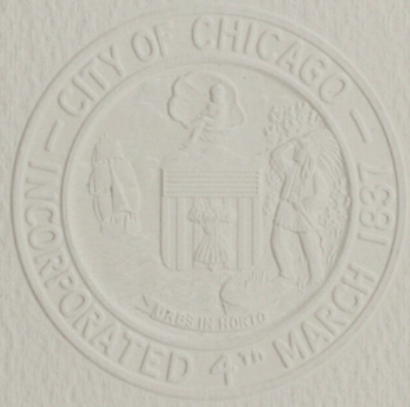
The Comprehensive Plan of

CHICAGO



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The Comprehensive Plan of Chicago

Department of Development and Planning

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City of Chicago, Richard J. Daley, Mayor

John G. Duba, Commissioner of Development and Planning

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INTRODUCTION

The Comprehensive Plan of Chicago provides the means by which the people of Chicago through their elected representatives can define effective programs for achieving their goals for the future. The plan contains four major parts:

—The Quality of Life, the philosophy and strategic objectives of the Comprehensive Plan.

—The Planning Framework, a summary of population, economy, and land use trends and a statement of principles for metropolitan development.

—The Policies Plan, planning policies for the seven systems or planning elements and the over-all structure of Chicago.

—The Improvement Plan, the strategy for Chicago's development through achievement of the major improvement targets set for the next 15 years.

A city has many kinds of plans—for parks, streets, social services, and utilities, and for specific areas. The Comprehensive Plan encompasses these plans and provides a means of relating them to each other. But it is more than the sum of these components, because it is a unified vision of the future of Chicago.

The Policies Plan section of the Comprehensive Plan is derived largely from the report *Basic Policies for the Comprehensive Plan of Chicago,* presented for discussion and review in 1964. The basic policies have been studied by citizens and public officials, and modifications have been made. These general guidelines have been used in shaping the Policies Plan section, which also includes a number of subjects not covered in the 1964 report. The Improvement Plan, which identifies methods of implementing these policies, is a major new element in this report.

There are two staff study documents which provided the essential supporting materials for drafting the Comprehensive Plan: *Conditions and Trends,* the main body of factual information and analysis underlying the plan, including studies for population, economy, and land; and *Analysis of City Systems,* background on the basic elements which comprise the city, such as industry, education, and transportation.

The broad principles of the Basic Policies report have been widely discussed and now incorporated into the Comprehensive Plan. The 1964 document was widely distributed to community organizations, newspapers, radio and television stations, public libraries, schools, and hundreds of individuals. A series of regional meetings was held throughout the city to explain the policy proposals.

The newspapers, radio, and television gave excellent coverage to the report. Many organizations and individuals presented comments and suggestions on the basic policies, including a number of thoughtful written analyses. On the whole, citizen response showed substantial support for the policies presented in the 1964 report. Many people wanted to know what the policies would mean in more definite terms at specific locations of the city. In most cases they accepted the fact that working out specific details would come later, after full citizen reaction to the basic principles. Most criticism was from groups and individuals who expected the policies plan to be more like the traditional "block-by-block" master plan, which it was not intended to be.

Here in Chicago, the policies planning approach is being used to present information and preliminary recommendations for the city and then to refine this material through the joint efforts of citizens and public officials. This represents a new approach to planning for major cities—by involving citizens in the process of formulating goals and arriving at policies and programs to accomplish them, and by defining a policy framework which permits flexibility in programming of projects while focusing the city's resources on achievement of the chosen goals.

THE QUALITY OF LIFE

The Challenge and the Response

Today the challenge to the people of Chicago is to move toward a vision of what the future city can be—a metropolis that serves people; strengthens family life; offers full individual opportunity; is free from blight, ugliness, and poverty; and leads in new ideas, social progress, industrial production, and artistic achievement.

To improve the quality of life—by enlarging human opportunities, improving the environment, and strengthening and diversifying the economy—is the fundamental goal of the citizens of Chicago for the city's future. Their aspiration is for a better life, a wider variety of economic, social, and cultural opportunities for each individual. But to attain these hopes, urgent needs must be met. Young people must be educated, family living conditions must meet rising expectations, and the cycle of poverty and deprivation must be arrested.

The city seeks to meet basic social commitments—attaining freedom *from* poverty, ignorance, and discrimination—so that the values of a democratic society—freedom *for* self-development, expression, and participation—become real and operable for each individual.

The magnitude of need over a long-term period is great. To meet this need it will be necessary for Chicago to continue to expand financial investment in both public and private development programs, to strengthen its administrative capacity to act, and to develop new techniques and expand professional skills.

The people of Chicago have demonstrated their capacity and willingness to respond effectively to such challenges in the past. They rebuilt the city after the Great Fire and worked to achieve the grand design of the Burnham Plan. To respond to today's challenge requires a renewed commitment on the part of citizens, business firms, and private organizations, as well as government.

The Mayor and City Council of the City of Chicago have responsibility for leadership as the body of officials elected by all the people of Chicago. This responsibility includes:

—setting goals for the whole city, with the broadest effective involvement of all the people in Chicago,

—approving comprehensive plans and programs for attaining the city's goals, and

—coordinating activities of public and private agencies whose functions are related to the social, economic, or physical programming required to achieve the city's goals.

As the central city of the metropolitan area, Chicago's plans and programs have a major effect on the future of the region. Chicago will continue to cooperate with other governments in following agreed-upon principles for unified development of the metropolitan area.

Although the role of city government has been expanded greatly in recent years, it is still limited in relation to the scope of action required. The city has been called upon to participate in a wider range of activities in response to the increasing complexity of urban society and rising levels of expectation. City government is now responsible for much more than good municipal housekeeping. It is vitally concerned with providing leadership and support for private activity centered on such issues as economic development, the housing market, and equality of opportunity.

In all instances, the responsibility of city government is to take actions and make proposals that are of greatest benefit to the city as a whole, balanced with the needs and desires of the individual community and of city-wide interest groups. City government needs effective communication in order to make the best decisions. It is especially important to maintain lines of communication at all times so that both public officials and citizens can have the greatest possible mutual understanding.

The Comprehensive Plan envisions an improved quality of life for all Chicagoans, derived from a wide range of actions directed toward both human welfare and physical order.

Its proposals are designed to achieve two basic human objectives:

—individual *capability* to act, assured by essential standards of the physical and social environment, and

—individual *opportunity* for variety, range of choice, and personal advancement.

Three qualities of physical development have been recognized as necessary to attain these human objectives:

—a high order of *accessibility* to a variety of jobs, social opportunities, and cultural and educational facilities,

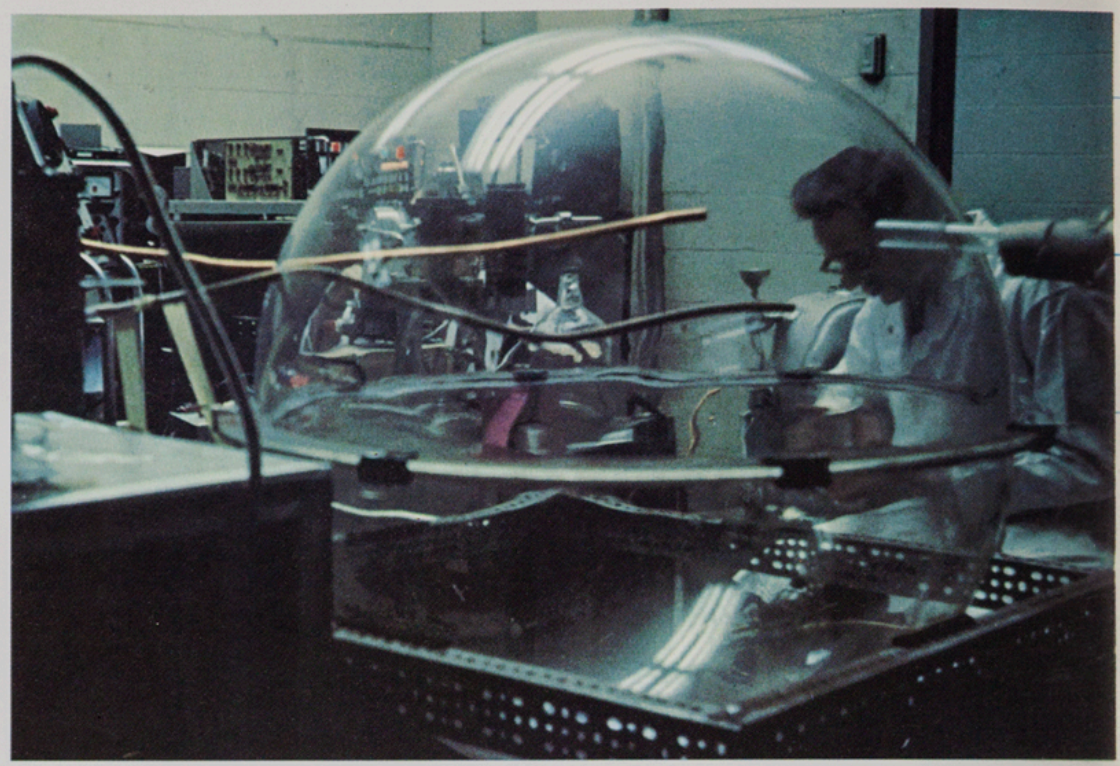
—the *quality of environment* which produces personal satisfaction and a sense of community pride and identity, and

—*efficiency* of order and relationships which result in the maximum benefit from public and private investments.

The Comprehensive Plan is presented as both a vision of the future and a vehicle by which citizens and government can be guided to act together in responding effectively to the challenge of building a great city.

The plan indicates the ways in which Chicago will use its local resources and leadership in order to achieve its goals, in some cases independently and whenever possible in conjunction with other government agencies.

Achieving the goals of the city will depend greatly upon the initiative and participation of private investors, organizations, and governments other than the City of Chicago.



Strategic Objectives

A long-range comprehensive plan must consider the complete spectrum of needs and aspirations for all people of the city, but an effective shorter-range development program must focus on particular objectives selected because of their immediate importance. Long-range goals must be constant, but flexibility in detailed programming is essential for adjustment in the face of changing standards and technology.

To provide the necessary focus of long-range policies for action programs, a set of strategic objectives has been determined. The broad planning and development requirements relevant to each of these objectives are summarized as follows:

1. Family Life and the Environment
2. Expanded Opportunities for the Disadvantaged
3. Economic Development and Job Opportunities
4. Moving People and Goods
5. The Proper Allocation of Land
6. Unified City Development

Strategic Objective One:

Family Life and the Environment

A healthy city must be a good place to live, as well as to make a living. It must be attractive to families with growing children, as well as to young unmarried people and older couples. Many things influence a family's attitudes toward living in the city—among them the quality of schools, neighborhood institutions, nearby parks and shopping, police and fire protection, cultural activities, and the purity of water and air, as well as the quality and size of the housing unit itself.

Chicago has many fine neighborhoods for family living. Most are well-established communities, but others are still growing with new homes added every year.

The Comprehensive Plan provides for expanded use of measures to bring all of the city's housing supply and residential areas toward contemporary standards. Those sections of the inner city that are now deteriorated would be rehabilitated and some areas rebuilt. Two particular areas, near the Central Business District, offer special potential for rebuilding with much of the housing suited to families with moderate incomes. Many residential areas would be modernized and maintained through accelerated programs for rehabilitation, conservation, and code enforcement.

A high quality of education is a major objective of parents for their children as well as a vital community objective. The higher education system would be greatly expanded with new senior and junior colleges, and there would be a substantial expansion of the grade school and high school system.

To create interesting and attractive centers of community life, a system of community business centers combining libraries and other public services and social activities with shopping would be encouraged. The number of recreation facilities would be greatly increased, especially in areas that are now underserved. These actions can foster the community spirit vital to maintenance and improvement of neighborhood quality.

All families must be free to seek an environment which they believe will better satisfy

their needs. To assure equal opportunity for all people throughout the metropolitan area, Chicago will press for adoption of state and area-wide policies that will guarantee freedom of access to housing, educational and recreational facilities.

Other plan proposals that are especially important to the total residential environment would increase city-wide and regional efforts to reduce air and water pollution and continue improvement of public safety.

Strategic Objective Two:

Expanded Opportunities for the Disadvantaged

Because of limitations of income, health, education, or experience, many individuals and families are not able to take advantage of opportunities offered by the city. A vicious cycle is imposed on successive generations when children's education and hopes are limited by poverty in their homes.

Chicago has already undertaken extensive programs to arrest poverty and improve living conditions for low-income people through the urban opportunity programs, education and job training, public housing, merit employment, social services, and various community improvement efforts. Reducing the effects of poverty and eventually eliminating them are essential not only for those who are poor but also for the attainment of broad goals for the city as a whole. Basic health, housing, and educational needs must be met. Equally important are the opportunity for individual achievement and the capability to participate in the activities of the city.

Generally, poverty and deficient housing are concentrated in the same areas of the city and metropolitan area. Coordinated and intensified social action and physical improvement efforts through comprehensive, in-depth programs for specific areas of the city are needed. Programs should be defined which would confront the complete range of problems in these areas with needed improvements and services including job training, health centers, parks and recreation, housing improvements, and human relations activities.

To achieve the coordination of programs essential to this objective will require new administrative procedures and extensive personnel training programs. Developing the staff capabilities required and determining the appropriate function and program role for public and voluntary institutions will be a major task. The city government can and will encourage, lead, and coordinate such efforts.

The effective pursuit of these policies and programs would produce special benefits for all Chicago residents. Developing the capabilities of people now living in poverty would enable them to achieve higher income levels, to share in the opportunities of a great city, and to contribute to the expansion of those opportunities.

Strategic Objective Three:

Economic Development and Job Opportunities

The dynamic industrial and business economy of Chicago continues to thrive because of its location at a focal point of world trade routes and because of Chicago's expanding role as a regional capital. Programs for economic development must select and emphasize the key opportunities to build upon the city's economic potential.

Metropolitan population growth creates the need for expanded employment opportunities in the face of automation and other labor-saving programs. Nation-wide economic changes and technological developments have reduced the importance of manufacturing as a provider of new jobs, though it remains vital to income levels and productivity in the city. The city is fortunate in having characteristics which will encourage job growth in non-manufacturing activities such as services and finance.

Changing technology has presented Chicago with new opportunities for commercial development. At the same time, much of the city's industrial plant, built decades ago, has become deteriorated or technologically out-of-date.

To take advantage of Chicago's growing role as a center of commerce and finance, the high accessibility and environmental quality of the central area would be strengthened. Industrial renewal would aid private development in areas that are now obsolete or deteriorated. The job training and vocational and adult educational programs would aid economic development by assuring a supply of skilled employees, in addition to helping many Chicagoans attain better jobs.

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Chicago will cooperate with other communities and the State of Illinois to maintain the competitive air, rail, highway, and water transportation position of the metropolitan area. Cooperative effort is also required to maintain and expand recreational and cultural amenities and higher educational resources basic to economic strength.

Strategic Objective Four:

Moving People and Goods

Chicago is a regional center of air, rail, highway, and water transportation which reaches to all parts of the nation and the world. The metropolitan transportation system of transit, commuter railroads, and expressways is unexcelled in service. However, population growth in the metropolitan area creates a need for expanded transportation facilities. An efficient and convenient transportation system is necessary for healthy, attractive residential areas, as well as for economic development.

A system of high accessibility corridors will be the basis for transportation policy in the Chicago area. These corridors are now, or would be in the future, served by both high-speed public transportation (Chicago Transit Authority or private railroads) and by expressways or major streets.

The corridors provide a framework for locating business areas, high-density housing, office centers, industrial districts, major institutions, and other intensive uses which would benefit from such highly accessible sites. In turn, locating these traffic generators in the corridors would strengthen and make efficient use of transportation lines. Increasing the capacity of transportation lines in the corridors and on the major street system generally would also help to reduce through traffic in residential neighborhoods.

A high level of accessibility to concentrations of activity is a key objective for the metropolitan area as a whole. Chicago will participate in selective improvement of each transportation system to perform its unique functions. The city will also cooperate in guiding intensities of development to achieve efficient and livable patterns.

Strategic Objective Five:

The Proper Allocation of Land

Chicago's basic pattern of land use and transportation is logical. Land uses are in most instances appropriately related to the lakefront, rivers, and major transportation routes. The major adjustments required or desirable over the next 15 to 20 years involve rebuilding of central city areas and substantial additions to park, playground, and school sites. In most sections of the city, desirable changes from one land use to another are relatively limited in area. But there are tremendous opportunities to improve or create new urban environments while still retaining the present function of an area.

The amount of land devoted to housing would be increased by using vacant land and by converting some non-residential property. Regional recreation space would be expanded by lakefront landfill and by adding large recreation spaces in outlying parts of the metropolitan area. The problem of meeting the demand for increases in land for new junior colleges and high schools would be partially relieved by compact, intensive site development and by coordinating placement of these institutions with public parks, which can provide recreation space for students. Land in existing industrial districts would be used more efficiently through public and private redevelopment. Unneeded local street rights-of-way would frequently be suitable for parks and walkways or for shopping malls.

Making available an adequate supply of land and appropriate sites for all of the new facilities required is a major coordination problem for a built-up city like Chicago. Some reallocation of land staged over a period of time is necessary to achieve desirable development patterns without excessive dislocation.

Strategic Objective Six:

Unified City Development

The people of Chicago now confront major issues which can only be resolved by continued and coordinated private and public efforts. Present practices and procedures provide a base of experience which must be expanded and improved.

The process of coordinating public and private physical facilities has been developed through inter-agency referrals, zoning, and the Capital Improvements Program. In economic development, progress has been made in coordinating public facilities with private investment in shopping centers and industrial districts, especially through urban renewal and capital improvements programming. Voluntary cooperation has accomplished a substantial coordination of social service activities.

In recent years new techniques have been developed for achieving cooperation and improvements in support of local community objectives. Voluntary neighborhood associations, many with full-time staff, have been established. Through the city's urban renewal and urban opportunity programs local community councils have been established. Special commissions coordinate public and private activities in support of industrial development, cultural growth, and programs directed at major social issues.

Most coordination of physical, economic, and social programs has been on a project-by-project basis. But increasingly agencies are using broader approaches covering entire communities. University groups experimenting with new methods, as well as public and private organizations which apply these techniques, can all make important contributions toward meeting major issues more effectively.

The Development Area planning procedure has been established as a means of coordinating public and private activities for maximum effectiveness within large areas of the city. This approach encourages effective citizen involvement in the planning process. The findings and preliminary recommendations on each of the 16 Development Areas will be used as a basis for discussions among city officials and private groups. These discussions will develop fuller understanding of issues, policies, and programs and provide a better basis for making decisions, resolving differences, and arriving at a development policy for each area.

The Quality of the Environment

Being in a great city is a unique and stimulating experience, different from being in any other kind of place. The city's greatness must be clearly perceptible and understandable to the people who live, work, and visit there. The entrances into the city by highway, rail, or air must be distinctive. The city's central area, large parks, and other major activity centers must convey their importance through their visual impact.

Variety and contrast in types of neighborhoods, recreation, entertainment, housing, architectural style, and intensity of activity are essential to a great city. The city is a blend of the everyday and the unique, the old and the new, the personal and the abstract. It is the warm, friendly atmosphere of a familiar neighborhood, as well as the grandeur of the Civic Center or the lakefront skyline. This diversity provides excitement and interest for the individual during different moods and times of his life and offers opportunity for choice to many different kinds of people.

The Local Environment

As a person traveling through the city approaches his home, he passes a certain subjective boundary within which is his neighborhood or his community, as he sees it. At this point details of the environment become very important—the quality of the nearest elementary school, the volume of traffic on a local street, the state of repair of nearby residential buildings, the locations of a supermarket, church, fraternal organization, and playground.

Details of design also become very important within the local area. The appearance of buildings, streets, and parks within the neighborhood can encourage pride and a willingness to work for further improvements. The interrelationships of various parts of the community—for example, the way streets and walkways lead to community activity centers—can provide a sense of orientation and identification on the local level.

On the local scale of the urban environment are the places and things that people see and use as they go about the everyday activities common to all human societies—going to work, visiting and shopping near home, participating in religious and civic organizations, finding entertainment. Here the emphasis is on the familiar and the comfortable. The most important design qualities are those which assure a visually pleasant, secure, satisfying, and comfortable environment for daily activities; which convey a sense of place and identity; and which provide centers for participation in local activities.

Planning on the local scale necessarily involves many more detailed considerations than planning at the city-wide or regional scale. The boundaries which people see as

circumscribing their neighborhood are highly subjective and variable, and it would not be possible to divide the city with a set of boundaries that would be satisfactory to everyone. The Development Areas are not intended to establish limits of individual activity or interest. Rather they are defined in order to be large enough to accommodate a wide range of facilities and opportunities, but small enough to allow planning with citizens to improve the environment on a relatively detailed scale.

The Comprehensive Plan recommends various ways of improving the quality of the local environment. These proposals would be achieved for all residential, commercial, and industrial areas over a period of time, using the Development Area planning approach to define and coordinate public and private activities.

The park-mall, woven into the fabric of many residential areas, would join together their various parts and connect them with local centers of activity—the business center, schools, and recreation facilities which are a part of the mall itself. Schools and park sites would be joined, for the sake of economy as well as to provide a more widely used and accessible focal point. The city's older business centers would be rehabilitated so that they become attractive, efficiently designed, and competitive with new outlying shopping centers. Shopper-oriented public facilities, such as health centers and library branches, would locate in or near the community business centers.

Major streets serve several important functions relative to local areas. They channel through traffic away from local streets, establish boundaries within which residential areas can function, provide access to and from the community, and at intersections offer locations suitable for high-intensity activities. The plan's proposal for improving the design and appearance of major streets would also make them more capable of fulfilling these functions.

Industrial area improvements would include not only needed expansion space and transportation facilities for industrial plants but also landscaping and tree planting to improve the appearance of both the industrial area itself and nearby residential communities.

Urban Design

The City of Chicago has already committed itself to a high standard of urban design.

The lakefront parks, boulevard system, and forest preserves are priceless scenic resources which the people of the Chicago area have developed and guarded through time. In more recent years major improvement projects—such as the University of Illinois Chicago Circle Campus and the Carl Sandburg Village and Hyde Park-Kenwood urban renewal projects—have contributed to the city's environment through excellence in site design. The new Civic Center building and plaza and the fountains and park alongside the water filtration plant also represent a commitment to high quality in public works.

These are public activities that contribute to improving the environment. The character of the city—visual, social, and economic—is greatly affected by a multitude of private decisions by individual building owners, business firms, citizens' groups, and other organizations. The city's responsibility is to provide guidance on matters of environmental improvement and to demonstrate through the quality of public buildings, spaces, and facilities the city's continuing commitment to excellence.

Beauty and compatibility are also essential design qualities at the regional scale. Special care should be taken to preserve and enhance those features and environmental qualities which are important to the metropolitan area as a whole—for example, the lakefront, architectural landmarks, historic buildings and areas. The design and location of major regional facilities, particularly parks and transportation lines, should make a maximum contribution to the beauty of the area.

The Regional Environment

The regional scale of the environment consists of buildings, monuments, shopping streets, amusement areas, landmarks, and scenic attractions which make a great city unique. These are the features that tourists are most likely to visit and that residents mention most often when they are asked what things about their city are most important or recognizable. The regional scale, then, is composed of design elements which are generally associated with the city or the metropolitan area as a whole, rather than with the particular place where a person lives or works. Here, the most significant design qualities are those which convey a sense of the history, importance, and uniqueness of the city.

Legibility—the clear visual expression of each functional part of the metropolitan area—is a key principle for improving the physical environment at the regional scale. The region's major features are evident—the Central Business District and other activity centers, lakefront, waterways, park system, industrial corridors, and concentrations of high-intensity housing. The visitor seeing Chicago from an approaching plane for the first time already has a sense of the city's size, importance, and general layout.

To the person traveling through the area by car, train, or foot, legibility is especially important. For the individual to relate himself to a vast and complex metropolis, he needs to know what kind of an area he is in, what he is approaching, and where he is relative to the total area. The Central Business District, medical centers, university campuses, and other major activity centers should be clearly visible and recognizable from a distance along the transportation routes leading to them. Continuous or regularly spaced elements of urban form—major streets, expressways, industrial corridors, rail lines, and belts of park land—should serve as points of reference and orientation to the person crossing them and strengthen the sense of moving through varying parts of the metropolis.

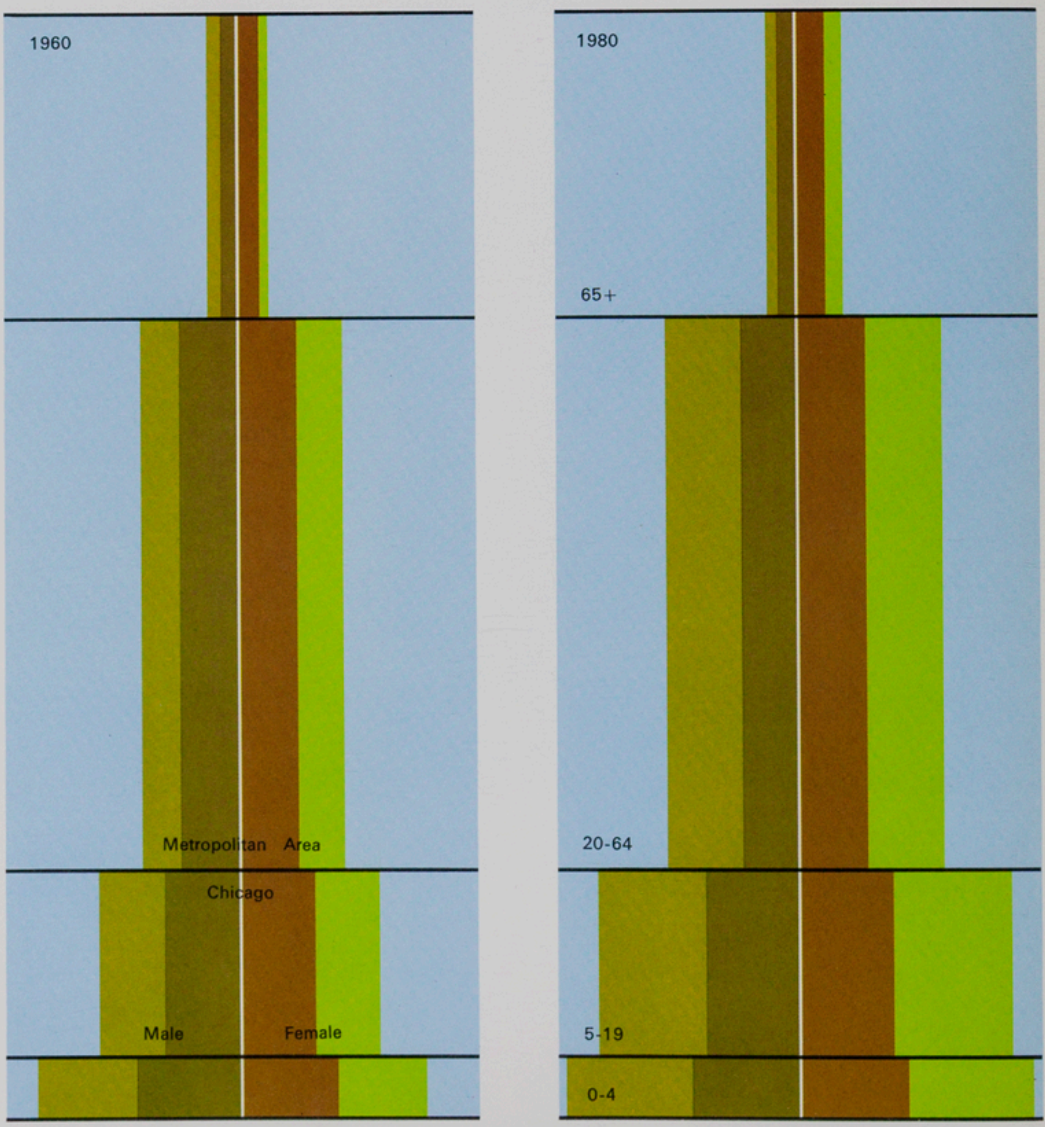
The Comprehensive Plan is directed toward improving the quality of the environment on both scales, the regional and the local. It is concerned with beauty as well as efficiency, and with maximum individual opportunity as well as basic essential standards of public and private services. For example, the plan seeks not only a well-ordered transportation system, but greater comfort for passengers—weather-protected bus shelters and train stations, frequent service, and adequate seating on trains and buses.

The quality of the environment as a means of improving the quality of life involves social and economic as well as physical considerations. A major goal of the Comprehensive Plan is to broaden human opportunities, and this also must occur on two scales. On the regional level the unique advantages and activities that exist here because Chicago is a major world city must be made readily available to all residents. And within the local community the widest possible opportunities for a variety of individual and group activities must be assured.

THE PLANNING FRAMEWORK

Population of the City of Chicago and the Standard Metropolitan Statistical Area By Age Groups

	1960		1980		Per Cent Change 1960-1980	
Age Group	Chicago	Metropolitan Area	Chicago	Metropolitan Area	Chicago	Metropolitan Area
Elderly 65+	346,575	534,991	398,000	753,000	+14.8	+40.8
Working Age 20-64	2,016,605	3,435,336	1,971,000	4,614,000	− 2.3	+34.3
School Age 5-19	806,552	1,538,248	1,013,000	2,360,000	+25.6	+53.4
Pre-school 0-4	380,672	712,338	390,000	895,000	+ 2.4	+25.6
Total	3,550,404	6,220,913	3,772,000	8,622,000	+ 6.2	+38.6



Major findings and basic policies to guide planning for Chicago's development are presented in two parts.

The first part, Trends and Basic Development Policies, summarizes the main conditions, changes, and policy considerations relating to Chicago's population, land, and economy. This factual information and analysis of issues, published separately in more detail, has been used as a base for determining strategic objectives as well as defining the policy and program recommendations of the Comprehensive Plan.

The second part, Metropolitan Development, describes the city's role within the Chicago region, identifies principles that should be used to guide metropolitan development, and proposes lines of action on which Chicago and other governments should cooperate.

The basic policies underlying this Planning Framework are derived from *Basic Policies for the Comprehensive Plan,* refined as a result of public discussion and further staff study. The metropolitan implications of the Comprehensive Plan have been analyzed and developed in consultation with representatives of both the Northeastern Illinois Planning Commission and the Chicago Area Transportation Study.

Trends and Basic Development Policies

Population

The city's policies affecting the amount of housing in the city and the quality of the residential environment can influence the future size and characteristics of Chicago's population. Population projections extending present trends should not be considered a picture of an inevitable future. This plan uses forecasts based partly on the size and characteristics of the present population, partly on trends, and partly on assumptions about the effectiveness of the city's policies and programs.

Population forecasts prepared for the Comprehensive Plan are based generally on the assumptions that in the six counties of Northeast Illinois: birth rates will continue to decline while death rates remain the same, net migration to the metropolitan area will continue at its present level, and population of the city will increase somewhat as a result of action to improve the quality of the residential environment in Chicago.

These forecasts indicate the following changes for the six-county area between 1960 and 1980:

—Total population for the area would rise nearly 40 per cent over the 1960 total, to 8,600,000.

—This gain would be fairly evenly distributed among all age groups. The under-20 group would grow by 45 per cent (to 3,250,000), the 20-64 age group by 35 per cent (to over 4,600,000), and the 65 and over group by 40 per cent (to 750,000).

—The area labor force would grow by more than one million persons, to 3,650,000.

—The non-white population in the area would grow to about 1,890,000 persons, more than double its present size. Most of this growth would be due to natural increase, rather than to in-migration.

—The number of households in the area would grow by 30 per cent, to 2,475,000. Reversing the trend of recent years, average household size would increase because of the large number of families with young children.

For the City of Chicago, the forecasts indicate the following changes over the 20-year period:

—Total population would rise slightly, to 3,770,000.

—Most of this growth would come in the under-20 age group, which would rise 20 per cent, while the number of elderly persons (65 and over) would rise about 15 per cent. The 20-64 year old group would decline about 2 per cent by 1980 because of out-migration and the continuing effects of the low birth rates in the 1930's.

—The city's labor force would drop to slightly less than the 1,590,000 total in 1960 because of the decline in the 20-64 group.

—The city's non-white population would grow more slowly than that of the whole metropolitan area, but by 1980 it might reach 1,540,000.

—The number of households in the city might decline slightly, although average household size, in keeping with trends in the area, would increase.

These forecasts indicate that Chicago's total population will probably not change greatly from what it is today over the next 10 to 20 years. The proposals of the Comprehensive Plan would cause some changes in the population size, frequently temporary, in various parts of the city. In some communities an increase in park space would necessarily re-use land now occupied by residence and reduce population. In other areas the introduction of higher-density housing types at selected locations would increase the population.

One critical element indicated by the forecasts is that the City of Chicago must adopt policies which will maintain the proportion of its younger, middle-income families. Without them, it would be increasingly difficult to maintain the sort of harmonious balance and diversity of interests and people that characterize Chicago now and that are the very essence of a great city.

Improving the environment as recommended in the Comprehensive Plan could be expected to attract the moderate increase, from 3.5 to about 3.7 million by 1980, indicated in the population forecasts. It would be possible for the city to accommodate eventually up to 4 million people without great changes in land use patterns and without overburdening community facilities.

Ever since its beginning in the last century, Chicago has been a major port of entry for immigrants from Europe. Its many neighborhoods provided homes, schools, and social institutions through which newcomers passed to take advantage of the wider opportunities which the city offered. Since World War I not only has immigration continued from Europe but there has also been large-scale migration from the rural areas of the South, white and Negro, and more recently from the island of Puerto Rico.

The new in-migrant population has generally been accommodated in the older residential areas like other immigrants before them. But the rise in status through education and employment has been far short of expectations, and access to improved housing has been restricted by discriminatory practices throughout the metropolitan area. There is need for area-wide action to establish freedom of residence and movement for all families.

Policies for the Accommodation of Population

It is the policy of the city to plan for a diverse, harmonious population. The city

will seek to bring about substantial changes in current trends and conditions, to reduce future losses of white families while accommodating the growth of the non-white population under the fair housing policy adopted by the City Council.

The growing non-white population in the Chicago area will mean that many dwellings now occupied by white families and many additional dwellings built in areas which are now predominantly white will be occupied by non-white families in the future. If current trends were to continue, non-white families would be accommodated through massive transition, mainly in areas adjacent to non-white neighborhoods.

The city will seek to change these trends and to achieve harmonious, stabilized neighborhoods attractive to families of all races and creeds. This has been increasingly accomplished in urban renewal areas, through cooperation between the city and citizens.

The city will use redevelopment and conservation programs to achieve better racial balance in those neighborhoods threatened by massive transition. This will include local improvement programs to encourage families to remain in the neighborhood and to attract new families. The continuation of non-discrimination policies in conservation and redevelopment areas will help in achieving this critical objective, as will city and state policies aimed at assuring freedom of housing choice.

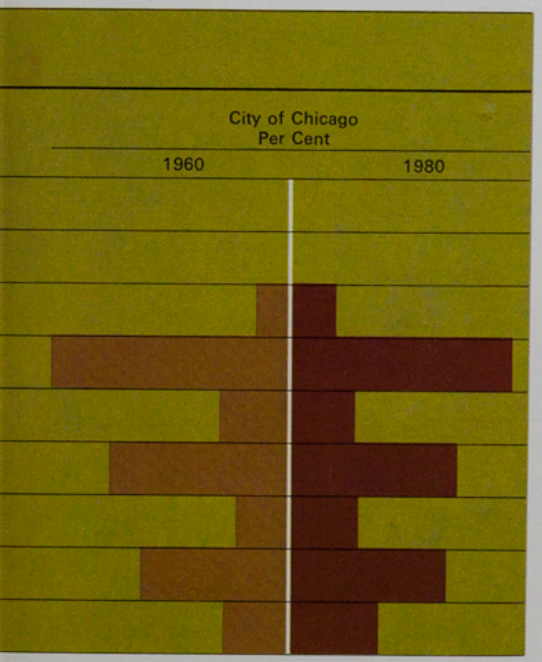
The city, in proposing these policies, is determined that Chicago shall continue to be a city for all peoples. To achieve this goal, the city must offer a wide range of housing, in different kinds of neighborhoods and at different densities. It must insure that there is the broadest possible choice of housing cost and type to meet the needs of people of differing incomes and requirements, including low-income families and the elderly.

Economy

The economic development of Chicago and the metropolitan area is closely linked to the rate of national growth. Based on estimates of future labor force and productivity, an increase of 92 per cent in the U.S. Gross National Product is projected for the period 1960 to 1980. National employment is expected to grow by 48 per cent and per capita personal income by about 40 per cent.

Past and Projected Distribution of Employment by Industrial Categories

	Chicago Metropolitan Area (8 Counties)		City of Chicago	
	1960	1980	1960	1980
Total Non-Farm	100%	100%	100%	100%
Mining	.3	.2	—	—
Contract Construction	5.1	7.1	4.4	4.7
Manufacturing	33.7	33.0	30.4	28.5
Transportation, Communication, Public Utilities	7.6	6.7	8.2	7.6
Wholesale and Retail Trade	21.9	21.2	22.4	21.3
Finance, Insurance, Real Estate	5.7	4.7	7.0	7.8
Services	17.1	17.4	19.4	19.7
Civilian Government	8.5	9.6	8.1	10.4



For the Chicago area and the city the outlook is for continued growth but at somewhat lower levels than the national average. Under the projections prepared for the Comprehensive Plan, employment in the eight-county area would rise by 1980 about 26 per cent over the 1960 total, to 3,700,000. Within the city itself the number of jobs could be increased by effective programs to 1,975,000, an increase of 8 per cent.

Manufacturing. Manufacturing is expected to continue to dominate the economic scene in the city and area by 1980, but at relatively lower levels. The number of manufacturing jobs in the metropolitan area would increase by about 237,000. Those in the city would grow slightly if current trends of technological change and decentralization continue. Metals industries would continue to be the leading area-wide employer in the manufacturing category, an important advantage to the area since this group is high in productivity and generates a large number of secondary jobs.

Services. Employment in services would increase significantly in Chicago, with an addition of up to 34,000 jobs between 1960 and 1980, as the city continues to assume a more specialized role in the metropolitan area economy and as its function as a regional headquarters city is strengthened. Service jobs have important advantages when compared to other kinds of employment. Trends in jobs such as those in entertainment, recreation, and the professions are little affected by technological change and thus provide an element of economic stability. Moreover, a wide variety of services is essential to the diversity, interest, and excitement of a great city. The unique character they impart helps to attract even more economic activity.

Trade. Wholesale and retail trade employment would increase substantially in the eight-county area between 1960 and 1980, largely because of the demand for new retail facilities to serve developing areas. Trade employment in the city might increase by 11,000 jobs as a result of a larger population, environmental improvement in the Central Business District, and rehabilitation of older shopping areas.

Finance. Employment in finance-insurance-real estate in Chicago is expected to increase by up to 20 per cent (25,000 jobs) during the two decades. It would represent less than 8 per cent of all jobs in Chicago, but a small increase in employment in this category could result in significant growth in secondary jobs.

Construction. In the metropolitan area as a whole construction would experience the largest percentage employment increase of any category during the 20-year period, up 115,000 jobs. This would be caused by a growing population, a rising standard of living, and the construction of new manufacturing plants. For Chicago itself construction employment is expected to grow by 14 per cent as renewal and other programs encourage a continued high rate of development and replacement.

Government. Jobs in civilian government are expected to rise by more than 35 per cent in both the metropolitan area and the city, largely because of the need for more teachers to serve the larger school-age population. The area's proportion of total jobs represented by government would increase slightly to about 10 per cent by 1980, but would still be less than the projected 15 per cent for the entire United States.

Policies for Economic Growth

Chicago, as the central city of the region, will continue to take the necessary leadership to assure that the Chicago area remains competitive with other metropolitan areas for new economic development. To maintain a reasonable share of national growth the region must maintain a high quality of facilities, services, and environment, including local and regional transportation, residential areas, public and private services, and utilities. The area as a whole must offer an ever-increasing range of cultural and recreational opportunities.

The city will work toward the goal of full employment for city residents. This policy implies some emphasis on attracting activities in which human labor and skills are more important components than mechanized or automated production. This is not a rigid choice between two alternatives but rather a matter of emphasis. In the future, employment opportunities will require a better educated labor force with more advanced job skills. This fact will put increasing demands on public educational facilities and other institutions to provide people with the abilities demanded by technical changes.

Retaining existing establishments, especially manufacturing plants, which are contemplating a move out of Chicago or out of the metropolitan area will receive high priority. Experience has shown that it is easier to retain existing firms than to attract an equivalent investment by a new firm. City resources will assist existing industrial plants, wherever necessary, to meet their expansion needs and to receive public services essential to their operations.

In attracting new firms emphasis will be placed on non-manufacturing activities such as services and research and on manufacturing activities of a non-cyclical nature. These firms do not change their employment levels sharply in response to national trends. Locations in or near the Central Business District would be attractive to many of these firms.

Land

Chicago's 227 square miles contain a variety of land uses that have developed in response to population and economic growth, technological change, and socially determined decisions. These existing patterns are not random, and they will necessarily affect greatly policies of future land use. In the years to come public decisions and restraints on investment, rather than constraints imposed by nature, will continue to be the most important determinants of land use patterns.

Transportation Land Use. Rivers and inland lakes in Chicago cover five square miles. Water shipping is of growing importance to the city's economy, with its potential enhanced by the construction of the St. Lawrence Seaway. To create new industrial and commercial sites with deep-water shipping facilities, shallow Lake Calumet will be partially dredged and partially filled. Therefore, the space occupied by water is expected to decrease.

All the streets, alleys, and expressways in Chicago occupy 54 square miles. In a typical square mile, streets and alleys occupy about 35 per cent of the total land area. The arrangement and use of this land should be changed in the future. To accommodate through traffic, buses, and trucks efficiently and to protect local streets, major routes will need to be widened and some new routes will be required. Streets will also need to be extended into presently vacant, unsubdivided land. On the other hand, community improvement programs often involve a decrease in space devoted to streets and alleys, as unneeded rights-of-way are re-used for parks, schools, and other purposes. Over-all, a slight increase in land for streets, alleys, and expressways is anticipated.

Railroad lines and yards occupy 16 square miles of land in the city, reflecting its position as the largest railroad center of the United States. Much of this land consists of downtown terminals and close-in yards established when rail passenger traffic was the predominant means of inter-city transportation. These yards are a major opportunity for new, large-scale development near the heart of the city. A reduction in the amount of land in railroad use can be expected as obsolete yards are disposed of and central yards are covered by air rights construction.

Chicago is unusual among major cities in having the principal airports of the metropolitan area within its corporate limits. Midway, O'Hare, and Meigs airports occupy about 11 square miles. It is not clear now whether more land will be required in the city, because technological changes may greatly alter airport requirements.

Industrial Land Use. Manufacturing and commerce now occupy about 19 square miles, mostly along rivers and railroad lines. Development trends in manufacturing include greater use of single-story buildings, provision of off-street loading and parking, and the use of more complex and automated equipment which results in fewer workers per acre but greater productivity per worker.

To maintain the present level of employment and achieve an equitable share of metropolitan growth a total of about 27 square miles will be needed—18 for manufacturing and nine for commercial activity.

The spatial pattern would continue to emphasize the corridor form, building near major railroad lines and elements of the expressway and major street system. The area near Lake Calumet would be a major source of land for industrial expansion.

Residential Land Use. Residential land today occupies more than 70 square miles of the city. The spatial distribution and density of residential areas have been determined by population growth, the availability of transportation, and the location of work places.

The basic residential land use pattern of Chicago is not likely to undergo drastic changes during the next 15 or 20 years, but the Comprehensive Plan calls for extensive improvements in existing areas. Only a few large tracts of vacant, unsubdivided land remain within the city limits. However, a number of important changes are anticipated. The re-use of obsolete industrial districts and railroad yards close to the center of the city would help to revitalize and repopulate the inner city. The total of new construction on vacant lots in existing neighborhoods would increase the housing supply significantly. Over-all, about three square miles of residential land is expected to be added in the city.

Business Land Use. The amount of land devoted to business uses—retail stores, offices, banks, theaters, hotels, and the like—is small in comparison to their importance to the city. About nine square miles are now devoted to business, including the concentrated Central Business District and miles of other establishments along major streets.

Changes in retailing and shopping habits are encouraging a relatively small number of specialized shopping districts in place of a much larger number of small shops. As a result, Chicago's residential areas may be better served by a smaller amount of business land grouped in clusters rather than strung along streets. There is substantial opportunity for new development in the Central Business District through more intense use of existing business land.

Recreation Land Use. Within the city limits today there are more than 11,000 acres of public recreation land owned by the Chicago Park District, Cook County Forest Preserve District, and State of Illinois. The present ratio is thus a little more than three acres per 1,000 population. This land includes the city's lakefront parks, large inland parks, smaller parks and playgrounds, and large outlying forest preserves. Outside the city there are more than 50,000 acres of forest preserves and state park land within the metropolitan area.

There is a need for increases in the amount of land devoted to local parks, expansion of lakefront parks, and substantial increases in park space outside the city.

School and Institutional Use. Today about nine square miles are occupied by schools, universities, libraries, hospitals, churches, museums, and other public buildings. Substantial additions to institutional land use

Major Land Development Components

Central Area	
Lakefront	
Inner Area	
Peripheral Area	
Industrial District	
Terminal	

This map illustrates diagrammatically the six main elements of the physical city where land development issues are strategically important to the Comprehensive Plan.

First, the continued accessibility of the central area is of great economic significance to the entire city, and the plan's recommendations are directed toward this goal. Second, the lakefront parks will be retained and strengthened as a major natural and man-made physical asset for the entire region.

The third and fourth components include the inner residential areas, where the city would make extensive physical improvements, and the peripheral areas, which would be conserved and strengthened. Industrial districts, related to transportation corridors, would be improved and expanded. The sixth component—air, rail, and water terminals—affects the city's accessibility from the exterior as well as its internal economic, physical, and social characteristics.

can be expected, to meet the need for elementary and secondary schools, an expanded city junior college and state college system, and further development of medical institutions. Most of this expansion will result from public action.

Land Development Policies

To meet the future needs of the people of Chicago and to assure orderly development, the city will seek to adjust the allocation and distribution of land devoted to various public and private uses. For example, coordinated park and school programs are essential to achieve efficient use of the limited resources of land and public funds. New technology in industry and transportation will require re-allocations of land among economic activities and transportation facilities.

City-wide patterns of land use, traffic generators, and transportation facilities will be integrated more closely, to strengthen each other and to achieve greater efficiency. The city will encourage such high-intensity uses as business centers, junior colleges, and high-density housing to locate at sites served by high-capacity routes, including both streets and public transportation lines.

The city will continue to enhance the lakefront, a unique land resource for the Chicago area, through the park system. The 20 miles of Lake Michigan shoreline in Chicago forms a dramatic meeting of the city and the water's edge.

For industry, locations that are highly accessible to the area-wide transportation system will be made available, to insure the efficient movement of goods. A variety of industrial districts served by land, water, and air transportation routes and terminals will be provided in Chicago. Another unique land resource, the Central Business District, will continue to be developed with new offices and additional cultural activities.

A major residential land development policy is to provide sufficient new land to accommodate the increased demand for single-family housing in environments which offer the advantages of being part of an important and exciting city. This will be accomplished by zoning sufficient land for residential development and by redeveloping land now occupied by non-conforming or obsolete industrial uses or used for deteriorated strip business activities.

There is a need for more variety in housing types available, as well as an increase in the housing supply, to make city residence more attractive to all population groups. In many areas public renewal programs will emphasize housing for families with children. Zoning policies will encourage more diversity of housing types in many communities.

The city will continue to encourage the up-grading of housing quality through continued rehabilitation of the existing supply, clearance of substandard and badly blighted units, and construction of new housing throughout the city. Physical improvements and social services will be concentrated and coordinated in the inner belt of older development around the central area. The peripheral areas of the city will be maintained so that they will continue to be attractive to families with children.

In implementing all of the city's policies—for accommodating the population, for economic growth, and for land development—two factors are especially important: coordination and cooperation. To meet human needs effectively, public programs of physical improvements and social services must be closely coordinated in both the planning and the action stages. Moreover, city agencies, community groups, and private investors must act together in the job of improving the environment. Enthusiastic community action and cooperation between the city and civic, religious, and business leaders are essential to create and maintain a better Chicago.

Metropolitan Development

Chicago and Northeast Illinois—Common Goals and Concerns

The six-county Northeast Illinois metropolitan area will grow by nearly two and a half million people between 1960 and 1980. This means that every five years homes must be provided for 600,000 people, jobs must be increased by 250,000, schools and parks must be expanded, obsolete buildings replaced, and efforts to preserve natural and scenic resources must be intensified. Most important, accessibility within the metropolitan area and to the nation and the world must be maintained through transportation and communications. As population size increases and the urbanized area expands, achieving these objectives becomes more difficult and complex.

Dealing with the issues that will confront the area over the coming decades will require creative planning and cooperation by the various public and private agencies serving metropolitan Chicago. The city itself will necessarily play a major role in this process. Chicago will continue to be the area's center for commerce and cultural activities, although much of the new residential and industrial development will take place outside the city where vacant land is readily available. The Northeastern Illinois Planning Commission estimates that in 1980 nearly six out of 10 jobs in the six counties will still be in Chicago, and two of these 10 jobs will be in the Chicago central area. This means that urban development would continue to be relatively compact and focused on Chicago.

Chicago and other municipalities are closely linked economically and socially, as well as physically, by transportation and utility lines. The Comprehensive Plan has been developed in a metropolitan context and recommends principles of development for the metropolitan area. Chicago advocates policies for metropolitan development which are related to basic objectives of concern to all who live in this region. To implement these policies, the city will seek to expand and strengthen its cooperative ties with other governments of the area in solving mutual problems and planning for the future.

The basic objectives in which the entire area should have a common concern are:

1. Expansion of the economy and an increase in job opportunities.

2. Improved quality and a wider range of choice in types of housing, recreation, jobs, and education.

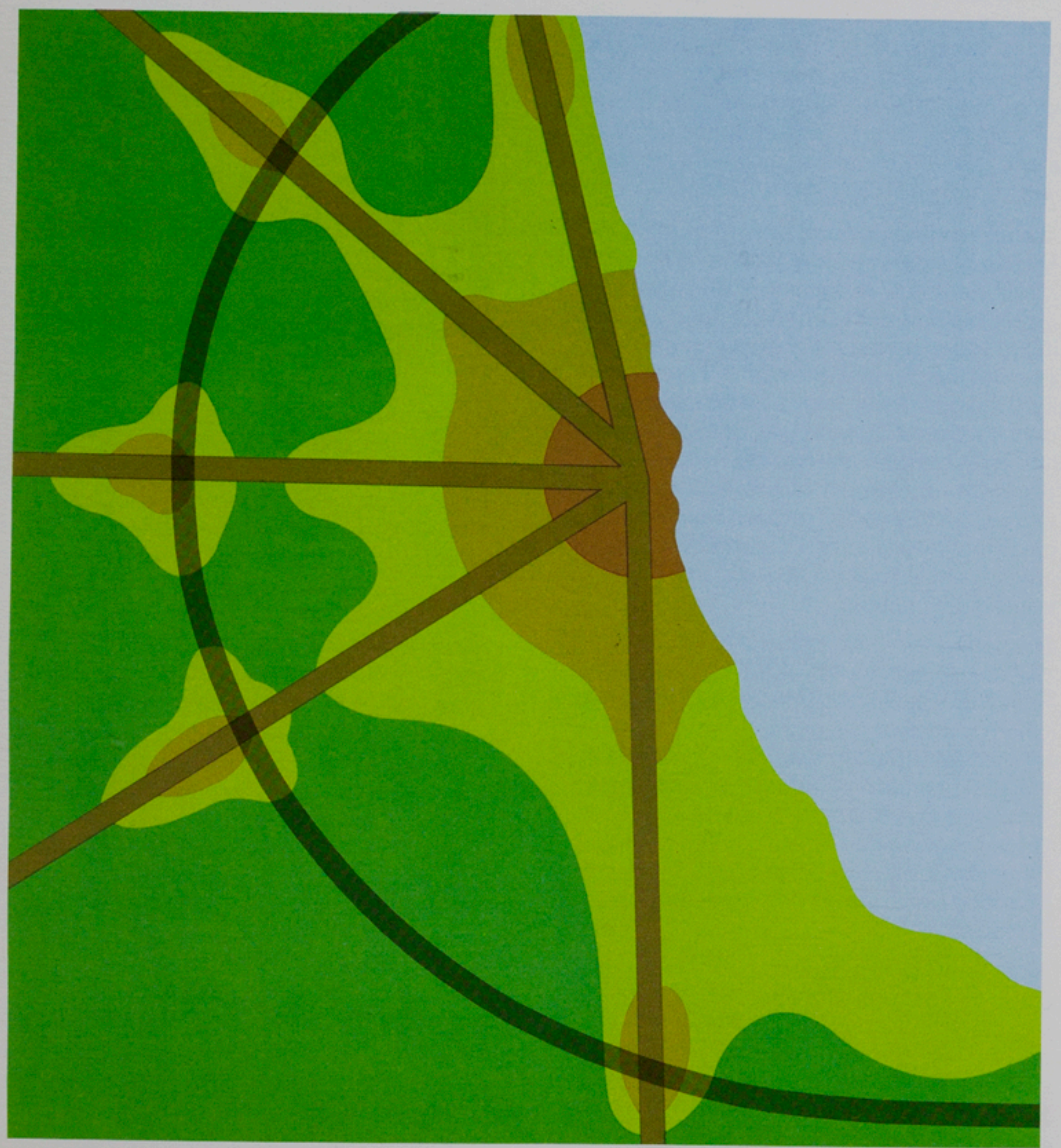
3. Equal opportunity for access to housing, jobs, recreation, and education throughout the metropolitan area.

4. Orderly and efficient development of land, transportation, and public and private services.

5. Preservation of natural resources and land for open space to meet the needs of future generations.

6. An environment with attractive, convenient living and working conditions, free from ugliness and pollution of water and air.

7. Taxation and public financing policies that are equitable and effective in promoting desired patterns and qualities of development.



Principles For Metropolitan Structure

Major Line of Access

Intensity of Development:

- High
- Medium
- Low
- Open Space

This regional diagram illustrates the three major interrelated principles for metropolitan structure identified in the Comprehensive Plan:

Accessibility to and from the city and among outlying centers, represented by the radial and circumferential routes.

Opportunity for housing, jobs, and services equally available to all Chicago area residents throughout the region. This would be made possible by transportation accessibility. The principle is also illustrated by the outlying centers, which like the central city would contain a range of housing types and employment.

Concentration of metropolitan growth around centers of activity, rather than directionless sprawl, to support the transportation system, enable efficiency in providing services, and preserve open space.

Principles for Metropolitan Structure

Natural and major man-made features have already largely established the basic physical form of the Chicago area. Lake Michigan has defined a boundary for development, but to the west there are few natural barriers to urban expansion, other than the limited flood plains of the stream valleys. The pattern of urban development has been and will continue to be determined primarily by strategic city and regional decisions about transportation, open space, and regional facilities.

The major framework elements of the Chicago area are clearly visible from the air. The web of railroads, radial rapid transit lines, and the expressway system are focused on the major air, water, rail, and highway terminals in the city and on the main centers of economic activity—the Chicago Central Business District and the great industrial concentrations both inside and outside the city. The strip of park land along the lake shore has also attracted adjacent high-intensity development.

The committed physical pattern of the metropolitan area indicates that in the future it will continue to focus on Chicago. But given this one dominant fact, there are still many ways in which the area can develop. Outside the city new growth will be shaped by decisions about expressways and rapid transit extensions, land use, utility services, and open space reservation. Within Chicago, future patterns of use and intensity will be determined largely by decisions regarding transportation lines, the renewal of central areas, and major park and institutional development.

In relating the development of Chicago to the metropolitan area, the Comprehensive Plan has established three basic principles which represent the city's major objectives for metropolitan growth. These principles are not intended to dictate any particular form of growth, but to provide a general guide for testing whether a given proposal for metropolitan development will be in harmony with the policies and programs for the city itself.

Accessibility. Transportation lines in the metropolitan area should provide for convenient, efficient access between the city and the rest of the area and among outlying centers. This would assure that all Chicagoland residents would be able to take advantage of the particular specialized functions of each part of the metropolitan area. The job opportunities, cultural and entertainment facilities, and medical centers of the city would be available to outlying residents, and the kinds of job opportunities and large recreation areas for which outlying sections are best suited would be accessible to Chicago residents. The transportation system which would best conform to this principle would consist of strong radial corridors leading to and from the central city, with supplementary circumferential routes.

Opportunity. All Chicagoland residents should have freedom of opportunity and choice for housing, jobs, medical care, and cultural and educational facilities throughout the metropolitan area. Exercise of these opportunities can be facilitated through provision of adequate transportation facilities and through elimination of discriminatory practices. Large sections of the metropolitan area should contain a variety of residential types, suitable for families of different sizes and income levels, rather than being developed as extensive areas consisting of a single type and density of housing.

Concentration. The general configuration of metropolitan growth should emphasize concentrations around centers of activity, rather than directionless sprawl. Such concentration achieves three objectives. First, centers of population and activity are required to support an efficient metropolitan transportation system with maximum accessibility among major centers. Second, concentrated development helps to make it possible to retain large quantities of open land for recreation and resource conservation. And third, concentrated development permits many economies in providing services such as roads and utilities.

The application of these principles of accessibility, opportunity, and concentration would benefit the entire region. They would provide for orderly growth with coherent centers of activity, rather than uncontained sprawl. They would assure the preservation of open space at locations which people from all the cities can reach easily. They would provide for a balanced, well-supported transportation system and for maximum opportunities for jobs and housing for all Chicago area residents. Several forms of growth, offering great variety and choice of environment, could take place in different sectors of the metropolitan area and be in conformity with these principles.

Development Recommendations for the Metropolitan Area

Because the land or facilities involved lie within Chicago's corporate limits, the government of the city has responsibility for many elements of metropolitan development. These include transportation terminals, water supply facilities, and cultural institutions. Chicago will continue to cooperate with state and other governments which share responsibility for these and other aspects of metropolitan development.

The complete range of Comprehensive Plan policies from housing to parks and community facilities will, of course, affect the total area because metropolitan Chicago functions as an economic and social unit. Development proposals for three subjects —the central area, the lakefront, and the transportation system—are especially critical to the area as a whole. The plan's recommendations for these subjects are designed to achieve the joint objectives for the city and the metropolitan area. In all cases where a policy statement has been adopted by the Northeastern Illinois Planning Commission, Comprehensive Plan recommendations have been reviewed for their consistency with such policies.

There is a need for coordination of plans for development. The multiplicity of government units now operating within the Chicago area and the existence of special authorities and districts complicate the task of coordination.

There are many ways which have proven effective in dealing with area-wide problems and issues on an area-wide basis —through joint study, cooperative action, or direct action by the state. For example, the Illinois Board of Higher Education provides for the coordinated expansion of colleges and state universities, and the Illinois Division of Highways provides a means for coordination of planning and financial aid for major roadways in the area. The Metropolitan Sanitary District provides coordinated management of one specialized function.

The following recommendations are set forth as the main directions which should be followed on a metropolitan scale in order for both the city and the area as a whole to attain their common goals most effectively. The City of Chicago will work with other public and private bodies in joint efforts to achieve these proposals.

1. Establishment of a planning and programming process guided by the public officials who are responsible for major elements of area-wide programs, with equitable representation of the populations of the municipal governments of the area.

a. Area-wide policy and coordination of programs should focus on those relatively few elements critical in determining regional development. Most public projects and regulatory activity can be effectively programmed and coordinated at the municipal and county level.

b. The Northeast Illinois metropolitan region is the appropriate unit for defining a comprehensive regional plan which provides the common policy base for coordinating area-wide programs and for development by counties, cities, and villages of comprehensive plans for land use, circulation, and community facilities.

2. Development of broad regional policy and programming for coordination of public action on a regional scale should center on the following elements:

a. To maintain, expand, and improve the public and private transportation systems serving Chicago and the region.

b. To carry out an open space preservation program including public acquisition of land for large parks and full utilization of the lakefront to assure adequate access to natural features and recreation for all people.

c. To provide for the development and proper distribution of a system of regional education and health facilities to serve the metropolitan area.

d. To provide for management of natural resources on a regional and interstate basis that will assure conservation of mineral and water resources and the abatement of air and water pollution.

e. To adopt and carry out policies that will assure freedom of choice and opportunity in housing; employment; and educational, cultural, medical, and recreational facilities for all metropolitan area residents.

THE POLICIES PLAN

Introduction

The publication of *Basic Policies for the Comprehensive Plan of Chicago* set in motion a new process in planning for large cities—the refinement of recommended planning policies through the medium of public discussion.

This section represents a revision of the Basic Policies report and includes several subjects not dealt with in the original document. The Policies Plan presents broad, long-range planning recommendations for the development of the city, derived from research findings and city-wide objectives as well as from review of the Basic Policies report.

The Policies Plan has guided the recommendations of the Improvement Plan, and it provides a basis for preparing more specific plans for the Development Areas. The first part, The Structure of the City, describes principles of physical and functional order which set a framework for Chicago's future development. The subsequent sections describe policies for the seven systems dealt with in the Comprehensive Plan: Residential Areas, Recreation and Park Land, Education, Public Safety and Health, Business, Industry, and Transportation.

The idea of policies planning, on which the Comprehensive Plan is based, has evolved from the City of Chicago's more than 50 years of experience in planning.

How Planning Evolved in Chicago

Chicago has a tradition of leadership in city planning. The 1909 *Plan of Chicago* was a pioneering work in comprehensive planning for a major city that had already been developed. It was prepared by Daniel H. Burnham and Edward H. Bennett for a citizens' group, the Commercial Club of Chicago. The 1909 plan focused on parks and transportation lines, and it led to many important achievements, including the double-decked Wacker Drive, the Michigan Avenue Bridge, expansion of the lakefront parks, and the Cook County Forest Preserves. The latter two developments were not innovations of the plan, but their inclusion in it strengthened public support for them. Most important, the plan led to the formation of the Chicago Plan Commission, which directed city planning policies and activities in subsequent years.

The Project Plan

The Plan of Chicago was such a magnificent vision for Chicago's future, expressed in the design terms of that period, that the plan's references to policy issues such as housing were overlooked. As accepted and put into practice it exemplified the "project plan," a major approach to planning that has been used extensively by American cities. This type of plan stresses specific public improvements such as streets and parks, and it simplifies the job of informing the public how much a single project will cost and how long it will take to complete. However, a project plan tends to emphasize individual improvements without giving adequate consideration to the over-all needs of the city. It also tends to be static and inflexible.

In effect, a project plan assumes that the city will stand still while the recommended improvements are being made. This cannot happen, since no plan could ever anticipate all the changes to occur in a city. For example, the automobile had a much greater effect on the city's form and growth than could be anticipated in the proposals of the 1909 plan. This inflexibility, along with financial limitations, was a main reason why many of the plan's proposals were not carried out.

A major value of a comprehensive plan is that it expresses the ideas of a city's people about the issues confronting the community at the time. The growing interest in housing and living conditions during the 1930's was reflected in the *Master Plan of Residential Land Use for Chicago,* published in 1943. This plan laid the groundwork for the innovative housing and renewal programs in the 1940's and 1950's.

The Master Plan

The *Preliminary Comprehensive Plan of Chicago* was published by the Chicago Plan Commission in 1946. It was static in that it recommended specific land uses for each block of the city and detailed locations for transportation routes, rather than setting forth objectives and policies that would continue to be valid under changing conditions.

The 1946 plan was an example of the traditional "master plan," a second major type of approach. It pictured the city block-by-block as a single unit, much as an architect would show a plan for a building. It recommended definite locations for physical improvements and land use changes. This type of plan has great visual impact, since people can almost "see" the changes that would take place in the city and the effects they would have. However, the policies inherent in making decisions for a master plan are seldom explicitly stated. The plan is simply presented as an accomplished fact, and it is difficult to obtain meaningful citizen reaction to its proposals. Also, the static nature of the master plan does not allow revisions of policy as needs and opportunities change.

The Document Series

A third major type of planning approach

that many cities have used is the document series. Here, a separate report is prepared for each system or project, and the series comprises the city's plan. This approach allows full treatment and presentation of each subject in the plan. But completion may take many years, and it is difficult to relate the parts of the plan to a unified whole.

Chicago has completed a number of separate reports which constitute a document series. One notable characteristic has been the evolution of a policy approach in these planning reports. The 1943 *Proposed Expressway Development Program* was largely a project plan, but in 1943 the *Master Plan of Residential Land Use for Chicago* was formulated with a strong emphasis on principles and policies. By 1954, the city was issuing a *Recommended Policy for Redevelopment.* The 1958 *Development Plan for the Central Area of Chicago* contained many projects, but they formed a unified program because they were based upon a set of policies for the central area.

The Policies Plan

Today, Chicago's choice is the fourth major approach to comprehensive planning, the policies plan. This kind of plan builds upon the most effective features of previous approaches and is the first organized effort at stating a comprehensive development policy. The policies plan presents to the public a series of broad guidelines for the city's development, with specific details shown as illustrative examples rather than fixed decisions. After citizen response is received and analyzed, changes in the initial recommendations can be made, and the policies can be applied to area planning and detailed project planning. This approach recognizes comprehensive planning as encompassing three distinct levels: city-wide policies planning, planning for individual areas of the city, and detailed planning for specific improvement projects.

Through this three-stage approach, agreement can be reached on a set of goals before detailed planning and commitments on projects. In relation to general policies, specific objectives can then be determined and alternative courses of action considered. Finally, individual projects and programs can be formulated and tested for their conformity to principles and their effectiveness in achieving objectives. An essential flexibility and desirable variety can be encouraged while holding programs within the broad course of action defined by the policies plan.

The Structure of the City

Every day in Chicago, three and a half million people go to work, conduct business, visit, shop, go to school, and seek entertainment. On an average day in the city, automobiles are driven more than 25 million miles and Chicago Transit Authority buses carry 1.3 million passengers over the city's 3,700 miles of streets. More than 1,200 planes arrive or depart, carrying some 50,000 passengers. More than three quarters of a million elementary and high school students attend school. The Fire Department answers 225 fire alarms. About 225 babies are born, 100 people die, and 125 couples are married on an average day in Chicago. The city's industries produce more than 65,000 tons of steel and 85 million kilowatt hours of electricity.

Accommodating these and the thousands of other daily activities within the city's 227 square miles of land area is a complex and difficult job. It requires systems of transportation, communication, facilities, and services that are efficient and mutually supporting. Homes, businesses, schools, parks, factories, and public facilities must be located so that they serve each other but do not conflict. Transportation lines must be designed and located to minimize travel time for the greatest possible number of people and to assure a high order of accessibility for the centers of most concentrated activity.

The buildings, land, and facilities in the city operate as a series of systems, or planning framework elements. The following map illustrates the city-wide structural order that interlocks the seven systems of the Comprehensive Plan.

A Logical Order

There is a logic to the way in which the city has developed in order to fulfill a multitude of functions. The highest-intensity uses, business activities and high-density housing, have successfully competed for the locations that are most accessible by high-speed passenger transportation. Industry has sought out land that is best served by freight lines, both rail and truck. There is, however, a need for adjustments in the fine grain of the city's structure. For example, more high-density housing concentrations should use desirable locations away from the lakefront and be related to business centers, rapid transit lines, and centers of higher education. Extensive changes are also required in the city structure to remove physical obsolescence, especially in near-in areas, and to create in its place a contemporary living environment.

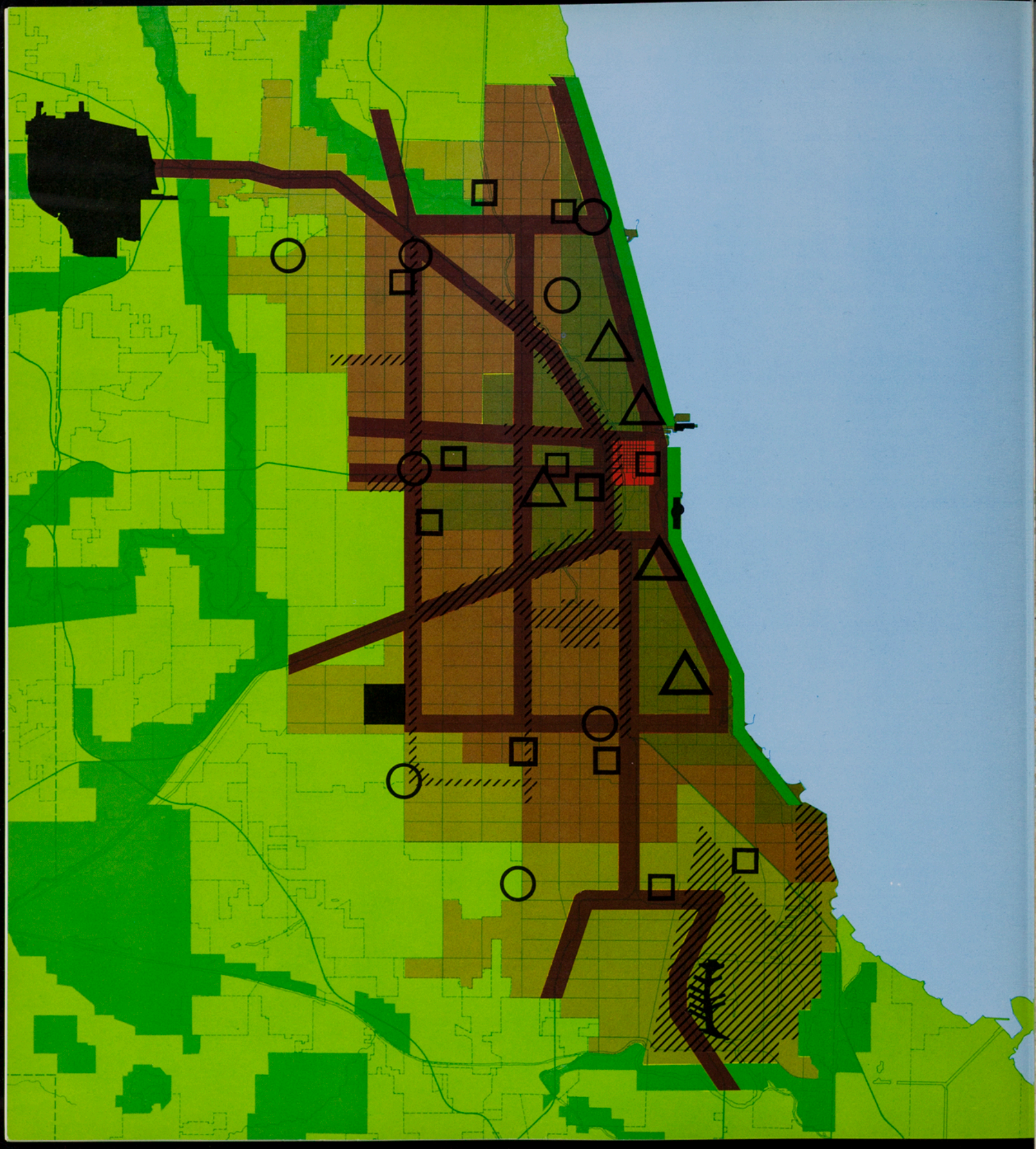
Through these kinds of adjustments the Comprehensive Plan seeks to strengthen the logical order of the city's structure to meet future needs. It also seeks to reduce the ill effects of present conflicts among land uses and functions, such as incompatible industries in residential areas. The plan sees principles of physical and functional order as essential; however, they are not ends in themselves but means for enhancing the environment and improving the quality of life.

On a city scale, organizing principles have emerged from major circulation and open space patterns. Two levels of patterns are significant: regional-scale features (the lakefront and forest preserves; the expressways and rail lines) and community-scale features (the large parks and park-malls; the major streets and distributor facilities).

The distribution of business centers, colleges, medical centers, and other high generators of traffic movement is largely determined by major circulation patterns. There is also a close spatial relationship among parks, schools, and churches and between large open spaces and high-density housing. These relationships are important to efficiency in the systems, to convenience of access, and to improving the quality of the environment.

Corridors of High Accessibility

The transportation network, which provides for access and communication among the interrelated functional systems of the city, has been and will continue to be the single most important influence over the city's structure. The basic form of the present network consists of the public rapid transit and private rail lines focusing on the central area and a uniform grid of mile, half-mile, and quarter-mile streets. There are a few diagonal streets extending to the center of the city, and the existing expressways generally follow a modified radial form. Circumferential railroad freight lines connect other railroads and distribute goods among them.



The Structure of the City

Corridor of High Accessibility	
Residential Densities:	
High	
Medium	
Low	
Central Business District	
Industrial Area	
Traffic Generators:	
Regional Business Center	
College	
Major Hospital Complex	
Port or Airport	
Regional Park	

The Comprehensive Plan contains transportation proposals to improve service and to extend facilities to underserved areas. The linear areas that can be especially well served by high-speed mass transit (bus or rail) and major roads (expressways or high-capacity streets) are planned as "corridors of high accessibility." The plan proposes a location policy for centers of intensive activity—regional business areas, high-density housing, office parks, industrial districts, and senior and junior colleges—at appropriate sites along these corridors. Other locations, served by major streets but outside the corridors themselves, would be appropriate for somewhat less intensive activities, such as community business centers, high schools, and health centers.

O'Hare Field, Midway Airport, and Lake Calumet Harbor, Chicago's major air and water ports, would be adjacent to corridors of high accessibility.

The spatial pattern of the city's industrial areas clearly depends upon transportation access. Some industrial areas would be associated with water transportation, along the Chicago River and at Lake Calumet. Industrial districts would generally follow the pattern of high accessibility corridors.

Major business centers would locate where there is maximum accessibility by passenger transportation, rapid transit, expressways, and major streets. The Chicago Central Business District is served by a transportation system that affords the best accessibility within the metropolitan area and the entire Midwest and makes it the prime business center of the total region. The Central Business District would retain its present concentrated form, and a passenger distribution system would link major downtown terminals. Major expansions of residential areas adjacent to the Loop would strengthen its activities and provide housing for thousands of families.

Educational, medical, and cultural institutions, like business activities, need to be accessible to the population they serve. Those which are supported by the entire city or metropolitan area are in or easily accessible to the central area. These include medical complexes and colleges.

Patterns of Open Space

Human decisions have shaped the structure of Chicago to a much greater extent than nature has. Lake Michigan constitutes the only major natural barrier to development. The city has even been able to expand eastward through landfill, because the lake bed slopes gradually away from the shore. To the north, west, and south, the land is level, and rivers and flood plains constitute relatively minor impediments to uniform expansion.

The lakefront parks and the forest preserve system along the rivers have been developed to capitalize on these natural features. The great inner-city parks have created major environmental values in the heart of built-up districts.

Because the Chicago area's topography is level, the lakefront has been of great importance as a natural feature attracting high-density housing. Housing has also tended to concentrate around large parks, wooded areas, and ravines, both inside and outside the city. The Comprehensive Plan calls for additional high-density housing related to improvements which naturally attract concentrations of housing, such as parks and transit stations. This change would increase the variety of housing types in many communities.

There is a great need for more parks close to the homes in most Chicago communities, with the growth in leisure time and the increase in the number of young children and older retired people. Local park space would be greatly increased in the form of community park-malls which would connect with the large inland parks through landscaped walkways. Activity centers in the community park-malls, business centers, and institutions would create a system of interesting central places within communities.

As population has grown, as leisure time has increased, and as the automobile has enabled people to travel greater distances for recreation, the demand for more park land and for better access to existing parks has intensified. The system of lakefront regional parks created through landfill would be made more accessible by limited highway and transit lines. Special design and landscaping of Lake Shore Drive would make it possible to handle necessary volumes of traffic without detracting from the character of the adjacent parks. State regional parks in outlying parts of the metropolitan area would be greatly expanded.

Policies for Residential Areas

The City of Chicago has extensive programs under way for residential improvement. They are designed to improve the environment, to eliminate substandard housing, and to encourage the maintenance and rehabilitation of older housing. The city's policy is to re-examine and redefine these programs continually in order to broaden and accelerate efforts to maintain the qualities of areas presently in good condition, to correct environmental deficiencies, and to achieve equal housing opportunity. Public programs for residential development supplement a wide variety of activities carried on through private investment to meet the city's need for new and rehabilitated housing.

Chicago has removed its worst slum housing, but many substandard residential structures still remain, most of them occupied by families with low incomes. Therefore, a major city goal is to remove or rehabilitate the remaining housing which falls below minimum standards, partly by renewal action and code enforcement and partly by encouraging home improvements and private and public investment in rehabilitation. In connection with this goal, the city will increase its capacity to evaluate the social implications of physical improvement projects and to establish or enlarge social programs and services.

As a result sound, decent homes in a healthy physical and social environment would be made available to people of all income levels. The housing stock in the inner-city areas would be greatly improved through rebuilding programs and by expanding private investment opportunities.

Another major city goal is to restore middle-aged and older areas of the city where trends of deterioration and population exodus can be stopped and reversed before major clearance and reconstruction become necessary.

There is a substantial challenge to the initiative and imagination of the private owner and builder inherent in city programs for residential development. The city's policies are directed toward improved environmental conditions and the achievement through regulation of at least minimum standards of housing quality. Most housing improvements will be made by private owners and investors, but strategic contributions will be made by relatively limited building and sponsorship by public agencies.

There are seven basic objectives for Chicago's residential areas. The first four are directed toward meeting major issues in housing. The others involve physical development patterns, which are essential means of achieving residential goals.

1. To improve the environmental quality, facilities, and services and the housing quality of all existing residential areas.

2. To meet the housing needs of moderate and low-income families and to develop additional financial sources for the purchase and rehabilitation of older property.

3. To change patterns of massive racial transition and to achieve equal housing opportunity.

4. To increase the amount of land devoted to housing and expand the total housing supply within the city.

5. To provide more diversity in choices of housing type within the city.

6. To develop residential density patterns which are related to natural and man-made assets of the city and which encourage more residential diversity in many parts of the city.

7. To distribute and design public facilities so that they provide maximum service to residential areas and encourage participation in community activities.

Improving Environmental and Housing Quality

All residential areas of Chicago require constant improvement. Those that are in good condition must be maintained, and those that are deficient must be improved. The program for each area would recognize the wide variation in physical, social, and economic characteristics of different parts of the city.

Chicago's residential areas can be broadly characterized as falling into three categories: *Major Improvement and Rehabilitation Areas*, generally the inner city extending north, south, and west of the Central Business District, where substantial rebuilding and expanded community services will be required to eliminate substandard housing and up-grade environmental conditions; *Rehabilitation and*

Maintenance Areas, a large intermediate zone; and *Maintenance Areas,* a zone of newer housing where retention of existing quality and the provision of some additional facilities are needed and where vacant lots are still available.

Although predominantly composed of renter-occupied apartment structures, problems within the inner area vary widely. Parts of the area have experienced substantial decreases in population, while other parts have shown heavy population increases and overcrowding of structures. The city's policy is to strengthen and accelerate programs for improving the inner area, building on projects already under way or completed.

The intermediate area includes a full range of housing types, both rented and owner-occupied. Much of the intermediate zone was developed as an area for family living, but in some sections younger people have been moving out. The city's policy is to undertake programs of code enforcement, spot clearance, and improved public facilities, especially schools, to stabilize these areas and re-attract younger families.

The outer zone contains primarily newer housing along with some old, well-maintained sections. Single-family homes predominate, and virtually all of these communities are either stable or experiencing further development. The city's plan is to bring facilities up to standard where there are deficiencies and to encourage the maintenance of these areas at their present high levels.

Moderate and Low-Income Housing

The city's policy is to develop programs which will reduce the cost of housing purchase and rehabilitation and which will make decent, safe, and sanitary housing available to all income groups. This involves the availability of money from private lending institutions, as well as public programs of community improvement and housing construction.

The city will use its housing program capabilities to encourage banks and savings and loan associations to make mortgage loans more readily available in older communities. This would help persons of moderate income to purchase and rehabilitate older property. The rent level or proposed purchase price of the new housing to be built in renewal areas would continue to be a factor in selection of a redeveloper. Although urban renewal will expand housing for all income levels, its main emphasis will be to provide homes for middle-income families.

Expansion of the existing program of the Chicago Dwellings Association will also help to meet the housing needs of the moderate-income persons who do not qualify for public housing but have limited choices in the private market. New construction and rehabilitation for both sale and rent would be included in the CDA program. Non-profit corporations would be aided and encouraged to expand programs of rehabilitation and new construction for families whose needs are not met by the private market.

The supply of public housing for low-income families and the elderly would continue to be expanded through purchase and rehabilitation of existing structures, leasing units in private buildings, and construction on scattered sites. Today about one-third of all Chicago Housing Authority units are in row houses or low-rise buildings, which have obvious advantages for families with children. The remaining two-thirds are in high-rise elevator buildings. These generally cost less per unit, but are less convenient for large families with small children. Large projects also concentrate numbers of low-income people in one location, rather than encouraging them to become assimilated into the broader society.

The Chicago Housing Authority is developing new patterns of public housing. Smaller projects on scattered sites are being built, so that low-income housing blends into the surrounding residential area and massive economic segregation does not occur. Programs for leasing units in private buildings would expand the opportunity for low-income families to occupy apartments in buildings available in the private market.

Racial Transition and Equal Housing Opportunity

It is the policy of the City of Chicago to assure full and equal opportunity of all residents of the city to obtain fair and adequate housing for themselves and their families in the City of Chicago without discrimination because of race, color, religion, national origin, or ancestry. This policy is established by an ordinance which also prohibits "panic peddling." The Chicago Fair Housing Ordinance is administered by the Chicago Commission on Human Relations, an official agency of the city.

In addition to providing equal opportunity for individuals and families, the city's policy is to seek to change the pattern of massive racial transition, neighborhood by neighborhood, which has in the past characterized the expansion of housing opportunity for non-whites. Involving human values and attitudes as well as housing economics, the achievement of this change will require a combination of programs. Redevelopment and conservation programs would be used to achieve better racial balance in neighborhoods threatened by massive transition. This would include local programs to improve the physical environment, along with facilities and services to encourage families to remain in the neighborhood and to attract new families. Adjustments in school attendance districts may be necessary in order to avert massive and rapid racial transition. Increasing the availability of mortgage loans for purchase of housing is also important. The city's policy is to work toward a coordination of private and public efforts to achieve the goal of harmonious and stabilized neighborhoods.

More Land, More Housing

To achieve the city's objectives of a wide range of housing types and of opportunity for more people to share in the quality of life of a great city, more land would be devoted to housing. One major resource for new development is the city's remaining vacant land. Although largely scattered lots, vacant land presently zoned for housing totals more than 3.6 square miles. Not all of this land can actually be used for housing, because of the need to develop parks, schools, and other community facilities and services.

Some residential land would be gained in time, through zoning and improvement programs, by relocating industrial plants from residential areas to industrial districts. Rezoning excessive amounts of land now zoned for business in strips along major streets would add further to the residential land supply. In urban renewal areas land no longer needed for local streets and alleys is re-used for housing. Near the Central Business District substantial amounts of new residential land could be gained by redeveloping some of the obsolete industrial districts and rail yards. Where trackage must continue to be used, new housing could be built on air rights.

The city can add approximately three square miles of land to the 71 square miles now used for housing by further developing va-

cant land, by converting some land to residential use, and by constructing new housing over air rights in selected locations.

To accommodate a larger population with a slightly larger household size, Chicago will need approximately 1,300,000 housing units. The required total figure is based on a 1980 estimate of 3.1 persons per household, as compared to about 3.0 persons in 1960. By the end of 1964, the city was estimated to have 1,259,000 housing units. The actual construction volume required will be in excess of the 41,000-unit net addition because of the need to replace housing removed by improvement action.

Diversity of Housing Choice

The city's policy is to encourage the construction of new single-family homes—detached dwellings and town houses—and new elevator buildings. New walk-up apartments are also needed, but there is now a relatively larger supply of this type of housing.

High-density development generally attracts people who want ready access to transportation stations, to important employment centers, or to the major entertainment areas. Single-family housing, on the other hand, attracts families with children and requires special attention in planning for schools, parks, and other services. The city's policy is to broaden the range of housing types in residential areas throughout the city.

In some communities two-story apartment buildings would be desirable additions to the local housing supply, whereas high-rise buildings would be desirable in other communities. In other areas the greatest need is for single-family homes.

New moderate-income housing to meet the needs of young families would be particularly emphasized, since this need is not being met adequately by present building trends. The city's policy is to develop more housing suitable for families with children, especially in urban renewal areas, in conjunction with improved community facilities. The "planned development" provision of the Zoning Ordinance would be used to encourage experimentation in developing new kinds of attractive and economic urban housing, such as town houses grouped in clusters around quadrangles. Through this zoning provision the city would also encourage more "mixed developments," such as those in which town houses and high-rise apartment buildings are combined in one area.

Residential Density Patterns and Housing Choice

Patterns of residential density are not random but are based on relative demand for different locations in the city and on standards for lot coverage and bulk of buildings. Demand exists because of proximity to places of work, to transportation lines, and to major recreational and cultural features. The existing pattern of residential density reflects these major determinants. Highest-density development is located close to the Central Business District, and density generally decreases with distance from this center. Residential areas along the lakefront also have high-density development because of the lakefront parks and the rapid transit and commuter lines nearby.

The proposed density pattern differs from the existing in two respects. First, those areas in outlying parts of the city close to transit and commuter stops or to expressway access points would be developed over time with housing of higher density than that of the surrounding area. Second, the inlying communities would retain or expand low and medium-density family housing in neighborhoods not adjacent to high-speed public transit facilities, expressways, or major parks.

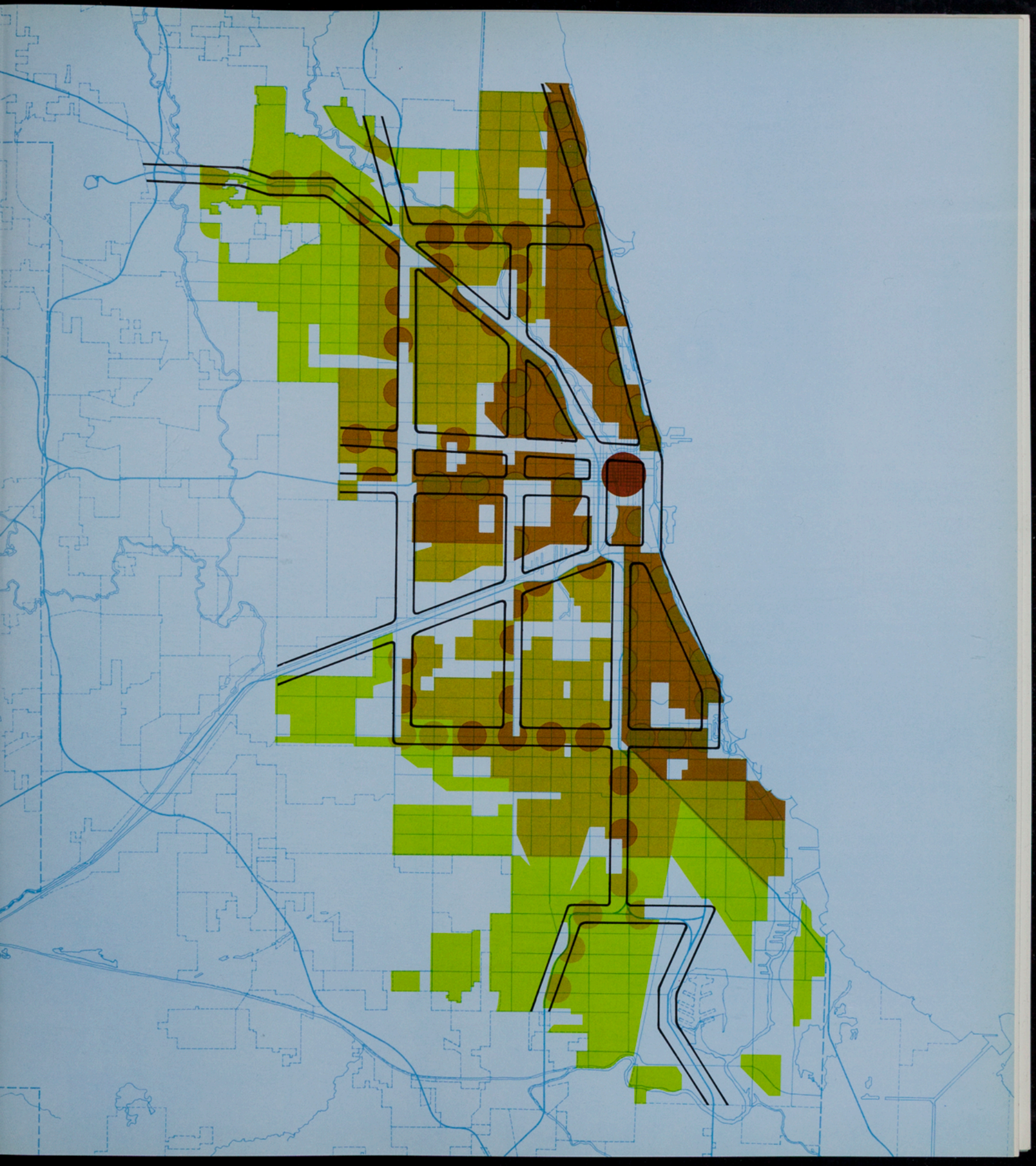
The over-all result of this policy would be to increase the range of housing types in various parts of the city and to maximize the use of city features in addition to the lakefront and Central Business District as residential attractions. The policy has the secondary advantage of encouraging the use of public transportation facilities by concentrating population within convenient walking distance of stations.

Three density levels are proposed. High-density communities, usually with 40,000 to 50,000 persons per square mile, would be located along the lakefront and close to the Central Business District. The outlying parts of the city would have low-density communities of 10,000 to 15,000 persons per square mile, while the communities lying in between would generally have between 25,000 and 35,000 persons per square mile. In most cases communities in a given density category would not be homogeneous areas consisting of only one kind of housing. Rather, high, medium, and low-density areas would vary in their *proportion*

Policies for Residential Density

Residential Areas:

- High-Density
- Medium-Density
- Low-Density
- Corridor of High Accessibility
- Higher-Density Cluster Related to Corridor
- Central Business District



of housing types. There would be proportionately more apartment structures in high-density areas than in low-density areas, where there would be more single-family homes.

Community Facilities

Certain facilities and services should be distributed throughout residential areas in such a way that they will improve the quality of life in day-to-day activities and encourage participation in local civic and recreational activity.

In planning for residential areas, emphasis would be placed on the development of centers of activity rather than on the establishment of sharp boundary lines. The distance and convenience of access to shopping and community facilities shape the pattern of community identity far more than lines shown on a map. The community represents an area of physical and social size which can encourage local identity and communication, but it is not comparable to a self-sufficient town.

The city proposes to expand the function of centrally located business districts to serve as focal points or community centers for residential areas. Desirably, such public facilities as the library branch, health center, and post office would be part of the community center, as would certain semi-public facilities. High schools would in some cases be located adjacent to centers. Shopping and other facilities brought together through improved design of public spaces such as streets would give each residential area of the city a special identity and a prominent central place.

In medium and high-density areas the community park-mall, described under Policies for Recreation and Park Land, would link schools, private institutions, and other local facilities with community centers.

Not all public facilities should be located in community centers. Some public health facilities, for example, need a larger population base for efficient operation and would serve groups of communities from locations easily accessible by major transportation lines. Fire and police stations have technical requirements for location that do not match community areas. Some high schools today serve major sections of the city, rather than local areas, although the physical plants may be used for community activities.

Policies for Recreation and Park Land

It is the policy of the City of Chicago to work directly with the Chicago Park District, the Cook County Forest Preserve District, and other agencies to achieve a pattern of parks that will best up-grade Chicago's communities and serve the people of the entire region. The city re-emphasizes its policy that parks be used only for recreational and cultural purposes.

The proposed form of parks and open space consists of three main physical elements: expanded park land along the lakefront; additional local park land throughout the city, including a system of park-malls in medium and high-density areas; and new large open spaces in outlying parts of the metropolitan area. This park pattern is similar to that set forth in the 1909 Plan of Chicago, which was a most important influence in achieving the high standards of park design and location enjoyed by Chicagoans today. Functionally, the recommendations of the Comprehensive Plan can be broken down into local parks and facilities in the city, regional parks and facilities in the city, and regional parks and facilities outside the city.

These recommendations recognize that standards and expectations for parks and for the total environment are rising and that parks can make a significant contribution toward improving the quality of life. Con-

sequently, there is an emphasis on quality of parks—in their design, equipment, maintenance, personnel, and variety of programs—and on personal safety in parks and accessibility of the parks. These considerations are as important as policies for the number and size of parks.

In all sizes and types of parks, there is a need for a wide range of facilities, so that parks are equally usable during all seasons of the year rather than primarily during the summer. Mass transportation service to large parks would be increased to make them more accessible and reduce the demand for parking. The city's programs to prevent and reduce water pollution would greatly benefit lakefront parks and future parks along the rivers. Lighting would be improved and police surveillance increased in the parks to assure personal safety.

Excellence in the design of park structures, landscaping, playground equipment, and parkways is of special significance. Another important quality consideration is the need to expand active recreation facilities for individuals and small groups.

The following policy proposals are directed toward five major objectives:

1. To increase greatly the quantity of local parks within easy access of every Chicago residence, and to continue to improve the quality of local parks.

2. To link centers of community activity through the park system, and to use school and park facilities jointly.

3. To improve existing large inland parks in the city and increase their usefulness.

4. To increase the quantity and continue to improve the quality of lakefront recreation land and facilities in Chicago.

5. To expand greatly the amount of regional parks and open space outside the city at locations easily accessible to Chicago residents.

Local Parks

More local parks near all apartments and houses in the city are proposed to serve the daily free time and recreation needs of Chicago residents. Playgrounds and playlots would serve young children, field houses and athletic fields would serve children of all age groups and adults, and landscaped areas would provide people of all ages with pleasant places to relax or stroll on their way through the community.

Local parks would provide a wider range of activities—indoor and outdoor, summer and winter, and for all age groups—than many of them do now. They would be designed so that high standards of visual quality could be readily maintained through landscaping, construction materials, and building design. Additional activities might be provided on a user-fee basis, which would make possible a greater variety and higher quality of facilities.

In order to provide the land and facilities required to meet park needs in communities for family living, it is recommended that the goal for local park space be four acres per 1,000 persons. In some areas of the city this goal would be realized completely in a few years through urban renewal. In other communities, especially those with new housing but inadequate park space, much more time would be required to achieve this standard.

Park-Malls. The community park-mall, a new kind of park form, is recommended as the basic pattern for local park space in most medium and high-density residential areas. It would be elongated and flexible in shape, perhaps three-quarters of a mile long and up to a block wide. Greenways, narrower landscaped walks, would extend from the park-mall into adjacent areas.

The park-mall would include a complete range of local recreation facilities, including playgrounds, playlots, athletic fields, and ornamental gardens. These facilities would also be provided in locations other than in park-malls. For example, in low-density areas there would generally be no need for park-malls because of the large amount of private yard space, but local parks and and playgrounds would continue to be provided.

A park-mall and greenway system could make a great contribution to the quality of the environment, especially where major residential improvement is required. The elongated shape of the park-mall would bring local park space close to a large share of the homes in the community. It could connect the main centers of local activity—business centers, schools, field houses, and churches—with each other and with neighborhoods. Pedestrians could use the greenways and park-mall to reach these focal points without crossing major streets. The park-mall would offer an attractive setting for a variety of new residential development. It would be flexible enough to incorporate various pieces of land no longer needed for other purposes, such as local streets and vacant parcels, into its boundaries.

Park-malls would be designed to serve all age groups. Their design and orientation would vary widely, and maximum use would be made of existing local park land in developing the new parks. The park-mall would contain a recreational activity center, serving as a focal point for the community's leisure time activities. Buildings in the malls of different communities would be distinctively designed. The main structure would usually be a school-park field house, and high-density areas would contain relatively more field house space than medium-density areas. The number of specialized facilities for which there is now great demand, such as painting studios and ceramics shops, would be increased in all parts of the city.

Playgrounds. An increasing number of playgrounds would emphasize a natural setting and free-form play equipment and game areas for older children. Hills, trees, logs, wooden climbing structures, and digging areas would encourage imaginative, creative play in a supervised setting.

Playgrounds in medium and high-density areas, whether or not adjacent to a school, would be built as future components of a park-mall system.

Playlots. Playlots are small areas designed and equipped for use by young children, generally under parental or community group supervision. They are intended to compensate for the lack of private yards in high-density residential areas. In some areas they could be included in the park-mall. In built-up high-density areas where space is limited, the Chicago Park District would continue to acquire vacant parcels and develop them as playlots. In some instances, community groups could assure adequate supervision. It is recommended that when new apartment houses are built playlot space be provided in the same way that off-street parking is provided now.

Ornamental Gardens. Ornamental gardens would be created in appropriate locations as part of park-malls, in business centers, on traffic islands, and in other areas. The various types would include formal gardens, plazas, fountains, and sculpture courts which would create small islands of beauty

and repose. Many of the irregularly shaped parcels formed by diagonal streets at intersections have a special potential as ornamental gardens. These parcels are generally not usable for other purposes, and in the case of a later conversion of an unneeded diagonal street to a park-mall the garden could be made a part of it.

An Integrated System of Local Community Facilities

Local parks can be a means of tying together activity centers within residential communities. The system of park-malls and greenways would achieve this purpose in high and medium-density areas. Throughout the city the joint development of schools and parks would link two related types of facilities, in addition to making the most efficient use of public land.

The recreational activity center in each community park-mall would be connected with other important centers outside the park system, including business areas, shopper-oriented community facilities such as libraries, public and private schools, churches, and social service organization offices, the mall, and its branching greenways. The park activity center itself would contain recreational, cultural, and entertainment facilities in an attractive and easily accessible location. The landscaped malls in new or rehabilitated business centers in the city would adjoin ornamental gardens and greenways, which would extend through the community to the park-mall. Subcenters of the community—schools, churches, and other institutions—would face onto the park-mall or be connected with it by the landscaped walkways.

A great number of both field houses and schools are needed to serve Chicago residents. The combined use of public buildings and recreation space is essential for economy, and both the Chicago Park District and the Board of Education have adopted the principle of joint park-school development.

Experience has shown the feasibility of developing an integrated system of facilities. School buildings would be used as school-park field houses in the park-malls wherever possible. Elementary schools with appropriate indoor recreation facilities would be desirable for this purpose, since after-school activities are already more extensive at high schools. Enough park land would be made available for both school and park needs to assure that neither activity dominates the entire facility for any appreciable part of the day or year to the exclusion of the other.

Large Inland Parks

The Chicago Park District's large inland parks, including city-wide and district parks other than those along the lakefront, serve regional functions and attract people from far beyond their immediate area. However, a vital element in improving these parks would be to make them more accessible and attractive to nearby residents as well.

Many of the large inland parks were developed before the turn of the century. Their function has changed over the years, causing needed revisions to the type and location of recreation facilities. Large inland parks need additional improvements to bring them into closer contact with adjacent communities and to increase park use. Actions would vary from building land bridges where major traffic streets surround the parks to encouraging the development of high-rise residential buildings and commercial recreation centers nearby. New park buildings and facilities would be near the edges of the parks, preferably as close as possible to the highest-density adjacent residential areas. New hills, other landscaping features, winter sports centers, field houses, and park-school buildings would add life and interest to the parks. Regional activity centers would provide specialized programs such as music, drama, and films.

One new kind of inland regional park would be added in the city—expanded recreation areas along portions of the rivers and canals in Chicago. Other than this, there would be no additional large or highly specialized inland parks. Generally, the city would concentrate on the lakefront landfill as the principal and appropriate method of increasing regional recreation resources within Chicago.

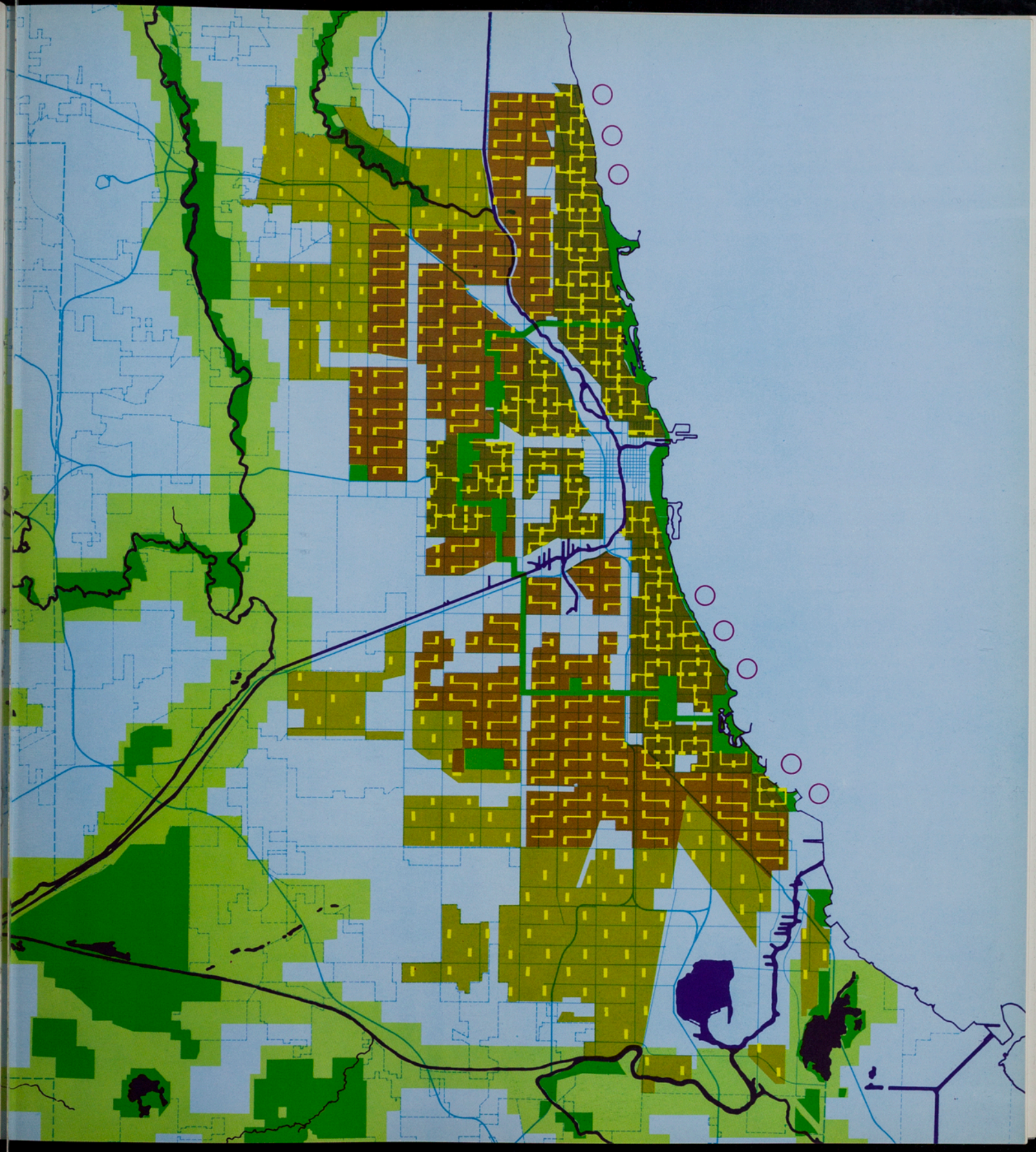
The Lakefront

While Chicago's regional park needs can be met both inside and outside the city itself, regional park land within the city limits should be increased very substantially by landfill on the lakefront. The remainder of regional needs for both forest preserves and parks would be met outside the city.

The Lake Michigan shoreline in Chicago is a priceless natural and man-made asset for the entire region. It is the most important

Policies for Recreation and Park Land

Local Parks, Existing and Proposed:	
In High-Density Residential Areas	
In Medium-Density Residential Areas	
In Low-Density Residential Areas	
Existing Inland Parks and Related Boulevards	
Lakefront Parks:	
Existing	
Area for Expansion	
Outlying Regional Parks:	
Existing	
Zone for Expansion	



single recreation resource in the metropolitan area and has been a special concern to citizens, planners, and public officials throughout the city's history.

General policies of the City of Chicago pertaining to lakefront development have been expressed in various resolutions and public documents. The governing policy for the lakefront was stated in the 1948 Chicago Plan Commission Lakefront Resolution, which declared that the entire lakefront should be used for recreational and cultural purposes, except for the sections between Grand Avenue and Randolph Street and south of 79th Street.

The general character of lakefront development should be an open landscape between the shoreline and adjacent built-up areas. The use of the lakefront for land and water recreation should be increased, and the amount of lakefront park land should be expanded to meet regional and local needs. Where technically feasible, existing lakefront parks should be extended into the lake, and new parks along the shoreline should be developed by landfill in other sections of the lakefront.

Lake Shore Drive should serve as a means of access to lakefront cultural and recreational facilities, as a parkway which provides a pleasant and interesting driving experience, and as a part of the city's major street system in the section between Hollywood Avenue and 67th Street. Lake Shore Drive as a limited access parkway through the lakefront parks should have special design criteria applied to it, as appropriate and necessary, to make it fully compatible with the primary recreation use of the lakefront land.

Because of the special nature of the public interest in the lakefront, extensive design and development controls are required if the city is to assure that each public or private project is to make an optimum contribution to the development of the lakefront and adjacent districts.

Regional Parks Outside the City

Much of the recent development in the Chicago area has been unplanned, and adequate consideration has not been given to creating large recreation spaces for a rapidly growing metropolitan population. Joint public and private action is necessary now if proper patterns of development are to be achieved and if scenic resources and recreation space are to be preserved for future generations. This means that large, appropriately located tracts must be purchased for development as regional parks and county forest preserves.

Chicago area people make great use of recreation facilities outside the immediate metropolitan region, in Wisconsin, Michigan, Indiana, and downstate Illinois. However, it is essential to retain open space within the area itself, especially as population increases.

By far the greatest amount of additional regional open space needed to serve the growing population of the Chicago metropolitan area must necessarily be provided in outlying sections that are now relatively lightly developed. Chicago serves many functions for suburban residents and in effect "exports" jobs, higher education, goods, and services. Conversely, the low-density parts of the area are most appropriate for the function of providing large recreation spaces for all ages of metropolitan Chicago residents to use for periods of a full day or longer.

Additional large regional parks and county forest preserves should be developed and private open space preserved in locations that include the area's prime recreation resource land—lakes, forests, streams, and other scenic features. These areas would be as evenly distributed as possible throughout Northeast Illinois and as close as possible to population centers and to transportation lines which would make the areas accessible from the entire region.

Each regional park would be developed with an emphasis on activities suited to its character and size. The specialized functions of inland parks would include camping, hunting, fishing, boating, water sports, and nature centers, which would complement the regional park activities of the lakefront.

It is recommended that the State of Illinois act promptly to acquire and develop regional parks in the Northeast Illinois region. The state's plan provides for acquisition of 24,000 acres by 1970, and this should be accomplished rapidly although development might extend over a longer period of years. Preservation of open space in farms or private recreation areas should also be of concern since the view of open fields and woods is a source of enjoyment for all the people living in this region or traveling through it.

Development of the Park-Mall

The park-mall is an essential element in improving the residential environment. The mall's linear, flexible form offers a number of important advantages. It would bring open space into many parts of a community, rather than concentrating it in one place. People would be able to use the mall during their everyday activities—walking to school, a bus stop, or a store—rather than having to make a special trip to the park. It would also be possible to use many different methods to expand park space in the form of a mall.

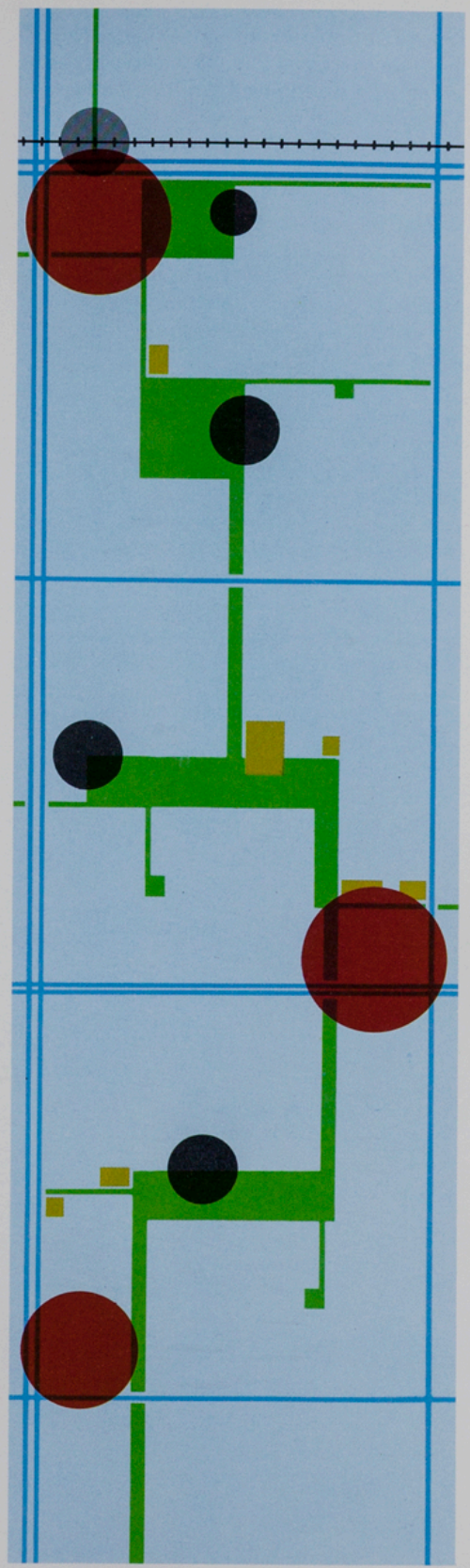
This policy diagram illustrates how a park-mall system could be developed over about a 15-year period to serve a typical Chicago community. The mall would bring a variety of recreation facilities within easy reach of all parts of the community, and it would link parks, schools, business centers, and local institutions.

This example shows a medium-density residential area of three-quarters of a square mile, with a population of 25,000. Such areas usually have a mixture of two and three-flats, single-family dwellings on small lots, and a few larger apartment buildings.

This is typical of the middle belt extending north and south through the city, which is now most poorly served by local parks and where the Improvement Plan indicates a high priority for park-mall development.

At the northern end of this community a business center has been developed at the intersection of two major streets and adjacent to a rapid transit stop. A park next to the business center has been developed with a field house and skating rink, relatively specialized facilities that need the high level of access offered by this location. The major east-west street has been widened, and part of the property acquired has been developed as a greenway, an eastward extension of the park-mall.

Leading south from the park is a narrower greenway, a sidewalk with special paving and landscaping along a local street. Beyond, a new school has been built next to a previously existing park, and in adjacent neighborhoods to the south parks have been added next to schools which had inadequate playground space. Nearby streets without property frontages have been converted to park-mall use. The park-mall runs through another business center and adjoins a home for the elderly.



Park-Mall Policy Diagram

- Park
- Greenway
- Special Sidewalk Beautification
- Playlot
- Community Recreation Building
- Public School
- Private School
- Private Institution
- Business Center
- Widened Major Street
- Improved One-Mile Street
- Improved Half-Mile Street
- Rapid Transit Line
- Rapid Transit Station

More greenways, pedestrian bridges over major streets, and additional small parks extend the park-mall to the south end of the community and to the east and west.

In some cases, acquisition of vacant lots or spot clearance of deteriorated housing has provided park space. Closing local streets for conversion to park-mall use has been tied to projects for widening major streets in the area, so that additional traffic capacity has been provided to compensate for the vacated local streets.

Many kinds of recreation facilities are appropriate for development in the park-mall. Generally, active sports facilities such as baseball diamonds and basketball courts would be located in park areas next to schools. Greenways developed from closed streets would usually be 66 feet wide, sufficient to allow space for a pedestrian path and children's playground equipment, benches and ornamental gardens, or such special features as fountains or statues. People walking through the park-mall would pass an interesting variety of activities.

These park improvements have brought local park space in this community up to 50 acres, or two acres per 1,000 persons, the standard recommended for achievement over a 15-year period in the Improvement Plan. Over a longer time period the goal would be four acres per 1,000. The elongated shape of the park-mall would facilitate making additions in the future. However, in determining the actual need for more local park space other park facilities outside the immediate residential area should also be taken into consideration.

The park-mall is a relatively new idea in park planning, designed to meet recreation needs in the modern city, and no community in Chicago presently contains a park-mall with all the features indicated in the diagram. In several communities, however, major elements of the park-mall system have recently been completed or are definitely scheduled.

In the Near West Side Conservation Project, two existing parks were expanded and new park land added adjacent to a public school. These are linked by sidewalks with special planting and paving along streets closed to through traffic. Columbus Plaza has been created in one of the existing parks, with a fountain and statue of Christopher Columbus.

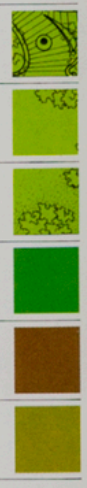
Diagonal Ogden Avenue is planned to be closed in the Lincoln Park General Neighborhood Renewal Plan. A walkway is to be developed extending from the Academy of Sciences building in Lincoln Park to a new business center at the south edge of the community. Several community institutions either exist now along the route of the Ogden Avenue Mall or are scheduled for construction. Plans for the mall development include special paving and landscaping for the walkway, children's play areas, and sitting areas for adults at points where the mall widens.

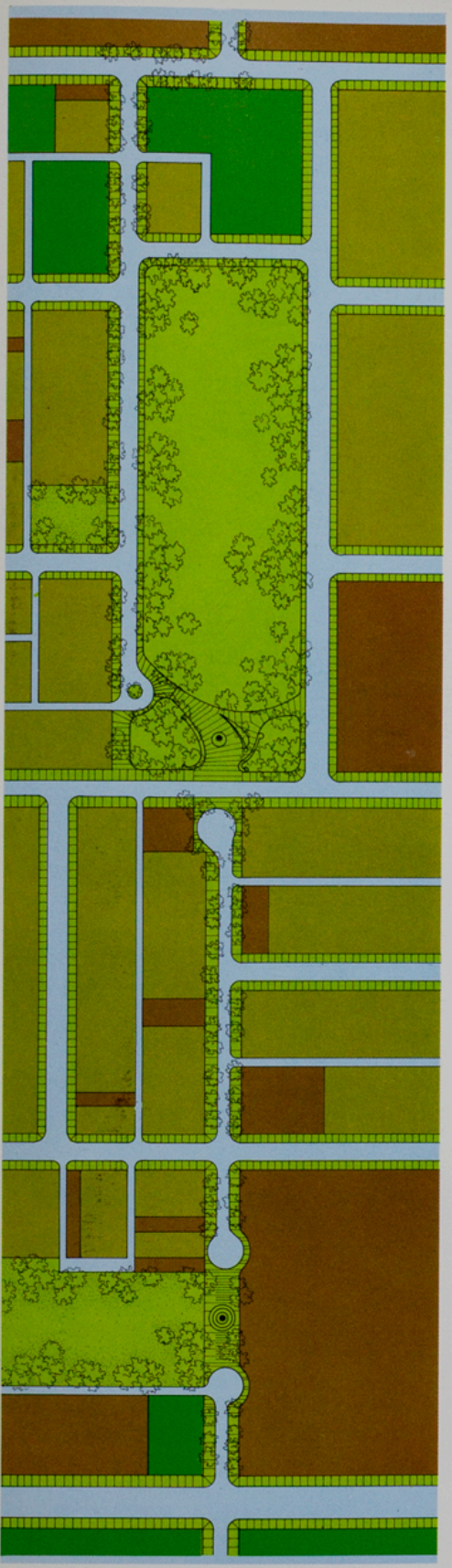
In the Hyde Park-Kenwood area a pedestrian mall has been developed on the north side of 55th Street using excess land acquired when the street was widened. This mall leads to Washington Park on the west and to a variety of local business and institutional activities along 55th Street to the east.

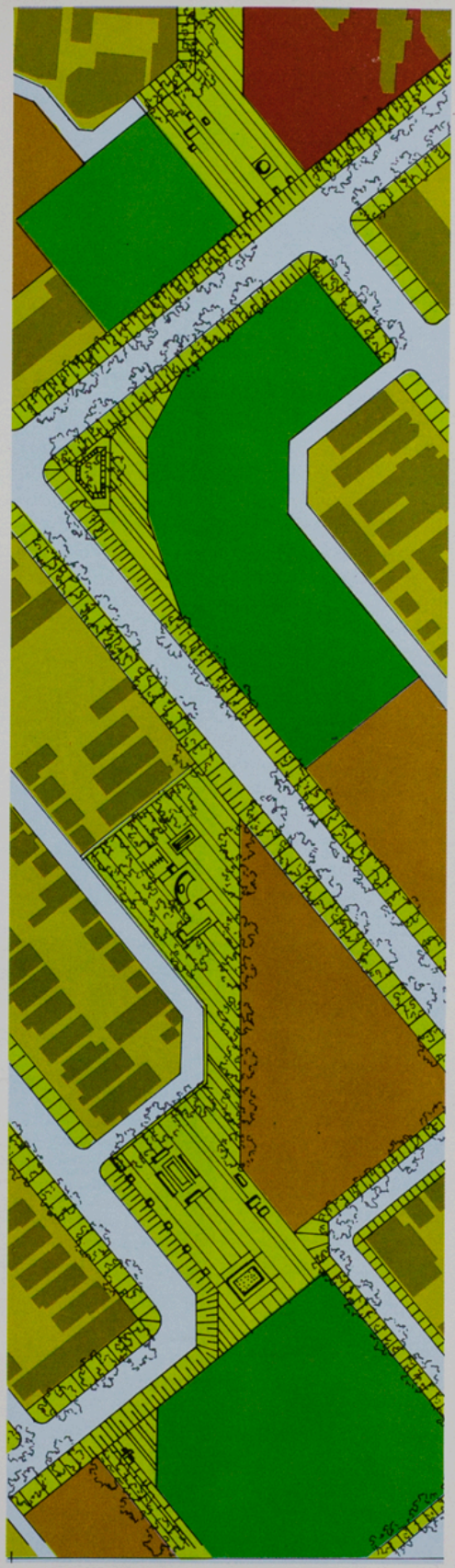
In each area of the city where a park-mall would be developed, the particular size, configuration, and facilities of the mall would be determined by existing community facilities and the recreation facility needs of area residents. Study and experience with park-malls will determine how their design and development should vary in relation to different types of community characteristics.

Park-Mall Development

Portion of Park-Mall in Near West Side Conservation Area







Park-Mall Development

Part of Ogden Avenue Mall Planned for Lincoln Park Community

Plaza and Walkway

Private Institution

New Residential Area

Existing Residential Area

Business

Existing Building

Policies for Education

No single element of the Comprehensive Plan is more important to improving the city's whole environment and expanding human opportunities than the provision of high-quality schools, colleges, and libraries. This is a basic factor in determining the desirability of any community for family life. The selection of a home often depends on how well the community is served by schools.

Policies and programs involved in the plan for education are determined and carried out by public boards that are separate from the City of Chicago government itself. These are the Chicago Board of Education, the Chicago City College Board, the State of Illinois Board of Higher Education, the University of Illinois Board of Trustees, the Board of Governors of State Colleges and Universities, and the Chicago Public Library Board of Directors.

These agencies submit their plans for physical development within the city to the Chicago Plan Commission to secure its opinion. This helps to achieve coordination with over-all planning objectives.

The following sections present policies for public elementary and high schools, higher education, and public libraries.

Public Elementary and High Schools

One of Chicago's major goals is to have the finest of public schools. Education that offers everyone the opportunity to develop his abilities to the fullest is essential to the vitality of the city.

To assure excellence in the over-all quality of education, there is a need for increasing flexibility in curricula, programs, and administration, to meet the special requirements of gifted children and to provide supplementary and remedial education. There is also a need for continued expansion of facilities and in the number of teachers. Population projections indicate that there will be a great increase in the number of students by 1980. The important goal of avoiding school segregation by race and income level needs to be pursued diligently, through development of facilities and definition of programs.

The goal of excellent public schools will be achieved through a combination of educational programs, physical improvements, and administrative techniques. Accordingly, there are four objectives for schools:

1. To respond to different needs and opportunities in various parts of the city and among various groups of students through varied types of administrative organization and educational programs.

2. To relate school development to the goals of assuring equal educational opportunity for all students and improving residential communities.

3. To develop a system of school buildings and recreation areas which meet educational needs and are flexible in their use.

4. To maintain positive relationships with private school systems.

The various levels of schools operated by the Board of Education have different locational requirements. Elementary schools, generally located in each residential neighborhood, should have sites that are convenient and safe for young children to walk to. Upper-grade centers, high schools and vocational schools, more widely spaced throughout the city, should be at locations served by public transportation facilities, to provide the opportunity for flexibility in attendance districts.

All policies for schools are directed toward the basic goal of a high quality of education for all children. In most cases expansion and improvement of existing policies are needed, rather than the institution of totally new ones.

Varied Needs and Special Programs

Educational needs and opportunities vary widely among parts of the city and among groups of students. In some communities a large proportion of students have high aspirations for education; in other areas with a large share of low-income, culturally deprived families, the schools must compensate for the lack of motivation in many children's home lives. The public school requirements for some communities are

greatly affected by the presence of certain dominant features or institutions, such as a university or industry which employs many people in the area.

Decentralizing selected aspects of public school administration by sub-district, a recommendation that has been made for very large cities, should be continued in Chicago. This makes possible the adjustment of curricula and programs according to local requirements and development of school-community relationships. It also facilitates other special programs, including those for gifted students, for culturally deprived children, and for adults, which can be undertaken on a city-wide basis or within sub-districts. Relating educational activities to other social services, especially the urban opportunity programs, is essential to effective social programming.

The development of pre-school educational programs for three and four-year-old children from disadvantaged homes is a growing responsibility of the public school system. Experience indicates that these early year programs help to overcome many environmental disadvantages. They enable the child to enter kindergarten better equipped to perform at his age and intelligence level. Since 1960 the Chicago school system has had an Experimental Summer Program. The development of many small schools as one way to serve this need, primarily in the inner city, should be studied.

Supplementary education programs in cooperation with volunteer organizations are also under development. Disadvantaged school children often need remedial tutoring and a broadening of life experience in order to perform well in school. Where the Board of Education finds that volunteer programs result in improved performance in school, it would be desirable to expand cooperative arrangements with volunteer organizations so that all children needing such programs can benefit from them.

The adult education programs of the school system meet special needs for many people. These programs differ from the education offered at the college or vocational level in that they serve adults who have not completed their secondary or primary education. An additional range of subjects designed for people who have completed high school but do not wish formal college-level education would contribute to the city-wide educational level of the population. Because many of these adults are parents of school children the home environment would be improved, thereby encouraging improved school performance by the children.

Housing, Schools, and Integration

The quality of the public schools depends greatly upon the quality of the total community environment. A school system that is versatile and that serves children from diverse backgrounds requires that the city and its communities be attractive to all kinds of families. And the schools themselves are of great importance in achieving a city of full opportunities for all in stable, integrated neighborhoods.

Because the schools are so closely bound up with the development of the total city they are a vital concern to the Comprehensive Plan. This is especially true in areas of the city where coordinated inter-agency programs of physical improvements and social services are recommended. Many of the city's critical problems are concentrated in these areas, where the proportions of deteriorated housing, low-income families, and related social problems are high. Improving the schools, providing compensatory education for culturally deprived children, and eliminating racial and economic segregation are essential to meeting human needs in these areas.

To reduce the impact of segregation and avoid further massive transitions the Board of Education has studied and experimented with flexible attendance districts, pupil transfer plans, and "clustering" two or more schools in the same attendance area. Both Illinois law and federal requirements spell out the responsibilities of the Board of Education in regard to preventing racial or nationality segregation.

The board's policies for attendance districts can have significant effects on the avoidance or reduction of racial segregation. In addition to the measures already tried or under consideration, further measures should be investigated.

In studying these programs a close relationship with communities should be continued so that the board's intentions are clear and the policies receive the necessary public support.

School Buildings and Recreation Areas

The public school is an integral part of a community. Evening and weekend use of a school is most likely to be made by people living close to it even if daytime students travel for some distance. Schools should be located and designed to enhance the community environment and to allow their use as places of assembly and social activity. Administrative policies can be changed from time to time to meet particular educational or other needs, but permanent physical facilities are extremely costly to replace or relocate. Therefore, in school development as much consideration as possible should be given to desirable long-range locational patterns.

Policies for future school facilities are:

1. Locating general and vocational high schools as needed at regular intervals throughout the city on sites served by main city-wide transportation arteries. This would assure that each school may be adapted to serve an attendance area varied as required by the Board of Education. Wherever appropriate, renewal project plans should provide for the reservation of land for multi-unit campus-type development, to include high schools, parks, and other schools in one location, for optimum use of land and facilities.

2. Locating upper-grade centers as needed on similar sites, served by local transportation facilities, to allow flexibility in attendance areas. Development of a complete system of upper-grade centers in the inner-city communities is feasible since these areas have the population density to support upper-grade centers.

3. Relating elementary school sites to the long-range pattern of quarter-square mile residential areas created by the street system, so that small children will ordinarily not have to cross traffic arteries to attend school. Sites should also be related to the future residential densities recommended in the Comprehensive Plan. A basic objective for school location is to achieve an ultimate pattern related both to the street system and to planned densities.

4. Implementing the standards for size of classroom, school, and site set by the Board of Education.

5. Continuing the policy of coordination of park and school locations. New schools should be built where possible next to existing parks and new parks and playgrounds developed to serve existing schools. In applying site standards suitable park land adjacent to schools would be included.

6. Using mobile classrooms for temporary expansions of permanent school buildings. Portable classroom facilities are an excellent device for responding quickly to sudden increases in enrollment; however, to serve students and the community fully a school should have a permanent core building with such large-scale facilities as an auditorium which cannot be housed in portable classroom buildings.

7. Providing a core of facilities in each school appropriate to the level of the school. Such facilities would include an adequate library, lunch room, industrial arts room, and audio-visual equipment. Although not all schools need an identical set of facilities, all schools offering the same programs should have the same kinds of facilities.

8. Expanding the use of school facilities by the community. The board's present "lighted school house" program and policy of renting school facilities meets many community needs. Additional evening and weekend recreational and educational programs could be added in areas where recreation facilities are limited. The provision of evening study halls for children from overcrowded homes would also be desirable.

9. Developing combined indoor and outdoor recreation facilities for use in both the park and school systems. Following this principle by both the Board of Education and the Chicago Park District is essential to achieving the best and most efficient use of facilities and land. Generally, evening and weekend programs will be supervised by the Park District staff, while most daytime activities will be part of the Board of Education program.

Private School Relationships

The various religious and other private schools are subject to certain state regulations, and the city's Building Code and public safety regulations also affect the non-public schools. In spite of the fact that private schools operate independently there are areas in which public policies influence them. Specific policies include:

1. Providing advice and assistance on development and density patterns to schools seeking new locations or having expansion needs.

2. Working closely with private schools in the development of plans and programs for urban renewal areas and for parks and playgrounds.

3. Studying the implications of the experimental shared-time program, if such arrangements are found to be advantageous to both public and non-public school students.

Higher Education

There are three categories of higher education in Chicago: the junior college system, known as the Chicago City College, State of Illinois colleges and universities, and private colleges and universities.

The basic goal for higher education is to make available facilities and programs of excellent quality for an increasing number of Chicago area students.

Although a large share of Chicago's young people will continue to attend college away from home, it is recognized that an increasing number will become "commuting students," living at home and possibly working part-time. It is therefore the City of Chicago's policy to work with the Chicago City College Board, Illinois Board of Higher Education, University of Illinois Board of Trustees, Board of Governors of State Colleges and Universities, and other appropriate agencies toward a significant expansion of the system of public junior and senior colleges within Chicago, at locations easily accessible from throughout the metropolitan area.

Another goal is to maintain a wide range of choice in types of higher education for Chicago students. This requires a variety of sizes and distinctive roles among the area's colleges and universities, both public and private, and a broad diversity in fields of study, open to all qualified students. To this end, the city will continue to work with private institutions by providing needed municipal services and assisting in development programs.

The Comprehensive Plan sets forth broad policies directed toward two main objectives for facilities of the public junior and senior college system:

1. To expand facilities in order to meet anticipated enrollment increases.
2. To relate the development of higher education facilities to other city goals.

Meeting Enrollment Increases

Colleges and universities now face an unprecedented increase in the number of qualified applicants. In the short run, this means that both public and private institutions

should accommodate as many students as possible while maintaining standards of quality. The distinctive roles and fields of specialization which the various institutions have established should be retained and strengthened. There is a particular need for institutions to expand programs of vocational and technical training for adults as well as young people.

Public institutions should seek whatever federal and state financial aid is available to expand the junior and senior college system, as well as to develop other techniques for meeting the need. For example, expansion of the present TV College program, which could cost much less than constructing new buildings, should be explored. All development should provide for flexibility in accommodating changes in student load and curriculum.

The Illinois Board of Higher Education has determined anticipated future capacities and requirements in Chicago area state and private colleges and universities. The gap between this capacity and total enrollment demand—except for those students who attend college outside the metropolitan area—will have to be met primarily by the city's junior college system.

By 1975 the Chicago City College enrollment will probably range between 100,000 and 125,000. The junior college system should be expanded to meet this need. Only about 40 to 45 per cent of the total would be full-time day students. The rest would include those enrolled for night classes, part-time work, and the TV College. The buildings and other facilities required would therefore be less extensive than for a university campus with an equal number of students in residence.

Each junior college branch would serve between 7,500 and 10,000 students, and the average campus would occupy about 20 acres. This compact size would be made possible by locating the colleges at sites served by rapid transit. A relatively small site can function very efficiently, as experience with the University of Illinois Chicago Circle Campus indicates.

It is recognized that the State of Illinois teachers' colleges now operating in Chicago will be expanded as three senior colleges, each offering a wider range of four-year programs and limited graduate programs. Eventually, each would have a capacity of 10,000 to 15,000 students.

Medical school facilities including special programs for mental health and public health can also be expected to expand. This will affect land requirements in connection with the West Side Medical Center and other hospital complexes.

Higher Education and Other Planning Goals

It is the city's policy to continue to relate the development of higher education facilities to basic goals such as strengthening residential areas, supporting employment opportunity programs, and maintaining the city's fiscal capacity through proper use of land.

Junior and senior college campuses should be closely related to the transportation system. Rapid transit service is essential, especially for the more specialized schools, so that students from a large area can attend. Sites within the corridors of high accessibility designated by the Comprehensive Plan would therefore be most appropriate for these campuses. The location of the Chicago Circle Campus of the University of Illinois, served by both rapid transit and the expressway system, is an example of the sound application of this principle.

Campus locations should also be widely dispersed throughout the city to encourage qualified students to attend college. Students are most likely to enroll in a junior college near home, and it is therefore important to distribute campuses to serve directly as many local areas as possible.

A dispersed pattern would help to encourage and strengthen the diversity and uniqueness of individual junior and senior colleges, and it would spread the positive impact of the institutions upon their surrounding communities. It is possible to separate the campuses in this way, since there appear to be few linkages among institutions which require them to be physically close together.

Libraries

The city's basic goal in library development is a modern system of facilities offering service to many age and interest groups and located to encourage the use of libraries. The Chicago Public Library's historic role as a "people's university"—the provider of general library service for Chicagoans—would continue and be strengthened by further development of the library system as a resource for research, enlightenment, and enjoyment. First priority in achieving this basic goal would be to up-grade facilities and strongly encourage readership among both adults and children in low-income areas. Another high priority would go to expanding and improving branch library facilities in areas of the city that are now underserved.

Because the main concerns of the Comprehensive Plan for libraries are their distribution patterns and their relationships with other programs for the communities they serve, there are two main objectives for library development:

1. To continue to improve the availability and accessibility of public library facilities.

2. To relate libraries to other programs aimed at achieving community goals of improving the environment and broadening opportunities.

The present system of the Public Library—a hierarchy of facilities distributed through residential areas—would be continued as the basis for future development. Gaps between areas served by permanent facilities would be filled by the establishment of new library branches.

Sites and Buildings

There is a need either to rehabilitate or replace the Central Library and some of the older branch buildings. Where they do not meet modern library standards for efficiency, convenience, and physical design, replacement should be scheduled. Replacement of existing library facilities and development of additional permanent branches in unserved residential areas are both important objectives.

For branch libraries, experience in Chicago and other major cities has repeatedly shown that business center locations encourage increased use of library facilities. The policy, therefore, is to locate libraries in or near business centers which conform to the one-mile service radius of the library system. Wherever possible libraries would be placed in business locations identified by the Comprehensive Plan as community centers. These centers are considered appropriate locations for the clustering of various public facilities to improve their use and accessibility and to help create central places for residential areas. The one-mile service radius is based on reasonable maximum walking distance and population

density levels in Chicago. The radius is not rigidly applied when decisions on specific locations are made. Barriers to convenient movement, such as railroad lines or industrial corridors, are considered.

Following the present library policy, branches and sub-branches which do not meet desirable site standards would be relocated. Because many of these are in rented space, adjustment in location will be relatively easy over a period of time. Eventually the branches and sub-branches would be moved from rented space into publicly owned buildings specifically constructed or remodeled for library purposes. In the long run rented space in choice locations costs more than publicly owned property.

The three regional branches would be retained within their present service areas but with special consideration given to their accessibility by public transportation and major streets. Over a long-range period it may be desirable to modify the present pattern of the regional branches. In such cases, however, the existing building might remain in its present location as a branch to serve a local population. As the library system develops, the establishment of additional regional branches should be considered. More libraries at the regional branch level would build up the research function of the library system and relieve pressure on the Central Library and the three existing regional branches.

As part of the program of providing new library facilities, traveling branches should be replaced with permanent branches or sub-branches so that residents of the service areas have nearby library service available to them at all times.

As the system of permanent library facilities is completed, the role of the traveling branches will change. They can be used to intensify service in areas of exceptionally high library usage and in low-readership areas where the library is attempting to build up use of the permanent facility. In addition, the traveling branches will still be necessary to provide service to relatively small residential districts which are outside the service radius of permanent facilities yet too small to justify establishment of a branch or sub-branch facility. The particular configuration of the city's boundaries and of residential districts within it creates such areas.

Libraries and the Community

Libraries make an important contribution to improving the environment of residential areas and to broadening human opportunities. They are essential concerns in the city's comprehensive planning effort and in programs for areas where coordinated inter-agency programs of physical and social improvement are recommended. The Department of Development and Planning will therefore continue to cooperate with the Chicago Public Library Board in carrying out studies and making plans for improving library service.

Decentralizing library service is consistent with the broad planning policy of making public facilities as convenient as possible and encouraging more people to use them. In accordance with this policy the Library Board program provides that the number of permanent branches would be increased and the facilities and services which they offer would be expanded.

The special deposit collections of the Public Library are valuable to institutions which could not otherwise provide adequate library service. In the public school libraries deposit collections are keyed to the particular educational program under way, with the Public Library providing supplementary materials.

Because of the trend toward more education for all Chicagoans, over-all per capita readership can be expected to increase, and differences in average readership levels among socio-economic groups can be expected to diminish within a generation or less. Therefore, in long-range library planning the function and size of a facility should be more closely related to the number of people served, rather than to present circulation levels alone.

The Public Library now has a number of special programs to improve materials and services and to encourage more library use in deprived neighborhoods. It has participated in the federally sponsored War on Poverty, with programs to aid job skills among high school drop-outs, special adult "primers" to help illiterates learn to read, and library story hours for children enrolled in "Project Head Start." Through exhibits and through the cooperation of local civic and religious groups, more people can be informed of the availability of these and other excellent programs and services.

Policies for Public Safety and Health

Public safety and health standards are obviously basic essentials to improving the quality of life. The sense and the fact of personal security—freedom from criminal attack, property damage, and disease—are necessary prerequisites for individual achievement and for a viable social order.

By their very nature, great cities present unique concerns in public safety and health, far different from those of small towns or rural areas. The cosmopolitan city is a gathering place for crowds of people and a natural site for important events, which have special security requirements. Population is concentrated, and the transportation and communication systems are so highly interdependent that the failure of one element in one system—for example electric power or water supply—can endanger many lives. Also, air and water pollution in a large industrial city can threaten the health and even the lives of present and future generations.

As the dynamic urban society becomes more complex, assuring desired levels of health and safety becomes more difficult and complicated. And as levels of expectation rise, public agencies are called upon to play more important and positive roles in a wider range of health, safety, and welfare fields. For example, the City of Chicago government has established special agencies to provide services in the areas of air pollution control, human relations, and youth welfare. The programs of the long-established health and safety agencies, the Police and Fire departments and the Board of Health, have been broadened to include positive social and educational services, as well as crime, fire, and disease prevention.

At the same time that government health, safety, and welfare programs have been broadened, the need for citizen involvement has become even greater. Large cities are known for being impersonal and anonymous, but in reality city residents are much more dependent on each other than people who live in rural areas where the individual can survive relatively self sufficiently.

Every day in Chicago people demonstrate their awareness that the well-being of each person depends upon the security and welfare of his fellow citizens and his community. City agencies have emphasized the idea that public safety and health are not the responsibility of government alone by initiating programs to encourage citizen support and involvement. For example, the Police Department seeks the aid of citizens and community organizations in crime prevention. The Mayor and City Council confer special awards on Chicagoans who have through acts of courage and judgment saved other citizens from harm.

At this time, the Comprehensive Plan deals with current public programs in safety and health: objectives, policies, and programs for the Police and Fire departments, Board of Health, major medical centers, and environmental health. There are many other public agencies whose activities bear directly on the public health and safety—including the Commission on Human Relations, Commission for Senior Citizens, Chicago Commission on Urban Opportunity, and Commission on Youth Welfare. And the many private service and community groups in Chicago conduct essential related programs.

The activities of these agencies and organizations that are related to public safety and health should be directed toward the following objectives:

1. To reduce injury, crime, property damage, and illness, in turn resulting in a reduced need for government service and in a lowering of insurance rates for families and individuals.

2. To increase involvement of civic and community organizations and all their members.

3. To provide information and training programs that will inform Chicagoans of good health and safety practices and that will encourage them to assist others.

4. To obtain ideas and information from citizens and community groups about public health and safety needs.

Police

The complete reorganization of the Chicago Police Department during the 1960's has produced what is generally recognized as one of the nation's outstanding law enforcement agencies. Chicago's crime rate has declined over the past four years in the face of a nation-wide increase. In 1964 the national crime rate rose 13 per cent, but Chicago's rate dropped 3.1 per cent. In 1965 Chicago experienced a further 12 per cent reduction in crime from 1964.

There are six basic objectives toward which the policies and programs of the Police Department are directed:

1. To accomplish its basic mission by providing service to all areas of the city with facilities, manpower, and equipment distributed according to need.

2. To improve the quality of police service by raising the eligibility standards of recruits and the level of training and education.

3. To maintain the integrity of the force by improved training, supervision, inspection, internal investigation, and discipline.

4. To protect the rights of all persons to live in peace and security by a fair and impartial enforcement of the law.

5. To increase direct communication between police officers and individual citizens.

6. To provide central services to police agencies of the greater Chicago area.

Increasing communications with citizens in order to broaden understanding and decrease the sense of distance between the policeman and the people he serves remains a continuing goal of the Police Department. This would involve expansion of the department's Human Relations and Community Relations sections, increased emphasis on district workshop meetings with local groups, and continued promotion of the "Operation Crime Stop" program. The use of two-way radios carried by individual officers, in addition to car radios, would enable officers to serve as foot patrolmen. With this equipment, beats could be covered in part by foot, permitting increased contact with residents and merchants.

The department's future programs depend upon many factors. While evaluating and planning for police services remains a responsibility of the department itself, carrying out these plans depends upon citizen support and the efforts of other government agencies. In particular, adequate funds and certain legislative changes are needed if the department is to continue improving its effectiveness. The development of new scientific police techniques depends upon research conducted within the department and by other agencies, both public and private.

It is the policy of the Police Department to relate the development of its facilities to the entire Chicago metropolitan area. New police buildings would continue to be strategically located close to existing and proposed expressways. Sites would also be readily accessible to citizens served by the police facility.

The Chicago Police Department cooperates with suburban police agencies in various types of programs. Enforcement policies and manpower deployment in the individual community should be dealt with by that municipality. However, Chicago as the central city of the metropolitan area has contributed to the reduction of crime throughout the area by furnishing central services to these smaller departments. The Chicago department offers training, laboratory, and identification services and even detective assistance in the investigation of some crimes. Suburban police agencies have access to Chicago's services by the Bell Telephone System, the teletype network, and point-to-point radio.

Buildings

New area headquarters buildings are proposed to replace the former district stations now used as area headquarters. These buildings would be individually designed for the police requirements of the specific area served, projected over the next 10 to 20 years, and would be located within a reasonably uniform distance from each of the district stations within the area.

Each building would contain offices and roll call areas for beat patrolmen, the Traffic Division, area detective headquarters, the task force, and the Youth Division. The district station services for the district in which the area headquarters is located would also be provided for within the new facility. This plan would eliminate the need for five separate district stations which now exist (the 5th Area Headquarters at present has the 14th District Station within its building) while still maintaining 21 districts.

Another major facility, a new Police Academy, is needed in a central location to replace the present obsolete building, in order to accommodate an increasing number of recruits and expand inservice training.

Personnel and Services

Various factors affect needs for police services, but population characteristics are a key factor in crime rates. A study of all arrests made in 1965 by the department revealed that 69 per cent of the more serious crimes in the city were committed by the 10-25 age group. Current population projections indicate that the number and proportions of Chicago residents in this age group will increase significantly during the 1960's and 1970's.

While it is difficult to determine personnel requirements based on population changes over a long-range period, there is an immediate need for 1,500 additional policemen for the field forces. They would be added as rapidly as possible while maintaining standards which will assure the hiring of only the best candidates.

Increasing the total employment of the Police Department from the present 13,400 to 14,900 would require intensified recruitment programs and realistic increases in salaries. Pay levels consistent with performance and with the cost of living would attract the best qualified applicants to the Chicago Police Department.

With more manpower and better information about police service needs, the department would be able to carry out more effective crime prevention efforts and, more important, to work with other community organizations to help greater numbers of young citizens make worthy contributions to society. The department's current cooperative program with the Commission on Youth Welfare, to prevent delinquency and to assist young people, would be continued and expanded.

The department should continue to emphasize its efforts to prevent crime and accidents through identifying and eliminating specific crime or traffic hazards in commercial, industrial, and residential areas.

The Police Department now works with the Department of Urban Renewal, Chicago Transit Authority, Department of Streets and Sanitation, Mayor's Committee for Economic and Cultural Development, Chicago Housing Authority, Commission on Youth Welfare, and other agencies to identify special crime problems and to act together in crime prevention. Among other things these joint efforts have clearly indicated such needs as more lighting of streets, alleys, and underpasses, redesign of walkway systems, and coordination of agency efforts for working with young people. This cooperative program has proved effective in the past and would be augmented within specific communities by collecting and analyzing information on crime patterns and potential crime-producing conditions.

Residential communities, businesses, and institutions all have a stake in preventing and suppressing crime. The Police Department would continue to work closely with other city agencies, community organizations, and citizens' groups in helping to protect Chicagoans from crime and traffic accidents.

Fire

Chicago's disastrous Great Fire of 1871 shocked the world and dramatized the need for improved fire fighting techniques. In 1965, largely because of the effective work of the Chicago Fire Department, the National Bureau of Fire Underwriters awarded Chicago a Class Two rating. This was a major achievement in the city's continuing efforts to provide safety from fires. As a result of this high rating, the cost of fire insurance in Chicago has remained low.

The services of the Chicago Fire Department extend beyond its primary functions of preventing and extinguishing fires. The department responds to calls for help in cases of automobile accidents and dangerous conditions caused by signs, trees, and buildings. It provides emergency inhalator service in cases of illness, rescue and resuscitation in cases of water accidents, and first aid in emergency situations.

The city's policy is to develop the most efficient possible system of fire prevention and protection for all parts of the city, and to provide other special Fire Department services that may be required. To implement this policy, additional new fire stations would be constructed in outlying parts of the city which are now underserved. The emphasis in the inner parts of the city would be to improve efficiency and protection by redistributing equipment and personnel.

The Chicago Fire Department provides service for some nearby suburban municipalities on a regular basis, at rates established by ordinance. The department also responds to emergency fire alarms from anywhere in the metropolitan area, just as on occasion suburban fire departments have assisted in putting out large conflagrations in the city.

Accordingly, there are three basic objectives toward which the policies and programs of the Fire Department are directed:

1. To provide adequate fire protection to all areas of the city, with facilities, manpower, and equipment distributed according to greatest protection need.

2. To increase inspection and fire prevention services.

3. To improve facilities and services needed in case of disaster or civil emergency.

Buildings and Equipment

The city's objective is to develop a system of Fire Department facilities that will place every part of Chicago within three minutes of an engine company and within four minutes of a truck company. These time intervals are roughly equivalent to a one and a half-mile service radius for engine companies and a two-mile radius for truck companies. Stations would be located on major two-way streets near intersections and would house two or more companies. Selecting new sites for stations will be closely coordinated with the improvement plan for major streets.

The plan for improving the system of fire facilities also involves replacing older equipment, increasing the amount of special equipment and distributing it more widely throughout the city, and providing more appropriate and efficient locations for the two fire alarm offices.

Programs for carrying out this plan are based on the June 1964 report on a comprehensive Fire Department survey. As part of a 15-year program the report recommended reducing the present number of engine companies and increasing the number of truck companies. These changes would provide needed protection in several peripheral areas of the city which are now underserved, without reducing the protection of inner areas below desired levels.

The oldest and/or least suitable fire stations would be eliminated. New ones would be constructed as needed, but the total number of stations would be reduced. A comprehensive equipment replacement program would be established to assure orderly turnover and adequate maintenance.

The main fire alarm office in City Hall would be relocated to the north and the Englewood fire alarm office at 64th and Wentworth would be moved to an underground location.

Personnel and Services

Efficiencies gained through the system of new stations permit the Fire Department to place emphasis on inspection and fire prevention activities. Reducing the number of false fire alarms continues to be a serious problem in some parts of the city. False alarms are so numerous that they pose a major problem and place a costly demand on the use of personnel. Methods for curtailing false alarms will be pursued, including the possibility of increasing the number of men assigned to alarm box surveillance.

The Fire Department is Chicago's official Civil Defense agency and is thus responsible for providing rescue and communications services in case of a national emergency or natural disaster. It is essential to have an organized system for providing immediate aid for large numbers of people. Generally, the Fire Department's main function under such circumstances would be to help persons in distress, while the function of maintaining order would be mainly that of the Police Department or National Guard if necessary.

Health Care

Many of the health needs of Chicagoans—for disease prevention, treatment, and rehabilitation—are met by private physicians, hospitals, and specialized institutions. However, the private sector alone cannot meet all of the city's health requirements. Chicago's public health agencies are responsible for filling unmet health needs by supplementing private services, assuring the maintenance of health standards, and providing leadership and assistance for the city's private health institutions and agencies.

This section focuses on public health facilities and services, which are only part of the total spectrum of health care. Considerably more study of changing requirements and new medical programs is needed as a basis for recommending metropolitan and city policies for the further development of medical centers, major hospitals, and medical schools. The City of Chicago will cooperate with the various organizations and agencies involved in conducting such studies.

The basic goal of Chicago's public health activities is to assure that the entire spectrum of modern health services and facilities is readily available to all Chicago citizens. To achieve this goal, the City of Chicago will work toward four major public health objectives:

1. To maintain and improve existing city-wide public health facilities and services.

2. To continue to improve the availability and accessibility of public health services by developing a system of dispersed health centers.

3. To continue to improve health services for the medically indigent through the "vertical" care plan, including contracts with hospitals.

4. To continue to improve and expand mental health facilities and services.

Highest priority in programs for meeting these objectives should be given to developing local health centers in those areas where the gap between health needs and available facilities and services is greatest.

Continuing study and evaluation of present health care programs, administrative organization, and financing by federal, state and local funds are essential. This is especially important now that major changes, such as the federal Medicare program, are taking place in the whole field of health care.

City-Wide Public Health Services and Facilities

The Chicago Board of Health, Department of Development and Planning, Hospital Planning Council for Metropolitan Chicago, Welfare Council of Metropolitan Chicago, Cook County agencies, and other concerned organizations will continue detailed study of city-wide public health needs, with special attention to the question of additional hospital requirements.

One public health issue for which definite recommendations can be made now concerns the need for more public health personnel, including technicians as well as professionals. Although Chicago is the nation's leading center of medical education, it contains limited formal training facilities for public health.

Expansion of medical technician education through the junior college system should receive a high priority. Public health services would also be aided by establishment of a graduate school of public health in Chicago, possibly as part of the state university system now under study.

Local Health Centers

The Chicago Board of Health will carry out plans to develop a system of modern, attractive public health centers at locations that are easily accessible and convenient to all Chicagoans. Existing clinics will be modernized and services broadened. Centers will be developed first to serve areas of greatest need, mainly communities with a large proportion of low-income families or medically indigent persons, who cannot afford the health care they need on a private basis. Centers will be built as needed to provide adequate service to all areas of Chicago.

The services provided in each center will depend on the needs of its area, and facilities will be flexibly designed to allow services to change over time as required. Centers serving areas with a high percentage of medically indigent persons will have a full range of services, including out-patient clinics for treatment and rehabilitation, as well as disease prevention services.

The typical full-scale health center will pro-

vide the following services: pre-natal care; infant welfare; a complete pediatric clinic including preventive, diagnostic, and treatment facilities for acute illnesses; family planning; disease detection for adults; immediate and long-term treatment for ambulatory patients; mental health; dental care; health education; and referral and follow-up. The Board of Health will carry out intensive educational campaigns to inform community residents about the center and encourage them to use it.

The number of health centers in operation at a given time will change with the needs of Chicago residents. For flexibility, some of the centers will operate in rented space rather than in buildings constructed and owned by the Board of Health. Health center locations will also be highly accessible and well-served by public transportation. Locations adjacent to business centers would be especially appropriate.

A system of satellite facilities, related to the main health center, will be developed to provide convenient service to communities in each section of the city. These will include smaller clinics and information centers in store buildings at business center locations highly visible and accessible to the public.

Whenever possible, health centers will be located near hospitals, so that services and trained part-time personnel, particularly technicians, could be readily obtained from the hospital. This will also facilitate referrals of patients to hospitals when necessary.

Services for the Medically Indigent

The program for the medically indigent will be based on the Chicago Board of Health's "vertical" comprehensive health care system. This program involves three levels of care: in the home, at the local health center, and in the hospital or other institution.

At the first level, public health nurses would make periodic home visits to evaluate family health needs, advise all families on good health practices, and assist them in obtaining needed medical assistance.

The public health nurses would work out of local health centers, the second level, which would provide preventive, diagnostic, and treatment services as needed. When required, patients would be referred to the "parent" hospital, the third level of service. The Board of Health would expand its contractual arrangements with private hospitals to provide needed care for indigent patients.

This system of health care would assure the availability of services when needed. The fact that one nurse would be responsible for consultation with each family would assure continuity of service and follow-up care and treatment. The increased use of contractual arrangements with private hospitals would make available quality medical care at nearby locations for patients of all income levels. It would also reduce the number of medically indigent persons who now must rely exclusively on Cook County Hospital for services regardless of where they live, and it would strengthen relationships between private hospitals and their surrounding communities.

Mental Health

The Chicago Board of Health and the Department of Development and Planning will work with the State of Illinois Department of Mental Health and other concerned agencies in developing plans for city-wide and local facilities and services.

The Illinois department has recently begun developing a system of mental health centers as part of a new approach that emphasizes intensive treatment of mentally ill and retarded persons near their homes, rather than in distant large institutions. These centers provide early treatment to avoid hospitalization whenever possible.

The Chicago area is covered by two state zones, and their zone centers have been established: the Madden Center on land near the Loyola University Medical School, formerly occupied by Hines Veterans' Hospital; and the Read Center, on the Chicago State Hospital grounds in Norridge.

Throughout the state, the zones are divided into planning areas, each of which will have smaller community mental health centers. The zones will also be used for administrative purposes by all state agencies for coordination of all types of social services for the same families and individuals.

The City of Chicago contains 26 planning areas: 13 north of Roosevelt Road associated with the Read Center and 13 south of Roosevelt associated with the Madden Center. Long-range plans call for developing a community mental health center in each of these 26 areas, with top priority generally given to areas with lowest income levels and highest rates of admissions to state psychiatric institutions.

The state mental health centers should be combined with, or closely related to, the Board of Health's local centers. Priority considerations for both programs are similar, and coordinating the development of these facilities would provide maximum service at minimum cost in areas of greatest need. The Department of Mental Health already provides aid for the Board of Health's mental health clinic in Woodlawn, and similar arrangements could be adopted in other parts of the city.

The Chicago Alcoholic Treatment Center, with its emphasis on group therapy, provides mental health services that are still relatively experimental and specialized, and therefore suitably located at a single location rather than decentralized. While the program is developing, it will be necessary for the center to continue to attract patients from a large area in order to provide an adequate number of people for group therapy. In the future it may prove desirable and feasible to decentralize alcoholic treatment in conjunction with other mental health services.

Environmental Health

Environmental health—the purity of water, air, and land—is obviously essential to the survival and well-being of the people of the Chicago area. But in a densely developed urban area which is highly industrialized and technologically sophisticated, maintaining environmental standards is a special problem. Preventing air and water pollution and disposing of refuse become more difficult as metropolitan population grows and as more products are packaged in disposable containers.

Without proper management waste materials can affect personal health, spoil natural and recreational resources, and threaten economic growth. Protecting the environment is a metropolitan problem that requires the cooperation of all governments throughout the Chicago region and of state and federal agencies. All types of pollution are interrelated; improper refuse disposal can impair the purity of water and air, as well as create a nuisance and health hazard on land.

Chicago's basic goal for environmental health is to assure the quality of water, air,

and sanitation that will protect public health, conserve natural beauty and resources, and encourage economic development. This will require strengthening comprehensive, up-to-date regulations and effective enforcement programs, together with adequate public sewer and water lines and sanitation facilities. Achieving goals for environmental health will depend very heavily upon developing cooperative regulations among governments in the metropolitan area and among municipal, state, and federal agencies. It will also require the continued cooperation of industrial firms.

First steps would be taken to reduce immediately the harmful effects of all types of environmental impurities. Over a longer-range period the ultimate goal is to abate all pollution of the air, water, and land. Environmental health policies are directed toward the following main objectives:

For Water Resource Quality:

1. To abate pollution caused by disposing of domestic and industrial wastes directly into bodies of water in the Chicago area.

2. To abate water pollution resulting from the storm water overflow of the present system.

For Air Pollution Control:

1. To abate sulphur dioxide and other emissions resulting from the burning of low-grade fuels.

2. To abate polluting by-products of vehicular operation released into the atmosphere.

3. To abate polluting by-products of industrial processes and power generation.

For Sanitation:

1. To provide for efficient disposal of refuse and solid wastes without deteriorating the urban environment.

2. To maintain and expand other existing environmental sanitation activities, including rodent control and inspection services.

Water Resource Management

The Chicago area has a great advantage over most other major metropolitan centers in the United States because of its easy access to an abundant supply of water from Lake Michigan, one of the world's largest fresh water lakes. It provides a source of water for drinking, cooling, fire fighting, and industrial processing that should meet all requirements into the foreseeable future.

The quantity of water is no problem now, since the city's water treatment and distribution facilities are estimated to be adequate to meet foreseeable demands from the city and suburbs. Water facilities are developed according to a program, revised annually, which is designed to meet needs over a 20-year period. The quality of the region's water supply is being protected for future use through continuing and expanding efforts to reduce impurities. Abating water pollution means protecting recreation areas, in addition to assuring a safe and palatable water supply for domestic and industrial use.

Industrial Wastes

Abating pollution caused by the disposal of industrial wastes directly into Chicago area bodies of water requires enforcement action on local, interstate, and federal levels, primarily directed toward control of water pollution sources located around the south end of Lake Michigan.

Chicago today is the only major city on the Great Lakes that has not had to close one or more of its beaches frequently or permanently because of water pollution. This is generally because the City of Chicago does not discharge domestic and industrial waste sewage into the lake. However, these wastes are discharged directly into Lake Michigan in the Calumet area of Illinois and northwestern Indiana and by communities north of Cook County.

The 1965 U.S. Water Quality Act transferred federal water pollution enforcement activities from the Public Health Service to the Department of the Interior. This was done to emphasize the importance of water quality, in addition to its impact upon public health. Cleaning up the south end of Lake Michigan in Illinois and Indiana was given top priority.

The 1965 act establishes procedures for setting water quality standards to control sewage and industrial waste discharges. The program recently initiated by the Federal Pollution Enforcement Conference for lower Lake Michigan and nearby inland lakes requires waste treatment to meet the quality criteria goals set by the conferees by December 1968. Industries and municipalities in the area must file preliminary engineering plans for waste control with the federal department by the end of 1966 and final plans by June 1967. It will no longer be possible for industries or municipalities to deposit objectionable raw, untreated wastes into the lake. Heavy fines will be administered for failure to comply. Continued enforcement by city, state, and federal agencies is expected to restore and maintain a high standard of quality to the waters of the Calumet area.

The Metropolitan Sanitary District of Greater Chicago adopted industrial waste quality standards, controlling discharges into waterways outside the city, in 1962. The City of Chicago will also establish standards meeting those of the Sanitary District regulations.

The key to the success of these regulations is effective enforcement. It will be necessary for the city's Department of Water and Sewers and the Sanitary District to recruit the additional personnel needed for inspection and enforcement. A study should also be undertaken to determine an equitable method of sharing these additional costs with industry.

The Sewer System

There is a great need for more knowledge about methods of eliminating pollution of the area's waterways resulting from overloads in the Chicago sewer system during periods of heavy rainfall. At these times sewer capacity may be inadequate, and underpasses or even homes may be flooded in parts of the city. Also, the area's sewage treatment facilities may be overloaded, causing untreated sewage to be discharged into the rivers of the area. Chicago is now installing new sewers to serve parts of the city most in need.

There are various engineering techniques that can accommodate storm water drainage. The city will undertake intensive research studies to determine which of the possible methods or combinations of methods would be most feasible for solving this problem in Chicago.

It is the city's policy to cooperate with all government agencies, private organizations, and institutions working on the problem of water resources, management, and flood control in the metropolitan area as a whole.

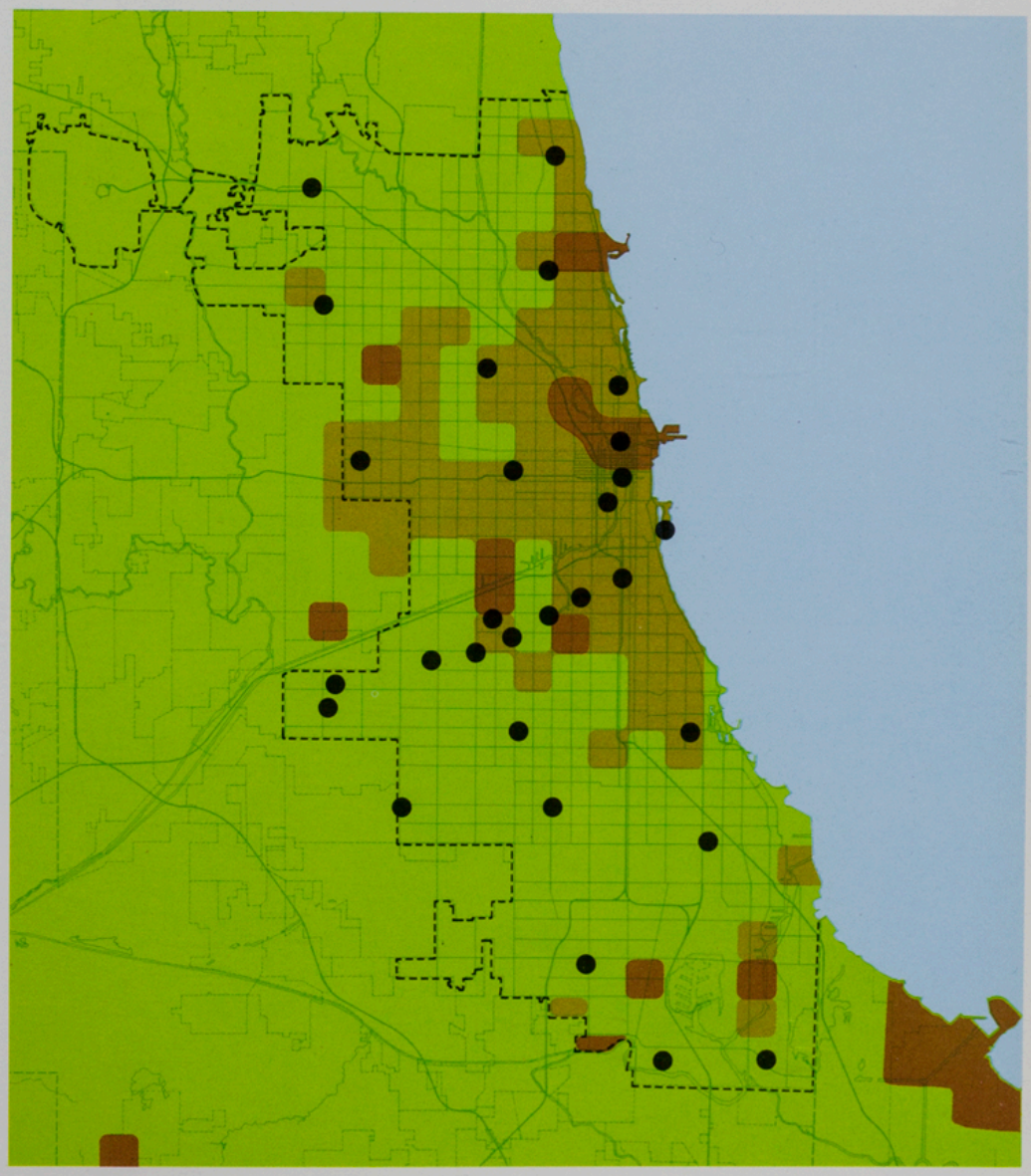
Air Pollution Control

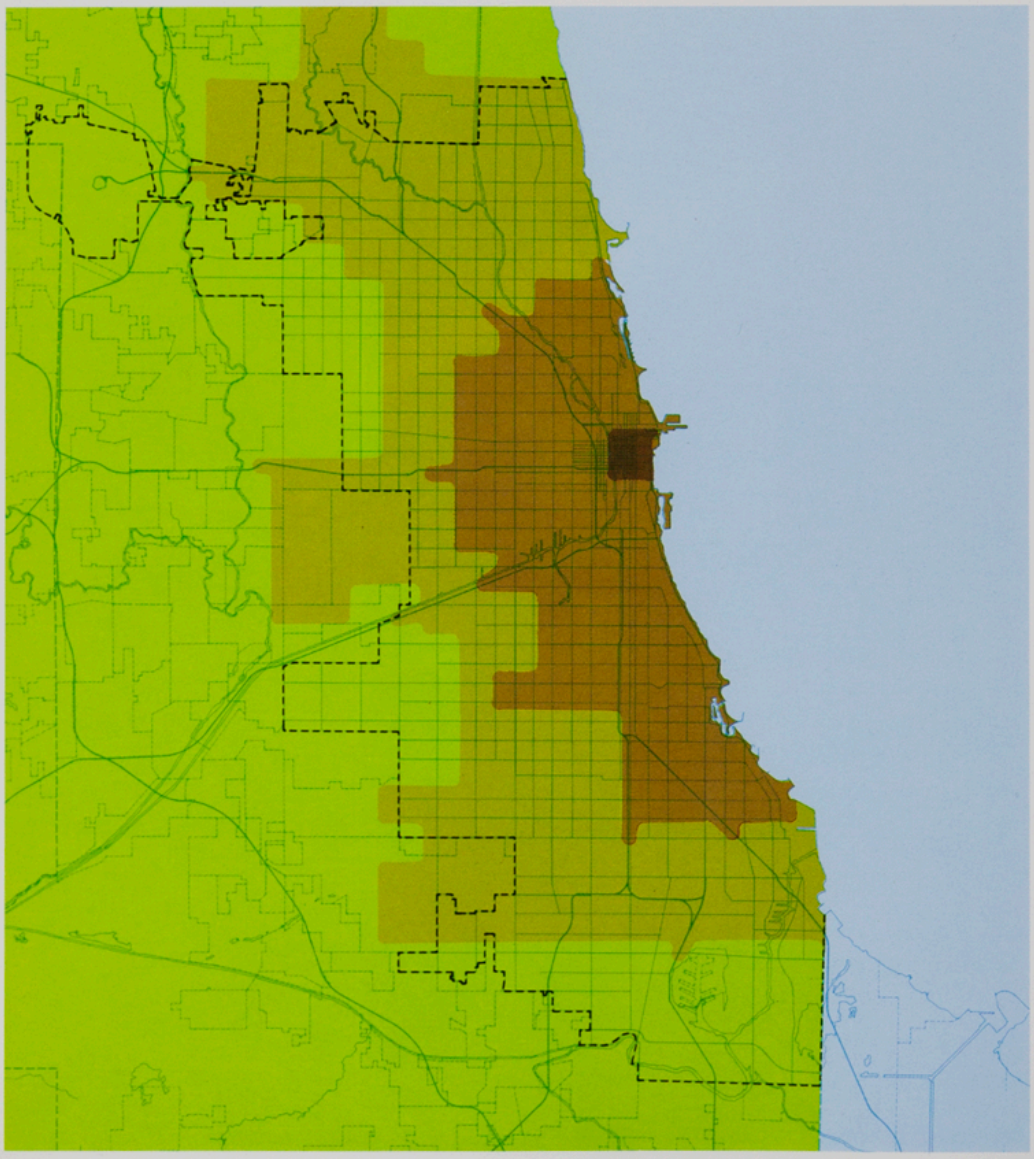
Controlling air pollution became a recognized public concern relatively recently. By contrast, the field of water resource management has been an established municipal responsibility since the 19th century. Much

Air Pollution from Sulphur Dioxide and Particulates

Annual Emission Per Square Mile of Sulphur Dioxide and Particulates From Fuel Burning:

- Over 5,000 Tons
- 2,500 to 4,999 Tons
- Under 2,500 Tons
- Existing Air Monitoring Station





Air Pollution from Carbon Monoxide

Daily Emission per Square Mile
of Carbon Monoxide
From Motor Vehicles:*

Over 100,000 lbs.	
25,000 to 99,999 lbs.	
15,000 to 24,999 lbs.	
Under 15,000 lbs.	

*Generalized Total for Average Working Day

more research on the types, sources, and effects of air pollution is needed. It will then be possible to establish more definite standards of air quality, varied according to local conditions and needs, and enforce them effectively. The city will continue to act to improve the quality of the air on the basis of the best knowledge available while it conducts studies to improve present techniques.

Space Heating and Incineration

The heating of buildings is a principal cause of air pollution in northern portions of the United States. Different types of fuel produce varying amounts of pollution. Coal, both bituminous and anthracite, is the worst offender of all the common fuels. Low-grade oil also emits significant amounts of pollutants when burned. Heating with electricity is the cleanest common method, and it is coming into widespread use, especially in new high-rise residential and office buildings. Gas heating also releases a relatively small amount of pollution into the air.

The city will use its persuasive and regulatory powers to achieve a more effective use of all high-sulphur fuels, coal and low-grade oil, or the substitution of gas, electricity, or high-grade oil for heating and refuse disposal.

Burning refuse, especially garbage, at homes and apartment buildings is a particularly offensive source of air pollution, and one that is closely related to the city's sanitation program. In the fall leaf burning intensifies the problem. The City Council has passed ordinances regulating these activities, and it is the city's policy to provide collection services to building owners that will make these practices unnecessary.

Motor Vehicles

Cars, trucks, and buses will continue to be major means of transportation in Chicago during the foreseeable future. It is therefore necessary for the city to control the emission of carbon monoxide, the chief air contaminant produced by the internal combustion engine.

By 1968 under federal regulations all newly built automobiles must have exhaust control systems, and possibly devices to control the emission of carburetor vapors when the auto is parked. By the early 1970's it can be expected that the amount of carbon monoxide released into the air will have been substantially reduced, since many cars built before 1968 and thus not affected by the new requirement will be out of use by that time.

Regulations and Research

Enforcement of the city's air pollution regulations, together with the cooperation of industries in Chicago, has already made possible great progress in reducing injurious emissions caused by industrial processing and power generation. The city will continue its policy of careful inspection and strict enforcement. Penalties for non-compliance should also be increased.

Electric power generating plants which burn coal are another major source of air pollution. It is proposed that no new generating stations burning coal or other fuel causing pollution be built in the city. Over a long-range period all power plants would be required to convert to gas or other clean fuel.

Increased research on methods of developing closed systems is also proposed, through joint efforts by the city, industry, and the federal government. These methods would make it possible to re-use polluting by-products in processing, rather than releasing them into the air.

Trees, shrubs, and other plants act as filters to air pollutants, somewhat reducing their injurious effects. They also serve as a buffer between sources of air pollution and residential areas. Expanding the amount of park land and other open space in the city would help to alleviate air pollution problems, in addition to providing more recreation space.

Research, such as the Chicago Department of Air Pollution Control's current microclimatology study, will soon make it possible to develop more detailed policies and regulations for the prevention and control of air pollution. The Federal Clean Air Act of 1963 provides financial aid for research of this type.

Sanitation—Disposing of Refuse

The City of Chicago's long-range policy is to require incineration of all refuse and appropriate types of solid wastes, including those collected by both public agencies and private scavengers. Incineration reduces the volume of waste by about 80 per cent, and thus greatly alleviates the problem of finding disposal sites. To achieve the recommended 100 per cent incineration, it would be necessary for the city to build additional facilities. New incinerator sites will be carefully selected to avoid deleterious effects on nearby areas. Specialized city-operated incinerators for disposal of bulky solid wastes, such as certain wood products, are also needed.

Legislation requiring crushing and cubing of unsalvagable large metallic wastes, such as autos and appliances, is proposed for adoption by the City Council. Federal legislation taxing new cars to cover the cost of disposing of them at the end of their useful life would also help to reduce the number of auto junk yards.

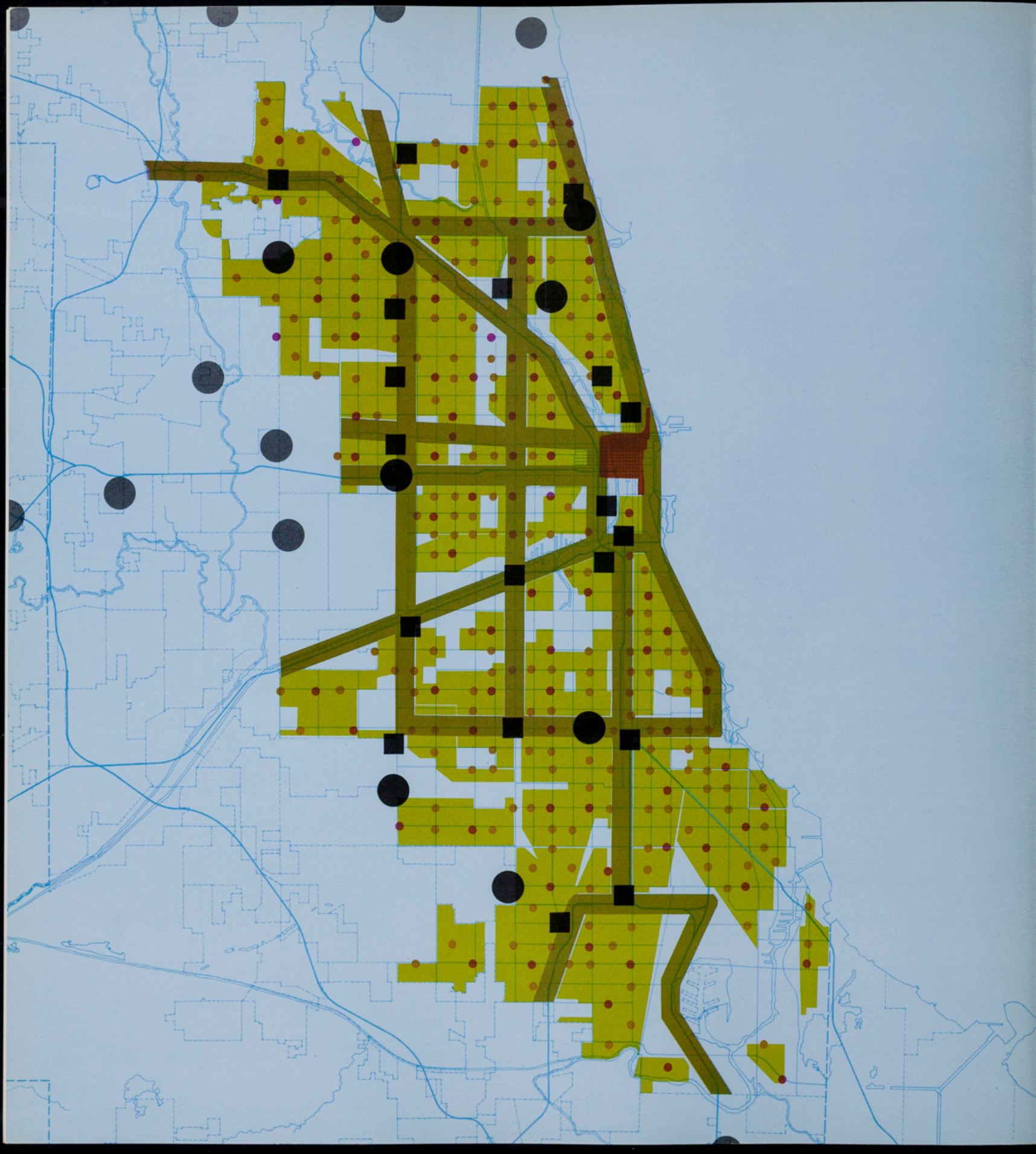
Some kinds of dense, inert, and stable incinerated wastes could also be used to create hills and slopes, especially in public recreation areas. Other cities have used incinerated refuse for this purpose quite successfully and have found that top soil and vegetation can be held in place. This type of waste product would also be used for lake fill, properly shielded from wave action by sea walls. It is the city's policy to coordinate the disposal of inert materials with programs to improve and expand public properties, such as landfill for lakefront parks.

The problem of refuse disposal is also metropolitan in nature. A study should be undertaken to determine the feasibility of coordinating refuse and solid waste disposal on a metropolitan basis.

Inspection and Other Services

The city's attacks on blight, poverty, and unhealthy living conditions in general are directed at the real causes of rodents and other pests. The city is also working with community groups to provide special educational programs on housekeeping techniques, designed especially for rural newcomers to the city. And the city has increased its inspection and enforcement activities requiring landlords to maintain sanitary standards in their buildings.

The city now has highly effective programs for inspecting and enforcing sanitation standards in ports, food handling establishments, institutions, swimming places, trailer parks, and motels, and for curbing radiation and allergy hazards. In the future, inspection services must be adjusted because of growth and change. The increasing use of nuclear energy will require special emphasis on controlling hazards from nuclear reactors and radioactive materials. Also, the greater number of foreign vessels coming to Chicago through the St. Lawrence Seaway will require more port inspection personnel.



Policies for Business

Policies for Business Locations

Corridor of High Accessibility

Central Business District

Regional Business Center

Regional Special Service District

Neighborhood Business Center

Neighborhood Business Center Serving Community Center Functions

Major Suburban Business Center

The city's policy is to encourage and make provisions for a system of well-located, competitive business centers, special service districts, and office facilities which are attractive and convenient, which provide Chicagoans with jobs and needed services, and which offer a wide variety in the types and sizes of business opportunities. The size and character of each business center, containing retail stores and consumer services, would be closely related to the needs of its market, and its design would meet contemporary standards.

The excessive amount of land now devoted to and zoned for business use should eventually be reduced by about two square miles. Most of this land, now in strips along major streets, would be made available for housing or open space. The ribbon form of development is technologically obsolete and inefficient for most kinds of business functions, and the city's cost of maintaining and protecting this property, especially where there are many vacant stores, outweighs revenue benefits derived.

There are five primary objectives for business development:

1. To develop a viable, efficient system of business centers by rehabilitating existing well-located centers and by providing for needed new centers in accordance with contemporary standards.

2. To provide community centers, related to and involving shopping facilities, to serve the entire city.

3. To develop a system of special service districts for certain business activities.

4. To maintain the vitality of the Central Business District.

5. To meet Chicago's potential for office development.

A System of Business Centers

Chicago now contains four levels of business districts in addition to the Central Business District: regional districts, intermediate districts, neighborhood districts, and convenience shopping groups. Each category serves a different size of trade area and offers a different general range of goods and services. The primary tenants of these centers are retail stores and consumer-oriented services, but the centers also contain professional services, certain kinds of local offices, and public and private social service facilities.

From the standpoint of contemporary merchandising, the economic need for the intermediate business district is declining. Traditionally, such districts have provided a middle range of both shoppers' goods and convenience goods. Today, however, the expanded supermarkets and drug stores within neighborhood-level districts tend to meet consumers' needs for convenience goods. Because of greater mobility, consumers now find it easier to go to regional centers and the Central Business District for the less frequently purchased shoppers' goods.

In recognition of this trend, the plan identifies three levels of business centers—regional, neighborhood, and convenience. Regional centers would serve trade areas of 200,000 to 500,000 or more persons and contain at least two major department stores, plus a variety of other shops and services. They would be at locations easily accessible from large areas of the city.

Neighborhood centers, generally each with a supermarket as the principal store, would be distributed rather uniformly throughout the city's residential areas and located near intersections of one-mile major streets. Convenience shopping groups, generally grocery-drug store combinations serving a "walk-in" market, would be primarily in high-density areas and near transit stops.

Gradually, existing business districts which do not meet contemporary standards will be redesigned and rehabilitated or replaced by private investment action. In achieving this objective the city will continue to work closely with businessmen and their organizations. Relatively minor adjustments may be adequate in some cases, but in others, major rehabilitation or rebuilding would be desirable. In the past local merchants have cooperated with the Department of Urban Renewal to establish new centers on cleared land. These centers, which have included establishments relocated as part of improvement programs, have proven economically successful. The city will continue such cooperative efforts, and it will also help businessmen in outlying locations to redesign and rehabilitate centers.

Community Centers and Shopping Facilities

Selected neighborhood business centers would be emphasized as centers of local community activity. Certain kinds of public facilities that are related to business functions, such as library branches and health centers, would be located in or near the shopping complex. This combination of uses would benefit both commercial and non-commercial functions and at the same time create interesting focal points for community life.

The city would also encourage such private activities as reading rooms, YMCA's, and other social service facilities to locate nearby. These facilities require easily accessible, convenient locations near intensively used concentrations to function efficiently. Many are now dispersed and could gradually relocate to new sites in or near business centers.

The city would work with local businessmen in the community centers to determine how public and private improvement efforts could be coordinated effectively. For example, the city might carry out special street improvements or tree planting, and the businessmen might invest additional funds in store front remodeling. Generally, all levels of business centers would be improved and made more attractive through provision for activities other than shops.

Special Service Districts

A system of community and regional special service districts is proposed for development at the edges of residential communities on major streets and near expressway interchanges. These districts would provide space for special types of business functions that do not require locations in business centers but which can benefit both themselves and customers by locating close together.

Special access drives and well-planned parking areas would serve the districts and avoid congestion on adjacent streets. Like the business centers, some of the districts would be developed through rehabilitation of existing areas, although most would be entirely new.

Special service districts would include a wide variety of types and functions. On the regional level, there would be districts for parcel handling, automobile sales, offices, and entertainment. On the community level, some special service districts would contain heavy commercial activities, such as lumber and building supplies, and would be located near rail lines on the edges of residential communities where possible. Some with entertainment and commercial recreation would be next to or part of community business centers. Others would contain highway-oriented activities, such as drive-in restaurants and motels.

The Central Business District

The Central Business District is unique in the system of business areas for more than its total size. It is Chicago's most important single economic asset, and maintaining its vitality is essential to the well-being of the entire city and metropolitan area. It serves as the regional shopping center for people in all parts of the metropolitan area. Many major cultural and commercial recreation activities are located within it. Intermingled with these activities are a diversity of office activities—head offices of corporations, banking and financial activities, and a multitude of business services and smaller business enterprises. The combination of these activities in a compact area provides a special attraction to additional developments, particularly national branch offices and cultural activities, which otherwise might not locate in the Chicago area. To retain the attractions of the Central Business District it must be highly accessible to the entire metropolitan area, and the convenience and ease of movement within it must be increased.

The Central Business District will be strengthened by programs and policies to retain its present compact form in order to facilitate interchange, to improve facilities for pedestrian circulation, to rehabilitate or replace obsolete buildings, to maintain retail business concentrations, to replace the Loop elevated structure with a subway, to provide additional parking facilities on the periphery of the Central Business District, and to consolidate downtown railroad passenger terminals.

Office Development

Provisions should be made for office development in parts of the city outside the Central Business District, to take full advantage of Chicago's potential. A number of office parks, a type of special service district, would be located near selected expressway interchanges and rapid transit stops. They would be designed to accommodate primarily non-local office functions, such as data processing and corporate offices, for which Chicago offers particular advantages but which do not need downtown locations. The office parks would include retail shops, restaurants, and other services for office workers, important for attracting both tenants and employees. Generally, local office functions, such as banks and insurance agencies, would be included in business centers rather than in office parks.

Current trends clearly indicate that Chicago's Central Business District will continue to attract new office development because of its unexcelled advantages as the prime location in the Midwest region. The development of office complexes in other parts of the city would not detract from downtown, but would provide space for certain kinds of functions that can operate best outside the central area.

The office parks would also advance other objectives of the plan. They would reinforce business centers and support transportation facilities. Areas near office complexes would provide appropriate sites for higher-density residential development, which would help to increase the variety of housing in many communities.

Policies for Industry

Manufacturing

In order to move toward the major goals of enlarging human opportunities and strengthening the economy and to preserve and augment the tax base, the government of the City of Chicago will make every effort to encourage the expansion of manufacturing. The city will seek to achieve patterns of development that make best use of Chicago's particular location and transportation facility advantages.

To be effective both public and private programs must be based on a recognition of the predominant existing trend toward lower-density development in attractive surroundings and with a wide range of services for developers, management, and employees. Accordingly, there are three basic objectives designed to meet the needs of manufacturing toward which the policies of public and private agencies would be directed:

1. To improve the environment, services, and accessibility of existing industrial areas.

2. To stimulate the development of additional land for manufacturing in a system of organized industrial districts.

3. To provide needed services for industrial developers through the activities of public and private agencies.

Existing manufacturing areas in Chicago are in the form of major districts, corridors, and smaller concentrations. The fundamental physical form recommended for industrial development in Chicago is a system of elongated districts that are easily accessible to transportation facilities, although other patterns of industrial areas would be retained. This policy is aimed at a system of industrial corridors served by railroads and major highways, running north-south and east-west, with two major industrial concentrations at Lake Calumet and in the vicinity of O'Hare Field. This does not mean that all of these corridors would be lined with industry from end to end. Sound residential communities would not be displaced by industry. The design of the corridors, with transportation arteries, park belts, or landscaped setbacks on industrial properties generally defining them and acting as buffers between industry and housing, would offer a means of maintaining a compatible relationship between residential areas and industrial districts.

The corridors would not be continuous, undifferentiated strips of manufacturing plants. Rather, they would consist of a system of separately developed and operated industrial districts which would vary in function, intensity, and environmental quality. Eventually, each district would include only those types of industry that are compatible with one another and with their surrounding environment. Some districts would consist of light manufacturing plants that are attractive and nuisance-free, while some would contain heavier types of industry. Portions of the corridors would also be devoted to special service districts and truck terminals, described elsewhere in this report. Some major manufacturing areas—in particular those near O'Hare Field and Lake Calumet—would be outside the system of corridors defined by transportation arteries, and would be clustered rather than elongated in form.

More detailed recommendations for industrial districts are included in the proposals for Development Areas.

Following are policies recommended to guide public and private industrial development programs toward each of the three main objectives for manufacturing.

Existing Manufacturing Areas

Most of the city's existing manufacturing now lies along railroad lines, and the corridor system would provide a logical means of expansion. Mixed uses, particularly obsolete housing, would be removed from the corridors, and the land would be made available for industrial use. Presently scattered manufacturing establishments which are incompatible with residential areas

would gradually be relocated into the industrial districts, which would also help to improve residential areas. Special efforts would continue to be made to provide suitable new sites for industries displaced by urban renewal.

The corridors would offer obvious transportation advantages for plants using either truck or rail transportation or a combination of both. Plans for additional improvements in expressways and major streets and for railroad mergers or changes in service would be closely related to these industrial districts.

Various types of manufacturing should be separated into roughly compatible groups. Some industries require clean, prestigious environments and do not function efficiently on sites that are adjacent to plants with open-lot storage of materials or extensive truck activity. Developing a system of industrial districts would require the use of zoning controls and urban renewal by the city to some extent, but it would also be necessary for the private owners and developers of property in the corridors to institute some form of cooperative control over plants in each district. Special services and facilities—such as maintenance of grounds, night watchmen, and employee recreation centers—could also be provided by this central administration or by cooperative arrangement.

New techniques of vertical, rather than horizontal, production flow have recently been developed, and the application of these methods would greatly benefit Chicago's older industrial areas. In these sections there are many multi-story manufacturing structures which are now technologically obsolescent but which could be brought up to current standards. These buildings could be made especially attractive to new "incubator" industries which cannot afford the cost of a new single-story plant.

The Development of Additional Land

It is estimated that the city will require seven additional square miles of suitably located industrial land by 1980, in addition to the well-located land now used for manufacturing. This figure is based on the number of employees in Chicago manufacturing industries projected in the economic studies conducted for the Comprehensive Plan, together with data on contemporary standards for floor space per production and non-production worker and for building types and site coverage in 20 manufacturing types. These standards vary widely for different types of manufacturing activities.

This additional land would be provided by improving vacant land now zoned for industry and making it readily available for development and by clearing selected deteriorated non-industrial areas that have a special potential for manufacturing. Removal of unrelated non-manufacturing uses from the proposed corridors would also increase the supply of industrial land.

New land for manufacturing in older portions of the city would be especially desirable for near-in firms requiring central locations to distribute their products to the Chicago area. This land would be redeveloped in contiguous parcels large enough for modern industrial parks, such as in the Roosevelt-Clinton Urban Renewal Project on the Near West Side.

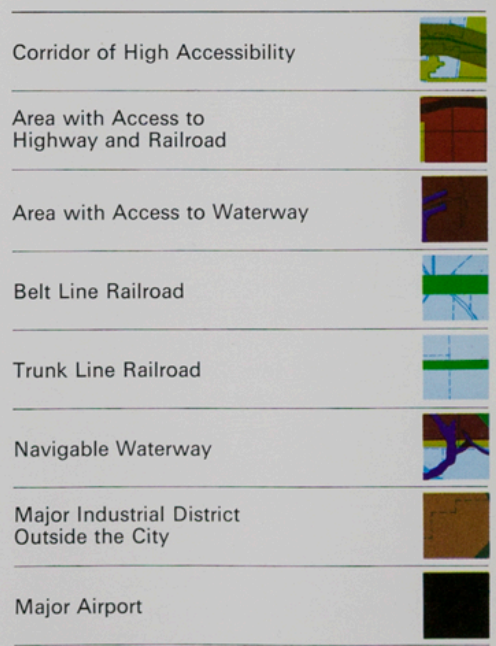
Vacant industrial land that conforms to the recommended spatial pattern of manufacturing would be reserved by the city for future industrial use, even though development may be slow and there may be pressure for the use of this land for other purposes. Public and private efforts would be directed toward making the kinds of improvements that will stimulate new construction on this land, to make use of its potential for employment growth and tax revenues.

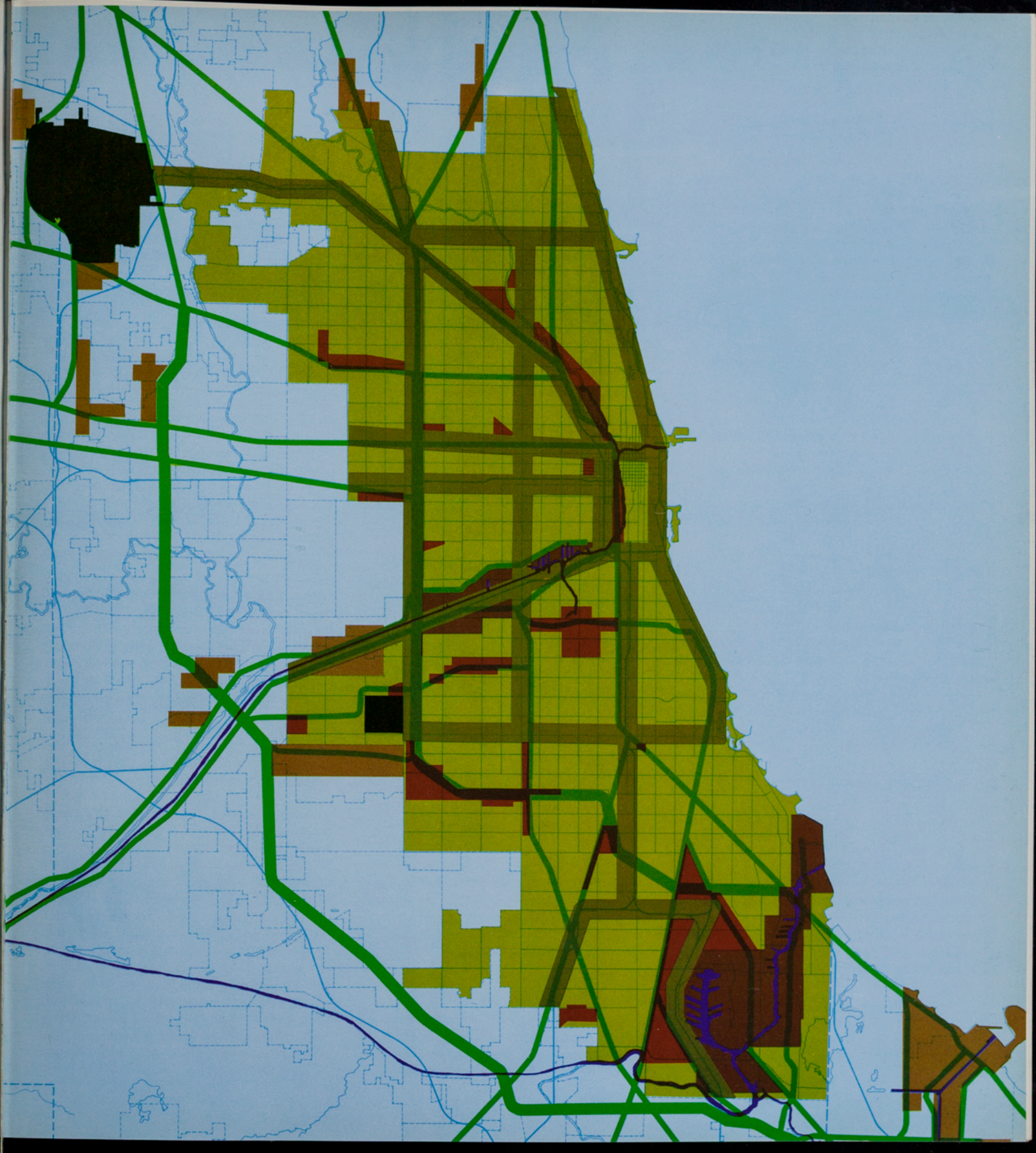
Services by Public and Private Agencies

City government would continue and increase its assistance to manufacturing plants wishing to expand their facilities in Chicago, to relocate within the city, or to move here. A significant recent example of success in this kind of endeavor has been the help given to the Seeburg Corporation by the Mayor's Committee for Economic and Cultural Development. This large firm was about to move from the city until the committee assisted it in obtaining land for expansion at its present site. A major new plant has been built there.

It is also the policy of the city to work with the various other public and private organizations that are seeking to attract manufacturing to Chicago. Special efforts would be made to attract certain highly sophisticated industries which appear to require Chicago's particular advantages. These include such new kinds of activities as biomedical engineering and vacuum technology. The

Policies for Industrial Areas





accessibility of knowledge, through the interchange of ideas between industry and the university community, is an especially important consideration for attracting these kinds of firms.

Various kinds of public and private improvement programs and activities have a particularly close relationship to the attainment of the city's goals for manufacturing growth. As firms have come to be increasingly concerned with the total community environment, the range of different kinds of policy questions which can affect industrial development has been broadened. For example, efforts by private and public organizations to strengthen and expand cultural activities and amenities in the area are increasingly important in attracting and retaining both industry and personnel.

Educational programs to provide the Chicago labor force with basic skills and to retrain unemployed workers are essential. This would include vocational training and adult education courses in the public schools, as well as in-service training by industries.

The high quality of city services needed by manufacturing would be maintained. In some industrial areas, especially intensive services—such as police and fire protection and air and water pollution control—would be required. At the same time the city's policy is to maintain tax rates that are highly competitive with other communities in the region.

The city would continue and strengthen its efforts to reduce air and water pollution, which are as obnoxious to industrial activity as to residential areas. An effective program to minimize pollution would require the cooperation of government agencies and private firms in adjacent communities and states and on the federal level, as well as in Chicago. The number of manufacturing plants that have improved their performance in this respect has increased, because of the desire of many firms to make a positive contribution to the improvement of their community and because of intensified enforcement.

Publications and other programs designed to inform industrial developers of Chicago's advantages are also essential. It will continue to be the city's policy to cooperate with civic and business groups engaged in these efforts. To the extent that Chicago continues to improve its environment and promote an understanding of this improvement, the city's prestige will become an increasingly positive factor in attracting industrial growth to the city and metropolitan area.

Distribution

Distribution—the storage and transfer of raw materials and manufactured products—is naturally an important function in Chicago, which is the center of the nation's water, rail, and air transportation networks. As defined here distribution includes all those handling and storage facilities used in the movement of goods up to the time they reach the retailer. These include three types of functions: wholesaling, warehousing, and goods transfer terminals. Those facilities used for the actual movement of goods are discussed under Transportation.

It is the city's policy to maintain Chicago as an efficient distribution center by providing for a system of facilities that are most appropriate to Chicago's particular characteristics and most closely related to other activities of the city. Generally, priorities for city improvements and services are directed toward increasing somewhat the amount of land for wholesaling and warehousing, maintaining the amount used for truck terminals at a relatively stable level, and decreasing the total land devoted to rail terminals.

Distribution facilities are obviously tied directly to major transportation routes—expressways, rail lines, air and water ports—and they would be located accordingly. Land for wholesaling and warehousing would be reserved within the proposed industrial corridors, which would be generally defined by railroads and major highways. Four major objectives would guide the city's policies and programs for distribution facilities:

1. To provide for the expansion of wholesaling and warehousing activities.

2. To improve access to existing well-located truck terminals, but to discourage the development of additional facilities.

3. To accommodate the demand for water and air freight terminal facilities.

4. To encourage re-use of unneeded rail freight terminal facilities for more suitable purposes.

Wholesaling and Warehousing

Suitably located vacant land in and adjacent to the proposed industrial corridors should be made available for the expansion of wholesaling and warehousing functions.

Chicago now contains about 500 acres of vacant land that meets these requirements. About half of this acreage is along the South Branch of the Chicago River, mostly between Halsted Street and Western Avenue. This land is served by the Stevenson Expressway and offers the inherent marketing advantages of a central location within the city. The area could satisfy the access and site requirements of many wholesale and warehouse functions. An additional smaller area with similar advantages is near the Kennedy Expressway along the North Branch of the Chicago River. Wholesale and warehouse firms would be encouraged to locate in these two areas, as part of the larger program of developing industrial districts in corridors defined by expressways, rivers, and railroads.

The Calumet area is an ideal location for the continued development of bulk storage facilities. Bulk storage requires extensive amounts of land and functions best in a low-density environment such as the Lake Calumet area. In addition, this is a convenient location for storage of bulk materials arriving by pipeline, since most pipelines enter the city from the south and southwest.

Chicago's present wholesale food markets are at dispersed locations, and some have inefficient, obsolete facilities. It is the city's policy to bring about efficiency through construction of modern facilities and consolidation of wholesale food markets to the maximum extent feasible.

Truck Terminals

The city would discourage additional new truck terminals and the various kinds of rail-truck combination terminals within the city limits, with the exception of those in the Calumet area and piggy-back terminals at appropriate locations. These particular terminals would be closely linked with wholesaling activities and would help to keep wholesaling in the city. In general, however, truck terminal facilities require large amounts of land and a low-density environment and are incompatible with the relatively high intensity of development in most parts of Chicago. From the truck terminal operator's standpoint, outlying parts of the metropolitan area offer the best potential for efficient and economical operations. From the city's standpoint there are the problems of traffic congestion, noise,

and air pollution produced by truck terminals and the fact that other industrial activities have higher potential gains in jobs and tax revenue.

In areas where there are existing truck terminals which are well-located in relation to expressways and which conform to zoning regulations, the city would improve major streets in the vicinity to provide better circulation and access for the terminals. Priority for improvements would be given to major streets connecting truck terminals with expressway interchanges.

Water and Air Freight Terminals

The administration of all water port development and operation activities should be centered under a single City of Chicago agency, the Department of the Port of Chicago. The Calumet area would continue to be the city's major location for water port terminals, both those for general cargo and those for bulk commodities. It is the city's policy to support this development vigorously. Navy Pier and other nearby terminals would be maintained for general cargo, but water freight handling facilities would not be expanded in this area. Terminals along the Chicago River are obsolete and would be redeveloped for such other uses as industry, wholesaling, and in selected cases residence. Slips along the South Branch would be filled to provide more industrial land.

Because of the rapid growth of air cargo of all types, the city would continue to guide and support the development of new air cargo terminals at both O'Hare Field and Midway Airport. Emphasis would be placed on renewing and developing Midway facilities to handle the expected cargo overflow from O'Hare Field.

Rail Freight Terminals

The city's policy is to encourage the present trend toward re-use of unneeded railroad property for more suitable purposes. Cooperative arrangements between representatives of the city and the railroads would assure that the process of merging facilities and redeveloping released land is carried out for their mutual benefit. In some cases, property now occupied by out-dated and surplus freight transfer facilities would be rebuilt with small industrial parks developed by the railroads. This would be done in conjunction with transportation improvements by the city and the development of industrial corridors.

Policies for Transportation

Increasing freedom of movement and choice of travel mode through the transportation system is essential in order to expand human opportunities and strengthen the economy. To do this it will be necessary to relate the various transportation modes and coordinate their development so that the entire system operates as a unified whole, and so that each mode performs the functions for which it is best suited as efficiently as possible. As the Chicago area grows and as incomes rise, the volume of travel will expand and the demand for both capacity and quality of transportation facilities will increase.

The city's transportation policies are presented here in three categories: Metropolitan, those affecting circulation within the Chicago area; Central Area, those pertaining to the high-intensity areas surrounding the Chicago Central Business District; and Regional, policies regarding accessibility from outside the metropolitan area by air, water, and land.

The major policy for metropolitan transportation is to develop a system of corridors of high accessibility. They would include various kinds of high-capacity ground transportation which would provide a framework for higher-intensity residential, industrial, business, and institutional activities. The corridors would increase the range of choice of home and work locations for all Chicago area residents, make available more sites from which business and institutions could serve the entire city or area, and make the central area more accessible.

Transportation in the central area is of special concern because of its importance to the total region. Rebuilding of near-in areas with a wide range of housing types near the Central Business District will require major adjustments in downtown transportation facilities.

The city's major policy for regional transportation is to work toward maintaining the metropolitan area's competitive accessibility from points throughout the United States and abroad. Selective improvements of air, water, highway, and rail transportation service will be made, to strengthen those functions which each mode can best perform in national and world-wide freight and passenger movements.

Transportation policies are directed toward the following main objectives:

For Metropolitan Transportation:

1. To use transportation programs to encourage desired development patterns and to provide a high quality of transportation service to all of the people of the Chicago area, mainly through the system of high accessibility corridors.

2. To coordinate transit with commuter railroad service, and to expand and improve the Chicago Transit Authority system.

3. To complete the development of a coordinated system of expressways and streets that will best serve metropolitan and community transportation needs.

4. To improve the quality of the environment through transportation developments such as landscaping and special street furniture design in conjunction with street projects.

For Central Area Transportation:

1. To facilitate travel to the Central Business District by improving the quality and increasing the capacity of transportation lines and terminals.

2. To improve circulation within the central area, especially with ring routes, mass transit distribution, and special pedestrian facilities.

For Regional Transportation:

1. To improve Chicago's accessibility as a regional capital by strengthening all intercity transportation modes and by taking advantage of technological developments as they occur.

2. To improve and coordinate water port facilities.

3. To improve major airports, provide good access to them, and expand facilities in accordance with analysis of need for additional major and secondary airports.

4. To improve access facilities for existing truck terminals in Chicago that are well-located and that distribute directly to points within the city.

5. To consolidate inter-city railroad passenger and freight terminal facilities, and relate them to possible future high-speed passenger and freight service.

Metropolitan Transportation

Future improvements to the metropolitan transportation system will be based on the proposed system of high accessibility corridors. As delineated, the corridors take into account existing areas of intensive development, existing transportation lines, and areas where new intensive development and transportation service should be located, according to the Comprehensive Plan. This system represents the policy for transportation improvements within Chicago and should be extended to the metropolitan area as a whole.

Each corridor would include both mass transit (express bus, rapid transit, or commuter railroad) and a major road (expressway or major street). The corridor system provides a framework for locating business centers, higher-density housing, offices, major educational institutions, and industrial districts. These facilities require the high degree of convenience and access offered by the corridors. In turn, these high-intensity activities are traffic generators and would help to support the transportation lines. Concentrating intensive uses in the corridors would help relieve congestion in other parts of the city.

The corridor system provides a means of using each type of ground transportation to best advantage, strengthening and supporting existing and future lines, and using transportation to improve other aspects of the city's environment.

In the past, cost-benefit analysis of contemplated new transportation facilities has dealt only with costs and services to the user and not with those to the community as a whole. For example, a new expressway serves not only as a means of saving so much time for so many motorists, at a certain cost in motor fuel tax funds. It also represents other kinds of costs to the city as a whole, such as dislocation and removal of property from the tax rolls. And it offers other potential benefits, such as making new sites attractive for desirable types of development, for example industrial districts, which may increase tax revenues. Planning transportation developments according to the corridor system will make possible a more comprehensive assessment of the real impact of each new route.

Two high-capacity transportation systems serve the metropolitan area: rapid transit (commuter railroads and CTA rapid transit) and highways (expressways and major streets). The rapid transit system is generally radial in form, to serve the high-density core focused on the Central Business District. In the future, additional routes should be developed to connect other centers of intensive activity. The highway system provides circulation among more dispersed origins and destinations. The corridors, served by both systems, offer special advantages of accessibility and flexibility in mode of transportation.

Since the end of World War II, improvements to the highway system have received a much greater investment of federal, state, and local funds than rapid transit system projects. It is recommended that the amount of transportation funds devoted to rapid transit be increased substantially.

Although the transit and highway systems serve different functions, they are interrelated and complementary. For passenger service, they should be linked together by such methods as a system of park-and-ride facilities. Similarly, metropolitan policies call for coordination of rail service in partnership among commuter and CTA lines by providing interchange facilities, integrated schedules, and transfer privileges. In this way, all modes of passenger transportation within the metropolitan area would function as an interrelated system.

Rapid Transit System

The rapid transit system would continue to focus on the Central Business District, the leading destination for trips within the metropolitan area. But express service would be expanded to provide high accessibility across the city generally, in accordance with the system of corridors.

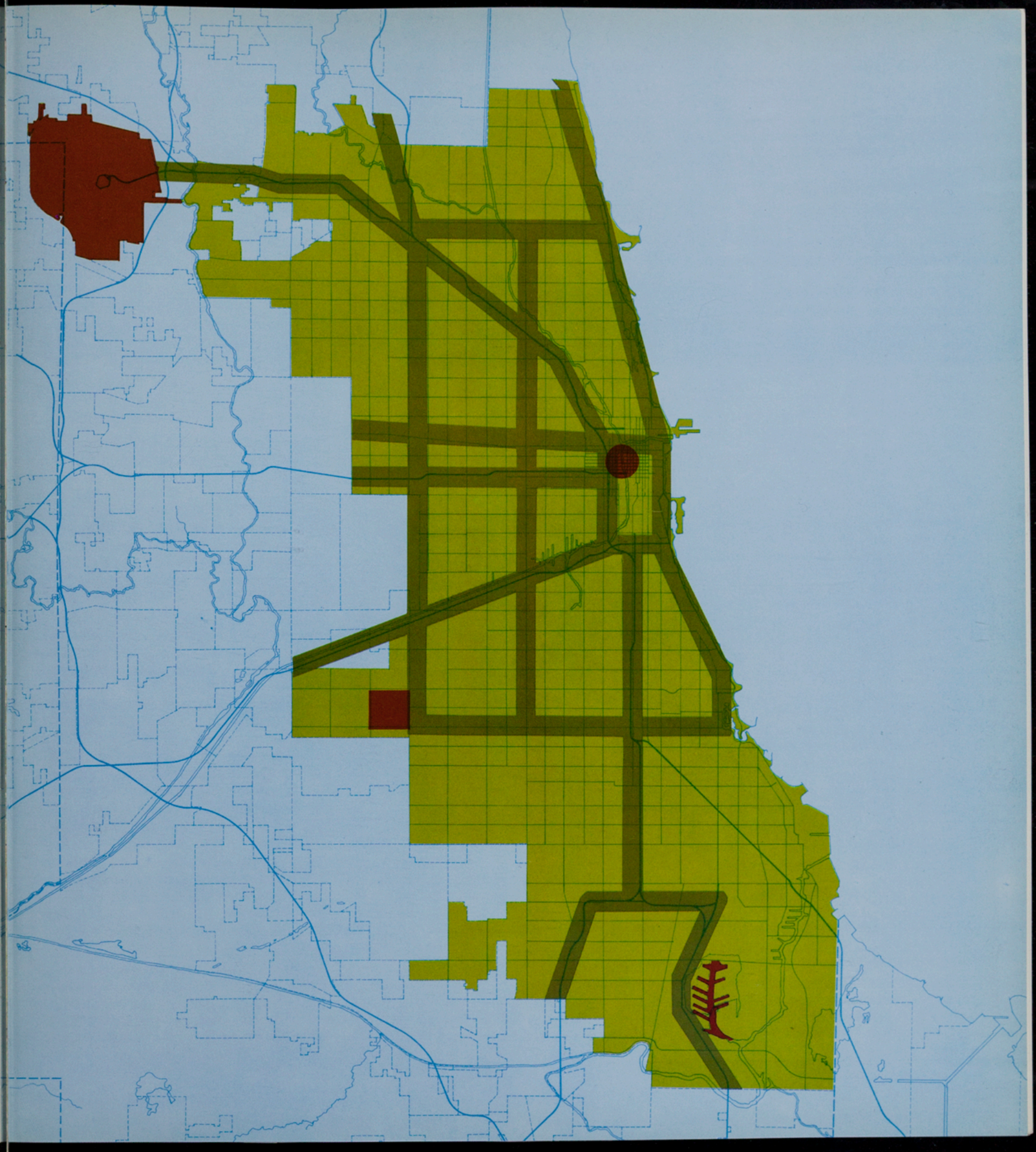
Chicago Transit Authority rapid transit lines and private commuter railroad lines would continue to work in partnership to assure maximum service to riders and the highest degree of efficiency in operations for work commutation in both directions, to and from the city. CTA generally provides local service within a zone bounded by Lawrence, Cicero, and 63rd Street, and commuter lines generally run express to the Central Business District within this zone.

CTA transit service would be expanded in quality and capacity along the corridors which form the boundary of this zone. Transfer stations at the points of intersection

Corridors of High Accessibility

Transportation Corridor

Major Terminal



with the commuter railroads would be improved so that riders from outlying locations who are destined for places within Chicago other than downtown could easily transfer to CTA lines. These stations would also make it simpler for residents from within the city to reach outlying parts of the metropolitan area via commuter trains.

This system would make more parts of the metropolitan area readily accessible to all residents. It would enable both the CTA and the railroads to operate more efficiently and economically, keep to a minimum the number of automobiles entering the city, and thus relieve congestion of highways and the growing problem of air pollution. The transportation system would also include coordinated schedules, parking and bus transfer facilities at CTA and commuter stations, and combination fare arrangements among CTA, commuter railroads, and suburban bus lines.

The city would extend express transit service to areas now unserved, along alignments in the transportation corridor system. Extension of service would be determined by present and prospective ridership and by the development benefits to be achieved. Studies for the development of corridors will assure provision for separate rights-of-way for mass transit service when it is required.

Park-and-ride facilities would be built at major outlying transit terminals. Modern CTA facilities such as air conditioned cars, new or remodeled stations, and bus shelters would also help to attract new riders. Existing elevated structures and street-level rail transit operations would be studied to determine whether they could be replaced by subways, depressed rights-of-way, elevated embankments, or modern structures of efficient and attractive design. Where replacement is needed, alternative alignments would be studied to determine whether or not improved service or other benefits could be achieved by a new alignment. For passenger safety and comfort, sharp curves of existing elevated structures would be eliminated, and road beds would be improved to reduce noise and provide a smoother ride.

Expressways and Streets

The existing and proposed system of expressways and streets includes several levels of function and traffic service. The system of expressways and parkways converges on the Central Business District in a radial pattern which is supplemented by circumferential routes to provide a high level of traffic accessibility to all sections of the city. The expressways are heavily used for freight trucking and for journeys to work by people who are employed outside downtown. Expressways also provide routes for high-speed buses, in addition to the rapid transit lines included in some median strips.

Major streets, generally in a mile grid, carry CTA buses and bring people and goods to and from the expressways, rail lines, and rapid transit facilities. Half-mile streets carrying CTA buses provide a link between major streets and local streets, which are used only for property access.

With the construction of the Franklin Street Connector and Crosstown Expressway, Chicago will have an expressway network which provides for the major concentration of traffic flow. As the metropolitan area develops, with intensive uses concentrated in appropriate locations along the transportation corridors, additional major facilities may be needed to increase traffic capacity. In some cases new roads would be especially developed as parkways. For example, the city's policy is to treat Lake Shore Drive as a limited access parkway through the lakefront parks. The River Road corridor, mostly outside Chicago, runs through the forest preserve belt on the DesPlaines River and would desirably be developed with parkway standards.

Major streets would be developed further to expand their capacity and improve their appearance. They would have variable standards of width and other characteristics, depending upon volume and the nature of the areas through which they pass. Consistent with the policy of taking a broad view of transportation improvements, the studies of street routes and treatment will consider the opportunities to strengthen the function and appearance of the areas along the routes as well as the immediate traffic considerations. This may mean, for example, that although traffic could be moved at higher speeds on an expressway, the environment and function of the area served would be strengthened more by widening a major street, adding traffic controls, and coordinating these improvements with beautification programs. In this case, it is probable that street widening, rather than an expressway, would be chosen to meet traffic demand.

Local streets which are not needed for property access would in many cases be developed as pedestrian greenways linking residential blocks with community facilities and shopping areas. Diagonal streets are a chief cause of congestion at major intersections, and their value as major traffic arteries will continue to be reduced by the development of the major street system. Portions of some diagonals would be converted to pedestrian malls in business centers or used for other non-vehicular purposes.

Within the high accessibility corridors, expressway and major street improvements would be coordinated with rail and transit facilities to serve industrial districts, business centers, and other high-intensity facilities.

Central Area Transportation

Transportation in the Central Business District is the major key to the functioning of the total rail and highway systems in the metropolitan area. CTA rail rapid transit and commuter railroads would continue to focus on the Central Business District. Lines would be extended, capacity expanded, and facilities improved so that the proportion of commuters arriving by rapid transit rather than private automobile would be increased.

An expanded system of central area subways would be built, both to expand the capacity for long-haul trains and to provide a distribution system within the Central Business District and adjacent high-density areas. The subway would replace the Loop elevated service, so that the elevated structure could be removed. The subway as a distributor system could also link the major commuter railroad stations—Union, Northwestern, and Illinois Central—with main downtown centers of employment and shopping.

A system of separate weather-protected walkways extending through the Central Business District would complement the transit distributor system and improve circulation within the downtown area.

It is the city's policy to discourage all-day parking in the heart of the Central Business District generally and to encourage greater use of parking facilities on its fringes, in order to reduce heavy vehicular traffic and air pollution in the most congested sections. The transit distributor system would permit

ready access to the various sub-centers of the central area from parking or bus terminals at the edges of the core area.

Regional Transportation

The Chicago area is the key communication point in the entire Midwest for other points in the United States and the world, because of the area's regional air, water, and land transportation facilities. The City of Chicago will cooperate with other governmental bodies in taking necessary actions to maintain and improve the area's competitive advantage in transportation.

Water Ports

The Chicago water port system consists of two main parts: Calumet Harbor, including the facilities in Lake Calumet and the Calumet River connecting it with Lake Michigan to the east; and Chicago Harbor, at the entrance to the Chicago River from Lake Michigan.

Calumet Harbor is well suited for handling both general and bulk cargo, and its development is consistent with city policy. Port development would stimulate the growth of associated industry and transportation lines. There is adequate land nearby for these activities, which would be of great employment and economic benefit to the city.

Although the Chicago Harbor is near the center of the area's business activity and the terminals of local transportation lines, its location prohibits the handling of bulk or hazardous cargo. It would also be difficult to expand the Navy Pier facilities, because the capacity of connecting land transportation is limited.

The city's policy is to seek to place the responsibility for developing and maintaining all public port operations under a single Department of the Port of Chicago to assure that all facilities complement one another.

Navy Pier would handle general cargo. Lake Calumet Harbor would be expanded as the area's major port facility, supported by private facilities along the Calumet River.

The Port Department would cooperate with the Department of Development and Planning to maintain a long-range plan for port facilities. It would work with appropriate federal agencies in continuing improvements to the Calumet River and the Calumet-Sag Channel and to achieve equitable rate structures.

Airports

Chicago-O'Hare International Airport is now the world center for the mid-continent region. The city will continue to take appropriate actions to maintain Chicago's position as the air transportation center of the Midwest.

Air transportation is highly dynamic, and its future depends to a great extent upon technological innovations in aircraft design and air traffic control. A study now under way of the expansion capabilities of O'Hare to serve additional traffic and new types of aircraft will provide necessary background information for airport planning. Another issue is the future use of Midway Airport, which has a limited volume of commercial traffic and an increasing volume of private flights.

The need for expanded air facilities will be determined by continuing studies of the future roles and capacities of O'Hare and Midway and of the potential and need for a third major airport. The need for secondary airports and heliports, especially to serve the Central Business District, will also be studied. The accessibility of both O'Hare and Midway to the Central Business District will be maintained and improved.

Railroads

Because of national changes in inter-city travel patterns and technology, railroads now require less land for passenger and freight terminals and yards. There is also a nation-wide trend toward merger of railroad companies. The city will encourage the consolidation of facilities to permit more efficient railroad operation and at the same time make surplus rail yards and branch line property available for other uses.

The consolidation of passenger terminals south of the Central Business District and the release of surplus railroad land south of the Loop for new development continue to be major planning objectives. The central area transportation improvements would make passenger terminals more accessible to each other and to the Central Business District.

Trends and requirements of high-speed inter-city rail operations, passenger terminal operations, and piggy-back truck terminals will be studied.

Use of air rights for high-density development is an efficient way to provide for new facilities at points of unusual locational value.

Development of High Accessibility Corridors

Corridors of high accessibility, an important and fundamental idea of the Comprehensive Plan, provide a framework for Chicago's development. They include the city's major existing and proposed transportation lines, both transit and roads, passenger and freight. Locations along the corridors have great potential for high-intensity activities which attract many people, serve large areas of the city, and in turn generate traffic to support transportation lines.

The corridor system has been an important structuring element in past, present, and future planning and programming. Many traffic-generating activities have been located along or near these alignments in the past. They include industry, regional business centers, special commercial areas, higher education institutions, hospitals, museums, stadiums, major recreation attractions, and high-density housing. The routes designated in the Comprehensive Plan take these activities into consideration.

Programs now under way or definitely committed by city government agencies and other organizations also relate to and support the transportation corridors. For example, the new campuses for the Crane and Wilson junior colleges and the new Illinois Teachers' College South campus, authorized in 1966, adjoin corridors. Several urban renewal projects along the corridors are completed or under way, including the Lake Meadows and Prairie Shores residential redevelopment projects, the 63rd-Halsted business center rehabilitation project, a redevelopment project on the South Side that includes land for a specialized business area near the intersection of the Stevenson and Dan Ryan expressways, and two industrial redevelopment projects on the West Side.

Many specific recommendations in the Comprehensive Plan are based directly on the corridor system. New industrial development is proposed along the Dan Ryan Corridor south of 47th Street and also between Cicero Avenue and the Belt Line railway in the Crosstown Corridor. When the Crosstown Expressway is built, the area near its intersection with the Eisenhower Expressway will become one of the region's most highly accessible locations, suitable for intensive development with facilities that serve the entire Chicago area. The plan

recommends another junior college campus, a specialized business area, and industrial development in the vicinity of this intersection.

The examples shown here—the Dan Ryan, Eisenhower/Lake Street, and South Lakefront corridors—are part of the network of major transportation lines and high-intensity land uses proposed in the Comprehensive Plan. They illustrate how parts of the system would lead to and strengthen the Central Business District. These three examples also illustrate the various types of transportation modes, physical forms, and land uses that can constitute a corridor. They already contain several important transportation corridor elements and related facilities, many of which have been developed recently as a result of supporting public action.

This diagram shows existing features, definitely planned future developments, and additional proposals in the Comprehensive Plan. Further more detailed studies of transportation corridors and Development Areas will produce more recommendations. For example, high-density housing in addition to that shown here should be located near transit stops.

The *Dan Ryan Corridor* is served by the expressway and by a number of railroad lines running on parallel rights-of-way. Much of the area in the relatively narrow strip of land between the expressway and the railroads is proposed for an industrial corridor in the Comprehensive Plan. The bond issues approved in 1966 included funds for a new rapid transit line in the expressway median strip. The Illinois Institute of Technology campus is located along the corridor. The rehabilitated 63rd-Halsted regional business center and two new junior college campuses will soon be developed nearby.

The *Eisenhower/Lake Street Corridor* consists of two closely spaced, interrelated corridors. It illustrates the broad variety of activities that can appropriately be included in such a highly accessible area. Two north-south corridors, the Crosstown and Western Avenue, intersect. Eisenhower/Lake Street is served by the expressway, its median strip transit line, the Lake Street elevated, and several railroad freight lines. The new University of Illinois Chicago Circle Campus, the West Side Medical Center, the Sears Roebuck complex, and major industrial areas already exist along this axis. The city has undertaken the Near West Side Urban Renewal Project and two industrial redevelopment projects within the corridor. The new Crane Junior College campus will be built here, and more industrial development is proposed.

The *South Lakefront Corridor* is different from the other two in that it is closely related to the regional recreational and cultural facilities along the lake rather than to industrial and business areas. These facilities include the Museum of Natural History, Adler Planetarium, Shedd Aquarium, Soldier Field stadium, McCormick Place exposition center, and the Museum of Science and Industry, in addition to harbors and beaches. Two major institutional complexes, the University of Chicago and the Michael Reese-Mercy Hospital area, are related to the corridor. The corridor is served by Lake Shore Drive and by Illinois Central Railroad commuter trains. A substantial concentration of privately developed high-density housing is located between the commuter rail line and the lakefront park in the Hyde Park community. The planned lakefront study will determine needed additional recreation facilities.

Like others in the network, these three corridors could be extended beyond the city because the transportation lines they contain continue to outlying parts of the metropolitan area. As shown here, the Eisenhower/Lake Street Corridor passes through Oak Park, where the regional business district adjoins the Lake Street elevated and Chicago and North Western Railway commuter line.

Development of High Accessibility Corridors

- Corridor of High Accessibility
- High-Density Residential Development
- Industry
- Major Business Center
- Regional Park

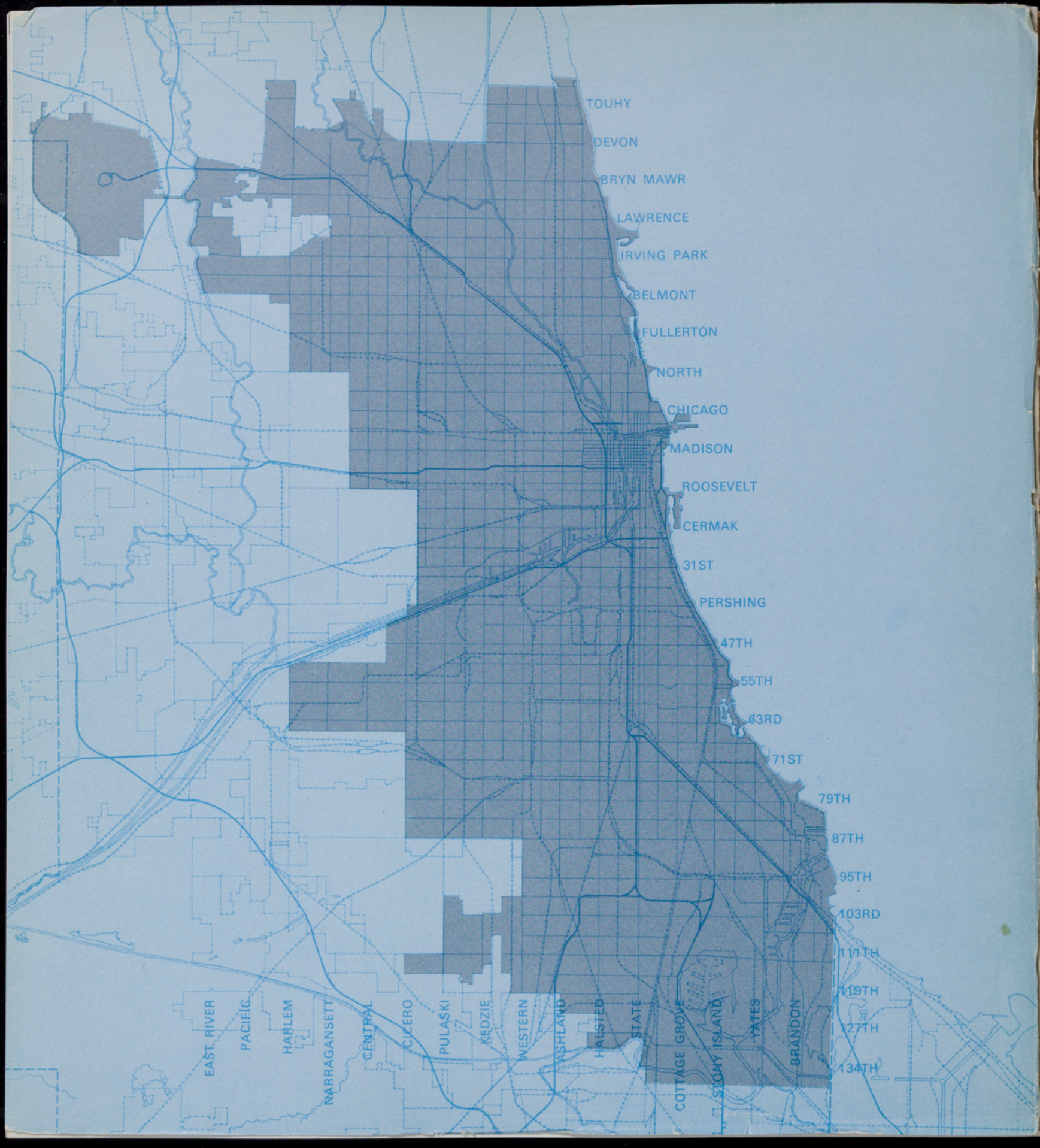
Major Institutions:

- Senior College or University
- Junior College or Other Higher Education Institution
- High School
- Major Hospital Complex
- Regional Cultural or Recreational Facility

Transportation Facilities:

- Expressway
- Major Street
- Rapid Transit
- Railroad

LAKE
EISENHOWER
CROSSTOWN CORRIDOR
WESTERN
STEVENSON
63RD
DAN RYAN
SOUTH LAKEFRONT


TOUHY
DEVON
BRYN MAWR
LAWRENCE
IRVING PARK
BELMONT
FULLERTON
NORTH
CHICAGO
MADISON
ROOSEVELT
CERMAK
31ST
PERSHING
47TH
55TH
63RD
71ST
79TH
87TH
95TH
103RD
111TH
119TH
127TH
134TH
EAST RIVER
PACIFIC
HARLEM
NARRAGANSETT
CENTRAL
CICERO
PULASKI
KEDZIE
WESTERN
ASHLAND
HALSTED
STATE
COTTAGE GROVE
STONY ISLAND
YATES
BRANDON

THE IMPROVEMENT PLAN

Introduction: Developing a Strategic Program

This Improvement Plan is designed to provide a basis for action that will move Chicago toward its goals as effectively as possible. It sets definite targets for each of the seven elements of the Comprehensive Plan, taking into account realistic limitations in time and resources.

Two separate but related approaches were used in defining the Improvement Plan:

FIRST, the next steps that are most important in meeting needs and using opportunities for each of the seven elements of the plan have been determined. These steps include both *actions* to make immediate improvements and *studies* to determine effective further action.

SECOND, consideration has been given to the ways in which these improvements and studies could best be related and coordinated to achieve the strategic objectives for Chicago.

The Chicago Plan Commission will use the Improvement Plan as a guide in reviewing programs and projects. The plan will aid in the formulation of the Capital Improvements Program and the Community Renewal Program.

The Improvement Plan targets are generally intended to be completed over a 15-year period. A time limit is necessary for relatively specific recommendations such as these, in order to be able to estimate costs and relocation implications. It is difficult to make program recommendations for a much longer period than this, because if needed information about probable future conditions is to be reasonably accurate it must be projected over a relatively short-range period. For example, the population and economic forecasts prepared for the Comprehensive Plan make estimates for the year 1980.

The broader recommendations in the section of this report on the Policies Plan and in the 1964 Basic Policies document are much less directly tied to a specific time period than the Improvement Plan. Most of these policies are long-range guides for city development that will continue to be valid over the next 20, 30, or even 50 years. For example, the policy of improving the housing supply through rehabilitation and new construction will continue to be an important goal, as buildings age and tastes change. On the other hand, some broad planning policies might be revised over a shorter period of time. There might, for example, be a very large-scale program of state park expansion within the next few years that, upon accomplishment, would reduce the urgency of this planning policy.

Obviously, a relatively specific plan such as this must be reviewed more frequently than broader statements of Comprehensive Plan goals and long-range policies. The Improvement Plan should be completely revised and republished at four to six-year intervals, as action programs and studies provide experience and information leading to necessary adjustments in direction and emphasis.

The Seven Improvement Plans

The systems included in city plans 50 years ago were usually transportation and parks, with only limited reference to housing and industry. Systems have been added and the scope of concern in each system expanded as the public interest requires in an era of great cities and increasing urbanization.

Programs of services are as significant to improving the quality of life as programs of physical development. The most effective approaches to improving the environment and expanding human opportunities will come from cooperative efforts which focus activity programs and facility construction on selected targets. This means that the activity program recommendations in each system such as public health and safety, recreation, and education should be as much a part of the plan as the program recommendations for health centers, parks, and schools.

In the following sections an Improvement Plan is stated for each system of the Comprehensive Plan. The Improvement Plan includes proposals for action and for development studies which are directed toward achieving strategic objectives as well as meeting the needs of each system. Numerical estimates of the requirements are projected for the next 10 to 15 years, which is as far ahead as estimating is meaningful. Priority targets to be achieved are set by reference to both requirements and capabilities.

These priority targets of the Improvement Plan can be achieved only if private enterprise continues to take initiative and expand investment in the city, if public and private agencies cooperate in programming and action, and if adequate resources are committed. The resources include money and, even more important, personnel skills. Achieving the plans and programs will require skill and innovation from private enterprise, universities, government agencies and administrators, and individual citizens.

Assumptions About Chicago's Development

The recommendations of the Improvement Plan represent choices from among the many conceivable types of change which could be made in the city. These choices are not random or arbitrary. They are based on research to determine conditions and trends and on projections or estimates of future needs and demands. The selection

process has also taken into consideration what needs are most critical, what programs will make the greatest contribution to meeting these needs, and what level of achievement is possible, within the limitations of cost, relocation, and administrative capability.

In addition to those conditions and trends which are specifically quantifiable, certain other broad assumptions have been made concerning trends and conditions which will affect the future of Chicago.

1. Chicago shares with other cities problems of physical obsolescence, poverty, and social change, but it has significant advantages in meeting these problems which very few other cities possess. Among these are the city's strategic mid-continent location, the full range of transportation facilities which serve the Chicago area, and the city's increasing role as a regional headquarters city.

2. Considering the city as a whole, the basic arrangement of land use and transportation elements is fundamentally sound in the light of future requirements. Deficiencies or obsolescent features of the environment are for the most part characteristics which require study and intensive treatment appropriate to the needs of each sub-area of the city. At the city-wide scale, necessary changes will usually involve strengthening or adding to the basic structure and improving environmental quality.

3. Because of higher incomes and educational levels, standards for the character of the urban environment will rise and the demand for good-quality public services will increase over the next two decades.

4. Available resources to improve the quality of cities will increase, through the programs of the federal government and private organizations. This will occur because of the rapidly expanding proportion of the nation's population living in urban areas, as well as growing recognition of urban problems.

5. There will continue to be increasing attention given to the problems of poverty, cultural deprivation, education and re-education, physical and mental health. State and federal participation in programs designed to attack these problems will create new programs to fill unmet needs and will also allow many existing programs to be expanded in scope and effectiveness.

6. The extreme range in opportunity, education, and income level will be reduced through programs aimed at aiding those persons at the lower end of the scale. This represents an extension of long-standing trends in American society, and it would be stimulated by concerted efforts to break the cycle of poverty and cultural deprivation which has retarded the advance of a substantial portion of the population.

7. There is increasing recognition and understanding of the need for coordination of physical development with economic development and social services. This is true of both government and private agencies.

8. The city and other governments serving Chicago will continue to increase their capacity to meet future demands for facilities and services. This includes the capability of personnel and adequacy of legal powers and organizational structure as well as financial capacity. Capability will grow at an accelerating rate as actions taken in the near future lead to major economic and social advances.

9. Although increased capability is an essential assumption, there will be restraints on the achievement of goals. Chief among these will be the availability of funds—for despite substantial increases in productivity and income resources for improvement will not be unlimited—and the impact of disruption and relocation caused by physical improvements. There is a need for careful timing of improvements in order to avoid sharp peaks of expenditure or disruption.

The following sections describe, first, the recommendations for the seven elements of the Improvement Plan. Second, the major considerations involved in carrying out the plan are indicated: the contribution improvement targets would make toward strategic objectives; estimates of costs, land use allocations, and relocation. Finally, the process of achievement is described, including recommended next steps in both action programs and studies.

The Improvement Plan for Residential Areas

One effect of the Improvement Plan for Residential Areas would be to change substantially the age composition of housing in the inner parts of the city. New housing in the Major Improvement and Rehabilitation Areas and in the near-in Opportunity Areas would add 150,000 new housing units close to the heart of Chicago. This would be in addition to new housing created in existing or committed renewal and housing projects and to new housing provided in other areas such as the Near North Side.

The Improvement Plan would also expand the housing supply to accommodate the projected population increase of approximately 225,000 between 1960 and 1980. The total number of housing units in Chicago under the plan would be approximately 1.3 million. Particular emphasis would be given to providing more housing for families with young children.

Under the plan, housing quality and the environment of communities would be improved by up-grading or replacing the residential structures that are now deficient in some way—either deteriorating, dilapidated, or lacking complete plumbing facilities. These deficiencies are found in about 13 per cent of the city's 532,000 residential buildings. The plan would assure that Chicago's housing supply remains competitive with that of the suburbs, by stimulating the maintenance of neighborhoods that are in good condition.

The Improvement Plan for Residential Areas would be based on the requirements and opportunities in three different types of residential areas, as shown on the map:

Major Improvement and Rehabilitation Areas, covering 21,400 acres generally within the inner zone of the city, in need of continued major rebuilding and community improvement projects.

Rehabilitation and Maintenance Areas, 12,250 acres generally within the middle zone of the city, where community improvement projects would emphasize conservation and rehabilitation.

Maintenance Areas, 40,600 acres in outlying sections of the city where normal maintenance of property and new construction through the private market would be adequate to assure good quality.

The map identifies 3,140 acres already covered by urban renewal and housing projects which are either completed or for which funds have been committed. City-designated conservation areas are also shown, which would receive due consideration in the commitment of funds for future improvement programs.

The boundaries of the six central Development Areas correspond closely to the areas classified as Major Improvement and Re-

habilitation Areas. The proposals for additional needed improvements in these six areas would involve clearance of 1,850 residential acres. This would make possible clearance of bad housing and the provision of needed public facilities and services, which in turn would encourage new investment in construction and rehabilitation. Approximately 150,000 new housing units would be built in the six areas.

In the Rehabilitation and Maintenance Areas it is estimated that approximately 650 acres would have to be cleared and rebuilt to meet the recommended standards and objectives of the Comprehensive Plan. There would be 20,000 new housing units here. The relatively low clearance requirements in the Maintenance Areas would be primarily to provide the land needed for new facilities such as parks and schools.

In the middle and outlying zones there would be a net increase of 60,000 to 65,000 housing units. This would be brought about by construction on vacant land, development of new higher-density housing at selected locations in the high accessibility corridors, and residential re-use of land now used for other purposes, such as business.

Demonstration City Opportunity Areas

In addition to parts of the city-designated conservation areas, three areas, on the North, South, and West sides, are identified as having potential for coordinated physical-social improvement programs.

Residential area planning would focus on the development of an effective social-physical programming procedure under the Demonstration Cities concept. Through this program immediate needs could be met, but the emphasis would be on aiding people to become self-sufficient and to move up out of the poverty bracket. Strengthening family capability and community capability is the key objective, not just relieving current ills and deficiencies.

Substantial clearance would be called for in these areas, which would present opportunities for new housing, rehabilitation, and more space for parks and schools. A parallel study is needed to experiment with new programs and techniques and to determine the applicability of these methods to other parts of the city.

Near-In Opportunity Areas

Three areas shown on the map offer extraordinary opportunities for dramatic changes in the residential environment of the inner city through private development, if certain basic public actions are taken first. The Ogden Slip and Illinois Central Air Rights areas have great potential for development with high-quality housing for middle and upper-income people who wish the greatest accessibility to the regional center of business, entertainment, transportation, and cultural activities. These exciting locations overlook Lake Michigan, Grant Park, and the Chicago River. They would be appropriate for the most intensive development, possibly with a number of platform levels used for different purposes. The other area, south of the Loop, is much larger and has great potential for a variety of housing for a wide range of family ages, sizes, and income levels.

All three areas are now largely non-residential, and their development would provide for a net population increase of between 150,000 and 175,000, with minimum displacement of people.

CHA and CDA Programs

There were 250,000 households in Chicago with annual incomes under the "poverty line" of $3,000 in 1959, the most recent year for which data are available. Included in this figure were 115,000 one-person households, but there were also 23,000 households with five or more people. A portion of this low-income population is able to find housing in the private market which meets at least minimum standards for health and safety, but for others—particularly old people and families with many children—there is not enough satisfactory housing available.

The Chicago Housing Authority now has about 32,000 low-income family units and 3,000 units for the elderly. The programs to increase employment and otherwise reduce the number of families under the "poverty line" are expected to reduce the need for public housing assistance. To meet the expanding needs of the elderly and other families who need public housing it is estimated that the Housing Authority could add to its supply at an annual rate of up to 2,500 units by leasing apartments in private buildings, by new construction, and by the rehabilitation of structures. At this rate the authority could provide an additional 35,000 housing units over 15 years. Continuing study would determine the need to vary

the emphasis on leasing and rehabilitation or the pace of the program. Providing housing for low-income people would be closely linked to rebuilding and conservation programs; new or leased housing would be coordinated with clearance of deficient units so that relocation problems would be minimized.

The expanded program of the Chicago Dwellings Association would be an important part of the rebuilding and conservation of older sections of the city, providing new or rehabilitated housing for moderate-income families who are above the eligibility limits for CHA units yet find the housing supply within their means limited. CDA would expand its activity as receiver for dilapidated buildings, an important function in Housing and Building Code enforcement. CDA activities coordinated with area-wide improvement programs would help achieve a greater variety of housing available to middle-income families.

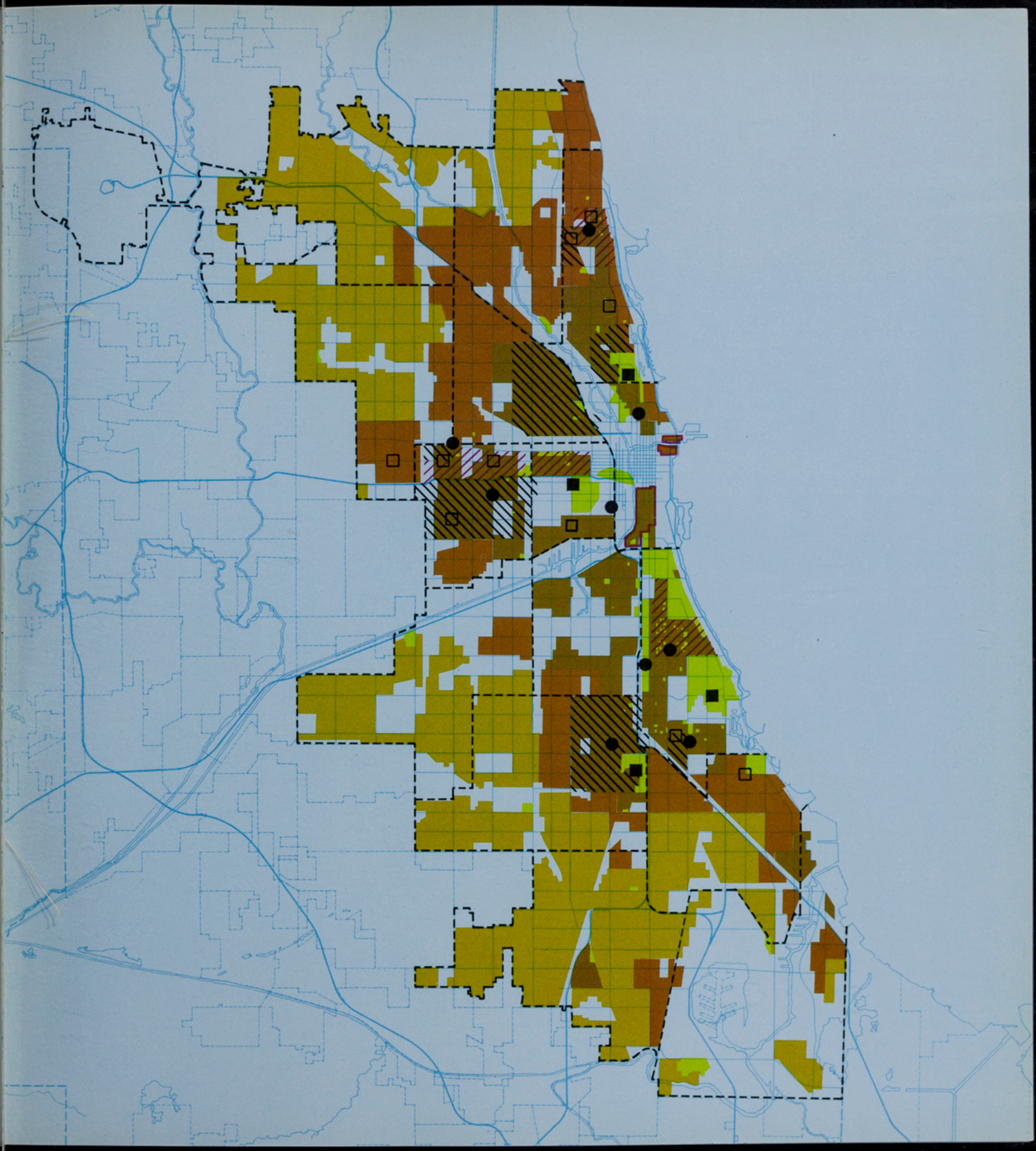
Other Services and Studies

The City of Chicago will expand the neighborhood service centers, which have provided assistance to residents of urban renewal areas, to locations widely distributed throughout the city. The services offered would vary with the improvement needs of the section served. Relocation, inspection, social agency referrals, and other assistance would be offered in the Major Improvement and Rehabilitation Areas. Inspection services and information on rehabilitation would be emphasized in centers serving the Rehabilitation and Maintenance Areas. For the Maintenance Areas, information on property improvement techniques would be the essential function.

Several studies pertaining to housing and residential areas would be undertaken by the Department of Development and Planning in conjunction with other agencies. City-wide studies would devise additional methods to provide housing for low and moderate-income families and ways of better utilizing the existing housing stock. Continuing review of the Zoning Ordinance would identify sites for rezoning to make possible a wider variety of density types in appropriate areas. Development Area planning would study ways in which people use various public and private facilities in different communities, to assure that the area plans provide for the most appropriate kinds of facilities to enhance livability.

Residential Improvement Plan

- Major Improvement and Rehabilitation Area
- Rehabilitation and Maintenance Area
- Maintenance Area
- Near-In Opportunity Area
- Demonstration City Opportunity Area
- Completed or Committed Renewal or Public Housing Project
- City-Designated Conservation Area
- Urban Progress Center
- Existing Neighborhood Service Center
- Proposed Neighborhood Service Center
- Development Area Boundary



The Improvement Plan for Recreation and Park Land

The Improvement Plan for parks and recreation is directed toward four long-range objectives:

1. To increase the quantity and expand the use of local parks and recreation facilities at sites within easy access of each Chicago residence.

2. To expand lakefront park space by about two square miles and provide additional facilities.

3. To improve large inland parks, now totaling 2,300 acres, so that they are more usable, attractive, and accessible.

4. To develop more large parks and forest preserves outside the city.

First priority in local park development would go to the areas shown on the map where the over-all average is now only 1.6 acres per 1,000 population. Adding another 1,800 acres would bring these areas up to a minimum standard of two acres per 1,000.

The Improvement Plan recognizes the fact that the accessibility of parks and the quality of the recreation facilities they contain are considerations more important than acreage need alone.

The joint development of parks and schools has been adopted as a principle by the Chicago Park District and the Board of Education. This is essential to meet the city's need for land and facilities effectively and with the greatest possible efficiency and economy. Substantial rehabilitation or new construction is scheduled for as many as 200 school buildings, and many would be suitable for school-park use. As this program progresses, it will become possible to establish standards for new buildings that will assure their usability for both types of activities. A cooperative study to relate school site and facilities programs to park site and facilities programs will be essential.

The cross-hatched areas shown on the map, where there is a concentration of poverty and related social problems, have a need for intensive recreation facilities and programs. Priority would be given to these areas in the school-park development program.

Four areas appear to be feasible for development of the city's first community park-malls. These areas have also been identified as Demonstration City Opportunity Areas. The park-malls could thus be developed as part of broad residential and community facility improvement programs. Cooperative study of methods of developing park-malls and other small local parks in different kinds of residential areas will provide guidance for renewal and park-school programs. Selected parcels could be acquired according to a plan through which parcels would eventually be joined into a full park-mall and greenway system.

Other areas shown on the map now have local park space averaging two acres or more per 1,000 population. The Improvement Plan provides for continued development of these parks and for additions from available vacant land to preserve appropriately located open space.

The Park District would add a total of 1,200 acres of recreation land off the shore of the lake on the Far North Side, Near South Side, and Far South Side. The form and exact location of the land fill would be determined by lakefront studies, which would also recommend improvements in existing lakefront parks.

Portions of the banks of the Chicago and Calumet rivers have a potential for development as parks and boating centers. Studies will identify suitable locations for marinas and riverfront parks, ways of improving adjacent uses, and methods of reducing water pollution so that boating and other recreational use of the rivers will be expanded.

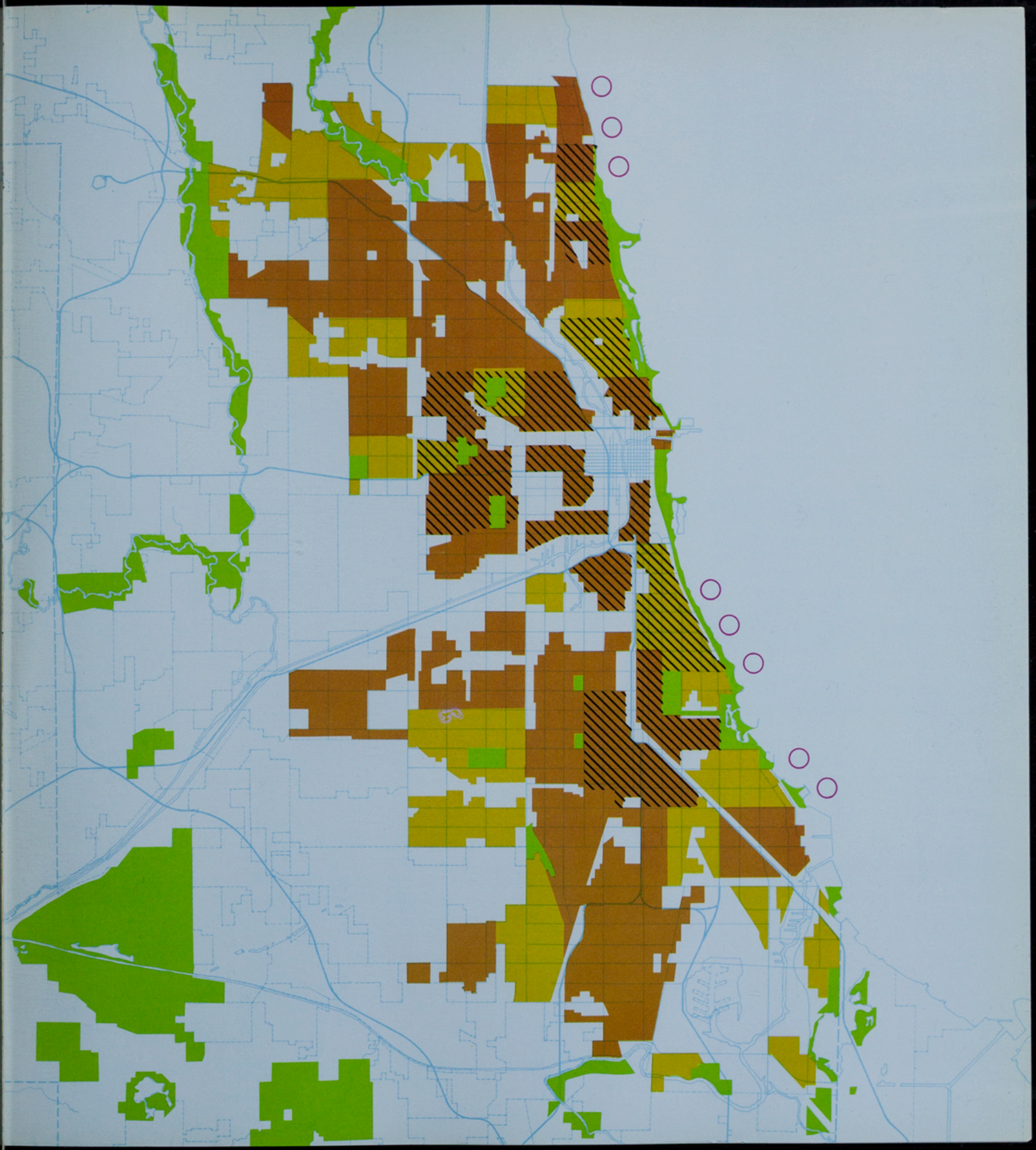
Redesigning selected portions of the Park District's present large inland parks would follow a study of methods for improving these parks. Preliminary recommendations for a first-stage program would include adding landscaped walkways and pedestrian bridges to connect with nearby residential communities, increasing the usefulness of parks for boating and outdoor winter sports, and adding playgrounds and other facilities.

The State of Illinois program for major expansion of state parks in the Chicago region would be vigorously supported. The state's facilities now amount to 9,500 acres in the six-county area, and the State Recreation Plan proposes state acquisition by 1970 of an additional 24,000 acres to preserve high-potential park and recreation sites.

Recreation and Park Land Improvement Plan

Existing Local Park Space in Residential Areas:

- 2 or More Acres Per 1,000 Persons
- Less Than 2 Acres Per 1,000 Persons
- Residential Area with Special Social Program Needs
- Existing Major Park
- Lakefront Recreation Land Addition



The Improvement Plan for Education

Education is the basic tool by which individual capabilities are awakened and developed. Technological advances and the demands of a closely interrelated urban society are increasing the importance of education and the need for advanced learning and specialized skills. Population projections indicate that there will be substantial increases in the number of elementary and high school students and proportionately even greater increases in the number of college students. This growth will make necessary the expansion of teaching staff at all levels and will also require the establishment of many new physical facilities.

Education development proposals consist of three parts: Higher Education, Public Schools, and Public Libraries.

Higher Education

The plan includes development of an immediate system of eight junior colleges to serve the entire city, generally at new sites adjacent to corridors of high accessibility. These facilities would have a total capacity of 60,000 to 80,000 students and require about 150 acres of land for sites. They would provide buildings for junior colleges which now operate in high schools and in obsolescent facilities. Provisions should be made for additional junior colleges to be built over a longer-range period to accommodate additional enrollment increases.

Continued expansion of the University of Illinois at Chicago Circle and three senior colleges offering four-year programs have been proposed for Chicago, including two new campuses and one expanded site for the present State of Illinois teachers' colleges in the city. These would have a combined capacity of 50,000 to 60,000 students and require between 200 and 240 more acres of land. Expansion of the University of Illinois Chicago Circle Campus by 50 to 100 acres for an additional 10,000 to 15,000 students and expansion of the university's Medical School are proposed. Private colleges and universities in Chicago would also expand on a total of 50 to 100 additional acres.

Through selection of sites with excellent transportation services and through specialization of programs at each campus, these colleges would continue to serve all citizens on a city-wide and metropolitan basis. The city will continue cooperative studies with the higher education institutions to assure site selection and development coordinated with other improvement programs.

Public Schools

Public high school enrollment in Chicago will increase by 35,000 to 50,000 students between 1960 and 1980. The equivalent of 40 to 50 new high schools will be required to replace obsolete facilities, accommodate new growth, and reduce overcrowding. There is now an overload of 40,000 students in Chicago high schools which would be relieved. The total program would require between 600 and 700 acres of land for building sites and recreation space.

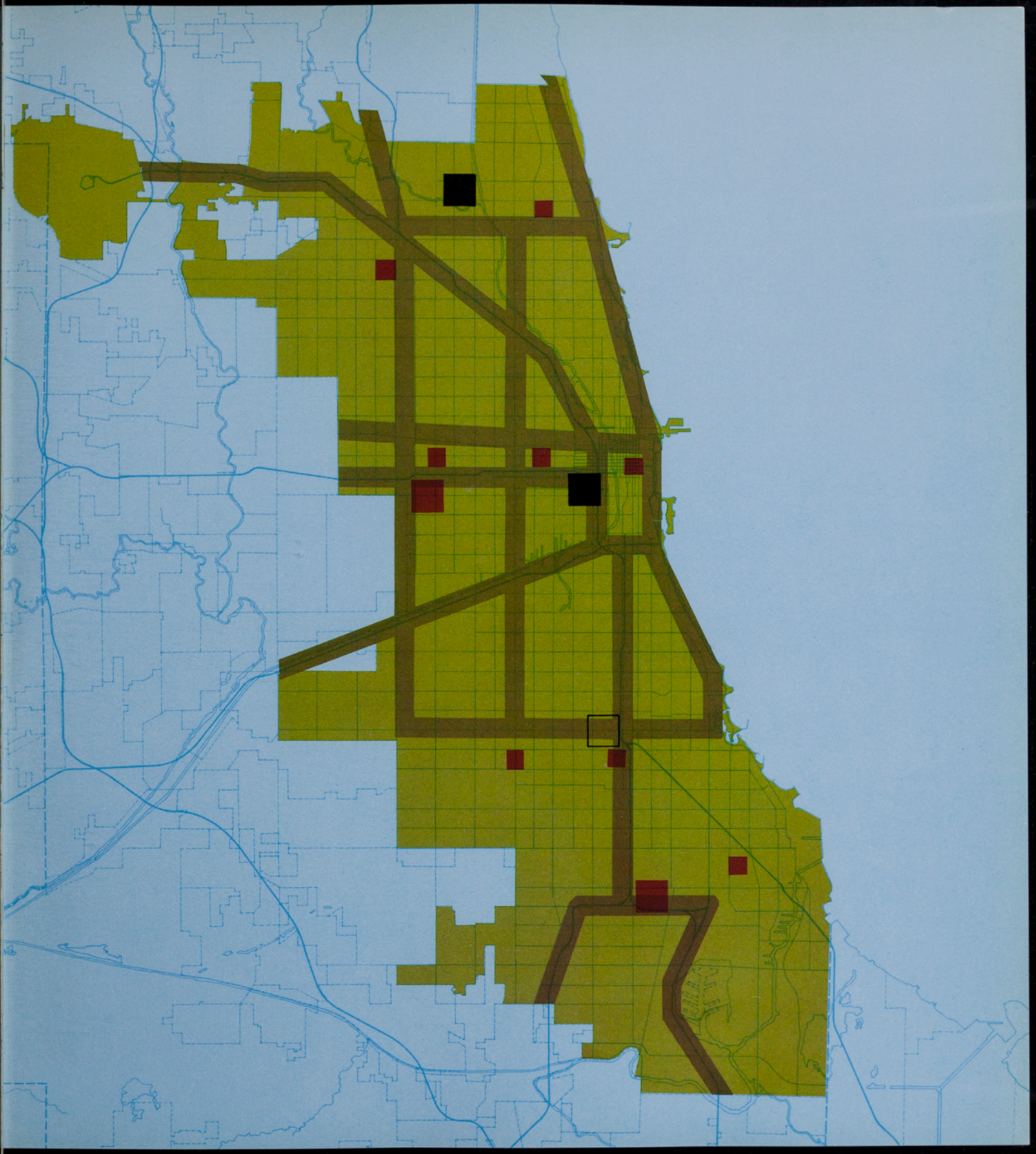
Enrollment in the public elementary schools will grow by 65,000 to 100,000 students during the 1960-1980 period. It will be necessary to build nearly 200 new schools and modernize more than 150 existing ones to meet this increase, reduce pupil/teacher ratios, and replace obsolete buildings between now and 1980. The land requirement for building and recreation space would be 550 to 600 acres.

The Department of Development and Planning will cooperate with the Board of Education and with the Chicago Park District in a continuing study of site and facility needs to achieve the most effective use of land and public funds through the park-school principle.

All educational institutions, but especially the public schools, make direct contributions to meeting social and economic problems and achieving the goals for Chicago. Expansion and adjustment of programs in cooperation with other city agencies and with community groups will be facilitated through the Development Area programming procedure.

Public Higher Education Improvement Plan

Proposed Junior College, General Location	
Senior Colleges:	
Existing, To Be Replaced	
Existing, To Be Expanded	
Proposed, General Location	
Corridor of High Accessibility	



Public Libraries

The Chicago Public Library's recommended standard for library branches is a service radius of one mile covering all residential areas. Approximately 85 per cent of the city's population is now within this distance of a branch. As indicated on the map, many of the newer outlying parts of the city are not served, and 10 to 15 additional branches are needed.

Of the library's 85 branches, 44 are sub-branches or traveling branch stops, which do not provide adequate service, and 17 are branches in rented space, which should be accommodated in library-owned buildings. Provision of adequate service to all residential areas will thus require about 75 branch buildings to up-grade service and to meet the needs of areas now unserved.

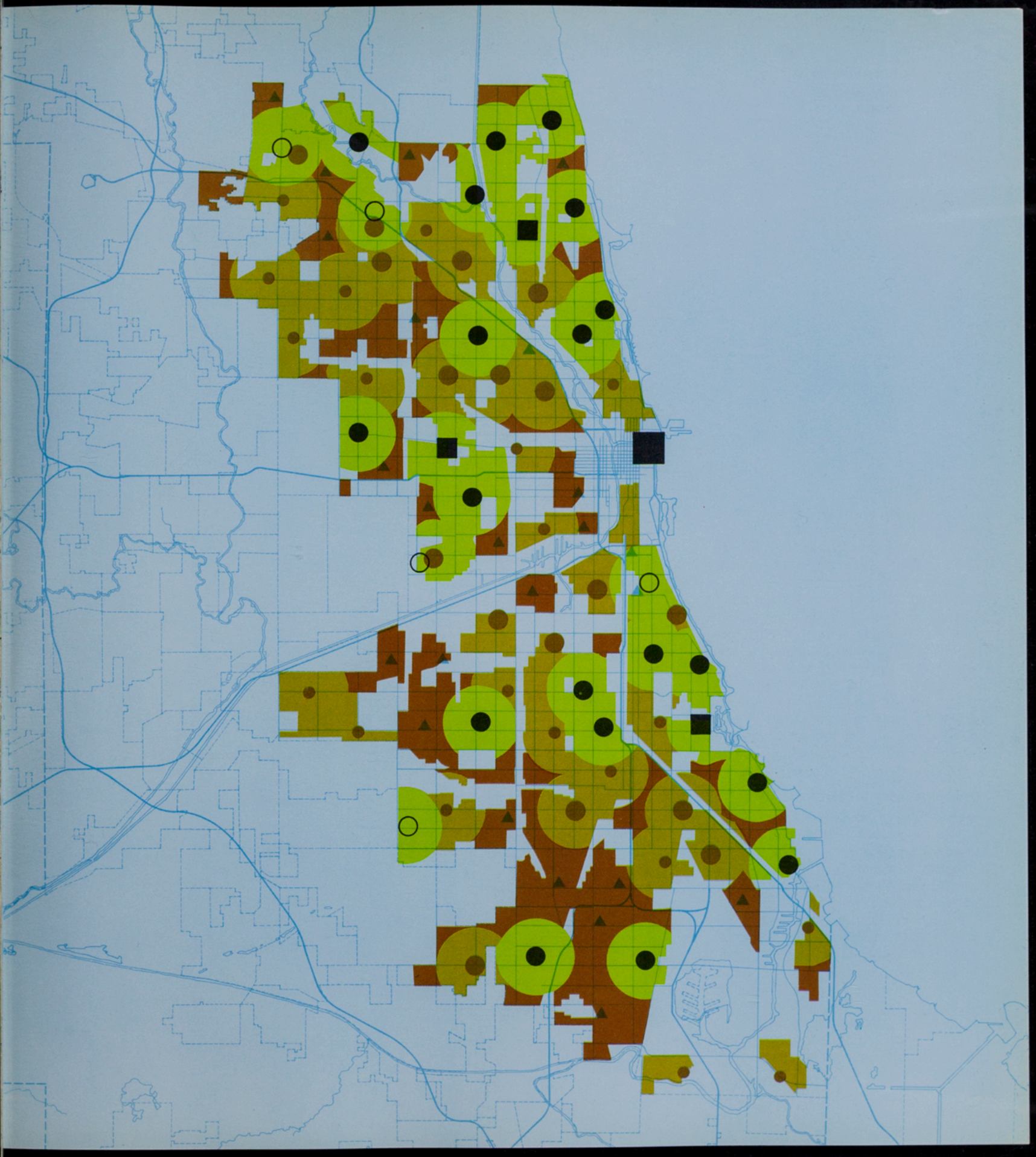
The 1966-1970 Capital Improvements Program includes 15 new branch libraries at a cost of $5.1 million, mostly in underserved residential areas.

Federal aid is now being obtained for the library program, and adequate service for all residential areas will be achieved within the 15-year Improvement Plan period. Special efforts in low-income neighborhoods will be expanded, to improve facilities and collections and to encourage library use.

The current Library Board program includes a study of the Central Library building. The Department of Development and Planning will cooperate in studies of location or relocation of branches and of the need for special library parking facilities. The department will also work for the most effective coordination of Library Board programs with the programs of other Chicago area institutions.

Public Library Improvement Plan

- Central Library
- Public Library Branches:
  - Regional
  - Branch in Owned Building
  - Branch in Rented Space
  - Branch Building Under Construction or Authorized
  - Rented Sub-Branch
  - Traveling Branch Stop
- Residential Area Within One Mile of a Public Library
- Residential Area Not Within One Mile of a Public Library



The Improvement Plan for Public Safety and Health

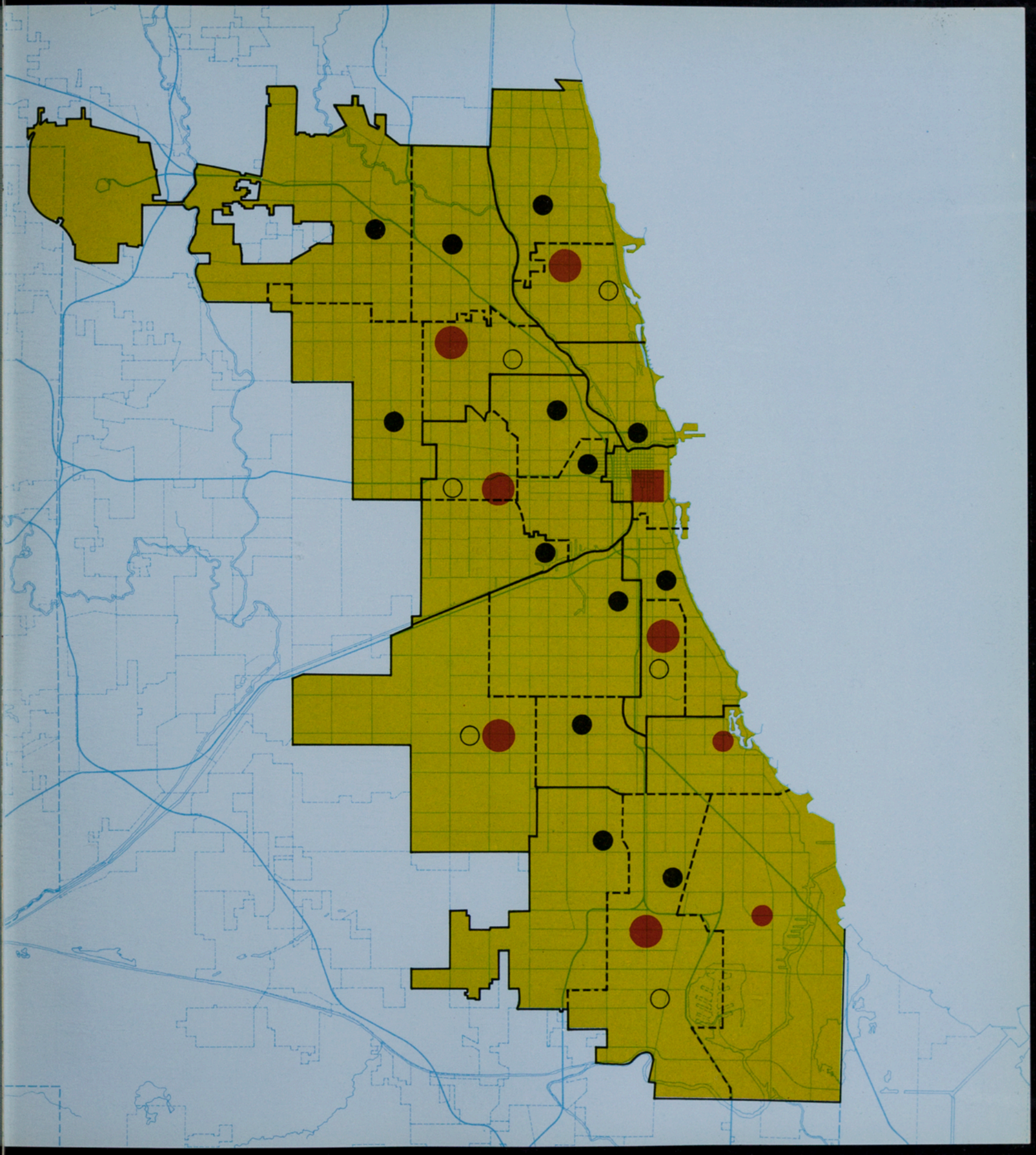
Measures to increase both individual and environmental health and safety are included in the Improvement Plan. The plan calls for centralizing certain types of facilities to provide greater efficiency and for decentralizing other facilities to provide a better distribution of service. This would mean an increase in the number of local health centers and a decrease in the number of police and fire stations. Sanitation facilities would be expanded, to increase the city's capacity for garbage and refuse disposal. Sewers would be extended in accordance with the long-range plan for their development. The present air pollution control program would continue and expand to the metropolitan scale.

The Improvement Plan for Police

The use of police cars, radio, and telephone communication has reduced the need for a large number of police stations. As part of the Police Department's current reorganization and improvement program, four new area headquarters are provided for in the 1966 bond issues. They would replace the district station buildings now being used as area headquarters. To improve further the level of personal safety and property protection in the city the department would expand the force by 1,500 policemen over the next 10 years. New district stations, a police academy, and expansion of central headquarters are also to be scheduled.

Police Improvement Plan

- Improved Central Headquarters
- Proposed Police Area Headquarters
- Proposed District Station
- District Station To Remain
- District Station To Be Eliminated
- Area Boundary
- District Boundary



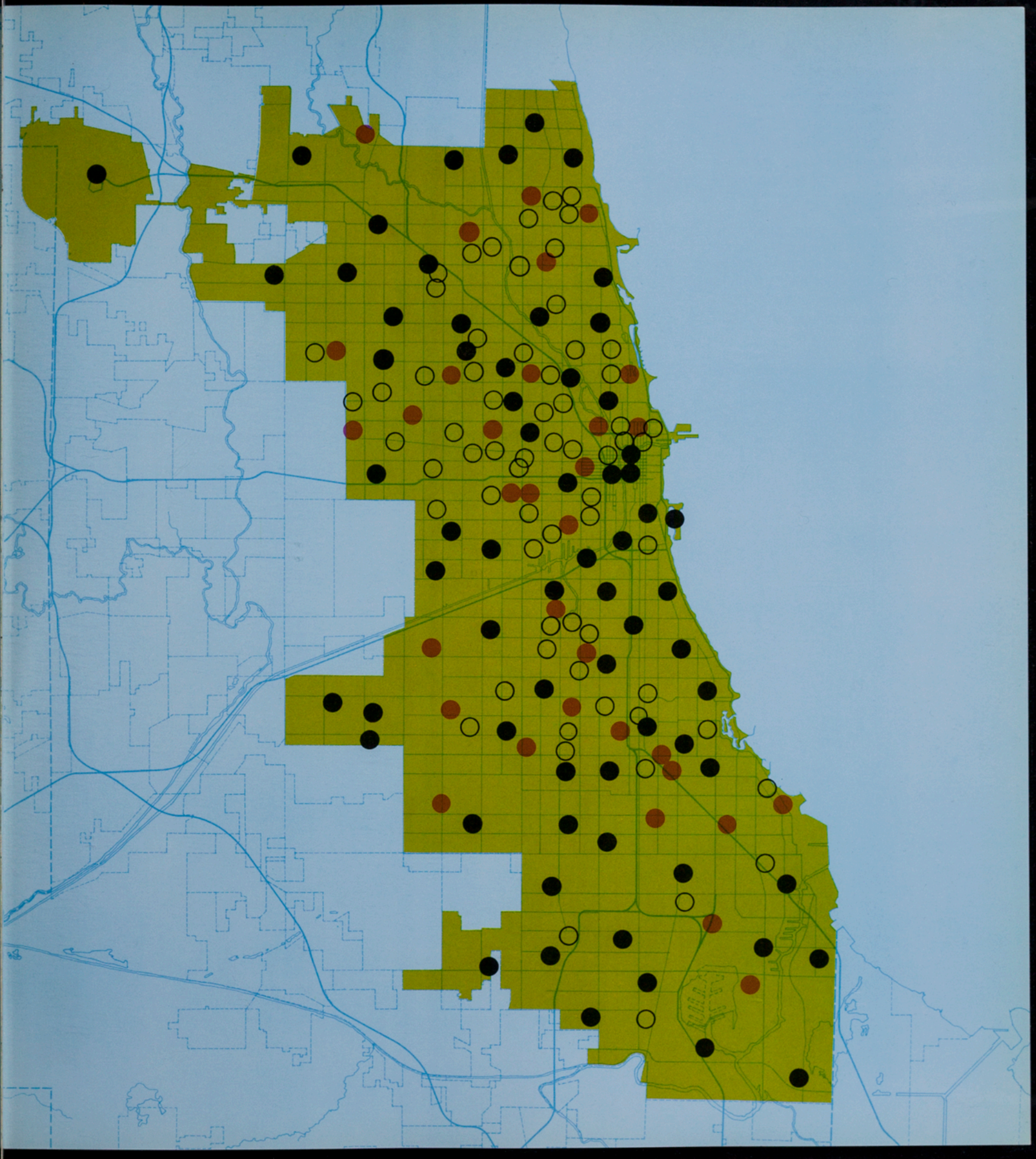
The Improvement Plan for Fire

The Fire Department is also engaged in bringing its stations and equipment up to contemporary standards. Many of the existing stations, some more than 60 years old, cannot adequately handle modern fire-fighting equipment. Service areas today can be larger, because of improved, high-speed vehicles. The long-range plan for fire stations and deployment of equipment proposes that 65 of the oldest and least suitable of the present 128 stations be eliminated and that 38 new stations be built. Of these, 13 are included in the 1966 bond issue. The program of replacing fire stations would be coordinated with other improvement activities, such as urban renewal.

Both the Police and Fire departments will expand prevention programs through design of new facilities and through cooperation with citizens and private organizations. Chicago's Police and Fire departments will continue programs needed to serve other communities in the metropolitan area, on a cooperative basis.

Fire Improvement Plan

New Station	
Existing Station To Remain	
Existing Station To Be Removed	



The Improvement Plan for Health Care

Additional local health centers are to be provided immediately, to continue the Board of Health's program of providing needed services for citizens of all ages at convenient locations accessible by public transportation and close to hospitals. First priority would be given to the needs of "medically indigent" people. Although concentrated in low-income areas, people who need public health services live in all parts of the city. Studies of changing health care needs affecting both public health facilities and private hospitals would be continued.

Eight of the 26 community mental health centers for Chicago have been given first priority by the State of Illinois Department of Mental Health. Additional centralized facilities for mental health education and services are required in relation to the present mental health center in the West Side Medical District. The program of the Chicago Alcoholic Treatment Center would be expanded.

Public Health Improvement Plan

Areas of Public Health Program Needs:

First Priority

Second Priority

Third Priority

Fourth Priority

Proposed Facilities—Chicago Board of Health:

Community Health Center

Neighborhood Health Center

Existing Facilities—Chicago Board of Health:

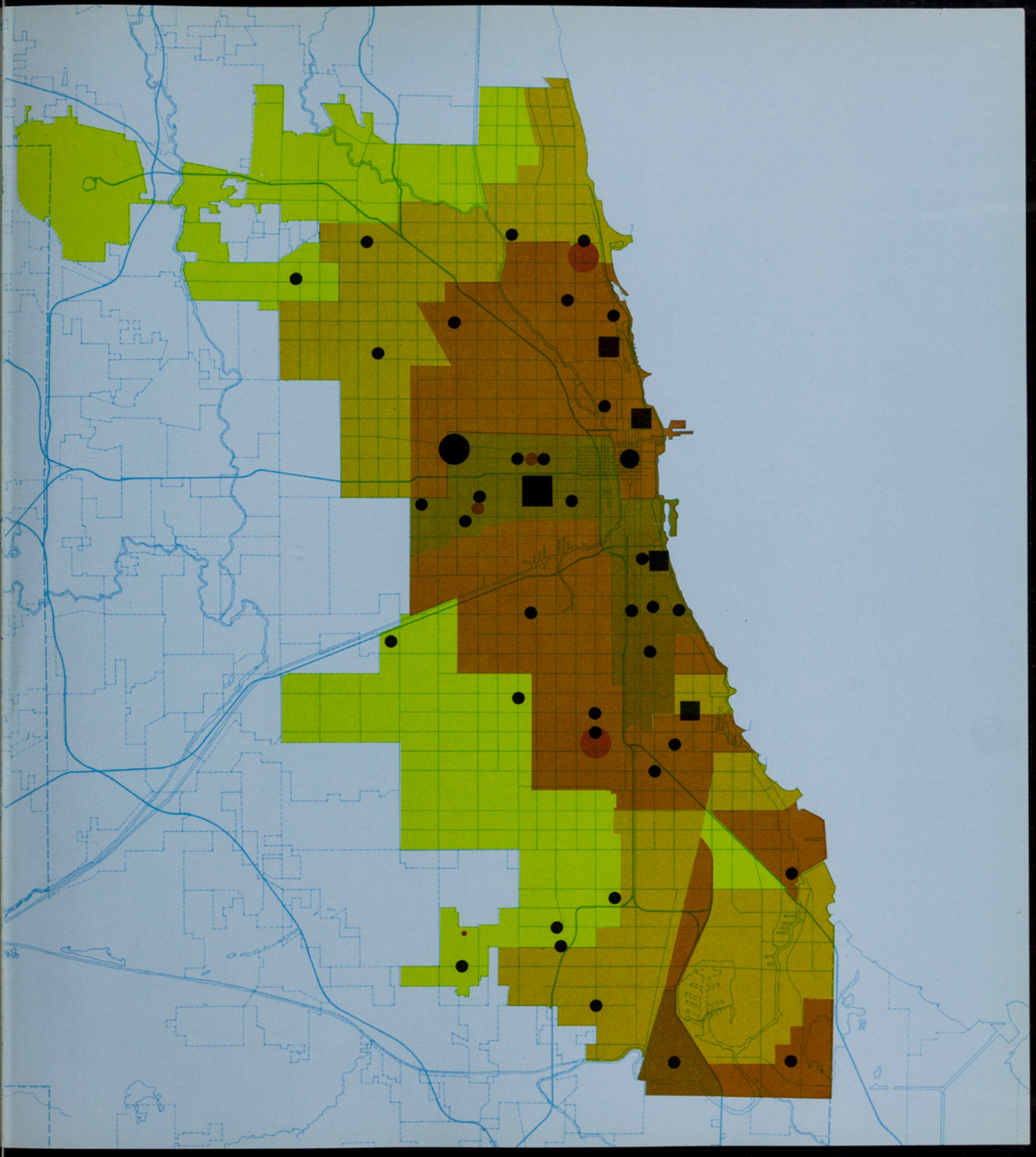
Civic Center Offices and Services

Community Health Center

Other Local Facility

West Side Medical Center District

Other Major Medical Complex



The Improvement Plan for Environmental Health

Chicago needs more public incinerators to dispose of refuse in an efficient and sanitary manner. Two general incinerators and three bulky trash incinerators are needed to supplement present capacity. Disposal of incinerated waste and other inert materials will use available inland sites and be coordinated with projected lake fill for the park additions proposed in the Improvement Plan for Recreation.

The city will study the possibility of expanding its refuse collection services to include intermediate-size residential buildings (up to 20 flats), for which it has not been standard practice for the owner to hire private scavengers. This would make it unnecessary for these owners to burn refuse on site, now a major source of air pollution particularly where coal-fired units are used. Another alternative would be to perfect incinerating equipment which produces a minimum of pollution and which owners of small buildings could use economically. The city's Building Code should be studied to develop controls over the installation in all new and rehabilitated structures of equipment using low-grade fuels for heating and refuse disposal.

The air pollution abatement program would be continued, with intensive treatment given to the areas emitting 2,500 or more tons per square mile annually of sulphur dioxide and particulates from fuel burning. These areas generally correspond to the Major Improvement and Rehabilitation Areas identified in the improvement plans for residential areas and industry. As areas are rebuilt or rehabilitated, heating equipment which produces a minimum of air pollution should be installed. Measures that will reduce air pollution from motor vehicles will be a second major program, including exhaust control and expanded use of mass transportation in high-density areas.

Sanitation Improvement Plan

Area To Be Served by New Incinerator

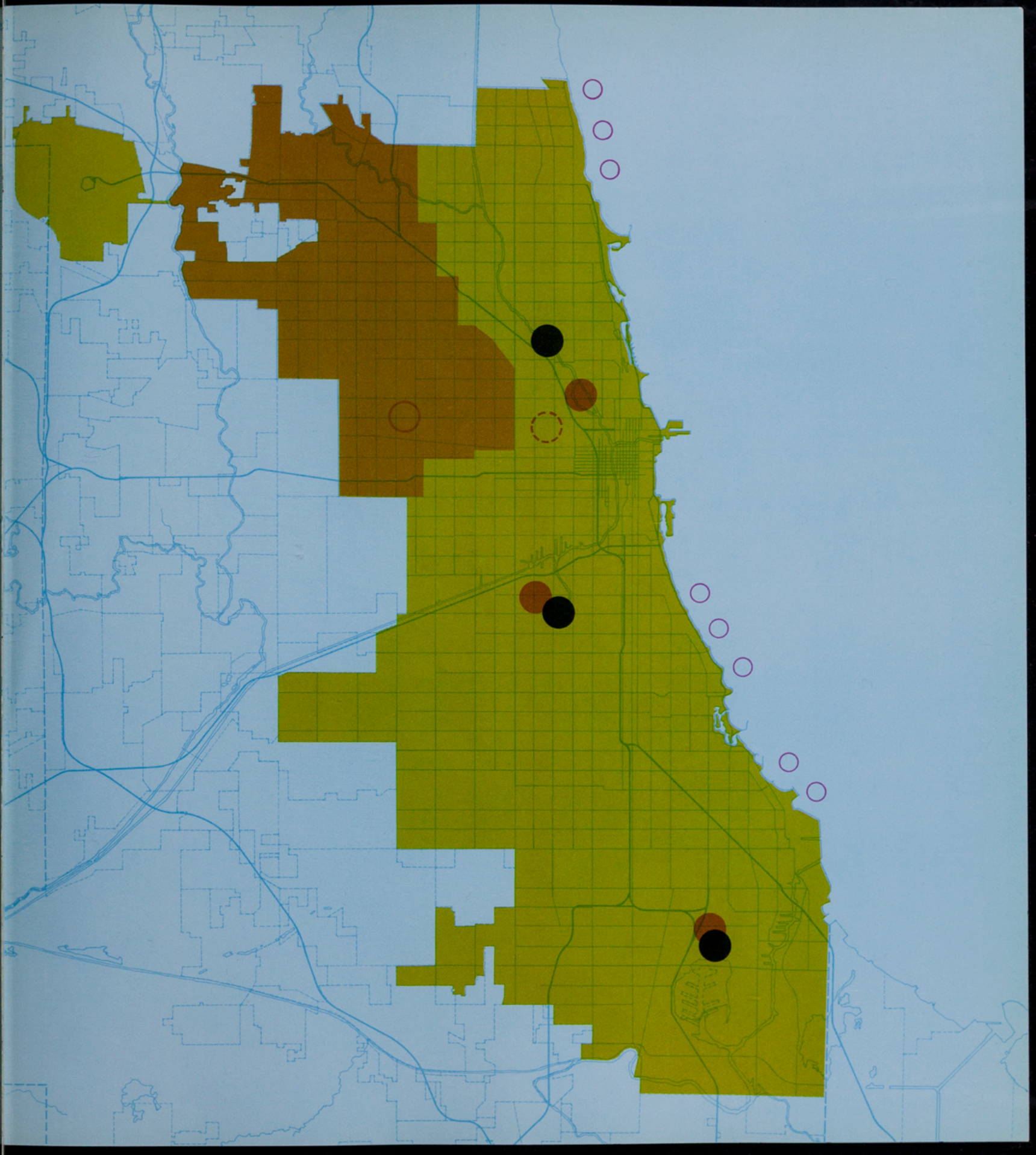
Existing City-Owned Incinerator

Proposed City-Owned Bulky Trash Incinerator

Proposed City-Owned Incinerator—Site Selected

Proposed City-Owned Incinerator—Site To Be Determined

Proposed Location for Lake Fill with Incinerator Waste



Water Resource Management

New sewers would serve areas of new development and increase capacity in other parts of the city. Areas along the Chicago River, north and south branches, and the Calumet River would be subject to intensive inspection of water polluting industry. Studies will be continued of alternative ways to ameliorate the problems of pollution resulting from the combined storm water and sanitary sewer system.

The 1965 Federal Water Quality Act provides matching grants for projects to demonstrate new or improved methods of controlling the discharge of untreated or partially treated wastes from combined sewers. Chicago and other government agencies in the area should encourage the passage of federal legislation that will provide financial support for additional research on economically feasible methods of abating water pollution.

The Sanitary District should sponsor further studies of the technology of sewage treatment, to perfect new techniques that will increase the efficiency of treatment from the present 90 per cent to nearer 100 per cent before discharge into the Sanitary Canal.

Water Resource Management Improvement Plan

Areas of Flood and Pollution Abatement Through:

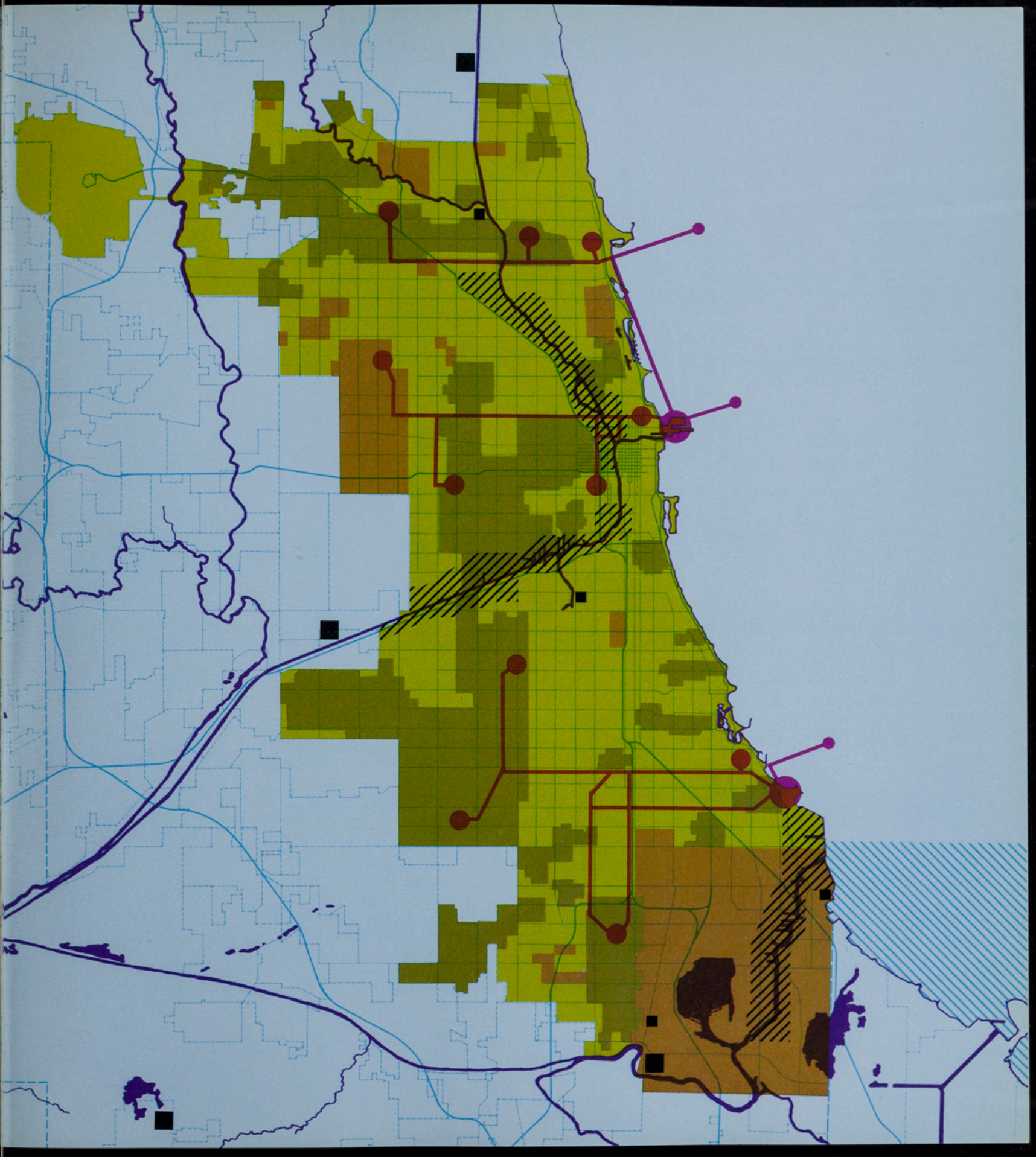
- Intensive Inspection of Water-Polluting Industries
- Sewer Improvement, Short-Range
- Sewer Improvement, Long-Range
- U.S. Department of the Interior Water Pollution Control

Continued Maintenance and Improvement of Water Facilities:

- Filtration Plant
- Pumping Station
- Intake Crib
- Tunnel

Metropolitan Sanitary District:

- Treatment Plant
- Pumping Station



The Improvement Plan for Business

The Improvement Plan for Business would encourage a system of business centers to provide needed shops and services for Chicago residents in attractive settings with adequate parking, to compete effectively with suburban centers, and to contribute to Chicago's economy. Business activity in Chicago presently includes the Central Business District and a number of planned shopping centers, but the majority of business establishments are located in strips along 225 miles of the major street system. Some improvements will be made as a result of public action, but private initiative, supported by public actions, will be the important component in business improvement.

Objectives of the Improvement Plan are:

1. To improve business centers in the older parts of the city in conjunction with major rebuilding programs.

2. To improve business centers in other parts of the city in conjunction with major street programs and other city improvements.

3. To retain and strengthen the vitality of the Central Business District.

4. To develop a system of service districts for offices and other special business activities.

Recommendations for transportation improvement affecting the Central Business District are included in the Improvement Plan for Transportation. Major proposals for the central area are covered in the separate Development Area report.

Eight regional-level business centers are shown on the Improvement Plan map. It also shows the 73 centers designated by the Comprehensive Plan for emphasis as focal points of community activities. The plan also calls for approximately 200 neighborhood centers and convenience shopping groups not shown on the map. Only special service districts at the regional level, at points of maximum accessibility, appear on the map. Community-level special service districts are also provided for in the Comprehensive Plan.

Three of the seven existing regional business districts in or partially in Chicago—Evergreen Plaza, Ford City, and Harlem-Irving Plaza—were built according to modern shopping center standards with a functional, clustered design and adequate off-street parking. A fourth regional district, 63rd-Halsted, will be brought up to current standards through the Central Englewood Urban Renewal Project.

Two of the remaining three districts, Broadway-Lawrence and Belmont-Ashland, lie within areas designated for major improvement in the program for residence. These business facilities will be redesigned and modernized as part of the broader improvement programs in their service areas. The Cicero-Irving Park regional district serves a residential area which is in good physical condition and presents an opportunity for modernization through private initiative.

Locations near the intersections of major transportation lines in the corridors of high accessibility offer special opportunities to strengthen or initiate regional centers. Near the Eisenhower and proposed Crosstown Expressway intersection there are several potential sites for private development of new regional centers.

Eight of the 73 community business centers already meet contemporary standards; 63 existing commercial areas are proposed for improvement or rehabilitation as community centers. The other two proposed locations contain limited business activity now, but are good locations for development. All of these areas would be strengthened as centers of local community life by encouraging new public and private facilities such as library branches, recreation centers, social service agency offices, and health clinics to locate here.

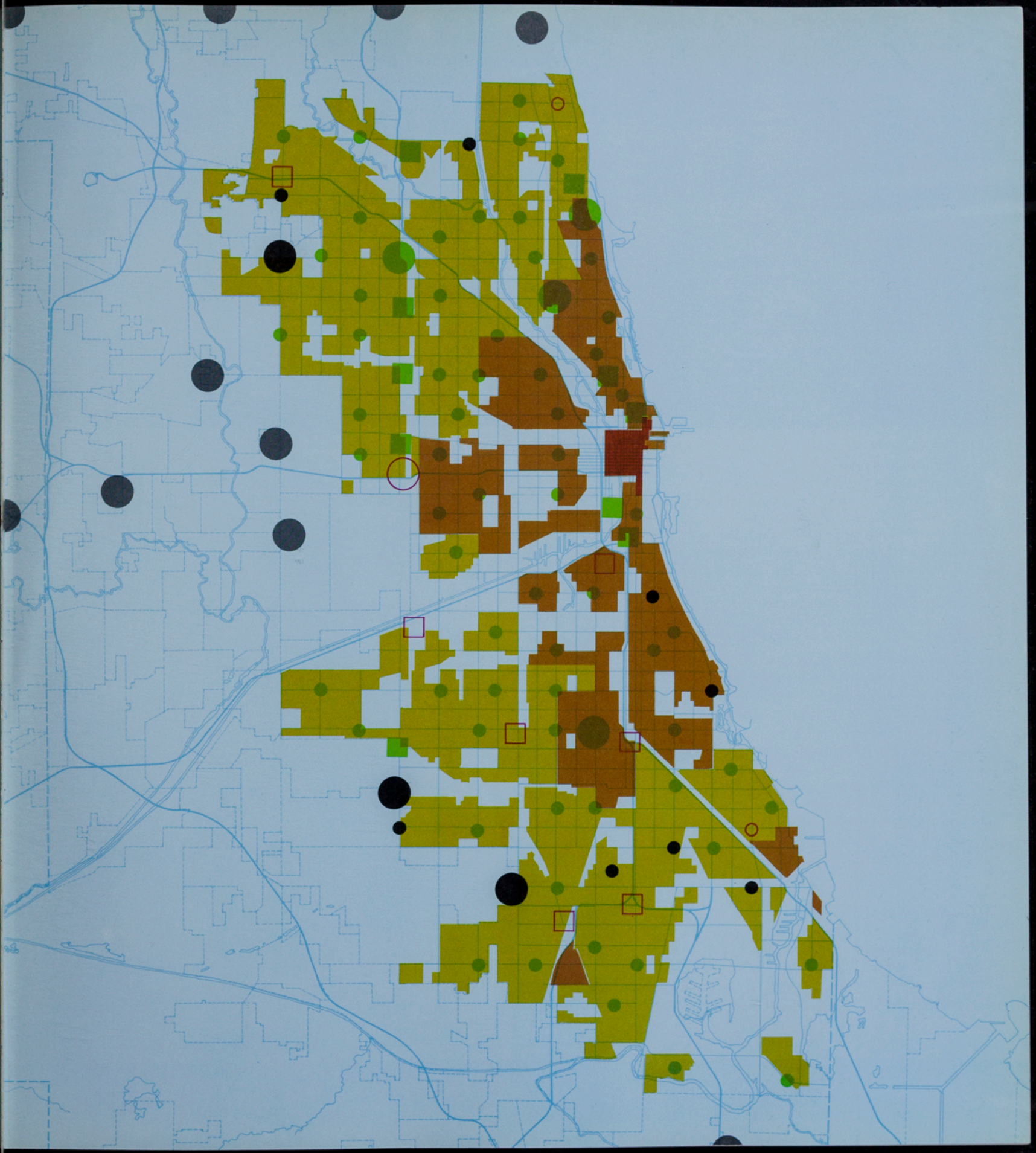
The 18 regional service districts shown would be mostly new. These would include a wide range of types—office centers, automobile rows, and entertainment areas. Generally, special service districts at the most highly accessible locations, served by both expressway and rapid transit, and in outlying parts of the city would be especially suitable for office centers.

All of the proposed new or rehabilitated business centers or special service districts in the "major improvement" areas would be developed as part of broader community improvement programs. Those recommended for the remainder of the city would be developed over time in conjunction with street widening and other improvement projects, such as the city's beautification program. This would involve primarily consolidation of strip development along 140 miles of major streets.

The city will work with businessmen's organizations, foundations, and civic groups to achieve these proposals. In general, priority will be given to centers which face the severest competition from centers outside the city.

Detailed studies of service districts and community centers will be part of the Development Area planning program. Ways in which public and private improvements can be coordinated to improve these centers will be based upon special studies of physical and technological conditions of business structures and of the market potential for business centers.

Business Improvement Plan



The Improvement Plan for Industry

This plan is based on the system of districts related to major transportation lines, in which much of the city's industry is in corridors served by both expressways and railroads. These recommendations include distribution facilities such as truck terminals, warehouses, and railroad yards, as well as manufacturing plants. The program is directed toward three objectives:

1. To improve the extensive existing industrial areas that fall within the pattern of districts, by replacing or rehabilitating deficient buildings, providing space for expansion and parking, and removing conflicting non-industrial uses.

2. To encourage the development of vacant industrial land within the pattern of districts.

3. To provide for relocation into the proposed districts of plants that are now scattered in residential areas.

Chicago now contains nearly 6,100 acres of vacant industrial land which would be developed through private initiative. There are about 4,850 acres of this total in the Calumet area, where problems and opportunities are tied to the development of transportation and utility lines. A special study of the public and private activities needed to stimulate industrial development in the Calumet area is now under way, as part of the department's Development Area studies.

As shown on the map, existing developed industrial areas fall into three categories of program need, according to the proportions of buildings that are technically obsolete, physically deteriorated, or both:

Major Improvement Areas total 13,500 acres, of which 3,000 acres need rebuilding. Public renewal programs can be used to supplement private initiative in the upgrading of these industrial areas.

Rehabilitation Areas, in need of less intensive improvement programs, cover 7,500 acres, of which 1,500 need to be largely rebuilt.

Maintenance Areas, where maintenance activities would generally be adequate to achieve recommended industrial standards, cover 5,000 acres, of which only 400 are in need of redevelopment.

The first priority for industrial improvement would consist of three types of actions. High-priority public action would continue to be given to finding new sites or making site expansion feasible for firms faced with the need to expand. This is an important function of the Mayor's Committee for Economic and Cultural Development. Priority would be given to certain opportunity areas where public initiative, usually urban renewal, is required to achieve recommended standards. Priority is also indicated for several areas, generally in large tracts under single ownership, which have a high potential for redevelopment through private initiative, assisted by city action to improve streets, utilities, and protection services.

The public initiative opportunity areas, totaling 1,970 acres, are:

1. Ogden-Clybourn (Goose Island), 90 acres.

2. Near West Side (Kinzie Street corridor between Halsted and Western), 310 acres.

3. Western-Ogden, 270 acres.

4. Stewart-47th Street, 300 acres.

5. Lake Calumet and the land directly surrounding it, 1,000 acres.

The seven private initiative opportunity areas, not including the 4,850 acres of vacant land in the vicinity of Lake Calumet, are:

1. Cragin, a rail yard area near the Belt Line Railroad and Lake Street, 180 acres.

2. People's Gas Company area, north of the Chicago River at the Belt Line, 120 acres.

3. Crane Corporation site, near 39th and Kedzie, 160 acres.

4. International Harvester site north of the Chicago River between Western and Damen, 150 acres.

5. Lumber yard area, mostly abandoned slips and docks on the north bank of the Chicago River's South Branch between Halsted and Ashland, 160-200 acres.

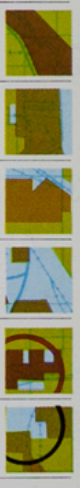
6. Stockyards area, 240-300 acres.

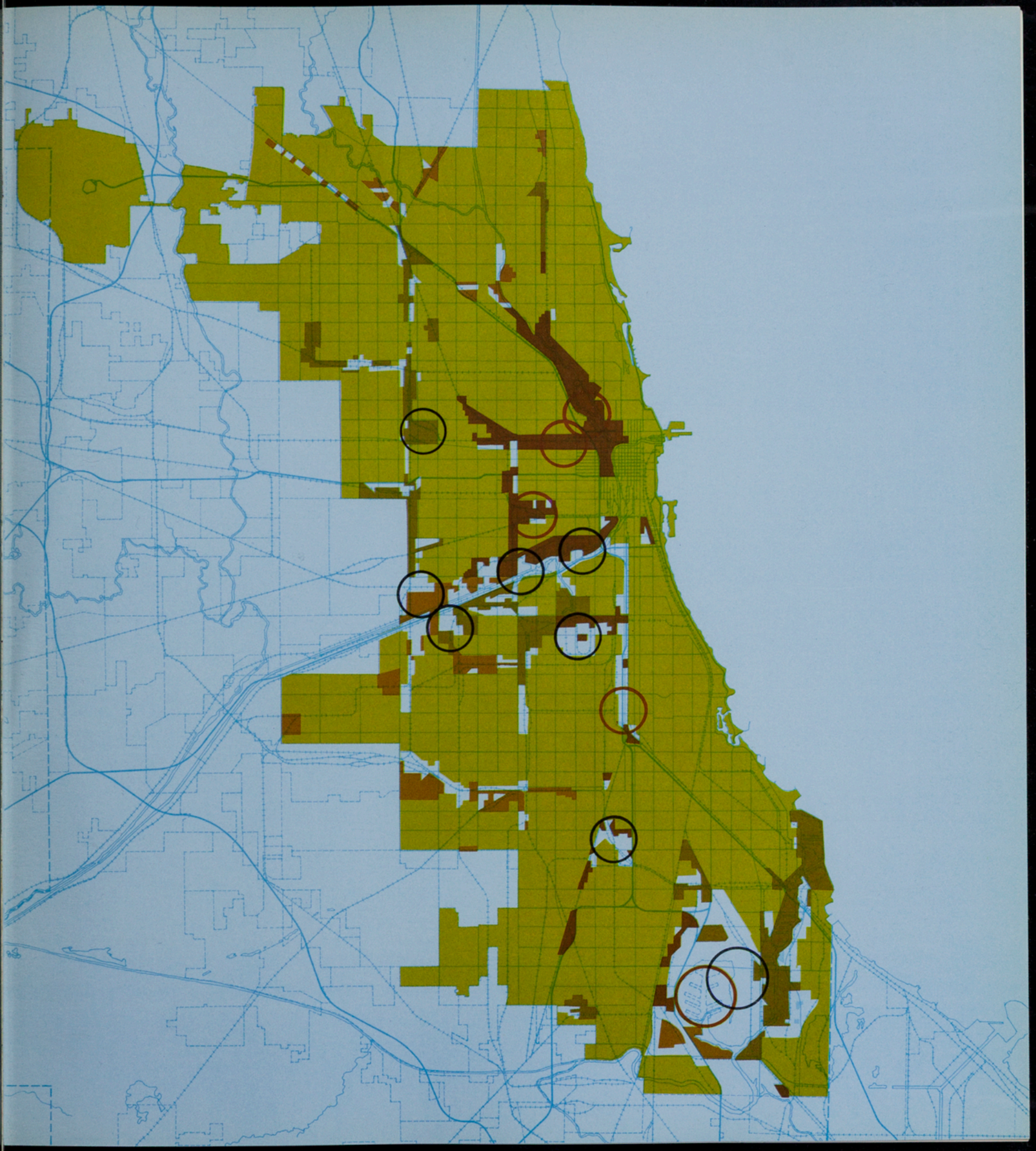
7. Gresham area, west of the Dan Ryan Expressway between 83rd and 91st, 190 acres.

Two kinds of demonstration projects would be undertaken in either public or private opportunity areas. One would test ways through which older multi-story industrial buildings can be used efficiently under modern production techniques. The other would demonstrate how high quality standards in building and site design can be incorporated into districts, so that they make a real contribution to the industrial environment and that of the surrounding area.

Industrial Improvement Plan

Industrial District Treatment Needs:





The Improvement Plan for Transportation

The structure of the city has been and will continue to be largely determined by transportation. The Improvement Plan for Transportation is directed toward five objectives which will maintain and strengthen the basic structure while improving the ease and quality of service. These objectives are:

1. To expand the areas of high accessibility by increasing the quality of transportation services in a pattern of corridors.

2. To improve the traffic and transit service of the major street grid by redesign coupled with commercial and residential renewal to enhance the environment.

3. To maintain the central area as the district of highest accessibility in the city and region and improve the circulation within this high-density core.

4. To expand the rapid transit system and improve public transportation facilities and services.

5. To improve by expansion the air and water terminals and improve by consolidation and more intensive use the rail terminals serving Chicago and the metropolitan area.

Transportation Corridors and Major Streets

Coordination of street and transit improvements with new development and renewal will be achieved through detailed plans and programs for corridors and major street routes. Improvement plans for rapid transit and commuter railroads and for highways and major streets will be used as guidelines in the Development Area and corridor studies.

Expressways

Addition of two previously recommended routes, the Crosstown and the Franklin Street Connector, will provide an efficient expressway network serving the lines of major traffic concentration within the City of Chicago. The Crosstown Expressway would establish an important corridor which would encourage industrial and commercial development on Chicago's West Side. The Franklin Street Connector would provide another needed link to the Dan Ryan and improve access to the Central Business District. The Chicago Skyway would have ramps added to increase service to the southeast areas of the city when toll charges are removed.

Major Streets

The Comprehensive Plan recommends developing major streets at a one-mile spacing, to carry short-distance through traffic, connect with expressways, and channel through traffic away from local residential streets. The capacity of these streets for cars, trucks, and buses would be increased as required and feasible through widening or other improvement techniques, such as eliminating curb parking, rebuilding within the right-of-way, or establishing one-way street pairs where appropriate. Design would be determined by study of the corridor pattern of land and street uses through the Development Area process.

The program also calls for special treatment of landscaping, signs, and other features so that streets are attractive in appearance for both drivers and users of adjacent property. Design standards would be flexible and adapted to specialized use in business, industrial, and residential areas.

First priority would be given to improving the capacity of 21 streets in Chicago which comprise a 218-mile grid of major streets. This system of streets will be incorporated in the state major highway system. North-south streets designated as part of the priority grid are Torrence, Cottage Grove, Michigan, LaSalle, Halsted, Western, Pulaski, Central, and Harlem. East-west streets designated are Devon, Foster, Irving Park, North, Lake, Roosevelt, Cermak, Pershing, 55th, 87th, 107th-111th, and 127th-130th-134th.

Scheduling of improvement of the remaining streets in the major street system would be closely related to other community improvement programs, such as urban renewal, schools, and parks.

Central Area

Expanding the central area subway system would have a high priority. Downtown rapid transit improvements would be designed to provide local distribution service for the high-density areas in and adjacent to the Central Business District. Improving downtown rapid transit facilities is also essential to assure central distribution facilities capable of accommodating increases in passengers as lines are extended into unserved areas and as the total movement of people increases throughout the metropolitan area.

Specific recommendations for a new system will be developed from the study of downtown transit facilities. Subways would accommodate the transit lines now using the Loop elevated, so that the elevated structure can be removed. The transit distributor system would permit ready access to the various sub-centers of the central area from rail and parking terminals at the edge of the core area. A system of separate weather-protected walkways extending through the Central Business District would complement the transit distributor system and improve circulation within the downtown area.

It is the city's policy to discourage all-day parking in the heart of the Central Business District and to encourage greater use of parking facilities on its fringes in order to reduce heavy vehicular traffic and air pollution in the most congested sections. Study will be made of adjusting parking rates in public garages and using metered parking to carry out this policy.

Ring roads and other street improvements would facilitate transit and traffic flows within the high-density central area. The future role of Meigs Field and the use of heliports or other vertical-take-off facilities will be important concerns in central area studies.

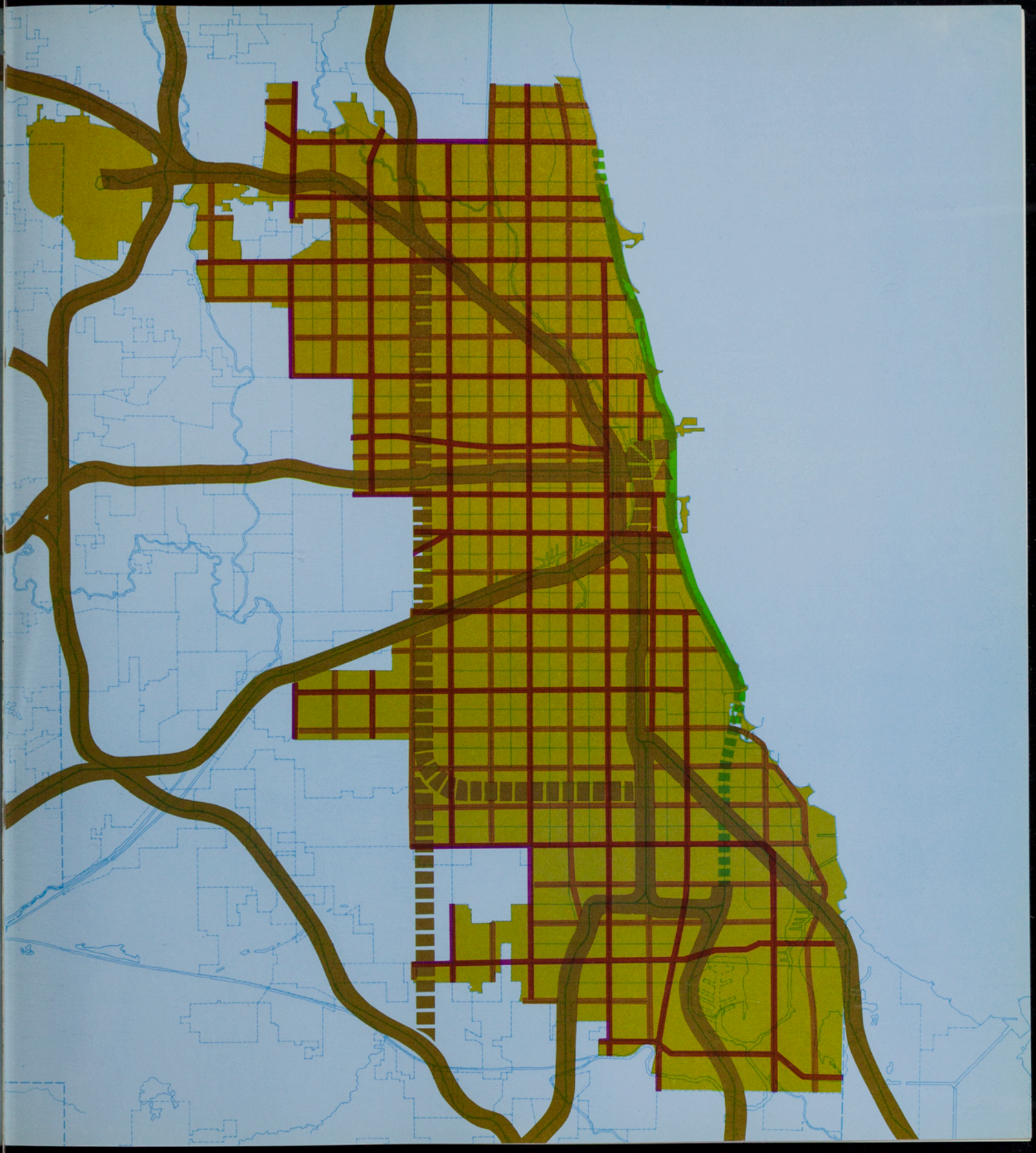
Expressways and Streets Improvement Plan

Existing Facilities:

- Expressway
- Parkway

Facilities To Be Developed in Program:

- Expressway
- Parkway
- Major Street To Be Improved as a System
- Major Street To Be Improved in Relation to Development Area Program



Mass Transit

First projects to be undertaken will be those that are already committed. The city will install rapid transit in the Kennedy Expressway from the present Logan Square terminal to Central Avenue and a new rail rapid transit line in the median strip of the Dan Ryan Expressway south to 95th Street. The Englewood line extension to Ashland Avenue and the terminal improvement at Ashland will be completed.

Other mass transit improvements would be undertaken after further study. Provisions for express bus or rail service would be studied in relation to the Cicero and Western Avenue corridors. Wherever possible, transportation improvements along these corridors would include grade-separated rapid transit rights-of-way, so that a high level of service can be achieved.

Detailed studies will be made to determine the feasibility of extension, reconstruction, or relocation of sections of the following transit lines: Douglas Park and Ravenswood (especially to eliminate at-grade sections); Howard (to eliminate the sharp curves); and State Street to Jackson Park (where it parallels the Dan Ryan). The potential for express service in a separate right-of-way along the Stevenson Expressway will also be studied.

Station modernization, new equipment, and signalization will be continued to improve the quality of service. Surface bus service will be improved with new equipment and shelters at stops, and the pattern of bus lines will be revised to the maximum advantage of express transit extensions.

Connections among CTA lines, commuter railroads, suburban bus service, and expressways would be greatly improved with new transfer stations and parking facilities on the outer edge of rapid transit service. The program calls for major park-and-ride facilities at the Skokie Swift terminal at Howard Street, at the DesPlaines Avenue terminal of the West Side subway, and at the Harlem Avenue terminals of the Lake Street elevated and the Stevenson express bus line. Parking facilities will also be provided at the 95th Street terminal of the Dan Ryan subway, the Central Avenue terminal of the Kennedy rapid transit line, in the programmed Englewood extension, and at other major transit terminals.

Transfer terminals, as shown on the plan, would be developed to provide convenient connections between CTA rapid transit and private commuter railroads. At these points commuters with destinations other than downtown could transfer to CTA lines, and Chicago residents would have easily accessible railroad stations from which they could travel to outlying parts of the metropolitan area. This partnership system would continue to strengthen both the CTA and the commuter railroads.

Inter-City Transportation

Railroads

Consolidation of long-distance railroad passenger terminals is an established city objective, which may be more readily achieved with railroad company mergers and improved central area transit distribution. Rail-truck and piggy-back terminals and other service innovations will be encouraged at appropriate locations. Coordination of commuter railroads with transit will be expanded to maintain and strengthen the commuter services.

Ports

Consolidation of all public water port activities in Chicago under one city department would achieve more effective coordination of this vital program. The program for developing Lake Calumet Harbor as the city's major terminal would be expanded. Channel straightening and other improvements to the Calumet River, which connects Lake Calumet with Lake Michigan, and to the Calumet-Sag channel, which leads west from Lake Calumet, would continue. Navy Pier would be maintained as a downtown terminal providing specialized but limited terminal facilities.

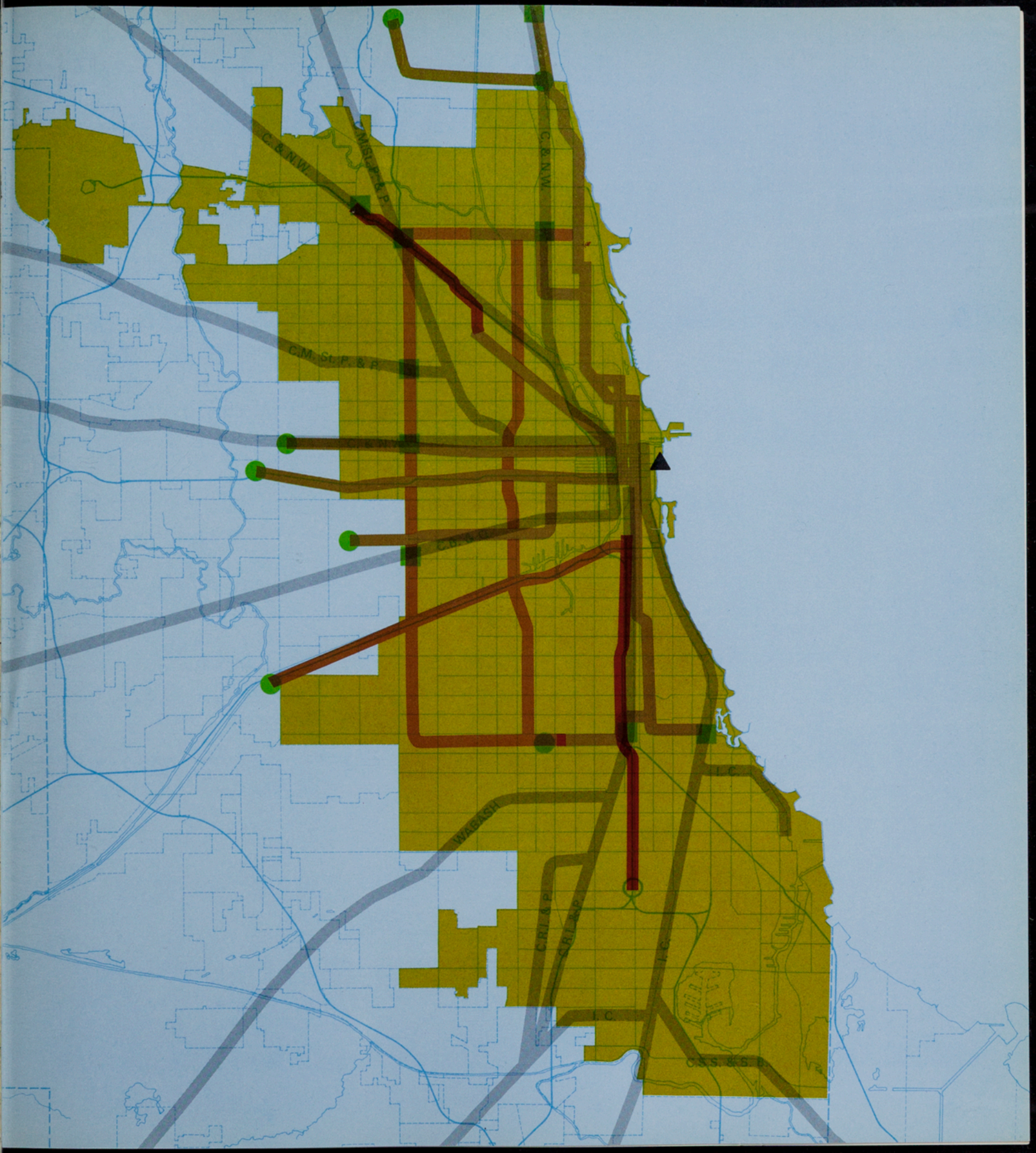
Airports

Future airport and heliport needs would be met by expansions and additions as needs are determined by continued intensive study. Currently under analysis are the extent to which the capacity of O'Hare can be expanded by extension of existing facilities and the requirements for increasing Midway's scheduled airline operations.

It is probable that the design of commercial aircraft will continue to change greatly in the future. Therefore, analysis of the implications of new technology is included in studies, which will also determine the potential need and feasibility for a third major airport.

Rapid Transit Improvement Plan

- Existing CTA Line to be Retained
- Committed City Program
- Additional Proposed Rapid Transit Route
- Existing Commuter Railroad
- Proposed CTA Commuter Railroad Transfer Station
- Proposed CTA Park-and-Ride Facility
- CTA Park-and-Ride Facility Proposed for Study
- Central Area Transit Distribution System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Carrying Out The Improvement Plan

Achieving Strategic Objectives for Chicago's Future

The Improvement Plan sets forth specific targets for the seven planning systems or elements—Residence, Recreation, Education, Safety and Health, Industry, Business, and Transportation. Achievement of these targets will move Chicago toward the three basic goals of the Comprehensive Plan: to improve the environment, to enlarge human opportunities, and to strengthen and diversify the economy.

The accompanying chart enumerates and quantifies the series of improvement targets. These targets represent an allocation of resources that is specifically directed to meet critical needs and that will also have the greatest collective beneficial impact upon the whole city.

While all of the improvement targets would contribute to some extent to achievement of all the city's goals, the intensity of the color on the chart indicates that there are differences in the effect of each target in moving the city toward the three goals. The expansion of lakefront parks, for example, would have an effect on the economy as a general city improvement and source of employment. It would contribute substantially to enlarged opportunities by providing additional recreational facilities, but its greatest impact would be made through improvement of the environment. On the other hand, developing the four central opportunity areas with new housing, listed under Residence, is equally important for all three goals.

The six "strategic objectives" of the Comprehensive Plan are described in the first section on The Quality of Life:

1. Family Life and the Environment
2. Expanded Opportunities for the Disadvantaged
3. Economic Development and Job Opportunities
4. Moving People and Goods
5. The Proper Allocation of Land
6. Unified City Development

These are the main elements of the plan's strategy—the particular components of the city's over-all objectives which are most critical at the present time and which should be emphasized in the allocation of resources. Generally, the first three strategic objectives represent the "ends" of the plan, while the second three represent "means."

The first three objectives reflect the three main goals of the plan—improving the environment, enlarging human opportunities, and strengthening and diversifying the economy.

Functional, physical, and managerial capability is also necessary if the city is to attain its basic goals. The fourth and fifth objectives are directed toward efficient operation and development of the city, and the sixth has to do with the effectiveness of administrative organization. To achieve these objectives, the Improvement Plan calls for detailed analysis and programming of the following activities.

For *moving people and goods,* strategic concerns at this time are transit in the central area, the development of high accessibility corridors, and the effects that technological change will have on air and rail transportation.

For *the proper allocation of land,* the strategic concerns include future land requirements for parks and schools, lakefront development, and the use of the Zoning Ordinance to achieve land development policies most effectively.

The sixth strategic objective—*unified city development*—recognizes the fact that social development programs, economic development programs, and physical development programs must all be aimed at the same strategic objectives. The Development Area procedure is designed to facilitate joint public and private efforts and to coordinate public agency actions. Project review conducted by the Chicago Plan Commission under the referral procedure is the statutory means of coordinating public actions toward the objectives of the Comprehensive Plan.

The improvement targets comprise those actions which are strategically important now. The following sections indicate generally what these improvements would mean in terms of money, land, and relocation. The Improvement Plan does not set definite priorities for specific projects, since this can be done much more meaningfully through such procedures as the five-year Capital Improvements Program.

A basic assumption of the Improvement Plan is that the strategic objectives, and thus the main goals of the plan, will be increasingly realized. The social, economic, and physical qualities of the city will continue to improve. Detailed programs must be adjusted accordingly, to maintain maximum effectiveness in attaining the city's long-range goals.

Improvement Targets and Strategic Objectives	1. Improve Environment	2. Enlarge Opportunity	3. Strengthen and Diversify Economy
Residence Maintain sound residential areas by establishing a system of neighborhood service centers and by expanding community facilities and services.			
Improve or replace all deficient units through redevelopment, rehabilitation, and code enforcement programs.			
Expand the housing supply by: Rebuilding 2,500 acres of severely blighted housing with 100,000 new homes.			
Developing four central opportunity areas with new housing for 200,000 people.			
Increasing the supply of public housing by 35,000 units through leasing, rehabilitation, and new construction.			
Recreation Bring all neighborhoods to minimum standards for local recreation space (add 1,800 acres).			
Expand lakefront parks by two square miles of landfill.			
Modernize regional inland parks.			
Coordinate park and school site programs for maximum efficiency and beautification.			
Education Expand University of Illinois and develop three senior colleges.			
Develop system of 8 to 12 junior colleges.			
Provide school capacity for 35,000-50,000 more high school students and 65,000-100,000 more elementary students with major emphasis on park-school arrangements.			
Build new library branches to serve all sections of city.			
Safety and Health Provide needed police headquarters and training academy and expanded personnel.			
Complete system of fire stations.			
Develop system of community and neighborhood health centers.			
Continue intensive air and water pollution abatement program.			
Expand incinerator system and use controlled lakefill disposal system.			
Industry Strengthen sound industrial districts with transportation and other public services.			
Rebuild nearly 1,000 acres of industrial land with public renewal assistance.			
Stimulate and support private redevelopment of 1,200 more acres of industrial land.			
Business Support Central Business District growth, especially with transportation and environmental improvements.			
Rehabilitate regional and other centers.			
Develop special districts for offices and other special business functions.			
Rebuild strip business in conjunction with residential and street improvements.			
Transportation Construct Crosstown Expressway and Franklin Street Connector.			
Expand Loop subway facilities and pedestrian connections.			
Improve capacity of 200 to 250 miles of major streets in conjunction with urban renewal and beautification programs.			
Develop additional rapid transit routes and expand park-and-ride and transfer terminals.			

Improvement Plan Costs

The Improvement Plan identifies a series of development targets which comprise an essential program for meeting Chicago's urgent needs and moving toward the city's goals. Present analysis, as shown on these charts, indicates that the total capital improvement costs can be financed if scheduled over a 15-year period.

The actual scheduling of the projects to accomplish the Improvement Plan will be affected by several variable factors which cannot be evaluated more than four or five years into the future. For example, some state or federal aid funds are earmarked for specific programs, and therefore some projects may be more heavily supported than others. The dislocation of businesses or families is greater in some programs than others, and the capability for relocation will also vary with the housing market.

The diagram of projected capital investments indicates changes in the proportion of funds allocated to different categories of projects to achieve the specific targets of the Improvement Plan. This diagram is therefore a guide for the city in pressing for adjustments in federal or state aid policy as well as in the city's own budgetary policy.

The two diagrams illustrate capital investments by government agencies called for in the Improvement Plan. They do not include private investment, public projects not located in the City of Chicago, or recurring expenditures such as salaries and maintenance.

The first diagram shows the average annual expenditures that would be required to achieve the targets set in the Improvement Plan over a 15-year period, compared with the average level of expenditures that occurred between 1955 and 1963. "Comparable Programs" are types of projects for which the Improvement Plan makes definite, quantifiable recommendations and which have been undertaken in the past.

"Non-comparable Programs" are types of projects which are unique and which have been carried out recently, but for which there are no definite proposals in the Improvement Plan since the specific nature of such projects cannot be determined now. Examples are O'Hare Airport and the Central District Filtration Plant. To allow for capital program projects to be defined later, 40 per cent of the "Comparable Program" figure has been added to all three estimates.

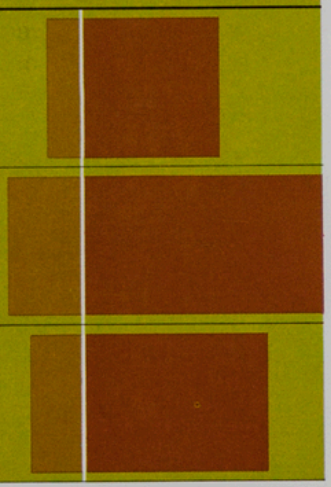
Achievement of the targets over the 15-year period, with an annual average of about $400 million, would be in accord with the city's policy of an accelerated improvement program. It is likely that the local share of total capital costs under this rate would not be substantially greater than it has been in the recent past, because of the increasing participation of federal and state agencies. Federal programs have already been started that would provide funds for new kinds of projects for which financial assistance was not available during the past nine-year period—for example parks and beautification, community facilities such as health centers and libraries, and mass transit. If present trends continue, the types of projects for which aid is available would increase, and the federal share of costs would expand as urban development becomes more recognized as a major national concern.

Investments in these programs would vary from year to year. It would not be necessary or desirable for them to proceed at a constant rate over a 15-year period. For example, the bond issues recently approved by Chicago voters will make it possible for the Police and Fire departments to complete half of their scheduled building improvements in five years, and their total Improvement Plans might be finished within 10 years.

The Community Improvement bond issue will provide local funds to enable a doubling of the current rate of rehabilitation and renewal activity during the next five years. This bond issue provides the local funds to support about 20 per cent of the total renewal effort recommended in the Improvement Plan, using the current 2-to-1 matching ratio for federal to local funds. It

Average Annual Capital Expenditures

Time Period	Non-Comparable Programs	Comparable Programs	Non-Comparable Programs	Comparable Programs
1955-1963	$ 83,121,000	$213,800,000		
15-Year Program	$159,000,000	$397,000,000		
20-Year Program	$119,000,000	$297,800,000		



This graph shows the average annual expenditures required for the 15-year Improvement Plan, compared with the 1955-1963 average and with the average level that would be required if the Improvement Plan were carried out over a 20-year period. Annual expenditures over 20 years would require the least amount of increase over the 1955-1963 average. However, the 15-year level would be more in accord with the city's policy for an accelerated program, particularly because substantial increases in the federal share of costs are expected.

is estimated that the 2,500-acre residential improvement program might cost $715 million in 1966 dollars. Under the current formula, two-thirds of this could be financed with federal matching funds.

The second diagram illustrates average annual expenditures by City of Chicago agencies for various types of improvements, as they occurred between 1955 and 1963 and as they would be under the Improvement Plan, if carried out during a 15-year period. (The Improvement Plan estimates assume constant 1966 dollars.) The diagram also indicates the per cent increase in annual expenditures for each type of improvement under the plan.

On the average over 15 years, government agencies would be spending about 75 per cent more annually for the kinds of improvements in the plan. Most of this increase, proportionately and in actual dollars, would be for residence, recreation, and education—programs which would make extensive improvements in Chicago neighborhoods and greatly broaden individual opportunities.

It should be stressed that projects in these Improvement Plans are now eligible for substantial federal grants-in-aid, and expanded federal support is anticipated in these estimates.

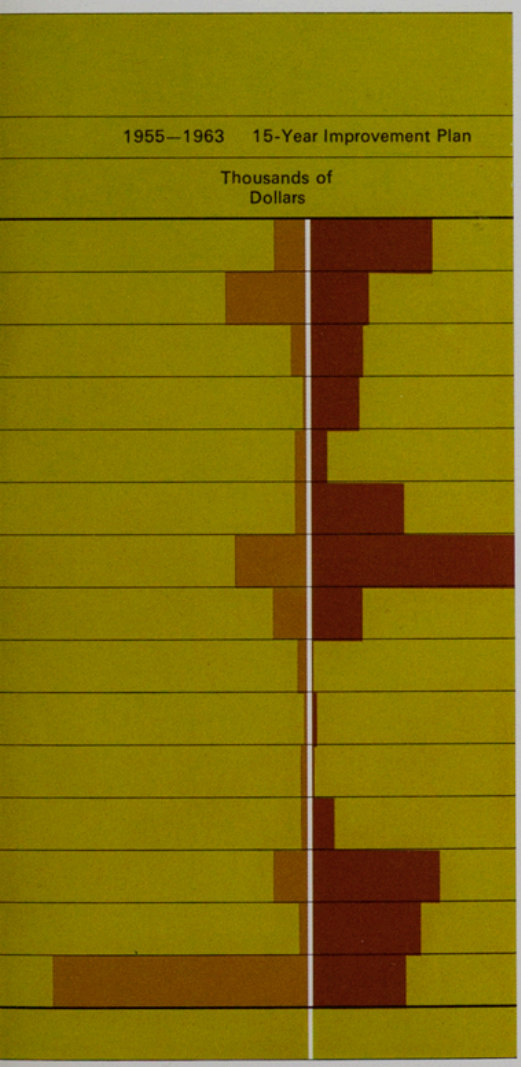
The residential programs represent much more rehabilitation and conservation activity by city departments, together with a continued high rate of rebuilding. Programs for providing low and moderate-income housing by the Chicago Housing Authority and Chicago Dwellings Association would continue with more emphasis on rehabilitating existing structures.

Annual investments for public elementary and high schools would increase by about two and one-half times, because of the forthcoming increases in the number of students, especially of high school age, which will require expansion of the physical plant. Expenditures for state colleges, city junior colleges, and libraries would also increase. State and federal funds will carry a major part of this construction cost.

The proposed expansion of local city parks, including park-malls, would be coordinated with school construction. More local playgrounds are needed for school recreation space, as well as to serve residential areas. A major study of the joint school-park program will be undertaken to determine spe-

Average Annual Capital Expenditures for Comparable Programs—1955 to 1963 and 15-Year Improvement Plan

Program	1955—1963		15-Year Improvement Plan	
	Thousands of Dollars	Per Cent of Total Program	Thousands of Dollars	Per Cent of Total Program
Residence				
Rebuilding and Rehabilitation	11,600	5.5	48,000	12.0
Public Housing	29,100	13.5	22,000	6.0
Recreation				
Inland City Parks	5,900	2.5	21,000	5.0
Lakefill	200	.5	20,000	4.5
Other	3,900	2.0	6,000	2.0
Education				
Colleges	4,200	2.0	37,000	9.0
Public Schools and Libraries	28,000	13.0	81,000	20.0
Environmental Health				
Sewers	12,700	6.0	20,000	5.0
Other	1,900	1.0	1,000	.5
Health and Safety	1,300	.5	3,000	1.0
Business	1,800	1.0	2,000	1.0
Industry	1,200	.5	10,000	3.0
Transportation				
Major Streets	13,000	6.0	50,000	12.5
Rapid Transit	2,000	1.0	41,000	10.0
Expressways	97,000	45.0	35,000	8.5
Total	213,800	100.0	397,000	100.0



cific sites and coordination methods to assure efficiency in use of funds.

Annual recreation expenditures would increase nearly four-fold, to meet the great need for more local parks and to expand the lakefront park system through landfill. The real cost of the proposed expansion of lakefront parks would be lowered through the city's policy of using incinerated refuse for lake fill, which would provide about half of the proposed amount. This technique would also reduce the city's cost of refuse disposal, since it is now necessary to buy or rent land for this purpose. More state parks and county forest preserves to be developed outside the city are not included in these estimates.

The main part of the Comprehensive Plan's health and safety recommendations would be met through personnel and services, such as expanded public health activities and more policemen. The capital improvements—police and fire stations and health centers—are a relatively small part of the cost of the total Improvement Plan.

Environmental health capital improvements would consist mainly of continued sewer projects to reduce flooding and water pollution. Inspection services would be the major cost in the program for abatement of air and water pollution.

As shown here, business area improvement projects would continue to represent a small share of over-all expenditures. However, these reflect only the cost of the projects devoted exclusively to renewing business areas. Most business improvements would take place in conjunction with street projects, included under transportation, or as part of larger residential or industrial programs. In general, the changes in business patterns occurring through the private market without public assistance are in accord with the city's objectives.

The projected expenditures for industrial renewal activity would include four of the publicly assisted opportunity areas, covering about 1,000 acres. Improvements needed for the other opportunity areas to be rebuilt primarily through private initiative are included under transportation and other categories.

In transportation, there would be major increases in rapid transit and major street expenditures, reflecting the city's policy as expressed in the Comprehensive Plan. The two recommended expressway projects, the Crosstown route and Franklin Street Connector, would be undertaken in the first part of the program. Therefore, the expressway expenditures would occur during the next five to 10 years.

The Improvement Plan calls for many kinds of activities not covered by either diagram. Air and water pollution abatement work would be intensified. Special medical education courses for the training of public health assistants, including nurses and technicians, would be established. And inter-agency programs to coordinate physical improvements and social services would be applied in selected residential areas. The Improvement Plan makes many other proposals dealing with design and the environment, such as the park-mall and community center ideas, which cannot be easily quantified.

It is recognized that the Improvement Plan requires additional information and refined techniques, especially fiscal analysis. It is particularly important to improve methods of assessing personnel requirements for proposed city development programs and services. For some recommendations of the Improvement Plan, finding the needed trained personnel will be more of a restraint than financing the projects. Further studies will be undertaken to determine ways of refining the city's programming procedure so that it evaluates more fully services, personnel needs, recurring expenses, and contributions to the city's tax base, as well as capital requirements.

In making these estimates, the city has drawn from its experience in preparing the five-year Capital Improvements Programs. The Improvement Plan refines the guidelines for determining priority projects, but the actual scheduling and allocation of funds will take place as subsequent Capital Improvements Programs are prepared.

The city has initiated a continuing analysis of federal and state aid programs as these estimates have been prepared. The junior college program illustrates the importance of these sources in future financing of Improvement Plans. Until 1965, junior college buildings were financed entirely by the Chicago Board of Education from local property tax. Under 1965 legislation, 75 per cent of the cost of these physical facilities will now be covered by state and federal grants. Chicago will continue to follow the policy of seeking additional sources of funds which will permit holding the property tax at an appropriate level.

Land Use and Relocation

The Basic Policies report presented alternative policies for Chicago's development which were, in part, described in terms of land use change and relocation requirements. The figures presented for existing land use and the Recommended Policy in 1964 have been refined and revised, where necessary, on the basis of public discussion, further study, and the identification of specific targets. This diagram illustrates the changes in Chicago's land use that would take place as a result of the recommendations in the Improvement Plan.

The total land area of the city would increase from the present 227 square miles to 229 because of the addition of park space through lakefront fill. (This future estimate does not include possible further annexations to the city.) There would also be important shifts within the existing supply of land. The directions of change, as well as actual numbers, are important indicators of recommended targets.

The land area devoted to housing, recreation, education, and related community facilities would increase significantly as part of the effort to improve the residential environment and expand the housing supply. The increase in community facilities land, though numerically small, represents a major expansion, for many of these facilities, such as fire stations and libraries, occupy sites of a fraction of an acre each. The school and park figures are based on the assumption that effective coordination of these two programs can be achieved. If each agency attempted to meet site standards independently, an additional square mile of school or park land would be required. By placing high schools near major parks and by coordinating other school and local park expansion, maximum utility in land use and lowest cost would be achieved. Most of the land needed for parks and schools would come from already developed areas, although some could be obtained from vacant lots, closing unneeded streets, or clearing parts of business strips. Consequently, coordinated development would also reduce the relocation impact.

An important objective in industrial growth is the retention of existing firms in the city as well as the attraction of new plants. Industrial development would be increased by eight square miles, of which seven are presently vacant land, primarily in the Lake Calumet area. This increase would provide space for expansion and off-street parking and loading for existing industries. It would also make land available for new plants, thus expanding job opportunities and strengthening the city's tax base. Renewal of the industrial opportunity areas would involve clearance of some scattered housing and obsolete business buildings.

Development of modern shopping districts and a system of office parks and specialized business areas are key objectives of the business plan. The downward shift in land devoted to business is accounted for by the consolidation of commercial strips into modern, clustered business centers.

The land allocation for streets, alleys, and expressways represents a significant change from that published in the Basic Policies report. This reflects a decrease in the mileage of expressways proposed, greater emphasis on rapid transit improvements and extensions, and a selective staging of major street improvements because of their cost and relocation impact. A decrease in railroad land use would be possible because of corporate mergers and technological change, which reduce the need for yards and terminals.

The Improvement Plan also recommends extensive rebuilding or other change that would not involve shifts from one land use to another. Five square miles of existing residential land would be rebuilt through community improvement programs. The inland park system would be greatly improved. Deteriorated or obsolescent industrial areas would be rebuilt with modern plants and related facilities.

Major Land Use Changes Resulting from Improvement Plan (Square Miles)

Land Use	1966	Future	Change	Decrease	Increase
Residence	71	74	+ 3		
Recreation	17½	22½	+ 5		
Education, Elementary and Secondary	4	5	+ 1		
Community Facilities and Institutions	5	6½	+ 1½		
Manufacturing	11	18	+ 7		
Commerce	7½	9	+ 1½		
Business	9	7½	− 1½		
Streets, Alleys, Expressways	54	54½	+ ½		
Railroads	16	13	− 3		
Airports, Ports, Utilities	11½	11½	0		
Vacant	14	3	−11		
Cemeteries	2	2	0		
Rivers and Inland Lakes	4½	2½	− 2		
Total	227	229	+ 2		

Relocation

The dislocation of households—families and individuals—caused by changes in the city is a major restraint upon the pace of achievement of the Improvement Plan. Financial costs can be relieved by new sources of money, but relocation remains an inconvenience for the people involved regardless of the availability of other adequate housing. Its disruptive influence can be minimized, however, if the annual volume of movers is related to the availability of desirable alternative housing choices

During the 1950's expressway construction, urban renewal clearance, and institutional expansion were proceeding at high levels. The relocation of families and businesses was a matter of major concern, and the city established efficient relocation programs. In the last few years the rate of clearance has been greatly reduced, but the accelerated program called for in the Improvement Plan would lead to a substantial level of relocation.

The targets set in the Improvement Plan have considered the relocation impact of the various proposals. In formulating these targets, the process followed was first to evaluate needs and objectives, then to calculate the cost and relocation requirements, and finally to develop a selective strategy of improvements.

Under the Improvement Plan, the primary needs of the city can be met while scheduling an average annual relocation of 7,500 households. This is the rate determined to be feasible after public discussion and study of the alternatives presented in *Basic Policies for the Comprehensive Plan.* The average rate of relocation can be held to this level under an accelerated program by using four policies followed in determining the Improvement Plan targets :

1. **Coordination of Clearance and Re-Use.** To the maximum extent possible, land occupied by structures to be cleared because of substandard condition would be used for parks and schools so that the clearance requirements for these facilities would be reduced.

2. **School-Park Combinations.** Through maximum coordination of school and park locations, instead of meeting these priority site requirements separately, the total amount of land needed to meet the targets has been reduced.

3. **Housing Improvement.** To the extent possible, housing in marginal condition would be rehabilitated or improved temporarily and clearance deferred.

4. **Transportation Staging.** Achievement of high standards for the total major street system through widening would create a great volume of business relocation as well as family displacement. However, the routes indicated for major improvement in the plan are selected from the total system. The Improvement Plan also anticipates using a variety of alternative approaches for achieving the needed capacity so that the relocation impact would be substantially reduced.

As the city develops Capital Improvements Programs in detail it will be necessary to compare relocation requirements with the available housing units and the capacity of the relocation service. Chicago has an efficient program for business and industrial relocation, which would also be carefully scheduled.

Developing a Program for Action

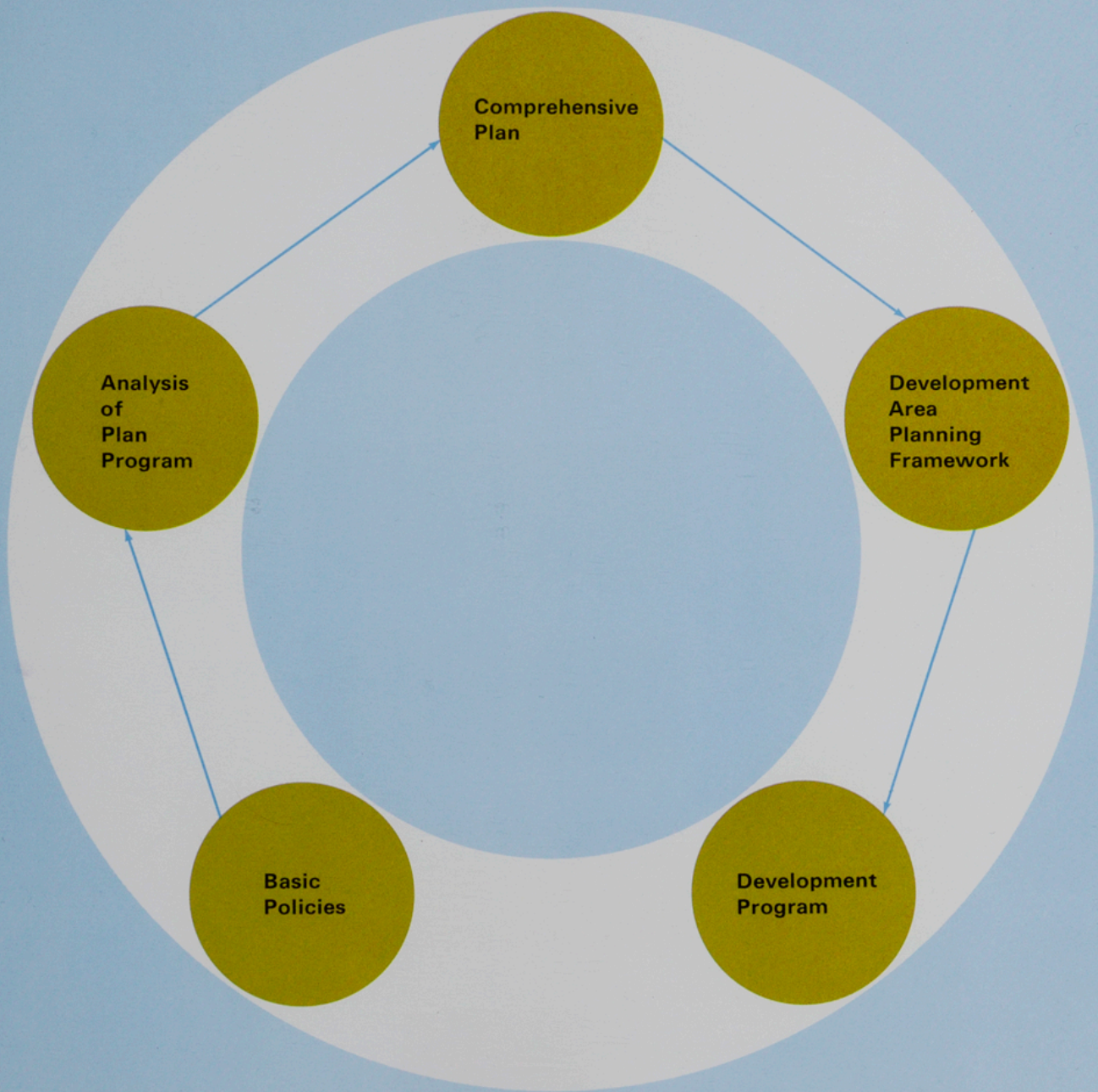
To achieve a more effective and unified Development Program for Chicago, present procedures for coordination of public and private actions need to be expanded and supplemented. The referral process, zoning review, and Capital Improvements Program are effective instruments, but their usefulness is increased as development policy is refined. The Comprehensive Plan is an essential step in providing a refined and expanded statement of city policy to help guide decisions.

Comprehensive planning and coordination of all activities that affect the development of the city became a responsibility of the Department of Development and Planning when it was established by the Chicago City Council in 1965.

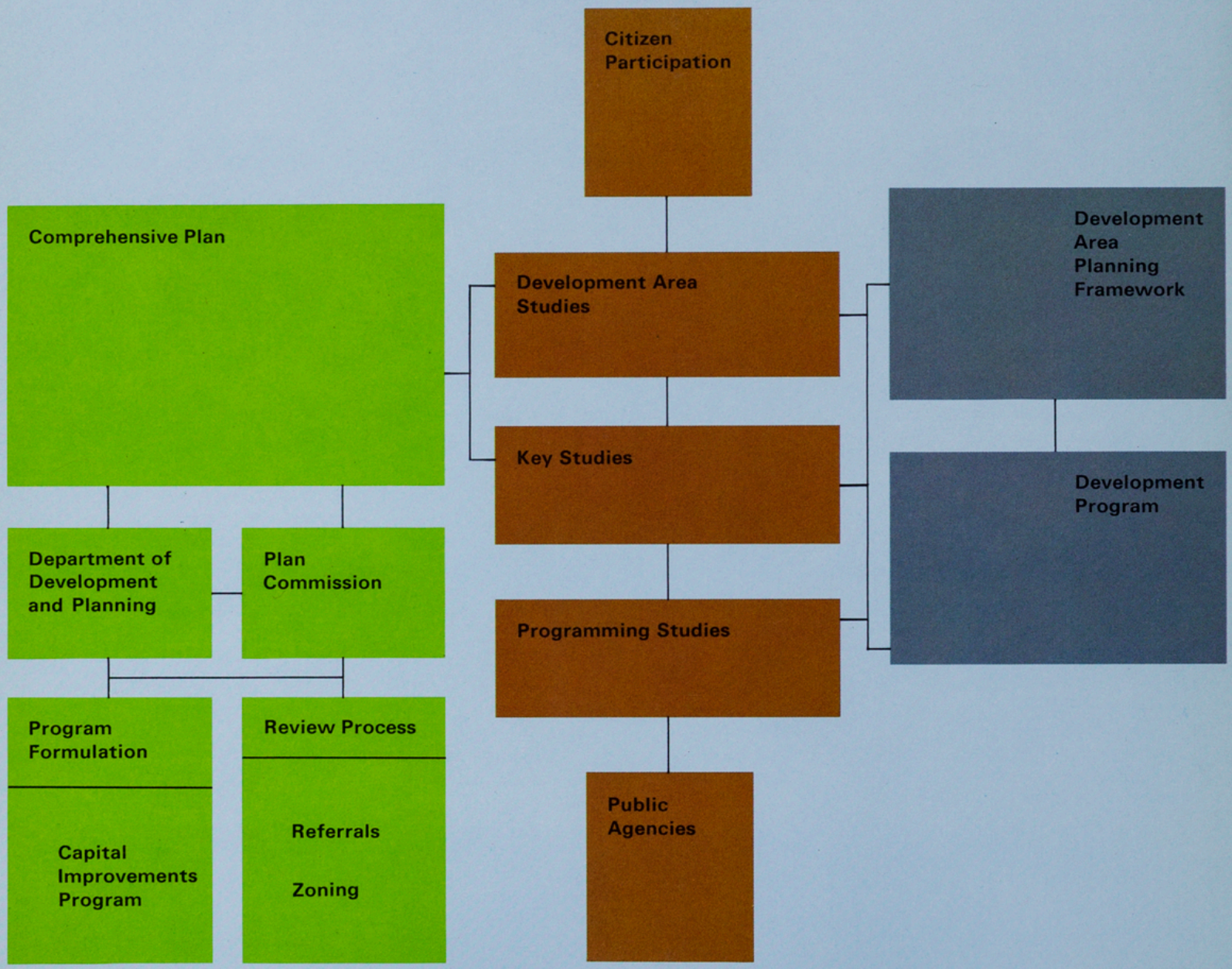
The department assumed the comprehensive planning responsibilities which had previously been carried out by the Department of City Planning. In addition, the new department, under the commissioner of development and planning, was made responsible for supervision and coordination of programs affecting the present and future development of Chicago.

Publication of the Basic Policies report in 1964 was the first step in the planning-development process which leads from presentation of general principles to the scheduling of specific projects.

The Planning-Development Process



Achieving the Comprehensive Plan



Publication of the Comprehensive Plan is the second essential step.

Next Steps—Achieving the Comprehensive Plan

The planning-development process proceeds from basic policies, through systems analysis, to the Comprehensive Plan, to Development Area planning frameworks, and then to a city-wide Development Program.

Now that the major task of formulating the Comprehensive Plan has been completed, detailed planning and programming will determine Development Area frameworks and devise a coordinated social, economic, and physical Development Program.

The adjacent diagram identifies the two different but equally essential ways in which the Comprehensive Plan will be put to use.

First is the use of the Comprehensive Plan as the centralized source of perspective and policy in reviewing proposals through the zoning and project referral procedures and in capital improvements programming. The plan will be put to use for these purposes immediately. In preparing the Capital Improvements Program, it will serve as a guide to scheduling urban renewal and other projects to be financed by the 1966 bond issues.

Second is the use of the Comprehensive Plan as the base for a series of detailed studies. The three major study programs are: Key Studies, Programming Studies, and Development Area Studies. Public agencies have central responsibility for elements of all three study programs. And in all three, supporting participation by community groups is essential.

Through these studies, the city-wide strategy will be refined, the Development Area frameworks will be determined, and the Development Program will be formulated.

Key Study Program

As work on the Comprehensive Plan has moved forward, it has become apparent that detailed programming is needed in five key areas. These key studies will provide essential information for the Development Area studies and result in refinement of city-wide policy.

1. Studies along the lines of the proposed federal Demonstration Cities program to overcome the effects of poverty and improve family living, especially through coordination of physical improvements and social services.

2. Detailed studies to coordinate land and location requirements for parks and schools, in support of educational and recreational program objectives.

3. Specific studies of lakefront development, usage, and landfill expansion to achieve maximum value from this strategic resource.

4. Central area transportation studies, especially terminal and mass transit improvements which are essential to the effective operation and expansion of the city-wide systems.

5. Detailed studies of high accessibility corridors, to determine the most appropriate approaches to high-density land use and institutional locations and the most effective coordinated use of various transportation modes.

Cooperative studies on these and other subjects will be programmed in conjunction with the several responsible public agencies. The results will be incorporated in the Development Program.

Programming Studies

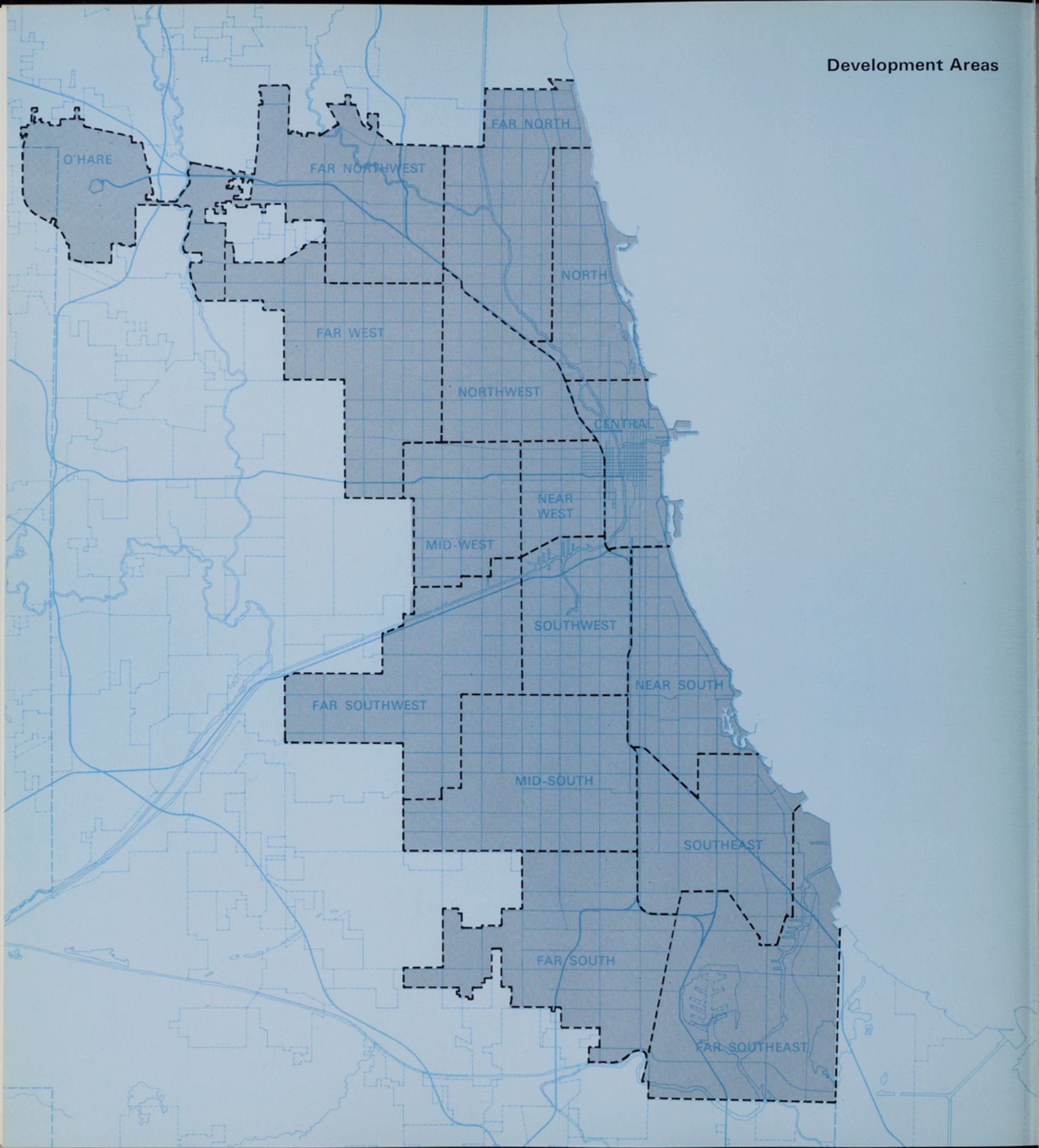
The Improvement Plan is based upon adequate factual information, professional judgment, and policy review to assure its realism and significance. However, the plan needs refinement and detailing which will come through (1) Development Area analysis and review by policy-makers and citizens, (2) improved cost-benefit and social analysis techniques, and (3) improved social-physical programming procedures.

With this additional knowledge, a meaningful planning framework can be determined for each Development Area consistent with the coordinated framework for the city set out in the Comprehensive Plan. The refined planning framework for each major portion of the city will mean that, in turn, each Improvement Plan can be refined and supplemented and the Capital Improvements Program can be expanded and made more effective as a coordinating procedure.

Development Areas

The various kinds of projects that the city undertakes—street improvements, new schools and parks, urban renewal, human relations programs, and other social services—need to be related to each other if they are to produce maximum benefits for the communities they serve. In other words, the best way to improve the city is not on a

Development Areas



project-by-project basis but in accordance with an over-all coordinated program that assures the proper time and location for each item.

Chicago is too large to deal with as a whole in scheduling specific projects. Area plan and General Neighborhood Renewal Plan experience has demonstrated the need for an intermediate step between the level of the total city and the level of the specific project.

The boundaries of the Development Areas are drawn to provide a practical means of dividing up the city for planning purposes. The scale of the area permits discussion of detailed projects, which facilitates effective citizen participation.

There are 16 Development Areas, covering the entire city, each with a population of 150,000 to 250,000 and with a land area of six to 20 square miles. The report on each area will recommend in more specific terms land use changes, residential and industrial improvements, and transportation improvements needed to achieve the policies of the Comprehensive Plan in that area.

A series of reports on the areas is being prepared to initiate discussion of issues, problems, and possible solutions. This discussion will determine detailed policies and programs that will help government and citizens coordinate their activities and achieve their goals more effectively.

The recommendations in the Development Area reports are ideas and suggested projects for consideration. They do not represent a final plan for the area, nor do they cover all the issues that will have to be dealt with. The reports recognize that not all planning problems have immediate solutions. In some cases questions are raised for which answers have not been determined, in the expectation that the best solution will evolve through discussion.

Through community discussion and continuing research, additional programs and projects will be identified and developed. These will include specific proposals for coordinating park, school, and traffic facilities and for relating industrial and business district improvements to urban renewal and transportation projects.

Of special importance will be identifying community social needs and evaluating alternative programs of facilities and activities. In some areas private institutions may cooperate or new privately sponsored activities may be established to achieve major educational, recreational, or health objectives. In other areas public agencies such as the Chicago Board of Education or Chicago Park District may modify or innovate programs to expand opportunities for individuals and families.

Several specific steps will be followed in reviewing and revising the Development Area reports:

Each Development Area report will be distributed to civic organizations and other groups, both within the local area and city-wide. Participation of the citizens in Development Area planning will be an essential objective.

City representatives will meet with groups and elected officials with an interest in each area to discuss the preliminary proposals of the report. Findings will be analyzed, other ideas sought, and approaches to resolving issues will be explored.

Appropriate revisions in the proposals will then be made, which will result in a planning framework for the Development Area. After full discussion the report would be adopted by the Chicago Plan Commission as a policy guide in review of projects and programs for the area.

The Development Program

The Comprehensive Plan is the central step in the planning-development process. It provides a base of policy, identifies strategic objectives, and explicitly states improvement targets.

The planning-development process is an orderly sequence of steps for translating the city's goals into coordinated specific projects. This system is adaptable to changing needs for the city as a whole and for local communities, and most important it reflects the ideas and desires of the people of Chicago for both city-wide and community goals and objectives.

The city-wide Development Program is the concluding step in the planning-development process. The results of the key studies and the Development Area planning frameworks will provide the content for the Development Program. The programming studies will determine effective procedures for assigning priorities and formulating the Development Program.

Projects and activities will be scheduled for a four to six-year period, and the Development Program will be revised periodically.

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Chicago Public Library Board
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Sources

Color photographs by Art Sinsabaugh. Graphics and maps prepared by the Department of Development and Planning.

Principal statistics from U.S. Census of Population and Housing, 1960; and Projections for City of Chicago and the Metropolitan Area, 1970 and 1980, Chicago Community Inventory, University of Chicago, May 1964.

For detailed source references see Staff Studies for the Comprehensive Plan—"Analysis of City Systems" and "Conditions and Trends."

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