

City of Evanston Full Circle Project: Howard Street Business Inventory and Safety Audit

INTRODUCTION

The purpose of the City of Evanston's Full Circle project is to inventory businesses and assess business conditions along Howard Street, an arterial corridor that forms Evanston's southern, shared boundary with the City of Chicago. The specific segment of Howard Street which is the subject of this project is located between Ridge Avenue and the CTA tracks; this is the far south-eastern corner of Evanston.

This area was once part of a bustling commercial district situated near and served by the Howard Street CTA Transit station. It is now home to many marginal businesses and uses, persistent vacancies, and several neglected properties with absentee landlords. Though several long-time, stalwart businesses remain, the majority of the other storefront tenants provide little in the way of neighborhood commerce. Area residents on both sides of Howard Street have expressed a desire for a strengthened business district that offers a better mix of goods and services. Inventories of the existing commercial spaces, the enterprises they house and surveys of local business owners are proposed as tools to assess the existing commercial environment and identify potential business and marketing opportunities. This study will also provide a base set of data from which to measure changes through time.

While physical neglect and inattentive property management by absentee landlords are suspected as two major sources of the problem, another may be an unwelcoming physical environment. As Jane Jacobs observed in *The Death and Life of Great American Cities*, city streets need to feel safe in order to be vital and fully functioning. Although Evanston and Chicago jointly undertook a major facelift of Howard Street's streetscape and plantings in 2001, the anticipated boost for the local business climate has not been realized. Thus, the Howard Street business inventory also included a safety audit of the area.

A safety audit is a tool that citizens use to evaluate different features in their neighborhood with the goal of reducing crime and improving personal safety. The audit helps people look at a space that feels unsafe and determine why it feels that way. Evanston's audit uses a walkabout checklist that asks participants to rate factors like general impressions, lighting, sightlines, and activities on the street. Comparing the community's impressions to crime statistics may be useful in identifying public safety problems and in evaluating how current environmental conditions affect the perceived safety and hospitality of the Howard Street corridor.

Thus, Evanston's Full Circle project has two goals:

1. To update the inventory of businesses within the study area; and
2. To conduct an analysis of building, safety and business conditions within the study area

Analysis of the quantitative (business inventory, retail categories) and qualitative (building condition, perceived safety issues, business owner issues and concerns) data may assist the city in updating its strategies for improving the business environment and mix in this area.

PROJECT BACKGROUND AND PROBLEM DESCRIPTION

The difficulties facing the Howard Street business district are deep-seated and persistent. Since the mid-1990's, the City has made continued and concerted efforts aimed at strengthening Howard Street's troubled commercial corridor. In 1995, the City made the area the site of its neighborhood planning process to analyze its community and economic development issues and propose strategies to enhance its social and economic vitality. This effort resulted in the Southeast Evanston Comprehensive Neighborhood Plan (SECNP), adopted by the City Council October 1996.

That plan identified five community development priorities for Howard Street, two of which are Economic Development and Image/Marketing/Perception. For each of these priorities, goals and action recommendations were identified to strategically respond to identified issues. Since the plan's adoption, the City has moved to implement many of its recommendations to improve Howard Street's economic environment, including:

- Partnered with the City of Chicago, local businesses and neighbors on both sides of Howard Street to design, fund and construct a completely renovated streetscape
- Created the Howard Street Police Outpost to support EPD and Chicago police operations and to serve as a neighborhood anchor
- Hosted a developers' summit to explore the possibilities and issues related to attracting residential and mixed-use development to the corridor
- Commissioned a residential market analysis that found a heightened level of opportunity for certain for-sale housing products (town homes and condominiums) and an alternative rental market for local workers and households squeezed by both price and unit availability in adjacent city and suburban areas
- Created the Howard-Ridge Tax Increment Financing District (TIF) to foster public-private partnerships for redevelopment, attract new businesses and expand employment opportunities within the area. TIF assistance has since been used to improve water and sewer service for a new, 17-story, 221-unit rental residential property completed in 2008.
- Two active neighborhood organizations, Brummel Park Neighbors and Clyde-Callan Neighbors, play a continuing role in assisting in revitalization efforts in South Evanston by sponsoring community events and working with 8th Ward Alderman Ann Rainey on public safety and property standards issues.

Despite these and other efforts, Howard Street continues to struggle in terms of growth and viability. It is frustrating and telling to review the list of economic development and image issues identified in 1996 by the SECNP and see that several persist today, including: no local merchant organization; lack of diversity in business types; poor safety perceptions due to loitering and criminal activities; lack of promotion and marketing; and vacant storefronts. Information obtained by the Howard Street Full Circle project may provide guidance on how to redeploy economic development strategies and identify causes of lingering image and safety problems in the corridor.

PROJECT DESIGN

Evanston's Howard Street Full Circle Project was staffed by an interdepartmental team of personnel, representing the departments of Community Development, Information Technology and the Evanston Police Department's Problem Solving Team. With the cooperation and assistance from Alderman Rainey and members of Brummel Park Neighbors, staff developed two Howard Street survey instruments.

The first analysis is the Building Survey, which assessed the exterior physical condition and safety features of buildings along Evanston's side of Howard Street. This survey considers both structures and their public areas like sidewalks and parking lots. The safety analysis is conducted using principles of Crime Prevention Through Environmental Design [CPTED].

The second analysis is the Business Survey. This survey records information on the business store name and type, owner contact information, their responses to questions regarding business practices (e.g. place of residence, longevity, employees, rent, clientele) and impressions about the Howard Street business environment. The business owner survey was developed principally as a means to update merchant contact information and to establish communication. In addition, the survey includes questions related to the physical condition and safety features of each storefront, as well as the perceived business climate along Howard Street, such as:

- What is Howard Streets customer base and market area?
- To what extent do existing businesses work together to strengthen the business environment?
- What is good and bad about conducting business on Howard Street?

Both the building and the business surveys were administered by volunteers and staff using paper surveys. Prior to going in the field, participants attended one of two training sessions designed to familiarize them with the surveys and their intended purpose. Each training session also included an introductory course in CPTED principles and a practice exercise in observing and evaluating the physical conditions of properties along Howard Street. Because volunteers were asked to make both daytime and evening field observations, teams of two were encouraged.

BUILDING SURVEY: Assessment of Building Conditions and Safety Audit

BUILDING CONDITION RESPONSES AND ANALYSIS

The building survey asked volunteers for their impressions about aspects of Howard Street's physical environment. In this role, they represented primarily neighborhood residents who might frequent the business district. Survey questions were not intended to identify specific building code or property standards violations, nor were they directly targeting crime or criminal activities. The intent of the questions was to elicit observations which may speak to the reasons why Howard's commercial district may or may not be inviting for business activities and to make some assumptions as to how it is perceived by members of the broader public – including potential business owners or their customers, developers, investors and visitors.

There are twenty-seven principal structures within the Full Circle study area. Most of these are divided into multiple storefronts, the number, size and configuration of which have and continue to change over time. Howard Street's commercial buildings are predominantly single-story. However, seven are multi-floor,

mixed-use structures; six with residential units and one with offices on the upper floors. There is only one all-residential structure; it was constructed in 2008 with TIF assistance. However, unlike the other buildings with a residential component, this property provides an on-site management office, maintenance personnel, and 24-hour security services.

Survey responses related to observed building condition questions are summarized in Table 1, displayed in Maps 1 through 5, and discussed below.

Table 1 : Howard Street - Building Condition Analyses

Building Condition Questions	Responses
1. What is your impression of the maintenance of the building?	Very good 12%, Good 12%, Satisfactory 36%, Poor 36%, Very Poor 3%
2. Appearance of exterior (paint, brick, siding, etc)	Excellent 12%, Good 36%, Fair 21%, Poor 30%,
3. Appearance of windows	Excellent 17%, Good 37%, Fair 29%, Poor 17%
4. Appearance of doors	Excellent 17%, Good 33%, Fair 27%, Poor 23%
5. Condition of sidewalk	Excellent 6%, Good 67%, Fair 24%, Poor 3%
6. Condition of street trees	Excellent 6%, Good 45%, Fair 33%, Poor 3%, N.A. 12%
7. Litter	Large Amt 6%, Medium Amt 3%, Small Amt 67%, None 24%
8. Condition of surrounding block?	Excellent 6%, Good 15%, Fair 52%, Poor 27%

What is your impression of the maintenance of the building?

Map 1 depicts the distribution of the responses to this question. Surveys found that the majority of Howard Street’s storefronts were adequately maintained. Nearly one quarter (24%) were reported as Good or Very Good; another 36% of the storefronts were rated as Satisfactory. However, 40% of the storefronts were perceived to be poorly or very poorly maintained. These buildings were clustered in the 700 Block of Howard and in the block east of Chicago Avenue.

Appearance of exterior, doors and windows

Questions related to the condition of significant storefront elements were included to better describe what problems with physical conditions were being observed. Volunteers were asked to observe the condition of three elements – exterior building materials (paint, masonry, etc), storefront windows and doors. Based upon the responses received, the condition of exterior building materials appears most closely associated with poor building maintenance. The condition of the exterior building materials was seen as Fair to Poor for 51% of the storefronts and Good to Very Good for only 45%. The perceived condition of storefront doors was equally split between Good to Excellent (50%) and Fair to Poor (50%). The condition of windows was rated as Good to Excellent for 54% of the storefronts and Fair to Poor for the remaining 46%.

Condition of pedestrian areas – sidewalks, trees and litter

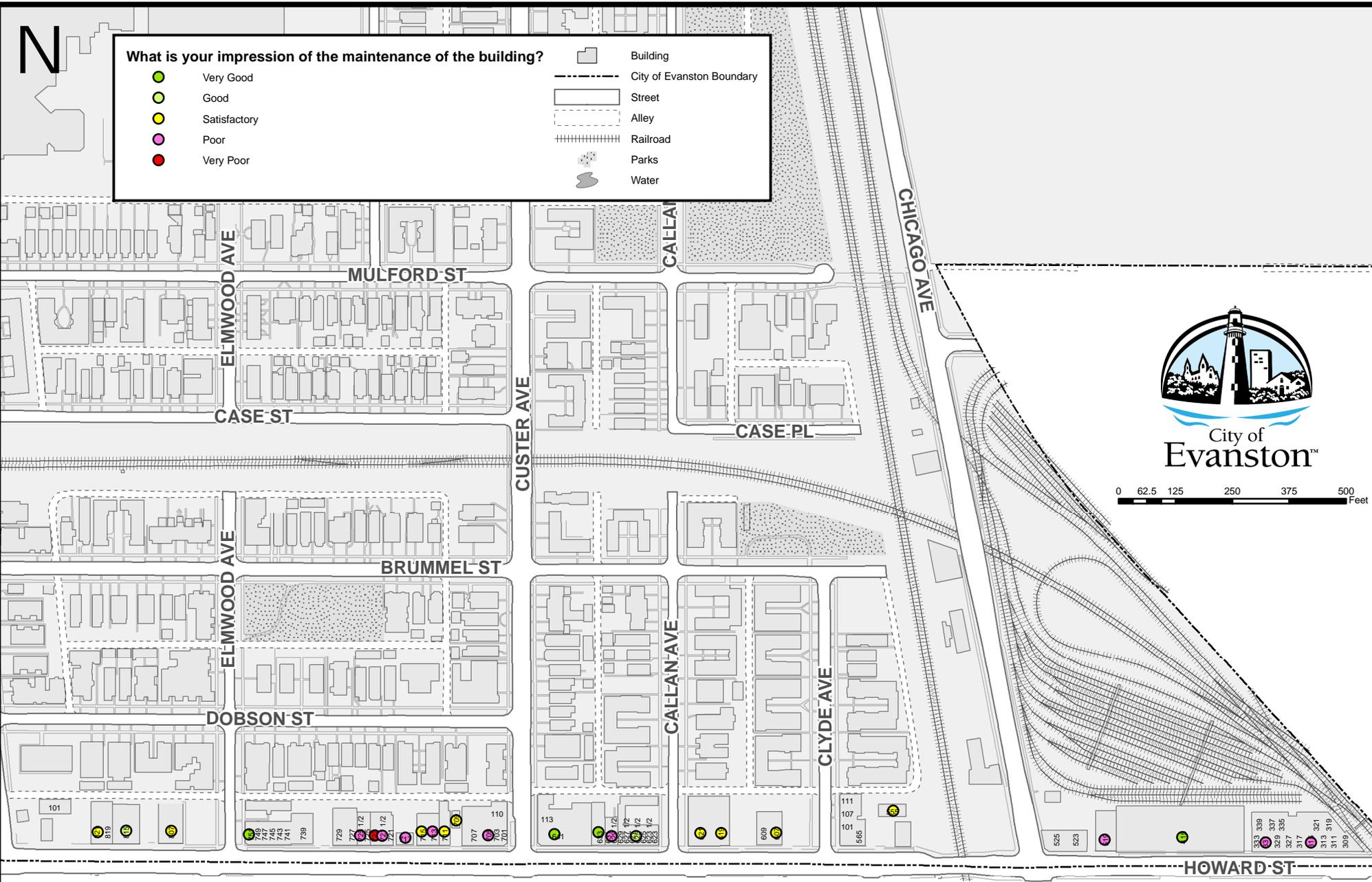
The overall impression of the pedestrian area is derived using questions related to the condition of the sidewalk and street trees and to the amount of litter observed, as displayed in Maps 2 - 4. Responses

N

What is your impression of the maintenance of the building?

- Very Good
- Good
- Satisfactory
- Poor
- Very Poor

- Building
- City of Evanston Boundary
- Street
- Alley
- Railroad
- Parks
- Water



Evanston Full Circle Project
 Howard Street Business Inventory and Safety Audit
 June 2010

Map 1: Building Maintenance

suggest that the 2001 streetscape renovation was successful in improving the sidewalk, but are more ambivalent about other elements of the pedestrian environment.

Map 2 - Sidewalk conditions were reported as Good to Excellent for 73% of the storefront locations. In 24% of the corridor, sidewalks were seen as in Fair condition; only 3% of the responses found the sidewalk to be in Poor condition.

Map 3 - By providing shade and adding a "green" dimension to the urban setting, street trees are a visible and important component of the Howard streetscape. Their reported condition was Good to Excellent within 51% of the commercial area, only Fair in 33% and Poor or in 3% (12% of the store locations did not comment on street trees).

Map 4 - The presence of small amounts of litter affects 67% of the commercial areas. Litter judged to be medium to large in amount was observed in under 10% of the area and was concentrated between Callan and Clyde Avenues. Nearly a quarter of the corridor was reported as having no litter present.

Condition of surrounding block?

This question assesses the contextual impressions of the commercial storefronts, including respondents' general sense of surrounding properties and areas. Map 5 displays survey responses which appear to paint a picture of an area that is just holding its own in terms of the perceived physical conditions. Most of the responses found that the physical condition of the surrounding block was Fair (52%). However, more surveyors felt that the surrounding blocks were in Poor condition (27%) than Good (15%) and Excellent (6%), combined. Concentrations of Poor ratings were found in the 700 and 300 blocks of Howard.

Property Standards Violations: 2005-2010

Map 6 displays the location of the property standard violations issued to properties within the Full Circle Study area between January 1, 2005 and April 30, 2010. During this period, eleven properties received eight or fewer citations; these properties are geographically disbursed between five of the six blocks under study. Ten properties each received between 9 and 42 violations; all but two of these were located on the three blocks between Elmwood and Clyde Avenue. The two buildings which received the highest number of citations were 309 and 739 Howard, which received 191 and 64, respectively.

There were mixed results with regard to finding a correlation between the mapped locations of code violations and the perceived levels of property maintenance (Map 1). Most of the buildings whose maintenance was rated as Poor and Very Poor were geographically clustered between 701 and 725 Howard. With the exception of the 701-707 Howard building (which received none), the violation totals reported for each of these properties were not among the highest reported in the study area. However, surveys also found both buildings in the 300 block to be poorly maintained. There, one building received the highest reported number of property standards violations and the other none. Other buildings which were seen as poorly maintained were 629-631 and 519 Howard, which respectively received 26 and eight violations during the past five years.

SAFETY AUDIT RESPONSES AND ANALYSIS

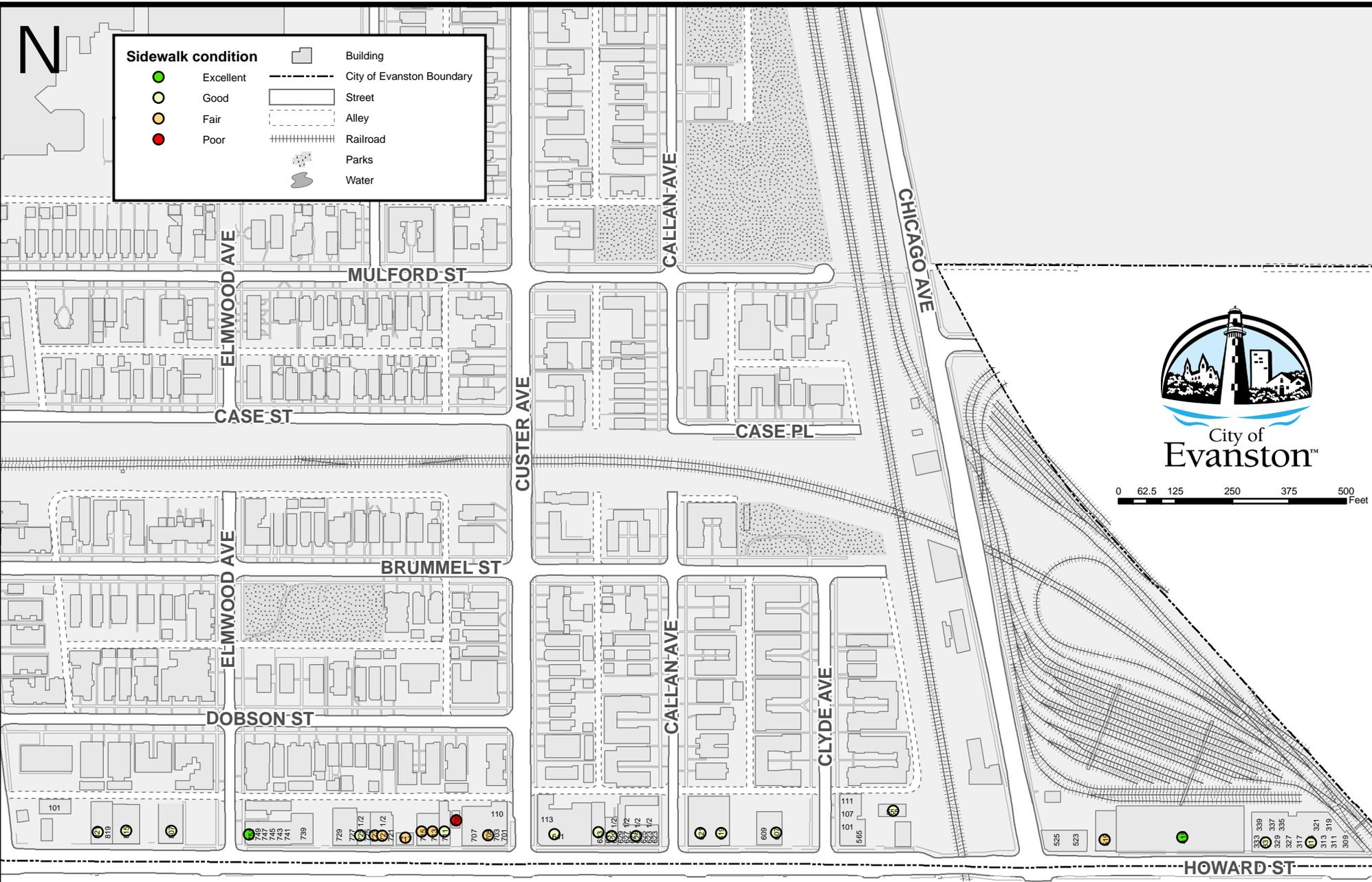
The safety audit questions were based upon CPTED's core principle that proper design and effective use of the built environment can lead to a reduction in the fear and incidence of crime and an improvement in the quality of life. Design elements can be manipulated to produce behavioral effects that will reduce crime.

N

Sidewalk condition

- Excellent
- Good
- Fair
- Poor

 Building
 City of Evanston Boundary
 Street
 Alley
 Railroad
 Parks
 Water



Evanston Full Circle Project
 Howard Street Business Inventory and Safety Audit
 June 2010

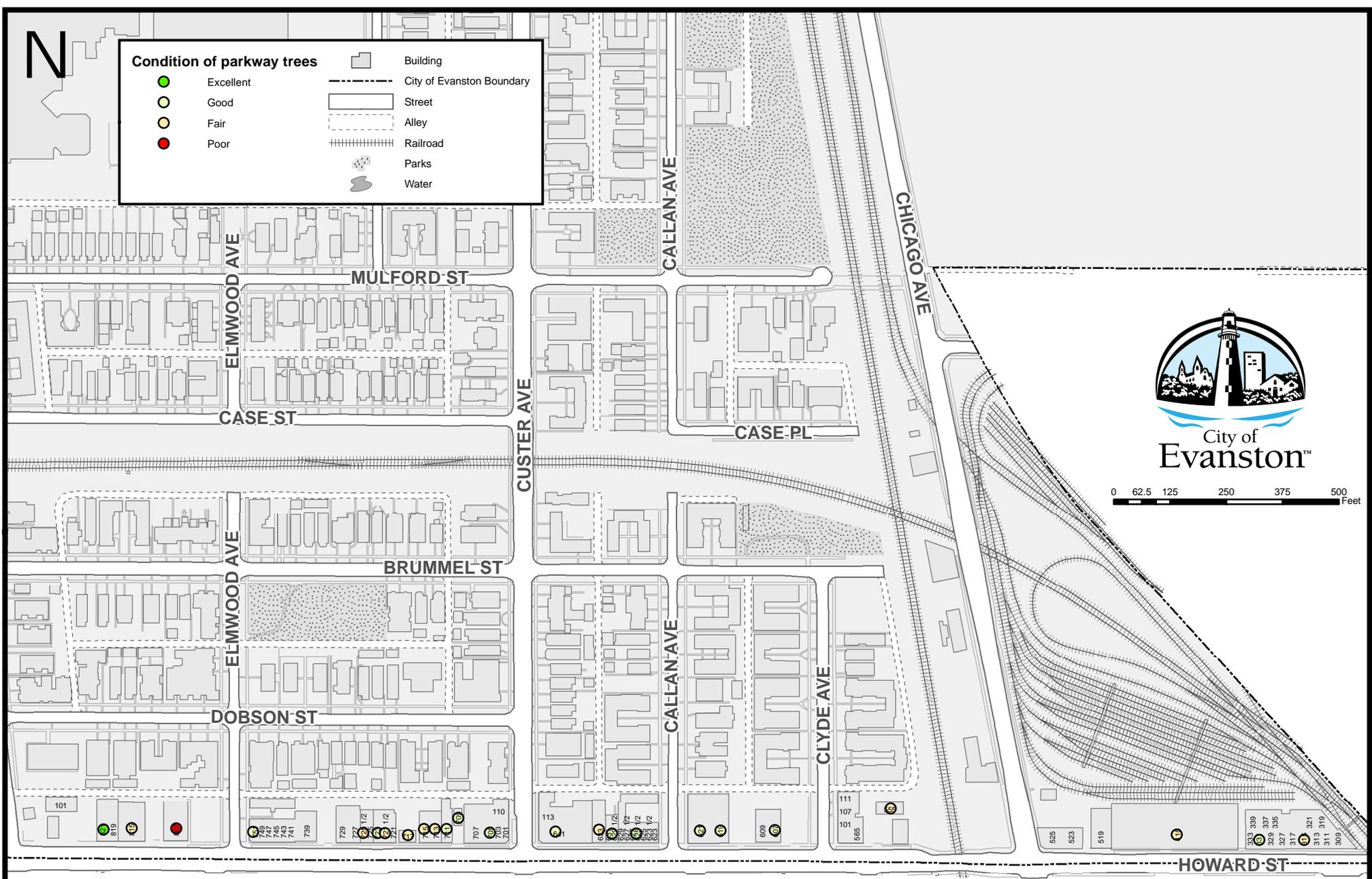
Map 2: Condition of Sidewalk

N

Condition of parkway trees

- Excellent
- Good
- Fair
- Poor

- Building
- City of Evanston Boundary
- Street
- Alley
- Railroad
- Parks
- Water



Evanston Full Circle Project
 Howard Street Business Inventory and Safety Audit
 June 2010

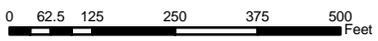
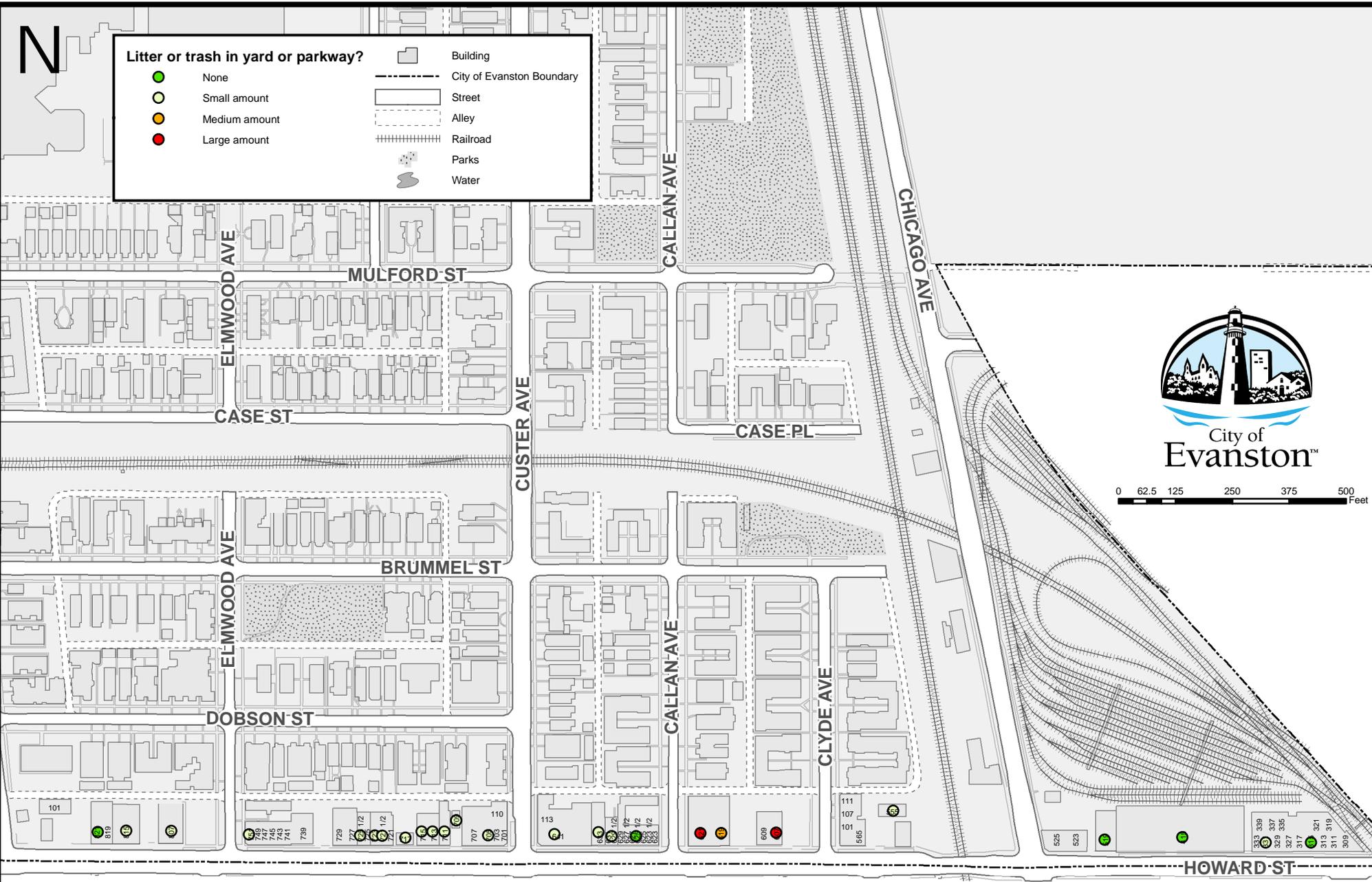
Map 3: Condition of Parkway Trees

N

Litter or trash in yard or parkway?

- None
- Small amount
- Medium amount
- Large amount

- Building
- City of Evanston Boundary
- Street
- Alley
- Railroad
- Parks
- Water



Evanston Full Circle Project
 Howard Street Business Inventory and Safety Audit
 June 2010

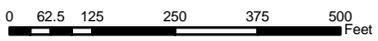
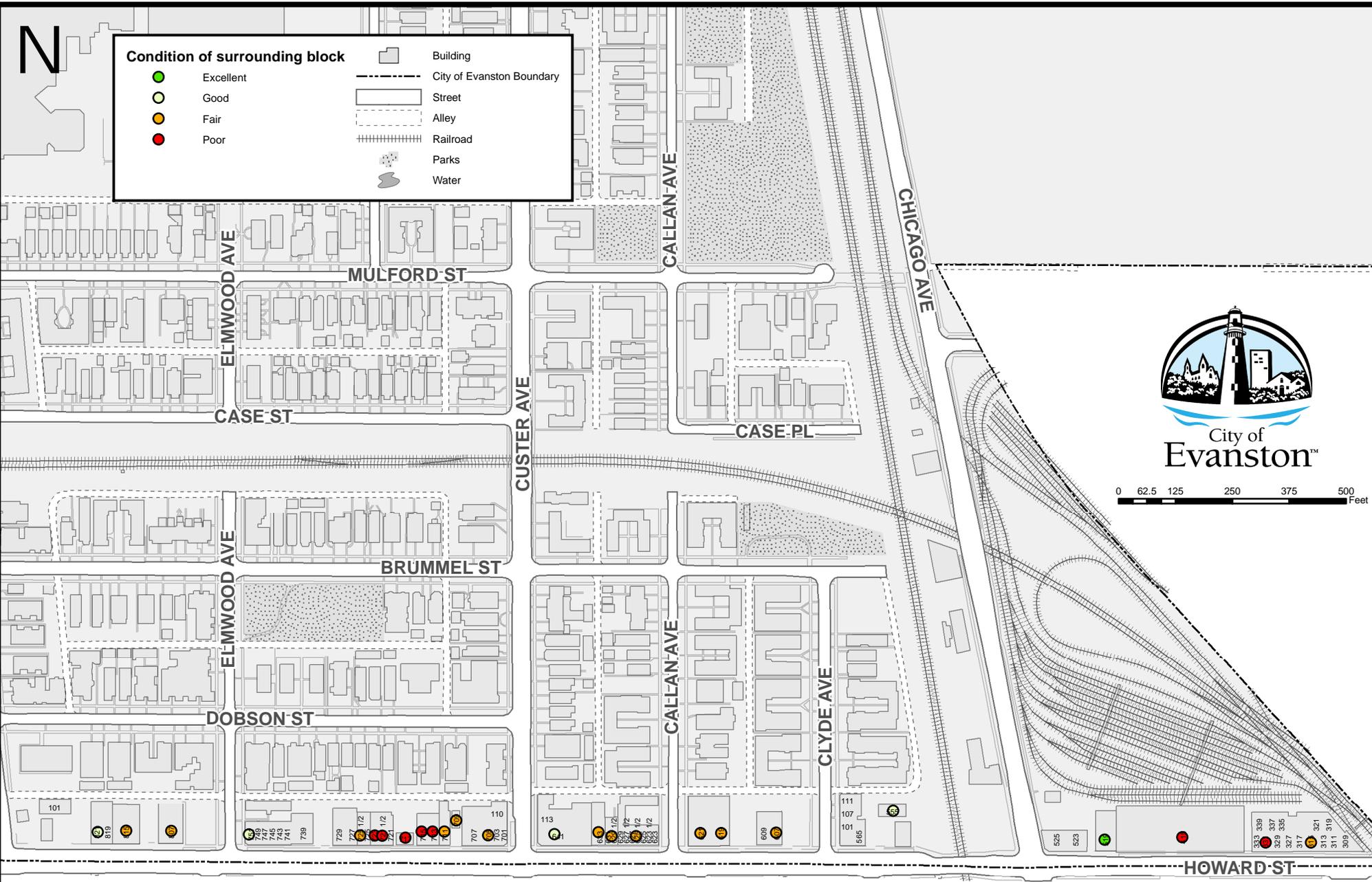
Map 4: Presence of Litter

N

Condition of surrounding block

- Excellent
- Good
- Fair
- Poor

-  Building
-  City of Evanston Boundary
-  Street
-  Alley
-  Railroad
-  Parks
-  Water



Evanston Full Circle Project
 Howard Street Business Inventory and Safety Audit
 June 2010

Map 5: Condition of Surrounding Block

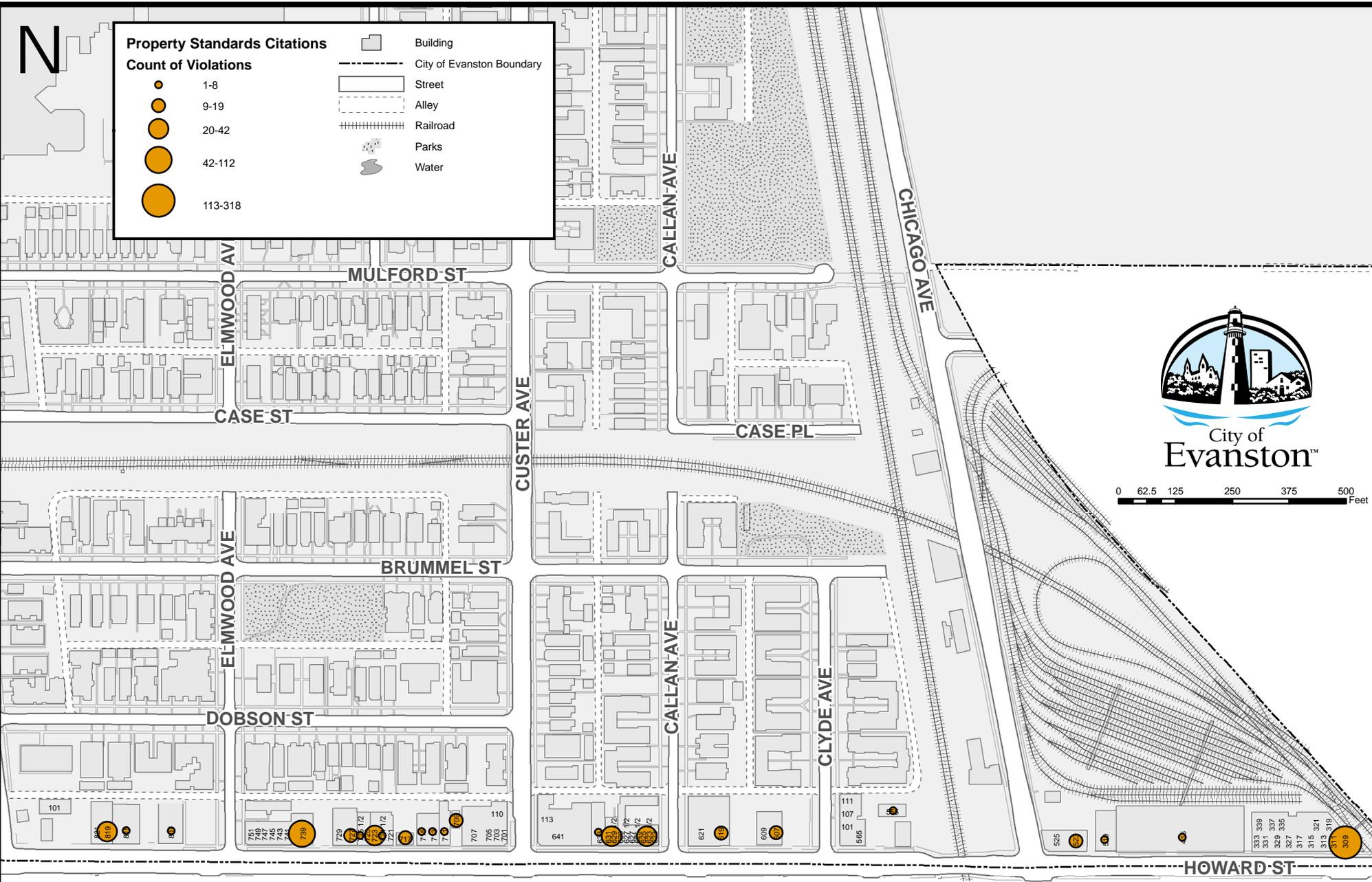
N

Property Standards Citations

Count of Violations

- 1-8
- 9-19
- 20-42
- 42-112
- 113-318

- Building
- - - City of Evanston Boundary
- ▭ Street
- - - Alley
- ||||| Railroad
- ⊙ Parks
- ⊙ Water



Evanston Full Circle Project
 Howard Street Business Inventory and Safety Audit
 June 2010

Map 6: Property Standards Citations (1/2005-4/2010)

These behavioral effects can be accomplished by reducing the propensity of the physical environment to support criminal behavior. The three key concepts of proper CPTED design are:

Natural Surveillance: Provide an opportunity for people engaged in normal everyday activity to observe the space around them. Provide a good visual connection between commercial or residential spaces and public environments, such as streets, common areas, sidewalks, parks, etc. Provide for the ability to see into a room or space prior to entering it.

Natural Access Control: Create and maintain spatial definition that supports, denies or controls access to a potential crime target and creates a perception of risk in offenders. For example, ensure that entrances are visible, well lit and overlooked by windows.

Territorial Reinforcement: Create a sense of ownership to foster behavior that challenges unwanted acts or use of the space. "Owners" of the space have a vested interest and are more likely to challenge unwanted behavior or report them to police.

Maps 7 through 13 display responses to questions related to the eight Safety Audit questions shown in Table 2. The safety questions are grouped according by the CPTED concept they most represent. Questions 1- 4 are most closely associated with the concept of Natural Surveillance and the role that observation and good visual connections play in making a place feel safer. Question 2 also relates to Access Control, because many of the areas identified as potential hiding areas were unlit, recessed doorways. Questions 5-8 are measures of Territorial Reinforcement and the importance that a sense of ownership – either by a business owner or community members – have in challenging unwanted or illegal acts.

Table 2 : Howard Street – Safety Audit Analyses

Safety Questions	Responses
1. How well does lighting illuminate pedestrian areas?	Excellent 0%, Good 21%, Fair 55%, Poor 24%
2. Are there confined areas where someone could hide?	Yes 69%, No 31%
3. Is visibility maintained from the interior of the store?	Yes 59%, No 41% of the front windows were covered by signage. A maximum of
4. Is there natural surveillance?	Yes 70% No 30%
5. Does the place feel abandoned?	Yes 30%, No 70%
6. Does the place feel cared for?	Yes 59%, No 41%
7. Graffiti or Tagging visible?	Yes 5%, No 95%
8. Do people or activities seem positive or negative. Why?	Positive 67% (pedestrians & vehicular traffic) Neutral 5%, Positive(day)/Negative(night) 5%, Negative 23% (loitering)

How well does lighting illuminate pedestrian areas?

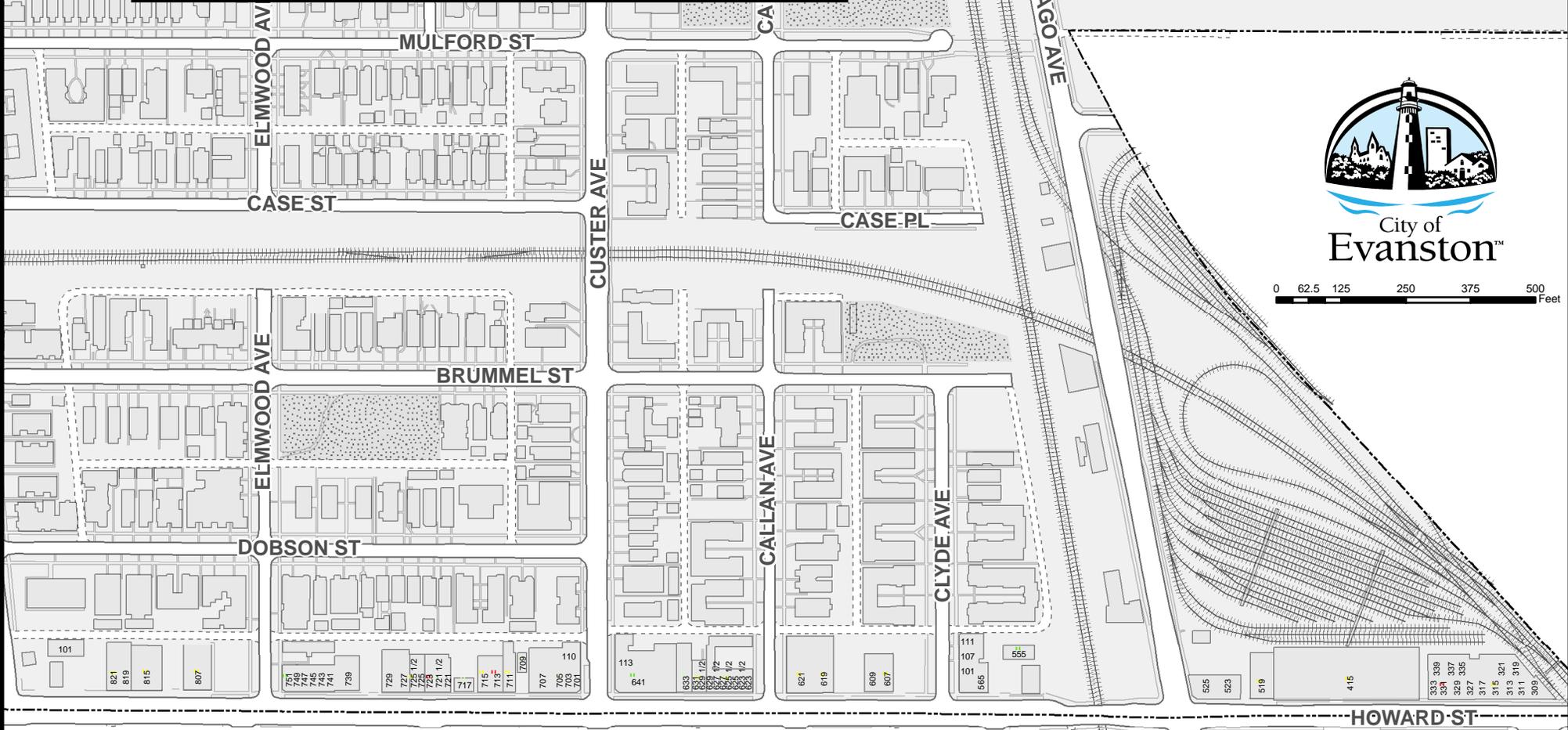
Map 7 reports on the perceived levels of pedestrian visibility in terms of lighting and the presence of some type of visual obstruction. Based upon the distribution of responses to this question, lighting of the pedestrian area along Howard Street does not greatly contribute to natural surveillance during the evening hours. More than half of the study area's sidewalks and pedestrian areas were seen as having only Fair visibility, meaning that vision to 25 feet is mostly clear and unobstructed. Nearly a quarter of the responses,

N

Can you clearly see what's up ahead (25 feet)?

- Excellent - Vision to 25 feet is fully illuminated and unobstructed
- Good - Vision to 25 feet is fully clear and unobstructed
- Fair - Vision to 25 feet is mostly clear and unobstructed
- Poor - Vision to 25 feet is poorly illuminated or partially obstructed

- Building
- City of Evanston Boundary
- Street
- Alley
- Railroad
- Parks
- Water



Evanston Full Circle Project
 Howard Street Business Inventory and Safety Audit
 June 2010

Map 7: Pedestrian Area Visibility

clustered in 300 and 700 blocks of Howard, said that vision was poorly illuminated or partially obstructed. Only 21% of the sidewalk was reported as having Good visibility and none was found to have Excellent or fully illuminated and unobstructed vision.

Are there confined areas where someone could hide?

A serious threat to natural surveillance is suggested by the responses that were received for this question. Volunteers reported the presence of confined areas with the potential to serve as a hiding place or ambush points in 69% of the study area. These locations include recessed doorways, building corners at alleys and parking lots and other breaks in the street wall. Map 8 shows no apparent concentration of these locations, rather they are pervasive throughout the corridor. In some cases, improved exterior entryway or facade lighting or display window lighting could reduce or eliminate the problem created by a shadowy vestibule.

Is visibility maintained from the interior of the store?

The maintenance of visibility into and out of storefronts is a critical natural surveillance concept for commercial areas. Studies have shown that stores in which signage or other barriers block visual contact from the outside are perceived by normal customers as unsafe and are easy targets for criminals. Poor visibility also seriously hampers police patrol of these businesses. Map 9 displays the location of survey responses for this question.

Visibility into and out of storefronts was reported in 49% of Howard Street's commercial spaces. However, natural surveillance into the remainder of the stores is obscured by shelving, window coverings (blinds, draperies) and/or signage. This practice is particularly prevalent in the 300, 700 and 800 blocks of Howard Street.

Is there natural surveillance?

Map 10 displays the responses given by volunteers when they were asked directly whether or not a particular location is well monitored by normal activities. Volunteers responded that 70% of the store locations are subject to natural surveillance. This is a higher than expected rating given the responses related to pedestrian lighting and hiding places. However, time of day may be a mediating factor which was not controlled for. Locations identified as problematic were either vacant spaces or storefront churches in the 700 and 800 blocks of Howard.

Does the place feel abandoned?

This question asks, "Does it look like anyone takes notice or ownership of what happens here?" and it is the essence of the CPTED concept of Territorial Reinforcement. Similar to the "broken windows" theory of community policing, it contends that bad behaviors like vandalism thrive where there is no fear of consequences. However, challenging these unwanted acts can help prevent or reduce crime. Map 11 shows survey results for this question

Survey responses report that 30% of the storefronts within the study area exhibit a feeling that no one is accountable for what goes on there. Map 11 locates these responses as clusters within the 700 and 800 blocks of Howard.

Does the place feel cared for?

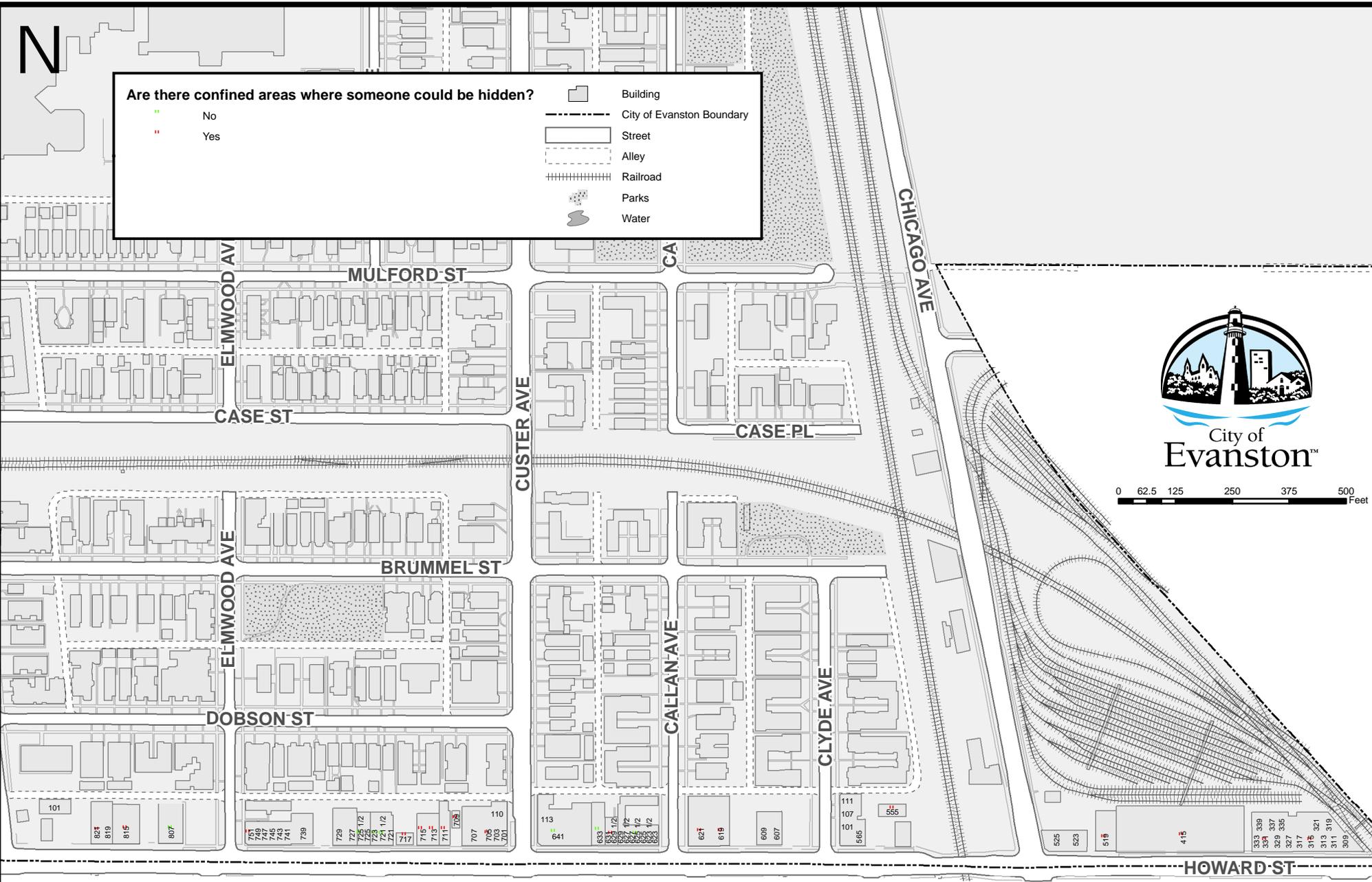
Rather than asking directly about the physical condition of the building, this question asks about the apparent level of care or vested interest exhibited by the building or store owners in maintaining a good appearance within the community. Responses to this question are shown in Map 12.

N

Are there confined areas where someone could be hidden?

■ No
■ Yes

 Building
 City of Evanston Boundary
 Street
 Alley
 Railroad
 Parks
 Water



Evanston Full Circle Project
 Howard Street Business Inventory and Safety Audit
 June 2010

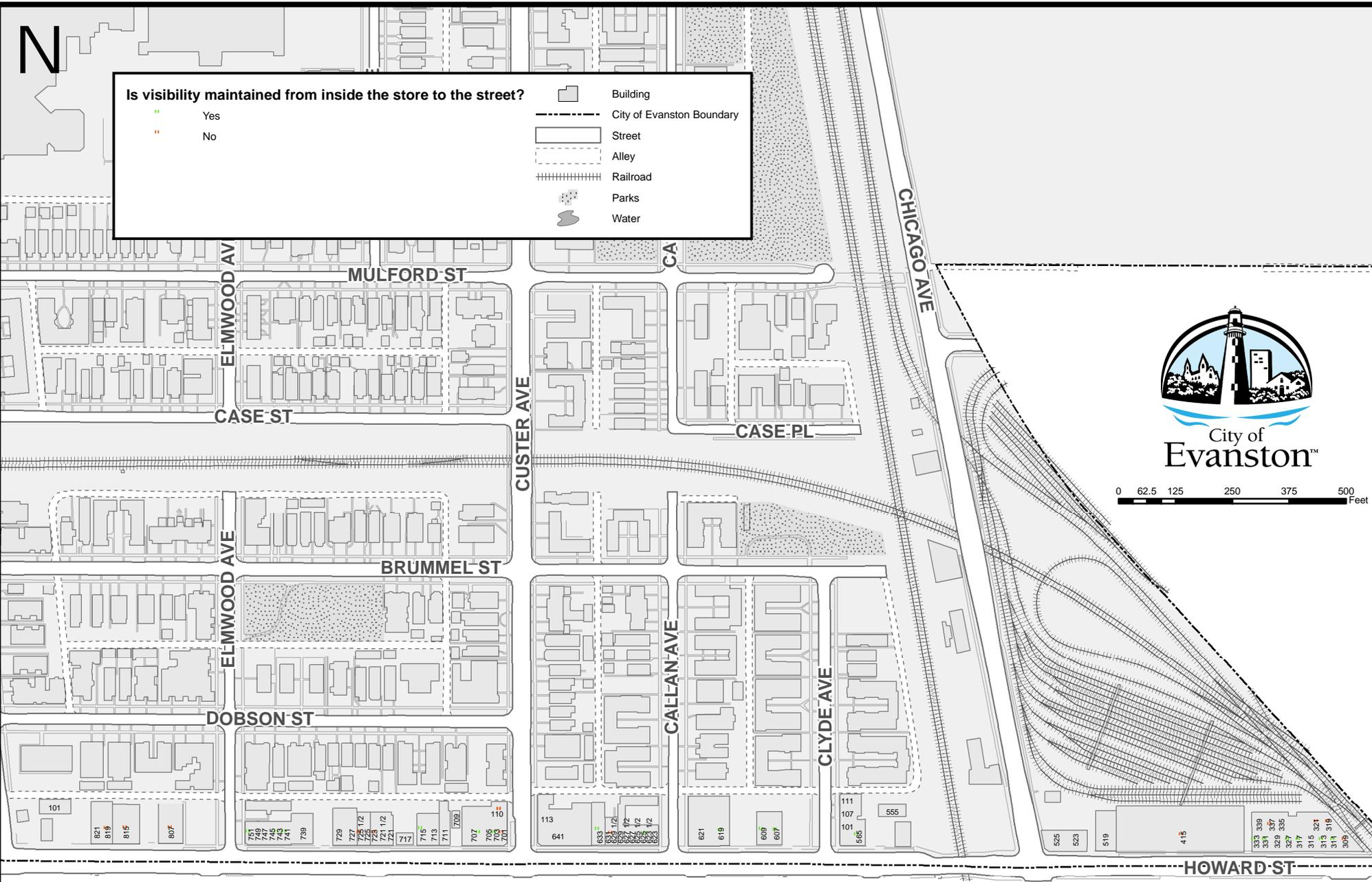
Map 8: Presence of Confined Areas

N

Is visibility maintained from inside the store to the street?

- Yes
- No

- Building
- City of Evanston Boundary
- Street
- Alley
- Railroad
- Parks
- Water



Evanston Full Circle Project
 Howard Street Business Inventory and Safety Audit
 June 2010

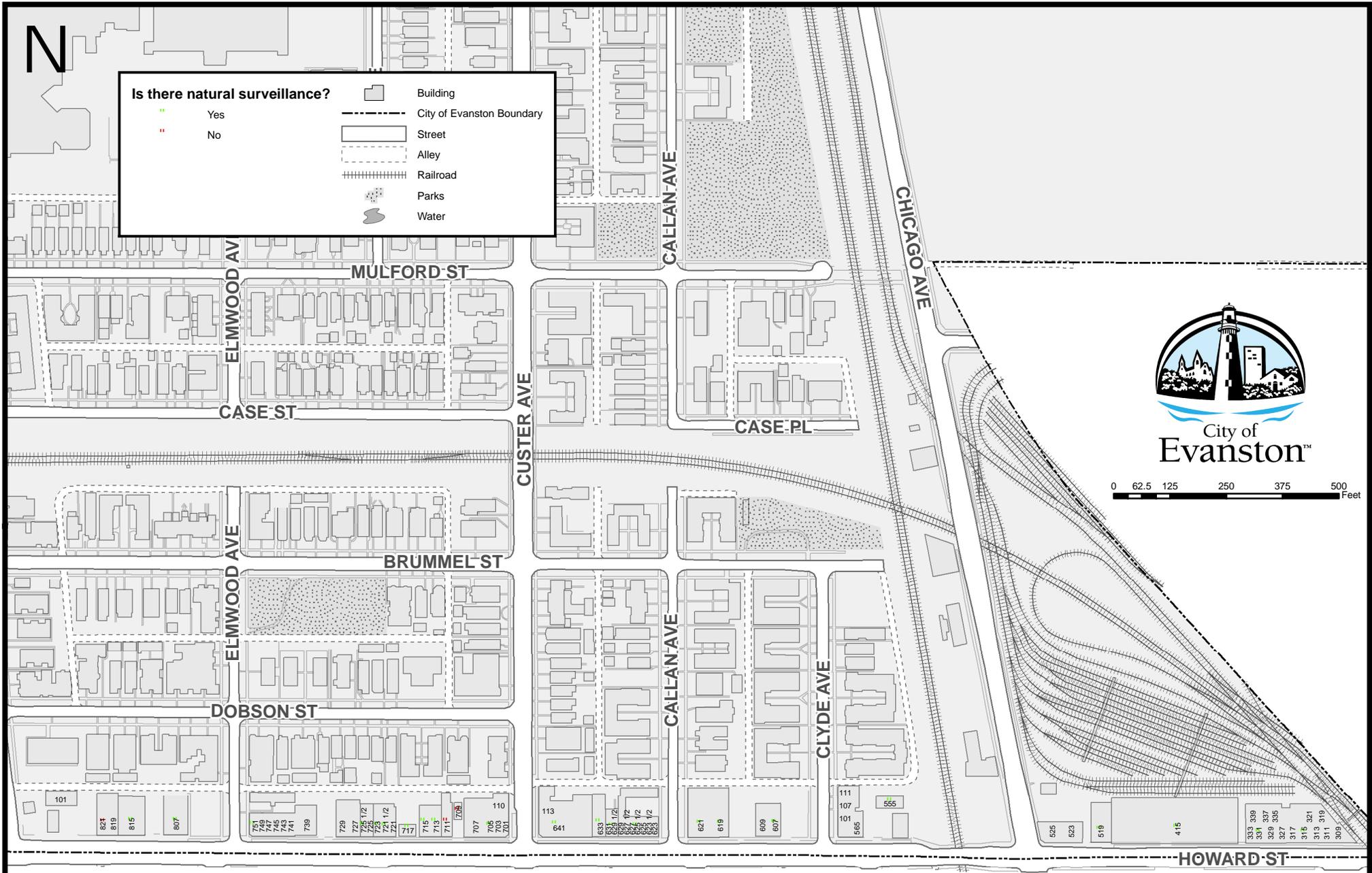
Map 9: Visibility from Inside the Business to the Street

N

Is there natural surveillance?

- Yes
- No

- Building
- City of Evanston Boundary
- Street
- Alley
- Railroad
- Parks
- Water



Evanston Full Circle Project
 Howard Street Business Inventory and Safety Audit
 June 2010

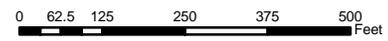
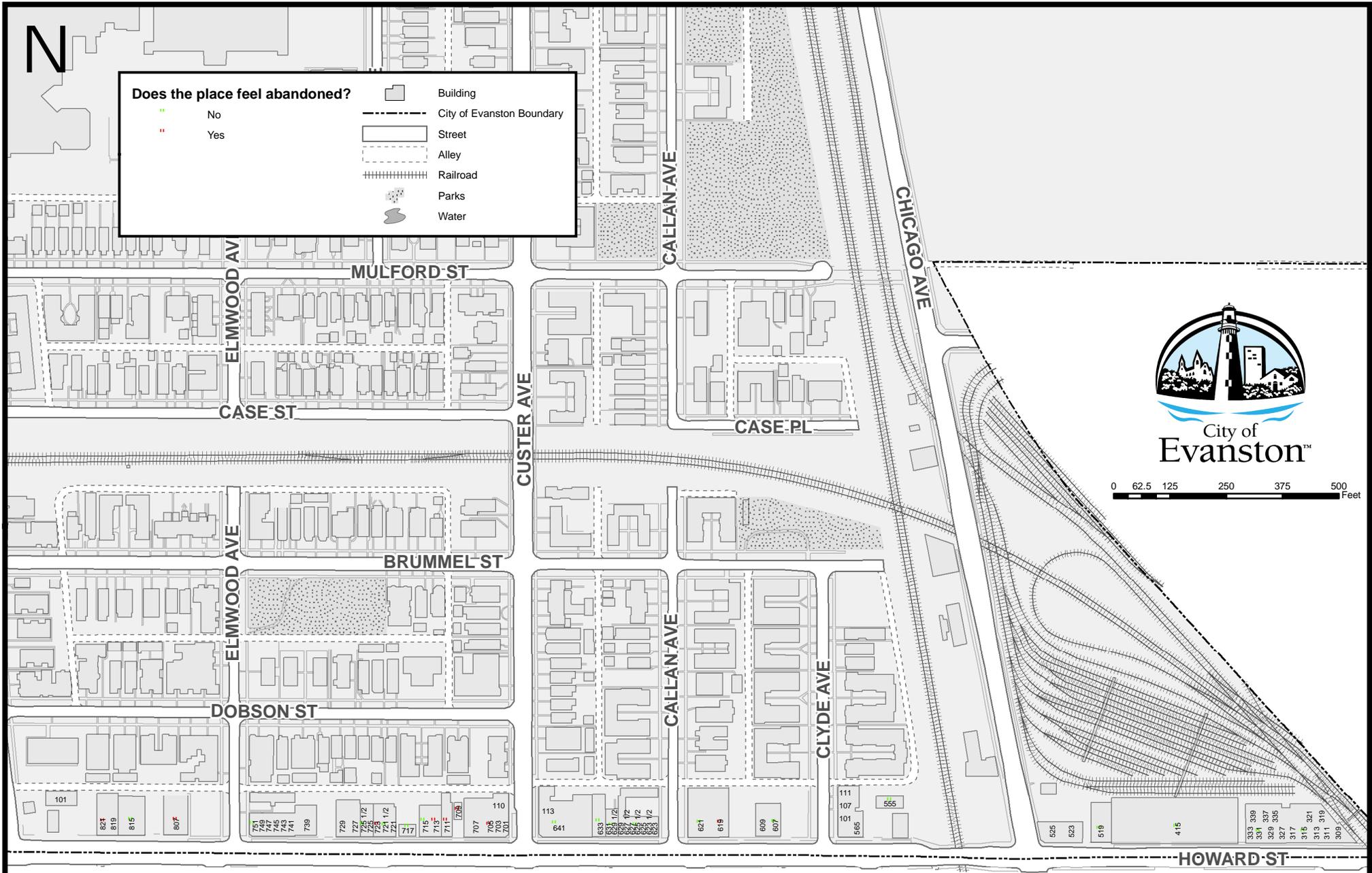
Map 10: Natural Surveillance

N

Does the place feel abandoned?

- No
- Yes

- Building
- City of Evanston Boundary
- Street
- Alley
- Railroad
- Parks
- Water



Evanston Full Circle Project
 Howard Street Business Inventory and Safety Audit
 June 2010

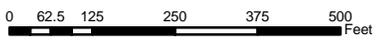
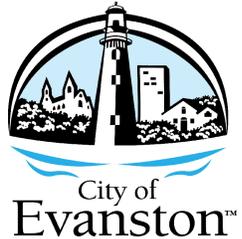
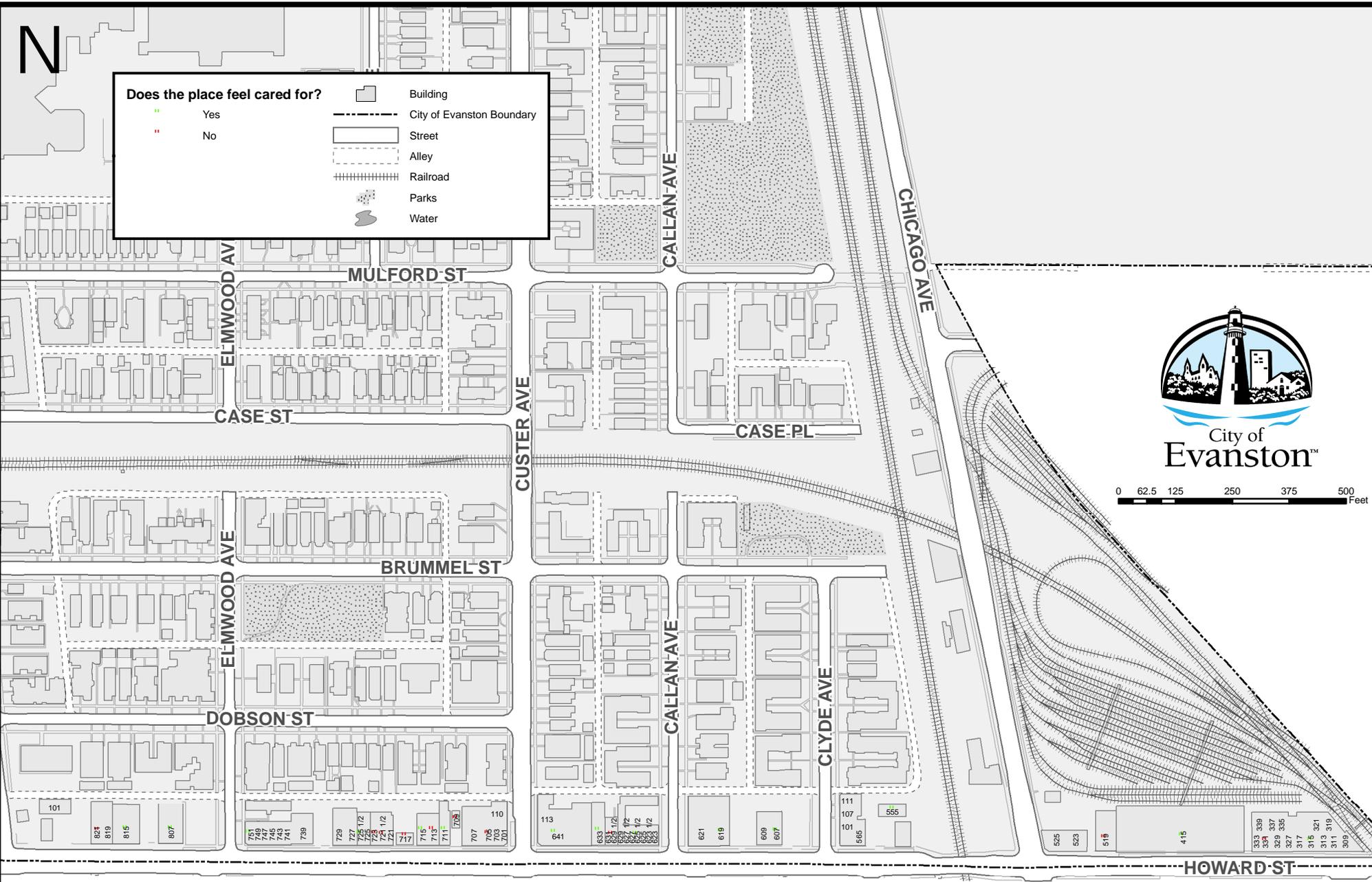
Map 11: Does the Place Feel Abandoned?

N

Does the place feel cared for?

Yes
No

Building
City of Evanston Boundary
Street
Alley
Railroad
Parks
Water



Evanston Full Circle Project
Howard Street Business Inventory and Safety Audit
June 2010

Map 12: Does the Place Feel Cared For?

Fifty-nine percent (59%) of the storefronts were seen as being cared for. These are evenly distributed throughout the study area. The remaining 41% of storefronts were seen as not being cared for. While these were distributed between four of the six blocks within the study area, they were most geographically concentrated in the 700 block and in the block east of Chicago Avenue.

Seventeen storefront tenants (33%) either declined or could never be located to respond to the survey. Using this as one indicator of the level of care shown, the locations of non-responsive address were mapped together with reported levels of abandonment by Map 13. 80% of the non-responsive storefronts were judged as not cared for.

Graffiti or tagging visible?

Graffiti is evidence of both the lack of visual monitoring and a symbol of someone taking non-legitimate ownership of a place or building. Locations where it is prevalent would be assumed to be lacking in both natural surveillance and territorial reinforcement. While graffiti was evident in only 5% of the storefront locations, Map 14 indicates that was very concentrated in the 800 and 300 blocks of Howard.

Do people or activities seem positive or negative. Why?

Map 15 shows the distribution of responses to this question. For the majority of storefront locations (72%), observed activities were reported to be positive or neutral – pedestrian or vehicular traffic and store customers. Five percent of the locations were observed as having positive activities during the daytime and negative ones in the evening. Negative activities – mainly loitering or hanging out – were noted at 23% of the storefront locations.

Calls for Service: 2005-2010

Map 16 shows the distribution of Evanston Police Department calls for service on Howard Street between 2005 and 2010. Calls that were obviously no related to the business were excluded (e.g. traffic stops). Four locations had over 100 police calls each during this time – two of those had ~300. One reason that these locations registered high levels of police calls is the uses they house. Figure A graphs reported police calls by the types of use. Uses which generated the highest number of police calls were beauty shops, gas stations and residences. The highest concentrations of calls shown on Map 16 are the locations occupied by two service stations and two mix-use buildings, with upper floor residences. The easternmost mixed use building also houses a beauty/barber shop and nail salon on its ground floor.

Anecdotally, a review of the calls for service reveals that the business types with the most police calls are operating outside of normal business hours. For example, call details show that four of the beauty salons are operating after 8 p.m. In one case, 30% of the calls for service (5 of 15) were after 8 p.m. Additionally, details of calls for service at one of the gas stations show that the convenience store is regularly open outside of hours dictated by ordinance.

BUSINESS SURVEY - Business Inventory, District Practices and Issues, Retail Mix

The primary purpose of the Business Survey is to update the City's inventory of the businesses and other uses along Howard Street, including owner contact information. In addition, the survey requests information about both business practices and the areas business environment and within the area.

N

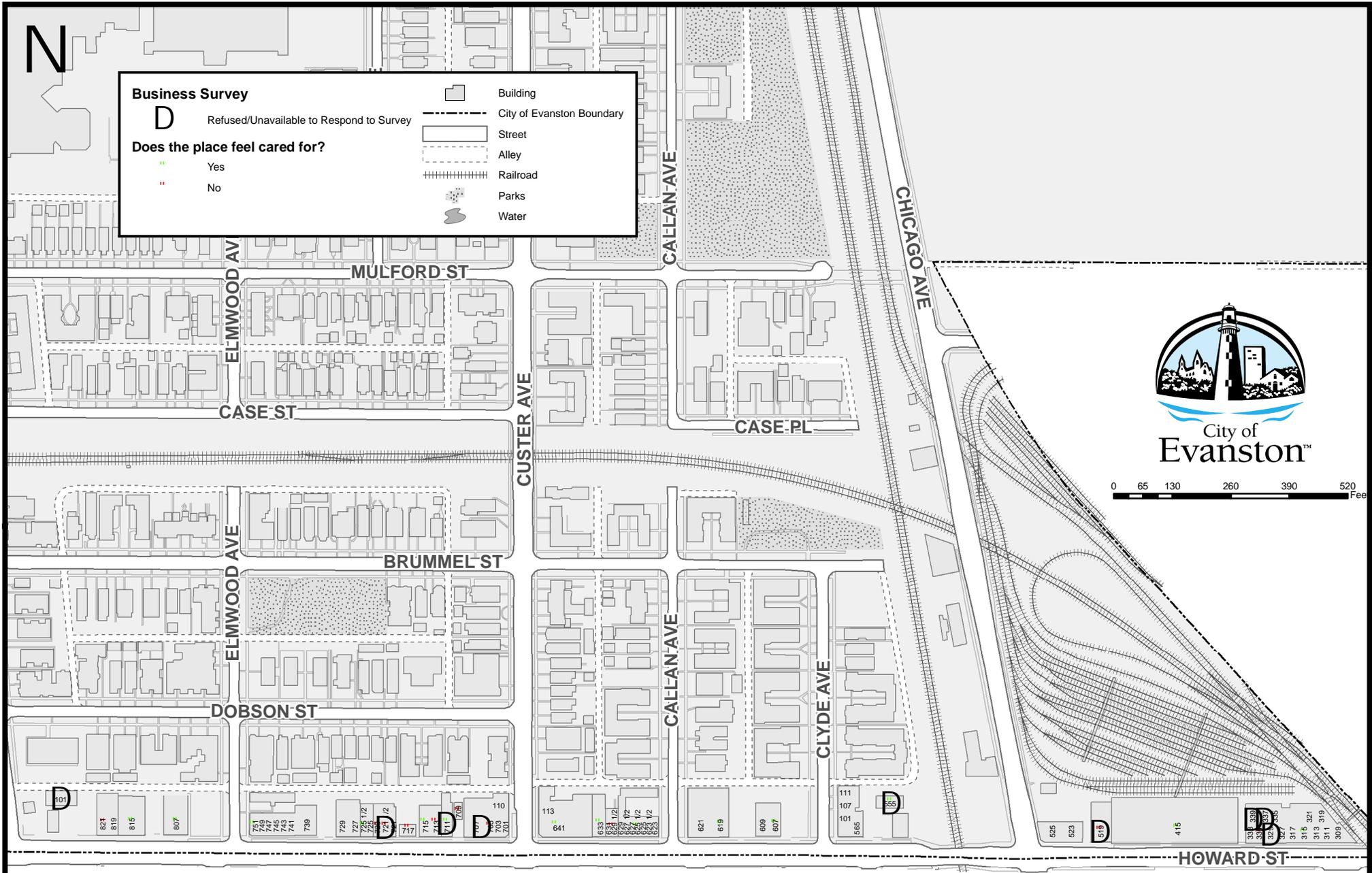
Business Survey

D Refused/Unavailable to Respond to Survey

Does the place feel cared for?

Yes
No

- Building
- City of Evanston Boundary
- Street
- Alley
- Railroad
- Parks
- Water



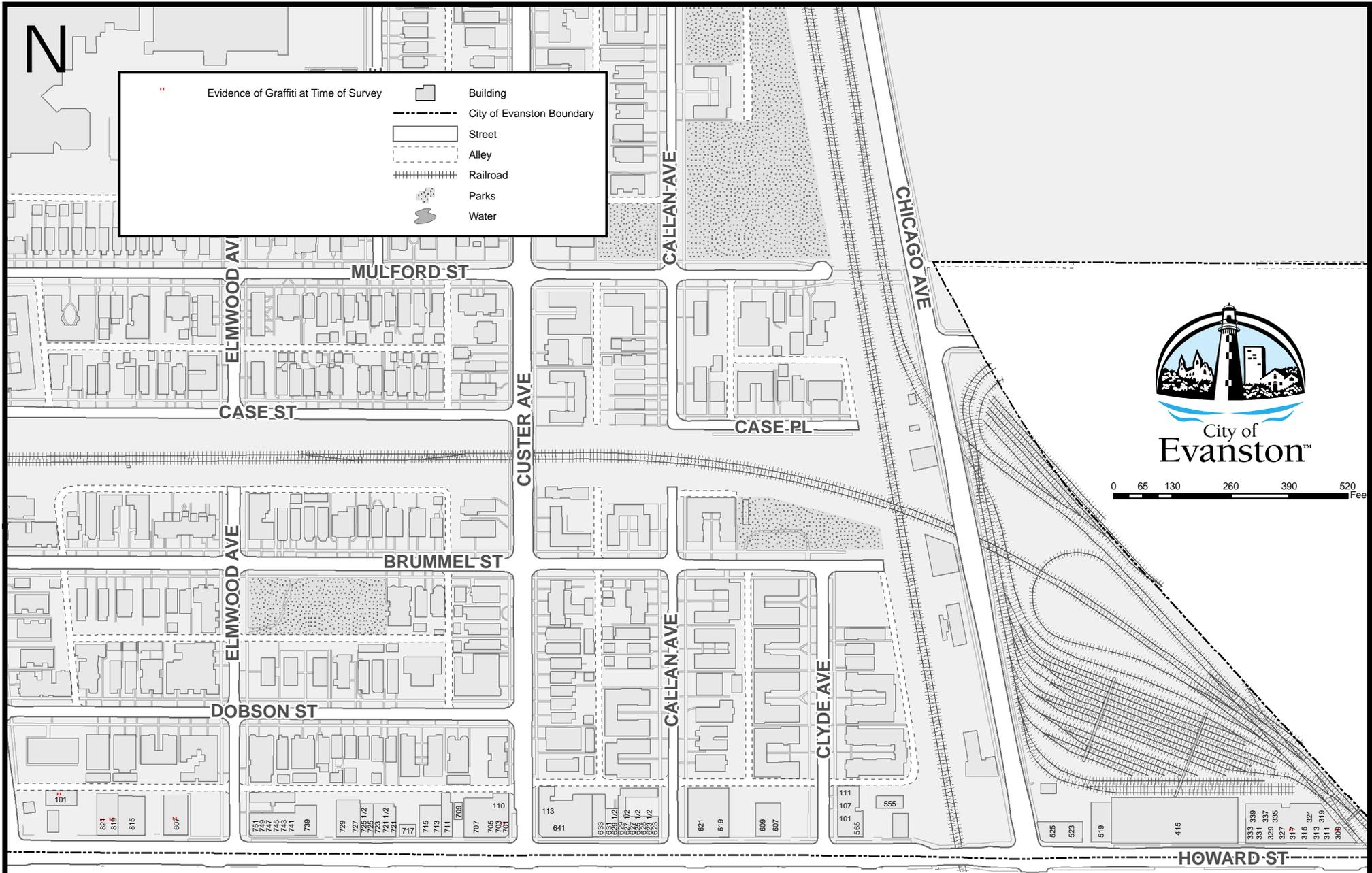
Evanston Full Circle Project
 Howard Street Business Inventory and Safety Audit
 June 2010

Map 13: Business Survey Non-Response and Volunteers' Impressions of Property

N

Evidence of Graffiti at Time of Survey

- Evidence of Graffiti at Time of Survey
- Building
- City of Evanston Boundary
- Street
- Alley
- Railroad
- Parks
- Water

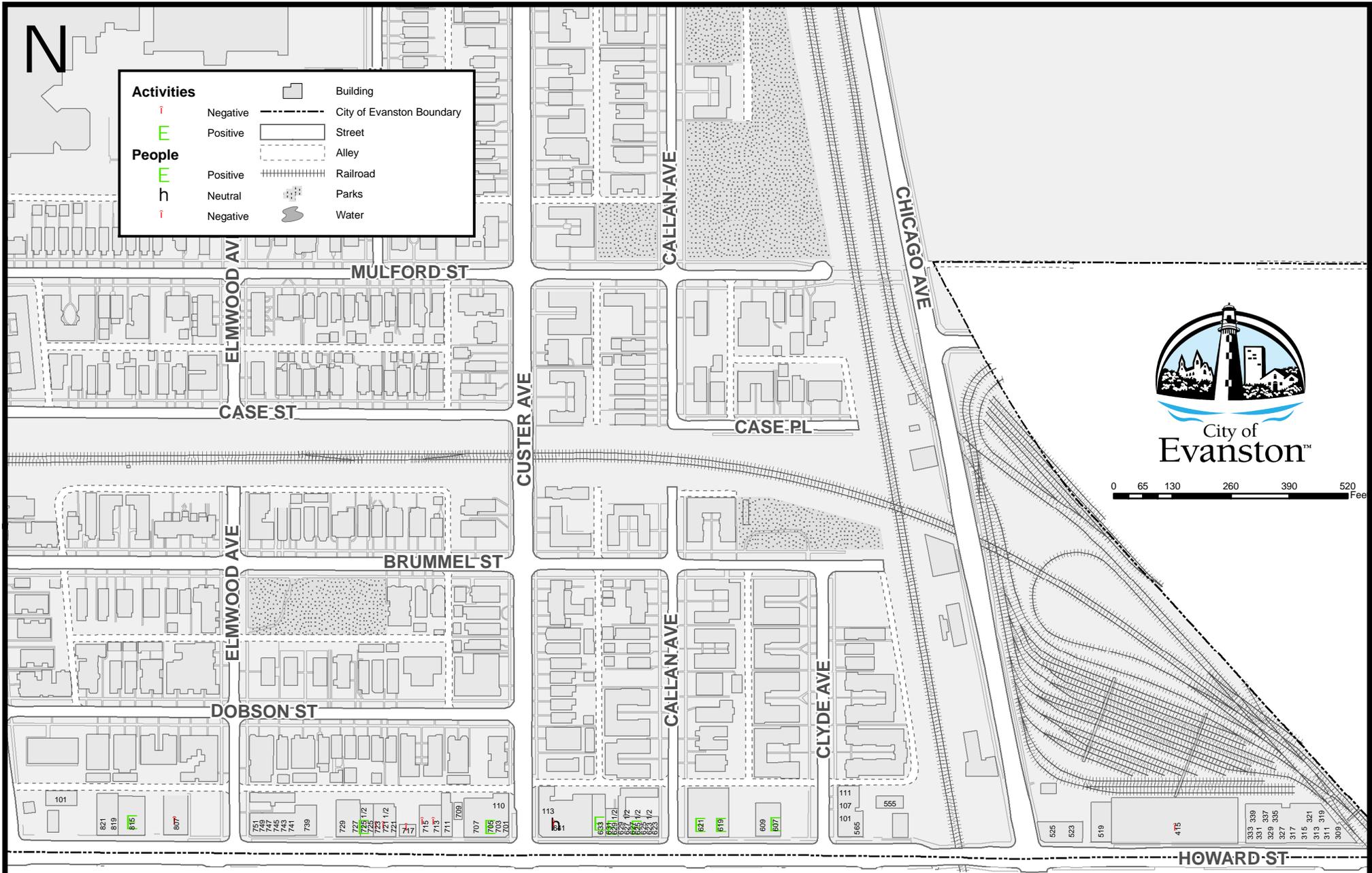


Evanston Full Circle Project
 Howard Street Business Inventory and Safety Audit
 June 2010

Map 14: Graffiti

N

Activities			Building
	Negative		City of Evanston Boundary
	Positive		Street
People			Alley
	Positive		Railroad
	Neutral		Parks
	Negative		Water



Evanston Full Circle Project
 Howard Street Business Inventory and Safety Audit
 June 2010

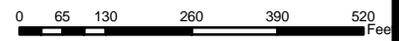
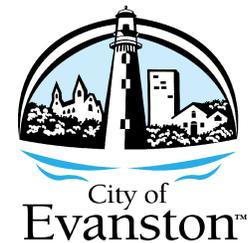
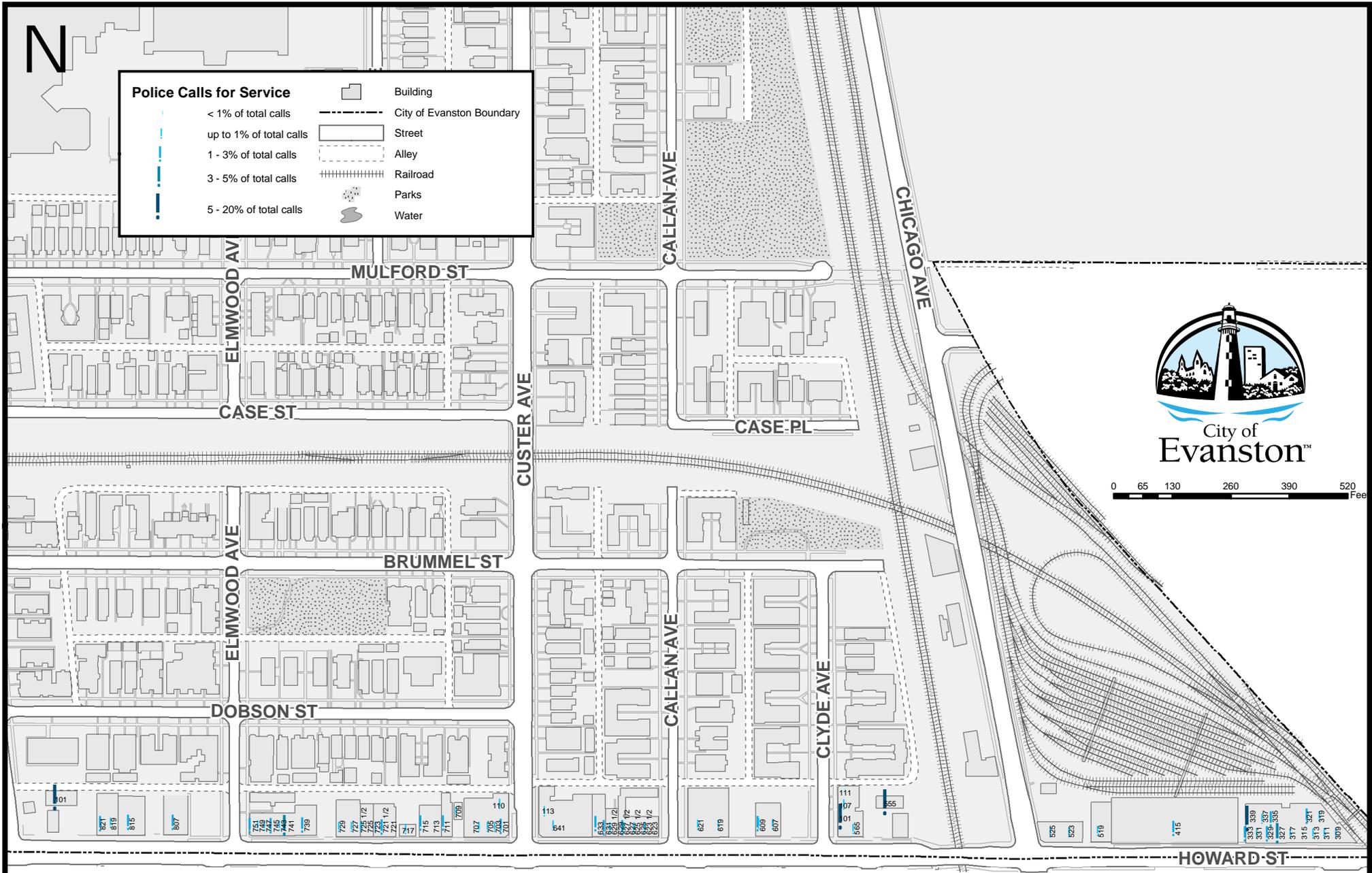
Map 15: Do People/Activities Seem Positive or Negative?

N

Police Calls for Service

- < 1% of total calls
- up to 1% of total calls
- 1 - 3% of total calls
- 3 - 5% of total calls
- 5 - 20% of total calls

- Building
- City of Evanston Boundary
- Street
- Alley
- Railroad
- Parks
- Water

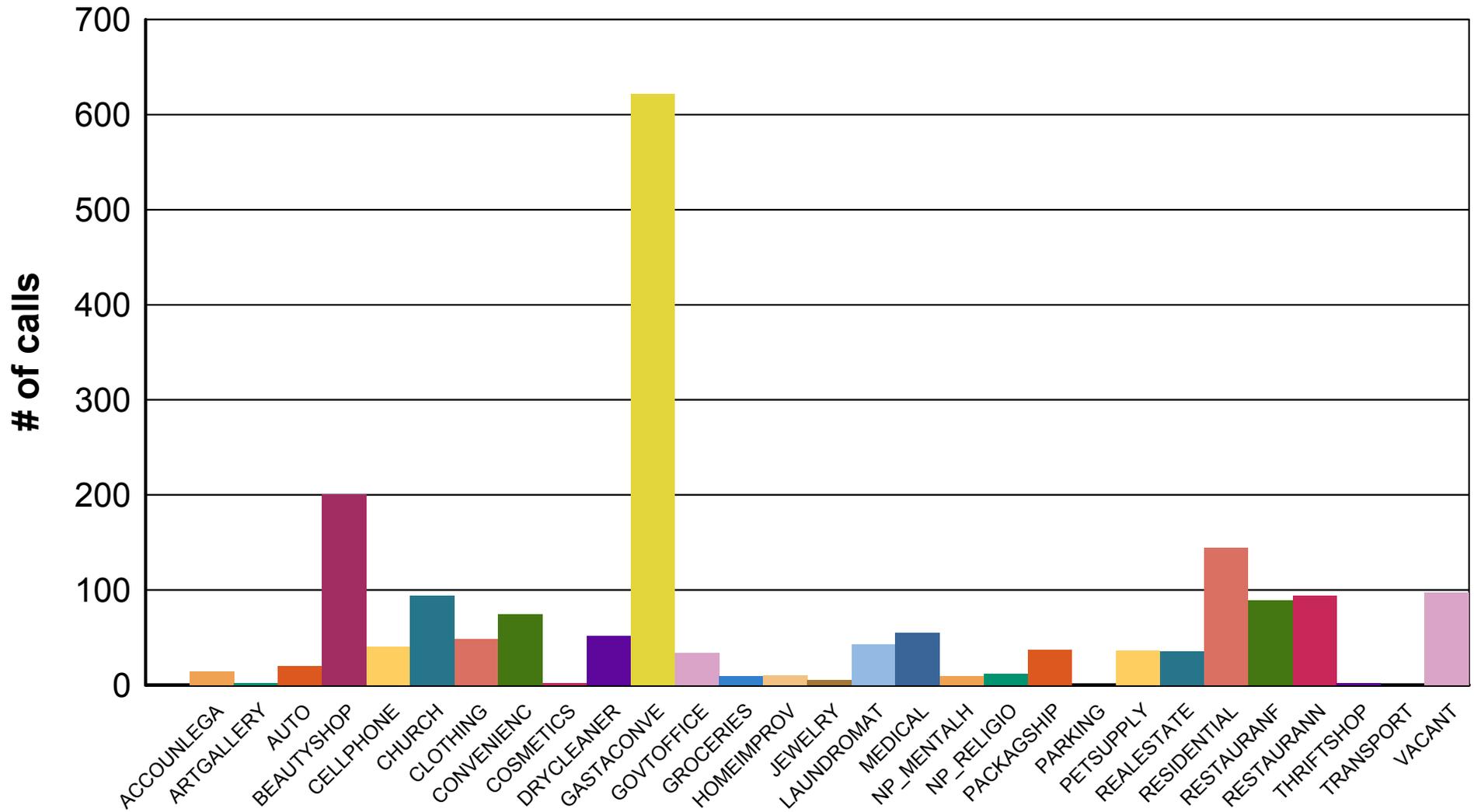


Evanston Full Circle Project
 Howard Street Business Inventory and Safety Audit
 June 2010

Map 16: Evanston Police Department Calls for Service (1/2005-4/2010)

Figure A: Police Calls for Service by Business Type

1/2005-4/2010



The 2009 inventory of businesses and other storefront occupants located within the Full Circle study area is shown on Attachment A. The mix of these enterprises includes eight storefront churches, one multi-family rental property and two governmental/non-profit entities. Seven storefronts were vacant.

Of the 51 entities occupying storefronts along this section of Howard Street, 34 (66%) agreed to respond to some degree to the business survey questions. Seventeen tenants (33%) either declined or were never available to respond to the survey. A map of non-responding uses is shown in Map 17. Where contact could not be made with the tenant, the inventory was completed using other sources, including the City of Evanston's business and restaurant licenses, property standards data base and Cook County.

A summary of survey responses related to business practices and the current business environment is displayed in Table 3 below, followed by brief analyses for each variable.

Table 3: Business Establishment Practices and Issues

Business Practice/Condition	# of Bus Responding	Summary of Responses
Owner/Mgr Residence	20	9 Chicago, 5 Evanston, 2 Highland Park, 1 each: Nilis, Lincolnwood, Oak Brook, Waukegan, Florida (part time)
Number of Jobs (FTE & PTE)	22	Average of responses = 5 jobs Largest employers: Instant Care Surgery (25), N.Suburban Auto & Evanston Animal Hospital (8), Cricket (9)
Years in Operation on Howard	22	Average of responses = 7 yrs Greatest longevity: N. Suburban Auto (45 yrs), Howard Animal Hosp. (22 yrs)
Owner / Renter	58*	7 Owner occupied businesses, 51 businesses rent (*field information was supplemented through other data sources, e.g. Cook County, COE data)
Maintenance Responsibility	27	Owner-occupied businesses perform or contract for own exterior and maintenance, Renters share maintenance with landlords
Customer Demographics	24	15 serve mix of surrounding suburbs & Chicago, 7 serve primarily Chicago, 1 serves NE Illinois/NW Indiana, 1 neighborhood
Relationship with Business Neighbors	18	16 said 'good' or 'no issue', 1 'no relationship', 1 'has problem neighbor', 1 practices cross-promotional activities
Good	20	High ped/veh traffic (9), access to public transportation (6), Good business location (3), area is improving (2), safety of area (1), diverse population (1)
Problems	25	No problems (7), shootings/gang presence (6), Crime or safety concerns (9), Image problems (3), parking (2), trees (1)

Owner/Mgr (Place of) Residence

Of the twenty responses received to this question, nine (45%) reported that the owner/manager lived in Chicago, followed by five in Evanston, two in Highland Park and one each in Nilis, Lincolnwood, Oakbrook and Waukegan. One owner also reported that she splits her place of residence between Evanston and Florida.

Number of Jobs

Of those businesses reporting the total number of both full and part-time employees, the average number of jobs per establishment was five. The largest employers were Instant Care Day Surgery (25 employees), Cricket (9), and North Suburban Auto Supply and Howard Animal Hospital (8 each).

Years in Operation on Howard

At 45 years in operation, North Suburban Auto is the longest running business in the study area. The Howard Animal Hospital and the Vet Center are in second and third place at 22 and 20 years, respectively. Four businesses, Exclusive Merchandise, Cricket, Divine Hair Braiding and Instant Care Day Surgery, reported being open on Howard Street for one year or less. Amongst the businesses who responded, the average age of their operation was 7 years.

Attachment A - 2010 Howard Street Business District Inventory

	Business Name	Address	Owner	Contact Information
1	CTA - Howard Station	301 Howard	Jeffry Wilson	312-681-2712
2	Bah's Hair Braiding	309 Howard	Bah	847-869-7549
3	Jackson Hewitt	311 Howard	Siraj Jiwanni, Mgr	773-769-9100
4	Cricket	313- 315Howard	Cricket-Denali Corp.	858-882-6000
5	Choice Beauty	319 Howard	No Response	
6	J-Bees & Athletes Foot	321 Howard	Syed Hassan	630-268-1700
7	Subway	327 Howard	Harun	773-816-4911
8	Nennie's Barber Shop	329 Howard	No Response	
9	United Food Mart	331 Howard	Salima Panjwani	773-497-4786
10	Robby's Communication	333 Howard	Jesse Fakhoury	847-869-3333
11	Amazing Nail	335 Howard	Helen	Declined
12	Mountain of Mercy Ministries	337 Howard	No Response	
13	415 Apartments	415 Howard	James	847-866-2802
14	Techniques Auto Repair	519 Howard	Michelet Desrosiers	847-864-2069
15	VACANT	523- 525Howard		
16	Marathon Station	555 Howard	Hafiz Yaqoob	847-322-6864
17	Vet Center	565- 567Howard	Dr. Betsy Tolstedt	847- 332-1019
18	Urban Gear Salon	607 Howard	Keith Allen	847-328-7009
19	Urban Gear Clothing	609 Howard	Keith Allen	847-328-7009
20	Sherwin Williams Paints	619 Howard	Aaron Williams, Mgr	847-869-9030
21	VACANT	621 Howard		
22	Exclusive Merchandise Mart	623 Howard	Medanne Edmond	847-425-1777
23	VACANT	625 Howard		
24	PJ's Beauty Shop	625 ½ Howard	Patrick	847-293-5036
25	Howard Street Dental	627 Howard	Dr. Gibbs	847-492-1080
26	Black Sheep Resale Shop	627 ½ Howard	Willis Andrew Woodson	Declined
27	Webbley's Accounting	629 Howard	Mr. Webbley	847-864-1087
28	Dorothy's Attic	629 ½ Howard	Dorothy Archer	847-864-1087
29	EPD Police Outpost	633 Howard	Sue Pontarelli	847-864-6090
30	North Suburban Auto Supply	641 Howard	Larry Kaufman	847-328-7400
31	Care Point	113 Custer	Stephen Radler	847-425-3606
32	Royelle Designs	110 Custer	Yolanda Laurence	847-328-2374
33	J & S Foods	701 Howard	David	847-424-9330
34	Divine Hair Braiding	703 Howard	Stephanie	847-866-7640
35	Harvest Temple	705 Howard	Alvin Perryman	847-864-2509
36	Winners Evangelical Mission	707 Howard	No Response	
37	Hair Designs LTD	707A Howard		847-475-6280
38	Jesus First All Nations Church	709 - 711Howard	No Response	
39	VACANT	713 Howard		
40	Howard Animal Hospital	715 Howard	Dr. Barbara Carlson	847-475-1880
41	Martinique Coiffures/Snow Remvl	717 Howard	Johnny Martin	847-328-0600
42	Caribbean Shipping/Postal	721 Howard	Maoice Melanzie	847-864-9150
43	Schekina Christian Center	721A- 723Howard	Joe & Ida Kamanda	847-322-6864
44	Style Rite Beauty Salon	725 Howard	Carol Palmers	847-475-8100

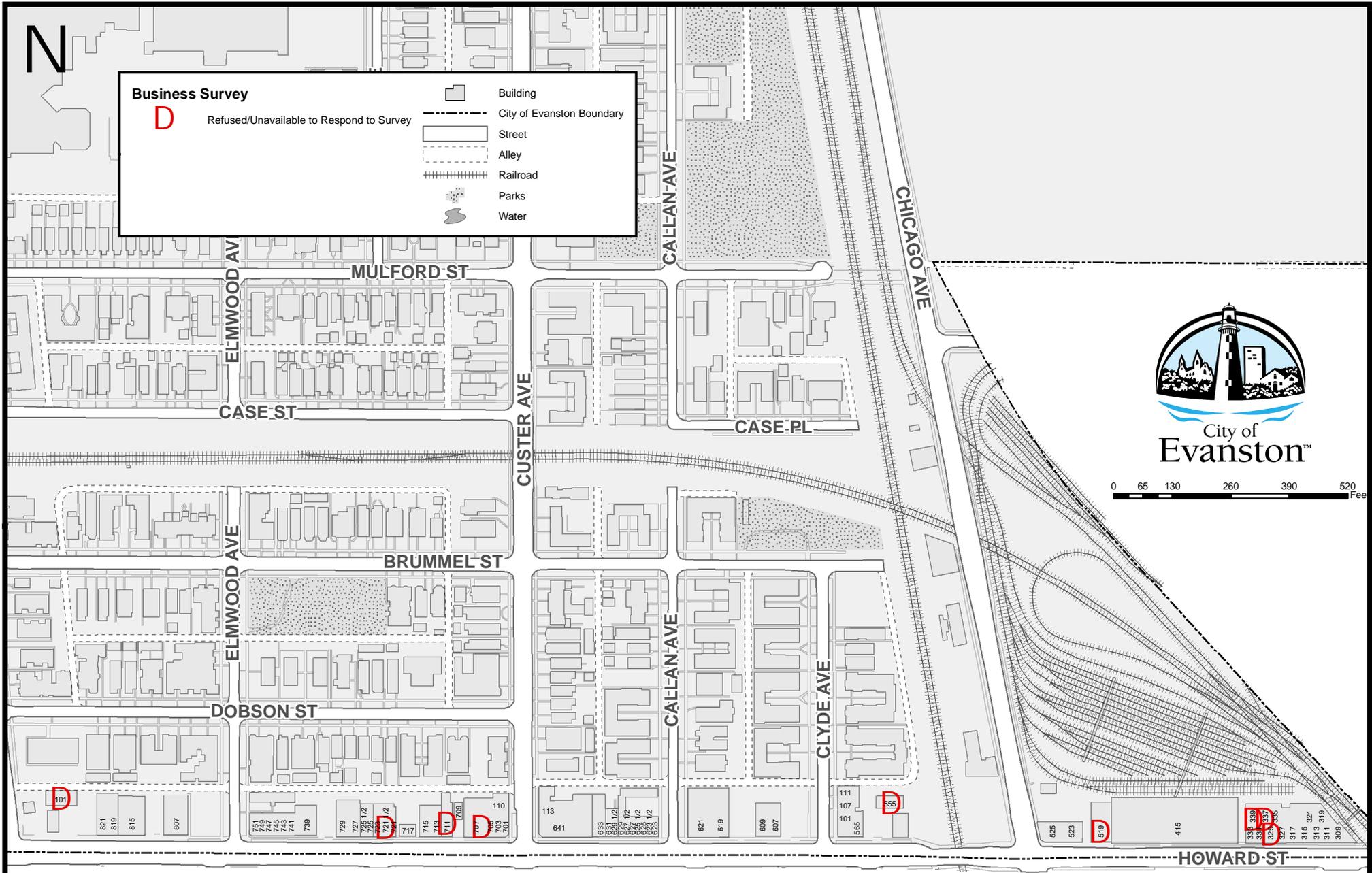
45	Yahweh & Yashua Temple	725 ½ Howard	No Response	800-487-9494
46	VACANT	727 Howard		
47	New Hope Haitian Church	729 Howard	Pastor Hector Mardy	773-503-2773
48	Clothes Pin Laundry	739 Howard	Jung Ho & Soon Rhim Yun	773-577-4875
49	Sweet Nick's Carib. Rest.	741 Howard	Nicles Francios	773-370-6703
50	Apple the Second	743 Howard	Maria Del Rocio Von Medvey	847-864-1578
51	VACANT	747 Howard		
52	Gimme a Break Spa & Salon	749 Howard	Denice Eason	847-475-4570
53	Salon Beauty Mayfair Beauty	751 Howard	Sunyoung Chun	847-864-0640
54	Dreamland Clean & Wash	807 Howard	ByongMoo Son	847-491-0094
55	Instant Care Day Surgery	815 Howard	Carlos Bernal	847-869-9700
56	Ridge Health Care Center	819 Howard	James McClure	847-492-1500
57	VACANT	821 Howard	James McClure	847-492-1500
58	Shell Gas Station & Grocery	825 Howard	Asif Mehmood, Mgr	847-864-1578

N

Business Survey

D Refused/Unavailable to Respond to Survey

-  Building
-  City of Evanston Boundary
-  Street
-  Alley
-  Railroad
-  Parks
-  Water



Owner or Renter

Six of the businesses and one church located within the study area also own their property: North Suburban Auto Supply, Howard Animal Hospital, Apple the Second, Sherwin Williams Paint Store, Instant Care Day Surgery and Ridge Health Care Center, CTA and the Schekina Christian Center. The remaining storefront tenants rent their spaces. Thirteen businesses also volunteered information related to their rent payments. Their responses are shown below in Table 4.

Table 4: Reported Rents

Monthly Rent	Store Area (Estimated)*	Rent Includes	Base Rent / Sq Ft (Estimated)**
\$2,200	1,400 sq ft	All utilities	\$18.86/ sf
\$2,148	1,125 sq ft	Water	\$ 22.91/sf
\$1,500	1,200 sq ft		\$ 15.00/sf
\$2,000	1,200 sq ft		\$ 20.00/sf
\$5,083	3,120 sq ft	Utilities,cleaning	\$19.55/sf
\$6,000	4,000 sq ft	Utilities	\$18.00/sf
\$850	1,000 sq ft	Nothing	\$10.20/sf
\$7,500	10,000 sq ft	Water	\$9.00/sf
\$975	1,200 sq ft		\$9.75/sf
\$1,700	1,200 sq ft	Nothing else	\$17.00/sf
\$2,500/2 storefronts	2,450 sq ft	Does not include utilities	\$12.24/sf
\$825	840 sq ft	Nothing	\$11.79/sf
\$1,000	840 sq ft	Nothing	\$14.29/sf
\$1,100	1,250 sq ft	Heat, Water	\$10.56/sf

* Commercial space areas were estimated using Sanborn Map information

** Base rent calculation: monthly rent * 12 mos/sq.ft. Does not include RE taxes or other common charges

Using the reported contract rents, base rents were calculated for each of the commercial spaces; these range from \$23/sq ft to \$9/sq ft.

Maintenance Responsibility

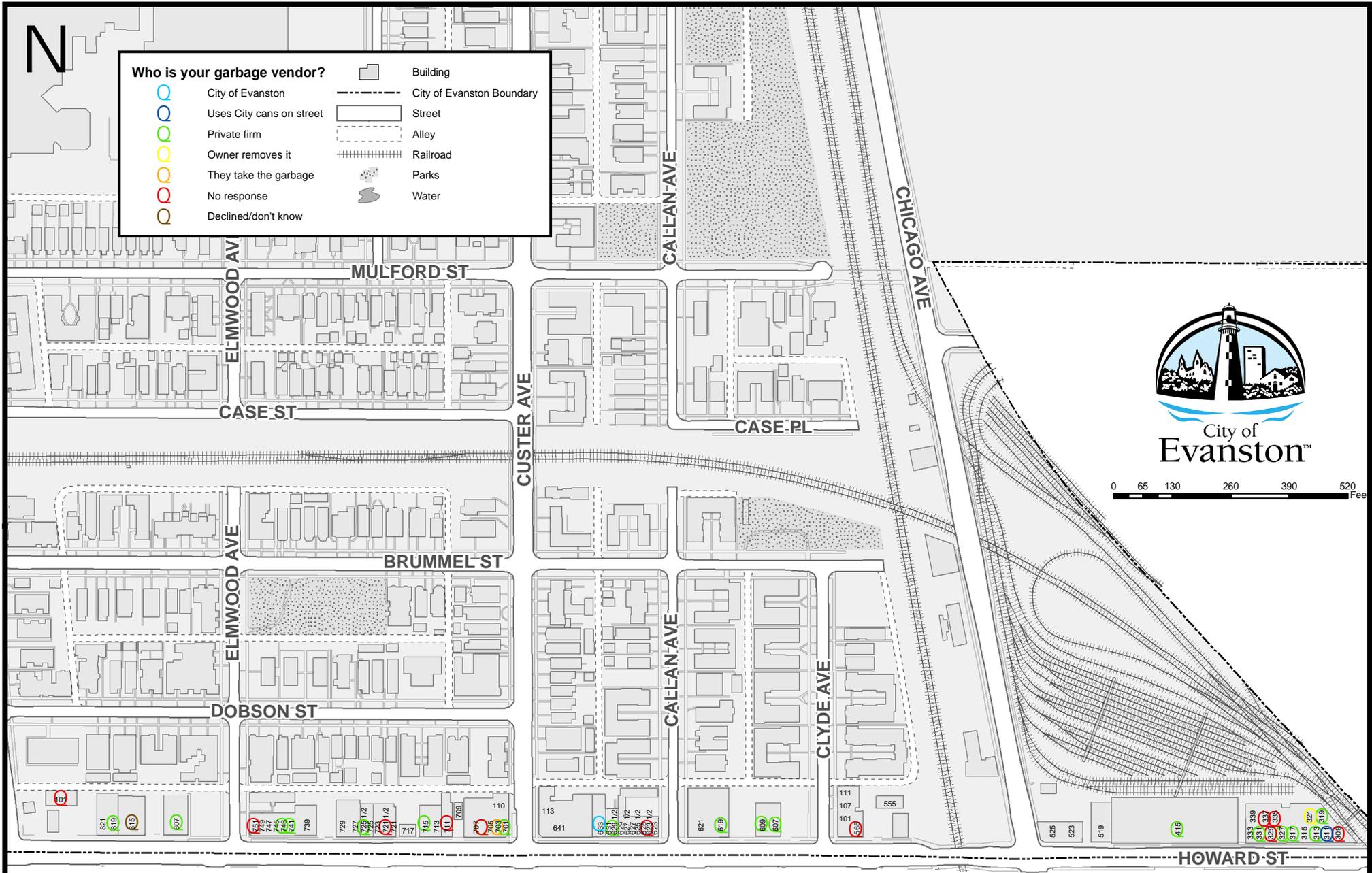
The majority of the non-owner business tenants reported sharing building maintenance responsibilities with the property owner. Typically, the property owner was responsible for exterior maintenance and the business tenant was responsible for the store interior and for winter sidewalk clearing. About half of the owner occupied units reported being self-maintained; the rest contracted with someone to do the maintenance. The sole all-residential property reported having an on-site property manager for all maintenance.

Four business tenants said that they do not have garbage service. Of these, one said that they take their garbage home with them, one shared service with an adjacent business and one admitted to using City garbage cans on the street in front of their storefront. Twenty-three businesses reported that they do contract for garbage service. The residential property contracts for both waste pickup and recycling services. Map 18 shows the distribution of garbage vendor practices of Howard Street store owners.

N

Who is your garbage vendor?

	City of Evanston		Building
	Uses City cans on street		City of Evanston Boundary
	Private firm		Street
	Owner removes it		Alley
	They take the garbage		Railroad
	No response		Parks
	Declined/don't know		Water



Evanston Full Circle Project
 Howard Street Business Inventory and Safety Audit
 June 2010

Map 18: Garbage Collection

Customer Demographics

Fifteen (62%) of the businesses who responded to this question reported that their customers came from a market area that extended outside the City of Evanston. The majority said their clients came from within an approximate ten mile radius which included the north side of Chicago and northern suburbs, though a few claimed customers from more distant suburbs or Wisconsin. Seven businesses (30%) reported that the customers or clients they served lived in Chicago; of these, five were located east of Chicago Avenue.

Eight businesses (33%) described their clientele as primarily African American or Black. One specifically serve Haitian clients. Fifteen businesses (62%) said that their customers or clients were racially and ethnically diverse. The one residential property reported that the majority of its residents are aged 25-32 and are graduate or medical students at nearby universities.

Relationship with Business Neighbors

Of the eighteen businesses that responded to this question, most (16) reported good relationships or 'no issues' with their neighbors. One of these, the new all residential property, regularly practices cross-promotional activities with a bank and businesses in the shopping center across Howard Street. One business each said that it either had no interaction with any of its neighbors or had a problem neighbor.

What is good about being located on Howard Street?

Almost half (9) of the businesses who responded to this question said the high levels of pedestrian or vehicular traffic which travel Howard Street are an important business consideration. Six (30%) of the responses said that good access to public transportation was an asset for business. Three businesses said that the corridor was suited to their business type or their clientele. Three businesses said they thought the area was safe or showed signs of improvement, citing as examples the Gateway Shopping Center, EPD security cameras and good street lighting. One business felt that the diversity of the area's population was an important feature for business.

Problems with being located on Howard Street?

Nine businesses said they experienced problems due to general crime and safety concerns, including theft, robberies, loitering and vandalism to store property. These businesses were scattered geographically throughout the corridor. Another six businesses voiced fears of violent crime, referring specifically to shootings and a gang presence. These businesses were clustered east of Chicago Avenue and at the Howard/Custer intersection. As noted above, these two locations were also associated with poor building maintenance, poor pedestrian visibility, poor storefront visibility, feeling of abandonment and lack of care.

Three responses referred to what was described as Howard Street's poor or negative public image. Two businesses, both within the 700 block, found parking to be a problem, either in terms of availability or length of time permitted by the City's parking meters. One response cited a concern that street trees interfered with business signage.

Howard Street Retail Mix – Past and Present

In 2008, Brummel Park Neighbors partnered with neighborhood groups on Chicago's side of Howard Street to survey local residents on the corridor's priority issues. The top concern identified was the improvement of the Howard Street commercial district and its businesses. Residents observed that the majority of commercial tenants – businesses and other uses - did not serve local residents. They expressed the desire to be able to shop locally for basic needs. However, for this to be possible there would need to be a more diverse and locally representative mix of retail goods and services.

Neighbors brainstormed measures to implement the changes they desired in the business district. One was to work with the merchants on both sides of Howard Street to form a unified business association supported and marketed by both cities. Neighbors also wanted to explore ways they could promote good businesses and broadcast problems with undesirable uses and businesses.

Historically, the diversity of retail along this stretch of Howard Street has waxed and waned since the early part of the last century. This progression is displayed in Table 5, below.

Table 5: Howard Street Business Inventory, 1929-2010

Type of Commercial	1929	1939	1948	1962	1996	2001	2009
Retail Goods	8	18	19	20	17	13	13
Food	7	13	14	7	3	5	4
Personal Services	13	22	18	15	21	21	18
Health Services	3	7	6	11	5	6	3
Business/Trades Services	3	0	9	11	2	0	1
Finance, Ins., & Real Estate	3	2	4	5	0	0	0
Transportation	1	3	2	1	0	0	1
Total Businesses	38	65	72	70	48	45	40
Vacancies	14	6	1	5	12	13	7
Storefront Church/Synagogue	0	0	0	0	1	2	8
Government/ Non-Profit	-	-	-	-	-	1	2
Residential (Mixed)	-	-	-	-	-	-	1(5)

Sources: Polk's Evanston & North Shore (Illinois) City Directory, 1929 Vol. 9; R.L. Polk & company, Polk's Evanston & North Shore (Cook County, IL) city Directory, 1939, vol. 14; R.L. Polk's Evanston (Cook County, IL) City Directory, 1948, vol. 15; Polk's Evanston (Cook County, IL) City Directory, 1962; City of Evanston, Planning Division surveys, 1996 and 2001; Howard Street Full Circle Project, 2009

The early presence of train service to and through the area (North Shore Line, North Shore & Milwaukee, CTA Elevated Service) appears to have helped expand upon the local market's demand to include goods and services needed by commuters or visitors. In 1929, Howard Street merchants supplied basic goods such as groceries, clothing, and home products, as well as basic services such as laundry, beauty, banking, medical and dental care. By 1939, specialty merchants providing destination shopping had appeared, including furriers, jewelers, milliners, a dancing school, florists and hobby shops. For a relatively brief period beginning in the early 40's, trade and business service firms were also found on Howard Street. However, the business district appears to have peaked around 1950 in terms of the number and variety of goods and services available there.

Since then, the variety of businesses in the corridor has continued to diminish, becoming primarily a destination for convenience stores and personal services. By the mid-1990s, the total number of businesses on Howard was two-thirds its mid-century level and it has continued to decline since. By 2009, the total number of commercial tenants in place was 40, only two more than in 1929, at the beginning of the

Howard Street Business District Mix - 2009

Retail – 13

2 Beauty Supply:

Choice Beauty
Salon Beauty

2 Cell Phone:

Cricket
Robby's Communication

1 Hardware/Home:

Sherwin Williams Paint

4 Clothing:

JBee's & Athlete's Foot
Urban Gear Women's Clothing
Apple the Second
Royelle Designs

1 Auto Parts

North Suburban Auto

3 Resale/Discount:

Dorothy's Attic
Shalom/Blacksheep Ministry Resale
Exclusive Merchandise Mart

Food – 4

2 Restaurants:

Subway
Sweet Nick's Caribbean

2 Convenience Stores:

United Food Mart
J & S Foods

Personal Services – 18

10 Salons/Barber Shops:

Bahs Hair Braiding
Amazing Nail
Nennies Barber Shop
Urban Gear Hair Studio
PJ's Beauty/Barber Shop
Gimme a Break Salon/Spa
Style Rite Beauty Salon
Divine Hair Braiding
Hair Designs, Ltd
Martinique Coiffures/Snow Removal

1 Auto Service:

Techniques Auto Repair

2 Gas Stations:

Marathon
Shell

2 Laundromats:

Clothes Pin Laundry
Dreamland Clean & Wash

1 Veterinary Office

Howard Street Animal Hospital

1 Accounting Office

Webbley's Accounting Service

1 Pack/Ship Service

Caribbean Shipping/Postal Service

Health Services – 3

3 Health Service Offices:

Ridge Health Center
Instant Care Day Surgery
Howard Street Dental

Business/Trades Services – 1

1 Tax Preparation Service:

Jackson-Hewitt Tax Preparation

Financial/Insurance/Real Estate – 0

Transportation – 1

Howard CTA Transit/Bus Station

Vacancies – 7

Storefront Churches – 8

Mountain of Mercy Ministries
New Hope Haitian Church
Yahweh & Yahshua Temple
Harvest Temple
Winner's Evangelical Mission
Jesus First All Nations Church
Schekina Christian Center
Shalom/Black Sheep Ministry

Government/Non Profit – 3

Vet Center
EPD Howard Outpost
CarePoint

All Residential - 1

Skyline Apartments

CATEGORY TOTALS

Retail	13
Food	4
Personal Services	18
Health Services	3
Business/Trade	1
Fin/Ins/Real Estate	0
Transportation	1
Tot Businesses	40

Total Vacancies	7
Storefront Churches	7
Govt /NonProfit	3
Residential/Mixed	6

Depression. During this same period, the largest trade category on Howard has become personal services. While this sector has always been a significant component of the corridor's retail environment, the current mix is dominated by ten hair care or nail salons. These businesses represent more than half all personal services and nearly one quarter of all the businesses in the study area.

Another, more troubling development in the past 15 years has been the rise of store vacancies, paired with an accumulation of storefront churches. Map 19 displays the location of storefronts which were either vacant or occupied by a religious use in 2009.

From 1939 through 1962, the number of commercial vacancies reported within this stretch of Howard Street remained under six; only one was reported in 1948. By 1996, the total number of vacancies had climbed to twelve. This figure rose to 13 by 2001, one less than was reported in 1929. In 2009, the number of vacancies fell to seven.

In 1996, one religious use was reported in this segment of Howard Street. By 2001, there were two. By 2009, eight storefront religious uses occupied ten commercial spaces within the study area. The increased number of these uses coincides with a decrease in the number of vacant commercial spaces. Six of these religious uses are concentrated in the 700 Block of Howard Street.

As noted by Omar M. McRoberts, assistant professor of sociology at the University of Chicago, in his book *Streets of Glory: Church and Community in a Black Urban Neighborhood*, storefront churches typically do not draw their congregations from their immediate geographic area. Rather, their congregants tend to select or "shop" for them based upon highly personal reasons (e.g. ethnicity, language, socio-economic status). Similarly, the churches themselves are attracted by certain locational factors. Chief among these is a concentration of cheap, vacant commercial space. This unfortunately describes most areas needing and eligible for designation as TIFs, like this segment of Howard Street. The proliferation of religious uses or other tax-exempt entities within the TIF undermines years of planning and economic development activities and stymies efforts to attract revenue producing projects.

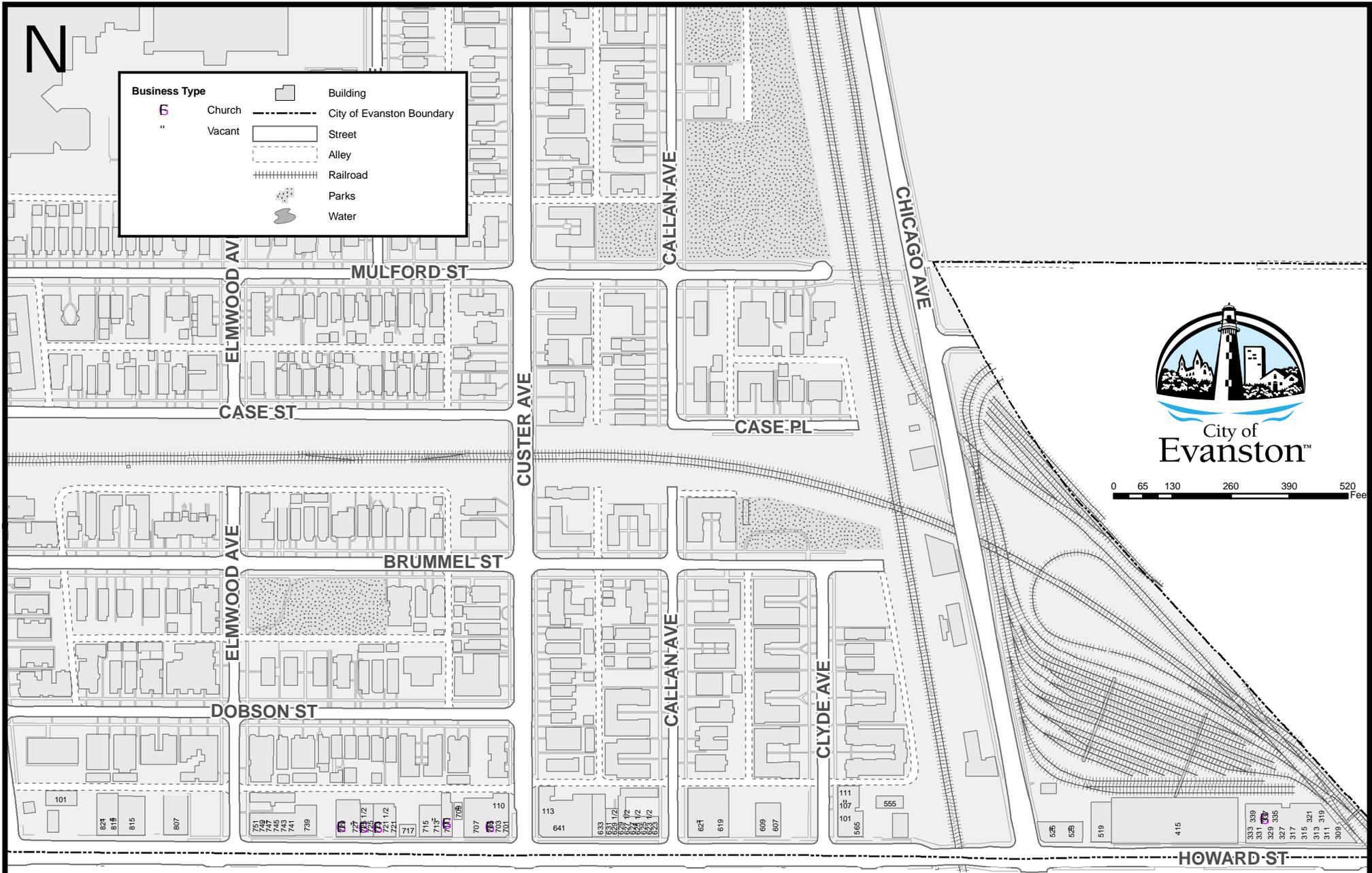
Typically storefront churches are only occupied and open on their day of worship and on occasional evenings. Their closed and non-responsive storefronts leave a void in the commercial district during the remainder of the week. On Howard Street, this contributes to the feeling of abandonment uncovered by the safety audit. When perceived levels of abandonment are mapped together with the location of storefront churches and vacancies, shown by Map 20, they cluster together in the 700 block. Additionally, the locations of storefront churches on Howard Street correlate with perceptions of poor building maintenance (Map 1), confined hiding places (Map 8), lack of visibility between into/out of storefronts (Map 9), lack of caring on the part of the store tenant (Map 12), and negative activities (Map 15).

A similar concentration of either of these uses has not occurred across Howard Street, in Chicago. One reason may be how these uses are regulated by the City of Chicago's Zoning Ordinance. Personal services, including hair and nail salons, barber shops, and massage establishments, are permitted by-right in "B" districts, provided they are not located within 1,000 feet from any other similar use. Churches and other religious assembly uses are only permitted in B and C districts as special uses.

N

Business Type

6	Church		Building
"	Vacant		City of Evanston Boundary
			Street
			Alley
			Railroad
			Parks
			Water

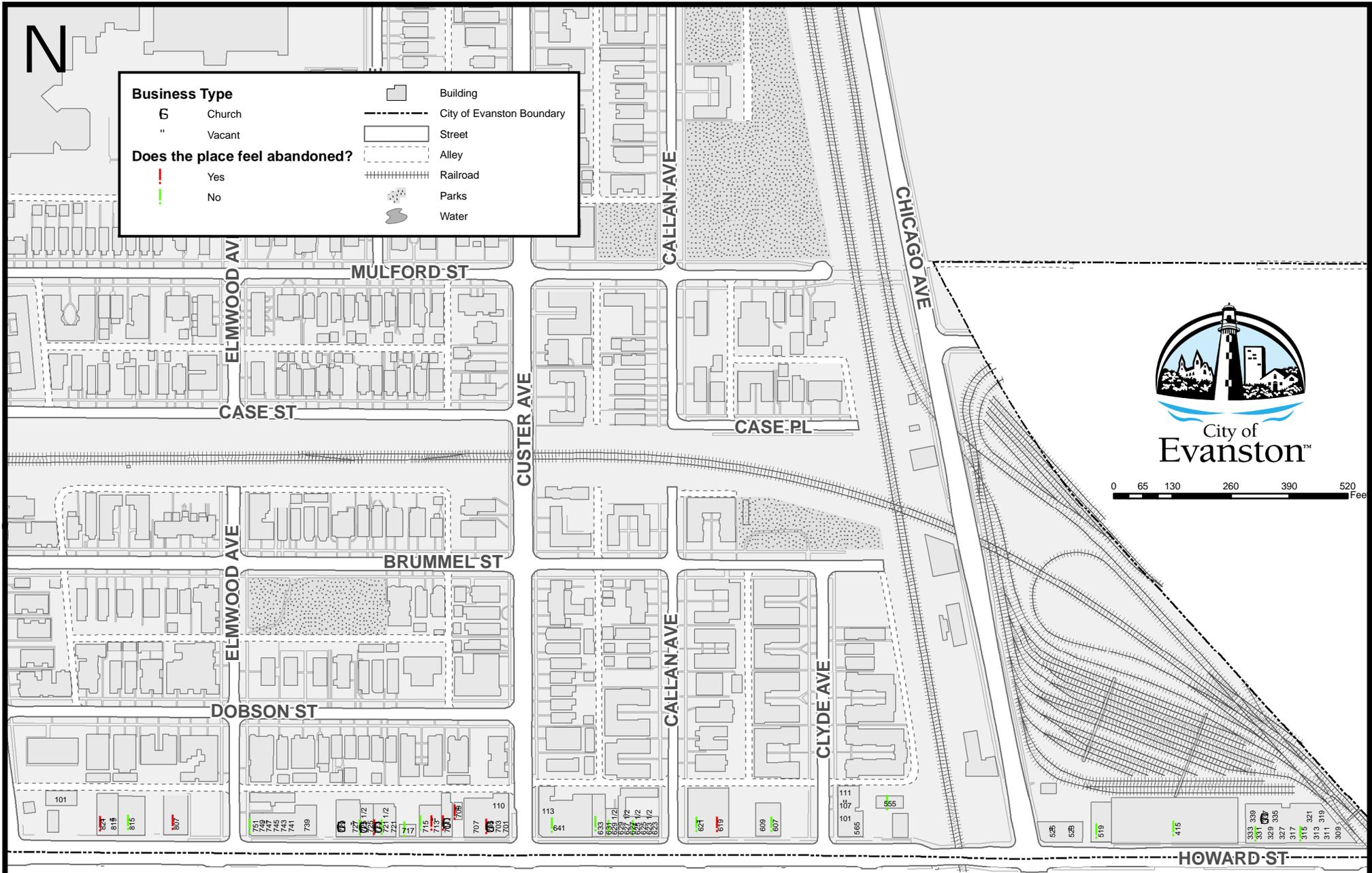


Evanston Full Circle Project
 Howard Street Business Inventory and Safety Audit
 June 2010

Map 19: Locations of Churches and Vacancies

N

Business Type			Building
6	Church		City of Evanston Boundary
"	Vacant		Street
Does the place feel abandoned?			Alley
	Yes		Railroad
	No		Parks
			Water



Evanston Full Circle Project
 Howard Street Business Inventory and Safety Audit
 June 2010

Map 20: Vacancies/Churches and Volunteers' Impressions of Property

Summary of Analyses/Findings

1. Survey responses related specifically to the perceived level of building maintenance were somewhat correlated to the City's recorded property standards violations. Both were most concentrated in the 700 and 300 blocks of Howard Street.
2. Negative CPTED observations did not strongly correlate with EPD Calls for Service. Only the 300 block of Howard witnessed both high calls for service and poor CPTED ratings. Rather, three types of uses were most closely related to the greatest calls for service. Those uses were: service stations; hair salons and residences lacking on-site management or security. Calls for service at these uses are also associated with their operating outside of standard business hours.
3. The mapped locations for non-responses to the surveys contain uses with high calls for service (service stations, residences with absentee landlords, beauty salon) and/or scored negatively for pedestrian visibility, ambush points, storefront visibility, and negative activities.
4. Where businesses refused or could not be contacted to participate in the survey, other information sources had to be consulted. One of these is the City's Business License data base. Currently, business license applications ask for minimal owner and operational information. In all business districts, but particularly troubled ones like Howard Street, questions related to several aspects of business operations could provide information useful for City oversight or regulation, e.g. garbage vendor and pick up schedule, hours of operation, etc.
5. There is a concentration of certain uses, particularly personal services salons (hair, nail, braiding) and storefront churches, which are associated with negative safety perceptions related to natural surveillance and territorial reinforcement. Calls for service to hair salons are amongst the highest for the study area and are associated with operation outside of normal business hours. Church locations are associated with negative CPTED scores for natural surveillance (visibility in/out of storefront, confined hiding places) and territorial reinforcement (abandoned, cared for, negative activities) which creates a serious impediment to establishing a functioning business environment. Zoning changes, along the lines of the current restrictions placed on these uses by Chicago's Zoning Ordinance, may be justifiable to control these concentrations. Zoning restrictions related to business hours for personal service establishments is another area to be considered.
6. In order to diversify the retail mix, attract cooperative and engaged businesses, and discourage additional concentrations of some uses, Evanston should aggressively reach out to property owners to assist them in marketing their commercial spaces.