

GREATER PHILADELPHIA REGIONAL REVIEW

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Think Big and Work Together: Lessons from Chicago



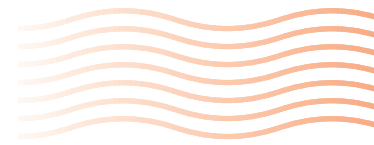
A large red sign with white lettering is mounted on the exterior of a stadium. The sign reads "WRIGLEY FIELD HOME OF CHICAGO CUBS" in a stylized, arched font. Below this, a black rectangular area contains the text "Table of Contents" in white. The background shows the stadium's facade with green and white panels and a metal railing at the top.

WRIGLEY FIELD
HOME OF
CHICAGO CUBS

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UP-FRONT



Inspired by Ben: The Greater Philadelphia Leadership Exchange

What describes the unique blend of visionary energy and tactical smarts so often found in people who get things done? The phrase we think fits is “strategic impatience.” Good leaders are impatient to spark action but understand that good strategy can make sure the action yields the result they want. Last September, when the Pennsylvania Economy League sponsored the Leadership Exchange visit to Chicago, we wanted to see what happens when enough people get both strategic and impatient.

Over the course of three days, our group of 72 civic leaders — drawn from government, business, and the nonprofit sector — learned about a wide range of concrete achievements now helping metropolitan Chicago position itself for the 21st century. We heard about new regional approaches to economic development, transportation, housing and environmental policy. We heard about new projects, like Millennium Park, a \$500 million downtown development that now draws millions of visitors annually. We learned about the impact of new civic organizations, like the Metropolitan Mayors Caucus, that now pave the way for regional collaboration. And we learned about public agencies like the Regional Planning Board, freshly empowered to guide land use and transportation decisions for the whole area. We asked hard questions and received direct answers.

The overall impression is that the six-county region often called “Chicagoland” is anything but bogged down. How is this possible? Metropolitan Chicago faces all the same issues as Greater Philadelphia. It has the same economic and social challenges, the same problems with schools and taxes, the same vital but struggling urban core, and the same advantaged but increasingly stressed and congested suburbs.

Chicago also has a similar abundance of competing political interests. Regions are inevitably rife with divisions. Regional leaders will always be pressured to put their constituents first; they aren’t often rewarded for cooperating with the neighbors. Like Greater Philadelphia, metropolitan Chicago is a giant that often finds itself tied down by the ropes of a thousand local interests.

What allows the giant to get up and move, even haltingly, is civic leadership. Many point to Chicago’s Richard M. Daley, one of America’s most powerful mayors, as Chicago’s moving force. But his successes have often depended in a large part on collaborations with business leaders, civic groups, and fellow regional mayors. The stories we heard in our dialogs at the Leadership Exchange graphically illustrated a basic, modern truth: when no one governs an entire region, everyone must work together.

The good news is that the spirit of collaboration and coordination is on the rise in Greater Philadelphia. As we returned from the Exchange, we were delighted to find our participants were applying the lessons they’d learned. Exchange alumni quickly threw their weight behind Philadelphia’s important ethics bill, raising \$36,000 in just 3 days to promote it and make sure it won big for the good of the community. Others joined efforts to improve regional policies for parks, transit, taxes and minority business development. To create a place to meet and share ideas, PEL has formed what we’re calling the Franklin Caucus, named for the man who set the template for creative civic engagement. We are committed to sustaining the momentum the Leadership Exchange launched.

It’s encouraging that this momentum exists at all. Two years ago, PEL’s *Regional Review* featured a cover asking, “Is Regionalism Dead?” Our conclusion at the time was that regional collaborators would always face an uphill fight, but that the idea made too much sense to die. Our meetings in Chicago proved that useful regional cooperation is possible, but it takes a combination of strong political leadership, active civic engagement, and perhaps a healthy dose of fear.

Our collective impatience is perhaps inevitable; the smart strategies used to address it are not. But neither are they impossible to create. In the pages that follow, a host of encouraging examples shows how metropolitan Chicago is finding success.

What’s our simple takeaway? Think big and work together. Now.

Sincerely,

Tim Cost, Executive Vice President
ARAMARK Corporation
PEL – Southeastern PA Board
Co-Chair, Leadership Exchange

Daniel K. Fitzpatrick, President
Bank of America, PA
PEL – Southeastern PA Board
Co-Chair, Leadership Exchange

David B. Thornburgh, Executive Director
Pennsylvania Economy League –
Southeastern PA



Philadelphia

POPULATION

Philadelphia			Chicago	
2000	% Change 1990 - 2000		2000	% Change 1990 - 2000
1,517,550	-4%	City	2,896,016	4%
3,583,381	7%	Suburbs	5,376,752	16%
5,100,931	4%	Metropolitan Area	8,272,768	12%

Source: U.S. Census

JOB GROWTH

Philadelphia			Chicago	
2000	% Change 1990 - 2004		2000	% Change 1990 - 2004
1,861,700	0.4%	Jobs in Metro Area	3,864,100	-3.0%

Source: Bureau of Labor Statistics

MEDIAN FAMILY INCOME

Philadelphia			Chicago	
2000	% Change 1990 - 2000		2000	% Change 1990 - 2000
\$37,036	23%	City	\$42,724	39%
\$58,935	40%	Metropolitan Area	\$61,182	47%

Source: U.S. Census

UNEMPLOYMENT RATE

Philadelphia				Chicago		
1990	2000	2004		1990	2000	2004
6.3%	5.6%	7.5%	City	9.0%	5.5%	7.2%
5.0%	3.9%	5.5%	Metropolitan Area	6.3%	4.3%	6.2%

Source: Bureau of Labor Statistics

& Chicago

BY THE NUMBERS



NON-FARM EMPLOYMENT BY SECTOR

	Philadelphia	Chicago
Educational & Health Services	20%	13%
Trade, Transportation, & Utilities	19%	21%
Professional & Business Services	15%	16%
Government	12%	13%
Manufacturing	9%	11%
Other	26%	27%

Source: U.S. Bureau of Labor Statistics

METRO AREA MEDIAN HOME PRICES & ANNUAL RENT

	Philadelphia		Chicago	
	Price	% of Median Income	Price	% of Median Income
Home Price	\$186,400	299%	\$246,300	391%
Annual Rent	\$7,890	13%	\$8,090	13%

Source: National Association of Realtors, 2005

COMMERCIAL REAL ESTATE MARKET

	Philadelphia (sf. 1000s)		Chicago (sf. 1000s)	
	Central Business District	Suburbs	Central Business District	Suburbs
Total Rentable Office	37,893	54,160	93,879	87,899
Vacant Office Space	4,551	12,286	14,567	21,140
Vacancy Rate	12%	22.7%	15.5%	23.3%
Rental Rate Class A	\$25.62	\$26.50	\$34.65	\$24.63

Source: Grubb & Ellis Real Estate Forecast, 2004

How Does Chicago Work?

THE CRITICAL QUESTIONS

Alliance for Regional Stewardship

As described by John W. Gardner, “boundary crossers” are those leaders who come together to cross current economic, social, environmental and governmental boundaries to resolve agreed upon problems, and in doing so, influence others and change the way regional opportunities and problems are approached.

During the summer of 2005, the Alliance for Regional Stewardship (ARS) assessed the strength of boundary crossing in Chicago. Based on personal interviews with 20+ regional leaders and a review of key indicators, ARS reports on how Chicagoland addresses critical challenges.

The Chicago metropolitan region is a great laboratory for regional decision-making. It shares many characteristics with similar areas in the U.S. — a strong central city, rapidly growing suburban communities, a leadership elite, and strong civic infrastructure. It also faces many of the same challenges: antiquated tax structures to finance education and transportation, jobs-housing imbalances among communities, racial and ethnic disparities, and growth management.

Metropolitan Chicago has determined that it cannot solve many of its challenges without using regional approaches. In the last five years in particular, there has been a strong push to examine issues from a regional perspective. Acceptance that the area is one region with a shared future is growing.

As much progress as the region has made, metro Chicago’s regional decision-making approach remains fragmented. In the absence of a strong institutional

mechanism that can implement decisions, regional decision-making depends on coalitions formed around specific topics. The process is networked rather than institutional — dependent on a “lattice of relationships” among key leaders. This fragmented approach can result in only incremental benefits.

Like many major metropolitan areas, metro Chicago struggles with how to institutionalize regional decision-making without creating a new layer of government. There is a strong sense among the region’s leaders that it needs to use its existing institutions more effectively and broaden the base of collaborative problem solving to be more inclusive rather than relying on the same players.

The following questions were asked of Chicago’s leaders to get a sense of how regional issues are being addressed, how decisions are being made, and where collaboration is taking place.

How are major decisions made in the region?

The Chicago metropolitan region is comprised of 272 municipalities and nearly 1000 other taxing authorities, spread across a 100-mile corridor from northwest Indiana to southeast Wisconsin. The ad-hoc system relies heavily on people who have known each other for a long time; it is surprisingly bi-partisan, with leaders coming together depending on the particular issue on the table. As one observer noted, “What marks the region . . . is its level of involvement and the power of its players.”

It may be tempting to view the City of Chicago as being the “500 pound gorilla” that calls the shots on regional issues. However, this city v. suburbs view is too simplistic. Metro Chicago’s suburbs have evolved into economic engines in their own right. Clustered in corporate corridors in Lake and DuPage counties and around O’Hare International Airport, they support two-thirds of the region’s jobs. Fluid alliances are formed around common issues.

But ultimately, decisions tend to be made by local governments or in Springfield, the state capital. No regional government mechanism in metro Chicago can pass laws. On regional issues, decisions are usually made through consensus, achieved locally and then taken to the legislature where the implementation mechanisms — usually funding — are realized.

However, of late there are more vehicles for regional decision-making, including business and civic organizations such as the Metropolitan Mayors Caucus, Metropolis 2020 and the Metropolitan Planning Council (MPC). But there’s a sense that they tend to push their own agendas on regional issues rather than taking a consensus approach. They engage in consensus building only when their agendas break down.

By many accounts, the perception is that metro Chicago hasn’t been able to escape the top-down decision-making model from its legacy of the strong mayor and long history in industrial manufacturing. It’s widely viewed that Mayor Daley “has liberalized and democratized the back room, but it’s still a back room approach to decision-making.” This may be perception more than reality. As one leader noted, “any significant advance in public policy and public understanding is the result of many players and actors. You can’t accomplish big things unless there are many participants and a lot of buy in.”

If there is the perception — in Chicago and other major metropolitan areas — that only a few have a role in the process, it may discourage broader participation in the process. One Chicago business leader noted that

“efforts that begin by trying to forge a consensus usually fail because they are reduced to the lowest common denominator. It works for trivial issues, but not much else. For big, important issues, like spending money or changing law, it never starts out as a consensus building process. It starts out as a political process where someone or a group takes a position that if acted on will disturb the status quo. That brings the opposition out. Then the coalition building begins and the struggle for support forms ‘groups that matter.’”

What are the best examples of regional institutions and successful collaboration?

While metro Chicago has no one institutional collaborative problem solving mechanism, many organizations — government, business and civic — recognize the value of regional thinking and action. Metro Chicago leaders don’t want unified regional government, nor do they want additional regional institutions. However, there is a growing recognition that the region needs to use its existing institutions more effectively.

New regional institutions include the **Regional Planning Board**, which resulted from the merger of the Northeast Illinois Planning Commission (NIPC) — the comprehensive planning agency for the six county region — and the Chicago Area Transportation Study (CATS), which serves as the region’s official Metropolitan Planning Organization (MPO). This new agency goes a long way to creating an institutional structure for regional planning and decision-making for transportation and land use issues. It remains to be seen how effective the new organization will be.

The **Metropolitan Mayors Caucus**, founded in 1997 to forge cooperation among the region’s 272 municipalities, addresses issues related to economic development, affordable housing, infrastructure, transportation and education funding. By most accounts, it has made real progress on policy issues over the past five years. The Caucus is not necessarily the initiator of public policy, tending instead to respond to issues brought to it from civic organizations, supporting those on which it can achieve consensus. This consensus approach causes the Caucus to stay away from such controversial issues as locating a new airport or financing transportation, but it has been effective on issues such as air quality and railroad crossing safety. Mayor Daley is widely given credit for founding the Caucus; his continued support and active participation is viewed as going a long way to its viability as a collaborative policy body.

“any significant advance in public policy and public understanding is the result of many players and actors. You can’t accomplish big things unless there are many participants and a lot of buy in.”

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Less formally, there is a high level of cooperation among the business/civic organizations, with the “Usual Suspects Group” — the executive directors of these organizations — meeting for quarterly dinners. While there is some competition for funding among these groups, they’ve embraced the motto of “no permanent friends, no permanent enemies”; cooperation among them is issue-based.

One leader noted, “the real progress in the last five years has been, first, to legitimize the idea of the region. There is growing recognition and acceptance of the fact that we are one region with one future. The second success is that more organizations and individuals are taking up the cause and are willing to fight for what they believe in. This has led to progress on a number of fronts.” Success stories include:

- The Regional Planning Board;
- The Metropolitan Mayors Caucus Affordable Housing Plan, which developed policy strategies that have been adopted by councils of government and NIPC in response to a state law that stipulates that ten percent of local communities’ housing stock be affordable;
- Regional transit revenue sharing to aid the Chicago Transit Authority;
- Storm water management legislation in which northeastern Illinois counties must have the same regulations in order to prevent developers from playing one county off another;
- The Coalition on Educational Funding Reform, while not yet achieving specifics, has acknowledged that there needs to be a change from dependence on property tax to other revenue streams to remove the funding disparities.

As one regional leader stated, “collaboration is but old fashioned coalition building and lobbying among leadership. Without leadership, these things don’t go anywhere.”

Has the region faced up to issues of race and diversity?

Metro Chicago has been tagged as one of the most racially segregated regions in the country, and racial issues tend to be “one of the dominant, persistent issues” in the region. As one leader noted, “segregation is the shadow side of strong ethnic neighborhoods. The problem now is that they’re pockets of poverty rather than strong communities.”

Also, great demographic shifts are underway in the third ring of older suburbs. “The more difficult urban problems are on more plates than in the past.” Southern and western suburbs are seeing the influx of

African-American and Latino populations with little interaction among races and ethnicities. Moreover, these suburbs lack the capacity to work effectively with diversity. There are no regional institutions and virtually no sharing of resources among communities to deal with these issues.

Metro Chicago’s racial segregation poses serious challenges for the region — especially the challenge of having minorities benefit as the region’s economy grows. Jobs tend to be growing in the northwest portion of the metro area, while the ethnic minorities concentrate in the southern and western portions. While leaders bemoaned the segregation and its associated gentrification, they had no answers as how to address these issues.

What are the main problems/challenges facing the region?

Many of the remaining critical challenges facing metro Chicago are similar to those facing other major metropolitan regions. Fragmented institutions preclude serious action by agencies and organizations. Heavy reliance on sales and property taxes and development fees drive competition among local entities. The fragmentation works against collaboration. Municipalities compete for the same things in terms of development, leading to over-saturation of certain kinds of development. Moreover, scandals at the city and state levels in hiring and contracting result in a loss of confidence in government ethics and a cynical public. “Public cynicism and lack of engagement is more of a problem than corruption.”

One of the major issues in metro Chicago is education finance. According to one interviewee, there are “enormous funding disparities between wealthy and poor school districts. The reliance on property taxes to fund education is universally viewed as a contributor to these disparities.”

In transportation finance, the old funding mechanisms are falling apart. A sales tax supports all three transit systems in metro Chicago — CTA, Metra and Pace. However, it is widely believed to be inadequate.

Growth management also poses a problem for the region. There are no natural barriers to impede growth. Even the lakefront hasn’t stopped growth; land has been filled in for development. A critical challenge is how to put in place tools for the outer suburbs to control sprawl. A related issue is economic development and job growth: “we need to channel jobs to where people already live.”

Another economic development challenge is more attitudinal — what one leader mentioned as “the

Midwestern tendency toward caution and social conservatism, which drags on the region's rapid response to change. What made Chicago a great American city is causing it to fall behind."

What are the biggest obstacles to regional collaboration?

While there is a positive sense that metro Chicago is thinking — and acting — more regionally, there is some concern that the ad hoc nature of addressing regional issues will continue. One leader noted the need for a "cultural transformation in Chicago. The question is whether incremental positive changes can create a tipping point for the region." This ad hoc approach was also cited as a zero sum method to regional decision-making — an "I win; you lose gamesmanship that occurs among local governments," especially as it applies to decisions regarding development.

Many interviewed felt that metro Chicago needs to institutionalize its growing commitment to regionalism. The fact that collaboration is based more on personalities and relationships than on institutional processes is seen as a hindrance of progress. "At the end of the day, there are too few institutions that are regional in character." However, no one had a workable solution.

Finally, new revenue sources and methods of sharing were required for metro Chicago to effectively address its toughest challenges. "It's easier to collaborate when times are good. Tough times make communities hunker down."

Ancillary Issues: Universities and Foundations in Civic Life

With some exceptions, metro Chicago's universities appear to be "largely AWOL on civic issues." There is little involvement of the key institutions in the region. The universities tend to be more research than action oriented. One exception raised was the Great Cities Institute (GCI) at the University of Illinois, Chicago. GCI takes a more interdisciplinary approach to urban issues and problems facing metro Chicago. Its agenda appears to focus on "applied urban research;" however, it has the "connections to place students in key positions and do important work" in communities throughout the region.

Chicago's foundation community is "moving the ball" relative to regional issues. The John D. and Catherine T. MacArthur Foundation, headquartered in Chicago, is a leader in the intellectual understanding of how regions work. However, as one civic leader noted, MacArthur's presence in Chicago is both a "blessing

and a curse." While it provides some support to programs in metro Chicago, especially in the area of affordable housing, its presence discourages roles by other national foundations.

Other significant, locally active foundations in the Chicago area include The Joyce Foundation, the Chicago Community Trust, and the McCormick Tribune Foundation.

One last issue raised was how the region's leaders handled bad news. Were problems that emerged viewed as opportunities to address or just "swept under the rug"? Follow-up interviews noted that metro Chicago leaders have a "very strong 'can do' spirit; they don't take defeat well." They recognize that policy initiatives take time, and often, more than one effort to resolve. However, if there is initial failure, "the hand wringing doesn't last long. We pick ourselves up and get back to it."

Editors' Note: Abridged from a report commissioned by PEL-Southeastern PA, September 2005.

10 LESSONS for BOUNDARY CROSSERS

1. The "table" gets larger — and rounder.
2. The only thing more challenging than a crisis may be its absence.
3. The agenda gets tougher.
4. There is no magical leadership structure — just people and relationships.
5. No one's excused.
6. Sometimes the old ways still work.
7. Collaboration is messy, frustrating, and indispensable.
8. Government always needs reforming, but all the reforms need government.
9. Place matters.
10. It's never over.

Source: *Boundary Crossers: Case Studies of How Ten of America's Metropolitan Regions Work, 1997*



Jeff Haynes/AFP/Getty Images

PROFILE OF A REGIONAL MAYOR

Richard M. Daley

Throughout the Leadership Exchange, Chicago Mayor Richard M. Daley’s name was ever-present. A lover of bicycles and wrought-iron fences, he brought a muscular style and an expansive agenda to City Hall, fighting local battles over schools, parks, and zoning while keeping an eye on the global competition for jobs and development. In recent months, a stream of corruption scandals and indictments has fed speculation about the future of both his administration and his agenda, but he has faced criticism before in his 16 years in office. He remains the central figure of Chicago politics and has revived his city’s image as a place where big things can happen.

From a series of press reports and comments from the Exchange, we’ve collected quotes by and about Mayor Richard M. Daley that offer some insight on his impact on Chicago.

“Flowers calm people down.”
— *Mayor Richard M. Daley, in Newsweek, August 2003, explaining the need for median plantings and urban landscaping*

“At the risk of speaking for the mayor, he doesn’t like the word planning. **He’s not a planner. He likes action, he likes implementation.** He’s come very slowly around to the idea of neighborhood planning. Chicago never adopted its comprehensive plan of 1957. City Hall’s fine with that.”

— *Scott Goldstein, Vice President for Policy and Planning, Metropolitan Planning Council, Leadership Exchange session “Regional Development and Sensible Growth,” Sept. 22, 2005*

“The dominant figure since his election in 1989 has been Mayor Richard M. Daley. Like his father, he seems to know the city block by block, and has worked to beautify it — planting thousands of trees and encouraging handsome wrought-iron fences. The old political machine which his father so ably led is no more, but Daley has used the powers of office to propitiate the black politicians who at first seemed to be obdurate opponents; he has been reelected by overwhelming majorities. **He has kept on good terms with presidents of both parties.**”

— *National Journal, June 2005*

“He is without a doubt one of the benchmark trendsetter mayors in the country. **Just walking down the street with him is sort of like being with a rock star.**”

— *Julia Stasch, former Daley chief-of-staff, Chicago Sun-Times, April 2004*

“Mayor Daley cringes when you call him a boss, but that, in fact, is what he’s become.”

— *U.S. Rep. Luis Gutierrez, April 2001, Crain’s Chicago Business*

“In Chicago, we were lucky to have a mayor who had a vision for the Chicago Housing Authority, and was willing to go out there and put his reputation and the city’s money on the line. We had to put in a tremendous amount of infrastructure as we redevelop these communities. . . . That money’s going to come from your local taxpayers. Which means you need a mayor and a Council that are not going to rise up in righteous wrath and say, why are my people paying property taxes to service the debt on these bonds to service all of the infrastructure in neighborhoods outside of our own? **You need politicians who can stand up to that kind of questioning.**”

— *Sharon Gist Gilliam, Commissioner and Chairperson, Chicago Housing Authority, Leadership Exchange session “The Transformation of Public Housing,” Sept. 22, 2005*

“Even crusty conservatives admit that Chicago has been transformed by Richard M. Daley. . . . **[He] wins kudos from corporate titans and green advocates alike for his vision, commitment and enthusiasm for everything from planting trees to luring Boeing. . . . But as the original Daley would surely point out, passion, vision and the rest of it don’t matter a jot without power.** The current mayor, known as King Richard in some circles, has never been afraid to crack the whip. City workers scurry into their graffiti-buster vans whenever the mayor finds a defaced building. Aldermen on the city council have long been under the thumb of the Democrat-in-chief for fear of their political lives.”

— *The Economist, November 2002*

“The mayor’s taken real leadership [in the region]. He was the convener and instigator of the Metropolitan Mayor’s Caucus. **The city has taken an active role in communicating and dialoguing.**”

— *Ronald L. Thomas, AICP, Executive Director, Northeastern Illinois Planning Commission, Leadership Exchange session “Regional Development and Sensible Growth,” Sept. 22, 2005*

“One event in August 1995 in particular seemed to catalyze [the] growing regional awareness: Mayor Richard Daley was invited to a meeting of the suburban Northwest Municipal Conference. Scheduled to speak for an hour, the conversation between Daley and forty suburban mayors stretched to three hours. “The environment was charged, not with disagreement but the opposite. As [Daley] talked about his problems the heads of the other mayors nodded — over and over again. We found we had much more in common than we had ever thought. **Also the mayor had come out to visit us — this might seem like a small thing but it wasn’t lost on us either;**” said one person who attended the meeting.

“A bit over a year later, Mayor Daley established a new position in the executive office with liaison responsibilities with the suburbs. . . .”

— *CEOs for Cities, “Case Study I: The Chicago Metropolitan Mayors Caucus,” Spring 2002*

“Daley’s luster has extended to his party.

His example as the state’s leading Democrat undoubtedly helped ease the way for suburbanites to move toward Democrats over the last 15 years. What has resulted is a turnover of state government from Republicans to Democrats. . . .”

— *National Journal, June 2005*

“Mayor Daley’s name is on everything.

And I adore what he’s done here in Chicago, it’s an amazing city. And they sell the city so well. But you open up the brochure and the first thing is always: ‘Mayor Daley.’ And a picture of Mayor Daley, and a message from Mayor Daley. And it’s good, because it indicates the value he puts on these things . . .

“What really brought this home to me was a few weeks ago, the firehouse across the street decided to stage a block party. They said, at 11 o’clock the moonwalk is showing up, you know, the thing that blows up and the kids go in. And at 10:45, this thing rolls up, and they blow it up and, sure enough: ‘Mayor Richard Daley.’ I’m thinking, okay, he’s got it all covered.”

— *Carol Colletta, CEO, CEOs for Cities, Leadership Exchange session “Unfinished Agendas,” Sept. 23, 2005*

The Power of Big Ideas

MAKE NO LITTLE PLANS

Bill Hangley, Jr.

Make no little plans,” said Chicago’s famed architect and planner, Daniel Burnham. “They have no magic to stir men’s blood.”

Leadership Exchange attendees can testify to the staying power of both Burnham’s words and his ideals. No matter what the topic, attendees were as likely as not to hear a reference to the Burnham Plan, now almost 100 years old. As the grand old man of Chicago’s grand plans, the Burnham Plan (also known as the Plan for Chicago) established an ambitious template combining infrastructure blueprints with a vivid vision of civic life. It also established a process in which civic leaders used these larger-than-life visions to prod elected officials and fellow citizens into action.

But beyond this, the Burnham Plan represented an attempt to promote economic growth while simultaneously solving the problems caused by growth, and today this mission is carried on by two modern descendants: Chicago Metropolis 2020, a plan (and now a civic organization) which lays out a coordinated development policy for the six-county Chicago region, and the Central Area Plan (CAP), which reimagines downtown Chicago as an expanded, enlivened regional hub.

All three plans start with the premise that uncontrolled development carries potentially heavy costs, arguing that well-managed growth will result in a healthier, happier population and a more productive and stable regional economy.



Today, Chicagoans can point to any number of plans guiding current development, from public sector products like the Chicago Area Transportation Study’s (CATS) Regional Transportation Plan, to civic efforts like the Open Lands Project’s Regional Greenways Plan. But none have the breadth of vision shared by the Burnham Plan, Metropolis 2020, and the Central Area Plan. All three were cited repeatedly during the Leadership Exchange, and together they provide a window on Chicago’s particular vision of itself and its continuing success.

THE BURNHAM PLAN

Considered by many to be the harbinger of the modern urban plan, the Burnham Plan, unveiled in 1909, laid out a comprehensive program of physical and civic improvements. New roads, bridges, highways, and tunnels would allow for increased trade and traffic, while new museums, plazas, and parks would provide healthy, pleasant public spaces for the city’s booming population.

Daniel Burnham’s Chicago was a teeming industrial hive, sprawling unchecked across the flat plains around Lake Michigan. First incorporated in 1833

as a town of 350 people, Chicago got its name from a Pottawatomie Indian phrase describing the smell of rotting marsh leeks. Just 75 years later, it was the hub of North American trade, with a population of over two million. Earlier plans had shaped Chicago's downtown street grid, stockyards, and railroads, but much of its development was haphazard. As in other American cities of the day, traffic was a chaotic mess, the river and lakefront were grimy dumping-grounds, smog choked the air, and slums dominated the landscape.

Burnham, who designed early skyscrapers and created the layout of the 1893 Chicago World's Fair, became convinced that a new plan was needed to put the city in order and allow it to continue growing without destroying itself. "The constant struggle of civilization is to know and to attain the highest good," the Burnham Plan would state, "and the city which brings about the best conditions of life becomes the most prosperous."

He was also convinced that government, happy to reap the rewards of the city's boomtown success, would never get around to the task. In 1904, in a speech to the city's Commercial Club, Burnham told the assembled businessmen that "the public authorities do not do their duty and they must be made to."

Sold on the need for change and the potential benefits, the Commercial Club would use its money to sponsor the Plan, and its power to make implementation possible. With the help of tireless promotion by the Chicago Plan Commission (a mayorally-appointed board of private sector leaders), voters would approve 86 Plan-related bond issues worth \$234 million between 1912 and 1931. Guided by the Burnham Plan, Chicago built or expanded major new parks, roads, and bridges (establishing landmarks like Michigan Avenue, Wacker Drive, and the Magnificent Mile); straightened the Chicago River; rerouted freight lines; and built Union Station and other public buildings.

Perhaps most famously, the Plan helped civic leaders wrest control of the lakefront from shippers and manufacturers and turn it into a public space that, as Burnham put it, "by rights belongs to the people."

The Burnham Plan's position as the city's guiding force didn't end until 1939, when the Chicago Plan Commission was reduced and absorbed into city government. But during its three-decade heyday, the Burnham Plan helped establish both Chicago's physical bones and its national reputation as a forward-thinking, cosmopolitan city — an identity much greater than just "hog butcher to the world."

CHICAGO METROPOLIS 2020

A number of significant plans for Chicago were released during the 20th century, mostly dealing with downtown and lakefront development. But in 1999, the Commercial Club reasserted a big-picture vision with "Chicago Metropolis 2020: Preparing Metropolitan Chicago for the 21st Century."

Produced with the assistance of the American Academy of Arts and Sciences, Metropolis 2020 is less about physical changes than policy changes, but it shares with the Burnham Plan a conviction that current growth patterns, left unchecked, could have more cost than benefit.

Metropolis 2020 takes as its starting point the notion that metropolitan Chicago, a six-county region, must improve its ability to compete with other regions for jobs and commerce. Like the Burnham Plan, it calls for improvements to transportation infrastructure, adding a heavy emphasis of education reform to improve the region's workforce. It calls for changes in housing and transit policy to keep the poor and working class from clustering in unsustainable concentrations; changes in zoning policies to eliminate the "perverse incentives" that drive suburbs to restrict themselves to low-density, high-cost housing; and changes in tax policies to, among other things, reduce the region's reliance on cars and improve public transit.

Also like the Burnham Plan, Metropolis 2020 calls for improvements to civic life. "We are more than economic ants working on an ever-growing ant hill," 2020's authors write, before making their case for improved environmental, medical, and social welfare policies.

What sets Metropolis 2020 apart is its attempt to grapple with a modern problem: how can planners and advocates solve problems at a regional scale, when the region is comprised of hundreds of overlapping and competing governing districts?

"For example," the report's authors write, "if one municipality declares its desire to remain exclusively a place for large-lot single-family residences except for a new industrial park intended to improve its tax base, little harm is done." But if every municipality chooses this outwardly attractive option, Metropolis 2020 continues, the overall effect is to weaken the region: open space is devoured, traffic problems increase, low- and middle-income workers are pushed farther away from jobs, and high-value taxpayers (the residents of these new large-lot homes) are drawn away from older suburbs and the city.

"The frequent result is a vicious downward spiral," the report concludes. When communities lose high-

How can planners and advocates solve problems at a regional scale, when the region is comprised of hundreds of overlapping and competing governing districts?

Northeastern Illinois Planning Commission's 2040 Plan

Local elected officials and planners have an important new set of tools to aid land-use decisions in NIPC's 2040 Regional Framework Plan. The comprehensive Plan is the culmination of an extensive public-involvement process that included 200 workshops where 4,000 participants expressed their vision of how the region should address growth through the year 2040.

NIPC is the official comprehensive planning agency for Cook, DuPage, Kane, Lake, McHenry, and Will counties which form the greater Chicago metropolitan area. Its official forecasts of population, employment and other socio-economic indicators are key inputs to the region's transportation agencies.

The 2040 Plan defines three basic elements — Centers, Corridors and Green Areas — to establish a framework for the region's communities to plan more effectively to deal with growth that NIPC forecasts will exceed 10 million residents and 5.5 million jobs by 2030.

The 2040 Plan was published on September 28, 2005 with a public celebration at Sears Tower. To request a print copy of the 2040 Plan, email info@nipc.org or phone 312-454-0400.

value residents, their tax base shrinks, forcing them to raise taxes, cut services, and grapple with new problems caused by concentrated poverty. "This, then, encourages even more businesses and residents to consider relocating."

Problems like these, states *Metropolis 2020*, call for regional mechanisms that can coordinate state, suburban and exurban governments, encouraging, for example, high-density zoning around public transit

routes. The plan rejects the notion of a full-bore "metropolitan government," calling instead for the creation of a Regional Coordinating Council which could use bond issues and incentives to encourage better transit, sewage, housing, and land use policies.

To implement its ideas, the Commercial Club founded a new organization, also called Chicago Metropolis 2020, charged with doing the legwork: organizing task forces, publicizing ideas, pushing for legislation, and advocating for change. Its executive council is heavy with CEOs and businesspeople, along with representatives of the public and nonprofit sectors, and it draws support from a wide range of private and corporate foundations. It was a driving force behind the merger of two regional planning agencies (see pages 14–19), and in recent years it has released a steady string of reports on regional issues such as traffic, freight, housing, and universal preschool.

THE CENTRAL AREA PLAN

If *Metropolis 2020* deals with sprawl and the problems caused by the depopulation of the urban core, the Central Area Plan (CAP) serves as a vision of how to draw people back to that core. At its most basic, CAP is about expanding downtown Chicago's population of workers and residents. But in the context of regionalism, CAP wants to reestablish downtown as a hub for all of what is often referred to as "Chicagoland."

Unlike *Metropolis 2020*, CAP is a product of municipal government, in this case the city's Department of Planning and Development (DPD). But like *Metropolis 2020*, CAP can draw a direct lineage to the Burnham Plan, as the DPD evolved from the original Chicago Plan Commission. And it conspicuously echoes Burnham in its introduction: "This is no little plan. This is a plan for urban greatness."

Once again, Burnham's vision is recalled in the shape of major renovations to roads, bridges, tunnels, and transit centers, along with parks, open spaces, and civic gathering places. CAP envisions a grid of greenways that includes riverside walks, landscaped boulevards, new squares over highways, and expanded lakefront parks. It calls for infrastructure and transit improvements that will allow the city's office district to expand into the West Loop, and it works in tandem with a municipal zoning reform effort that would help create a series of new residential and mixed-use districts while preserving older "character" neighborhoods.

Burnham's vision is also recalled in CAP's colorful and inspiring graphics that present detailed visions of parks, multi-leveled transit centers, dramatically expanded office districts, and pedestrian-friendly boulevards.

But CAP also brings a specific set of economic targets to the table. All of its developments are designed to effectively increase downtown's population. Its goals include:

- **Add 180,000 jobs**, the equivalent of eight Sears Towers;
- **Add 140,000 residents** — a 69 percent increase — in 36,000 new dwellings;
- **Add 3 million square feet of education space** (classrooms, dormitories, etc.), enough for 95,000 students;
- **Attract 35 million tourists and visitors annually**; and,
- **Add 7 million square feet of retail space.**

Hitting these targets requires improvements not only to downtown itself, but also to the entire regional transit network. CAP calls for development along existing transit corridors, improving regional rail service, and developing a high-speed train network that would tie the region's cities together. A central CAP strategy is to reduce car traffic, so it focuses heavily on strategies for luring residents, workers, and visitors onto public transportation.

The entire project is laid out over a timeframe stretching to 2021, calling for billions in investments and promising billions in returns. It seeks to guide the city's priorities in many areas, including zoning, transit investments, bond issues, parks, and environmental policies.

OTHER PLANS

Metropolis 2020 and the Central Area Plan think big in the tradition of the Burnham Plan, but they are hardly the only plans and agendas on the table. CAP is inextricably linked with Mayor Richard M. Daley's zoning reform and "green Chicago" plan. It also claims to work in harmony with the Open Lands Project's Regional Greenways Plan (developed in partnership with the Northeastern Illinois Planning Commission, or NIPC), Metropolis 2020 itself, and a dozen existing or developing district-level plans for specific areas like the East Loop, Cabrini North, Michigan Avenue, and the Chicago River.

Furthermore, at the public level major plans include NIPC's 2040 Regional Framework Plan, the CATS Regional Transportation Plan, the Illinois Department of Transportation's State Transportation Plan, the Regional Transit Authority's strategic plan, and a number of other plans from regional municipalities and government agencies. Among Metropolis 2020's major recommendations, now enacted, was the creation of a Regional Planning Board that merges CATS and NIPC; advocates are now calling on that board to help untangle this snarl of plans.

The potential for conflict over specific recommendations, to say nothing of their expense or difficulty even under the best of conditions, makes it unlikely that either Metropolis 2020 or CAP will ever achieve full implementation. But then again, only parts of the Burnham Plan ever reached fruition. Much of what did become reality was adjusted to suit changing conditions. But through its combination of visionary language and practical goals, the Burnham Plan provided a template for civic organization and boosterism that has lasted almost a century.

"The Plan long ago ceased to be a collection of proposals and Burnham a mere architect and urban designer," wrote the authors of the *Encyclopedia of Chicago*. "They have become landmarks in the cityscape, as palpable a presence for any planner or civic leader as the Sears Tower or the Outer Drive." By conspicuously invoking Burnham's legacy, the authors of Metropolis 2020 and the Central Area Plan both clearly indicate that they're trying to do more than provide laundry lists of projects and policy proposals. They are trying to provide that magic which might "stir men's blood."

... the
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Mobilizing Regional Change

THE STORY OF THE REGIONAL PLANNING BOARD

Bill Hangle, Jr.

On August 8, 2005, Illinois Governor Rod Blagojevich signed a law creating a regional agency charged with coordinating land use and transportation planning for all of northeastern Illinois: the Regional Planning Board (RPB).

To anyone unschooled in the politics of public bureaucracies, the new agency would seem unremarkable. It simply merged the region's principal transportation planner (the Chicago Area Transportation Study, or CATS) with its principal land use planner (the Northeastern Illinois Planning Commission, or NIPC, pronounced "nipsy"). The idea was that effective land use planning required full coordination with transportation planning, and vice versa. CATS and NIPC, decades old, were built for an earlier time, and when Governor Blagojevich signed the law he made their merger sound perfectly sensible.

"As Northeastern Illinois continues to grow and communities expand, we need to make sure we're planning ahead to accommodate the additional traffic and increased demand on our transit systems," he said. "By combining the region's existing planning authorities into one board, we can maximize our limited resources and improve coordination on both transportation and land use needs for the entire region."

But if the logic is simple, the process of merging two long-established public agencies is anything but. How did this particular fusion come to pass? Last August's announcement was the culmination of more than five years of sustained effort from civic groups, regional officials, and state legislators. On September 23, 2005, three key players gathered in Chicago's Hotel Monaco to explain to the Leadership Exchange how they did it.

LAUNCHING THE IDEA:

**Frank Beal,
Executive Director,
Chicago Metropolis 2020**

“We were persistent and annoying and repetitive, and we kept saying that it needs to be done.”

“The idea of merging CATS and NIPC and creating a stronger planning agency is at least a decade old,” said Frank Beal. “Civic organizations have been arguing this for a long time.”

Beal runs Chicago Metropolis 2020, a nonprofit created by the Commercial Club of Chicago to implement the ideas laid out in its 1999 report, “Chicago Metropolis 2020: Preparing Metropolitan Chicago for the 21st Century.” The CATS/NIPC merger was only one of that report’s recommendations, but it was an important one, since the Commercial Club saw the lack of strong regional institutions as a major barrier to effective regional development.

“The Commercial Club’s 1999 report was based on two simple ideas,” said Beal. “The first: Metropolitan areas [i.e. regions, not just cities] are the unit of economic competitiveness in the 21st century. There is where the race is won or lost, and if you’re not paying attention to the economy of the metropolitan area, you’re going to be missing something.

“And the second simple idea is that if you’re going to be a winner, you’ve got to have a strong physical and social infrastructure. For which you need strong regional institutions. We have strong local government and strong state government, but the regional institutions are nonexistent, inadequate, or weak.”

In the wake of the 1999 report, Metropolis 2020 began producing more specific recommendations, including transportation and freight plans. Each reiterated the need for a CATS/NIPC merger. “We produced a transportation plan,” Beal said. “But we don’t represent the people. We needed a public institution, and therefore we recommended that we should combine CATS and NIPC and create a new agency.

“Two years later, we came out with a report about freight,” Beal continued. “The number one recommendation was, create a regional planning agency. We were persistent and annoying and repetitive, and we kept saying that it needs to be done.”

Despite the predictable opposition to the merger, there were glimmers of support from the start. “We went to both CATS and NIPC’s boards from day one and told them our position,” Beal said. “The reaction we got

ranged from, ‘Mind your own damn business,’ to, ‘Yes, we agree,’ to, ‘Perhaps you’re right, but I can’t say anything.’”

So Beal and Metropolis 2020 began working to shape public opinion. The group pitched its ideas regularly to newspaper editorial boards. It sent the resulting editorials to legislators. Metropolis 2020 testified in Springfield, the state capital, when CATS was up for recertification as the region’s designated Metropolitan Planning Organization (MPO). It delivered letters of support from business groups and labor alike.

“Twice, over this period, we testified that CATS shouldn’t be recertified because they were doing transportation planning without consideration of land use planning, which is like one hand clapping — you can’t do it,” said Beal. “We got the leaders of the Illinois State Chamber of Commerce, the Chicago Chamber of Commerce, the Commercial Club, and the president of the Illinois AFL-CIO to sign a joint letter saying that they supported a regional planning board.

“So both labor and business are saying that our failure to do good planning is having an economic consequence on this region,” Beal said. “We’ve got civic groups and other interests weighing in. We’ve got editors saying it’s a good idea. We kept sending materials to the General Assembly saying, this is a good idea, all these papers think it’s a good idea, and you should think it’s a good idea.”

As support solidified, Chicago Metropolis 2020 hired a legal team to draft actual legislation. “You’re always in a better position if you’ve got paper with you,” Beal said. “Over the past decade, they have taken staff resources away from the legislators, so it’s a lot easier if you can provide the legislation. So we drafted a modern, 21st century law creating the regional planning board and circulated that among the legislature. That’s not what got passed — something else got passed — but it forced the issue.”

TAKING THE BATON:

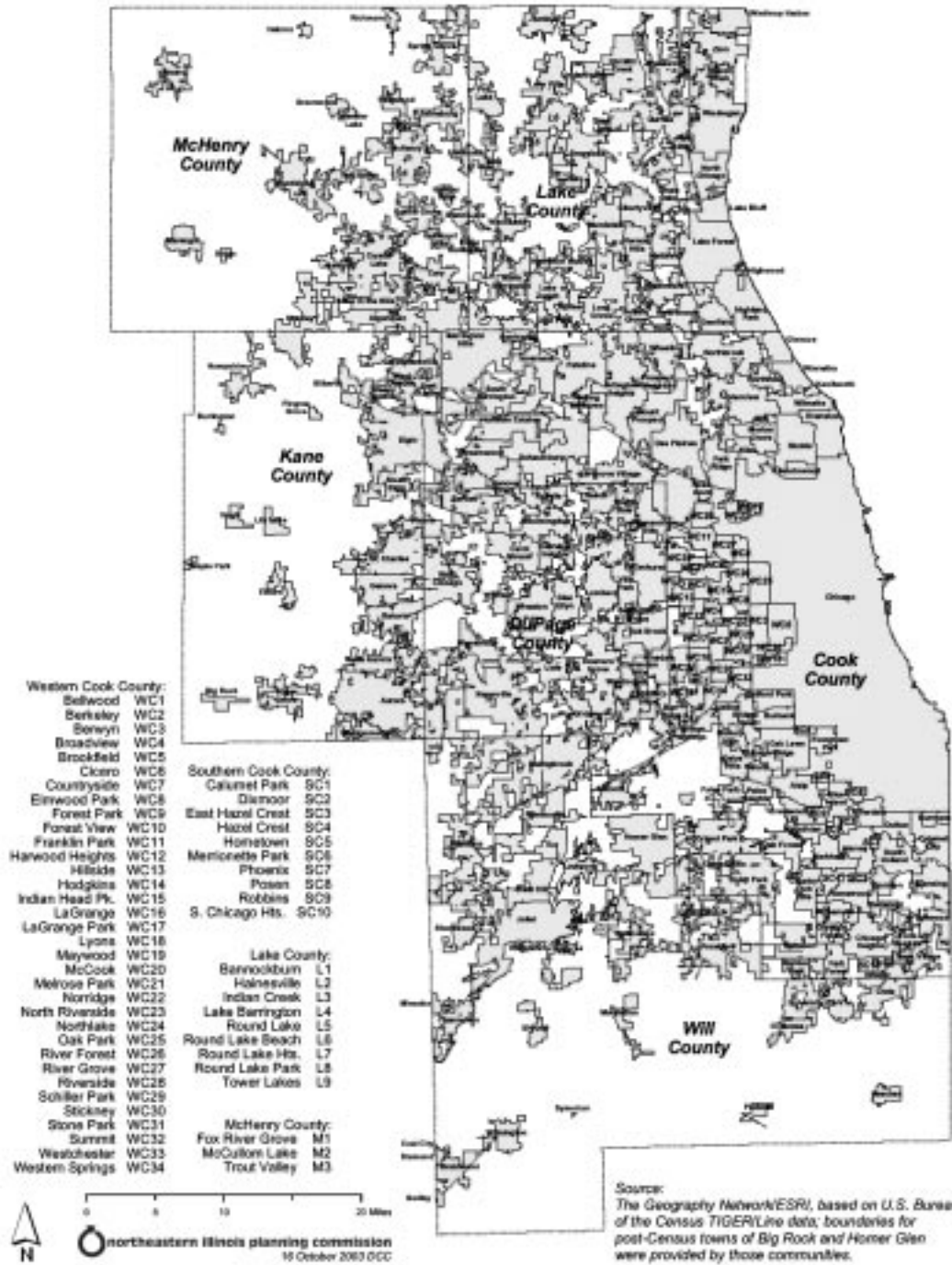
**David Bennett, Executive Director,
Metropolitan Mayors Caucus**

“The areas that get the dollars are those that have their act together.”

The greater Chicago area includes 272 separate municipalities, and in 1997, Chicago’s Mayor Richard Daley invited their leaders to join a Metropolitan Mayors Caucus. David Bennett, the Caucus’s executive director, had been hearing about a CATS/NIPC merger for 20 years, and he gave Chicago Metropolis 2020 a lot of credit for helping

The many municipal boundaries of Chicago's 6-county region

The Caucus served as an active broker between local mayors and county executives, interested legislators in Springfield, and staff at CATS and NIPC.



get it done. “Yes, they were annoying,” he said with a laugh, “but they were very helpful, too.”

But there were other players, and the Caucus served as an active broker between local mayors and county executives, interested legislators in Springfield, and staff at CATS and NIPC.

The mayors and local officials brought a bottom-line interest to the table. “In a day and age when there are limited resources available, the areas that get the dollars are those that have their act together,” said Bennett. “The mayors were very much interested in saying, ‘we want to be leaders in regional planning and land use efforts,’ and integrating into one entity the two entities we have now.”

The Mayors Caucus got formally involved in the merger debate in early 2004, when the Illinois General Assembly created a Transportation Task Force whose agenda included a CATS/NIPC merger, regional transit reform, and even the creation of a “transit czar.” “The whole effort got bogged down in politics,” Bennett said. “But the mayors said, ‘We really can’t give up on this idea of merging CATS and NIPC. We need to keep plugging at it and get it separated from these issues.’”

So Bennett went directly to the boards of CATS and NIPC and asked them to produce their own plan for a merger. It took some prodding, but they soon had a list of eight reorganization scenarios. “We said, ‘this is a great starting point. Now we need to whittle these down to one particular strategy,’” Bennett recalled.

That strategy would have to address the mayors’ three main concerns, the first of which was legal: the new agency had to be structured to keep the flow of federal dollars coming without disruption. “We did not want to jeopardize the state’s ability to get federal funding for highway and transportation projects,” said Bennett.

Their second concern was tactical: the mayors wanted the new agency to be potent enough to serve as an effective advocate. “There have been times when we stumble over ourselves,” said Bennett. “We’ve gone to Washington for transportation dollars where you’ve got the transportation authority coming, the mayors coming, the business community coming, and they’re all saying, ‘Here are our priorities.’ Sometimes they mesh and sometimes they don’t. This new agency should be something that can be a voice that marries all these concerns, so that when we go to Washington or Springfield, we’re all singing from the same hymnal.”

The third was simply about local control. “We wanted to make sure that local governments retained control over local land use and zoning decisions,” Bennett said. “There is always this overriding concern by mayors and county board executives that this Regional Planning Board might come in and tell them what types of zoning they need to have in their community, what types of businesses, what types of housing. It goes back many years in Illinois law that these are exclusively local rights, and the mayors wanted to make sure they were maintained.”

Meanwhile, as the Mayors Caucus, CATS, and NIPC were starting to hammer out a plan, legislators in Springfield were ready to move on legislation. State Representative Suzanne “Suzie” Bassi contacted the Caucus.

“The memo said, ‘We want some ideas by April 14th, and if you don’t give us your ideas we’re going to proceed without you,’” Bennett recalled. “So we took their challenge, geared ourselves up, and ended up hiring DePaul University’s Government Assistance Program to facilitate our discussions. While things got a little testy at times, we were able to come up with this bill.”

THE SPRINGFIELD SPONSOR:



**State Representative
Suzie Bassi**

“NIPC does land use planning. CATS does transportation planning. Why are they not working together?”

Representative Bassi, whose 54th District is a suburban area northwest of Chicago, knows well the perils that await those that even hint at challenging local control. “Illinois has 7,000 units of government,” she said, “more than any other state. We’re a local control state, and when you get involved in legislation, local control is a major issue.”

So she wasn’t surprised when fellow Republicans warned her away from any involvement with the CATS/NIPC merger. “My people said it would ruin my career, that I would never be able to get reelected if it took this, that it was nuts,” she recalled. “They said, ‘This kind of stuff would never pass, and why in the Sam Hill are you doing this, Suzie, when it doesn’t do anything for your area?’

“I said, ‘Yeah it does, it’s regional transportation, and if we’re not looking at regional transportation we’re cutting off our nose to spite our face.’”

Bassi, a former teacher, school board member, and self-described “soccer mom,” has been a legislator for seven years, and among her immediate concerns was the traffic congestion now endemic to the region, compounded by the lack of coordination between the region’s public transit agencies. She’d become convinced of the need for a merger over the course of serving as a member of the Assembly’s transit committee.

“After being involved in some of these earlier meetings with NIPC and CATS, I myself was saying, ‘NIPC does land use planning. CATS does transportation planning. Why are they not working together?’ she said. “This doesn’t make sense.”

“Thank goodness the Mayors Caucus got involved. . . .”

When Metropolis 2020 came along with its legislation, Bassi recalled thinking, “It’s about time. I want to be a part of it.” After conferring with Democratic colleagues, she decided to sponsor the legislation herself. “Most of the resistance is going to come from Republicans, so better it be a Republican who carries the legislation,” she said.

Among her first tasks was to push back against the original Metropolis 2020 legislation, which was felt to be premature. “My leadership said ‘Don’t you dare, because it will be disastrous, and how will we get people to negotiate if there’s something already out there?’ We went back and forth and back and forth, and everybody’s saying that this is a Daley plot and it’s going to ruin the suburbs and it’s not going to happen, and the city’s going to suck in everything. It was an interesting process,” she added with a laugh.

“Thank goodness the Mayors Caucus got involved. When I went to a couple of the planning groups, I’m sure they thought I was the devil personified: who’s this chubby little blonde who’s interested in regional planning? It was like, well, we’re looking for the same kind of thing, let’s get this done.

“It was also helpful that we could say, legislatively, ‘If you don’t do it, we will.’”

Bassi worked with Metropolis 2020 and the Mayors Caucus to craft something acceptable, and it wasn’t always easy. “At one point, Metropolis 2020 said, ‘It’s not strong enough,’ and then the mayors are saying, ‘It’s too much, we’re out of here,’ and then we get down to the week before the session and it’s filed and ready to go, and the parliamentarian says, ‘We’re not going to accept the language.’ So we went back and changed the language so we could get it to the floor.”

They rushed it through the House, and then went to work on Senate members who had the same concerns as many of her House colleagues. “The Republicans are going, ‘Oh no, you’re destroying the suburbs.’” Bassi said. “And I had to assure them that this was not what was going to happen, that we’d protected local control.”

The bill passed the House and Senate with unanimous support and was signed into law in August, 2005.

TODAY: An Agency Begins

In October, the Regional Planning Board began a three-year transition period. Board members and officers were announced, and the chair is Mayor Gerald Bennett of Palos Hills. The search for an executive director is underway. CATS and NIPC staff went on a joint retreat in December, identifying strengths, weaknesses, and goals ranging from enhanced regional economic growth to reduced asthma among the region’s residents. By early 2006 they will move into new offices in Chicago’s Sears Tower.

But if it is too early to judge whether the new agency meets its creators’ hopes and expectations, it is not too early to draw lessons. The merger was the result of a combination of forces: the regional business community’s concern for future growth, local mayors’ interest in accessing federal dollars while retaining local control, and state legislators’ interest in quality-of-life issues like traffic congestion and public transportation. It took a variety of proposals, counter-proposals, and negotiations, and it took a lot of work by public officials and citizen advocates alike.

Mostly what it took was a sustained effort to convince the region’s many players that a more effective regional institution could benefit them all. “What we’re talking about is not the structure or the legislation as much as we’re talking about the focus,” said John Parr, the head of the Alliance for Regional Stewardship. “The point of this sort of case study is that in some ways it matters less what the structure or policy is, and more how you mobilize the region to make something happen, whether it’s in Springfield — or in Harrisburg.”

“The point of this sort of case study is that in some ways it matters less what the structure or policy is, and more how you mobilize the region to make something happen, whether it’s in Springfield — or in Harrisburg.”

The Right Message at the Right Time to the Right People: Making the Right Case for Regional Initiatives

Scott Goldstein, Vice President for Policy and Planning, Metropolitan Planning Council



Long before state law made it a reality, Scott Goldstein was a strong supporter of the Regional Planning Board concept. Goldstein is a vice president with the Metropolitan Planning Council (MPC), a Chicago-based nonprofit that promotes smart, coordinated development. Over the last ten years, as the Chicago region has grown and simultaneously grown hungry for deals to support itself, the case for regional cooperation has become steadily easier to make.

“When I started in 1995, we had just finished a document called ‘The Case for Regional Cooperation,’” Goldstein recalled. “A week into the job, my boss said, ‘Go out to Lake in the Hills and give this presentation.’”

“Lake in the Hills is about fifty miles from here, and at the time its population was about 5,000 people. It was a dinner club type thing. All the mayors come together. They’re eating their chicken dinner, I gave my presentation, and there were no questions. And I left. It had absolutely no impact.”

But since then, between 1995 and 2005, metropolitan Chicago’s population has grown by 11 percent. Lake in the Hills is now home to 25,000 people. Fringe areas have new pressures, new problems, and a new impetus to work together. One of Goldstein’s favorite examples is the region’s joint courtship of Boeing’s new corporate headquarters. Chicago was competing with Denver and Dallas, so city, state, and suburban officials collaborated to create a list of possible sites across the region, with the understanding that they’d mutually accept whatever Boeing chose. When the company picked a downtown site, Goldstein said, the suburban mayors stuck with the deal.

What kept the infighting to a minimum was the mutual realization that Boeing’s choice would help the region, no matter where the actual bricks-and-mortar headquarters were, Goldstein said.

“The jobs in Boeing — where do these executives live? They don’t all live in Chicago,” Goldstein said. “A lot of them live in the suburbs, and pay taxes

in the suburbs. It benefits the entire region. If they had gone to the suburbs instead, Chicago would’ve benefited as well. What law firms would Boeing hire? A lot of law firms are headquartered downtown. I’m not saying there is no parochial fighting. There is. But when crunch time comes. . . .”

That mutual understanding is the result, in part, of steady pressure from planners and smart-growth advocates, said Goldstein. MPC supported the Regional Planning Board in part because it would keep that pressure from dissipating among competing planning agencies. “The division between CATS

and NIPC was not creating a seamless plan that the public understood, that could energize,” he said. “Our business leaders said,

‘we want the buck to stop somewhere. It doesn’t stop anywhere right now.’”

But ultimately, Goldstein said, spending agendas for big deals like the federal transportation package are worked out among the region’s politicians. “They’re not going to do it till the very last minute, which frustrates us to no end,” he said with a laugh. “And they’re not going to tell anybody about it. There’s no public process. CATS? Forget CATS. Forget NIPC. It’s the elected officials who, at the end of the day, make that choice.

“Now, it’ll all be based on good planning if we’ve done our jobs well,” he said. “Hopefully, we have educated these folks, so when the deal is made on what the top two or three projects are, they are good projects for the region. We’re not there yet, but I think we have a framework in place here that we didn’t have before.”

What is also in place is a greater awareness of the benefits of regional cooperation. “That speech, ‘The Case for Regional Cooperation,’ we used to go out and give it. We don’t do that anymore,” Goldstein said. “Now we’re into, ‘How do we do the next Boeing? How do we work together and make something happen?’”

“It’s the elected officials who, at the end of the day, make the choice.”

— Bill Hangle, Jr.

The Millennium Park Effect

CREATING A CULTURAL VENUE WITH AN ECONOMIC IMPACT

Edward K. Uhler, FAIA

Northern cities in the United States with a cold climate and a diminishing industrial base have to create new opportunities to compete in today's global economy. Retaining their existing population and businesses, maintaining healthy tax base, attracting new business, retaining and enhancing convention business and expanding tourism visits are among the critical economic elements that a city must have to be successful. In 1998, Mayor Richard M. Daley initiated a project that would change the way the rest of the world would view Chicago. He established a partnership with Chicago's generous philanthropic community and together they produced a spectacular cultural venue adjacent to the central business district that has become an economic dynamo. This cultural park has replaced all the other icons as the one that now defines Chicago to the world.

Aerial view of Millennium Park looking north.

Millennium Park, Chicago's newest addition to its extensive lake front park system, was formally opened with a grand celebration on July 16, 2004.

This 24.5 acre park, which is located at the north-west corner of Grant Park, Chicago's "front yard," has transformed 16.5 acres of commuter rail lines and a surface parking lot and another eight acres of shabby park land which fronted historic Michigan Avenue into an outdoor cultural venue. It is a place for Chicagoans and tourists to enjoy gardens, ice skating, outdoor and indoor concerts, restaurants, festivals and fairs, fountains and water features, and interactive public art.

Creating a New Chicago Icon

Many architects, landscape designers and artists have contributed to create this new Chicago icon. Frank Gehry designed the outdoor Jay Pritzker Music Pavilion, which has monumental stainless steel sculptural curls that surround the proscenium. The venue accommodates 11,000 people, 4,000 in fixed seats and 7,000 on the listening lawn. He also designed the sinuous, stainless steel clad BP pedestrian bridge. Hammond Beeby Rupert Ainge designed the 1,500-seat underground Joan W. and Irving B. Harris Theater for Music and Dance as well as the two north Exelon Pavilions, which generate electricity with their fully integrated curtain walls of photovoltaic cells. These cells convert the sun's energy into 68.8 KW of electricity annually.

Renzo Piano designed the two south Exelon Pavilions to recall the design of his future Art Institute of Chicago addition, which will be directly across the street from the park. The team of Kathryn Gustafson, Jennifer Guthrie, Shannon Nichols (GGN), Piet Oudolf and Robert Israel were selected after an international competition to design the Lurie Garden which metaphorically reflects the history of the site. The garden contains 140 perennial plant varieties and a total of 28,000 plants. OWP/P designed several elements along Michigan Avenue including the historic Peristyle replacement in Wrigley Square and the McCormick Tribune Plaza and Ice Rink. SOM provided the design for the other historic architectural features along Michigan Avenue and Muller and Muller Ltd. designed the 300-space underground commuter bicycle facility.

There are two art pieces within Millennium Park that have received extraordinary public acceptance because they provide a community experience that is very interactive. Anish Kapoor's Cloud Gate Sculpture on the SBC Plaza is a 110-ton elliptical object best described as a very large drop of mer-



Peter J. Schulz

The Crown Fountain

cury that is constructed of welded, highly polished, 1/4 inch thick, stainless steel plates that presents a seamless reflection of the park, the sky, and the fabulous Chicago skyline. Jaume Plensa's Crown Fountain consists of two 50 feet high glass block towers that face off in a reflecting pool. The towers project the faces of 1000 Chicago citizens on LED screens behind the glass, who during their five minutes of video exposure, expel a stream of water from the center of each tower for the last minute.

Millennium Park's many "enhancements" were funded by an extraordinary public/private partnership. The city's \$270 million commitment which was used to provide the park's infrastructure came from \$175 million in construction bonds that will be retired by the fees paid by people who park in the 2,200-space Millennium Garage built beneath the park and \$95 million in tax increment financing bonds provided by the Central Loop TIF. The private sector with \$1 million minimum donations from 105 individuals, foundations, and corporations has generated \$160 million for the Millennium Park enhancements and \$60 million as a separate campaign for the Harris Theater for Music and Dance. Ten of the donors gave between \$3 million and \$15 million to underwrite the special "enhancements" on top of the park. This combined total of \$220 million also includes a maintenance endowment of over \$30 million.

Edward K. Uhler, FAIA, was the Director of Research and Planning at the Chicago Park District until his appointment by Mayor Richard M.

Daley in 1998 as Director of Design for the Millennium Park construction project. He is now serving as Director of Planning, Architecture and Landscape for the completed Millennium Park.



Chris McGuire

Cloud Gate

Impact on Chicago's Economy

Millennium Park completely opened in the summer of 2004, but its impact on Chicago's economy was established years before since the park was opened incrementally. Real estate values and the property tax base were enhanced as early as the spring of 2000 when it was reported that a Michigan Avenue commercial building was sold for \$90 a square foot, more than double what the seller purchased it for six years before. The seller maintained that this substantial increase was because Millennium Park was under construction. As reported in *Crain's Chicago Business*, the opening of Millennium Park stimulated the sales of condominium projects along central Michigan Avenue "with buyers standing in line for hours to put down deposits, and sales contracts being signed at a faster pace than any other downtown neighborhood."

A total of seven condominium projects are attributing their successful sales to Millennium Park. The most prominent is the 57-story tower Heritage at Millennium Park which is now totally sold out and includes a unit that Mayor Daley will

be moving into. The average price per square foot of the Heritage was \$592 which puts it at a new top fee for the condo market. As reported in *Crain's*, Gail Lissner, president of Appraisal Research Counselors Ltd., a Chicago research firm that tracks condo sales, said "the opening of Millennium Park has had a huge effect on the market. It's really pulling that center of gravity in the condo market southward."

Millennium Park has created a very strong appeal for young professionals, retirees or "empty nesters" to move back downtown from the suburbs. The central business district not only has Millennium Park with its largely free cultural attractions, but it also has many other cultural institutions, proximity to many business and corporate headquarters, and the potential of great views of the park, the lake and Chicago's incredible skyline. The Millennium Park, Economic Impact Study prepared by URS and the Goodman Williams Group and released in April of 2005, calculated that the impact over the next ten years on the adjacent real estate market that is directly attributable to Millennium Park totals \$1.4 billion.

A second economic benefit of Millennium Park is its ability to attract new businesses or enhance the existing businesses. This factor will result in more jobs, increased tax revenue, maximize occupancy of retail spaces, expand hotel occupancy, and increase visits to the area's cultural institutions. The stretch of Michigan Avenue south of the river has always lacked the cache of the North Michigan Avenue's "Magnificent Mile." Until Millennium Park opened there were quite a few vacancies and the existing stores were not considered high end.

Central Michigan Avenue has always benefited from the many cultural institutions located there including the Art Institute of Chicago, the Chicago Cultural Center, Symphony Hall, the Fine Arts Building, the Spertus Museum, and four major universities and colleges. With the arrival of Millennium Park this area can now rightly claim the title of "Cultural Mile." The Harris Theater at the north end of the park also is the eastern anchor for the Randolph Street Theater District. Millennium Park sits at the nexus of all of this activity and has become the area's greatest asset. The benefits over the next ten years, as calculated in the Millennium Park, Economic Impact Study, will be from \$428.5 million – \$586.6 million for hotels, from \$672.1 million – \$867.1 million for restaurants, and from \$529.6 million – \$711.1 million for retailers.

In a recent *Chicago Tribune* article, the manager of the Moonstruck Chocolate Co., which struggled for three years before Millennium Park opened, was quoted saying "there's been a big increase in the amount of foot traffic, sales are up 50% from where they were last year."

Chicago also has to compete with cities with more favorable weather to retain existing and attract new businesses. The quality of life which includes cultural opportunities is a major consideration. The existence of Millennium Park played a role in attracting Boeing and BP subsidiary Innovent to locate their corporate headquarters in Chicago.

The third economic benefit provided by Millennium Park is the attraction of tourists. The largest segments are those traveling for pleasure whether they are from Chicago, the Midwest region or a foreign country. Three other tourist segments also will visit Chicago including those who attend conventions and meetings, those who have business related meetings and those who are here for personal business, visiting relatives or friends.

The Jay Pritzker Pavilion and the BP Bridge designed by one of the world's greatest living architects, Frank Gehry, have been significant tourist draws in their own right. When the Guggenheim Museum opened in late 1997, the industrial city of Bilbao, Spain, became an instant tourist pilgrimage, attracting 1.4 million visitors in the first year. The "Bilbao effect" is causing local and regional governments everywhere to look at innovative and unusual architecture to lure the tourist dollar. We now consider our new park to have a similar impact — the "Millennium effect" — although Chicago has much more to offer than Bilbao.

The first six months after Millennium Park opened over 2 million people visited. We expect that the yearly visitation will be in excess of 3 million. . . . The average expenditure for international visitors is \$300 per day and overnight domestic visitors is \$150 per day.

The first six months after Millennium Park opened over 2 million people visited. We expect that the yearly visitation will be in excess of 3 million. This attendance translates into significant revenues to be realized by Chicago businesses. The average expenditure for international visitors is \$300 per day and overnight domestic visitors is \$150 per day. As quantified in the Millennium Park, Economic Impact Study, total visitor spending over the next ten years from 2005 to 2015 will range between \$1.9 billion and \$2.6 billion.

The fourth economic benefit for Millennium Park is its ability to attract retirees. Baby boomers are looking for an active lifestyle with facilities, to work, live and play that anticipate their diminishing mobility and fixed incomes. Millennium Park is compact and universally accessible and it has mostly free programming. The Central Business District with all its proximity to cultural programming, excellent transportation, and wonderful health care is a logical place to retire. Senior citizens are also among the major constituents of Millennium Park.

Part of the Big Picture: Millennium Park and Downtown Development

The development of Millennium Park is a success story in its own right. But to be fully understood, it needs to be seen as an element of a larger plan whose goal is, in simplest terms, to expand downtown Chicago and fill it with more residents, workers, and visitors. This vision is laid out in the Central Area Plan (CAP), a product of Chicago's Department of Planning and Development.



"We really had an economic motivation from the get-go," said Jon B. DeVries, AICP, founding director of the Chicago School of Real Estate, Roosevelt University, and a CAP consultant. "We've had two decades of extraordinary economic growth in the central area of Chicago. How do we position ourselves to continue that growth, and maybe even expand on it?"

Chicago's downtown is generally defined as "the Loop" — a large rectangle of real estate nestled in the crook of the Chicago River. In recent years, commercial development has increased across the river in the so-called West Loop, while residential development has increased throughout the area, with over 30,000 units added since 2000.

CAP proposes using zoning changes and infrastructure investments, chiefly in public transportation but also in parks and streetscapes, to keep that boom going. Over the next 20 years, CAP's goal is to expand downtown with 7 million new square feet of office space, 180,000 office workers, and 140,000 residents, along with thousands more students and millions more visitors.

Millennium Park fits snugly into CAP's vision by boosting residential and retail development on the east side of the Loop, pushing commercial development west, and drawing visitors who will patronize the area's retail, hotel, and restaurant sectors.

The Park's economic impact has been "tremendous," DeVries said. It can be measured in increased demand for downtown services. DeVries estimates that the Park, with between 3 and 4.4 million visitors annually, increases hotel earnings by \$42-58 million a year, restaurant earnings by \$67-87 million, and retail earnings by \$53-71 million. And critically, it has helped downtown businesses replace suburban shoppers with tourists, conventioners, and Park visitors. The latter group's purchases now account for about 30 percent of downtown retail business, roughly comparable to what suburban shoppers provided a generation ago.

Less directly, the Park is helping turn offices to residential housing, and in turn provide commercial tenants for new office developments, mostly in the West Loop. "While we've added five new [office] buildings and seen our net demand stay relatively flat, vacancies haven't taken much of a hit," DeVries said. "The minute a [commercial] building moves from class A status to a more obsolete class B or C, residential developers are lining up to pick it up."

Much of that shift is happening in Millennium Park's East Loop area. "This was not a strong submarket before the Park," he said. Consumer interest also translates into higher property values, DeVries continued. "We're seeing an average bonus for units near the Park of \$100 per square foot; we're seeing absorptions of 30 to 50 percent faster than comparable projects away from the Park. That translates into an additional \$1.4 billion in residential values."

Thus, Millennium Park is a case study in how to create demand for downtown services and real estate. CAP's goal is to continue boosting that demand with other investments, simultaneously adding zoning changes that encourage the right mix of commercial and residential development, and preserve historic and "character" districts.

And while CAP contains detailed plans for downtown parks, including greenways, plazas, and riverside walks, the most critical investments will be in transit. The plan calls for an improved network of "transitways," mostly dedicated bus routes, that will help move workers and visitors in and out of the downtown core, along with a major new West Loop transit hub to anchor that area's commercial development. "We have to plan to accommodate an additional 180-200,000 commuter trips a day," DeVries said. "That is our challenge."

— Bill Hangley, Jr.

Millennium Park is a case study in how to create demand for downtown services and real estate.



Brook Collins

The Grant Park Orchestra performs on the stage of the Jay Pritzker Pavilion in Millennium Park.

The Importance of Millennium Park

A *Chicago Sun-Times* editorial published soon after Millennium Park opened sums up its impact and importance. “You can’t put a monetary value on public works that enhance the image and quality of life of a city. In so doing, they stand to draw huge numbers of city and suburban dwellers downtown to reclaim some of the communal urban experience that has been lost to draw people from outside Chicago to marvel again at the vision and cultural reach of this architectural First City. Cities are defined by progress as much as history. It is the function of architects and other artists to reflect both of those aspects of their identity — and, in doing so, declare their will and wherewithal to push into the future, no matter what dark threats may be gathering on the horizon. Even with all its finishing touches in place, the park won’t be perfect. But considering the burst of energy and new life it will bring to the city, any flaws will shrink in importance.”

A much more enhanced and perhaps more important benefit of Millennium Park is its effect on the self esteem of the residents of the Chicago region. They now have another destination for friends and visitors for which the almost universal response is pleasure and joy, and it is free. Millennium Park

has become an international press phenomenon and judging from the many different languages being spoken in the park the world is coming to Chicago. The large majority of the many visitors to Millennium Park are leaving with a smile.

Millennium Park’s many “enhancements” were funded by an extraordinary public/private partnership. The city’s \$270 million commitment . . . came from \$175 million in construction bonds paid by people who park in the 2,200-space Millennium Garage built beneath the park and \$95 million in tax increment financing bonds provided by the Central Loop TIF.

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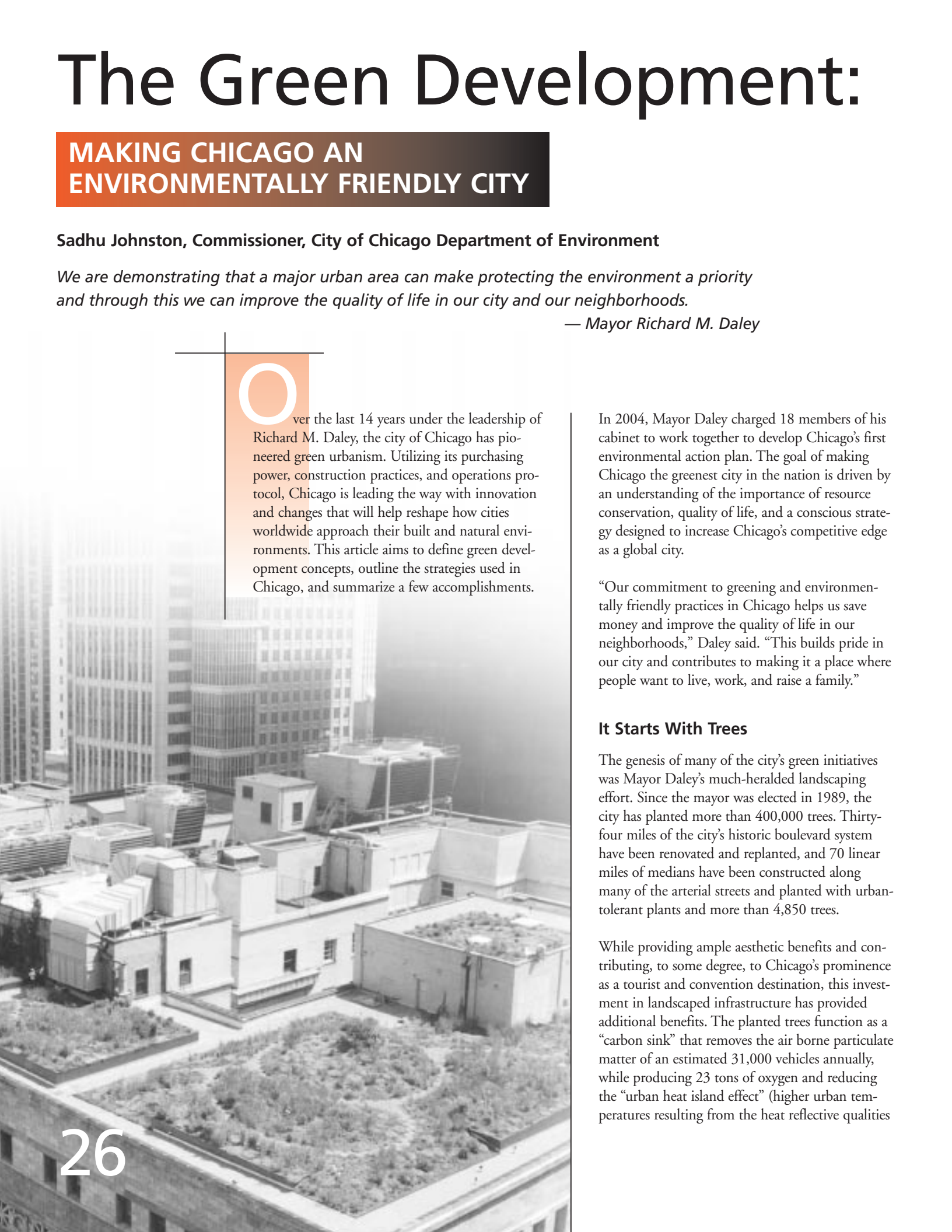
The Green Development:

MAKING CHICAGO AN ENVIRONMENTALLY FRIENDLY CITY

Sadhu Johnston, Commissioner, City of Chicago Department of Environment

We are demonstrating that a major urban area can make protecting the environment a priority and through this we can improve the quality of life in our city and our neighborhoods.

— Mayor Richard M. Daley



Over the last 14 years under the leadership of Richard M. Daley, the city of Chicago has pioneered green urbanism. Utilizing its purchasing power, construction practices, and operations protocol, Chicago is leading the way with innovation and changes that will help reshape how cities worldwide approach their built and natural environments. This article aims to define green development concepts, outline the strategies used in Chicago, and summarize a few accomplishments.

In 2004, Mayor Daley charged 18 members of his cabinet to work together to develop Chicago's first environmental action plan. The goal of making Chicago the greenest city in the nation is driven by an understanding of the importance of resource conservation, quality of life, and a conscious strategy designed to increase Chicago's competitive edge as a global city.

“Our commitment to greening and environmentally friendly practices in Chicago helps us save money and improve the quality of life in our neighborhoods,” Daley said. “This builds pride in our city and contributes to making it a place where people want to live, work, and raise a family.”

It Starts With Trees

The genesis of many of the city's green initiatives was Mayor Daley's much-heralded landscaping effort. Since the mayor was elected in 1989, the city has planted more than 400,000 trees. Thirty-four miles of the city's historic boulevard system have been renovated and replanted, and 70 linear miles of medians have been constructed along many of the arterial streets and planted with urban-tolerant plants and more than 4,850 trees.

While providing ample aesthetic benefits and contributing, to some degree, to Chicago's prominence as a tourist and convention destination, this investment in landscaped infrastructure has provided additional benefits. The planted trees function as a “carbon sink” that removes the air borne particulate matter of an estimated 31,000 vehicles annually, while producing 23 tons of oxygen and reducing the “urban heat island effect” (higher urban temperatures resulting from the heat reflective qualities

of asphalt and cement), decreasing the financial costs and pollution associated with air-conditioning systems. It is estimated that for every one degree citywide temperature is lowered, the city saves \$150 million.

In addition, the city's landscaping efforts have been credited with neighborhood revitalization. The West Loop, currently one of Chicago's hottest real estate markets, was one of the first neighborhoods to receive an investment in arterial planted medians. This area of once largely abandoned industrial buildings has since become a destination for urban professionals and the restaurants, clubs, and retail markets that serve them. In 2004, *The New York Times* reported "snickers have turned into a growing chorus of cheers as tree plantings, elaborate landscaping, and streetscape designs have become the catalyst for neighborhood revitalization."

Green Construction

The city is also committing to building all of its facilities in an environmentally sound manner. On June 10, 2004, Mayor Daley announced the city's adoption of The Chicago Standard, a new set of construction standards guiding the design, construction, and renovation of municipal facilities. The Standard commits the city to achieving the Leadership in Energy and Environmental Design (LEED™) certification by the U.S. Green Building Council. Adoption of the Standard will result in buildings that save 15 to 20 percent in energy costs annually, conserve water and other natural resources, and provide healthier, more productive indoor environments.

The city's most notable green building effort is the award-winning Chicago Center for Green Technology, home of numerous environmentally-oriented companies and city services. Its three green libraries feature solar panels, recycled building materials, and high-efficiency HVAC systems. Several green fire stations and public schools are in development, and a new green police station is being used to monitor the cost savings of high-performance buildings. The first green buildings were constructed at a 6-8 percent premium, but as the construction industry and city staff have learned more, the additional costs for green buildings have been virtually eliminated.

The city of Chicago is also considered a leader in promoting green roofs as a sustainable alternative to the traditional roofing system. Green roofs replace traditional roofs with a growing medium and living plant life (see sidebar on page 29). Meanwhile, the Department of Transportation has implemented a series of other environmental initiatives: recycled tire rubber in the grates around sidewalk trees, recycled

asphalt in 20-30 percent of new Chicago street asphalt, recycled fly ash (a by-product of coal fired power plants) in city-poured concrete, and low-energy LED lights in stolights.

These efforts highlight another important benefit of the city's policy — economic development. Creating a market for an industry that did not exist a few years ago has led to the development and expansion of businesses and jobs that support this new economic engine as well as the development of new relationships between the roofing and landscaping industries. And a city program called Greencorps Chicago was started to train residents for jobs in the greening industry, placing close to 200 residents in landscape jobs.

2001 Energy Plan and Utilization of Renewable Energy

In 2001, Daley laid out a strategy to assure Chicago's energy sources would be clean, affordable, and reliable. The 2001 plan addressed the central role energy plays in the everyday life of Chicagoans and was designed to protect consumers, promote economic growth, and protect the environment.

"Using solar electricity is consistent with our goal as a city to expand the use of renewable energy. Chicago is committed to leading by example and incorporating technology that will not only save money but is good for the environment and the overall quality of life for our residents," Daley said. The city's accomplishments since 2001 include:

- Energy efficiency retrofits have been completed for over 15 million square feet of city and allied agency facilities. The city has installed LED lighting at more than 450 intersections in the city, saving over 17,000 MWh annually;
- Mayor Daley set a target of 20 percent of the city's energy to come from renewable resources by 2006; by 2003 10 percent was achieved;
- City departments have 93 Compressed Natural Gas (CNG) vehicles and 161 Ethanol (E85) vehicles. The city also uses 25 hybrid sedans for a car-sharing program for city employees, and runs a free, natural gas-powered "trolley" fleet that transports tourists and other visitors around downtown.

In addition, the city helps promote environmentally health practices by providing recycling programs. And, it provides assistance and incentives to green construction and renovation projects and works to break down barriers in the building codes that discourage environmentally friendly construction.

Since the mayor was elected in 1989, the city has planted more than 400,000 trees.

The city estimates that for every one degree citywide that the temperature is lowered, the city saves \$150 million.

Green Residential Development

For years, Chicago has worked to incorporate green building into residential development through demonstration projects, programs, and policies, such as the citywide Energy Conservation Code and the green residential standards required for residential projects funded by the city.

The Green Bungalow Initiative, for example, was designed to test the feasibility of green renovations for this classic Chicago house type. Nearly one-third of Chicago's single-family homes are bungalows. In 2001, the city employed a team of green building experts, a historic preservationist, and residents to assess and implement different green building systems. Four bungalows modeled different design techniques, testing renovation strategies like geothermal heat systems (whose savings were negligible) and high-efficiency furnaces and water heaters (which demonstrated savings of up to \$849 a year).

The city of Chicago partnered with the Historic Bungalow Association and the Illinois Clean Energy Community Foundation to provide \$5 million in grant funds to historic bungalow owners. The grants can be utilized for the installation of solar heating systems, energy and/or water efficiency improvements or other green building strategies.

The city also hosted a design competition to build five affordable green homes. Out of 73 submissions, five winning entries were built. Each highlighted different green building features: green roofs, natural ventilation, non-toxic paints and finishes, and carpets made with recycled materials. The Chicago Housing Authority and the Chicago Department of Housing integrated many of the winning entries' concepts into the construction and rehab of nearly 25,000 housing units as part of the historic Plan for Transformation.

The City that Bikes

The city also promotes travel by bicycle. In 2001, *Bicycling Magazine* selected Chicago as the best "big" city for bicycling in North America. This recognition was due in large part to the success of The Bike 2000 Plan. Prepared in 1992 by the Mayor's Bicycle Advisory Council, the plan identified 31 strategies to encourage bicycling in Chicago. Almost all of these strategies have been addressed to date, including:

- Establishing a network of 100 miles of on-street bike lanes and 47 miles of off-street trails;
- Installing 10,000 bike racks — more than any other city in the United States;

"Delegations come from all over the world to see these keystone projects. They are worth their weight in gold. Any money that they cost initially is paid off by the excitement that they build."



*Mayor Daley (right)
on Chicago City Hall's
green roof.*

- Permitting bicycles on CTA trains and equipping the fleet of 2,000 buses with bike racks;
- Producing award-winning educational publications, including the Chicago Bike Map, Safe Bicycling in Chicago, and Kids on Bikes in Chicago;
- Staging innovative outreach programs, such as Safe Routes to School, the Bicycling Ambassadors, and the annual Bike Chicago festival, which have encouraged 750,000 Chicagoans to bicycle.

A bike commuter station located within Millennium Park is the most recent addition to Chicago's bicycle infrastructure, featuring 300 indoor secure bike parking spaces. The facility provides free parking, bike repair services, bike rentals, and equipment sales, as well as numerous membership benefits such as access to lockers and showers. Partially powered by solar panels and ventilated naturally, the facility is also home to the Chicago Police Bike Patrol.

By providing effective public transportation, and extensive bike infrastructure, Chicagoans are given an alternative to automobile ownership, which frees up funds and makes Chicago a more affordable place to live. The estimated \$6,000 annual cost of car ownership can be utilized for housing, food, or entertainment.

A Green City Is a Healthy City

The innovation underway in Chicago and other cities demonstrates that cities can contribute positively to redefining our society's relationship to the natural world while improving quality of life and becoming more economically prosperous.

Cities can capture rainwater and utilize it as a resource instead of paying the financial and environmental costs of sending it from one pipe to another. Cities can be designed and built to encourage citizens to get out of their cars and onto bikes or the sidewalk. Cities can lead by example by incorporating cutting edge environmental strategies into our daily practices. The implications for improving the lives of billions of people around the world rely on taking these efforts to the next step. We invite you to join us in redefining how cities function and in making the lives of city dwellers even more wonderful.

Editors' Note: This article is adapted from the original in *Economic Development Journal* (vol. 4, No. 2, Spring 2005) published by the International Economic Development Council, 734 15th Street, N.W., Washington, D.C. 20005, www.iedonline.org.

From Deutschland to Chicagoland: Green Roofs

At the root of Chicago's green roof success lies yet another Richard M. Daley epiphany. "In the late 90s, the Mayor went to Europe and was traveling around Germany, and he saw green roofs," recalled Sadhu Johnston, Commissioner of Chicago's Department of the Environment, as he spoke to Exchange participants about the greening of Chicago. "He realized that we have some of the most prime real estate in the world, right in our downtown cities: hundreds of acres are rooftops, and they're vacant.

"The mayor knew he wanted to take this idea and bring it to Chicago. And just like when he planted the medians, just like when he took over the schools, just like with public housing, he's always got these ideas that people say are impossible, and he pursues them anyway."

The modern green roof is a lightweight mini-meadow of wildflowers and grasses, usually planted in as little as four inches of soil. They've been used for decades in Europe, and the latest technology allows them to weigh as little as 15 pounds per square foot, comparable to the weight of gravel ballast used on many roofs. In addition to looking great, proponents say they provide insulation, manage stormwater, reduce the ambient temperature around the building, and preserve the roof itself.

Chicago's first green roof went up on City Hall in 2001, installed by Roofscapes, Inc., a Philadelphia firm. Now the city requires any municipally-funded building project to include one. Johnston said that **Chicago currently has approximately two million square feet of green roofs.**

"Green roofs are being recognized as tools to solve many of our environmental problems," Johnston said. "The temperature on a green roof is about 80 degrees in the summer, where a black roof is at least 120 degrees. We figure if we can get enough of them in downtown Chicago, we can actually bring down the temperature and make the city a more comfortable place to live. They also absorb stormwater. When we get a major storm, we often get a surge of raw sewage entering the river. Green roofs catch that stormwater and they hold it for a 48-hour period."

From the surrounding office towers, City Hall's roof looks like a fuzzy green lawn. "We're saving about \$10,000 a month; we're not needing to heat and cool as much because of the insulation," Johnston said. "We've got beehives on the roof. We harvest the honey and auction it off. There's a rumor that real estate values around City Hall are going up because you've got this beautiful, 20,000 square foot meadow. Instead of looking down on a black roof with a bunch of HVAC units sticking up, there are flowers that bloom throughout the year. It's always vibrant up there. There are butterflies and dragonflies — it's a very interesting experience.

"And free press that you get!" he added. "Delegations come from all over the world to see these keystone projects. They are worth their weight in gold. Any money that they cost initially is paid off by the excitement that they build."

— Bill Hangley, Jr.

Despite losing three days in the office, Leadership Exchange participants stated uniformly that they gained tremendously from the experience. Talking, dining, and traveling together made for new partnerships — and friends.

GREATER
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Bringing It All Back Home

WHAT THEY SAY:

This group of participating civic leaders is now able to reflect on their common experience and draw lessons and new relationships among ourselves. New bridges among us will make attacking our challenges together more likely.

— *John P. Claypool, AIA,*
Executive Director, American Institute of Architects, Philadelphia Chapter

If Philadelphia is going to grow . . . Philadelphia is going to have to think big again. And we're going to have to learn . . . lessons from Chicago: act regionally, plan ahead, work together for one future, and think big. We are in competition not just with Chicago but with vibrant metropolitan areas throughout the nation and the world.

— *Andrew A. Chirls, Chancellor,*
Philadelphia Bar Association and Partner, WolfBlock

I think what I saw more than anything is the importance of what leadership means, particularly coming out of the mayor's office.

— *Dwight Evans, PA State Representative*

We learned that we ourselves could accomplish a great deal if only we could get past our self-imposed limits and give ourselves permission to go forward.

— *John F. Smith, III, Partner, Reed Smith LLP*

I was so struck by the mayor's insistence that arts and culture is the brand for the city (and the region) and without arts and culture it would be just another city. I think if our government and business leaders could understand that, we would be on our way to having great pride in our city — we certainly have the cultural product. I also think Ben [Franklin] would agree!

— *Peggy Amsterdam, Executive Director, Greater Philadelphia Cultural Alliance*

A Challenge to Take Action

As Editor Bernard Dagenais wrote a month ago, this region doesn't lack thoughtful analyses of Greater Philadelphia's challenges and opportunities. Nor do we lack accomplished individuals and organizations who wake up every day trying to improve our communities. Somehow, though, the analyses, the ideas and the doers often fail to meet in major sustained initiatives to improve our region.

That can change. Recently the Pennsylvania Economy League, on whose board we both serve, led the Greater Philadelphia Leadership Exchange, a team of 72 regional leaders — bank and college presidents, chamber leaders, CEOs of major arts and environmental organizations and board chairs of social service agencies — on a quest to Chicago to learn how things get done there.

We served as co-chairs of the exchange, and spent 12 hours a day for three days meeting with an equally broad range of Chicagoland leaders for a series of passionate, informed discussions of what works and why. We can now tick off several impressive regional accomplishments in Chicago: Millennium Park, a \$400 million downtown park and instant civic icon, built with significant private leadership and funds; the Metropolitan Mayors Caucus, a gathering of mayors from 272 regional communities united to speak with a regional voice; a legislative victory to create a Regional Planning Board, championed by Metropolis 2020, a highly influential business-led regional civic organization.

We walked away with powerful lessons about how regions can compete and win.

Leadership matters. Leadership from Mayor Richard M. Daley's expansive vision, attention to details and insistence on first-rate execution are omnipresent; private sector leadership to rock the boat without sinking it; and leadership to champion issues across state political boundaries. Philanthropic leadership to connect people and ideas.

Think big, plan big, and stay on a positive message. Leaders in Chicago echo often the words of Daniel Burnham, the legendary Chicago architect and planner: Make no little plans. They have no magic to strike man's blood. . . . More than one Chicago speaker sent ripples through the crowd by referring to Chicago as the "Center of the World."

Talented leaders of good will must cross political boundaries, boundaries between public and private sectors, ideological boundaries, boundaries between boosterism and problem-solving.

We've returned with a renewed sense of our region's outstanding assets — history, culture, access and authenticity — and heightened determination to raise our collective expectations for our region. And we know that to realize those aspirations, we've got to organize and act. Maybe we didn't just conclude a trip, but instead began a movement.

*Tim Cost is executive vice president, Aramark Corporation
Daniel E. Fitzpatrick is president, Bank of America – Pennsylvania.*

Source: Philadelphia Business Journal,
Sept. 30 – Oct. 6, 2005

The Leadership Exchange . . . helped me to focus on not just thinking big, but knowing that we can actually accomplish big things by working in concert. I am truly convinced that the spirit of Benjamin Franklin is alive and well in Philadelphia and the entire region. We must now convert that spirit to action and momentum soon. I am very excited to be a part of it.

— *Christopher M. Veno, Principal, Trion Group, Inc.*

What an energizing experience. I really appreciated the opportunity and look forward to the action that takes place as a result of working with so many people who are committed to this region.

— *Kimberly A. Hall, Chester County Chamber of Commerce*

I have more positive energy and hope that together we can make significant progress for Philadelphia than I have for a long time. I feel privileged to have been a part of the experience, and I'm looking forward to the next bold steps.

— *J. Blaine Bonham, Jr., Executive Vice-President, Pennsylvania Horticultural Society*



Greater Philadelphia Leadership Exchange Participants

Laurie Actman	<i>Chief Policy Development Officer, CEO Council for Growth</i>
Elmore Alexander	<i>Dean, Professor of Management, Philadelphia University</i>
Peggy Amsterdam	<i>President, Greater Philadelphia Cultural Alliance</i>
Mary Stengel Austen	<i>President & CEO, Tierney Communications</i>
John K. Ball	<i>President, Shoemaker Construction Co.</i>
J. Blaine Bonham, Jr.	<i>Executive Vice President, The Pennsylvania Horticultural Society</i>
Lauren Bornfriend	<i>Executive Director, Philadelphia Parks Alliance</i>
Daniel E. Bosin, AIA	<i>President, Daniel Bosin Associates LLC</i>
Gregory O. Bruce	<i>Dean, School of Business Administration, LaSalle University</i>
Andrew A. Chirls	<i>Partner, Wolf, Block, Schorr & Solis-Cohen LLP</i>
Della Clark	<i>President, The Enterprise Center</i>
John P. Claypool, AIA	<i>Executive Director, American Institute of Architects</i>
Jeff Constable	<i>Consultant, SpencerStuart</i>
Timothy P. Cost	<i>Executive Vice President, ARAMARK Corporation</i>
Patricia A. Coulter	<i>President & CEO, Urban League of Philadelphia</i>
Karen Daly-Smith	<i>Principal & Area Leader, Trammell Crow Company</i>
Paul Decker	<i>President, Valley Forge Convention and Visitors Bureau</i>
Joanne Denworth	<i>Senior Policy Manager, Governor's Policy Office</i>
Jeff DeVuono	<i>Senior Vice President, Brandywine Realty Trust</i>
Elizabeth Dow	<i>President, LEADERSHIP, Inc.</i>
Brian K. Edmonds	<i>Managing Principal, Key Commercial Real Estate Advisors</i>
Dwight Evans	<i>State Representative, Pennsylvania House of Representatives</i>
Happy Craven Fernandez	<i>President, Moore College of Art & Design</i>
Daniel K. Fitzpatrick	<i>President, Bank of America, PA</i>
Oliver St. Clair Franklin	<i>President & CEO, International House of Philadelphia</i>
Anthony Fullard	<i>Director of Economic Development, African American Chamber of Commerce of PA, NJ, & DE</i>
Terry Gillen	<i>CEO, The Collegiate Consortium for Workforce and Economic Development</i>
Sallie A. Glickman	<i>Executive Director, Philadelphia Workforce Investment Board</i>
Gloria Guard	<i>President, People's Emergency Center</i>
Kimberly A. Hall	<i>Senior Vice President, Chester County Chamber of Business and Industry</i>
Beverly A. Harper	<i>President, Portfolio Associates, Inc.</i>
Feather O. Houstoun	<i>President, The William Penn Foundation</i>
Christopher Howard	<i>Classified Advertising Director, Philadelphia Newspapers, Inc.</i>
Erik Kolar	<i>President & CEO, Patriot Equities</i>
Nancy Lanham	<i>Executive Director, Delaware Valley Grantmakers</i>
Paul R. Levy	<i>Executive Director, Center City District</i>
John MacDonald	<i>President & CEO, Impact Services Corporation</i>
Brett Mandel	<i>Executive Director, Philadelphia Forward</i>
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