

Illinois and Michigan Canal Heritage Corridor

# A ROADMAP FOR THE FUTURE

2011-2021

PRESENTED TO:

Residents of the I&M Canal National Heritage Corridor  
Secretary of Interior  
National Park Service

PRESENTED BY:

Canal Corridor Association  
Corridor Steering Committee

July 2011

# ACKNOWLEDGEMENTS

## **Illinois & Michigan Canal National Heritage Corridor Steering Committee**

Dennis Bieschke, Chairman of the Steering Committee, CCA Board Member  
James A. Brown, Planning & Economic Development Director, Village of Lemont  
Andy Connor, CCA Board Member  
Charles Firke, CCA Board Member  
Kathleen Konicki, Will County Board Member  
Ana B. Koval, AICP President and CEO, Canal Corridor Association  
Ron Lehman, Former IMCNHC Commission Chairman and Member  
Michele Micetich, President, Carbon Hill Historical Society  
Bob Navarro, President and CEO, Heritage Corridor Convention and Visitor's Bureau  
Ole Oldenburg, Director of Natural Resources, Forest Preserve District of DuPage County  
Christopher Rollins, Region 2 Land Manager, Illinois Department of Natural Resources  
Edmund Thornton, President of the Edmund B Thornton Foundation, Former IMCNHC Commission Member  
Jeanette Virgilio, Village of Lemont Trustee, Former IMCNHC Commissioner  
Reed Wilson, Director of Economic Development, City of Ottawa

## **National Park Service Staff**

Nicholas Chevance, Regional Environmental Coordinator  
Sue Pridemore, Midwest Region National Heritage Area Coordinator  
Martha Raymond, National Coordinator for Heritage Areas  
Heather Scotten, Assistant Coordinator for National Heritage Areas

## **Writers and Contributors**

Dennis Bieschke, CCA Board Member  
Sue Bobinsky, former Executive Director, Heritage Corridor CVB  
Andy Connor, CCA Board Member  
Michael Conzen, Ph.D, Former IMCNHC Commissioner  
Meridith Donahue, editor  
Charles Firke, CCA Board Member  
Leslie Jacobs, Leslie W. Jacobs and Associates  
Peter Kodat, Editor  
Ana B. Koval, AICP, CCA President and CEO  
Pieter van Drielen, Report Layout  
Ron Vasile, former CCA Historian  
Heather Wickens, Project Coordinator  
Tom Willcockson, Illustrator & Mapmaker

June 2011

Dear Friends of the Illinois & Michigan Canal National Heritage Corridor:

On behalf of the Canal Corridor Association and the 14-member Steering Committee, I am pleased to share with you the Illinois & Michigan Canal National Heritage Corridor's Roadmap for the Future 2011-2021. I hope as you read this document that you will become as excited about the future of our National Heritage Corridor as my team has in constructing it!

Congress established the Illinois & Michigan Canal National Heritage Corridor (IMCNHC) in 1984; it was the first heritage area in the nation and introduced a new concept of a national park. In 2006, the IMCNHC was reconfigured and reauthorized by Congress with the Canal Corridor Association designated as the coordinating entity. Beginning in the fall of 2009, the Canal Corridor Association began its Congressionally legislated duty to prepare a management plan outlining the best ways to fulfill the legislation between now and 2021 through the use of up to \$10 million of National Park Service funds to match \$10 million of local funding. During the planning process we have been very fortunate to have many of the residents of the heritage corridor actively participate in shaping the direction of our Roadmap for the Future.

I would like to publicly thank the 14 volunteer members of the steering committee that participated not only with their time and ideas, but their great expertise which further enhanced the focus of the vision and mission through the creation of our goals and stories of the I & M Canal National Heritage Corridor. They, along with our team of writers, were the "builders" of our Roadmap of the Future! We believe in the future of this heritage corridor, but more importantly, we believe that others, perhaps you, share our vision and are willing to share your time, talents, and energy to appreciate this rich opportunity and to act on it at the grassroots level. There are many ways within the plan for individuals and groups to participate, making this Plan become a reality and causing our National Heritage Corridor to be the best in the nation. You are all invited to become part of this great opportunity and participate!

Please consider participating and becoming part of the ongoing history of your National Heritage Corridor!

Sincerely,

A handwritten signature in black ink, appearing to read "Dennis Bieschke". The signature is fluid and cursive, with a prominent initial "D".

Dennis Bieschke, Chairman  
Illinois & Michigan Canal National Heritage Corridor Steering Committee

## PREFACE

Between 2007 and 2011, the Canal Corridor Association met with residents and stakeholders of the Illinois and Michigan Canal National Heritage Corridor and convened several committees to develop a framework to work towards fulfilling the goals of the National Heritage Areas Act of 2006 (P.L. 109-338).

The Canal Corridor Association looked to the National Park Service for guidance and technical assistance and to the stakeholders of the corridor for the vision of what could be accomplished through collective efforts over the next ten years. This plan is the result of many, many conversations throughout the region from Chicago to LaSalle and many points in between. Many people, including the Canal Corridor Association board and staff and the Corridor Steering Committee spent many hours conducting research, meeting with residents and groups, and synthesizing all the ideas and suggestions that were gathered. This plan is the product of that effort.

The plan is organized into six parts. Some sections will serve as references going forward and others to provide direction and mission critical structure. This is a starting point. It is intended to be flexible as we find better ways of working together to meet our goals.

Part 1 is the executive summary.

Part 2 is all about the stories that make up the national story of the Illinois & Michigan Canal region – before, during and after the operation of the Illinois & Michigan Canal itself. Part 2 includes the national significance of the corridor, its role in the development of Chicago, and its connection to Abraham Lincoln. The events of the Corridor are organized into a timeline. Interpretive themes are developed to organize and collect the smaller stories that enrich the overall story. Those extant physical resources that tell these stories are also identified.

Part 3 of the plan identifies the work of the national heritage corridor that has come before this plan. Designated as the first national heritage corridor in 1984, there is an extensive body of work and collection of activities sponsored by a list of organizations and advocates for the Corridor. This section is a brief history of these efforts.

Part 4 of the plan talks about the planning process. It covers the initial work of the public in developing the vision, mission, guiding principles, goals, and strategies of the plan. It outlines the public process

and alternative governing structures that were presented to stakeholders. Modified boundaries for the national heritage corridor are also included.

Part 5 of the plan identifies the various ways that people can become involved in working toward the vision for the Illinois & Michigan Canal National Heritage Corridor. It sets up a framework as a starting point to work together. It also identifies many of the organizations and government agencies that have an interest in the IMCNHC and how they may come together to collectively accomplish the mission created in the plan.

Part 6 of the plan identifies how we will communicate some of the core activities that need to be done to fulfill the obligations of the federal legislation, how we will identify projects over the ten years, how we propose to secure the local investment necessary, how the work will be evaluated, and how we will sustain the work and the coordinating entity after 2021.

The plan also includes an appendix with extensive additional information relevant to this plan.

This is our plan, one that we, the residents and stakeholders of the Illinois & Michigan Canal National Heritage Corridor, have commented on and also are receiving comments from the National Park Service in anticipation of sending a finalized document to the Secretary of Interior in the summer of 2011.

Please come and join us in this effort to fulfill the mission of the Illinois & Michigan Canal National Heritage Corridor.

# Illinois and Michigan Canal Heritage Corridor

## A ROADMAP FOR THE FUTURE

### TABLE OF CONTENTS

<b>Part 1: Executive Summary</b> .....	<b>1-1</b>
<b>Part 2: The Story of the Illinois and Michigan Canal</b>	
Introduction.....	2-1
National Significance.....	2-1
Timeline of Historical and Significant Impacts on the I&M Canal.....	2-9
The Unifying Story of the Illinois & Michigan Canal Passageway.....	2-19
Key Corridor Sites.....	2-34
IMCNHC Maps with Key Sites.....	2-39
<b>Part 3: The History of the IMC National Heritage Corridor</b>	
Introduction.....	3-1
Creation of the Corridor.....	3-1
Overview of Legislative Mandate.....	3-3
Partners.....	3-5
History by Year.....	3-7
NPS Funding Summary.....	3-22
<b>Part 4: The Planning Process</b>	
Purpose of the Roadmap.....	4-1
Overview of Planning Process 2008-2010.....	4-3
Mission, Vision, Guiding Principles.....	4-6
Goals.....	4-7
Strategies.....	4-11
Alternatives.....	4-14
Boundaries.....	4-22
<b>Part 5: IMCNHC Partnerships &amp; Working Structure</b>	
Introduction.....	5-1
Canal Alliance Membership.....	5-2
Resource Protection and Preservation Committee.....	5-8
Recreation Committee.....	5-10
Conservation Committee.....	5-12
Education & Interpretation Committee.....	5-14
Tourism Committee.....	5-17

Alliance Coordination.....	5-21
----------------------------	------

## **Part 6: Implementation**

Introduction.....	6-1
Communications Plan.....	6-2
Activities Plan.....	6-10
Investment Plan.....	6-25
Sustainability Plan.....	6-28
Evaluation Plan.....	6-34

## **Appendix**

### **Foundation Documents**

1984 I&M Canal Legislation  
1992 US Army Corps/I&M Canal Legislation  
2006 I&M Canal Legislation  
I&M Canal State Park Legislation  
Lemont Ordinance 286 I&M Canal Purchase  
1997 Boundary Study  
IMCNHC Inventories

### **Planning Documents**

IMCNHC Boundary Description  
IMCNHC Communities List  
MP Planning Process  
MP Participants List  
IMCNHC Governance  
IMCNHC Goal/Project Sheets  
IMCNHC Designations  
IMCNHC Key Sites  
References

## List of Figures

Figure 1.1. Guiding Principles.....	1-4
Figure 1.2. Alliance Working Groups and Alliance Resource Committees.....	1-6
Figure 1.3. IMCNHC Map.....	1-10
Figure 2.1. Nineteenth Century Transportation Map.....	2-2
Figure 2.2. Stagecoach.....	2-3
Figure 2.3. Packet Boat.....	2-4
Figure 2.4. Steam Boat.....	2-5
Figure 2.5. Abraham Lincoln.....	2-7
Figure 2.6. French Trapper.....	2-19
Figure 2.7. Canal Construction.....	2-23
Figure 2.8. Railroad.....	2-26
Figure 2.9. Mule Driver.....	2-30
Figure 2.10. Key Corridor Sites.....	2-34, 2-35, 2-36
Figure 2.11. IMCNHC Map (Peru to Ottawa).....	2-38
Figure 2.12. IMCNHC Map (Marseilles to Aux Sable).....	2-39
Figure 2.13. IMCNHC Map (Aux Sable to Joliet).....	2-40
Figure 2.14. IMCNHC Map (Joliet to Sag Bridge).....	2-41
Figure 2.15. IMCNHC Map (Sag Bridge to South Chicago).....	2-42
Figure 2.16. IMCNHC Map (Sag Bridge to Navy Pier).....	2-43
Figure 3.1. UPPER ILLINOIS VALLEY ASSOCIATION.....	3-5
Figure 3.1. IMCNHC Funding Summary 1985-2010.....	3-22
Figure 4.1. Management Planning Process Timeline.....	4-3
Figure 4.2. IMCNHC Management Plan Roadmap.....	4-5
Figure 4.3. Goals.....	4-7
Figure 4.4. Cor-Ten® Steel Silhouettes.....	4-8
Figure 4.5. The Seneca Grain Elevator.....	4-8
Figure 4.6. Two bicyclists.....	4-9
Figure 4.7. natural environment.....	4-9
Figure 4.8. The LaSalle Canal Boat.....	4-10
Figure 4.9. Gaylord Building.....	4-11
Figure 4.10. Strategies.....	4-11
Figure 4.11. Potential Stakeholders.....	4-12
Figure 4.12. Governing Alternative 1.....	4-15
Figure 4.13. Governing Alternative 2.....	4-17
Figure 4.14. Governing Alternative 3.....	4-19
Figure 4.6. IMCNHC Communities List.....	4-22



Figure 5. 1. Alliance Committee/Resource Committees.....	5-2
Figure 5.2. Canal Alliance Groups.....	5-2
Figure 5.3. Canal Alliance Pledge Form.....	5-4, 5-5
Figure 5.4. IMCNHC Management Structure.....	5-6
Figure 5.5. Resource Protection & Preservation Working Group and Partners .....	5-9
Figure 5.6 Recreation Working Groups and Partners.....	5-11
Figure 5.7. Conservation Working Groups and Partners.....	5-13
Figure 5.8. Education and Interpretation Working Groups and Partners.....	5-15
Figure 5.9. Tourism Working Groups and Partners.....	5-17
Figure 5.10. Canal Alliance and Working Groups.....	5-20
Figure 5.11. Process for New Ideas/Projects.....	5-22
Figure 5.12. IMCNHC Project Proposal Form.....	5-23
Figure 5.13. Canal Alliance Project Submittal Form.....	5-24, 5-25
Figure 6.1. Communications Strategy.....	6-2
Figure 6.2. Civic Engagement.....	6-2
Figure 6.3. IMCNHC Website Suggestions.....	6-3
Figure 6.4. Posting information on other Websites.....	6-5
Figure 6.5. Communication Channels matched to Audiences.....	6-8
Figure 6.6. Annual Communication Schedule.....	6-9
Figure 6.7. Activities Strategy:.....	6-10
Figure 6.8. IMCNHC Goals STORIES Goal.....	6-11
Figure 6.9. STORIES Goal:.....	6-12
Figure 6.10. SPECIAL PLACES Goal:.....	6-14
Figure 6.11. RECREATION Goal:.....	6-16
Figure 6.12. CONSERVATION Goal:.....	6-17
Figure 6.13. ECONOMIC IMPACT.....	6-18
Figure 6.14. SUSTAINABILITY Goal:.....	6-19
Figure 6.15. Example Volunteer Positions.....	6-19
Figure 6.16. Examples of Internships.....	6-20
Figure 6.17. Subcommittee Decision Making Model.....	6-23
Figure 6.18. Investment Strategy:.....	6-25
Figure 6.19. Three year budget.....	6-27
Figure 6.20. NPS's National Heritage Area Sustainability definition.....	6-28
Figure 6.21. Levels of Stakeholder Involvement in the IMCNHC.....	6-30
Figure 6.22. Sustainability Strategy.....	6-30
Figure 6.22. Engagement Pyramid.....	6-31
Figure 6.23. IMCNHC Logic Model.....	6-32, 6-33
Figure 6.24. Data Collection.....	6-35
Figure 6.25. Evaluation Strategies.....	6-36

## GLOSSARY OF TERMS

**Aqueduct** — a bridgelike structure that carries a water conduit or canal across the valley or over a river.

**Canal Alliance Partner (Partner)** — a group or organization that is a member of the Canal Alliance and participates in any Canal Alliance event, project or activity with the intent to fulfill one or more of the goals of the heritage corridor.

**Canal Alliance Stakeholder (Stakeholder)** — an individual, group, or organization that have an investment, share or interest in the Illinois & Michigan Canal National Heritage Corridor.

**Canal Corridor Association (CCA)** — Congress designated the Canal Corridor Association as the local coordinating entity for the Illinois & Michigan Canal National Heritage Corridor in 2006. CCA's board of directors has direct fiduciary responsibility for the federal funds received from the federal government.

**Canal Prism** — The shape of the canal as seen in a cross section.

**Illinois & Michigan Canal** — a 96-mile long artificial waterway stretching from Chicago to LaSalle, Illinois which connects Lake Michigan to the Illinois River.

**Illinois & Michigan Canal National Heritage Corridor (IMCNHC)** — designated in 1984, this 862 square mile linear zone in northern Illinois includes 57 communities. The purpose of the IMCNHC is to retain, enhance, and interpret, for the benefit and inspiration of present and future generations, the cultural, historical, natural, recreational, and economic resources of the heritage corridor.

**Illinois & Michigan Canal National Heritage Corridor Ad Hoc Resource Committee** — an Ad Hoc Resource Committee may be formed by the Alliance Committee Chair for a specific task within a specific time period.

**Illinois & Michigan Canal National Heritage Corridor Alliance (Canal Alliance)** — The IMCNHC Alliance is a group of self-selected stakeholders that sign an Alliance membership agreement to work towards the vision and mission of the heritage corridor and agrees to abide by its guiding principles. Each Alliance member identifies what resources they contribute annually to the local investment.

**Illinois & Michigan Canal National Heritage Corridor Alliance Committee (Alliance Committee)** — In accordance with the directives of the CCA Board of Directors, the Alliance Committee oversees the implementation and ongoing operations of the Illinois & Michigan Canal National Heritage Corridor, providing the CCA Board of Directors with guidance and advice.

**Illinois & Michigan Canal National Heritage Corridor Commission** — A nineteen member Federal Commission established in the 1984 authorizing legislation for the Illinois & Michigan Canal National Heritage Corridor. The Federal Commission was to meet quarterly and oversee the development of the heritage corridor. The Federal Commission oversaw the development of the heritage corridor from August 1984 to August 2004.

**Illinois & Michigan Canal National Heritage Corridor Standing Resource Committees** — Initially five in number; each Resource Committee represents a distinct program area and has multiple responsibilities of a continuing nature; such as engaging the citizenry of the IMCNHC and gathering the expertise needed for good decision-making. Can be eliminated, replaced or revised, as needed, by a vote of the Alliance Committee.

**IMCNHC** — Illinois & Michigan Canal National Heritage Corridor.

**Landmarks Preservation Council of Illinois (Landmarks Illinois)** — Landmarks Illinois is the state's leading voice for historic preservation. This not-for-profit organization was founded in 1971 to present the demolition of the Adler and Sullivan designed Chicago Stock Exchange Building. Although this effort failed the organization has grown to become a 2500 member statewide organization.

**Local Coordinating Entity** — A National Heritage Area designation places an invisible overlay upon a living landscape, and some residents choose to perform specific actions to create and maintain their nationally important cohesive story, a story that is shaped by the region's individual parts. To assure that this invisible overlay is established and nurtured, the heritage area's public law also establishes a "coordinating entity." While individual municipalities, nonprofits, universities, businesses and industries continue operating as usual, the coordinating entity – typically a nonprofit, university or federal commission – focuses on the area's national story, coordinating local efforts to collectively preserve and share their unique national story for a stronger future and to educate local, regional and even national audiences. By bringing together those ongoing or newly initiated individual efforts, long term collaborations are formed and nurtured

to enhance a stronger and more sustainable future. Representing the landscape as a whole, whenever residents gather to establish mutual goals and opportunities, the coordinating entity maintains focus on unifying objectives they facilitate through public dialogs. Without this perspective and overall coordination, the national relevance of the story -- and many of the key locations representing that story -- may remain hidden or only quietly noted for many more generations. In many cases, relevant sites disappear for good. Living landscapes are always evolving and the region's national voice is maintained and continuously nurtured by its unique one-of-a-kind story. Some of this important work is also nurtured with the addition of federal funds which are administered by the coordinating entity.

**National Heritage Area (NHA) or National Heritage Corridor (NHC)** — National Heritage Areas are places where natural, cultural, historic and scenic resources combine to form a cohesive, nationally important landscape arising from patterns of human activity shaped by geography. These patterns make National Heritage Areas representative of the American experience through the physical features that remain -- and the traditions that have evolved -- in them. These regions are acknowledged by Congress for their capacity to tell important stories about our nation. Continued use of National Heritage Areas by people whose traditions helped to shape the landscape enhances their significance.

**National Park Service (NPS)** — a bureau of the U.S. Department of the Interior. The NPS manages the 394 units of the National Park System. The NPS also helps administer dozens of affiliated sites, the National Register of Historic Places, National Heritage Areas, National Wild and Scenic Rivers, National Historic Landmarks, and National Trails.

**Steering Committee** — a fourteen-member committee comprised of the chairs of the special interest committees (boundaries, civic engagement, conservation, education, heritage development, recreation, and tourism/economic development), former federal commissioners of the Illinois & Michigan Canal National Heritage Corridor and Canal Corridor Association board members. The purpose of the steering committee was to guide the development of the management plan for the heritage corridor.

**The Plan** — the National Park Service states that management plan describes comprehensive policies, strategies, and recommendations for telling the story of the region's heritage and encouraging long-term resource protection, enhancement, interpretation, funding, management and development of the National Heritage Area. The plan specifies actions, policies, strategies, performance goals, and recommendations taken to meet the goals of the heritage area.