

Executive Summary

The Chicago Pedway is an already-built, yet currently underutilized, civic asset in Chicago, but with improved navigation, coordination, and activation it would benefit both Chicagoans and visitors. The Environmental Law & Policy Center, with partners Broadway in Chicago and the Chicago Loop Alliance, commissioned a study team to identify a series of opportunities to revitalize the "Main Stem" area of the Chicago Pedway, running from the Metra Station at Millennium Park through Block 37 and City Hall and on to the Clark/Lake CTA Station.

These include the following:

- Better wayfinding and easier navigation tools, both above the Pedway and along it, would likely lead to more repeat visits and induce new users to experience the Pedway. Signage and information could include time-to-destination, transit updates, directions, and street-level locations.
- Upgrades to the Pedway corridors in terms of basics such as paint, lighting, signage and clearly stated hours of operation, as well as improved coordination, would bring a predictability of passage and level of comfort and safety that is absent today. Regularizing and improving access and instituting maintenance guidelines are crucial to this.
- Better placemaking has tremendous potential to draw in new users, achieved through modest architectural and design interventions to

the Pedway corridors to make visits memorable and enjoyable. These could include pop-up retail locations, art installations, and cultural events. **Temporary programming** can activate spaces and be used to attract new users at different times of the day and days of the week.

With limited investment in better wayfinding and navigation, upgrades and coordination, and placemaking and activation, the Chicago Pedway can be transformed from an underutilized asset to a more vibrant part of downtown Chicago better used by Chicagoans and visitors alike. To achieve this revitalization, a plan for specific wayfinding components and design interventions along the most-heavily used path in the Pedway – the "Main Stem" – should be developed. These interventions can be thought of in locational terms:

• "Over-and-under"

The communication between above-ground and underground levels must be developed. This includes providing signals at the street level of Pedway entrances or openings, as well as signals underground identifying what lies above at-grade and how to get there easily.

• "Along-the-spine: the Main Stem"

Users should be able to wander the length of the Pedway's Main Stem knowing where they are going and how long it might take them to get there. Visual signifiers, including traditional wayfinding tools, can

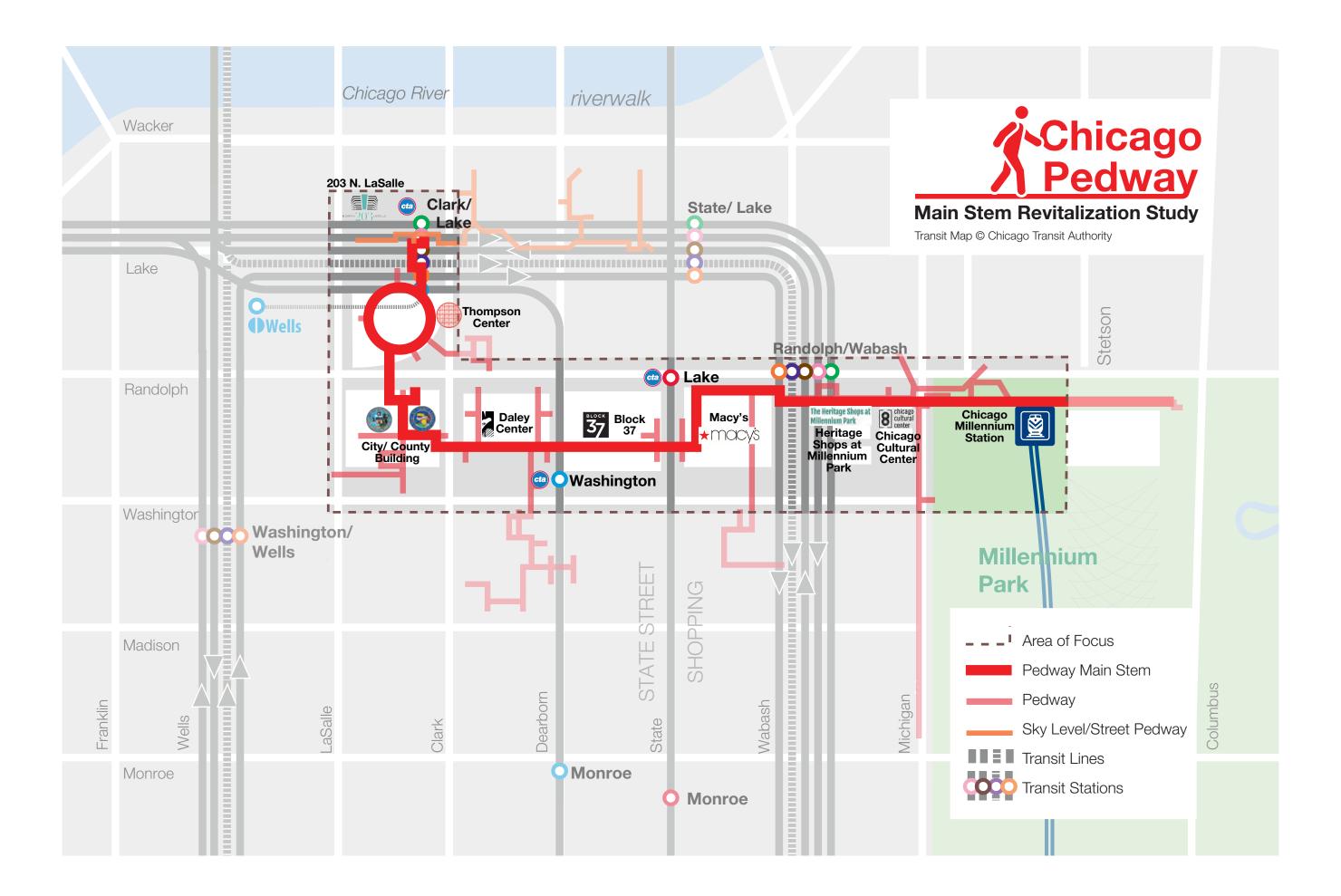
be used to break up the Main Stem's lengths into distinct, recognizable areas.

"Destinations"

Programming and architectural interventions at specific destinations can help to attract new users to the Pedway – families, tourists, and residents – during the daytime, on weekends, and when the weather is good.

To achieve this potential, the Pedway will need to be branded in a way that celebrates its uniqueness as a rediscovered piece of urban infrastructure - one that marks a departure from its less vibrant past. This branding is an important first step and should serve as the foundation for the development of wayfinding graphics and design interventions going forward. Equally important, the Pedway's Main Stem must be managed consistently for it to succeed as a destination or place; the range of public and private ownership interests makes this a key challenge to address. Curation of programming and achievement of operating standards beg questions of maintenance, governance, and funding. These issues will need to be addressed further as a wayfinding and design vocabulary is developed.

Investment in these areas would bring a growth in foot traffic, retail revenues, jobs, and property values along the Pedway's Main Stem, as well as draw new visitors to other destinations in Downtown Chicago and ease connections to train stations, the Riverwalk, and the Navy Pier.



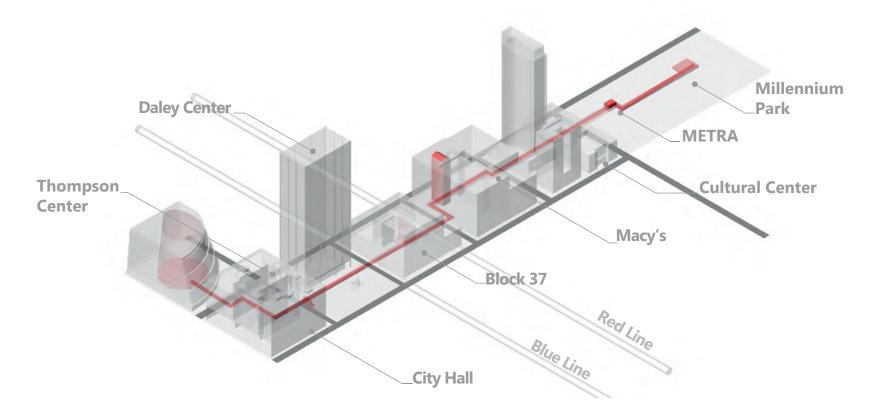
Introduction

Below the center of the Downtown Chicago Loop lies a series of mostly-public pedestrian routes connecting a variety of buildings. These routes, formed by easements and corridors and in the lower levels of both private and private structures, are collectively known as "the Pedway". The Pedway segments contain retail in some places and offer access to CTA and Metra stations. Some Chicagoans, and most tourists, do not know of it or use it.

Today, the experience of the Pedway is at best inconsistent. Wayfinding is challenging, hours of openings vary, and retail ranges from the relatively robust to anemic to non-existent. Yet because of its central location, the Pedway has the potential to become a major economic activator of Downtown Chicago – drawing residents as well as tourists to an exciting new way to celebrate Chicago's heritage. This would bring benefits to the City as a whole, as well as to the landowners and retailers along the Pedway route.

To assess some of this potential, the Environmental Law & Policy Center, with partners Broadway in Chicago and the Chicago Loop Alliance, commissioned a high-level, conceptual study in November 2016. Led by BuroHappold, the study team included Davis Brody Bond, Billings Jackson Design, and City ID. The team was asked to focus on the Main Stem of the Pedway, stretching from Millennium Park to the Clark/Lake CTA Station, and to examine three specific areas: better wayfinding and navigation, better coordination, and better placemaking and activation. The team's findings are presented in the pages that follow.

The Chicago Pedway System: Main Stem



The Study Process

The study was conducted between November 2016 and April 2017, and was built around a series of workshops that elicited input and feedback from various stakeholders associated with the Chicago Pedway. Several steps in the study process are summarized below.

Brief development – discovery phase and approach

Initial stakeholder sessions – discussion of issues and opportunities

Open studio work sessions – open dialog and consensus building

Enhancement study – wayfinding and spectacle visioning

Economic impact – data projections and estimates

Finding and next steps – strategic vision

During the early phases of the project, a series of stakeholder meetings brought together over 90 people from various user groups, companies, and organizations that currently experience or impact the Pedway in some way. These groups shared their experiences in an effort to identify issues and opportunities within the Pedway. This input was recorded and evaluated by the design team to focus the priorities of the study.

Stakeholder Comments

Pedway Problems:

Accessibility

- Lack of ADA compliance
- Access and opening times vary

Wayfinding and information

- Lack of wayfinding
- Limited and often unreliable information on what is above or below

Safety and security

- Concerns about safety and security
- Feelings of claustrophobia
- Fear of trespassing

Pedway environment

- Lighting quality poor and inconsistent
- Air quality and temperature inconsistent
- No consistency in look and feel
- Low quality and uneven maintenance

Economic development/amenities

- Weekend closures
- High retail turnover
- No development plan

Marketing

- Pedway reputation is bad
- Lack of awareness of Pedway
- Compass symbol is confusing
- No reason to go there

Pedway Opportunities:

Governance and management

- Unified management of Pedway
- Single security presence
- Unified hours of operation
- Clarify legal status

Wayfinding

- Understanding of time/distance between points
- Availability of intermodal information
- Wayfinding as art

Marketing and communication

- Establish new brand identity
- Digital communications

Infrastructure, retail, and services

- Wi-Fi connectivity/hangouts
- Food and restaurant opportunities
- Bars and music

Possible themes and programming

- Connecting outside and inside
- A place to escape, summer/winter oasis
- Celebrating history down under
- Art, museums, live activities
- Immersive experiences

The team then built on the initial stakeholder input through a series of design workshops. These workshops elicited ideas for enhancements to wayfinding and placemaking. The ideas were further developed into the cohesive strategies presented in this document. Three core strategies must be undertaken to deliver a coordinated approach to enhancing the Pedway:

1. Wayfinding and accessibility

The implementation of wayfinding and accessibility improvements would enable the Pedway to be found, understood, and easily navigated by all users.

2. Spectacle and expression

The planning and delivery of memorable experiences and interventions, supported by improvements to the Pedway's physical spaces – its architecture, public realm, and interiors – will drive new visitors and prompt past visitors to revisit and experience an enhanced Pedway.

3. Marketing and communication

Marketing and communication will raise the awareness and profile of the Pedway once these core enhancement work programs are underway or have been delivered.

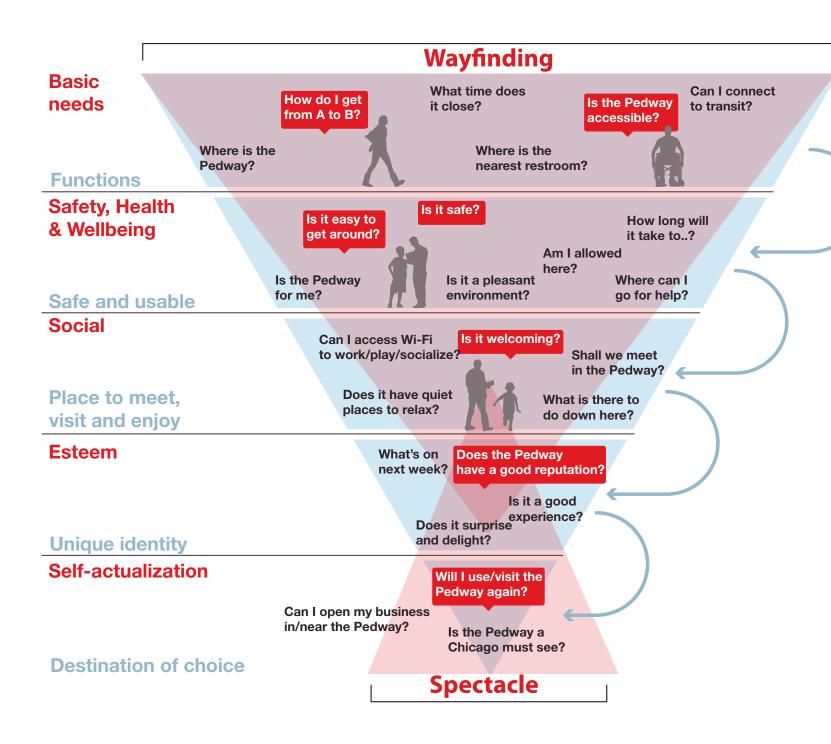
The proposals resulting from this short study address the first two items only. They are intended to generate thought and discussion regarding the Pedway's potential to connect multiple destinations in Chicago using existing infrastructure. Additional analysis, leadership, and engagement are needed to transform these opportunities into a reality.

Core Strategies





Overview



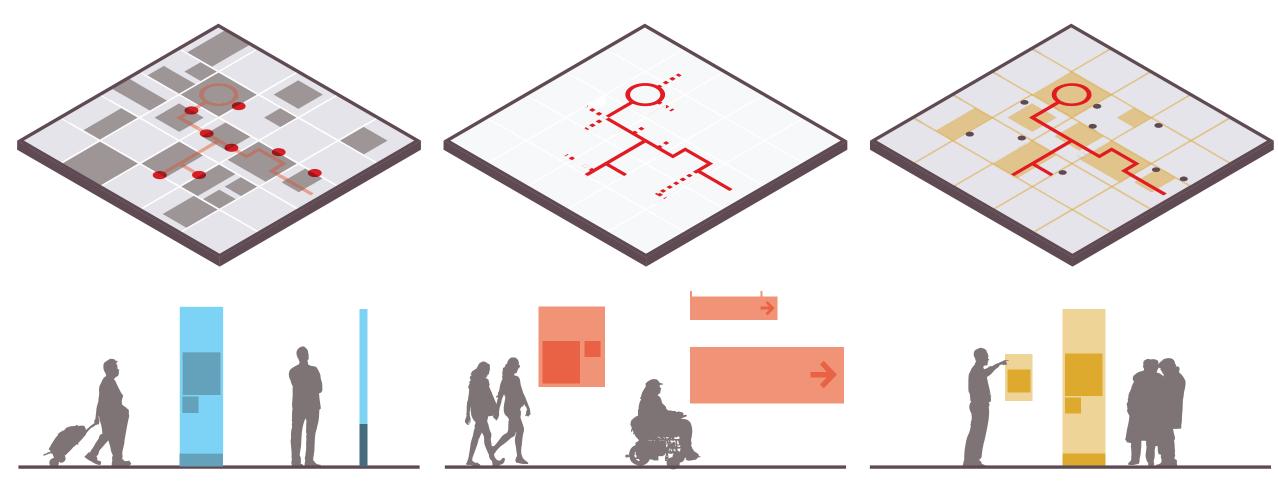
Maslow's "hierarchy of needs" theory suggests that the most basic level of needs must be met before the individual will strongly desire (or focus motivation upon) the secondary or higher level needs. To capture Pedway stakeholder and user priorities, Maslow's hierarchy of needs pyramid has been utilized to illustrate the fundamental needs at the top through to the aspirational goals at the bottom.

Our goals in developing an approach to Pedway improvement are twofold:

- 1. Address the fundamental and basic needs of improving the function, usability, and accessibility of the Pedway for day-to-day visitors.
- 2. At the same time, define some basic design and environmental improvements, as well as a few high-impact 'spectacle' interventions, to drive new first-time visits and encourage past visitors to return to the enhanced Pedway.

Layered Approach

A layered approach involves developing both wayfinding and design vocabularies that recognize the three axes of Pedway movement: from the street level to below-ground, along the subterranean corridor, and from below-ground to the street level above. Here and on the pages that follow, these axes are color-coded to highlight the specific approaches to wayfinding at each level.



Below/Down

- Signify points of entry
- Reveal what's below
- Entries and openings

Along/Through

- Navigate through the Pedway
- Understand what's ahead
- Transitional zones

Above/Up

- Identify points of exit
- · Connect what's above
- Point of destination

Types of Intervention and Locations **Below/Down**

A variety of precedents suggest three types of interventions: simple entrance signifiers, more complex entrance/exit totems, and dramatic entrances and openings.

Wayfinding











Spectacle



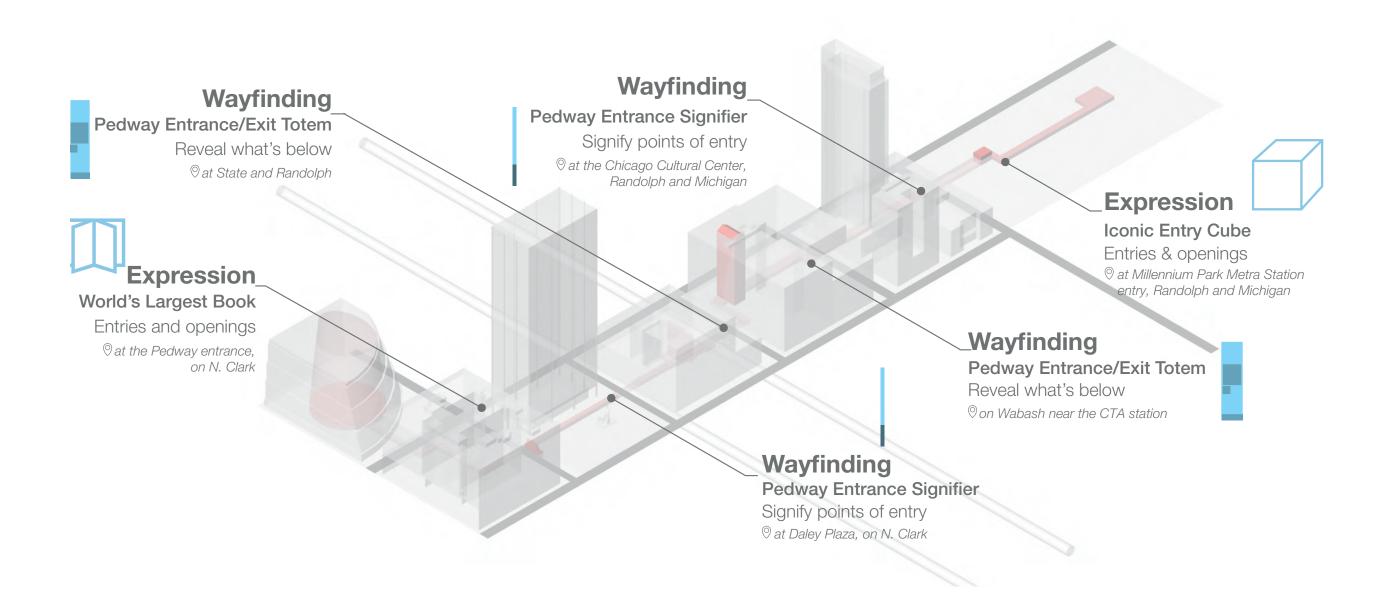


Entrance Signifier



Types of Intervention and Locations Below/Down

The diagram below indicates the proposed location for wayfinding and information elements at street level.

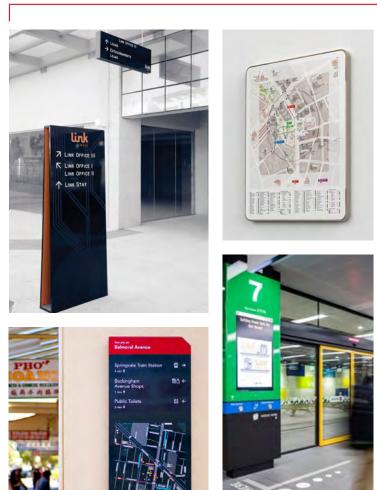


Types of Intervention and Locations

Along/Through

A variety of precedents suggest three types of interventions: wayfinding totems, directional signage, and points of destination along the transitional zones.

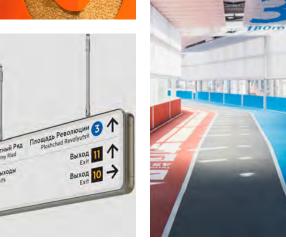
Wayfinding

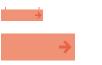












Directional Signage Supergraphics

Spectacle







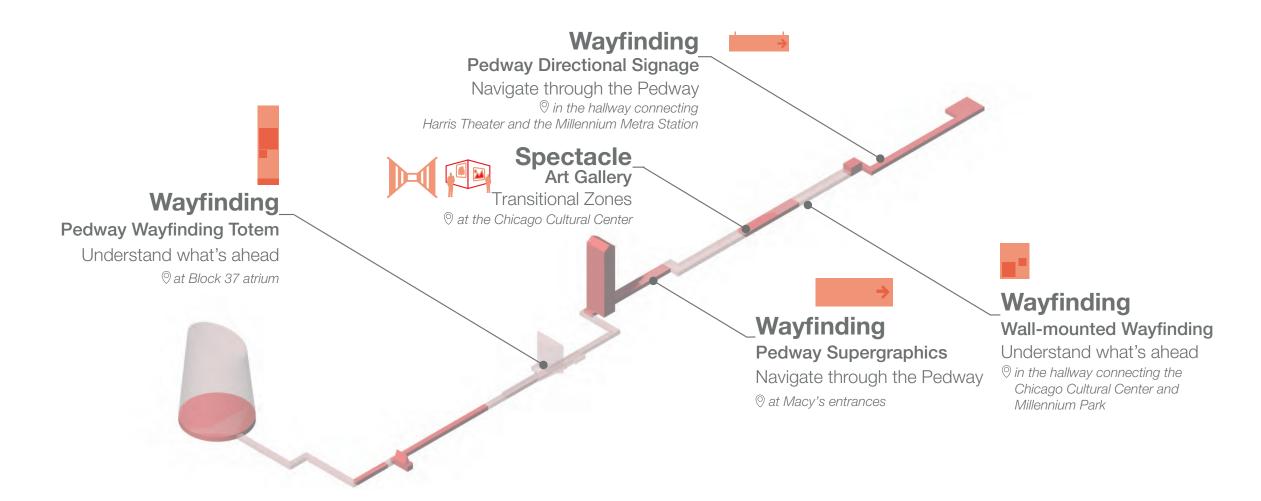




Points of Destination Transitional Zones

Types of Intervention and Locations **Along/Through**

The diagram below indicates the proposed location for interventions along the corridors of the Pedway.



Types of Intervention and Locations Above/Up

A variety of components will inform Pedway users about what lies above them at street level.

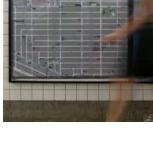
Wayfinding





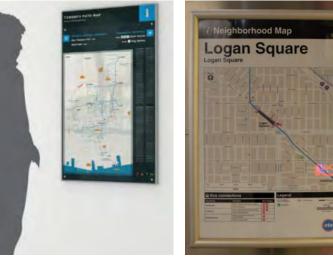












Building/Exit Plan

Spectacle



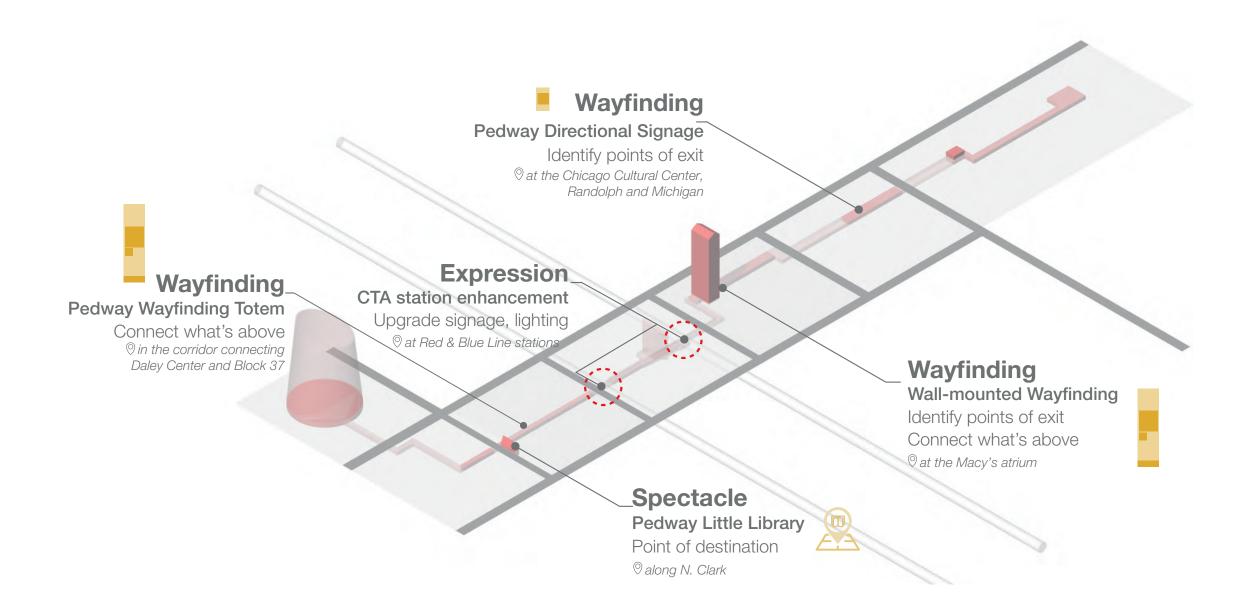




Point of Destination -Multi-level

Types of Intervention and Locations Above/Up

The diagram below indicates the proposed location for certain elements that could connect destinations below with what's above on the street.





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← Randolph St. State St.

The following section offers a way of thinking about a holistic system of wayfinding that would provide better navigation and more consistency, make the Pedway easier to follow, and tie in to other Chicago destinations as well as transit, reaching a broad spectrum of potential users.

Wayfinding Opportunities

The following recommendations/opportunities for improving wayfinding in the Pedway have been identified.

1. Utilize existing resources

Capitalize on existing mapping, design, and identity resources that have been developed and managed by the CTA. These resources should be built upon to create and maintain a consistent and recognizable identity for the Pedway and the transit system at large.

2. Improve network visibility

Reinforce primary routes through creating memory points and improving the quality of the physical fabric in these sections. In addition, improve external visibility by highlighting the Pedway network below and the entrance/egress points of the system.

3. Use design to create a legible environment

Deliver improvements using high-quality materials, innovative graphic solutions, and artistic interventions – providing landmarks and features to help people navigate.

4. Build a mental map

Provide maps throughout the Pedway, allowing users to build their own mental map of the relationship between the above-ground and belowground environments, and navigate the Pedway with ease.

5. Join up the journey

Create a connected system that provides a seamless experience for the user from various points in the city to and through the Pedway. Better signage, better lighting and consistent navigation tools can make the Pedway easier to follow and more useful and accessible for both Chicagoans and visitors.







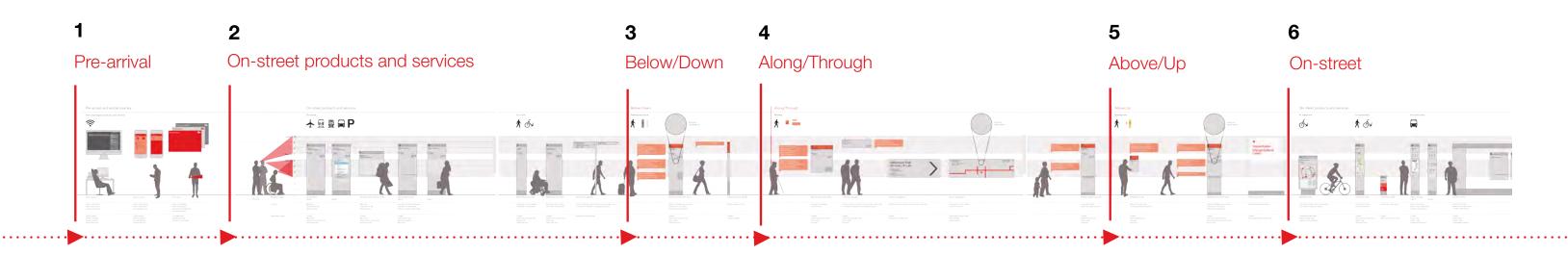
Proposed Scope of Components

Defining appropriate information types

User experiences are drastically improved with access to easily-digestible information, as are their understandings of the environment around them. This is particularly important in an underground environment where orientation is intrinsically challenging.

A number of user-centric exercises have been conducted to identify opportunities for improving the

provision of information and to reveal the network in a more intuitive, effective, and accessible manner. A range of information types are emerging, which can be used to conceptually develop print and on-street information products. Further information types may also be required at a future date as the project develops.



There are six phases of a user's journey that are addressed on the following pages: pre-arrival, on the street, entering down into the Pedway, along the Pedway, above the Pedway, and back up to the street level.

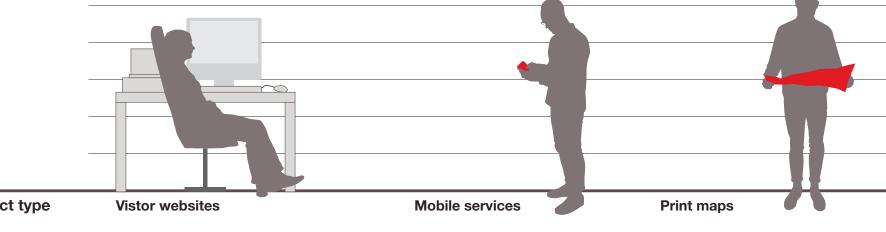
Proposed Scope of Components

System components

Before reaching the Pedway, a resident's or visitor's journey to and around Chicago should be informed and enhanced by a range of different information types. A new suite of information components should be developed which incorporate on-street, printed and digital formats, as well as information that applies to all transit modes. These components should be designed with a consistent visual identity to harmonize and seamlessly integrate the Pedway and transit services.

A proposed scope of components is illustrated on the following pages to provide a focus for planning, development, and delivery. These illustrations do not represent designed products, but rather provide an initial specification based on ergonomic and functional factors. Print and digital products and services





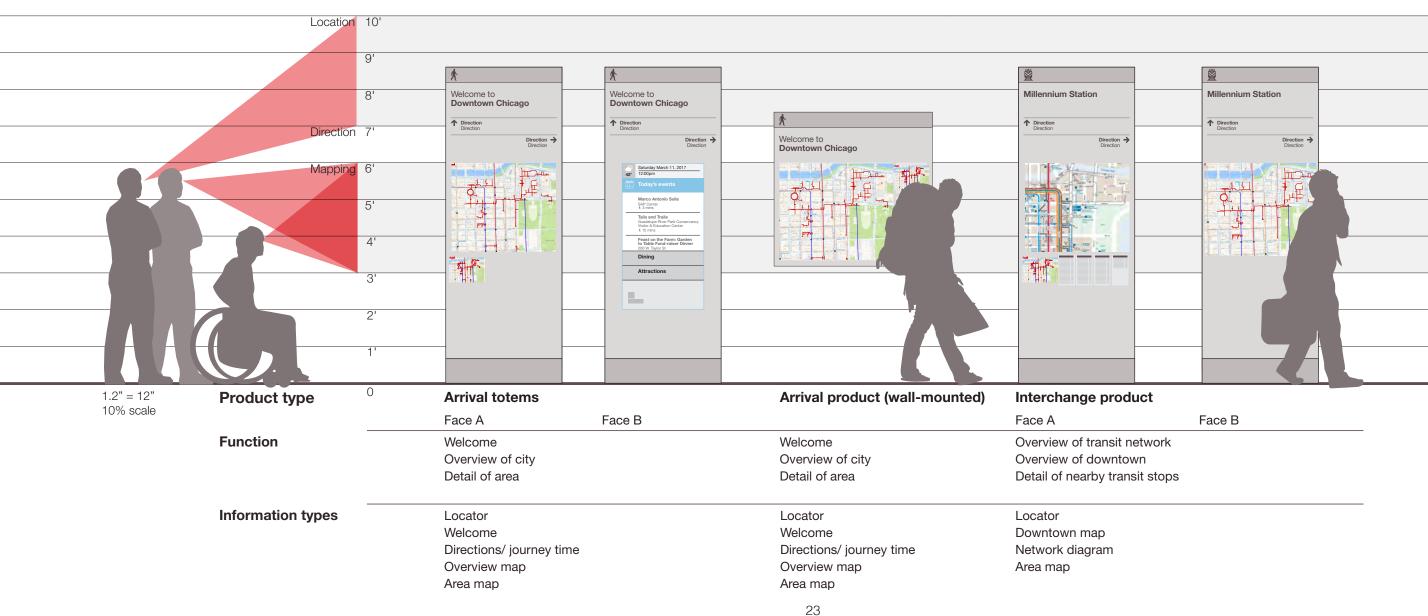
Product type Function Visitor information Visitor information Visitor information **Event information Event information Event information** Journey planning Journey planning Overview of downtown Journey planning Information types Visitor guides Visitor guides City-wide map Events calendar Events calendar Downtown map Journey planner Journey planner Activity cluster maps Interactive map Interactive map

Proposed Scope of Components

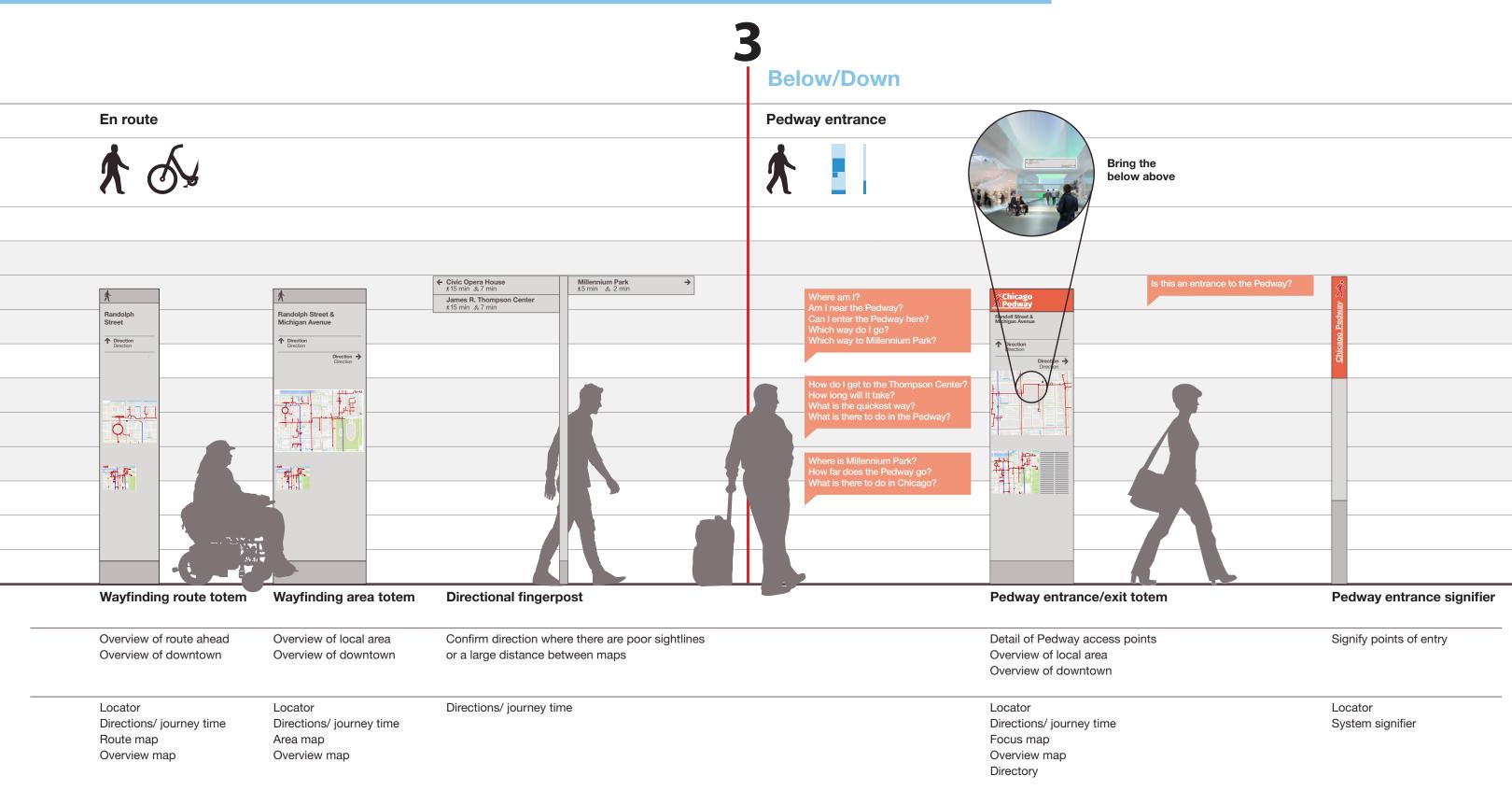
On-street products and services

On arrival

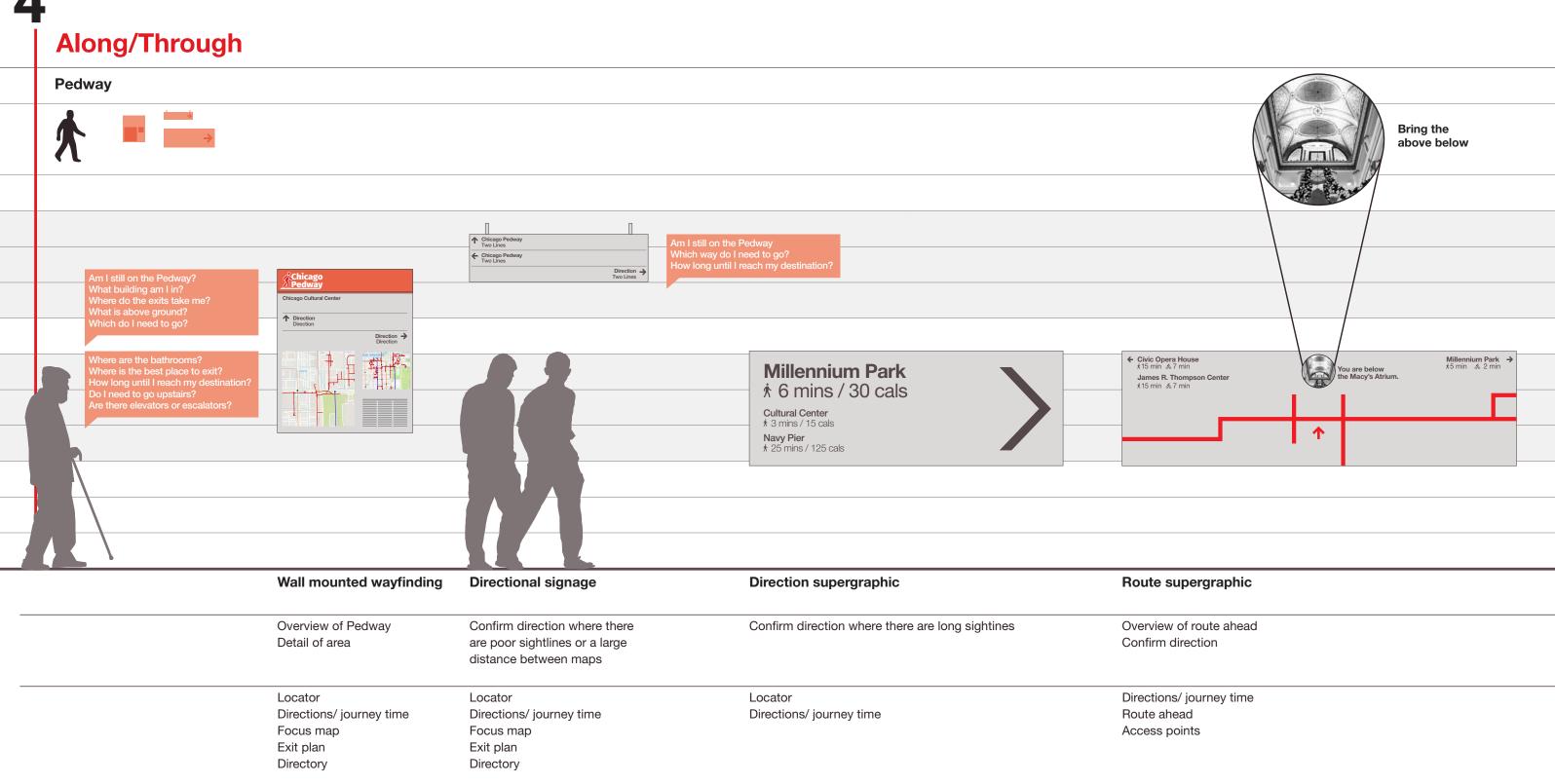




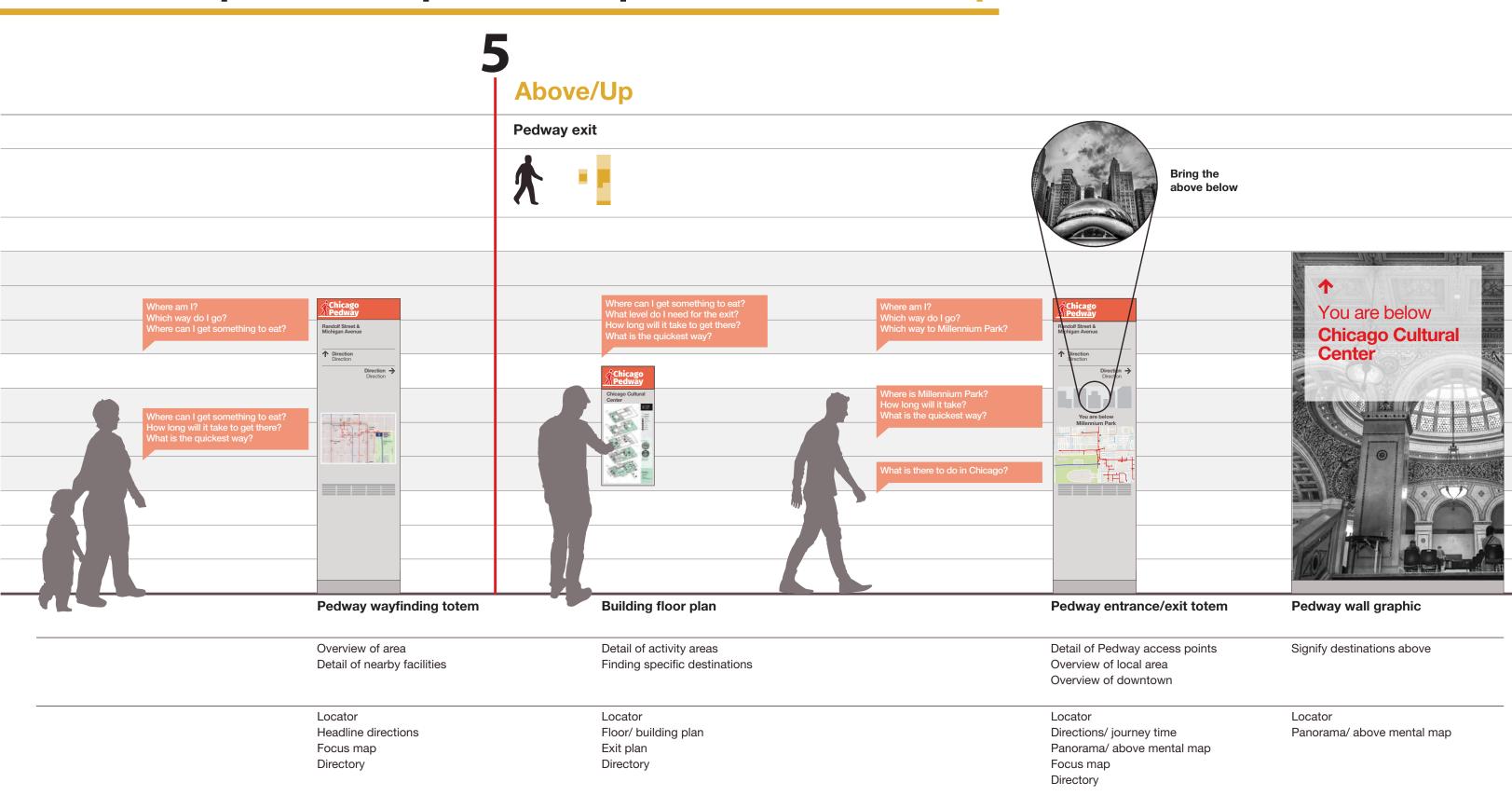
Proposed Scope of Components - Below/Down



Proposed Scope of Components - Along/Through



Proposed Scope of Components - Above/Up



Proposed Scope of Components



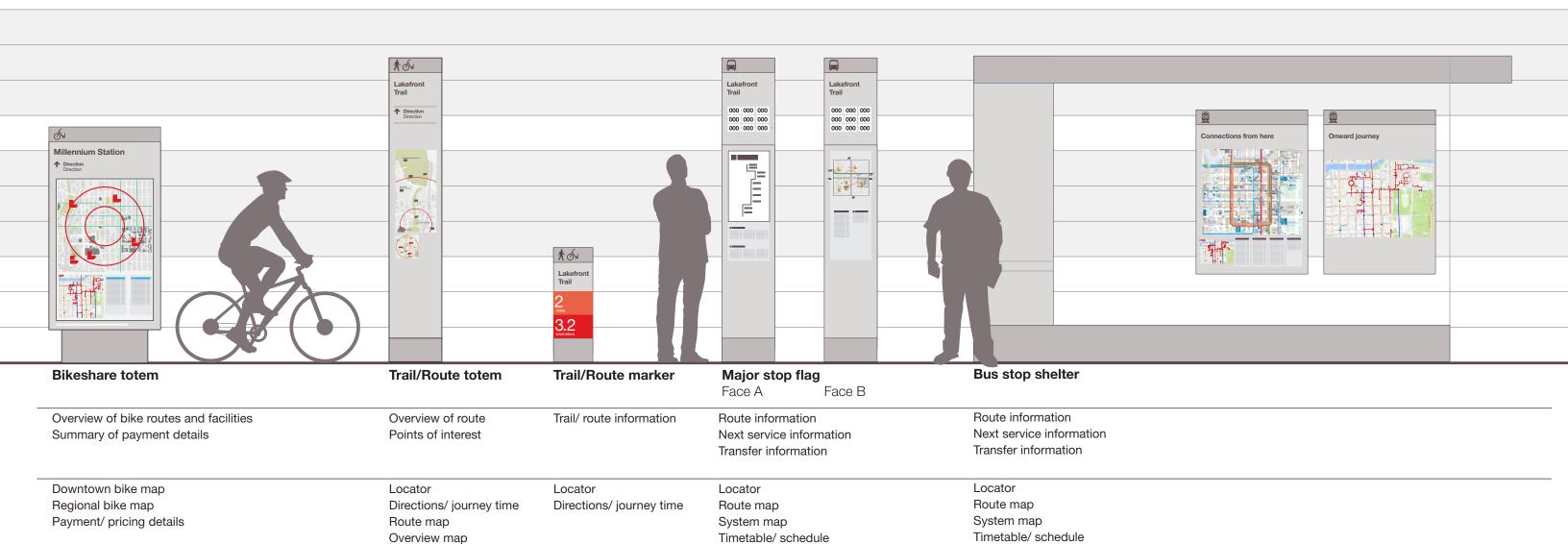
On-street products and services

At bikeshare En route/trails At transit stop









Spectacle & Expression

The following images do not represent specifically recommended interventions, but rather suggest the potential for creative placemaking to improve the Pedway's appeal and navigability.

Entries & Openings Below/Down

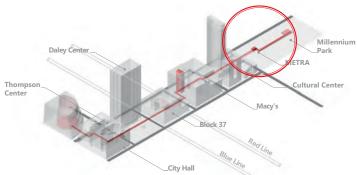
Theme Iconic Entry Cube – Entry Point Zone / Location Culture / Millennium Station & Park

<u>Cost</u> Medium

Materials Glass wall & mullion system, lighting, and signage

Key Components Glass entry cube, elevator





Located at the northern edge of Millennium Park, a hidden entry point into the Pedway and the Millennium Station Metra terminal is transformed and made visible through the simple and iconic addition of a glass entry cube. Given the volume of pedestrian traffic associated with Millennium Park, its underground garages, and the nearby transit stops, this unmarked opening can be developed as the primary east entry not only for the Pedway, but

also for Millennium Station. The cube makes this primary entry point visible and highlights access to the shops and restaurants in the station, while also providing shelter during the harsh winter months for bus patrons waiting at the Randolph and Michigan bus stop. Colored glass walls define the enclosure, while the addition of an elevator provides a codecompliant and universally-accessible entry for all.

Entries & Openings Below/Down

Theme The World's Largest Book – Pedway Entry

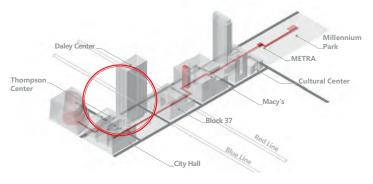
Zone / Location Civic / Daley Center

<u>Cost</u> Medium

Materials Large format artwork, LED screen

Key Components The World's Largest Book entry marquee





The main entry to the Pedway Little Library utilizes the Daley Center sidewalk portal as a main entry point. The entry stairs have the potential to be transformed with a civic art piece through the installation of "The World's Largest Book" as an iconic branded entry marquee. The book can be constructed with LED screens on both leaves to provide real-time data, advertise upcoming events,

and recognize corporate and community sponsors of the civic art. The entry marquee would be scaled and designed to complement the other elements of Daley Plaza.

Transitional Zone Along/Through

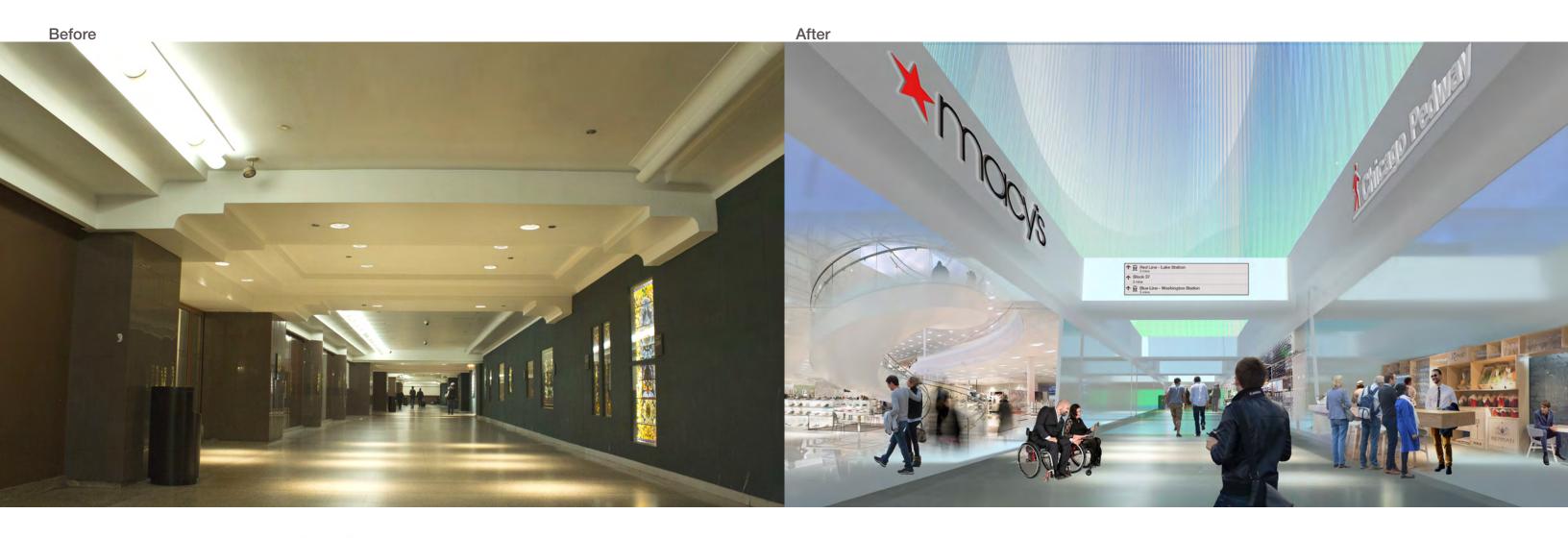
Theme Event Destination

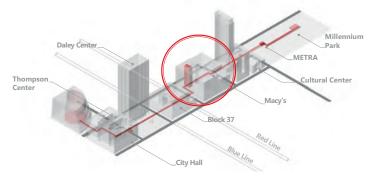
Zone / Location Retail / Randolph and State Street

<u>Cost</u> Medium

Materials Lighting, plaster, paint, glass storefront

Key Components Maximized retail, light sculpture





Midway along the Main Stem of the Pedway, this underutilized corridor represents a large area of potential future retail space connecting Macy's, Block 37, and CTA and Metra stations. Modernizing the hallway and adding signage creates a more welcoming and connected experience, allowing pedestrians to relax and take advantage of the adjacent shopping opportunities.

Transitional Zone Along/Through

Theme Transitional Corridor

Zone / Location Civic / Chicago City Hall and County Building

<u>Cost</u> Low

Materials Lighting, plaster, paint

Key Components Transitional zone that adds value and encourages movement through cosmetic and

maintenance modifications





Within the segment of the Pedway located between the Thompson Center and the City / County Building lies a series of disjointed corridors which are confusing to navigate. Though this main circulation artery serves as the primary route connecting north to south, the tight and winding nature of these spaces confuses users due to its inherent lack of connectivity and directionality. Given its limited potential for retail expansion, this segment serves purely as a connector to encourage movement and convey users from one destination to the next. In this transitional zone, simple and low-cost cosmetic modifications, added wayfinding components, and upgraded accessibility could vastly enhance spatial awareness, public safety, and pedestrian movement through the Pedway to major destinations beyond.

Point of Destination Above/Up

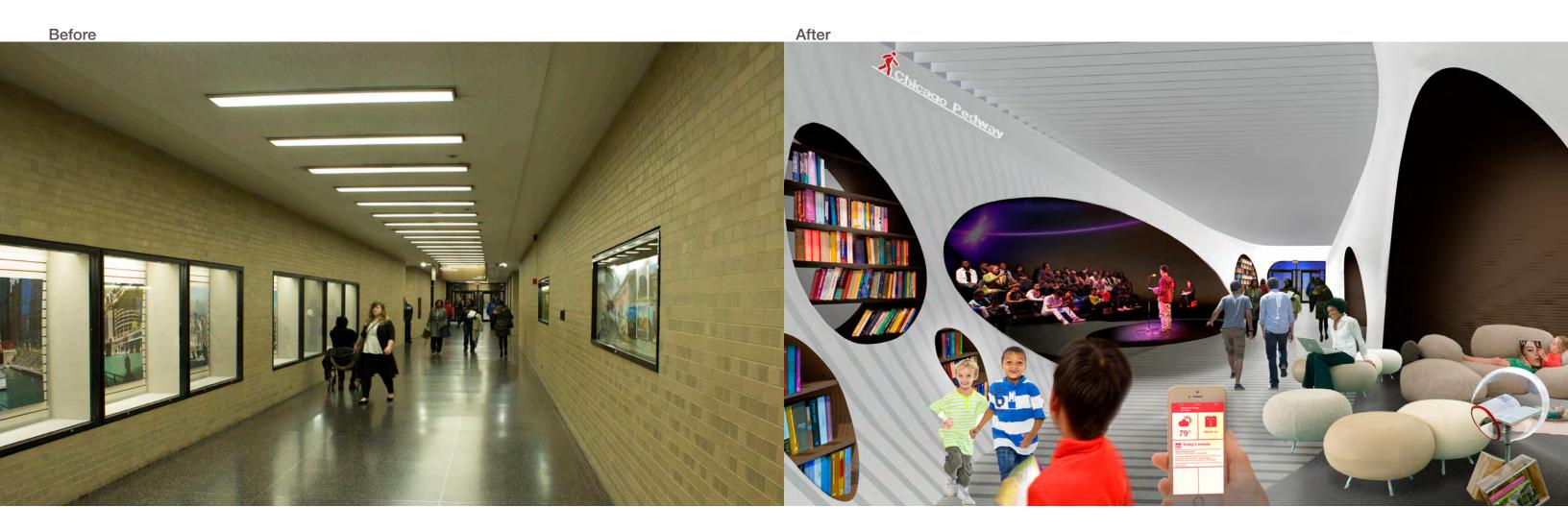
<u>Theme</u> Community Literacy – Entry Point

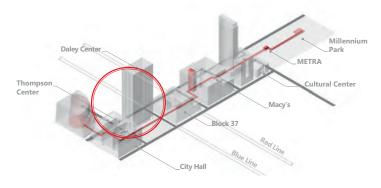
Zone / Location Civic / Daley Center

<u>Cost</u> Medium

Materials Alcove inlays, casework, flexible furniture, lighting, plaster, paint

Key Components Literacy incubator space with books and gathering spaces for the Chicago Poetry Society.





The civic spaces associated with the Daley Center are envisioned with programmatic components focusing on community outreach and awareness. The area within this stretch of the Pedway transforms the corridor into an incubator space, pictured here offering a free library and gathering space. A series of three alcoves could serve as branches, providing

pocketed reading respites along with a distribution space. This civic-minded program can directly engage with the local business community along the Pedway.

Point of Destination Above/Up

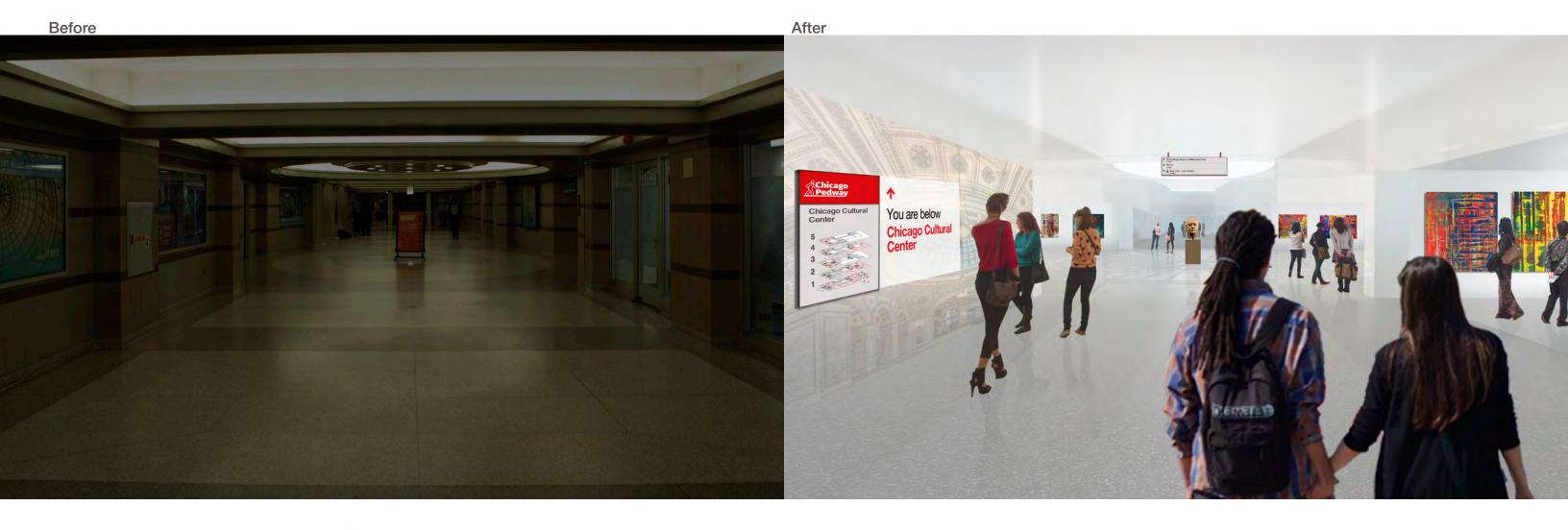
Theme Transitional Corridor - Gallery

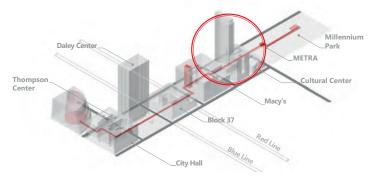
Zone / Location Culture / Chicago Cultural Center

<u>Cost</u> Low

Materials Varies by artist - lighting, plaster, paint

Key Components Destination that adds value and draws visitation by relating to the Cultural Center above.





Located below the Chicago Cultural Center, a corridor conveys Pedway users westward from Millennium Station to the retail, civic, and transportation zones beyond. This space could house a rotating exhibition of artists' installations, or house an immersive light environment to serve as a permanent exhibition within the cultural zone. Though not singular in its potential for artistic input,

artists identified through this space could compose a shortlist to engage in future commissions. Wayfinding also indicates connectivity to adjacent Millennium Station as well as the Pedway-level retail shops at Heritage. Enlivening this space with a major destination would bring significant footfall, supporting and strengthening existing retail opportunities.



Conclusion

The Pedway study was undertaken to determine the feasibility and value of making physical and operational improvements to the Main Stem of the Pedway. Our study has identified several directions for further planning that can be undertaken at relatively low cost, capitalizing on the opportunity to revitalize the Chicago Pedway. At the same time, further discussions should be held by stakeholders on the level of available investment and the realistic options for the governance structure necessary to turn any plan into reality. We see all of these elements as part of a "future plan" for the Pedway, and natural next steps to this study.

With respect to wayfinding, the current system of navigation in the Pedway, both horizontally and vertically, is unacceptable. The development of a wayfinding system, consisting of a series of components that are accessible and easily legible to users, is a first step in re-imagining the system and bolstering its usage. The vocabulary of any wayfinding system must be integrated with the existing wayfinding used by transit agencies, whose users currently serve as one of the Pedway's major stakeholders and sources of foot traffic.

Certain places along the Main Stem of the Pedway can serve as locations for pilot projects for broader interventions in the future – both belowground and aboveground. These initial pilot interventions fall primarily in the realm of urban design – improved lighting, art and other aesthetic improvements, and improved maintenance. These interventions themselves should have a language that reflects their locations – in entrances, along transition zones, and at destinations – and should be branded in a unified way once the new Pedway "identity" is determined.

Although this study has not addressed programming uses in detail, the team supports the use of strategic programming to complement both the wayfinding and the urban design interventions. Active, innovative programming may be used to introduce – or re-introduce – the Pedway to residents and visitors, and help memorialize both the place and the experience. Programming should not be sporadic, but rather structured and implemented systematically – with an eye for attracting the types of users who will serve as the leading edge for the audiences Pedway stakeholders want to attract.

Finally, to develop a sense of place that can overcome the Pedway's past and draw traffic from new audiences, the team recognizes that the twin issues of governance and management must be addressed by key stakeholders and the City of Chicago. For the Pedway to succeed, it must be viewed as more than just a shortcut between places; it must be seen both as a destination and as a desirable way to move around downtown.

Only with a consistency of hours and appearance, an activation of its spaces, and a plan for governance and maintenance can this be achieved. With one appointed and empowered entity made responsible for the operations and management of the Pedway, the opportunities for its owners and users would be maximized. A discussion of how best to achieve this is an important next step.



