

Downtown Evanston Revitalized

1956 - 2006

Robert B. Teska



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FOREWORD

My introduction to the existence of downtown Evanston came at Washington Park High School in Racine, Wisconsin (1949-1952). I considered the boy sitting next to me to be the best dressed in my home room, and I asked him where he purchased his clothes. He answered, "My mother buys them in Evanston when she goes there to shop for herself." Immediately, I thought Evanston must be a pretty special place for someone to travel that far, when downtown Milwaukee was even closer.

My initial visits to downtown Evanston occurred when I was a student at the University of Wisconsin (1952-1957). The first was to attend a Wisconsin-Northwestern football game, when I and my friends discovered that Evanston was "dry," so we celebrated near Howard Street. The second was when I ushered in a friend's wedding and rented my tuxedo from a downtown Evanston business. Although downtown seemed small and quiet, especially compared to Madison, it was obviously successful, attractive, and the focal point of a very livable community.

My more intimate relationship with Evanston and its downtown started in 1961 when I began work as an urban planning consultant with Barton-Aschman Associates, Inc. at 600 Davis Street. I took up residency along Sherman Avenue just north of downtown, within walking distance of the office. I remember being immediately impressed with the fine restaurants and outdoor cafes, the Orrington Hotel's horse and buggy, the well-maintained landscaping (especially along Chicago Avenue), the upscale apparel and furniture stores, Marshall Field's, the movie theaters, the convenient transit service and more. I was in "planners' heaven."

Alderman Frank Hoover discovered my vocation and recommended me for a seat on the Plan Commission in 1965, when the commission started work on a new vision for Evanston and its downtown. By then downtown was no longer the retail hub of the North Shore, but it was experiencing healthy growth as an employment center. Thus, we on the Plan Commission introduced the theme of "The Headquarters City."

In 1976 the City Council created the Business District Redevelopment Commission. Mayor Edgar Vanneman appointed me its first Chairman (1976-1982). Before, between and after these public service appointments I participated in numerous consulting assignments focused on the revitalization of downtown, since 1975 as founder of Teska Associates, Inc. and since 1992 as co-founder of its companion firm, Business Districts, Inc. Both firms are headquartered in downtown Evanston. In 1980 I also founded Design Evanston, a non-for-profit, volunteer organization of design professionals dedicated to the concept of "Good Design is Good Business."

Having spent most of my weekdays in downtown for over 45 years, plus many of my evening and weekend hours, I have come to know and love this special place and this extraordinary community. Above all, I respect and celebrate the leadership, talent, and energy of the many persons who have been committed to downtown Evanston's revitalization throughout the past five decades. This is a story of not just dollars and cents or bricks and mortar, but vision, perseverance and all those other precious ingredients that make up a community, not just a place.

ACKNOWLEDGMENTS

First, it is essential to acknowledge that this book is based on one person's experiences, research, files, interviews, and observations - - mine. Facts are facts, but this downtown revitalization story is a reflection of my own perspective—as much as I have attempted to be objective. With so many participants over so many years, stories from dozens of different perspectives could be documented and told, all valid.

Second, there are innumerable stories behind the story. Resources and logic have restricted the nature of this book. Hopefully, others will be inclined to put more “meat on the bones” and highlight the important contributions of key persons not mentioned herein or not given the full credit they deserve. For such oversights, I apologize.

There are those who have assisted me by providing information and exhibits, giving interviews, or reviewing drafts, and to whom I owe extraordinary gratitude. They include: Judy Aiello, Lee Brown, Frank Foster, Bruce Goodman, Ira Golan, Terry Jenkins, Ronald Kysiak, Jay Lytle, Jonathan Perman, Diane Teska, and Diane Williams. Historical photos in Chapters 2 and 3 were provided by the Evanston Historical Society. Recent aerial photographs on the cover and in Chapters 9 and 15 were taken by Lawrence Okrent and provided by Okrent Associates. All other photos are mine.

The production of this document has been a challenge made easier by the talent, perseverance and pleasant personality of Antoinette Balachowski, Administrative Assistant at Teska Associates, Inc. Thank you, Toni. Computer graphic assistance was provided by Steve O'Hare, Associate Planner, at Teska Associates, Inc. Thank you, Steve.

My gratitude and that of many in the community also extends to those who always had faith in downtown Evanston, despite the claims of some citizens (even professionals) that it was dead or dying. There were times when the patient was in serious condition, granted, but this patient was one that wouldn't give up. That is what revitalization is all about.

Finally, this story is never ending. The patient has recovered, but has not yet achieved full potential— and may be subject to future hazards. Knowing the depth and quality of existing and new leaders in Evanston, therefore, it is also reasonable to extend gratitude to those who will champion continued revitalization.

January, 2007

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If we look around us today, we see the people of the world crying out for a sense of community, at all levels. On the one hand, people are identifying with their ethnic groups, or with their own republics or their nations to gain a sense of community. On the other hand, there are movements underway which stress that humanity as a whole is one community. But, it should also be apparent to us that the goal is not complete unless there is also a sense of place.

Let me distinguish the two. Sense of community is that which could be defined as "a common cause". It's belonging to something important. A sense of place is that which can be defined by "a common ground," a geographic orientation. Therefore, I suggest to you that the unique role of downtowns of all sizes is to provide both a sense of community and a sense of place.

It is worthwhile to look at what has happened over the last three or four decades. In the 1960s and 1970s our attention was focused on the elimination of blight and on physical improvements to downtown. In the 1980s, largely as a result of the recession of the late 1970s and early 1980s, our attention was focused on economic development. Both physical development and economic development continue to be very important.

But, for the 1990s and the 21st century I would suggest that our emphasis must be placed on what I would call the spiritual vitality of downtown. I'm not talking in religious terms. Rather, I'm talking in community terms. I'm talking about something that grabs you in the heart or grabs you in the gut and makes you want to be there, work there, shop there, meet your friends there, participate in activities there, and receive sustenance and nurturing from that location.

Downtown revitalization is not a luxury. It is an essential prerequisite to the health of the entire community. Each one of your communities, as well as the community that I live in, must be engaged in what I would paraphrase as a common cause to build a common ground, which is downtown.

From a talk by Robert B. Teska to the DuKane Valley Council in Batavia, Illinois, April 15, 1992.

CHAPTER 1

FUTURE SHOCK (1956)

In 1956, as the Cold War with the USSR intensified, it might have been an atomic bomb that hit ground zero three miles west of downtown Evanston, or it might have been a chemical/biological weapon that spread its invisible poison. But it wasn't. In fact, it was the opening of Old Orchard Shopping Center, a much more seductive, but equally damaging, modern weapon meant to destroy or at least cripple Evanston's status as the retail and business center of the North Shore.

Old Orchard had what shoppers seemed to be longing for: a critical mass of retail space which acted like a powerful magnet; a sophisticated mix and physical arrangement of retail goods; the beauty of coordinated architecture and landscaping that caught peoples' attention; the cosmetic appeal and marketing that few could resist; the highway accessibility that Evanston lacked; and the killer agent—unlimited free parking. The biggest psychological blow was that Old Orchard's major anchor was Marshall Field's—destined to replace Evanston's older, smaller Marshall Field's which had served customers of the North Shore and southeastern Wisconsin for decades.



Coordinated Architecture



Entry Pylon



Landscaped Parking



North Court

Actually, it was not one blast, but several that brought downtown Evanston to its knees in the decades to follow Old Orchard's opening: Edens Plaza, Golf Mill, Northbrook Court, Lincolnwood Town Center and eventually Old Orchard's expansion -- not to speak of many smaller explosions of strip commercial centers throughout the North Shore.

The impacts were dramatic and well documented. In a 1966 Chicago Daily News article it was stated that "Field's sales in Evanston dropped from \$10 million in 1955 to \$6 million in 1963." Broader evidence stated in the article related to the assessed values of all real estate in downtown Evanston. Between 1959 and 1966, Cook County Assessor Cullerton "cut assessments on land by 33 percent."

NORTH SHORE SHOPPING CENTERS OPENED				
<u>NAME</u>	<u>YEAR OPENED</u>	<u>LOCATION</u>	<u>SIZE, Sq.Ft.*</u>	<u>ANCHORS*</u>
1. Old Orchard	1956	Skokie	1.3M	Marshall Field's Montgomery Ward
2. Eden's Plaza	1956	Wilmette	0.3M	Carson, Pirie, Scott
3. Golf Mill	1960	Niles	1.0M	Sears Roebuck Kohl's J.C. Penney F.W. Woolworth
4. Lakehurst	1971	Waukegan	1.2M	Carson, Pirie, Scott J.C. Penney Montgomery Ward
5. Hawthorn	1973	Vernon Hills	1.1M	Marshall Field's Carson, Pirie, Scott Sears Roebuck
6. Northbrook Court	1976	Northbrook	1.0M	Neiman-Marcus J.C. Penney
7. Hawthorn Hills	1986	Vernon Hills	0.2M	J.C. Penney Kohl's
8. Town Center	1989	Lincolnwood	0.7M	Carson, Pirie, Scott

*Most of these centers have subsequently been expanded and include more and/or different anchors.
Source: Chicago Sun-Times, Chicago Area Shopping Center Guide, 1989

Over 70 key businesses closed or relocated from downtown Evanston in the decades following the opening of Old Orchard. These included all of downtown's department stores, movie theaters and furniture stores, and most of its upscale apparel stores.

Once the damage was inflicted by new retail shopping centers, competing office parks in growth suburbs like Des Plaines, Lincolnshire and Lake Forest captured Evanston's major office headquarters.

Evanston was not the only victim. Larger and smaller communities throughout the United States were also subjected to similar attacks, underlying which were economic and cultural trends that accelerated evolutionary changes in the retail industry and the broader society. Some have called this "future shock."

But the blows were not fatal. Like London during the blitz of World War II, downtown Evanston did what it had to do to survive, eventually recover, and thrive anew. Also like London, it has become an inspiration to others and a model of revitalization effort and ingenuity.

BUSINESSES CLOSED OR DEPARTED BETWEEN 1962 AND 1982	
<u>Department Stores</u>	<u>Furniture Stores</u>
Marshall Field & Co.	AA Furniture Stores
Wiebolt Stores	Barnitz Studios, Inc.
Sears Roebuck (Appliances-Catalogue outlet)	John M. Smyth Co.
Montgomery Ward (Catalogue outlet)	A.L. Stein Co.
Lord's	John A. Colby & Sons
<u>Groceries</u>	Crost Furniture Store, Inc.
A & P Stores	<u>Gifts</u>
Smithfield Foods, Inc.	Blue Parrot
Kroger Co.	Cellini Shop
Shop & Save Food Mart	Tatman's

<u>Apparel</u>	<u>Jewelry</u>
Bobbie-Ree Shop	Busch Jewelry
Blum's-Vogue, Inc.	Cellini Shop
Bramson, Inc.	Cruner Jewelry
Brazen Creations	Lemma Jewelers
Carlyle's	Manlier Jewelry
Charlotte's	Nelson Jewelers
Dore Mode's, Inc.	Waite Miriam
Edith Millenry	Zane's Jewelers
Gingiss Bros, Inc.	<u>Pharmacies</u>
Hickey-Freeman Clothes	Layman-Sargent's Inc.
Jerome's Inc.	Lamar's Pharmacy
Kingston Shop Ltd.	Carey Pharmacy
Lassers Clothier	Hoo's Drug Store
Lytton's	Harbinger Drug Co.
Maurice L. Rothschild & Co.	Shrout Pharmacy
Maternity Modes	Walgreens
Wally Reid	<u>Restaurants</u>
Baskin	Antony's
Jerrold's	BG Evanston Restaurants (2)
Peck and Peck	Cooley's Cupboard
Ruth McCollough	Tally-Ho of Evanston
Grad About Shop	Peacock's (Ice Cream)
Edgar Stevens	Dominion Room
Selig's Varsity Shop	Corner House
William's	John Evans
Betty's of Winnetka	Sheridan Coffee Shop
Georgiale Mangas, Inc.	Venetian Café
Merle Dress Salon	<u>Movie Theaters</u>
Roberta Balfanz	Valencia
<u>Books</u>	Varsity
Kroch's & Brentano's Inc.	<u>Miscellaneous</u>
La Chance Book Store	Wilt Luggage
<u>Hotels</u>	Woolworth's
Pick Georgian	
North Shore	

CHAPTER 2

THE FIRST 100 + YEARS (1854-1955)

Since its original platting in 1854, Evanston (incorporated as a Town in 1863, a Village in 1872 and a City in 1882) has been linked to Chicago's Loop by the railroad, first the Chicago and North Western (now the Union Pacific) and subsequently the Chicago, Milwaukee and St. Paul. In addition, the North Shore Railroad linked Chicago with Milwaukee via Evanston from 1916 to 1963. All had stations at Davis Street. Transit service to Chicago was also provided in 1890 by the North Chicago Street Railway Company electric trolleys and subsequently CTA buses. In 1908 the CTA elevated railroad was opened to Central Street on the former Chicago, Milwaukee and St. Paul right-of-way.

Evanston's growth and prosperity was closely related to the founding of Northwestern University in 1851 and to the Great Chicago Fire in 1871, which caused many affluent Chicagoans to move north. The first store in the emerging settlement was built by Philo Purdy Judson in 1853 at the northeast corner of Orrington Avenue and Davis Street. When the Town

was incorporated in 1863, the first act of the new Town Council was to ban the sale of liquor consistent with the university's religious values. Subsequently, Evanston became the home of the Womens' Christian Temperance Union. Another long established community institution, the YMCA, was constructed on the periphery of downtown, on Grove Street at Maple Avenue, in 1898. By 1900 the population of Evanston reached 19,000 persons.

The dedication of downtown's focal point, Fountain Square, took place in 1876 just one block from the Davis Street railroad station (now Metra) station and the future CTA station. Still active today, these two stations form the hub of Evanston's modern rail, bus, and taxi (multi-modal) Transportation Center, completed in 1993. This is the only location in northeastern Illinois outside Chicago served today by all four modes of transit: Metra rail, CTA rail, CTA bus and Pace bus. Hardly a more transit-oriented suburb exists in all the U.S. In fact, Evanston's image is that of both "suburb" and "city".



Fountain Square 1889

Source: Evanston Historical Society

From the outset, much of the land in Downtown Evanston was owned by Northwestern University as income producing property. Developers entered into long-term leases for the construction of new buildings. In the early 1900s downtown focused on Fountain Square and a “central park” located on the south side of Church Street between Sherman and Orrington Avenues. In 1923 Clyde Dwight Foster entered into a 99-year lease on the park property and proceeded to construct the 708 Church Street Building, which occupies the site today. The cost of the lease was \$16,000/year for the first 50 years and \$32,000/year for the next 49 years. Since 1972 the property has been owned by a land trust including Frank Foster (Clyde’s son) and other beneficiaries.

Virtually all other Northwestern University properties have also been sold to private developers and placed on the property tax rolls – a goal long pursued by City government.

In 1916 the City of Evanston authorized the Evanston Small Parks and Playgrounds Association to appoint a committee and prepare a Plan of Evanston, published the following year. The City Plan Committee was composed of Daniel H. Burnham, Jr. (Chairman), Dwight H. Perkins, Thomas E. Tallmadge and Hubert Burnham. Hubert and Daniel were the sons of Daniel H. Burnham, world renowned architect and author of the 1909 Plan of Chicago.

A downtown plan contained therein embodied the following recommendations:

- Expand Commercial Park and place a fountain in its center;
- Build a landscaped public mall from Sherman Avenue to the Chicago and North Western;
- Open the C&NWRR embankment to Railroad Park and add another fountain;
- Move the Fountain Square fountain east;
- Add an auditorium and art gallery north of Church Street between Sherman and Orrington Avenue.

“The question of creating pleasing conditions in a suburb is not primarily a matter of money, but of thoughtful cooperation.... In every town a public-improvement commission should be formed to bring about the most orderly conditions within the town itself, and especially to act in cooperation with similar bodies in neighboring towns so as to secure harmonious, connected, and continuous improvement.”

Daniel H. Burnham (resident of Evanston) and Edward H. Bennett, Plan of Chicago, 1909, p. 36.



*Proposed City Center Looking West between Davis and Church Streets
Source: 1917 Plan of Evanston; image courtesy of Evanston Historical Society*

City-wide Comprehensive Plans were also prepared in 1938 and in 1956. Each was based on a system of city-wide bus transit focusing on downtown, and a system of rail transit connecting Evanston to Chicago and other North Shore suburbs.

Hotels anchored the downtown early in its history: the North Shore Hotel in 1919 (designed by Robert S. DeGolyes); the Library Plaza Hotel in 1922 (built by Victor C. Carlson); the Orrington Hotel in 1923-24 (designed by Frank William Cauley); the Pick-Georgian Hotel in 1927 (designed by Albert S. Hecht); and the Homestead Hotel in 1928 (designed and built by Philip A. Danielson).

The Varsity Theater on Sherman Avenue and Lytton's apparel store at the northeast corner of Sherman Avenue and Church Street opened in 1926. The Carlson Building at 636 Church Street opened in 1928 and was occupied primarily by physicians and dentists. Marshall Field's (designed by Graham, Anderson, Probst and White) opened at the northwest corner in 1929. Other retailers followed nearby.

Downtown Evanston has always been considered "pedestrian friendly," even as automobiles became more prominent. Beauty was enhanced by tree-lined streets and street lights designed by Thomas E. Tallmadge in 1931. In the 1930s and 1940s Fountain Square remained the focal point, anchored on the northwest corner by the ornate City Hall (designed by Holabird and Roche and occupied in 1892), on the north by the Rood Building (designed by John T. Jennings), on the northeast by the State National Bank and Walgreens, on the southwest by the First National Bank, and on the southeast by the Chandler's building. In the very center of a vast paved area created by the intersection of Sherman Avenue, Orrington Avenue and Davis Street was the historic 1876 Centennial Fountain.

Prior to World War II and as late as 1945, all streets were two-way and diagonal parking at the curb prevailed. Vehicular congestion and vehicular-pedestrian conflicts increased due largely to downtown's success. The physical barriers created by CTA and North Western Railroad embankments divided the downtown in such a manner as to contain the most commercial development east of Benson Avenue.



*Fountain Square Looking East Along Davis Street, circa.1945
Source: The Evanston Chamber of Commerce*

Once upon a time there was a Downtown Evanston that was a genteel place where people loved to come and shop. It was magical, filled with charming old architecture, castle-like, appropriate to the time and the scene. People came from miles and miles around to see and to buy fine clothing, furniture and a vast variety of other goods. Downtown Evanston was a queendom whose territory stretched as far as Elgin, and whose reputation went far beyond. There was something old world about the charming brick and stone buildings which edged its brick streets and the fountain which preserved a touch of grace at a busy intersection. All was well and prosperous. Clerks could even afford a certain haughtiness. After all, this was Evanston, a place of quality sought out by many. There was no worthy competition outside of the Loop itself. However, the seeds of decline were germinating and growing with the troublesome automobile. Where do you put those infernal things with more and more people coming to town?

Source: 1989 Plan for Downtown Evanston, p. 5

After the war, downtown construction picked up again. In 1946 the Rood Building burned down, to be replaced in 1948 by a new Rothschild's Building (designed by Alfred Samuel Alschuler, Jr. and Raphael Nathan Friedman). The City moved its City Hall in 1947 into the former Evanston Country Club building (designed by Holabird and Roche) at the corner of Grove Street and Oak Avenue. Its Fountain Square site was developed for a commercial office building (called the Three Sisters Building). By 1949 the Centennial Fountain had been replaced by a new War Memorial Fountain (designed by Hubert Burnham), and the Fountain Square intersection was reconfigured to include a landscaped median south of Davis Street and wider sidewalks with street trees. A modern Wiebolt's department store was built at the corner of Church Street and Oak Avenue in 1950. An enclosed pedestrian bridge connected the store to its parking garage on the west side of Oak Avenue.

Margery Blair Perkins, in her 1984 book *Evanstonia*, declared downtown Evanston to have had the "highest concentration of quality stores in the Chicago area outside the Loop." Customers came from as far away as Elgin and Racine to shop in Evanston, not only because of its selection of retail goods, but because of its ambiance.

Downtown's retail success created more demand for customer parking. In 1948 the city installed 1,200 parking meters to raise revenue for the acquisition of property and construction of public parking lots. By 1952 the city operated 14 parking lots containing approximately 1,000 spaces.

The relationship between downtown and Northwestern University became even more intimate as a result of private housing accommodations on the upper floors of commercial buildings, by apartment buildings occupied in large part by students and faculty, and ultimately by the construction of University Apartments on Orrington Avenue opposite the Orrington Hotel, in 1947.

In 1954, Rotary International moved its world service headquarters from Chicago to a new building (designed by Maher & McGrew) at the northwest corner of Davis Street and Ridge Avenue, giving global recognition to the name "Evanston". Since its founding in 1905 by attorney Paul Harris, Rotary has expanded to over 1.2 million professional men and women members in 31,600 clubs in 166 countries who live by the motto of "Service Above Self". Thousands of them visit Evanston annually. In 2005 Rotary International is anticipating over 50,000 Rotarians and family members will come to Chicago and Evanston for its annual world-wide conference, this being its centennial celebration.

In 1955, a new First National Bank building was constructed at the southwest corner of Fountain Square, establishing this intersection as the "financial center" of downtown with the State National Bank and Evanston Federal Savings and Loan as neighbors.

In the 1950s, however, the automobile replaced the pedestrian as king throughout America. This was evidenced dramatically by the construction of expressways, shopping centers and new bedroom suburbs. A new era had arrived.

CHAPTER 2 LOCATION MAP

- | | | |
|---------------------------------------|-------------------------|---------------------------------------|
| 1. Northwestern University | 11. Library Plaza Hotel | 21. Walgreen's |
| 2. Fountain Square | 12. Orrington Hotel | 22. First National Bank |
| 3. Chicago and North Western Station | 13. Pick-Georgian Hotel | 23. Chandler's |
| 4. CTA Elevated System | 14. Homestead Hotel | 24. Rood Building/Rothchild's |
| 5. Women's Christian Temperance Union | 15. Varsity Theater | 25. Evanston Country Club |
| 6. YMCA | 16. Lytton's | 26. Wielbolt's |
| 7. Transportation Center | 17. Carlson Building | 27. University Apartments |
| 8. Former "Central Park" | 18. Marshall Field's | 28. Rotary International |
| 9. 1917 Public Mall Plan | 19. City Hall | 29. Evanston Federal Savings and Loan |
| 10. North Shore Hotel | 20. State National Bank | 30. Washington National Insurance |



CHAPTER 3

THE INITIAL RESPONSE (1956-1962)

In December, 1956 two Northwestern University professors, Clyde F. Kohn and Ralph L. Westfall, published a study, "The Probable Effect of a New Major Outlying Shopping Center," under the sponsorship of the Center for Metropolitan Studies. It analyzed 14 classes of goods and services and concluded that Evanston could expect a decline of 74 percent in the sales of furniture and over 50 percent for most other categories. Bert W. Johnson (hired in December, 1953 as Evanston's first City Manager) recognized the seriousness of the situation and issued a "call to action" in the form of a letter to the Chamber of Commerce pointing out the emerging problem and stressing the city's commitment to maintaining and strengthening downtown. He stated that city government was pledged to do its fair share to achieve this objective in cooperation with the private sector.

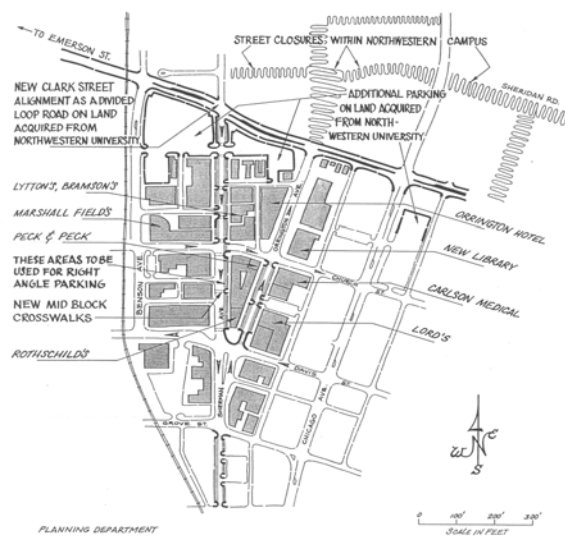
Mr. Johnson directed the Planning Department to prepare alternative plans for the area, including recommendations for improved vehicular access, parking and pedestrian amenities. Immediate actions focused on the expansion of a system of municipal off-street parking lots around the perimeter of downtown, which had been initiated earlier in the 1950s. Ultimately, these sites became the instruments of an even more aggressive strategy of redevelopment and recruitment of private investment.

In 1960 the City Council approved A Fountain Square Planning Study prepared by the Planning Department under the direction of consultant Robert C. Stuart. It provided plans and recommendations for actions to be implemented in two stages. Stage 1 focused on projects to be completed within two years. (1960-1962). These included:

- Construction of a new access road and related CTA viaduct connecting Emerson Street with Clark Street near Chicago Avenue;
- Closures of University Place and Orrington Avenue, even Sheridan Road and Hinman Avenue, to permit expansion of the Northwestern University campus south of the new Elgin Road and Clark Street;

- Conversion of downtown streets from two-way to one-way;
- Right-angle on-street parking on Orrington and Sherman Avenues;
- Mid-block pedestrian crosswalks;
- Expanded parking lot.

FOUNTAIN SQUARE BUSINESS DISTRICT... EVANSTON, ILLINOIS STAGE 1 SCHEDULED FOR COMPLETION IN 2 YEARS, FROM 1960 TO 1962

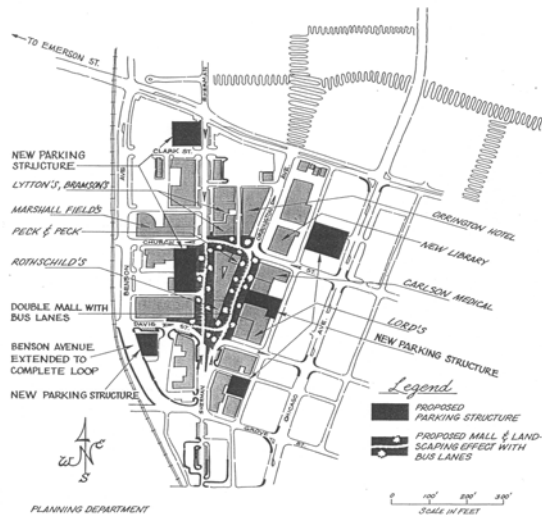


Source: *City of Evanston*

Stage 2 (1962-1970) focused on:

- Extension of Benson Street from Davis Street to Grove Street;
- Six new public parking structures;
- Reversal of one-way traffic on Church Street and Davis Street;
- Pedestrian malls around the Fountain Square (triangle) block with one-lane, one-way bus lanes.

FOUNTAIN SQUARE BUSINESS DISTRICT... EVANSTON, ILLINOIS
STAGE 2 SCHEDULED FOR COMPLETION IN 10 YEARS,
FROM 1960 TO 1970



Source: City of Evanston

Evanston, thereby, was one of the first cities in the nation to prepare such a dramatic revitalization plan for its downtown, influenced by the Victor Gruen concepts for Fort Worth, TX and Kalamazoo, MI. The Gruen concept was to remake downtowns in the mold of a shopping center so that they could compete head on. It may be to Evanston's credit that the pedestrian malls were never constructed, because those constructed in many other cities of the U.S. during the 1960s and 1970s have been removed in the 1980s and 1990s due largely to obsolescence.

By 1959 the downtown had expanded its supply of public parking to approximately 4,000 spaces. Downtown merchants claimed a need to double the supply.

Evanston's bold initiatives did not go unnoticed. In 1961 Architectural Forum magazine carried an article, "Fountain Square Fights Back," heralding Evanston as a model for others to emulate.

Also in 1961, the new headquarters office building for seven boards and agencies of the United Methodist Church was completed at the southwest corner of Ridge Avenue and Davis Street. It was designed by Perkins and Will.

Construction of the new Elgin Road connection to Clark Street was completed in 1962, as was the sale of portions of Orrington Avenue and University Place to Northwestern University. Similar closures of Sheridan Road and Hinman Avenue were never implemented.



Proposed Mall on Orrington Avenue
Source: Evanston Chamber of Commerce

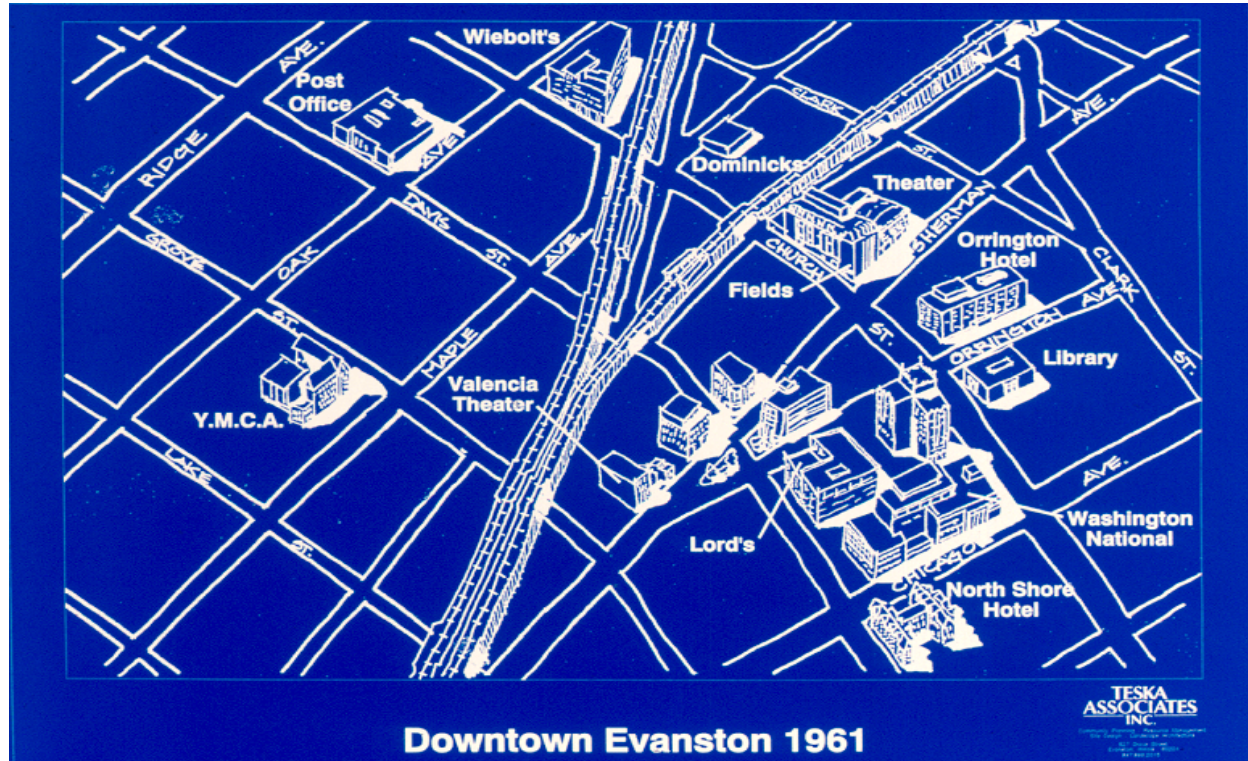
CHAPTER 4

FIRST IMPRESSIONS (1961)

I arrived in Evanston in June, 1961 to begin work as an urban planner with Barton-Aschman Associates, Inc. at 600 Davis Street. My first impressions of the community were that it exhibited extraordinary vitality and diversity at a comprehensible scale, that downtown offered virtually everything one might wish for, and that numerous housing choices existed within walking distance or with bus access for a new resident like me, about to be married and owning but one car.

Downtown had a strong and independent “sense of place,” certainly not overshadowed by the university adjacent to it. Clearly, this was not another “campus town” like those in many other Midwest communities with colleges. Here in Evanston the town/gown relationship was strong, but sensitively achieved.

Three department stores anchored downtown: Field’s, Wiebolt’s, and Lord’s (independently owned). Even Old Orchard had only two department stores (Marshall Field’s and Montgomery Ward’s) when it opened. Furthermore, Sears and Roebuck had a small retail outlet for appliances and catalogue sales, which some said generated the largest sales per square foot in the entire chain. Another independent retailer, Chandlers, was a one-of-a kind hybrid with many departments and extraordinary local popularity. In the basement was a book store and college book exchange; on the main floor were greeting cards, fine stationery and office supplies; and on upper floors were collectable coins and stamps, a printing shop, Boy Scout and Girl Scout supplies, office furniture and more.





Former Marshall Field's Store

Downtown maintained an excellent variety of apparel and fashion stores, including Rothchild's, Baskin's, Lytton's, Betty's of Winnetka, Peck and Peck, the Hawaiian Shop, and more. Furniture, too, was strongly represented, with such highly regarded names as Smythe's, Colby's, and Stein's. The Kroch's and Brentano's book store was one of the prestige Chicago chain's most successful outlets. And, of course, the Student Book Exchange was a big hit with university students.

Walgreen's was located at Fountain Square, Lyman-Sergeant was located at 636 Church, and another popular local pharmacy, Hoo's, was located at Sherman and Clark. For even more variety, Woolworth's was east of the tracks and Lemoi's Hardware was west of the tracks, both on Davis Street. There were two downtown grocery stores, Dominick's and Smithfield's, the latter being popular for its carry-out sandwiches.

Entertainment and dining were well represented by the Valencia and Varsity movie theaters and by such restaurants as Cooley's Cupboard, Tally-Ho, Phoenix, BG Evanston restaurants on Sherman Avenue at Clark Street and at Grove Street, and restaurants in each of the major hotels: Orrington, Pick Georgian, and North Shore. In the summer, the outdoor café at the Orrington was a major attraction. Specialty outlets like Peacock's Ice Cream and the counter service at Woolworth's expanded downtown's offerings.



One of Several Bookstores



Financial Institutions Anchored Fountain Square



Landscaped Median on Sherman Avenue

Fountain Square was the focal point for financial institutions and general office buildings, specifically the First National Bank, State Bank & Trust, and Evanston Federal Savings and Loan. Nearby headquarters office buildings were also evident, e.g. Washington National Insurance Company on Chicago Avenue, and Rotary International on Ridge Avenue.

Finally, downtown was much more than a shopping and business center. It was also the center of civic life, evidenced by the City Hall, U.S. Post Office, Public Library, YMCA, Women's Club, and numerous churches.

For most who lived in Evanston, Old Orchard seemed unnecessary and redundant. Virtually everything one might need was located right here. Unfortunately, Evanston's position in the larger market area, the customers of which it had previously captured, would soon be forever changed.

I also had many first impressions of another variety. For example, downtown was very compact and walkable. Nowhere was beyond a noontime stroll, even the Lake Michigan beaches. Although parking was a challenge at times, transit service was extraordinary. Fountain Square, Raymond Park and the lakefront not only enhanced downtown's sense of place, but provided a variety of passive leisure experiences and active events to complement employment and shopping.

Fountain Square was more of an intersection than a traditional "square". The original Centennial Fountain was long gone, and the war memorial had taken its place as a focal point. Although somewhat photogenic, the area was not particularly pedestrian friendly. Nearby Raymond Park, however, was Evanston's expression of the New England village green, a multi-use grassy open space surrounded by trees and several churches. The new Oldberg Park at Sherman Avenue and Elgin Road hardly merited notice.

Although city sidewalks displayed no special interest, except the attractive Talmadge street lights, some private property owners took special interest in their streetscape. These included the Orrington and North Shore Hotels, Washington National Insurance Company, 1500 Chicago Avenue apartments, and others. In fact, Chicago Avenue was somewhat reminiscent of North Michigan Avenue in Chicago.

I was especially taken by the horse drawn carriage provided by the Orrington Hotel for special events and rides for the public throughout the downtown.

Finally, I was impressed by the "youth population" of downtown. Every day in the summer and even after school in the fall, winter and spring young people (especially high school and university students) would flood the downtown. This was a unique characteristic few other downtowns in America could match.

One ironic twist was the location of Wiebolt's Department Store on Church Street west of the tracks, separated from the retail core by railroad embankments and viaducts. This 1950's building had its own parking structure on the west side of Oak Avenue, connected to the store by a pedestrian bridge over the street. By parking here, however, a customer seldom chose to walk to other stores east of the tracks.

Except for Dominick's food store with its parking lot on the north side of Church Street, the triangle between the CTA and Northwestern railroad tracks was an unsightly and incompatible mixture of land-uses. These included the City of Evanston Public Works facilities and animal shelter, the Northwestern University maintenance facilities, a Commonwealth Edison transformer, and several deteriorated residences. This was clearly not a part of the downtown for which Evanston was famous.



Chicago Avenue Streetscape

On Emerson Street was located an important institution - - the African-American Emerson Street YMCA. When it was consolidated with the “white” YMCA on Grove Street in 1969, the issue of segregation was dealt with, but the African-American community lost what had been a powerful magnet of activity for all age groups. The building was subsequently occupied as a residential “temple” by the Hare Krishnas between 1971 and 1979 when it was demolished.

In yet another respect, downtown Evanston was unique. In addition to being partially bordered on the north by the university, it was completely surrounded by well established, attractive and in some cases very upscale residential neighborhoods. There were no blighted transition areas as is often the case in other cities. This was a “seamless” community.



Nearby Homes

CHAPTER 4 LOCATION MAP

- | | | |
|------------------------------------|-------------------------|-------------------------------------|
| 1. Barton-Aschmen Associates, Inc. | 18. Lyman-Sergeant | 35. First National Bank |
| 2. Marshall Field's | 19. Hoo's | 36. Evanston Federal Savings |
| 3. Wiebolt's | 20. Woolworth | 37. Washington National Insurance |
| 4. Lord's | 21. Lemoi Hardware | 38. Rotary International |
| 5. Chandler's | 22. Dominick's | 39. City Hall |
| 6. Rothchild's | 23. Smithfield's | 40. U.S. Post Office |
| 7. Baskin's | 24. Valencia Theater | 41. Public Library |
| 8. Lytton's | 25. Varsity Theater | 42. YMCA |
| 9. Betty's of Winnetka | 26. Cooley's Cupboard | 43. Women's Club |
| 10. Peck and Peck | 27. Tally-Ho | 44. Fountain Square |
| 11. Hawaiian Shop | 28. Phoenix | 45. Raymond Park |
| 12. Smythe's | 29. BG Restaurants | 46. Oldberg Park |
| 13. Colby's | 30. Orrington Hotel | 47. City Public Works |
| 14. Stein's | 31. Pick Georgian Hotel | 48. NU Maintenance |
| 15. Kroch's and Brentano's | 32. North Shore Hotel | 49. Commonwealth Edison Transformer |
| 16. Student Book Exchange | 33. Peacock's Ice Cream | 50. African-American YMCA |
| 17. Walgreen's | 34. State National Bank | |



CHAPTER 5

A COMPREHENSIVE STRATEGY (1963-1976)

In January, 1963 the City Council redefined, by ordinance, the planning functions and procedures of the city. This ordinance emphasized that the primary responsibility of the Plan Commission was to develop and maintain a comprehensive plan. The first product of this undertaking was the report, Your City and Its Planning Objectives, adopted by the City Council in September, 1963. Among its many objectives and policies were the following:

- Cooperative programs with Fountain Square merchants should be continued to insure the maintenance of this area as the North Shore's major regional shopping center;
- Plans should be implemented to provide a "built in" market for office, hotel and apartment uses;
- The location of cultural and civic facilities should be encouraged in order to maintain the downtown as the real heart of the city;
- Also needed is better traffic movement, convenient parking, and shopping areas made more inviting through landscaping, lighting, pleasant parks, sheltered walks, and other devices;
- A new consolidated, multi-modal transportation center should be constructed.

From this point forward a more comprehensive strategy and stronger public-private "partnership" guided downtown revitalization efforts, though not without obstacles, disagreements, and political stress common to progress in most communities.

In the glow of this fresh initiative, developer and local resident Arthur Bohnen proposed to the City Council the construction of four apartment buildings on air rights over the Chicago Avenue/Church Street municipal parking lot, including 570 enclosed parking spaces versus the 264 existing spaces. The proposal never became reality, the first of many such downtown proposals that evaporated in the years ahead.

Nevertheless, the early 1960s was a period during which the city continued to make meaningful investments in downtown, including the installation of 50 large scale street trees, expanded parking lots, a parking ticket validation program, landscaping by members of the Garden Council, a new sign ordinance, and a precedent setting system of public accent lighting in sidewalks to enhance the upper story facades of attractive buildings. Highly regarded at the outset, this lighting system was maintained only for a few years.

During the same years, the city and Northwestern University were engaged in land-swapping to make possible the Emerson Street-Elgin Road-Clark Street connector. In addition to the new road itself, the project made possible the creation of a triangular Oldberg Park between Elgin Road and Clark Street, and a site at the Orrington Avenue intersection for a new Rebecca Crown Administrative Center, designed by Walter Netsch, Jr. of Skidmore, Owings and Merrill and constructed during 1965-1968. This handsome new building with clock tower and plaza provides a key focal point at the end of Orrington Avenue and a physical/psychological link between "town and gown." At the time, this was an important statement, because many universities and colleges prefer the administrative complex to be in the center of the campus, an option Northwestern seriously considered.



Rebecca Crown Administrative Center

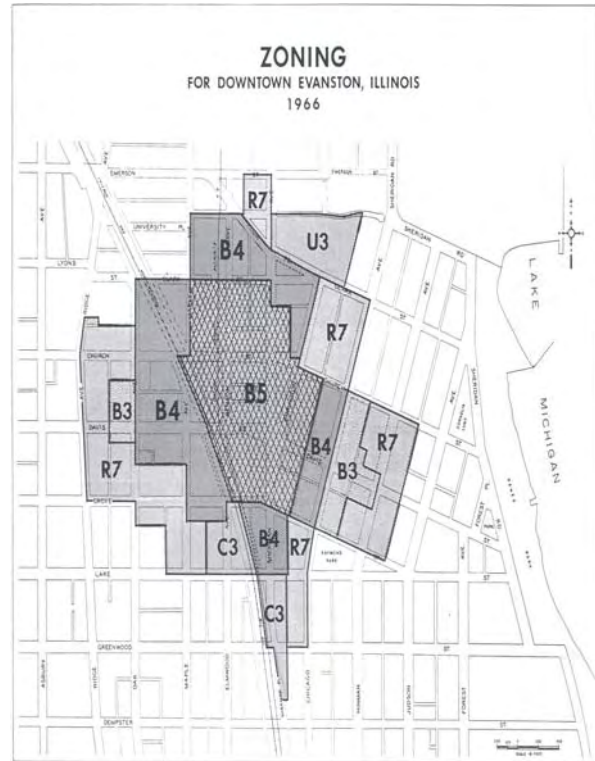
Also in 1965 the State National Bank, whose President was Robert Humphrey, submitted a proposal to the City Council to redevelop its existing site and adjacent properties as a “planned unit development,” including a 20-story office building with a plaza opposite Fountain Square, an underground parking garage, a courtyard, a second commercial building on Orrington Avenue, and a drive-thru bank on Davis Street. The project would eliminate Lord’s department store and Cooley’s Cupboard, and relocate Walgreen’s. It would also require significant amendments to the Zoning Ordinance.

The following year the City Council created two new downtown zoning districts, B4 and B5, the latter permitting buildings of 255 feet in height at the center of downtown. Other districts permitted graduated heights to carry out the urban design concept of a pyramid with the tallest buildings near Fountain Square and lower buildings near the periphery of downtown. Finally, the amendments accommodated the zoning concept of “planned unit development,” a process by which the project was approved following review by the Plan Commission.

The new State National Bank Complex (designed by George Schipporeit) was completed in 1969.



State National Bank Plaza (dark tower) and the American Hospitals Supply Corporation Headquarters (white tower)



Source: Comprehensive General Plan, 1972

Recognizing that the prominence of downtown Evanston as a regional shopping center was waning, the Plan Commission, chaired by architect Philip Will of Perkins and Will, explored other future development potentials. The City Council adopted the Plan Commission’s recommended motto, “The Headquarters City” in tribute to the many corporate and institutional headquarters that already existed in the community and the possibility that even more might locate in downtown with new zoning to encourage investment in highrise buildings. “By 1976 fifty-four groups had located their headquarters in Evanston,” according to Margery Blair Perkins.

The Plan Commission (led by its new chairman Alan Marin and supported by city staff planner William Nevel) published a Statement of Central Business District Goals and Objectives in 1967 to guide development. Additional policy statements were published during the years 1968-1972 dealing with: The Function of Downtown; Circulation; and Form and Design.

Top priority in the minds of downtown business persons and property owners was more public parking. Hence, in 1969 a new 600-space municipal parking garage (designed by Loeb, Schlossman, Bennett & Dart) was constructed on Sherman Avenue between Davis and Church Streets. The Plan Commission oversaw the design and required a compatible red-brick clad facade, the prohibition of vehicular access across the sidewalk from Sherman Avenue, and a pedestrian friendly (covered and heated in winter) bus waiting area.

For several decades, local businessman Joseph Levy has been a strong supporter of the community and a major financial benefactor. He contributed funding for the Levy Center, a new state-of-the-art youth activity and leisure center constructed in 1966-1967 at the northwest corner of Church Street and Maple Avenue. When its popularity with high schoolers waned, the City converted it into a senior center (1970). Seniors from throughout the city enjoyed its facilities and programs until it was demolished in 2001 to make way for a new commercial development.

In 1970 Edgar Vanneman, Jr. was elected Mayor. His seven years in office would be characterized by strong, persuasive leadership, especially on downtown revitalization, backed by a supportive City Council.

Following months of intensive effort, the Plan Commission published a recommended update of the Comprehensive General Plan in 1972. The plan was thoroughly reviewed in many public venues and adopted by the City Council in 1974. Also in 1972, the Illinois Historic Structures Survey of Evanston was released.



Source: Comprehensive General Plan, 1972

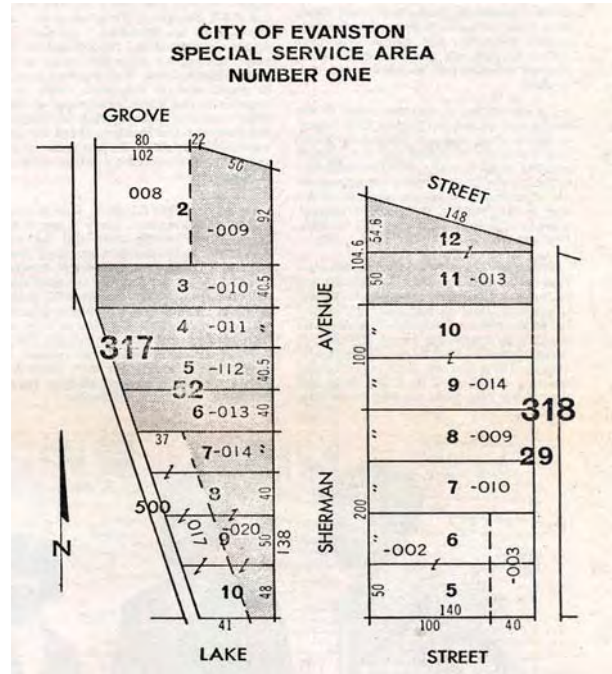
Another historic event occurred in 1972: the City Council adopted an ordinance permitting the sale of liquor by the drink (under certain conditions) for the first time in the history of the city, paving the way for investor interest in hotels and restaurants. For over a century, Evanston had been “dry”. This was due in part to its legacy of being the headquarters of the Women’s Christian Temperance Union. Even today the WCTU is a downtown landmark. Immediately thereafter, Barry Schuman and Associates proposed to develop a \$15 million complex, including a 250-room hotel and multi-level parking garage, on the 100,000 square foot “triangle” parcel (now referred to as 1800 Sherman). The City Council was favorable, but could not assemble the entire site. Hence the project died.

But the idea of a new hotel did not die. In 1973-74 the 159-room, 14-story Holiday Inn with restaurant and cocktail lounge was constructed on air-rights over an existing municipal parking lot on Sherman Avenue at Lake Street. The momentum of these projects caused the City Council to engage Barton-Aschman Associates, Inc. to prepare designs for a comprehensive streetscape program, including a new Fountain Square. The Holiday Inn constructed and paid for these recommended improvements in front of its own property.



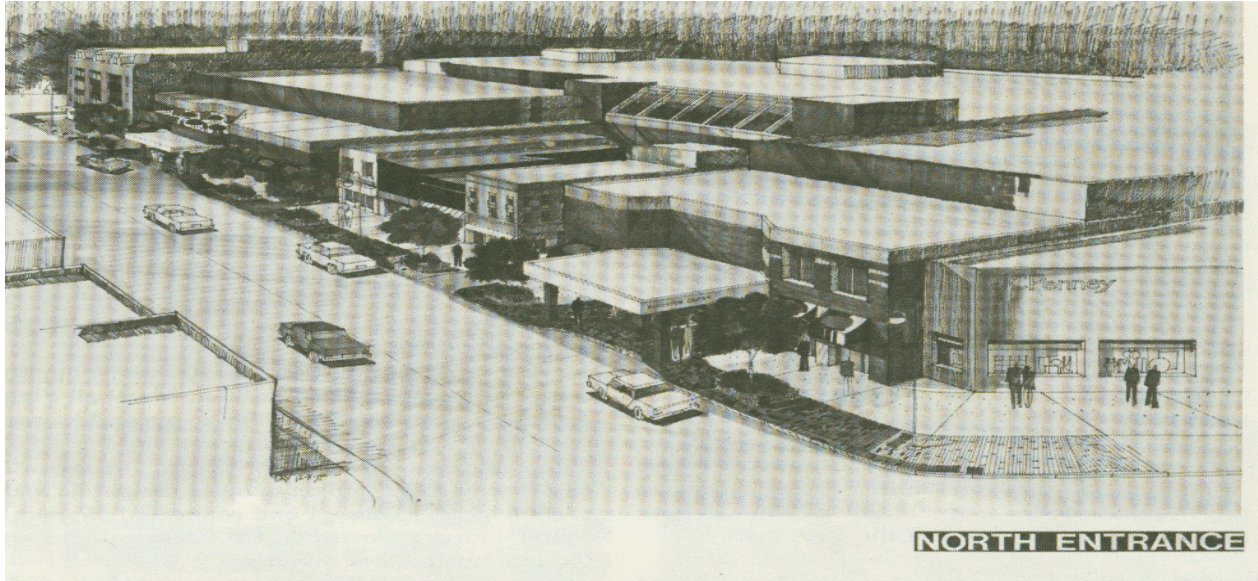
Holiday Inn Hotel & Parking Garage

The City of Evanston determined that the construction of these streetscape improvements elsewhere in the downtown would best be financed by “special service areas” (SSA). The first special service area (SSA#1) was created in 1974 by the City Council to cover all other properties fronting on Sherman Avenue between Grove Street and Lake Street. An additional property tax levy was paid by each property owner to finance construction.



Source: City of Evanston

Concurrently in 1973, the Homart Development Company (a subsidiary of Sears Roebuck) proposed a \$41 million, multi-level, mixed-use project, including 535,000 square feet of retail space anchored by a new Marshall Field’s store and a new J.C. Penney department store, 100,000-150,000 square feet of office space, a possible hotel, and a 2,000 space parking structure in the four blocks bounded by Church Street on the south, Elgin Road on the north, Maple Avenue on the west and Sherman Avenue on the east. This was the largest project ever proposed for downtown and drew considerable public interest. In the spirit of cooperation, the City Council again turned to Barton-Aschman Associates, Inc. to prepare sketch plans for all of downtown. Later, as a result of internal corporate policy and personnel changes, Homart withdrew and transferred “ownership” of the project to Westcor Development out of Phoenix, Arizona. This project failed to materialize in 1976 when Field’s announced that it had never been fully committed and would not anchor the retail mall.



Retail Complex Proposed by Westcore Development

Source: Barton-Aschman Associates, Inc.

Mayor Vanneman appointed the city's first Economic Development Committee at this time to attract and recruit new businesses to Evanston. Among its members was a newly elected alderman, James C. Lytle, who subsequently succeeded Mayor Vanneman in 1977.

Fortunately, not all projects were doomed. In 1974 Hawthorn Realty proposed a \$35 million "superblock" development for properties fronting on Sherman Avenue from Davis Street to Grove Street. The project included two high-rise office buildings with a connecting arcade, providing 700,000 square feet of office space and 75,000 square feet of retail space. Principal occupants were to be American Hospital Supply Corporation in the south tower and the First National Bank in the north tower, replacing its older building at the same site. That portion of the site would become a plaza. Because the project required the sale of an existing municipal parking lot at the corner of Sherman and Grove, the City Council was obligated to advertise for bids. The Hawthorn Realty bid was selected and the first tower with arcade was constructed. The second tower was never built due to high acquisition costs and financing difficulties.

The Mann Building at 820 Davis Street, designed by Stephen A. Jennings and built in 1889, accommodated the Wiebolt's Department Store, from 1929 to 1952. In 1973 it was demolished and replaced in 1975 by a new 5-story, 76,000 square foot office building with retail space on the ground floor. This building became the headquarters of Barton-Aschman Associates, Inc., urban planning and transportation consultants. The architect was Barancik Conte & Associates of Chicago.

Because Evanston was beginning to lose some of its landmark buildings during the 1970s, including the Valencia Theater to make way for the Hawthorn Realty project, the City Council created by ordinance the Preservation Commission in 1975.

Bringing this period of revitalization to a close, Evanston Planning Director Richard Carter delivered a talk to the Plan Commission on October 1, 1975 summarizing the progress of previous decades and yet to be resolved issues related to downtown revitalization. These remarks were published in 1976 as A Background to Planning: Problems and Issues in the Central Business District.



New 820 Davis Street Building

Mr. Carter also identified several questions remaining to be answered in the future:

- How will traffic and parking be accommodated? What buildings should be preserved?
- How can the adversary relationship of the city and developers be changed?
- How can efforts to achieve objectives be sustained?
- How can special amenities be negotiated with developers?
- What is the chemistry (proper combination of elements) of a healthy downtown?

The reconstruction of Fountain Square was completed in this U.S. bi-centennial year with new memorials to veterans and with space for leisure and for public events, such as small concerts.

By this time city government was outgrowing its building on Grove Street and began looking for options which would also permit it to return the Grove Street site to the property tax rolls for multi-family residential development. The City Council selected the vacant Marywood High School building and site at 2100 Ridge Avenue. After extensive restoration, the building was occupied in 1979.

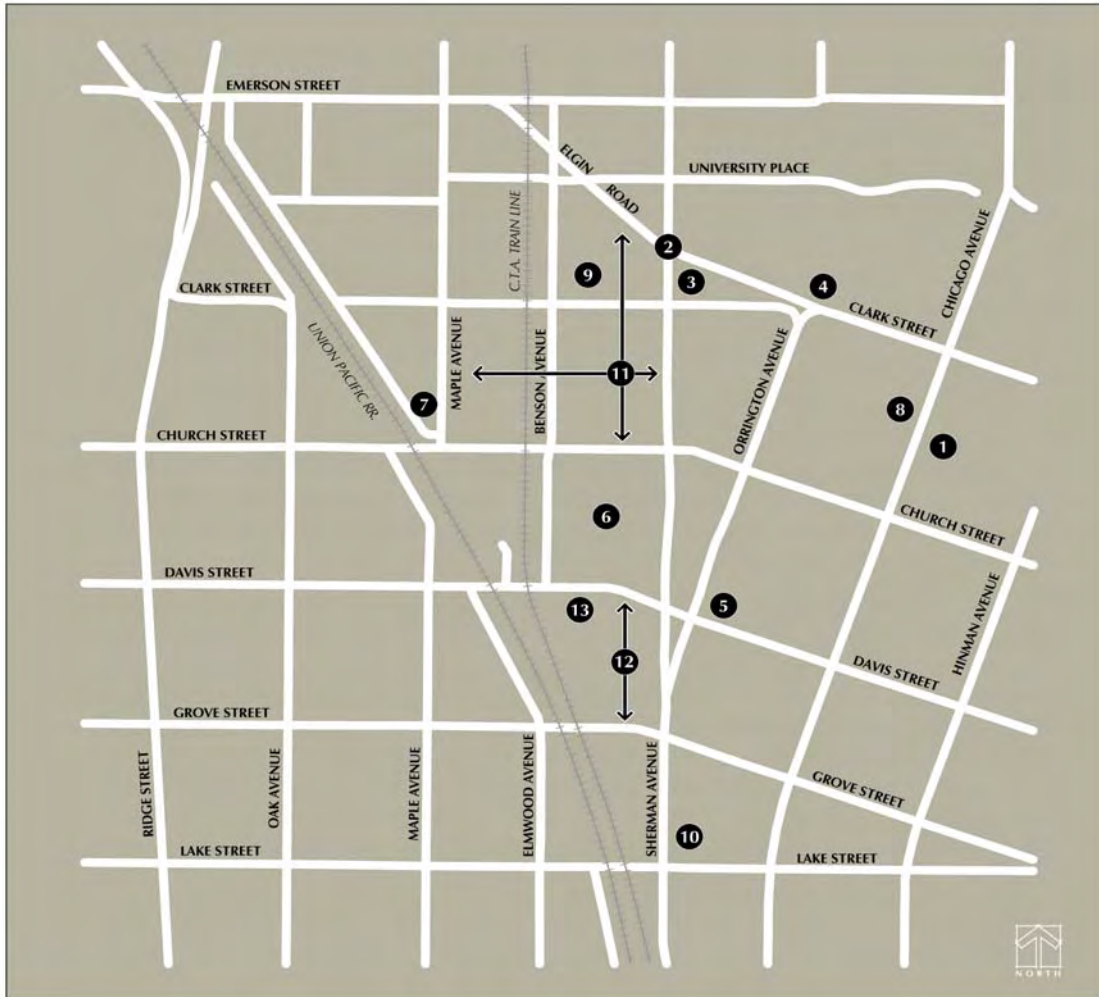
To cap off the year 1976, the City Council enacted ordinances creating Certified Business District No. 1 (the CBD) and the companion Business District Redevelopment Commission (BDRC) provided for by state statutes. These acts provided a transition to yet another period of revitalization.



Fountain Square 1976

CHAPTER 5 LOCATION MAP

- | | |
|--|--|
| <ol style="list-style-type: none"> 1. Arthur Bohnen Proposal 2. Emerson-Elgin-Clark Connector 3. Oldberg Park 4. Rebecca Crown Administrative Center 5. State National Bank PUD 6. Municipal Parking Garage 7. Levy Center 8. Women's Christian Temperance Union 9. Barry Schuman Proposal 10. Holiday Inn | <ol style="list-style-type: none"> 11. Homart Development Proposal 12. Hawthorn Realty Proposal 13. 820 Davis Street Building |
|--|--|



CHAPTER 6

DOWNTOWN II (1977-1982)

In February 1977, businessman Ben Karlson aired a proposal to build a \$16 million mixed-use project on the Clark-Benson site, including apartments, hotel, retail space and a 550-space underground parking garage. Public reaction was generally favorable. In March the First National Bank & Trust Co. of Evanston offered to purchase the same site for \$10 million to build an office building of up to 17 stories with 200,000 square feet of floor space and 600 or more parking spaces. That same month Development Management Group, Inc. proposed to acquire the entire 1800-1898 Maple Avenue block north of the Levy Center to construct 234 units of moderate income housing in two 14-story buildings on 3.2 acres, including 188 units dedicated to elderly and 46 units for families. A fourth developer informally floated a concept for a suburban type retail shopping center in the same general vicinity between the CTA and the Chicago NorthWestern railroad tracks. All this came without a city plan or developer recruitment strategy of any specificity for the area.

City officials were certainly intrigued by this enthusiastic interest from the private sector. However, Mayor Vanneman in particular was concerned about making decisions without a plan and without due process. All proposals were tabled pending a process and criteria for decision-making.

Back in December, 1976 Mayor Vanneman had appointed members to the newly created Business District Redevelopment Commission. The BDRC held its first meeting in January, 1977 and continued to meet monthly for the next 5 ½ years. Its first two meetings focused solely on its responsibilities and operating procedures. In February, Mayor Vanemann specifically requested the BDRC to establish a formal process for inviting proposals for the redevelopment of the Clark-Benson site and for preparation of a comprehensive plan for the 22-acre area bounded by Davis Street, Emerson Street, and the two railroad embankments, plus the 98,250 square foot Clark-Benson site. Planning occupied most of the year, including the issuance by the BDRC to the real estate development industry of a Request for Development Proposals for the 2.3 – acre Clark-Benson site.

1976 BUSINESS DISTRICT REDEVELOPMENT COMMISSION APPOINTEES

Paul Brown
John Green
Louise Kerr
Eric Krafft
Andrew Reis
Alonzo Smith
Robert B. Teska, Chairman

Much discussion ensued regarding the desired future of downtown and the responsibilities of specific city agencies. Alderman Frank K. Hoover recommended a professional study on the potential for retail development and the best location for the retail core. The Plan Commission desired a clarification of its role vis-a-vis the new BDRC. The City Council, its Parking Committee, and its Economic Development Committee also desired roles in the planning and development process.

In Spring 1977 James C. Lytle was elected Mayor. The ensuing six year period (1977-1982 inclusive) saw increased planning and development activity, marked by the City of Evanston taking greater initiative and responsibility for the redevelopment process.

On October 5, 1977 the City Council adopted Mayor Lytle's memorandum defining the roles of all responsible agencies. He assigned the lead role on redevelopment of the Clark-Benson site and planning the City Yards area to the BDRC, instructing it to coordinate its efforts with the Plan Commission chaired by Barry Lundberg and the Economic Development Commission chaired by Alderman Donald Borah. The area was to be called "Downtown II" because of its proximity to the traditional downtown.



Downtown II Boundaries

The southern tip of the Downtown II area, between Church and Davis Streets, had been envisioned for many years by the city to become a multi-modal transportation center. In 1977 a Transportation Center Plan was released by DeLeuw Cather under contract with the city.

In December, 1977 Louis Silverman, president of Development Management Group (Chicago) submitted an unsolicited proposal to the city for redevelopment of the block west of Maple Avenue between University Place and Clark Street. It included twin 15-story apartment buildings, a racquet ball club, a restaurant, and 300 parking spaces. Evanston officials welcomed the developer's interest, but gave the proposal a cool reception, because planning for Downtown II had just begun. Because the city was on a more extended schedule, the developer withdrew his proposal.

Downtown's reemergence as a place to dine received a shot in the arm in 1977 when Leslie Reis opened her upscale restaurant, Café Provencal, in the Homestead Hotel. It was quickly recognized as one of the finest restaurants in all of Chicagoland. Shortly thereafter she opened two other downtown restaurants, Leslie's and Bodega Bay. Elsewhere, Clarke's, Kaffee Haus 1800, and other restaurants opened in the 1980s. Following the death of Leslie

Reis all of her restaurants closed, but Café Provencal became the highly acclaimed Trio under new ownership in 1993.

Also in 1977, the City Council authorized a comprehensive parking study for downtown, and appointed a committee chaired by Alderman Frank Hoover to work with the consultant team of Alan M. Voorhees & Associates and Conrad Associates East. Other committee members included Dona Gerson, Jack Korshak, Barry Lundberg, and Robert Teska, assisted by Community Development Director David Palmer. Among the findings reported in 1980 were: there was a shortage of over 1,700 parking spaces; there was a conflict between long-term and short-term parking; and responsibility for the parking system was divided among several departments.

Recommendations included:

- All traffic and parking system operations, including maintenance and civilian enforcement, should become the responsibility of a single department;
- The parking system should be financially self-sufficient;
- Both the intensity and method of enforcement should be increased;
- There should be ongoing evaluation of zoning regulations so that the city neither discourages developers nor over-extends concessions to developers;
- The outer boundary of the parking meter area should be expanded;
- Public long-term parking at the Wiebolt's parking deck should be considered;
- The Sherman Avenue parking garage should be repaired and upgraded;
- Add parking spaces in the City Yards area;
- A new public parking structure should be constructed on the existing parking lot on the east side of Chicago Avenue between Church and Clark Streets.

The highlight of 1978 was completion of the 18 story, \$24 million American Plaza, including 282,800 square feet of office space, 53,700 square feet of retail space, and 380 parking spaces. The American Hospital Supply Corporation became its anchor tenant, giving true meaning to Evanston's motto, "The Headquarters City."

Sherwin Braun and Sidney Shalowitz unveiled a proposal for a \$7.8 million, 9-story office building with 187 parking spaces at 500 Davis Street, a project that succeeded. Conversely, Jay R. Martin and Frank Stayduhar proposed a 118-room hotel at the southeast corner of Chicago Avenue and Church Street, a project which was subsequently aborted. A 25-unit, 7-story luxury condominium building was eventually constructed on this site in 1981.

The recently created Evanston Preservation Commission was also at work and published a report, [Evanston's Landmarks/CBD](#), addressing the concerns of protecting historic buildings and designing new buildings to be compatible with their neighbors. The Commission identified fifteen buildings which met established criteria. However, they were "scattered in such a way as to preclude any conservation district."

EVANSTON PRESERVATION COMMISSION

Phyllis T. Horton
Roger M. Seitz

Chair
Vice-Chair

Regular Members:

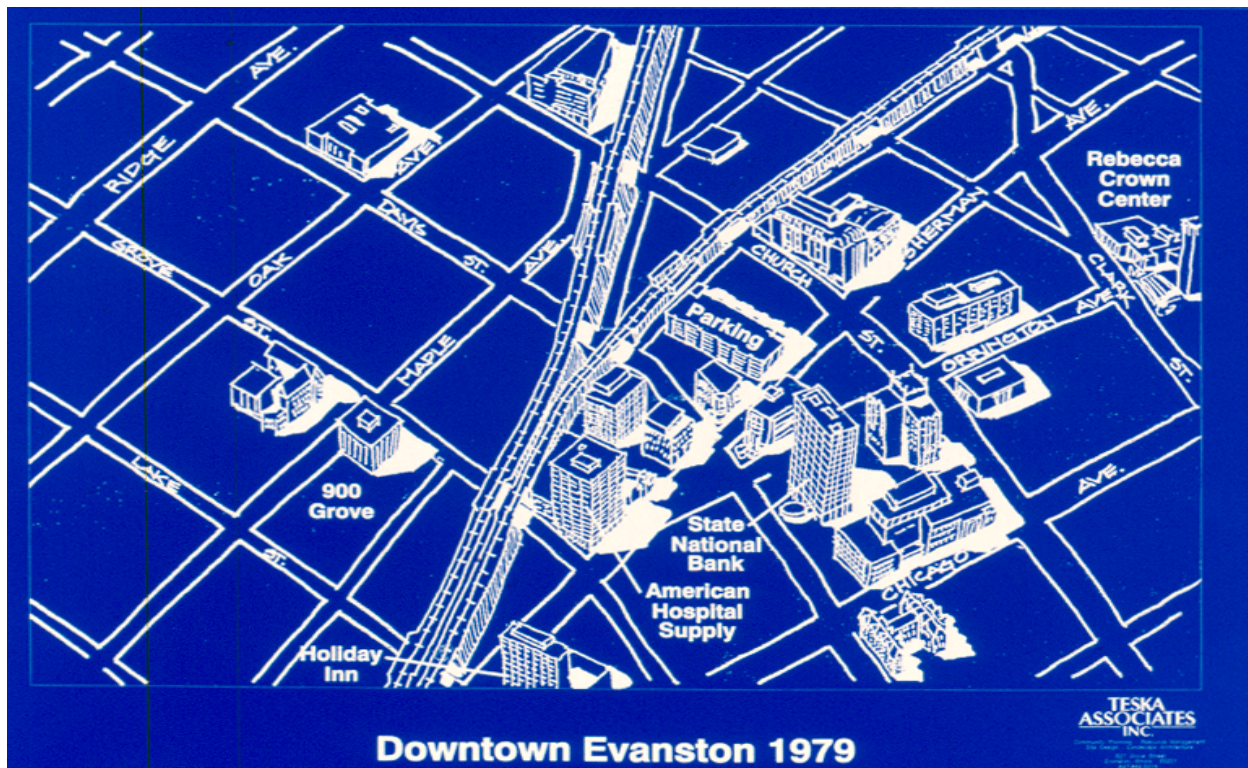
Marcia Baum
Joseph Blake
Jacques A. Gourguechon
James D. McWilliams

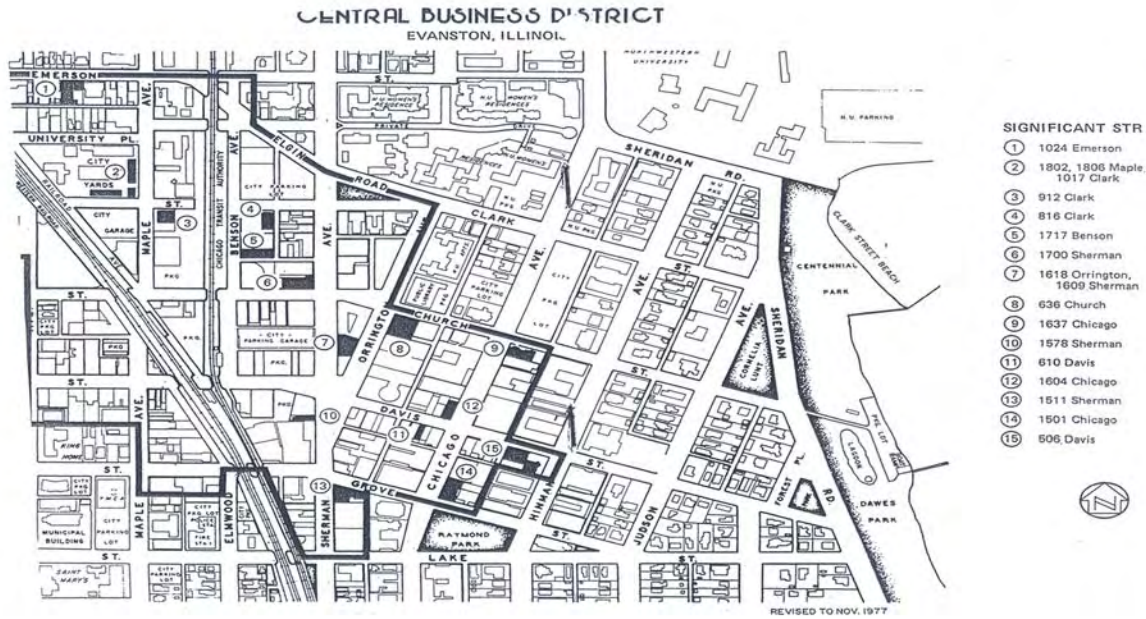
Joan L. Miller
Margery B. Perkins
Jon S. Pohl

Associate Members:

Olga G. Balch
Anne O. Earle
Hans A. Friedman
Alice O. Snagel

Marvin D. Juliar
Elizabeth Lang
Mary b. McWilliams





LANDMARK BUILDINGS

<p>*1. 1024 Emerson Street H. Butler Building</p>	<p>1909</p>	<p>*9. 1637 Chicago Avenue, 522-24 Church Street The Hereford Myron Hunt</p>	<p>1899</p>
<p>*2. 1802, 1806 Maple Avenue, 1017 Clark Street City of Evanston Buildings Merritt J. Morehouse</p>	<p>1910-11</p>	<p>10. 1578 Sherman Avenue Northwestern Mutual Life Building Holabird & Roche</p>	<p>1912</p>
<p>*3. 912 Clark Street Public Service Company Hermann Von Holst</p>	<p>1907</p>	<p>11. 610-12 Davis Street Orchid Fruite & FlowerShop Architect Unknown</p>	<p>c.1975</p>
<p>4. 816 Clark Street St. James Armenian Church Paul Haugan</p>	<p>1896-97</p>	<p>12. 1604-08 Chicago Avenue, 601-03 Davis Street University Building George W. Maher</p>	<p>1906</p>
<p>5. 1717 Benson Avenue Second Baptist Church Charles P. Rawson</p>	<p>1912</p>	<p>13. 1511-21 Sherman Avenue 618-28 Grove Street Edgar O. Blake</p>	<p>1925</p>
<p>6. 1700 Sherman Avenue Marshall Field & Company Graham, Anderson, Probst & White</p>	<p>1929</p>	<p>14. 1501-11 Chicago Avenue, 531 Grove Street The Chaumont Thielbar & Fugard</p>	<p>1927</p>
<p>7. 1618 Orrington Avenue, 1609 Sherman Avenue Hahn Building John A. Nyden</p>	<p>1927</p>	<p>*15. 506-16 Davis Street, 1522 Hinman Avenue Gas Station Olsen & Urbain</p>	<p>1934</p>
<p>8. 630-40 Church Street, 1645 Orrington Avenue Carlson Building Stanley M. Peterson & Howard E. Irwin</p>	<p>1925</p>	<p>*Demolished since 1975</p>	

Source: Evanston Preservation Commission, 1978

Meanwhile, the BDRC had received three official proposals for the development of the Clark-Benson site from:

- Development Management Group proposed a \$14.7 million Market Square
- Ben Karlson, James Economou & William Strasser proposed a \$16.0 million Evans Court
- John Buck and Wesley Irvine of Cushman & Wakefield proposed a \$15.1 million project (unnamed).

All included a mixture of commercial, residential, parking and open space uses.

Several public meetings of the BDRC plus substantial City staff analysis, especially that of Michael E. Schiltz, was devoted to the evaluation of these proposals. By year's end, the BDRC had selected the proposal submitted by Cushman-Wakefield (John Buck and Wes Irvine), which included a 9-story office building and a 10-story residential condominium building.

In 1979 the City Council approved the BDRC recommendation of Cushman-Wakefield/Buck-Irvine as the "Developer of Record" and entered into a formal Development Agreement with the partnership, giving them three years to obtain long-term financing for the project and begin construction. This year was also the beginning of a deep economic recession throughout the nation and a major spike in interest rates which lasted several years. In 1982 Messers. Buck and Irvine found it impossible to obtain feasible long term financing prior to the February deadline, submitted a formal letter of withdrawal, and sacrificed a \$500,000 letter of credit to the City.



Cushman – Wakefield/Buck – Irvine Proposal

Planning for the larger Downtown II area actually began in late 1979 when the Plan Commission formulated development criteria and policies for the entire area. During 1980, the City Council adopted Downtown II as "an intensive redevelopment planning area to be approached in a unified manner." The Council also approved the general parameters of a mixed-use development with the upper magnitudes of development including: 300,000 sq. ft. retail, 1000 dwelling units, and 1 million sq. ft. office. The BDRC was authorized to proceed with further exploration of a development project as outlined above.

In May, 1981, the BDRC presented its proposed development process to the City Council for consideration, including the possibility of utilizing tax increment financing for public investment. The process included the City seeking a developer with whom to negotiate a redevelopment project plan for the Downtown II area. This process was approved by the City Council, and the BDRC was authorized to proceed with issuing Requests for Qualifications.

The Request for Qualifications (RFQ) reflected the objective to "initiate a joint public/private development effort in partnership with a developer who is experienced in mixed-use downtown development, including a major retail component." The RFQ also detailed the City's development objectives, the proposed phasing of the project, and the development team's charge for Phase I. During Phase I of the project, the selected development team was to be prepared to:

"review, evaluate, and determine the precise nature of the development envelope established by the Plan Commission and approved by the City Council; determine the most appropriate land use plan, supported by feasibility analysis and physical site development plans; and establish a general activity plan to carry out the entire Downtown II project."

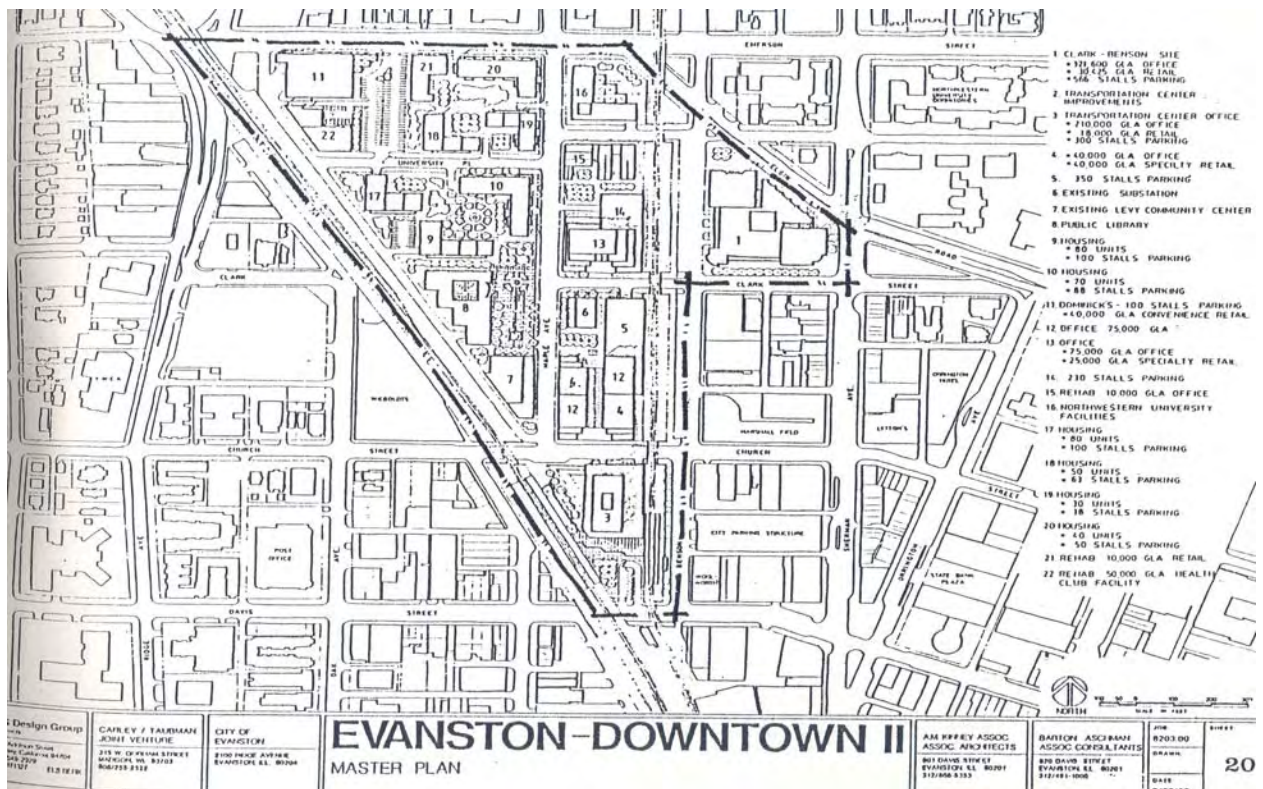
The City received five developer team responses by the August 28, 1981 deadline from:

- Draper & Kramer
- Ken Tucker/Homart
- The Evanston Consortium
- Evanston Land Partners
- Carley/Taubman Venture

Early in 1982 the BDRC was consolidated with the City Council's Economic Development Committee, chaired by Alderman Donald Borah, and together they held interviews and selected the Carley/Taubman Venture to take over the Clark-Benson project and also become the "Developer of Record" for all of Downtown Two. Evanston was back on track.

The City Council confirmed selection of the Carley/Taubman Venture and on January 30, 1982 entered into an Agreement for a development feasibility study of the Downtown Two concept plan. This Agreement also committed the City to commence work on the creation of a tax increment finance redevelopment district for Downtown Two. In May, 1982, following the withdrawal of Buck-Irvine, the Clark-Benson site was formally added to the Downtown Two study area and the Agreement with the Carley/Taubman Venture (CTV).

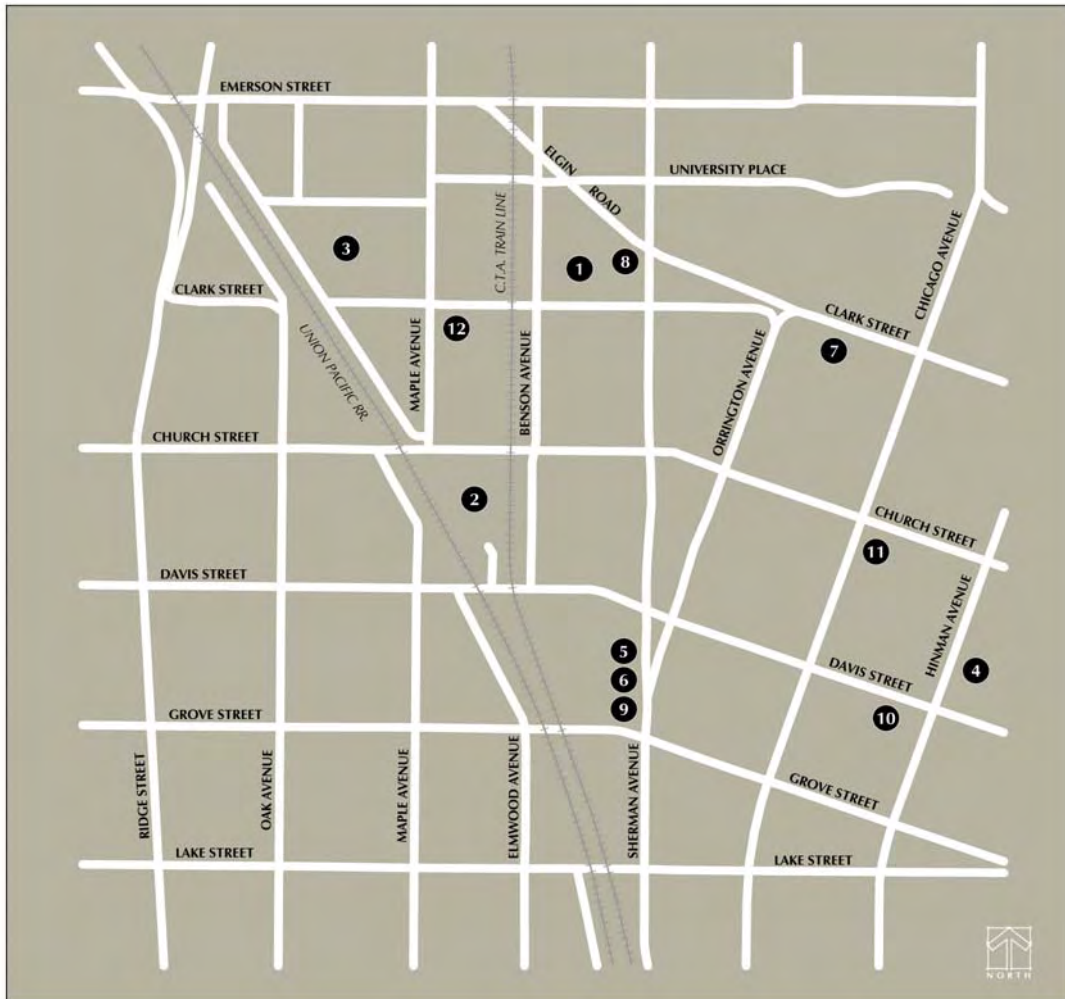
On September 15, 1982 CTV presented a detailed feasibility study and development plan for the first phase of Downtown Two, i.e. the Clark-Benson site. That plan proposed three 6-9 story buildings connected by an enclosed atrium totaling 350,000 sq. ft. of office, retail and restaurant space plus a 565-space parking garage.



Source: Downtown II Redevelopment Proposal, 1982

CHAPTER 6 LOCATION MAP

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| <ol style="list-style-type: none"> 1. Clark-Benson Site 2. Transportation Center 3. DMG Proposal 4. Café Provençal/Trio 5. Leslie's 6. Bodega Bay 7. Clarke's 8. Kaffee House 9. American Plaza 10. 500 Davis Street | <ol style="list-style-type: none"> 11. Condominium Building 12. Downtown II |
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CHAPTER 7

COMMON GROUND (1983-1995)

A new era emerged in 1983 which would witness a much broader public-private sector partnership and multiple initiatives pursuant to a “common ground” philosophy. In 1984 the City of Evanston, Northwestern University and ten other of the largest employers in Evanston formally joined forces to create Inventure, a non-profit organization dedicated to strengthening the long-term economic viability of the community. This was an especially important mission, because of the loss by one means or another of numerous manufacturers and corporate headquarters in Evanston. Although the focus of Inventure did not specifically include the traditional downtown, the new organization became a catalyst for future downtown initiatives and organizations. Its recruitment campaign for new businesses, entitled “The Smart Move” (to Evanston, of course) paid great dividends, as did the technical expertise of its staff led by Director Ronald Kysiak, hired in 1984 (Details in Chapter 8).

In fact, 1984 became a banner year. The Downtown II redevelopment project experienced a complete metamorphosis when Northwestern University approached the city with a new vision for that key triangle -- a high-tech research park. Agreeing in principle to this vision, the City and University initiated efforts to create the Northwestern University/Evanston Research Park. The first success occurred the same year when U.S. Representative Sidney Yates announced a federal grant to assist development of a \$26 million, 130,000 square foot research laboratory, now located at the intersection of Maple Avenue and Clark Street.

Keeping alive the construction momentum in downtown, Evanston Venture completed its 11-story, 147,000 square foot headquarters building in 1984 at Church Street and Oak Avenue on the site of the former Wiebolt’s department store. Evanston Venture was a partnership of Bruce Goodman, Joe Levy, Gordon Prussian, and Harvey Walken. The new building (designed by Helmut Jahn) was to be the headquarters of a rapidly expanding Evanston firm, Shand Morahan.

The firm moved from Evanston in 1998. Today the building is known as the Hearn Building.

Ground was broken that year by the Carley Capital Group for the first of two office buildings to be known as 1800 Sherman on the site of the failed Cushman-Wakefield/Buck-Irvine development. The architect was ELS Design Group of Berkeley, California, assisted by Perkins & Will of Chicago. Construction was completed in 1986.



Shand Morahan Headquarters



1800 Sherman

For two years many Evanston citizens had been hard at work under the guidance of the Evanston Arts Council, and in 1984 Evanston's Comprehensive Long-range Cultural Plan was completed, one of the first in the U.S. It was clear evidence of the cultural and economic importance of the arts in this community. Among its recommendations was that "a coalition of arts organizations be formed to develop a plan to establish a downtown performing arts complex." Several efforts were undertaken in the 1980s and 1990s to include such a facility in a new private development, but without success. Nevertheless, in 1987 there were approximately 150-175 non-profit arts organizations in Evanston spending \$4.4 million or more per year on goods, materials, rent, salaries and other personnel costs and generating more than \$5.2 million related to patron spending in Evanston, much of it downtown.

Concurrently, the Preservation League of Evanston held a national design competition for adaptive reuse of the historic Chicago North Western Railway Davis Street train station, originally designed by Frost and Granger and constructed in 1908. The winner was architect Lawrence Okrent of Evanston.

Also in 1984, the City Council enacted an ordinance permitting package liquor stores. The first license was issued for Evanston First Liquors at 1019 Davis Street.

In 1985 the City Council adopted ordinances creating a tax increment redevelopment project and district for the Downtown Two area encompassing 24 acres (TIF District No. 1). This action opened the door for financing to assist public improvements and private/institutional investment in the area, and for the elimination of longstanding blighting influences. Evanston Inventure published the first Economic Development Strategic Plan for Evanston in 1985. While recognizing that Evanston was losing manufacturing businesses and jobs, and that its strength as a retail center was reduced, Inventure was optimistic about the potential growth of service businesses, eating and drinking places, health care, high-technology businesses, and cultural and educational activities. Its strategies focused on retention, attraction, new business formation, and enhanced public and private sector development incentives. Inventure also stressed the need for city-wide marketing and a specific downtown development plan and strategy.

The Evanston Plan Commission published its recommended draft of the updated Comprehensive General Plan in 1985. Its general policies included:

- Develop incentive programs to stimulate private development;
- Reinforce the "Headquarters City" concept;
- Build upon the concept of Evanston as an Arts Center;
- Redevelop selected commercial areas to provide new opportunities for growth and investment;
- Improve parking, vehicular circulation, and pedestrian facilities.

Its downtown policies included:

- Establish opportunities for mixed-use development;
- Pursue refinements in the Zoning Ordinance to stimulate revitalization;
- Use creative financing techniques.

Also in that year the city released a new parking study that identified 7,200 existing parking spaces and a need for 900 more spaces. By 1989 the supply of parking had reached 8,400 spaces.

In January, 1986 the City of Evanston and Northwestern University reached agreement to create a partnership that would implement a research park vision in the Downtown II area. TopCorp, Inc., owned equally by the City and the university, was created as a for-profit corporation to approve and oversee land transfers and budgets of Research Park, Inc. RPI was created as a for-profit corporation to act as the operating company for the research park. (See Chapter 8 for more about the Research Park.)

In 1986 the City of Evanston issued a Request for Proposals to prospective developers for the half-block east of Chicago Avenue between Clark and Church Streets. RESCORP, whose parent corporation was the Savings and Loan Network, was selected to construct a mixed-use project, including an 800-space public parking garage and 190 luxury rental apartments. Ground breaking for Evanston Place occurred in 1988; construction was completed in 1989. John Macsai and Associates was the architect. The city purchased the parking garage with the proceeds of a \$7 million tax-exempt bond issue that was marketed in the fall of 1987.

American Hospital Supply Corporation, headquartered at 1500 Sherman, merged with Baxter and vacated its building in 1987. Fortunately, Rotary International, which needed to expand and could have relocated almost anywhere in the world, made the decision to purchase the building and keep its world headquarters downtown.



Evanston Place



Rotary International Headquarters

A new multi-modal transportation center incorporating CTA, Pace, Metra and taxis had been a goal of Evanston for several decades. Previous plans, e.g. 1977, were never implemented. However, in 1987 the City and the CTA collaborated to undertake another such plan. The consultant team of Environdyne Engineers, Teska Associates, Inc., Dubin, Dubin and Moutoussany, and Land Design Collaborative was selected to undertake the project. Later that year TAI published urban design guidelines for the Transportation Center, linking it functionally and aesthetically to adjacent blocks. Engineering and architectural designs were completed in 1988. Because the City of Evanston preferred a solution that would be architecturally significant, it agreed to assume the additional costs and issued municipal bonds to pay for them.



Transportation Center

Design excellence was also a high priority with the City and its Library Board. In 1987, they retained a consultant team led by Raymond Green & Associates, Architects, with Teska Associates, Inc., Grumman/Butkus, and Cost Systems to prepare a feasibility study and design guidelines for a new and expanded public library at the prominent corner of Orrington Avenue and Church Street. These guidelines were utilized in the 1990 announcement of a national competition for design of the new library. The winner in 1991 was Joseph Powell (only 28 years old), an independent architect from Philadelphia.



Public Library

Evmark took a major step forward in 1989 when it hired Terrance Jenkins as its first Executive Director. Mr. Jenkins had previously been a Vice-President of Washington National Insurance Co. and President of the Evanston Chamber of Commerce. He brought an intimate knowledge of downtown Evanston to this new assignment (Details in Chapter 9).

Also that year, the Evanston Plan Commission (chaired by Albert Belmonte) adopted and published a Plan for Downtown Evanston. Richard Carter was its principal author, assisted by Jeanne Kamps Lindwall. Recognizing that the existing Zoning Ordinance had become archaic in relation to downtown and other areas of the community, the City Council initiated a comprehensive update of the Zoning Ordinance and Map, adopted in 1993 after extensive public debate.

1989 PLAN COMMISSION MEMBERS

Regular Members

Albert Belmonte, Chairman
 Jeanne Breslin
 Lyle Foster
 Laurie Marston
 William C. Nevel
 Drew Petterson
 Stephen Prout
 Amy Seidman
 Libby Hill
 Phil Peters

Associate Members

Michael Blue
 Alex Darragh

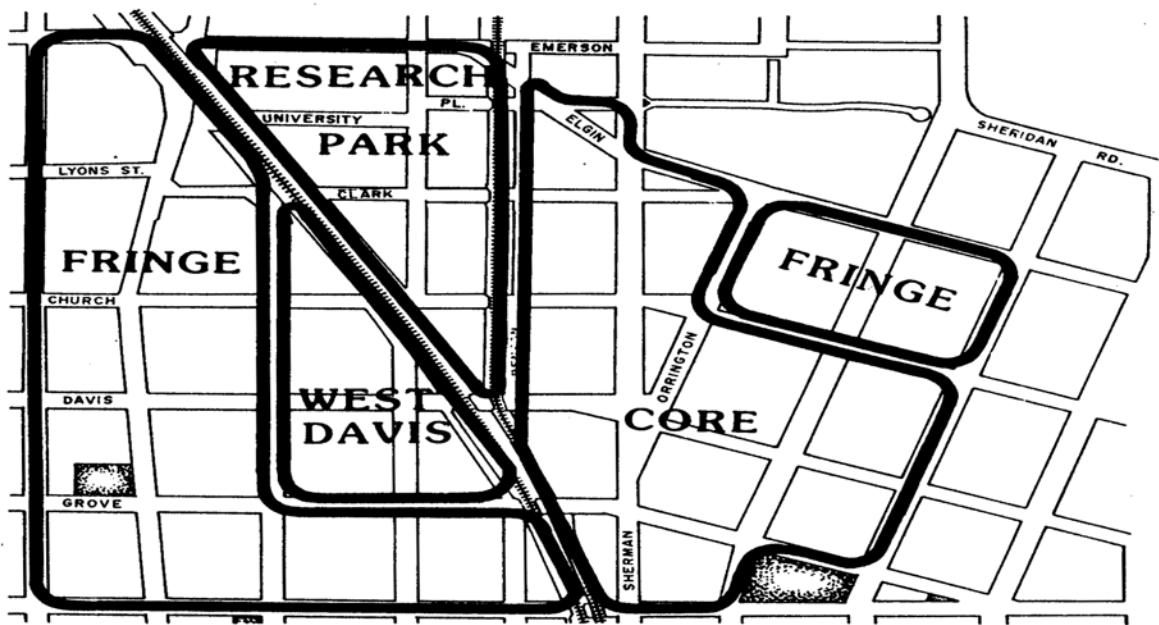
With so many activities underway simultaneously, coordination and leadership was a major concern of the Plan Commission. Therefore, in 1990 it convened an all-day workshop for civic organizations and leaders to review the recommended 1989 Downtown Plan, identify implementation actions and responsibilities, and select a lead agency. By general consensus, Evmark was requested to assume this critical role, which it accepted.

By the end of 1989 the new Clark Street CTA underpass and extension between Benson and Maple Avenues was completed at a cost of nearly \$3 million.

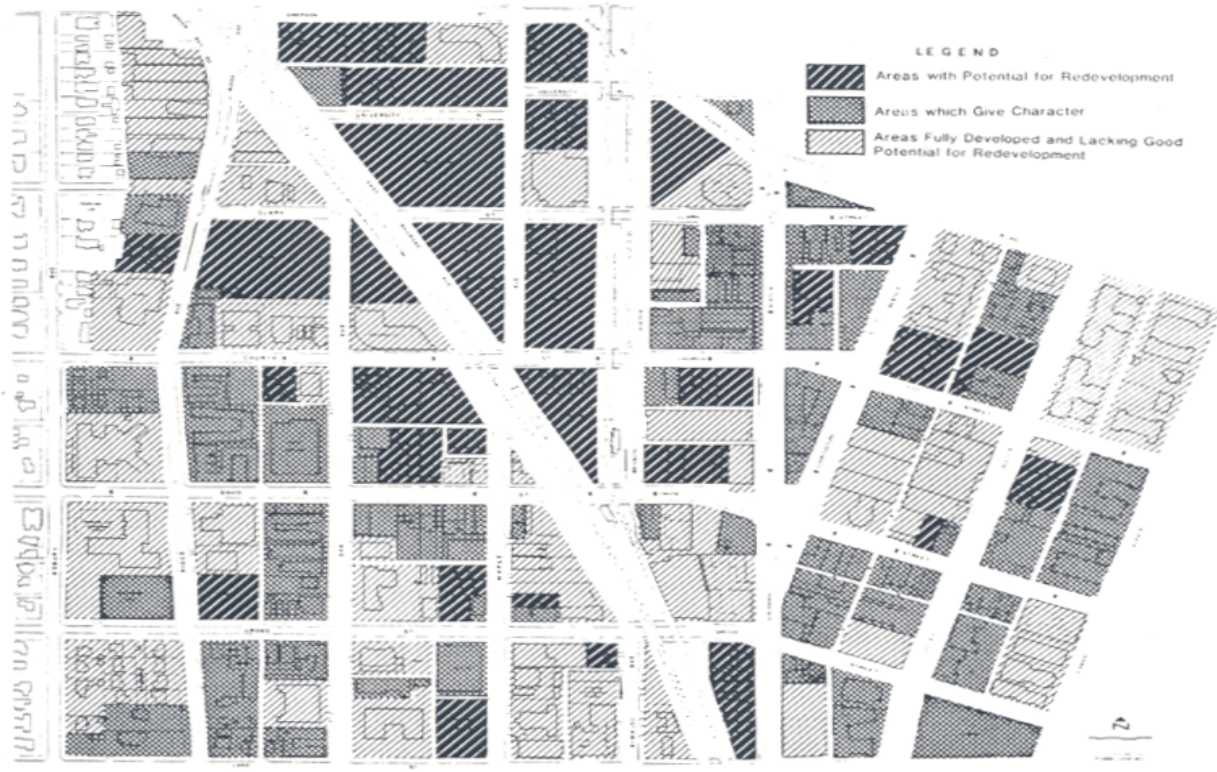
In 1990, downtown Evanston contained 8,378,000 square feet of building floor space, according to the City's Planning Department:

Residential	3,600,000 sq. ft.
Retail/Service	1,224,000 sq. ft.
Office	2,506,000 sq. ft.
Public & Institutional	<u>1,048,000</u> sq. ft.
	8,378,000 sq. ft.

Downtown Subareas



Potential For Physical Change



Source: 1989 Plan for Downtown Evanston

Following a national recession in the years of 1989-1992, the decade of the 1990s was clearly to become a decade of prosperity. A landmark in the retail industry was the opening of Barnes & Noble Book Sellers, during the period when the Public Library was under construction, followed not long after by Borders. Not only was Barnes & Noble located at the key downtown retail corner, it introduced a new and higher quality of retail experience than heretofore offered to Evanston residents, including longer operating hours seven days a week, and a hospitality with living room and library type seating plus a coffee shop. More and more customers frequented downtown on Sundays and in the evenings than ever before.



Tommy Nevins

Evanston business leaders began to realize that the streetscape improvements installed in the 1970s were tired looking and in need of maintenance. In fact, the City of Evanston found it necessary to plan for the rewiring of all street lights in the downtown, requiring major sidewalk reconstruction. Wise leaders concluded that this might be an appropriate time for a comprehensive redesign and reconstruction of downtown's streetscape. In 1990 Evmark quickly assumed its leadership role to select and retain an interdisciplinary team of urban design firms to undertake the preparation of an Appearance Plan to address public streets, sidewalks, and open spaces, and abutting private facades as well. The Appearance Plan was completed in 1992 and endorsed by the Evmark Board and the City of Evanston, leading to the adoption of ordinances creating Special Service Area 5 (Details in Chapter 9).



Barnes & Noble

About this time one new restaurant after another began to open in Evanston, including four owned by one local chain, the Clean Plate Club established by Steve Prescott: Davis Street Fishmarket (1985), Tommy Nevin's (1990), Merle's Smokehouse (1992), and Pete Miller's Steakhouse (1994). By the mid-1990s downtown could claim over 75 eating establishments and its title as "The Dining Capital of the North Shore." It became as difficult to find a curb parking space after 6:00 P.M. and on Sundays as during normal business hours. As a result, more and more stores remained open longer hours.

But, there was also bad news that year. The Washington National Insurance Co. announced that it was leaving Evanston and would pursue redevelopment of its site on Chicago Avenue. Washington National had been headquartered in Evanston since 1936 and was considered an excellent corporate citizen; it would be another big loss. The company selected John Buck and Company, with Harry Weese Architects, to prepare and announce a redevelopment plan for a major mixed-use project (Park Evanston). In 1993 the City Council gave the \$40 million project tentative approval, and in 1994 gave final approval for a 24-story, 265-unit luxury

apartment building plus parking garage and 40,000 sq. ft. of commercial space (the major anchor being Whole Foods). Concurrently, the City Council adopted ordinances creating a second downtown tax increment finance redevelopment district, including the Washington National Insurance Company site.

First Night Evanston was inaugurated on December 31, 1992. This extraordinary event has become an annual affair on New Year's Eve attended by 10,000 or more persons.

Construction began on the new 112,000 sq. ft. Public Library in 1992. In 1993 the Arts Council Public Art Program announced a national competition for three pieces of art to be placed in the main lobby and a second competition for two pieces of sculpture to be placed on the west facade of the building. With great pride the citizens of Evanston welcomed the opening of the library in 1994. During the construction period, the Public Library operated in space it leased in the Fountain Square Building.

The community was also able to take great pride in its new multi-modal Transportation Center which opened in 1993. With its clock tower, it not only became a significant architectural landmark, but its enclosed platforms introduced a new level of protection for transit users.

While these events were capturing the attention of most Evanstonians, many were becoming dissatisfied with the lack of progress with development of the Research Park. The recession at the beginning of the decade, coupled with other obstacles to real estate development financing, had taken its toll. The City Council, which had generously provided substantial funding for land acquisition and infrastructure, was concerned with its return on investment and was becoming impatient. The situation begged a solution.

CHAPTER 7 LOCATION MAP

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| <ol style="list-style-type: none"> 1. NU/Evanston Research Park 2. Basic Industrial Research Laboratory 3. Evanston Venture/Shand Morahan 4. 1800 Sherman 5. CNWRR Station 6. Evanston First Liquors 7. RESCORP/Evanston Place 8. Rotary International 9. Transportation Center 10. Public Library | <ol style="list-style-type: none"> 11. Clark Street Underpass 12. Barnes & Noble Booksellers 13. Davis Street Fish Market 14. Tommy Nevin's 15. Merle's Smokehouse 16. Pete Miller's Steakhouse 17. Park Evanston/Whole Foods |
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CHAPTER 8

INVENTURE AND THE NORTHWESTERN UNIVERSITY/EVANSTON RESEARCH PARK

For several years the 22-acre triangle of land between the CTA and Chicago North Western Railway embankments had been planned for mixed-use redevelopment by city agencies under the name Downtown II. However, due to the nation's economic recession of the early 1980's, the real estate development market did not yet support the Downtown II vision. Developer proposals submitted during this period fell short of the city's expectations and were rejected.

As had occurred from time to time during past decades, relationships between the City of Evanston and Northwestern University were strained in the early 1980's. A primary issue was the university's property tax exempt status and its reluctance to compensate the city voluntarily for certain services. The City Council in turn, was considering a "tuition tax" applied to each student. Between the stagnant economy and a threatened tuition tax, representatives of both sides realized the importance of working together.

The day after his election in 1977, Mayor Jay Lytle called Northwestern University's President, Robert Strotz, to begin a dialogue regarding improved relations. This led to a 1982 meeting of Mayor Jay Lytle, Alderman Jon Nelson and City Manager Ed Martin with NU Vice-president William Ihlandfeldt to enhance relations. Subsequently, NU proposed the concept of Evanston Inventure and offered major start-up funding; the city agreed to drop the idea of a "tuition tax."

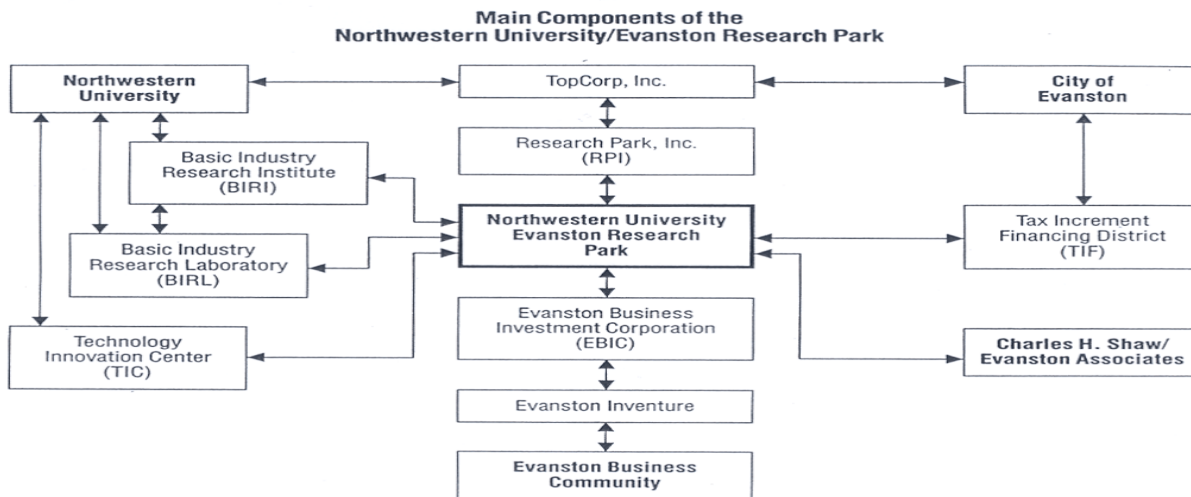
Evanston Inventure was established in 1984 as the community's economic development organization. At the time Evanston was the home to several national and international corporations whose presence and financial commitment allowed the city to support a major private sector economic development effort. Charter members of this public-private partnership were the City of Evanston, Northwestern University, the Chamber of Commerce and nine of Evanston's largest employers. These included American Hospital Supply, Evanston Hospital, First Illinois Bank, Joe Levy, Jupiter Corporation (Orrington Hotel), Holiday Inn, St. Francis Hospital, State National

Bank, and Packaging Corporation of America (several of these companies have left Evanston). The Board of Directors hired Ronald Kysiak as Executive Director. Mr. Kysiak previously held the position of Economic Development director for the City of New Haven, Connecticut, home of Yale University.

NU Vice-president for Institutional Relations, William Ihlandfeldt, was instrumental in setting up the 1982 meeting and forming Inventure. Subsequently, he approached the city with a new concept -- a 22-acre research park anchored by the previously planned transportation center at the south end and the recently announced Basic Industrial Research Laboratory at Maple and Clark. Prior to a formal agreement and a single stone being turned, Illinois Governor James Thompson and other dignitaries gathered at the site to celebrate the bold vision. Promotion of the research park became a high priority for Evanston Inventure.

In 1985 the City Council adopted the required ordinances creating the Downtown II Tax Increment Financing Redevelopment District, and in early 1986 the city and university reached a formal Statement of Understanding to develop the research park. Not everyone in the community agreed with this bold new enterprise and the committed funding. Some persons even raised the "doomsday" spectre of environmental disasters resulting from research experiments. However, a city-wide public referendum held in November, 1986 strongly supported the project.

Such an undertaking required the concerted effort of several existing and new organizations (see chart). Newly created in 1986 were TopCorp, Inc. to oversee land transactions and Research Park, Inc. to act as the operating company. Ronald Kysiak was appointed Executive Director of RPI in addition to his Inventure responsibilities. TopCorp, Inc. was a for-profit real estate holding company, financed equally by the two partners, and overseen by a small board of six. These included the university's President, Senior Vice-president for Business and Finance, and Vice-president of Research; Evanston's



Mayor, City Manager, and one Alderman from the Economic Development Committee. RPI had a larger board of fourteen, equally split between the university and city. It was chaired by William Ihlandfeldt.

The goals were to expand the city's tax base (much of the 22-acre triangle having been tax exempt), create up to 4,000 new jobs, and enhance the university's status as a leading research and teaching institution. This research park was to differ from others, because of its focus on the application of advanced technologies for basic industries (e.g. wear, rust and coatings) as well as the high-technology industries (e.g. computers and biotechnology). The main function of the park was to accelerate technology transfer from the laboratory to the marketplace.

RPI prepared a research park master plan and negotiated a master development agreement with The Charles H. Shaw Company of Chicago. The master plan was updated for Shaw by Perkins and Will Architects in 1987. It states, "The research park is being designed and developed to attract advanced technology and basic-industry firms involved in applied research in areas such as manufacturing and materials technologies, with special emphasis on energy efficiency and conservation." Its ambitious goal was based on the attractions of a premier university and a city in which 60 percent of the workforce were in executive and professional/technical positions and more than 40 percent were college graduates.

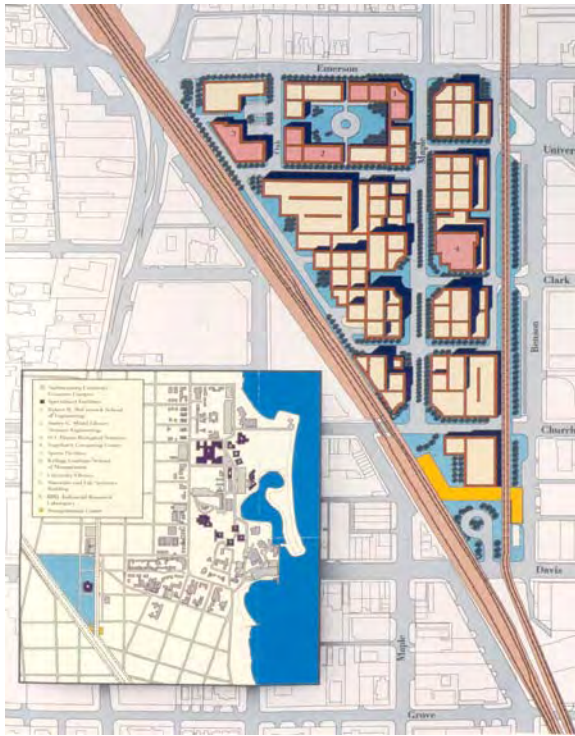
Source: Inventure

In addition, Evanston was one of only three cities in Illinois with a triple-A municipal bond rating.

The master plan recommended a mixed-use research park comprising low, medium and high density development for research, commercial, community, hotel, office and residential uses. The planned development's maximum gross-building areas could be:

Research/office	1,516,805 sq. ft.
Hotel, retail	
residential, community,	
commercial	198,720 sq. ft.
Parking (2,100 spaces)	<u>806,460 sq. ft.</u>
Total	2,521,985 sq. ft.

The land-use plan was based on a central focus (a plaza) at the intersection of Maple Avenue and Clark Street to create a "sense of place". The highest density would be at the center and the lowest density at the perimeter of the research park. Welcoming gateways, pedestrian friendly streetscapes, and landscaped railroad embankments would add amenities. Clark Street would be extended west of Benson Avenue through the CTA railroad embankment. Additional design guidelines called for "predominantly red to reddish/brown face brick or other earth tones on all buildings" and covered building mass, setbacks, height limits, street furniture and signage.



Research Park Master Plan
Source: Inventure

The Technology Innovation Center (a small business incubator) opened in June, 1986 and the state-of-the-art, 130,000 square foot Basic Industrial Research Laboratory opened in November, 1987. Arthur Anderson Systems Integration Center became its first tenant. Shaw began construction on its first building at 1890 Maple Avenue (designed by A.M. Kinney Associates) in April, 1988. The three-story, 43,000 square foot building's first tenant was the NU sponsored Institute for Learning Sciences which focused on artificial intelligence. Interior space was designed by Moretta and Sheehy Architects. Both firms were headquartered in Evanston.

The Technology Innovation Center at 1840 Oak and the 1033 University Office Building opened in 1990; the 906 University Place Incubator continued to hold overflow, start-up companies; and the 30 dwelling unit Ivy Court townhouse and home office project was occupied in 1998. Subsequently, the 1880 Oak flex-space building opened in 2000 and the Evanston/Northwestern Healthcare Research building at 1001 University Place opened in 2001.



Basic Industrial Research Laboratory



1890 Maple Avenue



1840 and 1880 Oak Avenue



1001 University Place

In 1997 the incubator was named “Incubator of the Year” by the National Business Incubation Association (NBIA). By 2000 the research park included six tech-buildings, totaling 400,000 square feet of space and representing over \$80 million of investment. It had housed 61 tech companies (including 50 startups), 12 non-tech companies and approximately 1,100 employees.

However, the national economic recession of 1990-1992 had taken its toll on the research park. Despite a demand for additional building space, the Shaw Company could not obtain financing from the private sector for new construction on reasonable terms without guarantees from the city or university, which neither was keen to provide. Far from a failure, in fact considered a model by many persons from outside the city and Chicago area, the delayed development schedule, the city’s need for an expanded tax base, and the prospect of a stronger commercial and residential market in the later 1990s caused RPI to let its agreement with the Shaw Company expire and pursue other alternatives, beginning in 1995. Also that year, TopCorp, Inc. and Research Park, Inc. were consolidated into NU/Evanston Research Park, Inc. Its leadership was transferred to the city. The NU/ERPI was then directed to issue an RFP for commercial development on the five acres at the south end of the research park. Six responses were received, and subsequently the Arthur Hill Company was selected as master developer for the Church Street Plaza project.

In the meantime, Evanston Inventure was engaged in numerous other projects to strengthen Evanston’s economy and the revitalization of downtown. For example, Inventure maintained an active role in monitoring the rewriting of Evanston’s Zoning Ordinance and in amending municipal procedures to reduce red tape and delays in the development approval process. Inventure has also been the lead agency to conduct research aimed at answering the questions, “Where is Evanston’s economy going?” and “What are Evanston’s future opportunities?” Such research led to Inventure’s support for the creation of a downtown development Special Service Area, the creation of Evmark to manage the SSA, and a joint marketing campaign, “Evanston—the Smart Move”.

Since its inception, Inventure has been instrumental behind the scenes with assistance in negotiations related to consummating specific development agreements. These include redevelopment of the former Washington National Insurance Company site for the Park Evanston luxury apartment building and Whole Foods store, bringing a growing Research Park tenant to the vacant Chandler’s building, aiding McDougal Littell to expand and occupy the new 990 Davis building, and assisting the Church Street Plaza project.

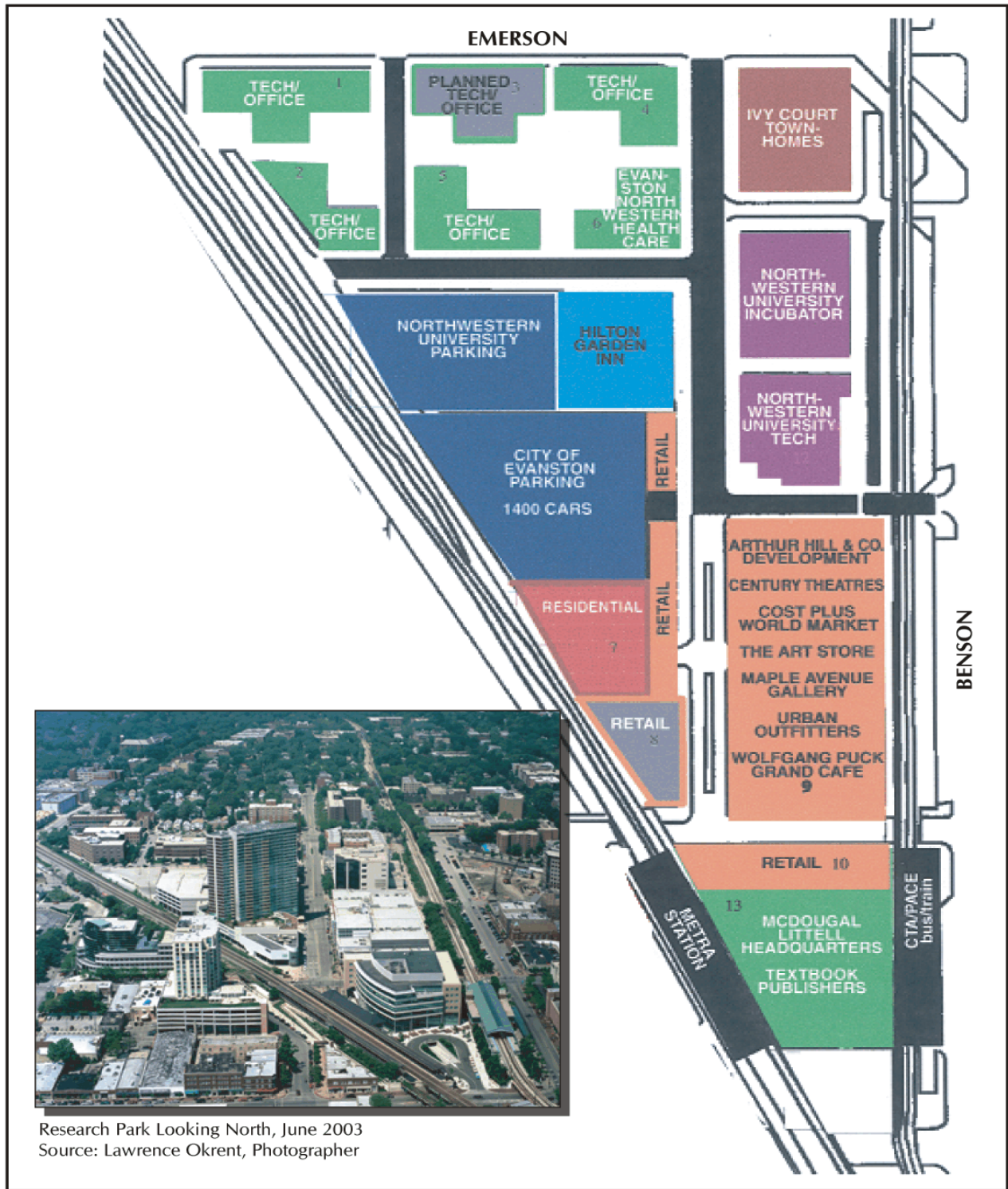
Inventure also raised \$1 million in a private seed capital fund to establish 21 new companies, one of them being Peapod, and created a high school senior medical internship program in partnership with the two large Evanston hospitals.

Current issues on the Inventure agenda include working with city agencies to formulate a new vision for downtown, consider new zoning amendments (possibly “form based zoning”), explore reuse potentials for the city’s remaining public parking lots, and evaluate alternative sites for the Civic Center.

Also a concern of Inventure is the low vacancy rate of Class A office space downtown and the fact that several existing and previously planned office building sites have recently been developed or proposed for residential condominiums. This trend may inhibit downtown Evanston’s potential to expand its office space and employment in the future, causing desired businesses to seek locations outside Evanston.

Today, nine of the ten largest employers in Evanston are not-for-profit organizations. This major change makes Inventure's role of developing public-private partnerships more challenging. Furthermore, not one of Inventure's board members today was in attendance at the first board meeting. Whether the private sector has the capability and whether the city and the university have the commitment to support a modified version of Inventure to undertake future missions has yet to be determined.

Nevertheless, Inventure and the Northwestern University/Evanston Research Park will stand as milestones in Evanston's history, without which the current renaissance of downtown may not have been as successful. They prove that, despite differences, the city, the university, and the private sector can work together out of mutual self-interest, perhaps even broader community interest



Research Park Looking North, June 2003
 Source: Lawrence Okrent, Photographer

Research Park Map, 2004
 Source: Inventure

CHAPTER 9

EVMARK

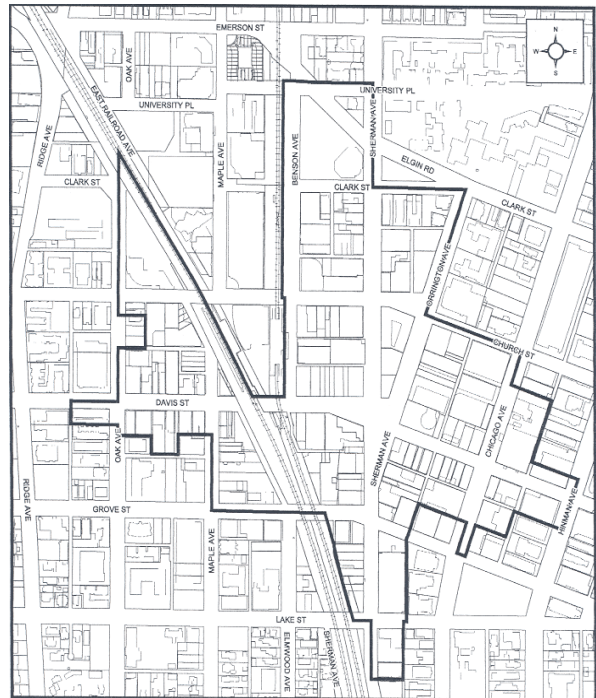
Illinois State Statutes enable City Councils to designate an area within the city to receive special services not normally provided to all other areas of the city, such services to be paid for by an additional tax on real property located within the area served. Special Service Area #1 was created by the Evanston City Council in 1974 to finance streetscape improvements along Sherman Avenue between Grove and Lake Streets. Special Service Area #2 was also created in 1974 to finance streetscape improvements elsewhere downtown; and Special Service Area #3 was created in the mid - 1990s to finance streetscape improvements in the Main Street Business district (outside downtown). All of these projects dealt with physical improvements in the public realm and were administered by city staff. Private sector input was provided mainly by the Chamber of Commerce and private sector responsibility was limited.

Chamber of Commerce Executive Director Ira Golan, together with Washington National Insurance Company corporation counsel Thomas Pontorelli (also Chamber President in 1987) recognized that downtown revitalization went far beyond physical improvements, that the private sector needed a dedicated day-to-day presence, and that experience throughout the nation indicated that a public-private partnership was the most promising alternative. With support from the Chamber's Board of Directors, Evanston Inventure, and city staff they recommended a new downtown revitalization management organization called "EVMARK" -- meaning Evanston Marketing.

EVMARK is a not-for-profit corporation established for the purposes of :

- Marketing and promoting downtown Evanston as an attractive place to shop;
- Providing an environment in which businesses can succeed and bringing new businesses to the area;
- Maintaining and improving the physical environment of downtown.

In 1989 the City Council, with overwhelming approval from all but two of the 130-150 downtown property owners, created Evmark and Special Service Area #4 to implement and finance the EVMARK concept. The enabling ordinance required that no less than 50% of the funds be utilized for marketing, meaning that 50% or less could be utilized for other purposes such as physical improvements and maintenance. A limited budget not to exceed \$20,000 was adopted for the first two years. Furthermore, a "sunset" clause of five years was adopted, meaning that EVMARK would expire in 1992 unless approved again by property owners and the City Council.



Special Service Area #4
Source: City of Evanston

For the first two years staff support for EVMARK came from the Chamber of Commerce. Experience soon established the fact that the unique responsibilities of EVMARK went well beyond the role and expertise of the Chamber. Therefore, in May, 1990 EVMARK hired an independent Executive Director, Terrance Jenkins, a former Washington National Insurance Company executive and Chamber president.

Fortuitously, the City's Plan Commission under Chairman Albert Belmonte had published a Plan for Downtown Evanston in 1989. The Chicago Chapter of Lambda Alpha International (a prestigious land economics honorary society) was invited to send a local assistance team of professionals to Evanston to review the downtown and its new plan, and to make recommendations for implementation. An all day conference of over 90 community leaders was held in June, 1990 to hear the assistance team's recommendations and discuss next steps in the revitalization process. Consensus was reached to designate EVMARK as the lead organization for future actions.

Mr. Jenkins worked one-half to two-thirds time to develop a structure, a mission and a strategy approved by the Board of Directors of EVMARK. The strategy included: organization and finance; marketing; promotional events; business retention and recruitment; physical maintenance (in cooperation with the city); and communication. Independent contractors were hired on a periodic basis to assist implementation of the strategy. A budget of \$250,000 per year for three more years was approved.

The Board of Directors was composed of 23-27 persons elected as needed (no term limits) and representing four categories: the City Manager and Director of Public Works; the Chamber President and Executive Vice-President; property owners; and other. Property owners must make up over 50% of the Board.

During his first years as Executive Director, Mr. Jenkins devoted substantial effort, with the help of Mr. Kysiak of Inventure, to answering the questions of property owners and community representatives, such as:

- What had downtown become and why?
- Where was it going under current trends?
- What were its opportunities and potentials?

On June 22, 1992, EVMARK and the City Council agreed to extend Special Service Area No. 4 by five years with an annual budget of \$250,000 for marketing and maintenance. In 1997 they agreed on another ten year extension with an identical budget. During the late 1990s, EVMARK was successful in getting one property owner outside the designated SSA (Arthur Hill & Co.) to contribute \$22,000 annually on a voluntary basis. Additional funds brought the total budget to \$325,000 per year (\$359,000 is budgeted for FY 2005). The virtually unanimous support for these extensions and budgets was due largely to Mr. Jenkin's and his successors commitment to one-on-one networking throughout the life of EVMARK.

In 1990 EVMARK retained five Evanston planning and design firms to work collaboratively under the name "EVMARK Design Group" to prepare a comprehensive Appearance Plan and Streetscape Design Plan for downtown. These firms were:

- Teska Associates, Inc.
- Land Design Collaborative, Inc.
- Barton-Aschman Associates, Inc.
- A.M. Kinney Associates, Inc.
- CH2M Hill



Source: Evmark Design Group, Streetscape Revitalization Plan, 1992.

The merits of this design plan convinced the EVMARK Board and the City Council to approve Special Service Area #5 in 1993 specifically for the purpose of constructing the new streetscape in the mid-1990s. SSA #5 had similar, but slightly different, boundaries as SSA#4. The three-year, \$15 million construction project was completed in 1997. The SSA share was approximately \$6-7 million, amounting to an annual cost of \$400,000 for the debt service on the 20-year municipal bond issue, bringing the total SSA annual budget to \$650,000 for an extended period of years.

Following Mr. Jenkin's resignation in 2000, the position of Executive Director was filled in 2000-2002 by Bridget Lane, also on a part-time basis, and by Diane Williams, beginning in 2003.

Since its inception EVMARK has engaged in a multitude of projects directed toward achieving its mission, including:

- EVMARK logo; DownTown Evanston logo; and DownTown Evanston Revitalization logo;
- Numerous marketing brochures;
- Local & regional advertising in area newspapers and periodicals;
- Radio spots on several news/talk stations and advertisements on cable television;
- Printed feature articles in major publications;
- Informational public meetings;
- Newsletters;
- Music festivals;
- World Jazz Dance Festival;
- Banners;
- Road races and walks;
- Retailers seminars;
- Vacant window displays;
- Flower boxes and planters;
- Comprehensive anti-panhandling program;
- Business recruitment;
- New resident gift baskets;
- Window washing program;
- Holiday lighting;
- Shopper attitude surveys;
- Conference center feasibility study;
- International Council of Shopping Centers deal making sessions;
- Sidewalk cleaning and snow removal;
- Assistance to the city's Facade Improvement Program;
- Assistance to the city's streetscape construction and repair program;

- Business disruption mitigation program during the 3-year construction period;
- Transit ridership promotion program;
- Big Bite Night;
- Cooperative events with the Chamber.

In May, 2004 Evmark's By-Laws were amended, retaining the same four classes of Directors but reducing the size of each class to bring the size of the Board down to a range of 17-22 Directors.

In 2005-2006 EVMARK has made a concerted effort to more precisely identify downtown's customer demographics and to establish a targeted marketing campaign with a process for measuring success. In the spring of 2007 EVMARK will introduce a "Shop by Bike" initiative. It is also actively engaged in creating a new internal wayfinding system for the downtown. Already evident are the orientation maps located in the lobby of the new Sherman Plaza parking garage.

Homelessness is an ongoing challenge being dealt with throughout Chicago and the suburbs. The Evanston community has several non-profit organizations with an extraordinary track record of responding to the need for temporary, transitional, and permanent housing. These efforts are coordinated by an umbrella Homelessness Task Force. EVMARK participates in this task force and provides financial assistance while at the same time managing the issues of panhandling, loitering, etc.

Clearly, the role of EVMARK has been central to Evanston's downtown revitalization success. However, once again in 2007 Special Services Area #4 will face a "sunset". Its future and, perhaps, downtown's future will be the focal point of public and private discussion. The unique difference between this decision point and former decision points is that virtually all property owners in past years have been commercial property owners. With the emerging presence of multi-story condominium buildings in the downtown, a large portion (perhaps more than 50%) of all property owners in 2007 will be home owners with little or no prior knowledge of EVMARK and its mission. In addition, fewer commercial property owners have local roots. Another new age is dawning.



Business Directory
Source: Evmark

Parking in Downtown Evanston is as easy as 1-2-3 when you know where to look.
If you're parking for more than 2 hours- check out the city garages. Your first hour is free, there are over 2000 spaces to choose from ... and you can't beat the rates!

1800 Maple Self Park
First Hour - **Free** Sunday - **Free**
Movie Patrons - first 4 hours **Free** with validation

1-2 hours \$1	4-5 hours \$4	12 - 18 hours \$9
2-3 hours \$2	5-6 hours \$5	18 - 24 hours \$11
3-4 hours \$3	6-12 hours \$6	Monthly \$75

Visa, MC, AE, Discover, Diners

If you're parking for **less** than 2 hours, meters were designed for you!
But don't forget they are in effect from 8 am to 9 pm (**Free** Sundays and certain holidays).

Church/Chicago Self Park
First Hour - **Free** Sunday - **Free**
In after 6 pm - out by 11 pm - **Free**

Same rates as
1800 Maple Self Park apply
overnight pays normal hourly rate

ENJOY DOWNTOWN EVANSTON! **MORE DOWNTOWN PARKING SPOTS**

Parking Directory
Source: Evmark

CHAPTER 10

AFTERSHOCKS

The shock of regional shopping centers opening in nearby suburbs between 1956 and 1989 was sufficient to bring downtown Evanston to its knees as a retail center. But, most earthquakes are followed by “aftershocks” which take advantage of an already weakened condition. Therefore, even as Evanston was striving to revitalize its downtown, competing retail development continued to expand on the North Shore. Fortunately, at least some of it was located elsewhere in Evanston where the city and the school districts could benefit from its tax revenues.

Evanston once was home to a substantial industrial base, including several companies which were headquartered here, e.g. Rust-Oleum Corporation, Shure, Inc., Bell & Howell, and Mark Controls. All of these manufacturers have relocated to other sites outside Evanston. However, with investors’ renewed confidence in Evanston and its larger market area, aggressive action, and in some cases tax increment financing assistance from the city, virtually all of these vacated sites have been redeveloped.

In 1978, Main Street Commons on Main Street opened with K-Mart and Service Merchandise as its major anchors, subsequently replaced by Builders Square, Sam’s Club and Marshall’s. In the 1990s Builders Square and several smaller stores closed. A new owner plans the revitalization of this shopping center in 2004-2005.

In 1990, Evanston Plaza replaced Mark Controls and opened at Dempster and Dodge, with Franks Nursery & Crafts, Kids R Us, and numerous other smaller retailers. Today Evanston Plaza includes a Dominicks Supermarket, Blockbuster, Payless Shoes, A.J. Wright, and China Buffet.

In 1993, Evanston Center replaced Bell & Howell and Devry University. It opened on Howard Street with Target Greatland as its anchor, complemented by Office Max, Best Buy, Jewel-Osco, and a bank.

In 1996 Home Depot opened its super store on what was once the Rust-Oleum site on Oakton Street. All together, these shopping centers total over 1.0 million square feet of retail floor space - all developed after many respected economists had declared that major retailing was “dead” in Evanston and would never return.

But, that is not the entire story, for the future of Evanston’s many neighborhood shopping districts was also at stake. Again, Evanston’s strength as a proven market place and the resiliency of its business and civic leadership responded. As a result, revitalization has also occurred at the Central and Green Bay, Chicago and Dempster, and Chicago and Main business districts.

While Evanston was enjoying these successes, however, the owners of Old Orchard Shopping Center (now Westfield Shoppingtown Old Orchard) were not asleep. In fact, Old Orchard expanded its size from 1.3 million to approximately 1.8 million square feet, and over 120 retail stores, adding Nordstrom, Bloomingdale’s, Saks Fifth Avenue, and Lord & Taylor department stores and two movie theater complexes, totaling 17 screens and parking structures. Across Skokie Highway to the east the Shops at Orchard Place opened in 2001 with over 164,000 square feet of retailing, capturing several stores that were also considering downtown Evanston’s proposed Church Street Plaza.

As if this was not enough, the Westfield Group announced in June, 2005 that Shoppingtown Old Orchard would be expanded again. Westfield intends to demolish the former Saks Fifth Avenue and the Lord & Taylor stores to provide a Main Street style shopping promenade. It would have 53 new specialty stores and restaurants totaling 650,00 square feet of floor space, plus a new parking garage. The expansion would bring Old Orchard to 2.3 million square feet, almost twice its original size.

Clearly, the challenge to downtown Evanston became greater than ever and caused downtown proponents to work even harder to define its niche with even clearer focus. Fortunately, a cultural evolution was occurring throughout America that supported the concept of a mixed-use central place and living in the midst of an active environment. Add to that the qualities of a university town and downtown Evanston has found that it can be competitive once again.

EVANSTON SHOPPING CENTERS

Former Site Occupants	Mark Controls	Hires Root Beer Orange Crush Material Service	Rust-Oleum	Bell & Howell
Original Name of S.C.	Evanston Plaza	Main Street Commons	Home Depot	Evanston Center
Developer	Bandbury	Jack Jacobs & Co.	Home Depot	Tanguay Burke Stratton
Year Opened	1990	1978	1996	1993
Gross Leasable Area	222,000	245,000	187,000	250,000
Anchor Tenants	Frank's Nursery & Crafts Kids R Us	K-Mart Service Merchandise	Home Depot Petsmart Steak & Shake	Target Greatland Office Max Best Buy Jewel-Osco
TIF District	Freed Local Sales Tax Sharing Only	No. 2	Local Sales Tax Sharing Only	No. 3
Year TIF Created	N.A.	1990	N.A.	1992
2003 Name of S.C.	Evanston Plaza	Main Street Marketplace	Home Depot	Evanston
2003 Owner	Joseph Freed	Kap Sum Properties	Home Depot Petsmart Steak & Shake	Each pad owned by anchor tenants
2003 Anchor Tenants	Frank's Nursery & Crafts Dominick's Radio Shack	Sam's Club Marshall's Food 4 Less	Home Depot Petsmart Steak & Shake	Target Greatland Office Max Best Buy Jewel-Osco

Sources: Robert B. Teska
Chamber of Commerce
City of Evanston

CHAPTER 11

THE BIG BANG (1996-2006)

Evanston's population peaked in 1970 at 80,113 with 2.71 persons per household. Then it decreased to 73,706 in 1980 with 2.35 persons per household and 73,233 in 1990 with 2.31 persons per household. But, by the mid-1990s the nation's economy was on a roll and the real estate development industry was in full motion. This was evidenced by the opening of the new 24-story Park Evanston luxury apartment building and its adjoining Whole Food store, both designed by Harry Weese Associates and constructed by John Buck & Co. in 1996-97. This planned development, made possible by tax increment financing, included 283 rental units and 40,000 square feet of retail space plus a parking garage, all at a cost of \$40 million. Rents ranged from \$1,322 for a studio to \$3,200 per month for a three bedroom unit.

However, other parts of downtown, especially the Research Park, were not enjoying the fruits of this investment surge. In fact, when the City Council issued a Request for Proposals to redevelop the Sherman Avenue parking garage site, the responses were few and so unattractive that the project was postponed.

All this changed, however, in 1996 when the City Council and the Charles Shaw Company determined that their commitment to the original Research Park concept had expired. Based on a study by the Balcor Consulting Group, the City Council focused on a new, more marketable mixed-use concept for the balance of the property, similar to the original Downtown II Concept, in order to stimulate the property tax base and business vitality.

The NU/ERPI promptly issued a Request for Proposals for a 5-acre triangle south of University Place, triggering the BIG BANG - - the greatest building boom in the history of downtown Evanston. The City received six exciting proposals for mixed-use development and initiated a methodical and time-consuming developer selection process. The two finalists were the John Buck Co. (developers of the Park Evanston project) and Arthur Hill & Co. (developers of a similar mixed-use project in downtown Denver).



Park Evanston

Following numerous public meetings, highly elaborate and competitive presentations, extensive public scrutiny and comments, some opposition, and lengthy City Council deliberations, Arthur Hill & Co. was chosen in December, 1997.

The Hill proposal (designed by Elbasani & Logan Architects with Teska Associates, Inc. as landscape/streetscape designers) was called Church Street Plaza and included:

- A 12-screen, 2400 seats general cinema;
- A 6-screen, 1000 seats arts cinema;
- A 180 room hotel with banquet/meeting space;
- 85 + condominium residences or 145 rental residences;
- 120,000 sq. ft. retail;
- 20,000 sq. ft. senior center;
- 20,000 sq. ft. performing arts center;

The City Council's commitment included building a new 1,450-space parking garage to serve both the Church Street Plaza and the Research Park. The City Council's willingness to finance the garage with tax increments and parking fees, thereby relieving the developer of this burden, was key to the project's feasibility.

Phase 1 of the project witnessed construction of the parking garage, the pavilion complex and the hotel. In November, 2000 the Church Street Plaza main pavilion opened with a charity benefit gala in its Century Theaters 18-screen movie complex; Wolfgang Puck's restaurant and Urban Outfitters apparel store opened concurrently. Almost instantly, downtown Evanston attracted new customers from miles around. In fact, Century Theaters attracted 1.2 million patrons in 2002, and the same in 2003, exceeding forecasts. The 175-room Hilton Garden Inn opened in 2001.

Phase 2 involved an amendment to the Redevelopment Agreement between Arthur Hill & Co. and the city to replace the senior center and performing arts center with a new corporate headquarters office building with retail uses on the ground floor. The principal tenant is McDougal Littell & Co. which had outgrown its former space in Evanston and was considering relocation elsewhere. This change in plans actually represented the fulfillment of the original Transportation Center concept. OWP&P was the architect and Mesirow Stein was the developer of this building and the public plazas around it. Arthur Hill & Co. retained ownership of the ground floor retail space on Church Street. The corporate headquarters was provided access from Davis Street; hence the building is formally named the 909 Davis Building. It was occupied in early 2002.



Pavilion: Phase 1



Hilton Garden Inn: Phase 1



Municipal Parking Garage: Phase 1



909 Davis Street: Phase 2

Phase 3 of the Church Street Plaza project was completed in 2003. It included the new Borders Books and Music designed by Perkins and Will Architects and the 28-story, 207 unit Optima Views building designed by Optima Architects. This building was also the result of an amendment to the Redevelopment Agreement to permit increased height and more residences.



Borders & Optima Views: Phase 3

Other projects completed in the same period were the 1415 and 1421 Sherman Avenue mixed-use building (designed and developed by Roszak/ADC) with 53 condominium units over 10,000 sq. ft. of business space (2001), the 17 story Church Street Station (2002) with 105 condominium units over 12,000 sq. ft. of business space (designed by Otis Koglin Wilson Architects and developed by Focus), the 21,000 sq. ft. Family Center addition to the YMCA (2002), and the ADA ramps and other repairs to the Davis Street Metra Station (2002).



1415-1421 Sherman Avenue



Church Street Station



Metra Station ADA Ramps

The Fountain Square environs were also changed by the new Optima Towers complex which included 105 condominium units above ground floor businesses. This contemporary project was designed by Optima Architects and incorporated landscaped terraces overlooking Fountain Square and Davis Street. The many balconies drew widespread attention and comment because of their orange color. The project was completed in 2001-2002.



Optima Towers

The community mourned the closure of Chandler's in the late 1990s, the venerable "something-for-everyone" store at the southeast corner of Fountain Square that had been in business at this location since 1929. The Chandler's Building was originally designed by Edgar Ovet Blake. Fortunately, it was acquired by a very creative developer, the Davis Street Land Company, which restored the main building in keeping with its historic integrity, removed a two-story addition to create an active "people place" in front, which accommodates outdoor dining throughout much of the year. This building reopened in 1999. The same developers remodeled 624 Davis Street and constructed a new 4-story building of compatible vintage architecture adjacent to Chandler's at 622 Davis Street, designed by Schroeder, Murchie, Laya Associates, Ltd and occupied in early 2003.



Restored Chandler's Building



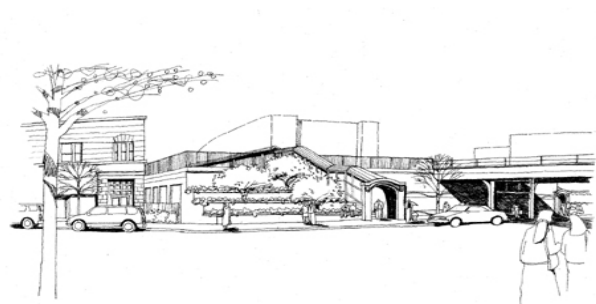
622 Davis Street

As early as 1999 Inventure's Executive Director, Ron Kysiak, became concerned with Evanston's ability to attract qualified employees to satisfy not only the need of existing employers, but future employers. He convened a series of meetings with other city agencies and with the Regional Transportation Authority. In November, 2000 the RTA executed a contract with a consultant team headed by Teska Associates, Inc. and including Valerie Kretchmer & Associates, Inc., MultiSystems, Inc., KLOA, Inc., and Jack Weiss Associates, to undertake a Downtown Evanston Transit, Circulation and Development Study. The client's team consisted of the RTA, the City, Metra, CTA, Pace, Arthur Hill & Co. and Sherman Plaza Venture. The study was completed in December, 2001. Among over 100 recommendations were the following:

- Establish an ongoing "Transportation Management Program" for downtown and, ultimately, the entire city;
- Formulate a consensus between the city and transit service providers (CTA, Metra, Pace) regarding a development, multi-modal access, and circulation vision for downtown;
- Continue intergovernmental discussions on commuter parking policies;
- Improve the Benson Avenue bus and CTA rail transfer point to reduce traffic conflicts and enhance pedestrian access/egress;
- Replace or repair all downtown CTA viaducts and remove two unused Union Pacific/Metra viaducts;
- Install vehicular and pedestrian wayfinding signage systems;
- Encourage additional transit-oriented development;
- Expand Pace and CTA bus service in the evening hours and on weekends;
- Intensify transit rider marketing efforts;
- Improve bicycle parking facilities near transit stations.



Davis Street With Unused Union Pacific Viaduct



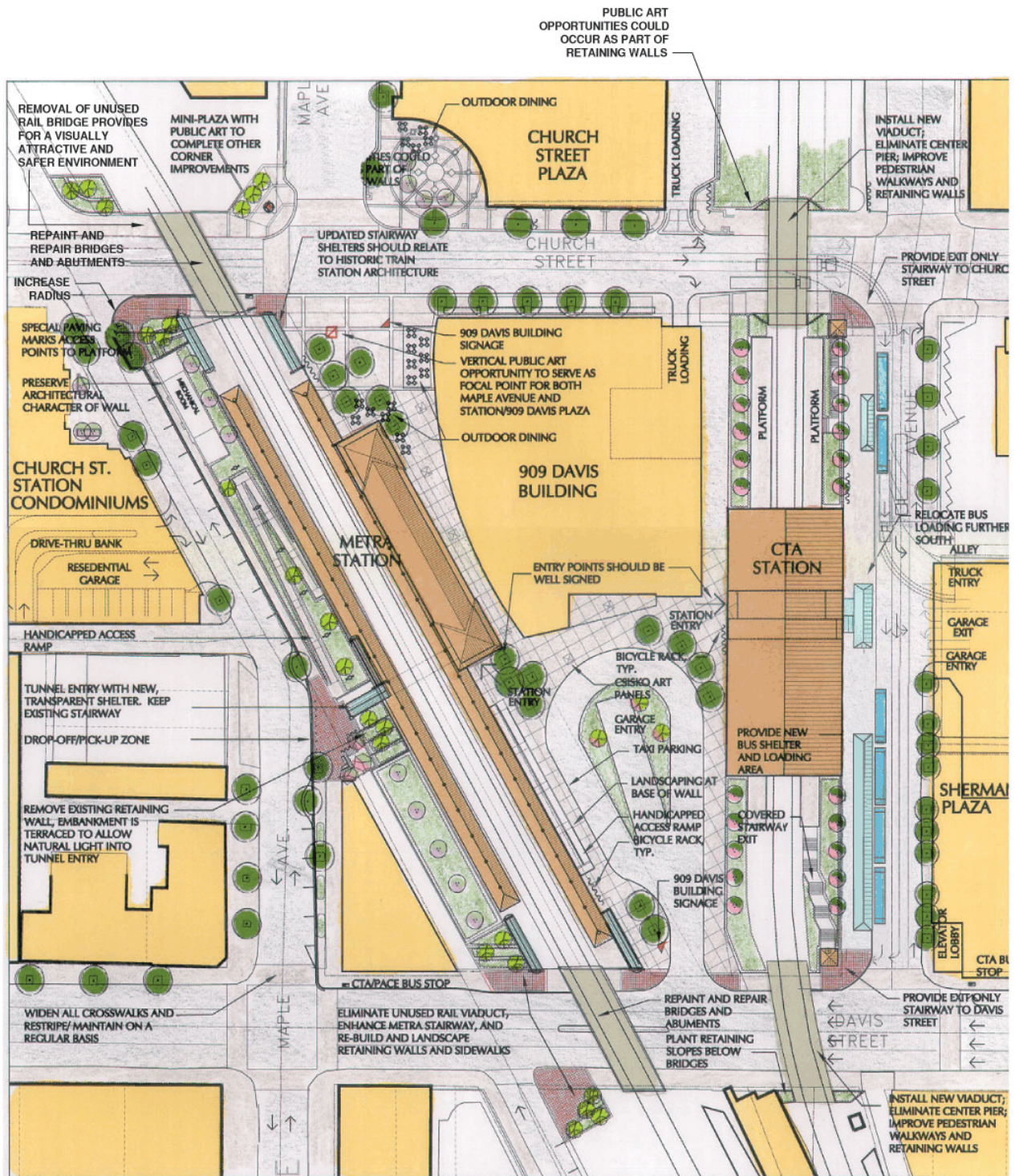
Davis Street Without Union Pacific Viaduct



Church Street With Unused Union Pacific Viaduct



Church Street Without Union Pacific Viaduct



Source: Downtown Evanston: Davis Street Circulation Plans and Transit-Oriented Development Study

The biggest news of 2001 was the announcement of a new project, Sherman Plaza, by a development team of Klutznick-Fisher Development Company, Kaiser Evanston, LLC, Focus Development, Inc. and the City of Evanston. The plan encompassed most of the key city block bounded by Church and Davis Streets, and Sherman and Benson Avenues. It proposed a 20-story building for a senior residential community, 467,000 sq. ft. of commercial floor space anchored by a Sears Roebuck department store, and a 1,300 space public parking garage. Subsequently, the senior residential community was replaced by 229 condominium units to range in price from the \$260,000s for one-bedroom units to \$1.7 million for penthouse units, and the Sears store was replaced by a health club. The plan was designed by Daniel P. Coffey & Associates, Ltd. and received preliminary approval from the City Council, subject to numerous conditions.

The private partners of the development team purchased all of the real estate and relocated all of the tenants at a cost approximating \$17.5 million. Buildings in the southern half of the block were demolished, leaving an unpleasant construction site for over two years while negotiations continued

regarding new tenant leasing, long-term financing, plan revisions, and the city's financial participation. The downtown business community and others were becoming concerned with the adverse impacts of this delay.

Finally, in 2004 the city and the development team agreed to a plan which provided approximately 156,822 sq. ft. of commercial space, 252 condominium units, 60,000 sq. ft. for a health club, and a 1,585 space public parking garage. This agreement permitted the developers to demolish the 35-year old Sherman Avenue parking garage.

According to the City of Evanston Highlights (Fall 2004 edition), the project is located within the Washington National Tax Increment Financing District, enabling the city to use the incremental real estate taxes to fund the \$35 million parking garage and \$3.25 million for relocation and demolition costs. The anticipated cumulative gross tax increment revenue from the project is anticipated to be \$48.8 million during the remaining life of the TIF project. Residences are selling for prices ranging from \$260,000 to \$1,700,000.



Sherman Plaza Proposal

As each year passed the momentum of revitalization seemed to increase, but so did stress within the Evanston community. Not everyone was pleased with the quality of architecture exhibited by certain new buildings, despite review and suggestions to developers by the city's Site Plan & Architectural Review Committee. Such reviews are mandatory for most projects of all sizes throughout the city, but the comments and recommendations of the committee are not binding. Developers may implement them on a voluntary basis. In some cases, however, the City Council may not approve a project unless certain recommendations are implemented. On the other hand, public pressure on the City Council may politicize decisions, absent adopted design guidelines.

One of many cases in point is the Ridge-Emerson apartment complex (The Reserve) completed in 2004, but originally proposed by the developer, Atlantic Realty, in 2001. The first plan for 215 units in one nine-story building with substantial landscaped open space around it was rejected by the neighbors both east of Ridge Avenue and west of Green Bay Road because of height and density. Following further rejection of several alternative plans, the City Council approved a plan for 195 units in three four-story buildings and minimal landscaped open space. Many observers were more unhappy with the process of decision making than with the final product.



The Reserve

The debate over "binding design review" in accordance with adopted design guidelines had been underway for several years. In 2002 the Plan Commission with extensive input from city staff and outside advisors recommended to the City Council a draft ordinance creating a binding design review process. The city's attorney advised the City Council that the recommendation, as proposed, might not be constitutional. As a result, the proposal went back to the drawing board. Eventually, in 2004, the City Council amended the zoning ordinance to expand coverage of the Planned Unit Development process to include all projects over 20,000 sq. ft. of building space. This substitute for a separate binding review process provides the city with greater authority over design, but lacks adopted design guidelines by which to review projects. Design Evanston and other groups continued to recommend that the Plan Commission and City Council adopt design guidelines such as those presented with the draft ordinance for binding design review.

Evanston's pride received a shot-in-the-arm in July, 2002 from the San Jose (CA) [Mercury News](#) editor of the editorial pages, Dennis R. Ryerson. Following a recent visit to Evanston he wrote a complete editorial, "If Evanston did it, so can San Jose." He stated, "In terms of being a lively and inviting people place seven days a week, day and night - - the often stated goal for San Jose - - Evanston wins the prize."

In December 2002, Optima Developers proposed a 36-story, 290,000 sq. ft. mixed-use building complex, including 248 condominiums, ground floor retail, and 573 parking spaces on the west half of the 1800 Sherman block at the corner of Elgin Road and Benson Avenue. The proposal would have required numerous zoning variances. It was opposed by neighbors to the north and rejected by the City Council, based primarily on its unprecedented height. As a result, the developer decided to proceed with a 16-story building of similar capacity to comply with existing zoning. It had the same mixture of uses, but covered more of the site and provided less landscaped open space. The project, called Optima Horizons, featured 1, 2 & 3 bedroom condos to sell from \$188,000 to \$746,000. Residents took occupancy in 2004.



Optima Horizons

To summarize recent trends, the City of Evanston issued a handout in April, 2002 which estimated that since 1996 private investments had exceeded \$500 million and public investments had exceeded \$50 million (much of that in the new Maple Avenue parking garage). Over 1,400 new jobs were created in downtown Evanston, and over 600 new market rate housing units were constructed. Approximately 1,000 more units were in the pipeline.

Although public records do not separate out the downtown, retail sales taxes in Evanston increased 22% between 1997 and 2002. Downtown's contribution to this trend was significant, even though much of the new retail space was not yet occupied. Of particular importance is that downtown hosted over 80 eating places by the end of the year with more scheduled to be opened. Downtown was clearly justified to claim the title of "the Dining Capital of the North Shore". Many of the restaurants provide live entertainment, from jazz and blues to folk and Celtic. With 18 new movie screens and the Music Institute of Chicago's music performance hall which opened in 2003, downtown could also claim to be "the Entertainment Capital of the North Shore".

Public transit remained fundamental to Evanston's accessibility and quality of life. Total boardings on the CTA's Purple Line in Evanston decreased from 3.16 million in 1994 to 2.96 million in 2000. However, total boardings on the Metra Union Pacific North Line increased from 3,076 per weekday in 1993 to 3,574 in 1999. Downtown Davis Street boardings increased from 1,124 per

weekday to 1,395 per weekday even prior to the recent surge in residential and commercial construction. In 2002 the Pace suburban bus system expanded its service on selected routes in the evenings and on weekends to accommodate the increased demand from downtown employees and visitors.

The years 2003 and 2004 witnessed continued private investor interest in downtown Evanston and related events that suggested a necessity for the city to review and update its policies regarding downtown revitalization, especially land-use patterns, density and design. In January, the City Council was faced with a \$3.4 million deficit gap in its proposed fiscal 2004 budget, even after proposed expenditures had been trimmed. That gap increased to \$3.9 in the initial 2005 budget. This fiscal dilemma arises each year in Evanston, and each year the solutions become more difficult to swallow in a community which prides itself for excellent municipal services and schools. One key strategy over the past two decades has been to encourage redevelopment and higher densities in the downtown, thereby increasing the city's property tax base and reducing the fiscal impact on residential properties. However, some citizens and public officials began to raise the question of whether this strategy is equally viable for the next two decades.

The fiscal dilemma was apparent when, in March, U.S. District Court Judge Rebecca Pallmeyer entered a judgement of liability against the City of Evanston in a zoning case brought by the tax exempt Vineyard Christian Fellowship of Evanston, Inc. in 2000 and tried in early 2001. The judge concluded that the city violated Vineyard's right to equal protection and free speech and assembly when it denied the use of formerly taxable commercial property on the western edge of downtown (Ridge Avenue). The extraordinary amount of tax exempt real estate in Evanston has placed a financial burden on the community for many decades. The City Council has consistently sought to prohibit more property being removed from the tax roles.

In February 2003, TR Ridge Partners, LLC (an affiliate of Roszak/ADC) submitted an ambitious proposal to the city – a planned-unit development at 1100 Clark Street including six residential condominium buildings ranging from 6 to 20 stories in height, containing 348 units and a limited amount of ground floor business, totaling 342,000 sq. ft. of floor space. Its proposed density was substantially less than that of recently approved mixed-use projects. The complex featured “green architecture” with numerous themed gardens on the rooftops and intermediate terraces. Ten percent of the units were designated as “affordable.” With suggested architectural refinements the project passed the Site Plan and Architecture Review Committee and was recommended by the Plan Commission.

However, at the public hearing several citizens and at least one Plan Commissioner raised the issue of “Evanston growing too fast” and downtown becoming “too dense”. This may have been the first time in over 30 years this issue had been raised, but it carried over into another public hearing held by the City Council’s Planning and Development Committee. This and other concerns, including architectural design, caused the proposal to be rejected in August.

Prior to the end of the year, TR Ridge Partners, LLC submitted a revised concept plan to the Site Plan and Architectural Review Committee for the 1100 Clark Street project (Sienna). This plan proposed 237 condominium units in four 8-story buildings and 15 townhomes, substantially less density than the original plan. This proposal was approved by all reviewing bodies and the City Council in early 2004. Construction began later in the year.



Aerial View Looking South
Issued for site plan review 5 March 2003 © copyright 2003 Roszak/ADC A21

Original Roszak Proposal
Source: Roszak/ADC



Revised Roszak Proposal (Sienna)
Source: Roszak/ADC

Another Roszak/ADC project was constructed in 2003-2004 at 1572 Maple Avenue. This included 28 condominium units in a 7-story building with businesses on the ground floor. The price range of its 2-3 bedroom units ranged from \$318,000 to \$655,000, clearly substantiating once again the market’s appetite for upscale housing downtown.

The trend of new restaurants opening in downtown also came under scrutiny. In March, 2003 the City Council acted on its concern over too many fast food restaurants and the perception of a litter and garbage problem due to such businesses and their customers. It denied a special use permit to an applicant for another fast food restaurant, partially on the basis that several similar businesses were located nearby. Yet, shortly thereafter, the City Council approved an application for a popcorn shop at 1739 Sherman Avenue.

On the down side was an announcement by the Chicago Transit Authority in April that Evanston would not receive the full \$33 million to repair or replace six viaducts on the Purple Line in Evanston as had been stated in the fiscal 2001-2005 capital program of the CTA. Only the \$7.5 million needed to renovate the Main Street Viaduct was to be included in a revised CTA budget. City officials along with U.S. Rep. Jan Schakowsky, State Senator Jeffrey Schoenberg, State Rep. Julie Hamos, and Cook County Commissioner Larry Suffredin continued to lobby for the reinstatement of the previously budgeted funding. Progress was evident when CTA agreed to add funds for the replacement of at least one downtown viaduct and cooperate with the city to provide temporary “designer” panels over unsightly viaducts.

The New Urban News took note of downtown Evanston's achievements in its June issue with an article by its Senior Editor, Philip Langdon, titled "Lessons of a Satellite City: How Downtown Evanston Went From Stodgy to Sizzling." And, the August 1 edition of the Chicago Tribune featured Part 3 of an extended article, "Welcome to Unauthorized Suburbia," in which downtown Evanston was declared to be "Number 1" of the ten best suburban downtowns in the Chicago region.

How does a not-so-big city go from watching its department stores shut down to experiencing an enormous influx of eating places, apartment and condos, entertainment, and other signs of urban vitality? Some of the answers can be found in Evanston, Illinois, a university town of 73,000 on Chicago's northern border.

In the 1980's, Evanston wore an apprehensive expression. The 8.5 square mile city had lost, or would soon lose, every one of its department stores and furniture stores. The era of the traditional retail hub, with anchor stores attracting people from miles around, was ending.

If you visit Evanston today, you'll find quite a different atmosphere. No matter whether it's a warm summer afternoon or a freezing winter night, there are always people out in downtown Evanston. The big old stores may be gone, but retailing of a different kind is strong, and the downtown is livelier than at any time in the past 30 years.

Evanston's transformation contains lessons applicable to many communities, both smaller and larger.

Philip Langdon, "Lessons of a satellite city: How downtown Evanston went from stodgy to sizzling," New Urban News, June, 2003, p. 11.

In July, 2003 the Evanston Athletic Club, 1723 Benson Avenue, announced a \$5 million expansion and renovation project that will nearly double its space. New features will include a rooftop lap pool and sundeck, outdoor climbing wall, day spa, café, two story atrium and cardio equipment. However, this project remains "on hold."

Adding to the vitality of downtown during the year were several new businesses. Pivot Point International (a beauty academy) moved into One Rotary Center; the Harris Bank and New Race Logix (sporting goods and café) moved into the Church Street Station along with That Little Mexican Café; Bill's Blues opened at 1029 Davis Street; Koi Restaurant opened at 624 Davis Street; Aladdin's Eatery opened at 622 Davis Street; Sashimi! Sashimi! and Bombay Garden restaurants opened in the Carlson Building on Church Street; and Jamaica Café was scheduled to open at 618 ½ Church. Bombay Garden closed in 2004.

By September, downtown included 8.3 million square feet of floor space, according to Evmark, 24% office space, 16% retail space and 60% residential, public and institutional. Although the office vacancy rate was 15.5%, it was better than the 19.4% vacancy for the suburban market overall.

Also that month, the Orrington Hotel LLC, an affiliate of Greenfield Partners, applied for a Planned-Unit Development permit to renovate the existing hotel on Orrington Avenue, add a conference and meeting center, and construct 3-stories for approximately 29 multi-family dwellings above the existing 4-story parking garage at 1717-1725 Sherman Avenue. The developers bought out the lease of McDonald's at the corner of Church and Orrington, and announced plans to replace it with an "upscale" restaurant. The hotel was closed in its entirety at the end of the year and reopened in October, 2004.



Hotel Orrington

Since 1952 the Alonzo C. Mather Foundation has cared for North Shore senior citizens in its retirement home for women (designed by Child & Smith) at the northeast corner of Davis Street and Hinman Avenue. It now serves both men and women as an assisted living facility. In 1990 the Foundation assumed responsibility for The Georgian, across Davis Street, a retirement community for independent living.

This facility has been renamed Mather Place at The Georgian. Now called Mather Lifeways, the parent organization owns the Mather Pavilion at Wagner for assisted and skilled care residents on Foster Avenue in Evanston and another independent living facility in Wilmette. In December 2003, Mather Lifeways announced plans to redevelop its two properties on Davis Street to create a \$125 million unified, state-of-the-art retirement community. It would include 250 apartment homes, 24 assisted living suites and 36 long-term-care suites, underground parking for 250 cars, an underground corridor access between the two new buildings, common areas for recreation, fitness, relaxation, entertaining, dining and life-long learning, and outdoor gardens. The project was to be constructed in phases, starting in 2006 and ending in 2010.

Some enthusiastic supporters of historic preservation in Evanston objected to the demolition of The Georgian, though the building was not on a local, state or national register of historic places. Some nearby residents objected to the project's scale. The debate continued for several months, while many seniors were signing up for the new homes and placing a \$1,000 deposit in escrow with Mather Lifeways. In mid 2004 the City Council denied local historic recognition which, if provided, would have required the adaptive reuse of The Georgian. Preservationists continued to seek state and federal recognition which would highlight the merits of the building, but would not preclude its demolition.



Mather Lifeways Proposal
Source: Mather Lifeways

Also in late 2003 (November), Winthrop Properties submitted plans along with an application for Planned-Unit Development zoning related to redevelopment of 1567 Maple Avenue. The proposal, as amended following initial meetings with the Site Plan and Architecture Review Committee, included 165 condominium units, approximately 4,500 sq. ft. of business floor space, and four stories of required parking in a 220-foot tall building. The existing zoning district would only permit 96 units and a maximum height of 125 feet. When the proposal was reviewed by the Plan Commission in September, 2004, the Commission unanimously recommended rejection to the City Council, primarily because of its bulk, its height, and its architecture. The developer withdrew the proposal rather than submit it to the City Council, which technically could reject the Commission's recommendation and approve the project. This would have been unlikely.

September, 2004 witnessed the release of the Downtown Evanston Visioning Process Final Report. Sponsored by the City of Evanston and Evmark, the process included two workshops with over 50 community leaders from the public and private sectors held in May. The first dealt with Strengths, Weaknesses, Opportunities and Threats; the second dealt with Vision, Goals, Strategies, and Initiatives.

Recommend objectives are:

- Enhance downtown’s livability through higher quality development and better design that places more emphasis on the human scale and pedestrian activity;
- Create efficient traffic patterns and a user friendly parking system;
- Establish strategies that enhance Downtown’s overall economic vitality.

Implementation strategies are:

- Create a comprehensive traffic and parking plan;
- Create a retail marketing/merchandising plan;
- Start physical planning/design initiatives;
- Revise development standards;
- Research potential for cultural/arts theme.

Approximately 50 more specific recommendations were included under the above categories, as well as 25 more suggestions to be given further consideration.

Although the report presented a more general direction than a specific plan of action, it represented a significant consensus among disparate participants to think of downtown as a place to live, not just a center of business, and to focus more attention on design and the pedestrian environment.

In addition, the visioning process triggered two detailed studies, one related to downtown parking and the other related to existing and potential retailing. Both reports were due from the selected consultants early in 2005.

In November Northwestern University announced that it had acquired the privately owned 1800 Sherman office building, to which it intends to move some of its administrative functions and initially occupy approximately 40 percent of the upper floor space. This action reverses a trend of several decades, i.e. the university selling downtown property and returning it to the tax rolls. This action in this block was especially surprising, because the City Council had made such an effort over the past 30 years to convert it from a tax exempt, city-owned public parking lot to revenue producing real estate development in the Downtown II Tax Increment Financing District.

To mitigate the fiscal impact, Northwestern University announced that it would donate more than \$2 million to the City and its school districts, and will continue to pay property taxes on the portion of the building that accommodates private businesses. However, the long-term fiscal impact remains undetermined.

New events in 2005 further dramatized the transition of Downtown Evanston from “suburban” to “urban”. For example, one of the first major municipal revitalization projects of the 1960s, the Sherman Avenue parking garage, was demolished to make way for a 21st century project, Sherman Plaza. Another small, but significant, change resulted from the removal of the Northwestern University/Evanston Research Park pylon at the Emerson Street gateway to downtown, symbolizing the reduced stature of the research park and the possibility of higher density development in this area.

Although no new project was actually completed or opened in 2005, Evanston residents witnessed two of the largest construction projects in city history, Sherman Plaza in the heart of the downtown, and Sienna at 1100 Clark Street. They brought with them heavy equipment, crews of workers, displaced parking facilities, closed streets and traffic lanes, rerouted pedestrian paths and often mud. At times up to four giant cranes operated concurrently on the Sherman Plaza project, and concrete trucks lined Benson and/or Davis Streets. Observers had to be impressed with the magnitude and complexity of this undertaking, especially through the harsh winter months.

In January, Mid-America Real Estate and Goodman Williams Group released a report prepared for the City and Evmark, Retail Market Analysis and Strategy Recommendations for Downtown Evanston. It stated: “The retail market in Downtown Evanston is strong and is poised to expand in the coming years.” Retail categories that appeared to be strong included:

- Specialty foods
- Apparel, accessories and other soft goods
- Household furniture, furnishings, and decor
- Personal/beauty products
- Office supplies
- Restaurants

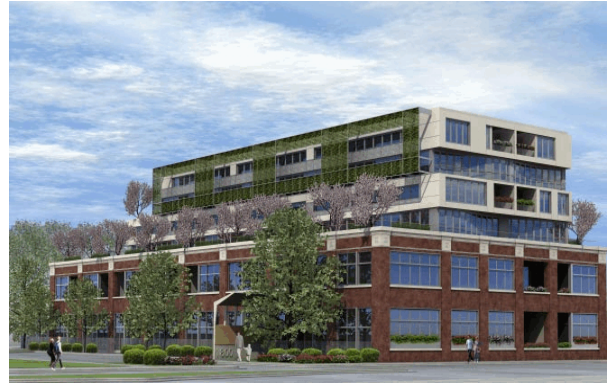
Recommendations included the following:

- Encourage more trips from residents of neighborhoods on Chicago's north side and communities north of Evanston;
- Improve wayfinding into Downtown Evanston;
- Improve signage and wayfinding within the downtown;
- Provide updated, user-friendly marketing materials to patrons of the downtown;
- Encourage growth of the daytime population;
- Institute a formal outreach program to welcome new downtown residents;
- Encourage more nighttime cultural offerings;
- Enhance the public spaces and visual appeal of downtown;
- Encourage the establishment of adequate funding sources to support ongoing management and marketing functions in the downtown.

The report also acknowledged that "a new Civic Center with as many as 600 employees would be a welcome addition to the daytime population in Downtown." This, of course, remains a contested issue in the community.

Two residential condo projects were approved by the City Council and entered the construction phase. They are located on the west side of Ridge Avenue (technically across the street from downtown). One at 1800 Ridge, called Evanston's Elegant Edge, involved the adaptive reuse and expansion of a former commercial building which had been purchased by the Vineyard Christian Fellowship and was the site of a lawsuit between the church and the city. The church won the case but decided to relocate elsewhere in the community. This 34-unit project with 1-4 bedroom residences was developed by Engel & Cunningham Development and designed by Norsman Architects, Ltd. Asking prices ranged from \$320,000 to over \$750,000.

The second is the southwest corner of Green Bay Road and Emerson Street. It is called Grand Bend @ Green Bay. This entirely new 49-unit building provides for 1-3 bedroom units in the price range of \$249,00 to \$734,900. This project was developed by Ferris Homes of Northbrook and designed by Goldberg Downey Architects, Inc.



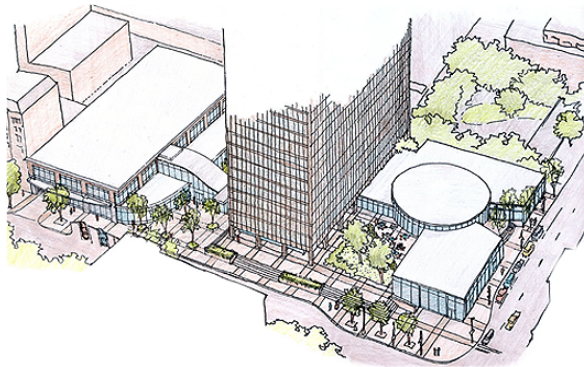
Evanston's Elegant Edge



Grand Bend @ Green Bay Under Construction

Two other projects were approved by the City Council in 2005 with construction to begin in 2006. The first of these, approved in June, involved an amendment of the planned-unit development zoning for the precedent-setting, high-rise project constructed in the late 1960's at 1603 Orrington, known over time as the State National Bank Plaza, NBD Plaza, Bank One Plaza, and now the Chase Bank Plaza. It involves adaptive reuse of the former two-story Borders Bookstore building for new retailers, the physical connection of that building to the 20-story office tower, and the construction of new, one-story retail spaces totaling approximately 11,000 sq. ft. at the corner of Orrington Avenue and Davis Street and on the east side of the existing rotunda on Davis Street. The entrance ramp to underground parking would be relocated at grade on Orrington Avenue and a limited amount of surface parking would be provided off the alley. The architect is the Yas/Fischel Partnership, and the developer is Golub & Company. This project was approved by the City Council, but it has been delayed by a request from the developer to the City

for financial assistance to reconstruct the underground parking entrance. The City has not agreed to this request and the developer is reconsidering the project.



Chase Bank Plaza
Source: Yas Architecture, L.L.C.

The second project was approved in September, a 126-unit, 180-foot tall residential condo building called the Winthrop Club to be located at 1567 Maple Avenue. The project also included 5,200 sq. ft. of ground-level retail space and 210 enclosed parking spaces. Developed by Winthrop Properties, and designed by Fitzgerald Associates, this project incorporated numerous revisions from that which was originally submitted to the city in 2004. Condo prices for 1-3 bedroom units range from \$300,000 to \$1,500,000. This project will be the first of its kind in Evanston to be awarded LEED certification (Leadership in Energy and Environmental Design) by the U.S. Green Building Council.



Winthrop Club
Source: Winthrop Properties

In February, the Mather Lifeways retirement community (first proposed in 2003) received a shot-in-the-arm when the National Register of Historic Places denied a nomination to the State of Illinois because it did not adequately support the eligibility of the Georgian, one of the two existing buildings. In December the Plan Commission approved the Mather proposal following almost six months of public hearings and debate in that forum. In addition, up to that point, the Mather staff had met with neighborhood interests on over 50 occasions. It was finally approved by the City Council in March, 2006. In so doing, the City Council required an increase of the building setbacks on the north side of Davis Street from 10 feet to 20 feet and on the south side from zero to 10 feet. To compensate Mather Lifeways it permitted a partial 11th floor on the north building.

Less obvious to the general public were the several new projects which entered the city's review process in 2005. At 1881 Oak Avenue (fronting on Emerson Street) Carroll Properties, Inc. submitted a proposal for one of the last vacant sites in the research park. The proposal envisioned an 18-story mixed-use building incorporating 7,000 sq. ft. of business on the ground floor, 175 residential condo units above, and 175 enclosed parking spaces. The architect is Fritz Biederman. The project was rejected by the city's Site Plan and Architectural Review Committee, its Plan Commission and Design Evanston, primarily because of its height and its location in a downtown "Transition Zone." However, the City Council approved a slightly revised plan in July, 2006, citing its positive impact on the tax base.

Abutting this property to the east is 1890 Maple Avenue, one of the first office buildings constructed in the research park by Charles Shaw & Co. Here Atira Hotels proposed to construct an extended-stay hotel with 126 to 158 rooms designed by Steve Cavanaugh, architect. The building would be 10 stories in height. The developer proposed to lease parking spaces in the city's Maple Avenue garage rather than provide on-site parking. Subsequently, the developer withdrew the project.

Two projects proposed at the intersection of Davis Street and Chicago Avenue would dramatically change the character of that area. At the northwest corner (601-603 Davis/1604-1608 Chicago) the John Buck Company submitted a planned development proposal for the sites abutting its Park Evanston project. The proposal would preserve the historic two-story University Building on the corner and construct on the narrow vacant property west of it (owned by the same party) a 20-story building designed by Nagle, Hartray, Danker, Kagan, McKay containing 8,000 sq. ft. of ground floor business and 63 residential condos above. The building would provide 90 enclosed parking spaces with vehicular access from the adjacent parking garage north of it rather than from Davis Street, avoiding a curb cut and entrance which would disrupt business and pedestrian traffic. Ten additional surface parking spaces are to be located due north of the University Building. Further review of the project is dependent on the developer obtaining agreement from owners of the Chase Bank drive-thru property to permit windows on the west facade of the new condo building.

On the southeast corner of this intersection Optima proposed its fourth mixed-use building in downtown. This modern piece of architecture would provide 10,000 sq. ft. of business on the ground floor, 30,000 sq. ft. of offices on the 2nd and 3rd floors and 150 to 175 residential condos with 1-3 bedrooms on the upper 15 floors. They would range in price from \$350,000 to \$1,500,000. Optima proposed to vacate a portion of the east-west alley that intersects with Chicago Avenue in order to consolidate several existing properties into one site and proposed to provide access to 350 enclosed parking spaces from the mid-block north-south alley. Two floors of parking would be underground and four floors would be above ground. Although lauded by Design Evanston and others for its architectural merit, the project was opposed by many neighbors and the Plan Commission, primarily for its height, density and alley vacation. The City Council rejected the project in July, 2006.

The future of Chicago Transit Authority viaducts in the downtown has been a community concern for several years. Beginning in October 2004 the CTA met with SPAARC to submit designs for new viaducts and abutments over Church, Davis and Grove Streets (also Greenleaf and Dempster Streets

outside the downtown.) The design engineer is Edwards and Kelcey and the architect is Ross Barney & Jankowski. The proposed prototype design for these clear span girder viaducts responds to three standards:

- Minimize visual impact of the structure and its support.
- Open up and widen street and sidewalk areas below the viaducts.
- Create a consistent aesthetic for all replacement viaducts and abutments.

For most practical purposes, the design is very similar to that of new viaduct installed by the CTA at Main Street in 2005. At a November press conference on the Main Street viaduct CTA President Frank Kruesi said that the CTA board was committed to one downtown viaduct replacement in 2006. Selection of which viaduct it would be was determined jointly with city officials. It was the Church Street viaduct. Construction was completed in fall 2006.



New Church Street Viaduct

A privately prepared concept plan for redevelopment of the triangular block north of Fountain Square was circulated informally in 2005 and drew mixed reactions from some observers. Although it never did see the light of day officially, it suggested that interested public and private parties are giving this block serious thought. Such interest was intensified as the Sherman Plaza project neared completion. In June, 2006 Evanston developer Thomas Roszak proposed a mixed-use project for the entire block, including a 38-story hotel-condo building. At the time, Mr. Roszak did not control the real estate and the project was considered premature by City officials.

Subsequently, other developers have also approached the existing property owners and the City, floating alternative concepts. Although the City does not have specific design guidelines for this block, it is clear that any planned development must provide for an expanded Fountain Square.



Rozzak Fountain Square Block Proposal
Source: Roszak/ADC

As if to commemorate the opening of Old Orchard shopping center 50 years ago, Sherman Plaza celebrated its grand opening in the fall of 2006, proving downtown Evanston's resiliency and bringing back pedestrian oriented businesses to the 1600 Sherman block. In addition to the relocated and expanded Barnes & Noble Booksellers, other businesses included:

- LA Fitness
- Jos. A. Bank
- Ann Taylor Loft
- Pier 1 Imports

- Cereality
- Red Door Spa
- White Hen
- Lakeside Eye Care
- Washington Mutual
- Kaplan Test Prep and Admissions
- Rubloff Real Estate
- Supercuts

Such businesses will certainly heighten interest in existing, new and expanded retailing on the east side of Sherman Avenue. These properties and their ground level businesses have experienced two years of disruption caused by demolition and construction across the street. They are now likely to benefit significantly from increased pedestrian activity generated by Sherman Plaza.

This brings to a fitting conclusion this chapter, the Big Bang (1996-2006), but not the continued revitalization destined for downtown Evanston. For example, redevelopment of the Fountain Square block has the potential of becoming the "icing on the cake"– if properly planned and designed. That chapter of the revitalization story, however, will be left to others to document.



Sherman Plaza Looking South



Sherman Plaza Looking West

CHAPTER 11 LOCATION MAP

- | | | |
|----------------------------------|-----------------------------------|-----------------------------|
| 1. Sherman Avenue Parking Garage | 12. Optima Towers | 23. Orrington Hotel |
| 2. NU/Evanston Research Park | 13. Restored Chandler's | 24. Mather Lifeways |
| 3. Church Street Plaza Parking | 14. 622 Davis Street | 25. Winthrop Club |
| 4. Church Street Plaza Pavilion | 15. Sherman Plaza | 26. 1800 Sherman |
| 5. Hilton Garden Inn | 16. The Reserve | 27. Evanston's Elegant Edge |
| 6. 909 Davis Street | 17. Optima Horizons | 28. Grand Bend at Green Bay |
| 7. Optima Views and Borders | 18. Music Institute of Chicago | 29. Chase Bank Plaza |
| 8. 1415 and 1421 Sherman Condos | 19. Vineyard Christian Fellowship | 30. Carroll Place |
| 9. Church Street Station | 20. Rosack/1100 Clark Street | 31. CTA Viaduct |
| 10. YMCA Family Center | 21. 1572 Maple Condos | |
| 11. Metra ADA Ramps | 22. Evanston Athletic Club | |



THE BIG BANG SUMMARY

<u>Project</u>	<u>Developer</u>	<u>Architect</u>	<u>Completed</u>	<u>Uses</u>	<u>Space</u>	<u>Cost</u>
Park Evanston	John Buck Co.	Harry Weese Associates	1997	Rental Apts. Retail Parking	283 units 40,000 s.f. 383 spaces	\$40.0 m
Ivy Court	Broadacre Development	Yas Fischel Partnership	1998	Townhouses	30 units	\$5.7 m
Chandler's Bldg.	Davis Street Land Company	Hollibird & Root	1999	Offices Retail	20,000 s.f. 3,500 s.f.	\$1.5 m
1880 Oak Avenue	Scribcor, Inc.	Eckenhoff Saunders	1999	Offices Parking	50,000 s.f. 16 spaces	N.A.
Maple Avenue Parking Garage	City of Evanston & Arthur Hill & Co.	Walker Parking	2000	Parking	1,460 spaces	\$22.0 m
Church Street Plaza Main Pavilion	Arthur Hill & Co.	Elbasani & Logan	2000	Movie Theater Retail/Restaurants	18 screens 140,000 s.f.	\$30.0 m
ENH Research Institute Bldg.	Mesirow Stein	Eckenhoff Saunders	2001	Research Parking	84,000 s.f. 146 spaces	\$10.0 m
Hilton Garden Inn	Regent Partners/ Winston Hotels	Cooper Carey	2001	Hotel	175 rooms	\$11.1 m
1415 Sherman Avenue	Roszak/ADC	Roszak/ADC	2001	Condos Office Parking	29 units 2,700 s.f. 33 spaces	\$3.1 m
1421 Sherman Avenue	Roszak/ADC	Roszak/ADC	2001	Condos Office Parking	24 units 2,000 s.f. 27 spaces	\$2.8 m
Optima Towers	Optima	Optima	2002	Condos Retail Parking	105 units 8,000 s.f. 123 spaces	\$11.5 m
YMCA Family Activity Center	YMCA	LaROI Architects	2002	Fitness Parking	21,000 s.f. 118 spaces	N.A.
Optima Views	Optima	Optima	2003	Condos Retail Parking	207 units 9,400 s.f. 227 spaces	\$71.5 m*
Borders Books & Music	Arthur Hill & Co.	Perkins & Will	2003	Retail	36,400 s.f.	N.A.
909 Davis Street	Mesirow Stein Arthur Hill & Co.	OWP&P	2003	Office Retail Parking	178,000 s.f. 12,000 s.f. 55 spaces	N.A.
Church Street Station	Focus	Otis Koglin Wilson	2003	Condos Retail Parking	105 units 12,600 s.f. 169 spaces	\$10.0 m

*Building value, not construction cost

1622 - 1624 Davis Street	Davis Street Land Company	Schroeder, Murchie, Laya Associates	2003	Retail/Restaurants Office Apartment	8,500 s.f 11,500 s.f 1 unit	\$1.2 m for new bldg.
Music Institute of Chicago (adaptive reuse)	Music Institute of Chicago	Otis Koglin Wilson	2003	Concert Hall	600 seats	N.A.
Optima Horizons	Optima	Optima	2004	Condos Retail Parking	248 units 6,500 s.f 573 spaces	\$79.0 m*
1572 Maple Avenue	Rozsak/ADC	Rozsak/ADC	2004	Condos Retail Parking	28 units 2,500 s.f. 46 spaces	\$1.0.0 m
Orrington Hotel (adaptive reuse)	Greenfield Partners	DeStefano & Partners	2004	Hotel Conference Center Condos Retail/Restaurant Parking	269 rooms 20,000 s.f 27 units 13,000 s.f 234 spaces	\$34.0 m plus condos to be built
The Reserve	Atlantic Realty	Yas/Fischel	2004	Apartments Parking	195 units 213 spaces	N.A.
Sherman Plaza	Klutznick-Fisher Kaiser Evanston Focus Development	Daniel P. Coffey & Associates Otis Koglin Wilson	2006	Condos Retail Fitness Parking	252 units 156,822 s.f. 60,000 s.f. 1,585 spaces	\$190.0 m
Sienna 1100 Clark Street	Rozsak/ADC	Rozsak/ADC	Under Construction	Condos Townhomes Business Parking	220 units 17 units 5,000 s.f. 850 spaces	\$84.0 m
Mather Lifeways	Mather Lifeways	Solomon, Cordwell, Buenz	Approved	Apartments, Assisted Living Long-term Care Parking	250 units 24 units 36 units 250 spaces	\$200.0m
Winthrop Club	Winthrop Properties	Fitzgerald & Associates	Approved	Condos Retail Parking	126 units 5,200 s.f. 210 spaces	\$75.0m
Evanston's Elegant Edge	Engel & Cunningham Development	Norsman Architects, Ltd.	Under Construction	Condos Parking	34 units 53 spaces	N.A.
Grand Bend @ Green Bay	Ferris Homes	Goldberg Downey Architects, Inc.	Under Construction	Condos Parking	49 units 49 spaces	N.A.
Chase Bank Plaza Addition	Golub & Company	Yas/Fischel Partnership	Approved	Retail Parking	13,600 s.f. 20 spaces	N.A.
Carroll Place	Carroll Properties, Inc.	Fritz Biederman	Approved	Condos Retail Parking	175 units 7,000 s.f. 175 spaces	N.A.
Totals				Residential Retail/office Parking	2,455 units 837,700 s.f. 5,555 spaces	
*Building value, not construction cost						

Sources: varied

CHAPTER 12

AMENITIES

Downtown revitalization is much more than the construction of building space. It involves the creation and maintenance of an inviting, hospitable, and rewarding environment for people and their interaction. Historically, Evanstonians have (concurrently) taken pride in and criticized, but have always been concerned with and often acted to enhance, the environment of downtown. The community has passionately protected the integrity of abutting residential neighborhoods, which in turn has reinforced the compactness of the central business district and avoided the deterioration of peripheral areas that is apparent in many other communities. This virtually seamless connectivity represents a fundamental amenity that is indicative of strong public policy. Therefore, living in immediate proximity to, even within, the downtown is a long established tradition, not a revelation - - a tradition that has witnessed its own revitalization in the 1990s and early 2000s.

Parks are traditional amenities, jealously protected, the most important of which is the lakefront. Although technically outside the boundaries of the downtown, the short separation of two blocks is no deterrence to having an aesthetic benefit on downtown, to offering a place of passive retreat or active exercise for downtown employees during the workday, or to being a frequent venue for large-scale community events that support the vitality of downtown. The city has been a constant steward of the lakefront, evidenced by its forestry program, beach and shoreline protection program, and its restoration of the lagoon (circa 1911) opposite the ends of Davis Street and Church Street. The 1984 restoration was designed by Teska Associates, Inc.

A small gem of the Evanston park system is the Merrick Rose Garden, located near the southwest corner of the downtown. It is here that the original Centennial Fountain was relocated in 1951. The fountain and the roses create a unique environment, one often utilized by wedding parties and other groups in addition to individuals seeking beauty and serenity.



Lakefront Lagoon



Merrick Rose Garden

Raymond Park, set aside in the original plat of Evanston, exhibits many of the characteristics of a New England village green, though its location is on the edge of downtown, rather than at its center. This location in the midst of a relatively intense urban setting has allowed it to remain a predominantly open, grassy, multipurpose park. Surrounded by several churches, it complements their architecture and their daycare programs for children (weekdays as well as Sundays), even their programs and facilities for the homeless. In the late 1960s the Beautification Committee of the Evanston Plan Commission, headed by Dorothy Bohnen, proposed garden-like enhancements to the park. Surprisingly, they were strongly opposed by citizens and groups that preferred a more flexible green space (even if less attractive) for a variety of informal activities. The most significant improvement in recent decades occurred in the 1990s in response to a citizen campaign to replace out-of-date playground equipment. Otherwise, little has changed -- a popular public choice.



Raymond Park

Oldberg Park is of more recent vintage, having been created as a result of the Emerson-Clark Street connector construction in 1962. Little more than a grassy area for several decades, the city granted permission to Northwestern University to be the steward of this park in 1998. Today the park is lavishly landscaped and well maintained by the university and is a popular leisure spot for students as well as a gateway enhancement to downtown. It is graced by a life-sized bronze sculpture of a horse, titled "Duna", designed by Deborah Butterfield and installed in 1998.



Oldberg Park

Historic preservation has been a public issue in recent decades. Clearly, many downtown buildings might have been, and some still are, worthy of eligibility for preservation -- by local, state or even national standards. Some have been preserved solely at the discretion of their owners, such as the headquarters of the Women's Christian Temperance Union and the Union Pacific (Metra) railroad station, the U.S. Post Office, and several churches. However, many have been replaced over the years by new construction, e.g. the City Hall, the original State National Bank building, and the Valencia Theater. Some were destroyed by fire, e.g. the Rood Building. Others have experienced adaptive reuse, e.g. the Varsity Theater for retail stores, Marshall Field's for residences and small businesses, and the First Church of Christ Scientist for a music institute.



Women's Christian Temperance Union

The public realm focuses on the streetscape, including public plazas. Overall, the Evanston streetscape was historically characterized by streets lined with trees (Elms), bordered by grass parkways and sidewalks, and lit by fixtures uniquely designed for Evanston by Thomas E. Tallmadge. Except for Chicago Avenue, however, most downtown streets were void of trees.

In the 1960s Dutch Elm disease ravaged the Chicago area, the city's lighting system was becoming obsolete, and downtown concrete sidewalks were in need of repair. Furthermore, many citizens felt that Fountain Square itself was obsolete. The City contracted with Barton-Aschman Associates, Inc. to design a comprehensive new streetscape, which included modern "Shepherd's Crook" streetlight fixtures, the introduction of brick tiles to edge the sidewalks, and Locust trees to provide greenery and shade. Fountain Square was redesigned to become a people place, rather than simply a war memorial. New brick columns were constructed to preserve the names of fallen service men and women from Evanston.

Elsewhere in the city, municipal efforts to install taller, brighter and more modern streetlights ran into a groundswell of opposition, resulting in a compromise solution incorporating modern fixtures along arterials and the replacement of Tallmadge fixtures in residential neighborhoods and in pedestrian zones of the downtown.

In 1990-91 the Evmark Design Group, composed of Teska Associates, Inc., Land Design Collaborative, Inc., Barton-Aschman Associates, Inc. A.M. Kinney, and CH2MHill produced designs which included both modern and historic streetlights, full paver bricks to supersede the brick tiles, cast iron tree grates, concrete planting boxes for perennial and seasonal plant materials, and more street trees. Chicago Avenue was designed to strengthen its character similar to a European "boulevard". Gateways to downtown along Emerson-Clark Streets and Sherman Avenue were enhanced with landscaped medians. A reinvigorated banner program, sponsored by the Chamber of Commerce, was instituted. And, Evmark established a creative program of colorful planters maintained by non-profit organizations. The streetscape program incorporated creative designs by artist David Csicsko, including tree grates, sidewalk mosaics, pedestrian wayfinding signage, etc., many of which have been installed throughout the downtown.

Fountain Square itself was redesigned, but not reconstructed at this time because of cost. Today, it exhibits continued deterioration and awaits improvement as previously designed or with a new design.



Tallmadge Fixture



Shepherd's Crook

From the outset, the brick tiles suffered from the adverse effects of a northern climate and became a frequent and expensive maintenance problem. After approximately 20 years, the streetscape became "tired" and the city's Public Works Department declared underground wiring for streetlights to be obsolete. Public satisfaction with the "Shepherd's Crook" streetlight fixtures waned.



Sidewalk Art by David Csicsko

In 1980, Design Evanston was founded as a non-profit organization of Evanston professionals - - planners, architects, landscape architects, graphic designers, interior designers, etc., to promote the theme, "Good Design is Good Business." Over the years, Design Evanston has offered pro-bono advice to property owners wishing to enhance existing buildings, their facades, display windows, or signage; has sponsored public forums on design excellence; and has granted over 150 awards for completed projects of merit.

Art in public places is also a key amenity. Perhaps the first such example was the gracefully sculpted Centennial Fountain. The U.S. Post Office at 1101 Davis Street, designed by John Carlisle Bollenbasher and built in 1938, incorporated art in its facade and its interior. In 1991 Rotary International installed a sculpture, at 1560 Sherman Avenue, designed by the renowned sculptor Glenda Goodacre, to celebrate the 1985 founding of its international campaign to eradicate polio worldwide.

In 1991 the City established a Public Art Program under the auspices of the Evanston Arts Council and a Public Arts Committee appointed by Mayor Lorraine Morton. This included a commitment of 1% for the arts in all new municipal buildings.

- | |
|---|
| <p>2004 PUBLIC ART COMMITTEE</p> <p>Tom Boggs
Adrienn N. Hirsch
Robert Jacobi
Lester Jacobs
Buche Jones
Tony Kelly
Ronald Kysiak
Dorothy A. Laudati
Sally Lupel
Geraldine Mascasai
Lyn Delli Quadri
Laura Saviano, Chair Person
Michael Seligman
Lawrence E. Wilson
Cheryl Wollin</p> |
|---|

In 1993 the Arts Council announced a national competition for three pieces of artwork within the main lobby of the new Public Library. The pieces selected and installed are now a source of community pride. The Arts Council also announced a national competition for one or two separate pieces of art (sculptures) on the exterior of the new building atop the two center piers on the west facade where they can enhance the view from Church Street. The two pieces selected are titled "BookEnds," welded stainless steel sculptures designed by Richard Hunt and installed in 1997.

Recently, the Public Art Committee has published a colorful brochure, Your Guide to Public Art in Evanston, and has plans to broaden the influence of this program.

Public art can help define a community. Unfortunately, it can also become contentious. For example, the new Maple Avenue parking garage was to have been adorned by "Nimbus", a sculpture designed by Chicago artist Lincoln Schatz and selected in a competition sponsored by the Evanston Public Art Committee. In 2001 Schatz was commissioned to craft the five 15 ft. x 30 ft. plexiglass and stainless steel oval discs and was paid \$51,000, a deposit on the \$170,000 agreed-to cost for the sculpture. Schatz subsequently told the city he underestimated the cost and city officials questioned whether the sculpture could actually be mounted on the garage.

Schatz refused to return the \$51,000. In 2004, to avoid law suits, he and the City Council agreed that he would provide another completed sculpture (Penelope), at no additional cost. It is composed of several geometric shapes in steel and plexiglass and is over eight feet tall. Some aldermen have voiced a dislike for the sculpture and object to it being placed on the parking structure. At least one alderman suggested selling it on E-Bay. Ultimately, it was installed at the southeast corner of Emerson Street and Ridge Avenue.



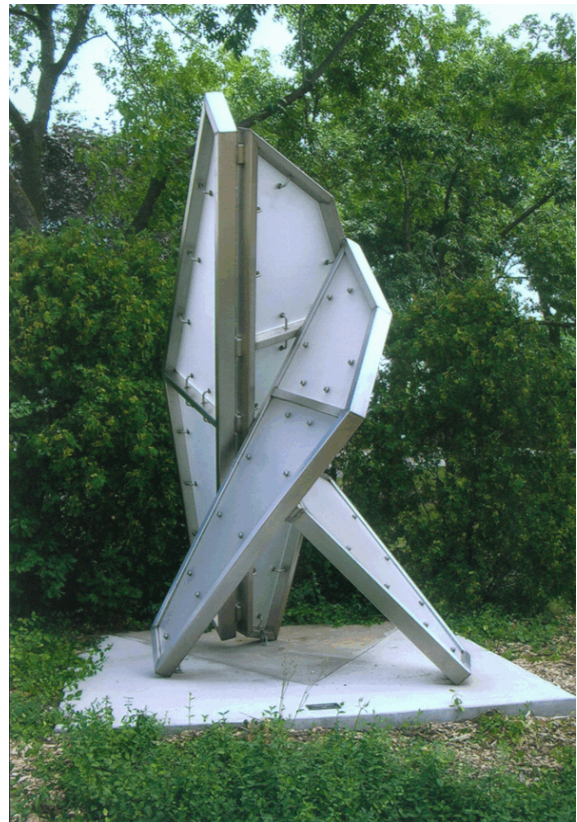
Gateway at Elgin Road & Benson Avenue



Rotary International Polio Plus by Glenda Goodacre



U. S. Post Office



Penelope



Library "Book Ends" by Richard Hunt

Maintenance of the public realm remains an issue in 2003. The City, because its budget is stressed, declines certain responsibilities and looks to Evmark for expanded investment in maintenance. Evmark, because of the cap on its tax rate and non-marketing expenses, is also financially stressed. In some cases, particularly new real estate development, some responsibilities are being transferred to the adjacent property owners. Generally, this issue remains a challenge, though negotiations continue.

Another issue has surfaced at the City Council level -- waste in the public realm generated by fast food businesses generally. Although all such occupancy permits are issued by the city with cleanup responsibility specifically attributable to the businesses, some such businesses have been lax in cleanup, and the city has been lax in enforcement. Therefore, in March 2003 the City Council denied a new business permit and vowed to enforce the cleanup responsibility on existing businesses.

Many Evanston citizens want to go even further to enhance the amenities of the community and its downtown. In February, 2003 a group of citizens formed a new non-profit organization -- Friends of the Arts (FOA). It has three basic purposes:

- To support a donor-advised fund within the Evanston Community Foundation that will fund unique arts activities and projects, including works of public art;
- To provide financial support for those arts programs and projects that require private matches to public or outside funding and to act as a private applicant for such funds as needed;
- To promote the importance of the arts to the overall quality of life in Evanston and to make the arts more viable within the daily lives of all Evanstonians.

Downtown Evanston has fifteen railroad viaducts, most of which exhibit advanced deterioration or need of maintenance. In the 1980s a new CTA viaduct of functional, yet not artistic, merit was constructed of steel at Lake Street. In 1989 a more attractive CTA viaduct was constructed of concrete to accommodate the extension of Clark Street to Maple Avenue. In 2001 the Downtown Transit, Circulation and

Development Study strongly recommended the need to replace CTA viaducts and abutments at Davis Street and Church Street with new facilities that are not only functionally satisfactory but attractively designed. The study also recommended the removal of two Union Pacific viaducts, the reconstruction and landscaping of abutments, and the refurbishing of two remaining railroad viaducts.



Clark Street Viaduct

Handicapped access has become a nationwide goal, anchored by the federal Americans with Disabilities Act. In downtown Evanston, new street and sidewalk improvements have incorporated gentle ramps for the handicapped at intersection crosswalks; parking garages and the CTA Transportation Center incorporate elevators; and new inclined ramps leading to and from the Union Pacific (Metra) platform were completed in 2002 with attractive lighting fixtures and landscaping.



Handicapped Access Ramp on Maple Avenue

Amenities include more than physical improvements. As far back as the 1960s the Orrington Hotel offered the sole outdoor sidewalk café in downtown. From time to time it also offered horse and carriage rides throughout the downtown. Although the hotel discontinued its sidewalk café in the 1980s, other restaurants introduced new sidewalk cafes beginning in the 1990s. By the year 2003 there were over 25 sidewalk cafes in the downtown, greatly enhancing its appeal as a people place, not simply a dining center. In 2005 the restored Hotel Orrington will reestablish its sidewalk cafe.



Sidewalk Café

Other amenities recently added in 2000-2005 include a city-wide wayfinding signage system designed by Jack Weiss Associates. The firm has also designed a similar pedestrian-oriented wayfinding signage system for downtown, yet to be installed.



City-wide Wayfinding Signage System

Downtown Evanston has also become a trend setter in “green architecture,” a concept gaining acceptance throughout the nation. Several new mixed-use developments, some already constructed and some approved and under construction incorporate this environmentally sensitive upper-story landscaped terraces and roof gardens.



Upper Story Roof Garden at Optima Horizons

Completion of Sherman Plaza in 2006 included new streetscape around virtually the entire block. A site at the corner of Sherman Avenue and Davis Street was reserved for a sculpture as part of the city’s Public Art Program associated with new construction projects-- in this case the new parking garage.

In response to a widely circulated Request for Proposals, the City’s Purchasing Division received proposals from 155 experienced artists located in 33 states and 10 countries outside the U.S. The RFP stated the City’s desire for “a monumental work of art” that is “imaginative and aesthetically pleasing”. A Selection Committee of Evanston representatives was appointed and met on several occasions to evaluate all proposals and select five finalists.

The finalists submitted scale models for review by the committee and general public. They participated in a public forum to present their design concepts and answer questions. Subsequently, the Selection Committee recommended to the Public Art Commission and the City Council the contemporary sculpture designed by Takaski Soga of Utica, NY. This unique sculpture features a ring which mysteriously floats in the breeze within the space provided in its vertical wall.

It is anticipated that installation of the sculpture will be completed in 2007 for a total cost not to exceed \$300,00.

Sherman Plaza Sculpture Selection Committee

Voting Members

Valerie Calloway, Evanston Arts Council Executive Committee
Dan Coffey, Garage Architect
Lyn Delli Quadri, Public Art Committee Co-Chair
Paul Giddings, Parking Committee
Barbara Goldsmith, Sculptor
Dan Kelch, Lulu's Owner
Gerry Macsai, Public Art Committee Co-Chair
Ann Rainey, 8th Ward Alderman
Laura Saviano, Ross Barney + Jankowski Marketing Director
Bob Teska, Teska Associates Chairman of the Board

Non-voting Members

Judy Aiello, Assistant City Manager
Jeff Cory, Cultural Arts/Arts Council Director
Doug Gaynor, Parks/Forestry & Recreation
David Jennings, Public Works Director
Max Rubin, Facilities Director



Selected Sculpture for Sherman Plaza
Source: City of Evanston

CHAPTER 13

EVENTS

Downtown's unique role is to be the "people's place," the place where common ground and common interests are shared by all citizens of the community and visitors and well. Downtown Evanston has performed this role admirably since its founding when it was not only a business crossroads, but a residential neighborhood. Among the first major celebrations recorded by photography was the dedication of the Centennial Fountain in 1876. Since that year the public has gathered downtown to participate in more special events than can be counted, including those traditional events such as patriotic celebrations, political gatherings, sidewalk sales, holidays (e.g. Santa's arrival), civic dinners, parties, (e.g. wedding receptions), church events, youth activities, and NU football weekends.

Following the opening of Old Orchard, however, Evanston recognized that attracting people to the downtown was not just an expression of civic enthusiasm, but a contemporary and necessary means of marketing. Beginning in the 1960's, it seems that every year has witnessed more and a greater variety of public events in all seasons. In fact, hardly a summer weekend and few summer evenings go by without some kind of event, often several on the same day.

The Chamber of Commerce was among the earliest sponsors of such events. Over the years, the Chamber has been joined by the Evanston Arts Council, Evmark, private corporations and businesses, garden clubs and many other non-profit organizations. In 2002, the Chamber estimated that 200,000 persons attended the 14 annual festivals and special events held throughout the city, and over 305,000 persons attended all Northwestern University sporting events. Even when events are held elsewhere in the city, many participants visit downtown for one reason or another.



Northwestern University Band



Earth Day Exhibits



Garden Fair in Raymond Park

In 1972 the Chamber of Commerce created “The World’s Largest Garage Sale,” held annually on one summer weekend in the Sherman Avenue parking garage. Conceived originally as a community-wide “flea market” for local residents to sell everything from cast-offs to antiques, it evolved into a much greater commercial event with over 500 vendors and 50,000 to 60,000 visitors at its three-day peak. Its success was due largely to the organization and enthusiasm exhibited by the Chamber’s Administrative Assistant, Ruth Smalley, who seemed knew everyone in Evanston. The event was discontinued after its 28th sale in 1999 due to competition from the multitude of lesser flea markets outside of Evanston, its image as commercial activity rather than a community activity, and the prospect of the garage being torn down to make way for a new mixed-use development.



World’s Largest Garage Sales

In 1979, Ira Golan, former Evanston United Way Executive Director, was chosen to be the Executive Vice-President of the Evanston Chamber of Commerce. His earlier career in private business, his penchant for marketing, and his optimistic personality were well suited to the Chamber’s evolution under then President Terrence Jenkins, an officer of the Washington National Insurance Company. Ira Golan’s mission was to expand membership (from 230 businesses to almost 700 businesses in 10 years) by emphasizing the role of small business. His style was hands-on, face-to face contact with business and civic leaders.



Tasters’ Fest

During his leadership decade, the Chamber initiated a banner program on downtown street light fixtures, sponsored an outdoor Tastersfest for several years with 30 local restaurants, organized the highly successful and respected Fountain Square Arts Festival, worked with the League of Chicago Theaters to bring a “Hot Tix” booth to downtown, sustained the Garage Sale, co-founded Design Evanston, and established Evmark.



Banners

Jonathan Perman became the Chamber's Executive Director in 1992. A native of Evanston, he previously served in a similar capacity at the New Haven, CT Chamber of Commerce. His mission here was fourfold: to continue the emphasis on small businesses and entrepreneurship; to expand tourism; to promote regionalism, and to strengthen networking. Membership has increased to well over 700 businesses under his leadership. The Chamber's largest summer event is the Fountain Square Arts Festival, which is now managed under contract by Chicago Special Events Management. Over 300 juried artists exhibited at the 2003 weekend festival to an estimated 70,000 visitors and potential patrons on six blocks of downtown streets. Many of Evanston's restaurants were featured at the outdoor food court, which also had live entertainment.

For two years the Chamber co-sponsored Pete Miller's Jazz Festival. Held outdoors in the Fall on Sherman Avenue, the festival featured renowned jazz groups and was well attended. It was discontinued as an outdoor event with Chamber involvement, because of its cost and its vulnerability to weather. It continues to be a highly successful week-long event held inside at Pete Miller's Steak House where live jazz is featured year-round.

Under Jonathan Perman, the Evanston Convention and Visitors' Bureau was created in 1994. It evolved into Chicago's North Shore Convention and Visitors' Bureau in 2002, representing Evanston, Skokie and Wilmette. Membership is open to other North Shore communities.

Once Evmark was formed it assumed responsibility for many of the Chamber's downtown functions, such as banner programs, marketing, holiday decorations, and special events. For several years, Evmark co-sponsored street performances related to the Gus Giordano Dance Studio's World Jazz Dance Congress. This global event became so popular that many of its performances are now held in Chicago at the revitalized Navy Pier. Evmark has also sponsored "Dancing Under the Stars" on Thursday evenings in the summer, and has promoted downtown as "The Dining Capital of the North Shore."

With the reconstruction and centennial celebration of Fountain Square Plaza in 1976, the Evanston Arts Council began sponsoring weekly noon-time concerts in the plaza during the summer, featuring everything from jazz to folk music, to ethnic rhythms. For several years the State National Bank supplemented this series with Big Band Concerts (e.g. Glenn Miller) in its own plaza.



Art Fair



Weekday Concerts

The garden clubs of Evanston are numerous and active, some dating back to the early 1900's. Their imprint of floral beauty is evident throughout the community, indoors and out, on private property and public property. Each April for over four decades up to seven garden clubs collaborated to hold a garden fair in downtown's Raymond Park. Each club sold speciality plant materials under festive tents. These three-day fairs inaugurated each summer season by attracting garden enthusiasts and their children from throughout the city and beyond. The garden fairs in Raymond Park were discontinued after 2001 due to competition from big box retailers and a series of rainy weekends, although a smaller garden fair continues to be held in Independence Park on Central Street.

Downtown Evanston has also been the location of the Chicago region's largest continuing Farmer's Market. Originally established by a city commission and the Chamber of Commerce on Benson Avenue in the 1970s with a dozen or so vendors, the market has moved to various sites in what is now the Research Park. Over 30 vendors of fruit, vegetables, flowers, and bread arrive as early as sunrise to satisfy crowds of over 3,000 residents each Saturday morning from May through October. This has become a community institution - - much more than a market place - - rather, a gathering place for residents to meet friends and establish lasting relationships with the vendors themselves. Currently, the Farmer's Market is operated solely by the City of Evanston.



Farmers' Market

December 31, 1993 marked the beginning of First Night—a family-oriented New Year’s Eve celebration organized by a group of Evanston citizens desiring an alcohol-free alternative. From 6 p.m. until midnight, entertainment takes place concurrently in 16 different venues throughout downtown (churches, banks, office building, hotels, library, YMCA etc.) which serve as performance sites contributed free of charge to the program. More than 300 professional artists are paid to perform at First Night, offering jazz, gospel, folk, rock, opera, classical and ethnic music; stage dance and dance bands; storytelling for children and adults; drama, comedy and improve theater; face painting, art-making and children’s performers. The art of ice sculpting is demonstrated and a special “Count-down to Midnight” outdoor event gathers everyone to the final celebration, usually fireworks. Attendance approximates 10,000 people from Evanston, 39 other suburbs and 22 Chicago zip codes (2001). First Night Evanston is managed by an independent non-profit corporation.

Still other events have been held downtown, such as the Rotary International 8K Race to the Finish in June to raise funds to eliminate polio in the world. Over the years other organizations have sponsored unique events: carnivals, Earth Day celebrations, professional bicycle races, parades, etc. Furthermore, numerous lakefront events are held just two blocks east of downtown, for which downtown parking serves as a significant resource. The annual Ethnic Arts Festival began in 1986 and is held annually.

Rotary International’s contribution to downtown extends beyond being one of Evanston’s largest employers. To over 1.2 million Rotarians in 165 countries of the world Evanston is as well known as Mecca and deserves a “pilgrimage.” Almost every day of the year the world headquarters at Sherman and Grove hosts visitors ranging from high school exchange students and college level Ambassadorial Scholars to Group Study Exchanges (young business persons, specifically not Rotarians), Friendship Exchanges (Rotarians) and to major donors and their families who want to see how their money is being managed (e.g. service projects throughout the world.) To each of these visitors, such pilgrimages are major events, even though they may go unnoticed by most Evanstonians.

Of course, much can also be said about visitors to Northwestern University, even though the campus is adjacent to, not in, downtown. For local residents, however, the performing arts events (theater, music, dance) held at Cahn Auditorium and the Performing Arts Center are but a short walk from downtown, enabling many patrons to park in downtown facilities and eat dinner in downtown restaurants.

Despite all of these success stories, champions of a downtown theater venue for the Evanston based, highly acclaimed, professional Northlight Theater Company could not win the support needed to achieved their goal. Northlight eventually found its home in Skokie at the North Shore Center for the Performing Arts near Evanston’s nemesis - - Old Orchard Shopping Center.

To offset this loss, the Music Institute of Chicago, located at Chicago Avenue and Grove Street, opened a new campus with teaching facilities and a 500-seat concert hall on Chicago Avenue in May, 2003. The building was originally designed by Solon S. Berman in 1913 and was occupied by the First Church of Christ Scientist. The grand opening festival featured eight concerts in one week by gifted faculty and students.



Music Institute of Chicago

CHAPTER 14

THE CITY

For many municipalities in Illinois and throughout the nation, Evanston has been a model of local government: clean, representative, professional and, at times, cutting edge - - often because urban problems occur first in mature communities over 100 years old. Evanston has never been immune to problems, nor have solutions to problems escaped vigorous debate. As in many communities exhibiting diversity and hosting institutions of higher education, every resident is likely to be an “expert” on one issue or another. Fortunately for Evanston, its moderate size permits a legitimate “sense of community” and its culture invites disparate points of view, but eventually produces constructive, if not ideal, results.

Local elections are presumably “nonpartisan”; candidates do not declare a party affiliation. However, based on national political profiles, it is fair to say that for its first century and into the 1970s, the Mayor and majority of the 18-alderman City Council exhibited Republican perspectives. In 1991 Evanston’s voters approved a referendum to reduce the City Council to nine aldermen, one rather than two from each ward. Since the 1970s, the majority of voters in Evanston and the smaller City Council, even the Mayor, represented Democrat perspectives. At virtually all times in the past 50 years, however, downtown revitalization leadership was the product of a coalition of Republican and Democrat elected officials sufficient to produce a consensus and majority vote. Disagreement, even hostility, was not absent, nor is it today, but eventually rational, decision-making prevailed - - most of the time.

Mayoral policy leadership peaked under Mayors Vanneman and Lytle; continuity was provided under Mayor Barr. Eventually, the role of the Mayor was curtailed by the new City Council as aldermen vied for more power. However, Mayor Morton, beloved by parents and children alike for her years of extraordinary service to the community as an educator, has distinguished herself by her perpetual enthusiasm for progress and revitalization, and for her “healing” presence in turbulent times, especially on the subject of “town-gown” relations.

CITY OF EVANSTON OFFICIALS

Mayors

John R. Kimbark	1953-1962
Otto R. Hills	1962
John D. Emery	1962-1970
Peter D. Jans	1970
Edgar Vanneman, Jr.	1970-1977
James C. Lytle	1977-1985
Joan W. Barr	1985-1993
Lorraine Morton	1993-present

City Managers

Bert W. Johnson	1953-1962
Wayne Anderson	1962-1970
Edward Martin	1970-1982
Joel Asprooth	1982-1990
Eric Anderson	1991-1995
Roger Crum	1995-2004
Julia Carroll	2005-

While many communities may support downtown revitalization in response to the survival instinct of downtown business interests or citizen desire for “a sense of place,” downtown revitalization in Evanston is an economic and fiscal imperative. Because of its mature character and the lack of vacant land since the 1950s, the city has not been able to offer inexpensive, “greenfield” sites to real estate developers of shopping centers and business parks during the past five decades. Its only options for enhancing the non-residential tax base have been through the process of redevelopment, a process by which industries have moved out, making their sites available for new commercial development, and by which downtown properties have been converted to higher density, mixed use. The city’s commitment to its residential neighborhoods and the real estate market’s endorsement of Evanston as a good place to live have resulted in virtually no conversion of residential land to commercial use.

In addition, Evanston is characterized historically by a substantial portion of its real estate being exempt from property taxes – i.e. schools, parks, churches, universities and colleges, and non-profit organizations. One exception is Rotary International, which despite its non-profit status, has decided to be a good corporate citizen and is downtown’s largest property tax payer. Historically, much of the land under downtown and many of the buildings were owned by Northwestern University. With few exceptions, cooperation of the university with the city has resulted in virtually all of these properties being sold and placed back on the property tax rolls.

Several municipal bodies are integral to the process of real estate development in Evanston and its downtown prior to decisions being reached by the City Council itself. However, four of them are essential. First is the Site Plan and Architectural Review Committee, members of which are primarily city staff members. Its purpose is to provide initial review of developer proposals in relatively informal public meetings to advise prospective applicants of city codes, ordinances, expectations and offer professional suggestions before the project enters the formal process of review, approval or rejection. Recommendations are advisory and not binding, except when explicitly covered by a regulation.

The second body is the Plan Commission which reviews most projects, especially “planned unit developments,” to determine consistency with the Comprehensive Plan and other formally adopted or administratively applied guidelines.

Following recommendations from the SPAARC and Plan Commission, the City Council’s Planning & Development Committee reviews all projects and recommends action to the City Council. If the city is a financial or economically invested partner in the project, the Economic Development Committee will also have a key role, sometimes in project initiation as well as review.

Evanston has been among the first municipalities in Illinois to take advantage of legislation passed by the Illinois General Assembly to establish Special Service Areas (1974), Tax Increment Finance Redevelopment Districts (1985), public-private partnerships, IDOT Transportation Center funding, federal and state research park funding, art in public places funding, etc.

On the other hand, anticipated funding sources can disappoint Evanston. For example, until as late as December, 2001 the CTA had committed \$32 million in its capital improvement program for the replacement or repair of viaducts in Evanston. Early in 2003 city officials recognized that most of this funding had been eliminated or postponed by the CTA and only the Main Street viaduct would be subject to replacement. City officials, together with state and federal elected representatives, are now working to have funding restored for additional viaduct projects.

In the 1990s the city sponsored a Commercial Area Assistance Program to encourage property owners and business tenants to upgrade the external appearance of their buildings and storefronts. Implemented by the Planning Department and its design team, the program provided up to 50% reimbursement or a maximum of \$5,000 per storefront to applicants who completed improvements in accordance with the city’s design guidelines and the previously approved plans. This was eventually expanded to \$10,000 per storefront, or for larger stores, to \$10,000 per 50 linear feet fronting on a public right-of-way, with a maximum of \$40,000 per building. Some approved projects were in the downtown; most were in neighborhood business districts to encourage revitalization throughout the community.

2004 CITY COUNCIL

Ward	Alderman	
1	Arthur Newman	E, P
2	Lionel Jean-Baptiste	
3	Melissa Wynne	E,P
4	Steven Bernstein	P
5	Joe Kent	P
6	Edmund Moran	E
7	Elizabeth Tisdahl	P
8	Ann Rainey	E
9	Gene Feldman	E
Mayor	Lorraine Morton	

E - Economic Development Committee
P - Planning & Development Committee

Evanston has also been blessed with a highly professional city staff, including former and present City Managers, Public Works Directors, and Community Development Directors, etc. who have worked together as a team over the years. Of particular note is Judith A. Aiello, Assistant City Manager, who has served the city for over 30 years, spanning the terms of three Mayors and four City Managers. Hired as a planning intern in 1976, Ms. Aiello rose to become Assistant City Manger in 1982. She serves as the city's point person on economic development "deal making." On several occasions she has served as Interim City Manager following the resignations and retirements of City Managers.

2004 PLAN COMMISSION

Members

Sharon Y. Bowie
 Douglas A. Doetsch
 Albert Hunter
 Stephen R. Krutsen
 Lawrence B. Raffel
 Alice Rebechini
 Kenneth Rodgers
 Lawrence Widmayer, Chair
 James G. Woods

Associate Members

Richard Cook
 John R. Lyman
 Steve Samson

The City of Evanston has often turned to outside consultants for specialized consulting and design services. For example, the city has frequently retained Kane, McKenna and Associates, Inc. to advise it on matters related to tax increment financing. Subsequently, its decision to hire U.S. Equities, specifically its Partner Martin Stern, in the 1990s was of significant importance. This important real estate development resource permitted the city to act in a business-like manner throughout the process of selecting a developer for the Church Street Plaza project, and throughout the process of negotiating a win-win development agreement with the Arthur Hill Company. Mr. Stern continues to be retained by the city to assist with subsequent negotiations with real estate developers.

Clearly, the city's investments, substantial though they have been, have produced handsome returns, measured by increased property tax base, increased private sector jobs, new housing, and investor confidence -- to name but a few indices. Beginning with the 2008 tax levy, resulting in taxes paid in 2009, all taxing bodies in Evanston will enjoy a substantial windfall of tax revenues from Tax Increment District No. 1, Downtown II. For example, an analysis prepared by the City of Evanston in 2002 projected that School Districts 65 and 202 would realize roughly \$3.2 million and \$2.3 million, respectively, when the Downtown II TIF district reaches the tax rolls in 2009. Similarly, revenues from Tax Increment District No. 4, Washington National, will be distributed to all taxing bodies beginning in 2018. In January, 2004 the City Council amended all four of its TIF project plans to delay distribution of revenues one year, i.e. to 2010 and 2019 respectively.

2005 provided an opportunity for the City of Evanston to enter a new era of leadership, planning and decision-making. The new City Manager, Julia A. Carroll, arrived in January. Almost immediately she distinguished herself as a leader committed to the future of Evanston. Among her goals:

- Formulation of a policy consensus leading to a strategic plan and annual goals to guide the performance of elected and appointed officials and staff.
- Improvement of the city's development project review process, incorporating decision-making guidelines and updated zoning regulations.
- Attention to key infrastructure maintenance and construction.
- Affordable housing and effective growth services.
- Economic development and budget priorities.

April elections further suggested a fresh opportunity when three incumbent alderman (Arthur Newman, Joseph Kent, and Gene Feldmen) announced they wouldn't seek another four term. Three new aldermen were elected: Cheryl Wollin, 1st Ward; Delores Holmes, 5th Ward; and Anjana Hansen, 9th Ward. Mayor Lorraine Morton easily won her race for a fourth term.

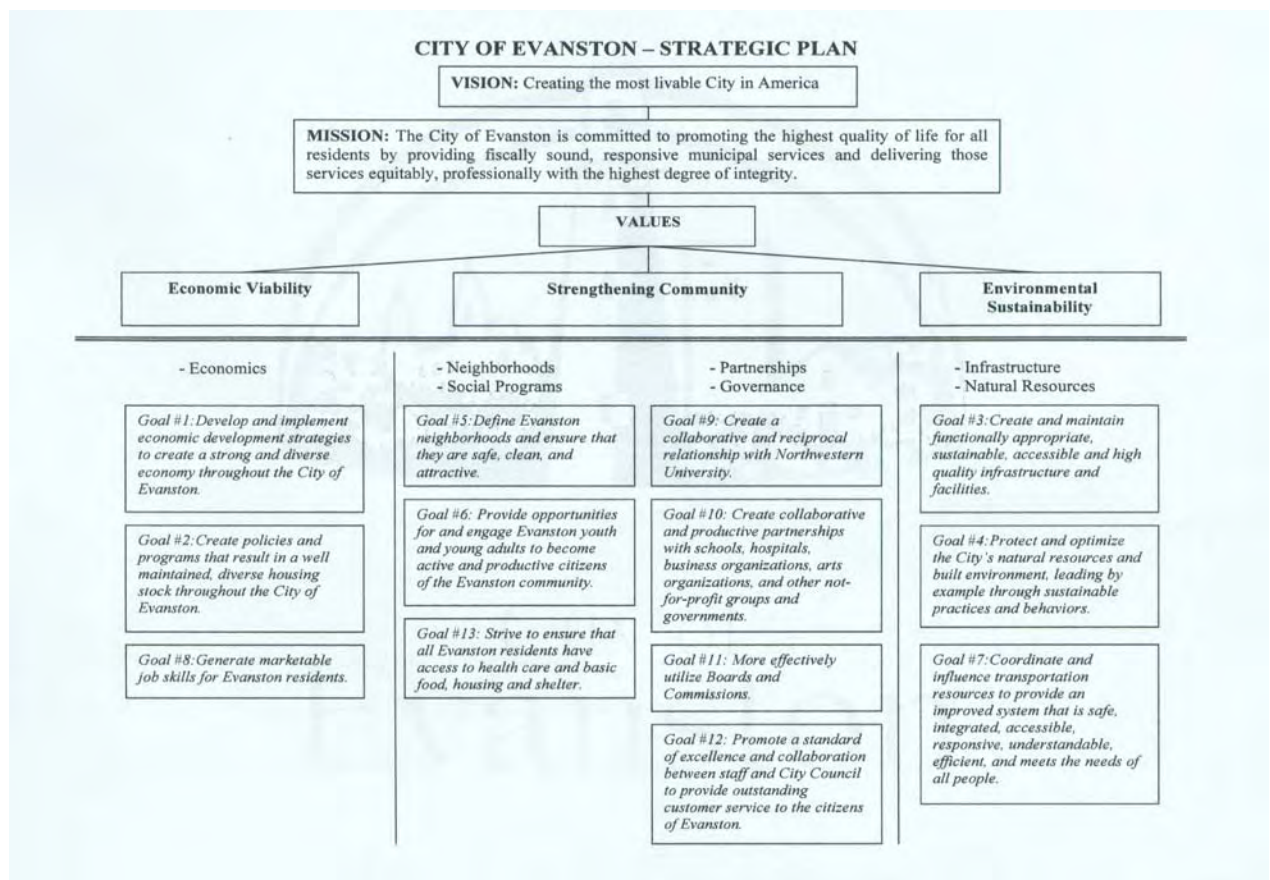
Shortly thereafter, City Manager Carroll introduced a new strategic planning process for the City Council and staff, taking advantage of inputs from the public. By the end of the year a draft of the Strategic Plan was placed on the City's website and distributed for public review, with the intention of adoption by the City Council in February. By its very nature, the Strategic Plan was like no other plan previously prepared by the city or reviewed by the public. Certainly, it did not seek to emulate or update the city's Comprehensive General Plan, last adopted in 2000, nor the Plan for Downtown, adopted in 1990. In fact, one was hard pressed to find any mention of downtown in the Strategic Plan.

The public release of a draft Strategic Plan was lauded by many citizens. However, it drew serious concern from special interest groups and civic organizations who had eagerly awaited its unveiling after an extended period of closely held drafting. Many of these groups joined together to request an extended review period and submitted constructive comments.

The City Council adopted the Strategic Plan on March 27, 2006 with few amendments.

The Vision of the City Council was: "Creating the most livable city in America". While Evanstonians zealously enjoy and promote the quality of life in their community, this appeared to many to be a vague and unrealistic vision (even if well intentioned), lacking a clear image of what the community truly is and can be aspired to legitimately.

The Strategic Plan focused on thirteen goals, none of which contain the word "downtown". The only place that word was mentioned is as one of many business districts to be addressed in the context of preparing a new economic development plan for the entire city. No mention was made of downtown's contribution to the unique character (livability) of Evanston, its "sense of place" or its "spirit of community". This strongly implies to the reader, intended or unintended, that the overwhelming concern for downtown is economic development.



Source: City of Evanston

Based in part on citizen concerns expressed in recent years about the city's development policies, project review procedures and zoning decisions, the City Manager commissioned an independent professional study by Virchow Krause & Company. The consultant's "no holds barred" report, Evaluation of the City of Evanston, IL Development Review Process, was released in March, 2006. Among its most important findings are:

- The City of Evanston lacks a shared vision for development.
- Reviewing bodies send conflicting messages to applicants about project requirements.
- Staff knowledge and expertise are not fully leveraged by Boards and Commissions.

The Executive Summary states, "It is our recommendation that the City needs to improve its approach to more efficiently and effectively manage and ensure quality development that is aligned with community values as follows:"

- Create a clear vision for development, including a visioning statement with supporting documentation and linked to a robust comprehensive plan;
- Adopt a more customer-focused approach to the process used to review and approve permits;
- Differentiate between different types of customers/applications and the necessary process steps or level of analysis;
- Ensure a seamless, multi-disciplinary/departmental approach to development review that clearly defines the relative roles of staff, along with reviewing and approving bodies;
- Resolve issues relative to permit processing timelines by reorganizing the Department and implementing a one-stop shop, increasing the use of customer self-help tools and using available technology to improve workflow and tracking of overall department and individual staff performance; and
- Establish accountability for a responsive review process through the establishment of performance and outcome standards.

In July one development decision left many observers wondering about the City Council's reaction to the Virchow Krause recommendations. That decision came on July 10 when the City Council approved (6-

3) the 18-story, 165-unit condominium project called Carroll Place at 1881 Oak Avenue, actually fronting on Emerson Street. A research park office building had been previously approved by the city for this site, but never built.

The proposed residential use of Carroll Place was not incompatible with the adopted research park plan. However, the 18-story height and related density were inconsistent with the research park plan and nearby buildings (3 to 9 stories), the neighborhood to the north, the Plan Commission's designation of the area as a "Transition Zone", and the long-standing (since 1960's) concept of downtown being developed with the tallest buildings in the core and lower buildings at the periphery. Although recent City Council approvals of the Mather Lifeways retirement community (10-11 stories) and the Sienna project at 1100 Clark (8 stories) pushed the limits of this concept, it remained much intact. By approving Carroll Place, the City Council rejected the recommendations of the Site Plan & Architecture Review Committee (city staff), the Plan Commission, and Design Evanston, all of which would have restricted height in the range of 8-10 stories. Several alderman indicated that they approved the project because of the tax revenue it would generate. Many observers considered this decision to be contrary to the recommendations of the Virchow Krause report.

This decision, being made in the absence of an updated Plan for Downtown (1989) or a new vision that many had hoped would come from the Strategic Plan (2006), leaves one to question how future decisions will be made and whether the opportunity created by a new city leadership team in 2005 is being captured.

As could be predicted following the City Council's precedent setting zoning decision at 1881 Oak Avenue, a new proposal was submitted to the City in November to construct a 14-story building on the abutting property at 1890 Maple Avenue. This building would provide 152 rental dwelling units, 40,000 s.f. of retail space and 313 parking spaces. This site is currently occupied by the first privately developed office building (three stories) in the Northwestern University/Evanston Research Park. Once again the City's decision-making process will be tested.

Temperance has always been an issue of sorts in Evanston, especially because of the religious values of its founders, its headquarters of the WCTU, and it being a college town. Since barriers on the sale of alcoholic beverages were officially broken by the City Council in 1973 the laws have become increasingly liberal. The number of liquor licenses issued has increased, the variety of sales venues has increased, hours of operation have increased, and taxes levied on sales have increased. Generally, such legal access to alcoholic beverages has been well received by residents of Evanston and the larger market area, well managed by licensed businesses, and well controlled by law enforcement, yet not without incidents often involving underage customers.

In October, 2005, the City Council voted 7-1 to prohibit 18-21 year olds in bars after midnight, even if they were not drinking. Immediate opposition arose from Northwestern University student organizations which had been legally holding charitable fund raising events in certain venues late at night (early at night for many students). In early January, 2006 the City Council amended its new ordinance to permit such events under responsible conditions. These included informing the City two weeks before a bar night is held, persons younger than 21 wearing wrist bands, and having an off-duty police officer present.

The future of the Evanston Civic Center building and site at 2100 Ridge Avenue continued to be discussed throughout 2005-2006. The key issues being debated in front of the City's Civic Center Committee (composed of all nine alderman) include:

- Should the city rehabilitate the building for continued use as a civic center or move elsewhere?
- Should the civic center be declared a historic landmark and preserved regardless of its future use?
- Should the city sell the building and its site to a developer?
- Can the building be effectively converted to residential use and at what price?

In 2004 the City Council committed to selling the property and moving elsewhere. However, the election of three new aldermen, intervention by the Preservation Commission, and formation of a citizens' sponsored Friends of the Civic Center organization caused that commitment to be reviewed. Nevertheless, the City retained US Equities to oversee a space needs program for a future civic center facility.

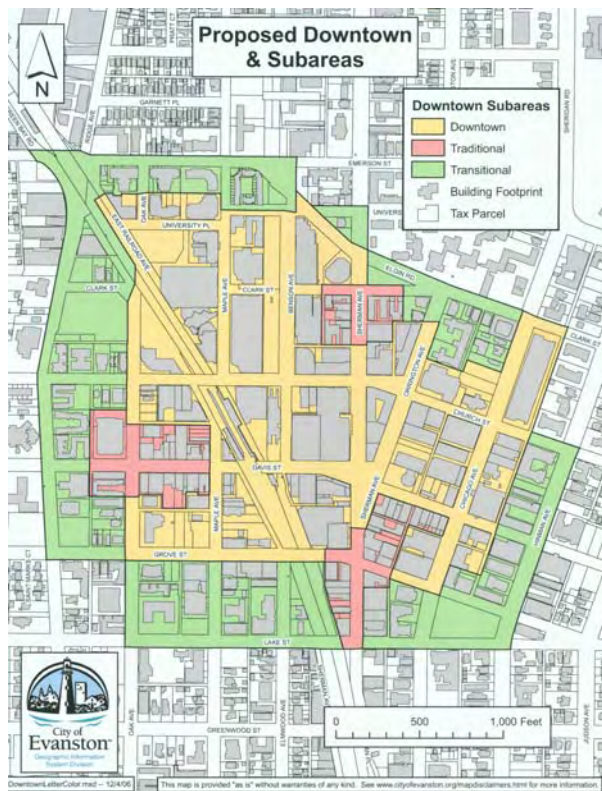
The major issue which has not yet been debated publicly is: If the civic center moves, where will it be located? Rumors indicate that some civic leaders would support a downtown location, perhaps even renting a new or existing building from a private owner who would retrofit it for public use but continue to pay property taxes on the real estate. The window for this option, however, may have passed.

In the Fall of 2006 City officials turned their attention to the parking lot owned by Northwestern University behind the Hilton Garden Inn. This is currently the site of the Farmers' Market. To date NU officials have rejected this alternative use of the property, claiming its importance to the future of the university.

Complicating the process is the effort by preservationists and the official recommendation of the Preservation Commission to formally designate the existing building as a "local landmark". To date, the City Council has postponed its decision, pending more input from the real estate development industry regarding the feasibility of adaptive reuse. In the meantime, the City Council has engaged Skidmore, Owings & Merrill, LLP as consultants to study and articulate the programs and services, and their space needs, to be incorporated in a new city headquarters.

Throughout 2006 the Evanston Plan Commission began to focus more on the future of downtown in addition to its current work load of reviewing developer proposals for planned development. A first order of business was to appoint a Downtown Plan Committee and reconsider the official boundaries of downtown, the most significant result being a recommendation to relocate the western boundary from Asbury Avenue to Ridge Avenue. The Plan Commission also studied the potential of "form based zoning" as a successor to existing downtown zoning regulations. Form based zoning would incorporate more detailed design concepts for each block downtown. Pilot studies might be undertaken in 2007.

On December 12, the Plan Commission held a public forum to announce its intention to update the 1989 Downtown Plan with a draft for public review by the end of 2007. Guiding that effort would be a new map of the downtown with its proposed boundaries and three subareas: Downtown, Traditional and Transitional. The announced planning process will be led by the Downtown Plan Committee, utilize city staff, be coordinated with the Preservation Commission, and invite public participation. Perhaps this process will produce the new vision, the design guidelines, and the implementing actions that many Evanstonians have sought and that the City Council will endorse.



Source: City of Evanston

CHAPTER 15

LOOKING BACK

Seemingly blessed in so many respects throughout most of its 152 year history, Evanston has for the past five decades been vulnerable to economic adversity, challenged by external and internal trends, innovative in its responses to those trends, and amazingly resilient. This is especially evident in its downtown and in its neighborhood business districts, as well as its housing market. Despite the impact of Old Orchard and other shopping centers, retailing in Evanston has been reinvented, with big box retailers at one end of the spectrum (outside the downtown) and specialty shops at the other end. Corporate offices have fled to suburban business parks in outlying counties with lower tax rates, only to have their vacant space filled with professional services and other small independent businesses with growth potential. In effect, Evanston has become “the ultimate incubator,” not only exhibiting ties to Northwestern University, but exhibiting cultural trends toward entrepreneurship and working in the same community in which one lives.

After peaking in 1970 at 79,808 persons, Evanston’s population declined to 73,706 in 1980 and has been increasing since, to reach 74,239 in 2000. The ethnic, age, and income diversity of residents has always been apparent, but new groups are arriving: Asians, Hispanics, post-college young professionals without children. In 2000 the racial composition was 63% Caucasian, 22% African-American, 6% Asian, 6% Hispanic, 3% bi-racial & other. Per capita income exceeded that of the state as a whole (\$34,024 to \$31,145), but had increased faster during the 1990s (52.3% to 50.1%).

Evanston and its downtown have evolved from being “The Retail Capital of the North Shore” to “Headquarters City” and to “The Dining and Entertainment Capital of the North Shore.” In addition, downtown has embraced the Research Park and is rapidly becoming its own residential neighborhood. Some would call this an “urban village” - - a concept promulgated by the American Institute of Architects and American Planning Association in the 1970’s.

Real estate values have increased significantly, especially since the 1980s, to the extent that it can be difficult for many residents and businesses to find housing and commercial space at affordable prices.

Downtown has not expanded horizontally. Rather, it continues to coexist harmoniously with adjacent residential areas of equal viability. Its growth since World War II has followed a vertical format, triggered by the zoning amendments of 1966.

The success of downtown Evanston reflects the success of the community as a whole, largely due to:

- Citizens’ commitment to “sense of place”
- Leadership, individual and collective
- Continuity over time of people and visions
- Willingness to invest capital and risk reputations
- Real estate industry confidence
- The city’s need to enhance its tax base

Certainly, the strength of the North Shore up-scale market, the transit accessibility of downtown, and the desirable lifestyle of a “city in the suburbs” are also important factors. But as in most endeavors, it is the human factor that prevails. And Evanston has always been rich in human resources.

Most new residents of Evanston have chosen it as a place to live because of its special qualities. They could probably afford to live elsewhere if they desired more house for the money, etc. Once here, however, they are committed to preserving and enhancing the community, even though its taxes are among the highest in the state.

Public and private sector leaders emerge, often without great fanfare, and usually as genuine public servants - - whether they represent politics, business, the arts, social services, education, etc. In fact, the community reveres leadership; even to the extent that the Evanston Community Foundation created an organization, Leadership Evanston, to educate and empower those who wish to devote their time and talent to this risky endeavor. Leadership Evanston recently celebrated its fourteenth anniversary in 2006.

Two Mayors deserve the credit for creating the momentum of public and private investment in downtown revitalization—Mayors Ed Vanneman and James Lyle. Under their leadership the Business District Redevelopment Commission, the Economic Development Commission, the Preservation Commission, Inventure, Evmark, and the Research Park corporations were formed.

The Chamber of Commerce was the first to wave the battle flag. Its most influential Executive Directors include Jonathan Perman and Ira Golan. In fact, it is not unrealistic to call Ira Golan “an army of one,” to coin the 2000-2001 recruitment message of the U.S. Army. Retired and in his 80s, he continues to be an active public servant on the North Shore.

Continuity and compatibility have played important parts. The quartet of Judy Aiello, Ron Kysiak, Terry Jenkins, and Jonathan Perman have orchestrated revitalization efforts together for over 10 years. They and their organizations share common visions (certainly in principle if not in every detail), and their personalities are such as to put progress above ego.

Perhaps Evanston’s most successful strategy in the early years of revitalization was the acquisition of land for surface parking lots, which together with other municipal properties became the sites for new private development. Subsequently, the City constructed public parking garages, financed in part by fees paid by developers in lieu of providing required on-site parking and, subsequently, by tax increment financing revenues. Yet, City officials will admit they have not yet solved the universal, mundane problem of employees parking in curb spaces intended for shoppers and visitors.

Most observers will agree that the City’s most important single economic decision was to void the century-old prohibition of liquor to be sold in any form within the city. As a result, hotels, restaurants and entertainment have expanded and prospered.

There have been periods during which Evanston has had less than a good and hospitable reputation among the real estate industry. This is not the easiest community in which to develop a project. However, during the past decade Evanston has demonstrated its investment potentials and its willingness to create public-private partnerships with incentives sufficient to overcome risks and other obstacles. The result has

been a list of the region’s finest and most capable developers participating in downtown’s revitalization.

Apparent in recent years has been the flexibility of City officials and the real estate market place to consider and approve of new architectural styles. Not only are taller buildings being permitted and “high-rise” condominiums being purchased as fast as they can be built, but architecture itself has evolved. Once focused on low to mid-rise commercial, research and residential buildings of “red brick or masonry of other earth tone,” City authorities and consumers now embrace a “modernist” style of exposed concrete, glass, and metal - - to the chagrin of many traditionalists.

Recently, a growing number of residents have come to believe the City Council has become too supportive of the real estate development industry, all for the sake of enhancing the tax base. They believe that flexible zoning regulations and a “let’s make a deal” approach has been to the detriment of quality design and public benefit.

In his Chicago Tribune article dated July 4, 2004, “Nowhere To Go But Up”, John McCarron observed: “Evanston is growing and changing, adapting and resisting, cursing and praying. But one thing’s a constant: Most folks here, for all their protest and complaint, thrive on give and take. Wouldn’t have it any other way. Wouldn’t live anywhere else.”

All of this provides a strong model for continued success in Evanston, and a model for other communities to study and possibly emulate.

However, a comprehensive perspective would also suggest that the model is not perfect, and there is much to learn from its weaknesses and shortfalls. For example, the 1989 Downtown Plan is by now out-of-date and lacks sufficient detail to resolve many recent and current issues, especially design issues. Although it represented a wide-spread policy consensus for many years, leadership has changed and consensus has been evaporating.

DOWNTOWN EVANSTON 2004

<u>Housing Units</u>	<u>Existing</u>	<u>Under Construction</u>
Owner Occupied	1,300 units	473 units
Renter Occupied	2,273 units	-----
Office Space	2,462,646 sq. ft.	----
Retail, Restaurants, Services	714,178 sq. ft.	221,222 s. f.
Restaurants (72)	259,181 sq. ft.	N/A
Cinemas	18 screens	----
Music Institute	600 seats	----

Source: City of Evanston
2004 Survey of Downtown Evanston

This is also apparent in the relationship between the city and Northwestern University which, despite numerous successes, is still fragile - - some might say volatile.

At the more detailed level, it has become apparent that some of the zoning ordinance amendments adopted in 1990s have not produced the quality of development desired. The Plan Commission is working hard to correct these problems, but much remains to be accomplished.

Desired progress is slow to be made on the repair or replacement of downtown railroad viaducts, on pedestrian oriented wayfinding and on art in public places. In addition, some observers believe that more affordable housing is merited and that day-to-day maintenance of the public realm could be improved, especially at Fountain Square. Some might even say that downtown deserves full-time oversight and accountability, rather than the cumulative part-time efforts of talented individuals with other obligations.

Lacking an up-to-date vision and consensus regarding downtown's future, civic leadership has become reactive rather than proactive. At times, the perspectives of various municipal and civic bodies, and the members thereof, seem to reflect disparate points of view, sometimes to immediate rather than long-term advantage.

It could be said that this is nitpicking. But Evanstonians have always held the community to high standards. Despite overwhelming success, it is not unfair to conclude that some potentials have been missed or are yet to be captured.



Downtown Evanston Looking North, 2006
Source: Lawrence Okrent, Photographer

CHAPTER 16

LOOKING FORWARD

The first half of the 20th Century was Evanston's "golden years," a period of growth in size, function, quality and reputation. The second half of the 20th Century was substantially different. The icing on the cake went to other, newer suburbs. Evanston became challenged by and vulnerable to a new set of trends. Once again Evanston proved itself by virtue of its resourcefulness and resilience. Hence, downtown has enjoyed a renaissance in the 1990s. What then of the future, the 21st Century?

In the immediate future downtown revitalization will contribute positively to the community's fiscal dilemma. Its two tax increment financing districts will expire in the near future, distributing substantial property taxes to the city's general fund, the school districts, and other taxing bodies. The Downtown II TIF district expires in 2008. It was created in 1985 with a base equalized assessed value (EAV) of \$1.8 million. The 2001 EAV was \$29.6 million and its current EAV is \$133.7 million and still increasing. Annual tax revenue to the TIF fund is exceeding city forecasts.

The Washington National TIF district, created in 1994, will expire in 2017. It's original EAV of \$25.8 million increased to \$31.5 million in 2001 and is currently \$48.0 million. It, too, is generating annual tax revenues exceeding city forecasts. The tax windfall of these two TIF districts to all taxing bodies will be significant evidence of the City Council's wisdom in the 1985-1995 decade, and will be a driving force for overall community enhancement in the 21st Century.

A longer range outlook for Evanston and its downtown is also bright, based on the community's reflection of economic and social trends evidenced in the broader culture of America. In 1980, futurist Alvin Toffler (author of Future Shock, 1970) published a sequel, The Third Wave. The "third wave" is that which follows the agricultural society and the industrial society. Among the characteristics he assigns to a third wave city are:

- The death of industrialism
- Wholistic approaches

- High-tech, high-touch, interactive communications
- Information/knowledge essential to success
- The university will replace the factory as the central institution of tomorrow
- Downsizing; small business; home-based business; networking
- Increased diversity; decentralization; niches
- Heightened moral pressure on corporations
- The need for meaning in work
- New concentration on "community;" 24 hour residents
- Not majorities, but minorities that count
- New definition of "minorities" based on common interests
- The only constant is change

Evanston is a "third wave" city.

In 1999, two Harvard professors published another insightful book, The Experience Economy, in which they state that "Work is Theater and Every Business a Stage." Their premise is that Americans no longer purchase simply a product or service, but an "experience." **Downtown Evanston is now a "stage" where experiences happen daily.**

This story of downtown revitalization began with reference to the opening of Old Orchard and other shopping centers that sapped the life out of downtown. Now, 50 years later, that trend has run its course to a significant degree. In February, 2000 the Urban Land magazine, published by the Urban Land Institute (the nation's largest and most reputable organization of major real estate developers) published an editorial that said, "A major force behind shopping mall openings and closings is the change in America's social and consumer trends. The stand alone fortress mall with unfriendly pedestrian connections to adjoining development is dying. Main streets and town centers are proving to be the types of developments that best accommodate these trends by providing a sense of community and place in which to enjoy shopping." **Evanston no longer wants its downtown to be like a shopping center; shopping centers want to be like downtown Evanston.**

In 2002 yet another book, The Rise of the Creative Class by Richard Florida, shed new light on the way we work and live. It documents a fundamental theme: “The growing role of creativity in our economy.” “Leading the shift are the nearly 38 million Americans in many diverse fields who create for a living -- the Creative Class.” **Evanston attracts more of these persons every year.**

Florida goes on to say that “Economic growth is driven by the location choices of creative people -- the holders of creative capital -- who prefer places that are diverse, tolerant and open to new ideas.” Furthermore, a place “where they can help craft the future.” Of primary significance is his finding that “Downtown revitalization is associated with the same lifestyle factors that appeal to the Creative Class.” **These factors exist in Downtown Evanston.**

These are but a few of the national trends that strongly suggest that downtown Evanston’s future is bright. But there are more. For example, the real estate development projects of recent years have been constructed by some of the largest, most capable developers of their type in the Midwest and the country. They have made “The Smart Move.” Their expertise adds much to Evanston’s resourcefulness. Furthermore, the many residential units that are being constructed downtown not only generate people on the sidewalk seven days a week and a captured market for many businesses, but they generate stakeholders who will support the quest for a viable and attractive downtown, one that is people-friendly.

What else might the future bring?

1. More predominantly residential, mixed-use, multi-story developments to satisfy an unsated market demand and the city’s need for a larger tax base.
2. A continued, although modest, increase in dining, entertainment, home furnishings, and convenience shopping, and lifestyle/healthcare businesses.
3. More redevelopment west of the Union Pacific (Metra) tracks, resulting in a more cohesive downtown and a shifting center of pedestrian activity westward.

4. It is not implausible, as it may have seemed a decade ago, that a major retailer, a corporate headquarters, or another hotel will locate downtown.
5. Evanston may become one of the first suburban communities in the nation to witness the elimination of all off-street surface parking lots, replaced by parking structures.
6. Greater emphasis will be placed on the design review of future projects, public and private, to avoid some of the inadvertent design and aesthetic flaws in recent projects.
7. Northwestern University and associated activities will continue to expand near, adjacent to and even within the downtown to their long-term mutual benefit.
8. Arts and cultural activities will be expanded, including more art in public places.
9. Downtown will not only be a business district and visitor destination, but a highly desirable residential neighborhood.
10. CTA viaducts at Davis Street and Grove Street will be replaced. Two unused Union Pacific viaducts (at Church and Davis Streets) will be removed and the viaduct at Golf Road will be repainted.
11. Fountain Square will be substantially redesigned and rebuilt, even enlarged, to reestablish its prominence in the fabric of downtown as a memorial to war veterans, a functional venue for public events, and a place of civic beauty.

New civic leadership will be emerging. Most of those who have guided the city and downtown revitalization for the past several decades with vision and continuity will be retiring in the near future, not because of conflict or lack of enthusiasm, but simply age. Who will be the new leaders? How will they keep the flame burning? These are the questions many communities are confronted with. But Evanston is unique. Potential leaders are everywhere. Many are already assuming responsibilities; others are being groomed. They will step forward just as did their predecessors.

Clearly, the future of downtown Evanston is the brightest it has been since Old Orchard Shopping Center opened in 1956. Although the founders of Evanston could never have envisioned downtown Evanston in the 21st Century, they would have every reason to be proud of what it has and will become.

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Experience

Robert Teska's professional career spans a period of over forty-five years, during which he has consulted to the World Bank overseas and directed over 400 projects throughout the United States. Many of these have been nationally and internationally acclaimed award winners for innovative concepts in transportation/land use relationships, new town design, business district revitalization and citizen participation in environmental planning.

In 1986, Mr. Teska was awarded the American Society of Civil Engineers' Harland Bartholomew Award for distinguished service in the field of urban and regional planning. In 1999, Mr. Teska became one of the first urban planners in North America to be honored as Fellow of the American Institute of Certified Planners for his distinguished contributions to the advancement of the planning profession.

Mr. Teska has held positions as Principal and Vice President of Land and Community Planning for Barton-Aschman Associates, Inc. (Evanston and Washington, D.C.), Lieutenant in the U.S. Corps of Engineers, Planning Engineer for the Blauvelt Engineering Company and Staff Planner for the Madison, Wisconsin City Planning Commission. He is a registered Professional Engineer and a member of the American Institute of Certified Planners.

Mr. Teska founded Teska Associates, Inc. in 1975. The consulting firm specializes in community planning, site design, development economics, and landscape architecture. In 1980, Mr. Teska founded Design Evanston, a non-profit volunteer organization of local design professionals to promote the theme, "Good Design is Good Business". In 1992, he founded Business Districts, Inc., a consulting firm specializing in business district revitalization.

The author of over 50 professional papers and articles, Mr. Teska maintains a heavy public speaking schedule and lectures at numerous colleges and universities. He has served on the Board of Governors of the Metropolitan Planning Council of Chicago and as co-chair of its Regional Development Committee. He has also served as Chairman of the American Planning Association's Metropolitan and Regional Planning Division, Chairman of the Governor's Committee on Metropolitan Planning Organization in Northeastern Illinois, and Chairman of the Evanston Business District Redevelopment Commission.

Education

B.S.	Civil Engineering University of Wisconsin (Madison)
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