development of new facilities and activities should provide a balance between local, citywide and regional use of the lakefront. They should also provide a balance in the variety of activities to accommodate a broad range of ways in which people enjoy the lakefront. And finally, special attention should be given to a balance between the demands and needs of the general public and the special needs of particular groups such as the elderly and the handicapped.

To increase utilization of the parks and to retain their open character, a series of major activity clusters would be located near major mile streets.

Some new lakeshore park lands should be devoted solely to wildlife refuges, and existing natural areas should be improved.

Access and Circulation Improvements. Lake Shore Drive should be maintained at parkway standards. In certain areas, including the Central Sector and Jackson Park, major improvements to the Drive should be undertaken. The Drive should not be extended beyond its current northern and southern limits.

Pedestrian, bicycle and vehicular traffic should be separated. Improved access by public transportation and both the improvement of existing pedestrian passageways and the development of new ones over and under Lake Shore Drive and the railroad right-of-way between Roosevelt Road and 47th Street are fundamental among the Plan proposals.

Basic Services and Controls. The full use and enjoyment of the lakefront and its facilities and activities are almost wholly dependent on adequate maintenance, efficient management and operation of facilities and activities, coordination of development and adequate safety and security. Adequate provision for these functions should be a fundamental part of every development proposal.

IV. REALIZING THE PLAN

Planning and Implementation

Fiscal Policy

Continuing Studies

Program Development

The basic policies for Chicago's lakefront are guidelines for the formulation of plans and programs. All lakefront improvement proposals and activity programs should be formulated within this framework. The Lakefront Plan of Chicago does not set definite priorities for specific projects since this can only be done in cooperation with the implementing agencies and after related essential studies have been made and the public has had the opportunity to fully consider the proposals.

The strategy of program development requires an overall coordinated program approach, rather than implementation on a project by project basis, in order to assure the proper timing, location and sequence of each improvement and activity proposal. The Lakefront Plan is based upon factual information, professional judgment and policy examinations to assure its realism and significance. However, specific problems and proposals will require detailed study, planning and refinement in order to properly evaluate them and to determine the most appropriate direction to take in the development of the lakefront.

Implementation of the Lakefront Plan requires intergovernmental cooperation and assistance at all levels. A comprehensive approach as advocated in the plan must be undertaken in order to carry out even minimal plan objectives. Improvement and activity program costs should be equitably shared among the responsible governments.

Planning and Implementation

The realization of the Lakefront Plan requires the establishment of a process which will produce the necessary commitments to coordinate and guide future development. The process would include the following organized activities:

- —Adoption of lakefront policies
- —Continuing studies, analysis, monitoring and evaluation
- —Programming public improvements
- —Citizen participation
- —Guiding development.

Adoption of Lakefront Policies will provide the fundamental guidelines for decisions regarding the propriety, timeliness, scale and order of all public or private development proposals. They serve as the basic reference point for planners, developers, public bodies, community groups, private interest groups, and others concerned with maintenance and future development of the lakefront.

Those policies, with detailed criteria, will be used in determining whether or not specific lakefront development proposals are desirable.

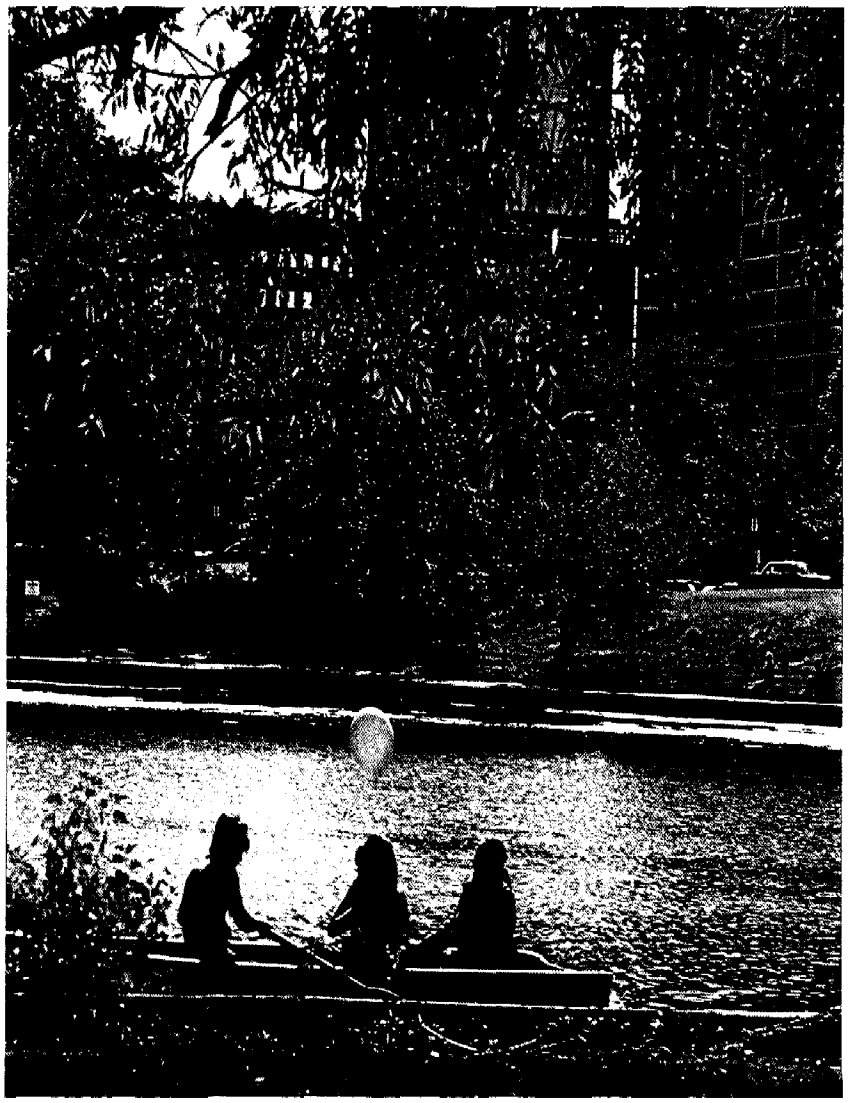
Continuing Studies, Analysis, Monitoring and Evaluation should provide records of performance and effectiveness for the entire process and provide the basic data for refining and updating the Lakefront Plan. Periodic reports on the status of the Lakefront Plan should be shared with all interested parties—public and private.

Programming Public Improvements involves the identification and evaluation of all recommendations for the purpose of selecting specific projects for implementation. As the Lakefront Plan is further studied and refined, these development proposals will then be incorporated into Chicago's Capital Improvements Program.

This program relates capital expenditures to a soundly formulated long range plan for needed public improvements within a capacity to finance them on a sound fiscal basis. It also provides a timetable for accomplishing improvements in existing facilities as well as for constructing new facilities.

A technical subcommittee of the Capital Improvements Program Committee will be

Rowing in the lagoons is one of the more popular user-fee activities in Lincoln Park.



established to focus on lakefront programs. This subcommittee will also interrelate activity programming with the capital program for the lakefront.

Citizen Participation in the future development of Chicago's Lakefront will be brought into the process in many ways, both formally and informally. Since the earliest days of the City, citizen activity has continuously introduced a valuable perspective into lakefront planning and development proposals. Individual and group interests should remain strong and should be encouraged to participate in future lakefront development. New or expanded controls on lakefront development should encourage the participation of individuals and groups concerned with the lakefront.

Hearings will be held by appropriate public bodies including the Chicago Plan Commission, the appropriate committees of the Chicago City Council and the Chicago Park District. These hearings will cover:

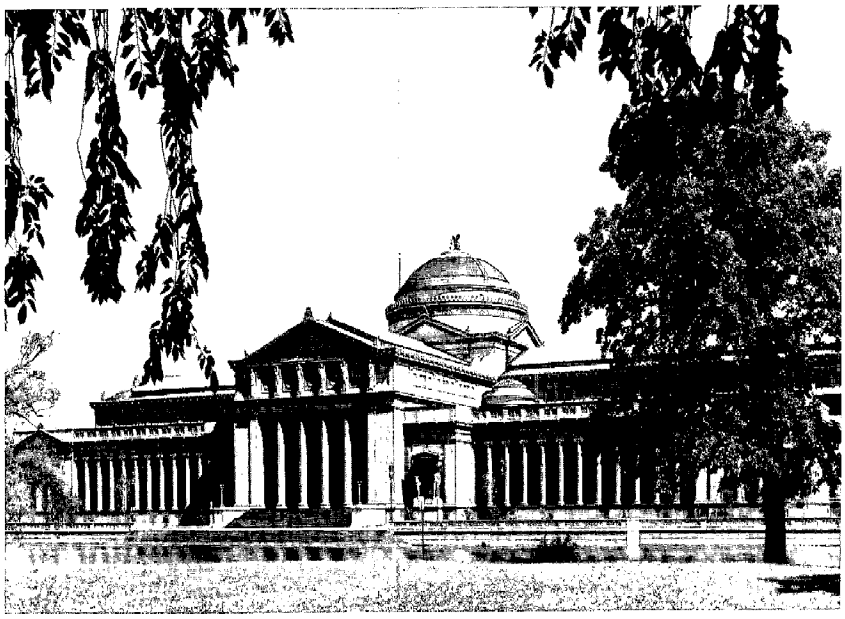
1. the Lakefront Plan itself,
2. all changes and revisions to the Lakefront Plan,
3. all proposals for development on the Lakefront, and
4. development control and other pertinent ordinances and legislation.

Guiding Development. The basic responsibility for guiding the lakefront development process should be vested with the Lakefront Coordinating Committee which was responsible for developing the Plan. Representation on this committee would continue to include the General Superintendent of the Chicago Park District, the Mayor's Administrative Officer and the Commissioner of Development and Planning. This committee would coordinate planning efforts, establish priorities and guide the future development of the lakefront. Basic staff support for this committee will be provided by the Department of Development and Planning.

It is also recommended that, through City Ordinance, a formal process be established for testing proposals for development within a lakefront district against the policies and recommendations of the Lakefront Plan and additional detailed criteria derived from those policies and recommendations. The testing would involve a review of whether each proposal adequately responds to a broad range of concerns. For example, does the proposal:

- —recognize the need for pedestrian access to and from the lakefront area at appropriate locations;
- —contribute to a sense of openness and have minimal impact on vistas to the lakefront from the adjoining urban edge;
- —complement existing or potential development in the lakeshore park zone and the water zone;
- —have no harmful environmental or ecological impact;
- —emphasize the provision of recreational space and facilities on-site in private developments so that an extraordinary local use of lakefront park space does not occur;
- —include participation of the developers in the provision of public facilities such as roadways, pedestrian passageways, utilities, bridges, etc. in those instances where a specific development proposal would necessitate new facilities.

The Museum of Science and Industry borders a lagoon in Jackson Park at 57th Street. The present marble structure replaced an architecturally similar plaster structure erected in 1892 for the World's Columbian Exposition.



Fiscal Policy

The key to financing new improvments and expanded recreational services as envisioned in the Lakefront Plan lies in intergovernmental cooperation and participation by all concerned public and private agencies.

Chicago ranks lowest of all cities over 500,000 population in terms of ratios of its over-all debt to both assessed and full valuation. This enviable position has been achieved through sound fiscal management.

The funding of lakefront improvement projects and activities cannot be considered independently of Chicago's other needs. The demands placed on the property tax dollar for maintaining other essential public services and for financing high priority projects in the City's capital program impose constraints on local funding options. Chicago's lakefront facilities and recreational programs serve a major leisure time need for the entire metropolitan region. The major burden for meeting these needs, however, has been borne by the City of Chicago and the Chicago Park District.

In order to carry out the Lakefront Plan and related essential study efforts, a multiple approach to intergovernmental sharing of costs must be pursued. All levels of government should be called upon to participate and make available financial resources and other assistance necessary to achieve the objectives and recommendations set forth in this plan. Nongovernmental sources of funds and assistance can also play a role in the development process.

The types of assistance to be sought include technical, advisory, research and special services, as well as funds for planning, design, construction, staffing and maintenance and operation.

Federal interest has been expressed in participating in large scale recreational developments and water pollution control measures whose scope is of regional or national significance. Therefore, the Federal government should be expected to support a much higher percentage of lakefront recreational and water quality improvements.

Ways and means should be devised to take advantage of unique opportunities as they arise. Events such as the National 1976 Bicentennial observance could provide the basis for added permanent cultural and recreational facilities.

While the basic principle remains that the use of lakefront parks and beaches should be free for all, consideration should be given to charging a user fee for certain specialized activities. Other options to be investigated include public-private agreements whereby debt incurred would be retired by revenues produced by the facility or concession operations.

Potential Sources of Assistance

Federal

- Department of Agriculture
- Department of Commerce
- Department of Defense
- Department of Health, Education & Welfare
- Department of Housing & Urban Development
- Department of Interior
- Department of Labor
- Department of Transportation
- Economic Development Administration
- Environmental Development Administration
- Environmental Protection Agency
- General Services Administration
- Great Lakes Basin Commission
- National Endowment for the Arts
- National Foundation of Arts and Humanities
- National Science Foundation
- Office of Economic Opportunity
- President's Council on Physical Fitness and Sports
- Smithsonian Institute
- Water Resources Council

State and Local

- State of Illinois
- Cook County Forest Preserve District
- Cook County
- Metropolitan Sanitary District
- Chicago Park District
- Chicago Transit Authority
- City of Chicago
- Public Building Commission of Chicago
- Chicago Urban Transportation District

Nongovernmental

- Professional Organizations
- Civic and Community Associations
- Educational and Cultural Institutions
- Foundations, Individuals, and Corporations

Continuing Studies

The lakefront plan proposals involve science and technology in a broad range of disciplines. The proposals have been made on the basis of sound study, but, as has been emphasized, the exact designs of island development, shoreline modification and erosion control require specific studies of the natural forces of the Lake, the specific problems unique to Chicago lakefront development and the relationship of any development to navigation and shipping. Similar questions arise in connection with how best to finance the improvements and the necessary maintenance that would result.

The following studies suggest the areas in which important inquiry should be organized. They are listed under four major types of lakefront improvements. The range of these studies indicates the necessity for organizing a substantial research capability as a principal priority in lakefront improvement.

Contests for young people sponsored by the Mayor's Reachout Program are a part of the varied summertime activities that take place on the city's beaches.

Expansion of the Park Base and Control of Erosion. Studies should focus on:

- —methods of controlling erosion,
- —costs and methods of acquiring land and riparian rights,
- —the potential impact of various engineering and design alternatives on the ecology and the natural forces of the lake,
- —effects of developments on navigation and shipping, and
- —methods for minimizing disruption and inconvenience during construction of park improvements.

Development and Improvement of a Wide and Balanced Variety of Facilities, Spaces and Activities. Studies should focus on:

- —location of regional and water oriented activities and facilities, activity clusters and activities to be provided in each cluster,
- —the need for and the feasibility of particular user-fee facilities and possible public-private leasing arrangements,
- —recreational needs and analysis of park

usage,
—the siting, and accessibility of cultural institutions,
—the appropriate redevelopment of Navy Pier and the immediate surrounding area,
—historical designations, and
—the design of all park improvement elements.

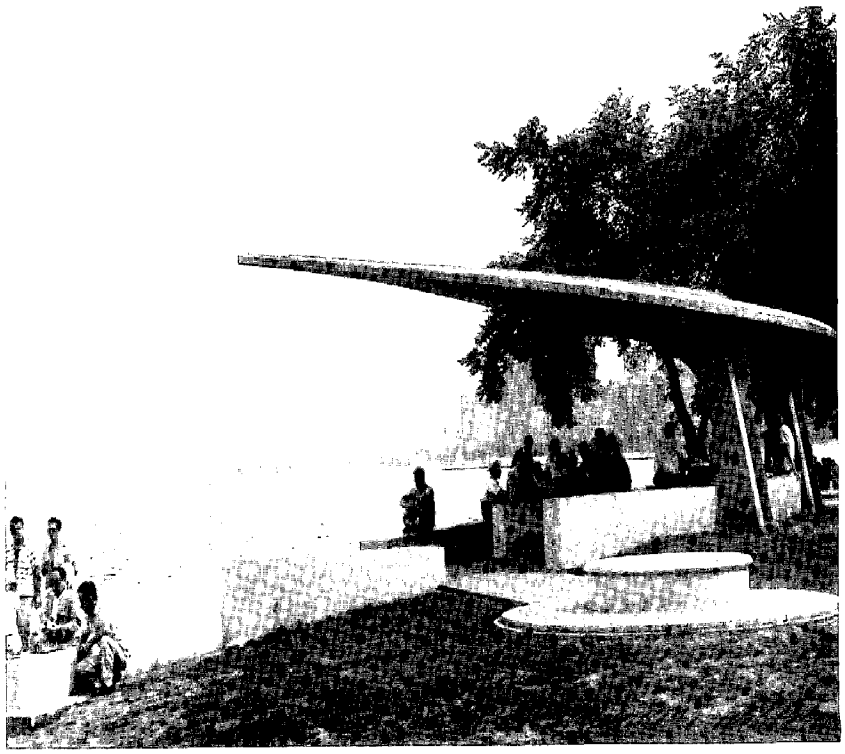
Improvement of Access to and Circulation Within the Lakeshore Parks. Studies should focus on:
—ways of minimizing the disruption of the park during Lake Shore Drive alterations,
—the parking problems generated by intensely used lakeshore park facilities, and
—ways of linking the community to the park through landscaped connections with community circulation patterns.

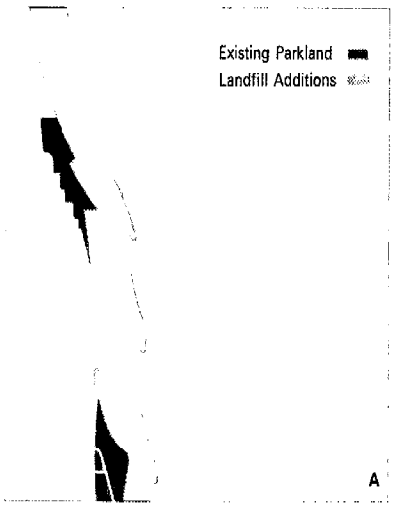
Provision of Basic Support Services and Necessary Controls. Studies should focus on:
—alternative ways for financing park services and programs,
—methods of improving water quality,
—lakefront development control alternatives,
—methods for maximizing personal safety, and
—maintenance and management procedures.

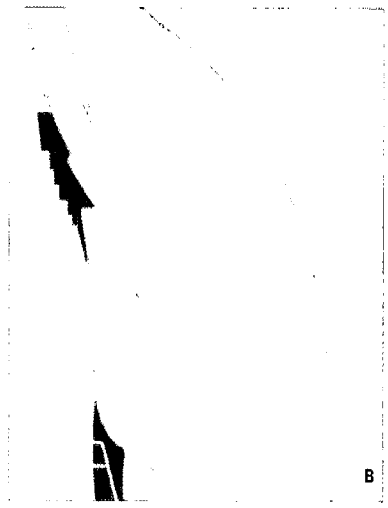
Inventories. Elements requiring ongoing inventory and monitoring include:

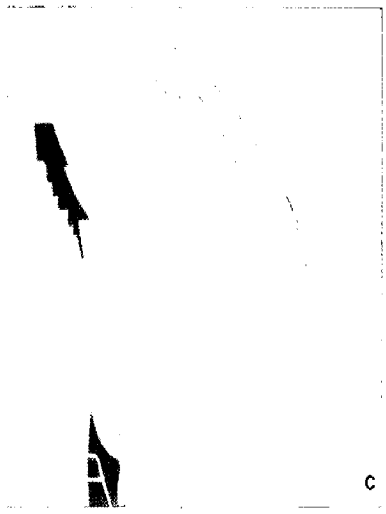
—detailed mapping of fills, soils, and geology of Lake Michigan; all possible landfill materials and opportunities and the advantages and disadvantages of each; and beach improvements and erosion problem areas.
—indoor, outdoor, seasonal and year round activities and facilities including an up to date survey of area preferences; user fee facilities (existing, newly developed and needed); private facilities offered by them; all landscaping improvements; and water quality levels within each lakefront sector.
—vehicular and pedestrian problem movements; areas of congestion; all roadway, parking and associated improvements, accident and other problem generators.

The popular Chess Pavilion at North Avenue and the Lake was donated by a prominent local manufacturer. Senior citizens and persons preferring less strenuous sport frequent the facility.









Alternative Development Approaches

The Lakefront Plan focuses on one out of many possible approaches to lakefront development. Three examples of basic alternative development approaches follow:

Alternative A expands the park base through shoreline extension. This landfill would complete a continuous public shoreline, add new parkland and strengthen the shoreline to withstand erosion.

Alternative B includes breakwater construction and shoreline extension and creates sheltered water areas which increase shore protection and provide opportunities for small boating, swimming and fishing.

Alternative C includes the development of islands as well as shoreline extension. This approach provides an extensive amount of new off-shore parkland, creates additional areas of sheltered water and provides further shoreline protection.

A sound and realistic lakefront development program will apply these alternative approaches to each lakefront area according to the needs of that area and the opportunities for development there.

Landfill Opportunities (10 Year Period)

Programs	Potential Fill Available Cubic Yards	Potential Acres
Chicago Urban Transportation District		
• Distributor Subway	1,500,000	15— 30
• Loop Subway	3,000,000	40— 60
Metropolitan Sanitary District		
• Underflow Plan	45,000,000	700— 900
Other Sources to be Considered	18,000,000	300— 400
	TOTAL . . . 67,500,000	1,055—1,390

Program Development

Program development is a process which identifies a broad range of improvement objectives, relates them to each other in a schedule and provides an approximate measure of costs. The development process is dependent upon a number of variables which must be broadly viewed in terms of short and longer range planning objectives.

Development program elements in each sector of the lakefront should be coordinated to maximize positive impact on adjacent communities. This will call for special sensitivity in coordinating the various types of improvements relating to accessibility.

Some activities can be accomplished over a relatively short period of time, such as: acquisition of certain properties and riparian rights, protection from erosion, provision of shoreline extension, breakwater constructions, upgrading and expanding park facilities, and some improvements along segments of Lake Shore Drive. Activities concerned with construction of islands and related facilities will take longer to complete and are subject to greater uncertainties.

An important resource considered in formulating the program is the landfill material that will become available from construction of the "deep tunnel" flood control project of the Metropolitan Sanitary District and from the central area subway project. These projects will provide extensive quantities of excavation materials suitable for shoreline extension and for the construction of islands. If this unique opportunity is to be captured, it is essential to schedule and provide the containment bulkheads well in advance to receive the landfill material as it becomes available.

The strategy for park development calls for a logical order of projects. The exact order in which they are to be initiated depends on what various studies may recommend and on practical considerations such as the availability of funds and fill material. It is necessary to be alert to projects that have multiple benefits, such as landfill that prevents erosion and adds to park space while creating sheltered water and providing the basis for future island development. All proposals should be carefully evaluated to interfere as little as possible with the continuous full use of the parks.

Development Objectives

Program Description	Short Range Goals Units	Middle & Long Range Goals Units	Total Units Added	Existing Facilities
Park Expansion & Shoreline Protection				
• Acquisition:				
South Shore Country Club	58 Acres	—	58 Acres	
Scattered Sites	40 Acres	—	40 Acres	
Riparian Right	15,000 Feet	—	15,000 Feet	
• Breakwater Construction	8—10 Miles	6—8 Miles	14—18 Miles	6.2 Miles
• Lakeshore Extension & Islands	800—1,400 Acres	1,600—2,200 Acres	2,400—3,000 Acres	2,945 Acres
• Sheltered Water	2,000 Acres	4,000 Acres	6,000 Acres	1,270 Acres
Park Oriented Facilities				
• Develop Activity Clusters, Picnic Areas, Tennis Courts, Ball Fields, Bicycle Paths, & General Park Improvements & Upgrading, Etc.	Continuous Service and Facility Improvements		—	—
• Construct Horse Stable, Ring & Bridle Paths	1 Stable	—	1 Stable	—0—
• Construct Community Oriented Recreational Facilities	8	—	8	21
Water Oriented Facilities				
• Improve and Expand Harbors	750 Mooring Spaces	250 Mooring Spaces	1,000 Mooring Spaces	2,500 Mooring Spaces
• Construct New On-Shore Harbor	750 Mooring Spaces	250 Mooring Spaces	1,000 Mooring Spaces	
• Construct Off-Shore Harbors in Connection with Land Forms	500 Mooring Spaces	2,500 Mooring Spaces	3,000 Mooring Spaces	
• Construct Boat Launching Ramps	6 Launching Ramps	3 Launching Ramps	9 Launching Ramps	9 Launching Ramps
• Develop Boat Rental and Charter Facilities	2 Boat Rental	2 Boat Rental	4 Boat Rental	1 Boat Rental
Beaches				
• Replacement & Expansion of Existing Beaches	3 Miles	2 Miles	5 Miles	5.3 Miles Sand Beaches and 1.4 Miles Paved Swimming Areas
• Develop New Beaches	4 Miles	6 Miles	10 Miles	
Accessibility Improvements				
• Construct Land Bridges over Lake Shore Drive	2 Land Bridges	2 Land Bridges	4 Land Bridges	—0—
• Pedestrian Bridges (New & Improved)	10 Pedestrian Bridges		10 Pedestrian Bridges	11 Pedestrian Bridges
• Public Transportation (Extension of Bus Lines, Mini-Buses, Etc.)	Continuous Service and Facility Improvements			
• Develop Park Mall Links between Lakeshore Parks and Adjacent Communities	Development			
• Develop Chicago River Bank Esplanade East of Michigan Avenue	Development			
Navy Pier—Develop for Recreational Use	Development			
Underground Parking Garages	3,700 Spaces	1,100 Spaces	4,800 Spaces	5,671 Spaces
Lake Shore Drive				
• Improvements at Various Locations	5.5 Miles	—	5.5 Miles	
• Randolph St.—Michigan Ave. to Lake Shore Drive	0.5 Miles	—	0.5 Miles	
• Wacker Dr. Extension—Beaubien Ct. to Lake Shore Drive	0.5 Miles	—	0.5 Miles	
• Columbus Drive, Monroe St. to Ontario St.	0.9 Miles	—	0.9 Miles	

V. LAKEFRONT DEVELOPMENT CONTROL

Historic Perspective

Existing Control Mechanisms

Proposed Lakefront Development Controls

A major issue affecting the future of Chicago's Lakefront focuses on guiding and controlling public and private development at and in proximity to the Lakefront. New municipal legislation and the augmentation of existing legislation are recommended.

The responsibility for the control of Lakefront areas in the region should rest with local government, with the Federal and state governments being prepared to support local efforts.

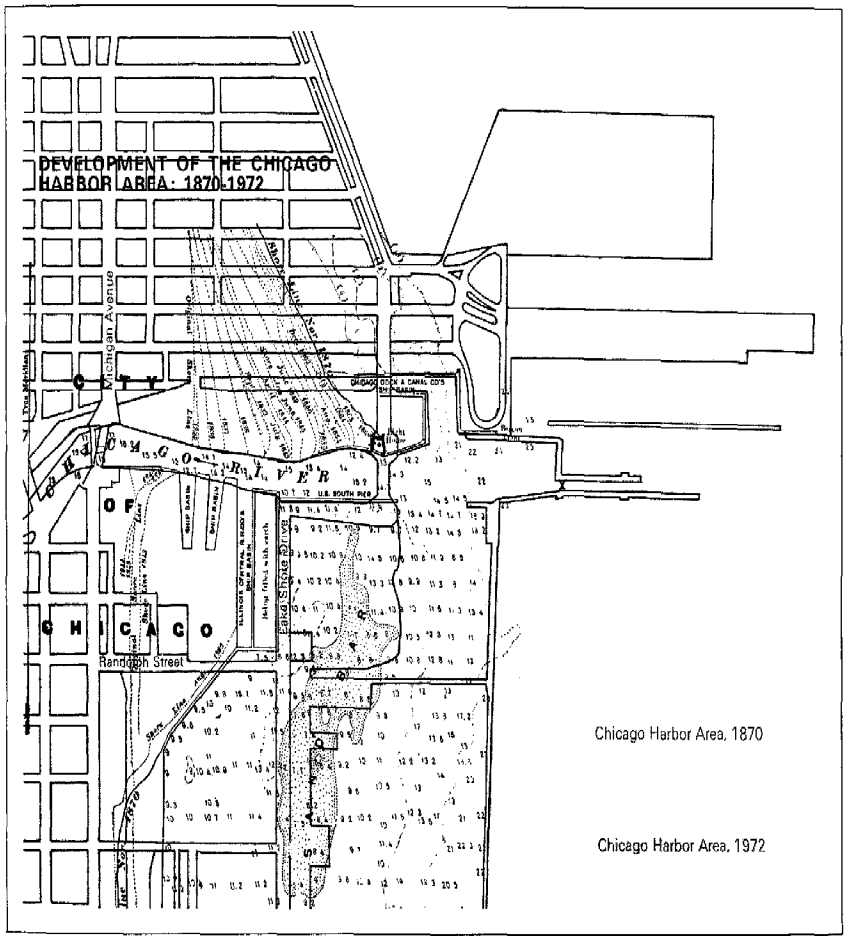
Historic Perspective

In the 1830's the Commissioners of the Illinois and Michigan Canal designated the area east of Michigan Avenue from Madison Street to 11th Place as open ground on which there was to be no building. And the Federal government designated a portion of old Fort Dearborn, that part bounded by Michigan Avenue, Randolph Street, Lake Michigan and Madison Street, as public ground which was not to be occupied by buildings. Both of these areas became Lake Park which later became part of Grant Park.

In 1852 the City passed an ordinance granting a right-of-way to the Illinois Central Railroad east of Michigan Avenue between Randolph Street and Roosevelt Road and requiring the Railroad to construct breakwaters in an attempt to protect the shoreline from erosion between those two streets.

In 1869 the Illinois Legislature passed a bill known as the "Lakefront Act," which provided for the acquisition by the Illinois Central and other railroads of that part of Lake Park north of Monroe Street from the city, granted to the Railroad ownership of all submerged lands for a distance of one mile into Lake Michigan, and authorized the City Council of Chicago to provide necessary local ordinances and to accept payment for the above-mentioned acquisition of Lake Park land. The City Comptroller refused to accept the first payment for the acquisition of Lake Park land, thereby repudiating the privilege granted by the Legislature and refusing to accept the act as binding on the City. Subsequently, the Supreme Court of the United States denied the right of the Legislature to make the extensive grant of submerged land to the Railroads and further denied the right of the Legislature to deny previously adjudicated rights to property owners abutting Lake Park on the west. The legislature repealed the Act in 1873.

Between 1890 and 1911, through a series of four court actions, A. Montgomery Ward, a prominent businessman, established the rights of property owners on the west side of Michigan Avenue between Randolph Street and 11th Place to an open and unrestricted view of the park lands



and the lake to the east of Michigan Avenue. These court actions remain in effect today and are popularly known as the Montgomery Ward decisions.

The 1909 *Plan of Chicago* established a model for much of the city planning of the Twentieth Century. The plan also established principles and designs which were the basis for much of the subsequent development of the lakefront.

In 1919, the City of Chicago, the South Park Commissioners and the Illinois Central Railroad entered into a contractual agreement known as the Lakefront Ordinance to create land through landfill and to control immediate and future development of the lakefront area between the Chicago River and 67th Street.

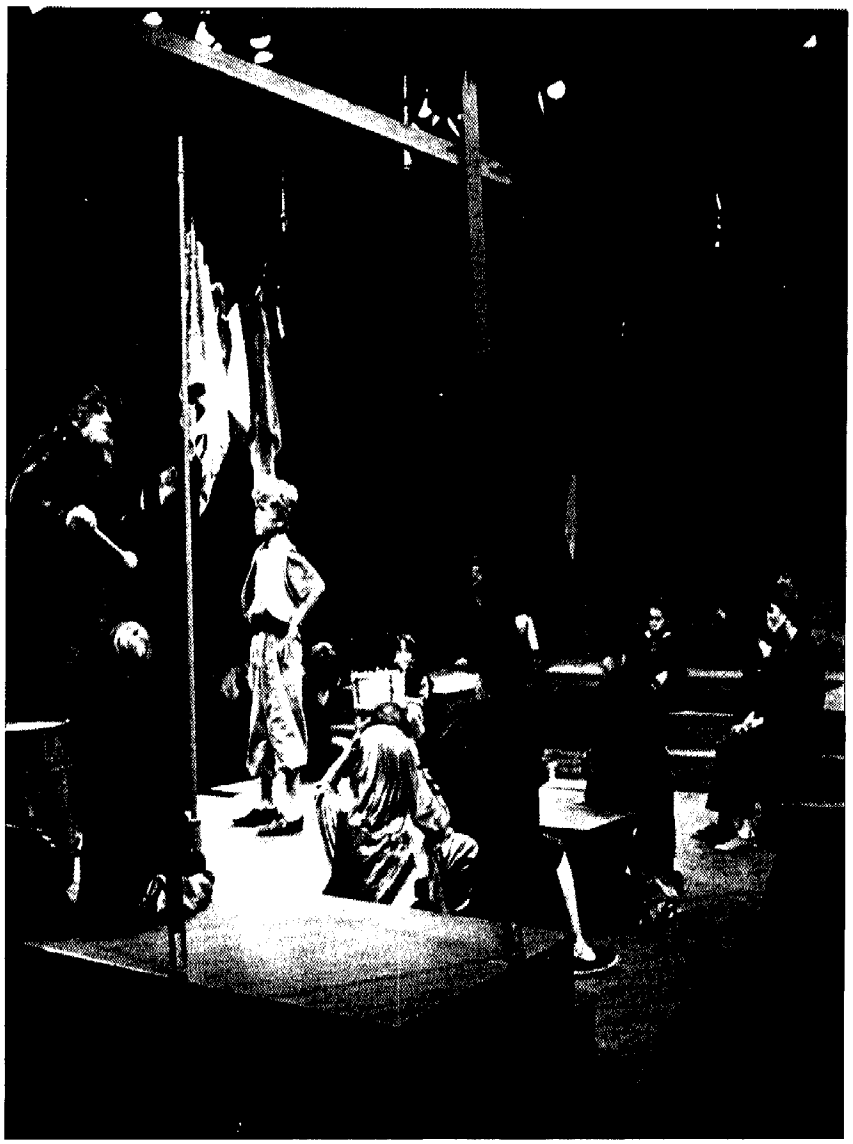
This ordinance defined the concept of a Lakefront which included private areas as well as public areas and established the first public controls on private development in the vicinity of the Lakefront.

In 1923 a city-wide zoning ordinance was adopted by the City of Chicago and has been periodically revised since then. All of the public and most of the private portions of the Lakefront are now zoned for residential development, a basic control that has kept much noxious development away from the open spaces.

In 1929 the Lakefront Ordinance was amended to authorize the subdivision of the Illinois Central Railroad's Randolph Terminal properties with a grid street pattern. The Railroad was encouraged to "improve, utilize and develop this real estate for non-railroad uses."

In 1966 the Illinois Supreme Court resolved certain issues over ownership of the air rights above the Illinois Central's properties. The Railroad proceeded with plans to develop those air rights north of Randolph Street. In 1968, the City of Chicago issued guidelines for the development of the Randolph Terminal Air Rights properties, and in 1969 an amendment to the Lakefront Ordinance and a Planned Development Ordinance which stipulated the basic character and responsibilities for development of the Randolph Terminal properties were approved.

The Theatre-on-the-Lake at Fullerton is one of the most popular attractions in Lincoln Park. For a small admission price theatre goers can see popular shows like *Oliver* while enjoying the cool lake breezes.



Grant Park is the locus for many of the Chicago Park District musical events. Square dances are held near the symphony band shell at the southern end of the park.

Existing Control Mechanisms

Past actions aimed at guiding and controlling the development of the Lakefront have been effective, but they have been applied only to certain areas and selected issues. For example, the Montgomery Ward decisions and the Lakefront Ordinance apply to only portions of the lakefront.

All public improvements and development proposals at the Lakefront are reviewed by the Chicago Plan Commission under the Inter Agency Planning Referral Act, but this review is only advisory. Lakefront development proposals, both public and private, are reviewed by the Zoning Administrator under the provisions of the Chicago Zoning Ordinance. However, these city wide controls do not adequately recognize the unique nature of the Lakefront area and are of limited value in guiding and controlling the development of the Lakefront.

Proposed Lakefront Development Controls

A Lake Michigan and Chicago Lakefront Protection Ordinance is proposed to establish procedures whereby designs and development proposals for physical changes to real property would be reviewed within the context of established goals, objectives, principles and policies for the Lakefront.

This approach to control of development is based on the recognition of the Lakefront as a special place, a unique resource for the people of the city and the region requiring special protection. This is related to the Home Rule powers of the city and is also readily seen in the powers granted by Sections 11-48.2-1-7 of the Illinois Municipal Code, which Sections refer to the "Preservation of Historical and Other Special Areas." Particular reference is made therein to the power municipalities shall have to designate areas or places having special community or aesthetic value and "to impose regulations governing construction, alteration, demolition and use, and to adopt other additional measures appropriate for their preservation, protection, enhancement, rehabilitation, reconstruction, perpetuation or use . . . ."

The proposed Lakefront Protection Ordinance would control development at Chicago's Lakefront by regulating the issuance of building permits and the acquisition

and disposition of property within a Lakefront Protection District. The Lake Michigan and Chicago Lakefront Protection District would consist of three zones: the Off-Shore Zone, the Public Use Zone, and the Private Use Zone. The Off-Shore Zone would include the waters of Lake Michigan in the State of Illinois which lie south of the north city limits. The Public Use Zone includes all public lands and facilities at the Lakefront—parks, roads, schools, street-end beaches, filtration plants, etc. The Private Use Zone extends landward from the Public Use Zone.

As the Lakefront Protection Ordinance is currently drafted, the Chicago Plan Commission is the central administrating body. Private and public interests alike would submit plans, designs and proposals for physical changes to the Plan Commission for review within the context of an official Lakefront Plan. The Plan Commission would determine whether or not the proposal, design or plan conforms to the lakefront policies and would approve or disapprove of the plan, design or proposal.

All building permit applications would be conveyed to the Plan Commission for review and approval. Any public agency proposals for acquiring or disposing of land would be similarly conveyed to the Plan Commission. The Plan Commission would schedule public hearings on each permit application or proposal. The Commissioner of Development and Planning would convey his recommendations, those of the Commissioner of Environmental Control and any others, to the Plan Commission.

It is anticipated that this ordinance would have the effect of encouraging development in accord with the principles and recommendations of the Lakefront Plan.

In the examination of the community zone it is clear that concerns for the community environment are only partly based in a relationship with the Lakefront and its parks. The community impact of developments whether measured in terms of population density, traffic intensity, effect on local schools and parks, or demand on utilities presents a set of questions which may require new methods of evaluation and control.

This environmental concern is frequently greatest in areas that are in close proximity to the Lakefront; however it would be inappropriate to attempt to respond to all of these concerns through a Lakefront Protection Ordinance. A separate regulatory control concerning community environmental quality is also proposed. A Lakefront Protection Ordinance and additional legislation related to community environmental impact, reinforcing and complementing existing codes and regulations, should serve to ensure the highest quality environment on the lakefront and adjoining communities.

Significant Events in the History of Chicago's Lakefront

1836	Commissioners of the Illinois and Michigan Canal Company designated the area east of Michigan Avenue between Monroe Street and 11th Place as open space.
1839	United States Government subdivided the lands of Fort Dearborn and designated the area east of Michigan Avenue between Randolph and Monroe Streets as open and clear of buildings.
1847	City of Chicago officially designated the space extending 400 feet east of Michigan Avenue between Randolph Street and 11th Place as "Lake Park".
1852	Illinois Central Railroad granted a right-of-way east of Michigan Avenue and extending from Randolph Street to 11th Place.
1850's	Construction by the Illinois Central Railroad of trestle and terminal facilities for railroad operations and breakwaters for shoreline protection.
1856	Underground sewer system installed throughout the city; streets were raised and the sewer system connected to the River.
1860-1870	Water intake cribs were constructed two miles offshore. The Illinois and Michigan Canal was redredged to reverse the flow of the Chicago and Calumet Rivers so that sewage emptied into the River flowed away from Lake.
1864	Lincoln Park was established and the city cemetery was relocated.
1869	The State Legislature established three independent park Commissions—the south, west and north districts.
1869	The State Legislature, in the "Lakefront Act," granted rights to Illinois Central Railroad to acquire part of Lake Park and the submerged lands one mile into Lake Michigan from its right-of-way on the lakefront.
1871	The Great Fire.
1873	The State Legislature repealed the 1869 grant to the I.C.R.R. following litigation.
1874	Calumet Harbor was developed as a heavy industry area and bulk port facility.
1874	Jackson Park, the Midway and Washington Park were designed by Fredrick Law Olmsted, and Washington Park was developed.
1889	The Metropolitan Sanitary District was established for the purpose of ensuring the quality of the Lake Michigan drinking water supply.
1890	A. Montgomery Ward began litigation to establish open character of Grant Park.
1892	Construction of the Art Institute.
1893	Columbian Exposition and World's Fair: the Midway and Jackson Park completed. The Fine Arts building later became the Museum of Science and Industry.
1893	Academy of Science (Matthew Laflin Memorial Building) was built.
1900	Sanitary and Ship Canal completed.
1904	Interceptor sewer system completed.
1909	Daniel Burnham's *Plan of Chicago*.
1911	Fourth and final "Montgomery Ward Decision" related to the issue of open space rights in Grant Park.
1912	Construction of the Field Museum of Natural History.
1916	Construction of Navy Pier.
1919	Lakefront Ordinance—agreement on Lakefront development, Chicago River to 47th Street, among the City, the South Park Commission, and the Illinois Central Railroad.
1910-1920	Development of Lincoln Park-Fullerton Avenue to Addison Street.
1920-1930	Development of Lincoln Park-Addison Street to Foster Avenue. Development of Burnham Park and Northerly Island-Roosevelt Road to Jackson Park.
1923	Citywide zoning ordinance established.
1924	Soldier Field completed.
1925	Construction of Shedd Aquarium.
1928	Construction of Adler Planetarium.
1929	Randolph Terminal Amendment to the 1919 Lakefront Ordinance.
1930-1940	Development of Rainbow Beach-73rd Street to 79th Street.
1931	Present Chicago Historical Society building constructed.
1933	Century of Progress World's Fair in Burnham Park.
1934	Consolidation of South, West and North Park Commissions into the Chicago Park District.
1937	Centennial Bridge on Outer Drive at Chicago River dedicated by President Franklin D. Roosevelt.
1946	*Preliminary Comprehensive City Plan of Chicago* published.
1947	Meigs Field constructed on Northerly Island.
1947	South Water Filtration Plant at 76th Street completed.
1950-1960	Development of Lincoln Park-Foster Avenue to Hollywood Avenue.
1960	Original McCormick Place completed.
1964	Central Water Filtration Plant at Ohio Street completed.
1964	*Basic Policies for the Comprehensive Plan* published.
1966	*Comprehensive Plan of Chicago* published.
1966	Illinois Supreme Court determined issues of Illinois Central Railroad ownership at Randolph Terminal properties.
1967	Original McCormick Place destroyed by fire.
1968	Guidelines for development of the Randolph Terminal railroad area published.
1968	City Ordinance passed controlling harbor pollution from pleasure craft.
1969	1969 Randolph Terminal Amendment to the Lakefront Ordinance and the Randolph Terminal Planned Development Ordinance were approved.
1969	Harbor Pollution Control Ordinance passed.
1971	Second McCormick Place completed.
1971	Detergent phosphate levels controlled by City Ordinance.

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General Superintendent
Chicago Park District

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The illustrative plan of the lakefront was designed and prepared by Dwight S. Scott.

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