

# EVANSTON COMPREHENSIVE GENERAL PLAN

## Adopted by the Evanston City Council May 8, 2000

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# Comprehensive General Plan land Use Map Definitions

## **RESIDENTIAL AREAS**

### **SINGLE-FAMILY:**

Single-family areas have a predominance of single-family homes and generally contain only a limited number of other land uses. Densities are less than 9 units per acre and average about 7 units per acre.

### **MIXED Low-DENSITY:**

Single-family homes also make up a substantial portion of the housing stock found in mixed low-density areas. However, these areas include many duplexes, townhouses, two- and three-flats and a scattering of multifamily buildings as well. Densities average about 15 units per acre.

### **MEDIUM-DENSITY:**

Medium-density areas are characterized by apartment buildings and a few older single-family homes. Densities average about 45 units per acre.

### **HIGH-DENSITY:**

The highest densities found in Evanston are approximately 100 units per acre. Such densities are found in certain residential, business and university districts. Most of the high density is on the periphery of the Central Business District.

## **COMMERCIAL AND MIXED-USE AREAS**

### **RETAIL & MIXED-USE:**

Retail goods and services establishments. Some areas comprise mixed-uses wherein dwelling-units can be found above ground floor commercial activity. Others are single-use commercial.

### **CENTRAL BUSINESS DISTRICT:**

A mixture of office, retail, entertainment, institutional and residential uses.

### **OFFICE:**

Major office buildings without associated retail goods and services.

### **INDUSTRIAL:**

Manufacturing uses, warehousing, and large areas devoted to transportation yards and other utilities.

## **PUBLIC AREAS**

### **PARKS:**

Parks owned or operated by the City of Evanston, Ridgeville Park District, Lighthouse Park District, Cook County Forest Preserve, and the Community Golf Course. (Some parks, due to their small size, are generalized into adjacent land uses.)

### **SCHOOLS:**

Public Schools operated by School District 65 and District 202.

### **OTHER PUBLIC:**

City of Evanston facilities, school district administrative headquarters, and facilities operated by other governmental agencies.

### **PARKING:**

larger municipally operated parking facilities. Smaller parking lots have been generalized in adjacent land uses.

## **INSTITUTIONAL USES**

**UNIVERSITIES & COLLEGES:** Includes the campuses of Northwestern University, Kendall College, Seabury-Western Theological Seminary, Garrett-Evangelical Theological Seminary, and National College of Education.

**NON-PUBLIC SCHOOLS:** Includes Evanston's independent and parochial schools.

**HOSPITALS:** Includes the grounds of Evanston and Resurrection/St. Francis Hospitals.

### **RETIREMENT HOMES:**

Because of their substantial grounds, Presbyterian Home and the Swedish Retirement Home have been identified on the land use map. Smaller retirement and nursing homes have been generalized into adjacent land use patterns.

### **OTHER INSTITUTIONAL USES:**

Includes churches, non-profit headquarters, and museums.

## **CIRCULATION**

**MAJOR STREETS:** Carry at least 10,000 vehicles per day and rely on traffic signals at major intersections to control traffic flow.

**COLLECTOR STREETS:** Bring traffic out of the neighborhood to a major street. Volumes can run from about 2,000 to about 8,000 vehicles per day.

**DISTRIBUTOR STREETS:** Deliver traffic to final destinations in the Central Business District.

**LOCAL STREETS:** Provide direct access to residential property.

### **CUL-DE-SAC:**

A non-through street found primarily in residential areas. Designed to reduce traffic flow through neighborhoods.

### **SPECIAL INDUSTRIAL TRUCK ROUTE:**

Provide access to industrial areas and keep industrial employee, patron, and delivery traffic out of adjacent residential areas.

### **COMMUTER RAIL:**

Chicago Transit Authority elevated rail and Union Pacific/Chicago and Northwestern Railroad used by

Metra.

## INTRODUCTION

*"For a full half century Evanston has had a character. People have thought of it as a place distinct, somehow, from the other suburbs of Chicago. . . ."*

-1917, *Plan of Evanston*

### Evanston Plan Committee

Daniel H. Burnham, Jr., Chairman

### VISION STATEMENT

The above quotation introduced the 1917 *Plan of Evanston*, a document prepared more than eighty years ago. Evanston has maintained its distinct quality over the years by preserving the past while encouraging and accepting new ideas. Adapting to change is important because Evanston is not isolated from the social and economic changes that shape the world.

✓ *The primary theme of the Comprehensive General Plan is the recognition that Evanston must allow growth to occur while enhancing the community's special character.*

For example, as has happened nationwide, transportation and land use policies within the Chicago region have led to a decentralized path of development. Over the past fifty years, competing centers of commerce have emerged outside the region's traditional core, and suburban development has sprawled over what was once outlying farmland. Another example of change is occurring globally. Presently, rapid innovation in information technology is affecting the traditional relationships among places of living, learning, and working.

Because change is constant, it is prudent for any community to consider its own future in order to remain vibrant. The purpose of the Comprehensive General Plan is to shape long-range planning for Evanston's future. Its themes relate to building on Evanston's strengths within the context of regional change. In order to proceed successfully into the twenty-first century, Evanston should recognize and capitalize on its relative assets, which include but are not limited to the presence of Northwestern University and an educated, diverse population.

Evanston's distinct character is derived from its physical, economic and cultural strengths. People are drawn to Evanston's location along Lake Michigan as well as its unique business districts, attractive homes on tree-lined streets, and pleasant public parks. The street layout and convenient mix of land uses promote walking, bicycling, and mass transit ridership. Evanston's economy includes employers from many sectors, such as education, health care, manufacturing, high-technology research and the arts. Furthermore, the strong transit linkage to Chicago makes Evanston an ideal home for workers commuting to the Loop.

In many ways, the character of Evanston mixes the charm of a suburb with the dynamics of a city. Ironically, after building homogeneous auto-oriented suburbs for many decades, some planners and developers are attempting to emulate the character that older communities like Evanston typify. *Neo-traditional* communities, as these new developments are called, recognize and recreate the benefits of such amenities as sidewalks, front porches, alleys, and neighborhoods with diverse land uses.

# Evanston's Relative Strengths and Challenges

Although the community's assets are many, there are certain challenges Evanston must face. The Comprehensive General Plan identifies both strengths and challenges in considering the general context of Evanston's future.

## Strengths

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- ✓ The presence of outstanding higher learning institutions, including Northwestern University.
- ✓ Proximity to Chicago and the presence of excellent public transportation linking the two cities.
- ✓ Cultural amenities and unique identity of an "independent city", not an ordinary bedroom community.
- ✓ A diverse economy in which 43 percent of Evanston residents who are employed work within the community.
- ✓ Relative competitive advantage as a location for high-technology-based enterprise.
- ✓ A diversity of housing types, styles and prices that accommodates buyers and renters.
- ✓ A comparatively high rate of property value appreciation.
- ✓ A "traditional" pedestrian and transit oriented pattern of neighborhoods with tree-lined streets and convenient business districts, including a diverse Downtown area.
- ✓ Location adjacent to Lake Michigan and strong commitment to public lakefront parks. ,/ Parks and recreation programs that offer residents a wide selection of leisure activities.
- ✓ An appealing community aesthetic that includes distinctive architecture and landscaping and noteworthy historic preservation efforts.
- ✓ Public commitment to high quality services, safety protection, and facilities (including a state-of-the-art main library.)
- ✓ A system of quality public education that invests significant resources in students.

## Challenges

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- ✓ Fully built land area leads to high land costs and limits opportunities for expanding the supply of public facilities, such as recreation areas, open space, and off-street parking.
- ✓ High property taxes relative to other mature Chicago-area communities necessitating economic development initiatives to improve the equalized assessed valuation (EAV) of Evanston land.
- ✓ A housing market perceived as comparatively expensive necessitating efforts to promote housing affordable for low-, moderate-, and middle-income households.
- ✓ Loss of regional competitive advantage as a manufacturing and corporate office location due to the shift of commercial growth centers toward regional highway corridors.
- ✓ Proximity of Lake Michigan limits the eastern extent of the market area for the Central Business District (off-set by a higher population density than other suburbs).
- ✓ Aging infrastructure-most notably railroad overpasses--requiring both structural and cosmetic attention.

New developments should be integrated with existing neighborhoods to promote walking and the use of mass transit. Additions to the housing stock should continue to offer a broad range of styles and prices. Shopping centers and business districts—including Downtown Evanston--should be places of convenience to residents as well as destinations for shoppers from outside the community. Existing businesses should be retained and new firms established through the implementation of an effective economic development strategy. That strategy should recognize Evanston's relative desirability as a location for companies working in the fast growing high-technology sector. It should promote locally-based businesses as well as regional and national chains.

Parks and recreation areas should be of the highest quality with safe, modern equipment and environmentally sound landscaping. It is important that Evanston remain a "green" community, committed to protecting its natural environment and open spaces. A commitment to quality design should be reflected in the architecture of new buildings as well as existing ones. Historic preservation should also continue as a commitment. When economically feasible for historic buildings in jeopardy of being lost, *adaptive reuse*--creating new uses in old structures--should be encouraged

There are also certain changes that will help make Evanston an even more vibrant place. New land development can take advantage of renewed interest in pedestrian and transit orientation. For example, slightly higher density residential and residential/commercial mixed-use buildings can be desirable additions along major corridors already very accessible to mass transit. Corridors such as Chicago Avenue, Green Bay Road, Central Street and Howard Street should be vibrant and attractive gateways to Evanston. Downtown Evanston can become an even more desirable mix-part residential neighborhood, part Central Business District, and part regional shopping/entertainment destination.

Development within low- and moderate-income neighborhoods, especially Evanston's west side, should be a priority for private and public investment to enhance the investments of current residents. Commercial districts in these areas tap the purchasing power of both the immediate neighborhoods as well as that of those passing-through. Retail goods and services targeting broad-market consumption should be attracted/retained as anchors to create and sustain demand for small businesses owned and operated by Evanston residents.

Priorities for new housing and commercial development should include increased job training and employment opportunities for residents. This is a matter further addressed in Chapter 2: Neighborhoods and also in another official City document, the HOD Consolidated Plan.

The Comprehensive General Plan's vision also includes important public capital improvements that will make Evanston a more efficient and attractive place. Railroad overpasses that are presently worn should be structurally and aesthetically improved. Whenever the opportunity arises and is deemed feasible, overhead utility lines, both unattractive and susceptible to bad weather, should be buried underground. Evanston's public buildings should be modernized, cost efficient, and easily accessible places. Access to information will also be improved through a collaboration of local businesses, government and Northwestern University now underway. This collaboration will help to build an Evanston "Technopolis"--a broadband computer communications network that will make high-speed Internet connection available to every home and business in the community.

Improved regional mass transit investments can help increase the efficiency and the geographic area of transit service so that residents are better linked to employment centers throughout the region. Where possible, bicycle circulation, already prevalent in Evanston, should be improved through designated bike-lanes placed on certain streets. Bicycle parking facilities should be placed for maximum convenience and safety. At the same time, the needs of drivers should be supported through both effective traffic management and creative neighborhood-based strategies to ease parking difficulties.



The Plan Commission believes the individual aspects of this vision build upon Evanston's current strengths. The changes this vision encourages are seen as ways of strengthening the community and the value of property, thereby helping to maintain the high quality of life that is already enjoyed.

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## ABOUT THE COMPREHENSIVE GENERAL PLAN

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The Comprehensive General Plan is both a statement of community values and a list of recommendations for interpreting those values into future land use and capital improvement decisions. While the document is not intended to be all-inclusive in its consideration of local public policy, it aims to be comprehensive in addressing how physical aspects of the community affect social, economic, and environmental issues.

This document is to be a statement of municipal government policy and should act as a guide for administering other local policies including the Zoning Ordinance and the Capital Improvement Program. It should also help shape future neighborhood plans, corridor plans, and park improvements. The Comprehensive General Plan does not specifically address social services, but it makes references in several instances to City programs that do, including the *HUD Consolidated Plan* for funding social service programs through federal *Community Development Block Grants*.

This Plan is a revision of Evanston's earlier Comprehensive General Plans, primarily the one adopted in August 1986. In 1995, the Plan Commission decided that the 1986 Plan should be updated in order to reflect changes and accomplishments of the past decade. One important change was clear when data from the 1990 Census became available: the population decline experienced in Evanston between 1970 and 1980 slowed significantly.

Highlights from the list of major accomplishments related to the 1986 Comprehensive General Plan include the following: the implementation of significant infrastructure investments such as the completion of the new street lighting system (1986) and the initiation of the substantial sewer system improvement project; the successful redevelopment of several former manufacturing sites as commercial shopping centers (1993-1995); the completion of the *Plan for Downtown Evanston* (1989), increased residential construction in the downtown area, completion of the new main public library (1994) and implementation of streetscape improvements (1997) in the area; and the landscaping enhancement of Union Pacific railroad embankments along Green Bay Road (1996).

As was the case with the 1986 Plan, this document is the product of several years of work on behalf of the Plan Commission. In the spring and summer of 1996, the Commission hosted three public meetings and two roundtable discussions regarding thoughts about the future of Evanston. The Commission also conducted a telephone survey of residents (the results of which are presented in the appendix of this document). Following completion of the preliminary public participation phase, a committee of the Plan Commission spent many months meeting with other boards, commissions, and groups as it undertook a careful, chapter-by-chapter review and revision of the policies presented in the 1986 Comprehensive General Plan. Much of that previous Plan is relevant today, and this plan therefore incorporates its general spirit.

- ✓ *The guiding Principle was then, and continues to be, encouraging new development that improves the economy, convenience, and attractiveness of Evanston while simultaneously working to maintain a high quality of life within the community*

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## DEVELOPMENT IN EVANSTON: PAST, PRESENT, & FUTURE

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Evanston, like any community, has changed over time. During the 1850's and 1860's, with the lakefront being a major geographic asset, Evanston's settlers came here for clean air and open space not found in rapidly growing Chicago twelve miles south. The establishment of Northwestern University in 1851 helped attract many to Evanston and gave the community its unique identity. But over time, other factors have greatly contributed to that identity--first and foremost being its people. For many generations, Evanston's population has been ethnically, culturally, and economically diverse.

Along with social character, Evanston's unique identity is represented by tree-lined streets and fine architecture. Evanston has maintained an ongoing commitment to quality architecture made real through the work of master designers like Daniel H. Burnham, Frank Lloyd Wright, Walter Burley Griffm, Earnest Mayo, Thomas Tallmadge, George W. Maher, William Holabird, and Dwight H. Perkins. The cumulative achievement of these and other architects give Evanston a physical character found in few other communities and one that is worthy of being preserved and promoted.

Evanston has experienced waves of physical and economic change that have greatly shaped its land use pattern. Much of the growth of the community can be attributed to its important economic and cultural links to Chicago, strengthened by convenient rail access. As it grew, Evanston established a vibrant Downtown area and, starting in the 1920's, became a regional shopping center in its own right. In the same period, a boom in apartment construction brought increased residential density to certain parts of the community. Evanston's development also included the growth of manufacturing businesses, located primarily on the west side along the length of the Mayfair Railroad spur. Smaller pockets of manufacturing activity grew along the Chicago and North Western Railroad farther east.

Following the Depression and the Second World War, the building boom of the 1950's and 1960's brought about the development of most of Evanston's remaining vacant land. This period also saw, however, the rise of suburban shopping malls which precipitated a decline in traditional Downtown shopping areas. Evanston's Central Business District shifted its focus to include more office uses, including numerous corporate headquarters, reflecting a national growth in the economy's service sector. Through the 1980's, multiple sites of retail activity were redeveloped as modern office buildings. During that decade, in light of rapid growth in the information technology sector, 24 acres of the Downtown area were designated for redevelopment as *the Northwestern University/Evanston Research Park*. This area was the focus of a master plan which called for the development of a high-technology research and development office park.

Suburbanization-facilitated by improved highway access to the west and northwestern portions of the Chicago region--has continued to affect Evanston's land use planning. While the land use pattern of Evanston's residential neighborhoods has remained generally stable, several corporate and manufacturing entities have left the community. Subsequently vacant sites on Evanston's southwest side have been redeveloped as new shopping centers. While public sector financial incentives have played a role in accomplishing these redevelopments, public support for redevelopment has also aided the expansion of one manufacturer, c.£. Niehof Incorporated, and the relocation within Evanston of another, Ward Manufacturing.

In Downtown Evanston, redevelopment emphasis has focused on creating a more diverse center of activity that will support the area's commercial base. This emphasis has brought about increased residential uses--both through new construction and the adaptive reuse of one-time retail and office buildings--as well as increased entertainment destinations. This latter focus is reflected in a growing number of dining establishments and, most recently, an attempt to diversify a portion of the Research Park by developing it as a mixture of retail space, housing, a new hotel, multi-screen cinemas, and the construction of new senior and performing arts centers.

# VALUES AND GOALS OF THE COMPREHENSIVE GENERAL PLAN

The chapters that appear in the four main sections of this document begin with a table stating a broad *goal*, recommended *objectives* that target the goal, and a list of guiding *policies* and specific *actions* for implementation. The resulting vision is reflected in the Plan's goal statements. These goals are summarized below as values the Plan Commission recommends as a foundation for thinking about Evanston's future. Following each statement, the corresponding chapter number is listed.

## I. LAND USE

- ✓ Neighborhood assets should be enhanced while recognizing that each neighborhood contributes to the overall social and economic quality of Evanston (CH.2).
- ✓ Evanston's housing stock should continue to offer buyers and renters a desirable range of choice in terms of style and price (Ch.3).
- ✓ Evanston should maintain a diverse range of business and commercial areas, all of which will be viable locations for business activity (Ch.4).
- ✓ Downtown Evanston should be an attractive, convenient, and economically vital center of diverse activity (Ch. 5).
- ✓ The growth and evolution of Evanston's institutions should be supported so long as the growth does not have an adverse impact upon the residentially zoned adjacent neighborhoods.

## II. PUBLIC FACILITIES

- ✓ The City of Evanston's public buildings should be fully accessible, modernized buildings that serve civic needs and interests of residents. (Ch. 7)
- ✓ City Parks and recreation areas should be of the highest quality in order to meet residents' various recreation and leisure interests (Ch. 8)
- ✓ Utility systems in Evanston should provide reliable, quality service and support future development throughout Evanston (Ch. 9).

## III. CIRCULATION

- ✓ Evanston's streets should safely, conveniently, and efficiently link neighborhoods to the rest of the community and to the metropolitan area (Ch. 10).
- ✓ Evanston's Parking system should serve the needs of residents, commuters, employees, shoppers, and visitors to Evanston's neighborhoods and business districts (Ch. 11).
- ✓ Transportation providers should offer safe, convenient, affordable, and easily accessible transit alternatives to the automobile (Ch. 12).
- ✓ The safety and convenience of pedestrians and bicyclists should be a priority (Ch. 12).

## IV. COMMUNITY ENVIRONMENT

- ✓ Buildings and landscaping should be of attractive, interesting and compatible design (Ch.13).
- ✓ The historic heritage of Evanston should continue to be identified and preserved for the benefit of current and future residents (Ch. 14).
- ✓ The creation of art and arts activities should be recognized and promoted as a vital component of the local economy (Ch. 15).
- ✓ Locally and regionally, natural resources should be preserved and public health should be promoted through a clean environment (Ch.16).

Looking ahead, the market for "urban housing" --townhouses, condominiums, and commercial/residential mixed-use buildings--has become strong in recent years. As discussed in the Land Use section of the Comprehensive General Plan, such development could be desirable in various parts of Evanston and should be encouraged as a viable improvement to the community and its real property tax base. This Plan's recommendation is that such development should be oriented toward Evanston's strong mass transit links and sensitively incorporated into existing neighborhoods. Other future developments are presented below and in *Part 1: Land Use*.

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## IMPLEMENTING THE COMPREHENSIVE GENERAL PLAN

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Implementing the Comprehensive General Plan will occur in various ways. First, the Plan recommends undertaking specific actions in terms of capital improvements or further land use/capital improvement studies. Included under this heading are projects already underway that relate to the overall context of the Plan but which were not conceived as part of the Plan's preparation.

A major project that fits this description is "Technopolis Evanston," an initiative that seeks to make high-speed Internet access available to every home and business in the community. The broad-based group planning this endeavor is comprised of representatives from local businesses, institutions and government agencies, all of whom have recognized the benefits of having high-tech research and development activities occurring at the University and in the Research Park. Evanston has a relative advantage over other nearby communities in terms of attracting new high technology firms as a way in which to add value to its existing tax base.

Palo Alto, California, and Blacksburg, Virginia, are models of university and community partnerships that have brought about similar technological investments. Like Stanford University and Virginia Tech, located respectively in those two communities, Northwestern University, the "second most wired" university in the nation, provides an asset for Evanston in terms of making it an ideal place in which to create a thriving "*technopole*." By providing high-speed Internet access citywide, Evanston will build on its comparative advantage to become even more attractive to new firms emerging within the fast growing high-technology sector. But this endeavor is not strictly an economic development tool. The Technopolis project will serve as a resource for all citizens through greatly enhanced access to a world of information made available via computers.

A second important activity already underway is the preparation of a broader economic development strategy for Evanston. This task has been undertaken by the City's Economic Development Committee to help target critical steps for maintaining and enhancing the local economy.

At the neighborhood level, numerous planning activities that relate to the themes of the Comprehensive General Plan are already in motion. In South Evanston, an extensive collaboration between residents and the City has developed a comprehensive neighborhood plan for the neighborhood north of Howard Street, bounded by Oakton Street to the north, Ridge Avenue to the west, and the CT A El tracks to the east. Simultaneously, a collaboration of business owners and stakeholders on both the Evanston and Chicago sides of Howard Street is implementing a redevelopment plan for that corridor east of Ridge Avenue. Efforts have also been made to bring a new community resource center to the neighborhood south of Oakton Street and east of Ridge Avenue.

On Evanston's east side, an extensive corridor planning project has brought together residents, businesses, City officials and members of the Plan Commission to identify redevelopment goals for the future of Chicago Avenue between Lake Street and South Boulevard. Likewise, a task force of residents, business owners, institutional leaders and City officials is addressing concerns about the business district at Church Street and

Dodge A venue. Also on the west side, historic preservation interests are being addressed through research and planning for a *conservation district* that will identify and promote the area's historic assets. Meanwhile, new historic districts have been proposed for two locations. The first district would recognize the architectural history of northeast Evanston. The other, a proposed *Women's Historic District*, will honor the numerous women in Evanston's history who were important local and national figures.

Along with the high-speed Internet access mentioned earlier, other significant capital improvements are either in the planning stages or already underway. The City continues the extensive improvements to Evanston's sewer system, a project discussed in the 1986 Comprehensive General Plan. City parks will be the subject of master-planned improvements in coming years to modernize equipment and enhance landscaping. In some neighborhoods, traffic calming devices are being installed to help slow traffic passing through residential areas.

As for public buildings, the City is evaluating the renovation needs of the Civic Center (2100 Ridge Avenue). The goal of this project is twofold. First, the City must determine the overall cost of making this building a viable facility for long-term public use. Second, options need to be assessed for possible relocation, if maintaining the present Civic Center proves less than cost effective.

Each of these ongoing projects has been summarized above to reflect the current climate of public/private partnerships in which the Comprehensive General Plan has been prepared. Other subjects discussed in this document require more detailed analysis. For the future, the Plan proposes several specific follow-up studies and strategic planning measures.

It is recommended that future corridor plans be undertaken to evaluate growth patterns and land use changes that may occur along Evanston's major streets. ("Major streets" are defined in *Chapter 10: Streets and Traffic Management*). Corridors worthy of future analysis include Green Bay Road and portions of Dodge A venue and Central Street. This matter is discussed more fully in the introduction to *Part 1: Land Use*.

While the Plan encourages the development of new multi-family residential developments along corridors where access to mass transit can be maximized, it also acknowledges the need for parking. An analysis of required parking ratios established by the Zoning Ordinance should be specifically undertaken to determine if current parking requirements for multi-family housing meet actual needs.

New development may provide an opportunity to enhance the appearance of certain parts of Evanston. Some changes will be minor, other changes may be significant. The concern for quality design in new developments should be recognized by an assessment of the benefits and costs of a binding appearance review process. The formal investigation will be undertaken by the Plan Commission which will gather the input of City staff and various design and development interests in the community.

In 1989, the Plan Commission presented the *Plan for Downtown Evanston*. In light of changes occurring in that area, it is recommended that a revised plan carefully examine the future development priorities of Evanston's Central Business District. *Chapter 5: Central Business District* gives a brief overview of the Downtown area, but a more thorough analysis is desirable.

Evanston is known as a place where bicycles are a major form of transportation. The high rate of bicycle ridership in Evanston indicates the possible benefit of enhanced facilities for riders. The Plan recommends that the City investigate the feasibility of designating bicycle lanes on certain streets and improving access to bike-racks and locking facilities in different parts of Evanston.

The Comprehensive General Plan recommends that a gateway enhancement study be undertaken. Landscaping improvements along Green Bay Road have added to the sense of arrival when entering Evanston from the north. Similar "gateway" landscaping strategies would be beneficial at major points of entry on Evanston's west and south sides.

The above recommendations are specific. In a more general sense, the Comprehensive General Plan should be used to guide private development in Evanston. In the first pages of *Part 1: Land Use* (starting on page I-I), there is a discussion of several areas in Evanston where opportunities for redevelopment might emerge in coming years. The nature of development and types of new uses that may arise will ultimately be the subject of private market forces, some of which can be presently assumed and many others that will emerge over time.

*In this sense, implementing the Comprehensive General Plan has much to do with helping find a balance between potentially conflicting ideas for how best to enhance the community.*

Although it cannot provide specific answers for every zoning conflict that may arise, the Comprehensive General Plan lists and explains goals that should help guide future land use decisions. Upon its adoption, statements found throughout the Plan will become general planning principles of the City. Ideas such as promoting economic development, protecting open space, and preserving neighborhood character while encouraging new development form the basis of the Plan.

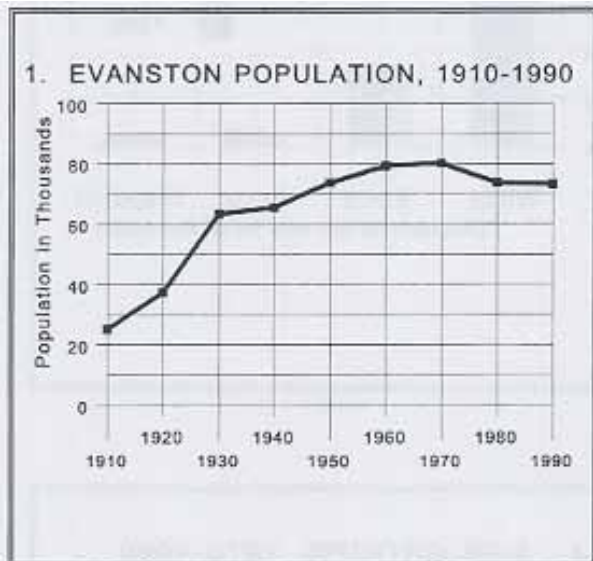
To be sure, carrying out the Comprehensive General Plan's recommendations involves more than controlling and guiding private development in the community. Putting plans into action often means spending public dollars. One should not be surprised to find that the need for physical improvements frequently exceeds resources. Therefore, a careful evaluation of needs and available funds is required. This is usually accomplished through the Capital Improvement Program (CIP). Such a program attempts to set investment priorities by taking a complete overview of all needs, comparing those needs with existing resources, and then scheduling improvements over a brief period of time, usually five years. The CIP is one of the principal tools through which recommendations from *Parts II* and *III* of the Comprehensive General Plan are implemented.

Policies and actions recommended in *Chapters 2* through *16* provide choices to consider in an effort to maintain Evanston's livability. Collaboration is a path often recommended. The City's numerous boards, commissions, and committees play significant roles in improving the quality of life in the community. It is also imperative that stakeholders outside of the City's official organizations be willing to take part in working toward future goals. Institutions, businesses, neighborhood groups and other interest groups must all be involved in keeping Evanston the outstanding community it is today.

## CHAPTER 1

# POPULATION

Changes in a population over time-- in its size, composition, and patterns of work and play--influence how a community is developed and redeveloped. What follows is a basic overview of population statistics, mostly taken from the U. S. Census, that will be the starting point for policy discussions in this document.



### POPULATION CHANGES

*Exhibit 1* traces Evanston's total population as it has changed in size through the twentieth century. In 1990, the U.S. Census counted 73,233 people living in Evanston. Although Evanston's population has decreased from a peak of 80,113 in 1970, its rate of decline slowed during the 1980's (-0.6 percent) as compared to that of 1970's (-8.0 percent). Evanston's population change during this period can be attributed in part to a decrease in household size at the same time that the number of households was increasing (see *Exhibit 2*).

Declining household size has been a national trend. The 1990 Census reported that the average American household size stood at 2.6 people at the start of the decade. This figure was down from a national average of 3.01 people 20 years earlier. In Evanston's case, the 1990 average household size of 2.31 people, falls below the national average.

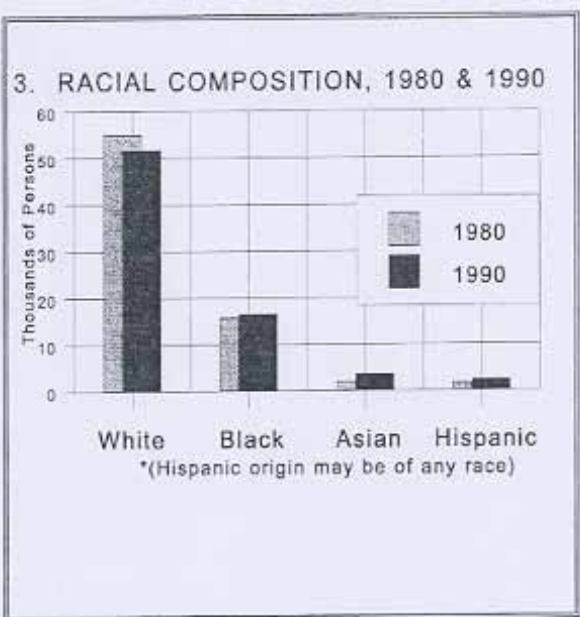
In 1990, 56 percent (15,628) of Evanston households were family-households, meaning that individuals in the household were related by birth, marriage or adoption. As also happened nationwide, the number of households that fit the family definition was smaller than in previous decades. (In 1970, nearly 20,000 Evanston households were families.) Of those Evanston families with children

under the age of 18, nearly 20 percent were headed by a single-parent in 1990. Also in 1990, nearly 6,500 residents lived in college dormitories and 1,500 in nursing homes.

2. POPULATION & HOUSEHOLDS, 1970-1990

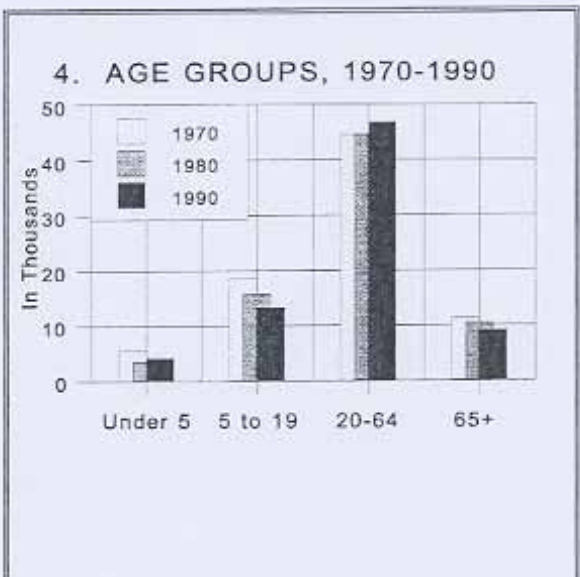
	TOTAL POPULATION	TOTAL HOUSEHOLDS	AVERAGE HOUSEHOLD SIZE
1970	80,113	27,173	2.71 persons
1980	73,706 (-8.0%)	27,907 (+3.0%)	2.35 persons
1990	73,233 (-0.6%)	27,954 (+0.2%)	2.31 persons

In a survey of residents conducted by the Evanston Plan Commission in the summer of 1996, residents rated racial and ethnic diversity high among Evanston's many attractive characteristics. The 1990 Census reported Evanston's racial composition as follows: 70.7 percent white, 22.7 percent African-American, 4.8 percent Asian and Pacific Islander, and 3.3 percent Hispanic. Changes in Evanston's racial composition that occurred during the 1980's are shown in *Exhibit 3*.



According to the Census, Evanston's minority racial groups grew in number and percentage of the total population between 1980 and 1990. Fastest growing among them were Asians (+76 percent) and Hispanics (+57 percent). In 1990, almost 13 percent of Evanstonians over the age of five spoke a language other than English at home. Nearly one-quarter of those households spoke Spanish and one-fifth an Asian or Pacific Island language.

The median age of Evanston residents rose slightly from 30.6 years of age in 1980 to 31.9 years of age in 1990. Changes in populations under five years of age, between 5 and 19 years, between 20 and 64 years, and over 65 years are traced in *Exhibit 4*. As the baby-boom generation (the large population group born between 1945 and 1965) grows older, its size is reflected in an older average age. Furthermore, as it enters retirement age, the size of this generation can be expected to increase the demand related to retirement lifestyles. An example of this may occur in housing markets as retirees increase the demand for smaller living arrangements such as townhouses and condominiums, which require less maintenance.





## 5. Comparative Rates of Higher Education

Community	Persons 25 Years and Older	Percent with Bachelors Degree	Percent with Graduate Degree
EVANSTON	46,901	30%	28%
Skokie	43,268	22%	15%
Wilmette	18,395	32%	32%
Glenview	25,109	29%	18%
Highland Park	20,867	31%	25%
Chicago	1,746,997	12%	7%
National Average	158,868,436	13%	7%

## 6. 1989 Household Income (% of Households)

	EVANSTON	Metropolitan Area
Less than \$5,000	5%	6%
\$5,000 to \$9,000	6%	7%
\$10,000 to \$24,999	18%	21%
\$25,000 to \$49,000	31%	34%
\$50,000 to \$99,999	28%	25%
\$100,000 to \$149,000	7%	4%
\$150,000 or more	5%	2%

## EDUCATION, INCOME, OCCUPATION

Evanston has a highly educated population due largely to the presence of Northwestern and other universities within the community. The percentage of people over the age of 25 who live in Evanston and who possess a Bachelor's degree or higher is compared to the same percentage in surrounding communities in *Exhibit 5*.

The per capita income for Evanston's total population based on 1989 income figures was \$22,346. In *Exhibit 6*, household income is grouped into seven income categories (ranging from under \$5,000 to \$150,000 and

above). Evanston's percentages are compared to percentages of households in the metropolitan area. The Census reported that, in 1989, the median household income in Evanston was \$41,115. The median income for families was higher (\$53,625). On average, married couple families with children made \$85,483, while single, female-headed families with children made significantly less (\$26,149).

Of 61,411 Evanstonians over the age of sixteen, 42,222 (69 percent) were in the civilian labor force in 1990. Over 20 percent of employed persons 16 years of age and older worked in *educational services*, again not a surprising statistic considering the large employment base resulting from Northwestern University and other schools in Evanston.

Journey to work patterns are of particular interest because of their impact on residential location and shopping tendencies. According to the 1990 Census count, 43 percent of Evanston workers worked within Evanston. This number is high compared to many other suburban communities, such as Skokie (24 percent), Glenview (20 percent) Highland Park (26 percent), Oak Park (21 percent), or Naperville (33 percent). While over 59 percent of workers drove to work, nearly 21 percent took public transit. Nearly 14 walked to work and four percent worked at home. These percentages again are high in comparison to other suburbs.

## POPULATION FORECASTS

Averaging nearly 9,400 persons per square mile. Evanston is less densely populated than Chicago (12,400 persons per square mile) but more densely populated than many other suburbs in the region. Among other North Shore communities, Skokie and Wilmette average 5,000 to 6,000 persons per square mile respectively; Glenview under 3,000. Highland Park and Northbrook are populated between 2,000 and 3,000 per square mile. Planners in the past have estimated 90,000 people to be the maximum population possible in Evanston before overcrowding would become a problem. Today, however, number below 75,000, Evanston residents are concerned about the need for protecting open space and maintaining a population density that will not negatively impact the high quality of life.

While it is not likely for the near future that Evanston's population will rise to its 1970 level of 80,000, some population increase is likely. Population forecasts adopted by the Northeastern Illinois Planning Commission (NIPC) in November 1997 indicate that Evanston will experience modest growth during the next twenty years as a function of overall growth in the Chicago region.

Regional population growth is anticipated by NIPC as a product of employment growth comparable to that experienced between 1970 and 1990. In those decades, however, a changing age distribution and an expanding number of women and minorities in the work force filled labor demand. Therefore, in those decades, regional population growth was low--approximately 4 percent. In the future, increased labor demand will have to be met by an overall increase in the size of the population. According to the forecast, Evanston's population could increase to roughly 77,000 by the year 2020 with the number of households increasing to approximately 29,000 and the number of jobs to nearly 50,000.

NIPC's forecasting models relate to a broad range of local and regional land use decisions that could affect job growth in existing employment areas and in the number of households. These variables could be realized in any number of ways over the next twenty years. As has happened historically, Evanston's population growth most likely will relate to (1) growth in its own employment sectors, and (2) job growth in places for which Evanston is a bedroom community. The forecasted population and employment growth should have minimal impact on land use. However, there are areas where housing and employment growth will be most feasible and encouraged. An overview of opportunities for new development is given in the introduction to *Part I: General Land Use*. Chapters 2 through 6 address development patterns for neighborhoods, housing, business/commercial areas, Downtown Evanston, and institutions.

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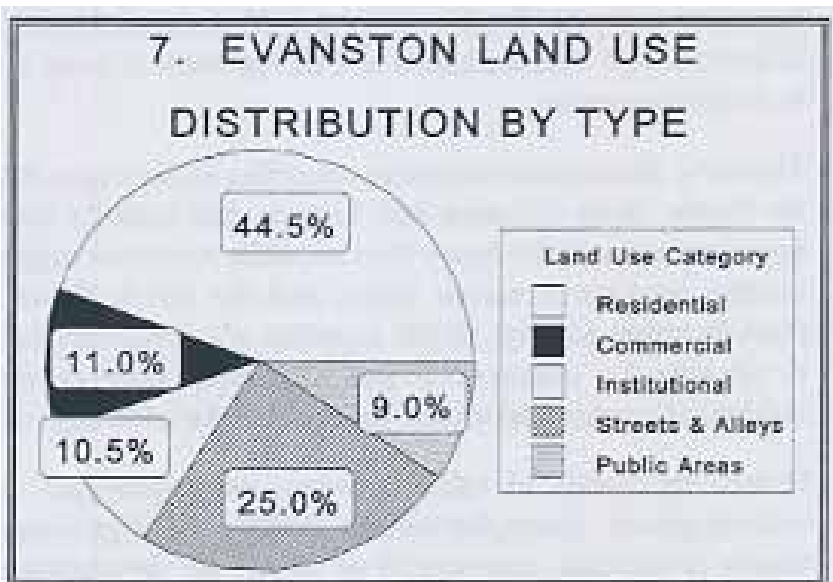
# GENERAL LAND USE

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NEIGHBORHOODS  
HOUSING  
BUSINESS, COMMERCIAL, & INDUSTRIAL AREAS  
CENTRAL BUSINESS DISTRICT  
INSTITUTIONS

The following chapters address planning topics related to Evanston's general land use pattern. Included under this heading are goals, objectives, and policies for the long-range preservation, maintenance, and redevelopment of *neighborhoods, housing, business, commercial, industrial areas, the Central Business District, and institutions*. Land dedicated for public purposes such as parks, City buildings, or streets and alleys are treated separately in *Parts II and III* of the Comprehensive General Plan.

The land area within Evanston's corporate limits equals nearly 5,450 acres, the last large vacant tracts of which were developed in the 1950's. This Plan anticipates that the physical layout of the community will be subject to moderate change concentrated in specific areas where redevelopment opportunities may become available.



Evanston's land use pattern was established nearly a century ago. Housing takes up nearly 45 percent of the land area, making it the largest component of the overall land area. The 1,200 acres of land that comprise the transportation system (roads, alleys, and railroads) make rights-of-way the second largest category of land use—approximately 25 percent of Evanston's total acreage. The 11 percent of land designated for commercial use is dispersed throughout Evanston in the form of neighborhood business districts, commercial corridors, industrial areas, and the Central Business District.

Institutional and public land uses combined equal just under 20 percent of the total acreage. (The category of institutional land includes universities and colleges, hospitals, homes for the elderly, places of worship, and cemeteries. Meanwhile, public land includes such uses as parks, schools, City buildings, and public parking facilities.) *Exhibit 7* shows the distribution of land uses by general categories. *Map 1* on the following page shows Evanston's existing land use pattern.

Although Evanston has little vacant land, the land use pattern is continually adjusting through redevelopment. This includes sites that may be the focus of future redevelopment or *adaptive reuse*, whereby the use of an existing structure is changed to meet contemporary needs in a way that retains the structure's character and architectural integrity.

Redevelopment of certain sites could occur in the future in a number of different ways—depending upon the economic climate and market forces at that time. Generally speaking, few significant changes are recommended for Evanston's land use pattern. However the text below and the corresponding locations depicted on *Map 2* identify a number of potential redevelopment opportunities for the future.

✓ *Several of Evanston's major corridors have potential for increased housing and residential/commercial mixed-use development.*

Along Chicago Avenue, parcels of land are presently available for redevelopment and others may become so in the future. The strong mass transit service along the corridor makes multifamily housing a strong possibility for redevelopment. Such housing will be desirable to both young professional households as well as retirees. Careful design considerations will be important in order to respect the current pedestrian scale of the area and to avoid congestion.

Similarly, future redevelopment occurring along Green Bay Road (in segments between Emerson Street and the North Shore Channel and Lincoln and Isabella Streets) should include commercial uses which are appropriate due to the heavy flow of traffic along this major corridor. West of the segment of Green Bay Road located between Emerson Street and the North Shore Channel, is an area of warehousing and light manufacturing activity. While retention of businesses should be a general economic priority of the City, there is capacity for commercial and residential infill development in the area. Closer to Central Street, residential/commercial mixed-uses could take advantage of close proximity to bus service and a Metra station.

Follow-up studies of other corridors are encouraged to identify more specific priorities for potential redevelopment. Examples include portions of Dodge Avenue and Central Street. The potential for new multifamily residential, commercial or mixed-use development along these corridors should be given careful consideration. Scale and design should be compatible with surrounding neighborhoods, particularly low-density, single-family areas.

Neighborhood enhancement could also result from bringing new business and residential activity to the Church Street/Dodge Avenue business district. A planning task force is in place to bring together residents, businesses, and officials from Evanston Township High School and the City of Evanston to prioritize redevelopment strategies for the area.

The residential areas surrounding the Church and Dodge business district will benefit from careful attention to property standards and new housing development. The relatively high presence of moderate-income households, combined with a relatively high rate of rental housing plus the cost of owning and maintaining property in Evanston, indicates special attention be given to this area. New development and renovation should be supported as should maintaining the supply of affordable housing and the strong character of the community. Although there is a limited supply of vacant land in the area, there are opportunities for growth.

Further south on Dodge Avenue, commercial redevelopment of the Evanston Plaza (at Dodge and Dempster) should be encouraged. The development of a large grocery store at this site has been a welcome addition for the surrounding community and Evanston overall. Likewise, the commercial center known as the Main Street Commons (located at Main Street and McDaniel Avenue) will become a site for commercial redevelopment with the departure of *Builders Square*.

There is potential for redevelopment along Howard Street. In light of improvements being made on the Chicago side of Howard Street, namely the Gateway Shopping Center at Clark and Howard Streets, commercial activity could be enhanced. Likewise, current efforts target beautification and business enhancement to revitalize the Howard Street business district east of Ridge Avenue. Residential/commercial mixed-uses along this portion of the street could lead to a desirable increase in pedestrian activity and “eyes on the street,” which would in turn benefit the surrounding neighborhood.

☐ *Downtown Evanston is an area undergoing frequent change.*

There is potential for increased residential activity within the area. New housing development will bring residents close to both the Downtown’s variety of businesses and strong mass transit connections to the city of Chicago. In keeping with the pedestrian character of the Central Business District, new developments and adaptive reuses should include ground floor retail spaces when located on primary retail blocks. Growth and change in the Downtown and the adjacent Research Park area is discussed in *Chapter 5: Central Business District*.

- ❑ *A strong priority should be placed on retaining Evanston businesses, particularly its remaining manufacturers.*

This is especially true in the West Evanston Industrial District where manufacturers may seek to expand in the future. Their expansion should be encouraged to take place in a way that will strengthen the quality of surrounding neighborhoods.

Trucking and delivery routes should continue to use non-residential streets to the extent possible. Landscaping and cul-de-sacs should be used strategically to separate manufacturing activities from residential neighborhoods. Finally, as part of a larger Economic Development Strategy, discussed in *Chapter 4: Business/Commercial/Industrial Areas*, local manufacturers should be strongly encouraged to provide job training and employment opportunities for Evanston residents.

As part of its economic development strategy, the City should make a point of retaining existing employers and attracting new ones. If reuse of existing manufacturing land for manufacturing purposes is not feasible, current sites should be replaced by uses that will be consistent with the surrounding land use pattern. For this reason, commercial or residential redevelopments are probable for sites located on major streets. On local or collector streets, residential redevelopment is appropriate. (Street classifications are defined in *Chapter 10: Streets and Traffic Management*).

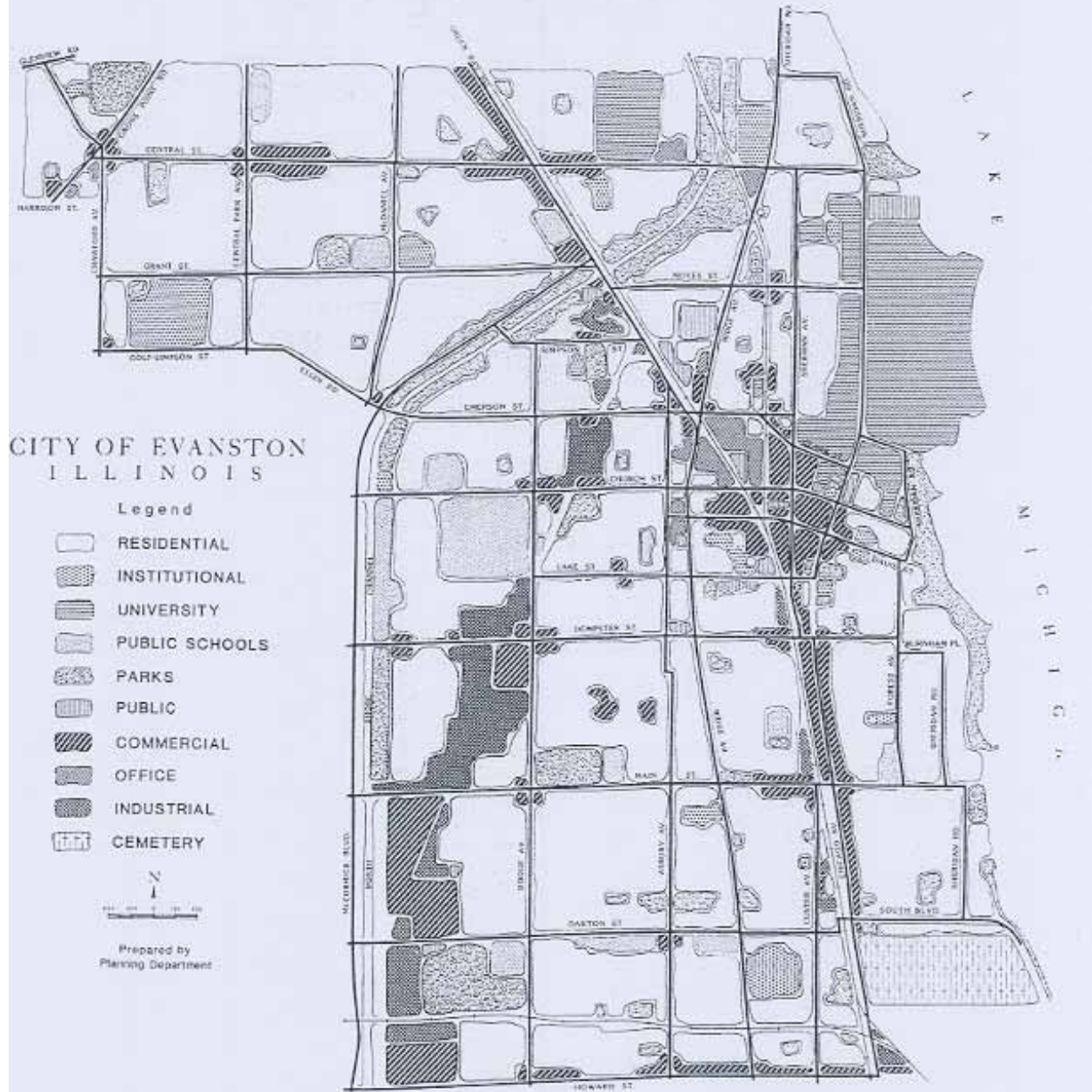
In conclusion, as is emphasized in the Comprehensive General Plan's *Vision Statement*, Evanston must support and promote growth while maintaining its special character. Financing essential public services is directly connected to continually increasing the value of Evanston property. The value of Evanston property in turn is enhanced both by new development and by the preservation of the community's desirability. In recognition of the combined benefit of growth and preservation, many of the policies found throughout the Comprehensive General Plan emphasize redevelopment (such as that considered above) within the context of the physical character of surrounding neighborhoods.

Increased density of development is likely in many locations as a function of relatively high land values and high property taxes. Throughout the Plan, multi-family, residential/commercial mixed-use developments are discussed as beneficial to the property tax base and also to the community overall by bringing more business to local merchants. The Plan Commission believes that much of Evanston's strength of character lies in its historic diversity of both land uses and neighborhood densities. This urban/suburban mix, which makes Evanston distinct from other suburbs, will also benefit from new developments as recommended in the Comprehensive General Plan.

To be sure, whenever changes in the type or scale of land use are proposed, concerns can arise over compatibility with surrounding uses. Potential adverse "spillover effects," such as parking and traffic congestion or aesthetic conflicts, can detract from the quality of any neighborhood. On the other hand, well-planned redevelopments in any neighborhood can benefit that area and Evanston overall. To evaluate and improve compatibility in the redevelopment planning process, the City's Zoning Ordinance--which regulates land use, building height and bulk--and the *Site*

*Plan and Appearance Review Process* (discussed in *Chapter 13: Community Design & Landscaping*) must be combined with the general vision of this document to stimulate growth and preserve the quality ambience for which Evanston is known.

Map 1: Existing General Land Use Pattern





NEIGHBORHOODS  
Chapter 2

GOAL: HELP TO ENHANCE THE EXISTING ASSETS OF NEIGHBORHOODS WHILE RECOGNIZING THAT EACH NEIGHBORHOOD CONTRIBUTES TO THE OVERALL SOCIAL AND ECONOMIC QUALITY OF EVANSTON.

OBJECTIVES:

POLICIES/ACTIONS:

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Maintain the appealing character of Evanston's neighborhoods while guiding their change.

- Preserve neighborhood character while supporting redevelopment efforts that add to neighborhood desirability.
- Encourage creative adaptive reuse of properties available for redevelopment using zoning standards and the Site Plan and Appearance Review process to protect historic character.
- Encourage new developments to complement existing street and sidewalk patterns.
- Encourage the preservation and creation of neighborhood open and green space.
- Maintain and improve neighborhood infrastructure and public amenities through capital improvement budgeting.

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Recognize the benefits of mixing residential, commercial, and institutional uses in neighborhoods.

- Work with community stakeholders in attracting and supporting businesses located in neighborhood business districts.
- Minimize the adverse effects of such circumstances as traffic and parking congestion or incompatible hours of

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operation as part of City technical assistance or zoning/site plan review of businesses and institutions proposing expansion or relocation to sites adjacent to residential areas.

- Promote employment linkages and open communication between neighborhood residents and local employers.

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Promote activities that help strengthen communities and improve neighborhood quality of life.

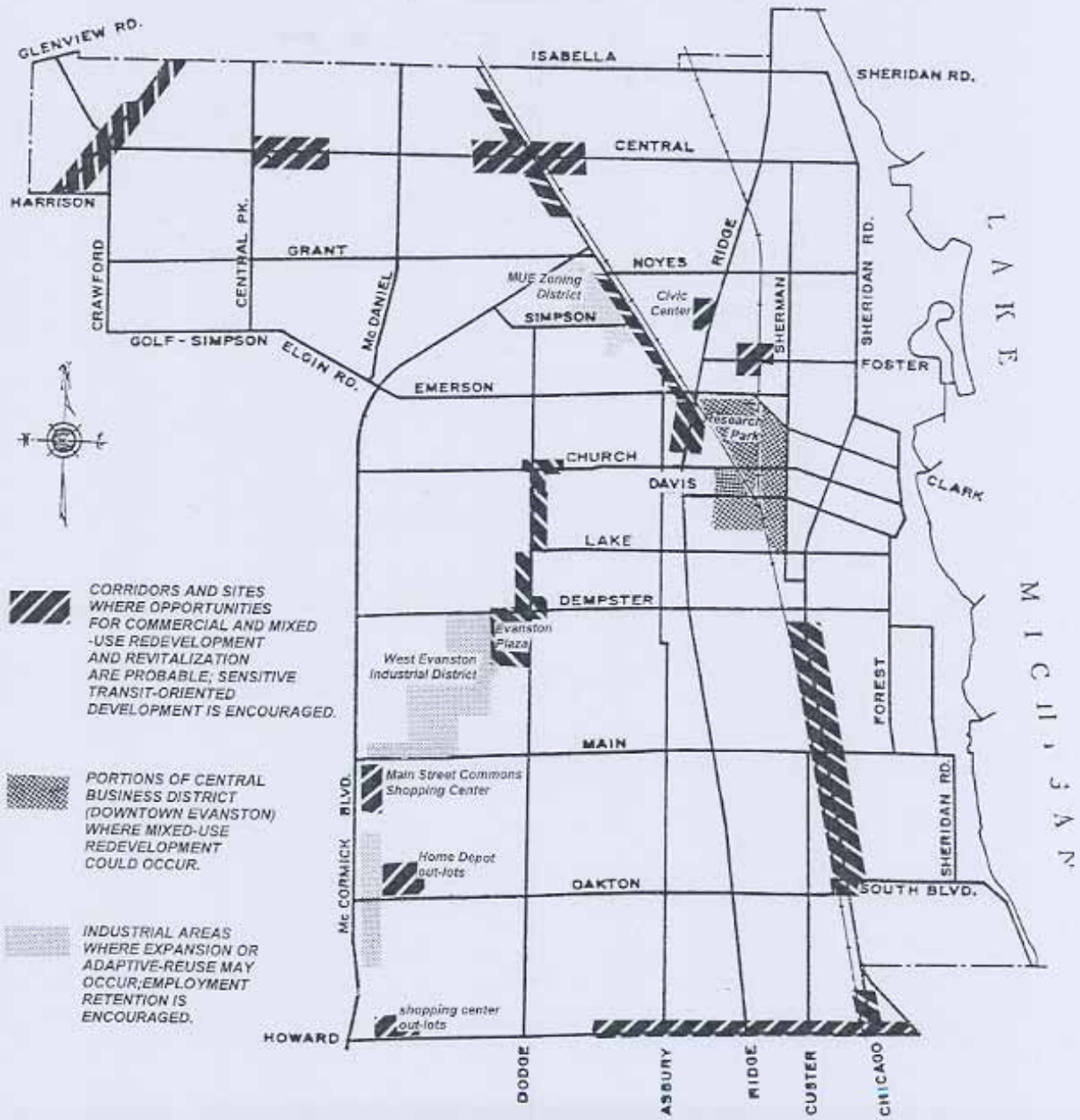
- Encourage the formation of neighborhood associations, neighborhood watch groups and block clubs as well as the use of "place signs" to promote neighborhood identity and ownership.
- Continue to connect City officials with residents to address issues identified as adversely affecting neighborhood quality of life.
- Where appropriate, support the use and monitor the effectiveness of capital improvements, such as traffic calming devices (e.g., speed bumps, traffic circles, and cul-de-sacs), that promote neighborhood safety
- Promote safety through design by employing the principles of *Crime Prevention Through Environmental Design* (CPTED) in the Site Plan and Appearance Review Process.
- Continue assisting neighborhoods to recognize and preserve their own

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historically significant assets.

- Collaborate with schools in offering strong educational programs and constructive recreational activities.
- Recognize the effect of housing on the quality of neighborhoods.
  - Support efforts aimed at improving Evanston's housing stock.
  - Target corrective action toward properties that are negatively affecting surrounding neighborhoods.
  - Inform tenants, owners, and property managers of their rights and responsibilities in maintaining multi-family rental properties that experience high rates of turnover.

## Map 2: General Areas of Future Redevelopment, Revitalization, and Land Use Modifications



## NEIGHBORHOODS

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- ✓ *As a goal, the existing assets of neighborhoods should be enhanced, recognizing that each neighborhood contributes to the overall social and economic quality of Evanston.*

Although a neighborhood's boundaries may vary with each resident's personal sense of place, many of the values attached to a neighborhood are shared. Shared values--including safety, reasonable protection from disturbances such as traffic, noise and pollution, access to public amenities and conveniences, and preservation of desirable physical surroundings--can in many ways be supported through public policies, including those presented in the Comprehensive General Plan. Policies and programs, such as zoning, building and housing codes, community policing, recreation programs, and parking and traffic management, are ways to support a high quality of life in neighborhoods.

In providing a general view of planning priorities for Evanston, this document applies a broad brush to community issues. In so doing, it recognizes that the specific concerns of individual neighborhoods require a more detailed focus in order to be resolved. The success of public policy at the neighborhood level results from community awareness and participation. The City should continue to encourage activities of neighborhood groups (block clubs, neighborhood watches, etc.). The use of identifiers that indicate the names of neighborhoods and active neighborhood groups in the area can help foster a sense of pride and ownership among residents. The City should also continue the practice of assisting residents to address quality of life concerns through neighborhood-based planning activities.

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### GUIDING GROWTH, CHANGE & QUALITY OF LIFE

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Evanston's neighborhoods vary in character. Some are "suburban" in style--single-family homes on quiet tree-lined streets, with or without a nearby neighborhood shopping district. Others are more "urban"--low to mid-rise multi-family housing, higher population density, busier streets, and mixed-use buildings with commercial and residential activities under one roof. This diversity offers dynamic alternatives that many claim to be part of Evanston's charm.

Development and redevelopment of land can create opportunities for interesting additions to a neighborhood and to Evanston overall. They can also replace deteriorating buildings or incompatible land uses with ones more sensitive to the needs of adjacent residential neighborhoods. Of course, new developments that bring about changes in land use types or in the scale of existing uses can also generate conflict and controversy. Even though the present, well-defined land use pattern is likely to remain largely the same, some change is inevitable.

- ✓ *An important objective should be to maintain the appealing character of Evanston's neighborhoods while guiding their change.*

A balance is needed between preserving the character inherited from the past with meeting the demands of the present and the future. When opportunities for positive new development or redevelopment emerge, the City should (1) encourage creative ideas and adaptive reuses (placing new uses in existing structures), and (2) guide change to enhance the quality of neighborhoods.

- ✓ *A second objective should be to recognize the benefits of mixing residential, commercial, and institutional uses in neighborhoods.*

The distinct quality of many neighborhoods rests in their historic diversity of land uses. Evanston differs from many newer suburbs where uses are isolated from one another and where a car is the only way to get from home to work and to shopping. Because businesses, institutions, and housing often sit adjacent to one another in Evanston, however, the expansion of one land use can cause concern for another.

Those buying property adjacent to a different classification of land use should anticipate that the future could bring a change in the scale or nature of activity at that location. Likewise, those intending to develop property adjacent to different zoning districts are encouraged to be sensitive to the impact of their designs, particularly if they will adjoin single-family residential areas. As a policy, the City should work to offset adverse effects (such as traffic and parking congestion or incompatible hours of operation) as part of its technical assistance, zoning regulation, and site plan review for businesses and institutions proposing expansion or relocation to sites adjacent to residential areas. The matter of adjoining land uses also is discussed in *Chapter 4: Business/Commercial/ Industrial Areas* and *Chapter 6: Institutions*.

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## THE ROLE OF NEIGHBORHOODS IN THE COMPREHENSIVE GENERAL PLAN

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The Comprehensive General Plan supports neighborhoods in that it views the quality of Evanston as a function of the vitality of its parts. The chapters of this Plan address many of the issues that ultimately impact neighborhoods. For example, *Chapter 3* discusses housing. *It emphasizes both encouraging new development and enforcing high property standards as part of an objective of recognizing the effect housing has on the quality of neighborhoods.*

Deteriorating housing detracts from the sense of well-being in a neighborhood. Neighborhoods with a large number of multi-family rental housing units can be particularly susceptible to deterioration due in part to the higher rate of tenant turnover than typically occurs with owner-occupied housing. Tenants, owners, and property managers need to be informed about their rights and responsibilities in such instances in order to promote the health of the entire neighborhood.

As stated in the introduction to *Part I: General Land Use*, some major streets could experience demand for increased residential density in the future. While such development is encouraged, sensitive consideration of scale and design are important to preserve the quality of surrounding neighborhoods. As discussed further in *Part III: Circulation*, increased housing density should be oriented toward mass transit to help reduce automobile traffic. Parking requirements should be sufficient to meet the needs of new residents and to prevent a shortage of on-street parking.

Meanwhile, *Chapter 4: Business, Commercial & Industrial Areas* recognizes the benefit of maintaining and enhancing neighborhood business districts as places that can support the convenience needs of nearby residents while also attracting visitors to Evanston. *Chapter 6* relates to institutions in Evanston, including Northwestern University and the two hospitals, and their relationships with surrounding neighborhoods. Concerns about traffic and parking that arise in neighborhoods are discussed in *Part III* of this document.

Because one of the assets of Evanston is its appealing physical character, *Chapter 13* discusses the importance of quality building design and landscaping in Evanston. In general, building designs and site plans should be consistent with the feel of existing neighborhoods. Green space in neighborhoods should be preserved as much as possible, whether it is in a public park, a parkway along a street, or in private front and side yards. Green space is a critical component of a livable community because it helps to soften the feel of the urban environment.

Finally, while the Comprehensive General Plan does not specifically address public safety, it recognizes that it is a concern best addressed through collaboration. First, designing urban spaces to emphasize safety may be achieved by employing the methods of *Crime Prevention Through Environmental Design* (CPTED). Dark corners and blind spots should be avoided. Likewise, the overuse of curbcuts should be discouraged as it increases the frequency at which pedestrians and automobiles cross paths.

As discussed in *Chapter 9: Utilities*, increasing the brightness of existing streetlights is desirable. In general, though, addressing root causes of crime begins with good schools, improved economic opportunity, strong communities, and effective law enforcement. Together, community policing, planning and economic development, active neighborhood groups, and effective recreation programs offered through schools, park districts and the City help strengthen the livability and desirability of Evanston's neighborhoods.□

HOUSING  
Chapter 3

GOAL: MAINTAIN AND ENHANCE THE DESIRABILITY AND RANGE OF CHOICE (IN TERMS OF STYLE AND PRICE) THAT THE HOUSING STOCK OFFERS BOTH BUYERS AND RENTERS.

OBJECTIVES:

POLICIES/ACTIONS:

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Maintain and enhance property values and positive perceptions of housing in Evanston.

- Encourage both new housing construction and the conversion of underutilized non-residential buildings to housing in order to increase housing variety and to enhance the property tax base.
- Actively collaborate with local realty firms, the Chamber of Commerce, and others in marketing Evanston housing and neighborhoods to promote awareness of their desirability as places to live.
- Encourage collaboration among neighborhood stakeholders (e.g., property owners, residents, businesses, and institutions) and City staff to improve housing conditions that are negatively impacting surrounding property values.

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Address concerns about cost and affordability.

- Conduct a study of the Evanston housing market with a focus on determining low-, moderate-, and middle-income household affordability issues.
- Encourage proposals from the private



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sector that will maintain the supply of moderately priced housing, both rental and owner-occupied.

- ❑ Package and promote the availability of assistance programs that provide resources for home acquisition and repair.
- ❑ Encourage cooperation and collaboration with surrounding communities so that they will share the responsibility of providing for the needs of the homeless and special needs populations.

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Address high property tax concerns.

- ❑ Seek creative means of increasing Evanston's property tax base to maintain the provision of quality services while relieving some of the tax burden placed on homeowners.

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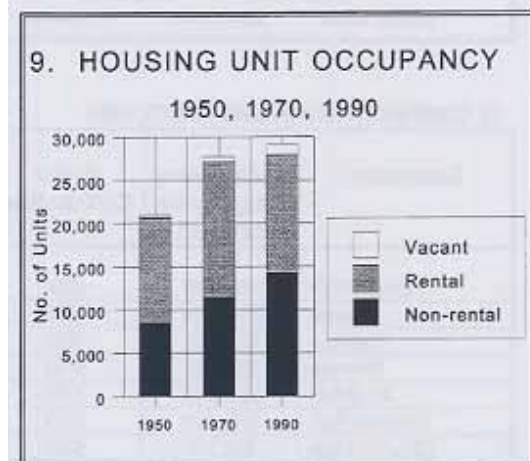
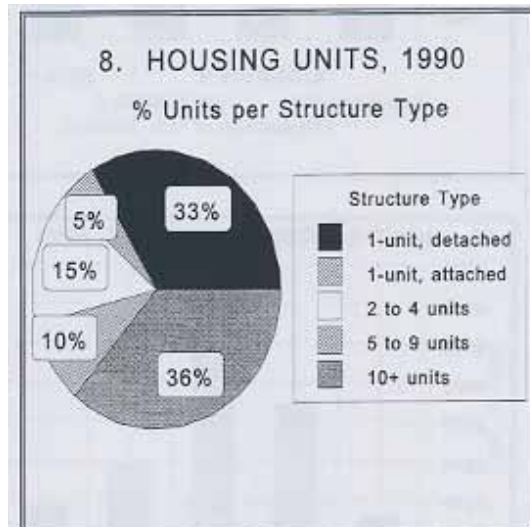
Preserve Evanston's historic residential architecture and ambience.

- ❑ Continue to support and recognize private efforts to restore and preserve Evanston's architectural heritage.
- ❑ Support efforts that maintain the architectural integrity of Evanston's large historic properties.

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|--|---|
|  | <ul style="list-style-type: none"><li>❑ Encourage the preservation of large front and side yards around properties that are under consideration for subdivision and redevelopment.</li></ul>                |
| Address poor housing conditions which detract from neighborhood quality of life. | <ul style="list-style-type: none"><li>❑ Maintain high property standards and assist in rehabilitation when possible.</li></ul>  |
|  | <ul style="list-style-type: none"><li>❑ Aggressively pursue corrective action for below-standard housing that negatively affects surrounding neighborhoods.</li></ul>                                       |
|  | <ul style="list-style-type: none"><li>❑ Focus attention and rehabilitation incentives on multi-family housing structures in areas of high rental turnover.</li></ul>  |
|  | <ul style="list-style-type: none"><li>❑ Provide maintenance assistance to owners meeting low- and moderate-income guidelines.</li></ul>   |
|  | <ul style="list-style-type: none"><li>❑ Support individual owners and neighborhood-based organizations engaged in efforts aimed at improving Evanston's housing stock.</li></ul>                            |
|  | <ul style="list-style-type: none"><li>❑ Continue to inform tenants and property managers about their respective rights and responsibilities in the maintenance of multi-family rental properties.</li></ul> |
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## HOUSING

- ✓ *As a goal, Evanston should maintain and enhance the desirability and range of choice that the housing stock offers both buyers and renters. Increasing the value of property as well as the positive perceptions of housing in Evanston should be a primary, ongoing objective.*



Evanston has multiple housing markets all of which generally offer owners and renters high quality and a broad range of styles, types, and prices. The close attention paid to residential property maintenance throughout the community adds significantly to Evanston's appeal.

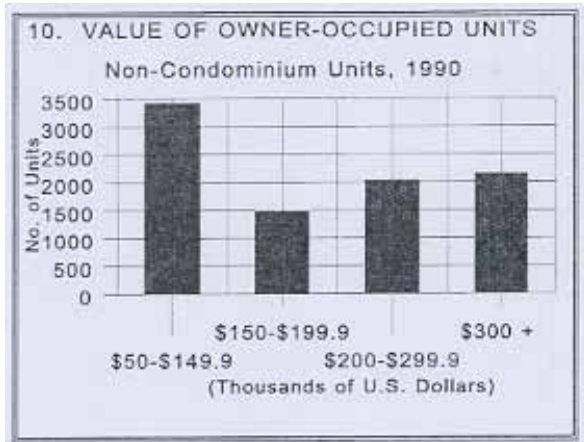
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### HOUSING STOCK COMPOSITION

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According to the 1990 Census, Evanston housing units numbered 29,164. *Exhibit 8* shows how those units were distributed between single-family and multi-family housing structures citywide. A special study conducted by the City of Evanston in 1992 determined the number of housing units to be 30,316. The study inventoried housing structures as follows: 9,261 single-family homes, 1,626 two-flats, 331 three-flats, and 661 buildings with four or more units. The study reported a total of 3,593 condominium units and 3,452 college dormitory units. Between 1992 and 1997, the Evanston Building Division reports the addition of another 570 housing units, 36 of which were single-family structures. Also, 283 of those units are located in the new *Park Evanston* high-rise apartment building constructed in Downtown Evanston on the former site of the Washington National Insurance Company building.

As of the 1990 Census, the split between renter-occupied and owner-occupied housing units was nearly even (50.2 percent rental and 49.8 percent non-rental). This balance is an historically notable part of Evanston's housing stock as shown in *Exhibit 9*. The conversion of rental units to condominiums has increased the share of owner-occupied housing in Evanston. For the future, Evanston should support both rental and non-rental residential development to serve the needs and choices of different segments of the population.



Community	Median Value (Single-family detached)	Median Contract Rent
EVANSTON	\$184,800	\$584
Skokie	\$149,400	\$575
Glenview	\$235,600	\$694
Wilmette	\$280,000	\$723
Northfield	\$296,000	\$793
Highland Park	\$257,000	\$629
City of Chicago	\$78,700	\$377

Housing units for Evanston's elderly residents and for those residents with special needs are important components of the housing stock. The City annually updates an application to the federal government for assistance in funding the community's priority housing needs. This document, the *HUD Consolidated Plan*, is the product of extensive discussion among multiple City departments and social service agencies throughout Evanston. The Consolidated Plan should be referred to for a more detailed analysis of housing market vis-a-vis housing Evanston's special needs populations and policies for addressing homelessness in the community.

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## HOUSING VALUES

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Along with offering a myriad of styles, Evanston's housing stock offers a broad range of prices. The citywide median value for a detached single family house as reported by the 1990 Census was \$184,800. Evanston's citywide median contract rent was \$584. *Exhibit 12* compares median values and contract rents of surrounding communities including the city of Chicago as reported by the 1990 Census. More recent housing values can be gathered through the Multiple Listing Service (MLS) of Northern Illinois. Based on data gathered from 1997 real estate transactions, the median sales price for detached single-family properties was \$294,000.

One gets a better sense of the wide range of prices found in different parts of Evanston by looking at data for individual census tracts. For example, the census tract located in Evanston's northeast corner had a median housing value of \$450,000 in 1990. Meanwhile, in an example taken from the west

side, census tract 8092 bounded by McCormick Boulevard, Green Bay Road and Church Street had a median of \$82,600. The range is broad for rental housing as well. Median contract rents at the census tract level ranged throughout the community from \$446 per month (tract 8092, mentioned above) to \$1,001 per month (tract 8090 in northwest Evanston).

- ✓ *Evanston should make an objective of working to address concerns about cost and affordability.*

Programs that offer assistance for homeowners, such as a first time home buyer programs offered through the Evanston Housing Corporation, should continue to be supported in order to address concerns about housing affordability in Evanston. (The Evanston Housing Corporation is a joint program of participating financial institutions and the City of Evanston that works to provide low-cost affordable mortgage financing to Evanston’s moderate-income first-time homebuyers.)

Programs such as these help to strengthen the community by making home ownership a reality for a larger segment of the population. One segment of Evanston’s population is particularly affected by housing costs; for those making below the region’s median family income, paying any more than one-third of their income for housing makes it difficult to afford the cost of other necessities. The *Consolidated Plan* should also be referred to for a comprehensive housing affordability analysis for low- and moderate-income Evanston residents.

- ✓ *Evanston should also work to address concerns about high property taxes.*

Along with purchase price, a high property tax rate increases housing costs. In recent years, while the City’s portion of the overall real estate tax bill has not increased, other components of the tax bill, such as the school districts’ tax levies, have gone up. Residents have become increasingly concerned about the tax burden they face. Economic development efforts to increase the tax base and relieve some of the homeowner’s burden are critical. Like other municipalities in the region, the City of Evanston should continue to encourage discussions at the State and County levels that target relief through property tax and school finance reform.

## PRESERVATION, MAINTENANCE & REHABILITATION

- ✓ *Evanston should work to preserve its historic residential architecture and ambience.*

Widely varied architectural styles (from Dutch Colonial to Classical Revival, Italianate to Prairie Style, Tudor to Contemporary) and sizes (mansion to bungalow, townhouse to mid-rise apartment building) make Evanston’s housing stock unmatched by many other suburban communities. Historic preservation efforts have underscored the value Evanston places on its architectural heritage and, as such, should be praised and encouraged. Historic preservation is further discussed in *Chapter 14*.

Evanston is fortunate to have many large properties that contribute to the distinctive architecture of the community and to provide “borrowed” green space by virtue of large front and side yards. The preservation of these properties is an important policy for the future. When questions arise over an individual’s property’s future as a single-family residence, and conversion to multiple units should be guided to preserve the existing structure and landscaping. In general, the Zoning and Preservation Ordinances should be used together to protect those properties that particularly contribute to the historic character of neighborhoods.

- ✓ *Because deteriorating housing affects the quality of neighborhoods, an objective of City housing policies should be to remediate poor housing conditions.*

Aggressive efforts at maintaining Evanston's housing stock (over one-half of which was built before 1940) and at targeting the rehabilitation of properties that have fallen into disrepair will help guarantee the future strength of the housing market. Constant vigilance and enforcement of strict housing standards can identify problem areas early and bring about corrective action.

The costs associated with home maintenance (time, energy, and money) are high and typically increase with the age of the structure. City- and community- sponsored services aimed at assisting those who cannot afford maintenance costs should continue because quality housing strengthens the community. Such services include the City Housing Rehab Division's revolving home improvement loan fund, painting assistance program, and graffiti removal grants; the Human Service Department's senior citizens handy-man program; and CEDA/Evanston's Neighbors-At-Work minor repairs and painting programs.

## **NEW HOUSING DEVELOPMENT**

Changes in population and the economy impact housing demand. A strong economy in recent years has seen new single-family and multi-family housing construction throughout Evanston. In particular, there has been an increase in demand for "urban" housing styles, i.e., townhouses and condominiums. The approaching retirement of a large segment of the population known as the "baby boom" generation is anticipated to add to this demand as "empty nesters" seek to move from larger to smaller homes requiring less maintenance and located closer to urban amenities. Young professionals working in Chicago and commuting from Evanston via CTA and Metra are also seen as a strong market for multi-family housing. Developments that fit this demand are therefore viewed generally as a healthy addition to Evanston's housing stock.

As presented in the opening of *Part I: General Land Use* (starting on page I-1), increased residential density should be supported along major mixed use corridors such as Chicago Avenue or Central Street where it can also be oriented towards mass transit service. As such redevelopment occurs, sensitivity to the surrounding neighborhoods will be essential to prevent over-congestion and incompatible design. Ultimately, as proposals for new housing emerge, the City should encourage developments that will meet changing markets while protecting the high-quality and design standards that are characteristic of housing built in the past.

<b>BUSINESS, COMMERCIAL &amp; INDUSTRIAL AREAS</b> <b>Chapter 4</b>
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GOAL: RETAIN AND ENHANCE A DIVERSITY OF BUSINESS, COMMERCIAL, AND INDUSTRIAL AREAS AS DESIRABLE LOCATIONS OF ECONOMIC ACTIVITY.

OBJECTIVES:

POLICIES/ACTIONS:

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Promote the growth and redevelopment of business, commercial, and industrial areas.

- Encourage the location of new or expanding businesses in existing commercial and mixed-use locations that would benefit from redevelopment, including the Evanston Plaza at Dodge Avenue and Dempster Street.
- Continue to promote the revitalization of the Howard Street corridor through the collaborative planning efforts of merchants, concerned citizens, and representatives of agencies from the City of Evanston and the City of Chicago.
- Monitor Central Street and Chicago Avenue (between Dempster Street and South Boulevard), in the appropriate locations encouraging residential and residential/commercial mixed-use developments in order to enhance the existing character of the neighborhood.
- Work collaboratively with neighborhood residents and businesses, representatives from the high school, lending institutions, and City staff to enhance the Church Street /Dodge Avenue business area.
- Continue funding and promoting assistance



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programs to help commercial property owners rehabilitate eligible storefronts.

Retain and attract businesses in order to strengthen Evanston's economic base.

- ❑ Market Evanston's unique qualities and advantages (such as the emerging "Technopolis" computer network, an educated work force, quality office locations, and access to Chicago) to attract new firms in growing high-technology and health care sectors.
- ❑ Examine issues that are potential disadvantages to doing business in Evanston (e.g., relatively high property taxes); enhance and promote relative strengths as a means of offsetting disadvantages.
- ❑ Support a cooperative marketing effort with the Chamber of Commerce, EVMARK, and others to attract new businesses to vacant storefronts and commercial spaces.

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Recognize and support the strong role neighborhood business

- ❑ Protect and enhance the traditional character of neighborhood business districts; carefully examine proposed design changes using the Zoning and Sign Ordinances, and site plan and appearance

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districts play  
in Evanston's  
economy and its  
identity.

review.

- Develop strategies where feasible for addressing parking and circulation concerns of merchants and surrounding residents in areas of neighborhood business activity.
- Promote pedestrian oriented retail activity in Evanston's neighborhood business areas.

Support and  
encourage  
efforts at  
employment  
assistance and  
linkages.

- Promote linkages between local schools and local employers that help Evanston students become competitive members of the work force.
- Negotiate commitments to employ Evanston residents with firms seeking redevelopment assistance.
- Promote and support job readiness and training programs as well as small business start-up assistance programs as part of a larger community development strategy outlined in the HUD Consolidated Plan.
- Support programs that provide affordable day care options for working parents and guardians.
- Continue to support home-based businesses while enforcing restrictions that minimize any adverse effect on surrounding neighborhoods.

- ❑ Encourage the incorporation of new telecommunications technology and infrastructure in new residential and commercial construction as well as rehabilitation and adaptive reuse of existing structures.

## BUSINESS, COMMERCIAL & INDUSTRIAL AREAS

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- ✓ *As a goal, Evanston should retain and enhance its diversity of business, commercial, and industrial areas as desirable locations of economic activity.*

The presence of nearly 40,000 jobs and over 2,000 businesses in Evanston makes it more than a residential suburb. While it is true that Evanston's desirable neighborhoods and varied housing choices make it a likely bedroom community for many who work elsewhere, it is also a center of business activity for both residents and commuters arriving from outside Evanston.

According to the 1990 Census, of the nearly 40,000 residents who were employed in 1990, 43 percent were employed in Evanston. This high percentage of workers who are employed in their community of residence stands out when compared to other nearby communities: Highland Park at 26 percent, Skokie at 24 percent, Oak Park at 21 percent, or Glenview at 20 percent. The Evanston employment base comprises firms of various sizes and types including manufacturers, retailers, corporate headquarters, and service providers. *Map 3* shows the various types and locations of business activity in Evanston, including the highly mixed-use Central Business District/Research Park area.

Unique from other Evanston commercial areas because of the scale and variety of its composition, Downtown Evanston is addressed separately and in more detail in *Chapter 5: Central Business District*. Also highlighted on the map are the locations of institutions such as Northwestern University, Evanston Hospital and Resurrection Health Care/St. Francis Hospital. These uses are among the community's largest employers. Institutions such as these are discussed in more detail in *Chapter 6*.

Not shown on the map is the high number of home-based businesses in Evanston. According to the 1990 U. S. Census, 4.2 percent of Evanston workers (aged 16 and older) worked at home. One of the benefits of the "Technopolis" project, a plan to install high-speed computer linkages between homes and businesses discussed more fully in *Chapter 9: Utilities*, will be the increased desirability of Evanston as a location for small, home-based enterprises. The City's Zoning Ordinance must be carefully enforced in order to prevent undesired spillover effects related to business activity located in residential areas.

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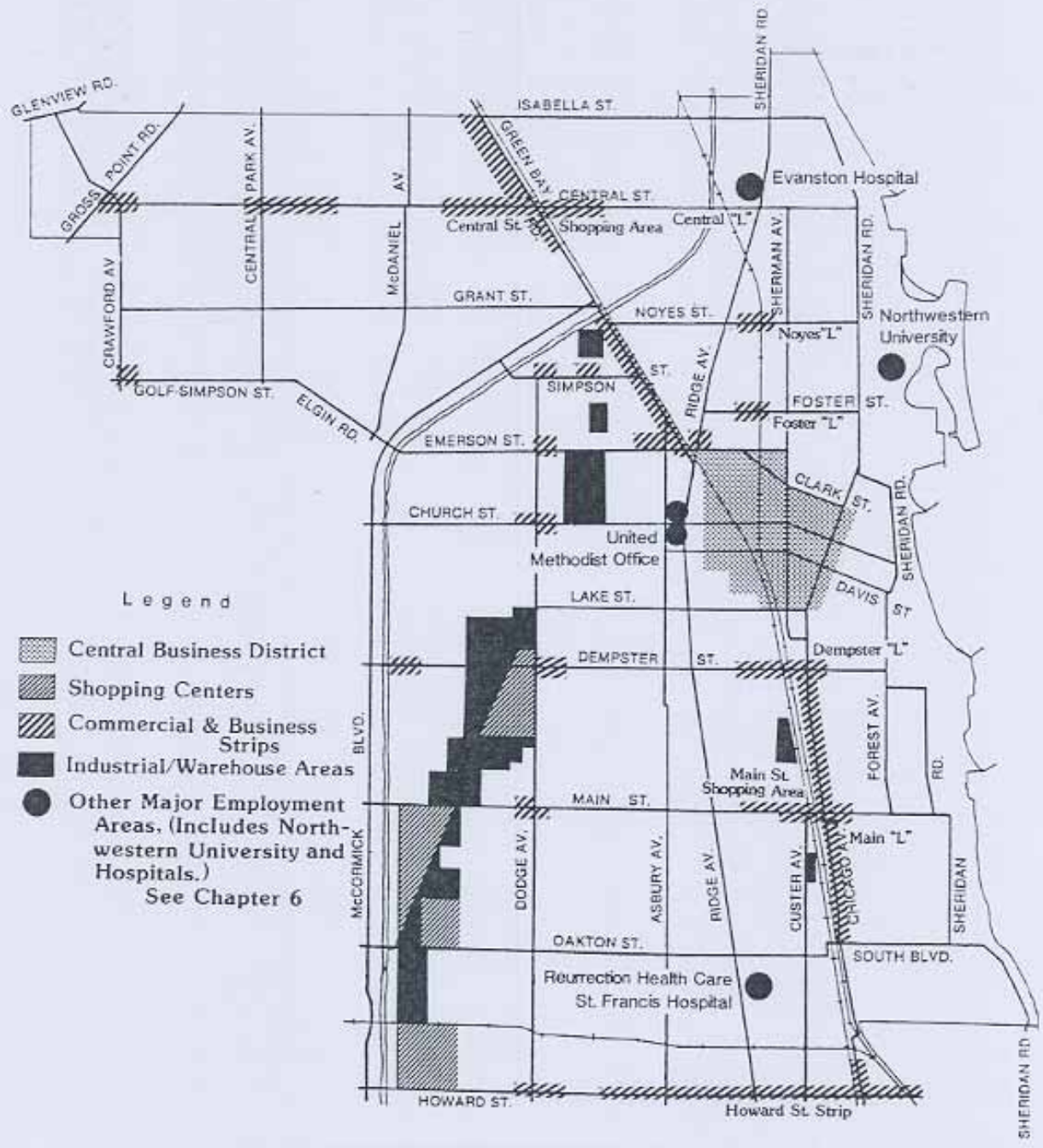
## NEIGHBORHOOD BUSINESS DISTRICTS

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- ✓ *As an objective, Evanston should recognize and support the strong role neighborhood business districts play in Evanston's economy and its identity.*

Many of Evanston's neighborhood business districts are quite vibrant. Notable are the Central Street, Dempster Street and Main Street business districts each of which have successfully created an identity that combines small-town charm with an interesting mix of stores and restaurants. These areas include local, independent businesses as well as regional and national franchises. Although they have evolved into attractions for people outside the immediate neighborhoods, businesses in these locations support convenience needs of those living close by.

Map 3: Primary Areas of Commercial Activity & Employment



- ✓ *Evanston should also make an objective of promoting the growth and redevelopment of business, commercial, and industrial areas.*

Several of the community's business districts exhibit potential for redevelopment and revitalization. Programs providing assistance for facade rehabilitation and small business development should especially encourage revitalization in areas along Howard Street, at Church Street and Dodge Avenue, along Simpson Street between Green Bay Road and Dodge Avenue, and at Foster Street and Maple Avenue. In these areas, aggressive efforts are needed to attract businesses to empty storefronts.

Along Howard Street, Evanston is currently collaborating with the City of Chicago to implement a comprehensive redevelopment strategy to enhance the vitality of that portion of the street located east of its intersection with Ridge Avenue. The continued participation of local merchants, merchant associations, and concerned citizens is encouraged in order to develop a stable business market that serves the immediate neighborhood as well as destination shoppers.

The Comprehensive General Plan recognizes the importance of the continued vitality of neighborhood business districts for both the future of individual neighborhoods and Evanston as a whole. Future development and redevelopment in any neighborhood business district should maintain and enhance the existing streetscape character at the same time that it promotes vibrant commercial activity. Parking improvements should be considered to increase the supply of spaces and improve the quality of existing spaces where needed. Both parking and circulation, discussed further in *Part III* of the Comprehensive General Plan, should be the subject of further study and strategic planning in order to remedy traffic problems that may detract from the vitality of these business areas.

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## COMMERCIAL CORRIDORS & SHOPPING CENTERS

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Outside of smaller neighborhood business districts, Evanston possesses several larger commercial corridors and shopping centers. The commercial corridor located along Green Bay Road (segmented between Emerson Street and McCormick Boulevard, and further north between Lincoln and Isabella Streets) is recommended for further analysis to assess and plan for potential changes in land use. This stretch of land, especially the southern segment, is closely related to the transitional manufacturing district located immediately to the west--an area that may experience land use transformation resulting from potential redevelopment of small warehouses and manufacturing spaces in the future. Further study should determine alternatives for new commercial uses and the feasibility of new housing development in the area.

The Chicago Avenue commercial corridor could experience its own changes in the future. The corridor intersects pedestrian-oriented neighborhood business districts found at Main Street and Dempster Street. In its entirety, the portion of Chicago Avenue that stretches between South Boulevard and Dempster Street includes two large grocery stores, a small strip retail center, several auto dealerships, and pockets of storefront retail goods and services establishments with upper story dwelling units. Changes in current market economics, especially for the auto sales

industry, could lead to land use changes when large parcels along the corridor become available for new uses. Already, the avenue is undergoing change and has attracted interest from developers for residential and mixed-use projects.

The current zoning regulations for certain segments of the Chicago Avenue corridor allow increased density of residential activity mixed with storefront uses at the ground floor. This increased density would take advantage of the excellent mass transit access by bus, three CTA stations, and one Metra station in the corridor. However, just as economic development priorities should seek redevelopment to replace lost tax revenues, so too should design priorities be considered. New uses and developments along Chicago Avenue, when evaluated on a case-by-case basis at the Site Plan and Appearance Review Committee (or in, the case of required zoning amendments or variations, by the Plan Commission, Zoning Board of Appeals, and the City Council), should be held to high design standards. Such standards should seek to enhance the corridor's appeal and to incorporate creative design to minimize the potential adverse impacts of increased density.

Larger shopping centers include the *Evanston Center* at Howard Street and Hartrey Avenue, *Home Depot* on Oakton Street, and *Sam's Club* at Main Street and McDaniel Avenue. Each of these centers are redevelopment success stories that have brought back property and sales tax revenues and also jobs that were lost when several large companies, such as Bell & Howell and Rustoleum, left the community .

Continued redevelopment potential within areas already zoned for commercial uses exists at the *Evanston Plaza* shopping center at Dodge Avenue and Dempster Street, as well as at other commercial properties in that vicinity. Marked by increased vacancies, the shopping center has suffered tenant losses relating to corporate decisions made outside of Evanston. Bringing new life to this commercial center will involve evaluating its potential market niche(s) and attracting new tenants to meet that demand. While such a redevelopment effort is primarily the concern of the property's owners and their management and leasing agents, Evanston as a whole has an interest in the success of this important intersection and should support redevelopment plans that will enhance the commercial area.

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## MANUFACTURING AREAS & THE RESEARCH PARK

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Manufacturing and industrial areas include the small "transitional" manufacturing areas (found in the proximity of Ashland Avenue and Green Bay Road and also along Custer Avenue in the area of the Union Pacific and CTA railways) as well as the larger industrial districts found in west and southwest Evanston. The *transitional manufacturing districts* are areas that have successfully mixed residential uses with light manufacturing, warehousing, and office activities. The *industrial districts* generally exhibit more intense manufacturing activities. These areas face an ongoing need to minimize adverse effects (such as noise pollution and traffic congestion) on nearby residential areas.

Although not often recognized as a manufacturing location, Evanston is host to more than one hundred manufacturing firms. As employers and contributors to our diverse economy, these manufacturers should be supported if and when they seek to expand their facilities. Expansion is

often difficult due to the lack of available land and zoning standards that aim to minimize the intrusion of manufacturing and its related activities into residential neighborhoods and business districts. When expansion opportunities do emerge, however, the City should work with business owners seeking help in addressing zoning, infrastructure, and, when feasible, financing concerns related to extraordinary redevelopment costs.

✓ *Evanston should make an objective of retaining and attracting businesses in order to strengthen its economic base.*

Regarding the attraction of new, light industries to Evanston, high-technology firms in particular should continue to be recruited to the Northwestern University/Evanston Research Park. This area, located within the Downtown area, should continue to be marketed for high-tech research activities, especially north of Clark Street and University Place. The park's incubator facility should be supported and development opportunities promoted for the expansion of its graduates.

While the use of the Research Park as an office location fits the original plan for the triangle of land stretching from Emerson and Davis Streets, support should also be given to a mixture of uses in the area. As discussed in the following chapter, the entire Central Business District (CBD) could benefit from new developments that would increase entertainment activities, residential development and the overall convenience of this diverse neighborhood. In keeping with economic development priorities highlighted below, Evanston should support redeveloping the Research Park area in such a way as to enhance the overall market area and economic viability of Downtown Evanston.

Stimulating new construction of office and research space in the park involves addressing complex market factors, some of which are beyond Evanston's immediate control. In particular, high property tax assessment rates for commercial properties in Cook County put Evanston at a disadvantage relative to new office locations in other counties. Working with other communities to lobby for reform in property taxation is a slow-moving but important process that can positively impact Evanston's economic development of both the Research Park and the community overall.

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## ECONOMIC DEVELOPMENT STRATEGY

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The Comprehensive General Plan addresses land use and infrastructure policies that aim to promote economic development. In the short term, Evanston's economic development activities (established and further elaborated upon in the City's *Economic Development Strategy*) prioritize several goals, including the following: retaining and expanding existing businesses; attracting new businesses and uses that will enhance economic development, especially the tax base; sustaining and enhancing Evanston's attractive environment and resources that will stimulate new business formation; and promoting and encouraging new housing development.

The Economic Development Strategy is essentially discussed throughout this chapter. The Strategy emphasizes retention and enhancement of Evanston's business, commercial, and manufacturing employment base. Most of its priorities address long term matters also discussed in *Chapters 4, 5, and 6* of the Comprehensive General Plan, including the need to revitalize



certain neighborhood business districts, to improve the Evanston Plaza (at Dempster Street and Dodge Avenue), and to participate in efforts to lower retail vacancy in Downtown Evanston. Other priorities include implementation of the aforementioned “Technopolis Evanston” project, long term development of the Research Park, and enhancement of the local tourism industry.

The Comprehensive General Plan also recommends the strong support and encouragement of employment assistance and job-linkage programs. Another City document related to this aspect of economic development is the City's *HUD Consolidated Plan*. The Consolidated Plan states the City’s plan for the distribution of block grant funds received from the federal Department of Housing and Urban Development (HUD). The Consolidated Plan is updated annually.

The Comprehensive General Plan encourages the allocation of federal funds to programs that provide day care, job training, and transportation assistance that help to make sure that all Evanstonians are competitive in the work force. Employment outreach programs that link Evanston schools with local employers are encouraged. Such programs are vital for the future because they help prepare young Evanston residents to become competitive in the modern work force. □

GOAL: PROMOTE A MIXED-USE CENTRAL BUSINESS DISTRICT THAT IS ATTRACTIVE, CONVENIENT AND ECONOMICALLY VIBRANT.

OBJECTIVES:

POLICIES/ACTIONS:

Implement strategies that enhance the economic vitality of Downtown Evanston.

- Support efforts to improve the variety of retail businesses in the Downtown to strengthen it as a regional shopping center; support the addition of mid-sized retail spaces (between 8,500 and 20,000 square feet) to attract retailers not currently present.
- Promote additional hotel space, entertainment-oriented businesses, and residential/commercial mixed-use development in Downtown Evanston in order to attract more people to the area.
- Encourage the continued collaboration between the many stakeholders (e.g., Evmark, the Evanston Chamber of Commerce, Evanston Inventure, the Research Park Board, and the City) who work for the betterment of Downtown Evanston.
- Identify and protect Downtown's historic landmarks.
- Promote Downtown Evanston as a viable tourist destination.
- Update the 1989 *Plan for Downtown Evanston*.

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Encourage a compatible mix of land uses in the Downtown.

- ❑ Support adaptive reuse ideas that bring new life to existing buildings and which work to preserve the balance of uses (office, retail, residential) in Downtown Evanston.
- ❑ Assist in marketing Downtown office space to firms of all sizes; consider the CBD as a potential alternative for the site of City agencies currently located at 2100 Ridge Avenue.

Preserve and enhance both access and ambience through Downtown capital improvements.

- ❑ Prioritize the continued public and private reinvestment in and renewal of streets, sidewalks, street lighting, landscaping, and other amenities.
- ❑ Promote and assist Downtown facade improvements.
- ❑ Support the creative redevelopment of the Sherman Avenue parking garage with attention to improving parking access and enhancement of the exterior streetscape appeal of the structure.

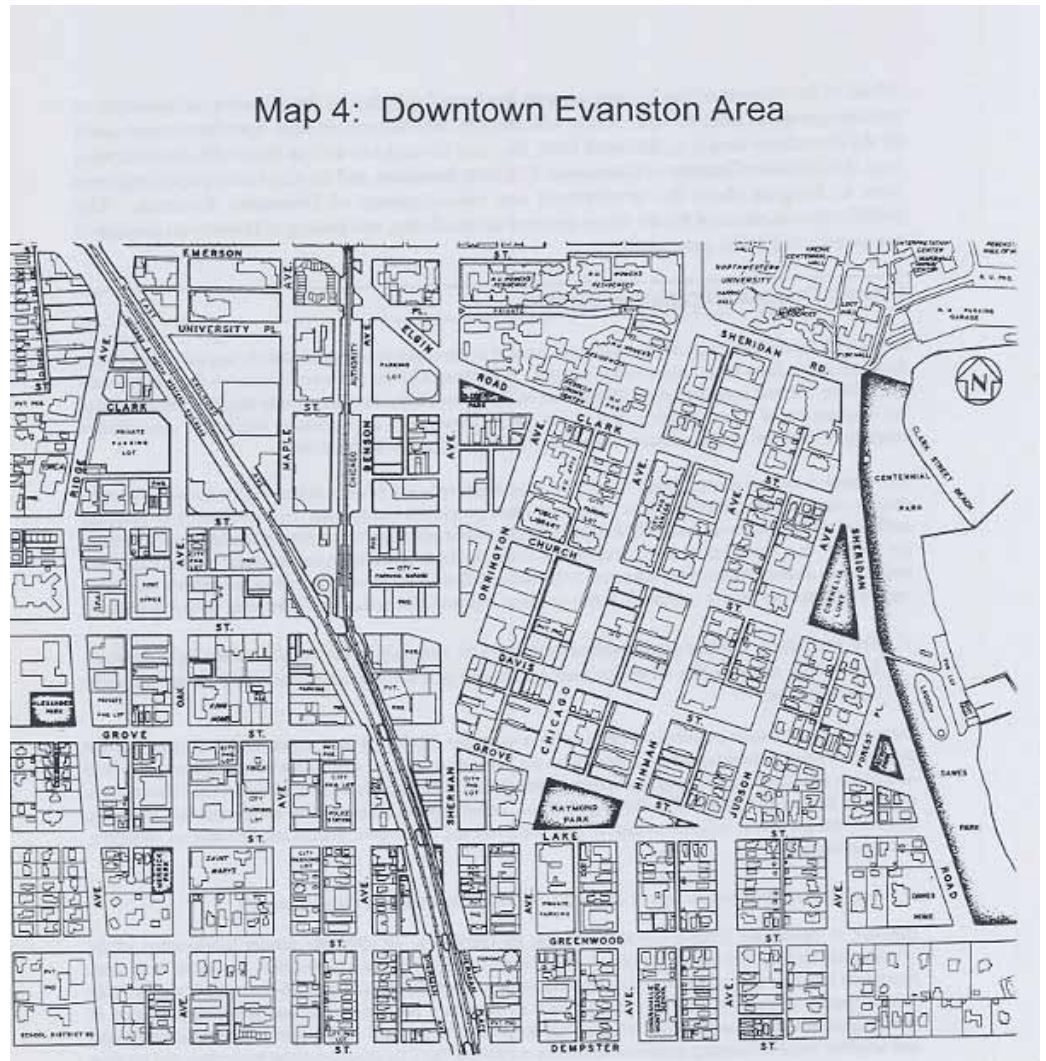
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## CENTRAL BUSINESS DISTRICT

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✓ The Comprehensive General Plan reemphasizes a goal of maintaining an economically vital Downtown that is an attractive and convenient center of mixed activity.

In 1989, the Evanston Plan Commission presented the *Plan For Downtown Evanston*, a document that identifies a number of issues related to the future of the Central Business District (CBD). The Plan addressed the economic growth and competitiveness of the Downtown marketplace, increasing development activity in the Research Park subarea, improving the physical ambience of the entire Downtown, and addressing traffic and parking concerns.




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### EVANSTON' S DOWNTOWN: DESCRIPTION

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For planning purposes, Evanston's CBD has been defined in the past as the area bounded by Ridge Avenue to the west, Hinman Avenue to the east, Lake Street to the south, and Emerson Street and Elgin Road to the north, (see *Map 4*). It is a 235 acre land area (111 of which are used as rights-of-way) that includes a core business area, the Research Park, the Davis Street businesses west of the railroad tracks, and several outlying areas in which the concentration of business activity lessens and residential activity increases thus blending into surrounding neighborhoods.

What makes Downtown Evanston different from neighborhood business districts elsewhere in Evanston is its size, higher density of development, and its more extensive mix of uses. *Exhibit*

*13* depicts this mix, showing the share of floor area activity occupied by the different uses: retail, office, services, public/semi-public (e.g., the Evanston Public Library and several places of worship), and residential. The mix of uses in the area is characteristic of older cities, and it has helped to keep Downtown Evanston economically vibrant in a time when other Central Business Districts with a lesser mix of uses have not fared as well.

Starting in the 1950's, as suburban shopping malls drew people away from traditional Downtowns, the presence of both office users and residents in Downtown Evanston has helped to sustain the population density necessary to support the area's retail establishments. Efforts to attract new office users and residential development are important to further strengthen the area's market.

At the same time, the mix of businesses must remain diverse in order to provide attractions both for those already in the area and for those thinking about coming to Downtown Evanston. The mix should continue to include restaurants and varied retail goods and service establishments and should be augmented through the addition of more hotel space and entertainment activities. Such activities, including cinemas and a performing arts venue, would bring more activity to the area, particularly during evenings and weekends.

Much of the success of the Downtown area has been facilitated by the effective collaboration of multiple groups of stakeholders. Along with property and business owners, agencies focused solely on the Downtown area (i.e., Research Park, Inc., and Evmark) as well as those with citywide roles (e.g., the Evanston Chamber of Commerce, Evanston Inventure, and the City) have played important roles in bringing about the development and redevelopment of Downtown Evanston. This collaboration is essential for the future because the marketing and leasing of Downtown property is not coordinated by its own nature.

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## ONGOING CHANGES IN DOWNTOWN EVANSTON

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Along with the desirable mix of uses and businesses, it is important to recognize that the appeal of Downtown Evanston also relates to its attractive appearance. In keeping with the *Plan for Downtown Evanston*, public and private interests invested nearly \$50 million in Downtown infrastructure. These improvements included the construction of a new transit center, a new public library, and an aggressive streetscape revitalization program to renovate streets, parking, sidewalks, lighting and public landscaping.

The attention to civic design found in each of these improvements helps to promote Downtown Evanston's distinct character and pedestrian feel. At a time when people are recognizing the homogeneity of shopping malls and are looking more favorably at distinctive Downtown shopping areas, their patronage cannot be taken for granted. In a Plan Commission survey of Evanston residents (featured in the appendix of this document), respondents indicated a stronger attraction to Downtown Evanston than to other shopping centers, averaging eight trips there per month compared to two or fewer trips to Old Orchard and other area shopping malls.

- ✓ *For the future, careful maintenance and periodic renewal of the area's public infrastructure (sidewalks, street lights, benches, and public art) is a critical objective of the Comprehensive General Plan.*

Perhaps the most important public facilities in the area are the City's parking garages, surface parking lots and metered on-street parking spaces. Current plans for renovating the Sherman Avenue Parking Garage, as well as making other parking and signage improvements, should be implemented. Parking in the Downtown is discussed further in *Chapter 11: Parking System*. Future capital improvement investment in Downtown Evanston should aim to enhance its appeal as a distinctive and convenient destination for business, shopping, and entertainment.

- ✓ *Evanston should encourage a compatible mix of land uses in the Downtown.*

Housing in Downtown Evanston is also an issue for the future. In 1996, the former headquarters of the Washington National Insurance Company was demolished and replaced by the *Park Evanston*, a 24-story apartment building with a Whole Foods grocery store and several smaller ground-floor retail spaces. This redevelopment project was an opportunity to both recapture property taxes lost after the departure of Washington National Insurance and to attract more residents to the area. While new residential development and adaptive reuse of existing structures should be supported, the City should support businesses and services that are amenities in a thriving neighborhood and a thriving business area. Likewise, the City should promote design standards for rehabilitation as well as new construction to maintain and enhance the existing visual context of the area.

✓ *The objective of ongoing strategies should be to enhance the economic vitality of Downtown Evanston.*

Regional economic changes have shifted the focus of many corporate headquarters from the Chicago region's core to locations in distant suburbs along interstate highway corridors. Since the depiction of Evanston as a "headquarters city" is no longer as accurate as it once was, economic development strategies should consider the role of existing office space. These properties should be marketed as locations for new firms of all sizes as well as candidates for adaptive reuse.

As mentioned in *Chapter 7: Public Buildings*, the Civic Center (2100 Ridge Avenue) may relocate in the near future, depending upon the final assessment of costs associated with renovating the current facility. Were the City to relocate its agencies, the Central Business District should be considered a viable location that would benefit from the addition of City employees to the population of office workers. Meanwhile, new office construction in the Research Park should be aggressively pursued as part of a strategic marketing, attraction, and incubation program for high-tech industry development in Evanston.

Finally, while the increased presence of restaurants in Downtown Evanston has strengthened the area's appeal in many ways, Downtown Evanston also needs to maintain a strong mix of retail goods and services. A balance of regional and national retail chains and distinctive local businesses is important for a healthy retail mix. The combined efforts of Evmark, the Chamber of Commerce Evanston Inventure, the City, and others to improve the retail mix in the Downtown area should continue.□

GOAL: Support the growth and evolution of institutions while recognizing that they are part of their mostly residential surroundings.

OBJECTIVES:

POLICIES/ACTIONS:

ASSURE THAT INSTITUTIONAL DEVELOPMENT ENHANCES SURROUNDING NEIGHBORHOODS AS WELL AS THE ECONOMIC DEVELOPMENT OF EVANSTON.

Support an outstanding

- Monitor institutional development and evolution using land use regulations to guide effects and limit negative impacts on the surrounding community and adjoining land uses.
- Enhance communication between the City and Northwestern University concerning long-range planning and development issues.
- Review zoning standards and parking regulations to work toward a balance between institutional needs and the quality of surrounding neighborhoods.
- Enhance discussions with local institutions to learn about their development plans; anticipate changes in institutional uses at specific sites and develop alternatives for their reuse.
- Encourage institutions to recognize their role in the greater community and to join with the City in neighborhood and community development initiatives.
- Seek to improve the dialogue with public schools on planning issues related to



educational system that provides a wide range of opportunities.

changing facility needs and resulting impacts on the community.

- ❑ Communicate with public schools on subjects of community-wide concern, such as public health, safety, and economic development.
- ❑ Collaborate with schools in offering strong educational programs as well as recreational activities that provide positive leisure alternatives for Evanston's youth.

## INSTITUTIONS

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Along with Northwestern University, many prestigious institutions are located in Evanston, including two large hospitals (Evanston and St. Francis), four other institutions of higher learning (Kendall College, National-Louis University, Garrett Evangelical Seminary, and Seabury-Western Episcopal Seminary), seventeen public schools, over eighty places of worship, and multiple housing establishments for the retired and elderly. *Map 5* shows the locations of Evanston's major educational, health care, and retirement institutions. (Places of worship are not shown.) Evanston City government is considered separately in *Part II: Public Facilities*.

- ✓ *As a goal, Evanston should support the growth and evolution of institutions so long as the growth does not have an adverse impact upon the residentially-zoned adjacent neighborhoods.*

As a general land use type, these institutions provide for the daily needs of Evanston and the region. They prepare residents for productive places in society. They provide health care to people coming from well beyond the borders of Evanston. They are centers of cultural activity, such as music, art, and performance. And certainly Evanston's institutions, as sizable employers, produce a significant economic effect crucial to Evanston's economic development strategies. Among the top ten employers in Evanston are Northwestern University, both Evanston Hospital and Resurrection Health Care/St. Francis Hospital, School Districts 65 and 202, and Presbyterian Homes. Charitable institutions, such as Rotary International and the United Methodist Pension Board, are also some of Evanston's largest office users.

Since it is inevitable that some institutions will renovate, enlarge, or reduce in scale their operations in the future, it is important that the City maintain dialogue with the most sizable among them to be able to anticipate such changes. Although the City certainly cannot (and should not) prescribe policies to prevent such change from occurring, enforcing the standards of

the City's Zoning Ordinance is essential if proposed changes would disrupt the residential character and environment of surrounding neighborhoods. Special overlay districts for the hospitals or special zoning districts for university uses are the primary mechanisms for assessing and regulating such change.

✓ *As an objective, the City should work to assure that institutional development enhances surrounding neighborhoods as well as the economic development of Evanston.*

At times, the impacts of institutions, such as increased traffic and parking or unusual hours of operation, can encroach upon neighborhood quality of life. This imposition is often true of hospitals where the transition to greater outpatient treatment in recent years has resulted in an increased demand for parking. In general, a very difficult balancing act must be maintained between an institution's need for growth in order to remain viable and the interests of surrounding neighborhoods. While land use conflicts do emerge, it should also be recognized that institutions can be a great asset to the community. They have the ability to contribute resources toward

community and neighborhood development programs. The partnering of institutions with the City to solve social concerns is strongly encouraged.



Being the largest of community's institutions and the one that is most closely associated with Evanston's identity, Northwestern University deserves special attention. The City must of course recognize that part of maintaining this institution's high caliber lies in supporting its growth and capital improvement. As this occurs, University planning should take into account the character of the neighborhood west of Sheridan Road, east of Sherman Avenue, between Central and Emerson Streets. Development of University-owned property in this area should be respectful of the balance that exists between single-family homes, student housing, and institutional uses. Both the University and its neighbors have an interest in protecting the desirability of this primarily residential neighborhood. Kendall College, although a smaller institution, is also located in this vicinity and should be equally involved in discussions about future development plans.

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## I N S T I T U T I O N S   A N D   E C O N O M I C   D E V E L O P M E N T

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Evanston's larger institutions and charitable organizations are an engine of the local economy through the thousands of jobs they provide and the many consumers that they bring to the community each day. Efforts to work with these institutions to increase awareness of their long-term development goals or concerns should be an ongoing City policy. In those instances where an institution decides to leave a specific site, the City should assist marketing the site for alternative uses.

Also related to economic development, a contentious issue for some surrounds the tax-exempt status of these organizations. Although they use City services (e.g., police and fire protection), due to their tax-exempt status, institutions that own land do not directly support Evanston's property tax base. Finding methods for these institutions to pay their share of costs has become a topic of debate over the years. A portion of the burden may be off-set by the employment base and the significant economic multiplier effect supported by the larger institutions. However, there are concerns about the increasing number of smaller social service agencies in Evanston that have taken property off of the tax rolls. Discussion and planning with agencies and surrounding municipalities to share the provisions of social service for those in need is strongly recommended

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## P U B L I C   E D U C A T I O N

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A final issue to be addressed involves Evanston's public schools. *As an objective, Evanston should support an outstanding educational system that provides a wide range of opportunities.* The future reputation of Evanston as a desirable place in which to live depends in large part on the continued strength and reputation of its schools. While the school districts and the City are separate governing jurisdictions, planning for the future must recognize their shared concerns. Quality education affects land use planning because it is a key factor in household location decisions. The City and the schools should work collaboratively at designing programs that address matters of public safety and economic development. As discussed in *Chapter 4: Business, Commercial & Industrial Areas*, such ongoing collaboration should be an ongoing

strategy in enhancing the business district near Evanston Township High School at the intersection of Church Street and Dodge Avenue.

Planning for changes in enrollment patterns and subsequent changes in the demand for facilities should also be the subject of increased collaboration between the schools and the City. High quality educational facilities keep Evanston competitive with other communities as an attractive place to live. The schools are encouraged to continue their efforts at enhancing the quality of their buildings and to do so in as cost effective a manner as possible. It is recognized that, in a time when potential Evanston residents compare our services to those of other communities, our schools--both in their academic and physical excellence--must be state-of-the-art.□

## Part II: Public Facilities

CITY BUILDINGS

PARKS AND RECREATION AREAS

COMMUNITY UTILITIES

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This section of the Comprehensive General Plan focuses on sites and facilities that are primarily the responsibility of local government. Future needs and priorities of this type are grouped under the following headings: *City Buildings*, *Parks and Recreation Areas*, and *Community Utilities*.

One of the functions of local government is to provide a variety of buildings, outdoor recreation areas, utilities and services to assist its citizens in maintaining a high quality of life. Some facilities are highly visible such as parks and public buildings. Others are not as apparent. Water and sewer lines, for example, support existing development and allow for new physical growth while being hidden from general view.

Each year, as part of its annual budget preparation process, the City prepares a Capital Improvement Program (CIP). The CIP is a policy document that commits funds for public improvements during the fiscal year. It also establishes the direction for capital planning in the years that follow. CIP projects address the improvement of circulation infrastructure, public buildings and utilities, and parks and recreation facilities.

- ✓ *In general, the Comprehensive General Plan recommends that future investment in Evanston's public facilities focus on the strategic maintenance of existing assets.*

The Long Range Flood and Pollution Control Plan (discussed in *Chapter 9: Community Utilities*) is an example of an extensive investment undertaken to rectify a number of problems associated with Evanston's storm and sewer system. Another example is the installation of replica Tallmadge streetlights completed in the mid-1980's. Such significant public investments, once completed, must be preserved by an ongoing commitment to maintenance.

GOAL: MAINTAIN FULLY ACCESSIBLE, MODERNIZED PUBLIC BUILDINGS THAT SERVE THE VARIOUS NEEDS AND INTERESTS OF EVANSTON RESIDENTS.

OBJECTIVES:

POLICIES/ACTIONS:

Assess City buildings to determine cost-effective strategies for maintenance, renovation, and accessibility improvements.

Approach acquisition and construction of new public buildings in

- Systematically evaluate City-owned buildings in terms of their quality of service delivery; prioritize maintenance and renovation planning accordingly.
- Incorporate new computer and telecommunications technology into public buildings in order to improve time and cost efficiency of service delivery and to meet increasing demands of information access.
- Continue to bring all public buildings into compliance with the Americans with Disabilities Act (ADA).
- Establish a consolidated Police/Fire Department Headquarters at the 1454 Elmwood Avenue facility and include a secondary 9-1-1 Center.
- Renovate fire stations #3 and #5.
- Complete the evaluation of issues involved with maintaining and improving the current Evanston Civic Center; consider alternatives for reuse of the structure should relocation of City

- terms of improved quality of service and fiscal prudence.
- agencies prove a cost-effective alternative.
- ❑ Assess the feasibility of establishing a new full-service recreation center in South Evanston in order to improve access to recreation programs in that area.
  - ❑ Continue public investment in art, as per the direction of the *Public Art Ordinance*, and include consideration of art in the planning and design phase of public building projects.
  - ❑ Encourage highest quality design in new public buildings.

## CITY BUILDINGS

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The City of Evanston operates and maintains forty-five buildings totaling approximately 800,000 square feet of space designated for various functions (*see Map 6*). These buildings range in size from the 144,000 square foot service center, where the City maintains its fleet of vehicles, to multiple beach and field houses each less than 900 square feet in size. City buildings also range in age. The oldest wing of the Evanston Civic Center (2100 Ridge Avenue), formerly a residential parochial school, was constructed in 1901. The newest City-owned buildings are the recently completed Fire Station #1 (located at Emerson Street and Wesley Avenue) and the new public library which opened in 1994.

Along with those mentioned above, other City buildings include four community recreation centers (the Chandler-Newberger, Fleetwood Jourdain, Robert Crown, and Levy Centers), the Noyes Cultural Arts Center and the Evanston Art Center, two branch libraries, five fire stations, the police headquarters with substations in various locations, an animal shelter, the water plant and related facilities, the ecology center, and two parking garages. (Several of these facilities are also discussed elsewhere in the Comprehensive General Plan. For example, City parking facilities are discussed in *Chapter 11: Parking System*. The Noyes Cultural Arts Center and the Evanston Art Center are discussed in *Chapter 15: the Arts*.)

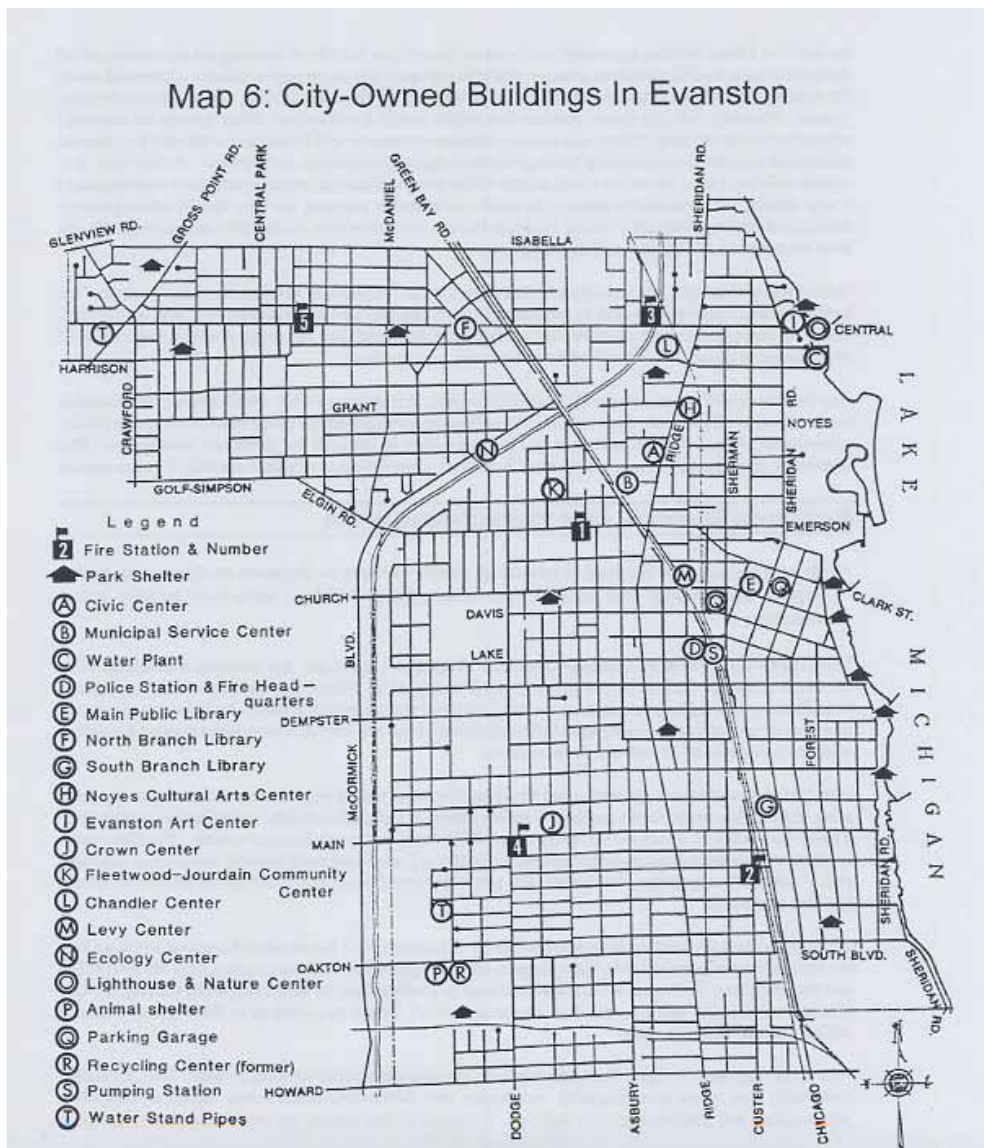
The City should systematically evaluate the types of services to be provided in these locations and conduct maintenance and renovation programs accordingly. It is important that the City



regularly examine the services provided by its different buildings and work toward meeting the changing needs of the public. Ideally, Evanston citizens as well as visitors should find the same modern conveniences and amenities they are accustomed to finding elsewhere. In some instances, this will involve renovating existing structures. In other cases, acquisition or construction of new buildings may be a cost-effective approach. To promote the aesthetics of the community, attention to the quality design of civic spaces is highly encouraged.

Recreation needs in south Evanston are a long term consideration for the City. Served by both the City Recreation Division and the Ridgeville Park District, the area of Evanston located south of Oakton Street would benefit from a full-service recreation center. While the Ridgeville Park District currently provides many recreation programs, what is missing is a sizable indoor center with flexible space for recreation activities. Current investigation of potential sites and opportunities for such a facility should continue.

Also of long term consideration for the City is the future commitment to maintaining the Civic Center on Ridge Avenue. The Civic Center serves not only as Evanston's City hall but also as the site of offices of state and U.S. legislators, several Evanston community groups, and the Lekotek Center--a company that conducts research into the development of educational toys for



children with special needs. Leading up to the City's decision to move to this location in 1979, a Mayoral commission was charged with the task of evaluating needs and potential sites. The decision to leave the former municipal building was the result of a much felt need for a larger facility that would bring together multiple departments scattered in a number of inefficient and aging structures. At present, the primary concern about the facility at 2100 Ridge Avenue relates to the long-term cost effectiveness of upgrading and continually maintaining this aging structure.

As the Civic Center building approaches one-hundred years of age, the City is assessing the investment needed for maintenance, building code compliance, and efficient space allocation improvements. Continued use of the building will require extensive rehabilitation of mechanical, plumbing, HVAC, life/safety and electrical systems. Ultimately, the City should consider how public benefit is maximized: either through the continued reinvestment into an aging property (an amount estimated at upwards of \$15 million) or through the potential investment associated with moving local government agencies elsewhere in Evanston. At this time, it is conceivable that such a relocation could include either the use of existing office buildings or construction of a new facility. If relocation is deemed the most cost effective measure, the City should assess potential locations--including Evanston's Central Business District, in terms of easy accessibility and maximum benefit from the presence of City Hall and its employees.

In the event of relocation, the building at 2100 Ridge Avenue is a potential candidate for adaptive reuse. The benefit of such a conversion would be the addition of this valuable land to the property tax rolls. At this time, in light of strong demand for multi-family housing, the existing building has strong potential as a residential use, depending on costs associated with any necessary construction.

Any construction of new public buildings should continue to trigger the *Public Art Ordinance*. Discussed in greater detail in *Chapter 15: the Arts*, this 1991 ordinance mandates that up to one percent of the cost of City construction projects costing more than one million dollars be set aside for public art installations. This investment should continue as a reflection of Evanston's commitment to a refined aesthetic for civic spaces.

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## MAINTENANCE, RENOVATION, AND ACCESSIBILITY IMPROVEMENTS

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✓ *In order to achieve the goal of providing quality services to Evanston residents and guests, regular maintenance and periodic renovation of City buildings must be a primary policy objective.*

This is particularly true when buildings show signs of aging and heavy use. For example, it is estimated that the City's recreation facilities experience demand in excess of six million user hours annually. In response to such heavy use, aggressive maintenance and occasional renovation are critical. A thorough analysis and inventory of needed improvements at all buildings should be made in conjunction with the detailed assessment of future services to be provided at these locations.

In the list of municipal services, police and fire protection are of utmost importance to a community. In recent years, the City has undertaken a number of improvements in recognition of this, including the completion of a new Fire Station #1 located at the intersection of Wesley Avenue and Emerson Streets. The City should continue with its subsequent plans to renovate the facility at Lake Street and Elmwood Avenue as a combined police and fire headquarters. Evaluation and potential renovation of the Fire Stations #3 and #5 should likewise be pursued.

Technology plays a role in improving public safety. Evanston's 9-1-1 Center should continue to incorporate the latest advances in information technology in order to continually improve response time for both police and fire protection. Following the successful passage of a referendum for additional public funding, the City should continue with plans to establish a secondary 9-1-1 Center as a backup in the event of technical difficulties with the main center.

New technology and emerging innovations help to improve other public services as well. The City should continually seek ways to strategically incorporate new telecommunications and electronic computing infrastructure into traditional service delivery. Examples of this include the implementation of Evanston Geographic Information System (EGIS), which provides electronic access to information about land use and City engineering data, and a building permit and project tracking database. As discussed in *Chapter 9: Utilities*, the implementation of the "Technopolis Evanston" project will connect homes and businesses via a high-speed, broad band computer network. As the world moves toward increasing "on-line" connections, local government services should be examined in the context of creating a "virtual town hall" environment where functions such as permit and license applications can be done from remote locations and with increased efficiency.

Finally, accessibility to public buildings is also an important issue. The *Americans with Disabilities Act* requires that all public facilities be made accessible to all members of the general public. The City has completed an analysis of its properties and has identified seventeen facilities where modifications are needed. Implementation of these modifications should be a top priority. □

GOAL: A SYSTEM OF HIGH QUALITY PARK AND RECREATION AREAS THAT MEETS THE VARYING RECREATION AND LEISURE INTERESTS OF EVANSTON RESIDENTS.

OBJECTIVES:

POLICIES/ACTIONS:

- 
- |  |  |
|--|--|
| Preserve and enhance existing parks while seeking opportunities to increase the amount of park land in Evanston. | <ul style="list-style-type: none"><li><input type="checkbox"/> Preserve land dedicated as public park and open space while searching for ways to increase facilities, programs, and the amount of leisure space available throughout Evanston.</li><li><input type="checkbox"/> When feasible, retain the open space school grounds provide even if no longer needed for school purposes.</li><li><input type="checkbox"/> Continue to catalog in detail the conditions of existing park facilities; undertake strategic reinvestment in landscaping and infrastructure through park master planning efforts.</li><li><input type="checkbox"/> Protect and enhance lakeshore parks and beaches recognizing their particular importance to Evanston's distinct quality of life.</li><li><input type="checkbox"/> Continue to pursue private, federal and state grant money that is or may become available to local municipalities for park acquisition and development.</li><li><input type="checkbox"/> Work with the Metropolitan Water Reclamation District, the Villages of Skokie, Wilmette, and Lincolnwood, and</li></ul> |
|--|--|

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various park districts to plan for recreational use of the *North Shore Channel*.

Provide recreational programs to meet the leisure-time interests of all Evanston residents.

- ❑ Provide recreational programs that are within the financial means of all Evanston residents, including the search for opportunities for establishing a recreation center in South Evanston.
- ❑ Assess changing recreational interests and demands; improve facilities and redesign programs accordingly.
- ❑ Install recreation facilities and equipment that meet the highest standards for accessibility and safety.
- ❑ Work with other communities and institutions (e.g., other park districts, schools, religious organizations, social service agencies) to coordinate and share recreation programs and services for the general public.

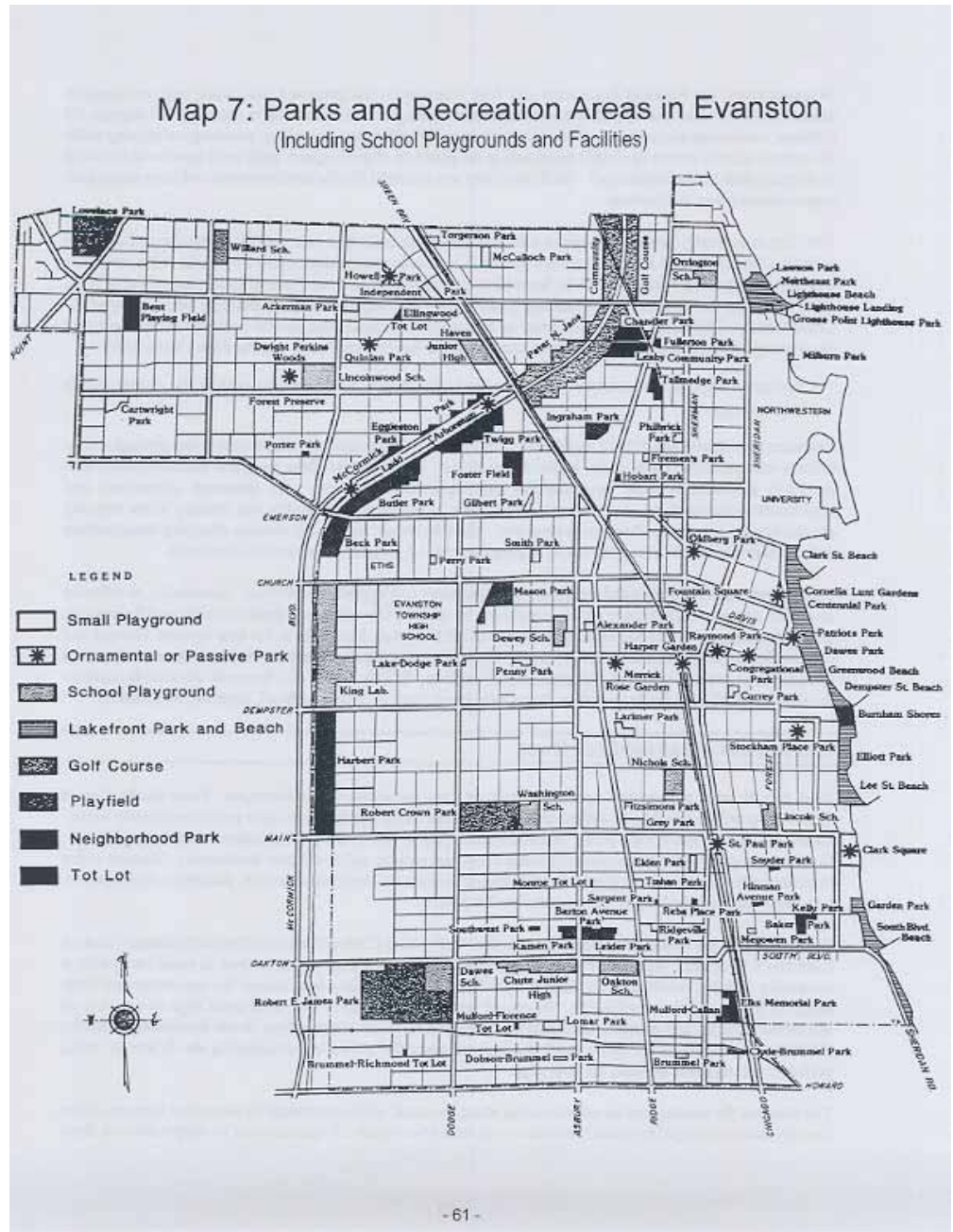
## PARKS & RECREATION AREAS

- ✓ *As a goal, Evanston should maintain existing park and recreational areas and continue to offer recreational services to meet the varying interests of Evanston residents.*

Evanston has 91 parks totaling approximately 300 acres of land. *Map 7* on the following page shows the location of parks and recreation areas in Evanston. The City of Evanston owns and maintains 67 of these parks and maintains eleven more on land leased from other entities. The Ridgeville Park District, the Lighthouse Park District, and the Cook County Forest Preserve (all separate units of government) operate the remainder. *Exhibits 14 and 15*, beginning on page II-14, outline information about park sizes, administrative organization, and types of recreation facilities.

- ✓ *As a general policy, though, the City should evaluate all opportunities for adding more park space.*

Parks and recreation facilities contribute considerably to the overall quality of life in a community. Evanston must continue to provide a high level of park and recreation service in order to remain a desirable place in which to live. Because Evanston is a fully-built community, there are limited opportunities for future acquisition and dedication of



public leisure space. It must be recognized that any marketable land will be sought for development to enhance the tax base.

Existing parks vary in size and type as indicated in the following list: three large playing fields--James Park, Crown Park, and Lovelace Park; a fifty-four-acre public golf course (the Peter N. Jans Community Golf Course operated by the Evanston/Wilmette Golf Course Association); multiple neighborhood parks (averaging two to six acres in size); lakefront parks and beaches; passive or ornamental parks; and finally small parks and tot lots (typically the size of a building lot). Roughly one-third of Evanston's parks are less than one acre in size.

Public recreation buildings, including five recreation centers, an ecology center, two art centers, and numerous field and beach houses, are located throughout the City Parks System. These buildings are the sites of most of the City's recreation programs. Long term policies for the maintenance and improvement of City-owned buildings are discussed in *Chapter 7: Public Buildings*. The City should continue preparing and maintaining an inventory and strategic improvement plans for recreation spaces and facilities.

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### QUALITY PARKS AND RECREATION PROGRAMS

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- ✓ *Evanston should make an objective of enhancing the quality of existing parks and recreation facilities.*

Over the long term, the City and other park agencies need to focus on qualitative improvements of existing parks. National standards for parks and recreation space from nearly a decade ago establish a desirable ratio of ten acres of park space for every one thousand people. With nearly 75,000 people and only 300 acres of park land, Evanston obviously falls far below this standard. Unfortunately, at a time when there is little land available for rededication as public space, it is unlikely that there will be many opportunities for expansion of park acreage. The focus should fall therefore on the quality of existing parks and recreation programs.

In recent years, the National Recreation and Park Association has proposed that, along with an adequate amount of park space, quality park systems need to be built upon a process of open planning that engages the different viewpoints and cultures of their communities. Whether they are taking advantage of playing fields for various athletic events or simply appreciating the presence of green space, park users need to be involved in shaping their public landscapes. Such principles are essential for the implementation of long-range park improvement plans in Evanston.

The City is currently working toward a master planning process that will establish specific and strategic objectives for improving all of Evanston's parks. While basic maintenance of all City parks will continue as a priority, major improvements will be focused on one to two parks over a two to three year period of time. This is an alternative approach to making minor, short-term improvements in multiple parks every year. Coordination of planning and implementation

efforts of this master plan should begin by including active involvement of users and nearby residents, the Parks and Recreation Board, and the Plan Commission.

- ✓ *Evanston should also continue to provide recreational programs to satisfy the community's leisure interests.*

Evanston historically has offered a wide range of recreation programs targeting preschoolers through senior citizens with interests in arts, crafts, athletics, and fitness. For the future, these programs should continue with particular emphasis on teen programs that provide Evanston's youth with important recreational and educational opportunities. An important contributor to neighborhood quality and stability is the ongoing opportunity for constructive recreation programs. The City should continually monitor changing demographics and recreation interests to ensure that an appropriate mix of programs and services is offered.

Particular recreational demands have grown in recent years and should be addressed. Specifically, as reflected in a 1995 *Attitudes and Interest* survey conducted by the City Department of Parks/Forestry and Recreation, greater recreation services should be provided in south Evanston, especially in the area between Howard and Oakton Streets, Ridge and Chicago Avenues. Current investigation of potential sites and opportunities for a full-service recreation center in this area should continue. Efforts should also be made citywide to increase the number of playing fields available for popular sports such as soccer, softball, baseball, and football.

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## SPECIAL PARK AREAS AND OPEN SPACE

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More than 40 acres of Evanston's park land is found along the shore of Lake Michigan. These lakefront parks include five public beaches as well as picnic areas, bike trails, tennis courts, and passive relaxation areas. Lakefront parks require high levels of maintenance due to heavy use and lakeshore weather conditions. Continuing capital investment should be made to counter erosion and to enhance landscaping. Because of the important role lakefront parks play in contributing to Evanston's desirable character, protection, maintenance, and occasional refurbishing is an important policy priority.

Another area of particular planning concern is the North Shore Channel/Sanitary District Drainage Canal on Evanston's west side. Although less intensely used than the lakefront parks, interest in canal land parks is increasing with the decision of the Skokie Park District to construct a boat launch for non-motorized boats along its portion of the canal banks. Increased recreational access to the canal rated high in a survey of recreation attitudes and interests in Evanston. In the future, if the Metropolitan Water Reclamation District (MWRD), which owns the canal land, implements plans for relocating or adapting the Wilmette locks, probably will increase demand for boat slips.

The potential for boating and an inland marina along the canal, while promising for recreation interests, raises concern about erosion of the canal banks due to increased boat traffic. A balance



must be sought between those who wish to use the canal actively and those who are interested in preserving it as a more passive, natural habitat. Such concerns should be addressed cooperatively through a joint review process that brings together the Metropolitan Water Reclamation District (from whom the land is leased) and local communities which lease the land, such as Evanston and Skokie. Non-motorized boating should be supported, with motorized boat ramps being restricted for maintenance purposes only.

Alongside the canal is the Ladd Arboretum. The Arboretum plays a unique role as a demonstration site for residential landscape trees and shrubs. The Arboretum should continually be maintained and enhanced as an easily accessible, multi-specie habitat important to the community.

Finally, it is also important to underscore another classification of parks. Throughout Evanston, passive or *ornamental parks* (such as the Merrick Rose Garden or Oldberg Park) enhance quality of life by providing points of beauty, quiet reflection, and simple green space in both busy areas and quiet neighborhoods. Ongoing maintenance and delicate landscaping of these spaces by the City and the voluntary support of private groups, garden clubs, and all citizens should be a priority.

Likewise, a high degree of sensitivity to maintaining all public and private green spaces (parks as well as parkways and private yards), must also be an ongoing policy priority in order to preserve Evanston's visual appeal. Included in such a policy priority is the aggressive protection of the more than 28,000 trees along Evanston streets, many of which are historic, old growth species.

In *Chapter 13: Community Design & Landscaping*, further consideration is given to policies and actions related to the importance of physical beautification through landscaping and urban forestry in Evanston. Maintaining current open space as open space is beneficial to the community. Even private property such as front, side or rear yards contributes to the quality of a neighborhood. As stated in *Chapter 3: Housing* and again in *Chapter 14: Historic Preservation*, the use of existing private open space for redevelopment should be weighed very carefully when large lots are proposed for subdivision and redevelopment. □

<u>City Parks</u>		<u>Acres</u>			<u>Acres</u>
1.	Ackerman Park	1.254	51.	Lunt, Cornelia Gardens	1.758
2.	Alexander Park	1.032	52.	Mason Park	5.155
3.	Baker Park	1.372	53.	McCormick Park*	3.000
4.	Beck, Eugene Park*	5.500	54.	McCulloch, Catherine Waugh Park*	1.703
5.	Bent, Horace E. Park	3.239	55.	Megowen, Vera Park	0.585
6.	Brummel-Richmond Tot Lot	0.163	56.	Merrick Rose Garden	0.535
7.	Burnham Shores Park	5.015	57.	Monroe Tot Lot	0.040
8.	Butler, Dr. Isabella*	11.060	58.	Morris, Jennifer Park	0.040
9.	Canal Lands (Greenleaf to Dempster)		59.	Oldberg, Arne & Mary Sloan Park	0.330
*6.900			60.	Patriots' Park	0.475
10.	Canal Lands (Payne to Green Bay Road)*		61.	Penny Park	1.139
4.180			62.	Perry, Adam Park	0.551
11.	Cartwright, Charles M. Pk	2.250	63.	Peter Jans Community Golf Course	54.000
12.	Centennial Park	10.550	64.	Philbrick Park	0.652
13.	Chandler Park	3.210	65.	Porter, Harry Hibbert Park	0.253
14.	Clark Square	4.896	66.	Quinlan Park	0.399
15.	Clyde-Brummel Park	0.478	67.	Raymond Park	1.746
16.	Congregational Park	0.670	68.	St. Paul Park South*	0.563
17.	Crown, Robert Park	14.714	69.	Sargent, Celia Park	0.083
18.	Curry, J. Seymour Park	1.580	70.	Smith, Elinora Park	1.065
19.	Dawes Park	12.392	71.	Snyder, Thomas E. Park	0.254
20.	Dobson-Brummel Park	0.458	72.	South Boulevard Beach Park	2.579
21.	Eggleston, Edward Park*	1.837	73.	Southwest Park	0.566
22.	Eiden, Charles B. Park	1.110	74.	Stockham Place Park	0.364
23.	Elks Memorial Park	0.189	75.	Tallmadge, Thomas Eddy Park	3.660
24.	Ellingwood Tot Lot	0.150	76.	Torgerson, Frank S. Park	0.599
25.	Elliot Park	7.624	77.	Trahan, Benjamin Park	0.483
26.	Firemen's Park	0.542	78.	Twiggs, William H. Park*	9.050
27.	Fitzsimon's Park	0.126			
28.	Foster Park	5.128	<b><u>Lighthouse Park District</u></b>		
29.	Fountain Square	0.087	<b><u>Acres</u></b>		
30.	Garden Park	1.355	79.	Bates Park	0.122
31.	Gilbert Park	0.435	80.	Fullerton Park	0.528
32.	Grey Park	1.557	81.	Grosse Point Lighthouse Park	1.586
33.	Harper Park	0.083	82.	Northeast Park	2.506
34.	Harbert, Elizabeth Boynton Park*	6.660			
35.	Hinman Avenue Park	0.196	<b><u>Ridgeville Park District</u></b>		
36.	Hobart, Marcus A. Park	0.143	<b><u>Acres</u></b>		
37.	Howell Park	1.147	83.	Brummel Park	0.872
38.	Independence Park	1.412	84.	Elks Park	2.954
39.	Ingraham, Samuel Gilbert Park	11.640	85.	Kamen Park (East)	1.895
40.	James, Robert E. Park	45.590	86.	Kamen Park (West)	2.500
41.	Kelly Park	0.327	87.	Leider Park	3.000
42.	Ladd Arboretum*	17.361	88.	Mulford-Callan Tot Lot	0.382
43.	Lake-Dodge Park	0.122	89.	Reba Park	0.338
44.	Larimer Park	1.427	90.	Ridgeville Park	1.971
45.	Lawson, Lawrence O. Park	1.647			
46.	Leahy Community Park	3.966	<b><u>Cook County Forest Preserve</u></b>		
47.	Lighthouse Landi ng	6.449	<b><u>Acres</u></b>		
48.	Levinson Tot Lot	0.277	91.	Dwight Perkins Woods	7.102
49.	Lomar, Leah Park	1.705			
50.	Lovelace, Walter S. Park	17.844			

\*Park land leased by the City of Evanston

15. PRIMARY LOCATIONS OF CITY RECREATION FACILITIES

(PARK NAME)	Baseball / Softball	Basketball Courts	Beach	Bike Path	Boat Ramp	Community Center	Formal Garden	Garden Plots	Golf	Gym	Ice Skating
Ackerman											x
Baker	x										x
Bent	x	x									
Burnham Shores			x	x	x						
Cartwright		x									
Centennial			x	x							
Chandler		x				x				x	
Clyde-BrummeI		x									
Crown	x	x				x				x	x
Dawes				x							x
Eggles ton		x									
Elliot t			x	x							



dge											
Twigg	x	x		x				x			

15 (CONTINUED). PRIMARY LOCATIONS OF RECREATION FACILITIES

(PARK NAME)	Jogging Path	Nature Trail	Picnic Areas	Playground Equipment	Racquetball	Rest-rooms	Shelters	Sledding	Soccer Fields	Tennis
Ackerman				x		x	x			x
Baker				x		x	x			
Bent				x		x	x			x
Burnham Shores	x		x	x		x	x			x
Cartwright				x				x		x
Centennial	x					x	x			
Chandler					x	x				
Clyde-Brummi										
Crown						x			x	x
Dawes	x		x			x	x			
Eggleston				x						

Elliot t	x		x			x				
Fleetw ood Jourda in				x		x				x
James				x		x	x	x	x	x
Ladd Arbore tum	x	x				x				
Lari me r				x			x			
Leahy			x	x		x	x	x		x
Li ghth ouse Landi n g		x				x	x			
Lovel a ce			x	x		x	x	x	x	x
Mason	x		x	x		x	x	x	x	x
Merri c k										
Penny				x				x		
Peter Jans Gol f Course						x				
South Boul ev	x			x		x	x			

ard										
Tal I ma dge				x		x				
Twigg	x		x	x						

<b>COMMUNITY UTILITIES</b> <b>Chapter 9</b>
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GOAL: TO MAINTAIN AND ENHANCE UTILITY SYSTEMS THAT ENABLE BOTH QUALITY COMMUNITY SERVICE AND ECONOMIC DEVELOPMENT THROUGHOUT EVANSTON.

OBJECTIVES:

POLICIES/ACTIONS:

Maintain a streetlight system that provides adequate illumination for pedestrian and driver safety.

- Study the costs, benefits, and desirability of increasing the illumination of neighborhood streetlighting throughout Evanston.
- Provide ongoing standard maintenance for the streetlight system.

Invest in annual maintenance of Evanston's water and sewer systems.

- Initiate a study of the current water system to establish the most efficient measures for maintenance and improvement.
- Complete the ongoing sewer improvement strategy, stressing preventive maintenance as an ongoing policy for the future.

- Maintain Evanston policies and agreements relating to energy and telecommunications services current with industry changes
- ❑ Promote the City Energy Policy (see page 11-22).
  - ❑ Complete assessment of energy franchise alternatives and prepare for deregulation of electric utility services; advocate to influence emerging deregulation.
  - ❑ Support the use of alternative energy sources whenever possible.
  - ❑ Pursue "Technopolis Evanston," a public-private partnership working to install a community-wide high-speed fiber optic network to improve the speed of Internet access for Evanston residents, employers, and service providers.
  - ❑ Where cost-effective, consider relocation and burial of overhead utility lines for both maintenance and aesthetic benefits.

## COMMUNITY UTILITIES

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This chapter considers the long-range adequacy of basic public utilities in Evanston. Included are the streetlights, and water and sewer services which the City provides. In general, the policy priorities for these matters focus on long-term maintenance of existing systems. Also discussed are energy and telecommunication services that are provided by private firms. Policies for these utilities focus on the need for Evanston to respond to industry changes and technological advancements and to lobby for quality service delivery.

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### STREETLIGHTS

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In the early 1980's, the City invested \$20,000,000 in its streetlighting by replacing the 50-year-old streetlights with a modern system. Although the new system is modern electrically, the poles



and fixtures are replicas of the antique lights they replaced. These lights were designed originally by Thomas Tallmadge in 1931 and add considerably to the visual charm and historic character of Evanston. These lights are found in most neighborhoods and were designed to provide a low level of lighting relative to the much brighter lights located throughout Chicago.

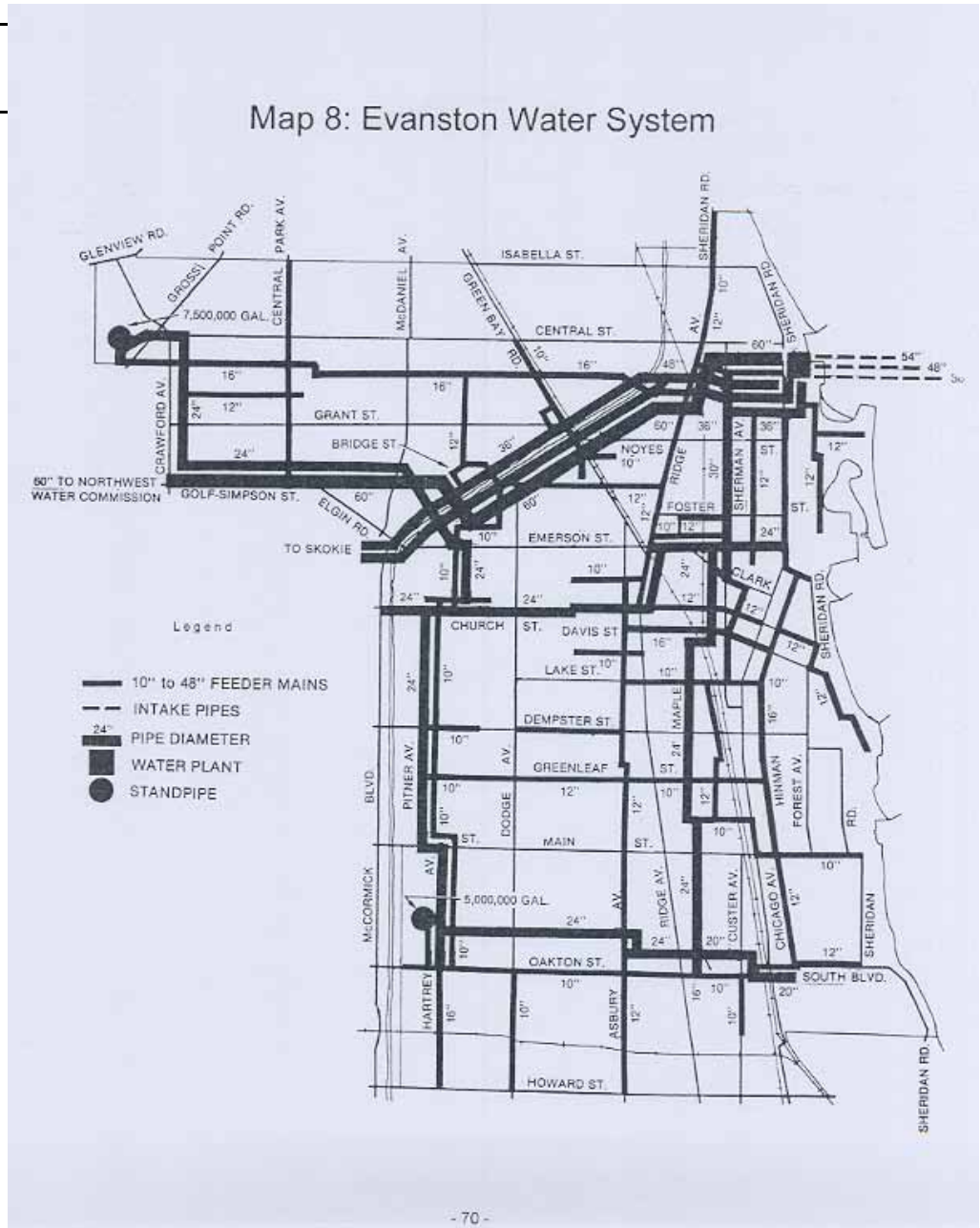
In some areas in Evanston, such as along certain major streets and in some neighborhoods, brighter streetlights that are not of the Tallmadge design were installed. These lights, called *davit arms*, are more contemporary in appearance, with taller smooth poles and simple arms which extend over the street. In the Downtown area, the 1997 streetscape revitalization project included a mixture of davit arm and Tallmadge units. In this area, the davit lights provide the bulk of the light while the Tallmadge fixtures illuminate the sidewalks and give an even lighting level by eliminating dark areas.

As of the 1986 Comprehensive General Plan, it was estimated that the investment in this new streetlight system would last for approximately fifty years with standard maintenance. At this point, standard maintenance will involve routine underground cable repair and the replacement of bulbs and ballasts inside each fixture. (Ballasts are an electrical component found inside the fixtures that regulate the flow of electricity to the bulb. As ballasts near the end of their useful life of about 15 years, they are unable to operate the lamp at full power. Light output is noticeably reduced.)

Prior to embarking on a large scale ballast replacement effort, it is appropriate to consider the conversion of the system to a different internal light source. The costs and benefits of different systems should be evaluated before approving any specific replacement policy. The existing lights are *mercury vapor*, a light source which is not as efficient or visually pleasing as some other options. Another choice for streetlighting is a *metal halide* lamp. The metal halide lights are more efficient and would provide a brighter light using the same wattage bulbs--and at the same electricity cost. (Metal halide fixtures were used in the above-mentioned Downtown project). Whichever option is pursued, the Tallmadge light fixtures should be retained as the primary streetlight fixtures in Evanston's neighborhoods.

## CITY WATER SYSTEM

Evanston's location on Lake Michigan guarantees both a reliable supply of water for residents as well as a means for generating income for the City. Evanston's water system, which draws in water from as far as a mile offshore, produces a supply far in excess of Evanston's local demand. The City is thus able to sell water to other communities, such as the Village of Skokie and the communities served by the Northwest Water Commission (NWC). A map of the major water system within Evanston is located on the following page.

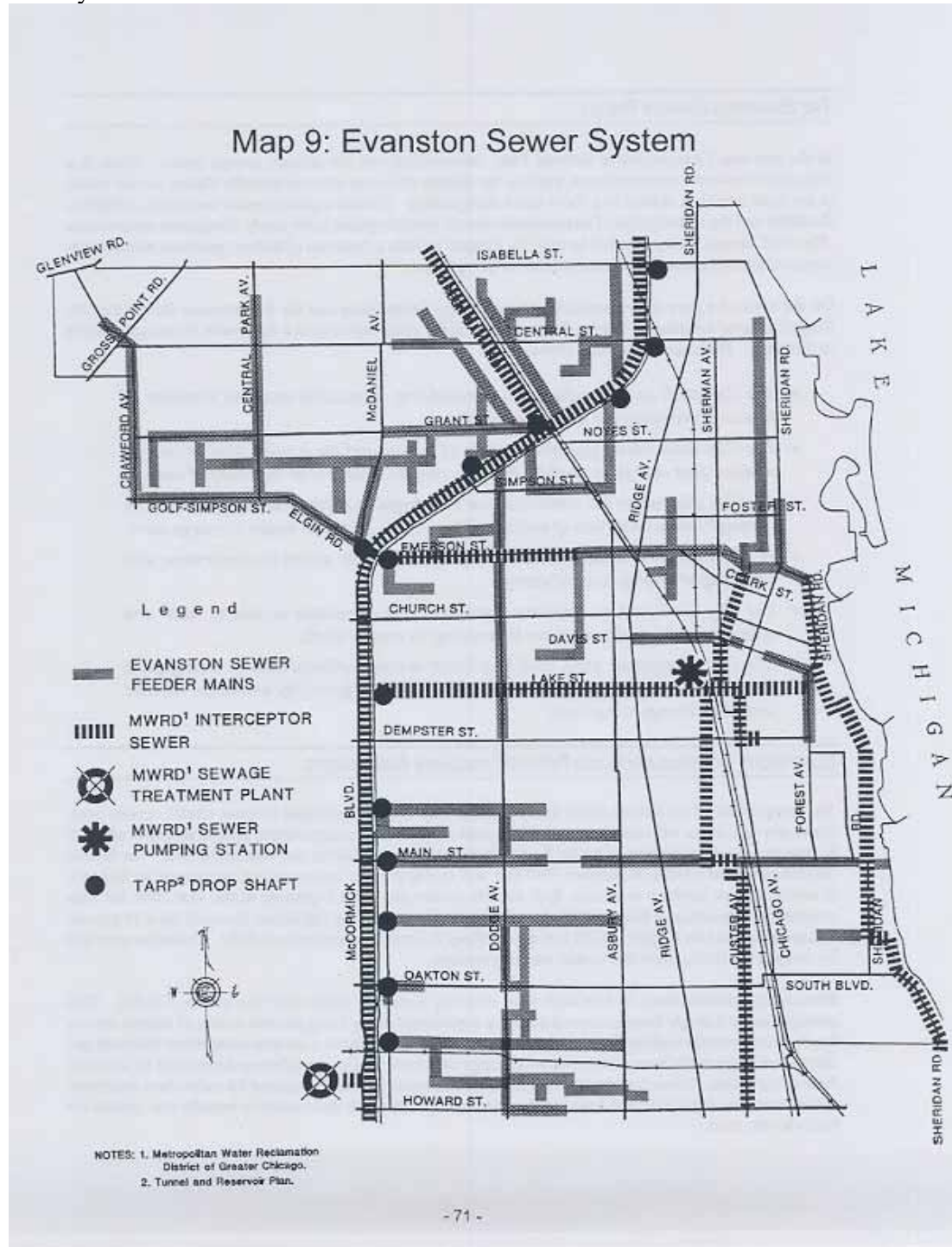


It is critical for the City to undertake regular improvements to the system in order to maintain a safe and adequate water supply. It is not anticipated at this time that any significant alteration of the existing water distribution system be undertaken. Evanston, as a mature community, is both fully built and fully served. In most areas, the existing water distribution infrastructure can accommodate increases in demand that may result from future development. While the total supply of water is sufficient to accommodate new development, occasionally, expanded infrastructure will be needed at specific sites when increased density of development is proposed.

Evanston distributes the third largest clean water supply in the State of Illinois, following only the City of Chicago's two systems in the production of finished water. In 1996, the water system

pumped more than 16 billion gallons of water. From this, 20.7 percent was pumped to Evanston residents, 24.4 percent to Skokie, and 54.9 percent to the NWC. In recent years, slight decreases in the production and distribution of finished water have been recorded. This fact is attributed in large part to wet springs and summers--normally dry seasons in which water is consumed more heavily.

Map 9: Evanston Sewer System



In 1988, the then ten-year-old water system infrastructure report was updated to assess the condition of the system and its components and to determine areas where improvement measures were needed. At this time, the Evanston water plant and distribution system should be the subject of a similar study. Such an evaluation should ensure that improvements made over the next ten years are consistent with overall needs and will allow the system to provide reliable, cost efficient service in the future.

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## CITY SEWER SYSTEM

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Evanston's sewer system is presently undergoing significant rehabilitation. The Comprehensive General Plan adopted in 1986 stressed the need for a long-range sewer improvement strategy to be put in place. Installation of the original system began in the 1890's and was completed in the 1930's. A map of today's major sewer system is located on page 21. By the 1980's, the system was in need of general renovation as well as a strategic plan for addressing several issues, namely basement sewage backup (a recurring cause of expensive property damage), street flooding, and pollution runoff into the North Shore Channel.

In 1991, the City of Evanston debuted its *Long-range Sewer Improvement Plan*. The plan was put together to take advantage of a Metropolitan Water Reclamation District (MWRD) plan which, upon completion, will feature 125 miles of deep tunnels and three quarry size storm water/sewage reservoirs. Implementation of the plan will combine the addition of flow restrictions to the existing system and the construction of a new relief sewer system. Ultimately, these measures will reduce the frequency of the above-mentioned problems to about once in ten years for street flooding and once in one hundred years for basement backups.

The public investment needed to complete this project, including the sewer work and resulting street improvements, is significant. The projected cost is in excess of \$150 million. As was the case for long term priorities for streetlights, once the Long-range Sewer Improvement Plan is completed, the policy priority for the sewer system needs to focus on its efficient maintenance over the long term. Like Evanston's water infrastructure, the sewer system will accommodate future development with occasional need for site-specific modifications to allow increased density.

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## THE EVANSTON ENERGY POLICY

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In the previous Comprehensive General Plan, conservation was the primary energy theme. While it is important to promote conservation as a policy, the essence of energy issues (especially electric service issues) at the local level has shifted to a focus upon deregulation. Current concerns relate to pricing, reliability, flexibility and the investigation of all reasonable electric service options in the newly deregulated environment. The 1995 Energy Policy adopted

by the City Council reflects a synthesis of historic priorities about energy conservation and more current concerns about deregulation.

On the basis of a joint recommendation of the Energy Commission and the Environment Board, the City Council adopted a multistage Energy Policy with six major goals that serve as a framework for energy planning in Evanston. Those goals are listed below.

- *The City shall strive for the goals of reliability, reasonable cost and flexibility of choice in providing for its energy supply.*
- *The City shall encourage efficient uses of energy and the conservation of energy, whether that energy be used for lighting, comfort, mobility or the doing of work.*
- *The City shall act in the conviction that meaningful reductions in energy use can be accomplished without loss of quality of life or of the economic health of energy users.*
- *In all its energy considerations, the City shall consider acting in cooperation with other major nearby users of energy.*
- *The City shall seek to influence legislation and regulation at county, state and national levels, as appropriate, in reaching its energy goals.*
- *The City government, itself, shall be a leader in energy-related matters, setting goals for efficient and environmentally benign uses of energy in City buildings, vehicles and other energy-using units.*

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## ELECTRICITY DEREGULATION AND FUTURE FRANCHISE AGREEMENTS

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The deregulation of the electric utility industry nationwide is expected to lead to lower electric service rates. These rate reductions will occur because of increased competition among potential electric suppliers who will be able to serve local electric users for the first time under recent federal and state legislation. The Illinois legislature passed a bill in November 1997 that will enable electric customers in Commonwealth Edison's (ComEd) service territory to choose their electric service providers beginning in the year 2000 for non-residential customers and May 1, 2002 for residential customers. The legislation also calls for a 15 percent residential rate cut on August 1, 1998 and an additional 5 percent rate reduction in 2002. Transition costs will be charged to electric users that switch service providers.

Historically, electric users in Evanston have received electricity from only one source, ComEd. This arrangement of a single investor-owned utility or a municipal utility being the sole source of electric service has been common throughout the nation. However, this era is coming to a close as competition increases and electric users gradually have access to a wider range of electric service providers as determined by state and Federal legislation. Given the emergence of deregulation, municipalities throughout the nation have monitored federal and state legislation and have sought to protect their interests and maximize benefits and choices for their electric users.

The City of Evanston has monitored and analyzed current and future electric service options through several means: the establishment of an Energy Alternatives Task Force (1989-1993), the creation of an Energy Commission (1993), the completion of a Preliminary Feasibility Study of Municipalization (1991), the creation of a City Council Energy Subcommittee (1996), the sponsorship of an intensive Deregulation and Electric Service Options workshop organized by SVBK consultants (1996), and the sponsorship of four regional legislative workshops involving other North and Northwest suburban communities chaired by the City's Intergovernmental Affairs Specialist.

On February 10, 1997, the Evanston City Council adopted Resolution 10-R-97 "In Support of the Principal Issues to be Resolved in Restructuring the Electric Utility Industry in Illinois." The eleven policy areas identified for advocacy in this resolution were developed by the State of Illinois Technical Advisory Group on Electricity Deregulation (TAG). These areas of agreement between the Evanston City Council and the TAG represent a reasonable set of recommendations for the City's Comprehensive General Plan to endorse in this continually evolving industry. Some of these issues have been addressed by the recently enacted Illinois statute concerning deregulation. Those issues are summarized in the list that follows.

1. *Retail direct access can and should be allowed. It is a question of when, not whether.*
2. *All participants have a compelling interest in maintaining safe and reliable electric service and a utility infrastructure that is capable of providing it.*
3. *There must be a speedy transition period and transition mechanisms to enable electric utilities to move from the current (and historic) method of regulation to a system that is largely market and competition driven.*
4. *Evanston does not support legislatively-imposed stranded cost recovery mechanisms. (Stranded costs are costs associated with existing hard assets such as nuclear power plants.)*
5. *If there are regulatory-imposed stranded cost recovery mechanisms, utilities should mitigate their potential stranded costs.*
6. *Restructuring and regulatory reform must be accomplished in a way that results, ultimately, in all customers, whether aggregated or not, having the opportunity to benefit from the competitive market. Further, if there is a transition period during which customers become eligible to choose direct access at varying points in time, other benefits should be provided to those customers not yet allowed direct access during that period.*
7. *Aggregation of customer loads, particularly by smaller customers, to access the competitive market must be allowed. Local units of government must be given the option to become aggregators.*
8. *Electric utilities must provide non-discriminatory transmission and delivery service to all suppliers and customers at a price based on the cost of service.*
9. *All electric power suppliers and non-utility suppliers must follow the technical and operational rules, policies, procedures, and practices*

*needed to maintain the integrity of the integrated transmission and distribution system.*

10. *A method must be developed to fund universal service and other social policy objectives that is competitively neutral and spreads the burden among all market participants.*
11. *Taxes applicable to Illinois electric utilities--including at a minimum the Public Utilities Revenue Tax--must be modified or replaced with competitively neutral taxes applicable to all market participants that maintain (or increase) the state and local government's revenues from this source.*

One of the most critical issues facing Evanston in the next two years is the decision concerning the Northwest Municipal Franchise Agreement, an Agreement negotiated by the Northwest Municipal Conference (NWMC) and ComEd. Evanston adopted the NWMC Franchise in 1993, effective in 1999, unless the City decides to opt out of this franchise within 180 days prior to March 3, 1999. Simultaneously in 1993, the City agreed to a seven year extension of the 1957 franchise agreement with ComEd, retroactive to March 1992. Concerning future potential franchise agreements, the Comprehensive General Plan emphasizes the three goals adopted by the Energy Commission and the City Council in past franchise negotiations: reliable electric service, lower cost service and maximum feasible flexibility.

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## TELECOMMUNICATION INFRASTRUCTURE & SERVICES

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As the telecommunications revolution shapes so many aspects of daily life, it is important that needed infrastructure be in place or considered for improvement. As first recommended in the *1997-2002 Economic Development Strategy of the City of Evanston*, Evanston should evaluate the costs and benefits associated with the "Technopolis Evanston" project, the proposed installation of a broad band, high-speed fiber optic cable network throughout the community. Such an infrastructure investment, although significant, could vastly expand the telecommunications capacity of businesses, institutions, and households. Similar endeavors--through partnerships with universities and telecommunications companies--have been undertaken in other communities, such as Blacksburg, Virginia; Dover, New Hampshire; and Palo Alto, California. In those places, high-speed Internet access made available to residents, employers, and services has been vastly enhanced by the infrastructure investment.

Advancements in wireless telecommunications technology have brought about other issues that are relevant to the Comprehensive General Plan. The U.S. Telecommunications Act of 1996 was designed to free various components of the telecommunications industry from many state and local regulations and to thereby increase competition among service providers. According to the Act, local governments retain certain rights related to the location of transmission facilities (such as cellular towers) and receiving equipment (such as satellite dish antennas).

*Personal wireless services* (e.g., cellular telephones, pagers, and mobile radio services) have proliferated in recent years. Subsequently, the number of requests to locate antennas and

transmission facilities in Evanston and other communities has increased. In Evanston, the current Zoning Ordinance treats these facilities as public services, requiring that installations conform with FCC rules and regulations and that the Site Plan and Appearance Review Committee (discussed in *Chapter 13: Community Design & Landscaping*) review the proposed locations and appearance. The language of the Ordinance is still adequate under the new federal regulations in that it does not unreasonably discriminate among individual companies or services.□



# PART III : CIRCULATION

STREETS & TRAFFIC MANAGEMENT

PARKING SYSTEM

TRANSIT SYSTEMS, BICYCLES & PEDESTRIANS

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The following chapters address issues associated with circulation in Evanston. The basic components of Evanston's transportation network are its streets, sidewalks, alleys, railways and stations, and parking facilities. This network must accommodate cars, buses, trucks, trains, bicycles, and pedestrians in order to link neighborhoods to the rest of the City and to the larger metropolitan area. Overall, Evanston's circulation needs do not demand reconfiguration on a grand scale. Rather, the commitment must be made to finding ways to sustain the network and enhance its efficiency through minor improvements.

In coming years, the City's maintenance of streets, sidewalks and parking lots will be a top priority. Ongoing investment is needed to maintain and improve existing infrastructure so that it can better serve current users and accommodate possible future increases in demand. With regard to parking, decisions about the allocation of limited spaces and the acquisition of new off-street facilities will have to be made.

Maintaining high levels of mass transit service is critical. Efforts are needed to improve the quality of physical infrastructure--especially deteriorating railroad overpasses--and to maintain quality service for riders. Since transit systems and facilities are owned and operated by regional transportation authorities over which the City has little or no direct control, the City should make productive communication with these agencies a priority.

Recognizing the diverse transportation needs of the population is an essential goal for future transportation planning in Evanston. For example, Evanston has a high number of bicycle riders and pedestrians. Policies that are sensitive to and supportive of their needs are important because rights-of-way must be shared safely by all users. The chapters that follow attempt to address the general issues outlined above and focus on the respective needs of drivers, transit riders, bicyclists, and pedestrians.

GOAL: A STREET SYSTEM THAT SAFELY AND CONVENIENTLY LINKS NEIGHBORHOODS AND PROMOTES ACCESS TO AND FROM THE METROPOLITAN AREA.

## OBJECTIVES:

## POLICIES/ACTIONS:

- | OBJECTIVES:   | POLICIES/ACTIONS:  |
|---|--|
| <p>Improve the surface condition of Evanston streets and alleys.</p>                                  | <ul style="list-style-type: none"> <li data-bbox="505 474 1406 554">☐ Prioritize annual street paving in the Capital Improvement Program.</li> <li data-bbox="505 611 1406 730">☐ Participate in region-wide transportation planning to obtain Evanston's share of state and federal transportation funds.</li> <li data-bbox="505 787 1406 911">☐ Promote paving of Evanston's alleys by continuing to fund and publicize the 50/50 alley paving assistance program.</li> </ul>   |
| <p>Employ various techniques to improve safe, efficient circulation and to enhance neighborhoods.</p> | <ul style="list-style-type: none"> <li data-bbox="505 947 1425 1115">☐ Monitor changes in traffic patterns, volumes, and accidents in order to identify needed street and traffic signal modifications.</li> <li data-bbox="505 1171 1425 1291">☐ Reduce traffic spillover onto local streets by managing congestion on major and collector streets.</li> <li data-bbox="505 1348 1425 1600">☐ Undertake neighborhood "traffic calming," (e.g., traffic circles, alley speed bumps, or even one-way traffic signage) on a critical case-by-case review process with residents, businesses, elected officials, and City staff.</li> <li data-bbox="505 1656 1425 1827">☐ Consider reconfiguration of problem intersections (e.g., the intersection of Green Bay Road, Emerson Street, and Ridge Avenue) in order to improve safety and</li> </ul> |

traffic flow.

- ❑ Where possible, and desired by neighborhood residents, examine the benefit of connecting street segments in portions of Evanston's west side that dead-end at former railroad embankments.
- ❑ Maintain a standardized directional signage system that facilitates locating key destinations in Evanston.
- ❑ Aggressively pursue tree and shrubbery trimming in public rights-of-way to assure visibility of street signs and to prevent blind spots.
- ❑ Conduct a bicycle-route feasibility study to locate streets that could accommodate special lanes for bicycle traffic only.

## STREETS & TRAFFIC MANAGEMENT

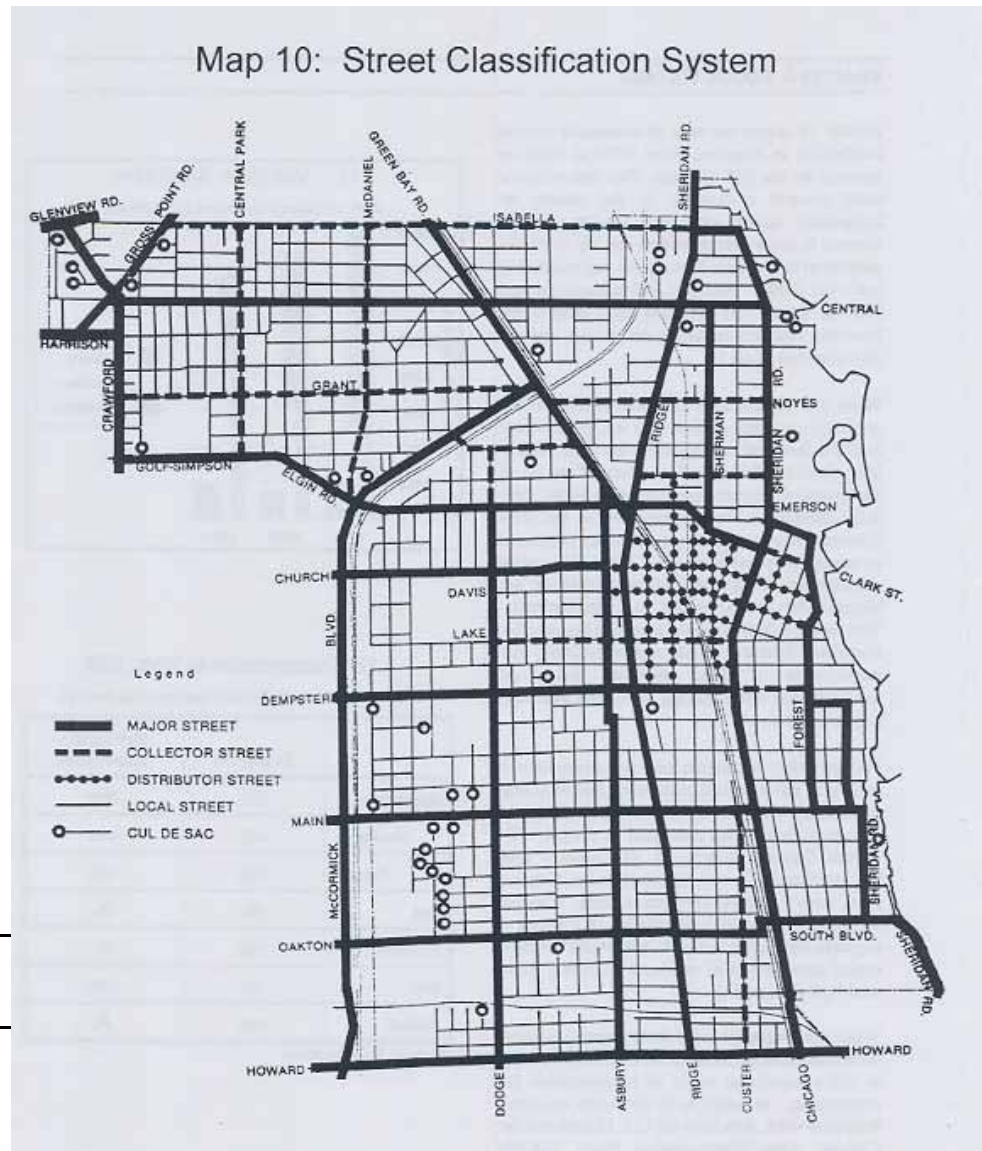
- ✓ *Providing safe and convenient access among neighborhoods, business areas, and other communities should be the purpose of Evanston's street system.*

This chapter of the Comprehensive General Plan addresses general policy guidelines for maintaining and improving Evanston's streets and traffic patterns. This system is comprised of 137 miles of streets, each of which requires ongoing maintenance and, from time to time, varying forms of modification to improve traffic flow. There are also 70 miles of alleys that require maintenance and, in quite a few cases, paving. Alleys are also discussed in this chapter.

### STREET CLASSIFICATIONS

Different streets serve different purposes and should be expected to accommodate different volumes of traffic accordingly. A street is formally classified by the function that it performs. The classification system includes *local*, *collector*, *distributor*, and *arterial streets*. The map on the following page shows how these classifications apply to Evanston.

To begin, the basic function of the *local street* is to provide direct access to property. Local streets should not be so long as to collect large volumes of traffic. They tend to be narrower and are meant to carry light traffic volumes. Although they are frequently referred to



as "residential streets," in Evanston's case, this does not effectively clarify the differentiation between street types. Nearly all streets in Evanston are residential--even some of the busiest such as Ridge Avenue and Sheridan Road.

The next class of street is the *collector* which functions to gather traffic from local streets and deliver it to and from arterial streets. Volumes found on collectors can run from about 2,000 to 8,000 vehicles per day. A special type of collector is the *distributor street*. Distributor streets are those streets located within the Central Business District. The term "distributor" is used because these streets distribute traffic to businesses and parking. Distributors may have one-way or two-way traffic; two, three, or four lanes; and a width from 24 to 70 feet. Distributor streets attempt to resolve conflicting needs of traffic circulation, parking and pedestrians in an area where the concentration of these elements is at a maximum.

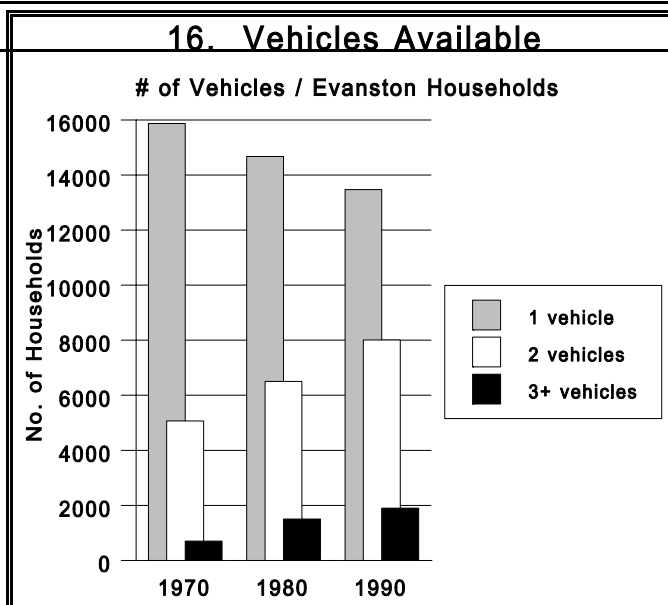
Finally, *arterials* (or *major* streets) are the primary traffic routes carrying the largest volumes of traffic through the community. It is their length and connection with major traffic generators that distinguishes these from other streets. In Evanston, arterial streets are generally located every half mile and carry at least 10,000 vehicles per day.

At times, the distinctions as listed above can become blurred. The reality tends to be that, as traffic congestion accumulates on major streets, drivers will attempt to circumnavigate and use the next closest street. This situation adds to the traffic pressure and is a

cause for frustration and safety concerns. The installation of traffic calming devices, discussed later, is one technique for addressing this problem, but only if deemed appropriate by the community and City officials.

## VEHICLES & TRAFFIC VOLUMES

*Exhibit 16* shows the rate of household vehicle availability in Evanston from 1970 to 1990 as reported by the U.S. Census. The data reflect a trend towards a decrease in the number of households having only one vehicle and an increase in those with more than one. In 1990, the number of two-vehicle households was counted at just over 8,000. Nearly 1,900 households had three or more. (At the same time, over 4,500 Evanston households, nearly 16 percent, did not own a vehicle at all.)



While it is true that most Evanston commuters are generally car oriented, Evanston is a place where multiple forms of transportation are vital to daily life. *Exhibit 17* depicts the variety of modes of transportation Evanstonians used to make their daily commute to work as reported by the 1990 Census. These commuting patterns are compared to metropolitan area averages. Unlike many other communities, a high percentage of residents are bicycle riders, public transit users, and walkers. This means is that the street system is not used by cars alone. Evanston should support the safety and convenience of these alternate means of transportation when making street and sidewalk improvements.

Further policy discussion and recommendations relating to public transit, pedestrians and bicycling (including the discussion of creating bicycle lanes on certain streets) are presented in *Chapter 12: Transit Systems, Bicycles & Pedestrians*. (As discussed earlier in the

## 17. Transportation to Work, 1990 Evanston Compared to Metropolitan Area Average

	EVANSTON	Metropolit an Area Average
Automobi le	59%	76%
(Drove al	49%	64%
(Car pool	10%	12%
Bus	5%	9%
El / Metra	15%	8%
Bi ke	2%	0.2%
Wal ked	14%	4%

Source: U. S. Census Bureau

Comprehensive General Plan, many Evanstonians work at home. *Chapter 9: Utilities* includes a discussion of creating a citywide fiber-optic network that would increase digital accessibility of residents including those who “telecommute”.)

While commuting patterns show a strong reliance on non-automobile forms of transportation, the car is still a significant mode of transportation for commuting. In addition to Evanston residents driving to work, data from the U.S. Census and the Chicago Area Transportation Study (CATS) provide information about the number of commuters who came to Evanston from other places in 1990. Of over 40,000 jobs, 26,777 were held by commuters coming from outside of Evanston. Over three quarters (79 percent) came by car--67 percent being single-occupancy vehicles. Slightly over 10 percent of those commuters car-pooled.

Of course, Evanston experiences thousands of daily automobile trips of which the journey- to-work is only one type. Other types of trips include journeys to and from school, recreation areas, or shopping destinations. There are also many drivers who pass through Evanston on their way from one community to another. The accumulation of traffic can at times lead to congestion and the loss of the street system’s efficiency.

The map on the following page shows traffic volumes on major, select collector, and Downtown distributor streets as generalized over a 24-hour time period. While these volumes may not be subject to rapid change over time, they may vary as a result of many factors. Such things as new development, street or sewer construction projects, or declining mass transit use can each affect street traffic. Some of these factors are short-term. Others may have long-term effects that can spread throughout neighborhoods. For this reason, proposed developments should be considered not only for the impact they might have on the immediate neighborhood, but also on other Evanston streets.

As an ongoing policy, the City should monitor changes in traffic patterns, volumes, and accident rates in order to identify where remediation is needed. The installation of traffic calming devices, discussed below, is one technique for addressing the problem of traffic spill-over into neighborhoods. Such devices should be installed when deemed appropriate by the community and City officials. Other remedies for congestion in Evanston can in part involve such actions as modifying traffic-signal timing or adding turning lanes and phased lighting where possible. Further discussion of these recommended approaches occurs below.

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## STREET MAINTENANCE & IMPROVEMENTS

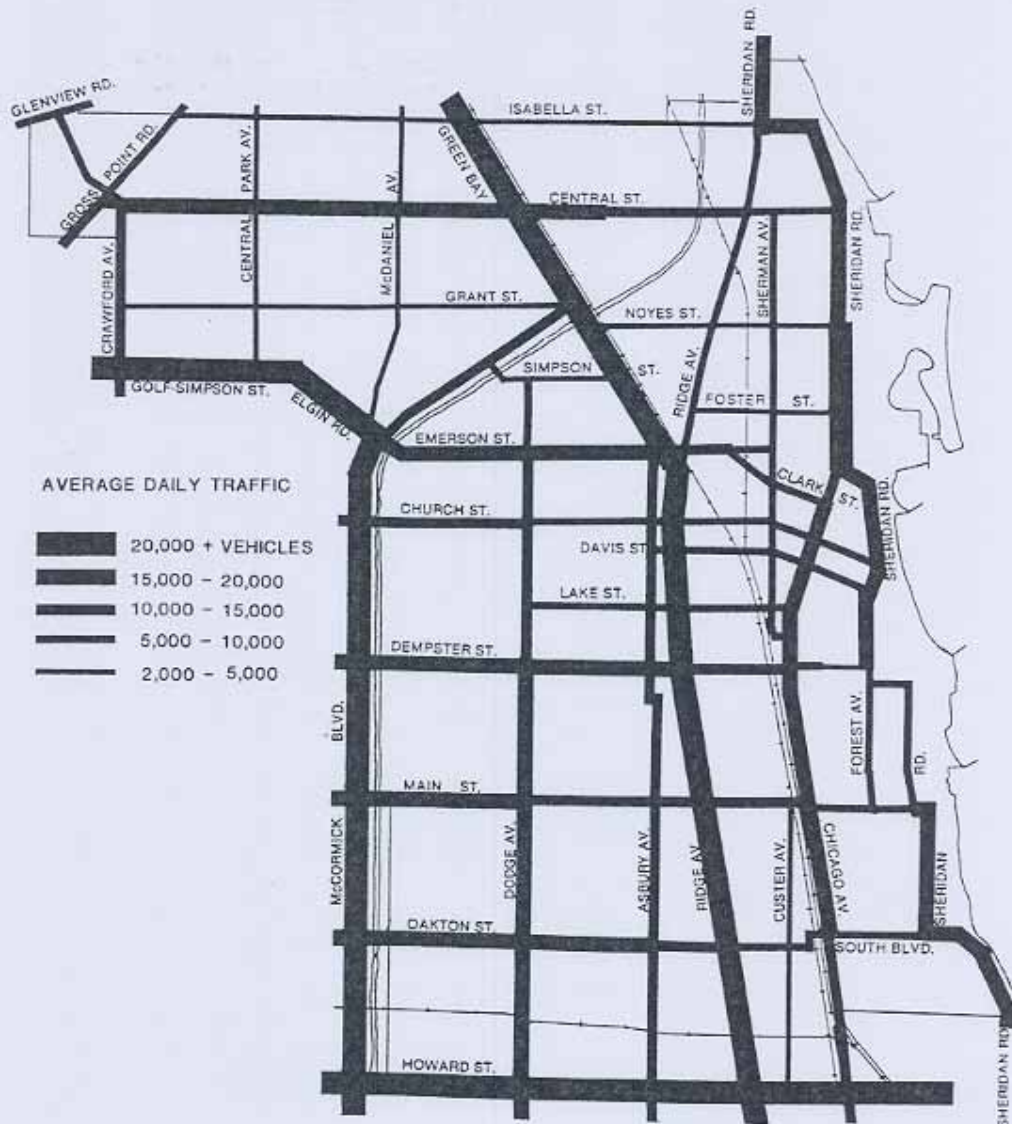
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- ✓ *Like any community, however, Evanston must make a priority objective of improving the condition of its street surfaces.*

Because Evanston is a fully developed community, physical restrictions generally prevent significant expansion of the current street system. Deteriorated surfaces are both a hazard to commuters and a delaying factor in the smooth flow of traffic. Through the annual Capital Improvement Program, the City must continually invest in strategic street resurfacing.



# Map 11: Traffic Volumes



Source, Traffic Engineering, 1988

- ✓ *A second objective involves employing various techniques to improve safe, efficient circulation and to enhance neighborhoods.*

Ongoing traffic monitoring is important for determining trouble spots and areas of high congestion. Coordination of signal timing between adjacent intersections and creating turning lanes where possible are some recommended techniques for improving traffic flow. Adding phased lighting at certain intersections will allow drivers to make turns without having to cross traffic. It is also recommended that especially problematic intersections be the subject of careful analysis in order to determine solutions. An example of such an intersection is the convergence of Ridge Avenue and Green Bay Road just south of Emerson street. At this location, sudden lane changes can lead to congestion and confusion.

As mentioned earlier, one concern that arises among many neighborhood residents is the use of their local streets to avoid congestion on arterial streets. “Traffic calming” employs techniques that physically alter streets in order to slow down automobile traffic through the neighborhood and to pose a deterrent to cross-town traffic on local streets. Such techniques can also serve a second function of adding to a neighborhood’s sense of security. The concept of *defensible space* applies to the slowing of ingress and egress of traffic through neighborhoods and therefore making a quick get-away difficult for criminals.

There are several examples of street modifications that “calm” traffic and add to the sense of defensible space. One that has already been used in some Evanston neighborhoods and which requires little in the way of physical alteration of the street itself is the use of one-way street designation. Another technique involves the addition of *traffic circles*, raised islands placed in the middle of the intersection that may include trees, plantings, and appropriate cautionary signage. Traffic circles are intended to force motorists to reduce speed as they maneuver through the intersection. Other techniques that change the width of the street by widening portions of sidewalks, extending curbs, or staggering parking spaces can have similar effects. Finally, deterring drivers from using alleys as alternatives to streets can be done through the use of *alley speed bumps*.

While these various techniques are generally worth considering as potential solutions for neighborhood traffic concerns, their implementation should be the result of careful public discussion about costs and benefits. No physical solution is fool-proof, and some may aggravate existing problems or, worse yet, create new ones. Once installed, traffic calming devices require added maintenance attention--particularly during snow plowing season. Residents, local businesses, elected officials and City staff should carefully consider each traffic calming alternative when proposed.

A final issue for improving safety and circulation relates to visibility and signage improvements. In terms of visibility, more aggressive tree trimming in public rights-of-way (also discussed in *Chapter 13: Community Design & Landscaping*) is recommended for improving visibility of traffic signage. It is also recommended that the City maintain a unified directional signage, or “wayfinding,” system to help direct people to key areas of Evanston, such as the central and neighborhood business districts, institutions, the Civic Center, and parking

locations. Removing outdated signage that is confusing to drivers should also be part of such a program.

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## ALLEY IMPROVEMENTS

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At the present time, Evanston has nearly 300 blocks of unpaved alleys. Although they may not be the primary component of the circulation system, alleys are an integral part of Evanston's urban form providing secondary access to properties of all types. When alleys are left unpaved, they deteriorate more rapidly from weather conditions and daily wear and tear. In the worst cases, these alleys can be more prone to flooding and related property damage. At an estimated cost of over \$30 million, however, fully improving all of Evanston's unpaved alleys through City financing is not fiscally feasible.

Prior to 1994, all alley improvement projects were considered a private matter. While the City would oversee the work, all costs were assessed to adjacent properties. But at an estimated cost of nearly \$100,000 per block, alley paving was also cost-prohibitive to the many property owners. As such, very few alley projects were initiated. In 1994, in order to address the concerns about poor alley conditions, Evanston adopted a program to assist homeowners with the cost of paving unimproved alleys.

The 50/50 Alley Improvement Program was designed to provide City funds to cover half the cost of alley projects. The remaining portion of the cost is paid through a special assessment on the property owners seeking the improvement. Funding up to ten projects per year, the City will undertake the alley improvement when a majority of the neighbors agree to having the work done. Property owners meeting income eligibility guidelines can receive assistance in paying for their half through a fund established under the federal *Community Development Block Grant* (CDBG) program. It is recommended that the alley paving program continue to be funded and promoted so interested property owners can participate. □

Chapter 11  
PARKING SYSTEM

GOAL: DEVELOP A COMPREHENSIVE PARKING SYSTEM THAT REFLECTS THE NEEDS OF RESIDENTS, COMMUTERS, EMPLOYEES, SHOPPERS AND VISITORS TO EVANSTON'S NEIGHBORHOODS AND BUSINESS DISTRICTS.

OBJECTIVES:

POLICIES/ACTIONS:

Improve the effectiveness of the existing on-street and off-street parking facilities.

- Conduct a thorough analysis of parking needs throughout Evanston and revise the City parking system with policies for rectifying chronic parking problems.
- Implement physical improvements (such as one-way street designation and minor widening of streets) to enable an increase in the amount of on-street parking.
- Provide incentives within the Zoning Ordinance for non-traditional methods for meeting parking requirements; encourage mass transit and bicycle ridership as alternatives that reduce automobile parking demand.
- Investigate and promote employer and City incentives that will encourage employees to commute by means other than the single-occupancy automobile.
- Establish a system of wayfinding signage to help drivers locate off-street parking facilities.
- Maintain parking meter fees to encourage

frequent parking turn-over on streets and longer-term parking in off-street facilities.

- ❑ When requested by neighborhoods and when appropriate criteria are met, establish resident-only and resident-exempt parking zones to control spill-over from business and institutional areas.
- ❑ Landscape in and around parking areas with screening that will improve aesthetics but not hinder surveillance.

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Look for ways to increase the number of off-street parking facilities.

- ❑ Investigate the adequacy of parking requirements for multi-family housing developments in non-residential zoning districts.
- ❑ Pursue opportunities to expand the number of off-street parking facilities in areas where parking is insufficient.
- ❑ Consider shared parking opportunities whenever planning for new parking facilities.
- ❑ Consider opportunities for additional structured parking to meet the long-term parking needs of Downtown Evanston and other business districts.

# PARKING SYSTEM

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For Evanston, and other older communities like it, parking is an issue of great complexity and concern. Although many in Evanston walk, ride bikes, or take advantage of the extensive mass transit system, the automobile is still the primary transportation mode. And people who use cars need parking. While promoting the use of transit alternatives is important, this chapter recognizes that people are car dependent and the need for parking is not likely to diminish in the future.

Mitigating parking conflicts, specifically the conflict arising from non-residential parking on residential streets, is a long-term, on-going process. Such a process should rely upon a comprehensive set of strategic actions to accommodate various parking needs efficiently. Many policy alternatives will necessitate trade-offs. Some, such as constructing new off-street parking lots or structures, are expensive and involve the acquisition and conversion of already developed land. Others, such as restricted on-street parking zones, require a commitment to thorough enforcement in order to be effective. Still others, such as increasing parking requirements of new residential development, can affect overall construction costs and building heights.

✓ *The goal of future parking policies should be to provide a comprehensive parking system that, to the extent possible, reflects the needs of Evanston's various user groups.*

For all of these stated reasons, it is strongly recommended that various alternatives be weighed carefully and in the context of a larger, comprehensive parking strategy. The system should be comprised of public and private parking facilities, an effective parking fee structure, and the strategic use of restricted parking zones. Ultimately, the effective implementation of such a system will benefit Evanston's quality of life and its economic success.

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## PARKING IN EVANSTON

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Evanston's physical configuration is the product of an era in which the automobile was not a dominant factor in daily life. Although the community benefits from the charm of a mature, pre-World War II ambience, it loses convenience because parking options are limited. Older multi-family buildings do not provide sufficient off-street parking for today's needs. Single-family homes may have garage space for only one car. Many businesses do not sit adjacent to expansive surface parking lots commonly found in newer suburban shopping centers or office parks. All of these factors lead to dilemmas and policy contentions that are not easily resolved.

It is difficult to generalize about the total *demand* for parking in Evanston. Obviously this demand varies from one neighborhood to another. The statistics cited in the preceding chapter (*Chapter 10: Streets & Traffic Management*) begin to estimate the volume of automobiles coming to Evanston on a daily basis as well as the rate of household vehicle ownership. The resulting demand for parking affects some neighborhoods more than others. Areas where demand chronically exceeds supply are discussed further below.

The parking *supply* is made up of a combination of on-street parking and public or private off-street facilities. One component of the public parking system includes approximately 1,430 parking meters placed at curbside in the City's central and neighborhood business districts. Parking meters serve primarily as a technique to promote turn-over in spaces that provide convenient access to local businesses. They provide short-term parking of up to two hours depending on the location. Along with curbside locations, meters can also be found in City-owned, off-street parking facilities that serve business districts.

The City of Evanston maintains a total of 44 off-street parking facilities with a combined total of 3,404 parking spaces. Facilities that are owned by the City include those adjacent to public buildings (such as the recreation centers and the Civic Center) as well as those in neighborhood settings that are permitted to residents, employees, or commuters. Some adjacent to business districts include meters for short-term customer parking. Approximately 1,200 spaces in total are located in the two Downtown garages located on Sherman Avenue (between Church and Davis Streets) and Church Street (between Chicago and Hinman Avenues). As discussed below, effective signage is needed in order to help drivers find off-street facilities.

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### AREAS WITH SIGNIFICANT PARKING SHORTAGES

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There are multiple locations in Evanston where residents, employees, shoppers, students, and visitors compete with one another for limited on-street and off-street parking. Parking shortages are most prevalent in neighborhoods abutting business districts, institutions (e.g., Northwestern University, hospitals, or schools), train stations, or a combination of such land uses.

Particularly noted are the Central Street/Green Bay Road business district, the Dempster Street/Chicago Avenue business district, and the Main Street/Chicago Avenue business district and each of their adjacent neighborhoods. At times, the parking supply provided by business establishments proves insufficient for the combined demand of patrons and employees. The spill-over generally falls onto the adjacent residential streets. Rail commuters, who would ideally be able to use park-and-ride facilities at nearby train stations, find that such facilities either do not exist or are insufficient to meet the full demand. Like business employees and patrons, these commuters also end up parking on residential streets.

Another type of parking shortage is related to the presence of large institutions. This applies especially to the neighborhoods immediately west of Northwestern University. Other areas that experience this type of problem include those around Evanston and Resurrection/St. Francis Hospitals and various school facilities including Evanston Township High School. Each of these institutions has added and improved parking facilities to meet parking demand. Unfortunately, a persistent problem is that employees and visitors seeking to avoid parking fees continue to use adjacent residential streets. Resident-only parking zones have been established and require attentive enforcement.

In the case of Northwestern University, neighbors contend that the parking supply fails to serve the true needs of all users despite the fact that the University exceeds its parking requirement as established by the Zoning Ordinance. The aggregate supply of University-owned

parking spaces is not necessarily distributed in such a way as to provide parking adjacent to all University facilities. Commuters seeking parking closest to a particular building may opt for residential streets rather than University parking located farther away. Residents in some areas report a demand for on-street parking that exceeds the current supply. Furthermore, in some areas, the problem is exacerbated by the presence of other institutions (i.e., Kendall College and Roycemore Academy) or by multi-family residential buildings that are without sufficient off-street parking of their own.

Finally, the parking needs of Downtown Evanston deserve special attention. The Central Business District (CBD), discussed specifically in *Chapter 5*, mixes residential, retail, office, transportation and institutional land uses in a relatively small, high-density area. Over 2,000 businesses located in the CBD bring in significant sales tax revenue to the community. An efficient parking system for this area is vital for its continued viability.

At present, there are approximately 9,000 parking spaces in the CBD including public and private facilities (surface lots and structures) and curbside metered parking. Large surface lots are located in the southern portion of the Research Park along Maple Avenue between Clark and Church Streets. The redevelopment of the site will necessitate the addition of adequate replacement parking for those who currently use the lots.

As with the other areas mentioned above, a concern of residents in neighborhoods surrounding the Central Business District, especially to the east and southwest, is the spill-over of employee and business parking onto residential streets. Concern also arises over the adequacy of the existing parking structures serving Downtown Evanston. In 1997, the Sherman Avenue garage was determined to have structural problems requiring attention. Furthermore, design improvements have been recommended both to improve the street level appearance of the structure as well as the interior sense of security. The Church/Chicago garage, located behind a residential building, is not readily seen by drivers. Wayfinding improvements--improvements to signage to help direct drivers to off-street facilities--for all facilities in the Downtown area are recommended. It is important that these garages be easily accessible alternatives to on-street parking which should be reserved for short-term use.

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## POTENTIAL SHORT-TERM REMEDIES

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In order to address the comprehensive set of parking concerns found throughout Evanston, it is recommended that a more thorough parking study be undertaken. Such a study should determine measures that will be most effective in solving the parking problems of individual neighborhoods. The following framework of short-term and long-term solutions can contribute to the thinking that goes into future plans for resolving parking conflicts.

- ✓ *The goal is a comprehensive parking system that accommodates various user groups. Therefore, one objective is to find ways to improve the efficiency of existing parking facilities.*

This requires multiple short-term actions. Opportunities to implement relatively minor physical improvements to streets and existing facilities may increase the number of parking



spaces in some areas. For example, recent street improvements undertaken in Downtown Evanston added parking spaces through re-striping and minor curb reconfiguration.

Although not possible on every street, similar improvements should be considered--particularly in areas close to congested business districts--in order to augment the supply of short-term parking. Also, undertaking minor widening of some streets or converting two-way streets to one-way, where feasible, can allow room for angled parking. Angled-parking is beneficial because it yields more curb front spaces. (It should be noted that the City's street resurfacing program already includes a policy of investigating the possibility of minor widening measures to allow more room for parking.)

Of course, Evanston's parking system includes not only the "hard" infrastructure mentioned above (i.e., meters, surface lots, and parking garages) but also the policies regarding rates for meters, permits, and residential zone restriction programs. In order to be truly effective, a strong commitment to the enforcement of these policies should be maintained.

Regarding meter rates, they should be set strategically to encourage highest turn-over along busy commercial streets. Longer-term parking should use off-street facilities when present, and "meter feeding" should be strongly discouraged. As for residential parking zone policies, various types of time restrictions, residents-only and residents-exempt districts have been put in place to give preference to local residents over other users. For the future, such programs should continue. The guiding philosophy should reflect that, while various user groups need to be accommodated in their parking needs, residential streets should first meet the needs of residents. At the same time, however, residents should accept that they may not always be able to park directly in front of their home.

The City uses several criteria to determine whether establishing restrictions on residential streets are warranted. First, the City assesses the amount of curb space occupancy. If over 70 percent of the curb space is occupied and 30 percent is comprised of drivers who are not residents of the street, then restrictions are considered to be in order. A second factor is the presence of alternative locations where non-residents can park. There is little wisdom in simply shifting the problem to another street. The special nature of certain areas is also taken into account. For example, the lakefront is a primary destination. Flexibility for non-residential parking is important in this area, particularly during peak seasons.

Along with parking policies and their enforcement, it is important to guide non-residents to appropriate parking locations. The effectiveness of short-term, off-street parking is a function of the adequacy of supply, location, cost, time limits, ease of access, and security. While it is true that many drivers will seek free, on-street parking to avoid paying for off-street spaces, some drivers simply may not know where else to go. In these instances, improved wayfinding measures--signage programs that help drivers find parking locations--are essential.

The perception of safety also has an important impact on a driver's willingness to use off-street parking. Users should not only be able to find off-street parking conveniently, but they should also be greeted by safe and attractive facilities once they get there. Therefore, steps to improve both safety and aesthetics of public and private parking facilities should be a priority.

Landscaping around parking lots should be done so as to improve appearance but not interfere with visibility and surveillance. Creating dark areas and blind-spots diminishes security and therefore undermines the effectiveness of the facility.

Furthermore, as a matter of policy, mass transit ridership should be encouraged. All of the above outlined measures aim to affect parking supply. Efforts should also be made to affect demand. Employers should take advantage of incentives that encourage their employees to commute by means other than the single-occupancy automobile. Commuters who take trains and who can reach stations by bus or on foot as opposed to driving should do so. Bus schedules and train schedules should be synchronized to encourage transfers with minimal waiting. Likewise, bicycle parking at train stations (and other destinations) should be augmented to encourage bicycle ridership. Alternatives to the automobile are discussed in more detail in *Chapter 12* which follows.

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## POTENTIAL LONG-TERM REMEDIES

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- ✓ *Along with improving the efficiency of existing parking, a second objective is to consider measures that will increase the number of off-street parking facilities.*

This is a more ambitious, long-term objective. It involves acquiring land publicly or considering an increase in parking requirements of private developments through zoning. The City should evaluate opportunities for land acquisition in areas of high congestion in order to establish new or expanded facilities. This is particularly necessary to accommodate rail commuters at heavily used stations. Recently, Metra improved the narrow strip of land between the Union Pacific and Chicago Transit Authority right-of-ways near the Main Street station in order to create parking for riders. Although limited, opportunities for expanding use of this land for more parking should be considered as part of future parking alternatives.

New facilities should be planned in consideration of the concept of “shared parking.” Shared parking can be an effective tool in the CBD and neighborhood business districts where certain businesses (e.g., banks and offices) operate during daytime hours while other establishments (e.g., restaurants and entertainment venues) reach peak demand during evenings and weekends. Agreements should be pursued whereby off-street facilities built to accommodate one user group--such as office workers--should be made available to those other groups whose demand peaks at different times.

Finally, one of the land use issues addressed earlier in this document regarding future development patterns is the potential for increased residential/mixed-use density in certain areas in Evanston. Those locations include the Downtown area and certain commercial corridors such as Chicago Avenue, Green Bay Road, and Central Street. The benefit of such development in these areas is that new households will be able to take advantage of strong mass transit opportunities located nearby. Some may choose to own only one car or perhaps none at all. Nonetheless, adequate parking requirements for this type of development are critical.

The current Zoning Ordinance requires one parking space per dwelling unit for multi-family buildings in *non*-residential districts. Multi-family buildings in residential districts are

required to have one and a quarter spaces per unit. The City should investigate the demand for parking in terms of the average number of automobiles owned per dwelling unit in Evanston's multi-family buildings. If it is determined that there is a rate of ownership that exceeds current requirements, consideration should be given to an increase in the required ratio.

While increasing the parking ratio required by the Zoning Ordinance would obviously accommodate more cars, other critical aspects should not be overlooked. For example increased construction costs translate into higher purchase prices per unit. Likewise, since the scale of development is limited by zoning restrictions, a higher parking requirement will reduce the number or size of dwelling units that will fit on a site. In zoning districts in which parking is exempt from building height restrictions, taller buildings could result. Due to these complexities, a comprehensive parking study must consider positive and negative implications of altering parking requirements.□

## Chapter 12

### TRANSIT SYSTEMS, BICYCLES & PEDESTRIANS

GOAL: A COMMUNITY THAT OFFERS SAFE, AFFORDABLE AND EASILY ACCESSIBLE ALTERNATIVES TO THE AUTOMOBILE.

#### OBJECTIVES:

#### POLICIES/ACTIONS:

Ensure continued high levels of mass transit service throughout Evanston.

- Promote public transportation ridership as an alternative to automobile use, focusing attention on new strategies for getting residents to suburban employment locations via mass transit.
- Work with transit agencies to focus ongoing capital improvement planning on the improved structural integrity, safety and appearance of railroad overpasses, embankments, and stations.
- Encourage the investment in signage, shelters, benches and lighting to improve safety and comfort at bus stops and train stations. Where possible (e.g., the Davis Street El Station) promote the establishment of commuter retail inside stations.
- Encourage the adopt-a-station program which partners local residents and businesses to improve the appearance and safety of CTA stations.
- Promote higher-density residential and mixed-use development in close proximity to transit nodes (e.g., train stations) in order to support non-automobile dependent lifestyles.

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- ❑ Support the continued use of paratransit alternatives (including taxi-fare subsidies) that serve special needs groups.
  - ❑ At the regional level, join long-term planning discussions to include potential initiatives to expand regional rapid transit links, including the extension of the CTA Yellow Line west to O'Hare Airport and north to other commercial/employment centers.
  - ❑ Pursue proactive rather than reactive communication with public transportation agencies to influence policy decisions that affect Evanston riders as well as the overall efficiency of a regional mass transit system.

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Enhance bicycle access and safety through infrastructure improvements and modifications.

- ❑ Promote biking to enhance the character of the community, retail viability, and the health of citizens.
- ❑ Encourage the placement of bike racks in convenient, well-lighted areas, especially in areas in close proximity to shopping areas and mass transit stops.
- ❑ Improve the signage system for marking designated bike routes and restrictions.
- ❑ Improve connections between Evanston's own bike paths, bike systems of other communities and regional trail networks

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(e.g., Green Bay Trail, Chicago Lakefront paths).

- ❑ Investigate feasibility of creating bike lanes on streets of adequate width and connect neighborhoods to major business, employment, and recreation areas.
- ❑ In conjunction with bicycle interest groups, sponsor bicycle safety and education programs.

Enhance pedestrian access and safety through infrastructure improvements and modifications.

- ❑ Promote walking to enhance the character of the community, its retail viability, and the health of citizens.
- ❑ Require new developments to include sidewalks and discourage developments that inhibit pedestrian circulation.
- ❑ Support the installation of sidewalks in areas where they presently do not exist respecting the access needs of all pedestrians, including those with disabilities.
- ❑ Promote private sidewalk replacement and repair by continuing to support the 50/50 sidewalk and curb replacement program.
- ❑ Minimize the number of curb-cuts for driveways because they interrupt sidewalk continuity.
- ❑ Reduce the height of excessively high curbs that are unfriendly to

pedestri ans.

## TRANSIT SYSTEMS, BICYCLES & PEDESTRIANS

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As seen in the journey to work statistics shown in *Chapter 10: Streets and Traffic Management*, many forms of transportation link Evanston together. Evanston depends heavily on non-automobile forms of transportation, a fact made clear by the 1990 U.S. Census which reported that nearly sixteen percent of Evanston's households did not own a car. *This chapter of the Comprehensive General Plan addresses these other forms of transportation and stresses the goal of remaining a community that offers safe, affordable, and easily accessible alternatives to the automobile.* In working toward this goal, Evanston should continually support development that facilitates mass transit, bicycle and pedestrian access to important destinations.

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### MASS TRANSIT AND PARATRANSIT

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- ✓ *Although transit systems and facilities are owned and operated by agencies over which the City of Evanston does not have direct control, as an objective, Evanston should work towards ensuring high levels of public transit service throughout the community.*

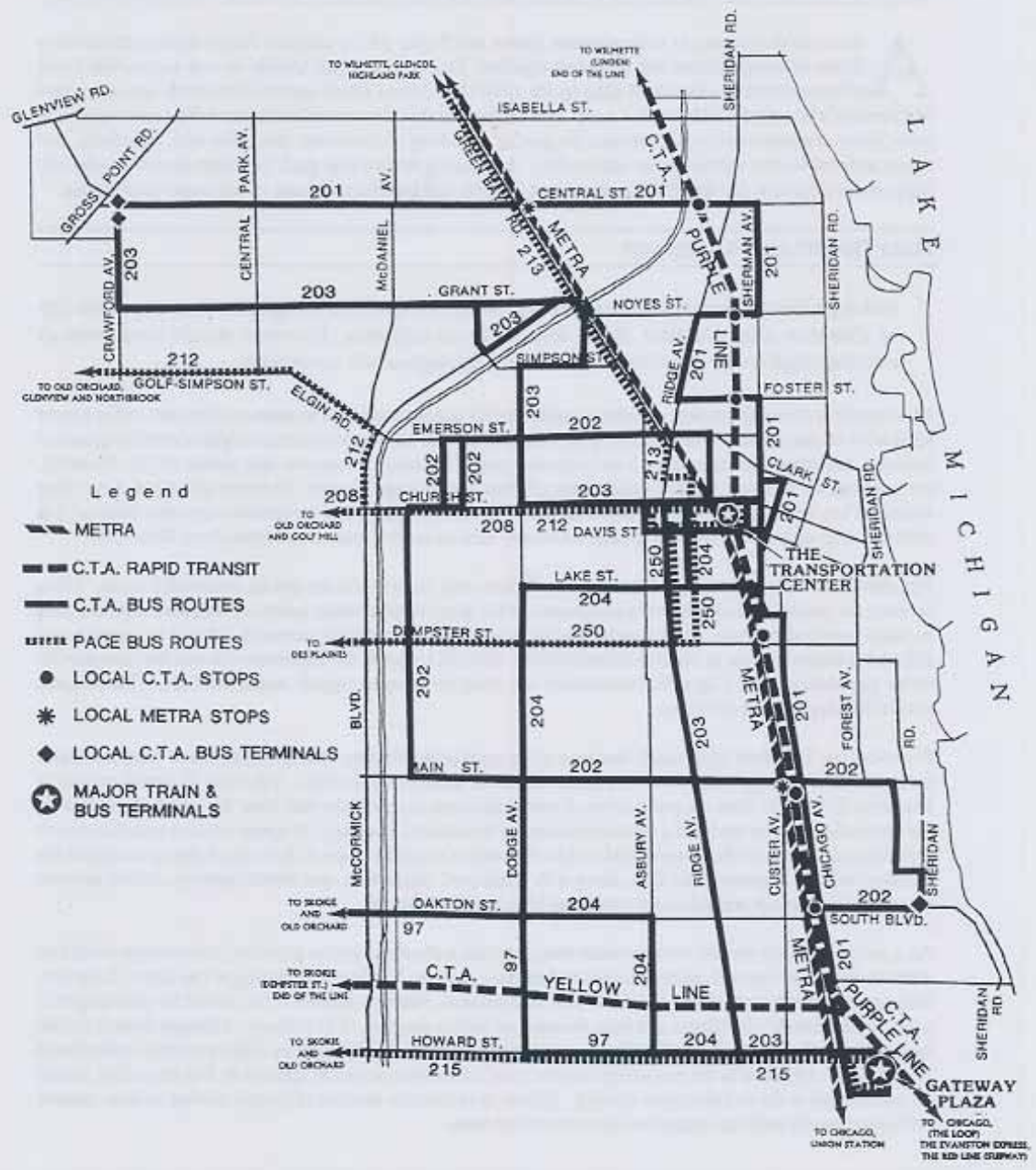
Mass transit is desirable because it helps to reduce traffic congestion, helps to promote clean air, and is a more affordable means of travel than owning a car. Extensive, safe service connecting neighborhoods to places of business, education, and recreation is an important part of Evanston's character and quality of life. Presently, the community is served by multiple routes of both the Chicago Transit Authority (CTA) and the Pace suburban bus services, an elevated train line (the CTA Purple Line), and a regional commuter railroad line (Metra). The map on the following page shows the various mass transit routes throughout Evanston.

Not shown are various *paratransit* systems--small buses and van services for special commuting needs. These services are nonetheless an important component of the larger transportation system. Paratransit services, such as those provided by Pace, allow special user groups that are too small to warrant a full size bus route to get affordable transportation to important destinations. Related to this is the important role taxi services provide to the population. The City offers subsidized cab fares for income eligible senior citizens. This program should be supported in the future.

Evanston has benefited historically because of its population density, strong employment base, and close connections to Chicago, all of which sustain extensive mass transit service. The level of transit service in Evanston is enviable from the perspective of many suburban communities that have few or no alternatives to the automobile. Mass transit is a vital component of Evanston's economy. It brings workers and shoppers to Evanston and is one of the features that makes Evanston a desirable place to live, thus helping to support the housing market. In general, the City, along with employers, institutions, and transit agencies, should promote mass transit ridership and advocate continued high levels of service.



Map 12. Public Transit System: Train and Bus Routes



As a policy, the City should work to make transit as safe and convenient as possible. Investments should be made to install or improve amenities such as benches, shelters, lighting and heating at bus stops. Likewise, adopt-a-station efforts between neighborhood and business interests and the CTA should be encouraged in order to improve the cleanliness and attractiveness, as well as comfort, of El stations. Although there is limited land available for park-and-ride facilities near train stations, options to bring more riders to transit nodes should be explored. As stated in the preceding chapter, train riders who can get to stations by bus or on foot, should be encouraged to do so rather than driving. Efforts to reduce the number of people driving to train stations will help remedy parking congestion in surrounding areas.

In Evanston, as has been the case throughout the metropolitan area, the CTA has experienced declining ridership. According to CTA data, since 1987, ridership on the Purple Line has decreased by over 20 percent at some stations. (Meanwhile, according to Metra data, Metra trains have shown increased ridership in recent years--up 12 percent since 1987 at Central Street and Main Street stations and up 50 percent at Davis Street over the same period of time). In most American metropolitan areas, public transportation agencies have lost federal funding and face serious budget constraints as a result. Too often, the fiscal choices a transit agency makes target service reductions that further accelerate declining ridership. Rather than cutting services, transit agencies should be encouraged to improve services that will attract more riders.

It should be noted that declining ridership is the result of multiple factors. For some, perceptions about inconvenience and safety make public transportation an unappealing alternative. In a larger context, however, changes in regional demographics and employment patterns have played a significant role. As the Chicago region has grown, many employment centers have emerged in areas formerly considered to be on the suburban fringe. This phenomenon has drawn segments of the employment base away from the region's core to areas less served by mass transit connections. Getting Evanston workers to new employment areas via mass transit is a challenge. Efforts to expand the Pace suburban bus service in order to better match residents to jobs are important. Likewise, long term future consideration of increasing rail service should be supported.

*Destination 2020*, the twenty-year regional transportation plan prepared by the Chicago Area Transportation Study (CATS), includes support for establishing a *mid-city transitway* in Chicago to link O'Hare and Midway Airports. An idea that was discussed but which did not achieve funding priority for the next twenty years, was a CTA Yellow Line (Skokie Swift) connection to O'Hare Airport. Since such a development could benefit accessibility to and from the rest of the region, Evanston should encourage such an extension for the future.

Similar extensions have been proposed for the Yellow Line to connect it with other employment and commercial nodes further up the North Shore. Such extensions should likewise be encouraged to relieve traffic congestion on the Edens Expressway and offer Evanstonians an alternative for reaching these destinations. As part of such extensions, investigation should be undertaken to create infill stations in Evanston along that line. (Where the current Yellow Line crosses Dodge Avenue, some of the infrastructure from a previously existing station is still in place.)

Strong employment and cultural linkages exist between Evanston and Chicago for which existing transit connections are essential. Access to the Loop via Metra and the CTA Purple line make an easy commute for workers and visitors. There is strong demand for housing near train stations and bus stops to take advantage of this amenity. As discussed in the land use portion of the Comprehensive General Plan, Evanston should not overlook this renewed interest in “urban housing alternatives,” i.e., higher density residential and residential/commercial mixed-use developments. Development should be encouraged in close proximity to mass transit linkages to support non-automobile-dependent lifestyles.

The market for transit-oriented development, whereby land uses (housing, services and employment) are combined in close proximity to emphasize walking and mass transit use, is now strong. Such development can benefit the community by adding value of its real estate, but, as stressed in the *Land Use* and *Community Environment* sections of the Comprehensive General Plan (*Parts I* and *IV*), any new development of this kind should be sensitive to the design and character of its surroundings.

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## WALKING AND BICYCLING

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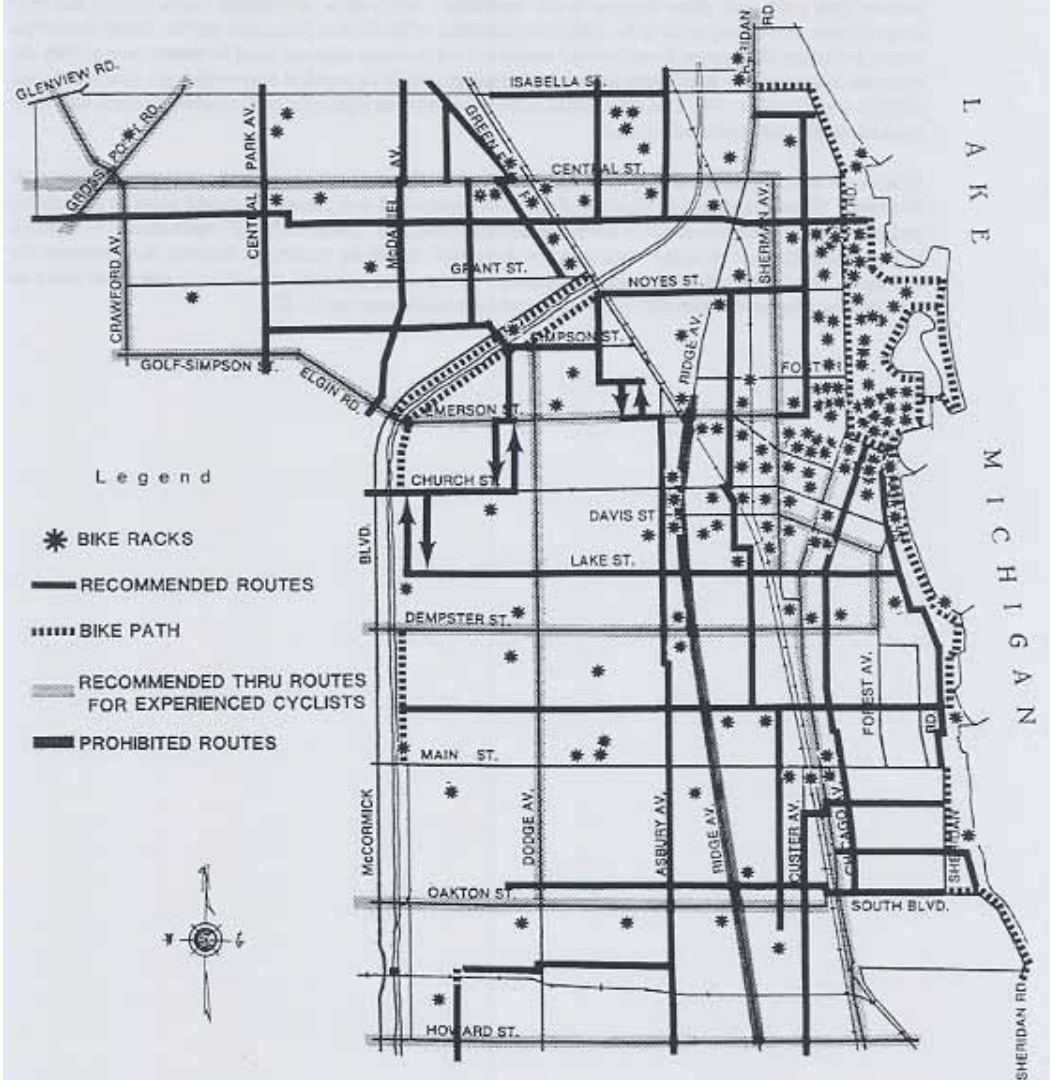
✓ *Enhancing bicycle and pedestrian access and safety through infrastructure improvements and modifications should be an ongoing objective of the City.*

There is a strong link between non-motorized transportation and public transportation. Not only do both help to reduce pollution and traffic congestion, but frequently, public transit riders journey from their homes to bus and train stations on foot or by bicycle. Just as Evanston is well served by various transit lines, so too is it known for its pedestrian-oriented neighborhoods and high rates of bicycle ridership. These infrastructure improvements should include routine efforts such as attentive sidewalk maintenance or signage improvements to help bicyclists know where they can and cannot go.

The 1990 Census reported that nearly 43 percent of employed Evanstonians worked in Evanston. Of these people, nearly 14 percent walked to work and just under 2 percent rode a bike. Evanston is particularly noted for its high rate of bicycle ridership. When compared to similar communities in the region, the 2 percent rate of commuting by bicycle is striking. The Chicago region’s average was much lower (0.2 percent) as was the rate in specific communities such as Oak Park (0.6 percent), Chicago (0.3 percent), Wilmette (0.3 percent), Skokie (0.2 percent), and Highland Park (0.1 percent). Contributing factors to high bike popularity in Evanston include the presence of a large university (typically big generators of bicycle traffic) and the relatively short distances between residences, businesses, recreational areas and other destinations. These same factors also make walking easy in Evanston.

Bicycle safety is an important issue. Between 1989 and 1996, there were on average nearly 90 reported bicycle accidents per year, most of which involved automobiles in some manner. Programs to educate riders and drivers about sharing the road safely are important. The map on the following page shows recommended bicycle routes and current restrictions. To help improve bicycle safety, Evanston should investigate the feasibility of adding bicycle-only lanes on streets wide

MAP 13. DESIGNATED BICYCLE ROUTES & FACILITIES



enough to accommodate them. Because many of Evanston's streets are narrow, finding room for bike lanes will not be easy. Even so, where possible, such an investment will help to improve safety for riders and drivers alike. Both formal bicycle lanes as well as designated bike routes on City streets should be considered in a regional context. A guiding principle in mapping bicycle routes should be completing the links between Evanston and major regional trails such as the Green Bay Trail, the Chicago lakefront paths, or the proposed trails along the North Branch of the Chicago River via the North Shore Channel. By connecting these trails, riders from many different places can make Evanston and Evanston businesses a destination. In the same way, bicycle linkages to train stations and major bus stops should be made to give people an alternative to driving and seeking limited parking.

Once bicycle destinations are reached, an important but often overlooked amenity is safe and convenient bike racks or locking facilities. Riders traveling to work, to shop, or to connect with other forms of transportation need a safe place to store their bikes. Through the *Site Plan and Appearance Review* process (discussed in *Chapter 13: Community Design & Landscaping*), the City should obtain commitments from employers, businesses and institutions to provide bicycle racks in appropriate locations.

Walking in Evanston should not be overlooked as an important way of getting from place to place, and promoting walking will enhance the character of the community, retail viability and the health of residents. Many people walk to train stations and bus stops, business districts, and even to work. And when people walk along business districts, they are more likely to make a purchase than if they were driving by. Sensitivity to the need for well-maintained continuous sidewalks and pathways is important for pedestrians.

Walking in a community like Evanston can be supported by continuing the patterns of the past and improving upon them. The City should encourage installation of sidewalks in places where they do not presently exist, especially when there is clear indication of the demand. Sidewalks should be wide enough so that walking around light poles and other fixtures is not necessary. Trash cans, newspaper boxes, kiosks and bike racks/lockers should be placed with careful consideration of the flow of pedestrian traffic. Major pedestrian zones, including Downtown Evanston and neighborhood business districts, must be treated as a priority for sidewalk maintenance. Merchants and property owners should be urged to keep walkways swept and clear of litter, snow and ice. The City should also make the pedestrian right-of-way in crosswalks clear, with lines marked visibly and repainted regularly.

When new developments are proposed, they too should reflect a commitment to the pedestrian character of Evanston. Sidewalks should be required of all developments and their placement should continue the existing pedestrian right-of-way so as not to inhibit pedestrian circulation. Excessively high curbs should be replaced to be more pedestrian friendly. Curb-cuts for driveways should be minimized because they interrupt the continuity and create safety risks for pedestrians. The guiding principle should be to reduce as much as possible the number of times that pedestrians and auto traffic cross paths. □

## PART IV

# COMMUNITY ENVIRONMENT

COMMUNITY DESIGN & LANDSCAPING

HISTORIC PRESERVATION

The ARTS

ENVIRONMENT

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Along with Evanston's overall land use pattern and the circulation system linking it together, there are special qualities that distinguish this from other communities. Throughout its pages, the Comprehensive General Plan refers to these qualities as a mixture of urban amenities with suburban tranquility. The chapters that follow (*Community Design & Landscaping, Historic Preservation, The Arts, and Environment*) relate specifically to many of the aesthetic and environmental issues mentioned throughout the plan. They are grouped here under the heading of *Community Environment* and address important priorities to keep Evanston an appealing and interesting community in which to live.

Community interest in visual, cultural and environmental issues has led to the formation of numerous local committees, boards and commissions. Within the local government, the Site Plan and Appearance Review Committee, the Preservation Commission, the Arts Council, the Environment Board and the Ladd Arboretum Committee are examples of bodies whose charge is to consider policies for landscaping, art and architecture and the environment. In addition, independent groups including but not limited to *Design Evanston, the Evanston Environmental Association, the Evanston Historical Society, the Evanston Preservation League, the Garden Council of Evanston* and its many affiliated garden clubs, and *Keep Evanston Beautiful*, bring

Evanstonians together in developing programs aimed at improving the environment and enriching community appearance and culture.

GOAL: PROMOTE ATTRACTIVE, INTERESTING AND COMPATIBLE BUILDING AND LANDSCAPE ARCHITECTURE.

OBJECTIVE:

Make quality design a priority for the construction and maintenance of all property.

POLICIES/ACTIONS:

- Encourage high quality design and a heightened sensitivity toward appearance in proposed developments through the Site Plan and Appearance Review Committee.
- Establish a committee to formally examine the effectiveness of the City's *non-binding* appearance review process in contributing to quality building design; consider the pros and cons of instating a *binding* appearance review process.
- Prepare a gateway enhancement plan for landscaping and community identifiers at major entry points on Evanston's south and west sides.
- Work with transit agencies to improve the appearance of railroad overpasses, embankments, and stations.
- Emphasize the use of landscaping materials as a means of unifying and softening boundaries between public and private property.
- Promote the principles of *Crime Prevention Through Environmental Design* (CPTED).



- ❑ Work with Evanston design professionals to recognize outstanding design and to raise the level of public awareness on matters of design in Evanston; continue annual awards programs, such as the Annual Preservation and Design Awards.
- ❑ Continue to allow and encourage contemporary design in historic districts that complements historic ambience and adjacent landmark properties.
- ❑ Strengthen enforcement of the City's Sign Ordinance to encourage effective signage that is appropriately designed and scaled to minimize adverse impacts upon community aesthetics.
- ❑ Eliminate billboard advertisements.
- ❑ Continue to fund and market the *Evanston Storefront Program* to help commercial property owners rehabilitate storefronts in eligible areas.

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## COMMUNITY DESIGN & LANDSCAPING

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✓ *In future developments, Evanston should encourage interesting and compatible building and landscape architecture.*

Preserving and enhancing Evanston's physical ambience is a theme running throughout the Comprehensive General Plan. The City should make an ongoing policy of working with the community's many design professionals to recognize outstanding design and to raise the level of public awareness on matters of aesthetics in Evanston.

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## THE BUILDING DESIGN & APPEARANCE REVIEW PROCESS

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Because Evanston's past has produced a wealth of distinctive buildings and appealing neighborhoods, it is a continued matter of concern that new development should be sensitive to

existing ambience. In some cases, this means protecting existing examples of architectural distinction through the Preservation Ordinance and historic landmark and district designation. (Preservation is discussed in greater detail in *Chapter 14: Historic Preservation*). In other cases, it means encouraging high quality contemporary design. Standards for style are subjective, and Evanston's aesthetic appeal is not the product of a single plan. It is rather the cumulative effect of many individual, corporate, institutional and public decisions.

As recommended by the 1986 Comprehensive General Plan, Evanston has established an *appearance review process* to which most proposed building projects are subject. (Unless applying for a major zoning variance, single-family homes are excluded.) This is a non-binding, advisory process conducted by the City's *Site Plan and Appearance Review Committee*. The Committee reviews construction proposals as part of the process by which one obtains a building permit. *Exhibit 18* presents model guidelines for encouraging community-sensitive building design without mandating architectural monotony.

By drawing attention to design standards, the appearance review process raises awareness about the significant impact that design has on the overall quality of life in Evanston. Although taste in design is a subjective matter, insofar as guidelines reflect basic design standards, they should be applied to new construction. In addition to aesthetic sensitivity, the community will benefit by promoting the *Crime Prevention Through Environmental Design* (CPTED). CPTED principles emphasize a common-sense approach to design whereby dark passage-ways, "blind-spots," and other public safety hazards are avoided. Ultimately, the attractiveness of an urban space is a function of safety as well as appearance.

The Comprehensive General Plan recommends that the City assess the effectiveness of its appearance review process on the quality of new architecture. As part of that evaluation, the City should also consider the pros and cons of elevating its appearance review process to one of binding authority.

## 18. Model Design Guidelines

## BUILDING DESIGN

Because there is no intent to restrict architectural style, evaluation of the appearance of a project should be based upon the quality of its design and its relationship to its surroundings. Support should be given for design that represents variation in style but harmony with nearby buildings. Care should be given to vertical and horizontal emphasis of building elements in order to prevent large segments of blank wall.

Architectural features such as projections, dormers, balconies, decks, columns, etc., should be designed in scale and proportion to the remainder of the overall development. Roof design, including shape and architectural style such as hip, gable, shed, etc., should be consistent with the architectural style of the development and should be coordinated throughout a development. Pattern, placement, scale, and overall extent of windows and doors should be consistent with the architectural style of the development.

Particular care should be given in redesigning existing storefronts in order to maintain a sense of scale and rhythm consistent with the remainder of the building. Mechanical equipment or other utility hardware found on the roof, ground, or elsewhere should be either not visible from public ways or screened from public view with materials harmonious with the building. Likewise, refuse and waste removal areas, service yards, storage yards, and exterior work areas should be screened from view from public ways using harmonious building materials or appropriate plant materials.

## BUILDING MATERIALS

Materials should be durable and attractive and should be selected for their harmony with adjoining buildings and appropriateness to the architectural style. Buildings should use a limited palette of materials that are architecturally harmonious for all facades and exterior building components that are visible from the public ways. Colors should be

harmonious within a project design as well as with respect to adjoining buildings or developments. Roof materials should be carefully selected for appearance as well as longevity.

## RELATIONSHIP OF BUILDING TO SITE

The height and mass of each building should be compatible with its particular site. The building site should be planned to accomplish a desirable transition between street, site, and building using setbacks and yards that take into consideration adjacent buildings and pedestrian zones. Where possible, parking areas should be located behind buildings and should be treated with decorative elements, building wall extensions, plantings, berms and other innovative means so as to screen parking areas from public ways and residential areas. Newly installed utility services and service revisions necessitated by exterior alteration should be located underground.

## RELATIONSHIP OF BUILDINGS AND SITE TO ADJOINING AREA

The compatibility of height and mass among buildings in a given area is desirable. A variety of architectural styles is encouraged because it prevents aesthetic monotony. However, harmony in style is also desirable. Materials and colors of fences and walls should be selected so as to be compatible with surrounding development. Adjacent buildings of different architectural styles should be blended together using creative landscape screening. This is particularly important when a new building or renovation of an existing building exterior adjoins historic districts or landmark buildings.

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## COMMUNITY LANDSCAPING & INFRASTRUCTURE

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What is appealing about Evanston's community environment is more than just the design of its buildings and public facilities. Trees and green space make an important statement about the quality of the community and its commitment, both public and private, to landscape design. Support for the ongoing endeavors of individual residents and groups (such as *Keep Evanston Beautiful* and the participating groups of the *Garden Council of Evanston*) to the beautification of Evanston's public and private green spaces is strongly encouraged.

As a general policy, landscaping should continue to be recognized as an important tool for unifying and softening boundaries between public and private spaces. Likewise, public investments in landscaping can add to the overall positive identity of the community. The Comprehensive General Plan recommends that a gateway enhancement study be undertaken toward this end. Recently, attractive landscaping improvements along Green Bay Road have added to the sense of arrival when entering Evanston from the north. Such “gateway” landscaping undertakings would be beneficial at major points of entry on Evanston’s south and west sides.

As Evanston has been the recipient of a *Tree City USA* designation for a number of years, the importance of strategic urban forestry policies needs to be underscored. Through the *Master Street Tree Plan*, the City works to maintain an inventory of Evanston's parkway trees which number more than 28,000. The presence of many beautiful, old-growth elms is an asset to Evanston, but their susceptibility to disease poses a critical problem. Quick action is needed to remove dying trees in order to protect those surrounding them from the spread of disease.

Tree trimming must also be done properly so that street signs and vehicles are visible and a generally manicured appearance is maintained. While this policy is important for these safety and aesthetic purposes, a diligent pruning cycle works toward long-term cost benefits as less time and energy is needed cleaning up and disposing of tree branches downed by severe weather.

Attention to quality design in “hardscape” aspects of landscaping (i.e., public fixtures like lampposts, bus stops, bus shelters and sidewalk pavings) also contributes to the overall ambience of the community and should be a priority in capital improvement planning. The generally poor condition of railway infrastructure in Evanston detracts from surrounding neighborhoods and the community overall. Deferred maintenance of embankments, train stations, and especially viaducts needs to be addressed. The City's capital improvement planning efforts should aggressively pursue action from railroad agencies to target viaduct painting and clean-up in these areas. A priority should be made to frequently clean sidewalks beneath railway overpasses. Creative solutions for addressing these concerns could include neighborhood adopt-a-station or viaduct programs that allow nearby residents and businesses to undertake some of the work themselves.

Commercial signage is another matter that impacts the visual quality of the community environment. The City’s Sign Ordinance operates under the guiding principle that signs,

although an essential tool in marketing and communication, should be accessory components of the overall composition of a structure. Signs should not be freestanding or dominant architectural elements by themselves. The Ordinance also seeks to minimize accessory advertising and limit signage to business identification purposes only. In order to promote graphic images that enhance Evanston's streetscapes, the City should assist merchants in finding appropriate alternatives. The City's Sign Ordinance should be enforced aggressively by City staff, the Site Plan and Appearance Review Committee, and the Sign Review and Appeals Board. Non-compliant signage should be removed, including billboards which are among the most conspicuous forms of non-compliant signage in Evanston.□

<p>Chapter 14 HISTORIC PRESERVATION</p>
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GOAL: IDENTIFY AND PRESERVE THE HISTORIC HERITAGE OF EVANSTON TO BENEFIT CURRENT AND FUTURE RESIDENTS.

OBJECTIVE:

POLICIES/ACTIONS:

Continue to identify historic resources in Evanston.

- Encourage evaluation of structures, sites, areas, and neighborhoods for their historical and cultural significance.
- Explore the creation of additional historic district designations.
- Identify and evaluate significant examples of contemporary architecture.
- Increase recognition of historic preservation issues beyond architecture, including Lakefront preservation, preservation of open space, cultural history, personal history of individuals, important events, sites associated with important events or individuals, and societal trends.

Promote Evanston's reputation as a community where historic preservation is a vital part of

- Develop an Evanston Historic Preservation Internet site.
- Develop new ways to enhance public awareness of existing identified historic resources, including: workshops designed to help neighborhood residents

the community's  
identity.

identify and promote historic resources within their neighborhoods, art posters, light pole banners, and other creative means to promote Evanston's architectural heritage, improved signage identifying historic resources, a program to identify individual historic, architectural and cultural resources with plaques explaining their significance, training programs and information packets to help Evanston real estate professionals educate their clients about Evanston's preservation resources and opportunities, special events promoting Evanston's preservation efforts.

- Identify historical and cultural resources for their potential in the enhancement of Evanston as a regional tourism destination.

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Develop and  
promote  
economic  
incentives for  
historic  
preservation.

- Establish a resource center at the Evanston Civic Center and on-line for information about loans, financial incentives, tax incentives, and other resources for preservation and restoration of designated landmark structures.
- Work with government and non-government organizations to develop financial incentives and sources of technical assistance for preservation and restoration of historic structures.

	<ul style="list-style-type: none"> <li><input type="checkbox"/> Encourage and provide technical assistance for innovative adaptive reuse of historic commercial and institutional structures.</li> </ul>
Actively pursue funding sources for preservation activities.	<ul style="list-style-type: none"> <li><input type="checkbox"/> Identify and solicit governmental and private funding for preservation.</li> <li><input type="checkbox"/> Promote grassroots fund raising efforts for key community preservation projects.</li> </ul>
Protect Evanston's historic landmark structures and districts.	<ul style="list-style-type: none"> <li><input type="checkbox"/> Assist property owners in defining and implementing appropriate exterior alterations, additions, and construction through technical assistance and review by preservation staff and the Evanston Preservation Commission.</li> <li><input type="checkbox"/> Protect the character of historic districts by evaluating new development and providing technical assistance to ensure that any new development is compatible with its surroundings.</li> <li><input type="checkbox"/> Include the significance of open space as an integral contributing factor to the character of Evanston's historic districts.</li> <li><input type="checkbox"/> Work to ensure that preservation is a standard component of all elements of Evanston planning.</li> <li><input type="checkbox"/> Apply and enforce local ordinances that facilitate preservation.</li> </ul>



- 
- Work with local non-governmental preservation groups to promote mutual objectives.
  - Document Evanston's preservation activities to create an ongoing public record.  Perform an annual review and generate a report of the year's preservation activities and issues for public record.
  - Update the Evanston Preservation Plan.

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## HISTORIC PRESERVATION

- ✓ *As its ongoing goal for historic preservation, Evanston should work to identify and preserve the historic heritage of the community for the benefit of current and future Evanston residents.*

Historic preservation continues to be a source of civic pride for Evanston. With a vital preservation community and with a rich architectural heritage, Evanston remains at the forefront of the movement to preserve individual buildings and historic districts that show outstanding architectural, historical and cultural merit.

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## EVANSTON'S HISTORIC ARCHITECTURAL CHARACTER

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The architectural character of Evanston is as diverse as the community itself. Three Evanston buildings which are listed as National Historic Landmarks represent such diversity. These are the Frances E. Willard House (1730 Chicago Avenue), the Charles Gates Dawes House (225 Greenwood Street), and the Grosse Point Light House (2535 Sheridan Road). The Willard House is of a modest size; it is a carpenter Gothic structure framed and clad in wood. The Dawes House by contrast is grand in scale, Romanesque in style, and made of brick and stone. Even grander is the Grosse Light House, a 113 feet tall tower connected by a one-story building to the two-story keepers' house. Yet these three distinct structures contribute to the character of this community.

A very important part of the Evanston Preservation Commission's work is the nomination of landmarks at the local and national levels. In addition to the Willard House, the Dawes House, and the Grosse Point Light House (National Historic Landmarks), there are seven buildings or places in Evanston that are listed on the National Register of Historic Places. These include the Frederick B. Carter, Jr. House (1024 Judson Avenue), the Ridgewood Apartment Building (1703-13 Ridge Avenue), the George B. Dryden House (1314 Ridge Avenue), Dwight Heald Perkins House (2319 Lincoln Street), the Edward Kirk Warren House and Garage (2829

and 2831 Sheridan Place), Roycemore School (640 Lincoln Street), and the Shakespeare Garden (Northwestern University campus).

The wide range of preservation activity in Evanston may be further underscored by taking note of the number of buildings included in Evanston's three National Register Historic Districts: the Evanston Lakeshore Historic District containing 755 primary buildings, the Evanston Ridge Historic District containing 396 primary buildings, and the Northeast Evanston Historic District containing 546 primary buildings. The Lakeshore and Ridge Districts have also been designated as local historic districts. A smaller Northeast Evanston Historic District is currently being considered for designation by the Evanston City Council. Furthermore, in "Suburban Apartment Buildings in Evanston-Thematic Resources," the National Register of Historic Places recognized 47 apartment buildings as part of a historically important architectural theme. Meanwhile, on its own, Evanston has designated over 750 primary buildings as local landmarks under the Preservation Commission's nomination process.

The landscaped setting of Evanston's buildings is as important to the preservation of Evanston's historic and architectural character as are the individual buildings themselves. In Evanston the spaces in between and around buildings, and the placement of buildings relative to one another, are influenced by two factors; first, by the layout of streets in a grid pattern, and second, by the maintenance of greenery and landscaped grounds. Often informally referred to as open space, the landscaped settings of historic buildings and the underlying grid deserve careful support by the Preservation Commission. Both the grid and the picturesque landscape formed the backdrop for the work of the many noted architects who have worked in Evanston over the past century.

At the beginning of the twentieth century Evanston was home to some of the best architects practicing in their day. Daniel H. Burnham lived his entire adult life in Evanston. His work is known internationally, and includes the Mall in Washington, D.C., The World's Columbian Exposition of 1893, and his Plan of Chicago of 1909. Locally he built Fisk Hall at Northwestern University, First Presbyterian Church, the Noyes Street School (currently the Noyes Cultural Arts Center), and the Miller School (currently the Chiaravalle Montessori School) at Dempster Street and Hinman Avenue.

Frank Lloyd Wright, while typically associated with Oak Park, was nonetheless present in Evanston. Wright designed the Charles Browne House at 2420 Harrison Street, and his Prairie School architecture is represented in Evanston in the Catherine White house at 1307-13 Ridge Avenue, designed by Myron Hunt. Another contemporary of Wright, Walter Burley Griffin, designed many houses built in Evanston. He left the United States in 1912 shortly after winning an international competition for the design of the capital of Australia. Another architect of considerable influence who made his home in Evanston was Eliel Saarinen who moved to Evanston in 1923 from his native Finland after placing second in the Chicago Tribune competition.

A host of architects contributed to the architectural character of Evanston. The firm of Tallmadge and Watson designed many homes and churches in Evanston including First

Congregational and First United Methodist. Tallmadge designed Evanston's distinctive streetlights installed throughout the community in 1931. In the 1980's, many of these lights were rehabilitated and used to produce replicas that were then placed throughout the community. Other architects who deserve mention for their contribution to Evanston's physical character include: Daniel H. Burnham, Jr., Dwight H. Perkins who designed Oakton School and Evanston Township High School, William Holabird, architect of St. Mark's Episcopal Church, and George W. Maher, architect of Northwestern University's old Patten Gymnasium, Swift Hall and the University Building, a two-story commercial building in Downtown Evanston.

The buildings of each of these architects contribute in significant ways to the stylistic variety of Evanston's architecture. As with many communities that comprise a large number of buildings dating from the late nineteenth and early twentieth centuries, Evanston is stylistically rich with everything from Colonial Revival to International Style Modernism. What is unique about the community's architecture is that the great number of architects who built here achieved a consistently high level of creativity, craftsmanship and detail in their work. This uniqueness has created a lasting, distinguished and noteworthy architectural heritage.

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## PRESENT POLICIES AND PRESERVATION PROGRAMS

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The Preservation Commission is responsible for developing local preservation policy and for reviewing proposed exterior alterations to Evanston Landmarks and properties within historic districts. The Commission has worked to provide financial and technical assistance to encourage preservation of landmark structures. The Preservation Commission also has responsibilities through the State Historic Preservation Office for reviewing the impact of federally funded projects on potential or listed National Register properties and administering the National Register of Historic Places Program.

In 1981, the Commission prepared a preservation plan which served as the basis for many of the policies included in this section. The primary aims of the plan are to develop a process to identify and designate the structures, landscape, street elements, and environmental resources of importance, and to define the process for their conservation. The 1981 plan should be updated at this time.

No preservation program can succeed without strong community support. High maintenance costs, high energy costs and high property taxes are among the problems that will continue to make owning a landmark a labor of love, sometimes a severely tested love. Tours, slide programs, newsletters, booklets and educational programs in the schools have all contributed to a widespread community preservation ethic. Evanston has always taken care of its museum-quality landmarks through the efforts of its citizens and local organizations. The Francis E. Willard House is something of a shrine to the Woman's Christian Temperance Union which has its headquarters there. The Evanston Environmental Association spearheaded efforts to restore the Grosse Point Lighthouse, a popular tourist attraction which serves as a backdrop for a variety of natural history programs. All have been restored largely through private efforts.

In June 1981, the Preservation League of Evanston was founded. This private, nonprofit organization provides a forum for residents on preservation issues, and serves a variety of educational and promotional functions. Unlike the Preservation Commission whose members are appointed by the Mayor, membership in the Preservation League is open to any interested person. Its growing membership gives testimony to the strong community support for preservation.

On March 21, 1994, the Evanston City Council adopted a new Preservation Ordinance. Before obtaining a building or demolition permit, this binding Ordinance requires that the applicant must obtain a Certificate of Appropriateness. The emphasis of the Commission is resident-oriented by providing information to Landmark owners as well as assisting them in how to put together an application for the Certificate of Appropriateness.

The Commission also provides guidance in helping applicants search for alternatives so that they can meet the standards for alterations and construction of any properties within the historic districts. When requested, the Commission will also offer information about the *Property*

*Tax Assessment Freeze Program* as well as information about tax credits for commercial properties, administered by the Illinois Historic Preservation Agency.

The Commission will refer residents to the Landmarks Preservation Council of Illinois, a not-for-profit organization which also offers other preservation programs and incentives. The Commission is a member of the National Trust for Historic Preservation and the Association of Illinois Historic Preservation Commissions, a Chicago-based not-for-profit organization. The Commission has ongoing contact with the Department of the Interior for historic preservation purposes.

The Preservation Commission has established a cooperative relationship with the Preservation League of Evanston and the Evanston Historical Society. For those interested in researching the history of their own homes, businesses, churches, synagogues community organizations or simply interested in knowing about the community's history, the Evanston Historical Society is an invaluable resource. The Historical Society has maintained reference files and a large collection of historical photographs for many years. This material has done much to add to the substance of Evanston's strong preservation program.

Out of the preservation movement have come some notable successes in the area of adaptive reuse. For example, the three-phase restoration program for the Grosse Point Lighthouse has been completed. The two fog houses have been restored and now house a nature center and maritime museum. The passageway which originally connected the lighthouse to the keeper's quarters has been reconstructed. The final phase involved the restoration and conversion of the keeper's quarters depicting what life was like for early lighthouse keepers. Other achievements include the adaptive reuse of the Marywood, Noyes and Miller School buildings as the Evanston Civic Center, Noyes Cultural Arts Center, and the Chiaravalle Montessori School respectively.

The Evanston Preservation Commission recognizes that the scope of its work must be broadened to include previously unrecognized areas of historic value. This includes the potential development of a *conservation district* under cultural resources in the Fifth Ward area. It is through this initiative that the cultural heritage of Evanston's African American community will be documented, interpreted and given recognition. The Fifth Ward program expands preservation to include the oral and historical heritage of a distinct part of our community and will provide Evanston with a valuable archive of materials for future study and reference. Another possible historic district could be a *women's historic district* along Chicago Avenue that would recognize the historic assets associated with the achievement of Evanston women, including the Frances E. Willard House and the Women's Club of Evanston.

Why seek emphasis upon preservation? Of what value is it except to those who enjoy the study of architectural history? Evanston should seek to preserve the structures and environments which have given the community much of its physical appeal and special visual character. An intangible, but equally important value, is the sense of history given to those who live here. The shared history of landmark homes gives continuity to the entire community. The loss of such buildings would affect all of us, not just a few areas or individuals.□

Chapter 15  
The ARTS

GOAL: RECOGNIZE AND PROMOTE THE ARTS AS A VITAL COMPONENT OF THE LOCAL ECONOMY.

OBJECTIVE:

POLICIES/ACTIONS:

Foster activities that enhance public awareness of and participation in the arts.

- Pursue opportunities for increased performance and entertainment space in Downtown Evanston either through new construction or through the careful rehabilitation of structures such as the old *Varsity Theatre* on Sherman Avenue.
- Fund programs that provide visual and performing arts activities for all Evanston residents.
- Continue to implement the City's Public Art Ordinance and support the work of the Arts Council's Public Art Committee.
- Maintain and expand the use of the Noyes Cultural Arts Center by the public and Evanston arts organizations.
- Facilitate the growth of multi-racial support and involvement in arts programming.
- Encourage the inclusion of cultural facilities and arts installations in large development or redevelopment projects.

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- ❑ Develop special arts projects to involve Evanston citizens in partnership with Evanston businesses.
  
  - ❑ Encourage local artists and art organizations to be involved in community service projects that benefit Evanston residents.

## The ARTS

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- ✓ *As its goal, Evanston should continually encourage the creation of art and arts activities through the support of arts organizations and artists of all disciplines.*

The arts are included as an issue in the Comprehensive General Plan because of the role arts programs and the arts industry play in shaping the identity and economy of Evanston. Outside of the City of Chicago, Evanston is home to the largest number of working artists (including some of the most recognized in the region) in the metropolitan area. Patrons, administrators, and artists interested in the visual arts, dance, classical and modern music, theater and literature make Evanston their place of business and residence. Evanston is also home to many creative agencies involved in architecture, planning, landscape design, graphic arts, fine arts appraisal and restoration. Downtown Evanston and many neighborhood business districts include art and fine craft galleries in their business directories.

The reasons for the strength of arts activities in Evanston are many, but primary among them are: Northwestern University with its academic programs in music, theater and the visual arts; a public school system with a continued commitment to extensive arts programming; a business community supportive of the arts; and Evanston's proximity to Chicago, a world class city in artistic and cultural affairs.

- ✓ *Future arts related policies and programs in Evanston should foster activities that enhance public awareness of and participation in the arts.*

Few other communities can boast an artistic environment as fully developed as Evanston's. This asset should be promoted and made accessible to the widest segment of the community in order to broaden its support. Toward this objective, public funding, particularly for the development of increased space for art preparation, presentation, and performance, should be continually supported.

Along with the need to invest in the ongoing rehabilitation of the Noyes Cultural Arts Center (discussed below), the City should consider opportunities for increased performance and entertainment space in Downtown Evanston. This should occur either through new construction or through the rehabilitation of existing facilities such as the former *Varsity Theatre* on Sherman Avenue. Investment in such an endeavor can produce subsequent economic development by making the Downtown an even more attractive destination.

Ultimately, the City of Evanston, through its Arts Council, should continue its commitment to providing places and programs that support the business and celebration of art. This should include special projects that bring artists and local businesses together as well as those that increase multi-racial support and involvement in arts programming. Evanston's image as a place offering a diversity of artistic resources should continually be cultivated as a means of marketing Evanston's desirability as a place in which to live and work.

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## SURVEY OF VISUAL & PERFORMING ARTS IN EVANSTON

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While the *visual* arts are present in many locations throughout the community, two particular institutions have been pivotal in solidifying Evanston's high art profile. First, the *Evanston Art Center*, housed at the Harley-Clark mansion in Lighthouse Landing Park, offers a non-degree art school, gallery space, and an exhibition program featuring regional and national artists.

Second, the *Mary and Leigh Block Museum*, housed at Northwestern University, is an international research institution. It includes a substantial sculpture collection open to the community. The museum hosts and initiates scholarly exhibitions from across the globe. In recent years, it has greatly expanded its community presence by providing programs for Evanston school children, collaborating with other visual arts organizations and developing a biennial exhibition of Evanston artists.

Regarding the *performing* arts, Evanston is home to three symphonies as well as a number of classical music festivals and series, including the 25 year-old *Bach Week* and *Light Opera Works*. And with the presence of the School of Music at Northwestern University, experimental, contemporary and 20th century classical music are constantly being tested and performed in Evanston. The University's *Pick-Staiger Concert Hall* hosts a professional classical music series as well as student and faculty performances. There are multiple ballet and dance centers in Evanston, including *Gus Giordano Jazz Dance Chicago* which has been based in Evanston for over 25 years. Giordano produces a biennial jazz conference that is held in various countries around the world.

At the municipal level, support for visual and performance art begins with the Evanston Arts Council and the oversight of the *Noyes Cultural Arts Center* (927 Noyes Street). An elementary school until 1970, today, the Noyes Cultural Arts Center is a national model both for the adaptive reuse of an aging structure and for the creative endeavors which the structure now houses. Along with the *Noyes Center Gallery*, the facility is home to the *Next Theater Company* and the *Piven Theater Workshop*. The center houses an additional 27 individual artists and organizations who provide community service in exchange for below market rent. Resulting programs include in-school performances and workshops, mentoring and scholarships.

The *Fleetwood-Jourdain Community Center*, located at 1655 Foster Street, houses the *Fleetwood-Jourdain Art Guild*, an art collection and special exhibition space specific to the art of African-American artists. The center is also home to the *Fleetwood-Jourdain Community Theatre* which presents culturally-based community theater relating to the African-American experience. Other City-managed arts programs include the summer arts camp, a summer arts apprentice program, and a variety of dance, theater, and visual arts classes available at the Recreation Division community centers.

During the summer months, outdoor arts events occurring throughout the community are anchored by the three major arts festivals: the *Fountain Square Arts Festival* (managed by the

Chamber of Commerce), the *Ethnics Arts Festival*, and the *Lakeshore Arts Festival* (both managed by the Evanston Arts Council). Consistently voted among the metropolitan area's best festivals, these events attract artists and tourists from throughout the region. In addition, an evening concert series at the lakefront and a Downtown Friday noontime performance series bring free performances to the community.

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## PUBLIC ART & ARTS POLICIES

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The City of Evanston's involvement in arts policy and program development are primarily a function of the Evanston Arts Council whose primary mission is to provide access to the arts for all Evanstonians and to foster an environment that encourages the creation of art. This mission is accomplished through public art installations, festivals and cultural arts events, technical service for artists and arts organizations, metropolitan-wide arts marketing of Evanston's artists, and finally the management of the Noyes Cultural Arts Center mentioned above.

The Public Art Ordinance, adopted in 1991, calls for up to one percent of the cost of City construction projects over one million dollars to be set aside for public art. (Public art includes art works that are publicly owned or privately owned but presented publicly.) One result of this Ordinance is a collection of artwork housed at the Public Library's new main branch in Downtown Evanston. This collection includes site-specific artwork by nationally recognized artists such as Michele Oka Donar (New York), Ralph Helmick (Boston), and Richard Hunt (Chicago).

Public art is also an integral aspect of Evanston's business community. To further the role of arts in marketing and development, individual artists and arts organizations are encouraged to join the Evanston Chamber of Commerce. The arts have become a visible component of the Downtown Evanston streetscape revitalization project and of most marketing endeavors put forth by Evmark, the consortium responsible for marketing the Central Business District. When plans were being developed for streetscape renovations in the Downtown area, an artist consultant was included in the design team. The result is tree grates, man-hole covers, benches and kiosks, all designed by artist David Csicsko, that graphically represent Evanston's diversity and history.

The Evanston Arts Council, along with its other activities, provides direct technical support to working artists and arts organizations in a variety of ways. The *Cultural Fund* is an annual grant program available to individual artists and arts organizations. The program has four direct purposes: (1) to provide needed financial support to arts organizations that demonstrate excellence and innovation in arts programs; (2) to support individual artists in the creation of artwork which may directly benefit the community (thereby expanding the artist's professional portfolio as well as providing innovative arts programming to the community); (3) to provide training in grantsmanship to emerging arts organizations; and (4) to provide diversity assistance in board and audience development for Evanston arts organizations. In addition, an on-going technical service series for artists, special workshops for arts instructors, and symposia for the

public attempt to foster an environment in which artists and organizations may grow in Evanston.□

Chapter 16 ENVIRONMENT
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GOAL: A CLEAN AND ATTRACTIVE ENVIRONMENT THAT PRESERVES NATURAL RESOURCES AND PROMOTES HEALTH AND A HIGH QUALITY OF LIFE.

OBJECTIVE:

Promote awareness of environmental issues and encourage practices that sustain a healthful environment.

POLICIES/ACTIONS:

- Support the ongoing environmental education efforts of numerous citizens and action groups; encourage Evanston schools to take part in environmental practices.
- Encourage units of local government to purchase recycled and environmentally sensitive products when cost feasible in order to help strengthen these markets.
- Promote interest in and use of environmentally sensitive building materials, including products made from recycled materials; encourage site planning and building designs that promote energy conservation and environmental sensitivity.
- Promote *integrated pest management* techniques for landscaping projects and minimize the use of chemical pesticides.
- Continue testing for household lead poisoning and aggressively promote lead-based paint abatement.
- Encourage managers/owners of multi-family residential buildings with more than four units to provide recycling collection

through their private solid waste haulers.

- Promote land use development patterns that encourage pedestrianism, bicycle and mass transit ridership thereby helping to reduce automobile dependency.
- Promote employer incentives that will encourage employees to commute by means other than the single-occupancy vehicle.
- Monitor developments along the North Shore Channel and encourage non-motorized boating so as not to disrupt natural habitats with gas, oil, noise, and boat wake.

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Promote efforts to clean and beautify Evanston.

- Provide trash cans and recycling receptacles on major street corners and at special events; aggressively enforce litter laws.
- Continue aggressive efforts to prevent and remove graffiti.
- Work with elected officials and railroad agencies to clean and repair deteriorating viaducts; regularly clean

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sidewalks beneath viaducts.

- ❑ Maintain and enforce policies that minimize noise pollution.
- ❑ Continue the preservation of Evanston's extensive tree coverage.
- ❑ Continually emphasize the importance of individual responsibility for the year-round maintenance and cleanliness of the community.

## ENVIRONMENT

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- ✓ *In order to reach a goal of a truly clean environment that both protects our natural resources and promotes the health and viability of our communities, everyone must take part. In conjunction with ecologically sound public policy, one of the first objectives for meeting this goal should be to promote increased awareness of environmental issues.*

The quality of the natural environment is an issue without borders. For this reason, the responsibility for implementing environmental policies pertains to all levels of government. Maintenance of air and water quality is the primary responsibility of state and federal governments working in concert with groups of communities at the regional level. The problem of solid waste management is both a matter of local policy and a concern to be shared by many neighboring communities. Noise, litter, visual beautification, and the preservation of tree coverage are largely local issues.

Of course, governmental policies alone are not enough to completely address environmental concerns. The motto “think globally; act locally” sums up the very personal nature of our relationship with the environment. Locally, Evanston is fortunate to have numerous active citizen groups that work diligently to better the environment through both action and education. The ongoing efforts of groups like the Evanston Environment Association, Keep Evanston Beautiful, and the Garden Council of Evanston, with its affiliation of garden clubs, help to increase awareness about the benefits of a clean and attractive community. The work of these and other groups should be encouraged and supported. Ongoing efforts at education through City programs, such as the extensive environmental education programming that occurs at the Evanston Ecology Center located in the Ladd Arboretum, are also encouraged. The school system should also be encouraged to include lessons about integrated pest management, air quality, and waste management within its curriculum of environmental education.

Establishment and enforcement of environmental standards occur within a policy framework that falls outside the purview of the Comprehensive General Plan. However, as a guide for land development and improving infrastructure and circulation systems, the plan can broadly address how land use and development should be sensitive to concerns about environmental sustainability. The remainder of this chapter focuses on environmental policies within this context.

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## ENVIRONMENTAL CONCERNS IN BUILDING AND LANDSCAPING

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Sensitivity to environmental concerns should be reflected in building design, site planning, and landscaping. There is increasing interest among building trades in incorporating environmentally sustainable materials in construction. An ever-increasing supply of building products are being made with recycled materials or of materials manufactured through environmentally clean processes. Products range from floor coverings, outdoor deck surfacing plastics, wood from sustainable forests, wall coverings made with recycled paper and non-toxic inks, energy efficient lighting systems, and plastic fencing materials, to name a few.

Even though these products can be more expensive than their more conventional equivalents, helping to create a market for them is a worthwhile endeavor and should be pursued to the extent that budgets allow. The City should continue to include recycled materials in its purchasing practices for both office supplies and park and landscaping products. As knowledge of environmentally sound building techniques and methods increases, the City should provide resource guides to builders through the building permit process to promote education and awareness. Likewise, the City should investigate sources--private, state, or federal--that may become available as a means of offering financial incentives for builders to use environmentally sensitive products and services.

Environmentally sound principles should be encouraged in architecture as well as construction. When plans are brought before the Site Plan and Appearance Review Committee, they should be evaluated in terms of their environmental sensitivity along with other criteria. Architects are encouraged to maximize energy efficiency and energy conservation. In general, building designs should respect natural light patterns aiming to maximize the amount of interior natural light exposure thus reducing the demand for electricity. Buildings should also be designed to facilitate current solid waste management techniques--in particular, providing adequate space in dumpster areas for separate recycling and regular solid waste receptacles. (In terms of waste management, owners and managers of multi-family buildings larger than four units should be encouraged to provide recycling through their private waste hauling contracts.)

There are certain aspects of the building and landscaping process that can be harmful to the environment. The use of pesticides, for example, can pose health risks to children as well as adults. One policy recommendation is for the City to continue its commitment to limiting the use of herbicides and to continue promoting *integrated pest management (IPM)* in landscaping projects. IPM involves controlling unwanted vegetation, insects, and rodents using the least toxic combination of treatments. The City should promote IPM for other private and public landscaping programs, including those on school grounds.

Another environmental issue is soil contamination. One of the realities of redeveloping land in an older community is that environmental hazards, often found underground, have been left behind by previous uses. Generally speaking, remediation of any soil contamination is a private matter to be dealt with through the property owners and the Illinois Environmental Protection Agency (IEPA).

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## CLEAN AIR AND WATER

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As is the case in Northeastern Illinois, the challenge of maintaining a clean environment increases in difficulty with population size, presence of industries, and density of living areas. Pollution generated in one area can have a regional effect. This is especially true as relates to air pollution and one of its leading by-products--ozone. Although ozone in the upper levels of the atmosphere is essential for blocking harmful radiation from the sun, a high concentration in the air at ground level is a health risk. Experiments have indicated that even limited exposure to a small amount of ozone can cause respiratory problems even for healthy adults. Children, senior citizens, and asthma sufferers are particularly at risk.



According to *A Clean Air Primer for Northeastern Illinois* (a 1995 publication of the Chicago Area Transportation Study, CATS), the Chicago region is rated a “severe non-attainment zone” by federal standards that formerly set a hazard ratio at 0.12 parts per million sustained for a period of one hour or more. In the past several years, on average, there have been fewer than ten days per year in the Chicago region when ozone levels have exceeded this standard. This is a fact attributable in part to favorable weather conditions, but cleaner cars and industrial uses have helped, too. However, recently revised federal standards have set a lower, and therefore stricter, threshold level of 0.08 parts per million averaged over an eight hour period. The new federal standards could result in an increased number of *ozone alert days*.

Ozone becomes a problem during warm weather months when direct sunlight, high temperatures, and high pressure air masses cause an ozone-yielding chemical reaction among airborne pollutants. These airborne pollutants are the products of mobile sources, (such as cars, trucks, trains or industrial equipment) or stationary sources (such as fossil-fueled power plants and other industries). Since air pollution spreads easily throughout the region, communities that are not significant producers of ozone-yielding pollutants will still experience the effect. Due to localized weather patterns along the Lake Michigan shoreline, lakefront communities such as Evanston are particularly prone to high ozone concentrations. In 1996, readings taken in Evanston by the IEPA indicated that the four days of highest ozone presence reached levels at or close to the former federal limit.

Addressing the ozone problem regionally and nationwide has involved: (1) improving measures to alert the public (particularly those at highest risk) when weather conditions will most likely yield high ozone levels, and (2) reducing the amount of pollutants that are the precursors to ozone. Because they are a leading cause of the problem, auto emissions have been targeted for reduction through technical improvements made by the auto industry. An extensive regional (as well as national) discussion has also addressed the need to reduce the number of automobile trips --especially in urbanized areas. One aspect of this latter point has focused on reducing auto emissions, and, therefore, has been connected to regional land use policies.

Unlike the more traditional dense pattern of development exemplified in Evanston, low density development necessitates longer, more frequent automobile trips. Such low density development is typically associated with modern-day urban sprawl occurring at the periphery of most metropolitan areas, including Chicago. Because Evanston in particular stands to benefit from reduced ozone levels, the City should join in regional efforts to promote more environmentally sustainable regional development patterns.

Within Evanston, as mentioned elsewhere in the Comprehensive General Plan, promoting residential and commercial development in close proximity to mass transit nodes will help encourage people to reduce the frequency of automobile use. As discussed in *Part III: Circulation*, efforts among employers to provide incentives for car pooling or mass transit should be encouraged.

Of equal importance to clean air is clean water. Evanston’s water comes from Lake Michigan via intake pipes that extend well beyond the shoreline. Because no industrial uses are

located along or in close proximity to Evanston's lakefront, the threat of severe pollution is limited. To achieve clean water standards, the Evanston Water Department maintains a filtration system that purifies the water, finishing it for consumption locally and for sale to other communities. The City also places chlorine in the feedlines to address the cyclical problem of zebra mussels--a problem which has become a concern for Great Lakes communities in recent years. The City of Evanston should continually monitor and join discussions about the quality of the Great Lakes environment in order to share the responsibility for protecting this resource.

Further discussion of the City's water and sewer systems is presented in *Chapter 9: Utilities*. That chapter of the Comprehensive General Plan also provides an overview of the City's Long-Range Flood and Pollution Control Plan. This program is an extensive reconfiguration of the sewer system to prevent basement flooding due to combined stormwater and sanitary sewer flow. As part of the review of any future development proposal, especially those proposed for currently open spaces, impact on storm water drainage and run-off should be carefully assessed.

Clean water is also important for Evanston's recreational uses. From June through Labor Day, the City's Health Division is responsible for daily testing of all public beaches for *enteric pathogens* (i.e., fecal coliform bacteria from human and animal wastes). According to the 1990 Bathing Beach Code as passed by the Illinois Department of Public Health, beaches must be closed when two consecutive samples contain more than 500 fecal coliform colonies per 100 ml. sample. To counter pollution that might result from the presence of motorized boats and jet skis leaking fuel and oil, tests are taken twice a month to monitor the presence of volatile chemicals in the water. Similarly, watercraft launched from Evanston facilities are required to have a muffler to minimize noise pollution.

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## BEAUTIFICATION IN EVANSTON

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✓ *An objective for the entire community is to promote efforts that clean and beautify Evanston.*

Being in an urban environment, keeping Evanston free of litter and pollution requires constant vigilance. Such efforts should recognize the negative impact of both visual and noise pollution on the quality of the community environment. Noise pollution, although sometimes overlooked, can seriously detract from the quality of life in the community. The City should continue to recognize this fact and maintain and enforce policies to minimize noise pollution.

Aggressive efforts at picking-up litter should always be a priority. Already mentioned are groups like Keep Evanston Beautiful and Evanston's numerous garden clubs. It is through these groups and others like them that ongoing efforts at beautification and litter removal take place. While the important role that community groups play should not go unrecognized, it is equally important to stress individual responsibility as the most important aspect of keeping the community clean. Also, simple efforts such as screening dumpsters can help to prevent litter from blowing down streets and alleys. The City should make a priority of providing adequate trash *and* recycling receptacles in neighborhood business districts, the Downtown area and at special events.

Two factors that greatly detract from the visual beauty of the community are graffiti and deteriorating railroad infrastructure. The proliferation of graffiti is a difficult problem to address but it has an extremely negative impact on the community. Aggressive efforts on behalf of the Police Department and the Community Development Department's graffiti abatement program should continue to apprehend perpetrators and bring about quick graffiti removal. The rear of buildings facing the railroad lines should not be overlooked as they are frequent targets.

Similarly, the generally poor condition of railway infrastructure in Evanston detracts from the visual appeal of surrounding neighborhoods and the community overall. Deferred maintenance of embankments, train stations, and especially viaducts needs to be addressed. U.S., state, and local elected officials should aggressively pursue action with railroad agencies to target viaduct painting and clean-up in these areas. The City should make a priority of frequently cleaning sidewalks beneath railroad viaducts.

Much of the beauty of Evanston relates to its vegetation and landscaping. As a general policy to be implemented through the Site Plan and Appearance Review process (discussed in *Chapter 13: Community Design and Landscaping*), landscaping must continue to be recognized as an important tool for unifying and softening boundaries between public and private spaces. Trees in particular make a significant contribution to both air quality and neighborhood quality of life. In *Chapter 13* as well as *Chapter 8: Parks & Recreation Areas*, the ongoing public and private commitment to Evanston's extensive tree population is recognized as essential for the future. The continued aggressive implementation of street tree programs is a vital measure for maintaining the quality of Evanston neighborhoods.

As Evanston has been the recipient of a *Tree City USA* designation for a number of years, the importance of strategic urban forestry policies needs to be underscored. Through the *Master Street Tree Plan*, the City works to maintain an inventory of the community's parkway trees which number over 28,000. The presence of many beautiful, old growth elms is an asset to Evanston, but their susceptibility to disease poses a critical problem. Quick action is needed to remove dying trees in order to protect those surrounding them from the spread of disease. Establishing a variety of attractive tree species is important to minimize the risk of a single disease killing numerous trees in a particular area of the community.

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## EVANSTON WILDLIFE

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Finally, although considered an urban environment, Evanston has experienced an increase in its wild animal population, particularly among squirrels, raccoons, skunks, and opossums--each of which has no natural predators in the community. These animals are a nuisance to many residents and can pose a health risk. While the City works to develop strategies to address the problem, residents should also be advised to take preventative measures, such as tightly sealing garbage containers, in order to not attract unwanted pests.

It is important to recognize natural habitats in Evanston's "urban" environment. As discussed in *Chapter 8: Parks & Recreation Areas*, there is potential for an increase in the recreational use of the North Shore Channel along Evanston's western boundary. Non-

motorized recreational activities in the area are ideal so as not disrupt the habitats of birds and other wildlife and to protect the environmental education opportunities (such as those at the Ladd Arboretum and the Evanston Ecology Center) found along the canal.□

## APPENDI X

# SURVEY OF EVANSTON RESIDENTS

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In 1995, the Evanston Plan Commission began considering revising the City's Comprehensive General Plan. Early on, the Commission sought ways of encouraging citizen participation in identifying (1) Evanston's strengths and weaknesses and (2) visions for the future of the community. In the spring of 1996, the Commission hosted a series of public forums in different locations around the community. Participants shared their visions for Evanston's future as well as their thoughts, positive and negative, about Evanston as a place in which to live. *In May of 1996, the Commission followed the public forums with a survey of residents. A summary of results from that survey is presented in the following pages.*

Through the process of revising the City's Comprehensive General Plan, the Plan Commission recommends long term goals for decision making about future land use, public facilities, circulation, and the community environment. These goals should reflect the values and concerns of Evanston's population. Information from the survey is to be used, along with what is gathered through public forums and meetings, to inform the Commission and to help shape a Comprehensive General Plan that speaks to the interests of the entire community.

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### ABOUT THE SURVEY

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Kent Research Incorporated, an Evanston-based firm, was contracted to conduct a telephone survey using questions prepared by the Evanston Plan Commission. The survey was administered to two-hundred households, with fifty households drawn from each of four separate geographical subareas of the City (*see map*). The subareas were delineated in order to help distribute the relatively small sample size evenly throughout the community. *The telephone survey method was chosen over a mail survey because it guarantees 100% participation and more effectively engages people who would perhaps not respond to a written survey.*

The questions prepared by the Plan Commission covered a series of issues. Most questions were closed ended, meaning that respondents were given several answers from which to choose. Several questions (listed as *unaided responses* in the analysis that follows) were left open ended. In these questions, respondents were asked to state whatever responses came to their minds. Along with basic questions to pinpoint demographic characteristics of the respondents, one series of questions asked where people lived prior to their current address. Those interviewed were then asked to share and rank in importance what aspects of Evanston influenced their decision to live here.

Another series of questions dealt with shopping patterns. Not intended to be an in-depth shopper survey, these questions primarily asked residents of Evanston to compare their frequency of visits to Downtown Evanston with other regional shopping centers. The survey did not address details about the amount of money spent at these shopping centers.

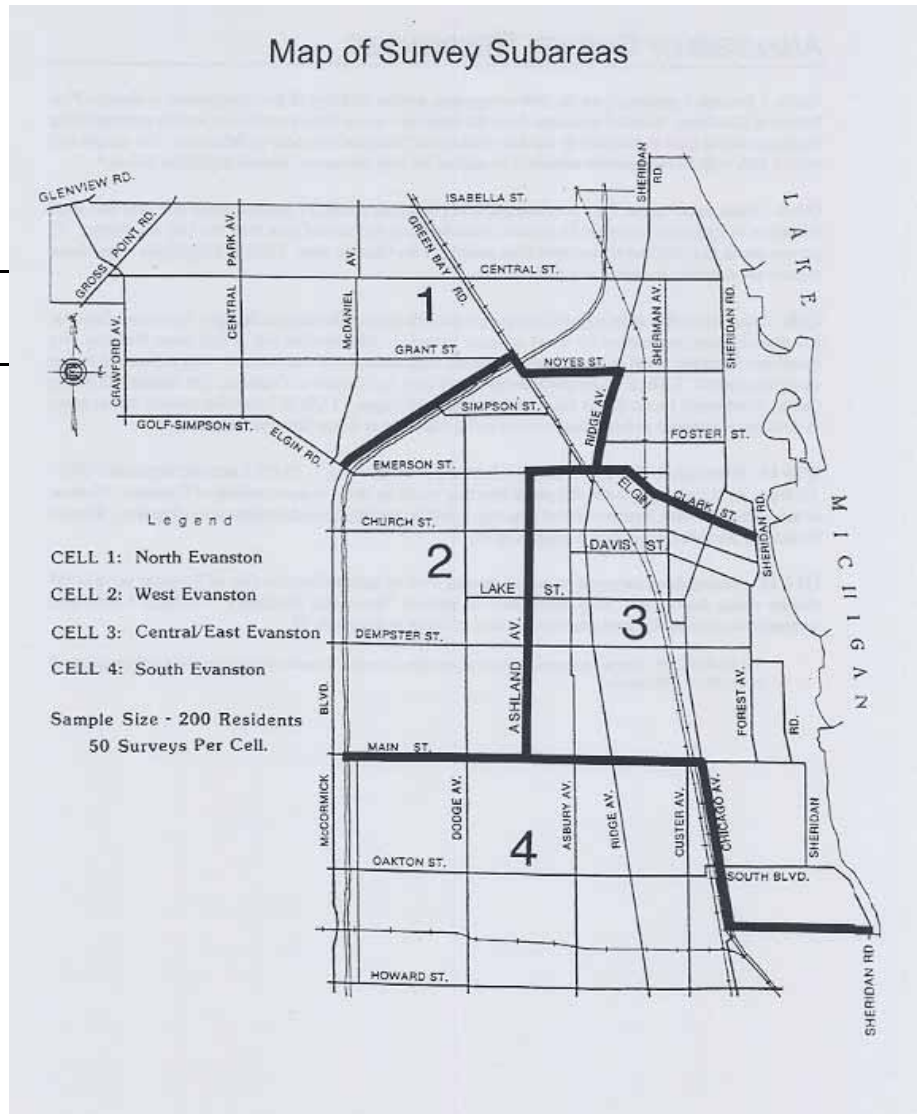
Another series of questions asked residents if they had intentions of leaving Evanston or if they had thought about leaving the City at any point in the past year. Those with plans for leaving were asked why they would be moving and where they would be going. Finally, participants were asked to rate their general satisfaction with City services and Evanston overall.

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## THE SURVEY'S RESULTS

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To begin, the results of the survey indicated a high degree of satisfaction with Evanston and a strong tendency to remain in the community. Over half of the respondents stated that their previous address had been within Evanston. Almost 30 percent of those who had considered moving in the past year would stay in Evanston. Among those who would leave Evanston, over 40 percent would be leaving the metropolitan area altogether.



Some of the questions on the survey were designed to confirm or refute assumptions about Evanston's desirability. As anticipated, respondents rated quality housing and schools, access to public transit, and proximity to Lake Michigan as factors influencing their decision to move to or to remain in Evanston. Other community assets that were listed included population diversity, Northwestern University, proximity to Chicago, and cultural activities.

Those surveyed said they visit downtown Evanston more frequently than they do shopping centers like Old Orchard or Northbrook Court. The most frequently stated reasons for not going to the downtown area relate to the lack of desired stores and parking.

Overall satisfaction with City services was reflected in participant responses, with almost 49 percent stating that they were “very satisfied” and 47 percent stating that they were “somewhat satisfied.” Specific services that were listed fell between 6.0 and 8.5 on a scale of 1 to 10.

At the end of the survey, respondents were asked to state what they would like to see improved through a revised Comprehensive General Plan. The list, over two-hundred ideas long, includes such concerns as deteriorating housing, increasing crime, inadequate street lighting, and the scale of new construction. Also included were statements of satisfaction. "I like [Evanston] just the way it is," stated one participant.□

## ANALYSIS OF SURVEY RESPONSES

Table 1. Respondent demographics .....	page App. 5
Table 2. Why choose Evanston?.....	page App. 6
Table 3. Shopping destinations .....	page App. 9
Table 4. Moving plans .....	page App. 10
Table 5. Satisfaction with Evanston .....	page App. 12

Tables 1 through 5, presented on the following pages, outline findings of the Comprehensive General Plan Survey of Residents. Selected questions from the telephone survey have been chosen and the corresponding responses shown both in total and by the four subareas of Evanston (see *Map of Subareas*). The sample size totaled 200, with 50 respondents contacted in each of the four sub-areas. Several highlights follow.\*

**Q1-4.** When asked about their previous place of residence, nearly 57 percent stated that they had lived elsewhere in Evanston. Another 23 percent stated that they had moved here from the City of Chicago. 13 percent stated that they had moved here from outside of the Chicago area. TABLE 2 highlights respondents' reasons for choosing Evanston as a place to live.

**Q10.** Compared to four other regional shopping centers (including Downtown Chicago), Downtown Evanston is a more frequent destination for many of those surveyed. Seventy-nine out of 200 stated that they visit downtown Evanston seven or more times per month, with much lower frequency of visits indicated for other shopping centers. TABLE 3 compares frequency of trips to Downtown Evanston, Old Orchard Shopping Center, Northbrook Court, Edens Plaza, and Downtown Chicago. TABLE 3 also lists reasons for not going to downtown Evanston as indicated by those going there two or fewer times per month.

**Q12-16.** When asked, "Have you considered moving in the past year?", 73 (36.5 percent) responded "YES." Of those, 45 (15 renters, 30 owners) stated that they would be likely to move outside of Evanston. Nineteen of those likely to leave Evanston stated that they would be leaving the metropolitan area altogether. Reasons for leaving are listed in TABLE 4 (page App.-9).

**Q17-18.** Among those surveyed, there is a general level of satisfaction with City of Evanston services (49 percent rating themselves "Very Satisfied"; 47 percent "Somewhat Satisfied.") TABLE 5 lists what respondents consider the most attractive aspects of living in Evanston.□

\*PLEASE NOTE: Due to some respondents being unwilling or unable to answer certain questions, not all categories will total 200 (or 100 percent.)



TABLE 1. RESPONDENT DEMOGRAPHICS

		TOTAL	<i>NORTH</i>	<i>WEST</i>	<i>CENTRAL EAST</i>	<i>SOUTH</i>
RESPONDENTS		200	50	50	50	50
Race:	WHITE	157 (78.5%)	47	23	46	41
	BLACK	26 (13.0%)	1	18	2	5
	OTHER	12 (6.0%)	2	5	2	3
Income:	UNDER \$50K/yr	77 (38.5%)	13	24	21	19
	OVER \$50K/yr	87 (43.5%)	24	15	25	23
Age:	UNDER 30 YEARS OLD	20 (10%)	6	4	4	6
	30 TO 49	91 (45.5%)	24	18	24	25
	50 AND OVER	83 (41.5%)	18	27	20	18
Gender:	MALE	79 (39.5%)	23	18	18	20
	FEMALE	121 (60.5%)	27	32	32	30
Housing:	HOME OWNERS	139 (69.5%)	32	35	36	36
	RENTERS	61 (30.5%)	18	15	14	14

TABLE 2. WHY CHOOSE EVANSTON?

PREVIOUS RESIDENCE "No answer" included in tallies but not shown	TOTAL	NORTH	WEST	CENTRAL EAST	SOUTH
Elsewhere in Evanston	113 (56.5%)	26	33	30	24
CHI CAGO	46 (23.0%)	9	10	11	16
Lincoln Park / Lakeview	10	1	2	5	2
Rogers Park	6	1	1	1	3
Downtown	5	1	1	2	1
Southside	5	0	0	2	3
Ravenswood	4	0	1	1	2
Garfield Park	3	0	2	0	1
Northtown	2	1	1	0	0
Logan Square / Wicker Park	2	1	1	0	0
Outside Area	26 (13.0%)	6	5	6	9
Other North Shore Suburb	10 (5.0%)	6	1	2	1
Wilmette	5	2	0	2	1
Winnetka	2	2	0	0	0
Glencoe	1	0	1	0	0
Other Chicago Area Suburb	6 (3.0%)	3	2	1	0
Aurora	1	1	0	0	0
Skokie	1	0	1	0	0
Hoffman Estates	1	0	1	0	0
Park Ridge	1	0	0	1	0
REASONS FOR CHOOSING EVANSTON "Do not know" not included					
AVERAGE SCORE FROM A SCALE OF <u>1 (NOT AT ALL IMPORTANT)</u> TO <u>10 (VERY IMPORTANT)</u>					
Access to Public Transit	6.17	5.70	6.46	6.31	6.20

Quality of Housing	7.85	7.79	7.96	7.90	7.76
Public Schools	6.60	5.85	7.10	6.83	6.62
Closeness to Lake Michigan	6.63	6.61	6.04	7.44	6.44
TABLE 2. (CONTINUED) OTHER REASONS OFFERED (Unaided responses)	TOTAL	<i>NORTH</i>	<i>WEST</i>	<i>CENTRAL EAST</i>	<i>SOUTH</i>
Of 45 factors stated by those surveyed, the following were mentioned by 10 or more respondents:					
Population Diversity	54 (27%)	11	13	19	11
Northwestern University	27 (13.5%)	8	3	7	9
Family/Friends Nearby	25 (12.5%)	10	5	7	3
Close to Chicago	21 (10.5%)	9	3	5	4
Housing Value / Affordability	13 (6.5%)	4	2	3	4
Cultural Activities	12 (6.0%)	1	2	2	7
Friendliness of Community	11 (5.5%)	3	2	3	3
Shopping	10 (5.0%)	4	2	0	4

TABLE 3. SHOPPING DESTINATIONS

AVERAGE NUMBER OF VISITS PER MONTH TO REGIONAL SHOPPING CENTERS	TOTAL	<i>NORTH</i>	<i>WEST</i>	<i>CENTRAL EAST</i>	<i>SOUTH</i>
Downtown Evanston	8.27	7.40	6.24	11.92	7.52
Old Orchard Shopping Center	1.94	2.48	1.88	1.16	2.24
Northbrook Court	0.32	0.64	0.32	0.24	0.10
Edens Plaza	0.67	0.88	0.68	0.42	0.68
Downtown Chicago	1.17	1.48	1.14	1.18	0.96
REASONS FOR NOT GOING DOWNTOWN MORE THAN 2 TIMES PER MONTH (Unaided responses)					
Among the 62 respondents saying they go to Downtown Evanston two or fewer times per month, the following factors were identified as explanations:					
"No stores I want"	38 (61.3%)	11	10	3	14
Parking	18 (29.0%)	9	3	2	4
Too expensive	18 (29.0%)	9	3	2	4
Shop in nearer areas	5 (8.1%)	2	1	1	1
"I do not go out often"	4 (6.5%)	1	2	0	1
No need	3 (4.8%)	0	0	3	0
Safety Reasons	2 (3.2%)	1	0	0	1
Rely on others for transportation	2 (3.2%)	1	1	0	0
Habit	2 (3.2%)	0	2	0	0
Too Busy	1 (1.6%)	0	1	0	0
	1 (1.6%)	1	0	0	0

Dislike the new library	1 (1.6%)	1	0	0	0
Street people/panhandlers	1 (1.6%)	1	0	0	0
No banks I like	1 (1.6%)	1	0	0	1
Do not know					

TABLE 4. MOVING PLANS

CONSIDERED MOVING IN THE PAST YEAR	TOTAL	<i>NORTH</i>	<i>WEST</i>	<i>CENTRAL EAST</i>	<i>SOUTH</i>
# who have not considered moving in the past year:	127 (63.5%)	26	40	33	28
# who have considered moving in the past year:	73 (36.5%)	24	10	17	22
<b>AMONG THOSE WHO HAVE CONSIDERED MOVING</b>					
# who would leave Evanston:	45 (61.6%)	17	6	12	10
# who would move within Evanston:	28 (38.4%)	7	4	5	12
<b>AMONG 45 LEAVING EVANSTON, LIKELY DESTINATIONS</b>					
Outside metropolitan area	19(42.2%)	7	3	7	2
Other Chicago-area suburb	10(22.2%)	4	1	0	5
Glenside	5	1	1	0	3
Skokie	3	1	0	0	2
Morton Grove	2	0	0	0	2
Northfield	1	1	0	0	0
Niles	1	0	0	0	1
Do Not Know	1	1	0	0	0
Other North Shore suburb	10(22.2%)	4	0	3	3
Wilmette	6	4	0	2	0
Lake Forest	1	1	0	0	0
Lincolnshire	1	0	0	1	0
Highland Park	1	0	0	0	1
Do Not Know	2	0	0	0	2
City of Chicago	7(15.6%)	3	2	2	0
All over	3	1	1	0	0

Lincoln Park/Lakeview	2	1	0	1	0
Downtown	1	1	0	0	0
Rogers Park	1	0	1	0	0
No Answer	2	1	0	1	0

TABLE 4. (CONTINUED) REASONS FOR LEAVING EVANSTON (Unaided responses)		TOTAL	NORTH	WEST	CENTRAL EAST	SOUTH
Among 45 respondents who said (1) that they considered moving in the past year, and (2) that they would consider leaving Evanston, the following reasons were identified:						
Housing Costs and Property Taxes	18 (40%)	7	3	4	4	
Neighborhood Safety	11(24.4%)	5	1	1	4	
Schools	10(22.2%)	6	0	1	3	
City Services	7 (15.6%)	4	0	1	2	
Work	7 (15.6%)	4	0	2	1	
Want to be nearer family	3 (6.7%)	1	0	1	1	
Prefer a more moderate climate	3 (6.7%)	1	0	2	0	
Want more movie theaters	3 (6.7%)	1	0	0	2	
Retirement	2 (4.4%)	0	2	0	0	
Neighborhood is deteriorating	2 (4.4%)	0	0	1	1	
Dislike other racial groups	2 (4.4%)	0	1	0	1	
Need more space	1 (2.2%)	1	0	0	0	
Want a more interesting community	1 (2.2%)	0	0	0	1	
Prefer a smaller community	1 (2.2%)	1	0	0	0	
Affordability	1 (2.2%)	1	0	0	0	
Too Liberal	1 (2.2%)	0	0	1	0	

Graduating	1 (2.2%)	0	0	1	0
Not enough night life	1 (2.2%)	0	0	1	0
Prefer Downtown Chicago	1 (2.2%)	1	0	0	0



TABLE 5. SATISFACTION WITH EVANSTON

OVERALL SATISFACTION WITH CITY OF EVANSTON SERVICES	TOTAL	<i>NORTH</i>	<i>WEST</i>	<i>CENTRAL EAST</i>	<i>SOUTH</i>
Very Satisfied	<b>98(49.0%)</b>	25	22	26	25
Somewhat Satisfied	<b>94(47.0%)</b>	22	28	21	23
Not At All Satisfied	<b>7 (3.5%)</b>	3	0	3	1
Do Not Know	<b>1 (0.5%)</b>	0	0	0	1
<b>SPECIFIED CITY SERVICES:</b>					
<b>AVERAGE SATISFACTION LEVEL</b>					
<b>AVERAGE FROM A SCALE OF <u>1 (POOR)</u> TO <u>10 (EXCELLENT)</u></b>					
Streets and sidewalks	<b>6.58</b>	6.02	6.56	7.10	6.64
Police protection	<b>7.24</b>	6.62	7.22	7.74	7.36
Fire protection	<b>8.15</b>	7.91	8.07	8.21	8.40
Snow removal	<b>6.74</b>	6.18	7.02	6.74	7.04
Parks and recreation	<b>7.91</b>	7.65	8.02	7.90	8.06
Public art and cultural events	<b>7.67</b>	7.16	7.50	8.08	7.96
Building code enforcement	<b>6.05</b>	5.10	5.97	6.67	6.45
Public Library	<b>8.47</b>	7.81	8.72	8.70	8.61
Design and appearance of public spaces	<b>7.34</b>	7.14	7.04	7.52	7.67

TABLE 5. (CONTINUED) MOST ATTRACTIVE ASPECTS OF LIVING IN EVANSTON (Unaided responses)	TOTAL	<i>NORTH</i>	<i>WEST</i>	<i>CENTRAL EAST</i>	<i>SOUTH</i>
Characteristics mentioned by 5 or more:					
Lake Michigan	72(36.0%)	21	13	26	12
Diversity	47(23.5%)	10	12	13	12
Northwestern University	25(12.5%)	8	3	8	6
Schools	24(12.0%)	6	4	6	8
Cultural Activities	21(10.5%)	5	7	5	4
Trees	21(10.5%)	4	6	5	6
Close to Chicago	21(10.5%)	3	2	8	8
The People	20(10.5%)	4	10	2	4
Atmosphere/Sense of Community	10 (9.5%)	1	5	4	9
Parks	18 (9.0%)	6	5	2	5
Pretty	17 (8.5%)	1	4	6	6
Convenient Transportation	16 (8.0%)	6	4	3	3
Old, Established Houses	14 (7.0%)	7	2	2	3
Nicely Maintained	14 (7.0%)	4	3	3	4
Small Town Values/Big City	11 (5.5%)	3	3	1	4
Attractiveness	11 (5.5%)	2	2	2	5
Shopping	9 (4.5%)	2	0	2	5
Size	7 (3.5%)	2	0	4	1
Housing	7 (3.5%)	2	1	2	2
Restaurants	7 (3.5%)	0	2	2	3
Safety	5 (2.5%)	3	0	1	1
Old, Established Area	5 (2.5%)	1	0	1	3
Quiet	5 (2.5%)	0	0	3	2

Can Walk Everywhere					
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