Urban Land Institute
Chicago District Council

North Branch Chicago River
Local Advisory Panel

July 26 - 27, 1996

September 12, 1996

ULI–the Urban Land Institute

ULI District Council
Chicago

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ULI–the Urban Land Institute

September 12, 1996

Commissioner Jeff Boyle
Department of Planning & Development
Room 1000 - City Hall
121 N. LaSalle St.
Chicago, IL 60602

Dear Commissioner Boyle:

We are pleased to transmit to you this report on ULI's Advisory Panel study of the North Branch of the Chicago River, from Chicago Avenue to Berteau, undertaken on July 25 - 26, 1996.

We hope the report will be useful both in informing the forthcoming ULI National Panel's deliberations on the future of the City's inland waterway system and in providing your agency with some short term recommendations for dealing with issues for this important segment of the Chicago River.

ULI appreciates the opportunity to have worked with your staff. Members of the panel are prepared to provide you with a full briefing on the findings and recommendations and, of course, we will make ourselves available to meet with the National Panel in November.

Sincerely Yours,

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ULI District Council
Vice Chair for Advisory Panels
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cc: Greg Hummel
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1. Introduction

The City of Chicago Department of Planning and Development in conjunction with the Civic Committee of the Commercial Club of Chicago requested that the Urban Land Institute conduct an Advisory Panel regarding Chicago's inland waterways including the various branches of the Chicago River, the Sanitary and Ship Canal, and Lake Calumet. As a prelude to that effort, the Chicago District Council of the ULI was asked to convene a local community assistance panel to review a number of issues regarding the North Branch of the Chicago River from Chicago Avenue to Berteau.

A panel of local development professionals was assembled with representatives from planning, architecture, engineering, development, real estate economics, non-motorized transportation, finance, and law. The panelists are listed in Appendix A. The panel was briefed by representatives of The Lambert Group, consultants to the Department of Planning and Development, on July 22, 1996. The panel convened on July 26, toured the river by boat, and then conducted its assessment as the basis for this report.

Our field investigation encompassed the North Branch of the Chicago River between Chicago Avenue (800 north, 800 west) and Belle Plaine Avenue (4200 north, 2600 west). The North Branch represents a significant cross section of the competing land uses found along the waterways. The North Branch also faces substantial pressure from developers seeking to replace heavy industrial uses with residential and commercial development.

The Chicago River serves multiple roles. Industrial development dominates the North Branch from Chicago Avenue to Belmont in a band between Kingsbury St. and Elston Avenue which roughly parallel the river. Development pressure for higher value residential and commercial uses has displaced industrial users and has brought residents into direct contact with the gritty reality of heavy industry. A fundamental challenge facing the City of Chicago today is how to nurture the industry in place today, while providing for the flexibility to welcome change in this portion of the River. Further north, land uses change to include business park and public park uses as well.

The neighborhoods surrounding this stretch of the River are undergoing dramatic levels of revitalization both commercially and residentially. The River therefore becomes a resource for redevelopment that can provide an amenity not available elsewhere in the City.

The issues discussed below were identified from our tour and review of briefing materials:

ISSUES

- **Land Use Change (Process).** The process of land use change includes residential, industrial and commercial development on the river banks. In some cases, change is from one industrial use to another, more contemporary one. In others, uses change from industrial to commercial or to residential. Whether or not the changes

of use requires re-zoning, the process of change in ownership or character of development offers potential to influence the conditions along the river.

- **Varied Bank Edge Conditions**. Conditions along the bank are highly varied ranging from sheet piling to concrete to "natural" banks. It appears that such diversity is likely to be part of the river's future as well as its past and must be addressed.

- **Ownership of Bank.** While it appears clear that private ownership begins at the high water mark, it is anything but clear where the high water mark is and when it is measured. Historical floodway limits and flood level profiles are critical to this determination.

- **Multiple Program Objectives**. The varied land uses and concerns of different stakeholders lead to complex, potentially conflicting objectives related to the following uses:

  - Recreational
  - Industrial
  - Commercial (Office & Retail)
  - Residential

- **Opportunity Sites**. The tour revealed numerous specific opportunity sites for recreational, commercial, and residential uses, both public and private.

- **Linkage Back to Neighborhoods.** It also became clear that the River itself is not a singular entity but rather its character and potential relate to the surrounding neighborhoods (regardless of use) and its treatment must be linked to such conditions.

- **"Access" - Physical & Visual.** The River offers potential for access, but not in a consistent way due to ownership and safety issues. Access may provide education as well as recreation, exposing the dynamic industrial City and its history as well as scenic, natural or recreational aspects.

- **Environmental Issues**. The River's resurgence is the result of the work of the Metropolitan Water Reclamation District of Greater Chicago including the Tunnel and Reservoir Project (TARP) which has helped with "first flush" storm problems. This points up the sensitivity of the River to environmental issues. It remains a key part of the storm water management system at the same time that it increasingly provides a habitat for water fowl and other wildlife.

- **Obstacles to Creating Pathways - Physical, "Takings," and Security.** From all of this, the panel felt that it was important to create pathways to the River and along the River, if possible. However, creation of pathways and access to them is not easy due to physical constraints, existing development, legitimate safety and security concerns, and the constitutional issues raised by mandating access to private property (the "takings" issue). Recent court cases have made it more difficult to deal with the last issue today than in the past.

The issues and observations were integrated into four areas and the panel worked in sub-groups focused on the following:

- A Vision for the Chicago River
- Greenways
- Access
- Opportunities

2. The Vision

The panel felt that it was important to begin with a vision of the Chicago River -- one which would provide unity and coherence to future development and, at the same time, take into account the river's historical importance to the City.

In fact, the panel's vision is a composite comprising three major functions performed by the River: a work place; a source of recreational activity; and a natural resource. For at least that portion of the river studied, the first two of these functions corresponded to fairly clearly defined sub-areas; the third applies to the entire stretch of the North Branch.

A WORKING RIVER

The area of the North Branch between Chicago and Damen Avenues is principally still a working River. Uses along the riverfront in this area include manufacturing, forging, tanneries, concrete, and asphalt plants, metal recycling, fishing and barge-transported bulk commodities unloading. While the City wishes to maintain an industrial base along this section of the river, development pressure for higher value commercial and residential uses continues to threaten this activity.

The Panel felt that it was important to maintain the present industrial base which continues to provide diversified employment opportunities and to encourage the industries of tomorrow to locate along the River. The Panel also felt that it was important to find ways to celebrate the River's industrial heritage.

A RECREATIONAL RIVER

The Chicago River serves as a recreational resource for residents and visitors. Various units of government have facilities with substantial river frontage. These include parks at the north end and fleet operations along the south end. In addition, many streets terminate at the River, while those which traverse it have unused right-of-way at the bridge abutments.

These publicly owned elements present an initial opportunity for the City to demonstrate how different land uses with varying shoreline conditions can benefit by creating pathways along the River and around facilities. Specific elements to be considered for greater utilization of the River as a recreational resource include: continuous bikeways and pathways; the creation of access points to the River at street ends; bridge crossings and parks; maritime launch points (with vehicular parking); the integration of the River trail system into the lakefront and boulevard system within the City, and its connection to the Northeastern Illinois Regional Greenways Plan.

A NATURAL RESOURCE

As a natural resource, the Chicago River is a wildlife habitat, and provides for biofiltration and storm water management. The wildlife habitat includes marine, mammal and avian inhabitants.

Soil transport and sedimentation have created sand bars which, in turn, have attracted wildlife as has the overgrowth of riverbanks with trees and shoreline vegetation. Because of the resurgence of the River as a wildlife habitat, it will be important for the City to consider the development of a pathway system that separates wildlife from human activity while providing opportunities for observation.

As the direct discharge of effluent has been reduced, the Chicago River has undergone a rebirth in certain stretches. However, the River still suffers from direct surface runoff of storm water and there may also be residual pollutants in the sediment. Yet another critical function provided by the Chicago River is storm water management. Part of the Deep Tunnel System runs beneath the River.

During periods of intense and/or sustained rainfall the Metropolitan Water Reclamation District opens gates along the River to lower its level. Among the important issues for the City and associated jurisdictions are how to design biofiltration into the storm water management system; and whether terracing of the bank (to provide grade-separated pathways) is acceptable when the River is in flood. At this time there does not appear to be a central authority to set proper control and floodway standards.

In summary, the Panel sees a vibrant River that maintains the City's working heritage and continues into the future; one that the public can enjoy passively and actively; and one that encourages the resurgence of a sustainable ecosystem while continuing to provide critical flood and storm water management.

The vision must incorporate the flexibility to change and grow. The challenge is to create a framework for managing change to help achieve the three-part vision.

3. Greenways

One of the keys to achieving the vision of the River -- whether celebrating the working River, enhancing natural functions or creating a recreational resource -- seems to be to create a corridor that protects and defines it. Due to the uses along the River, it will inherently be a mix of developed and natural land, for want of a better term, a "greenway." The Panel first reviewed the general perception of what a greenway is and what greenways offer to a community. Using this working definition, we then narrowed the scope to the Chicago River and established recommended goals. Finally, the Panel made recommendations about how these goals might be achieved.

GREENWAYS

One definition of a greenway is a continuous corridor with significant natural components. A greenway can serve the following public purposes:

Enhance the Environment

- Improve and maintain water quality
- Provide flood plain and floodway limits
- Preserve natural habitat
- Provide pollution control

Aesthetic Enhancement

- Provide a framework and rationale for responsible design of adjacent land uses
- Eliminate visual abuses

Provide Public Access

- Provide opportunities for recreation and serve as a transportation resource for non-motorized travel
- Provide overlooks, trails, boat launches, parks

Improve the Quality of Life

- Preserve areas of historic interest

- Act as a cultural focus
- Encourage civic pride
- Improve the quality of the human habitat

THE CHICAGO RIVER GREENWAY

The Panel concluded that many, if not all, of the benefits of a greenway could be gained from implementation of a plan for a Chicago River greenway. To do this, certain goals needed to be identified and a plan of implementation proposed.

Goals

- A Minimum Set Back Must be Established

  The depth of the set back from the River must be logical and must be adequate to provide both environmental and aesthetic benefits.

- Maximize Public Use and Access

  Recreation/Transportation. To the extent possible, locations must be identified to provide access to the River for trails, boat launches, and docking facilities.

  River access which benefits or enhances the quality of life. Overlooks and parks must be established which will provide the public an opportunity to enjoy the aesthetic benefits of the River and realize some of the benefits of the investment made by the public sector in cleaning up the River.

- Highlight the River's Historic Aspects
- Create an Open Space Resource
- Continue to Improve the Environment
- Add to the Quality of Life in the Community and Increase Property Values

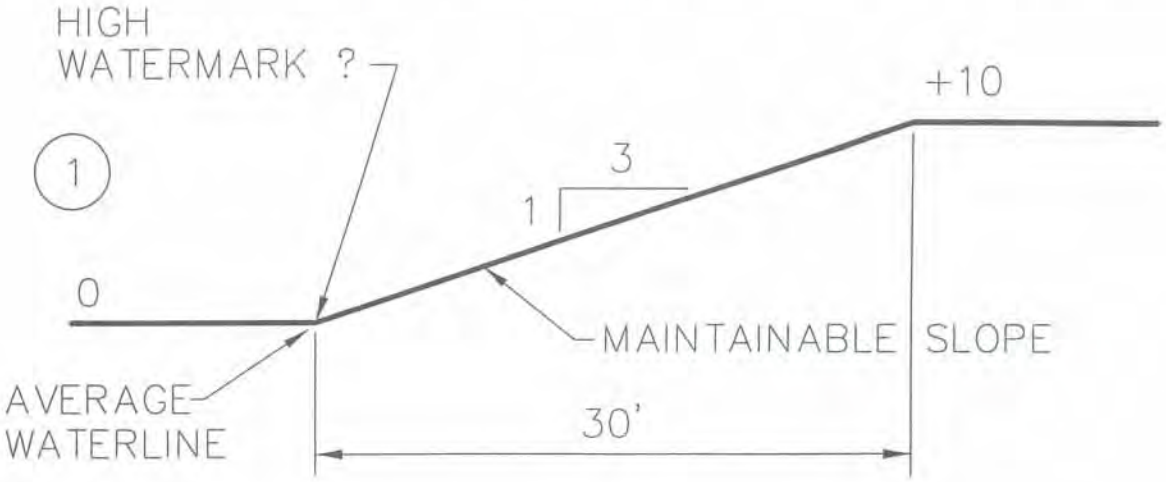
IMPLEMENTATION

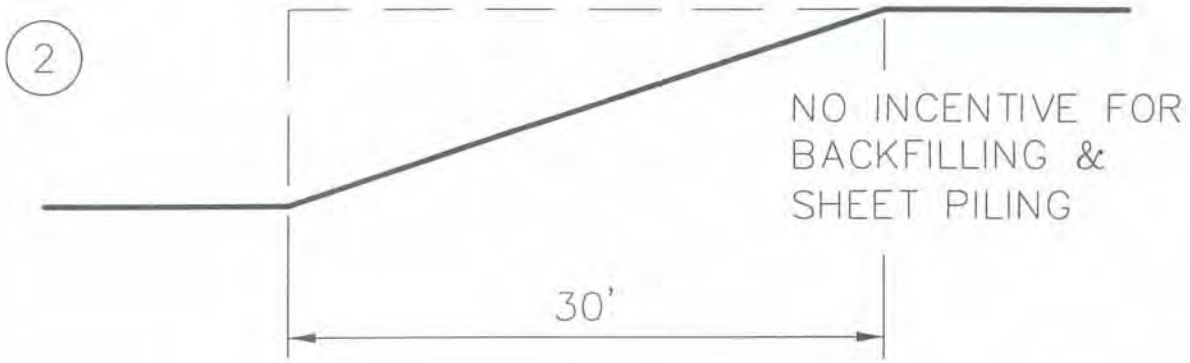
- 1st Stage - Immediately Establish a Set-back

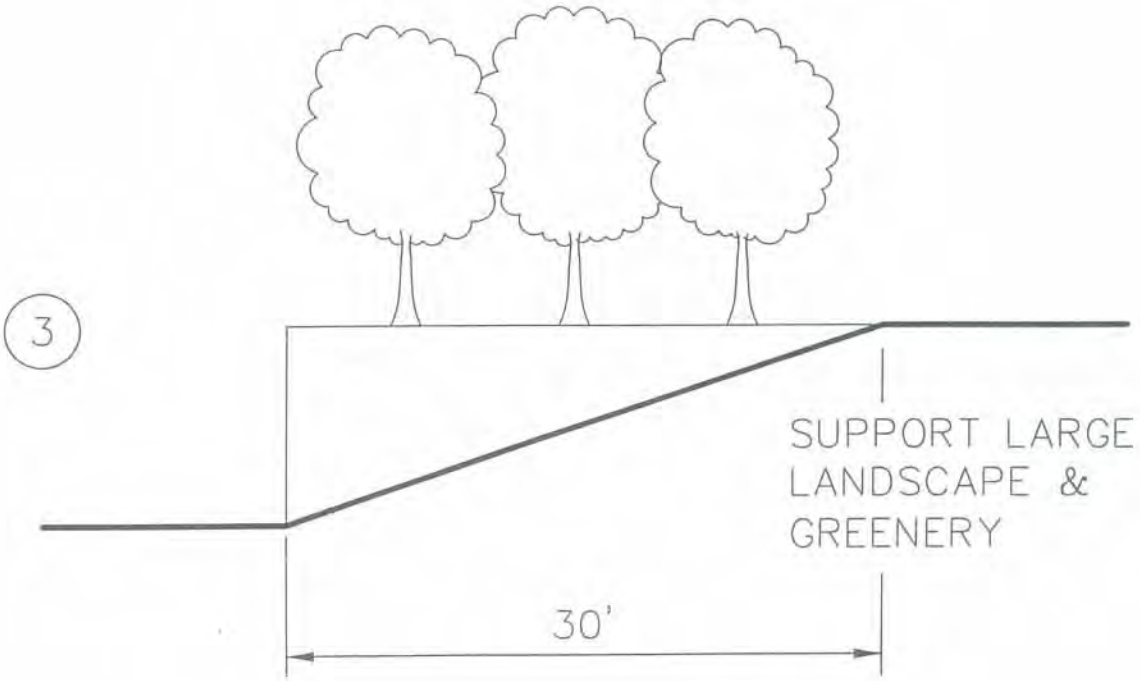
  The Panel recommends that a set-back of 30 feet be established immediately (see attached chart). The immediate creation of a set-back serves two purposes:

WHY A 30' SETBACK

AN INTERIM STANDARD







- Stops any further encroachments of improvements toward the River until such time as a plan is prepared and implemented.

- Insures that further improvements are not constructed in locations which might ultimately have to be acquired by eminent domain, thus reducing the negative impact of later actions on landowners and minimizing condemnation costs.

  The Panel felt that a 30-foot set-back not only would provide a minimum area for pathways and landscaping (the crown of a fully grown tree might be 30 feet or more), but assuming a 3 to 1 slope is necessary to prevent erosion along undeveloped banks, the 30-foot set-back could accommodate a 10-foot differential between River and ground level.

  The Panel was sensitive to the legal limitations involved in establishing a set-back, but felt the strong public interest in such a set-back coupled with the logical basis for the proposed depth would provide a strong counter-argument to any legal attacks. With the help of public agencies, a real highwater profile can be established in order to properly fix the setback line.

- 2nd Stage - Create Master Plan

  The Master Plan would be an in-depth study of the River and adjacent uses with the purpose of establishing a greenway which was responsive to public need and yet accommodating to existing conditions. The Master Plan might propose an increase in the set-back in some areas and a reduction in other areas. Other issues and goals as set forth above would be addressed.

  The Master Plan would also be integrated with other City/Community planning initiatives such as plans for bicycle paths, pedestrian paths, and transportation improvements.

- 3rd Stage - Create an Overlay District

  The Panel saw the need for a zoning or overlay district to implement the Master Plan. The ordinance would implement the Master Plan and perhaps provide development benefits to owners who elect to further enhance the River District by contributing additional land or make improvements to the site.

4. Access

Public (or quasi-public) access to the Chicago River raises some of the most sensitive issues addressed by the ULI Local Panel. Intertwined with the desire to expand the riverfront park system and provide public access to the River are a host of issues which exceed the scope of the charge to the local panel, but which must be addressed to provide a comprehensive solution to the City's goal of increasing public access to and use of the waterway system. These topics include, but are not limited to, acquisition strategy, financing of improvements, maintenance, security, and tort liability. For the limited purpose for which the ULI Local Panel was convened the panel focused on the location and types of improvements that may be desirable along the subject portion of the Chicago River. This discussion centered around two different types of access which were broadly defined as: (1) "Single Point" access, and (2) access to a "Trail" system.

SINGLE POINT ACCESS

Single Point access focuses on the recreational use of the waterway. The River itself is a severely underutilized public asset which can be reclaimed by providing the public access to the water at several locations along the subject area. This approach can be further broken down to "Passive" and "Active" use of the Chicago River.

Passive Single Point use of the River provides the public with only a view of the River whereas Active Single Point use of the River provides the public with access to and from the River for aquatic recreation. Passive improvements would include the conversion of riverfront property for overlooks, sitting areas, and parks. Passive improvements do not necessarily need to be on property owned by a public entity. The use of these areas can be incorporated on property dedicated to almost any type of use. For example:

- Commercial developments could provide scenic overlooks and sitting areas incorporated into a "riverwalk" type approach to the development. New developments should be encouraged to face the River or incorporate the River into the building design and orientation. Restaurants should be encouraged to have either indoor or outdoor seating areas which look out onto the River.

- Residential development should be encouraged to treat the River as an amenity. New developments should be encouraged to either provide open space or pocket parks that incorporate the River or, if the configuration of the development makes this type of improvement prohibitive, then provide the individual residential units with patios, balconies, or views of the River. The issue of general public access to these overlooks or pocket parks within new developments should be treated on a situation specific basis to address concerns for homeowner privacy and security.

- Industrial developments are the least likely areas for public access to the River due to concerns for public safety. Although the general public may not be allowed access to

riverside industrial property, passive access to the River should be encouraged for the employees of the industrial user. Recently, some industrial employers in the subject area have created "break areas" or scenic overlooks for their employees along their riverfront.

- Public lands can also be used for passive single point access to the River. Abandoned City street rights of way which "dead end" at the River should be converted into pocket parks with scenic overlooks. Larger sites owned (or which can be obtained) by public bodies should be developed into parks. The development of the larger park sites should investigate the possibility of non-traditional uses such as areas for farmers markets, concerts, etc.

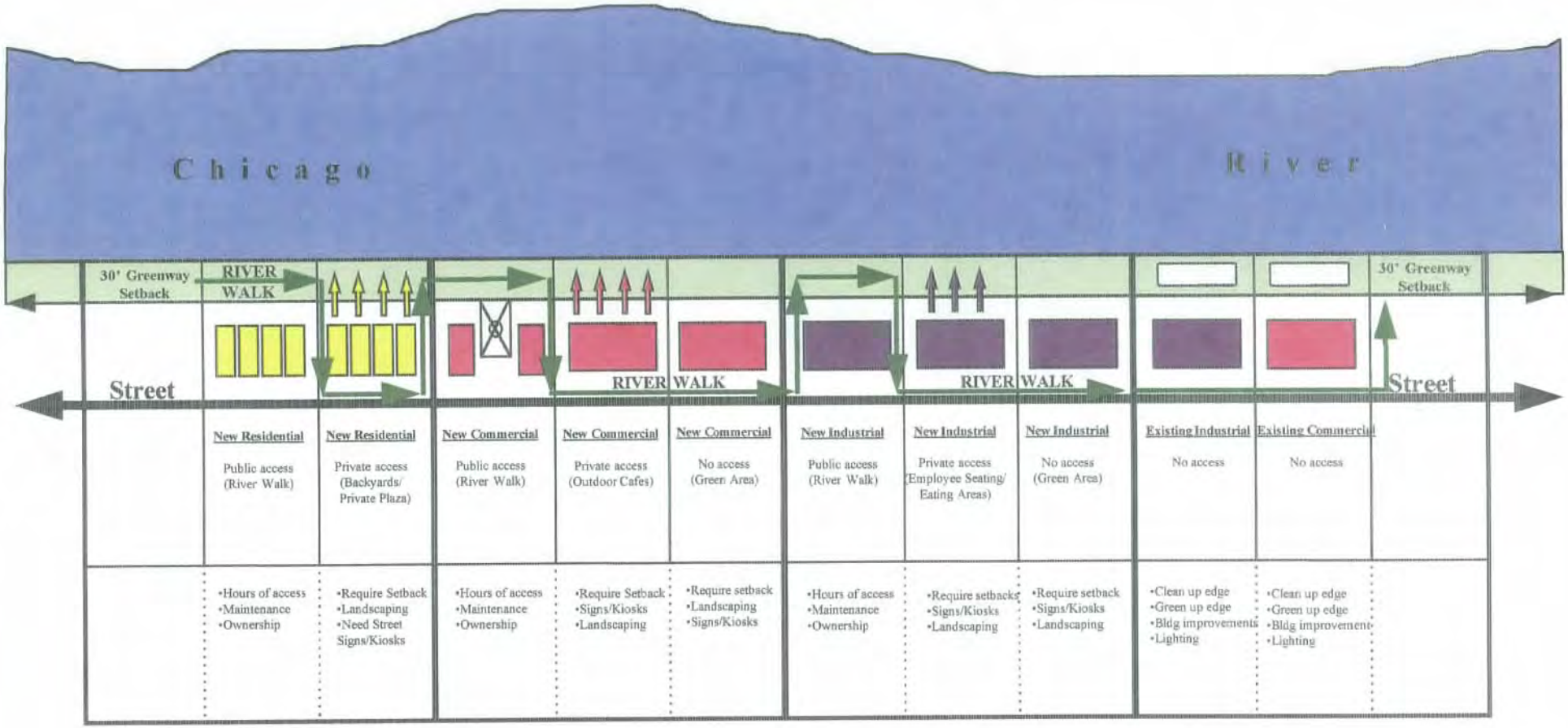
Active Single Point use of the River can also be accomplished on both public and private riverfront property. Access to the waterway itself from new industrial and residential developments may not be desirable due to safety and privacy concerns, however, some commercial developments may present opportunities for users of the River. These would include encouraging new commercial developments to incorporate short-term docking facilities to give the boating public easy access. Many other areas of the country have restaurants and other retail developments (similar to the North Pier Terminal complex) which encourage boaters to travel up River to patronize the restaurants and shops.

Active Single Point access could also include public facilities for launching boats and renting canoes, paddle boats, and other recreational watercraft. These facilities should also provide storage for rowing shells as most area universities and rowing clubs currently utilize the Lincoln Park lagoon. The Lincoln Park lagoon is half the size of a normal 2000 meter course and is terribly inadequate for the sport. The design of these facilities should also include adequate daily parking accommodations for patrons and their boat trailers.

ACCESS TO A RIVER TRAIL SYSTEM

The development of a river trail system throughout the entire study area raises many logistical, financial and safety concerns due to the mature development nature of the corridor. While much of the study area is already developed and not likely to be redeveloped, opportunities may exist for a limited trail system. Because of the diversity of physical conditions and ownership, it may be impractical to create continuous access along the river bank. However, access may be visual as a continuum within a river-side "district." The following diagram depicts how a trail system may be appropriate for different types of property uses and areas along the River providing an integrated experience for recreational access to the River.

Chicago River Edge Development Standards (Draft for ULI National Panel Review)



1. Set official river edge.
2. Require common 30' setback for river greenway from official edge.
3. Establish common goal of continuous public access.
4. If public path can not go through a site then it must connect around it on streets/sidewalks.
5. If site does not provide public access then owner must:
   - •improve seawall edge (with standard treatment);
   - •landscape 30' setback for visual improvement & habitat;
   - •consider picnic or seating areas for employees (if industrial).
6. Establish overlook/industrial viewing areas.
7. Clean up or relocate polluting industries.

Prepared by The Lakota Group
July 31, 1996

The ULI Local Panel identified the following issues which should be addressed in more detail by the ULI National Panel:

A. The scope of the trail system should be addressed. Is it realistic to attempt to implement a trail system that ties into a larger regional trail system or should a smaller system be created in a limited portion of the study area?

B. In areas where the riverfront is inappropriate for public access (pose risks to public safety) should the trail system be routed inland along streets? The panel should also address security concerns from the perspective of both the property owner and the trail user.

C. Acquisition issues should also be addressed. Requiring dedication of a public "right of way" along the riverfront possibly raises public taking issues. Can the trail be in an easement or does the trail right of way need to be conveyed to a public or quasi-public body?

D. Financing the acquisition, construction and maintenance of the trail needs to be addressed. Can a Special Service Area, Tax Increment Financing district or other similar mechanism be put into place to finance the trail system?

E. Specifications for the trail need to be created. Should the trail paved or stone? Should two separate paths be created to separate bicyclists from pedestrians?

F. The construction of the trail system at bridge crossings needs to be addressed. As bridges get replaced or rebuilt provisions should be made for a pathway either under the bridge or at grade. Should the cost of this improvement be placed upon an adjacent property owner or the "owner" of the trail system?

CONCLUSION

The ULI Local Panel agrees with the premise that there are areas along the River that are inappropriate for public access. The inappropriate areas exist where there are risks to public safety or where the privacy and security of private property owners are jeopardized. The panel feels that all new development, not just residential development, should provide some type of access to the River as outlined above.

5. Opportunities

INTRODUCTION

The tour of the River revealed a great many opportunities to enhance access and use consistent with all of the elements of the vision. Importantly, these opportunities are both within the public realm as well as related to private lands. There is therefore much that the public sector can do without dealing with the complexity of control of private land use or entering into public-private partnerships. Both public and private opportunities are discussed below.

PUBLIC FACILITIES AND INFRASTRUCTURE SITES

Infrastructure (Street Grid)

Any proposal for greenways and access along the North Branch of the Chicago River should take into consideration the extent and nature of publicly held property as opportunity sites for immediate action. The panel's recommendations include the immediate survey of all public land and infrastructure within and adjacent to the study area. This survey should include the following types of opportunity sites within its scope and should facilitate the development of a comprehensive plan for the public and private portions of the North Branch. The panel recommends the development of this plan as continuous with and connected to the infrastructure of the City. The goal of this tactic would be to conceive of and prepare for a North branch redevelopment that is stitched back into the historic grid of the City from which it is presently disconnected in a physical and perceptual sense.

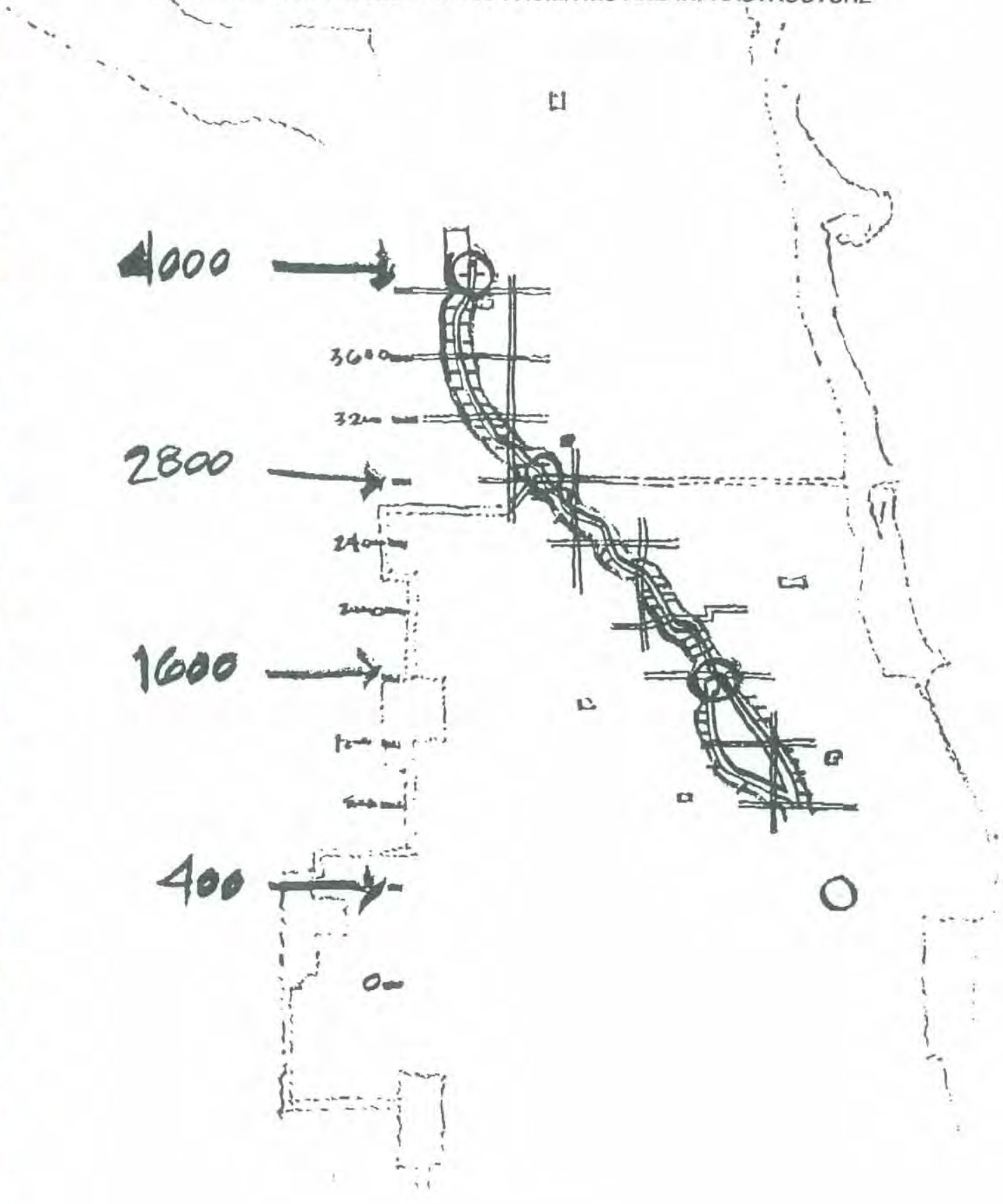
One of the primary mechanisms for this reconnection would be to seize upon the grid of the City as an important part of the City's historical infrastructure. In so doing, the River would be modulated by the same mechanism that presently structures vehicular traffic through the City with a graining made evident in street addresses from north to south and east to west. By connecting the River back to this measuring device, travel along the River would be perceptually marked by the surrounding neighborhoods in a way that would allow for their re-integration rather than their isolation from the commercial, recreational and environmental aspects of this public amenity.

This grid pattern is shown on Exhibit 3 on the following page.

1. Street Ends (100)

One of the most important tools toward this form of redevelopment would be the city-owned streets that presently dead-end into the River. These intimately scaled public spaces, rather than being vacated for use by private developments, should be developed as small scaled pocket parks or overlooks, boat launch points, or any number of other possible uses. As these occur on a regular basis and connect directly to the adjacent

OPPORTUNITY SITES: PUBLIC FACILITIES AND INFRASTRUCTURE



neighborhoods, they would provide logical points of small scale gathering, access, and view.

2. Bridge Sites (400)

The existing road and railroad bridges provide opportunity sites for a variety of future uses. These connectors would be logical places to provide access to the linear paths along the River and suggest the possibility of overlooks above the circulation below. While the conditions (especially the height of certain bridges over the water level) pose a variety of challenges to any pedestrian or bike path system, these sites provide urban-scaled connections back to the City as well as physical access from the river paths to the City's transportation networks.

These sites are natural cross-over points in a one- or two-sided pathway scheme, and would add perceptual interest to the route along the River (on the water or banks) by punctuating one's travel with horizontal and vertical movement possibilities. In particular, any path intended to be continuous will need to include a variety of ways around existing bridge and bulkheads (i.e., out into the River, up onto the bank, underneath the existing bridge abutment, over the bridge at the street level above, etc.)

3. Turning Basins (1200)

Among the most compelling public sites on the North Branch are existing turning basins (1600 north/2800 north) that provided historical River traffic with turnaround points at regular intervals along the navigable waterways. Depending upon the present utility, ownership, and disposition of these sites, they present a variety of redevelopment possibilities. In particular, the horizontal openness and relative size of these sites cause them to be natural gathering points and psychological resting points punctuating one's route along the River.

As sites for future redevelopment these infrastructure relics could be used for small harbors or mooring areas for recreational boating, as larger areas of calm water for rental boats and water recreation uses, as spaces for the reintroduction of wetland areas and habitats, and/or as focal points for adjacent commercial, recreational, and residential development. They may be potential sites for rowing shells. When combined with the existing riverfront mooring sites and docks north of the Study Area (4000 north) and the natural turning point at the confluence of the North and South branches (400 north) these sites would provide a systemic series of regularly spaced focal points for river recreation, commercial activity, or environmental restoration.

4. Parks

One of the most obvious types of publicly owned sites would be the parks and recreational areas that are scattered along the River's path. These sites already are

functioning as greenway areas and allow for public access, recreation, and enjoyment. From Horner Park to the north and Seward Park to the south, a certain percentage of the riverbank is either presently connected to or within a single block's distance from a public park or open space. The quality and distribution of these spaces would suggest models for the greenway system itself and provide linkages and destinations for access along the greenway. Greater use of the River within these parks would greatly enhance the attainment of recreational goals.

5. Greenways/Paths

There presently exist a variety of pathways (pedestrian and bicycle) in the vicinity of, and intersecting with, the North Branch. The survey of these existing paths as well as planned pathways would provide the necessary information to allow the integration of the proposed access and pathways into the existing pathway network. Clearly, the existing and proposed pathways would provide an important framework for connecting the greenway system to the recreational movement systems within the City. Among these connections would be the existing path at Diversey as well as potential future connections to the Forest Preserve system to the north; the Sedgewick railroad viaduct to the west; the lakefront system to the south and east; the City's new, planned on-street bike ramp; and the downtown riverwalk.

6. Existing Rights of Way/Concessions/Dedications/Acquisitions

In addition to the city-owned properties described herein, the City has the potential to acquire other properties through a variety of means including but not limited to the dedication of rights of way, developer concessions, and tax delinquent seizures of properties that are presently privately owned.

7. City-Owned Properties

Among the sites recommending themselves for immediate survey, evaluation, and proposal are the various city-owned properties that are presently used to accommodate city agencies and deliver various city services. Among these facilities are Streets and Sanitation Ward Yards, River Aeration stations, Vehicle Maintenance Yards, and a variety of other City supervised and sanctioned functions.

As these sites are presently under direct control of the City, they suggest themselves as sites for immediate environmental evaluation, stabilization, and renovation. While they could continue to function as they do presently in supporting the delivery of city services, they might also serve as test sites for a variety of river bank edge treatments, set back options, and greenway/pathway types. These types of test site constructions could be instrumental in building consensus around certain preferred forms of river edge treatment as well as providing visual examples (and technical experience) for future riverfront development, both public and private.

PRIVATE OPPORTUNITIES

Along with publicly owned properties, the panel also looked at privately owned properties in the river corridor where the City may want to take a more pro-active role in implementing development strategies for these parcels. In particular we looked at sites that met at least some of the following criteria:

- Adjacent to the Waterway
- Currently vacant/underutilized
- In the path of growth
- Able to relate the waterway back to the community
- Set the tone/character for future development along the River.

Examples of sites which meet one or more of these include:

Kingsbury/Willow. The Kingsbury and Willow site is adjacent to the River and abuts an area that has developed into a "high-end" retail district with stores such as Whole Foods, Best Buy, Crown Books, Erehwon, Smith and Hawkens, Bed Bath & Beyond, a planned Crate & Barrel, Goose Island Brewery, and Sam's Liquors. This site offers an opportunity to extend the development to the river's edge with restaurants, a micro-brewery, a walkway, and possibly have a focal point plaza overlooking the River and larger turning basin to the south.

Gutman Tannery. The tannery property has large river frontage and also abuts one of the River's major bridges. Development of this site should include use of the river edge and a tie into a pathway system either over or under the bridge, linking the property to the surrounding area.

Cotter/LR Development. While the Cotter site does not have significant river frontage, it is a large parcel. Development of the site creates an opportunity to tie the riverbank into the surrounding community -- possibly by bringing trails up from the River into and across the property, to the adjoining community on the east.

Grebe Boatyard. The former Grebe Boatyard has extensive river frontage and offers a splendid opportunity for active use of the River, either with a marina or other boating-related activities. Any new development plan could provide public access along the river's edge including pedestrians, bikes, and boats. The rest of the site would be ideal for waterfront-related residential and retail and should also relate the River back to the surrounding communities with extensive use of walks and paths down to the waterfront.

Victor Comptrometer. This site located at Addison just east of the River offers a tremendous opportunity to tie the community to the east, and in particular Lane Tech High School, into the existing park and trail system on the River. There is an existing park and trail system located on the east side of the River, south of Addison. Horner Park is located on the west side of the River, north of Addison. Development of this site should require that elements be put in place to connect all of these green spaces into a unified system.

The City must take a pro-active role in working with the private sector to take advantage of these and other opportunities to encourage use of the River and its shoreline. The challenge for the City and the ULI National Panel will be to devise the appropriate tools with which the City can anticipate, encourage, and influence the development of these sites in a manner which weaves the River into the fabric of the City and the neighborhoods and communities through which it passes. Tools available in Chicago to help seize these opportunities include: land use controls, bonus provisions, infrastructure investment, coordination with street ends and public holdings, and financial incentives.

6. The National Panel

MISSION

We believe the National ULI panel can be valuable in bringing perspective and experience from elsewhere in the country regarding the means that have been used to address urban waterways. Given that experience, one of the key things the panel can do is to help identify what kind of tools the City should use to:

- Anticipate
- Encourage
- Influence

development along River. This is, we think, the primary mission of the panel.

ISSUES

In addressing the River, we hope that the national panel will focus on and bring broad expertise and creativity to the following issues among others noted in this report:

1. Give Direction to the City for Creating a Policy Framework
    - Vision
    - Mission & Roles of City and Other Stakeholders
    - Issues
    - Policies
2. Provide Illustrative Standards & Treatments of Key Sites, e.g.,
    - Willow/Kingsbury
    - Turning Basins
    - Street Ends
    - Bridges

3. Review and Expand on Greenway and Access Issues, including;

    - The scope of the trail system should be addressed.
    - Security concerns from the perspective of both the property owner and the trail user and the use of inland streets to address.
    - Acquisition, use of easements, and limits of requiring dedication of a public "right of way"
    - Financing the acquisition, construction and maintenance of the trail including Special Service Areas, TIF, or others.
    - Specifications for the trail need to be created. Should the trail be paved or stone? Should two different paths be created to separate bicycles from pedestrians?
    - The construction of the trail system at bridge crossings needs to be addressed.
    - Setbacks

4. Recommend Short-Term Intervention Actions

    Strategies

    - Interim Setback Standards.
    - Pro-Active Strategies for Sites in Transition
    - City Facility Treatments
    - Use of Other Public Sites (e.g., parks, street ends, etc.)

5. Identify Key Elements of a Work Plan for Comprehensive Plan

    - Scope
    - Level of Detail
    - Management and Financing Issues/Incentives
    - Public Participation
        - Land Owners

  - Neighborhoods
  - Interest Groups
  - Political Leadership
- Time Frame
- Successful Examples

DATA FOR NATIONAL PANEL

We recommend the generation of further data regarding the entire inland waterway system to facilitate the work of the panel including:

Mapped Overlays

- Shoreline Ownership (survey)
- Existing Shore Conditions
- Zoning
- Land Ownership (Sidwells not Sanborns)
- Ward Boundaries
- Neighboring Land Use & Significant Developments
- Public Land & Facility Sites
- Natural Areas
- Environmental Problems in Riverbed, Sewer Maps, Infrastructure such as Tunnels or Utility Crossings
- Existing Recreational Trails
- Abandoned RR R-O-W (& Unused)
- Existing Public Access Easements

Other

- Historic, Future, Normal & High Water Levels, & Quality
- Planned Bridge & Roadway Improvements
- Commercial & Barge Needs (e.g., Turning Basins)
- Precedents in Other Cities

VIDEO TAPE & EQUIPMENT TO CREATE "STILLS" FOR STUDY (FROM RIVER & ABOVE)

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Appendix B
Charge to the Panel

ULI LOCAL PANEL -- Inland Waterways Guidelines **July 22, 1996**

PURPOSE:

To advise the City on the Inland Waterways Plan and Development Standards focussing on the five-mile stretch of the North Branch of the Chicago River from Chicago Avenue to Berteau Avenue.

To assist the City to reach out to the development community and other interested parties to build consensus around a set of riveredge development guidelines.

To help shape the questions and issues to be addressed by the ULI National Panel.

ISSUES TO BE CONSIDERED BY THE PANEL:

I. The river path and locations for public access

A. Does the panel agree with the route of the river path proposed in the draft plan?

B. Does the panel agree with the premise that there are areas along the river that are inappropriate for public access?

C What areas does the panel feel are inappropriate for public access?

D. Does the panel agree that new residential development, other than individual single-family homes, should provide public access and should connect to any existing sections of the river path that are adjacent to the new development?

E. What types of public access does the panel feel are appropriate for different types of properties and areas along the river?

II. Riverfront development standards.

A. What rationale would the panel use as the basis for defining riverfront development standards (i.e. environmental, aesthetic, recreational)?

B. What should be the minimum setback from the top of the riverbank based on the rationale discussed above.

C. For each type of area along the river, what improvements (ie. landscaping, fences, paving, structures) should be...

1. required within the setback?
2. allowed within the setback?
3. prohibited within the setback?

D. How should the transition be accomplished between different types of areas along the river and different types of riverfront improvements?

III. Management of Riverfront Improvements

A. Who should bear the cost of constructing the riverfront improvements?

B. Who should have the responsibility for maintaining riverfront improvements?

C. How should issues of liability be addressed?

D. Who should own the riverfront improvements?

CHICAGO INLAND WATERWAY SYSTEM