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Coastal Zone  
Information  
Center

# SOUTHEAST

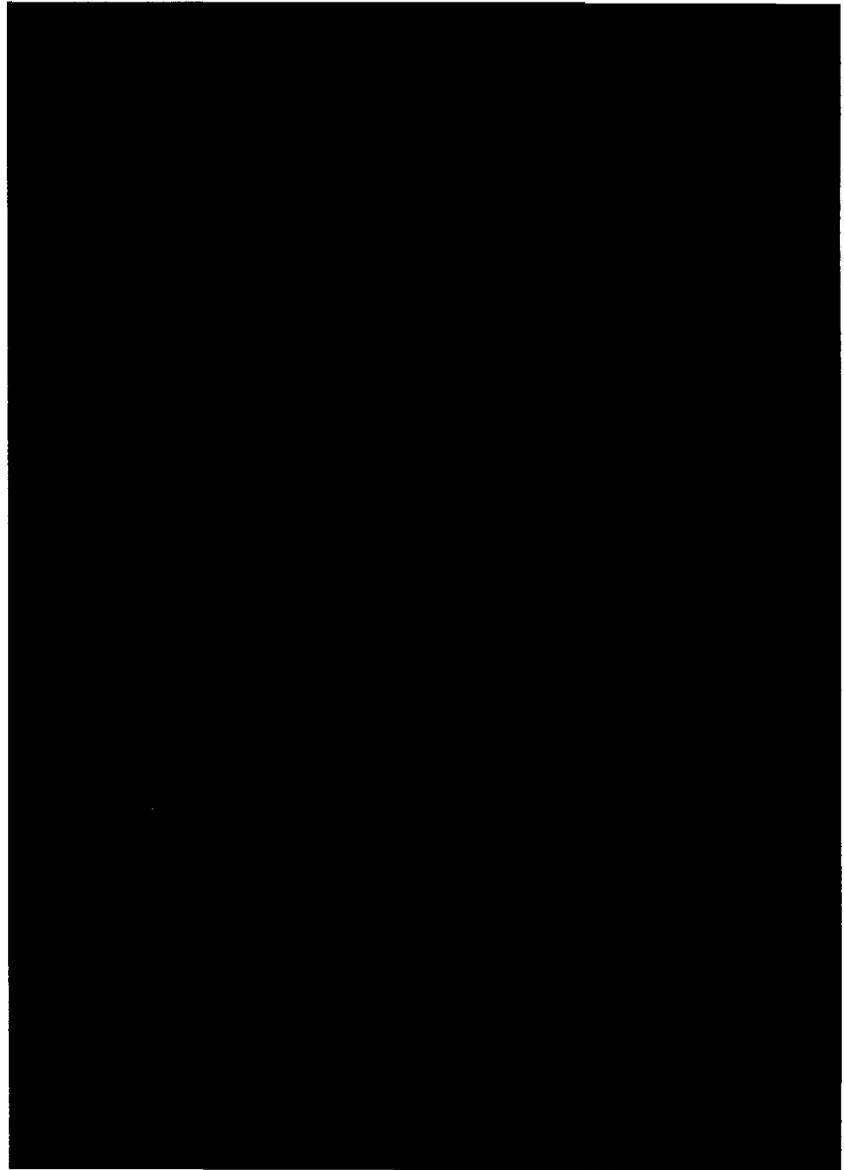
## DEVELOPMENT AREA

JUN 14 1977

COASTAL ZONE  
INFORMATION CENTER

Department of Development and Planning

*Illinois, City of Chicago, Dept. of Development & Planning*



City of Chicago, Richard J. Daley, Mayor

# Southeast Development Area

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City of Chicago, Richard J. Daley, Mayor

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Lewis W. Hill, Commissioner of Development and Planning

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July 1968

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HT 165. C535 1968

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## PURPOSE OF THE DEVELOPMENT AREA REPORTS

The Development Area reports have been prepared to inform Chicago citizens of the meaning of the *Comprehensive Plan's* recommendations for each area of the city, to aid in the exchange of information about community needs between citizens and government that is necessary to the development of a cooperative planning process, and to facilitate the coordination of plans and programs for community improvements. There are 16 Development Areas, covering the entire city, each with a population of 150,000 to 300,000 people and with a land area of 6 to 20 square miles.

The Development Area reports suggest land use changes, residential and industrial improvements, transportation improvements and community facilities and social programs needed to achieve the goals of the *Comprehensive Plan* in each area. The reports are intended to stimulate community discussion of issues, problems, and solutions. This discussion will lead to formulation of a planning framework for each area to be used by government and citizens for scheduling and co-ordinating programs and community improvements.

The various kinds of projects that the city undertakes need to be co-ordinated if they are to produce maximum benefits for the communities they serve. Experience has demonstrated that Chicago is too large to deal with as a whole in co-ordinating and scheduling specific projects. Thus, the Development Areas represent a very practical means of focusing the planning process on localized needs and conditions while remaining within the context of city-wide *Comprehensive Plan* policies and goals.

The recommendations in the Development Area reports are ideas and suggestions for consideration. They do not represent final plans for the areas, nor do they cover all issues. The reports recognize that not all planning problems have clear or immediate solutions and in some cases, questions are raised in the expectation that the best solution will evolve through community discussion.

### The Review Process

Four steps will be followed in reviewing and revising the Development Area reports:

—Each Development Area report will be distributed to civic organizations and other private groups, both within the local area and city-wide.

—Representatives of City Government will meet with groups and individuals in each area to discuss the report. Findings will be modified, other ideas sought, and approaches to resolving issues will be explored.

—Appropriate revisions in the proposals will then be made, which will result in a planning framework for the Development Area. After public discussion, the planning framework would be adopted by the Chicago Plan Commission as a policy guide in reviewing projects and programs for the area.

—Using the planning framework as a guide the Department of Development and Planning will work with other agencies to modify and co-ordinate programs and projects to meet the area's critical needs and to achieve local objectives.

Chicago is constantly changing. Therefore, from time to time, each planning framework will be reviewed and adjusted or amended to reflect new needs or changes in objectives as they are identified in the continuing process of planning.

### From Plans to Action

In recent years new transportation facilities, urban renewal, and other public and private developments have greatly improved the city's appearance and livability, and the opportunities and capabilities of its people. Still greater effort and further improvement will be necessary if Chicago is to meet its commitment to the strategic objectives of the *Comprehensive Plan*. In the coming years sections of the city must be rebuilt or rehabilitated to meet the rising expectations for living standards of all its people. New ways must be found for meeting social concerns, for strengthening capabilities and for broadening opportunities. Achieving the kind of city envisioned in the *Comprehensive Plan* will call for the ideas, widespread support, and involvement of all of the people of Chicago.

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## SOUTHEAST DEVELOPMENT AREA

The Southeast Development Area is a residential section of the city generally bounded on the west by the Dan Ryan Expressway, on the north by 67th Street, on the east by the South Chicago Line of the Illinois Central Railroad and on the south by industrial areas and vacant lands south of 95th Street. It includes all of the traditional community areas of South Shore, Calumet Heights, Burnside and Avalon Park, and parts of South Chicago, South Deering, Roseland, Chatham and Greater Grand Crossing.

The early settlement patterns in the Southeast Development Area were directly related to the growth of industrial and transportation facilities. Railroad lines defined communities and provided passenger and freight service into and out of the area.

Industrial concentrations to the east and south in the adjacent Far Southeast Development Area, and in Lake County, Indiana, further to the southeast, have remained important sources of employment. Their continued development will remain a major influence on the area's residential and commercial patterns.

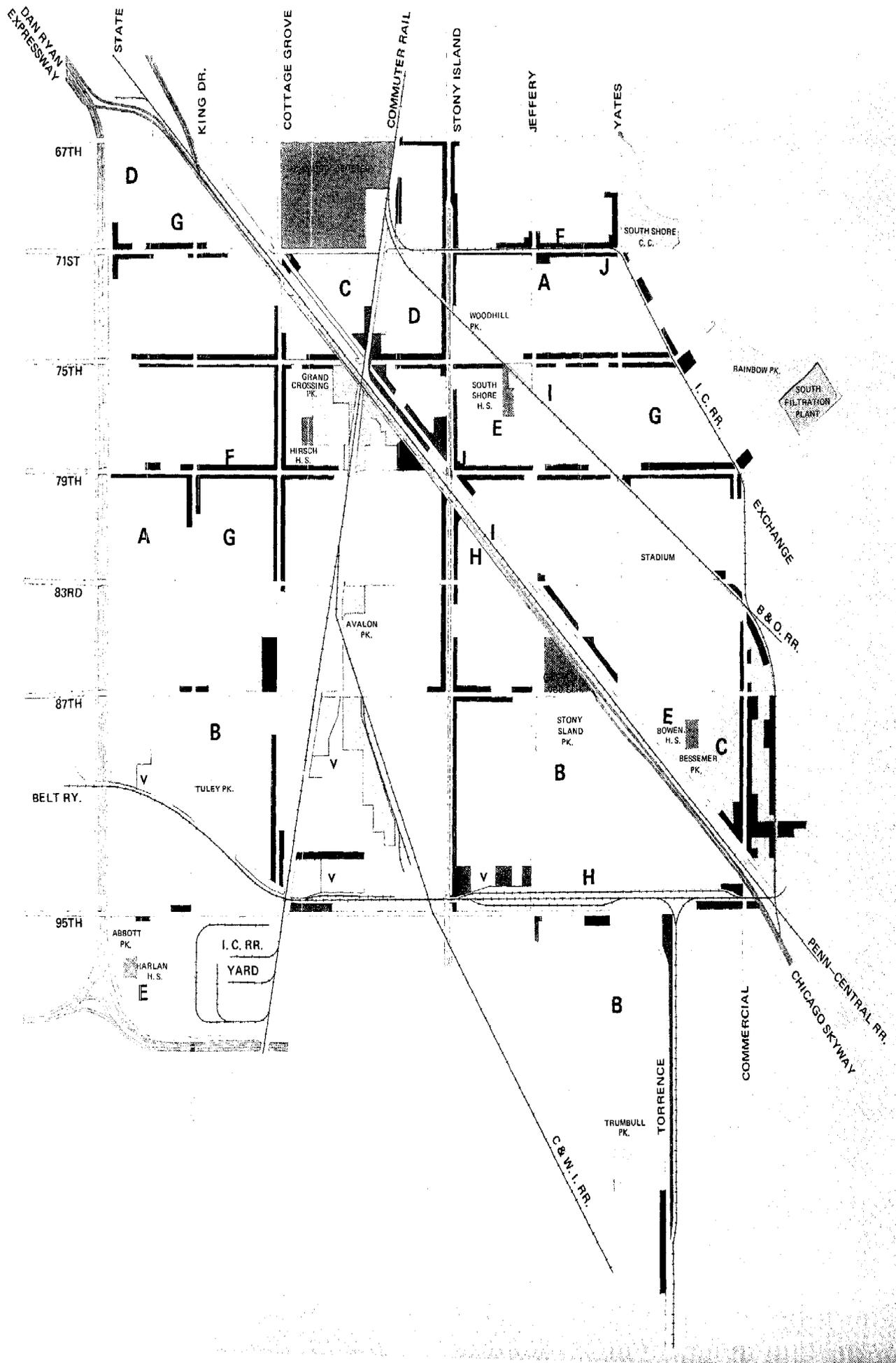
Commercial concentrations are located at 91st and Commercial, 67th and Stony Island, 71st and Jeffrey, 75th and Cottage Grove, 75th and Exchange, and 79th and Cottage Grove. Several of these areas are experiencing deterioration and reduced volumes of business.

The residential pattern in the Southeast Development Area was established shortly after World War I in Chatham, South

Shore, Greater Grand Crossing, Avalon Park, Calumet Heights and Roseland. Since World War II, many single-family homes have been built in these areas as well as in South Chicago, Burnside, and South Deering. This recent growth was initiated by the post-war demand for modern single-family housing, and later reinforced by greatly increased accessibility provided by the Dan Ryan Expressway. While Greater Grand Crossing, South Shore, and Chatham consist largely of apartments, the other communities contain between 60 and 80 per cent single-family homes.

As the communities in the southern portion of the Development Area underwent a construction boom during the 1950's, the northern communities began to undergo population changes. The concern of both old and new residents with these changes has encouraged widespread community action. These actions have taken the form of organizations for creating stable, racially integrated neighborhoods, and promoting development and rehabilitation of the older communities.

The Southeast Development Area has two types of recreation facilities—community parks and the lakefront facilities at Jackson Park and Rainbow Beach. Future development of recreation facilities should build upon these elements, extending their potential into the neighborhoods they serve.



## Planning Framework

### Characteristics

#### Southeast Development Area

Residence in Good Condition

Residence in Need of  
Some Improvement

Residence in Need of Major Repair

Business Concentration

Industry in Good Condition

Industry in Need of Some Improvement

Park

Institution

**A** Adequate Housing With  
Some Environmental Problems

**B** Well Maintained  
Residential Community

**C** Serious Housing and  
Environmental Problems

**D** Scattered Residential Blight

**E** Overcrowded High School

**F** Obsolete Commercial Strips

**G** Inadequate Park Facilities

**H** Railroad Structures Create  
Environmental Problems

**I** Obsolete Railroad Line

**J** Serious Traffic Congestion

**V** Substantial Vacant Tracts

### Objectives

Improvement programs in the Southeast Development Area should be directed toward the following long-range objectives.

1. Increase the supply of standard housing through rehabilitation, code enforcement and the construction of new single-family homes, townhouses, and multi-unit buildings. Continue to encourage variety of housing type, with higher density development in the northern part of the Area and lower densities to the south.

2. Increase public and private programs for child care, youth services, and mental health. Emphasize the improvement of inter-group understanding through a comprehensive human relations program.

3. Improve educational opportunities by promoting racial desegregation through support and implementation of specific program proposals developed by the Board of Education in cooperation with local groups. Provide new academic and vocational programs at all age and ability levels. Keep pace with facility needs through a continuous program of building renovation, additions and replacement. Expand and improve higher education and public library facilities.

4. Improve the quality, and increase the supply of accessible recreational facilities through acquisition of acreage for interior parks, expansion of school play space, and development of community park-malls.

5. Encourage the consolidation of out-moded and unattractive strip development into shopping centers with adequate off-street parking. Encourage rehabilitation of healthy businesses, and reclaim unnecessary business land for housing or recreation use.

6. Continue to improve major streets and access to expressways to increase community and city-wide circulation as outlined in the *Comprehensive Plan*. Encourage the development of off-street parking facilities and support private renovation of rail facilities and rights-of-way.

## Existing Conditions and Recommendations

### Population Characteristics

In 1960, there were 241,000 persons living in the Southeast Development Area, a decrease of two per cent since 1950. These people comprised seven per cent of the city's total population, and a slightly larger proportion of the total number of families in Chicago. The area as a whole was approximately 30 per cent non-white in 1960. The overall percentage of non-whites has increased since 1960, although it differs widely from one community to another. The area showed great variations in patterns of socio-economic status, age, family types, residential mobility, and income sufficiency.

The Population Characteristics table presents data for communities in the Southeast Development Area. Greater Grand Crossing and Chatham emerged as areas in transition in 1960, indicated by their higher than city average rate of residential mobility. The greater proportion of rental rather than owner-occupied dwellings corresponds with the lower proportion of children living at home in Grand Crossing and Chatham. In Burnside, Calumet Heights, Avalon Park, and South Deering, a high degree of home ownership and a high proportion of school-age children are found. Of these communities, South Shore had the lowest percentage of population under 18 years old. More recent public school enrollment figures show that this percentage is increasing rapidly. Schools in the central and west sections of the area also have increasing enrollments, but not so great as in South Shore and South Chicago.

The diversity of the area's population is confirmed by variations in occupational levels in different community areas. Male white-collar workers range from a low of 18 per cent in Burnside to a high of 63 per cent in South Shore, as compared to the city-wide figure of 37 per cent. Women also constitute a considerable proportion of the work force. Grand Crossing, Chatham, Roseland, and South Shore, the four communities with the lowest percentage of population under 18, also have the largest proportion of working women. Three of these communities also have relatively high male unemployment figures.

### Residence

In 1960 the Southeast Development Area housed some 241,000 people in 84,000 housing units, of which only 5.6 per cent were deficient.\* Almost 40 per cent of the units were owner-occupied and more than ten per cent had been built since 1950.

\*Deficient units include all census categories except those units that were sound with all plumbing. The city-wide percentage was 22.6.

Population Characteristics by Community Area 1960

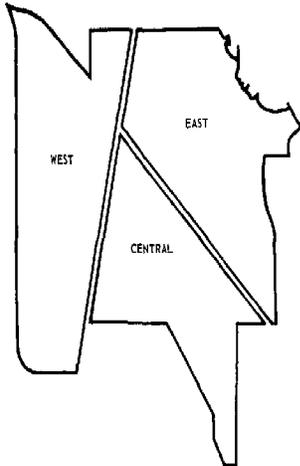
	% Foreign Stock	% Population Under 18 Years	% in Different House in 1955	% Owner Occupied Dwelling	% Under \$3,000 per year Income	% White Collar Males	% Unemployed	% Women Over 14 Years Working
Chicago	36.0	31.1	53.4	32.7	13.6	37.0	5.2	42.3
Greater Grand Crossing (part)	10.0	27.8	60.8	37.8	10.3	26.6	7.6	50.8
Chatham	16.7	26.8	79.8	54.8	8.2	38.8	5.2	53.5
Roseland (part)	4.6	29.2	52.0	80.3	12.1	42.3	5.6	42.3
Burnside	58.2	33.3	44.2	63.5	10.7	17.9	3.9	37.5
Calumet Heights	49.3	34.1	51.2	77.2	4.7	47.7	1.7	33.8
Avalon Park	38.9	31.2	45.5	74.2	6.1	55.5	2.6	40.0
South Deering	48.0	38.8	41.4	42.2	9.1	34.0	5.3	30.7
South Chicago	48.9	32.1	42.0	41.0	10.8	31.1	5.0	35.8
South Shore	42.2	21.4	54.6	21.1	9.4	62.6	3.5	43.7

SOURCE: Local Community Fact Book, U. S. Census of Population, 1960.



This residential area of the city contains a variety of housing types, ranging from lakefront high rises and walkup apartments to single family homes.

For discussion purposes, three sub-areas have been identified with the Development Area:



- The west sub-area, runs north to south the entire length of the Development Area between the Illinois Central Railroad embankment and the Dan Ryan Expressway. The sub-area includes sections of the com-



munity areas of Greater Grand Crossing, Chatham, and Roseland.

- The central sub-area is bounded by the Chicago Skyway on the east, the Illinois Central embankment on the west, and the Development Area boundaries on the south. This sub-area includes Burnside, Avalon Park, Calumet Heights, and part of South Deering.
- The east sub-area, east of the Illinois Central embankment and north and east of the Chicago Skyway, includes South Shore and part of South Chicago.

#### West Sub-Area

The west sub-area was first developed after the mid-nineteenth century period during which new railroad lines increased access to the area. Housing in most parts is composed primarily of sound and well maintained single-family homes, with some apartment buildings adding variety to the housing stock.

In 1960, 85,000 people lived in 27,000 housing units in this sub-area. Owner occu-



pancy was approximately 40 per cent, higher than the city-wide average of 33 per cent. Some of the housing, particularly in the southern part of this sub-area, was built within the last ten years, partially as a result of the opening of the Dan Ryan Expressway, which greatly improved access. The new rapid transit line in the expressway median will create opportunities for higher density developments near some transit stations.

Some sections of this sub-area that are older and closely related to railway and highway locations are in need of improvement. This need is particularly noticeable north of 79th Street and east of Cottage Grove Avenue. In this part of the sub-area, one-third of the housing units were considered deficient in 1960. Deterioration has continued since 1960 in both residences and commercial strips.

Residential redevelopment has begun in the west sub-area. For example, residents of the triangular area between Oak Woods Cemetery, the Illinois Central Railroad, and the Chicago Skyway have recently worked with the Department of Urban Renewal to certify an eight-acre area at 73rd Street and Dobson Avenue for residential and recreational redevelopment. Other residential redevelopment would be possible in some of the pockets of deficient housing found in the neighborhoods north of 75th Street. As the land for both recreation and housing becomes scarce in this portion of the city, such tracts as the Oak Woods Cemetery lands may be considered for re-use. In the remainder of the sub-area, the quality of the residences improves from north to south. Neighborhoods north of 79th and west of Cottage Grove and between 79th and 84th would benefit from an expanded code enforcement program.

Housing and the residential environment south of 84th is good to excellent. The residential traffic pattern as set by the half-mile street intersections with the Dan Ryan Expressway, the high degree of accessibility afforded by the expressway itself, and the new rapid transit to be built in the expressway median strip will all be positive influence on the maintenance of the quality of these residential neighborhoods.

### Central Sub-Area

In 1960, the central sub-area housed 47,000 people in 15,000 dwelling units, almost all of which were one or two-family homes. This is one of the newest residential sections of the city. About one-third of its housing units have been built since 1950, and over 80 per cent of all housing units are owner-occupied.

Housing in the area from the Chicago Skyway to 103rd Street between Stony Island and Yates avenues is almost uniformly well maintained. The remaining areas are sound and in the east, around 95th Street, the recent construction of small single-family homes indicates that the private housing market may be strong enough to correct most deficiencies. Deterioration is most evident in the far southern portion of this sub-area along Torrence Avenue, opposite the heavy industrial plants. Here many multi-unit frame buildings have commercial uses on the ground floor.

Railroad embankments create environmental problems throughout the Southeast Development Area. This is especially true along 95th Street, where both residential and commercial properties are adversely affected. In the Burnside community rail lines limit the access into and out of the residential area and effectively isolate the community.

### East Sub-Area

The east sub-area includes all of South Shore and most of the South Chicago com-

munity. Residential types vary greatly in South Shore from new high-rise apartments along the lakefront to single-family homes and apartments over 50 years old in the rest of the community. The South Chicago community is generally composed of older, one or two family homes with some apartments along Yates Avenue.

In 1960 less than ten per cent of the 42,000 housing units in the sub-area were deficient. Since 1960 changes in the economic level of the population, the generally high density, and the natural aging of the structures have led to some deterioration.

Most of the recent deterioration has occurred within or adjacent to sections that had begun to decline many years earlier. In the northwest corner of the sub-area maintenance of aging single family homes, court-type apartments and commercial areas has been neglected for some time. In the southeast corner there is substantial deterioration in both residential and commercial areas.

The Department of Urban Renewal's 67th-Stony Island study area includes an area that has shown deterioration in South Shore. Low income housing, school improvements, and commercial and residential rehabilitation are being considered.

In order to maintain or improve the quality of the residential environment, private efforts and initiative must be stimulated. It is hoped that public actions in renewal, rehabilitation and housing construction will

be paralleled by extensive private investment in rehabilitation and new construction. Property owners and tenants should commit themselves to policies that contribute to community stability and upkeep. Programs of code enforcement, rehabilitation and redevelopment could be effectively applied on a broader scale, particularly where deterioration has begun.

### Recreation

Recreation facilities in the Southeast are not evenly distributed and the acreage devoted to recreational uses is significantly below the *Comprehensive Plan* minimum target of two acres per 1000 persons. The table below lists existing park acreage and additional acres needed by residential sub-area.

	Acres Existing	Acres per 1000	Acres needed for 2 acres per 1000
Total Development Area	258	1.07	223
West Sub-Area	82	0.96	88
Central Sub-Area	72	1.53	22
East Sub-Area	104	0.96	113

The *Comprehensive Plan* emphasizes that the accessibility of parks and the quality of the recreational facilities these parks contain are more important considerations than acreage alone.

Throughout the Development Area additional recreational space will be difficult to acquire. Certain opportunities for increasing



Opportunities exist here for designing a pedestrian way and recreation facilities.



Trumbull Park provides recreational facilities for the surrounding area.

recreational space with minimum community disruption can be identified: park development as part of other major improvements, such as the 67th-Stony Island Study Area and 73rd-Dobson redevelopment project, and park-mall developments as described in the *Comprehensive Plan*.

#### West Sub-Area

Except for those neighborhoods served by Grand Crossing Park and Meyerling Playground Park, the neighborhoods north of 87th Street in this section are deficient in recreational facilities and outdoor space.

To help alleviate these deficiencies, the Chicago Park District has recently acquired a site at 85th Street and Champlain Avenue. The site is adjacent to the new Pirie Elementary School and the Chatham business center. The appropriate design of this park and its extension by development of a community-wide park-mall system will be an important improvement for nearby neighborhoods.

A park shortage is especially acute in the part of the west sub-area north of 79th Street classified in the *Comprehensive Plan* as an "area with special social program needs." The Park District plans to increase park space and improve facilities in existing parks, and to develop three playlots in this community.

South of 87th Street, the communities are well served by Tuley and Abbott parks. The Park District plans to add to the outdoor facilities in Tuley Park.

#### Central Sub-Area

This sub-area is closest to meeting *Comprehensive Plan* minimum standards for recreational lands. Small parks are being planned for 81st Street and University Avenue and 93rd Street and Greenwood Avenue. Playlots are to be located at 84th Street and Constance Avenue and 92nd Street and Harper Avenue. The continued addition of such small parks is recommended as the most appropriate approach for this sub-area.

Improvements in the variety of recreational opportunities, and expanded use of existing facilities through such devices as the addition of lighting will be important in making the recreation system meet needs in the area.

#### East Sub-Area

Rainbow Beach and Jackson Park are both located on the periphery of the eastern section, providing lakeshore recreational facilities for the Southeast Development Area. Current proposals to redesign the southern edge of Jackson Park would benefit South Shore residents by providing community oriented space with better access.

Rosenblum Park, Woodhull Playground, and Hodes Park are the only other parks within the South Shore community. The little-used Baltimore and Ohio Railroad line should eventually be acquired and transformed into a pedestrian mall stretching diagonally through the community. This would serve particularly to link South Shore High School and Rosenblum Park more closely to the community.

The number of young people in this community is growing. Special concern is therefore required, and significant expansion, improvement, and new development will be necessary to meet both current and future recreational needs in this community.

South of 79th Street, in the South Chicago area, the only readily accessible major park facility is Bessemer Park. To alleviate this deficiency, an expansion of Eckersall Park and the development of neighborhood parks in the areas west, east and south of it would be highly desirable.

The proposals advanced in the *Chicago Lakefront Study* for continuous recreational lands and facilities along the lakefront should be carried out to link Rainbow Beach with Jackson Park. Special effort and considerations will be given to this objective since the lands affected are country club and residences, both privately owned.

#### Education

In 1967, 46,000 students attended public elementary and high schools in the Southeast Development Area. An additional 12,500 students were attending parochial elementary schools.

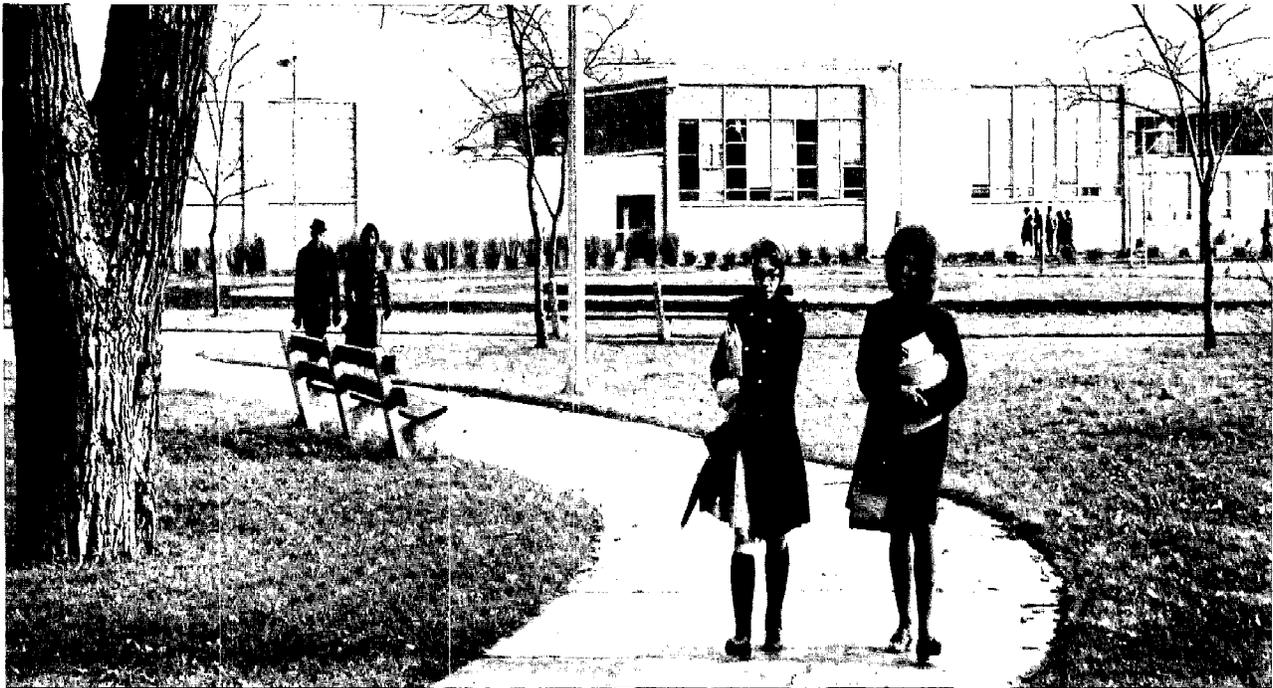
Almost all public schools in the Development Area have experienced increased enrollment in recent years. This has been most evident in the South Shore community, where enrollments in some schools have increased by as much as 40 or 50 per cent since 1963.



The Board of Education recommends replacement of obsolete facilities.

Of the eight elementary schools in South Shore, five are overcrowded, and all need playground space. Additional recreation space for Parkside School is a goal in the 67th-Stony Island study area of the Department of Urban Renewal. The Urban Renewal project at 73rd and Dobson will provide additional recreation space for the Revere School.

Enrollment increases are found in other parts of the Development Area where almost two-thirds of the schools are in need of rehabilitation, modernization, or expansion, and three should be replaced. A decline in the use of parochial schools and a trend toward younger and larger families in the Development Area suggest that the need for additional public school classrooms will continue to grow.

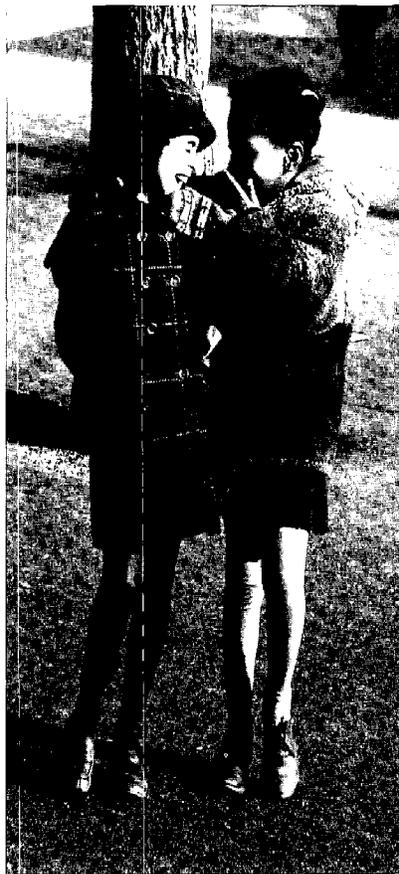


Harlan High School in Abbott Park exemplifies a cooperative approach to recreational and educational facilities planning.

Three of the four general high schools are in need of modernization and rehabilitation. All four have had increased enrollments in recent years. The increase has been greatest in South Shore, where an addition to South Shore High School is being built at 76th Street and Constance Avenue. Bowen High School, built in 1910, had a 30 per cent enrollment increase between 1963 and 1966, and is currently operating at double its capacity. Harlan High School, built in 1958, is also at nearly double its capacity. Hirsch High School, built in 1926, is at 157 per cent of capacity. Both Harlan and South Shore are combined with community parks and provide examples of school-park uses, though the park is not large enough in the case of South Shore.

In addition to the present construction at South Shore High School, the Board of Education capital improvements program includes an addition to Bowen High School and an academic addition to Simeon Vocational High School. Additional space at Chicago Vocational High School will become available when the junior college now located there moves to its new location.

An issue of great concern for the Southeast Development Area and for the city as a whole is that of racial integration in the schools. Several communities in this De-



Educational and recreational programs must respond to needs of youth. Over one-third of the population is under age of 18.



The substantial number of working mothers has created a definite need for an increase in child care programs.

velopment Area are in a state of population change, where the schools form the pivotal point in maintaining or improving the character of the community. In 1965, the Board of Education began a demonstration program to assist South Shore residents in preventing resegregation by retaining both white and Negro families.

The racial mixture within the Southeast Development Area provides an excellent opportunity for implementing the recent Board of Education proposals for integration. Students from schools that are becoming re-segregated could transfer to schools in predominantly white neighborhoods to preserve and encourage integration. South Shore, in particular, should benefit from this program. In addition, the concept of the "magnet school", providing special programs designed to serve a large geographic area might be considered here.

One objective in attempting to combat racial and social isolation in schools is to increase the achievement levels of disadvantaged students, of whom a disproportionate number are members of minority groups. Perhaps an even more important objective is the expansion of democratic attitudes contributing to the growth and maturity of all students. As has been stated in a national study, "racial isolation in the schools also fosters attitudes and behavior

that perpetuate isolation in other important areas of American life."<sup>1</sup>

Schools in the Southeast Development Area currently support several special programs, such as the demonstration project for gifted children at Bryn Mawr elementary school, and advanced placement classes at South Shore High School. A wide variety of programs is needed to maintain a high quality of education.

The Fenger and Southeast branches of the city junior college system currently share facilities with high schools. The Chicago City College Board will consolidate these into one unit on a new campus at 103rd Street and Stony Island Avenue. Chicago State College, presently located in Englewood, has purchased land in the Illinois Central rail yards at 95th Street and South Parkway for a new campus.

#### Libraries

Public library facilities in the Southeast Development Area consist of two branches in library-owned buildings and three rented branches. A traveling branch stop serves the southeastern corner of the Development Area. Much of the Development Area is not within the recommended one mile service radius of a library. In particular, library services are needed for the southwest cor-

<sup>1</sup>U.S. Commission on Civil Rights, *Racial Isolation in the Public Schools*, Vol. 1, p. 110.

ner of the Development Area, the entire section south of 95th Street, and the west and south edges of South Shore. The branch library to be built at 79th Street and South Parkway will service the Northwest corner. The construction of new libraries to replace rented facilities, and additional libraries where service is not adequate is proposed in the *Comprehensive Plan* and will be detailed in a city-wide long-range library facilities study now underway.

#### Social Programs

The Cook County Department of Public Aid, the Illinois Department of Labor, Division of Unemployment Compensation, and the U. S. Social Security Administration have offices operating in the Development Area. In addition, the Chicago Committee on Urban Opportunity maintains Urban Progress Center units in South Shore and South Chicago. As the proportion of young people grows, planning concern must increasingly be directed toward the needs of youth. At present, the Southeast is well endowed with private and public institutions with youth-serving components. Four YMCA's, two Jewish Community Centers, two neighborhood houses, and numerous churches provide recreational and social programs. These resources are concentrated toward the northern part of the Development Area. Ten Chicago parks have indoor facilities, ranging from clubrooms to full gymnasiums. Year-round organized programs are provided in all of these.

The 1962 to 1965 juvenile delinquency rates increased from 1958-61 in three communities in the Development Area: South Shore, Calumet Heights, and Burnside. The juvenile delinquency rates decreased in the remainder of the area. Only Grand Crossing, South Shore, and Chatham showed delinquency rates above the city average of 8.52 in this period.<sup>2</sup>

The adult leadership of communities in the Southeast Development Area has, in many cases, experienced some difficulty in responding to the needs of the growing youth population. The Commission on Youth Welfare and the Youth Action streets program both provide services addressed to this problem. The South Shore Commission has initiated a youth guidance program for juvenile first offenders.

<sup>2</sup>The rate equals the number of male individuals brought before the Family Court of Cook County on delinquency petitions during the years 1958-61 and 1962-65 per 100 male population 12-16 years of age in 1960. Source: Institute for Juvenile Research.

The large number of working mothers in some communities has given rise to a definite need for an increase in child care facilities. The 1960 Census shows that Chatham, South Shore, South Chicago, Grand Crossing, and Roseland all had a substantial number of families with children under six, with both parents working. The Welfare Council of Metropolitan Chicago has prepared estimates of the number of children under 13 whose mothers work, and the number of children in need of day care services. Nearly 5000 children were estimated to be in need of day care in Southeast Development Area communities, in 1967. Clearly, the provision of child care is one of the most urgent community needs.

There are four general hospitals in the Southeast Area: South Shore, South Chicago, St. George's, and Jackson Park. LaRabida Children's Sanitarium provides city-wide services for children with rheumatic heart disease. In addition, there are two Board of Health Infant Welfare stations, a Visiting Nurse Association station, and a mobile unit of the Planned Parenthood Association serving the Development Area. General public medical care, however, is lacking.

The Welfare Council has gathered health indices for each census tract in Chicago, analyzed on the basis of socio-economic rankings. In general, tracts with low socio-economic ranks parallel a high incidence of infant mortality, prematurity, and illegitimacy. For the most part, the health rankings of this area are similar to city-wide averages. The Southeast Development Area is not considered a first priority area for health services by the Chicago Board of Health.

Statistics for community areas indicate that South Shore, Chatham, and Grand Crossing have a higher than average rate of new cases of tuberculosis. The Board of Health tuberculosis clinic now located on 75th Street will be moved to Englewood, but will continue to provide services to residents of the Southeast Development Area.

At present there is no public mental health facility within this area. The Chicago Board of Health plans to establish such a center to serve the area south of 79th Street. This community mental health center will concentrate on providing educational and ad-

visory services to groups and organizations, and will also provide short term counseling on individual and family problems such as alcoholism, and on community problems such as teen-age vandalism and inter-group relations.

The Southeast Development Area is enriched by the presence of several strong and active community organizations which have programs directed toward contemporary community concerns. The South Shore Commission provides a notable example of the leadership and planning role that community groups can take, providing a link between residents, private organizations, and public agencies, and unifying diverse resources behind common community goals.

To help community organizations meet issues in a manner encouraging cooperation among all citizens of the Development Area, it is suggested that public and private agencies concerned with human relations assign special priority assistance here. There is a need for these agencies to work closely with the community to foster inter-group understanding. As cooperative relations among all groups become more critical to achievement of community goals, it is essential that public and private resources be allocated appropriately to this purpose.

#### **Public Safety and Health**

In recent years public agencies in Chicago have been called upon to play more important and positive roles in a growing range of safety and health fields. The programs of environmental health and safety agencies have been expanded to include positive social and educational services, as well as crime, fire, and disease prevention. These agencies emphasize the idea that public safety and health are not the responsibility of government alone and have therefore initiated programs to encourage citizen support and involvement.

The Southeast Development Area is less bothered by air pollution than are some other sections of the city. The northern area closer to the center of the city and the area surrounding the steel mills to the southeast have the highest concentration of pollutants. The Department of Air Pollution Control maintains air monitoring stations on the northern edge and the south central portions of this area. It is hoped that the even-

tual modernization of home heating plants will significantly reduce pollution in residential areas.

Although the Development Area as a whole ranks among the lower crime areas of the city, Police District Three, including both the northern part of the Development Area and the Woodlawn community, has one of the higher crime rates. Auto theft in particular appears to be a problem. A great proportion of these cars are "borrowed" by teenagers for a short time, then abandoned, and returned by the police. While it is expected that the large youth population will continue to make auto theft a problem, this can be controlled by community efforts to reduce car theft opportunities.

Two of the police districts covering the Southeast Development Area are scheduled to receive new stations within the next five years on sites not yet determined. Two new fire stations will also be built, one at 7974 South Chicago Avenue, and the other in the vicinity of 67th Street and South Park Avenue.

#### **Business and Industry**

##### **Business**

The business improvement plan of the *Comprehensive Plan* encourages a systematic distribution of business centers which would insure the availability of the quantity and quality of business services needed in each community and neighborhood. Throughout most of the city, business is located in strips lining major streets. Many of the older shopping areas are losing business to modern planned centers that provide adequate parking and convenient arrangements of stores. Such centers should gradually take the place of business strips in most parts of the city.

Two of the eight planned community business centers now operating in Chicago are located in the Southeast Development Area. These are the Chatham Park center at 87th Street and Cottage Grove Avenue, and the Jeffery Center at 95th Street and Jeffery Avenue. The *Comprehensive Plan* suggests that five additional community centers and several neighborhood centers be developed in the Southeast Development Area through the consolidation of existing business strips. The general pattern of these centers de-

scribed in the *Comprehensive Plan* should be studied and carefully modified to establish local plans for modernization of business concentrations. Several of the proposals included in the *South Shore Community Plan*, developed by the South Shore Commission in April of 1967, are examples of local efforts to apply the *Comprehensive Plan* at the local level. Plans determined through the development area procedure can permit existing businesses to make the change to this more modern and more competitive form in an orderly manner.

In addition to poor operating conditions along many of the major streets, business uses now occupy excessive amounts of land. After street improvements and business center development, much of this land should be used for new housing or recreational purposes.

The Department of Urban Renewal's 67th-Stony Island study area is concerned with

residential and related uses including a neighborhood shopping center. Renewal action will assist in the consolidation of business uses and the provision of off-street parking. In the majority of business improvements, private initiative can and should be the predominant force.

The *Comprehensive Plan* also proposes the development of special service districts where business center principles can be applied to groups of specialized businesses such as automobile dealers. Such districts would be new centers located near the intersections of expressways. Two of the suggested opportunity areas for special service districts are near the intersection of the Dan Ryan Expressway and the Chicago Skyway and the Ryan and Calumet expressways.

#### Industry

While there are major concentrations of industry in the neighboring Far Southeast

Development Area, there is only a limited amount of land used for industry in the Southeast Development Area. All of the industry here is located along railroad lines. With few exceptions, plants are in good condition and needed maintenance and modernization should be accomplished through private means.

Proposals for the improvement of industry in the Development Area should focus on the retention and expansion of existing sound industries and on reducing conflicts with nearby residential uses. Rail and expressway access is excellent, but local street patterns are made irregular by rail embankments. Additional blockages and congestion are caused by on-street parking and loading. The removal of occasional obsolete buildings will add to the existing supply of vacant industrial land permitting the addition of needed off-street parking and loading facilities, and plant expansions.



Some of the newer shopping centers have vacant stores, and present an unattractive appearance.

## Transportation

The *Comprehensive Plan* includes five major elements that must be included in the planning framework for transportation improvement in the Southeast Development Area:

1. The development of Stony Island Avenue as a parkway linking south Lake Shore Drive with the Chicago Skyway and the Dan Ryan Expressway.
2. The removal of tolls from the Skyway and the addition of interchanges with major streets.
3. The construction of the Crosstown Expressway and its connection with the Dan Ryan Expressway and the Skyway.
4. The development of the major street plan throughout the city.
5. The provision of rapid transit service in the median of the Dan Ryan Expressway.

Although these improvements serve city-wide system needs, there are decisions about each that should be made through the development area procedure. The specific design of each improvement can be varied to best meet the conditions and needs in each development area. Additional programs, such as urban renewal or park and school expansion, can be coordinated with transportation programs to insure maximum benefit with minimum cost or disruption. Urban renewal, for example, will be coordinated with the improvement of Stony Island Parkway at its northern end.

The improvement of major streets may take the form of widening or of one-way street pairs. The *Comprehensive Plan* identifies Cottage Grove Avenue, Torrence Avenue, and South Shore Drive, running north-south, and 71st, 79th, 87th, 95th and 103rd streets, running east-west, to be upgraded to major street standards. The development of the orderly grid pattern of primary and

secondary thoroughfares that is the basis of the major street plan is impaired in the Southeast Development Area by the presence of diagonal streets and railways. Two of the rail lines are at grade, creating traffic blockages and safety problems. Separation of rail and vehicular traffic and the de-emphasis of diagonal streets will be necessary to achieving the goals of the major street plan.

The location of ramps to be added to the Skyway will be determined by further study of the major street plan. Early recommendations would be for interchanges at 71st Street and Cottage Grove Avenue, and at 87th Street and Yates Avenue.

### Transit

The northeastern part of the Development Area is served by the Illinois Central South Chicago commuter line. Chicago Transit Authority rapid transit service is soon to be developed in the median of the Dan Ryan Expressway. The southern terminal of this line is presently planned for 95th Street where park-and-ride facilities are planned. The recent decision to locate Chicago State College in the Illinois Central's Burnside Yards suggests the extension of service into the Calumet Expressway to serve this major development.

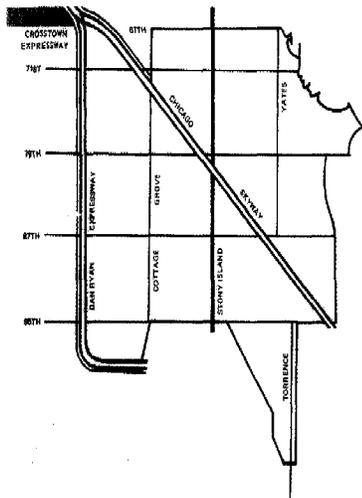


These grade level railroad tracks create pedestrian and vehicular problems.

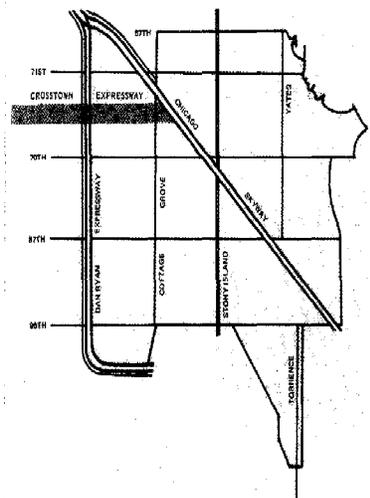
The Crosstown Expressway is planned as the last major element in the expressway system for Chicago. Its eastern leg is to be connected with the Dan Ryan Expressway and with the Skyway to insure maximum service. The location of the Crosstown Expressway, and therefore the location of connections with the Ryan and the Skyway, is now being studied. Several of the alternatives, as they relate to the Southeast Development Area, are illustrated on the right.



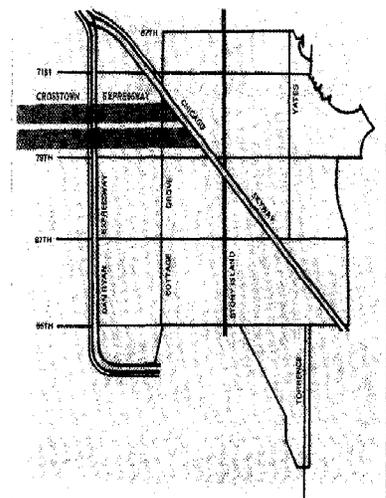
Hazardous traffic conditions are created where diagonal streets intersect major thoroughfares.



ALTERNATIVE A



ALTERNATIVE B



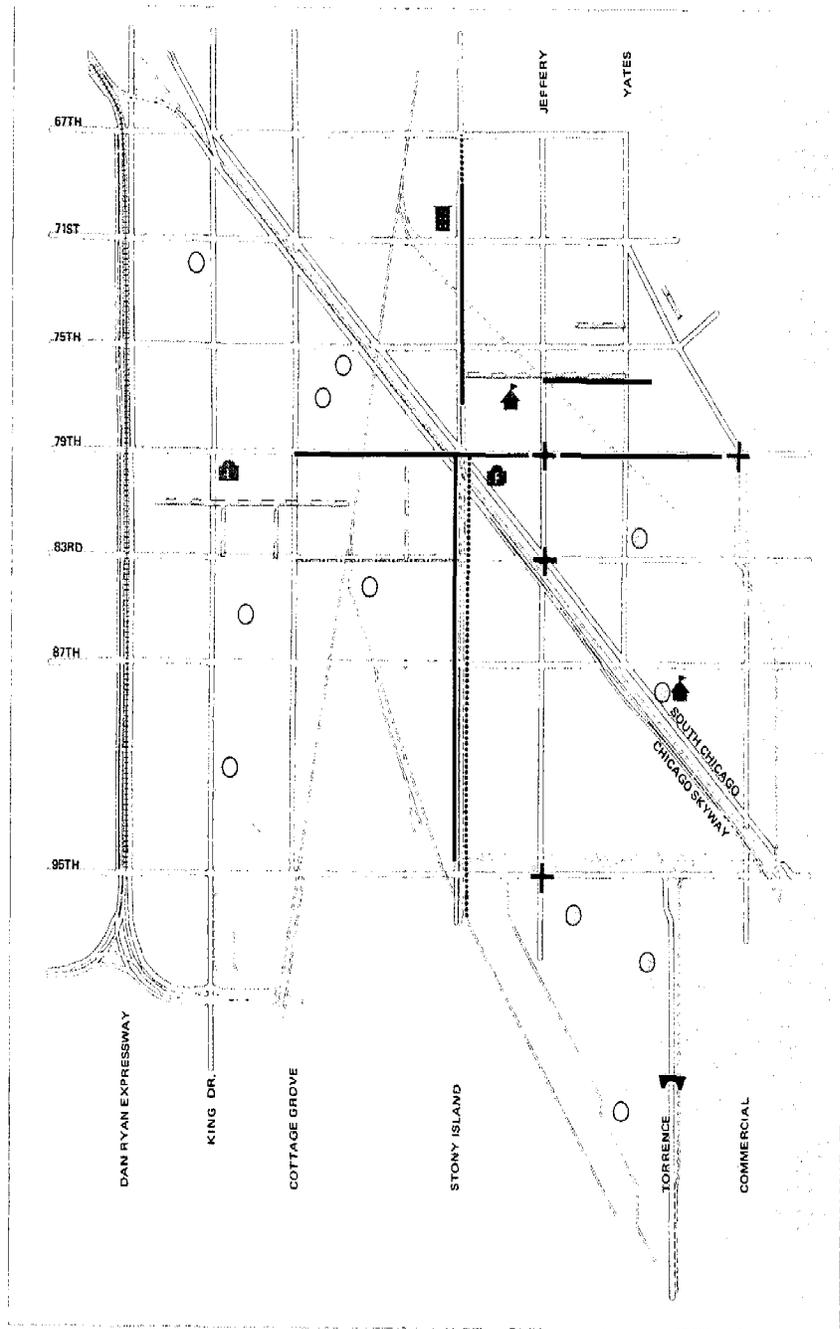
ALTERNATIVE C

## Major Capital Improvements in The Southeast Development Area

The map illustrates major projects included in the 1967-1971 *Joint Capital Improvements Program*, as well as a number of additional projects scheduled since completion of the report. The Capital Improvements Program covers a five year period and is revised annually and submitted to the Chicago Plan Commission for approval. The Plan Commission, under the inter-agency planning referral procedure, also reviews each project prior to construction to insure that projects are in conformity with the *Comprehensive Plan of Chicago*.

Projects identified on the map are at three different stages of development: projects recently completed, projects underway, and projects proposed within the next five years. Some area-wide projects, such as the recently completed comprehensive alley lighting program, are not mapped.

There are several major studies currently underway in the Southeast Development Area: street improvements on 76th Street from Colfax to Jeffery Avenues, and on Stony Island Avenue from 69th to 77th, and 79th to 95th streets; and the 73rd-Dobson Department of Urban Renewal conservation project. In addition, several public agencies have initiated city-wide development plans which will result in additional recommendations for improved public facilities and services in this area.



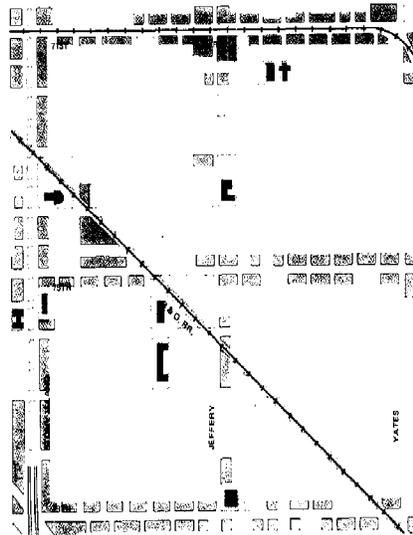
Water Feeder Main		Rapid Transit Extension	
Sewer Improvement		School Addition	
Street Improvement		Community Improvement	
Intersection Improvement		Park Improvement	
Street Lighting		Fire Station (New)	
Bridge and Viaduct Improvement		Public Housing	

## Environmental Patterns in the Southeast Area

This square mile section of the Southeast Development Area is basically a sound residential area. Environmental problems exist, however, in the form of excessive and obsolete commercial strips along congested major streets, a little used rail line running diagonally through the area, and inadequate space for recreation and public facilities.

The alternative diagrams show two ways in which the policies of the *Comprehensive Plan* could be applied in this section to improve the living environment and protect sound existing housing. In both cases the planning principles applied to the area are essentially the same but different forms are created.

Along with the widening and improvement of major streets, scattered commercial activities should be relocated into compact and convenient business centers at major intersections. As a by-product of this relocation and street widening, land could also be made available for new residential construction. Minor changes in local street patterns should also be made to improve the flow of traffic on major streets and to protect local streets from the intrusion of through traffic. Improved and expanded schools and local parks could be linked more closely to homes, shops, churches and other local facilities by a system of pedestrian walkways along existing street rights-of-way and the vacated railroad right-of-way. This system could accommodate a series of small scale activities as well as providing important links to lakefront facilities within easy walking distance to the east.



**EXISTING**



**ALTERNATIVE A**



**ALTERNATIVE B**

Existing

Residential

Institutions and Parks

Business

Industry

## SUMMARY

The illustration opposite this summary is designed to present an overview of the major concepts identified through the Development Area Process at this stage. Through this device it is possible to see how each of these ideas contributed to the design of a total fabric for the Development Area:

**A.** The neighborhoods surrounding the intersection of the Illinois Central and Penn-Central mainline railroads and the southeast portion of the South Chicago community are in need of active programs of residential rehabilitation, including the clearance of blighted sections, the construction of new housing, the enforcement of building codes, and the addition of community facilities. The concentration of commercial activities and the improvement of the system of major streets and expressways would allow for a new system of landscaped walkways to link homes to parks, shops, schools and other focal points within the community.

**B.** In the neighborhoods south of 106th Street and northwest of 79th Street and Cottage Grove Avenue there has been some deterioration in both housing and commercial facilities. These residential areas would benefit from programs of code enforcement and improved community maintenance. A few opportunities for redevelopment exist.

**C.** The residential communities of South Shore, South Chicago and Chatham contain a mixture of old and new apartments and single-family homes. In order to maintain and improve these areas, an active maintenance program should be undertaken. As is typical of the Southeast Development Area, an outstanding opportunity for park-mall development exists.

**D.** The communities south of the Chicago Skyway and east of the Illinois Central mainline railroad generally contain well-maintained newer single-family homes. These areas could most benefit from organized community maintenance programs. The continued construction of new housing should be encouraged wherever appropriate sites can be identified.

**E.** Area-wide needs for additional parks and recreation facilities should be met through the development of neighborhood parks in conjunction with school improvement programs. The park-mall concepts of the *Comprehensive Plan* should be applied throughout the Development Area as a means of insuring maximum usefulness of park improvements.

**F.** Special attention should be paid to the development of continuous park lands along the lakefront. This will require special attention to designing the means to link Rainbow Beach with Jackson Park in this Development Area.

**G.** A program for orderly development of business centers should be organized to insure local economic strength and initiative and to maintain the level of service required by the residents of the Southeast Development Area. Land along major streets not needed for business uses should be made available for other uses such as recreation or housing.

**H.** The Southeast Development Area has a high degree of accessibility to the rest of the city and to the metropolitan area via the Dan Ryan Expressway, the Chicago Skyway and Lake Shore Drive. The completion of Stony Island Parkway and the addition of ramps to the Skyway will further improve that accessibility.

**I.** Cottage Grove Avenue, Torrence Avenue, South Shore Drive, 71st Street, 79th Street, 87th Street, 95th Street, and 103rd Street should be given priority for upgrading to major street standards as recommended by the *Comprehensive Plan*.

**J.** Rapid transit service will be provided in the median strip of the Dan Ryan Expressway. This service should be extended into the Calumet Expressway to service the new campus of Chicago State College.

**K.** Chicago State College will build a four-year senior college in the Illinois Central Railroad's Burnside Yards. This institution will generate much new activity in the southwest corner of the Development Area and should be a positive stimulus to the growth and improvement of the surrounding communities.

The continuing modernization of the physical plant that supports community services is illustrated in the Capital Improvements section of this report. In every area of community service—recreation, education, public safety, environmental health, and social services—program improvements that are tailored to meet the needs of people must also continue. In the Southeast Development Area, such improvements should emphasize stronger supportive services for presently disadvantaged groups.

### Planning Framework Southeast Development Area

Residential

Business

Institutional

Park

Industrial

**A** Residential Rehabilitation and Redevelopment

**B** Residential Code Enforcement and Rehabilitation

**C** Community Maintenance in Older Areas

**D** Preserve Quality in Newer Areas

**E** Community Park Improvements

**F** Lakefront Park Expansion

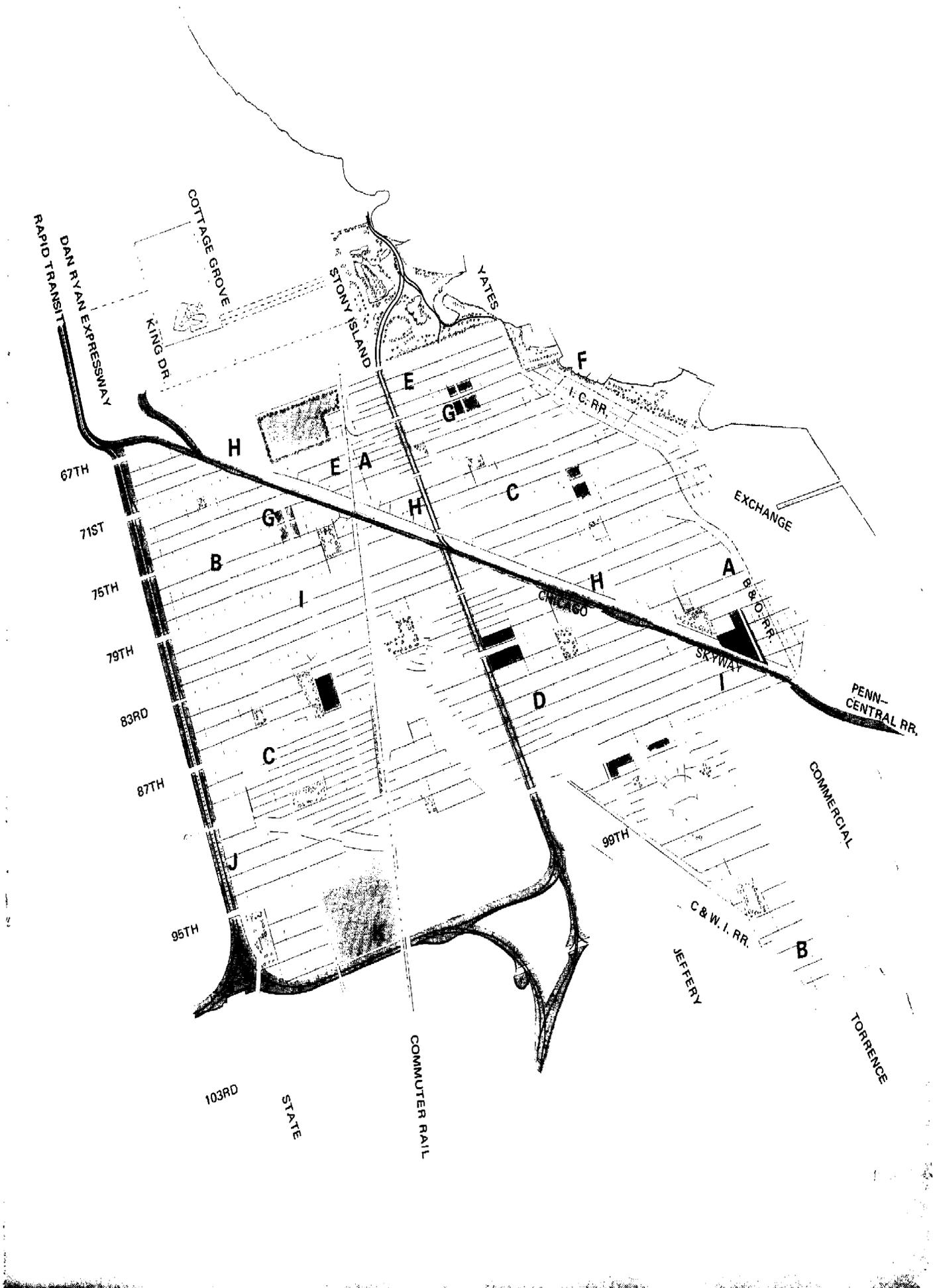
**G** Business Center Development

**H** Expressway and Parkway Improvements

**I** Major Street Improvements

**J** New Rapid Transit Service

**K** New Senior College Campus



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Assisted by a grant administered  
by the Renewal Assistance Office  
of the Department of Housing and  
Urban Development under  
Section 405 of the Housing  
Act of 1959.

This report has been prepared as a  
discussion document. Many city  
departments and agencies, private  
organizations, and community groups  
have already made contributions to  
this report, and their assistance is  
gratefully acknowledged. The  
Department of Development and  
Planning looks forward to continuing  
and expanding these relationships in  
the future, as Development Area  
proposals are reviewed.

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