

THE CALUMET RECORD,

Chicago, Oct. 2, 1919.

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General Black's Comment.

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The following are excerpts from Gen. Black's letter:

Gen. Black on Chicago's Harbor Needs.

The Port of Chicago, like most other large ports, should be arranged for three fairly distinct kinds of use.

First- For package, freight and passengers destined for or originating in Chicago;

Second- For passengers and freight passing through Chicago to or from more distant points;

Third; For large manufacturing plants which require both rail and water facilities for the transportation of their raw materials and finished products.

"These uses are so distinct that the facilities for each should be segregated. Large manufacturing plants must be located toward the outskirts of our great cities. Otherwise, the interest charges on the investment would constitute so large an amount as to cut down the profits materially.

"Through traffic, whether freight or passenger, should not be taken into the heart of the city. It has no business there, and, when so taken, increases congestion and the consequence expense of handling, as well as producing great inconvenience to the proper business of the city.

"On the other hand, the same reasons which lead to the location of railroad passenger stations as close as possible to the heart of the shopping and retail districts, apply to the location of port facilities required for passengers and package freight destined for the city or originating therein. Your proposed piers at Calumet may be very well located for the second class of port facilities, the through traffic, but being about fourteen miles from the heart of Chicago would place an undue burden of cost for package freight and passenger traffic destined for Chicago, and would be used for such purposes even less than is the present City Pier, being even more inaccessible. To be of value, such port facilities must be as close as possible to the heart of the city.

"I have been very much in sympathy with the desire of many people of Chicago to make "A City Beautiful", but projects toward that end must be governed by sound common sense. Chicago is primarily a business city, and to continue to live and thrive it must so remain. Therefore, in its civic arrangements it must leave no step unturned to make the carrying on of business in Chicago profitable. Cheap transportation is a great essential towards this end. The shorter the haul after the cargo of a large carrier has been transferred to the small carriers traversing the streets, the more the expense of such transfer will be diminished.

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"Don't judge of the future of transportation in Chicago from present conditions. I believe that the near future will show a marked change: a change that will permit transportation to be effected by its most economical agency, rail, water or roadways. Under present conditions, money is absolutely wasted by the employment of the wrong agency in many cases."

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CHICAGO'S HARBOR PROBLEM

The conflict between the Board of South Park Commissioners and General W. H. Bixby, United States engineer, over the proposed plan for the construction of a parkway along the lake front between Grant and Jackson Parks, drew a long and many-sided discussion at the City Club on November 15. Mr. Charles H. Wacker, president of the Chicago Plan Commission, described the historical development of the scheme for a lake front park extending south from the river and stated the arguments in its favor. Mr. Lyman E. Cooley, consulting engineer for the Sanitary District of Chicago, and Mr. John M. Ewen, chairman of the Chicago Harbor Commission of 1909, discussed the objection raised by General Bixby to the plan, namely, that it threatened a proper harbor development along the lake front south of the mouth of the river. Mr. Allen B. Pond presided and in opening the discussion said:

Allen B. Pond

"There is a widespread sentiment in the middle West that there should be a development of our inland waterways, to the end that communities along those waterways may be connected with each other, and also with the gulf and the great lakes. Nobody knows how long it may take to develop that system of waterways, but we shall do well to take it for granted that that system will come some time, and we should assume in discussing the harbor question for Chicago that it will be linked up with those waterways. Therefore, in any plans we make at the present time for a harbor, we should see that the way is left open for a suitable connection with such inland waterways. This does not mean that we should start now to build that

connection, but that we should see to it that we do not handicap ourselves hereafter when the time comes for doing it. We should determine the point where we desire to make that connection and avoid expensive improvements that will stand in the way of such a connection.

"There has been, within the memory of all here, a very considerable change in the character and amount of the lake traffic. The natural evolution has resulted in some traffic dropping down to a very much lower amount. For example, the change in the location from which we draw our lumber supplies; the development of communities with equal harbor facilities nearer the grain fields—those things and others have affected the amount and character of lake traffic. But I think we should properly admit that no matter how great the development of railways in this country, there will continue to be an extensive demand for lake traffic, and that Chicago should see to it that it is not only abreast of that demand but that it has been far sighted enough to look ahead and be ready for an extension of that demand.

Our Limited Duty to the Future

"It does not, however, follow that anybody today or any set of men today can foresee what that demand will be at a period of say fifty years hence or seventy-five years hence or one hundred years hence. In other words, it is not necessary that we today should undertake to build harbors for an unknown extent of lake commerce. What is necessary is that we today should provide for two types of service and should wisely plan for growth of each of these types—a service for the needs of the commercial center of the city and a serv-

ice for the industrial districts of the city. In any use we may make of areas which hereafter may possibly be required for harbor purposes we should keep in mind this need for room to grow. It certainly is not necessary, however, that we should, in the meantime, withhold from use for any public purpose whatsoever all areas which may potentially be desired for harbors at some future date, fifty or seventy-five or one hundred years from now. We should merely test whatever plan is offered, no matter what the plan may be, from the standpoint of that distant future to see that a way is left open by which the city at some future time may convert to harbor uses, if it should so desire, areas which it may be wise on our part to use now for the benefit of the people in some other way.

Where the "Expert" Is Sometimes Weak

"I am not a believer in the common American theory that every American is a jack-of-all-trades, and that every American's opinion is good on every subject. I am a profound believer in the necessity for the specialist; and at the same time I wish to qualify my belief in the specialist. There is always one danger in the point of view of the specialist. A specialist naturally sees his problem in the working details that he is particularly engaged in. He tends to overlook, and there is always the danger that he may overlook, the particular problem in reference to its total perspective, in reference to its relation to the entire field.

"We have, for example, in the question of railway terminals, the railway specialist seeking to develop a terminal suited to the needs of his own system—something to handle his business economically and in a place located to suit his business and its growth; but, I think, we may say that ninety-nine times out of a hundred, perhaps nine hundred and ninety-nine times out of a thousand, the specialist will tend to overlook the larger implication of the subject, a larger functioning which takes in other aspects of public life. The view of the specialist, therefore, must be tested by a judgment of the problem which has been worked out in relation to other

functions and to other needs of the life of the city.

The "Part" and the "Whole"

"And so, in considering any harbor solution, we must consider it not merely as a mechanical engineering problem relating solely to a harbor, a means of taking care of the handling of boats, their reception, their turning, their egress, suitable facilities for loading and unloading and for warehousing, provision for railway connections, connection with other waterways; but all of these important, fundamental things must be considered with reference to the total city, a city whose life is complex and which has to provide for many functions of business and of pleasure.

"Then there is one further thing I wish to advert to and that is that because we have been in the habit of doing a thing in a certain way and that, therefore, to continue in that way or in a variation of that way is the obvious thing to do, it does not follow that it is the wise thing to do. Whenever you consider the evolution and development of any function now being performed, an evolution on so great a scale as to make material changes in the character of the machinery devoted to performing that function, it is an open question then for wise consideration whether or not it may not be worth while to scrap all you have done, all the machinery you have, and begin over again.

Scrapping the Past

"I do not mean to say that the way to do things is always to scrap the past, by any manner of means; but I mean to say that the wise man is the man who approaches every large problem with a mind open and a willingness, if necessary, to scrap the past and begin over again. And, in considering the harbor proposition, one should, if necessary, be willing to scrap something which may possibly be a detriment if retained, and to do that in favor of a larger and better scheme which can be better handled without the past at all.

"So much for considerations which should bear on any proposed solution of the harbor question.

"No American community, no democratic community can make progress un-

less it has a considerable body of citizens who are devoted to its interests, who give time and thought unselfishly to the public welfare. Chicago is very fortunate in having many citizens of that sort. I know of no man in Chicago who, during late years, has given greater enthusiasm, and at greater cost to himself of time and health and strength, to matters involving the best interests of the city, than has our first speaker. His work has called him into the field of city planning and he has had in that connection to take account of many things bearing on the life of the city. I take great pleasure, therefore, in introducing our first speaker, Mr. Charles H. Wacker." (Applause.)

Charles H. Wacker

"As Chairman of the Chicago Plan Commission, and as a citizen of the city of Chicago with, I believe, its future welfare deeply at heart, I am in favor of the park development along the lake front from Grant Park to Jackson Park for the following reasons:

"First—Because I know that the people of Chicago are fully informed as to what is contemplated in the Lake Shore Improvement plan, the reasons for, and benefits of this plan to the people of Chicago.

"The first suggestion for the development of a lake front park came from the famous landscape architect, Mr. Olmstead, in a report to the South Park Commissioners made as early as 1870. The steps in the present plan, however, were as follows:

"a. The inception of the idea just after the World's Fair.

"b. A proposal by the South Park Commissioners during the year following the Fair for the improvement of the lake front from Jackson Park to Grant Park.

Beginning of the Burnham Plan

"c. The presenting to the South Park Commissioners and the exhibition before the Commercial Club of a design for park development from Grant to Jackson Parks. This was in 1896 by Daniel H. Burnham.

"d. The adoption of Mr. Burnham's report as a part of the plan of Chicago by the Commercial Club of Chicago.

"e. The appointment of the Chicago Plan Commission to study and develop the plan of Chicago.

"f. The approval by the Harbor Commission of the lake front plan as proposed in the plan of Chicago, with suggestions that certain harbor rights be protected.

"g. In a resolution adopted by the unanimous vote of the City Council on January 25, 1910, for the creation of the Lake Shore Reclamation Commission, it was recited as follows:

Whereas, Sundry private interests and corporations claim ownership to large portions of the shore of Lake Michigan between Indiana state line on the south and Devon avenue on the north, and

Whereas, The said lake shore should be forever held by the city of Chicago or by the several park boards within said city in trust for all the people for recreation and park purposes.

Lake Front Parkway Favored by All

"Practically the only question discussed before the Council Committee on Harbors, Wharves and Bridges during hearings on the agreement between the South Park Commissioners and the Illinois Central Company was the terms of the agreement, whether the public interest was sufficiently protected. There was no opposition to the plan to build a park way improvement. The protest of the committee of citizens, by whose intervention the more favorable terms in the agreement of March 30, 1912, and the supplemental agreement of June 26, 1912, were secured, was expressly put upon this ground. In the original communication of this committee to the mayor and Council, dated January 23, 1913, it was stated:

The signers of this statement believe in lake front park development.

Mr. Lessing Rosenthal, who appeared as the attorney for the committee, said:

Now I am in favor of the beautification of the city. I am in favor of an outer boulevard. I think everyone who has signed this particular petition is in favor of the same thing.

Alderman Merriam, another member of the citizen's committee, said before the Harbor Committee on February 22, 1912:

This plan now pending before your committee is based on a certain doctrine of the city beautiful. To that extent I am

heartily in favor of it. If you look at the outside circle of park that is to be built out from the lake shore, it does beautify the south side of Chicago, and to that extent is a benefit to the entire city.

Again Mr. Merriam said:

The outer part of this plan, that part of it which provides for an encircling part of boulevards and parks to be laid out into the lake, that unquestionably is a good thing.

"As already stated, the controversy as to the terms of the agreement is now settled and past, and the time has arrived for the construction of the improvement upon which practically all minds seemed to be agreed at the hearings of the Harbor Committee. This conclusion was stated by Alderman Long, chairman of the Lake Shore Reclamation Commission, upon pages 208-9 of the report of the commission issued in 1912. Mr. Long said:

While it is apparent from the foregoing proceedings before the Committee on Harbors, Wharves and Bridges, and before the courts, that there was considerable diversity of opinions relative to the adjustment of the details of the Illinois Central case, it is also true that there was never any real difference between the several persons who took part in the proceedings as to the results sought to be attained.

First Definite Steps Taken

"h. The acquisition of the riparian rights of the Illinois Central Railroad Company and other shore owners by the South Park Commissioners, accomplished through a series of negotiations and agreements.

"j. The agreement between the South Park Commissioners and the city of Chicago, evidenced by a resolution of the South Park Commissioners that, in consideration of the city's withdrawing the ordinance for Harbor District No. 3, extending from Grant Park to 31st street, which would have interfered with the plans for a parkway improvement, the South Park Commissioners would permit the city, if occasion arose, to utilize for harbor purposes, all submerged lands not required for the parkway improvement between 16th and 22d streets. Said resolution further provided that the city of Chicago might enter across and over any lands which might be owned or acquired by said South Park Commissioners with not

more than six tracks on or adjacent to either 16th, 18th, 19th, 20th or 21st streets, and that the city might also use and occupy a right of way from 41st street to 16th street for not more than four tracks located immediately east of the right of way of the Illinois Central Railroad Company; it being further understood that the commissioners will grant to the city free and suitable access to said harbor when established.

Council Provides for Future Harbor

"These resolutions were adopted after the mayor of the city of Chicago had vetoed an ordinance for the creation of the so-called Harbor No. 3, appropriating for harbor propositions the submerged lands and waters between Grant Park and 31st street, because the ordinance would interfere with the plans of the South Park Commissioners to connect Jackson Park and Grant Park by a proposed parkway. The veto was sustained and the harbor ordinance defeated on November 27, by the unanimous vote of the City Council upon promises of the South Park Commissioners, expressed in its resolution, that it would permit the city to use for harbor purposes all riparian rights and submerged lands between 16th and 22d streets not used or to be used by the South Park Commissioners for the proposed parkway.

"In other words, the City Council thus unanimously approved the plan for the construction of a parkway connecting Grant Park and Jackson Park, provided any riparian rights and submerged lands not required for that purpose, between 16th and 22d streets, might be utilized by the city of Chicago for a harbor purpose if the need arose.

"It must also be borne in mind that whenever public interest requires the establishment of a harbor anywhere along the lake front between Grant Park and Jackson Park, it will be within the power of the state of Illinois by apt legislation to appropriate the submerged lands and riparian rights for that purpose.

State Reserves Ample Powers

"The South Park Commission is only an agency of the state, and the state which today, in response to an overwhelming public opinion, provides that

the submerged lands and riparian rights between Grant Park and Jackson Park may be utilized for the creation of an outer parkway to enable the people of the city to enjoy the blessings of the lake, can to-morrow, if the business interests or the public interests of Chicago demand it, change the application and appropriate the same lands and rights for one or more harbors. At the present time nobody can say that there is a demand for a harbor between Grant and Jackson Parks, except possibly in the vicinity of 16th street, where, in the opinion of engineers, a harbor could be developed without interference with the parkway improvement.

"Aside from that, the need of a harbor between Grant Park and Jackson Park is only a remote and speculative contingency; it is not a present condition. The real question is, therefore, whether until such a contingency arises, if it ever does arise, the lake front shall remain in its present condition, a priceless but unrealized asset, or whether, through favorable action by the government upon the pending application of the South Park Commissioners, the commissioners shall be put in a position to begin work upon an improvement which is now feasible and earnestly desired, and make the lake front available for the people.

"The report of the sub-committee of the City Council Committee on Harbors, Wharves and Bridges, of 1911, treats this subject most comprehensively, and all through the narrative of their deliberations they concur in the ultimate realization of a parkway plan between Grant and Jackson Parks. They also recognize that there is no necessary conflict between such a plan and such harbor development as in the future may be needed.

Engineering Support Cited

"Mr. Lyman E. Cooley, from whom you will also hear today, testified before the Chicago Harbor Commission as follows:

The logical development for a population and for industries that want to be by the waterside, and for commercial development, is not along the lake front, but along this channel (the Drainage Canal) and down the state of Illinois. I don't see how we can put the harbor on the lake front

without complicating our sanitary problems. I don't see how we can construct industries along the lake front without increasing the sanitary cost in the future. However, there is another point in that connection. The polluted area of a harbor itself is very great. I don't know how much commercial development is expected along this lake front from the harbor. If it amounts to what it should amount to, and with the growth of our city in the future, it will occupy a large section of this lake front and eventually will concentrate there a large proportion of the filth producing industries. If we can produce this proposition inland, I think it serves our people far better. I think it is far cheaper in the long run. The sanitary question is far easier. It lends itself better to the waterway question, and you are contributing in a large way to a waterway possibility in which the state and nation is interested, and thus may enlist their co-operation, whereas on the lake front we have something that is of no use to anybody but Chicago alone. Put a strip of greensward along the lake front and let residences spread out north and south, but don't concentrate your trade there, or any industries that produce it, or the commerce which produces it. I have no objections to certain development on the lake front for the coast trade, for this lake front trade. I think perhaps there is a proper place for limited use near the mouth of your inlet, especially in the future, as I believe you will be compelled to do yet, and construct a basin around this inlet leading to this waterway, inclosing a couple of square miles. Every lake man is familiar with pollution. He has seen the river carry pollution into the lake. A basin will prevent that and hold it until the channel resumes its flow.

Shipping Forces Favor Parkway

"Mr. George Marcy of the Armour Grain Company, large shippers, said:

As a citizen of Chicago, disregarding my business, I am very much opposed to seeing the lake front taken up as a harbor, for the reason that a harbor brings all kinds of manufacturing industries, rolling mills, coal yards, freight yards and manufacturing institutions, etc.

"Mr. William H. Johnson, General Western Agent of the Anchor Line, said:

A breakwater extending from Lincoln Park to South Chicago would unquestionably be a nice thing for Chicago, but, as I understand it, the government would not build such a breakwater for the protection of park property, and there are a great many people of the opinion that there is no necessity of creating a commercial harbor, to use any of the property from the south pier of the main river to Jackson Park, and from my viewpoint I agree that the city and state should continue to reserve that portion of the lake front for park purposes.

Chicago should never tolerate a manufacturing or industrial harbor which would disfigure its waterfront, but there can be no such objections raised to a commercial harbor.

"Second—Because a parkway can be created along the lake front by the utilization of the waste material of the city without practically any cost to the city. (See Journal of the proceedings of the City Council, dated September 25, 1911, under the caption 'Lake Front Improvement.')

"Third—Because, in all our educational propaganda, we have pointed out the necessities for the lake front improvement as proposed in the plan of Chicago as material for the health and happiness of our people, hygienically and socially, and found that that aspect of the case met with universal approval. So much so that I can say without hesitation that no satisfactory agreement between the Illinois Central corporation and the South Park Commissioners would ever have been reached excepting for the work of the Chicago Plan Commission in spreading knowledge city-wide on this subject.

Would Reclaim the Lake Front

"The health-giving lake front should be reclaimed for the uses of the people. All cross town lines should be extended to the Illinois Central right of way so that the people in congested districts on the West Side could reach the bathing beaches, pleasure piers and the park area at an expenditure of five cents, and in the shortest possible time.

"Fourth—It will give to the people five miles of new parks, or 1,550 acres of parks, play grounds, baseball fields and tennis courts.

"Fifth—It will enable the South Park Board to create a pleasure pier at 22d street, and two bathing beaches along the lake front. Let any man visit the bathing beach in Lincoln Park during the hot days of the summer and ask himself whether the people want or need this or not.

"Sixth—From 75 to 100 acres of priceless land per year can be created without practically any additional cost to the city.

"Seventh—The capitalizing of a metropolitan city's luxuries is a splendid paying investment in money and health.

"Eighth—Statistics prove that the physical development of man in large cities is deteriorating, hence, from a hygienic point of view, the importance of creating more bathing beaches, pleasure piers, play grounds, and small parks.

Chicago Needs More Park Space

"Ninth—Chicago's park area of 4,388 acres is too small. For health and good order there should be one acre of park space to each 100 population. Chicago's average is one acre to each 780. In the thickly populated districts there are 5,000 people to one acre of park space.

"Tenth—We cannot retain our commercial standing and retain our position as a trade center for fully fifty million people without catering to their tastes, or making our city agreeable, comfortable, attractive and healthful.

"Eleventh—The improvements spoken of, combined with the proposed improvement of West 12th street and that of Michigan avenue, from Randolph street north to Chicago avenue, and the improvements proposed by the South Park Commissioners and outlined in the plan of Chicago from Grant Park to Jackson Park would give to Chicago a waterfront, without in any way interfering with the harbor developments, which would be at once more useful, imposing and grand than the waterfront of any other city in the world.

"Twelfth—Widened, Twelfth street could be extended from Michigan avenue across the tracks of the Illinois Central into Grant Park, giving to the West Side a splendid approach to the lake and bring the great West Side into close proximity to the lake.

"Thirteenth—As a member of the Chicago Harbor Commission of 1909, I voted for the recommendations contained in its report and nothing has developed since to cause me to change my views in regard to the lake front improvements. The agreement between the city of Chicago and the South Park Commissioners which will make it possible to create a harbor between 16th street and 22d street and to connect the St. Charles Air Line at 16th street, and the Junction Railway at 41st street removes every objection I ever had to the lake front development. The lake front improvements as proposed, with the

agreement between the city of Chicago and the South Park Commissioners which makes it possible to create a harbor between 16th and 22d streets and connect the St. Charles Air Line and Junction Railway, will in no wise interfere with the creation of an inner harbor in the Sanitary District.

Ample Harbor Facilities in Sight

"I am satisfied in my own mind, and that without question, the city of Chicago will never require more commercial harbors than can be built between the river and Chicago avenue, between the river and Randolph street, and between 16th and 22d streets. Most people do not realize that, thanks to improved machinery for handling freight, it does not require now more than about 25 per cent of the dockage to handle the same amount of freight that it required 25 years ago.

"The industrial harbor developments will take place in South Chicago and in the Calumet district where water and rail can easily be brought together, where railway facilities are unsurpassed, where industrial developments are greatest, and where property for industrial purposes can be acquired cheaply.

"Nobody contends that these harbors will not satisfy the needs of the city for an indefinite period, and, in all likelihood, forever. If the time should ever come that additional facilities are needed it will lie within the power of the state to provide for them, but I insist that in the meantime, for the reasons which I now wish to state, we should not neglect the opportunity to make the lake shore between Grant Park and Jackson Park, which is not required for harbor development, a great playground and recreation center for all the people of Chicago.

A Great Public Benefaction

"In my report to the City Council it was shown that no public improvement that could ever be accomplished by the city of Chicago would be more wise, economically beneficial and generally appreciated by the people than the creation of a large additional park space along the city's water front, by the construction of breakwaters for the retention and

utilization of Chicago waste material. There is now permitted the shameful waste of a vast amount of such material that could be utilized at practically no cost to the city in developing the lake front for park playgrounds for the enjoyment of all the people; where family picnics, baseball, tennis and all manner of outdoor sports could be freely indulged in. The establishment of this health and pleasure-giving possibility would cause a tide of gratitude to flow toward the creators thereof that nothing in all time could stem or stop. This park would serve directly two-thirds of the entire population of the city of Chicago.

"The chief concern of Chicago should be the public health of its citizens—its greatest asset. The Chicago Plan demands more and larger parks and playgrounds. The laws of hygiene show Chicago's park area to be inadequate and entirely out of proportion to the population, as shown by social experts. The question of additional park space has been given the widest possible attention in the Chicago plan now being studied and promoted by the Chicago Plan Commission. Lake front plans provide in detail for the improvement and extensive acquisition of park area along the city's front, by utilizing Chicago's waste material; 1,500 acres may be provided in this way. In no other way can the city add so expeditiously and economically large tracts of land, magnificently located for park and health-giving pleasure purposes.

"This is a work that should not be delayed a single hour longer than is absolutely required to comply with all necessary legal procedure and to protect the city's harbor interests. The people of Chicago know their lake front only at Jackson, Lincoln and Grant Parks. Five miles of Chicago's lake front for the people, out of a total of twenty or thirty miles. Who will be held accountable if the people are not given wider opportunity to enjoy their natural heritage?

Easy of Achievement

"It is not contemplated that this work shall be accomplished in a day or a year, but that this park shall gradually be created, as rapidly as can be. Figures prove that 100 acres each year could be

made by utilizing Chicago's waste material, and practically at no extra cost to the taxpayers. By our present methods of using the lake for a dumping ground we are creating a great danger to navigation in building submerged lands in and around our harbor entrance, to say nothing about endangering the health of our people. It is senseless thus to waste material worth millions and a crime to permit the pollution of our city's water supply after having expended approximately \$63,000,000 to insure its purity. Chicago must arouse herself and not let the lake front advantage, knocking loudly at her door, slip away.

"In all the controversy running over a period of years about the park development of the lake front, does it not strike one as strange that if menace actually exists to future harbor needs the navigation interests most primarily affected have not come forward and fought the issue? No opposition from navigation, commercial or industrial interests to the park development has been heard. On the contrary, all of these interests have spoken for the parkway development. Numbered among the advocates of this plan are also, in addition to the South Park Commissioners, the city administration, the Harbor Commission, the Commercial Club of Chicago, the Chicago Association of Commerce, Col. George A. Zinn, late federal engineer in the city of Chicago, and, I dare say, if they had a voice in the matter, 99 per cent of the two and a half million people of this city.

The One Opponent of the Parkway Scheme

"There has appeared in opposition Col. W. H. Bixby, United States engineer—retired—who, in expressing himself, has obviously assumed to know more about what the two and a half million people of Chicago want than they do themselves.

"In the matter of procedure in the lake front case, the next scene in the panorama of the greatest opportunity for civic advance ever offered any city in the world, is the hearing before the Secretary of War in Washington, November 20, 1913, upon the application of the South Park Commissioners and Col. Bixby's objections. Aside from the

reasons which I have advanced for granting the application of the South Park Commissioners, there is this consideration which seems to me very important, namely, that the people of Chicago should be permitted to determine for themselves whether that part of the lake front between Grant and Jackson Parks should be developed as a parkway or held indefinitely in statu quo for a possible harbor development, which may never be required because it in no wise interferes with navigation.

"If I do not mistake the temper of the people of Chicago, home rule is one of their fundamental principles. They believe that they know their own interests, and are best able to judge what is necessary to promote such interests. I have previously indicated that the City Council of the city of Chicago has deliberately approved the plan to establish a parkway rather than a harbor between Grant and Jackson Parks. The South Park Commissioners are now ready to carry out this plan. It has received the support of the most substantial commercial bodies in this city. It has been favored by civic organizations and by our leading public spirited citizens, and there has been practically no dissent anywhere. It therefore seems to me inconceivable that the united demand of our people as thus expressed should not now prevail in Washington." (Applause.)

CHAIRMAN POND: "Back in the early eighties, when the contamination of the Chicago water supply was so serious as to challenge the attention of all of us, somebody conceived the extraordinary idea of making the 'Chicago River run up stream,' and there resulted the Sanitary District program by which we reversed the current of the Chicago River.

"That program contemplated the idea not merely of avoiding water contamination, but at the same time of providing a connection with a future development of our inland waterways.

"Naturally, the subject of inland waterways could not be considered apart from the consideration of the question of harbors. We have with us today a man who has long been interested in that subject as an engineer, who has been studying it ever since the year 1885,

Mr. Lyman E. Cooley, consulting engineer of the Sanitary District. I take great pleasure in introducing Mr. Cooley." (Applause.)

Lyman E. Cooley

"Mr. Chairman and Gentlemen: I do not think I have any serious differences with the previous speaker. In fact, if he carries out his program there is no alternative except to carry out mine, and for that let us be thankful. (Laughter.)

"I think the situation among all the citizens of Chicago, so far as harbor development is concerned, is largely that in which the small boy found himself: The bread was good, the butter was good, but he objected to the way the maid had spread it on. So in regard to this matter.

"The question, I think, is largely one of the necessity for harbor development in itself and of the extent of such development—and on that point I think I would differ from the last speaker.

"My ideas on this subject crystallized along in 1880 in connection with the development of the Chicago sanitary problem. After we lost the Hurd bill in 1887, which provided for sanitation only, it became apparent that the state would not entertain the proposition for disposing of Chicago's sewage by the dilution method without coupling it with the long standing policy of the state, going back to the foundation of the state itself, for a waterway through the state between the lakes and the Mississippi River. So the drainage bill as passed in 1889 was for a waterway with incidental sanitary features, that being the purpose for which Chicago put up the money.

"It seemed to me that the channels which were best suited to meet the sanitary requirements, and also best suited for waterway and harbor development, must necessarily be as close to the people as possible. Therefore, coincident with the development of the waterway problem and as early as 1890 I made a report along the lines of the plan which I am presenting to you today.

Outline of the Cooley Plan

"The idea of my plan is that we shall widen out the drainage canal to six hundred and sixty feet, one-eighth of a

mile, and use it for dock purposes, extending it as far as we choose down the Desplaines valley into the state, and, in the course of time, extending it also across the south side of the city to an outer basin on the lake front at about Eighteenth street.

"Mr. Wacker has done me a kindness and curtailed my remarks somewhat by reading quite fully from my address before the Harbor Commission, for which I thank him. It will therefore be unnecessary to go into that more than to say that I regard an outer basin on the lake front as a sanitary necessity for the purpose of keeping the back water from the drainage canal in times of lake fluctuation from spreading and diffusing in the lake, and so that it can resume its journey down the canal when the oscillations have ceased.

"This scheme will develop along the sanitary canal this side of Willow Springs about one hundred lineal miles of dock frontage. The Sanitary District has at present about 40 per cent of the lands in this region required for such dockage. All the area needed for this harbor development would be about ten square miles, of which the Sanitary District and the Illinois and Michigan Canal now have more than four square miles. That looks like a large area for harbor purposes, but the Sanitary District actually owns today over fifteen square miles of territory, over twelve of which (including the 4 miles) are between the Chicago River and Lake Joliet. So we actually know something about what land costs and how it would be acquired for such purposes.

"The spoil to be removed in excavating such a harbor would produce here on the lake front about five square miles of filling. I think a 'scheme beautiful' somewhat larger than Mr. Wacker has depicted, with three or four thousand acres of territory, could be thus worked out.

Too Formidable? No

"In considering this scheme, gentlemen, the thought, no doubt, arises in your minds at once that it is a very formidable one. You will find also, if you sit down, each of you, when you get home, and figure up all the hog-heads of soup and carloads of bread and

droves of live stock and trainloads of beer that you are going to utilize during your natural lifetime, that you will not see how you are going to finance it—the thought might cause you to go out and commit suicide. But, none of us make such calculations. We do not need to know how much we are going to pay out in our natural lifetime in order to maintain life and continue our activities. Neither do we need to know how much this scheme is going to cost ultimately. All we do need to know is that as long as this city grows we are going to invest money in increased facilities of transportation, and the only thing we can do is to plan for the next fifty or one hundred years according to the best foresight we can command, study our problem properly and then go ahead as the needs require and as we have the resources to do the work.

Where to Begin

"There is only one part of this scheme that needs to be carried out at the outset. We have got to complete the improvement of the Chicago River in the interests of sanitation. We can go right ahead at the same time developing a harbor here, and, as opportunity occurs, we can connect this harbor with the lake shore in the manner I have already mentioned, and eventually put all the streets and car lines that cross this connecting link in subways.

"We cannot increase taxation to carry out any of these schemes because the city is carrying every dollar of taxation that the people can stand. There are, I think, five municipal organizations subject to the scaling process under the Juul law; the city of Chicago—including the Library Board and the Municipal Tuberculosis Sanitarium—the schools, the parks, the Sanitary District and the county. Three per cent on the assessed valuation is the limit of taxes which may be levied by those bodies—except in some cases for interest on bonds and sinking funds. With these taxes, the state tax, the tax for the school building fund, the tax to pay interest on sinking funds and bonds, the licenses and fees of all kinds, special assessments and national taxes, we are paying from thirty to fifty dollars per capita per year in this city. It is only a question of whether we choose

to segregate two dollars per capita or one dollar per capita, according as we see we can afford it, for a scheme such as this harbor development that is going to live beyond this generation, so that our children can look at this great achievement and say 'Well, I heard pa talk about that when I was a boy.'

Chicago on the Continental Profile

"I want to call your attention to the continental profile from the Gulf of St. Lawrence to the Gulf of Mexico, thirty-three hundred miles. Chicago is at the crest or summit of this profile; it is the midway point, sixteen hundred miles from the Gulf of Mexico and seventeen hundred miles from the Gulf of St. Lawrence. That is the reason that Chicago has dominated and yet dominates the continental valley commercially. It is no accident that we have a great city at this point. There has been a water trail here between the Gulf of St. Lawrence and the Gulf of Mexico from the discovery down through the settlement and conquest of this nation; but we have about reached a point in our development where unless we make some further departures, provide some new incentive to growth, we will have exhausted our patrimony. I take it we have now about reached that point in our development. The population of the Sanitary District increased by 625,000 between 1890 and 1900; but between 1900 and 1910 it increased but 535,000, a falling off of 90,000 in the increment. As I look upon economic conditions as they have developed and are developing at Chicago, that increment is going to decrease still further before we can turn conditions around. I am going to speak about that later.

"The salvation of the situation depends upon our location with reference to the continental profile. I have been professionally connected with every section of the water route from gulf to gulf and across the state of New York, and I make the statement here that you can make that water route twenty-four feet deep from gulf to gulf for the entire distance of thirty-three hundred miles for less than it cost to build the Panama Canal—and when you have done that you can make shipments from any point on that water route to any place in the

world without breaking bulk. I challenge any contradiction of that statement. I have wanted an opportunity to prove it. In the meantime I only admit it.

Chicago and the Seaboard

"Now to get at the point of view from which this problem is to be approached. The ocean, with the development of modern commerce, is the dominant element in the transportation of the world. Modern transportation represents perhaps the most characteristic difference between us and the ancient peoples. The nations and cities today that have prospered most and are growing fastest are those on the seaboard or connected with the seaboard by waterways. In the United States today, according to the latest census, between 80 and 90 per cent of the population gathered in cities is adjacent to navigable waters and the cities that are inland are mostly of the smaller class. It is a strange proposition that the Almighty should have located the navigable waters adjacent to the big towns, but that seems to be the case.

"I wish to call your attention also to the fact that the proportion of population by the waterside is greater today than it has been in any period of history. In other words, contrary, perhaps, to the popular impression, the development of land transportation has accentuated the growth of cities by the waterside and not built up the inland cities. I believe that is a proposition you want to take very deeply to heart.

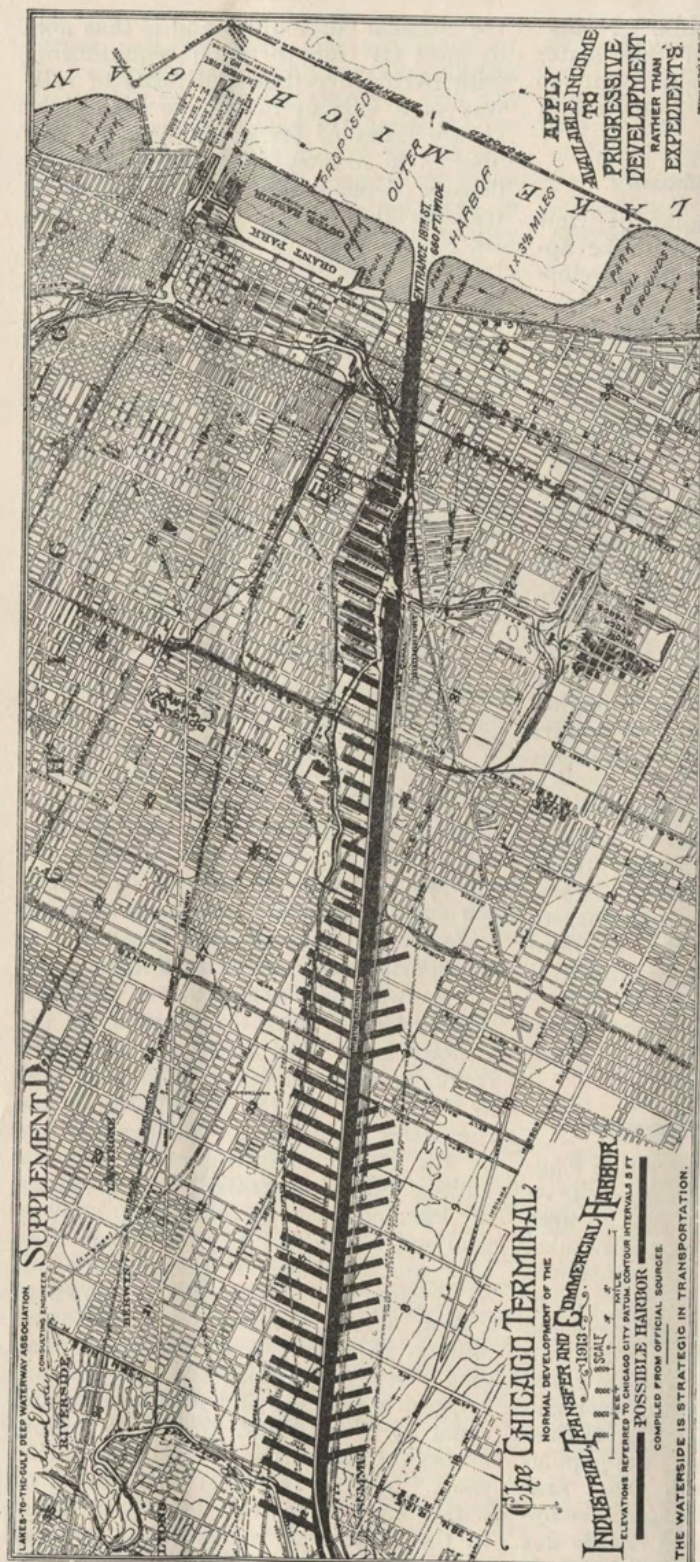
Vital Importance of Waterways

"Take the case of a country like England. Everybody is familiar with its commercial domination. It has an area less than the state of Illinois, surrounded by the sea. France has two seaboards and an inland waterway system of between six thousand and seven thousand miles. It has a population of forty millions. The area of France is about equal to the area of Illinois, Indiana, Michigan and Wisconsin. It has less resources than those states, but several times the population density. France, with these seaboards and its interior waterway development—a mile of waterway to twenty-five or thirty miles of territory—illustrates

the physical possibilities and is thus able to meet its transportation requirements with twenty-five thousand miles of railway or a mile of railway to each eight square miles of territory. We are not able in a country with one-fourth the density of population to do our work of transportation with a mile of railroad to six square miles of territory. We will take the case of Germany, which has sixty million people, and an area practically the same as France, with its two seaboards. With a population density six times as great as we have in this country, and about the same waterway development as France, Germany has less than thirty thousand miles of railway. The point I want to make is this: We are a thousand miles from the sea. We cannot hope to maintain competition in the last resort with the more favored nations on a railway basis alone.

City Threatened by Panama Canal

"I want now to speak for a moment of the effect the Panama Canal is going to have on the interior of this country. It is going to build up the two seaboards of this continent at the expense of the interior. We are all patriotic; we want to see the country developed; we hope to be able to remedy the conditions which the canal is going to produce. As everybody familiar with transportation conditions in this country knows, the Panama route has been throttled ever since the building of the Union Pacific road across the continent, by the trans-continental lines. But four or five years ago the Atlantic & Pacific Steamship Company, an independent line on the Pacific, was organized, and the United States controlling the situation at Panama, has loosened the railway grip not much, but the result has been that you have been shipping goods out of Chicago to New York City, down to Colon, across the isthmus of Panama and up to Pacific coast points. Today zinc blocks from La Salle, Illinois, are shipped to Chicago and then by lake and canal to New York, thence to Colon, across the isthmus and on up the Pacific coast. Within two years, shipments of barley have come from the Pacific coast in the same way to St. Louis by way of New Orleans, at much cheaper rates



CHICAGO TERMINAL INDUSTRIAL TRANSFER AND COMMERCIAL HARBOR

The above engraving presents the natural evolution of an industrial and commercial harbor located at Chicago, close to the center of population.

The inner harbor proposed is shown 660 feet, the slips 330 feet, and the dock land between, 550 feet wide. Such a plan is readily applicable by widening the present drainage canal of the Sanitary District.

The material excavated from the widened channel and slips would provide filling for several square miles of park area on the lake front.

The development is indicated as far as Summit, but the project can be extended at a future time to Willow Springs. Three-fourths of the right of way required for this portion of the project is now owned by the Sanitary District, and the present channel has a width of 202 feet through earth.

[Plat and text presented by Mr. Cooley in illustration of his plan as outlined in the accompanying discussion.]

than they could have been brought
across the continent by rail.

"In an investigation which I made a year or two ago for the Business Men's League of St. Louis of the conditions of transportation at that point, I found an exceedingly interesting situation which illustrates as well as anything the dominance of the sea. New England manufacturers are shipping their goods to Galveston by sea, a distance of twenty-four hundred miles, and delivering them in northern Texas, chasing St. Louis out of that territory which it has held commercially from time immemorial, and to which that city has but short haul, across lots, so to speak.

Future of Rate Regulation

"We will take up another point in that connection, the question of rates. Most of you are familiar with the original theory that prevailed as to the workings of the interstate commerce law, the recent rulings of the Interstate Commerce Commission and the acts that have been passed by Congress since 1910. The entire tendency of legislation, which is also the economic tendency, is to do away with discrimination. In the latest statutes upon the subject we have forbidden the railroads to own water lines. The laws are disposed to put every point in the United States, without reference to its locality, upon a par so far as railroad hauls are concerned, whether it be a water point or not. Eventually that aim is going to be realized, and these great commercial centers on the waterways are not going to be favored. I think we can look inevitably to such a result, because it is along the line of equity.

"Four years ago I made a visit to Germany, went over the Rhine from Strasburg to Rotterdam and made a study of it. The Rhine between those two points is little longer than the Illinois River route from Chicago to St. Louis; not as long as the route from Chicago to Cairo. It has less natural scenery, less resources and a less rich hinterland than lies between here and St. Louis or Cairo—and yet the Rhine had fifty million tons of commerce. How did that come to pass? By the precise fact, as I have stated, that Germany, owning her railroads, found it an eco-

nomic proposition to make practically a flat mileage rate, and the water points are not favored. The result is that all German industrial development that needs cheap transportation has tended to the waterside where they can get the cheap transportation and so get an advantage over the inland points. Germany has avoided unnecessarily multiplying railroad lines. She has enough to serve the needs of the population, for military purposes, for express and quick dispatch of freight, but she finds it economical to spend her additional money, not in duplicating railroad systems, but in developing waterways. In my opinion, that is the logical outcome of tendencies that are now set up in our legislation, and of equity to the American people.

Chicago's Rapid Early Growth

"We will come back now to Chicago. Chicago was a child of destiny, of opportunity. Her growth and prosperity were due to that continental trail which gave her twenty years the start of any rival in the West, which directed here the nucleus of the railroad system of the continent. We built the Illinois and Michigan Canal. It is now obsolete, people speak disrespectfully of it, but it is the only public utility that I have ever heard of that got out of debt in twenty years. At that time we had developed a great lake commerce which stayed with us until the early nineties. Statistics showed that we had more entries and clearances in the port of Chicago than in any other port of the world except London; we had an actual tonnage in excess of Liverpool, and were carrying eastbound more freight out of Chicago by water than by rail.

"That had been the history of Chicago from the beginning up to the nineties. Through the facilities of transportation we had become a primary market. We had grown enormously and rapidly in population by reason of that and by reason of the fact that we built a city here more cheaply than it could be built anywhere else on earth. We dug out our harbor to make brick. We had stone in our back yard down at Lemont. We brought the timber across the lake virtually for a transfer or ferry charge. And we grew exceedingly.

Conditions Today

"What are the conditions today? We have lost our lake commerce substantially. A large part of our citizens only think of the lake as a drinking cup, as a place to cool off a little in the summer and to ameliorate the winter condition and as a place for pleasure. On that side of the question I am in accord with Mr. Wacker. We want a strip of green-sward around the rim of our drinking cup—I am for that.

"But economic conditions, partly due to the dwindling of our lake commerce, partly due to profound economic causes, are routing freight around us to its ultimate destinations. Chicago has lost its position and its prestige as a primary market. A part of this is due to our own sins of omission. We were so busy jostling each other in an effort to get our gunny sacks under the spout and singing the chorus of the flies on the grindstone, 'How we go round,' that we imagined all of our prosperity was due to some innate quality of our citizenship rather than to a pre-ordained condition. We are very much surprised that it does not keep up somehow or other; we are still sticking to the grindstone with our sucker feet and still singing the chorus of the flies and wondering why the grindstone is slowing up.

"We have got to change those conditions. We are as much of a railroad point as Lincoln, Nebraska, or Indianapolis, for all practical purposes. We have lost one lung of our commercial breathing apparatus. We have got to change the existing conditions. But we cannot solve this question of arrested development in fifteen minutes; we are not going to solve it in this decade. We can make a start toward it. If we put our minds to the task we can make a start and perhaps realize something in the next decade, and particularly in the decade to follow. I will tell you what is going to solve this problem. It does not make any difference what you or I think about it in the next fifteen minutes, the solution is a part of destiny and has got to come. It is only a question of whether we will quicken it.

What Our Rivals Are Doing

"The state of New York is spending \$101,000,000 on its barge canal and \$20,-

000,000 additional for terminals; in all \$121,000,000. This work will be opened in 1914 or 1915, probably about the same time as the Panama Canal. New York has thought it worth while to spend that money. If she does not realize her anticipations in regard to the restoration of lake commerce she is justified, from a purely local and domestic standpoint, in that expenditure—and I think she takes that view of it.

"We are going to realize something from that New York development, some new impetus. Canada is calling the bluff of New York upon that question. She has started out to build a thirty-foot waterway; she has let contracts for two million dollars this year. The plans are not published yet but will be in the coming annual reports. She is remodeling the Welland Canal, putting in seven locks in place of twenty-four, making them thirty feet deep, and making the prism twenty-five feet, the extra five feet to be the subject of future development. The new American Soo lock is to be twenty-four feet deep. The sanitary channel is also twenty-four feet deep, and it looks as though there were some singular coincidence in regard to the question of depth. Canada will follow the Welland project by developing the St. Lawrence. The province of Canada has not the financial resources of the state of Illinois, but it does vastly more with what it has in the way of meeting transportation conditions. We are to have the St. Lawrence outlet, how soon I do not know—but it will first come by the extension of deep water into Lake Ontario and later on to Montreal.

The Deep Waterway to the Gulf

"We started out very quietly here at Chicago to build a deep waterway to the gulf in connection with our drainage canal. The statutes of the state define clearly the policy of the state in regard to the matter and the drainage canal has been built accordingly. We have put the lake water into the valley and now a lot of people think we ought not to have the right to do so. We must prepare a way for this water through the valley to the Mississippi or get Uncle Sam to do it for us. It is not known to the shallow waterway advocates exactly what the physical condi-

tions are. We cannot put through the Illinois valley the quantity of water required for future Chicago sanitation without making a waterway at least fourteen to eighteen feet deep. That is the physical fact; that is what started the deep waterway; that is what it means. That is why the state of Illinois adopted a deep waterway policy. People who talk about nine feet or some other shallow depth are simply furnishing the enemy with ammunition, and arousing a public sentiment here at Chicago to confuse our cause. We can solve nothing with nine feet.

"The people in the East, the people in Canada, the people on the seaboard who do not want to see this waterway developed, understand the situation better than the average Chicagoan does, and they know how to meet it. Our solution of the problem has gone along about as fast as it could under all the circumstances. We passed the constitutional amendment, but we have not legislated on the subject because the first thing to do is to dispose of the hydraulic parasites between Joliet and La Salle who conceive that it is up to them to gather the fruit of taxation in the Sanitary District. The litigation to oust these parasites is in a fair way to be disposed of within a year or two and within fifteen minutes after that the deep waterway project will be under way.

"So we have under consideration and in actual progress this waterway of which I have spoken, from the Gulf of Mexico to the Gulf of St. Lawrence. The dream of the explorers and the dream which dominated men when making treaties dividing this country, is going to be realized. How soon I cannot say, not indefinitely in the future, but as quickly as the resources will permit.

The Waterway and the Harbor

"It is not too early to shape our harbor policy to meet these conditions. In fact we are nearly up to that now. Our sanitary project is so far worked out that the work originally contemplated can be practically completed in another four or five years. My idea is that we should then proceed along the line of this plan which I have described and make use of the taxing powers of the Sanitary District.

"Mr. Wacker quoted my statement before the Harbor Committee that we ought to be running the sewage through the back yard and not be producing sewage unnecessarily on the lake front. If we were to design cities, if our cities were to be made by engineers as they ought to be made, Mr. Chairman, in place of letting them grow like Topsy, the first problem the engineer would set before him would be this: What is the most essential thing in a city? The answer would be: To take care of the health of its people, to select a site which would best lend itself to an ideal water supply and ideal sewage disposal. That would be his first problem because it is the most costly.

"The next problem would be his harbor problem, which has an extremely intimate relation to the sanitary question. The other means of transportation are relatively plastic, they can better adapt themselves to any situation, whereas there is a certain rigidity in the water proposition by reason of topography and sanitary conditions and magnitude.

"The question as to what purposes a harbor must serve is important. Under modern conditions as they have developed abroad and as they are developing here even in Chicago, the future warehouse, the future industry, will be located by the waterside. There will be increasing reasons for locating by the waterside so that equal facilities of transportation by water or rail may be availed of. That being the case, you will need miles and miles of dock front on which industries can locate with proper access by rail. You need as great an opportunity in that regard almost as the railroads themselves furnish for industries located along their lines.

Harbor Belongs on Sanitary Canal

"This is the greatest demand for a harbor and the harbor belongs along the Sanitary Canal as I have indicated. It does not belong anywhere else. You have hillsides for healthy homes from Summit to Joliet. The population can take care of its sanitary conditions better and more cheaply than in any other location in Cook County. This project is along the lines of a policy to extend our development down into the state

rather than to spread it along the lake front indefinitely, perhaps into a foreign state where it would produce nuisances outside our jurisdiction. So, I am not in accord with the idea of locating our industrial developments at some point remote from the city. I believe that they should be maintained as an integral part of the city.

"The same reason applies to goods in transit, foods for reshipment, or goods to be warehoused and held for future delivery. If we are to remain the railway ganglion of this country, and if we are to be virtually on an arm of the sea the commerce of Chicago will become enormous, and we must have lots of room to care for it.

"There is this further factor to be considered. We are now routing freight around Chicago and the switching charge may determine whether freight will go forward by boat or by rail. If you put your harbor south or north, you will impose a burden of from five to eight dollars per car on transfer freight for all time. That is intolerable and it cannot be contemplated from any standpoint of sound public policy.

"There is an enormous amount of commerce due to our own people, of course, that needs to be as near to the people as possible. This relation cannot be as close by water as by rail. But we can avoid a separation of ten or fifteen miles which would be as absurd as to put our railway terminals that distance away. We cannot think of it.

Our Lake Coasting Trade

"There is also to be considered the local or coasting trade which they are trying to develop here for which the city is providing piers north of the river mouth. Go and study Lake Erie conditions, study how Cleveland and Buffalo have developed and how Detroit has grown. Measure up the influence of the Cleveland-Detroit Transportation Company upon the growth of these cities, the number of passengers and the amount of freight it has carried and contrast that with the impoverished use which we are making of Lake Michigan in our local work alone. Contrast the commercial growth of those cities in the last ten years with what we are doing here. They have

been increasing their increment while we have been falling off 15 or 20 per cent during that time.

"We have here in Chicago and its environs, half the population now existing in either Holland or Belgium and we have laid out our sanitary solution on the basis of a future population equal to that of either of those countries. If we make proper provision and water commerce comes into its own, then our future will need facilities equal to either of those countries, without considering the enormously greater hinterland.

"Now, gentlemen, I think perhaps someone else ought to have a chance to talk. I think I have covered the main points, but I warn you again that the scheme which I have proposed does not involve enormous taxation, does not involve any change in the revenue policy, it does involve the application of a part of our funds to a beneficial use that will outlast our own time. I call your attention again—and I hope you will carry the thought home with you—to Chicago's ideal location on the continental profile and to the fact we are the central railroad ganglion of this continent, that we have an enormous vested interest here which cannot get away. The railroads are here and must still haul freight here notwithstanding adverse economic conditions. The people are here, and some of them cannot get away, but the fact is that our population is growing by birthrate rather than by actual immigration or accretion from the outside.

"How are we to change these conditions which handicap our destiny? From my standpoint we ought to forward in every way possible these movements by which the sea will be brought to our doors—since we cannot take ourselves to the sea. If we produce this continental waterway and eventually develop more than 25,000 miles of tributaries in the Mississippi valley, a waterway system like France or Germany, we will be at the continental crossroads of land and water transportation. Our future will be as secure as the existence of Constantinople was during the dark ages, or the Bosphorus between Asia and Europe." (Applause.)

CHAIRMAN POND: "Every little while Chicago wakes up from its absorption in business and politics and pleasure

and decides that something must be done about something, and the mayor conceives a policy or a commission is appointed; action appears to be imminent; and then we go to sleep again. In one of those periods when action was imminent, however, we appointed a Harbor Commission to see what might be done in regard to a harbor. The chairman of that commission we have with us today, and I am going to call upon him as our next speaker. Gentlemen, Mr. John M. Ewen." (Applause.)

John M. Ewen

"About twenty years ago, when we were in trouble with England over the Venezuela question, Lord Rothschild sent a remarkable communication to Lord Salisbury, who was then Prime Minister, a copy of which communication was before the Chicago Harbor Commission when it made its report in 1909. It was intended to warn England to remain on friendly terms with the United States and was probably prompted by the financial interests held by the firm of Rothschild in this country. It urged England to encourage Canada in the development of her railways and waterways because the United States would develop her own railways and waterways as fast as possible. He predicted that the United States could and would build the Panama Canal. The United States is now rebuilding her railways to meet the demand for lower rates. He said further that the demand for lower rates would go on and to meet same the United States would be forced to develop her waterways—those of the Mississippi Valley and others. The communication thus touched upon this very condition Mr. Cooley has discussed.

Harbor Commission Indorsed Parkway

"I want to read you a few of the recommendations of the Chicago Harbor Commission with reference to the particular point that I understood was to be talked upon here today: That is, the disposal of the territory on the lake front between Grant and Jackson Parks. A few lines right at the opening of the report explain the purpose for which the commission was appointed:

The Harbor Commission, created primarily to consider the question as to whether

any part of the Chicago lake front should be reserved, if possible, to future harbor uses, was not limited to the consideration of that one question. The resolution creating it called for a comprehensive and detailed report on Chicago harbors, and their relation to railway terminals and park plans.

"The commission, as you know, sat for about a year and held hearings twice a week, at which everybody who had anything to say about harbors and parks and railways was heard by the commission. The report, which is voluminous, shows that we did have a great deal of matter to go through. I am only going to read you two or three paragraphs to show you what we found in relation to the development of this territory. Remember that we have about eighteen miles of lake front, a great deal of which is already occupied by Lincoln Park, Jackson Park and Grant Park. About one-half mile of shore, adjacent to the Chicago River, and about five miles between Grant and Jackson Parks are the only parts left for possible harbor development. The report says:

While the Harbor Commission is not prepared to make an affirmative recommendation as to the extent and nature of any possible harbor development in the area between Grant Park and Jackson Park, it does believe most strongly that no park development should be favored which will forever prevent the possibility of utilizing a portion of this area later for harbor purposes.

The Harbor Commission appreciates the value of the lake front for park development. It does not desire to stand in the way of the speedy realization of such plans, but, on the contrary, strongly favors their accomplishment at the earliest possible moment. There is no real conflict between the harbor and the park interests of Chicago and no artificial or unnecessary discord should be permitted to retard the complete and prompt execution of the plans necessary for the development of both sides of the city's life. (Page 41.)

* * *

It is recognized by the commission that that plan should be worked out which will least hinder all desirable park development. This requires more expert and detailed information than the Harbor Commission is able to supply, hence its recommendation that this be referred for further expert study. The commission suggests that a detailed plan carrying out this idea should be worked out jointly by the experts of the park authorities and an expert engineer appointed by the city, subject to the approval of the City Council and the South Park Commissioners. The commis-

sion urges immediate action by these authorities. (Page 42.)

Letter to Secretary of War

"About a month ago, when Mr. Lindley M. Garrison, Secretary of War, called for a public hearing—postponed and now to be held next week—following the government's veto of the South Park Board's request for permission to go ahead with its lake front improvement, I addressed a letter to Mr. Garrison, a few extracts of which are as follows:

My Dear Sir: I enclose herewith a plan which has for its purpose reconciling the various interests which are at work in the development of the water front of the city of Chicago. The plan is in accord with the recommendations made by the Chicago Harbor Commission in 1909, of which commission I had the honor of being chairman, and from whose report I quote as follows:

"Then I quoted from the report of the commission those excerpts which I have just read you. Continuing, I said:

Without going into detail, I wish to state briefly that the recommendations made by the Harbor Commission regarding the bridges crossing the river and the docks adjacent to and north of the mouth of the river, have been adopted by the city, for which nine million dollars of bonds have been authorized by the people to pay the expense of same, and the work is progressing.

The further recommendations of the commission affecting the lake front are that the area immediately south of the mouth of the river, extending to Randolph street (Grant Park), should be reserved for dock development similar to that north of the river; and then follow the recommendations above quoted for the area between Grant and Jackson Parks.

The diagram I enclose, with the key to same, I believe you will find to be self-explanatory. The recommendation I make in order that said work can be carried out in accordance with the Harbor Commission's report, is that the present breakwater be removed and a new breakwater built further out, thereby enclosing a commodious, convenient harbor for anchorage and shelter for vessels; that the present Park Board plan of park development be carried out in substance as proposed by them, provided that the lagoon should be of sufficient width to permit vessels to pass in from the outer harbor to the lagoon through a bridge opening similar, perhaps, to the one at Duluth, so that vessels could have easy and convenient approach to docks built at such places as may be found necessary along the filled-in mainland adjacent to the railroad tracks. I suggest that in the authorization by the federal government, the proper restrictions suggested by General Bixby in his report be made cover-

ing this plan and protecting shipping interests.

A considerable number of our most prominent citizens favor park development along this area to the exclusion of shipping interests, many of whom have been instrumental in the upbuilding of Chicago. These people do not believe that the shipping interests at any time will be of sufficient magnitude to warrant the building of docks along this area, and they may be right. Time only can determine this. If they are right, the park plan proposed by them will never be disturbed.

On the other hand, there are many who are in favor of doing everything possible to develop the shipping interests, who believe that in years to come the development for harbor will take place in this area. Should this be true, time will determine; and the point the Harbor Commission made is that the development of the parks in this area should not preclude the possibility of harbor development if in the future the city of Chicago should wish it.

It is unnecessary to say that I have purposely refrained from suggesting anything more than the general plan—not going into any engineering details. These details are not difficult, but should be worked out by the expert engineers of the park authorities and the city of Chicago.

Jurisdiction of Federal Government

"In the several discussions had by the various individuals and organizations trying to solve the future development of the lake front, and especially that portion of it between Grant and Jackson Parks, it has developed that there seems to be no appreciation of what are the duties of the federal government in the matter.

"To illustrate: It has been reported more than once in public print as coming from officials high in our city government, as well as from citizens of undoubted loyalty and devotion to our city, that General Bixby, the chief of the United States Engineer Corps, has no business to oppose what Chicago wants; that it is absurd to suppose that the citizens of Chicago, who have her welfare closest to heart, should not know better what Chicago wants in the way of harbor development than an engineer officer located in Washington, who perhaps may be a most excellent engineer but who would have little or no knowledge of the situation in Chicago. General Bixby, has recommended that no development be permitted along the lake front from Grant to Jackson Parks that

would make it impossible at some future time for shipping interests to use this area if in the future Chicago finds it to her best interests to do so, and in taking that attitude General Bixby is simply doing his duty.

"Chicago certainly has a right to carry out any public improvement, such as the laying out of its new terminals, its subways, its streets and boulevards, harbor development, etc., so long as these improvements do not interfere with the rights of other cities and states. Such cities as Buffalo, Cleveland, Detroit, Duluth, Milwaukee, etc., situated on our lakes, have no voice in deciding what Chicago may wish to do, until any proposed action by the city of Chicago becomes an interstate matter. Our lakes are interstate highways, and cities upon them can only be protected in any infringement upon their rights, as they see them, through the federal government; therefore, the federal government has the veto power upon any harbor improvement, be it in a river or on a lake, provided the river or lake be an interstate highway.

"The engineer officer, General Bixby, has vetoed the application of the South Park Board of Chicago to devote the area between Grant and Jackson Parks for park purposes, exclusive of shipping interests and any possible further harbor development in that zone; so in consequence of this a public hearing was arranged by the Secretary of War, Mr. Garrison, for last Wednesday, the 22d of October, to listen to the arguments that might be advanced by those interested. This hearing has been postponed until after Mr. Garrison's return from Panama.

A Way Out Proposed

"Appreciating this situation and understanding the seriousness of the opposition to the proposed development and the great difficulty, or perhaps impossibility, of overcoming same, I have suggested a plan which, in my opinion, will,

First—Remove the opposition of the federal government;

Second—Give to the Park Board practically what it desires;

Third—Satisfy the shipping interests;

Fourth—Leave the settlement of the disputed question as to whether dock development would ever be necessary in this zone to future generations.

"The plan, in my opinion, is logical, and should be supported by the conflicting interests. I do not believe that those who are in favor of park development and who honestly believe that it will never be necessary for shipping interests to occupy this territory, will take the position that they intend now to settle the question so that, no matter whether they are right or wrong, shipping interests can never in the future (if in generations to come it seems imperative to develop harbors along this area) be able to occupy this area. On the other hand, shipping interests certainly cannot be ready to say that they need docks built along this stretch of lake front at the present time; and no matter how much they may honestly believe that the future of the shipping interests will demand such development, they should not oppose present park development along this area not interfering in any wise with any possible growth and development of shipping interests in the future. That is all I have to say." (Applause.)

General Discussion

MR. COOLEY: "In view of Mr. Ewen's comments, I wish to say that I understood Mr. Wacker to remark that the ordinances of the city protected any possible harbor development that the city or the state might wish to make on the lake front later on. Am I correct?"

CHAIRMAN POND: "I so understand it."

MR. WALTER L. FISHER: "Not quite that, but that in substance."

MR. EWEN: "I think if you will read General Bixby's report you will find it is more restricted than General Bixby's criticism."

CHAIRMAN POND: "What Mr. Wacker stated, I believe, was that the city ordinance provided that lands between 16th and 22d streets might be utilized for harbor purposes later on if necessary."

MR. FISHER: "Further than that, the resolution of the park board expressly preserved and in fact provides that the citizens of Chicago shall own in perpetuity the riparian rights between 16th and 22d streets to be developed at any time for harbor purposes."

MR. COOLEY: "So that a proposition such as I have spoken of here would not necessarily be forbidden."

MR. FISHER: "If you will pardon me, Mr. Cooley, for interrupting you, because I am interested myself, having written the legal chapter in the Chicago plan book, I would like to say that, as I understand it, there is no conflict whatever between your plan and the plan of the park board except that you have seen fit to draw your park lines with a ruler and they have seen fit to have them drawn by a landscape engineer."

MR. COOLEY: "You can modify those lines all you wish."

MR. FISHER: "That is what I supposed; you do not object to our having that lake front line a little undulating?"

MR. COOLEY: "No, I was simply interested in seeing how much territory we could fill in."

MR. GEORGE C. SIKES: "Would a reservation from 16th street to 22d street be sufficient to permit the carrying out of your plan?"

MR. COOLEY: "If I understood Mr. Wacker correctly, all that is necessary has been done in that regard."

Where Plans Agree

MR. FISHER: "I think that is a very important question and it gets to the real nubbin of what difference may exist between Mr. Wacker and Mr. Cooley, if there is such difference. I know of no objection whatever to putting a breakwater such as Mr. Cooley proposes just outside of the harbor lines of the proposed work that Mr. Wacker has favored; this would give exactly as much space for protection of vessels as Mr. Cooley gives. The essential thing in his plan is the proposed outer breakwater to create a basin to protect the lake from pollution and to give an anchorage for vessels."

MR. COOLEY: "That is right."

MR. FISHER: "So if that breakwater were constructed at the same distance out in the lake from the shore line of Mr. Wacker's plan, and there were six blocks of entrance from 16th street to 22d street, all of the essential features of your plan would be preserved."

MR. COOLEY: "I simply followed the harbor lines as laid out by this last board of engineers in connection with the city plan and extended the breakwater due south."

MR. FISHER: "If I am correct I would like to know it, Mr. Cooley, because I myself attach a great deal of importance to your view. As I understood it, if a breakwater were constructed at some distance out in the lake from the outer line of Mr. Wacker's plan as is shown on your plan here, affording the same security for the anchoring of vessels and giving the same protection for sanitary purposes, all of the essential purposes of your plan, so far as the lake front is concerned, would be preserved?"

MR. COOLEY: "That is right."

CHAIRMAN POND: "The entrance to the harbor on the drainage canal would come within that area between 16th street and 22d street?"

General Bixby's Real Attitude

MR. COOLEY: "Yes, that is the proposition."

"There is one other proposition. Mr. Ewen alluded to General Bixby, and, being a personal friend of General Bixby and having had some troubles of my own with him, I desire that when he is to be tried he be tried on my indictment and not on that of somebody else. I have had several conversations with General Bixby, the last was last December, in regard to this harbor proposition in Chicago."

"The first time I came in contact with him was at the time the South Park Board carried the lake front statute, when he sent a very long protest to the governor of this state asking him to veto the bill. So his objection to it goes back to the time when he was in Chicago in charge of this district. I was

consulted by the governor at that time and I took the position then that it was unfortunate that the subject had been anticipated before the city of Chicago had determined upon a program. I did not agree with General Bixby a little bit, but I did agree with him that we were going to need these harbor facilities and no opportunity should be foreclosed until the people of Chicago realized it and were ready to adopt an alternative if necessary."

"I think the discussion since has largely eliminated many of the considerations upon which that opinion was based. We have had the commission of which Mr. Ewen was chairman; we have had the Council Committee at work on the subject; so that the objections that I made to Governor Deneen at that time have largely disappeared."

"I called upon General Bixby in 1907 when I returned from Springfield to see

what his real attitude was. I explained to him my point of view and he stated in substance: 'If that scheme could ever be carried out I would be in favor of it, but I do not think we will ever get the people here to take hold of so large a proposition and I do not propose to have that lake front foreclosed until they determine upon something.' That was his position also in December last when I talked with him."

"I do not think that he necessarily favors the lake front for harbor development; I think his whole proposition is that something should be done and the city of Chicago should realize it is up to the point of doing something or making some provision for the future, and that if we choose to make the development in some other way than the one he suggested it would be entirely agreeable to him. I think that much is due to General Bixby."

