

Purpose of the Roadmap

Planning allows civic leaders, the business community, the non-profit community, and citizens to all have a meaningful role in coming together to create better places to live, work, and visit. The purpose of this roadmap is to do that in the nation's first national heritage area – the Illinois & Michigan Canal National Heritage Corridor (IMCNHC) and guide the federal investment given to this special place by Congress. The roadmap will focus on how to let the unique history and resources of the region guide a responsible, inclusive, and sustainable vision for the future. The plan will set up a process to ensure excellence in decision-making and inclusiveness in scope.

A National Heritage Area is a nationally distinctive landscape shaped by natural, cultural, historic and recreational resources, recognized by the U.S. Congress. A heritage area tells a nationally important story through its geography, its man-made structures, and the traditions that have evolved within the landscape.

National Heritage Areas are managed by a local entity in partnership with various stakeholders. These stakeholders include individual citizens, local, state, and Federal governments, and nonprofit and private sector groups. Together these stakeholders work to preserve the integrity of their distinct landscape and local stories so that future generations will understand their relationship to the land. This collaborative approach does not compromise traditional local control over and use of the land.

Using this approach, National Heritage Areas are based on their constituents' pride in their history and traditions and interest and involvement in retaining and interpreting their special landscapes. Heritage areas work across traditional boundaries in order to collaboratively shape a plan and implementation strategy that preserves the area's unique and distinct qualities.¹

The above definition of a national heritage area comes from the National Park Service and in many ways articulates the purposes of this roadmap for the I&M Canal National Heritage Corridor. This roadmap will:

- Serve as a framework for the future heritage work of the stakeholders in the IMCNHC.
- Serve as a roadmap for all the stakeholders in the Corridor to work together building on mutual interests.
- Focus on adding value to the existing work by identifying work which is better done across jurisdictional boundaries and in partnership.

- Identify current needs and gaps in the existing work.
- Articulate partners and resources which can be brought together to accomplish the work of the legislation.

The formation of this plan has already engaged stakeholders and the public involving them in formulating policy and taking action to work towards making the IMCNHC a better place to live, work, and visit and permitting the IMCNHC to achieve its full potential. This plan has been informed by extensive public input.

Legislative Mandate

Congress directed the Canal Corridor Association to include the following in the new plan for the I&M Canal National Heritage Corridor:

- (1) take into consideration State and local plans and involve residents, local governments and public agencies, and private organizations in the corridor;
- (2) present comprehensive recommendations for the corridor's conservation, funding, management, and development;
- (3) include actions proposed to be undertaken by units of government and nongovernmental and private organizations to protect the resources of the corridor;
- (4) specify the existing and potential sources of funding to protect, manage, and develop the corridor; and
- (5) include--
 - (A) identification of the geographic boundaries of the corridor;
 - (B) a brief description and map of the corridor's overall concept or vision that show key sites, visitor facilities and attractions, and physical linkages;
 - (C) identification of overall goals and the strategies and tasks intended to reach them, and a realistic schedule for completing the tasks;
 - (D) a listing of the key resources and themes of the corridor;
 - (E) identification of parties proposed to be responsible for carrying out the tasks;
 - (F) a financial plan and other information on costs and sources of funds;
 - (G) a description of the public participation process used in developing the plan and a proposal for public participation in the implementation of the management plan;
 - (H) a mechanism and schedule for updating the plan based on actual progress;
 - (I) a bibliography of documents used to develop the management plan; and
 - (J) a discussion of any other relevant issues relating to the management plan.²

Overview of Planning Process 2008-2010

The Canal Corridor Association (CCA) began the process of creating a comprehensive management plan in 2008. Documents were collected from the former Illinois & Michigan Canal National Heritage Corridor Federal Commission to determine potential relevance to forming the new management plan. The staff reviewed other heritage area plans and worked to define best practices to incorporate them into the plan as it was being developed. Additional research was conducted and documents collected from other organizations, which had participated in the Heritage Corridor efforts in the past. Informal discussions were held with stakeholders and elected officials throughout the Heritage Corridor, in Chicago, and in Springfield, the state capitol. Throughout this period many presentations were given to groups interested in the status and future of the national heritage corridor.

CCA held four rounds of public workshops throughout the Illinois & Michigan Canal National Heritage Corridor (IMCNHC) between November 2009 and February 2011. The workshops engaged the public, collected information, and facilitated the development of the this roadmap. The data collected from these workshops was critical in shaping the plan. The initial round of public workshops introduced the public to the planning process and explored what types of projects should be done within the IMCNHC. The public also addressed what they felt the vision, mission, and guiding principles for the Corridor should be. The second round of public workshops allowed the public to weigh-in on the allocation of resources and determine the priority of projects within the IMCNHC. A third round of workshops was a dialogue with the participants. The discussions centered on how to effectively engage the public and partners within the IMCNHC. Our final rounds of public workshops explored the various alternatives of the governance structure.

Six resource committees were formed and all stakeholders were invited to participate. The committees worked through the winter and spring of 2010 to develop goals and activities for the IMCNHC in the following six areas:

- Boundaries
- Conservation/Natural Resources
- Education/Interpretation
- Heritage Development
- Recreation
- Tourism/Economic Development

Figure 4.1. Management Planning Process Timeline

2009

11/16/09-Public Workshop (Morris)
 11/17/09-Public Workshop (Lemont)
 11/18/09-Public Workshop (LaSalle)
 11/19/09-Public Workshop (Channahon)
 12/2/09-Public Workshop (Alsip)

2010

2/6/10-Special Interest Committee Meetings (Channahon)
 5/19/10-First Steering Committee Meeting (Channahon)
 6/23/10-Second Steering Committee Meeting (Channahon)
 7/14/10-Third Steering Committee Meeting (Channahon)
 8/4/10-Public Workshop (Ottawa)
 8/5/10-Public Workshop (Lemont)
 8/18/10-Fourth Steering Committee Meeting (Channahon)
 9/29/10-Fifth Steering Committee Meeting (Channahon)
 10/20/10-Sixth Steering Committee Meeting (Channahon)
 11/3/10-Public Workshop (Chicago)
 11/9/10-Public Workshop (Joliet)
 11/10/10-Public Workshop (Seneca)
 11/11/10-Public Workshop (Alsip)
 12/8/10-Steering Committee Conference Call

2011

1/12/11-Seventh Steering Committee Meeting
 2/23/11-Public Workshop (Lockport)
 2/24/11-Public Workshop(LaSalle)
 3/23/11-Final Steering Committee Meeting

A steering committee was formed with the purpose of providing direction and/or approval during the creation of the Illinois & Michigan Canal National Heritage Corridor's comprehensive management plan. The core of the steering committee was three CCA board members, the CCA president, and the committee chairs of the six resource committees. The steering committee was a diverse group of fourteen individuals from across the Illinois & Michigan Canal National Heritage Corridor whose varied knowledge base and skill set form a competent and capable committee.

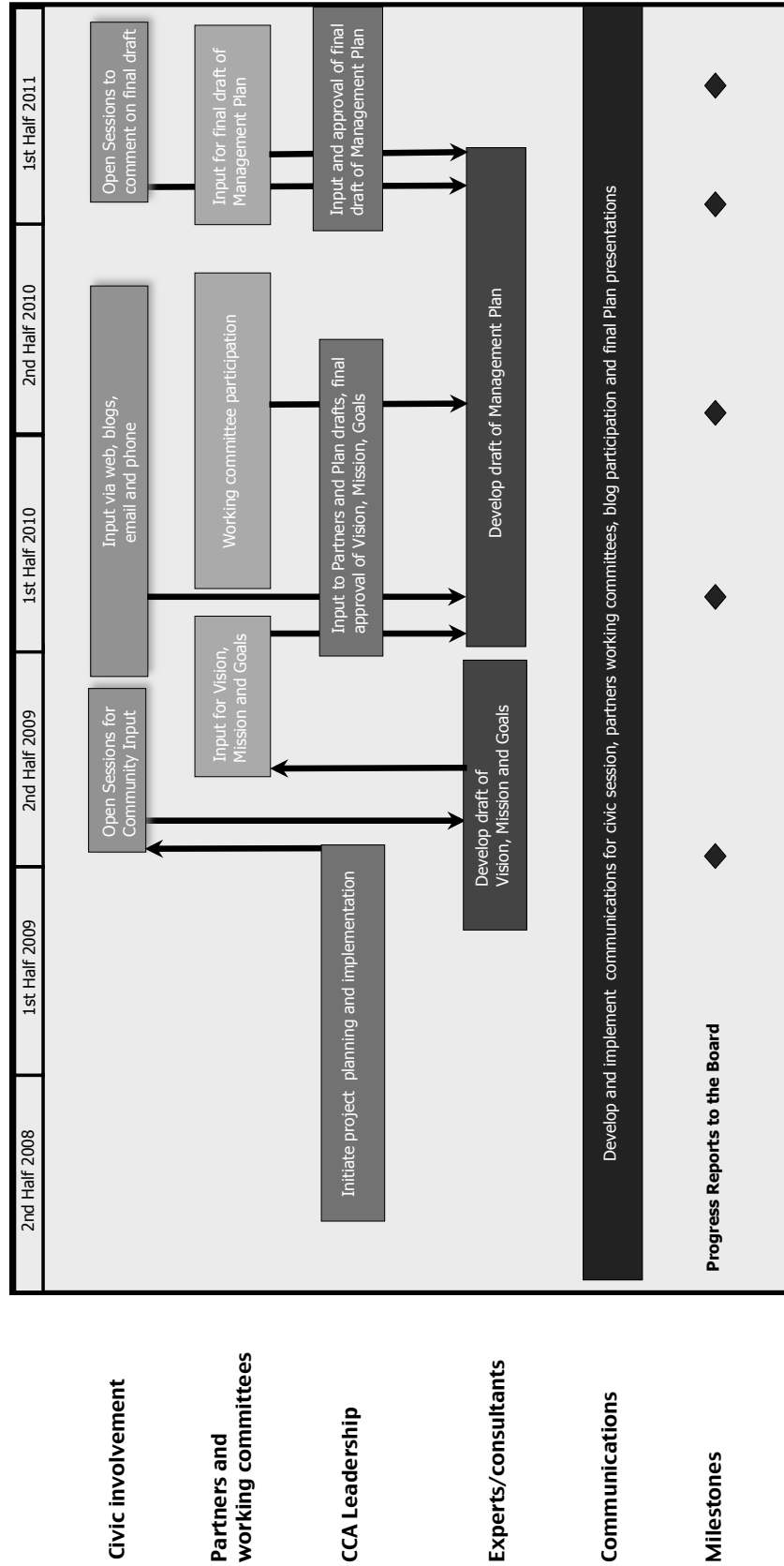
To help facilitate public participation during the management plan process CCA created a website and blog dedicated to the management plan. The website included information about the management planning process, how individuals could be involved in the process, and posted the upcoming workshop schedule. The blog created a forum for discussion and a way to engage the public in the planning process. We also established a management plan e-news list for individuals interested in the management planning process. Frequent updates, public workshop notices, and other information were transmitted to our subscribers.

Members of the steering committee also visited various city council and village board meetings to encourage participation in the process.

The management plan was written collaboratively utilizing the abilities of steering committee members, staff, and contracted consultants. The drafts were reviewed and approved by the steering committee, staff, the Canal Corridor Association Board of Directors, and finally the National Park Service.

I & M Canal National Heritage Corridor Management Plan Roadmap

Figure 4.2. IMCNHC Management Plan Roadmap



Foundation of Plan

In 2009, stakeholders came together to establish the foundation of the plan. The foundation is outlined below in the vision statement, the mission, and the guiding principles. This foundation is the basis for the goals, strategies, and activities that follow as well as all recommendations.

Vision Statement

The Illinois & Michigan Canal connected the Illinois River to Lake Michigan, bringing people and commerce to northeastern Illinois. The canal and the towns that grew up along it share a legacy. Through interpretation, preservation and providing educational and recreational experiences, we see the Heritage Corridor creating economic development, recreation and education opportunities for residents and visitors, making the Corridor more prosperous and a place where people enjoy the benefits created by the canal and take pride in the region's history.

Mission Statement

The mission of the Illinois & Michigan Canal National Heritage Corridor is to: protect and preserve the natural, historical and cultural resources of the Corridor; advance and stimulate economic development and activity within the Corridor; create and enhance opportunities for recreation in the Corridor; and interpret and cultivate the history of the Corridor and its significance in the settlement and growth of the region and nation.

Guiding Principles

Stewardship:

- We hold our history in high regard and will use it to inform our stewardship decisions.
- We will respect the environment and property, public and private.
- We will respect each community's needs and goals in a way that is consistent with the concept that the Corridor is a region consisting of many communities and places which are geographically, historically and culturally connected by the canal.
- We will consider sustainability as an important criteria in making plans, selecting projects and allocating resources.
- We will communicate to our partners and the public in multiple ways to reach as many as possible, using technology to bring the Corridor to the world.
- We will include all groups, including future generations, in our plans, goals and actions.

History:

- We will appreciate the area's history both before and after the canal was created.
- We will provide education about the canal and the Corridor.
- We will respect our history and culture through honest and authentic portrayals of places, people and events.
- We will use multiple forums and media to spread the word about the Corridor's history to as wide an audience as possible.

Economic Development:

- We will encourage and foster economic development opportunities in the Corridor.
- We will provide places where people can bring their families and friends for recreation and fun.

Goals

The following six goals have been formulated based upon the vision, mission, and guiding principles articulated by the committees, the project work of the six committees and the review of the steering committee.

STORIES Goal: The rich and complex stories of the history and continuing importance of the I&M Canal Corridor will be told through increasingly accurate, compelling and interesting ways to larger audiences.

Over and over again through the planning process the public has confirmed the following:

- Most people don't know the significance of the I&M Canal to Chicago, Illinois and the nation
- People who have recently learned about the canal can't believe that canal history was not taught when they were in school
- Many local history resources shortchange the impact of the I&M Canal (i.e. that it was only vital until the railroads displaced it)
- Most people are amazed to learn how the canal shaped many aspects of Illinois life today

Telling the stories of the I&M Canal, it's history, the people of the region, and it's impact makes this "ditch" come alive for many people. The story will be told in the context of the American story through the interpretive themes outlined in Part 1 of the plan. The stories of the people who lived and worked in the corridor will be told to highlight the richness and complexity of the I&M Canal story. Potential methods and audiences for these stories will be explored in the plan.

Figure 4.3. Goals

STORIES Goal: The rich and complex stories of the history and continuing importance of the I&M Canal Corridor will be told through increasingly accurate, compelling and interesting ways to larger audiences.

SPECIAL PLACES Goal: The Corridor's distinctive sense of place and natural, cultural and historic resources will be recognized, embraced and protected.

RECREATION Goal: The recreational amenities of the Corridor will be enhanced and expanded to facilitate their enjoyment by more people.

CONSERVATION Goal: The stewardship of the corridor's natural resources will be improved. Both the number of stewards and the commitment level and involvement of stewards will be increased.

ECONOMIC IMPACT Goal: The Corridor's economic growth will be built through an increase in heritage tourism and heritage development. Historical and cultural based venues in the Corridor will be enhanced through increased interpretation, use of new technologies, and increases in visitor services and marketing. Entrepreneurial and family-owned businesses will be supported with increased tourism strengthening our historic downtowns.

SUSTAINABILITY Goal: The work of the IMCNHC will be sustained after 2021 by continually engaging more people in increasingly intense roles, continuing to strengthen the collective voice of the region, continuing the coordination and celebration of the work, and securing sustainable funding sources.

Figure 4.4. These Cor-Ten® Steel Silhouettes tell the story of the Armstrong Family and their involvement in the Morris Community and the Illinois & Michigan Canal.



Figure 4.5. The Seneca Grain Elevator is the only remaining historic grain elevator along the Illinois & Michigan Canal that was in operation during the canal's early days.



SPECIAL PLACES Goal: The Corridor's distinctive sense of place and natural, cultural and historic resources will be recognized, embraced and protected.

The I&M Canal National Heritage Corridor is full of historic sites, as well as natural and cultural resources, that contribute to the local and regional “sense of place.” Almost all of these places have been identified and inventoried since the corridor was designated in 1984, but most are not protected and have the potential to be negatively impacted by neglect, growth and development. This plan looks for ways to use the collected information to enhance this distinctive sense of place.

The centerpiece of the IMCNHC and its most unique resource is the canal itself. Unfortunately, the condition of the I&M Canal is currently deteriorating. While much has been done to rehabilitate the canal and its related structures since 1984, the last ten years have seen a reversal in the condition of all aspects of the resource, but especially in the tow-path trail along the canal. The majority of the canal is owned and managed by the Illinois Department of Natural Resources whose ability to maintain this historic landmark has been substantially reduced.

Parts of the 61-mile I&M Canal State Trail have been closed recently. Currently the canal has some significant water and structural issues. A fund for the canal created over ten years ago and funded by special automobile license plates has never been allocated for any of these needs. Activities to promote well-maintained open trails, assure water levels, and make needed structural repairs will be explored within the plan.

RECREATION Goal: The recreational amenities of the Corridor will be enhanced and expanded to facilitate their enjoyment by more people.

A large number of stakeholders involved in the planning process currently use the tow-path trail along the I&M Canal and the largest number of concerns expressed during the planning process were concerning the availability and condition of the existing trails. While the number of trail users is currently unmeasured, it is evident that the trail is used by many people from residents walking or bicycle riding for a short time every day or several times a week to long-distance runners or bicycle riders coming from greater distances to ride the trail at less frequent intervals. As Americans are looking for ways to improve their health and fitness, the trail system within the IMCNHC will become more popular as a convenient and low-cost way for thousands to exercise and improve their health.

While the use of the trails was the most frequent recreational activity mentioned during the planning process, several other recreational opportunities currently exist or have been advocated including: fishing, canoeing, kayaking, hiking in the state parks, biking in the state parks, riding snow-mobles, cross-country skiing, snowshoeing, ice climbing, skydiving, horse back riding, golfing, boating, waterskiing, wakeboarding, tubing, hunting, camping, picnicking, and bird watching.

CONSERVATION Goal: The stewardship of the corridor's natural resources will be improved. Both the number of stewards and the commitment level and involvement of stewards will be increased.

Although much of the natural landscape has been transformed and reshaped by humans, both small pockets and large expanses of natural resources remain in the corridor. Restoration efforts are once again transforming landscapes, this time to a more natural way than that of the human influence over the last two centuries. Restoration of most areas needs to focus toward those that are sustainable under current environmental conditions. Some strategic habitats need to be created to enhance and protect vulnerable biodiversity that is considered scarce. Some remnant natural communities that are reminiscent of those roamed by Native Americans and first seen by French explorers and other European settlers to the area, need only nurturing by stewardship.

Since the designation of the IMCNHC in 1984, many acres of open space have come into public or non-profit ownership, but many of these new owners lack funding to restore the open space to its native

Figure 4.6. Two bicyclists ride along the Illinois & Michigan Canal State Trail.



Figure 4.7. A group of visitors learn about the natural environment of the Illinois & Michigan Canal National Heritage Corridor.



state or to adequately maintain the areas once they are restored. The Midewin National Tallgrass Prairie is the largest addition of open space in the region in the last 25 years.

These natural resources and landscapes can neither be maintained nor enhanced, however, without good environmental stewardship. Not only the number of stewards needs to be increased, but the commitment level of existing and future stewards must be assured and enhanced. The natural resources of the Corridor attract both residents and visitors, but our objective will be to integrate educational awareness of environmental concerns through recreational exposure in order to develop a vested interest sufficient for persons to volunteer toward stewardship action within these natural resources. The protection of the scenic elements of the IMCNHC and the biodiversity within the IMCNHC will help accomplish the preservation and economic development mission of the IMCNHC. It is the goal of the IMCNHC to advance the stewardship of our natural heritage for future generations by preserving the plants, animals and natural communities through management of the lands and waters they need to survive.

ECONOMIC IMPACT Goal: The Corridor's economic growth will be built through an increase in heritage tourism and heritage development. Historical and cultural based venues in the Corridor will be enhanced through increased interpretation, use of new technologies, and increases in visitor services and marketing. Entrepreneurial and family-owned businesses will be supported with increased tourism, strengthening our historic downtowns.

Figure 4.8. The LaSalle Canal Boat offers mule-pulled boat rides along the I&M Canal. Period dressed guides tell the stories of the I&M Canal Passageway.



The successful sustainability of restored natural, cultural, and historic resources depends on ongoing financial resources. For most sites, this will require at least some annual revenue coming from visitation by tourists. Increased tourism in the IMCNHC will help sustain the resources and support local businesses, jobs and tax revenues. An increase in local tax revenues may, in turn, justify partnerships between these resources and local governments.

The plan encourages a stronger, more unified identity to assist in the marketing of this special place. Tourism needs to continue to be an important segment of the Illinois and IMCNHC

economy. The plan explores opportunities to increase heritage tourism in the region by continuing to develop a concentration of high-quality tourism attractions and services and to successfully market the IMCNHC to the lucrative tourism market, especially the heritage tourist, the recreational tourist, and the international tourist.

Increased coordination will improve the efficiency, reach, and effectiveness of existing tourism development and marketing efforts. Efforts need to continue to link IMCNHC sites with other visitor destinations and services.

SUSTAINABILITY Goal: The work of the IMCNHC will be sustained after 2021 by continually engaging more people in increasingly intense roles, continuing to strengthen the collective voice of the region, continuing the coordination and celebration of the work, and securing sustainable funding sources.

The plan explores how to engage more people in the IMCNHC and how to engage them in more meaningful ways both in specific projects and in overall Corridor volunteerism. The opportunities in all the goals of the IMCNHC need to be able to attract local people to invest their time and funds. The plan will explore ways to build the “people and excitement” investment and to sustain that effort into the future.

Strategies

All strategies are actually about resources. Our five strategies are different ways to think about the resources of people and money. To accomplish the previously stated goals, the following strategies will be employed.

Partnership Strategy: The Canal Alliance will engage with many partners to complete its work.

There are many opportunities to partner with existing agencies and organizations and also to bring partners together to enhance the results of their activities and streamline their operations for the benefit of the IMCNHC. Much of the work of the IMCNHC is best done at a regional level; however, many of our potential partners have a local jurisdiction. The framework of the IMCNHC will make it easier for groups to cross jurisdictional lines and work together for more effective results.

Figure 4.9. Illinois & Michigan Canal National Heritage Area visitors learn about the Gaylord Building, the oldest industrial structure remaining along the I&M Canal. This rehabilitated multi-purpose facility includes a restaurant, a visitor contact station, and interpretive exhibits.



Figure 4.10 Strategies

Partnership Strategy: The Canal Alliance will engage with many partners to complete its work.

Communications Strategy: The Canal Alliance will communicate effectively with many stakeholders through a variety of ways.

Activities Strategy: The Canal Alliance will organize programs and activities that meet the identified goals.

Investment Strategy: The Canal Alliance will raise the local match required by the federal government and strive to leverage additional funds. In addition, sustainability funding options will be explored and pursued.

Sustainability Strategy: The Canal Alliance will involve as many people as possible through the above strategies and move them along a continuum of activity and commitment going from minimal interest to involved and enthusiastic.

Figure 4.11. Potential Stakeholders

A survey of potential stakeholder groups identified approximately 150 state government agencies, local government entities, and non-profit organizations that may consider themselves stakeholders in the issues of the IMCNHC.

A summary listing of potential stakeholders follows.

- The Illinois Department of Natural Resources, the owner/ manager of I&M Canal and other state parks within corridor boundaries.
- The 57 municipalities within the current boundaries of the heritage corridor and any other municipality within the proposed new boundaries.
- The Illinois Office of Tourism, the state agency for promotion and development of tourism in Illinois and several regional tourism organizations certified by the state including the Heritage Corridor Convention & Visitors Bureau and Chicago Southland Convention & Visitors Bureau, which is the regional tourism entity for the majority of the municipalities within the corridor.
- Conservation organizations – such as Openlands, and the Forest Preserve District of Will, DuPage, and Cook counties.
- Recreation organizations – municipal park districts, non-profit bike clubs, scouting organizations, and other groups.
- History based organizations – county and local historical societies, house museums.
- Tourism based organizations – non-profit tourism attractions.
- Economic development organizations – such as the Will County Economic Development Council.
- Illinois River Road & Route 66 National Scenic By-ways.
- Civic Center Authority.

The IMCNHC includes 57 communities within five counties. It overlaps the boundaries of the Lincoln National Heritage Area. The IMCNHC contains 14 State Parks, and three state owned Historic sites. Included are three county forest preserves, and numerous local park districts. Added to these government jurisdictions are the non-profit enterprises in the region with missions which include natural, cultural, and historic resources. The list of potential partners is several hundred and that is without the educational institutions.

The partnership strategy will be to engage the right partners for each activity to accomplish the activity in an effective and efficient way, while also looking towards the sustainability of the activity by that partner.

Communications Strategy: The Canal Alliance will communicate effectively with many stakeholders through a variety of ways.

The IMCNHC Alliance needs to identify the information stakeholders would value about the heritage corridor. This includes information concerning the various aspects of the area and its work. Technology is changing so quickly that it is anticipated that the activities found to achieve this strategy will be constantly evolving.

Activities Strategy: The Canal Alliance will organize programs and activities that meet the identified goals.

The IMCNHC Alliance will need to be involved in many activities to continue to develop and engage stakeholders.

Investment Strategy: The Canal Alliance will raise the local match required by the federal government and strive to leverage additional funds. In addition, sustainability funding options will be explored and pursued.

Congress has asked the IMCNHC to match each federal dollar with a local dollar. This is a minimum requirement. In addition, the IMCNHC will seek to leverage the federal investment by many more dollars. Also, the funding strategy needs to address the needs of the IMCNHC after the current promise of the federal investment runs out in 2021.

Sustainability Strategy: The Canal Alliance will involve as many people as possible through the above strategies and move them along a continuum of activity and commitment going from minimal interest to involved and enthusiastic.

Stakeholder continuum of interest and commitment

Level 1: Observer

Level 2: Visitor

Level 3: Alliance member/Leader

Level 4: Investor

Level 5: Enthusiast

This strategy will investigate how to establish communications and activities that make stakeholders want to become more involved in the work of the IMCNHC as well as share this work with their family, friends, co-workers, and children. This strategy will also identify various resources such as time, money and expertise.

Illinois & Michigan Canal National Heritage Corridor (IMCNHC) Management Plan Alternatives

Introduction

The IMCNHC planning process requires the exploration of different management alternatives by which the Canal Corridor Association (CCA) can achieve the purposes of the legislation. Three organizational models outlined here are based on the work of the IMCNHC steering committee, CCA board and staff, and consultants. These alternatives, their impacts, and the preferred alternative will be further discussed in the environmental assessment of the Plan. These alternatives were prepared in accordance with the National Environmental Policy Act (NEPA).

Alternatives

Alternative 1: Continuation of Current Practices/No Action

Per the IMCNHC authorizing legislation, the Canal Corridor Association's board of directors has direct management and fiduciary responsibility for the IMCNHC. The board, president of CCA, and CCA staff will make all the decisions regarding the management of the Corridor and how the authorized federal dollars will be spent. Funds will be delegated based on the vision, mission, guiding principles, goals and the other guidelines outlined in the IMCNHC plan.

The required local match of the federal investment will be raised through grants, donations, and fundraisers. The Canal Corridor Association's staff will work with other non-profit organizations and local, state, and federal governments to implement the plan and meet the goals outlined in it. The public will be invited to attend quarterly meetings as defined in the governing legislation to review the implementation of the plan.

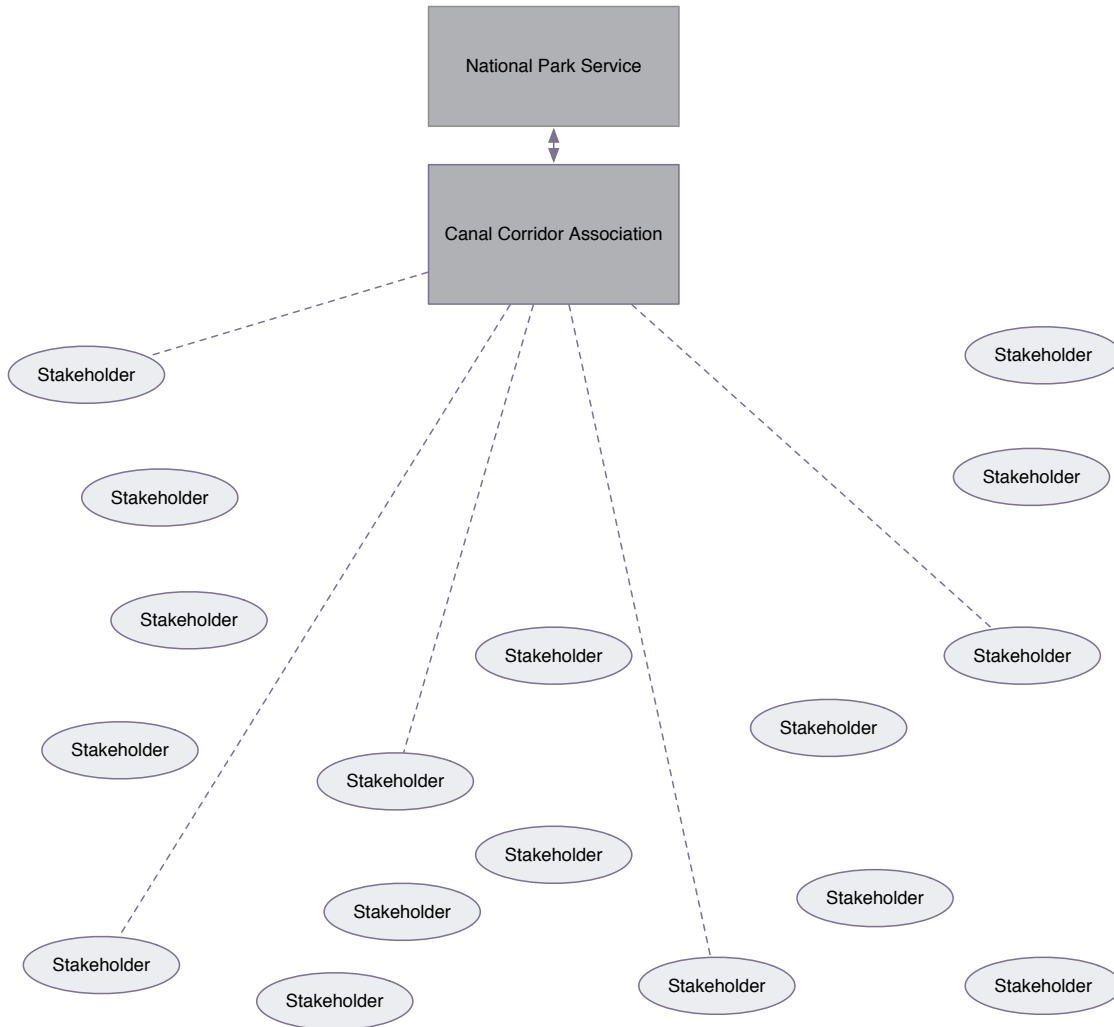
Pros:

- This alternative is the simplest to implement.

Cons:

- The Canal Corridor Association alone will raise all local match funds.
- There will be little synergy from work already being done by other organizations.
- The process doesn't allow for inclusions of all groups/individuals throughout the Corridor.

Figure 4.12. Governing Alternative 1



Alternative 2: IMCNHC Membership Model

Per the IMCNHC authorizing legislation, the Canal Corridor Association's board of directors has direct management and fiduciary responsibility for the IMCNHC. The CCA board of directors and staff will solicit sites/organizations to join an IMCNHC Network. Members will pay dues to the Canal Corridor Association. The dues will be used to meet the portion of the federal match that is necessary to cover administrative costs.

CCA's board of directors will establish an IMCNHC Network committee and hire staff to manage the network and allocate funding/resources to members. The IMCNHC Network Committee will be composed of network members selected by the general population of network members and approved by the CCA board for two-year terms. Members desiring funding for projects, programs, and activities which meet the goals outlined in the management plan will write an application for 50% or less of the funding to the IMCNHC Network Committee. The Network Committee will select which projects, programs and activities will be funded based on the vision, mission, guiding principals and goals of the IMCNHC Plan. The Network Committee will determine which applications are appropriate, feasible, and sustainable and recommend them to the CCA board for final approval and recommendation.

Pros

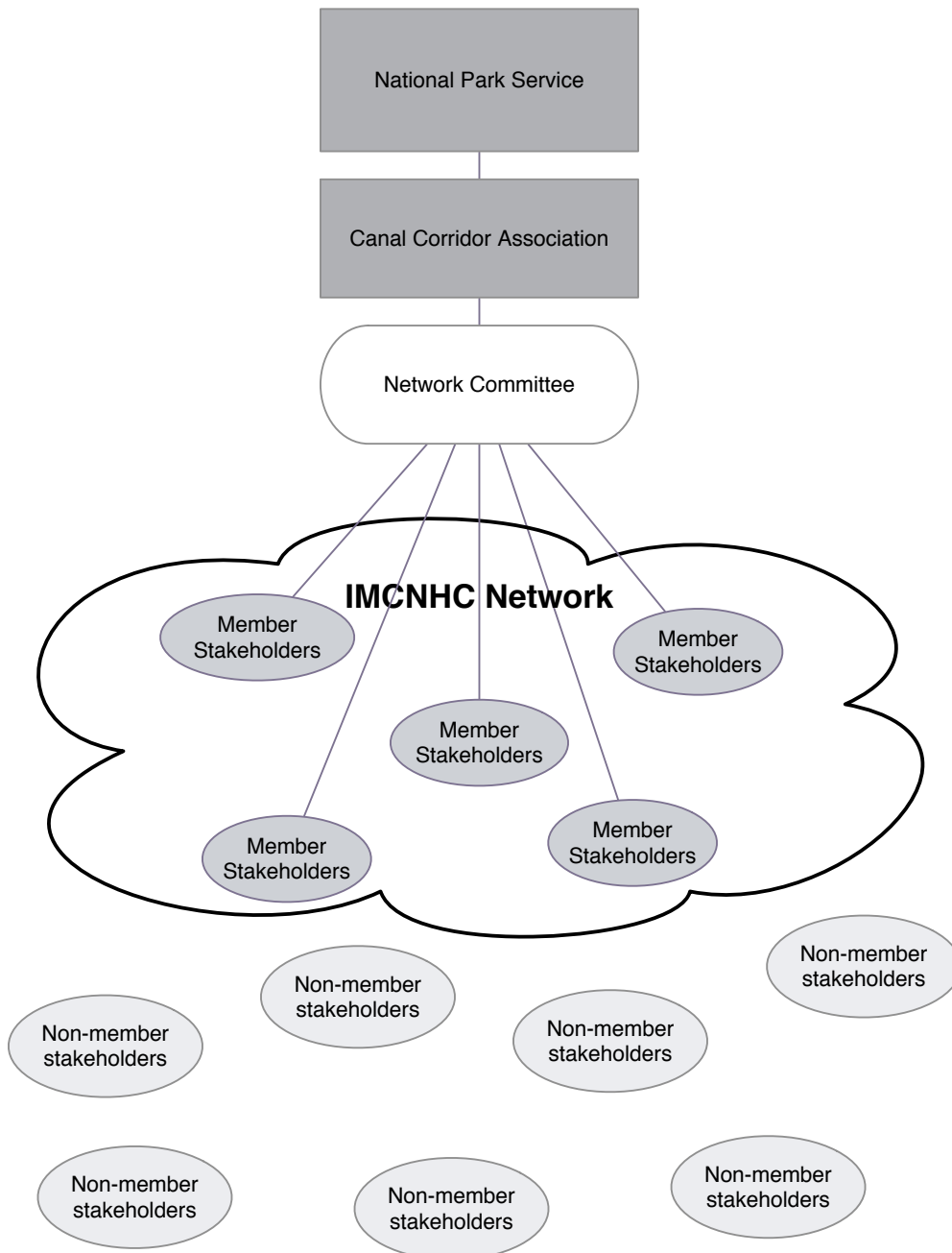
- This organizational model is known and used by many groups.
- Those organizations with the capacity to implement the plan will raise the local match money to carry out the plan.
- The local match will be met by memberships and grant projects.
- "Members" are more likely to be organizations with specific reasons to be involved (ie. greater "buy-in").

Cons

- Those organizations without the funds for dues will be left out. If the dues are set high then there will be potential members who will decide not to participate in the network for financial reasons.
- This model favors the work of individual members over larger regional projects as any collaborative projects will need to be designed and organized by individual members for the collective good.

- The model will only benefit the parts of the IMCNHC that are represented by members. This model will favor the larger, richer communities, organizations, and sites within the IMCNHC.
- Staff will be needed to promote and generate membership.

Figure 4.13. Governing Alternative 2



Alternative 3: IMCNHC Alliance Partner Model

Per the IMCNHC authorizing legislation, the Canal Corridor Association's board of directors has direct management and fiduciary responsibility for the IMCNHC. The board will establish a Corridor Committee to manage the implementation of the IMCNHC Plan for the corridor. The Corridor Committee will have five standing sub-committees: recreation, education/interpretation, heritage development/tourism, conservation/natural resources, and resource protection/historic preservation. In addition, ad hoc committees will be setup as the need arises. All sub-committees will be composed of individuals actively involved in the corridor selected for their interest and expertise.

The CCA Board, Corridor Committee and subcommittees will work together to develop, design, fund and implement projects which have the largest impact possible to meet the goals of the IMCNHC. These local, regional and collaborative projects will be based on the vision, mission, guiding principles, and goals of the IMCNHC.

In addition, CCA's board and staff and the Corridor Committee will reach out to form an alliance with as many stakeholders, other organizations, and local units of governments within the IMNCHC, agencies of the State of Illinois, and federal agencies as possible. CCA will ask all potential alliance partners to sign a memorandum of understanding (MOU) to work together towards common goals outlined in the IMCNHC Plan. All Alliance partners will be eligible to participate in the structure outlined below and the programs outlined in the IMCNHC Plan.

The business of the IMCNHC will be accomplished through the groups outlined below:

CANAL ALLIANCE – those individuals and organizations that sign the pledge to work towards the vision and mission of the IMCNHC and abide by the guiding principles. All of the members of the groups below will be part of the CANAL ALLIANCE (Self selected from all stakeholders).

Canal Corridor Association (CCA) – local coordinating entity (Selected by Congress).

Investors – governments, foundations, corporations, and individuals who have given financial resources to match the federal investment (Self Selected Stakeholders, Investment Levels developed).

Figure 4.14. Governing Alternative 3



National Park Service (NPS) – national coordinating entity (Selected by Congress).

Corridor Committee – the committee that will report to the CCA Board and recommend annual work plans and budgets in accordance with the IMCNHC Plan (Selected initially by CCA from existing board, planning committee and subcommittees, once established will be recommended by existing committee for approval by CCA board).

Conservation Committee – a subcommittee of the Corridor Committee selected from the conservation advocates and conservation partners (Nominated from Conservation Advocates and Partners).

Conservation Advocates – those individuals and organizations that advocate for conservation in the corridor (Self Selected Stakeholders).

Conservation Partners – the organizations that own/manage the natural resources in the Corridor (Cooperative Agreement Required).

Education/Interpretation Committee – a subcommittee of the Corridor Committee selected from the Storytelling Partners and Education Partners (Nominated from Storytelling Partners and Education Partners).

Education Partners – teachers and schools in all levels of education (Agreement Required).

Storytelling Partners – the organizations and individuals that help tell the stories of the corridor (Self Selected, can be exhibit venues, programming organizations, individual lecturers, storytellers, performers) (Process of certification will be developed).

Heritage Development/Tourism Committee – a subcommittee of the Corridor Committee selected from the Canal Tourism Alliance and tourism partners (Nominated from Tourism Alliance and Tourism Partners).

Tourism Partners – stakeholders who have an interest in the heritage development/ tourism development of the IMCNHC (Self Selected Stakeholders).

State/Regional Tourism Alliance – a group of tourism officials from the State Bureau of Tourism and the regional tourism organizations currently designated by the State of Illinois with an interest in the IMCNHC.

Recreation Committee – a subcommittee of the Corridor Committee selected from the recreation advocates and recreation partners (Nominated from Recreation Advocates and Partners).

Recreation Advocates – those individuals and organizations that advocate for recreation in the corridor (Self Selected Stakeholders).

Recreation Partners – the organizations that own/manage the recreational resources in the Corridor (Cooperative Agreement Required)

Resource Protection Committee – a subcommittee of the Corridor Committee selected from the Canal owners/managers, Special Places owners/managers, and Special Place Advocates (Nominated from the above mentioned groups).

Canal owners/managers – those agencies that own and/or manage sections of the I&M Canal. The group must contain one or more representatives from the Illinois Department of Natural Resources. (Cooperative Agreement Required).

Special Places Advocates – those individuals who volunteer their time to advocate for the natural, cultural, and historic resources of the corridor including the canal (Self Selected Stakeholders).

Special Places Partners – the owners/managers of heritage and cultural resources of the corridor (other than the canal) (Cooperative Agreement Required).

Pros:

- The organization of the IMCNHC will be inclusive, allowing the greatest opportunity for participation.
- The process will encourage collaborative regional projects.
- The process also allows for local projects, programs, and activities.

Cons:

- The organization of the IMCNHC will be complex.
- Staff will be needed to coordinate all the people involved throughout the Corridor.

Figure 4.15.
IMCNHC Communities List

The 57 communities within the Illinois & Michigan Canal National Heritage Corridor are:

Alsip	Romeoville
Bedford Park	Seneca
Blue Island	South Holland
Bolingbrook	Stickney
Bridgeview	Summit
Burnham	Utica
Burr Ridge	Willow Springs
Calumet City	Woodridge
Calumet Park	Worth
Carbon Hill	Wilmington
Channahon	
Chicago	
Coal City	
Countryside	
Crest Hill	
Crestwood	
Dixmoor	
Dolton	
Forest View	
Harvey	
Hickory Hills	
Hodgkins	
Homer Glen	
Indian Head Park	
Joliet	
Justice	
La Salle	
Lemont	
Lockport	
Lyons	
McCook	
Marseilles	
Minooka	
Morris	
Naplate	
Ogelsby	
Orland Park	
Ottawa	
Palos Heights	
Palos Hills	
Palos Park	
Peru	
Plainfield	
Posen	
Riverdale	
Robbins	
Rockdale	

Boundaries

Background

The Illinois and Michigan Canal National Heritage Corridor (the “Corridor”) was created in 1984 by an act of Congress. The legislation included a finding that

An abundance of sites and structures within the corridor defined by the Illinois and Michigan Canal from Chicago, Illinois to LaSalle-Peru, Illinois symbolize in physical form the cultural evolution from prehistoric aboriginal tribes living in naturally formed ecosystems through European exploration, nineteenth century settlement, commerce, and industry right up to present-day social patterns and industrial technology.³

The act then stated that its purpose was “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 corridor, where feasible, consistent with industrial and economic growth.” These themes, those sites and structures within the Corridor symbolize its cultural evolution, and the retention, enhancement and interpretation of the cultural, historical, natural, recreational and economic resources of the Corridor, provide a framework for considering where the Corridor boundaries should be. Webster’s defines boundary as something that fixes a limit or extent, a bounding or separating line. Development and implementation of the management plan is an opportunity to consider what separates, or should be considered as separating, the Corridor from the remainder of Northeastern Illinois from a cultural, historic, natural, recreational or economic perspective.

The act itself defined the Corridor as consisting of “the areas depicted on the map (the “Original Map”) dated May 1983, and numbered IMC-80,000, entitled “Illinois and Michigan Canal National Heritage Corridor.” The act further directed that such map shall be on file and available for public inspection in the offices of the (now defunct) Illinois and Michigan Canal National Heritage Corridor Commission (the “NHC Commission”) and of the National Park Service (“NPS”). Unfortunately, the Original Map was incomplete and did not designate Corridor boundaries east of Harlem Avenue and the act itself gave little guidance as to the subject. Perhaps in recognition of this fact, the act did include a provision stating that upon request of the NHC Commission, the Secretary of the Interior could make minor revisions in the boundaries of the Corridor.

In May, 1987, the NHC Commission issued a follow-up report to the Secretary of the Interior (the “1987 Report”) dealing with the undefined boundaries of the Corridor from Harlem Avenue eastward (the “Eastern Portion”). The 1987 Report sheds some light on the criteria for choosing boundaries, stating that a boundary was prepared in the months leading up to the legislation, which fulfilled these specific requirements:⁴

- that it bound a continuous, unbroken zone from one end of the Corridor to the other;
- that the zone extend from Lake Michigan (at the Chicago River and Calumet River outlets) to the LaSalle-Peru area;
- that the zone be easily recognizable on the ground and on maps in terms of prominent physical edges or community limits;

The 1987 Report also includes the following statements (among others) about boundary criteria:

- 1) The key purpose behind the delineation of the Corridor boundary is to make possible the historical interpretation of all the major phases and elements of the Corridor’s development. Therefore, the boundary is drawn to include places and territory just sufficient to give a coherent, comprehensive, and integrated view of this history. The history includes the canal system as a set of physical features, but it is not limited solely to canal features.
- 2) Historically related to the canal system are all the other transportation arteries in the Corridor, before and after the canal, the adjacent rural and agricultural territory bordering it, and the towns, industries, and other settlements along and near its course, for all historical periods.
- 3) Any significant aspect of local history that is to be found on, along, or near the canal is considered proper content for the overall historical interpretation of the Corridor.
- 4) The boundary is set solely for purposes of interpretation. The act does not in any way alter or mandate land use, property ownership or local jurisdiction in the Corridor.
- 5) With the acceptance [by the Secretary of the Interior] of this delineation of the eastern Corridor portion, the boundary of the Illinois and Michigan Canal National Heritage Corridor can henceforth be considered fully defined as called for in the enabling legislation.

The conclusion in point five was not accepted by the Secretary of the Interior, who responded in September, 1987 with the opinion that the delineation of the boundary of the Eastern Portion was more than a minor adjustment and should be referred to Congress. Congressman Lipinski subsequently introduced new legislation to delineate the boundaries. Hearings were held and some changes to the boundaries

delineated in the 1987 Report were proposed, but Lipinski's bill never came to a vote. However, parts of it were incorporated in the Omnibus Parks and Public Lands Management Act of 1996 (Public Law 104-353).

Section 902 of Public Law 104-353 called for a study of the boundaries of the Corridor and for the inclusion of the Joliet Army Ammunition Plant in the Corridor. Pursuant to that mandate, the NHC Commission and the NPS prepared a Boundary Study dated September 4, 1997 (the "1997 Study", see Appendix). According to the 1997 Study, the failure to denote boundaries east of Harlem Avenue had "led to confusion as to whether certain historic or natural resources were in the Heritage Corridor, or not." The 1997 Study pointed out that being included in the "nationally recognized heritage corridor" could be a source of civic pride for communities and resources. The 1997 Study then proceeded to an analysis and discussion and to make proposals for the boundaries of the Eastern Portion. Specifically, the following were recommended:

- a) Inclusion of Lake Renwick Heron Rookery, a State Nature Preserve just north and west of I-55 where U.S. 30 crosses. This would be a change to the Congressionally designated boundaries west of Harlem Avenue.
- b) Delineation of the boundaries of the "Chicago River Arm" east of Harlem Avenue.
- c) Delineation of the boundaries of the "Calumet River Arm" east of Harlem Avenue.
- d) Inclusion of the Joliet Arsenal site, including the structural remnants of the "Kankakee Feeder" (a canal between the Kankakee River and the I&M Canal to provide additional water to the I&M Canal and a means for farmers to move grain to the I&M Canal at Joliet for transshipment). This would be a change to the Congressionally designated boundaries west of Harlem Avenue.

No action was taken by Congress with respect to the proposals set forth in the 1997 Study.

In 2006 Congress enacted the National Heritage Areas Act of 2006⁵ (the "2006 Act," see Appendix) designating Canal Corridor Association as the local coordinating entity for the Corridor. Section 123(a) (5) provides that the Canal Corridor Association shall submit to the Secretary [of the Interior] for approval a proposed management plan that shall, among other things, include identification of the geographic boundaries of the Corridor. Under the 2006 Act, the Secretary shall approve or disapprove the proposed management plan not later than 180 days after it is submitted. If the Secretary takes no action within such period, the plan shall be deemed approved. Thus, it appears that

geographic boundaries that are identified in the proposed management plan will become the official boundaries of the Corridor upon the Secretary's approval of the plan. National Park Service has confirmed to the Canal Corridor Association that National Park Service takes this view of the issue.

Boundaries

The original 1984 legislation, speaks of a "corridor defined by the Illinois and Michigan Canal" and states that the purpose of the act was to retain, enhance, and interpret the cultural, historical, natural, recreational and economic resources of the Corridor. The 2006 Act reiterates these themes. It mentions increasing public awareness of, and appreciation for, natural, historical, and architectural resources and sites in the Corridor. Consistent with these goals, the boundaries of the Corridor are defined as follows:

The Corridor boundaries shall remain the same as outlined in the 1984 authorizing legislation with the following additions:

Additions to the East of Harlem Avenue

Chicago River Arm

Historically, the Illinois & Michigan Canal connected to the South Branch of the Chicago River at Bridgeport and ceremonies marking the beginning of the excavation of the canal were held in Bridgeport, July 4, 1836. There is still a small remnant of the canal east of Ashland Avenue, north of Interstate 55. In the 1960's, all of the canal between Bridgeport and Summit was filled in and Interstate 55 (The Stevenson Expressway) was built over the right-of-way. This section of the canal had been abandoned in 1900 when the Sanitary & Ship Canal was opened. Although canal construction stopped at Bridgeport, canal boats utilized the Chicago River to get to warehouses and docks in Chicago at Lake Michigan. Two roads that paralleled the canal and river are historically important. Ogden Avenue was built to enable trade with the Indians and permit rapid military response to settlements west of Chicago. Archer Avenue was built to link Chicago with Lockport and to support the construction of the I&M Canal. Another major industrial area of Chicago, which lies along this arm, is the old Union Stockyards. While the stockyards no longer exist, the area was historically important for the railroad transportation network.

Along the Michigan shoreline, the Field Museum was cited in the I&M Canal Concept Plan as an important element in the interpretation of the Corridor. This museum is included in this boundary. Other interpretive facilities adjacent to the Field Museum are the

Shedd Aquarium and the Adler Planetarium.

The boundary is defined as extending north along Harlem Avenue from Joliet Road to Ogden Avenue, northeast along Ogden Avenue to Grand Avenue and east to Lake Michigan, south along the shoreline to Pershing Road, west along Pershing Road to Interstate 94, the Dan Ryan Expressway, south to Garfield Boulevard and west via Garfield, 55th Street and Archer Avenue to Harlem Avenue.

Calumet River Arm

When the I&M Canal was first designed, it was planned that the Chicago River would provide most of the water for the upper reaches of the canal. However, funding shortages led to a less expensive shallow cut, precluding the use of the Chicago River except with pumps, and other sources of water had to be found. One of these was the area now occupied by the Cal-Sag channel. A dam was constructed at Blue Island, Illinois, and water was brought to the canal through a feeder along Stoney Creek.

The opening of the Sanitary & Ship Canal in 1900 closed the I&M Canal north of Joliet, Illinois and obviated the need for a feeder canal from Blue Island. To provide additional sewage capacity for the rapidly expanding Chicago metropolitan area, the Cal-Sag Channel was completed in 1922. This channel reversed the flow of the Calumet River and connected it with the Sanitary & Ship Canal. Today, most of the barge traffic between the Illinois River and Lake Michigan utilizes the Cal-Sag Channel.

An important historic district near the Calumet River is the Pullman Historic District, made up of the Pullman Sleeping Car factory, the Hotel Florence and the company town of Pullman. The first two are owned and being developed by the Illinois Historic Preservation Agency. The site is not only important for the development of Pullman Sleeping Car, but also for Pullman's ideas for a utopian community for his workers and the labor unrest that developed in opposition to Pullman.

The boundary is defined as running east along 95th Street from Harlem Avenue to Crawford Avenue, south on Crawford to 119th Street, east on 119th Street to the Illinois Central Railroad, north along the railroad to 103rd Street, east on 103rd Street to Torrence Avenue, north on Torrence to the Chicago Skyway, northwest along the Chicago Skyway to Yates Boulevard, north on Yates to 79th Street and east on 79th Street to Lake Michigan. It then follows the shoreline south to the Indiana State Line, south along the State Line to the center line of the Little Calumet River, northwest to Illinois 83 (147th Street), west along Illinois 83 to the Tri-State Tollway, north-

west along the Tollway to the Midlothian Turnpike then southwest-erly along the Midlotian Turnpike to 143rd Street, then west to the Will-Cook Road.

Additions to the West of Harlem Avenue

Homer Glen Township

Homer Glen Township, Will County, shall be included as representing significant aspects of local history found near the canal which is relevant to the overall historical interpretation of the Corridor. This area, consisting of 36 square miles, just east of Lockport, includes many buildings and historic farmsteads that are part of the story of settlement of the area in connection with the canal's construction and use. It contains several examples of farmsteads that are illustrative of 19th century farmstead planning techniques. It also includes early examples of balloon framing, one of the most revolutionary developments in American building. A number of structures incorporating Joliet limestone, a particularly useful dolomite, are also present. The most notable of which is Gorham-Frazer house on Hadley Road in the Southeast part of Homer Township, which is listed on the National Register of Historic Places. Inclusion of the entire township is consistent with the criterion that the Corridor be easily recognizable on the ground and on maps in terms of prominent physical edges or community limits.

Lake Renwick Heron Rookery

The Lake Renwick Heron Rookery is a State Nature Preserve owned and managed by the Forest Preserve District of Will County and the Illinois Department of Natural Resources. A series of abandoned quarries, which are now filled with water, provide an ideal habitat for several species of wading birds, herons and egrets. These birds nest in trees on islands in the quarries and raise their young. The birds fly approximately five miles to the Des Plaines and DuPage Rivers and to the Illinois & Michigan Canal to feed and get food for their young. Limited access to the site provides an opportunity for the public to view the birds and learn more about them.

To include the Lake Renwick Heron Rookery in the Corridor, the boundary is moved west from Interstate 55 where U.S. 30 crosses I-55, goes northwest to State Route 59, north to State Route 126 and northeast along Route 126 back to Interstate 55.

Joliet Arsenal (U.S. Army Ammunition Plant) and Kankakee Feeder

The Joliet Arsenal site came into being with the purchase of farmlands south of Joliet in the 1930's to establish a munitions factory. From

World War II through the Vietnam War, large quantities of TNT were produced to make bombs and artillery shells. Declared excess by the U.S. Army, the land has been transferred to the U.S. Forest Service, two local communities and Will County, with a section made into a veteran's cemetery. Because gerrymandering to omit the developed areas is impractical and economic development is a part of the Commission's mandate, the whole area is proposed for inclusion in the Corridor. The major part of the Arsenal site, the 19,500 acre Midewin National Tallgrass Prairie, will be jointly administered by the U.S. Forest Service and the Illinois Department of Natural Resources. The prairie is contiguous with existing prairie areas in the Des Plaines Wildlife Conservation Area and Goose Lake Prairie State Natural Area already in the Corridor.

Extending the boundary to include the Joliet Arsenal will also provide an opportunity to include the structural remnants of the Kankakee Feeder in the Corridor. The Feeder extended for some distance up the Kankakee River, but the structural remains are between Wilmington, Illinois, and the Des Plaines River. These consist of dams, locks and the trace of the canal itself between the Kankakee and the Des Plaines. The aqueduct over the Des Plaines is gone, as are some of the dams. This canal not only provided additional water to the I&M Canal, but was also intended to provide a means for farmers to move their grain to the I&M Canal for transshipment.

The boundary extends south from Laraway Road along Cherry Hill Road to the northern edge of Hoff Road, east to the western edge of the Norfolk and Western Railroad, southeasterly to the boundary between Township 32 North and Township 33 North and west along this line to link up with the existing southern boundary of the Corridor.

The Illinois & Michigan Canal National Heritage Corridor as defined above is an 862 square mile linear zone in northern Illinois, one hundred miles long and an average of six miles wide. It encompasses fifty-seven distinct communities and spans portions of five counties (Cook, DuPage, Will, Grundy and LaSalle), representing a wide swath of territory along the main route of the canal, as well as associated feeder canals. The heritage corridor also includes the three waterways that replaced it including the Sanitary & Ship Canal, the Cal-Sag Channel, and the Illinois Waterway. A complete boundary description can be found in the appendix.

(Endnotes)

1 (<http://www.nps.gov/history/heritageareas/FAQ/INDEX>)

2 Public Law 109-338, enacted October 12, 2006, National Heritage Areas Act of 2006, Title IV – Illinois and Michigan Canal National Heritage Corridor Act Amendments, Sec. 123. Management Plan.

3 Public Law 98-398, August 24, 1984. 98th Congress.

4 All information and quotes from the 1987 Report are taken from the 1997 Study, referred to in the following materials in this report. The entire 1987 Report is set forth, verbatim, in the 1997 Study.

5 Public Law 109-338, October 12, 2006, 109th Congress.