



# Lincoln Park Framework Plan

A PLAN FOR MANAGEMENT AND RESTORATION

Created in Partnership *by the Chicago Park District and the Lincoln Park Steering Committee*

## S Y N O P S I S

In drawings and words, the Lincoln Park Framework Plan presents a vision of what this lakefront park should become and a direction for its evolution. Three themes are central to the plan:

1. Creating stronger communication and coordination among all parties with an interest in the park. Many departments, agencies, and organizations impact the park. Almost all Chicago Park District departments are involved: regional staff, landscape, beaches and pools, golf, parking, marinas, Lincoln Park Zoo, central services, external affairs and concessions. Other government agencies are involved: the U.S. Army Corps of Engineers, Illinois Department of Transportation, Illinois Department of Conservation, Chicago Department of Transportation, Chicago Department of Planning and Development, Chicago Department of Streets and Sanitation and Chicago Police Department. Various civic and community organizations are involved in park activities.
2. Balancing the impact of competing and changing demands made by Lincoln Park's extremely diverse base of users. Lincoln Park serves people from all ethnic, racial, and economic backgrounds as well as a variety of user groups including boaters, athletic field users and local users. Seven out of 10 Chicagoans use the park annually. Efforts to achieve balance are complicated by the size, configuration, development, history and range of the park and its facilities.
3. Understanding Lincoln Park as a regional park. Unlike neighborhood parks, regional parks serve users from throughout the city, region and country. The events and attractions within this regional park are complex and may compete with the needs of local users and communities.

Striving to accommodate these themes, participants in the planning process have produced a framework that will guide the park into the 21st Century. Policy and design goals accompany specific ideas for physical improvements, design guidelines, and recommended precedents and policies for management. This framework plan is not an end point; it is the beginning of a dynamic process. In fact, the planning process has already established momentum to accomplish many of the planning goals and ideas.

Priorities have not been established and costs have not been estimated because the plan is not a construction blueprint but a framework for decision making. It provides guidance to the Chicago Park District, other government agencies and the community.

Perspectives, needs and desires change over time. As implementation occurs, the cumulative impact of the modifications will inform and potentially alter the course of park planning. This plan reflects the best current judgment of the participants.

## A P A R K F I L I C

Parks connect us to the wider world of living beings and affirm the unity of our global environment. As gathering places for all people, parks increase our awareness of our common bond and nourish our democratic spirit. In parks we find relief from the tensions of daily life, through the relaxation provided by contact with green grass and trees, or through the exhilaration of physical exercise. The beauty of parks refreshes our senses and enables us to open our minds and our spirits. By preserving, managing and caring for our parks, we have an opportunity to cherish our legacy from the past, to enjoy the present and to leave a real and lasting benefit for the future.

In order to realize this opportunity, we will:

- Respect and preserve the delicately balanced order of nature;
- Recognize the obligation of a society to provide the beauty of open spaces and gardens for its people;
- Affirm the need of a people for landscape art as an inspiration for the continued growth of the spirit;
- Remember that parks belong to all of us, and respect the needs of others;
- Increase park space in our cities and provide for changing and diverse recreational needs;
- Support parks by voting for legislation to provide for their planning and funding;
- Translate our beliefs into actions through public, private and volunteer efforts to restore, maintain, preserve and improve our parks for future generations.

Adopted by Lincoln Park Steering Committee  
June 4, 1991

*Vickie Matthews*

# Lincoln Park Framework Plan

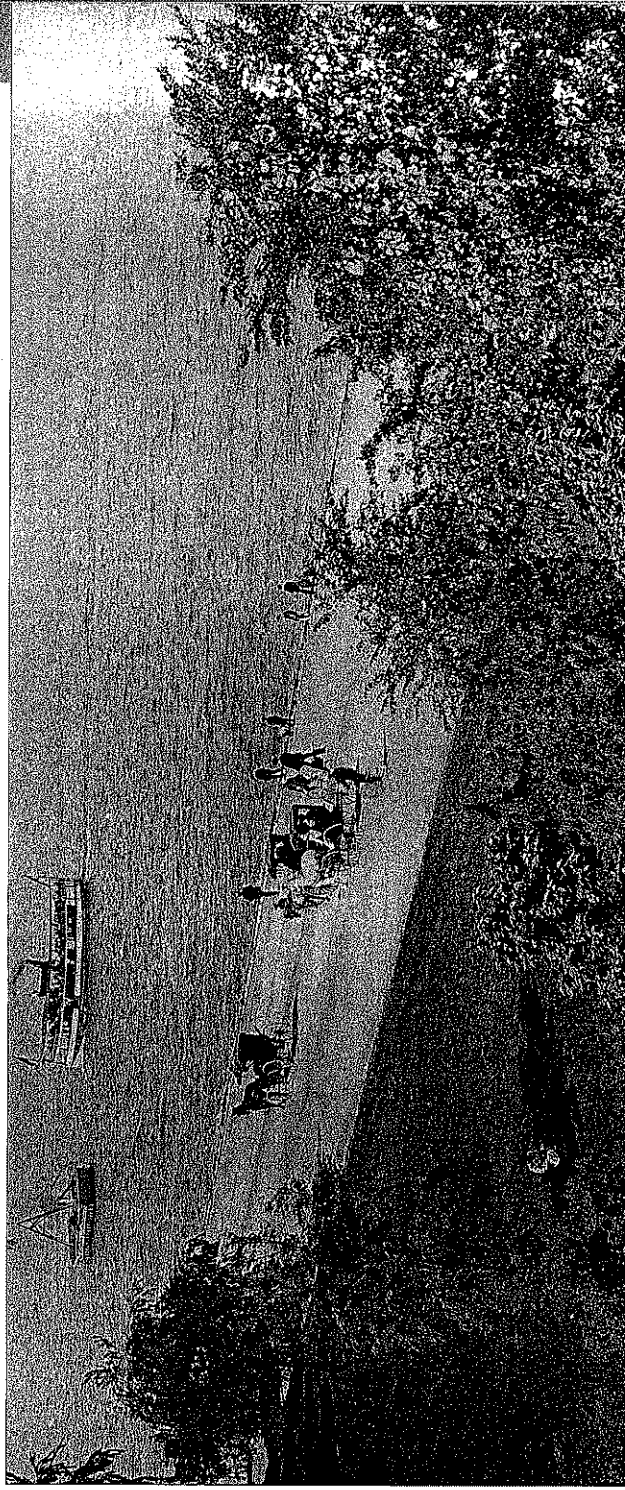
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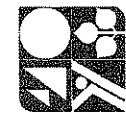
Chicago Park District  
and the

Lincoln Park Steering Committee  
*first printing: Spring 1995*



LAKE SHORE DRIVE, CIRCA 1880

Chicago Park District Special Collection



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# chicago park district

Lincoln Park contains almost every feature found in the Chicago Park District: an extraordinary lakefront, several ponds, lagoons, museums, fieldhouses, ballfields, major traffic systems, restaurants, harbors, and a golf course, zoo, and conservatory. Lincoln Park is used by millions of people of varied ethnic, racial, and economic backgrounds from throughout the city.

Since its completion in the 1930's, decision-making for this complex park has proceeded on an ad-hoc basis, often creating more problems than those requiring attention in the first place.

The Lincoln Park Framework Plan provides the Park District and the citizens of Chicago with a comprehensive view of the interrelationships of individual components and systems within the park. The Framework Plan provides an assessment of the impact of each proposed change before any commitments are made, resulting in a more efficient and effective use of limited resources.

The Chicago Park District is committed to using the Lincoln Park Framework Process and Plan as:

- a guide for its capital improvement budget for Lincoln Park;
- a resource to educate existing and new staff; and
- a tool to provide opportunity for public input.

The Chicago Park District commends and expresses its profound thanks to the citizens, institutions, organizations, and staff whose collaboration has produced this important contribution to the Chicago Park District and the citizens of Chicago.

*Forrest Claypool*  
Forrest Claypool  
General Superintendent

*Randall E. Mehrberg*  
Randall E. Mehrberg  
Lakesfront Director  
and General Counsel

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## I. A Framework Plan

PRODUCT OF A FOUR-YEAR EFFORT

This plan summarizes the most recent effort to ensure Lincoln Park's long-term viability. Since 1860, Chicagoans have contributed to the planning and evolution of Lincoln Park.

## II. History

A PARK EVOLVES

Chicago's busiest park reflects the landscape designers, architects, civic leaders and artists who shaped it as well as the millions of people who have called it their own.

## III. Lincoln Park Today

DIVERSE DEMANDS ON 1,208 ACRES

Data collected for this plan shows that today's park supports a heavy load of activities on landscape, pavement and water, meeting many needs of a diverse and demanding array of users.

## IV. Park-wide Systems

OPEN PARK SPACE, WATER, PATHS, PARK FACILITIES, SUPPORT FACILITIES AND SITE FURNISHINGS  
Lincoln Park's land and facilities were analyzed by type of use to develop policy and design goals for each of the six park-wide systems.

## V. Park Areas

ARBORNE TO MONTROSE, MONTROSE TO DIVERSEY, DIVERSEY TO NORTH AND NORTH TO OHIO  
Specific design ideas for fifty-four park areas are identified on four section maps.

## VI. Stewardship, Fairness and Partnership

MANAGEMENT IN LINCOLN PARK

The Chicago Park District and the community work together, setting precedents to improve communication, coordination and consensus.

## VII. Design Guidelines

AESTHETIC CONSIDERATIONS, OPEN PARK SPACE, WATER, PATHS,  
PARK FACILITIES, SUPPORT FACILITIES AND SITE FURNISHINGS

## VIII. Appendix

DEFINITIONS, BACKGROUND REPORTS AND FINANCIAL SUPPORT

## IX. Participants

LINCOLN PARK STEERING COMMITTEE, CHICAGO PARK DISTRICT AND TASK FORCE MEMBERS

5

6

8

12

30

44

48

52

54

# A Framework Plan

## PRODUCT OF A FOUR-YEAR EFFORT

### GROUP EFFORT TO IMPROVE LINCOLN PARK

For 48 months, hundreds of Chicagoans invested tens of thousands of volunteer hours in a complex and exciting task, creating a framework plan for Lincoln Park. This report documents their findings and offers recommendations for improving the park's 1,208 acres along Lake Michigan.

Planning for Lincoln Park goes back to 1860, when the Common Council of Chicago responded to citizens' demands by ordering that 60 acres between Menomonee and Webster be reserved for public recreation. As the city grew, demands on the park led to one expansion after another, until the northern end of the present-day park at Ardmore Avenue was completed in 1957.

Over time, the wear and tear of continuous use took a toll. Once-elaborate landscapes have been modified or damaged; pavements, paths, and lawns need repair; parking and public facilities are crowded; and more than 80% of the park's 14,000 trees show signs of ill health. The park also faces continual land-use challenges as various park users propose to create new facilities and modify or expand existing uses.

### AVOIDING A PIECEMEAL APPROACH

Fourteen thousand people enter the park on a typical summer weekday and several times that many crowd the athletic fields, zoo and beaches on warm weekends. Communication with these users was unorganized and piecemeal. Their ideas for improvements were not sought nor were they educated about activities that damage the park, like charcoal dumping on trees or overuse of ball fields. Before this planning process, no full history of the park existed. Park developments proceeded piecemeal, rather than as part of a well-thought-out plan.

A great deal of information was collected for this plan, creating a valuable base of data, historic material and survey results. A synopsis of research findings is included on pages 6 to 11. The full reports as listed in the appendix may be obtained from the Chicago Park District, 425 E. McFarlane Dr., Chicago, IL 60605.

### HOW THE FRAMEWORK PLAN EVOLVED

Concurrent with data collection, park-wide policy goals and design goals were drafted. Using the data and the goals, a planning strategy

was developed. The park was looked at as a series of systems: Open Park Space, Water, Paths, Park Facilities, Support Facilities and Site Furnishings. Each system was evaluated, resulting in specific design ideas and design guidelines to guide changes, so that alterations in one area do not adversely affect another area and so that a consistency of design and character can be achieved along nearly seven miles of lakeshore.

In all, 183 specific design ideas were developed for 54 park areas. They are shown on four different park section maps.

### STARTING POINT FOR IMPROVEMENTS

This framework plan is intended to be a dynamic living document, a starting point for a long-term process of change that will enhance and preserve the park's character as well as anticipate tomorrow's needs. The plan states the needs discovered during the exhaustive and far-reaching planning process and suggests ways to address the problems. Priorities must be set by the Chicago Park District, working with citizens, according to need and budgets.

Some of the framework plan's design ideas are on the drawing board or have already been implemented. The median strip of Lake Shore Drive has been densely planted with shrubs and trees. The U.S. Army Corps of Engineers has set a timetable to rebuild the park's remnants. Chicago Park District personnel have planted and mulched hundreds of new trees to begin rejuvenating the tree stock. See page 47 for more information on design ideas that are moving forward.

### INVITATION TO PARTICIPATE

More needs to be done and can be through a collaboration of park district leadership, community participation and continued outreach to park users. This plan does not cover all of the park's needs. Additional planning is warranted for infrastructure, concessions, security and winter activities. The Lincoln Park Steering Committee, Lincoln Park Advisory Council and

the Chicago Park District encourage your participation as this process continues. The Lincoln Park Advisory Council serves as the primary forum for reviewing Lincoln Park issues, meets

regularly at locations throughout the park and welcomes your participation. For more information, call any of the Lincoln Park fieldhouses.

STARBUCKS WERE DEVELOPED BY THE CHICAGO PARK DISTRICT IN THE 1960s

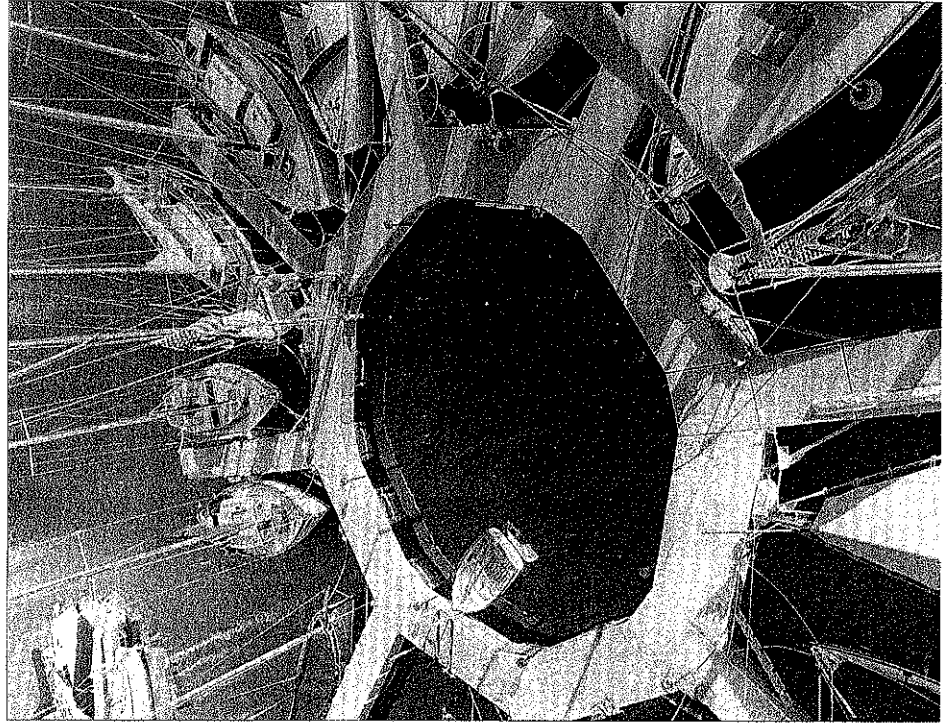


Photo Courtesy of Chicago Tribune

SOUTH POND, CIRCA 1865

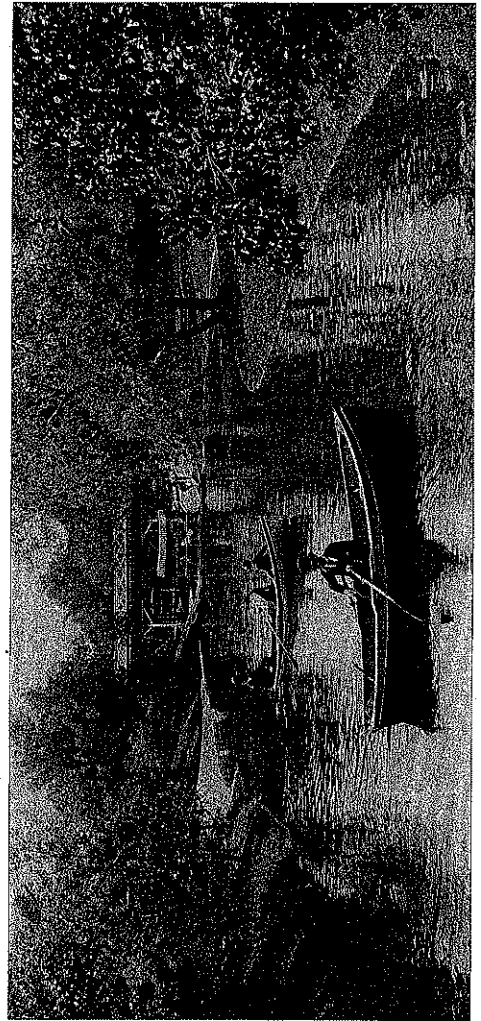
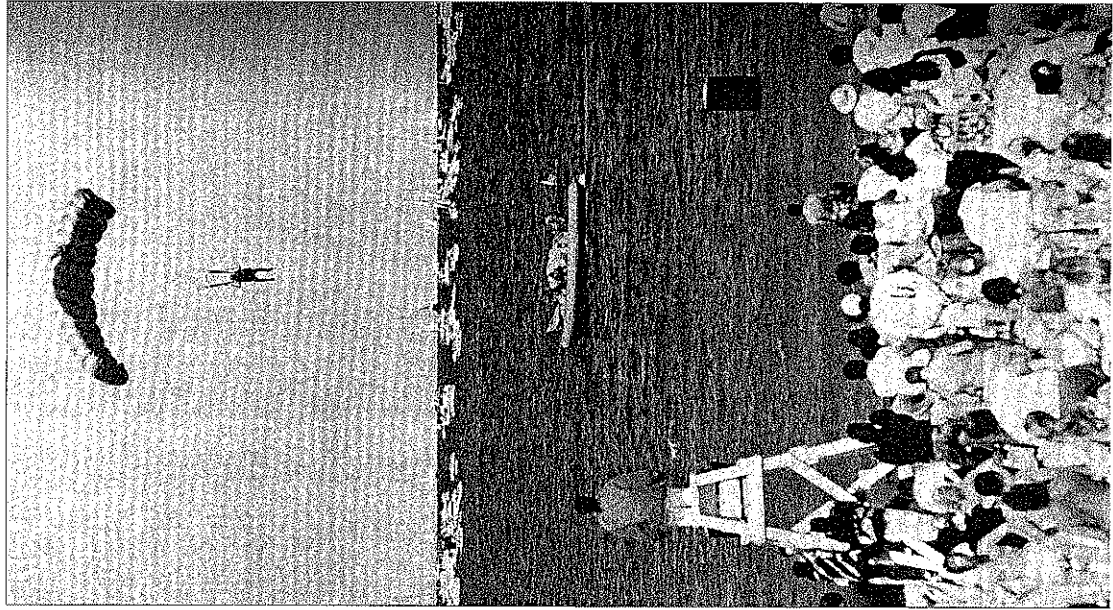


Photo Courtesy of Chicago Historical Society

# Lincoln Park Today

DIVERSE DEMANDS ON 1,208 ACRES



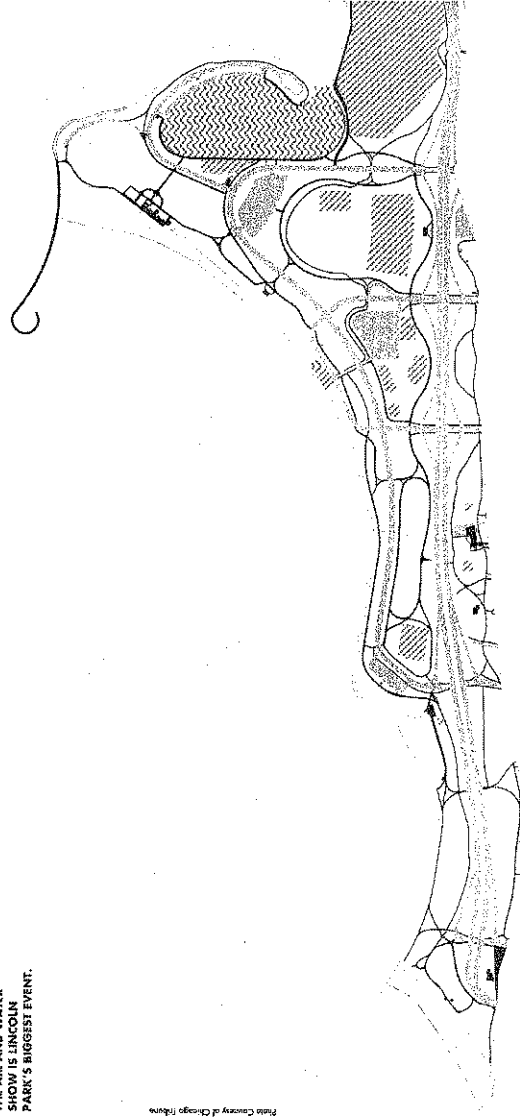
## A VERY POPULAR PARK

Drawing visitors from the suburbs and the Loop as well as neighborhoods all over Chicago, Lincoln Park attracts visitors every day of the year, from a trickle of hikers and zoo visitors in winter to as many as 1,000,000 people during special events like the Air and Water Show. The diversity of uses is enormous. People come for family picnics, swimming, the zoo, bike paths, fairs, boating, sailing, chess, romance and soccer.

User surveys conducted for this plan show the park succeeds in pleasing most visitors, but the large crowds using the park and the many demands they bring inevitably lead to conflicts. Many users dislike the noise, litter and congestion of intensive park use, and many are concerned with the low level of maintenance of park facilities, bathrooms and landscapes.

THE AIR AND WATER SHOW IS LINCOLN PARK'S BIGGEST EVENT.

Photo Courtesy of Chicago Tribune



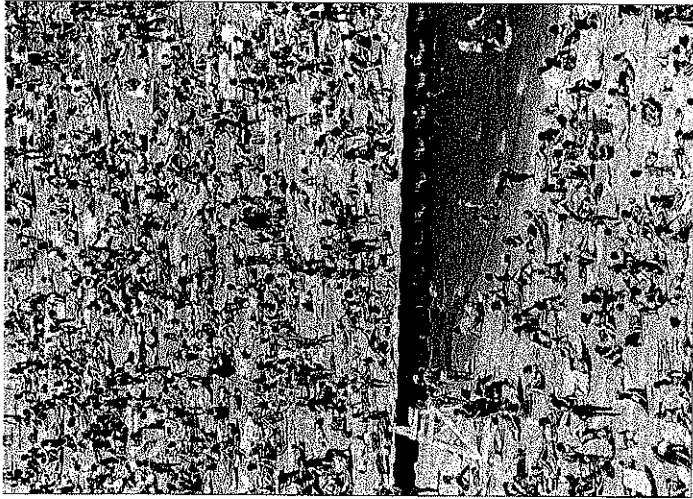


Photo Courtesy of Chicago Tribune

CROWDED BEACHES ARE A LINCOLN PARK TRADITION

**STATE OF PARK IS OPEN SPACE**

Lincoln Park's 1,208 acres include open park space, water, park facilities, support facilities and paths.

**Open park space** covers 46% of the park and includes meadows, grassy and vegetated areas, Lake Shore Drive medians and grassy areas along ramps.

**Water** covers 18% of the park and includes the South Lagoon, North and South Ponds, Montrose, Belmont and Diversey Harbors and Ardmore, Foster, Montrose, North Avenue, Oak Street and Ohio Street Beaches. This percentage does not include the part of Lake Michigan within 300 feet of shore that falls under Chicago Park District jurisdiction.

**Paths** cover 7% of the park and include all non-vehicular surfaces used by walkers, joggers, cyclists and rollerbladders.

**Park facilities** cover 13% of the park and include athletic fields, cultural and recreational buildings, the zoo, toilet and concession buildings, monuments, playlots, golf course, driving range, harbor facilities, beach houses and archery range.

**Support facilities** cover 16% of the park and include roads, Lake Shore Drive and its ramps, parking lots and maintenance shops.

Source: *Lincoln Park Land Use Areas Analysis*, 1993, Fredrick Kluck, Chicago, IL.

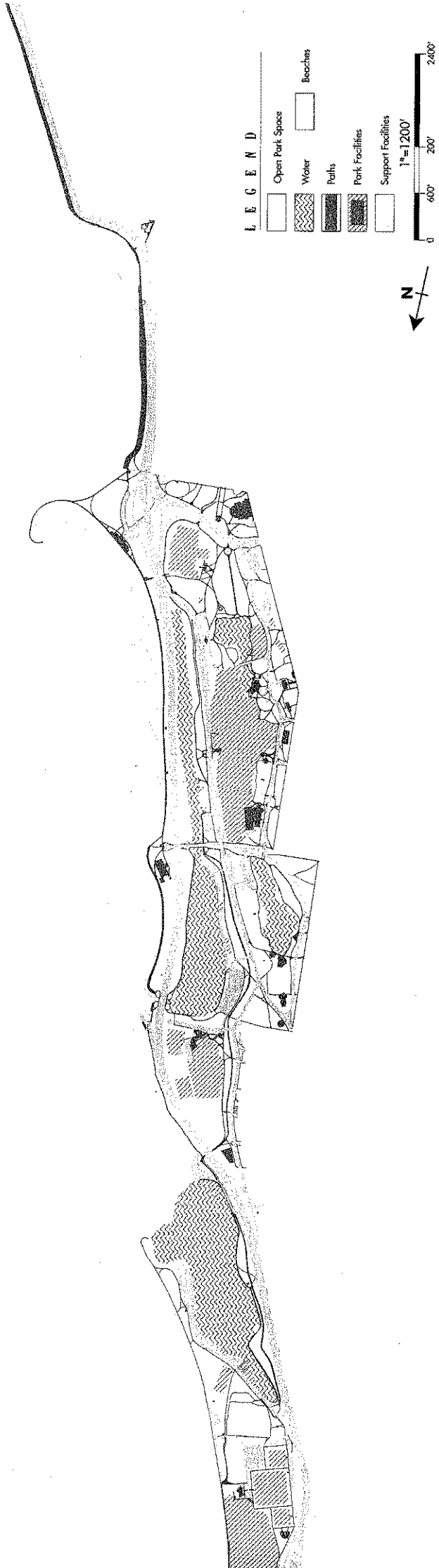
**POLICY GOALS FOR LINCOLN PARK**

- Open park space and free access to the lakefront are essential to Lincoln Park.
- Promote open space as the primary land use in the park by seeking opportunities to decrease built space and paved area determined to be unnecessary and unessential to the ongoing character of the park's primary recreational, leisure and cultural activities.

**LAND USE POLICIES**

- Enhance, protect and maintain the open park landscape and lakefront.
- Protect the essential character and resources of Lincoln Park by adhering to the Lake Michigan and Chicago Lakefront Protection Ordinance.

- Maintain, protect and enhance the predominantly landscaped, spacious and continuous character of the park.
- Manage the open space, lakefront, beaches and scenic views to protect them for public use and enjoyment of all, including future generations, and to accommodate diverse recreational opportunities with an emphasis on lake-oriented leisure activities.
- Respect and enhance existing land uses of historic significance and prohibit new facilities and land uses that are unrelated to historic land uses and that are not dependent upon being in Lincoln Park.
- Preserve the park's public, noncommercial character.
- Involve the public including impacted neighbors in land-use and other park-related decisions at an early stage and throughout the process.



# DIVERSE DEMANDS ON 1,208 ACRES

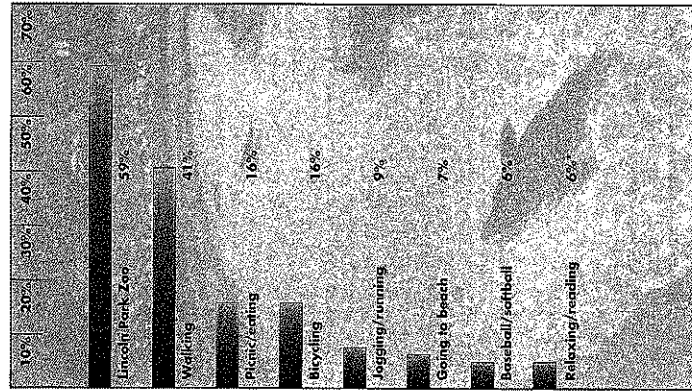
## WHAT USERS LIKE MOST

Interviews of 400 park users found the park's most liked features are, not surprisingly, its park-like qualities. The top six responses to the question "What do you like most about the park?":



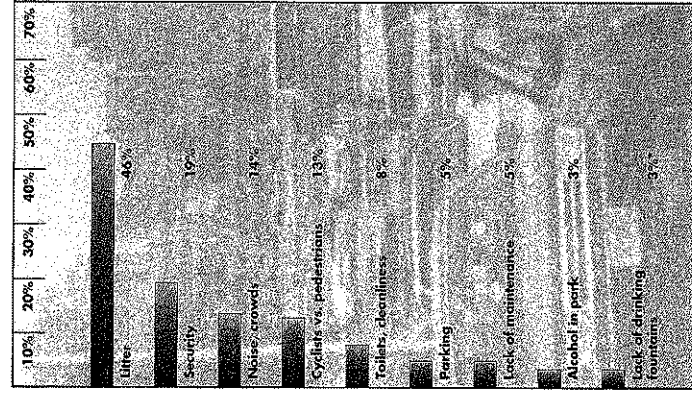
## FAVORITE ACTIVITIES

A telephone survey of more than 1,000 Chicago households asked what activities families and individuals do most in the park. Their top eight responses:



## LEAST LIKED PARK FEATURES

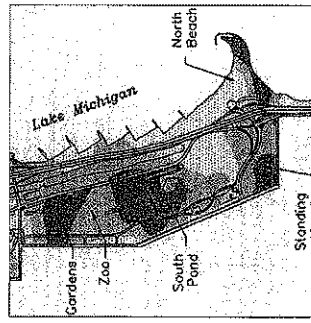
Park users identified nine primary, negative aspects of the park, as follows:



## GREAT VIEWS OF AND FROM THE PARK

High-quality views of the park, lake and downtown are common to many areas. A survey of 500 people who viewed photographs taken at one-half mile intervals on park paths found that 84 acres of park provide "very high-quality views" and 708 acres provide "high-quality views". The most favored area is the Conservatory's formal garden, looking south, followed by the view of Cole Brauer looking north from the bridge over the South Pond. Other fine views include the Marovitz Golf Course as seen from Waveland Cole, the skyline and lake from North Avenue breakwater, the big trees and lawn at the Bird Sanctuary, paddleboats on South Pond, and the view of the lakefront and downtown from Montrose Point.

SHADED AREAS CONTAIN QUALITY VIEWS



Source: *Managing Visual Quality in Big, Diverse Urban Parks: A Case Study of Chicago's Lincoln Park*, 1993, Paul H. Gobster, in F. Gobster (Ed.), *Managing Urban and High-Use Recreation Settings* (General Technical Report NC-163, pp. 33-40), St. Paul, MN: U.S. Department of Agriculture, Forest Service, North Central Forest Experiment Station.

\* Adds to more than 100% because people gave more than one answer.

Source: *Recreation and Leisure Time Study Concerning the Users and Non-Users of Lincoln Park*, 1971, Peoples Places & Design Research, Northampton, MA.



**DIFFERENT ETHNIC AND RACIAL GROUPS USE LINCOLN PARK IN DIFFERENT WAYS**



Photo Courtesy of Chicago Tribune

**ETHNICITY AND PARK USE**

A survey of 911 park users with roughly equal representation of African Americans, Hispanics, Asians and whites found that park users mostly shared common interests but showed preferences and activity patterns unique to ethnic or racial groups.

Minorities visit from farther away than do whites, with 20% of Asians coming from the suburbs and 80% arriving by car.

Families and organized groups are important social units for minority park users. Whites tend to come alone or in small groups, with an average group size of 1.6 persons. More than 10% of Hispanics and Asians come in groups of 10 or more. Average group size for African Americans is 3.7, for Hispanics, 4.4; and for Asians, 5.5.

Minorities prefer passive social activities like picnicking, festivals and watching organized sports, while whites participate more in individual active uses. Active group sports varied by ethnicity, with African Americans playing the most basketball, Hispanics preferring soccer and Asians choosing volleyball and golf.

Discrimination has affected one in 10 minority users, affecting African Americans the most, followed by Hispanics and Asians. Types of discrimination included verbal harassment,

physical gestures, nonverbal messages, and unequal treatment.

Source: *Ethnicity and Recreation Use in Chicago's Lincoln Park: A Park User Survey Findings*, 1992, Paul H. Gobler, Chicago, IL, and *Recreation and Leisure Time Study Concerning the Users and Non-Users of Lincoln Park*, 1991, People, Places & Design Research, Northampton, MA.

**PEDESTRIANS AND BIKES**

More than 10,000 pedestrians enter the park between 10 a.m. and 6 p.m. on a typical summer weekday along with 4,000 cyclists. Weekend traffic is two to three times higher at most entry points, with 11,500 pedestrians and 2,100 cyclists crossing the Passerelle bridge over Lake Shore Drive at North Avenue. Other busy weekend spots are North Avenue Beach (4,000 pedestrians, 1,400 cyclists), Fullerton at Lake Shore Drive (5,900 pedestrians, 2,050 cyclists) and Oak Street (9,100 pedestrians or underpass, 5,500 cyclists on lakefront path).

Source: *A Traffic and Parking Survey Study of Lincoln Park and Environs*, 1991, Ashlii, Sen & Associates, Inc., Chicago, IL.

**GETTING IN, OUT AND AROUND**

Asking park users how they arrived, 50% said they walked, 33% drove, 10% rode a bike, 5% took public transit and 2% arrived some other way. Congestion is serious at 17 intersections

where autos interfere with pedestrian and bike traffic; seven more sites, mostly on the lakefront path, are free of autos but are points of frequent conflict between cyclists, joggers, rollerbladers and walkers. Most of the 4,785 parking spaces in and adjacent to Lincoln Park are filled during peak early afternoon hours.

Source: *A Traffic and Parking Survey Study of Lincoln Park and Environs*, 1991, Ashlii, Sen & Associates, Inc., Chicago, IL, and *Recreation and Leisure Time Study Concerning the Users and Non-Users of Lincoln Park*, 1991, People, Places & Design Research, Northampton, MA.

**TREES AND TRUNK HEALTH**

One of Lincoln Park's most favored features is its stock of 14,065 trees, including two oaks with 40-inch trunks estimated to be 215 to 365 years old. A survey and tree map for Lincoln Park revealed 104 different tree species, with 12 species making up 70% of total. A conservative estimate of the trees' value is \$10 million. More than 80% have serious defects, injuries or health problems, and more than half of young trees show basal or trunk wounds often caused by lawnmowers and weed whips. Dumping of hot charcoal at the base of trees is common, with about one-fourth of larger trees showing decay caused by burns. Many trees are mature or over-mature, with 41% expected to be dead within 20 years. Only 9% of park trees are healthy and young.

Source: *Lincoln Park Tree Inventory and Reference Manuals*, 1991, Thomas L. Green, Morton Arboretum, U.S.A., IL.

**TREE DAMAGE IS WIDESPREAD**



**GRAY SQUIRREL**



Photo Courtesy of Chicago Tribune

**HABITATS OF WILDLIFE**

About 68 acres or 5% of Lincoln Park provides high-quality habitat for animals. Analysis of aerial photos of the park shows that these areas could provide good conditions for species like gray squirrels, wood ducks, mallards, eastern cottontail rabbits and yellow warblers. Top woodland habitat, characterized by dense understorey, includes the Bird Sanctuary and Zoo Rockery. The best grassland habitat is adjacent to Diversy Harbor, the South Lagoon, and an unimproved area near the Conservatory Gardens. Habitat improvement requires allowing trees with cavities to remain standing, leaving areas unimproved, adding understorey vegetation and encouraging emergent vegetation in wetlands.

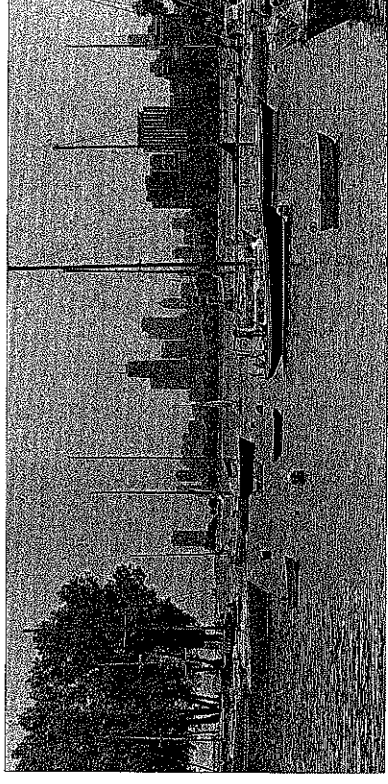
Source: *Lincoln Park Wildlife Habitat Survey*, 1992, Charles Nilon and Brian Lindemulder, School of Natural Resources, University of Missouri-Columbia, MO.

**HISTORIC RESOURCES**

Lincoln Park contains more than 200 historic features ranging from buildings and monuments to decorative walls and landscapes. A team of more than 25 volunteers and consultants assisted the Chicago Park District Preservation Planning Staff to identify six historic themes of Lincoln Park, which are:

1. The original park and each extension were created in response to public demand for more parkland on the densely populated north lakefront.
2. Lack of funds for implementing the expansions was a consistent problem because the Lincoln Park Commission lacked taxing power.
3. All of Lincoln Park (except for the original section) was created on landfill because it was less

**THE MONTROSE HARBOR AREA IS POPULAR FOR ITS TREES AND VIEWS AS WELL AS ITS BOATING FACILITIES**



4. The park's history includes continual efforts to combat severe erosion at the shoreline of the lake.
5. Most of the alterations to historic features, except in the zoo, have resulted from the construction of newer, wider roads.
6. Lake Shore Drive has always been a part of Lincoln Park's history and landscape.

Source: *Historic Preservation Analysis, Lincoln Park Restoration and Management Plan*, 1991, Tom Nathan, John C.H. Lee, Julie Snyder, William W. Ternery, Bart H. Ryckbaech, and members of Lincoln Park Historic Preservation Task Force, Chicago Park District Office of Research and Planning.

# Stewardship, Fairness and Partnership

## MANAGEMENT IN LINCOLN PARK

### MANAGEMENT IMPEDIMENTS

The Chicago Park District is the principal steward of Chicago's parks, charged with their protection, maintenance and enhancement. This includes equitable distribution of programs, property, staff and other resources throughout the system.

Those who gain most from park district services are the people who use the parks, local residents and interest groups that make up a park's community. This broad constituency wishes to contribute to park district decision-making and to become a partner, participating in stewardship alongside the park district.

At Lincoln Park, however, there have been three major impediments to achieving exemplary stewardship, fairness and partnership. They are lack of communication, lack of coordination and lack of consensus. These impediments have had serious impacts, since Lincoln Park is one of the most heavily used in the Chicago park system, subject to competing and conflicting demands by many interest groups. Further, as one of the largest parks in the system—spanning six miles of lakefront—with a federal boulevard running through its entire length, the park is governed not by one but by an array of federal, state, city and park district departments. This variety of demands and the array of governmental jurisdictions make communicating, coordinating and developing consensus critical to Lincoln Park's management.

### PRECEDENTS FOR COMMUNICATING, COORDINATING AND CONSENSUS

By completing this plan, the community and the Chicago Park District have demonstrated their ability to work together in partnership to improve communication, coordination and consensus. For the park to flourish in the 21st Century, both the community and the park district must rededicate themselves to building upon the precedents set by this successful process.

These precedents are as follows:

#### THE PARK DISTRICT HAS

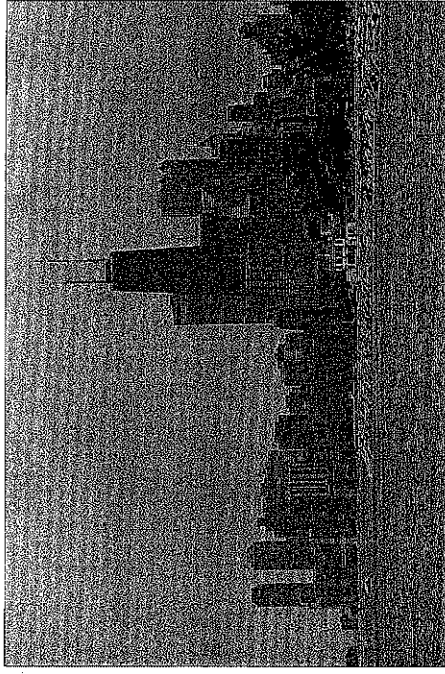
- provided the community with a substantive opportunity to participate in park decisions by providing timely notice of proposals for action and reasonable opportunity to become informed and be heard.
- solicited community input from people who could be affected by park decisions, as well as groups interested in the park, before making any significant decisions about Lincoln Park.
- required the Lincoln Park staff to be actively engaged with the community, which has included attendance at community meetings where park issues have been discussed and timely dissemination of information on operations, events, programs, projects and budgets.

#### THE PARK DISTRICT AND COMMUNITY TOGETHER HAVE

- improved communication, consultation and decision-making with each other, with government agencies that have jurisdiction in Lincoln Park and with organizations or institutions that operate within the park.
- regularly reviewed issues and evaluated programs, projects and proposals pertaining to Lincoln Park.

#### THE COMMUNITY HAS

- communicated with the range of park users about Lincoln Park activities and issues.
- worked to develop consensus among the various interest groups.
- actively reached out to under-represented constituencies and to park users that would be directly affected by an action.



DIVERSEY POINT VIEWED FROM BELMONT HARBOR HEADLAND

## STEWARDSHIP

The community looks to the park district to provide innovation and leadership as the district fulfills its mission of providing responsive programs for diverse populations of park users and of protecting and maintaining plant life, wildlife, water resources and open space.

Leadership is critical in stewardship responsibilities of landscape maintenance, horticulture, park security, vandalism prevention, historic preservation, capital improvements and recreational programming.

For the park district to successfully carry out its stewardship tasks, its staff must be adequate and professional and must have access to the tools and resources necessary to do the job. Consider that Lincoln Park may lack the staff needed to handle the volume of requests for information, special events and field recreation. Or that the manager of Lincoln Park formerly did not have authority over key aspects of park management. Instead, day-to-day operations and long-term planning were almost entirely controlled by 16 other management and jurisdictional entities—with little or no communication with or control by the park manager.

## STEWARDSHIP POLICIES FOR LINCOLN PARK

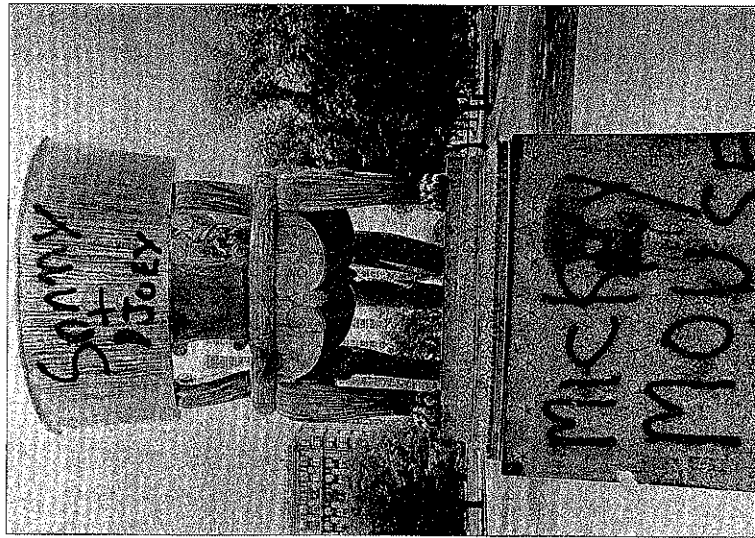
- Create a unified management team for landscape maintenance and rehabilitation.
- Address security issues and vandalism by working with the Chicago Police Department, adding park rangers and instituting harbor watch programs.
- Consider establishing a 24-hour-a-day park presence by encouraging evening and night activities, providing additional lighting and instituting maintenance functions at night.
- Implement controls and rules to reduce congestion and to protect the park landscape.
- Consider zoning selected areas by time of use, by space or by type of activity to enhance park experience and reduce conflicts.
- Coordinate and control multiple uses where conflicts occur, especially on sections of path crowded by joggers, cyclists and walkers.
- Establish consistent management policies that benefit the public and the park for events, permit activities, leases and concessions.
- Attract, develop, and retain a professional work force.
- Continue to shift appropriate decision-making to the local level as a part of district-wide decentralization.
- Give the Lincoln Park staff the broadest responsibility for management, including budgeting, personnel decisions, coordinating landscape maintenance and repair work and granting permits for special events and facilities use.
- Maintain sufficient staff to handle the volume of requests for special events, field recreation and general information.
- Add a permit process with community input and a permits coordinator to handle local events and the use of all Lincoln Park facilities, picnic areas and athletic fields.
- Add a volunteer coordinator to develop community support and involvement in park management and programming.
- Add a framework-plan coordinator to assist park management with the implementation of planning projects and to assist with long-range planning efforts at other regional and citywide parks.

## FAIRNESS

Lincoln Park is a heavily used resource whose landscape is significantly strained. A 1991 city-wide survey indicated that 70% of Chicagoans had visited Lincoln Park over a two-year period. Also more permits are given for large events in Lincoln Park than in any other Chicago park. This suggests that use of Lincoln Park often exceeds that of any other Chicago park.

Yes, in 1991 and 1992 Lincoln Park received one of the lowest allocations for landscape labor throughout the district. In 1991 and 1992, Lincoln Park received an estimated \$1,000 per acre while parks in LaSalle Cluster received over \$5,000 per acre and those in the Harrison Cluster received over \$10,000 per acre. Despite recent improvements in resource allocation, a current analysis indicates average landscape staff along the lakefront care for from 1.6 to 2.8 times the acreage maintained by staff in other regions of the district. This indicates that Lincoln Park might not be receiving its fair share of allocations and re-evaluation is necessary.

One clear way to protect the park against damages and to conserve revenue for recreational programming and park maintenance is to require sponsors of large events to pay Lincoln Park for special services and equipment and to pay deposits to offset potential park damage. More than 70% of Chicagoans surveyed said that if an event damages property in Lincoln Park, the group or organization responsible for the event should pay for repairs.



GRAFFITI MARKS LINCOLN STATUE NEAR CHICAGO HISTORICAL SOCIETY

## FAIRNESS POLICIES FOR LINCOLN PARK

- Maintain accurate information about the number of users, park facilities and acreage to support the park district's fairness doctrine.
- Maintain and update the land-use inventory created for this framework plan and regularly communicate the information generated.
- Adhere to the fairness doctrine by considering usage in allocating resources.
- Ensure that private uses requiring permits or leases, for-profit activities and fundraisers benefit the public and the park. Institute public review processes for all such uses to avoid exclusivity.
- Require reimbursement of costs for services such as extra security and special equipment associated with for-profit activities, fund raisers and other private uses requiring permits or leases.
- Establish consistent payment policies for events, activities, leases and concessions.
- Require groups, organizations or permittees responsible for damage to pay Lincoln Park for the costs of repairs.

Photo Courtesy of Chicago History Museum

## MANAGEMENT IN LINCOLN PARK

### PARTNERSHIP

The partnership that evolved to create the Lincoln Park Framework Plan is unprecedented in park planning. Hundreds of park users have become involved in the process, contributing thousands of volunteer hours to the betterment of the park. The improved communication and the development of mutual respect between staff and volunteers have been remarkable. Prior to the formation of the Steering Committee to create a long-range plan and the subsequent strengthening of the Lincoln Park Advisory Council to monitor the framework plan, many of Lincoln Park's disparate interest groups lacked a vehicle for communicating their needs to park management.

By embarking on this planning effort for Lincoln Park, the park district has recognized the community of Lincoln Park as a partner and has affirmed its commitment to long-range planning — acknowledging planning as a valuable tool in achieving its mission of stewardship with fairness. The community encourages the park district to build upon this success by continuing these efforts not only in Lincoln Park but throughout the system. The plan itself can be a model for other city parks.

The process still needs to be refined, however. Outreach activities to under-represented Lincoln Park constituencies are still not adequate. Also, there are substantial volunteer opportunities in Lincoln Park. Volunteer gardeners and volunteer

docents could add much to the physical and program aspects of the park. Coordinating volunteer efforts would free park staff to handle more important management tasks as well as help provide additional programs for park users.

The partnership between the park district and the community is only one of many necessary partnerships in the Lincoln Park planning process. One important partnership is between the Chicago Park District and the Chicago Police Department to coordinate resources with park needs to provide safety in the park. The park district must also form partnerships with other governmental agencies to complete projects such as improving the bike paths, repairing the step stone revetments, improving lagoon drainage and, in general, repairing and managing the park's infrastructure.

The park district is interested in forming public-private partnerships with groups that can provide funding for park programs, repairs, landscaping and other improvements. This is one way the park district can provide much-needed revenues without increasing taxes.

### LEARNERSHIP POLICIES FOR LINCOLN PARK

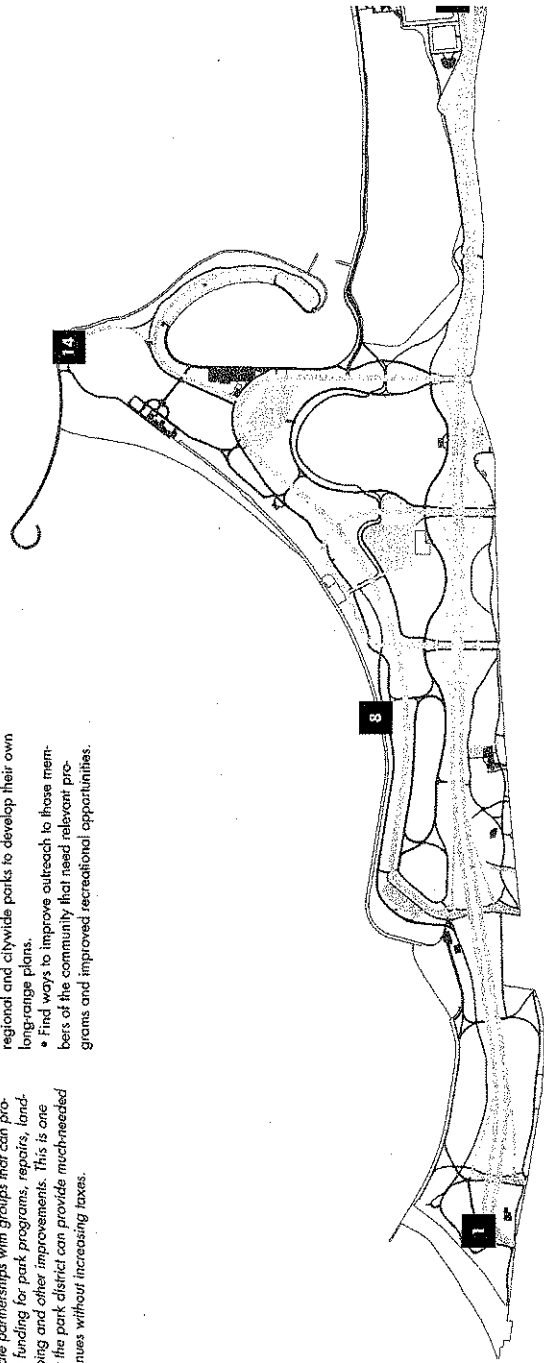
- Work with the Lincoln Park Advisory Council to distribute information, obtain input on planning issues and to continue the process of refining and updating the policies and ideas of the Lincoln Park Framework Plan.
- Continue to use the precedents set in creating the framework plan to work in partnership to improve coordination, communication and consensus between the park district and the community.
- Encourage park interest groups to work with each other and with the park district to understand all the needs and the demands on the park.
- Involve the community in the development of goals for improving programs in Lincoln Park.
- Involve the community in land-use and other park-related decisions at an early stage and throughout the process.
- Work with staff and advisory councils at other regional and citywide parks to develop their own long-range plans.
- Find ways to improve outreach to those members of the community that need relevant programs and improved recreational opportunities.

- Increase volunteer efforts.
- Establish open communication between the park district and park district partners.
- Improve communication and coordination with other government agencies and with organizations and institutions that operate within the park.
- Strengthen existing and encourage new public/private partnerships.
- Form working partnerships with other governmental agencies to improve conditions within the park.
- Improve efforts to obtain funding from other government agencies and private sources to enhance and/or implement specific programs, projects, and improvements.
- Work with the Chicago Police Department to clearly define responsibilities.
- Encourage park stewardship among park users and nearby residents and businesses for specific areas of the park.



Photo Courtesy of Chicago Tribune

HEAVY PARK USE DEMANDS RESPONSIVE MANAGEMENT



**PARTNERSHIP IN ACTION**

*The success of the community-park district partnership in creating The Lincoln Park Framework Plan is already apparent. Improvements based on goals, policies, specific design ideas and design guidelines are already beginning to take shape from the north to the south end of Lincoln Park.*

**1 MONTELEONE ENTRY**

The Lincoln Park Advisory Council purchases 350 bulbs and neighbors do the planting. Chicago Park District staff mulches the trees. [October 1994]

**8 LAKEFRONT OAK TO MONTROSE**

Chicago Park District finalizes contract to rehabilitate the Wilson comfort station. Lincoln Park and Margate Advisory Councils request that nearby shack be removed as part of this project. Construction of comfort station and demolition of shack scheduled to begin spring of 1995. [fall of 1994]

**14 MONTROSE POINT**

Lincoln Park Advisory Council receives a Chicago Park District grant to start "Nature Along the Lake" program at Montrose Point and Montrose Harbor. Chicago Park District bartocades the road to Montrose Point. [fall of 1994]

**20 BUCKLE UP ALONG LAKE**

The Lincoln Park Advisory Council's Park Survey Task Force works with the Chicago Park District to remove an unsightly and ineffective snow fence at Magies Playlot. [1994]

**28 BELMONT ENTRY**

Chicago Park District, Lincoln Park Advisory Council, Friends of the Parks, and the local community meet with the Chicago Department of Transportation to review roadwork plans. Plans are revised to incorporate more park space and better paths. [fall of 1994]

**29 LAKEFRONT OAK TO DIVERSEY**

Chicago Park District, Lincoln Park Advisory Council, Friends of Lincoln Park, Friends of the Parks, Chicagoland Bicycle Federation and others agree to removal of ramps and parking at Diversey Point (site of former Gun Club). Chicago Park District receives state grant for project. Construction to begin spring of 1995. [1993-1995]

**31 LAKEFRONT OAK TO FULLERTON**

Lincoln Park Advisory Council and the Chicago Park District support continued use of snow fencing at the south end of Diversey Bridge and at Theater on the Lake to prevent bikes on landscape. [1994]

**33 DIVERSEY ENTRY**

Road realignment as well as new seating and landscapes for Hamilton monument completed. [1994]

**34 NORTH POND**

Local residents clean edges of North Pond and much trees. Friends of the Parks requests that name be officially changed to North Pond Wildlife Preserve for the 25th anniversary of Earth Day. [1994]

**35 NORTH SHOPS**

The Chicago Park District moves maintenance staff from the North Shops. [fall of 1994]

**37 CANNON DRIVE AND 40 LINCOLN PARK ZOO**

Chicago Park District signs an agreement with Lincoln Park Zoological Society increasing the Society's management responsibilities. Chicago Park District removes meters to improve appearance along Cannon Drive. [fall of 1994]

**45 PARKS FOR THE PEOPLE**

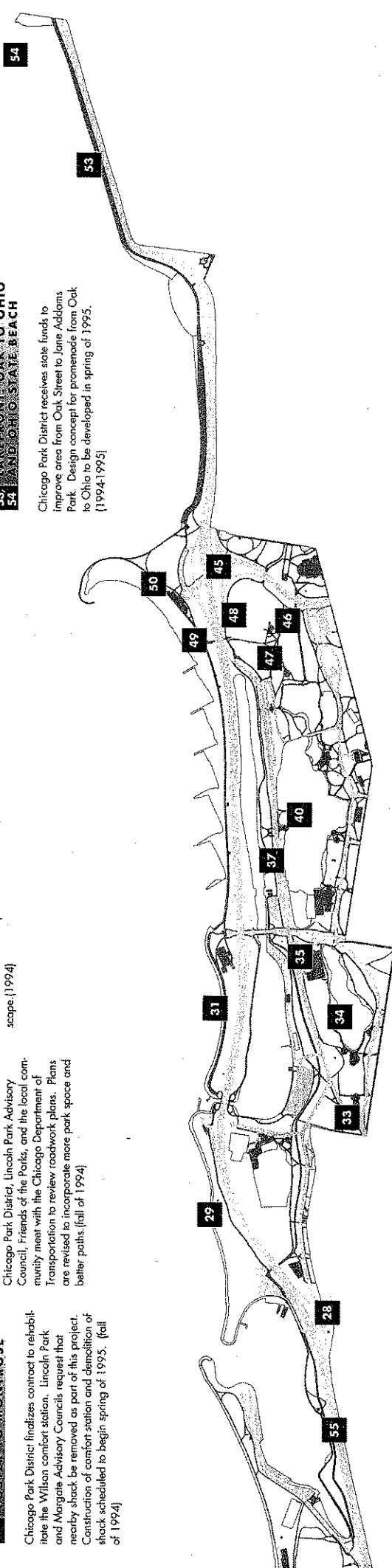
Chicago Historical Society and Chicago Park District jointly explore potential LaSalle Drive improvement program, which is a combination of specific design ideas and funding mechanisms. [fall of 1994]

**53 LAKEFRONT OAK TO OHIO 54 AND OHIO STATE BEACH**

Chicago Park District receives state funds to improve area from Oak Street to Jane Addams Park. Design concept for promenade from Oak to Ohio to be developed in spring of 1995. [1994-1995]

**55 LAKEFRONT OAK TO MONTROSE**

Lincoln Park Advisory Council, Lincoln Park Steering Committee, Friends of the Parks and others work with the City of Chicago, Illinois Department of Transportation and Chicago Park District to develop an aesthetic, planted median for Lake Shore Drive. The Chicago Wall median and planter with water system, trees, shrubs and flowers is completed in 1992. [1990-1992]



# Appendix

## DEFINITIONS

The following definitions apply throughout the Lincoln Park Framework plan:

- Canopy trees**  
Large trees and groups of trees whose branches and leaves provide dense shade.
- Community**  
All Lincoln Park users, nearby neighborhood residents, interest groups and advisory councils.
- Desire-line path**  
An unofficial and unpaved path worn in the landscape by park users.
- Headland**  
A point of land or promontory extending into the lake.
- High-speed path uses**  
Uses, generally with equipment, that are typically conducted at relatively high speeds and may be dangerous to pedestrians, including cycling, skating, rollerblading and skateboarding.
- Landscape**  
Open park space surfaced with earth or planting, including groves, grassy areas, fields and beaches.
- Low-speed path uses**  
Uses, with or without equipment, that are typically conducted at low speeds and usually do not endanger pedestrians, including walking, jogging and pushing a baby stroller.
- Neighborhood edge**  
The portion of Lincoln Park that abuts the adjacent neighborhood.
- Non-permit area**  
An area in the park for which the Chicago Park District does not grant formal permits.
- Open Park Space**  
Open park space in this document includes open, grassy and wooded areas. This is a different definition than in the Lake Michigan and Chicago Lakefront Protection Ordinance, which defines "public open space" as "any publicly owned open area including, but not limited to, parks, playgrounds, beaches, waterways, parkways, and streets."
- Park furniture**  
Standard park furnishings such as benches, trash cans, light fixtures, water fountains, signs and fences.
- Path**  
A usually paved, linear surface for non-motorized uses.
- Permit**  
Written permission from the Chicago Park District to use a park facility, specifying the facility to be used; time, date, duration, and purpose of use; and the person or organization to whom the permit is granted.
- Policy goal(s)**  
One or more overarching policies that guide all other policies for that park-wide system.
- Restricted area**  
As proposed in this plan, an area that users are not permitted to enter, either because it is a wildlife habitat or because the landscape is undergoing restoration.
- Revetment**  
A barrier or seawall along the water's edge, made of pilings and stone, that breaks the momentum of waves to protect the shore.
- Structured, active uses**  
A use that occurs at a fixed location, that requires organization and/or equipment and that involves athletic activity on the part of the participant. Examples include playing baseball, golf, volleyball, soccer and tennis.
- Structured, passive uses**  
A use that occurs at a fixed location, that requires some organization and/or equipment and that does not involve athletic activity on the part of the participant. Examples include bird-watching and attendance at sporting events, festivals, picnics and concerts.
- Understory**  
Shrubby, small trees and plants that typically but not always grow in the shadow of taller trees.
- Unstructured, active uses**  
A use that does not occur at a fixed location, that requires minimal organization and/or equipment and that involves athletic activity on the part of the participant. Examples include walking, jogging, biking, rollerblading and skating.
- Unstructured, passive uses**  
A use that does not require organization or equipment and that does not involve athletic activity on the part of the participant. Examples include people-watching, strolling, sunning and sitting.

## BACKGROUND REPORTS

The following reports provided the data and background material that were used in the creation of the Lincoln Park Framework Plan.

**Aerial Photography, Analytical Aerotriangulation and Digital Computerized Mapping for Lincoln Park Master Plan 1992**, Geonex North American Operations, Inc., Chicago, IL.

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