

Planning January 2002

Special conference issue on Chicago



Changing Faces and Places

4 Demographic diversity in Chicago and its suburbs is the big news of the 2000 census. David Mendell analyzes the figures and what they mean to area planners. In a sidebar, Doug Farr brings us up to date on local zoning reform.

Planner on Five

12 Mayor Richard Daley's influence is everywhere, says Ben Joravsky. Joe McElroy describes the role of women in Chicago Planning History.



Stormy Skies

16 Delays at O'Hare, congestion at Midway. State and local politics complicate decisions about much-needed airport expansion. Aviation expert Joseph Schwieterman explains in Planning Practice.

Stretching the Boundaries

22 Finally, regional planning comes to northern Illinois. Alan Mamoser looks at several groups that are studying the future of the three-state region. Nancy Seeger describes some promising "greening" efforts.



What Is the World Coming To? Chicago!

28 The "starchitects" are moving into the Midwest. Ruth Knack asks those involved about the pros and cons of working with these internationally renowned designers.



The American Planning Association provides leadership in the development of vital communities by advocating excellence in community planning, promoting education and citizen empowerment, and providing the tools and support necessary to effect positive change.

32 News
"Build at your peril," commuting to work.

37 Letters
A thousand words, Charles City County landfill.

41 Planners Library
What planning is for.

46 Consultant Directory

54 Viewpoint
Ed Blakeley questions African American suburban flight.

Cover: State Street comeback, photo by Mark Montgomery/City of Chicago.

Art credits: Diversity in Chicago, Cesar Garza (4); Planning Commissioner Alicia Mazur Berg and Mayor Richard Daley, City of Chicago (12); Independence Grove, Lake County Forest Preserves (22); illustration of Millennium Park sculpture by Anish Kapoor, Chicago Park District (28).

Planning (ISSN 0001-2610) is published by the American Planning Association, 122 S. Michigan Ave., Suite 1600, Chicago, IL 60603. APA's membership includes 12 monthly issues of *Planning*. From membership dues, \$30 is the subscription fee for *Planning*. Nonmember subscribers pay \$65 a year for 12 monthly issues of *Planning* (\$90 foreign). Periodical postage paid at Chicago, Illinois. Additional entry at Greenfield, Ohio. *Planning* is a registered trademark. Copyright 2002 by the American Planning Association. Reprint permission must be requested in writing from APA.

Attn: Postmaster and subscribers: Send change of address to: *Planning*, Subscription Department, American Planning Association, 122 S. Michigan Ave., Suite 1600, Chicago, IL 60603-6107; 312-431-9100. Please supply both old and new addresses.

Visit APA's website at www.planning.org.

Stretching the E

With a region that takes in parts of three states, the

On a crisp Saturday afternoon last October,

nearly 1,000 people filled a convention center room near O'Hare Airport.



USGS

A satellite image of the Chicago region, where explosive growth has moved into the surrounding counties. In October, NIPC kicked off its Common Ground project with a regional forum (opposite) that drew nearly 1,000 people. That same month, at a Chicago Metropolis 2020 workshop (right), business, civic, government leaders and the general public were asked to consider the questions faced by the region over the next 20 to 30 years.



Chicago Metropolis 2020

Sitting at round tables in groups of nine or ten, they used electronic keypads to vote on issues important to the Chicago region. Wireless laptops linked the discussion groups to a center table where a "theme team" drew out common threads.

By the end of the day, participants had made clear what they cherished most in the six-county area: the Lake Michigan shoreline and the region's many town centers. They also set forth

e Boundaries

s, the Chicago area is ready for some serious planning.

By Alan Mamoser



NIPC

a list of 62 "challenges," ranging from the region's shortage of affordable housing to educational inequality to inadequate stormwater management systems.

The event was part of a three-year public planning process called "Common Ground," undertaken by the Northeastern Illinois Planning Commission, the region's state-mandated comprehensive planning agency. The process will lead to a new regional comprehensive plan, the area's first in 25 years. The 3,700-square-mile region encompasses 273 municipalities stretching along Lake Michi-

gan from Wisconsin to Indiana and far inland.

"We will have an open and democratic planning process, beginning now, through the diversity of people that we find in this room," said Ronald Thomas, AICP, NIPC's executive director. Thomas spent years working on public participation projects as a consultant to planning efforts in Seattle, Albuquerque, Washington, D.C., and elsewhere.

NIPC expects to organize two more general forums and two multisite electronic town meetings. A series of smaller working groups

across the region will help to hammer out goals, strategies, and finally, a preferred land-use scenario for the year 2050. These events will potentially involve thousands of people, Thomas says, creating a new regional constituency. "The citizens themselves will shape the plan."

The Chicago-area plan, expected to be complete in 2004, may be difficult to implement given the state's lack of effective growth management laws. NIPC's effort is part of a rising national interest in regionalism, leading to new plans in metropolitan areas as different as New York and Salt Lake City.

Superplan

In Chicago, as in other places, regional interest has been spurred by the private sector. Three years ago, a prominent local lawyer named Elmer Johnson came out with a slim volume called *Chicago Metropolis 2020: Preparing Metropolitan Chicago for the 21st Century*. In 120 pages, Johnson laid bare the region's shortcomings and argued eloquently for regional cooperation to address them. The book was published by the Commercial Club, the same business executives' group that had commissioned Burnham and Bennett's *Plan of Chicago* in 1909.

Johnson describes a region struggling with the persistent concentration of poverty in the inner city and consequent educational inequality. He sees shortsighted planning on the suburban horizon, resulting in the decay of inner-ring suburbs and a predictable rise in traffic congestion. To deal with these problems, he calls upon the state to create a strong regional coordinating council.

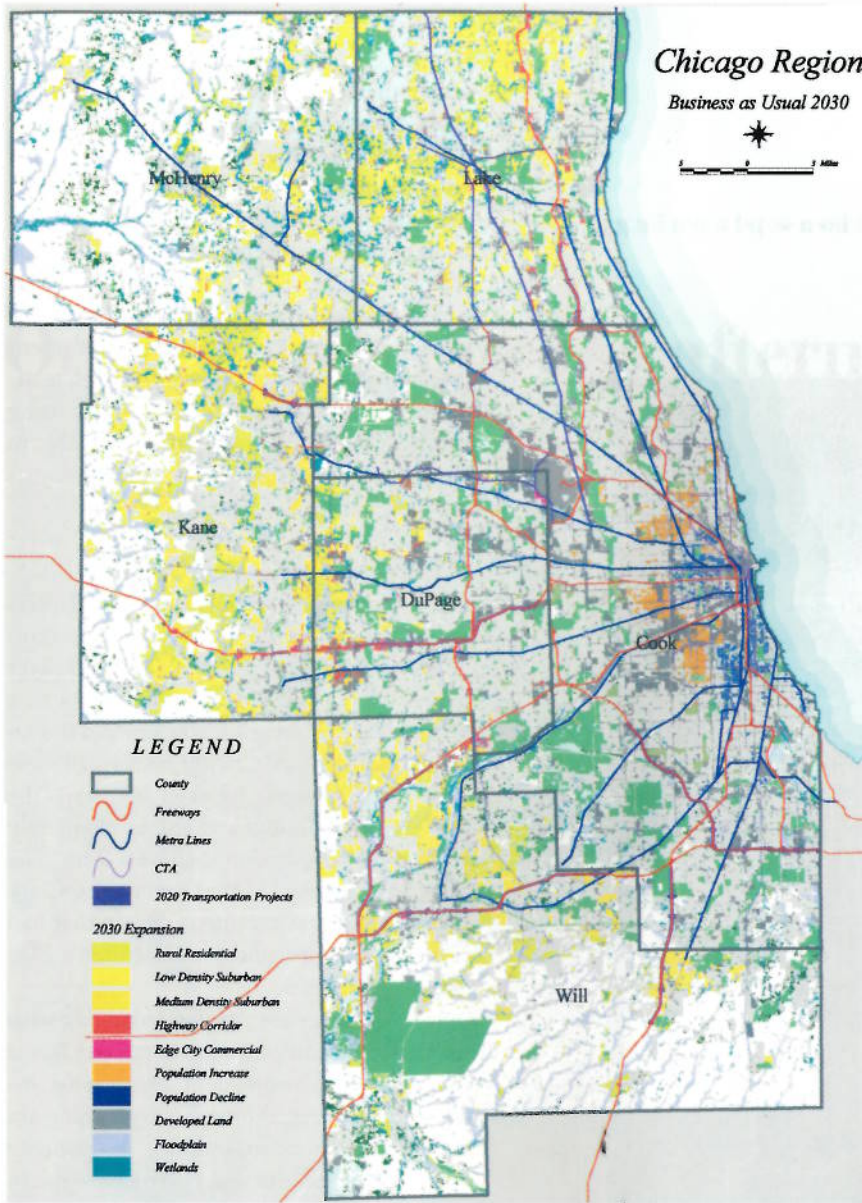
Johnson's document led to the creation of an organization called Chicago Metropolis 2020. Headed by members of the Commercial Club's Civic Committee and a small professional staff, the group is now working on a new regional plan, expected to be completed by mid-year.

Metropolis hired planner John Fregonese of Portland, Oregon, to provide graphic representations of alternate growth scenarios for the area. The first scenario, unveiled last fall, showed what the region would be like in 2030 if "business-as-usual" trends continue. Later this year, Metropolis will present its preferred alternatives.

The purpose of the graphics, says George Ranney, Jr., the group's president, "is to enable people to see what can occur if we make particular choices." Ranney, a lawyer and former executive of Inland Steel Industries, led the effort to create a Chicago-area regional trans-

Chicago Region

Business as Usual 2030



Fregonese Calhoun Associates

A glimpse at the Chicago region under a "business as usual scenario."

portation authority in the 1970s.

Is Metropolis 2020 competing with NIPC? Not at all, says Ranney. Forecast data from NIPC have already proved indispensable to Fregonese's modeling, and at some point the Metropolis work—possibly including the graphic representations—will feed directly into the NIPC plan.

"There's been a lot of good work on policy in the region," says Ranney. "The key now is to demonstrate what the policy choices mean, and that requires maps, pictures, and the kind of visualization that Daniel Burnham brought into his original plan for the region."

MPC goes way back

Yet another private group with a strong regional history is the Metropolitan Planning Council, founded in the 1930s as the Metropolitan Housing Council. The nonprofit group, whose original goal was to replace the city's slums with well-designed public housing, has

since expanded its mission. Today, it has a wide-ranging regional agenda that includes state-level advocacy for growth management legislation and transportation funding.

In recent years, MPC has organized public discussions on property tax reform and Chicago's zoning code revamp. But where this group particularly excels is in building coalitions with the help of its 60 influential board members.

MPC and NIPC cochair the three-year-old Campaign for Sensible Growth, which has brought together dozens of suburban municipalities and civic groups to press for growth management-related legislation. Recent lobbying focused on a Live Near Work Act, which would create a matching fund to help employees buy homes near their jobs.

This and other pieces failed in the Illinois state senate, killed by legislators who are reluctant to get involved in local land-use decisions. "The current political climate for sen-

sible growth legislation in Illinois is not promising," says Ellen Shubart, manager of the Campaign for Sensible Growth. Nor is much support expected from Springfield in the foreseeable future. Shubart notes that Illinois has not revamped its planning legislation since the 1920s.

For now, the campaign has refocused its efforts on direct work with communities, by, among other things, conducting workshops for suburbs seeking ways of expanding their supply of affordable housing.

Other players

The list of regional advocates includes the Center for Neighborhood Technology, a group of organizers and activist planners who in the 1970s began to implement creative programs for neighborhood revitalization in Chicago.

CNT was part of the coalition that pressed for ISTEA legislation in Washington in the early 1990s, and it continues to push for regional transportation plans that give equal weight to transit and the needs of children, the elderly, and anyone who prefers to live without a car.

The Leadership Council for Metropolitan Open Communities, which had its start in 1966 during Martin Luther King's visit to Chicago, has played a role in two decades of court-supervised efforts to desegregate the city's public housing. Among other things, the council runs a program that helps families make the transition from public housing projects in the city to scattered site housing in the suburbs.

In matters concerning the region's natural resources, the Openlands Project has played a key role. The nonprofit group focuses on acquiring undeveloped lands in northeastern Illinois. It worked with NIPC to update a regional greenways plan in 1997.

Openlands and NIPC are also leaders in the broad-based Chicago Wilderness coalition, which in 2000 produced the *Biodiversity Recovery Plan*, winner of a national APA award. Chicago Wilderness has done much to raise awareness of the intact wetlands and prairies that cover a surprisingly large portion of metropolitan Chicago.

It is groups like these that hold the potential for reinvigorating regional planning in the Chicago area. What emerges from NIPC's Common Ground will provide a framework for transportation planning and for local land-use plans. Working together, all of these organizations can make a real difference.

Alan Mamoser is an associate planner for the Northeastern Illinois Planning Commission.