# DOWNTOWN EVANSTON TRANSIT, CIRCULATION AND DEVELOPMENT STUDY

Prepared for:

City of Evanston
The Regional Transit Authority
Inventure
Evmark
Arthur Hill and Company
Sherman Plaza Venture

Prepared by:

Teska Associates, Inc.
Valerie S. Kretchmer Associates, Inc.
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# EXECUTIVE SUMMARY

Since its original platting in 1854, downtown Evanston has been linked to Chicago's Loop by railroads and, subsequently trolleys and buses. In more recent decades, downtown Evanston has also been the hub of suburban bus service on the North Shore.

Downtown Evanston has always been a compact, mixed-use, pedestrian friendly activity center, persistently working to reinvent itself. The 1990s have born the fruits of these efforts, resulting in the strongest real estate development renaissance since the 1950s, perhaps the 1920s. Over 16 projects have been or will be completed during the period 1998-2003 alone, totaling over $300 million in private investment, over 600,000 s.f. of business space, over 400 residential units, and over 2,800 structured parking spaces–all to complement other projects completed earlier in the decade, including the Transportation Center, the Research Park, Park Evanston apartments, Whole Foods, etc.

In 1999 Evanston Inventure initiated discussions with the Regional Transportation Authority which subsequently included the City of Evanston and transit operating agencies. The objective was to enhance access to and circulation within the downtown, with an emphasis on transit service and ridership.

In September, 2000 the Regional Transportation Authority executed an agreement with Teska Associates, Inc. to conduct a "Davis Street Circulation Plans and Transit-Oriented Development Study," the purpose being "to develop conceptual plans for access within and between the Davis Street transit stations (CTA and Metra) and the existing and planned development in the downtown. The development of increased opportunities for attracting residents and visitors to downtown Evanston via mass transit is also a focus of the project." (Source: RTA RFP #12879)

Members of the Project Team (client) were the RTA, Metra, Chicago Transit Authority (CTA), Pace, City of Evanston, Inventure, Evmark, Arthur Hill and Company, LLC, and Sherman Plaza Venture. Other members of the Consultant Team were Valerie S. Kretchmer Associates, Inc., Multisystems, Inc., Kenig, Lindgren, O'Hara, Aboona, Inc., and Jack Weiss Associates.

## KEY FINDINGS

The Consultant Team conducted background analyses and new surveys of transit riders, parkers, and employees. The following are among key findings:

- The Davis Street Transportation Center is the only transfer point in the region outside the City of Chicago to have Metra commuter rail service, CTA rail and bus service, and Pace suburban bus service. It is the 12th most active transfer point in the region, with approximately 1,477 transfers between service providers on weekdays.

- Approximately 1,400 riders board 60 Metra trains each weekday, but less than 250 board on Saturday and Sunday. Most weekday riders are employees commuting to jobs in Chicago. Therefore, most boardings and, subsequently, arrivals occur during the peak hours. Ridership has increased almost 150 percent between 1983 and 1999.

- Approximately 3,500 riders board 230 CTA trains each weekday, dropping to 2,600 riders on Saturdays and 1,300 riders on Sundays. Weekday and weekend riders have many trip purposes. Therefore, their departures and arrivals occur throughout the day and into the night.

- Approximately 340 CTA buses on four routes pass through downtown Evanston on weekdays, 150 buses on Saturdays and 50 buses on Sundays. CTA routes accommodate approximately 3,900 trips in Evanston, of which it is estimated that 1,000 begin or end at the Davis Street Transportation Center.

- Four Pace suburban bus routes converge on the Davis Street Transportation Center. Approximately 1,500 riders out of the total route ridership of 6,000 either begin or end their trip at this one stop. Service on Pace Route 250 has recently been extended in the evening and on weekends to accommodate downtown employees and visitors, and to serve other employment centers along the route.

- Other limited transit providers serving downtown riders include Northwestern University, Evanston Northwestern Healthcare, Evanston Recreation Department, McGaw YMCA, churches and retirement communities, and taxicabs.

- Based on 645 interviews of morning transit riders at the Transportation Center, 55 Percent of CTA rail riders and 39 percent of Metra riders walked to the station. By contrast, 55 percent of CTA and Pace bus riders arrived at the transfer point by CTA rail.

- 56 percent of Metra riders , 34 percent of CTA rail riders and only 11 percent of CTA and Pace bus riders indicated that they had a car available for this trip, but had chosen transit.

- Based on a survey of 472 downtown parkers, one-third said that transit was an option for their trip. An even higher percentage, 44 percent, of parkers in the Sherman Avenue Garage said that transit was an option for their trip.

- A survey of 587 downtown employees indicated that 39 percent of respondents live in Chicago, 29 percent in Evanston, and 6 percent in Skokie.

- 66 percent of these employees drove alone to their job, 11 percent took the CTA rail, 7 percent walked, 5 percent took Metra and 3 percent took the bus. 52 percent of those who drove said that transit was an option; 25 percent of them live in Evanston and 33 percent live in the northern neighborhoods of Chicago.

- Of the parkers who said that public transit was an option, 59 percent were dissatisfied with parking.

- The downtown street system, with minor improvements, has a residual peak hour capacity of 10-20 percent overall to accommodate new traffic generated by developments not yet known.

These are simply a few of the many findings that strongly suggest that potentials exist to increase both transit ridership and transit service.

## RECOMMENDATIONS

The full report contains well over 100 specific recommendations dealing with transit, parking, vehicular and pedestrian circulation, viaducts, wayfinding, and transit-oriented development. The Project Team has reviewed these recommendations and has reached a consensus on the seven highest priority recommendations, if not necessarily on the details of each recommendation. In some cases, these high priority recommendations may represent a composite of several recommendations identified separately in the full report. These seven recommendations are of "strategic" importance to achieving the overall goal of this study.

That is not to say that other recommendations are to be diminished in value. Some require modest effort, but can lead to significant and visible successes. Some can be achieved in the short-term future, while others may be appropriate at some more future date, yet within a 5-7 year horizon. All are worthy of further consideration.

## DETAILED ANALYSIS OF TRANSIT SERVICE AND RIDERSHIP THROUGHOUT EVANSTON AND CHICAGO'S NORTH SIDE

**Recommendation:** The City of Evanston should apply to the Regional Transportation Authority for a "research grant" to study in detail existing Metra, CTA, Pace and other forms of transit service throughout the entire City of Evanston and nearby Chicago neighborhoods, the potential demand for transit service of various types, and the need to modify transit routes, hours and frequency of service, transit facilities, etc.

**Why:** This current study related to downtown Evanston and the Davis Street Transportation Center has produced valuable information and a litany of worthy recommendations. It has also pointed out voids in available technical information, topics requiring further analysis, difficulties in treating downtown as a separate entity, and the value of a community-wide approach to transit – especially the linkages to neighborhoods outside the borders of Evanston which supply a large percentage of the city's workforce, shoppers, and visitors. Currently, the RTA itself is in the second year of a three year Regional Transit Coordination Study. Just as this current downtown study will provide an input to that regional study, the City can benefit from a continuing relationship with that RTA study.

City staff has indicated an interest in opening a new Skokie Swift station at Dodge Avenue, with bus connectivity. Such a facility would better serve southwest Evanston residents, and might even link them to downtown Evanston as an alternative to bus service. Others have suggested better bus service related to Evanston Township High School and its connectivity with downtown.

Northwestern University and Evanston Northwestern Health Care can provide and benefit from up-to-date transit research information. In addition, the Main Street, Central Street and other business communities will also benefit.

## TRANSPORTATION MANAGEMENT

**Recommendation:** The Consultant Team and the Project Team endorse the concept of "Transportation Management" and recommend that such a program (or function) be established in Evanston, initially to focus on downtown, and ultimately to include the entire city. Transportation Management is the coordinated and effective conduct of efforts directed toward enhancing accessibility (not necessarily mobility) between trip origins and destinations for people (not necessarily vehicles) while concurrently reducing congestion and adverse environmental impacts related to the movement of vehicles.

**Why:** Transportation management emphasizes improved communications between responsible agencies and may include coordinated actions dealing with travel demand reduction as well as travel capacity/service improvement, e.g.

- Pedestrian and bicycle improvements
- Street traffic management
- Freight transport management
- Parking system management
- Transit service enhancements
- Commuter trip reduction
- Transit user financial incentives
- Flextime policies
- Guaranteed ride home programs
- Ridesharing
- Shuttle services
- Telework
- Marketing Strategies
- Live near work assistance
- Transit pricing and transfer policies
- Special events and promotions

Obviously, many of these actions are currently being carried out by the City of Evanston or another established public or private agency, or partnership. However, some actions need to be intensified, new actions need to be undertaken, and (above all) all actions need to be coordinated. The fact that one-third of downtown parkers have transit as an option strongly suggests that more effective marketing and/or employer sponsored transit check programs might encourage many of them to switch to transit. Furthermore, decisions on the price of parking in municipal garages may influence transit ridership. Or, can private shuttle bus systems be better coordinated with mass transit providers? What will be the impact of viaduct construction on transit service as well as traffic circulation in general? At present, there is no lead agency nor available professional manager provided with the responsibility and funding (among other resources) needed to accomplish this goal.

The precise definition of "Transportation Management" appropriate for Evanston at this time has not yet been formulated, nor is it obvious which existing entity should become the "lead agency." However, the City of Evanston staff has indicated a willingness to consider such a role, and has specifically agreed to call a meeting of possible public and private participating agencies to pursue this objective.

## VISIONS, STRATEGIES AND FUNDING

**Recommendation:** The "governing" bodies of the key staff representatives who participated in this study now need to formulate a consensus within and between them regarding the study area development, access and circulation vision presented in the full report, the appropriate implementation strategies and schedule, and funding sources (including shared costs).

**Why:** First of all, much needs to be done. Second, the window of opportunity which presently exists may not exist in the future. Third, the successes of Evanston do not only benefit this community, but (as in the past) are also evidence that similar accomplishments are possible elsewhere in the region.

Of particular importance are funding sources. Currently, CTA has allocated $32 million for the replacement and/or repair of viaducts in Evanston over the next six years. Metra representatives have indicated a willingness to consider the shared cost of commuter parking, in addition to additional improvements to the Davis Street station area. Evanston's downtown tax increment finance district expires in 2008, and may or may not have some revenue to invest in this area. Furthermore, the State of Illinois has several programs of limited duration that may provide funding, e.g. Build Illinois, Illinois First, and Illinois Tomorrow. Evanston's state representatives have indicated a commitment to improved transit and a willingness to pursue these and other sources. In fact, Representative Hamos's House mass transit subcommittee is currently weighing legislation called "Build Illinois Transit," a $4 million package to fund new and expanded transit services. At the federal level, Representative Schakowsky has also indicated a commitment to transit and a willingness to consider federal financial assistance in the 2002-2003 budget which is formulated in the fall of 2001. Most investors, public and private, however are willing to participate only if a strong consensus is evidenced regarding how the money will be spent.

## COMMUTER PARKING

**Recommendation:** The Project Team specifically recommends that the City of Evanston lead an intergovernmental discussion (or series of discussions) with transit providers on parking policies, including affordable parking, related to transit riders boarding at the Davis Street stations and, concurrently, at other rail transit stations in the community.

**Why:** All Project Team participants wish to encourage increased use of mass transit, especially the transit service providers. However, this current study did not produce a consensus on whether or not more long-term commuter (to Chicago) parking should be provided downtown, nor at what price, etc. If not downtown, then, what other locations in the city may be appropriate? During the next two years (2002-2003) downtown will experience a shortfall of parking spaces, due to the Sherman Avenue garage being replaced by a new garage which will ultimately produce a net gain of up to 900 parking spaces. Evmark is already working on a campaign to interest Evanston employers and employees in transit ridership. What will be the impact on those who commute daily to Chicago from Davis Street stations? Will they compete with Evanston employees for a limited number of parking spaces? After the new Sherman Plaza parking garage is completed, there may be a temporary surplus in available parking. Should more affordable daily commuter parking be encouraged? Then, what about the longer term? If the availability of affordable commuter parking is not provided downtown, then where? These questions have yet to be answered, but require discussion without delay.

## BENSON AVENUE TRANSFER POINT IMPROVEMENTS

**Recommendation:** Improvements to the Benson Avenue bus and CTA rail transfer point are recommended, including the rearrangement of bus unloading and loading areas, additional passenger waiting areas and shelters, new stairways connecting the northbound CTA rail platform directly to Church Street and Davis Street intersections for exiting passengers, and streetscape improvements to discourage mid-block pedestrian crossings of Benson Avenue.

**Why:** Under current conditions, modest conflicts exist between CTA and Pace buses, normal street traffic, vehicles entering or leaving the Sherman Avenue garage, and pedestrians who tend to cross Benson Avenue wherever they please. These conflicts will be exacerbated significantly as transit ridership increases, after a much larger parking garage is constructed, and after Sherman Plaza is constructed with its truck access point located directly opposite the primary entrance to the CTA station and bus loading area. The introduction of significant volumes of truck traffic, especially semi-trailer trucks, at this critical location creates a new challenge.

This study considered several alternative solutions, from doing nothing to widening Benson Avenue to four lanes, which would require substantial reconstruction and encroachment on the pedestrian environment and landscaping on the west side of the street. Both CTA and Pace objected to this extensive solution, at least for the foreseeable future. The Project Team endorsed the Consultant Team's recommendation (referred to in the full report as Alternative 1) that would not require widening of the street itself, but would result in the bus unloading and loading areas, especially the bus waiting areas, being rearranged so that the lead buses would stop at a point further south on Benson Avenue, thereby vacating the curb lane directly across the street from the truck access point and the garage access point. The City of Evanston has indicated its willingness to prohibit left turns for vehicles exiting the parking garage on Benson Avenue. Such traffic destined for Davis Street would be required to utilize the garage's Davis Street exit. This will also reduce conflicts between buses and other street traffic turning west (or right) at the Benson/Davis intersection. Other recommended improvements will redirect pedestrian traffic generated by the transit station and reduce mid-block crossings.

## VIADUCT REPAIR, REPLACEMENT, AND REMOVAL

**Recommendation:** The CTA viaducts at Church Street and Davis Street should both be replaced with new viaducts which are attractively designed and which eliminate the existing center piers; the westerly Union Pacific/Metra viaducts at Church Street and Davis Street should be removed; the remaining UP/Metra viaducts should be repaired/repainted; all abutments/retaining walls related to these viaducts should be enhanced or reconstructed, and other CTA viaducts in the downtown should be repaired as is deemed appropriate.

**Why:** With the exception of the new Clark Street and Lake Street CTA viaducts, all other CTA and Union Pacific viaducts in the downtown are in need of physical improvements or obsolete, creating a "blighting" influence on new private investment in the area as well as on public places. On the positive side, the CTA, Metra, and Union Pacific have all indicated (to varying degrees) a willingness to deal with this issue. Discussions are already underway between the City and the CTA regarding replacement of the CTA viaducts. Metra and the Union Pacific both indicate that the rail right-of-way served by their two westerly viaducts will never again be utilized by rail traffic; in fact the rails were removed long ago. Both agencies also indicate a

willingness to discuss removal of these viaducts, which would improve the visual gateways and connectivity of the Church Street and Davis Street corridors; permit improvements to retaining walls, landscaping, and the pedestrian entrances and stairways serving the northbound Metra platform; and provide traffic enhancements resulting from elimination of center piers and improved intersections. Center piers of the remaining two easterly viaducts will remain.

## WAYFINDING SIGNAGE

**Recommendation:** In addition to city-wide wayfinding signage that is scheduled to be installed in near future, it is recommended that this system be supplemented by a system of vehicular and pedestrian wayfinding signage of similar design especially appropriate to downtown destinations, including the transit stations, parking garages, and key public and private places/facilities.

**Why:** Transit ridership is encouraged by improved orientation of the commuter and pedestrian to rail stations and bus stops, just as other visitors are more likely to frequent downtown activities and facilities if they feel well oriented to their desired destinations. Furthermore, since time is of the essence to most people, wayfinding signage eliminates time required to search for a destination. In addition, the quicker that vehicular traffic gets to its destination via a direct route, the less circulating traffic and congestion will be experienced by others on limited capacity downtown streets. Installing a downtown wayfinding system is a logical extension of the city-wide system already committed.

## OTHER RECOMMENDATIONS

Other recommendations contained in the full report include, but are not limited to:

- Encourage compatible transit-oriented development and uses within walking distance of the Transportation Center (a practice that this City has become particularly effective at);

- Intensify the transit marketing efforts of all service providers and Evanston organizations, such as Evmark (which has already begun to implement this recommendation);

- Establish an accessible and visible City of Evanston Visitor Center within or in the immediate vicinity of the Transportation Center (which is being investigated by the Evanston Convention & Visitors Bureau);

- Improve connectivity and frequency of rail and bus transit service from nearby Chicago neighborhoods;

- Continue to expand Pace and CTA bus service in the evening hours and on weekends;

- Coordinate service with "private" transit providers such as Northwestern University, Evanston Northwestern Healthcare, retirements communities, etc.;

- Improve waiting environments at bus stops, including shelters, lighting, schedules, route maps; consider provision of waiting areas in adjacent private buildings;

- Improve installation and maintenance of lane markings and pedestrian crosswalks on downtown streets;

- Improve traffic signal timing and phasing at several downtown intersections;

- Increase supply of all-day parking at remote locations, including private lots, and at shared parking facilities;

- Shorten the pedestrian tunnel and enhance the pedestrian entrance to the Metra station on Maple Avenue;

- Expand and improve bicycle parking facilities in the immediate vicinity of the Transportation Center;

- Require developers and their contractors to provide wider and more attractive walkways around their construction sites with less disruption to pedestrian circulation;

- Provide commissioned art and appearance enhancements in public places and on public buildings, and encourage private property owners to do the same;

- Encourage more employers to utilize the RTA transit check program;

- Request financial assistance and the contribution of "brain power" from Northwestern University to promote improved transit service;

- Improve on-going communications between all transit-oriented parties and between transit providers and the general public via meetings, print media, electronic media, etc.;

- Amend the 1989 Downtown Plan to incorporate the recommendations of this study.

### CONCLUSION

Enhanced transit service, increased transit ridership, improved vehicular and pedestrian circulation, and transit-oriented development are key to the future vitality of downtown Evanston. This report provides substantive direction to public and private decision-makers alike, and to all those who endorse these objectives.

# INTRODUCTION

The Illinois General Assembly created the Regional Transportation Authority (RTA) in 1974, and reorganized it in 1983 into its present form. Its mission is to ensure a fiscally sound, comprehensive and coordinated transit system for northeastern Illinois (Cook, Lake, DuPage, Will, McHenry, and Kane Counties). Among its many programs is Regional Technical Assistance -- conducting research and planning with its own staff resources and providing financial assistance to municipalities for the conduct of studies utilizing local staff resources and/or consulting resources.

In 1999 Evanston Inventure initiated discussions with the Regional Transportation Authority which subsequently included the City of Evanston, Evmark and transit operating agencies. The objective was to enhance access to and circulation within the downtown, with an emphasis on transit service and ridership.

## PURPOSE

In March, 2000 the RTA issued Request for Proposal No: 12879 for consulting assistance:

> "…to develop conceptual plans for access within and between the Evanston Davis Street transit stations (CTA and Metra) and the existing and planned development in the downtown. The development of increased opportunities for attracting residents and visitors to downtown Evanston via mass transit will also be a focus of the project."

## STUDY AREA

The Study Area is generally referred to as Evanston's Downtown -- the central business district and immediately adjacent residential and institutional properties -- that area which is within walking distance of the Davis Street Metra and CTA rail stations and the Benson Avenue bus transfer point. This group of transit facilities is also referred to as the multi-modal Transportation Center.

The areas of greatest concern for this study are those which are within and immediately adjacent to the Transportation Center and those within a 1500-foot radius from the Davis Street rail stations. Such a radius is considered to be a "median desirable walking distance for transit riders," according to a 1990 Nationwide Personal Transportation Survey reported by the American Planning Association in PAS Advisory Service Report No. 468.

## PROJECT TEAM

The project is co-funded by the RTA, the City of Evanston, Inventure, Evmark, Arthur Hill and Company, LLC, and Sherman Plaza Venture. The Client's Project Team includes all of the above plus Metra, CTA, and Pace.

## CONSULTANT TEAM

With Teska Associates, Inc. as the lead firm, the selected Consultant Team also includes:

Valerie S. Kretchmer Associates, Inc.
Multisystems, Inc.
Kenig, Lindgren, O'Hara, Aboona, Inc.
Jack Weiss Associates

All of the firms have key persons who live in or work in Evanston, and who have witnessed the evolution of its downtown over a period of several decades.

## METHODOLOGY

The budget for this project was $99,210. The project was organized as eight tasks, described as follows:

Task 1 – Kick-off Meeting
Task 2 – Data Collection
Task 3 – Pedestrian Circulation Plan
Task 4 – Bus Service Levels and Transfer Location
Task 5 – Vehicular Circulation Plan
Task 6 – Transit – Oriented Development Opportunities
Task 7 – On Going Communication Mechanism
Task 8 – Final Report

The complete Scope of Services and the Work Schedule are reproduced as Appendix A.

## BASE MAP

One of the Consultant's initial responsibilities was to prepare a current year 2000 digital base map of the Study Area, based on a 1995 electronic file provided by the City of Evanston from its geographic information system (GIS). The Consultant updated the electronic file by adding new buildings and other physical changes which had occurred during the past five years, and has provided copies to the City of Evanston and other Project Team and Consultant Team members upon request. The 2000 base map is illustrated in Exhibit 1.

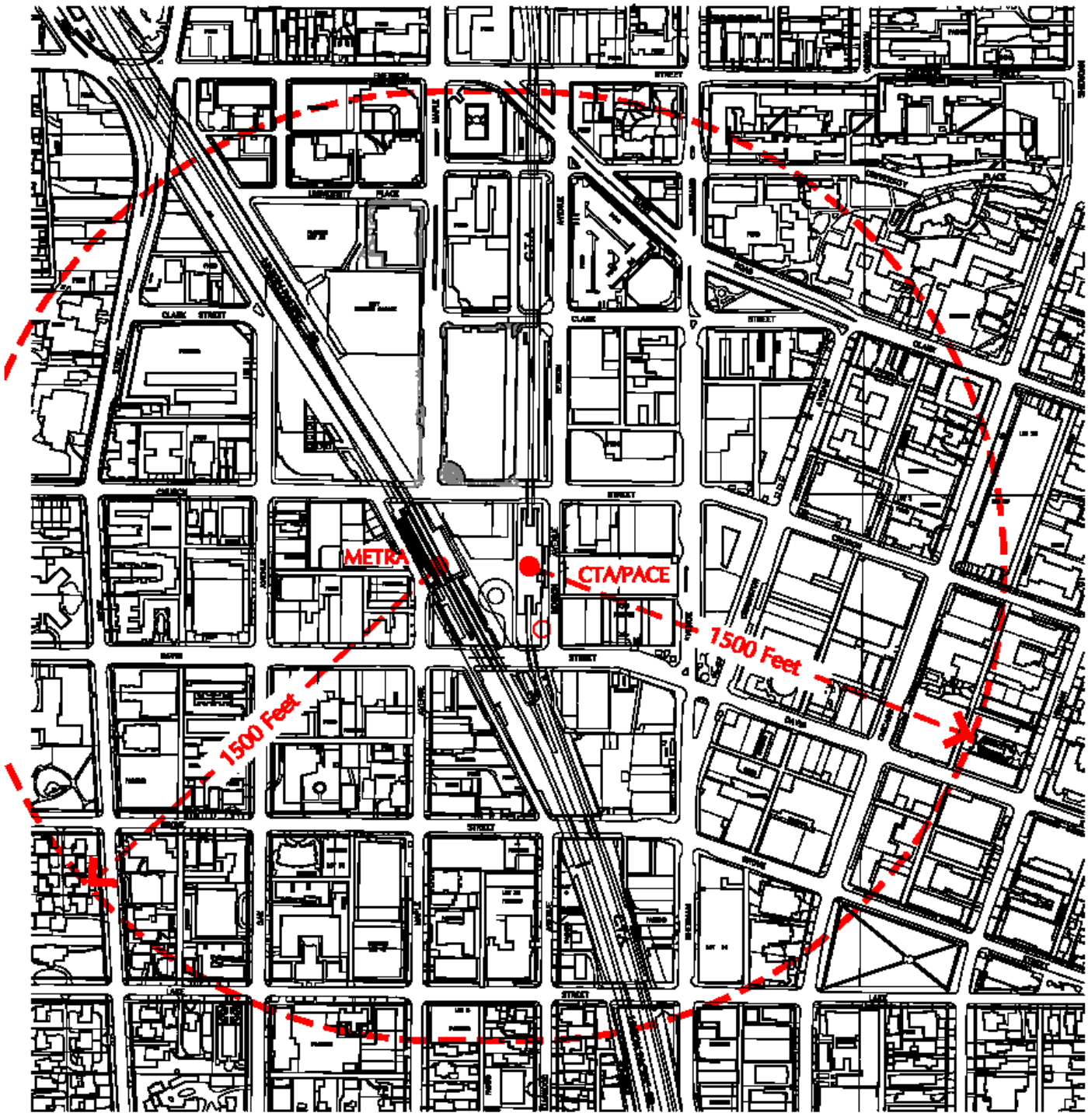



Exhibit 1

## Primary Transit-Oriented Development Area

Evanston's Davis Street Circulation & Transit-Oriented Development Study

● Davis Street Stations

TRKA ASSOCIATES INC.

NOVEMBER 2000

# THE HISTORY OF EVANSTON AND ITS DOWNTOWN

Since its original platting in 1854, the City of Evanston has been linked to Chicago's Loop by the railroad, first the Chicago and NorthWestern (now the Union Pacific) and subsequently the Chicago, Milwaukee and St. Paul. Transit service to Chicago was provided in 1890 by the North Chicago Street Railway Company electric trolleys and subsequently CTA buses, and in 1908 by the CTA elevated railroad to Central Street on the former Chicago Milwaukee and St. Paul right-of-way.

For many decades, downtown Evanston was also linked to downtown Milwaukee via the North Shore Line and the Chicago and NorthWestern Railroad. Although the North Shore Line has been abandoned entirely, Metra service via the Union Pacific still extends to downtown Kenosha.

The dedication of downtown's focal point, Fountain Square, took place in 1876 just one block from the Davis Street railroad (now Metra) station and the future CTA station (Exhibit 2). 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 outside Chicago served today by all four modes of transit: Metra, CTA rail, CTA bus and Pace. Therefore, Evanston ranks among the most transit-oriented suburbs in all the U.S.

Because of its attractive lakefront environment, its intimate relationship to Northwestern University, and its excellent accessibility, the city grew steadily—to over 19,000 residents in 1900, over 63,000 residents in 1930, and over 80,000 residents at its peak in 1970. Despite an increasing number of households, population declined to 73,233 residents in 1990 (due to smaller household size), before increasing again to 74,239 residents in 2000.

Until, 1960, Evanston was the retail and hotel capital of the North Shore, a premier position which dissipated quickly with the construction of competing shopping centers (Old Orchard in 1956, etc.) and hotels/motels near the Edens Expressway.

In the late 1960s and 1970s Evanston's pride was satisfied by its success as "the Headquarters City," only to see that asset diminish in the 1980s and 1990s as a result of corporate mergers, reorganizations, and relocations. However, all of the vacated office space was eventually absorbed by smaller professional and service firms, mostly growth-oriented. The highlight of the 1985-1995 period was the Northwestern University/Evanston Research Park oriented to high tech organizations, mostly new. In fact, all of downtown has become an incubator for profit and non-profit organizations of all types. Today, the large employers are few, but important, including Rotary International, McDougal Littell, Inc., Northwestern University, and Evanston Northwestern Healthcare System.

Since 1990, the two most positive trends in the downtown (in addition to the Research Park) are the dramatic increase of eating and drinking places (many with entertainment) and a similar increase in market rate, multi-family residences (approximately 1,000 new units). These two trends are, to a significant degree, interrelated. Clearly, downtown is becoming a highly desirable place to live, not simply a business district. Most of this development has occurred within a 1500-foot radius from the Davis Street/Church Street Transportation Center. This is, at least in part, representative of the public's desire for accessibility and its support of transit service.

Today, the City occupies an area of approximately nine square miles. Downtown is a compact area of 124 acres of developable land and 111 acres of street rights-of-way accommodating over 8 million square feet of building floor space, which houses approximately 4,000 residential units and 10,000 weekday employees. Exhibit 3 provides recent aerial views of downtown Evanston.

Centennial Fountain, 1876

Davis Street R.R. Stations, 1897

Photos Courtesy of Evanston Photographic Studios and Evanston Historical Society

Exhibit 2

# Downtown Evanston 1876-1897

## Looking North

Year 2000

Source: Metra

## Looking East

Mid 1990's

Source: Metra

Exhibit 3

# Downtown Evanston

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.

August 2001

# TRANSIT-ORIENTED DEVELOPMENT

## SUMMARY OF RECOMMENDATIONS

### Objective: Implement 2000 Comprehensive Plan

Actions:

- Keep Comprehensive Plan recommendations alive in all public and private decision-making
- Amend the 1989 Plan for Downtown to include recommendations from this study

### Objective: Enhance the Transportation Center

Actions:

- Encourage transit-rider supporting businesses
- Design outdoor spaces for pedestrian-oriented activities

### Objective: Encourage additional transit-oriented development

Actions:

- Emphasize recruitment of multi-story residential and employment projects with ground floor businesses
- Increase vehicular and bicycle parking facilities for commuters without encroaching on the pedestrian environment
- Utilize site plan review to enhance connectivity between building entrances and transit

### Objective: Consider a ground floor Evanston Visitor Center

Actions:

- Formulate a consensus on the type of visitor center desired
- Establish its financial feasibility, location, and implementation strategy

# TRANSIT-ORIENTED DEVELOPMENT

From infancy, Evanston and its downtown have embraced the concept and practice of transit-oriented development. In 1916-1917, such notable citizens as Daniel H. Burnham, Jr., Hubert Burnham, and Dwight H. Perkins served on a city plan committee and prepared a downtown plan which focused on a "Commercial Park" in the triangle bounded by Sherman Avenue, Orrington Avenue , and Church Street, and on a landscaped "Public Mall" leading from the park to the Chicago and NorthWestern Railroad station. Civic and commercial buildings fronted onto the mall along Church Street and Davis Street. In this context, the CTA and C&NW railroad stations were structures of architectural significance.

City-wide Comprehensive Plans were prepared as early as 1917 and 1938, then again in 1956 after World War II. Each was based on a system of internal bus transit focusing on downtown, and a system of rail transit connecting Evanston to Chicago and other North Shore suburbs.

## RECENT AND CURRENT CITY PLANS

The City of Evanston has expressed its commitment to public transit and transit-oriented development since 1956 in a series of public documents, including:

- Evanston: Your City and its Planning Objectives, 1963
- Comprehensive General Plan: Objectives and Policies, circa 1968
- Comprehensive General Plan, 1974
- Comprehensive General Plan, 1985
- Comprehensive General Plan, 2000

### 2000 Comprehensive General Plan

In its most recent Comprehensive General Plan (adopted on May 8, 2000), the Plan Commission and City Council have stated key policies in the Central Business District chapter:

> Goal: A Mixed-Use Central Business District that is attractive, convenient and economically vibrant.
>
> Actions:
>
> Promote additional hotel space, entertainment-oriented businesses, and residential/commercial mixed-use development in order to attract more people to the area.
>
> Promote Downtown as a viable tourist destination.
>
> Update the 1989 Plan for Downtown.
>
> Prioritize the continued public and private reinvestment in and renewal of streets, sidewalks, street lighting, landscaping, and other amenities.

In the Transit Systems, Bicycles and Pedestrians chapter, they state, among other policies, the following:

> Goal: A community that offers safe, affordable and easily accessible alternatives to the automobile.
>
> Actions:
>
> Promote public transportation ridership as an alternative to automobile use, focusing attention on new strategies for getting residents to suburban employment locations via mass transit.
>
> Work with transit agencies to focus ongoing capital improvement planning on the improved structural integrity, safety and appearance of railroad overpasses, embankments, and stations.
>
> Encourage the investment in signage, shelters, benches and lighting to improve safety and comfort at bus stops and train stations. Where possible (e.g., the Davis Street El Station) promote the establishment of commuter retail inside stations.
>
> Promote higher-density residential and mixed-use development inclose proximity to transit nodes (e.g., train stations) in order to support non-automobile dependent lifestyles.
>
> Pursue proactive rather than reactive communication with public transportation agencies to influence policy decisions that affect Evanston riders as well as the overall efficiency of a regional mass transit system.

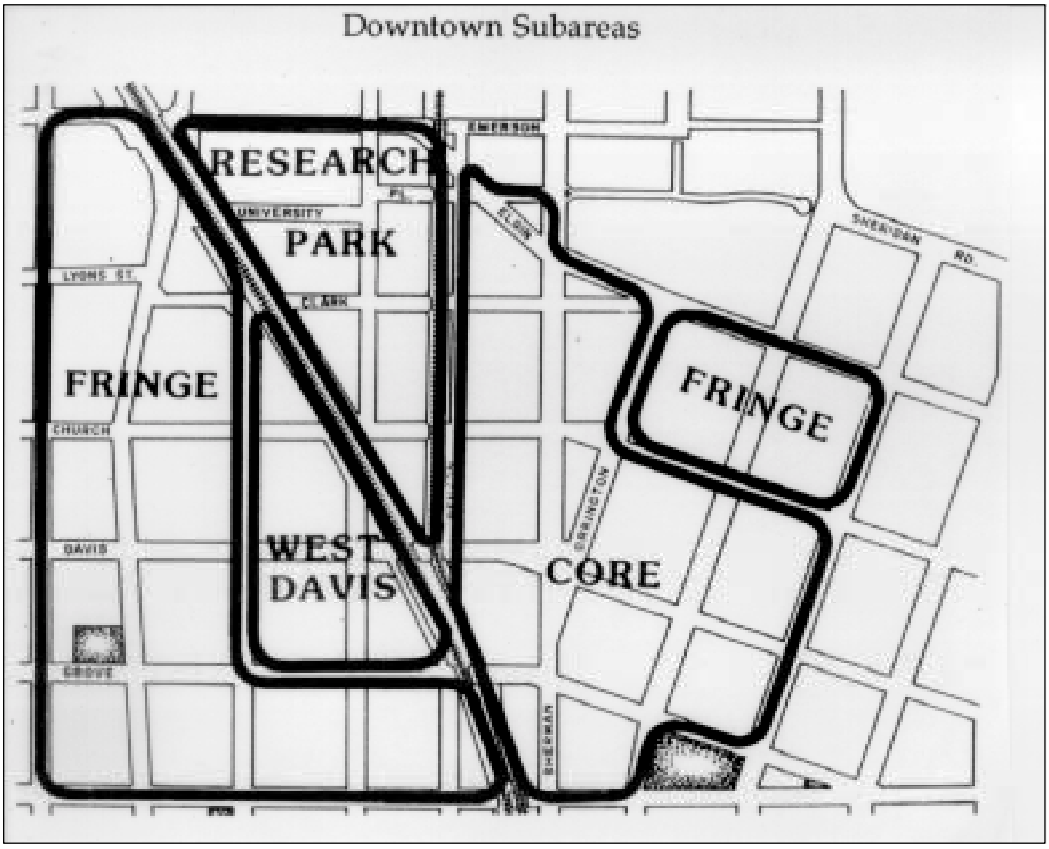
### The 1989 Plan for Downtown Evanston

This plan and its companion, the 1986 Research Park Plan, have guided development for the past decade and more. Both are consistent with and supportive of transit-oriented development, especially the compatible redevelopment of underutilized properties within convenient walking distance from the Transportation Center. A generalized concept of downtown is illustrated in Exhibit 4.

The Plan for Downtown states:

> Aside from the completion of the Transportation Center, we do not see major improvements to the public transportation system such as improved levels of service or new routes. Our goal is to hold on to the service that we have. We must continue to encourage greater use of public transportation as one means of achieving that goal. Probably the single most important action which can influence the future of public transportation is the final build out of Research Park with the large number of potential riders this new employment base can generate. P. 51

That is being accomplished, and much more, but not entirely in the manner originally anticipated.



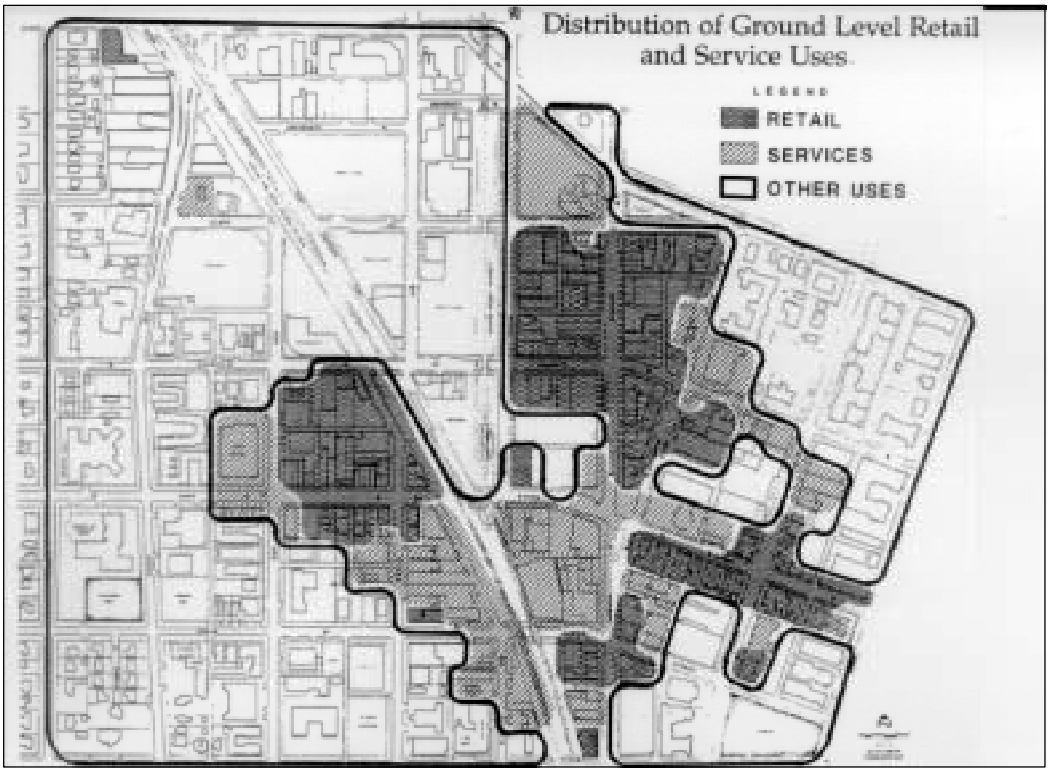




Exhibit 4

# 1989 Downtown Plan

### The Zoning Ordinance

As did Zoning Ordinance amendments of the 1960s, which permitted Planned Development (the first of which was State National Bank Plaza) and increased density and building heights, the new Zoning Ordinance of 1993 also encourages transit-oriented development and higher densities in the immediate proximity of the Transportation Center (Exhibit 5).

## DOWNTOWN DEVELOPMENT TRENDS

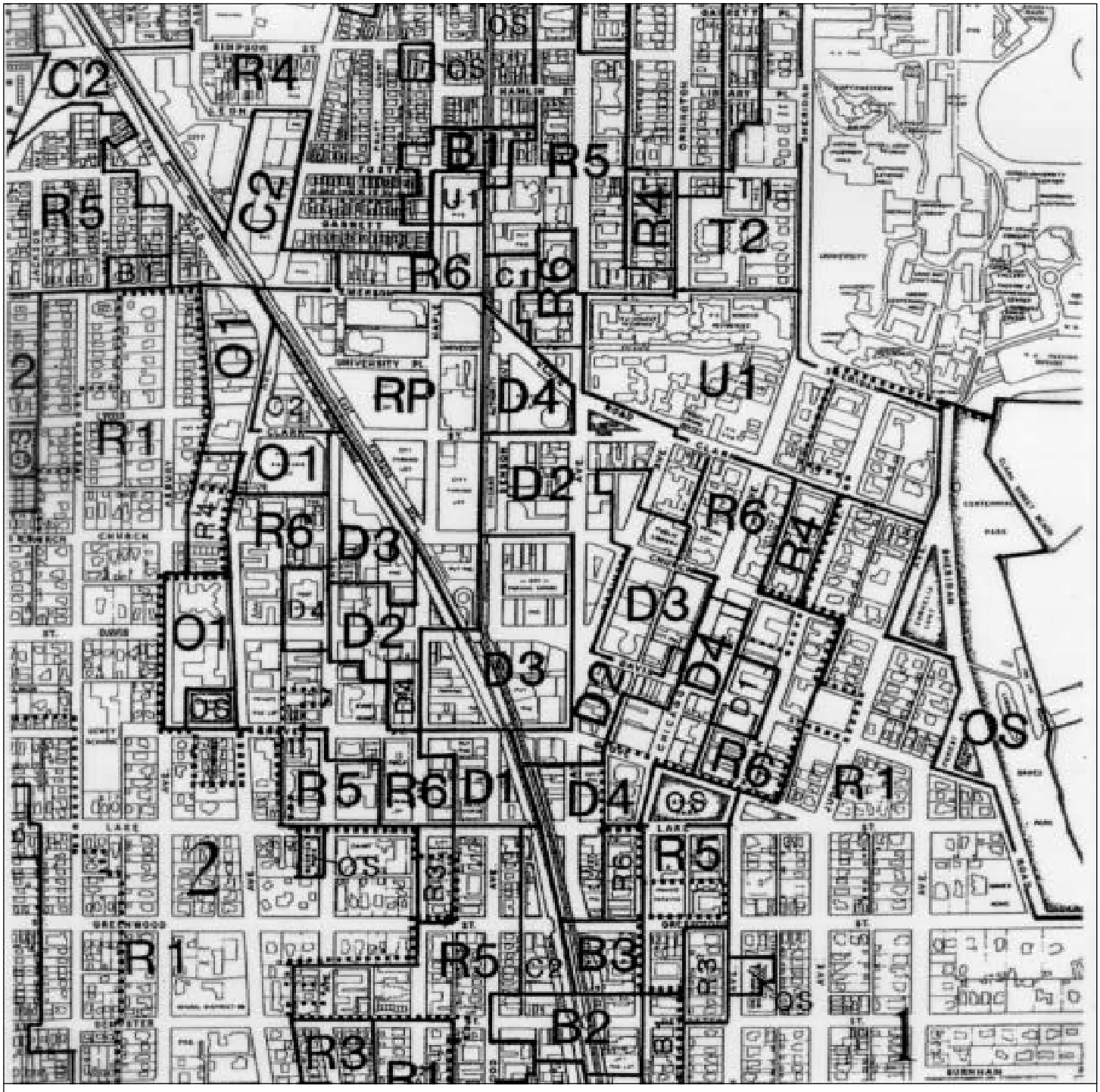
### Recent, Current and Proposed Projects

In 1996 the Evanston City Council determined that its commitment to the Research Park developer had expired, and that it would be beneficial to make the area south of Clark Street available for mixed-use development, compatible with the Research Park, the Transportation-Center, and the balance of downtown. Following a request for proposals from the real estate development industry, the City Council selected Arthur Hill & Company, Inc. as the developer of record. Pursuant to the agreed on plan, the main pavilion was opened for business in November, 2000. It includes an 18 screen Century Theatres Cineplex and 72,000 sq. feet of retail space. The City's 1,400 space parking structure on Maple Avenue also opened in November. Other buildings under construction now are the Hilton Garden Inn, the Evanston NW Hospital Research Center, the 909 Davis Building (McDougal Littell, Inc. headquarters), Optima Towers, and Church Street Station (Exhibit 6 and attached table).

In April, 2001, the Music Institute of Chicago announced that it had acquired the former Christian Science Church at the corner of Chicago Avenue and Grove Street. The Music Institute proposes a 600-seat performance hall and rehearsal/instructional space. Also committed nearby are the 1881 Oak, Sherman Plaza, 1800 Sherman (Building Two), Ridge/Emerson, and Hill/Optima projects (Exhibit 7 and attached table).

In addition, the City of Evanston and/or its many civic organizations sponsor many special events, mostly outdoor and many in the downtown. Attached is a list of some of these events for 2001.

The cumulative impact of these projects and events includes more vehicular traffic, increased demand for parking, substantially increased pedestrian activity, and a greater need for enhanced transit service to and within downtown Evanston, as well as to Chicago. Recent developments clearly evidence an increased transit service demand in the evenings and on weekends. Anticipated future developments will support this trend.




| | | |
|---|---|---|
| B1 Business | D1 Downtown Fringe | RP Research Park |
| B1 Business | D2 Downtown Retail Core | R4 General Residential |
| C2 Commercial | D3 Downtown Development | R6 General Residential |
| O1 Office | D4 Downtown Transition | O1 Office |

Exhibit 5

## Existing Zoning

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.
August 2001

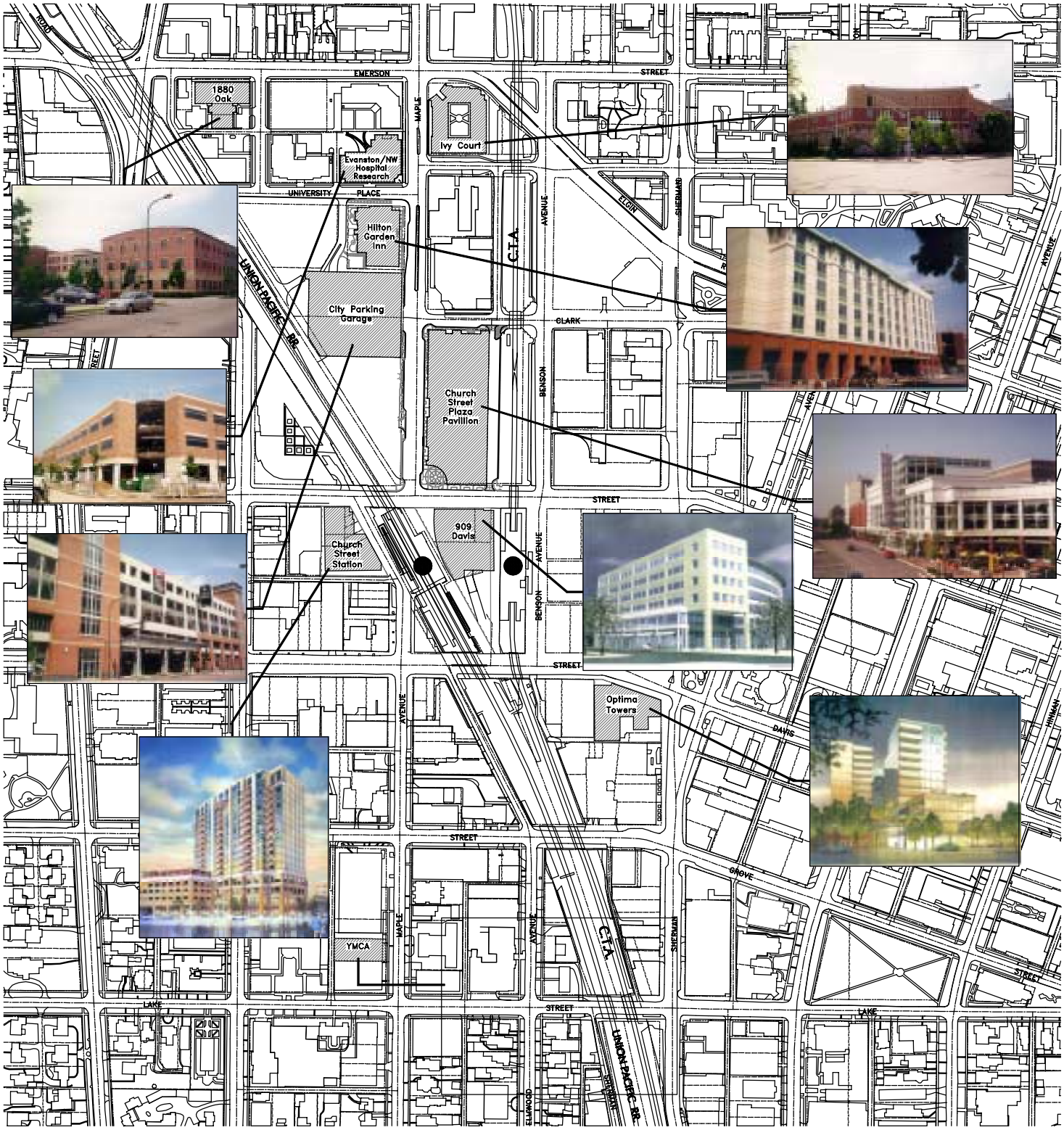



Exhibit 6

# Recent & Current Projects 1998 - 2001

Evanston's Davis Street Circulation & Transit-Oriented Development Study

● Davis Street Stations

TESKA ASSOCIATES INC.

0 100' 200' 300'

November 2001

## RECENT AND CURRENT PROJECTS IN DOWNTOWN EVANSTON 1998 - 2001

As of May, 2001

| Project Name | Developer | Occupants | Floor Space | Stories | Parking | Status |
|---|---|---|---|---|---|---|
| Ivy Court | Broadacre Development<br>474 N. Lake Shore Drive<br>Chicago, IL 60611<br>T. 312.836.4200<br>Fidel Lopez | Townhouses | 30 units | 3 | 53 spaces inside | Completed |
| 1880 Oak | Scribcor, Inc.<br>400 N. Michigan<br>Chicago, IL 60611<br>T.847.486.9401<br>James Nesbitt | 4 office businesses and NU Technology Transfer Program | 50,000 s.f. | 3 | 4 spaces | Completed 12/99 |
| Evanston/NW Hospital Research | Mesirow Stein<br>Development Services<br>350 N. Clark<br>Chicago, IL 60610<br>T.312.595.7914<br>Alice Lee Rebechini | Evanston/NW Hospital Research | ? | 3 | 4 spaces | Under Construction |
| Hilton Garden Inn | Arthur Hill & Co.<br>Five Revere Drive<br>Northbrook, IL 60062<br>T.847.498.8623<br>Ben Ranney | Hotel | 175 rooms | 6 | Parking in City Garage | Under Construction |

| Project Name | Developer | Occupants | Floor Space | Stories | Parking | Status |
|---|---|---|---|---|---|---|
| City Parking | City of Evanston<br>2100 Ridge<br>Evanston, IL 60201<br>T.847.866.2922<br>David Jennings | Businesses/Ground<br>Parking/Ground & Above | | 6 | 1,460 spaces inside | Completed 11/00 |
| Church Street Plaza Main Pavilion | Arthur Hill<br>Five Revere Drive<br>Northbrook, IL 60062<br>T.847.498.8623<br>Ben Ranney | Businesses/ Ground<br>Century Theatres/ Above | 14,000 s.f.<br>18 screens | 2+ | Parking in City Garage | Completed 11/00 |
| Church Street Station | Focus Development, Inc.<br>211 Waukegan Road<br>Northfield, IL 60093<br>T.847.441.0474 | Businesses/Ground<br><br>Condos/Above | 17,000 s.f.<br><br>105 units<br>139,700 s.f. | 17 | 172 spaces inside, 4 loading docks | Under Construction |
| 909 Davis | Meisrow Stein<br>Development Services<br>350 N. Clark<br>Chicago, IL 60610<br>T.312.595.7914<br>Alice Lee Rebechini | Businesses/Ground<br>Offices/Above (McDougal Littell & Co.) | 21,000 s.f.<br>190,000 s.f. | 6 | 63 spaces inside | Under Construction |
| Optima Towers | Optima, Inc.<br>630 Vernon Avenue<br>Glencoe, IL 60022<br>T.847.835.8400 | Businesses/Ground<br>Condos/Above | 8,000 s.f.<br>105 units | 13 | 115 spaces, inside | Under Construction |
| Family Activity Center | YMCA<br>1000 Grove Street<br>Evanston, IL 60201<br>T.847.475.7400<br>Tony Lee | Gymnasium | 21,000 s.f. | 2 | 17 spaces, covered | Under Construction<br>(Estimated Completion 2002) |

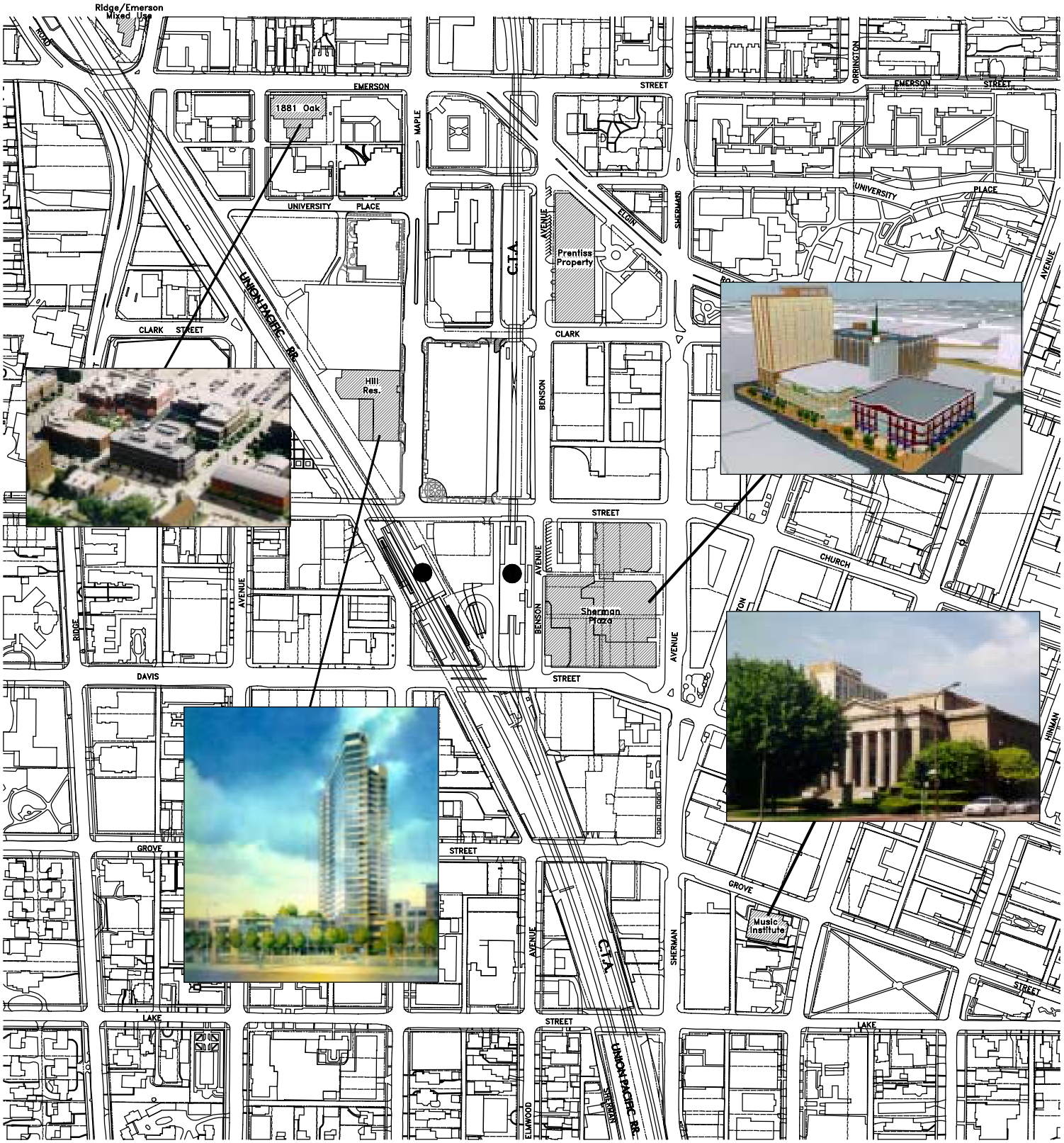



Exhibit 7

# Proposed Projects

Evanston's Davis Street Circulation & Transit-Oriented Development Study

● Davis Street Stations

TESKA ASSOCIATES INC.

0 100' 200' 300'

November 2001

## PROPOSED PROJECTS IN DOWNTOWN EVANSTON

As of May, 2001

| Project Name | Developer | Occupants | Floor Space | Stories | Parking | Status | Estimated Completion |
|---|---|---|---|---|---|---|---|
| Music Institute | Music Institute of Chicago<br>300 Green Bay Road<br>Winnetka, IL 60093<br>T.847.446.3822<br>Dr. Frank Little | Performance Hall<br>Rehearsal Space<br>Administration | 600 seats<br>24,000 s.f. | | none | Adaptive reuse of church pending zoning review | 2002 |
| Ridge/Emerson | Atlantic Realty<br>Atlanta, GA | Apartments | 200 units | 9-11 | 200 spaces inside | Zoning Review, Staff | 2002 |
| 1881 Oak | Scribcor, Inc.<br>400 N. Michigan Ave.<br>Chicago, IL 60611<br>T. 847.486.9401<br>James Nesbitt | Offices | 50,000 s.f. | 3 | 5 spaces; more in City Garage | Site Plan concept approved by SPARC; Appearance concept tabled | 2003 |
| 1800 Sherman Building Two | Prentiss Properties<br>1800 Sherman<br>Evanston, IL 60201<br>T.847.492.3100<br>Mike Goebig | Businesses/Ground<br>Offices/Above | 180,000 s.f. | | ? | Staff review | 2003 |

| Project Name | Developer | Occupants | Floor Space | Stories | Parking | Status | Estimated Completion |
|---|---|---|---|---|---|---|---|
| Optima Views | Optima, Inc.<br>630 Vernon Avenue<br>Glencoe, IL 60022<br>T.847.835.8400<br>Todd Desmarais | Businesses/Ground<br>Condos/Above | 5,300 s.f.<br>205 units | 28 | 228 spaces | Approved | 2003 |
| Sherman Plaza | Sherman Plaza Venture, LLC<br>77 Wacker Drive<br>Chicago, IL 60601<br>T.312.917.4264<br>John Terrell | City Parking Garage<br>Retail/Ground & Above<br>Condos/Above | 245,000 s.f.<br>212 units | 3<br>17 | 1,500 public spaces;<br>65 private spaces inside, 11 loading docks | Redevelopment Agreement approved by City Council | 2004 |

**ANNUAL EVENTS** (With Significant Attendance)
Source: Evanston Convention and Visitors Bureau

**December**
*First Night Evanston (15,000 attend.)*
Location: Davis Street/Sherman Avenue
Closest Train Stop: Davis St.

**May**
*Evanston Farmers Market*
Location: University Place
Closest Train Stop: Davis Street or Foster

**June**
*Starlight Concerts*
Location: Dawes Park, Church Street/Lakefront
Closest Train Stop: Davis Street

*Custer's Last Stand, Arts & Crafts Fair (20,000 attend)*
Location: Main/Custer
Closest Train Stop: Main Street

*Fountain Square Arts Festival (20,000 attend)*
Location: Church St./Sherman Ave.
Closest Train Stop: Davis St.

**July**
*Central Street Arts & Crafts Fair (7,000 attend)*
Location: Central St./Hartrey
Closest Train Stop: Central St.

*Ethnic Arts Festival (30,000 attend)*
Location: Dawes Park, Church St./Lakefront
Closest Train Stop: Davis St.

**August**
*Lakeshore Arts Festival (20,000 attend)*
Location: Dawes Park, Church St./Lakefront
Closest Train Stop: Davis St.

*American Craft Exposition (25,000 attend)*
Location: Henry Crown Sports Pavilion, Northwestern Campus
Closest Train Stop: Noyes St.

**Northwestern Football**
Avg. attendance for a home game is 40,000
Closest Train Stop: Central St.

### Possible Future Project Sites

It is not unrealistic to state that every block or property in Downtown Evanston not redeveloped in the past 20 years, not occupied by a building of six or more stories, not occupied by public open space, public building, or religious building is a candidate for redevelopment in the next 50 years. Obviously, the marketplace will select only some sites during that period. However, not to look this far in the future would be a gross oversight in the context of providing transportation options.

In the foreseeable future, say 10 years, a more modest outlook is appropriate, assuming that the national economy will cool off somewhat and the recent pace of downtown development cannot be sustained year after year. Exhibit 8 identifies those properties that might have redevelopment potential during that time period, but for which no announcements have been made nor plans known to have been prepared. However, some of these properties have from time to time in the past been on the real estate market, and some have been the subject of conversations generated either by their owners or other interested parties. Admittedly, this map is highly speculative, perhaps even incomplete. However, it conveys a message that additional development is likely and that there is significant potential for development west of the CTA tracks. This trend will reinforce the concept of one revitalized, highly connected downtown focused on its Transportation Center. The development of all or some of these properties could add up to 700,000 sq. ft. of floor space (possibly more) plus parking to the downtown inventory of transit-oriented development.

The result of recent, current and possible development will tend to modify the concept of subareas identified in the 1989 Plan for Downtown as illustrated herein by Exhibit 9. In effect, the Core Area is expanding to the west, filling in the long-time "hole in the doughnut" and uniting all of downtown as a pedestrian friendly activity center.

## GENERATORS OF TRANSIT RIDERSHIP

It is the actual use of land, and of existing and new building space, that translates into the generation of traffic, parking, pedestrian and transit demand.

From a transit perspective, all TOD land uses fall into three categories:

- Trip Origins, e.g. residences
- Trip Destinations, e.g. employment, shopping, education, health care, activities (entertainment and special events, etc.)
- Trip Transfers, e.g. commuter parking, other transit mode stops/stations

Figure 10 Illustrates existing key transit trip generators in Downtown Evanston.

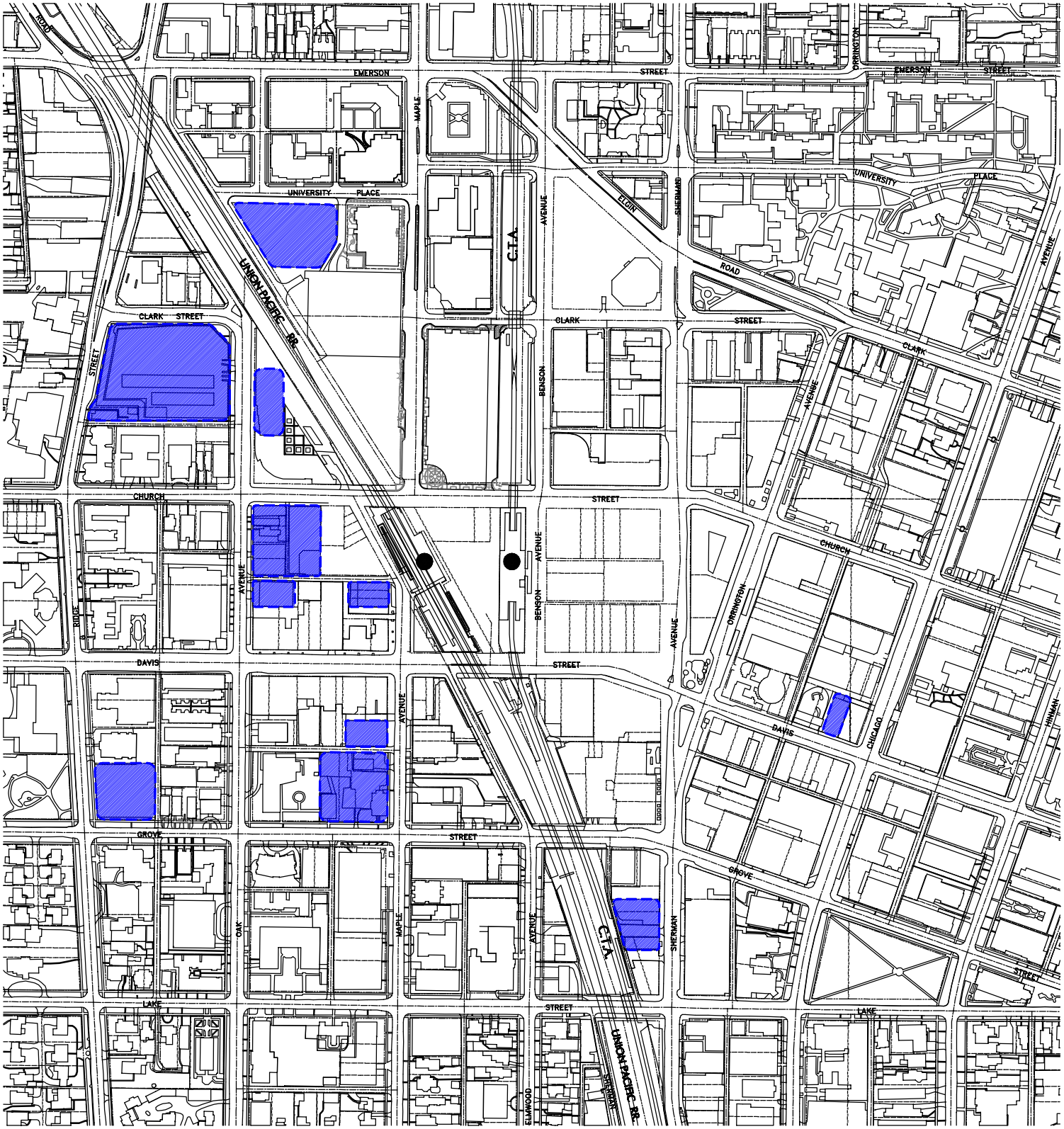



Exhibit 8

# Possible Future Project Sites

Evanston's Davis Street Circulation & Transit-Oriented Development Study

● Davis Street Stations

TESKA ASSOCIATES INC.

0 100' 200' 300'

August 2001

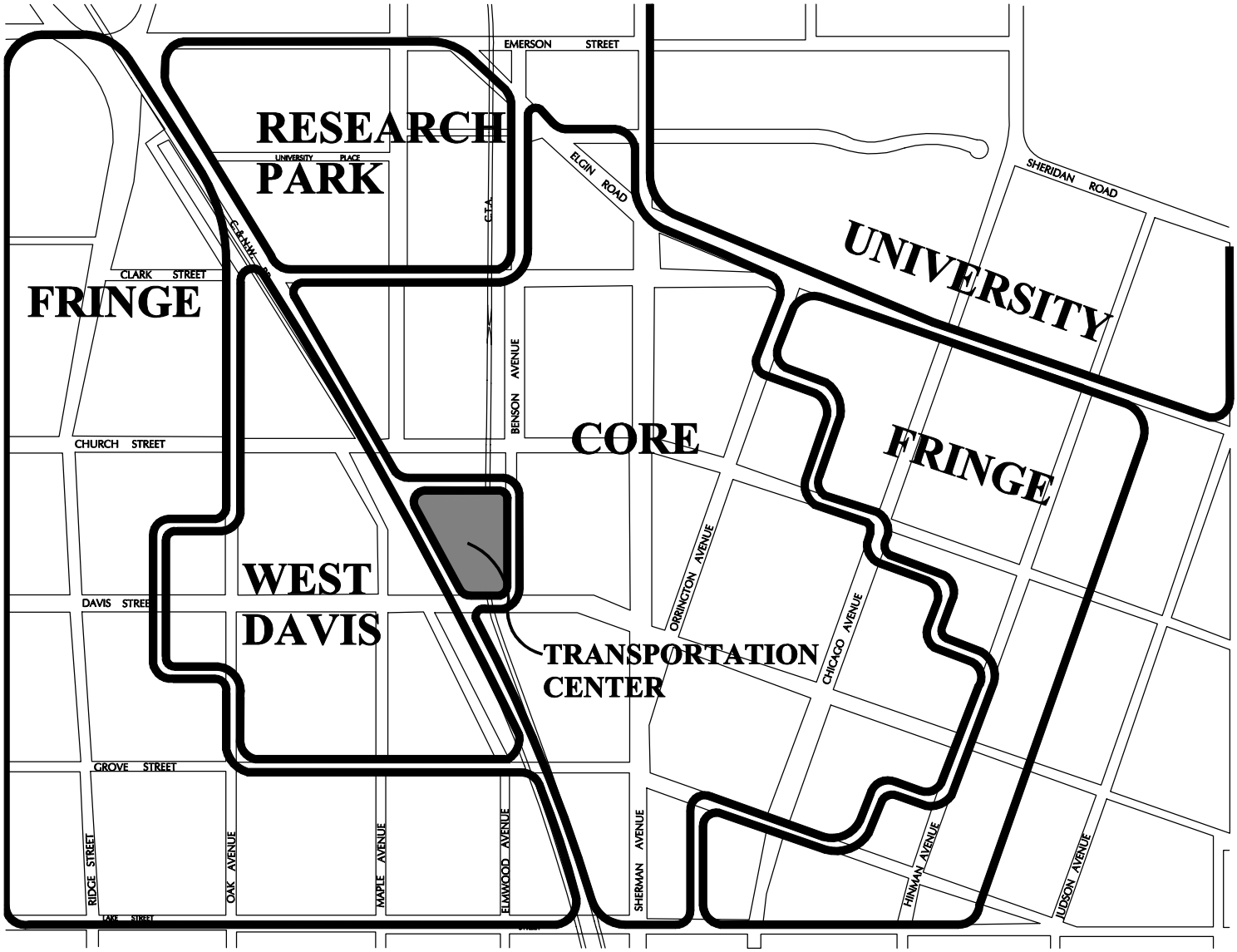


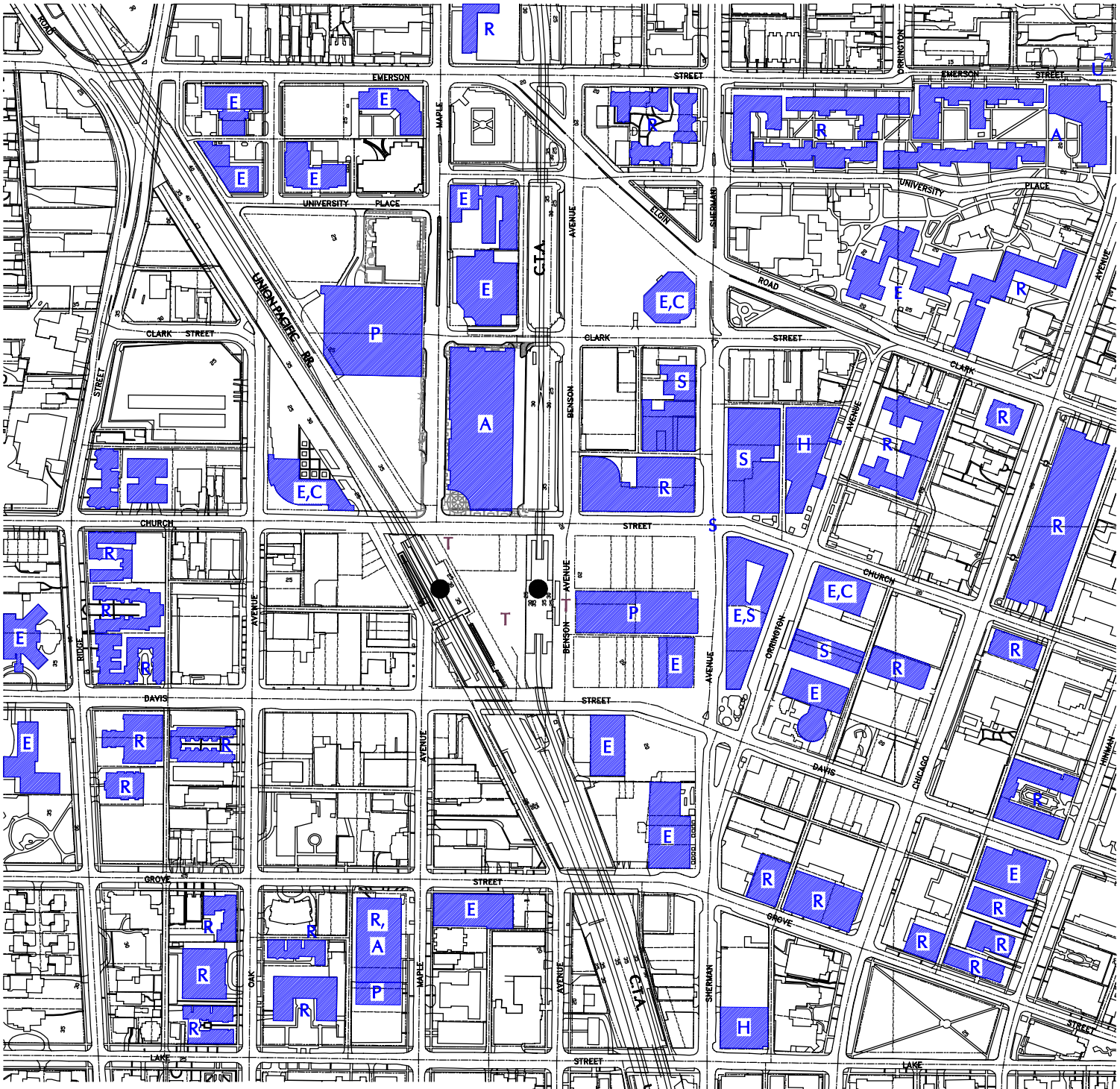

Exhibit 9

## Emerging Downtown Subareas

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.

August 2001




**Origins**

- R - Residences
- R - Student Housing
- P - Commuter Parking
- H - Hotels
- T - Transfers

**Destinations**

- E - Employment
- S - Shopping
- A - Activities
- U - University
- C - Healthcare

● Davis Street Stations

# Exhibit 10

# Key Transit Generators: Existing

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.

0 100' 200' 300'

August 2001

### Preferred Land Uses

Consistent with recent real estate investment experience, city policies and practices, and TOD research, the following are preferred land uses for the study area:

**Transit Rider Origins:**

- **Multi-family Residences**, those which are oriented to households without school age children, including working singles and couples who commute to work, students who commute to class, active seniors who may give up the second auto (even the first) and become more transit dependent, and any resident who enjoys connectivity with non-work opportunities in Chicago or the North Shore.

- **Hotels,** those which accommodate patrons attending meetings or conferences in Chicago, those whose patrons might take advantage of leisure activities in Chicago, and those who utilize transit services from O'Hare or Midway airports to visit Evanston.

**Transit Rider Destinations:**

- **Financial Institutions, Offices & Research Facilities,** especially those which attract a transit-oriented/dependent labor force.

- **Retail and Service Businesses,** those which attract employees and customers to Downtown Evanston via transit, and those which appeal to Evanston's school age children old enough to utilize transit independently.

- **Educational, Meeting and Conference Facilities**, those linked to hotels, colleges or universities, businesses, or non-profit organizations which attract students or participants without autos from out-of-town.

- **Healthcare Providers**, especially those who provide outpatient care for seniors, youths and others who do not have access to or do not wish to utilize automobiles, and those whose employees depend on transit for work trips.

- **Dining & Entertainment**, those uses which bring adult customers and patrons to Evanston, and those which attract youths from within Evanston.

- **Special Events,** including the farmers market, arts & crafts fairs, sidewalk sales, sporting events, "cultural" events, celebrations (e.g. First Night), etc.

**Transit Rider Transfer/Support Uses:**

- **Commuter Parking** for private autos, van pools, and bicycles.

- **Convenience Businesses,** specifically those desired by riders in the immediate station area, e.g. news stands, coffee shops, carry-out foods, photo finishing shops, video rental stores, flower shops, dry cleaning shops, barber shops/hair salons, banking/ATM facilities, day care centers.

Evanston's Downtown Plan, Comprehensive General Plan, Zoning Ordinance, and Site Plan Review Process exhibit support for these land uses. In fact, the City has been determined to encourage ground floor retail and service uses in mixed-use structures in the vicinity of the Transportation Center to enhance pedestrian connectivity throughout downtown and amenities to transit riders.

### Future Key Transit Generators

Exhibit 11 illustrates a possible arrangement of near future key transit generators in the downtown, including planned projects and possible (but uncommitted) future projects.

Exhibit 12 illustrates existing transit-rider support uses. Additional support uses will be included in future development projects.

## RECOMMENDED OBJECTIVES AND ACTIONS

Because the City of Evanston and its constituents have been committed to public transit and transit-oriented development for decades and have exhibited extraordinary efforts in recent years, recommendations focus on fine tuning current policies rather than major policy revisions.

**Objective: Endorse and implement policies and actions recommended in the 2000 Comprehensive Plan as they relate to Downtown Evanston revitalization, especially public transit service, pedestrian amenities and transit-oriented development.**

Actions:

- Keep the Comprehensive Plan alive in all public and private decision-making proceedings, including the budgeting of capital improvements, zoning and site plan review, provision of downtown maintenance services, support for the arts and special events, etc.

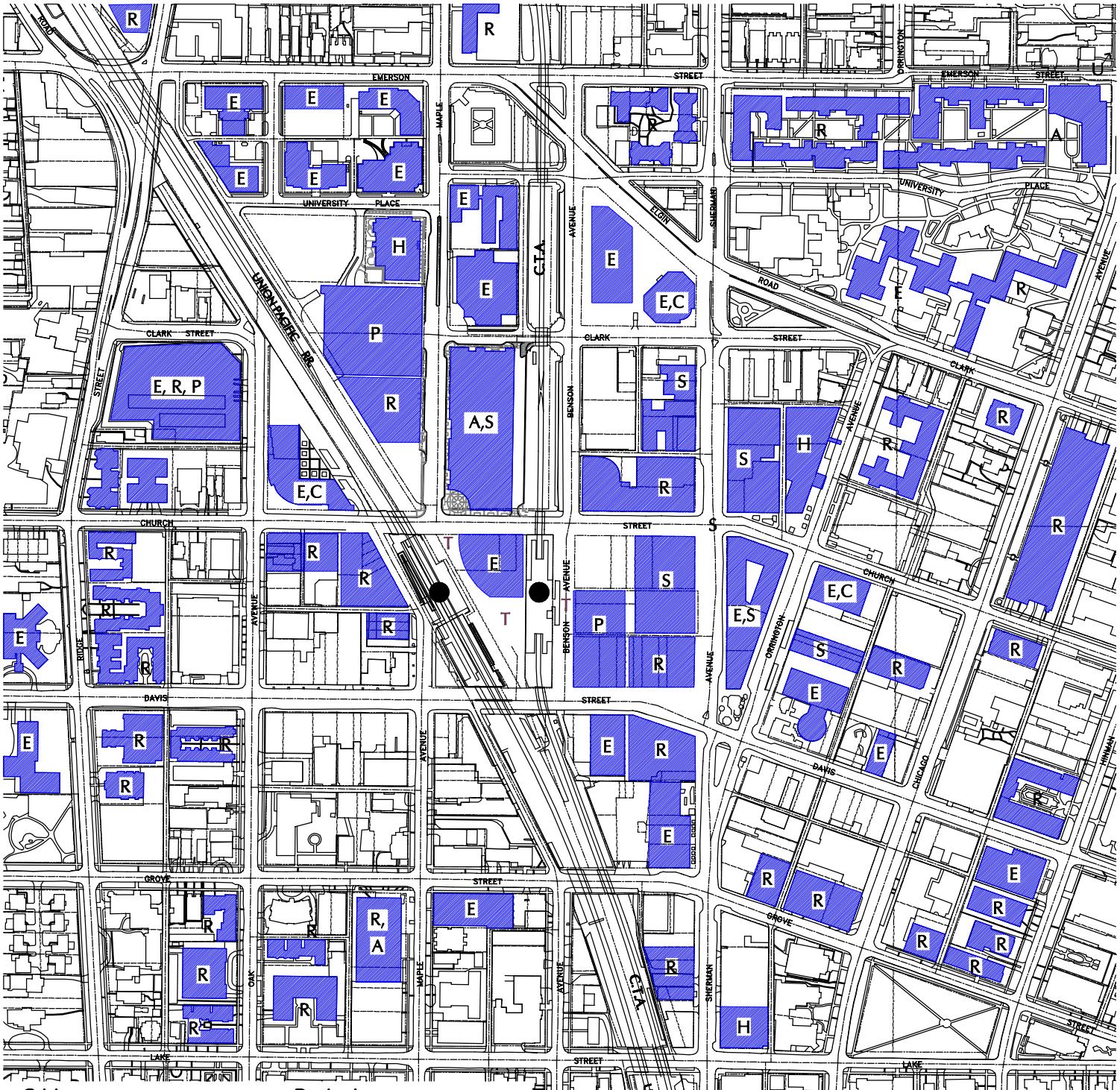
- Update the 1989 Plan for Downtown.

**Objective: Continue to enhance the Transportation Center as a multi-modal transit station, a compatible mixed use development site, and a pedestrian environment which is synergistic, safe and appealing 18 hours or more per day, seven days a week.**

Actions:

- Encourage and enhance transit-rider supporting businesses, e.g. news stands, ATMs, telephone and mail facilities, coffee shops and restaurants.

- Design the open spaces/plazas within the Transportation Center for active use, e.g. outdoor dining, licensed vendors and displays, small group seating, etc., while discouraging incompatible uses such as skateboarding, etc.




| Origins | Destinations |
|---|---|
| R - Residences | E - Employment |
| R - Student Housing | S - Shopping |
| P - Commuter Parking | A - Activities |
| H - Hotels | U - University |
| T - Transfers | C - Healthcare |

● Davis Street Stations

# Exhibit 11

# Key Transit Generators: Possible Future

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.

0 100' 200' 300'

August 2001

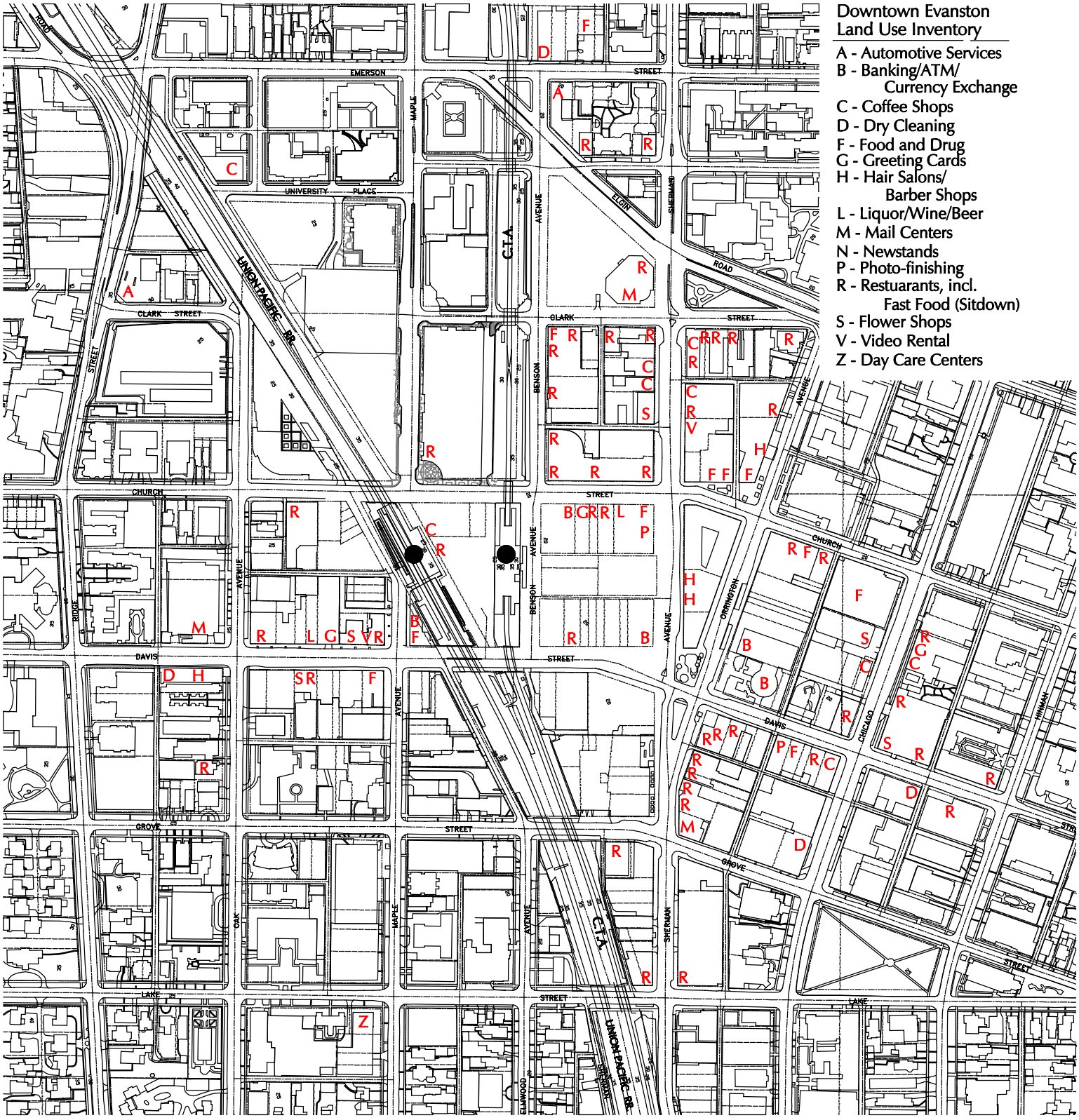



Exhibit 12

# Transit-Rider Supporting Uses

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.

August 2001

**Objective: Encourage additional compatible transit-oriented and pedestrian-oriented development within convenient walking distance of the Transportation Center.**

- Developer recruitment and/or negotiations should emphasize significant residential and employment projects with ground floor, pedestrian-oriented businesses.

- Land area or building space should be provided to increase opportunities for automobile and bicycle parking without encroaching on the pedestrian environment of the area.

- Site plan review should pay careful attention to building orientation and pedestrian entrance locations in order to enhance connectivity to the Transportation Center and nearby bus stops.

**Objective: Consideration should be given to the accessible and visible location of a ground floor City of Evanston Visitor Center within or proximate to the Transportation Center, incorporating facilities for exhibits and small group (e.g. tour group) orientations.**

Actions:

- Facilitate a dialogue and formulate a consensus on the appropriate type of visitor center, preferably one that incorporates both a human presence and a technological presence, e.g. linked to other Evanston and regional electronic resources.

- Establish its financial feasibility and prepare a specific implementation package, including location and design.

# TRANSIT SERVICES

## SUMMARY OF RECOMMENDATIONS

### Objective: Serve traditional market more effectively

Actions:

- Identify specific intra-Evanston transit trip needs and service responses
- Improve direct transit service from nearby Chicago neighborhoods
- Evaluate options for improved service from Skokie, Wilmette and Glenview

### Objective: Assess feasibility of serving new markets

Actions:

- Identify new and emerging markets related to downtown

### Objective: Improve transportation coordination and communication

Actions:

- Involve mass transit and para-transit operators in downtown transportation management

### Objective: Improve CTA rail and bus service

Actions:

- Improve reliability of rail connections at Howard Street
- Introduce more northbound stops on the Evanston Express between Belmont and Howard
- Consider potential for extending Evanston bus routes south of Howard and/or Chicago routes to downtown Evanston
- Create distinctive image for Evanston buses
- Enhance evening bus service

### Objective: Improve Pace bus service

Actions:

- Consider fixed bus stop locations in Evanston, in addition to "flag" stops
- Evaluate potentials for improved evening and weekend bus service
- Improve bus stop locations, shelters, and boarding surfaces

### Objective: Improve Metra rail service

Actions:

- Consider reduced fares for travel in the off-peak direction to and from Ravenswood and Rogers Park stations
- Work with the City of Evanston to formulate policies for affordable parking

### Objective: Strengthen City of Evanston role

Actions:

- Coordinate a comprehensive analysis of city-wide transit demands and services using Federal, State and RTA funding with a modest local match
- Spearhead creation of a transportation management function

### Objective: Enhance the Benson Avenue rail and bus transfer point

Actions:

- Rearrange bus loading and unloading areas
- Construct exit stairways from the CTA northbound rail platform to Church & Davis Street intersections
- Install streetscape improvements to reduce mid-block pedestrian street crossings

# TRANSIT SERVICES

## HISTORY OF TRANSIT SERVICE

Evanston has historically had very high levels of service. In addition to the services that currently exist, Evanston was served by an electric inter-urban train connecting Evanston with points north until the mid-1950's. Commuter service to Milwaukee and beyond was also available until the early 1970's. In 1973, the private bus company (Evanston Bus Company) ceased operation. Some of the service operated by EBC was re-established that year in a bus system that looks very similar to what is in place today.

The early 1980's was the time when transit in northeastern Illinois faced a significant financial crisis, eventually leading to the state legislation in 1983 that reorganized the Regional Transportation Authority in its current form. Prior to the establishment of the RTA, Evanston lost a significant amount of service. In 1981, Metra significantly reduced off peak and weekend commuter rail service, at the same time doubling fares. Ridership fell drastically. In 1982 and 1983, bus service within Evanston was trimmed back by decreasing the frequency of Saturday service from 20 to 30 minutes between buses. Evening service on the 201, 202 and 203 routes was eliminated. In 1985, the reduced fare on Evanston bus and rail service was eliminated with the loss of the subsidy from the City of Evanston – in effect creating a fare increase for riders. During this time period, Nortran was the operator of bus service to nearby suburbs. Pace assumed operation of Nortran services in 1991. The Pace services in place today are fairly similar to the services operating at that time.

In 1987, Envirodyne Engineers with assistance from Teska Associates, Inc. began preparation of engineering/architectural plans and urban design guidelines for the Davis Street multi-modal Transportation Center which was completed in 1993 by the City of Evanston. This Transportation Center provides for CTA rail transit, CTA bus transit, Pace bus transit, and taxis; a pedestrian plaza connecting directly to Metra rail transit; and a mixed-use development site with frontage on Church Street (Exhibit 13).

## SERVICE LEVEL AND USAGE TRENDS

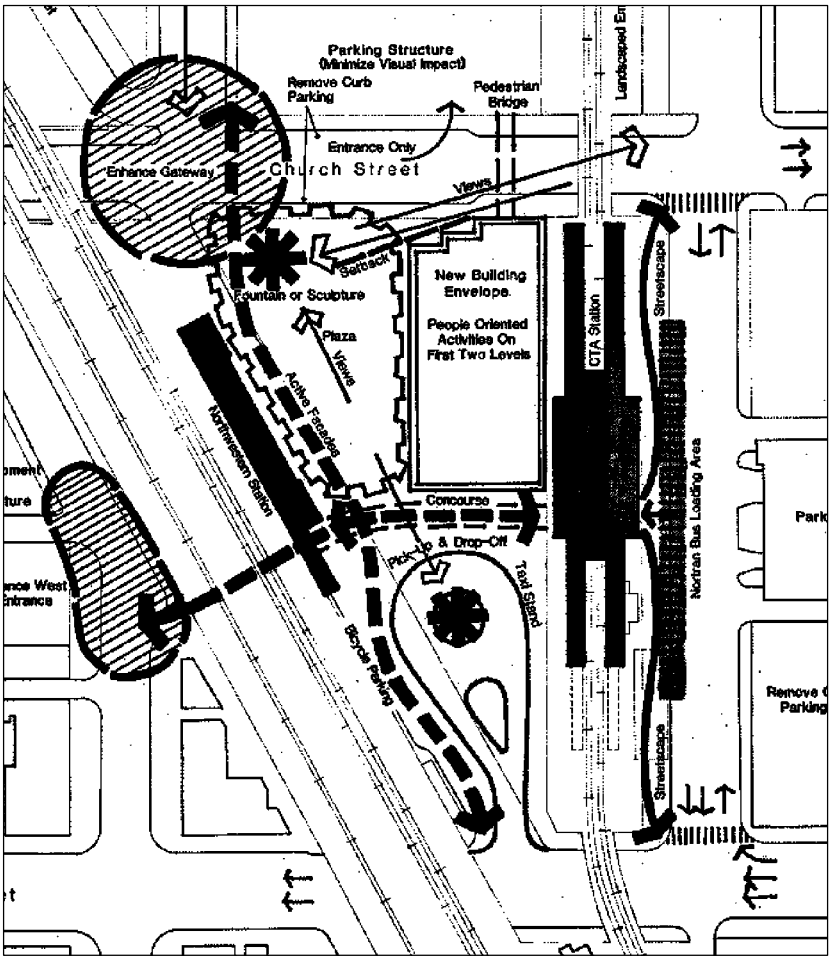
Americans have rediscovered transit. According to the American Public Transportation Association, ridership on public transit systems rose by 21% during the periods 1995 - 2000, an increase not seen since 1959. This trend of increased ridership is expected to continue, even if not at the same rate.

In Evanston, weekday passenger boardings at the Metra Davis Street station have increased each year from 565 in 1983 to 1,395 in 1999, or 147 percent. Weekday boardings at the Main Street and Central Street Metra stations have also increased significantly. Service levels have remained stable.

From 1980 to 1999, northbound CTA train trips have been reduced from 169 per day to 120 per day, or approximately 40 percent. Ridership in Evanston decreased approximately 50 percent. However, overall ridership on the Purple Line increased 3% between June, 2000 and June, 2001.

In terms of CTA bus service, the past 20 years have seen decreases in both the amount of service provided and ridership. In the early 1990's, Saturday service was discontinued on Route 202 and Route 203. In 1997, CTA eliminated Saturday service on Route 204 and Pace began operation of that service.

Looking at the number of miles of service that are provided on CTA bus routes on a weekday, a decrease of 13% is seen from 1980 to present. This reduction comes in different ways. In some cases, the hours of




1987 Design Guidelines: Teska Associates, inc

1993: Completed Project

Exhibit 13

service have been trimmed back – reducing the span of time that service is available. In other cases, the headway – or time between buses – has been increased, decreasing the competitiveness of transit with other mode choices. Yet, between June, 1999 and June, 2001, Routes 201, 203 and 204 have all seen ridership increases.

In the context of the entire CTA bus system, some Evanston routes have not been strong performers compared to other routes in the system. Typically, performance is measured by the number of people using the service per hour of service that is provided. As the CTA has faced budget crises over the years, the Evanston service comes under close scrutiny and cuts have been made in days of service or frequency of service. The service reductions make transit a less attractive mode of transportation, decreasing usage and continuing the circle of decline. It should also be pointed out that Evanston's population decreased by 9 percent from 1970 to 1990 before increasing slightly in the 1990s.

Since the early 1990's, Pace weekday service (measured by hours) on routes serving Evanston has increased approximately 15 percent, primarily on Route 250. Comparable ridership figures are not available.

Therefore, it is possible that increased interest in transit and the increasing Evanston population are catalysts for a continuing upward trend in future years.

## SIGNIFICANT SURVEY FINDINGS

Data collection for this project included new (October, 2000) surveys of three downtown user groups: transit riders, downtown parkers, and employees. In all of the surveys, participants were asked about how they reached downtown, their trip purpose, transit availability, reasons for not using transit, and their use of downtown and spending patterns (See Appendix for detailed survey findings and methodologies).

Together with knowledge of development trends, the information from the three surveys provided the starting point for understanding transit needs and potential markets for transit in Evanston. Many of the findings of the transit usage data available from operating agencies support the basic transit numbers that were developed in the survey. Some differences between observed transit use and the transit survey data should be noted in any reports of the data. In general, the transit user statistics from the survey represent a good sample.

The analysis of the survey data sought to find information that would help make transit recommendations consistent with the following goal of this transit task:

**Goal:** Increased transit use/decreased dependence on automobiles

- Among employees in downtown Evanston
- Among people parking in downtown Evanston for other purposes
- Among people boarding rail services in downtown Evanston to reach Chicago and other destinations

A number of things were learned from the combination of surveys that help to identify recommended changes to service. Some of the key points follow.

- From CTA rail data, we know that the primary travel market served by the Davis Street CTA station is people who are employed in, or nearby, Evanston. (We know this because of the high number of people entering the CTA Davis station between 4:30 and 6:00 p.m.) From the employer survey, we know that most employees in Evanston live nearby (Chicago neighborhoods or adjacent suburbs), yet only one-third of the employees took transit.

- Among the respondents to the employee survey, 39% reside in Chicago, with the largest concentrations in northern Chicago neighborhoods including Lakeview, Rogers Park, and Uptown. The number one reason cited for not using transit among these employees was that transit takes too long, and the number two reason was that schedules are not convenient.

- Residents of the nearby neighborhoods within Chicago were more than twice as likely to identify 'transit as an option' than are residents of Evanston.

- Most Evanston employees residing in Glenview, Skokie, and Wilmette felt that transit was not an option. As with Chicago residents, "takes too long" and "schedule not convenient" were the most common reasons cited for not using transit.

- Among residents of north Evanston, 40% of respondents in the employee survey and 34% of respondents in the parking survey stated that transit was an option for their trip. The top three reasons for not using transit were "schedule not convenient," "takes too long," and "had to make other stops."

- For residents of south Evanston, 54% of respondents in the employee survey and 29% of respondents in the parking survey claimed that transit was an option. Most of the same reasons for not using transit were cited, with the addition of "don't know schedule."

- The survey of current transit users in Evanston indicates that a significant increase in transit usage may be difficult to attain without major changes in the available travel options. Of the 55 respondents destined for downtown Evanston in the survey, 86% did not have a car available for their trip, implying that only 14% of riders were using transit by choice. Among the 590 respondents boarding transit vehicles in Evanston, 65% had no car available for the trip. Most of the "choice" riders were destined for downtown Chicago; it was the only destination location for which more than 30% of respondents had a car available (52%). These riders use transit to avoid traffic congestion and the cost of parking in downtown Chicago. Relatively few people making non-work trips on transit had a car available, at roughly 20%.

The conclusion we can draw from this information is that current transit service in Evanston (other than rail service to downtown Chicago) needs to be improved and more effectively publicized to encourage more people to make transit their choice of mode for trips to downtown Evanston. Transit service must become faster and more convenient or driving and parking must become less convenient and/or relatively more expensive. Other methods to affect the travelers' mode decision, such as provision of a compensation benefit for using transit, would also help shift people from their cars to transit.

## EXISTING SERVICES

Downtown Evanston, from a transit perspective, is one of the busiest and the most well-served suburban location in the RTA region outside the City of Chicago. The focus of this downtown Evanston study is to capitalize on this transit asset by enhancing the pedestrian environment and ensuring continued transit connectivity.

### Range of Services

Metra commuter rail and CTA rapid rail stations are located adjacent to one another in the Transportation Center between Davis and Church Streets. Four Pace routes provide connections between these stations and the nearby suburbs. Four CTA routes provide bus service within Evanston (Exhibit 14). Within the study area of this project, nearly 340 buses pass through on weekdays (150 buses / 6 routes on Saturdays and 50 buses / 2 routes on Sundays). Nearly 300 trains pass through the two rail stations – 230 on CTA and 60 on Metra. A brief description of the area served for each of the transit services in downtown Evanston follows.

### Rail Services

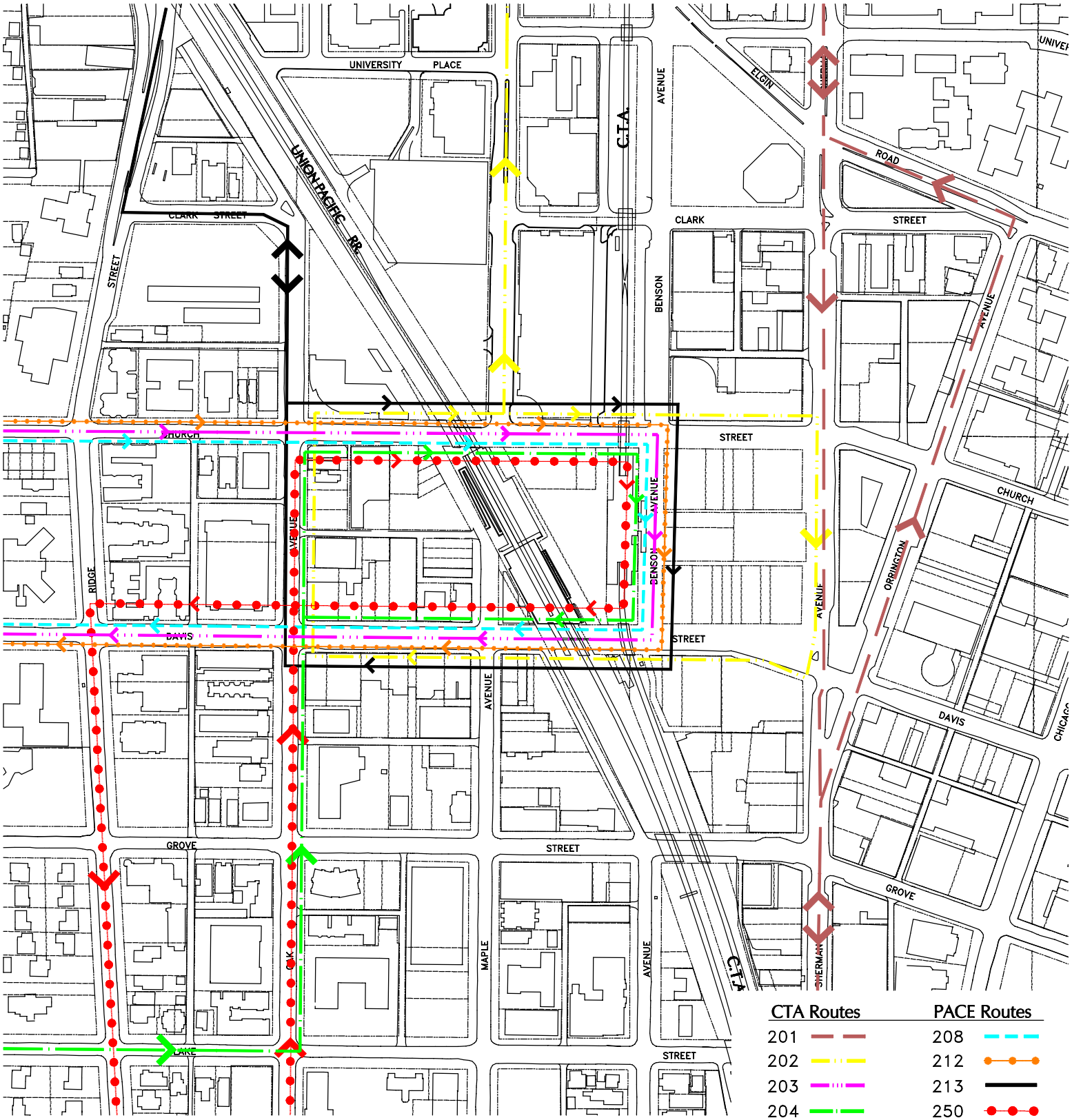
***Metra Union Pacific North Line:*** This line is operated by the Union Pacific under a purchase of service agreement with Metra. Commuter rail service begins as far north as Kenosha and terminates in downtown Chicago at the Ogilvie Transportation Center on the west side of the CBD. The Davis Street station is served by most trains operating on the line, providing the highest level of service of the three commuter rail stations in Evanston (Central and Main are the other access points to this service). Schedules and service are oriented to the downtown Chicago peak hour commuter. Due to the employment concentration in Evanston, the Davis Street station sees a higher number of destination commuters than other stations in the Metra system.

***CTA Purple Line:*** Service on the CTA Purple Line goes as far north as Linden Avenue in Wilmette, and as far south as downtown Chicago around the Loop during peak periods. In the off-peak times and on weekends, the Purple Line operates as a shuttle from Linden Avenue to Howard Street where passengers can transfer to Red Line trains and the rest of the CTA rail system. The usage of the Davis Street station shows it to be primarily a destination station. The station remains very active on the weekends.

### Bus Services

***CTA Bus Services:*** CTA operates four routes that provide local circulation within the City of Evanston. These routes come together in the downtown Evanston area that is the focus of this study. Each route serves different areas of town that are described below

> *Route 201* – This route serves the north part of Evanston. It operates from the northwest part of Evanston, across Central Street serving the Central Street Metra station, the Purple Line Central Street station, Evanston Hospital, south to the Civic Center, downtown Evanston (on Sherman Avenue), and continuing south along Chicago Avenue terminating at the Howard Street CTA station. Service runs between 5:30 a.m. and 7:15 p.m. on weekdays, between 9:30 a.m. and 5:30 p.m. on Saturdays. Frequency ranges between 15 – 30 minutes between buses depending on the time of day. An owl period (1 a.m. – 5 a.m.) version of this service operates parallel to the Purple Line tracks as replacement service for the rail service that is not operated at that time of day.




Source: Multisystems, Inc.

Exhibit 14

# Existing Bus Routes Within the Study Area

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.

0 80' 160' 240'

August 2001

*Route 202* – This route serves west Evanston and the southeast part of town. Leaving from the bus transfer at the CTA Davis Street station, the route heads north to Emerson, west to the high school area, then travels south on Fowler to Main Street. The route then crosses on Main Street to the CTA station, heads south on Chicago to South Blvd. and makes a loop in the southeast returning to Main Street. Only weekday service is provided on this route, operating from 6 a.m. to 7:30 p.m. Service operates every 30 minutes, 20 minutes during the peak periods.

*Route 203* – This route serves northwest and central Evanston. The route begins in northwest Evanston along Grant Street and crossing McCormick to Dodge and the high school. The route then travels across Church Street into the downtown and the bus transfer at the CTA Davis Street station. From downtown, the route travels to the Howard Street station via Ridge Avenue. Service operates on weekdays only, between 6:00 a.m. and 7:30 p.m.

*Route 204* – This route serves the west and southwest areas of Evanston. Service starts at the downtown bus transfer location at the CTA Davis Street station, traveling south on Oak and west across Lake Street to Dodge and the high school. Service operates south on Dodge, east on Oakton to Asbury and the Howard Street CTA station. CTA operates this service on weekdays between 6:15 a.m. and 9:15 p.m. On Saturdays, Pace operates this service on a slightly different routing – connecting St. Francis Hospital to the west side. It also provides service combining the 202 and 204 routing. Service operates from 7:00 a.m. to 7:10 p.m. on Saturdays.

***Pace Bus Services:*** Four regional Pace routes provide service into Evanston. All of these routes meet at the bus transfer point at the Davis Street CTA station. The market served by each of the routes is described below.

*Route 208* – This route provides service from downtown Des Plaines, across Golf Road to Oakton Community College, Golf Mill in Niles, Old Orchard Mall in Skokie, then continuing east on Church Street through Evanston to the Davis Street CTA station. Service is hourly, with 30-minute service in the peak periods. Service is operated 7 days a week. Weekday service operates between 6:30 a.m. to 10:00 p.m., Saturdays from 8:00 a.m. to 8:00 p.m. and Sundays from 10:00 a.m. to 6:00 p.m.

*Route 212* – This route provides service between downtown Evanston and Northbrook Court. It travels on Church Street to McCormick to Golf Road, serving Old Orchard, Glenview, and Northbrook. The route operates weekdays, (6:30 a.m. to 7:00 p.m.) and Saturdays (8:00 a.m. to 6:00 p.m.) on an hourly headway, with 30 minute service in the weekday peak periods.

*Route 213* – This route provides service from downtown Evanston to Northbrook Court following Green Bay Road. Also served by this route are Ravinia, Highland Park and the Botanic Gardens. Weekday service operates between 6:00 a.m. and 8:30 p.m. on 30-minute headways throughout the day, with 20-minute headways in the peak. Saturday service operates from 7:00 a.m. to 6:00 p.m.

*Route 250* – This route provides service from downtown Evanston west to Des Plaines across Dempster Street. Service is provided 7 days a week. This route provides connections to the Skokie Swift station, Lutheran General Hospital and Des Plaines. On weekdays, service operates between 5:30 a.m. and 12:20 a.m. (extended from 10:30 p.m. in June, 2001) every 30 minutes, except every 20 minutes during the peak periods, and less frequently in the late evening. On Saturdays and Sundays extended service (as of June, 2001) operates on a 30-minute headway between 6:00 a.m. and 12:20 a.m. and 6:00 a.m. and 12:20 a.m., respectively.

## HOW SERVICES VARY BY HOUR AND DAY

Despite what appears to be an abundance of transit service when looking at a transit map, there are times of day and days of the week when transit service is much more limited than other times – or even not available. Exhibit 15 summarizes the days of week that service to Evanston operates, and the frequency of service during the following time periods:

- Weekday Peak Hours
- Weekday Evening Service
- Saturday Service
- Sunday Service

In general, weekday peak hour bus services operate about twice as frequently as the midday service. Bus service within Evanston does not exist in the evening hours (after 7 or 8 p.m.). The Pace service to nearby suburbs is extremely limited on most routes in the evening, in some cases operating a single late evening trip several hours after more frequent service stops. The picture on Saturday is even more limited. Only two of the four local routes operate. The service to nearby suburbs operates on a schedule similar to weekday midday. On Sundays, the only bus service operating connects Evanston to the suburbs to the west via two routes. However, Pace has recently extended hours of service on Route 250 seven days per week beginning June 10, 2001.

CTA rail service generally runs on 15-minute headways, with greater frequency during the peak periods. In the peak periods, the Evanston Express operates, enabling passengers to stay on the same train all the way to downtown Chicago. During other times of the day and week, CTA rail service runs as a shuttle between Howard Street to the south and Linden Avenue to the north in Wilmette, necessitating a transfer at Howard in order to continue further south into Chicago. Between 1 a.m. and 5 a.m. CTA rail service is shut down in Evanston. A replacement bus service runs parallel to the CTA tracks through Evanston to connect with the CTA train at Howard. The train capacity is adjusted by running fewer cars per train during times of lesser demand.

Metra operates a highly peaked service. The primary market using this service is commuters destined to downtown Chicago work locations. During the peak periods, trains run very frequently. During the peaks, many trains from the Davis Street station run express to downtown Chicago, creating a very attractive travel time for commuters. During the midday, Metra service operates almost hourly and stops at all stops. Service ends at midnight. On Saturdays and Sundays, service operates less frequently than hourly.




Source: Multisystems, Inc.

Exhibit 15

# Service by Bus Route

Evanston's Davis Street Circulation & Transit-Oriented Development Study

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August 2001

Evanston Evening-Period Transit Service

Evanston SaturdayTransit Service

Evanston SundayTransit Service

Source: Multisystems, Inc.

Exhibit 15 (Continued)

# Service by Bus Route

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.

August 2001

## SERVICE USAGE

Various levels of detail on transit ridership are known at the Davis Street location. Because of the nature of rail ridership, it is straightforward to identify the number of people who enter the CTA rail system through the automatic fare collection equipment. Metra relies on manual counts every other year, and on ticket sales and conductor counts, to determine station boardings and alightings, because they do not have fare collection equipment at the stations. Rather, conductors do their fare collection on-board.

In the case of bus ridership, the generally known statistic is route level ridership – the number of people who boarded the bus that day. Identifying bus ridership at a particular point requires special counts to be conducted. Fortunately for this project, Pace conducted a special count of ons and offs at the Davis Street CTA station, providing us with very helpful information that is not usually available. In the case of CTA buses, data is available only for whole routes.

### Rail Ridership

The following table summarizes rail ridership at the Davis Street stations for Metra and the CTA.

**Passengers Entering Davis St. Rail Stations**

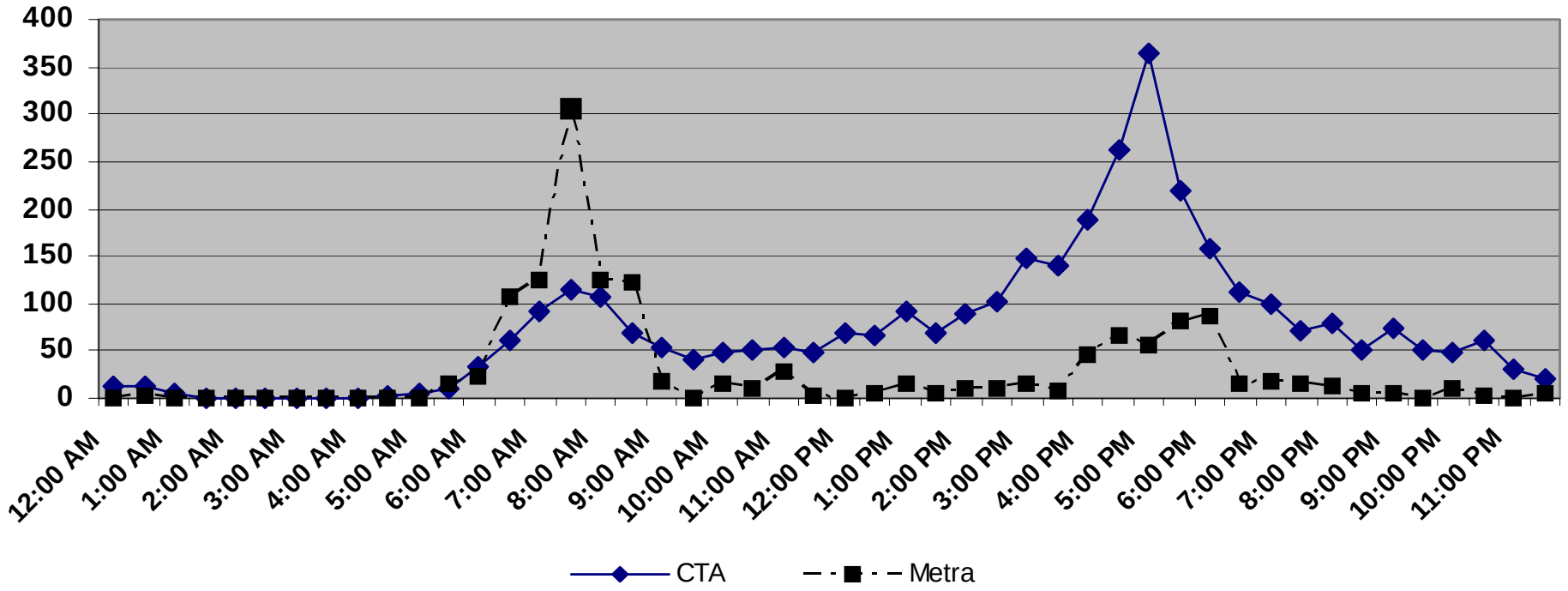
| | *Weekday* | *Saturday* | *Sunday* |
|---|---|---|---|
| **CTA Rail** | 3,500 | 2,600 | 1,300 |
| **Metra** | 1,400 | 250 | 180 |
| **TOTAL** | 4,900 | 2,850 | 1,480 |

Each weekday, nearly 5,000 people enter the two rail stations in downtown Evanston. Those same people also leave the station at the end of their return trip. As the table indicates, CTA ridership at the Davis Street station is fairly strong throughout the 7 day week. Metra ridership, consistent with its peak nature, drops off substantially on the weekends. Metra ridership at this station is ranked 33rd (1999 data) among all Metra stations, with more than two times the system average ridership.

Exhibit 16 indicates the arrival pattern of people to both the Metra and the CTA stations. Recall that the passengers represented in this chart are those who are entering into the CTA or Metra system at the time of day indicated on the chart. Passengers entering the CTA station peak in the evening rush hour – indicating that most of the CTA rail service users commute into downtown Evanston for the day, therefore leaving and creating the peak usage of the service in the evening. Metra service shows the reverse pattern - - with nearly all the ridership entering the station in the morning peak, indicating a downtown Chicago commute.

### Bus Ridership

Understanding bus ridership in the downtown Evanston study area requires estimating from route level ridership. In the case of Pace routes, a special count of the number of people getting on and off buses at the Benson Avenue bus transfer point is available. This improves the estimates significantly.




Source: Multisystems, Inc.

Exhibit 16

## People Entering Davis Street Stations

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.

August 2001

***Route Level Ridership:*** First we take a look at overall route level ridership on the bus routes serving Evanston. In the case of the CTA routes, these numbers are reflective of Evanston ridership since the routes only serve Evanston locations. In the case of Pace, these routes serve a regional role, and much of the ridership is not related to Evanston.

***Evanston Bus Ridership***: From Pace's special count in November, 2000 the number of passengers getting on and off of Pace buses at the CTA Davis Street station was identified. Combined, fully *one-quarter* of the ridership of the 4 Pace routes gets on or off at the Benson Avenue bus transfer location. It ranges from as little as one-sixth of the Route 250 ridership to as high as one-third on the other routes. Nearly 1,500 riders, out of the total Pace route level ridership of 6,000 either begin or end their Pace trip at this one stop in downtown. Due to the direct route that Pace buses take in and out of downtown, there may be a slightly larger number of Pace bus users using downtown, but the 1,500 daily passengers is a reasonable estimate.

On an average weekday, the CTA routes provide approximately 3,900 trips within Evanston. Based on the nature of the routes, and the patterns that are seen with the Pace routes, it is estimated that about 1,000, or one-quarter of those trips, are provided to or from downtown Evanston.

**Average Weekday Bus Ridership**

| | | Total Riders | Estimated Downtown Evanston Riders |
|---|---|---|---|
| CTA | | | |
| | 201 | 650 | 250 |
| | 202 | 450 | 150 |
| | 203 | 1,500 | 300 |
| | 204 | 1,300 | 300 |
| | | | 1,000 |
| Pace | | | |
| | 208 | 1,000 | 300 |
| | 212 | 900 | 300 |
| | 213 | 1,500 | 500 |
| | 250 | 2,600 | 400 |
| | | | 1,500 |

## THE PASSENGER'S POINT OF VIEW

To this point, we have examined the role of each transit service for each of the three operators. The confluence of bus and rail service in downtown Evanston must also be looked at from the perspective of the transit user. From the transit user's perspective, the name of the provider of the service is of little relevance. The only thing that matters is the ability of public transportation to get you from where you are to where you want to go. This leads us to focus, in this section, on the transfers that take place between the various transit services in downtown Evanston. This look is particularly important to the other aspects of this project – vehicular circulation and pedestrian circulation.

Looking at the current available data about transfers between the CTA, Metra and Pace, a very high level of transfer activity is seen at this node. It is important to understand that the CTA and Pace have fares that are fully integrated with one another. If you pay on the Pace bus, you can get a transfer that is accepted on the CTA system. The same relationship holds in the opposite direction. In the case of

Metra, for everyday users of the system, a mechanism to coordinate fares is available – it is called the Link-Up pass. For a surcharge on a Metra monthly pass, CTA and Pace services can be used at certain times and in certain places. For an occasional user, however, totally separate fares must be paid on the CTA / Pace and Metra systems. The following list of facts shows the high level of interchange between different modes and different operators of service.

- Approximately 3,500 people enter into the CTA Davis Street rail station on an average weekday. 35%, or 1,225 are transferring from Pace or CTA buses.

- Of the 1,225 people transferring from a bus to the CTA rail system at Davis Street over the course of the day, about 20% come from CTA buses with the other 80% coming from the Pace routes.

- Between 5 and 10% of Metra passengers are estimated to access the Metra Davis Street station using Pace or CTA buses. This represents between 70 and 140 passengers.

- Best estimates indicate between 30 and 50 passenger per day transfer between CTA rail and Metra commuter rail service. This level of interchange between the two services should be viewed as a minimum number. If integration of fares is ever facilitated between Metra and the other two operators, this number has the potential to increase significantly.

- About two-thirds of the 1,500 Pace passengers that get off Pace buses at the Benson Avenue stop transfer to CTA rail service at that location.

- About 850 passengers getting off of CTA and Pace buses on Benson Avenue at the CTA Davis Street station are walking from that location to their destination elsewhere in Evanston. This suggests attention to pedestrian crossing issues in that vicinity. This includes assuring safe pedestrian crossing as well as looking at issues of traffic calming and other techniques to improve the pedestrian environment.

For all of the figures that have been stated above, it is important to keep in mind that the actual pedestrian traffic produced during the course of the day is double the numbers discussed. For example, if 3,500 people enter the CTA rail station, an approximate number of people leave the station at the other end of the day.

## OTHER PRIVATE TRANSIT SERVICES

In addition to all of the public transit services described to this point, there are also a number of private transit services operating in Evanston. In general, these services are associated with a particular employer or institution. They do not necessarily serve downtown Evanston. This section is included for a couple of reasons. First, there are many travel needs that are being served in this community without the use of a private automobile. Second, there are potential opportunities for partnerships in providing transit services that could benefit both public transit providers as well as the private providers of transportation services.

- Northwestern University operates, under contract, a series of transit services for the use of their staff and students. In the peak periods, a shuttle bus meets Metra trains at Central Street, CTA Purple line trains at Central Street and connects to campus. In late evening hours, an intra-campus shuttle operates between academic buildings and residence areas. Northwestern also has a shuttle that connects the Evanston and Chicago campuses. On Sunday afternoons, a bus from the Evanston campus serves grocery stores and Old Orchard. Old Orchard provides a subsidy to Northwestern for this service.

- Evanston Northwestern Healthcare operates, under contract, shuttle parking services while their expanded garage is under construction. They also operate service connecting some of their scattered sites throughout Evanston.

- Evanston Recreation Department offers bus service between schools and Recreation Department sponsored after school programs for a nominal daily fee. City-owned buses and city staff provide the transportation.

- McGaw YMCA provides similar services transporting students from schools to after school programs at the main YMCA and the Child Care Center. The McGaw YMCA operates vans and has recently purchased two small buses. These vehicles are also used for smaller field trip activities. YMCA staff operates the vehicles. The YMCA contracts with local school bus companies for some post-school transportation as well as for larger field trip activities.

- Taxicabs. Evanston is well served with cab service. 303, Best, and Norshore cabs are all available in downtown. There are several cab stands in the downtown area with one being at the Davis Street station.

- Other Specialized Services: Mather Homes, Presbyterian Homes, First Presbyterian Church and others have vehicles for the use of their staff and residents.

## MARKET-BASED RECOMMENDATIONS

In this section, the recommendations for changes in transit service are discussed in terms of the various travel markets that are present in downtown Evanston. They are presented without assignment of responsibility for action – rather focus on portions of the travel market. The markets that are addressed include:

- The current market – three components: intra-Evanston trips, trips between Evanston and nearby Chicago neighborhoods, and market potential for trips between nearby suburbs.

- Newly developing markets – entertainment venues and 24-hour employers such as the hospitals.

All future efforts to increase the transit market share will be well served by the implementation of a transportation coordination and communication function to provide a focal point for all transportation related issues to be addressed in a comprehensive and coordinated way.

### Objective: Serve Traditional Market More Effectively

From the surveys, it is apparent that many of the conditions needed for transit use are in place. There are many people who view transit as an option for their trip-making. The recommendations in this section directly address opportunities identified from the survey data. Three distinct service directions are apparent. The intra-Evanston trips – currently provided mostly by CTA bus; service between employees of downtown Evanston businesses and their residences in a concentration of nearby Chicago neighborhoods; and connections between downtown Evanston and Skokie, Wilmette and Glenview.

Actions:

- Identify specific intra-Evanston transit trip needs and service responses.

- A more comprehensive review of internal Evanston travel patterns, addressing users and potential transit users is needed. Transit service design is always a balance between coverage (amount of the community served) and directness of travel. As more of the community is served, with limited resources, directness of travel often suffers. It appears, from the survey responses and reviewing the current CTA service design, that directness of travel may need to be improved on routes in Evanston. More detailed route-level data and analyses are required.

- Prior to making transit service changes to improve access to downtown Evanston, more must be known about other travel markets; current or potential, within Evanston. A study addressing the full range of internal Evanston travel patterns, including trips to/from downtown Evanston, and the identification of how transit can best serve those travel needs

  - Improve coordination between CTA and Pace bus services. This may include timed transfers between services.

  - Evaluate provision of service at a greater frequency than is currently being provided.

  - Evaluate a local fare for intra-Evanston transit travel.

  - Study possibility of a new Skokie Swift station at Dodge Avenue.

- Improve direct transit service from nearby Chicago neighborhoods to downtown Evanston.

From the survey data, we know that downtown Evanston attracts a significant portion of its labor pool from the nearby Chicago neighborhoods. High access to transit is indicated in the survey, yet many do not take advantage of transit because of convenience and reliability issues. Improved marketing through employers, as well as the consideration of operational changes that could improve convenience and reliability for this market should be considered. While some of these suggestions face operational barriers, the feasibility ought to be considered. These include ideas such as:

  - Introduce stops to serve needs of employees in nearby Chicago neighborhoods on the northbound Evanston Express trains. This has the potential to provide a one-seat ride by eliminating the Howard Street transfer.

  - Improve reliability of northbound Evanston Express service and the connection to the Red Line trains at Howard station.

  - Explore extension of bus service further into Chicago (like the Route 201 North service continuation to Granville)

  - Provide reduced off-peak fares on Metra service to encourage transit commute to downtown Evanston (primarily from Ravenswood and Rogers Park stations)

- Evaluate market potential and options for improved transit connections to Skokie, Wilmette and Glenview.

Additional research is needed before identifying if there is adequate market potential with these communities to consider modified or additional services. Fewer than 10% of the parker and employee survey responses were from these three communities. Further information as to locations and travel interests from pockets of potential demand is needed. Possibilities include extending Wilmette service

south to downtown Evanston, adding service to the southern section of Route 212 from Glenview into downtown, or making modifications to Route 213.

### Objective: Assess Feasibility of Serving New Markets

Bus service in Evanston currently stops (except for a few widely spaced Pace trips) by about 7:30 PM on weekdays and earlier on Saturday. Sunday bus service is not provided. In downtown Evanston, the growing market of entertainment venues brings a possible market for transit to capture. Rail service is available for people traveling north – south in the late evening, but bus service to access destinations to the west is unavailable. Additionally, the late evening market (7:30 PM – 11 PM) can potentially tap into late evening workers at the hospitals or the university.

- Evaluate the potential for transit to effectively capture and serve the new, emerging markets in downtown Evanston.

With the exception of CTA rail service, transit service in the late evening is minimal. The expanding entertainment use in downtown Evanston means there are different travel patterns and different times of travel than have been generally seen in the past. This expanding category of uses is not something that can be served by the transit system of today because service stops too early.

Understanding the needs of both the employees and patrons of entertainment related venues is extremely important prior to determining whether there is adequate market for increasing the availability of transit service in the late evening hours. This information would also be valuable to the proprietors of the entertainment venues in terms of targeting of their business marketing.

Another component of the market for late evening service is the 24-hour operations, such as the hospitals. In many cases, an employee can reach their job using transit but transit is unavailable for their off-shift return home. While exploring the market for later transit service in Evanston, the needs of the market of employees working later shifts should also be considered.

### Objective: Transportation Coordination and Communication

Actions:

- Transit operators should be fully involved in the transportation management function to assist with the full range of transportation issues in the downtown area.

Creating effective solutions to transportation issues in downtown Evanston will be complex. Pairing parking, transit and demand management together will allow the best overall solutions to be found. Often these functions are performed by a Transportation Management Association, or TMA. In Evanston, many other organizations representing the downtown already exist. Weaving TMA-like functions into various organizations, or deciding to establish a new function would be key to uncovering synergies between the different parts of the transportation puzzle.

In this transportation management function, transit commute benefits (RTA /CTA Transit Check program) can be encouraged. Information should also be developed that looks at transit from the passenger's point of view – without regard for who operates which service.

The establishment of a focal point for transportation management provides an opportunity to also integrate some of the transportation services that are sponsored by non-traditional providers – such as Northwestern, ENH, taxis and others.

## TRANSIT AGENCY RECOMMENDATIONS

In this section, the recommendations are categorized by the primary entity responsible for furthering the recommendation.

### Recommendations for Chicago Transit Authority

The structure of CTA bus service is virtually unchanged over the past 30 years. Travel patterns within Evanston have changed considerably over that time period. In this project, only travel to the downtown area has been reviewed. Frequency of service and directness of service were frequently sited in the various surveys when people with access to transit did not choose to use transit to make their trip. Through 'rules of thumb' for transit planning from the **Transit Capacity and Quality of Service Manual**, most of Evanston should receive bus service every 15 minutes. In recent years, this level of service has been reduced to 20 minutes peak and 30 minutes off-peak, reducing the attractiveness of the service. Cutbacks have been made because of budget conditions at the CTA as well as reduced productivity (passengers per hour of service) of the Evanston services. The survey results from this project suggest that routing and service frequency is hampering the use of CTA bus service to the downtown area. Clearly, service to the downtown cannot be changed without an understanding of the impact that changes would have on other parts of the transit travel market in Evanston. Currently, there is inadequate detailed information about the Evanston bus service (boardings and alightings by location) to be able to judge the implication of any routing changes between Evanston neighborhoods and the downtown area.

In order to maximize the value of the bus service that is provided within Evanston, a review of CTA service is needed, in conjunction with Pace, focusing on the current and potential transit travel markets within Evanston, to and from neighboring suburbs, and to and from nearby neighborhoods in the City of Chicago. The study should first focus on the market for transit service. Secondarily, issues of who provides the service should be resolved. CTA should participate in a comprehensive study of this kind. It is recommended that the study be conducted under the auspices of the City of Evanston, RTA or other third party that can address these issues.

*Specific CTA Recommendations:*

- Participate in a study of internal Evanston travel patterns, addressing both users and potential users of bus service that would lead to a recommended service structure and service frequency, fares, and coordination of service with Pace.

- Consider implementation of a local fare on intra-Evanston bus and rail travel. A lower fare within Evanston existed for many years with the City providing a subsidy to the CTA to cover the difference.

- In light of the considerable employee pool attracted to downtown Evanston from nearby Chicago neighborhoods, increased ridership is likely if improved connections – rail and bus – were established. Improvements in reliability of the rail connection through Howard Street could have a significant impact on the ridership. Considerations should include, but not be limited to:

    - introduction of some northbound stops on the Evanston Express between Belmont and Howard or other approach to providing through service north of Howard Street
    - improving the reliability of the transfer between the Red and Purple lines at Howard Street, and
    - considering the potential for extending Evanston bus service south of Howard Street, or extending existing routes in the City of Chicago north to downtown Evanston.

- Work with the Evanston community to create a distinctive 'brand' or 'image' for Evanston bus service. This may permit coordinating services with other providers of private transportation in Evanston, increasing resources for the provision of transit services.

- Evaluate the potential of bus services (either traditional or more flexibly routed services) during later evening hours (7 PM – 11 PM) to capture and effectively serve the emerging entertainment use in downtown Evanston. The late evening bus transit needs of ENH Hospital, St. Francis and Northwestern University should be included in this evaluation.

### Recommendations for Pace

Pace provides sub-regional bus service to and from downtown Evanston. This bus service is a very important part of the transit system allowing distribution beyond the reach of the CTA and Metra rail systems.

It is important for Pace to participate in a study of bus service in the Evanston area to maximize the impact of the transit resources. Pace has some detailed information on the boardings and alightings of passengers on routes that serve Evanston. Coordination with CTA bus services should be evaluated for the ability of coordinated services to better serve the travel needs of Evanstonians and others traveling to and around Evanston. As mentioned in the *Recommendations for CTA* section, a study of bus service in and around Evanston should first look at the needs of travelers. Secondly, issues of who operates which services should be resolved.

*Specific Recommendations for Pace*:

- Participate in a study of travel patterns in and around the Evanston area, addressing both users and potential users of bus service that would lead to a recommended service structure and service frequency, fares, and coordination of service with CTA.

- Evaluation of the feasibility of service modifications / extensions to and from downtown Evanston and neighboring suburbs of Wilmette, Skokie and Glenview should be undertaken.

- Pace's policy of flag stops should be evaluated for appropriateness in Evanston. In the urban environment present in Evanston, Pace should consider establishing fixed stop locations in the city. This will allow for visibility of the service to the customer.

- Evaluate the potential of bus services during later evening hours (7 PM – 11 PM) to capture and effectively serve the emerging entertainment use in downtown Evanston. The late evening bus transit needs of ENH Hospital, St. Francis and Northwestern University should be included in this evaluation.

### Recommendations for Metra

The Metra Davis Street station primarily serves a downtown Chicago travel market. Passengers come from Evanston and nearby suburbs to the west. The issue of commuter parking continues to be a significant issue between Metra and the City of Evanston. The transit user survey conducted for this project indicates a reasonably high level of usage of downtown Evanston venues by Metra commuters. Bus service plays a minor role in delivering passengers to the Metra station, perhaps due to the lack of shared fare payment between Metra and the other transit providers in the region.

*Specific Recommendations for Metra:*

- Consider implementing reduced fares or better fare coordination with CTA in the off-peak direction between the Ravenswood and Rogers Park stations. The employee surveys show a sizable market of potential riders who work in downtown Evanston.

- Improve fare coordination and transferability between Metra and CTA in nearby Chicago neighborhoods.

- Work with the City of Evanston to formulate policies for affordable commuter parking.

### Recommendations for the City of Evanston

The nature of transit service in Evanston, with all three operators coming together, provides Evanston with a high level of service. As discussed in previous sections, downtown Evanston becomes a hub of interchange activity between bus and rail services, and at the same time is a major destination for work trips as well as a major originator of commuter trips to downtown Chicago. While Evanston is blessed with many transit offerings; the services are on the fringe of both the Pace and CTA service areas. This means that the City of Evanston must play a more active role in assuring coordination of service to the benefit of its residents.

Furthermore, the service offerings have remained static for many years, while the travel patterns and mobility needs of the residents of Evanston have changed significantly.

Every transit rider is a pedestrian during some part of his or her trip. Local municipalities have a responsibility to work cooperatively with the transit agencies to provide a quality pedestrian and waiting environment for current and potential transit riders. In the downtown Evanston area, a heightened consideration of the pedestrian seeking to reach transit or transfer between different transit modes is very important to maintain to keep transit an attractive option to residents and employees of the area. This is an increasingly important issue during the redevelopment that is currently underway and is projected to continue for the next several years.

*Specific Recommendations for the City of Evanston*:

- Coordinate a comprehensive review of internal Evanston travel patterns. This study should address the needs of current transit users and potential transit users. Service between Evanston and neighboring suburbs and nearby Chicago neighborhoods should be included in the review. Pace and CTA services should be included in the study. The study should focus on the needs of residents of the area. Secondarily, the study must address who is responsible for providing the services.

- Spearhead effort to establish an entity (either new, within the City of Evanston, or within other existing downtown organizations) to coordinate and manage transportation functions. Pairing parking, transit, commute incentives and demand management together will allow the best overall transportation solutions to be found. This organization will become the focal point for coordination with the transit operating agencies. More detail is provided in the chapter on Implementation.

- Work with transit providers to formulate policies for affordable commuter parking.

## GENERAL RECOMMENDATIONS

In addition to the many recommendations for changes in transit service to increase the transit market share to downtown Evanston that are based on the survey data, there are other more qualitative recommendations to be shared.

- A community like Evanston would benefit from community transit service that has a distinctive 'brand' or 'image' associated with it and is tied to the image of the community. Many mid-size communities have rejuvenated their transit systems by focusing on the needs of the residents and strongly marketing a package.

- Smaller, distinctive looking vehicles may be effective in establishing a new image for transit service in the community.

- The community should work cooperatively with the transit agencies to establish and maintain good pedestrian and transit waiting environments. Some waiting areas might be provided by agreement in private buildings. This is especially important in the downtown area where there is a high level of transferring between the transit services of the different operators. In planning construction work areas, the needs of transit passenger and pedestrians must be kept in the forefront of planning.

- Bus service in Evanston is provided by CTA and by Pace. It is important for the two providers to work cooperatively to the benefit of current and potential transit users to identify first what service should be provided. Once that is established, discussions about which operator provides which portions of the service should follow. Without a review focused on the market needs, but rather on operational control, only travelers within and to Evanston are short-changed.

## BUS TRANSFER POINT RECOMMENDATIONS

The CTA and Pace bus transfer point on Benson Avenue is a critical component of the downtown Transportation Center. Benson Avenue is three lanes wide. From Church Street to Davis Street, the southbound curb lane is exclusively dedicated to bus use. From time to time throughout the day, there may be three to six full size CTA and Pace buses queuing at one time. CTA buses tend to stop briefly to let passengers get off and on. Pace buses tend to unload passengers and wait a few minutes of recovery time before loading for the next trip. Other Pace buses arrive to accommodate transfers; of course, throughout much of the day, 0 - 2 buses are present.

Transit-riders and other pedestrians have a habit of crossing Benson Avenue wherever and whenever they please. This causes some confusion for automobile and bus drivers, and can be potentially hazardous.

The proposed Sherman Plaza project introduces new issues. First of all, the project will attract more people to this key downtown block than do the existing land uses. Second, a new City Parking Garage of approximately 1,400 spaces will replace the existing garage with approximately 600 spaces. Furthermore, the preliminary development plan provides for truck access from Benson Avenue and egress to Davis Street. Southbound trucks will need to turn left at mid-block to enter the project.

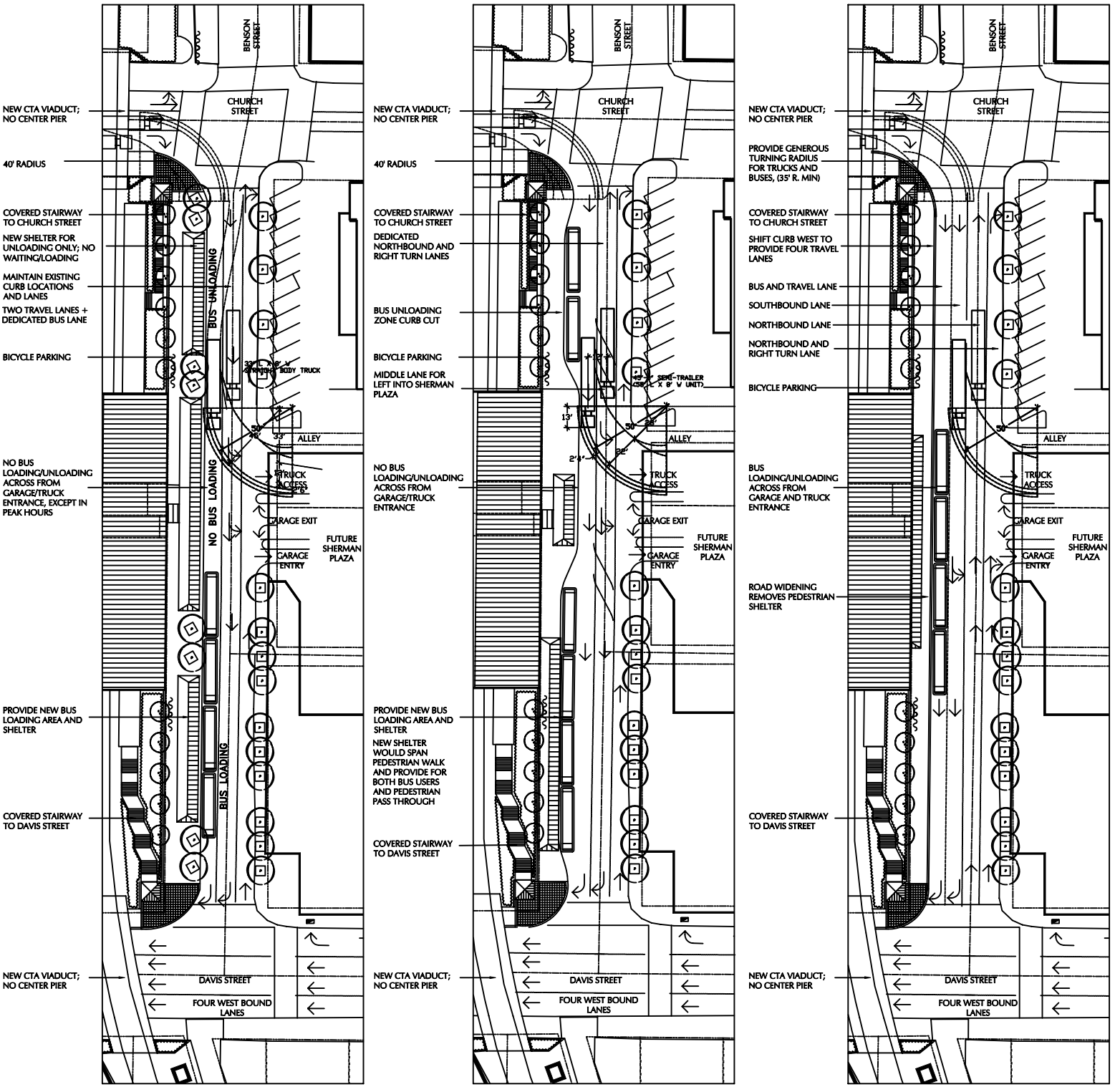
The turning radius required by semi-trailer trucks will not permit them to turn left into the Sherman Plaza project if buses are parked at the curb under present operations. Discussions between the City staff and developer have considered the widening of Benson Avenue to four lanes, all widening to occur on the west side which determines the pedestrian sidewalk and bus loading area.

The Consultant Team has considered three alternatives (Exhibit 17). Alternative 1 provides for the relocation of unloading and loading buses in a manner that provides a protected section of the existing curb lane for truck turning movements and the preservation of a generous pedestrian sidewalk.

Alternative 2 provides for partial widening of Benson Avenue. Alternative 3 provides for full widening of Benson Avenue at the expense of the pedestrian.

In all alternatives, mid-block crossing is discouraged. It is recommended that exit stairways be constructed directly from the northbound CTA platform to Church Street and Davis Street for more convenient and safe connectivity with existing east-west sidewalks.

Alternative 1 is strongly recommended by the Consultant Team and endorsed by the Project Team, at least until such time as the Sherman Plaza project is constructed and it has been proven that a more costly and disruptive alternative is absolutely required.




Alternative 1 Alternative 2 Alternative 3

# Exhibit 17
# Benson Avenue Lane Alternatives

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.

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August 2001

# VEHICULAR CIRCULATION AND PARKING

## SUMMARY OF RECOMMENDATIONS

### Objective: Improve vehicular access and circulation

Actions:

- Improve traffic weaving and turning movements at Ridge Avenue and Clark Street
- Improve traffic signal timing and phasing
- Remove center piers with rail viaduct removal and reconstruction
- Eliminate curb parking on Emerson Street during peak hours of traffic
- Minimize bus, truck, auto and pedestrian conflicts along Benson Avenue

### Objective: Expand downtown parking capacity and opportunity

Actions:

- Construct Sherman Plaza garage
- Continue to enforce parking regulations
- Establish City policies regarding parking for Chicago bound commuters
- Evaluate need for future public parking facilities west of railroad embankments
- Consider shared parking possibilities in underutilized private facilities
- Consider priority parking for van pools

# VEHICULAR CIRCULATION AND PARKING

In the past several years, Evanston's Central Business District (CBD) has begun to undergo a number of major changes which will affect traffic and parking conditions. These changes primarily involve new development as well as redevelopment of a number of blocks in the CBD. Increased growth in employment, population, and shopping, dining and entertainment uses are beginning to reshape the face of downtown Evanston. A number of earlier studies (both traffic impact and parking demand analyses) were conducted by Kenig, Lindgren, O'Hara, Aboona, Inc. for each development proposal as they came before the City of Evanston for approval.

These studies included the following developments:

- Research Park Triangle (Hill Development/Church Street Plaza)
- McDougal Little & Co.
- Church Street Station
- Prentiss Properties (in planning stages)
- Sherman Plaza
- Scribcor, etc.

These traffic and parking studies addressed the needs of each of the developments in terms of required parking quantities, location, access, etc. as well as traffic improvement needs at critical intersections in the CBD.

## EXISTING CONDITIONS

In order to address the needs of the CBD vehicular circulation system and TOD, several exhibits identify existing conditions. Exhibit 18 identifies the existing street system hierarchy in the study area. As shown, there are several major arterials which not only serve Evanston, but adjacent communities as well. These include the Ridge Avenue/Green Bay Road combination and Chicago Avenue which are north-south arterials, and Emerson, Church and Davis Streets which are east-west arterials. Within the CBD, there are a couple of secondary arterials (Sherman/Orrington and Lake), while the remaining streets are local streets serving abutting land uses.

Exhibit 19 indicates the P.M. peak hour volumes based on counts taken in 1998 and 1999 at most major intersections in the CBD. The volumes tend to illustrate the significance of the arterial designations (street hierarchy) in the CBD. Also shown for each study intersection are the levels of service at the time the counts were taken (Exhibit 20). We know for instance that recent improvements at Ridge and Church and at Ridge and Davis have enhanced their intersections' operation with considerable improvement in levels of service.

The traffic impacts generated by a proposed development are typically assessed in terms of the ability of the area roadway system to accommodate site-generated traffic, particularly at site access drives and adjacent critical intersections. This ability of the intersections to accommodate the new traffic is expressed in terms of Level of Service.

There are six Levels of Service (A through F) which relate to driving conditions from best to worst, respectively. Levels of service for signalized intersections are defined in terms of delay, which is a measure of driver discomfort and lost travel time. The level of service criteria as defined in the Highway Capacity Manual are:

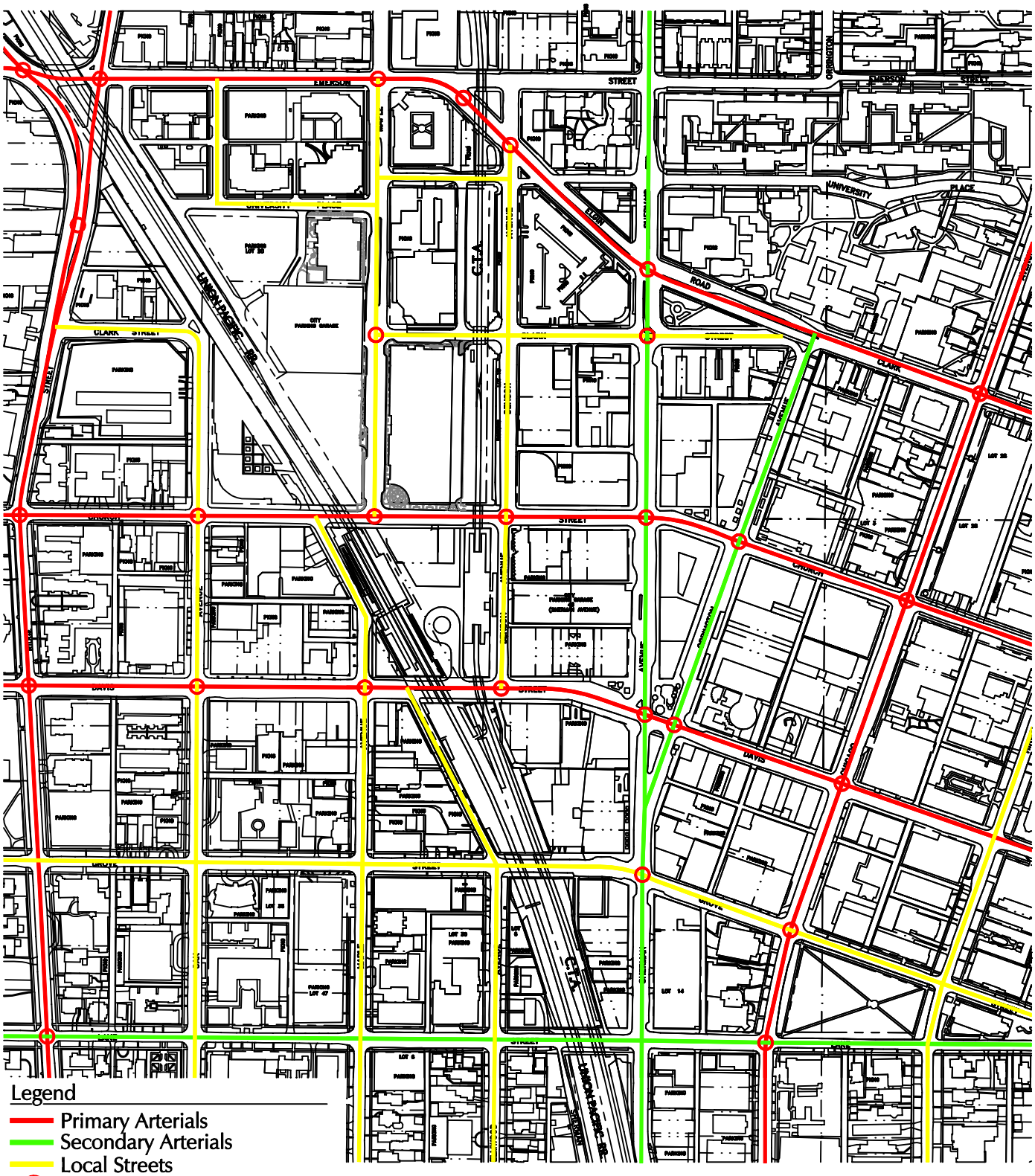


Exhibit 18

# Existing Street Hierarchy

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.

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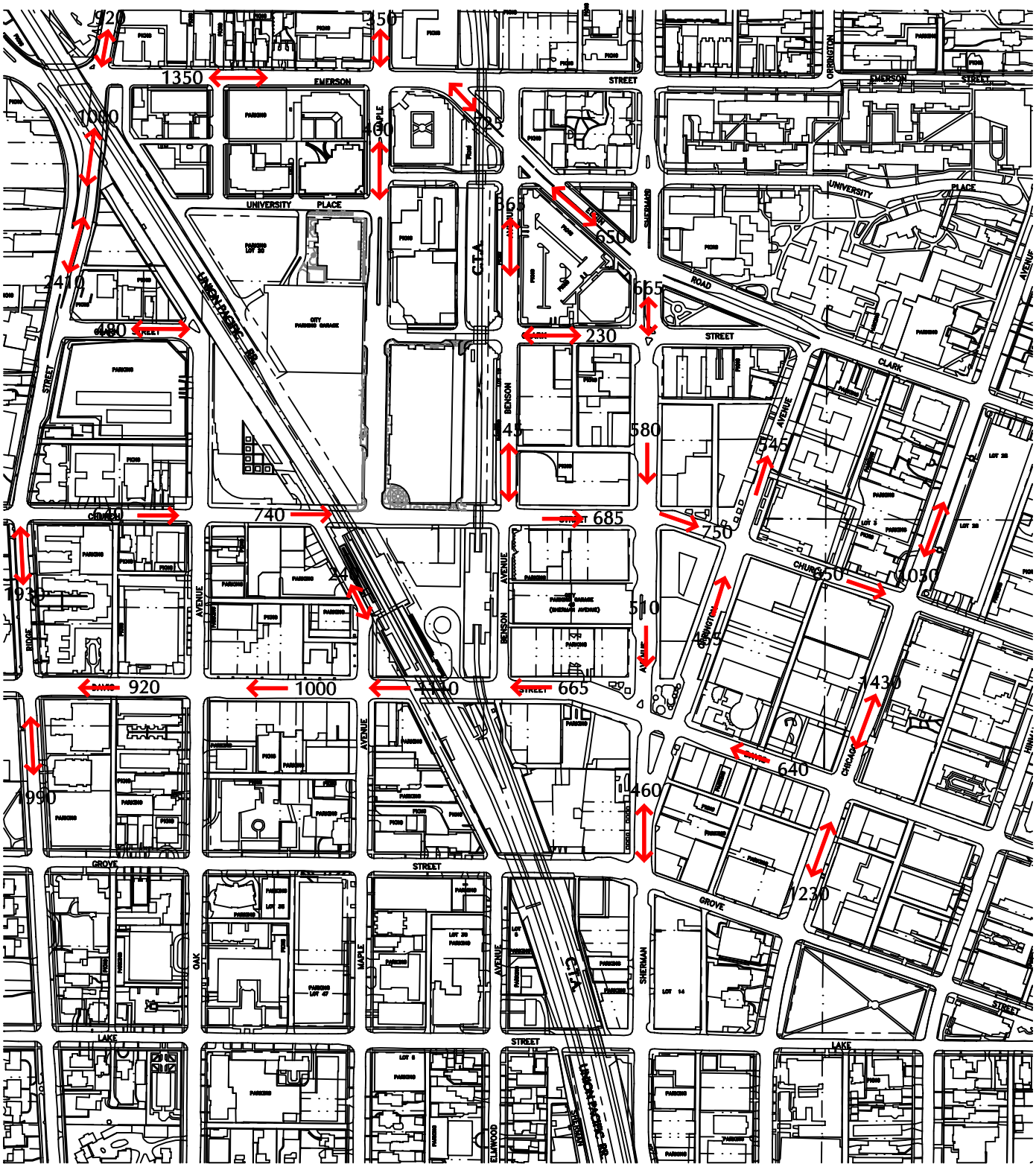
August 2001




Source: Kenig, Lindgren, O'Hara, Aboona, Inc.

Exhibit 19

# 1998-99 P.M. Peak Hour Traffic Volumes

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.

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## LEVELS OF SERVICE CRITERIA - SIGNALIZED INTERSECTION

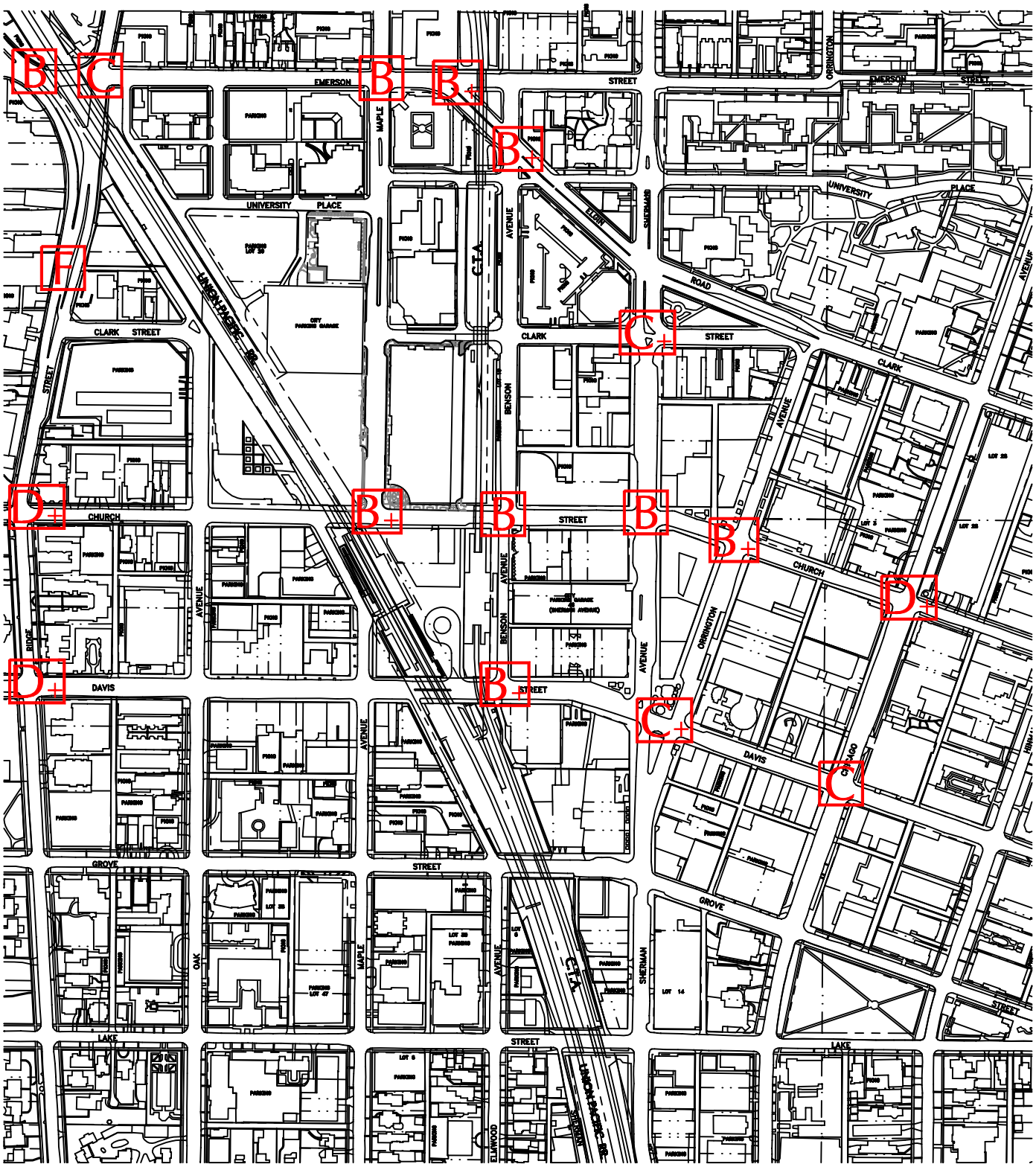
| Level of Service | Interpretation | Delay per Vehicle (seconds) |
|---|---|---|
| A | Very short delay, with extremely favorable progression. Most vehicles arrive during the green phase and do not stop at all. | ≤10.0 |
| B | Good progression, with more vehicles stopping than for Level of Service A, causing higher levels of average delay. | >10 and ≤20.0 |
| C | Light congestion, with individual cycle failures beginning to appear. Number of vehicles stopping is significant at this level though many still pass through the intersection without stopping. | >20 and ≤35 |
| D | Congestion is more noticeable, with longer delays resulting from combination of unfavorable progression, long cycle lengths, or hi V/C ratios. Many vehicles stop and the proportion of vehicles not stopping declines. | >35 and ≤55 |
| E | Limit of acceptable delay. High delays result from poor progression, high cycle lengths and high V/C ratios. | >55 and ≤80 |
| F | Unacceptable delay occurring, with over saturation. | >80.0 |

Source: *Highway Capacity Manual,* 1997.

Of importance to overall circulation in the CBD are public transportation and truck routes. There are eight bus routes serving the CBD (four CTA routes and four Pace routes) with six of them stopping on Benson Avenue at the Davis Street train station. The CTA routes serve Evanston only with connections at the Howard Street El station as well as Davis Street. The Pace buses are regional in nature and provide service into Evanston where they meet at the Davis Street CTA station.

Truck service in the CBD (primarily larger trucks; semis) is very restricted because of viaduct clearances created by the CTA and Union Pacific tracks throughout Evanston. Only two viable routes are available; Emerson Street by Benson and Chicago Avenue near Howard Street.

Parking facilities, both public and private, are the backbone or lifeblood of the CBD. Even though public transportation plays a major role in serving the needs of the employees, customers and residents of the CBD, parking is a necessity to insure the viability of the area. We have illustrated the current public on and off-street parking facilities within the defined study area. In addition there are numerous private parking facilities serving adjacent land uses. The City has been increasing the supply of parking as the demand has continued to grow. A major parking facility was recently opened on Maple at Clark to serve the Church Street Plaza development and a new 1,400+ space parking facility is planned in the near




Source: Kenig, Lindgren, O'Hara, Aboona, Inc.

A Very Short Delay → F Unacceptable Delay

Exhibit 20

# 1998-99 Levels of Service

Evanston's Davis Street Circulation & Transit-Oriented Development Study

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future to replace the aging Sherman Avenue parking garage. This facility will continue to serve existing demands as well as the proposed Sherman Plaza development and McDougal Littell (909 Davis).

On-street parking (primarily metered spaces) has been provided on virtually every street within the CBD. Varying time periods are offered in different locations based on exhibited demand for such space. Most spaces are two-hour meters to encourage turnover and use by customer/patrons of stores and restaurants. Based on recent surveys, it has been noted that a substantial number of employees are parking in metered spaces. Evanston has a strict enforcement policy, but it is possible that while construction was occurring in the Research Park area which disrupted long term parking areas, a number of spaces throughout the CBD could have been usurped by employees/commuters.

Now that additional parking has been placed in service, stricter enforcement of metered spaces is required, particularly in light of increased retail and dining opportunities being created in the CBD.

## SURVEY FINDINGS

We have reviewed the results of the Transit Ridership Survey, Employee Survey and the Parking Survey and have noted a number of facts which are of significant importance in the future traffic, transportation and parking planning for the Evanston CBD. (See Appendix for detailed survey findings and methodologies.) They include the following:

1. Substantial trip interaction (multi-purpose trips). Surveys indicate that persons using public transportation and employees working in the CBD have substantial secondary trip purposes (shopping and dining). Such interaction reduces both traffic demands as well as parking demands. Previous studies had assumed conservative trip interaction which has been proven by the recent surveys.

2. The parking study indicated that of those parkers on the street, four percent were commuters leaving downtown Evanston, while 14 percent of those parking in Sherman Garage were commuters.

3. A very high number of on-street parkers were employees. Definitely need better enforcement.

4. Transit was an option for a high percentage of parkers.

5. Long-term parkers had a high car occupancy. Over 30 percent of the drivers had one passenger in their cars.

6. Of those transit riders that alighted in downtown Evanston in the morning; 60% arrived by CTA of which 65% were employees, approximately 47% planned to shop in the CBD and 45% planned to eat/drink in the CBD.

7. The employee survey indicated that 19 percent used public transportation and 7 percent walked.

8. That 52 percent of the employees that drove said public transportation was an option.

9. The employee survey indicated that 39 percent lived on the north side of Chicago (Lakeview, Uptown and Rogers Park) and 29 percent lived in Evanston. One conclusion that can be drawn is that increased direct transit service to Chicago without transfers at Howard Street could increase transit ridership. Extensive availability of parking for employees and the desire for short

commute time could deter transit use. The employee survey indicated that 35 % of the employees commuted less than 15 minutes (63% less than 30 minutes, 84 % less than 45 minutes). Evanston and Rogers Park transit service should be less than 30 minutes if increased bus ridership is expected.

10. As hoped, a large number of employees shopped and ate in the Evanston CBD. This captive market substantially reduces dependence on parking and traffic impacts of retail land uses during daytime hours.

11. Indications that a large percentage (57%) of employees are dissatisfied with the current parking situation is a mystery. A significant opportunity for transit incentives exists. Because of frequency of service, coverage extent, etc. employees and residents as well are the best opportunity to expand or offer better transit service. Daytime retail shoppers could also benefit. Some type of incentive needs to be developed for shoppers during the day if we expect their use to increase.

12. As long as parking demand and supply in the CBD is strongly dictated by employee and commuter usage, evening and weekend parking demands can be readily accommodated. Ultimately some private facilities (Rotary, Bank One, and Shand Morahan building, etc.) may be called upon to open in the evenings and on weekends.

13. Bus service currently accommodates 2,500 passengers per day (on and off) at Davis Street. This averages 10± passengers per bus. Considerable capacity is available for growth.

14. Metra/CTA trains serve 10,000± passengers per day.

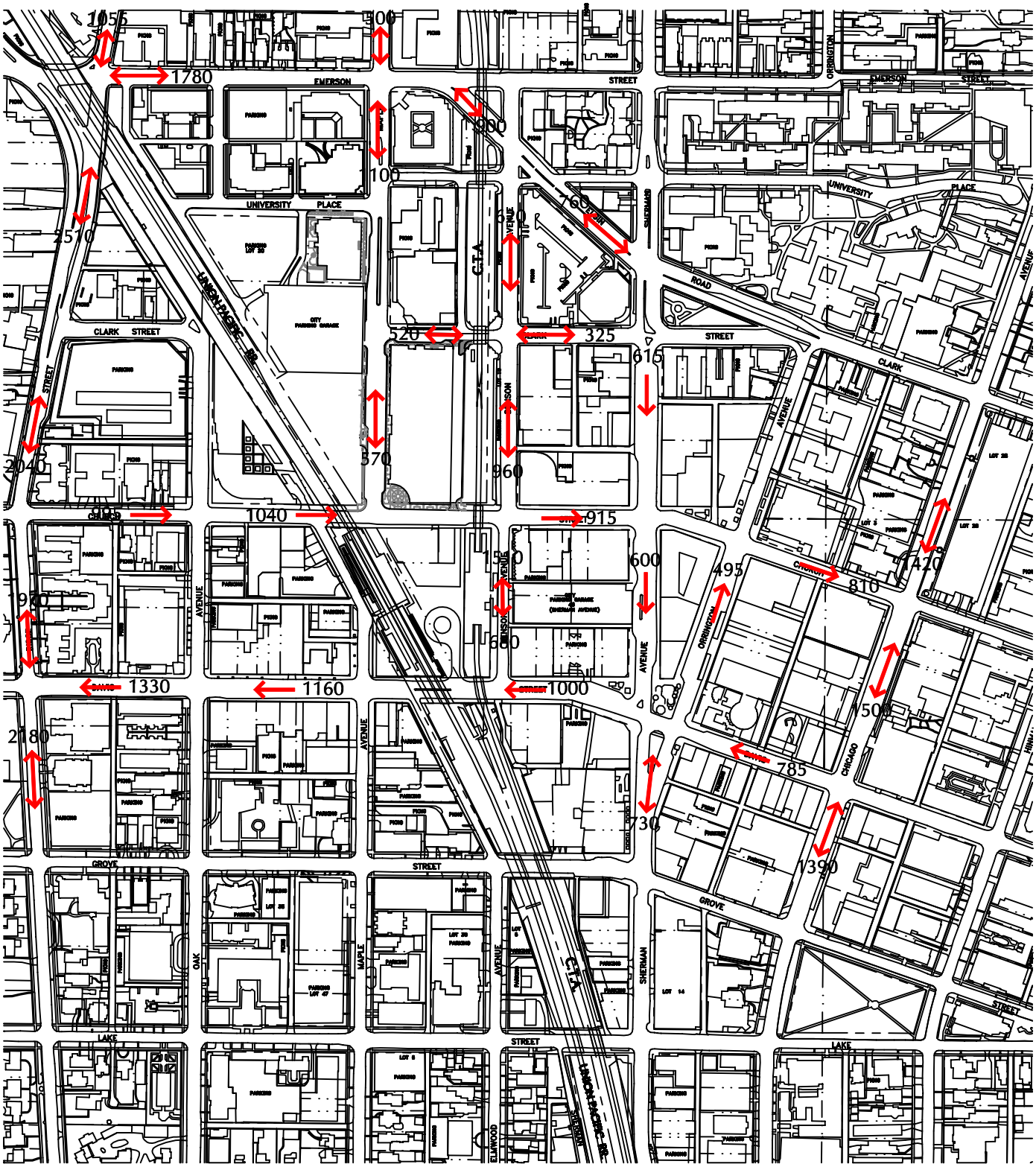
15. More than 850 passengers alight buses to walk into the Evanston CBD. The same number returns. Surveys indicate opportunities to increase their movements.

## PROJECTED CONDITIONS AND RECOMMENDATIONS

Based on the development programs/proposals indicated in the introduction for the Evanston CBD, traffic and parking projections were developed. These P.M. peak hour volumes are illustrated on Exhibit 21. The volumes are distributed fairly evenly on the streets to/from the CBD with concentration immediately adjacent to the two primary parking facilities which, upon completion, will accommodate close to 2,900 vehicles. Capacity analyses based on these traffic projections were made and are shown in Exhibit 22.

In order to accommodate these projected demands, a number of improvements have been recommended at the locations indicated in Exhibit 23. Most of the improvements are changes in signal timing and phasing. Maple Avenue was previously improved as part of the Church Street Plaza development. The recommended signal at Maple and Clark has recently been installed. The intersections of Ridge with Church and Davis have also been improved and currently operate extremely well. The City is currently addressing operational changes at Ridge and Clark to eliminate the dangerous weave/merge at this location. The changes will be on a temporary basis to monitor their success before final improvements are installed.

Longer range improvements such as separate left turn lanes, signal timing changes, etc. have yet to be implemented at Green Bay-Emerson-Ridge. Curb parking on the west side of Green Bay between Clark and Emerson should be eliminated to increase safety and capacity. Signal timing improvements need to be reviewed on Chicago Avenue at Davis and Church as well. A major improvement that needs to be




Source: Kenig, Lindgren, O'Hara, Aboona, Inc.

Exhibit 21

# Projected P.M. Peak Hour Traffic Volumes

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.

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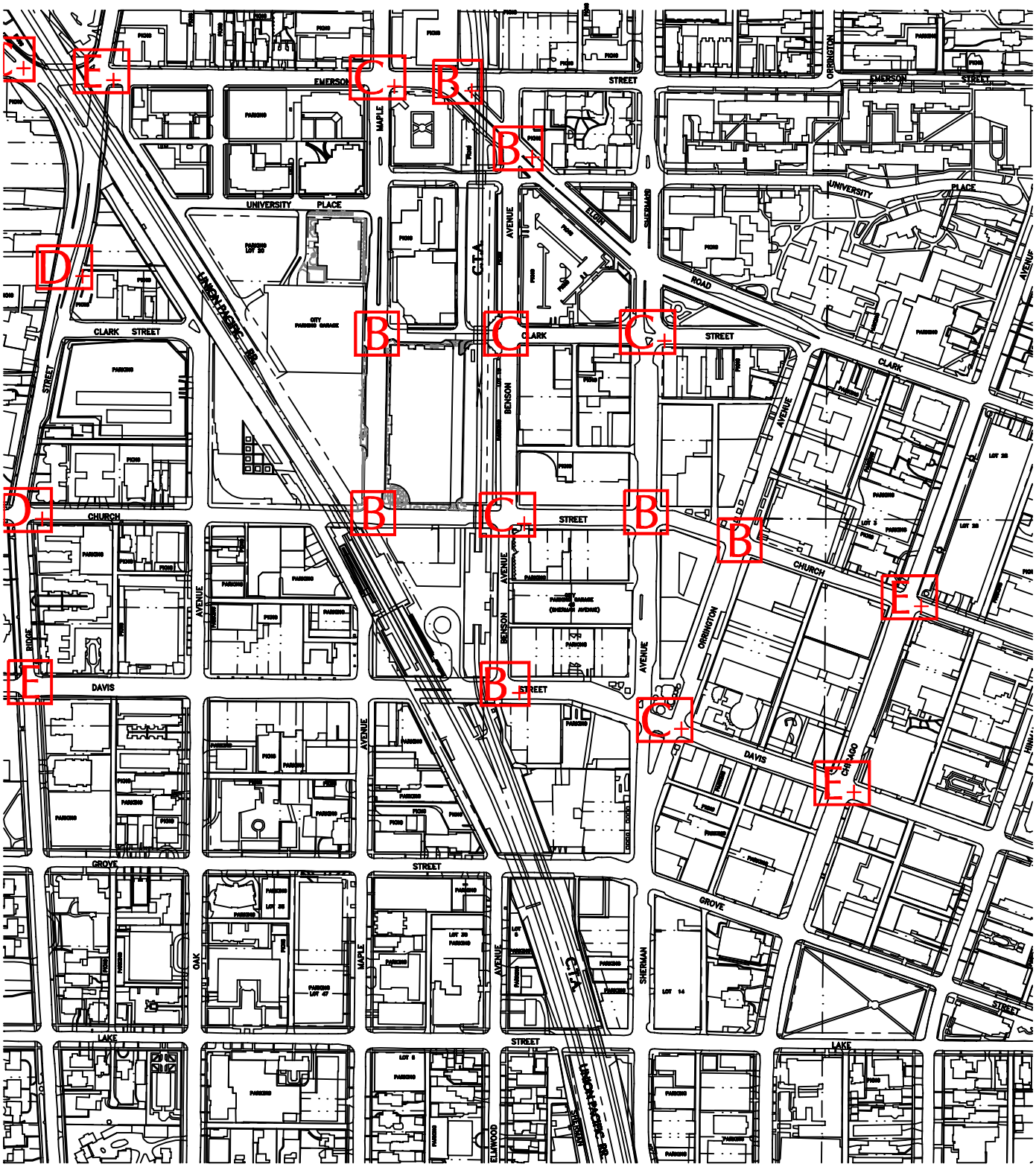


Source: Kenig, Lindgren, O'Hara, Aboona, Inc.

A Very Short Delay → F Unacceptable Delay

Exhibit 22

# Projected Levels of Service

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.

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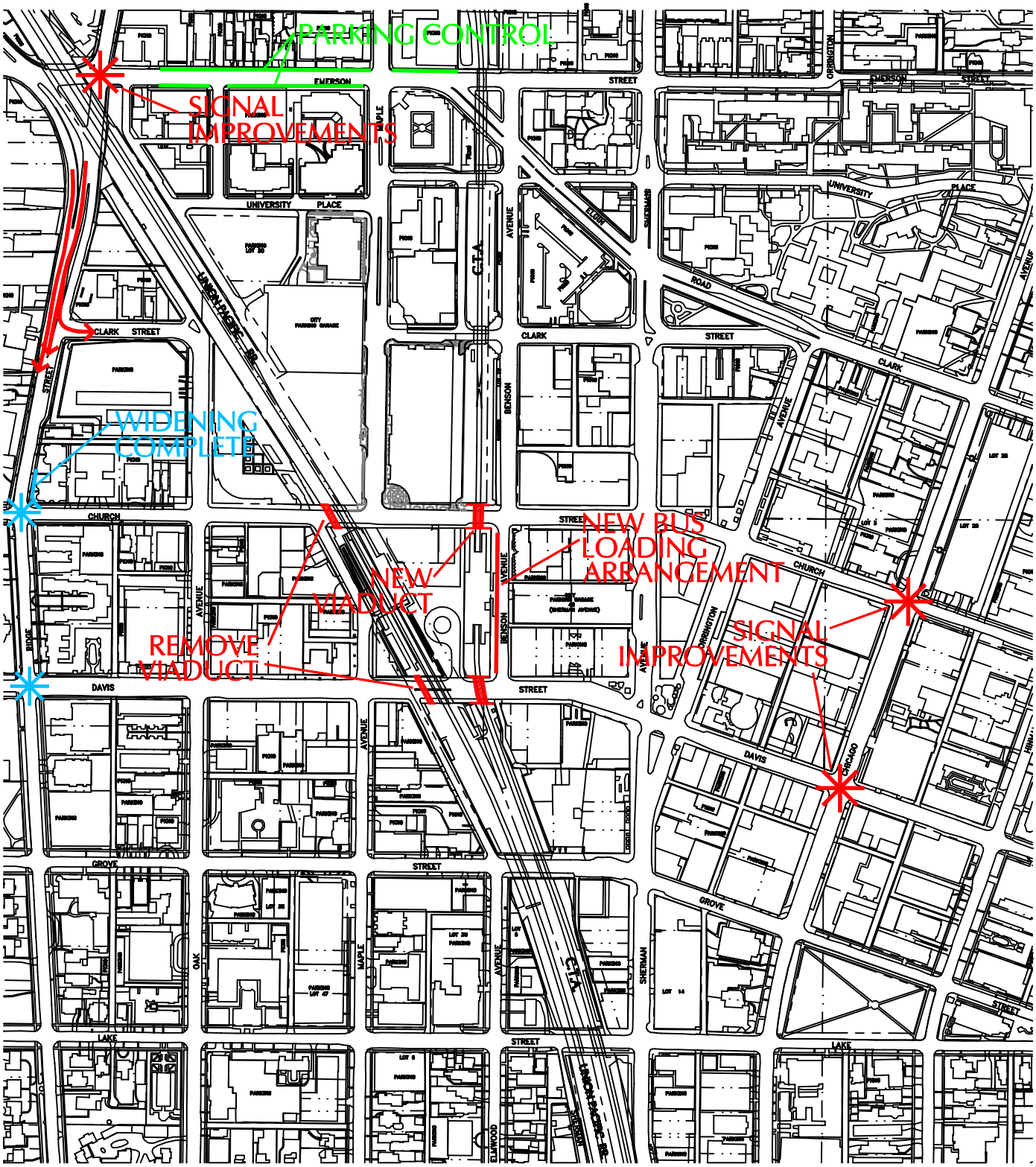


Source: Kenig, Lindgren, O'Hara, Aboona, Inc.

Exhibit 23

# Recommended Traffic Improvements

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.

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August 2001

addressed as part of the Sherman Plaza development is the improvement of vehicular and pedestrian circulation on Benson Avenue between Church and Davis. Ultimately, the widening of Benson Avenue may be needed to accommodate buses as well as increased traffic (particularly truck traffic) to the Sherman Plaza Development. In order to physically accommodate truck turning movements from Benson into the Sherman Plaza project the larger trucks need to turn from the current bus lane. Given the fact of extremely high bus activity throughout the day along the west curb lane, it is highly likely that trucks and buses will conflict during the daily schedule. Another option is to restrict the hours of semi-trailer truck access to the proposed Sherman Plaza project. However, these may not be necessary.

A more cost effective and less disruptive alternative for the foreseeable future is the relocation of bus loading zones such that the trucks can make their turns from the existing curb lane when needed. This alternative, if successfully managed and operated, will allow maintaining of the existing sidewalk area and canopy at the station. In addition, a significant cost saving will result.

Even though projected capacity analyses indicate that the Church-Benson intersection will operate at an acceptable level of service, it would be extremely desirable that when the Church Street viaduct is replaced it be widened from its current two lanes to a minimum of three lanes; one of which would be a right turn lane. On Benson north of Church the Evanston Athletic Club poses a traffic and parking problem particularly during the evening peak hour. High volumes of drop-off and pick-up in this area (commuters, restaurant patrons, health club users) along with double parking has created considerable traffic congestion. Additional enforcement is needed in this area along with the increased parking in the new Sherman Plaza garage. Pedestrian crossing movements in this area will be discussed in a separate section.

Implementation of the recommended improvements at key intersections around the CBD will provide considerable additional capacity to accommodate growth in the area. It is difficult to estimate how much additional traffic can be accommodated to/from the CBD, but based on the levels of service at key entering/exiting gateways an additional ten to twenty percent more traffic should be adequately accommodated. We do not anticipate such growth in through traffic in the future since the adjacent communities are fully developed.

The new 909 Davis Street Building (McDougal Littell) has minimal parking (access from turnaround cul-de-sac on Davis Street) which will not pose a problem. Drop-off/pick-up activity to its main entrance is near the Maple Avenue intersection on Church Street. The building's primary parking will be in the new Sherman Plaza garage. The only concerns will be truck loading adjacent to the viaduct near the Benson Avenue intersection. This should be minimal. The building will not interfere with bus turning movements on Church Street.

## RECOMMENDED PARKING FACILITY AND POLICY IMPROVEMENTS

At the present time, based on current parking policies, the supply of downtown parking spaces provided by both the public and private sector (Exhibit 24) exceeds the number of parked vehicles each day. Recent construction of the Church Street Plaza garage on Maple Avenue is intended to serve the ultimate buildout of Church Street Plaza. Reconstruction of the Sherman/Benson garage to include 1,400± spaces will serve the McDougal Littell office building as well as the proposed Sherman Plaza development in addition to existing demands. In addition, Northwestern University has received conceptual approval from the City of Evanston to construct a new parking structure at the southeast corner of Maple Avenue and Foster Avenue. This structure may ultimately accommodate some parking demand related to the Research Park while it also serves the main campus.

Evanston's parking policy within the CBD is somewhat flexible. For most retail uses parking is provided through development of parking facilities on a combined basis and not small individual on-site lots. Office buildings have been developed with and without their own parking facilities. McDougal Littell, for example, will have some small amount of executive parking in the basement of its building with the bulk of its demands being provided in the new Benson garage under a leasing arrangement with the City. Residential development is required to provide its own on-site parking. In some instances, multi-use developments, including residential, have shared public parking facilities.

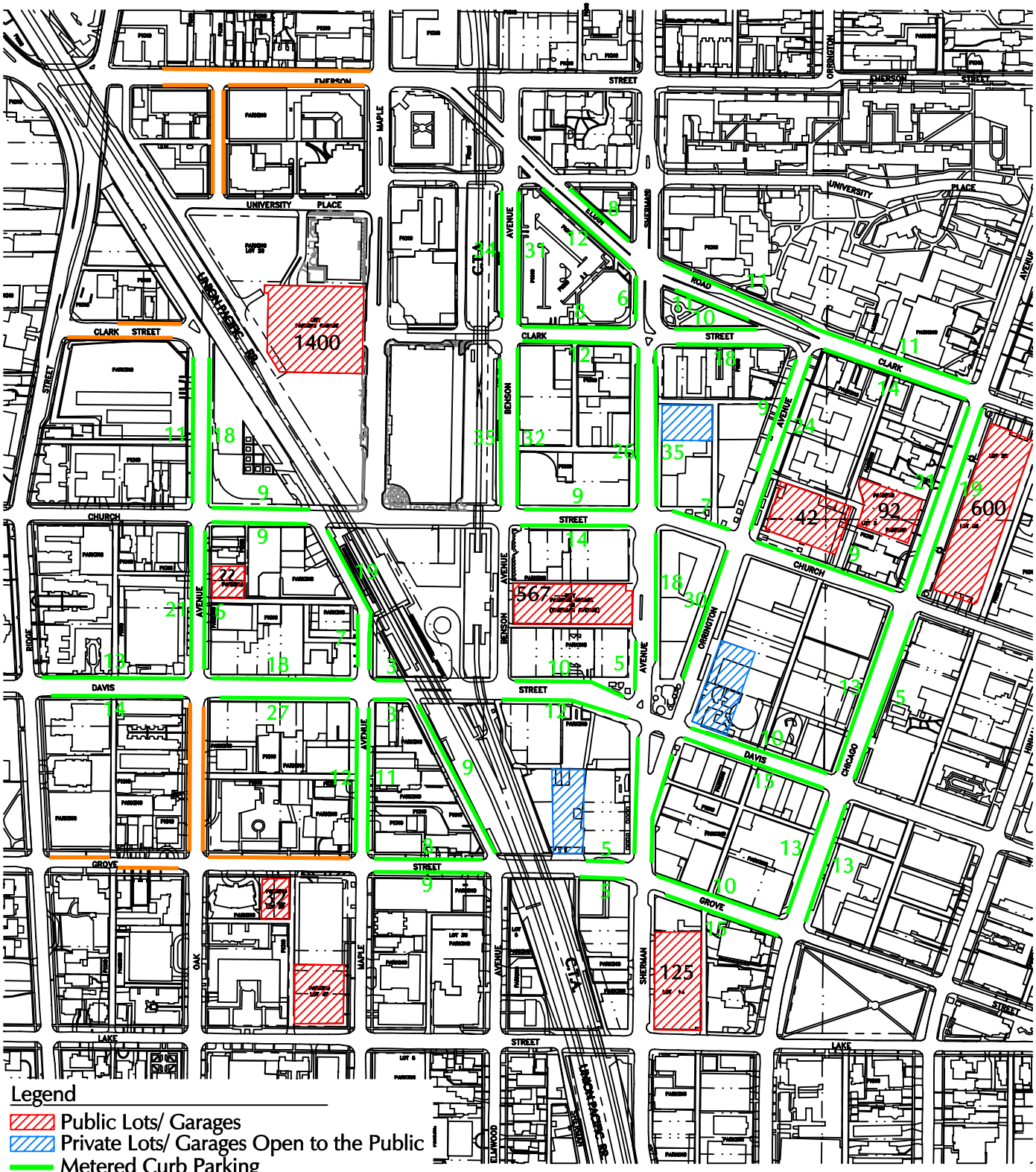
This current policy of Evanston is extremely desirable, because it tends to consolidate parking supplies in larger, well-managed facilities capable of accommodating the projected traffic demands. The alternative of each land use meeting its own parking demands on-site typically results in numerous, uncontrolled, unsightly parking lots with multiple driveways along pedestrian oriented streets.

There are numerous redevelopment and new development opportunities in and near the CBD which will result in increased parking demands. It is essential that future parking facility locations be identified so that these demands can be met within reasonable walking distances as well as being able to be served by the existing street system. With regard to future downtown public parking facilities, it is recommended that locations west of train tracks be considered as a high priority. New facilities to the east, if any, may need to be linked to future real estate development proposals which have their own parking obligations.

The increasing demands of office employee parking along with commuter parking have determined that the supply required to serve parking in the CBD is dictated by these daytime parking peaks with the retail and entertainment venues being met by the surpluses available in the evening and on weekends. A major policy issue which needs to be addressed is the future of commuter parking in the CBD. Is it required? Is it desirable? Is it feasible? Where can it be accommodated?

In the past, commuter parking was provided on surface lots in the CBD at a relatively low cost. Today, with the removal of surface lots, commuters must park in structured facilities and pay perhaps three times as much for parking (although still inexpensive by downtown Chicago standards). The results of this change may be less driving to the CBD for Chicago-oriented commuter parking, parking on streets in the neighborhoods, parking at other train stops (Linden, Central, Main, etc.) and driving to work or taking the bus.

Does commuter parking belong in the CBD and if so, what benefits are derived? In most suburban communities served by public transportation (Metra primarily), parking facilities are provided. By and large these facilities are parking lots which charge $1.00 to $2.00 per day. The primary purpose of these facilities has been to get motorists out of their cars onto public transportation and to relieve the roadway system.




Legend

- Public Lots/ Garages
- Private Lots/ Garages Open to the Public
- Metered Curb Parking
- Free Curb Parking

Source: Kenig, Lindgren, O'Hara, Aboona, Inc.

Exhibit 24

# Existing Public Parking

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.

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In downtown Evanston, the cost of all-day parking in City garages is currently $6.00. Added to the cost of a round trip CTA or Metra fare, the total cost of commuting to downtown Chicago is still less than the current $15-25 all-day parking cost plus gasoline cost experienced by many persons who might consider the private automobile as an option. On the other hand, it is over 200% more than commuters in most other suburbs pay to park.

Secondary purposes, particularly in communities like Evanston, have been multi-purpose trips (shopping, dining, entertainment, etc.) to enhance the viability of the CBD. The transit ridership survey indicated that a third of those people would shop and/or eat/drink in Evanston. The survey did not indicate if this response applied equally to all riders including those that drive. The survey indicated that eight percent of the riders drove and parked in the CBD. This included all transit riders.

The Metra survey alone indicated that of 1,400± boardings a day in 1999, 25 percent of the riders drove and parked in the CBD. (This amounts to 350± parkers.) There are 5,000 riders a day boarding CTA and Metra. The ridership interviews indicated that eight percent of this total (400±) drove and parked downtown. With the substantial increase in parking costs, it remains to be seen how many riders will continue to park in the CBD.

For those who still desire to park downtown, there will be options:

- Park in the new Maple Avenue and Benson Avenue municipal parking structures, or at the more remote Church/Chicago garage, or with permit at the Holiday Inn structure.

- Park at the curb in nearby residential areas (those few without parking district regulations). However, it should be noted that non-residential parking in residential neighborhoods is generally discouraged by the City.

New possibilities include:

- Parking by permit on private property at remote locations, such as church parking (subject to City zoning). Because of limited land availability, such facilities are few and the capacity would be modest. Unfortunately, no single location is likely to generate sufficient spaces to merit shuttle service to the Transportation Center.

- Expanded public commuter parking at other Evanston rail transit stations, such as Main Street, in cooperation with Metra and CTA.

- A car pool or van program organized by a transportation management organization with priority parking for the parker.

The future of commuter parking in the CBD is a major policy issue. The cost to provide structured parking is very high and it is being subsidized. If these parkers contributed substantially to the CBD economy, as do the downtown Evanston employee parkers, it may be well worthwhile to encourage their continued trip making. It should also be noted that commuter parkers do add to the peak traffic congestion in and around the CBD. Remote locations for commuter parking have been discussed with links to Davis Street stations by shuttle bus. Another option that should be considered is the construction of parking structures at other stations, Main Street for example.

# VIADUCTS

## SUMMARY OF RECOMMENDATIONS

**Objective: Establish a City initiative to remove, replace, and repair downtown viaducts**

Actions:

- Prepare a comprehensive viaduct improvement program, with funding and schedule
- Formulate visual design guidelines and review process
- Assemble a city project team to work with the CTA, Union Pacific, and Metra
- Oversee a construction impact mitigation program

**Objective: Replace and repair CTA viaducts**

Actions:

- Replace Church Street and Davis Street viaducts and retaining walls
- Repair or replace all other downtown viaducts as needed
- Prepare a construction impact mitigation program

**Objective: Remove and repair Union Pacific viaducts**

Actions:

- Remove the westerly viaducts at Church Street and Davis Street, and repair or replace retaining walls
- Repair all other downtown viaducts as needed
- Prepare a construction impact mitigation program

VIADUCTS

The Scope of Services specifies that "the Consultant will recommend a strategy to improve the six rail transit viaducts in the immediate vicinity of the Transportation Center," three on Church Street and three on Davis Street, to complement redevelopment projects and to enhance vehicular and pedestrian circulation.

## EXISTING CONDITIONS

Two of these six viaducts are owned by the CTA, and four of these viaducts are owned by the Union Pacific Railroad.

### CTA Viaducts

There are seven CTA viaducts in Downtown Evanston:

- Lake Street
- Grove Street
- Davis Street
- Church Street
- Clark Street
- University Place
- Emerson Street

The Lake Street viaduct was constructed in the early 1990s (a replacement), as was the Clark Street viaduct (new). The Emerson Street viaduct was constructed in the 1960s (a replacement). All others were constructed long before World War II, hence their deteriorating condition. Also to be noted are their various types of construction, dimensions, and vertical clearances. See Exhibit 25 for photos and dimensions.

On Church Street, the viaduct and its three piers limit eastbound traffic to one lane on each side of the center pier. Left and right turn movements, especially bus or truck movements conflict with pedestrians in the crosswalk and cause delays for through traffic.

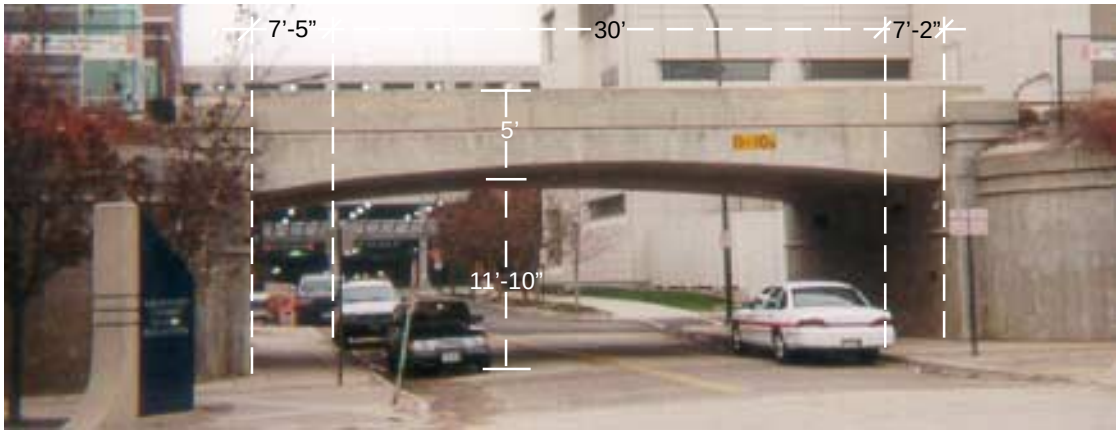
The Davis Street Viaduct is somewhat more generous and can accommodate two lanes of traffic on both sides of the center pier, although bus turning movements cause some conflict.

Limited vertical clearances require that large trucks enter and depart downtown via Emerson Street. Church Street Plaza and 909 Davis Street (McDougal Littell) will depend on large trucks arriving and departing via Maple Avenue. Sherman Plaza will depend on Benson Avenue and Sherman Avenue.

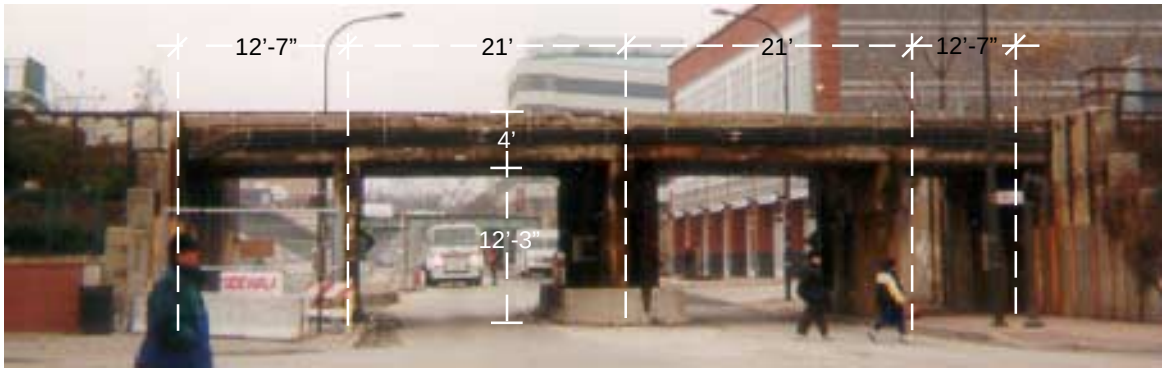
For many years there has been a consensus within the City and between the City and the CTA that the viaducts and their abutments at Grove Street, Davis Street and Church Street need substantial repair or replacement. They are structurally unsound and visually blighting. Unfortunately, whatever is to be done with them, the elevation of the rails can not be raised.

The long-anticipated improvements are now urgently desired by the community as a whole and nearby property owners in particular, but are vastly complicated by adjacent, new building construction.

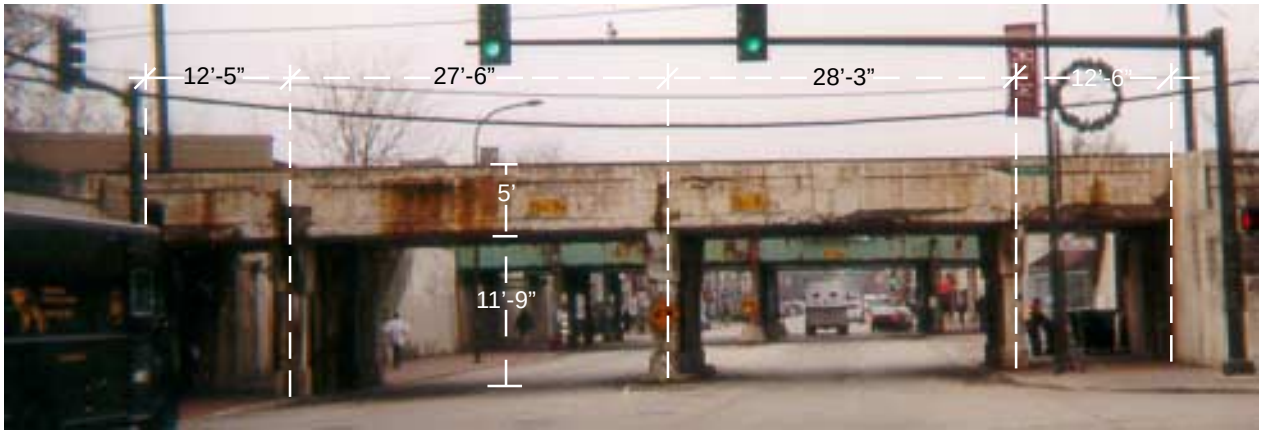
Insert Exhibit 25




Clark St. Section (Looking West)



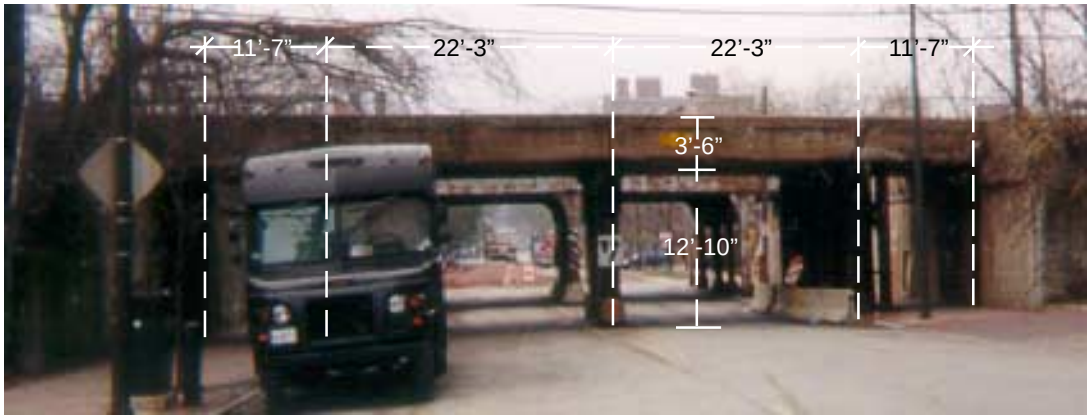

Church St. Section (Looking West)



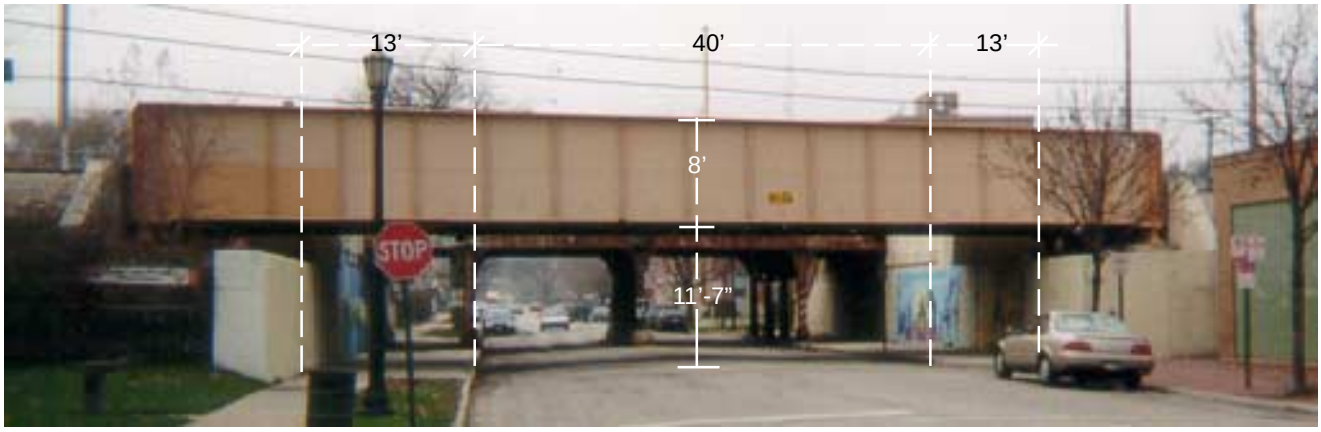

Davis St. Section (Looking West)

Exhibit 25

CTA Viaducts: Existing




Grove St. Section (Looking West)




Lake St. Section (Looking West)

Exhibit 25 (Continued)

CTA Viaducts: Existing

The Union Pacific Railroad owns two viaducts on Church Street and two viaducts on Davis Street (Exhibit 26). Although requiring significant maintenance, their steel construction appears to be structurally sound. Metra has a purchase of services agreement with the Union Pacific for commuter rail service on this route.

The Metra/Union Pacific North Line utilizes the easterly two viaducts, whereas the westerly two viaducts are no longer utilized. In fact, the rails have been removed and the rail bed landscaped in the vicinity of the Davis Street station. Metra has plans to cut into the rail bed on the Maple Avenue side to construct handicapped access ramps. The prospect of restoring a rail line here, for whatever purpose, has been abandoned. Therefore the two westerly viaducts are no longer needed and can be removed to improve traffic and pedestrian circulation, as well as visibility and appearance.

## PROPOSED IMPROVEMENTS

Conversations with CTA and Metra/UP representatives, and inquiries at the City of Evanston and State Representative Jeff Schoenberg's office have produced the following information to date.

### CTA Viaducts

The improvement of CTA viaducts throughout Evanston is anticipated in CTA's six year budget. Currently, $8 million is scheduled for 2002, much of this for engineering design, and $24 million is scheduled for construction in 2005-2006. It is currently estimated that the replacement of a viaduct at Church Street or Davis Street will be approximately $3.3 million each. These commitments are not final and are subject to change with the approval of each annual CTA budget.

No detailed planning or engineering has been undertaken to date. However, the CTA anticipates that the Church Street viaduct will be replaced and that the Davis Street viaduct will be repaired. Many Evanstonians hope that both would be replaced. However, site constraints apparently make it very difficult and costly to replace the Davis Street viaduct. This obstacle could be overcome if the City was to acquire one or two abutting properties.

CTA anticipates that the type of replacement viaduct considered for Church Street would be similar to the new viaduct at Lake Street, a steel bridge. However, the span would be greater and the height of the bridge beam may be greater or piers may be needed. Ordinarily, a viaduct like this might cost $3 million or more.

In any case, the potential disruption of transit service and traffic due to construction will play a critical role in the design of the improvements.

### Metra/Union Pacific Viaducts

It has been confirmed that the Union Pacific has no plans for improvements to these viaducts, and that the westerly two viaducts will not be utilized again for train service.

In the spring of 2001 improvements were carried out on the UP Central Street viaduct. Metra was responsible for painting at a cost of approximately $50,000 and the UP was responsible for repairs at a cost of approximately $45,000. Central Street under the viaduct was closed to traffic for approximately four weeks.

INSERT EXHIBIT 26


Church St. Section (Looking East)

Davis St. Section (Looking East)

Exhibit 26

Metra (Union Pacific) Viaducts: Existing

Metra has prepared plans, approved by the UP, for an extensive number of Davis Street station improvements to be constructed in 2001, including handicapped ramps and other improvements required by the Americans With Disabilities Act. None of these improvements deal with viaducts or their abutments, but such an investment would be greatly enhanced by the removal of the two westerly viaducts and the redesign and reconstruction of their abutments.

## ISSUES

The issues associated with the conditions of various viaducts are several:

- Deterioration and obsolescence
- Functional design
- Appearance
- Construction constraints
- Schedule
- Funding

### Deterioration and Obsolescence

This is the single most important issue, exhibited by all of the viaducts in one form or another. Furthermore, even normal maintenance seems to have been postponed in anticipation of a plan for specific improvements which has not yet emerged.

The following questions should be addressed promptly:

1. It is generally agreed that the CTA Church Street viaduct requires replacement, but with what and how?

2. Many observers believe the CTA Davis Street viaduct also deserves replacement, but this does not have a consensus. Should it be replaced in the immediate future, or only repaired? If either, how?

3. The two westerly Union Pacific viaducts are unutilized and could be removed. How will this be accomplished?

4. To what extent is maintenance needed on all remaining viaducts and abutments?

5. What is the ultimate life of viaducts to remain?

6. Can Northwestern University research on high strength steel, resilient paints, and other materials be beneficial?

### Functional Design

The design of replacement viaducts must function structurally, but must also accommodate vehicular and pedestrian traffic at grade more effectively. These two objectives will probably require tradeoffs.

1. What roadway and sidewalk capacity is desired beneath the viaduct?

2. What are the structural options to accommodate rail transit vehicles?

3. What are the realistic options and their implications: clear spans; center piers; sidewalk piers; placement of abutments?

### Appearance

The aesthetic design and appearance of viaducts is of concern to many persons. The new Clark Street viaduct has been well received, because it exhibits a design sensitivity which was established in concert with other Research Park streetscape improvements.

1. How can new viaducts be designed to be aesthetically pleasing and consistent with overall downtown streetscape objectives?

2. How can viaducts to remain be enhanced to become more aesthetically pleasing, or at least less offensive?

3. Can new and repaired abutments be designed in a manner similar to Clark Street?

4. Can public art be incorporated?

### Construction Constraints

The execution of any and all improvements will cause temporary disruption (weeks or months) to vehicular and pedestrian circulation and will affect adjacent land uses, most of which will be recently completed real estate developments and new businesses. Conversely, protection of public interests will place certain restrictions on the improvements themselves and their construction techniques. These are major, not minor issues.

1. How can street closures be minimized and connectivity preserved, even during the construction phase?

2. Will it be necessary to acquire any private property in order to repair or replace viaducts?

3. What will be the impacts of noise, vibration, dirt, equipment/material storage, etc.

4. Can transit service be maintained during the construction period?

5. What are the implications regarding structural design?

### Schedule

It is clear that not all viaduct improvements can be executed simultaneously. In fact, they would appear to require an extended period.

1. Which improvements are most critical and what is the preferred sequence?

2. What is the public's tolerance for continued disruption?

3. When will funding be available?

### Funding

This, of course, is the bottom line.

1. Who will pay for these improvements and from what source(s)?

## RECOMMENDATIONS

Research to date has raised more questions than it has provided answers. Although this topic has a modest priority in this Davis Street Circulation and TOD Study, it is of major import in both the near and more distant future. Simply stated, many other visions and recommendations stated in this study will remain unachievable or incomplete unless and until the six viaducts are improved or replaced.

Strategies that can be recommended at this time are:

1. City Leadership

   Following the extraordinary effort the City of Evanston has put forth in recent years to redesign and reconstruct downtown streetscape, to enhance railroad embankments, to negotiate and oversee the Research Park and subsequent private real estate developments, and to build a new parking garage, it must sustain a similar effort to improve rail transit viaducts in the study area. Among key objectives are:

   - Establish a comprehensive program in year 2002, identifying all projects, their priorities, (importance), their funding sources, their schedules, and their estimated budgets.

   - Formulate a process for visual design guidelines and design review in 2002, including identification of participants and decision points.

   - Assemble a Technical Project Management Team in 2002 to participate in the design process and assist with implementation.

2. CTA /City Actions

   The current CTA six-year program and budget is tentative. A more definitive commitment is necessary, including:

   - Confirmation in year 2002 of a funding level and source, and a schedule of improvements.

- Design and review of downtown viaduct improvements in year 2002, including replacements of Church and Davis Street viaducts and repair of Grove Street, University Place, and Elgin Road viaducts.

- Preparation and review of a construction and impact mitigation plan in 2002 to permit all parties an opportunity to prepare well in advance.

- Repair and construction in years 2004 - 2005.

3. Metra/Union Pacific/City Actions

A fresh initiative is required to effectuate desired improvements to these four viaducts, including:

- City initiative to reach agreement with the UP in 2002 for the potential removal of the two westerly viaducts and reconstruction of their abutments. A funding source will need to be secured.

- Design of desired improvements in 2002, including related improvements to entrances and stairways in the abutments.

- Preparation and review of a construction and impact mitigation plan in 2002 to permit all parties to prepare well in advance.

- Repair and construction in 2003, including removal of two viaducts and repair/painting of two remaining viaducts.

- Repair other downtown viaducts as needed.

# PEDESTRIAN CIRCULATION

## SUMMARY OF RECOMMENDATIONS

### Objective: Enhance the pedestrian environment of the Transportation Center and 909 Davis Block

Actions:

- Construct CTA exit stairways and other pedestrian improvements related to rearrangement of the Benson Avenue bus transfer point, and discourage mid-block pedestrian crossing
- Complete ADA handicapped access improvements related to the Metra station
- Enhance all pedestrian entrances and stairways to and from the Metra platforms
- Reconstruct the Maple Avenue entrance and shorten the tunnel leading to the Metra station
- Reconstruct and landscape retaining walls, sidewalks and curb radii related directly to removal of two Union Pacific viaducts
- Provide pedestrian amenities, including outdoor cafes in the plaza areas between the CTA and Metra stations
- Strengthen pedestrian and visual connections between the Transportation Center block and other parts of downtown along the Church Street and Davis Street corridors

### Objective: Increase and improve bicycle parking facilities

Actions:

- Include bicycle parking facilities in the proposed Sherman Plaza parking garage
- Install new bike racks in the immediate vicinity of the CTA and Metra stations

### Objective: Improve pedestrian facilities at selected locations throughout downtown

Actions:

- Emphasize and effectively maintain pedestrian crosswalk markings at all street intersections
- Require contractors to install and maintain more attractive pedestrianways around construction sites

### Objective: Encourage art and appearance improvements throughout downtown

Actions:

- Expand the City's program of art and sculpture in public places, including David Csicsko streetscape designs
- Encourage private property owners to participate voluntarily by installing compatible works of art and appearance improvements

# PEDESTRIAN CIRCULATION

## HISTORY OF PEDESTRIAN CIRCULATION AND PUBLIC PLACES

### Pre-World War II

Evanston's downtown has historically presented a hospitable pedestrian environment, even as automobiles became more prominent. Beauty was enhanced by tree-lined (Elms) streets and street lights designed by Thomas Tallmadge in 1931. The focal point was Fountain Square, anchored on the northwest corner by the ornate City Hall, on the north by the Rood Building, on the northeast and southwest by major banks, and on the southeast by the Chandler's Building (Exhibit 27). In the very center of a vast paved area created by the intersection of Sherman Avenue and Orrington Avenue with Davis Street was the historic 1876 Centennial Fountain.

Prior to the war, 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 the CTA and NorthWestern Railroad (now the Union Pacific) embankments divided the downtown in such a manner as to contain most commercial development east of Benson Avenue. Walking under the tracks and in the area between the tracks was not a particularly pleasant experience, although thousands of persons utilized the rail stations daily.

### 1945-1970

After the war, downtown construction picked up where it had left off. By 1949 the Centennial Fountain had been replaced by a new War Memorial Fountain; and the Fountain Square intersection was reconfigured to include a landscaped median south of Davis Street and wider sidewalks with street trees. Streets remained two-way. Margery Blair Perkins, in her book **Evanstonia**, declared downtown Evanston to have 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.

In the 1950s, however, the automobile (not the pedestrian) became king throughout America. This was evidenced dramatically with the opening of Old Orchard Shopping Center in 1956, an event that would change the course of downtown Evanston forever.

The period of 1957-1970 saw the demise of major retailers. Lacking pedestrian magnets, downtown's two movie theaters closed, and two of its three major hotels were converted to senior living and healthcare use. While seniors may not have exhibited the same purchasing power as other sectors of the population, they maintained a pedestrian presence on the sidewalks of downtown during those years when other shoppers had abandoned Evanston. To this day, seniors are an important component of downtown pedestrians, and their unique needs deserve special consideration.

By 1970, despite singular improvements, the pedestrian environment of downtown Evanston had not improved significantly, and in many areas it had deteriorated. The discontinuity of land uses and pedestrian circulation between the east, middle, and west segments of downtown persisted.

1929

Photos Courtesy of Evanston Photographic Studios and Evanston Historical Society

1955

1979

Photo Courtesy of Teska Associates, Inc.

Exhibit 27

## Fountain Square 1929-79

### 1970-1990

In the early 1970s the City Council established special service areas for a large majority of downtown and embarked on a major program of reconstructing streets and sidewalks, with enhanced landscaping and pedestrian amenities. The former War Memorial Fountain was replaced by a new Bicentennial Fountain in 1976, creating a "people place" in Fountain Square appropriate to leisure activity and special events such as small concerts.

Evanston's long held desire for a multi-modal transportation center emerged during the late 1980s. Urban design guidelines, prepared in 1987 by Teska Associates, Inc., contemplated a new CTA station, a rehabilitated NorthWestern (Metra) station, a new CTA and Pace bus pulse point on Benson Avenue, a new commercial building on Church Street between the tracks, and a new public plaza to connect all of these improvements and provide an enhanced pedestrian environment. Construction was completed in 1993.

### 1990-2000

Since 1990 and the opening of numerous restaurants and national retailers, such as the Gap and Barnes and Noble, downtown Evanston has enjoyed a renaissance which is reaching a crescendo in 2001-2005. A new public library (1994), located at the intersection of Orrington Avenue and Church Street provides an attractive visual focal point as seen from the west.

In 1990 Evmark invited Teska Associates, Inc. to assemble a team of five Evanston design firms to undertake a three year effort to study downtown appearance and design new streetscape improvements for all of downtown, except the Research Park which was already designed and under construction. The new streetscape was constructed in three phases during the years 1994-1996 (Exhibit 28). Oldberg Park at the north end of downtown was attractively landscaped as an inviting people place especially attractive to university students, and enhanced with a sculpture of a horse. Additional art in public places was designed by David Csisko, much of which was installed in the sidewalks.

In 1996 the Evanston City Council determined that progress on the Research Park development was progressing at a slower than desired pace, threatening the fiscal viability of its tax increment financing redevelopment project. It decided to release all land south of Clark Street for new mixed use development even more compatible with downtown, including movie theaters and a residential component. The City issued a Request for Proposals from qualified developers and in 1997 selected Arthur Hill and Company; the plan was approved and construction began in 1999. In November, 2000 the 18-screen Century Theatres opened, as did the 1400-space public parking garage, both on Maple Avenue. Of key concern to many downtown businesses and Evanston residents was the pedestrian connectivity of this project with the balance of downtown. Therefore, retail businesses will occupy most ground floor space, especially along Church Street, and pedestrian streetscape improvements will reflect the design theme of other downtown streets.

A part of this project, to be developed by Mesirow-Stein, is a new office building (909 Davis) on the south side of Church Street between the CTA and Metra stations, with vehicular access and a pedestrian plaza facing Davis Street. Although the site is privately owned, the City has retained a public easement over the plaza for pedestrian circulation. Construction began in late 2000.

Exhibit 28

## 1994-1996 Streetscape Improvements

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.
August 2001

Also designed, and ready for construction in 2001 by Metra are handicapped access ramps to serve the Metra station. The net result of all of this construction will be elimination of an underutilized, unattractive area between the railroad tracks, greater connectivity between the east and west sides of the downtown, and much greater pedestrian activity, more of which will occur in the evenings and on weekends than in the past. Of concern now is the impact of greater volumes of vehicular traffic and the condition of railroad viaducts, both of which detract from the pedestrian environment.

On the west side of the tracks is Church Street Station, a 17-story building under construction with businesses on the ground floor and condominiums above, with a residential entrance on Maple Avenue. On the east side is another high-rise condominium building (Optima Towers) under construction with businesses on the ground floor. Both will generate more pedestrian activity in the evenings and on weekends. In addition, Sherman Plaza Venture has proposed redevelopment in the block due east of the CTA station, to include new business space, a high-rise residential tower, and a 1400-space parking garage.

Clearly, much progress has been made in the past decade, and it is justifiable to say that the pedestrian character of downtown is more pleasant than at any time since the 1940s. However, progress also brings challenges, and the public's desire for even better pedestrian circulation and amenity continues to increase.

## EXISTING CONDITIONS

### Use Groups

Downtown Evanston is frequented by a mix of employees, residents, students, and shoppers. They represent all age groups. Historically, pedestrian circulation favors a predominantly north/south travel direction; the railroad embankments present a physical and somewhat psychological barrier that discourages free exchange in the east/west direction. A large percentage of pedestrians walk between the transit center or parking facilities to employment destinations, such as Bank One and Rotary Center. The cinemas, restaurants (at night), hotels and NU campus are also generators of pedestrian trips. A recent increase in residential development will promote a 24 hour population within downtown, hence greater pedestrian activity for longer hours and on seven days per week.

### Traffic Conflicts

Pedestrian and vehicular conflicts occur at the large intersections of Davis/Orrington/Sherman where crossings can be confusing with turning vehicles. Additional conflicts occur between departing rail commuters, bus transit riders and traffic at the Benson Avenue entrance to the Davis Street CTA station.

Several locations in downtown experience mid-block pedestrian crossings, such as the Maple Avenue parking garage to the Cinema, Fountain Square to Bank One Plaza, Benson Avenue at the Evanston Athletic Center, and Davis Street east of Benson Avenue (Exhibit 29).

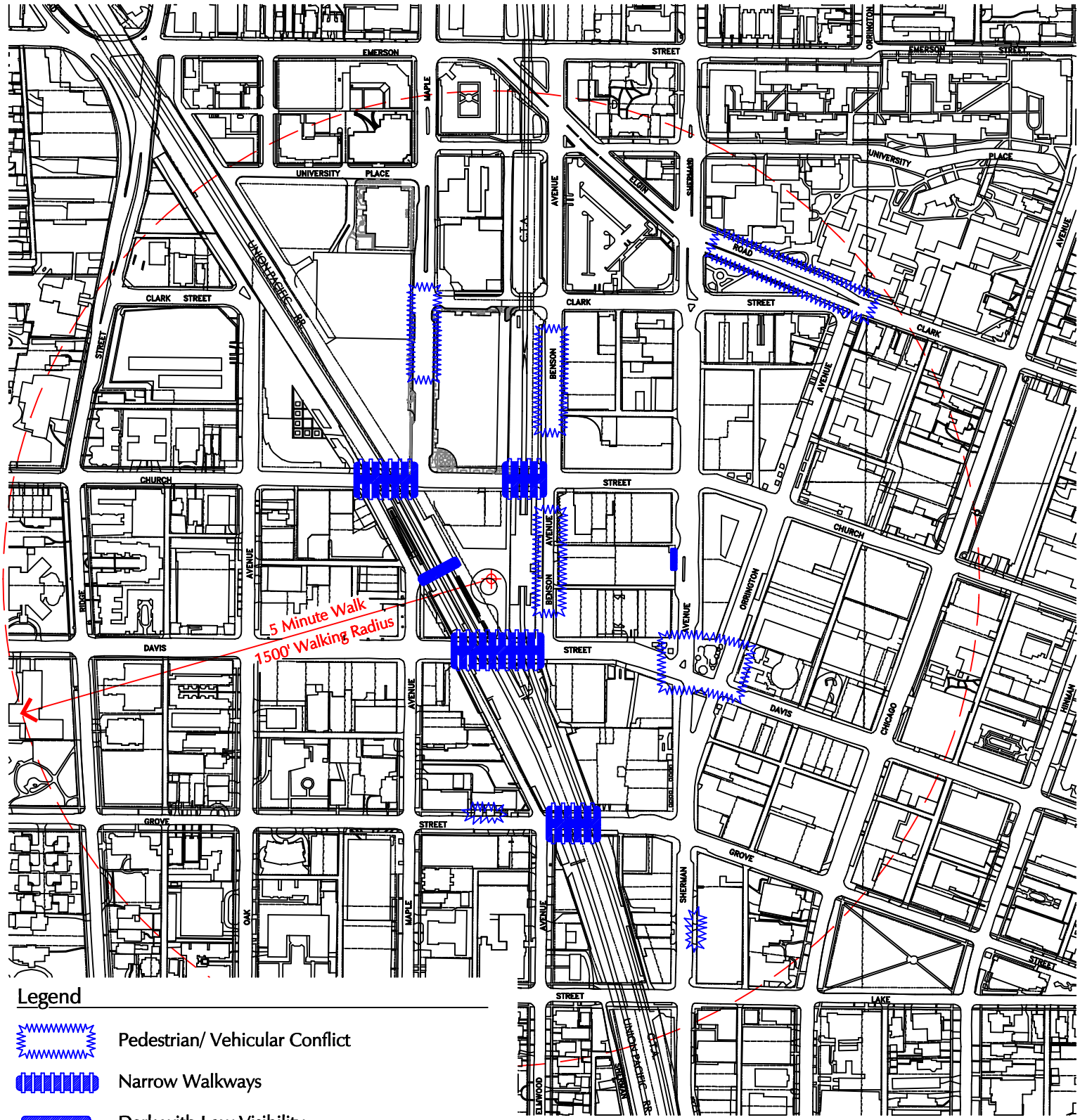



Exhibit 29

# Pedestrian Problem Areas

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.

0 100' 200' 300'

August 2001

### Sidewalk Conditions

The viaduct conditions impair pedestrian connections east to west due to lighting, pigeon roosting, litter and debris, and narrow width (especially at Grove, Davis and Church) due to the temporary steel supports. Elsewhere, sidewalk conditions for the most part are in good order following the 1994-1996 streetscape improvements.

### Public Places and Activities:

Public plazas occur at Fountain Square, Church and Orrington(McDonald's), the Public Library, Church Street and Maple Avenue (Church St. Plaza), and Bank One. Seasonal programs occur with the summer noontime performances at Fountain Square and the occasional Sherman Avenue closings for street fairs. Several outdoor cafes appear seasonally where sidewalk width permits (typically 9'-0" and greater) at various locations downtown (Exhibit 30).

### Embankments

Several solutions are employed to contend with the elevated railway embankments throughout the downtown area. Vertical walls occur in close proximity to the rail stations. The Metra walls date back to the 1920 era and are in places needing structural repair. The arched or columned Metra walls offer a pedestrian scale and pattern. The CTA brick walls along Benson Avenue reflect the masonry preference that predominates on downtown Evanston.

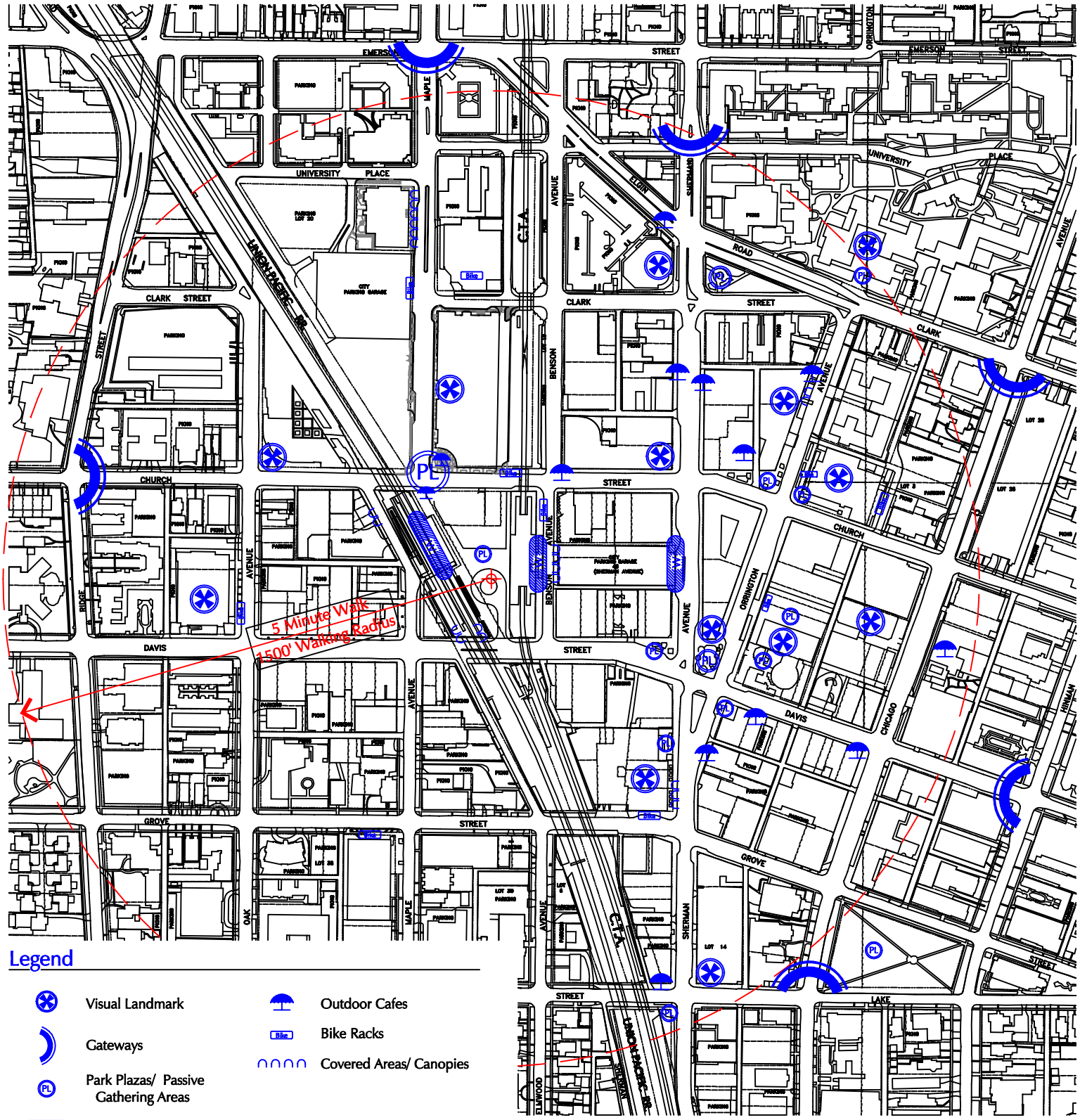
Elsewhere, embankment treatments range from formal landscape along Benson Avenue to unmanaged hillsides south of Grove Street.

### Transit Stations

Each in their own way, the Metra and CTA stations are architecturally significant. The former is a product of the early 20th century; the latter is a product of the late 20th century.

From a pedestrian point of view, the CTA station is "user friendly" in that it provides protection from the weather, handicapped access via elevator, and the oversight of a ticket agent during most operating hours. It is generally well maintained.

The Metra station, being older and serving fewer riders, is in need of maintenance and repair, lacks the oversight of a ticket agent (except in morning peak hours), does not provide handicapped access, is more exposed to the weather, and includes an unattractive pedestrian tunnel and stairways. However, in 2001, Metra is undertaking significant ADA improvements, including handicapped ramps for both platforms, lighting and landscaping (Exhibit 31). In addition, the City of Evanston, Metra and the ground floor restaurant (Chef's Station) are collaborating to improve conditions in the pedestrian tunnel.




# Exhibit 30

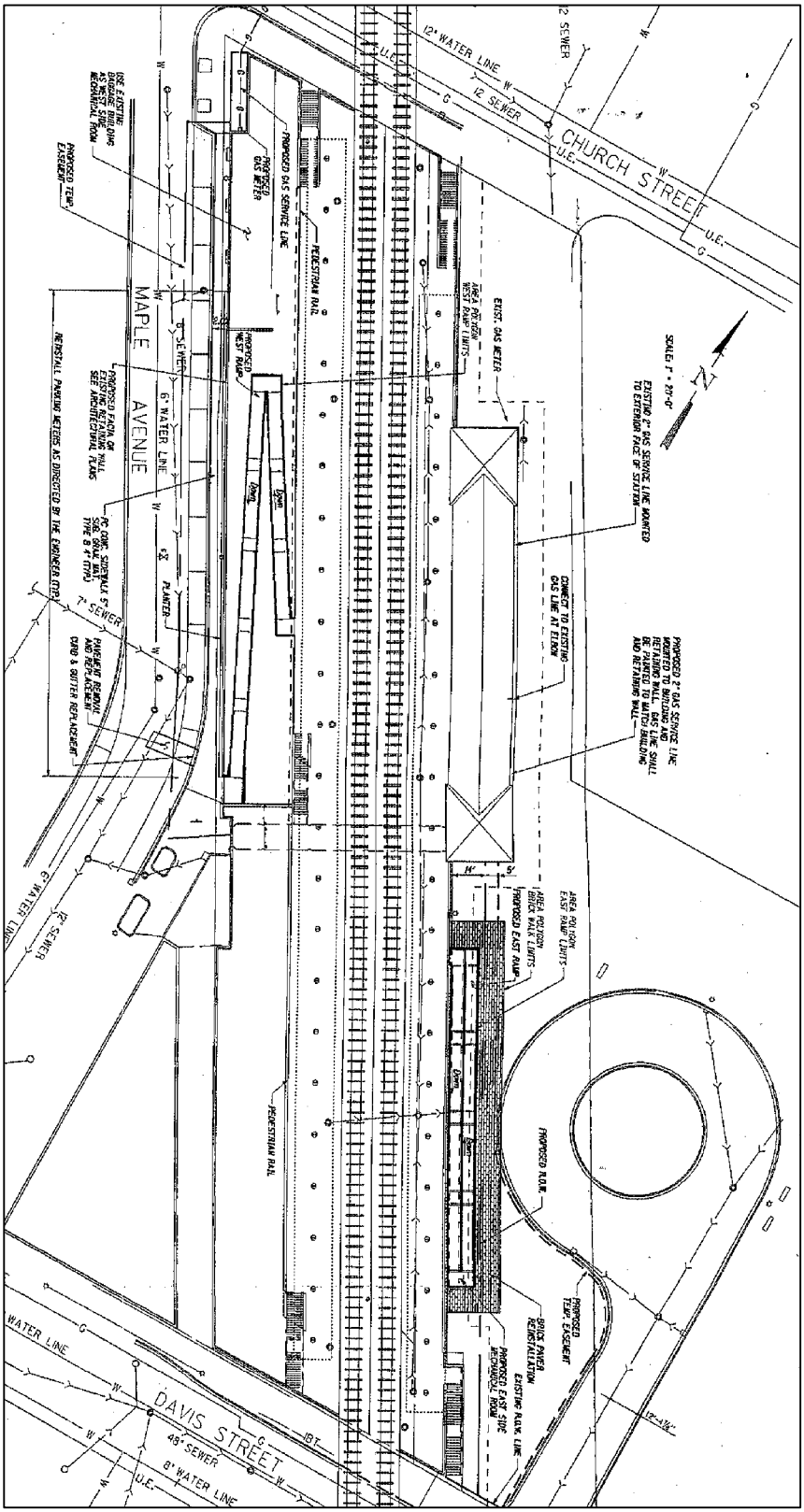
# Pedestrian Features

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.

0 100' 200' 300'

August 2001




Source: Metra

Exhibit 31

# Metra/ UP Station Improvement Plan

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.

August 2001

### Bicycle Use

Although the city has many excellent bicycle routes, downtown bicycle paths and parking are mostly inconsistent. There are no defined downtown bicycle routes linking the lakefront, North Shore bike path or McCormick Boulevard network to the transit facilities. Downtown bicycle parking would benefit from a consistent uniform rack system. Several different types are used in downtown; most are open to the weather. Locations of bike parking are varied where space permits at the CTA station on Benson, the Public Library, Bank One, North Plaza Rotary Building, and Research Park at Clark and Church.

Sheltered bicycle parking has recently been provided in the new Maple Avenue parking garage, and will also be provided in the proposed Benson Avenue garage.

Currently, the City of Evanston is in the process of selecting a consultant team to prepare a city-wide, comprehensive bicycle system plan. This plan will include detailed recommendations for downtown.

### Forecasts of Pedestrian Circulation

Recent and future developments will increase pedestrian traffic in general, but especially east/west flow across downtown. Pedestrian use will increase especially with the influx of new retail and residential developments, and the pedestrian environment will become more active on a 15-18 hour, 7 day a week basis. Parking demand will increase pedestrian flow between the new garages and transit facilities. A new pedestrian hub will occur at 909 Davis and Church Street Plaza at the terminus of Maple Avenue (Exhibit 32).

## RECOMMENDATIONS

In their book, The Experience Economy, authors Pine and Gilmore (both Harvard professors) state their premise: "Goods and services are no longer enough...The customer wants an **experience** to supplement or substitute for the commodity." A satisfying experience is also what Americans often mean when they talk about "sense of place."

These experiences embody more than functional efficiency; they embody amenities as well. Among the amenities is design excellence, and among the places where this amenity is most important are the several public open spaces and major public improvements downtown. Hence, the new CTA station on Benson Avenue and the public parking garage on Maple Avenue were designed at additional cost to be especially customer friendly. So, too, will be the next public parking garage to be built on Benson Avenue between Davis and Church Streets. Yet another example is the new Evanston Public Library, the product of a design competition.

Recommendations contained in this section deal with the Transportation Center, connectedness, bus stops, bicycles, crosswalks, and public places. They address both function and amenity.

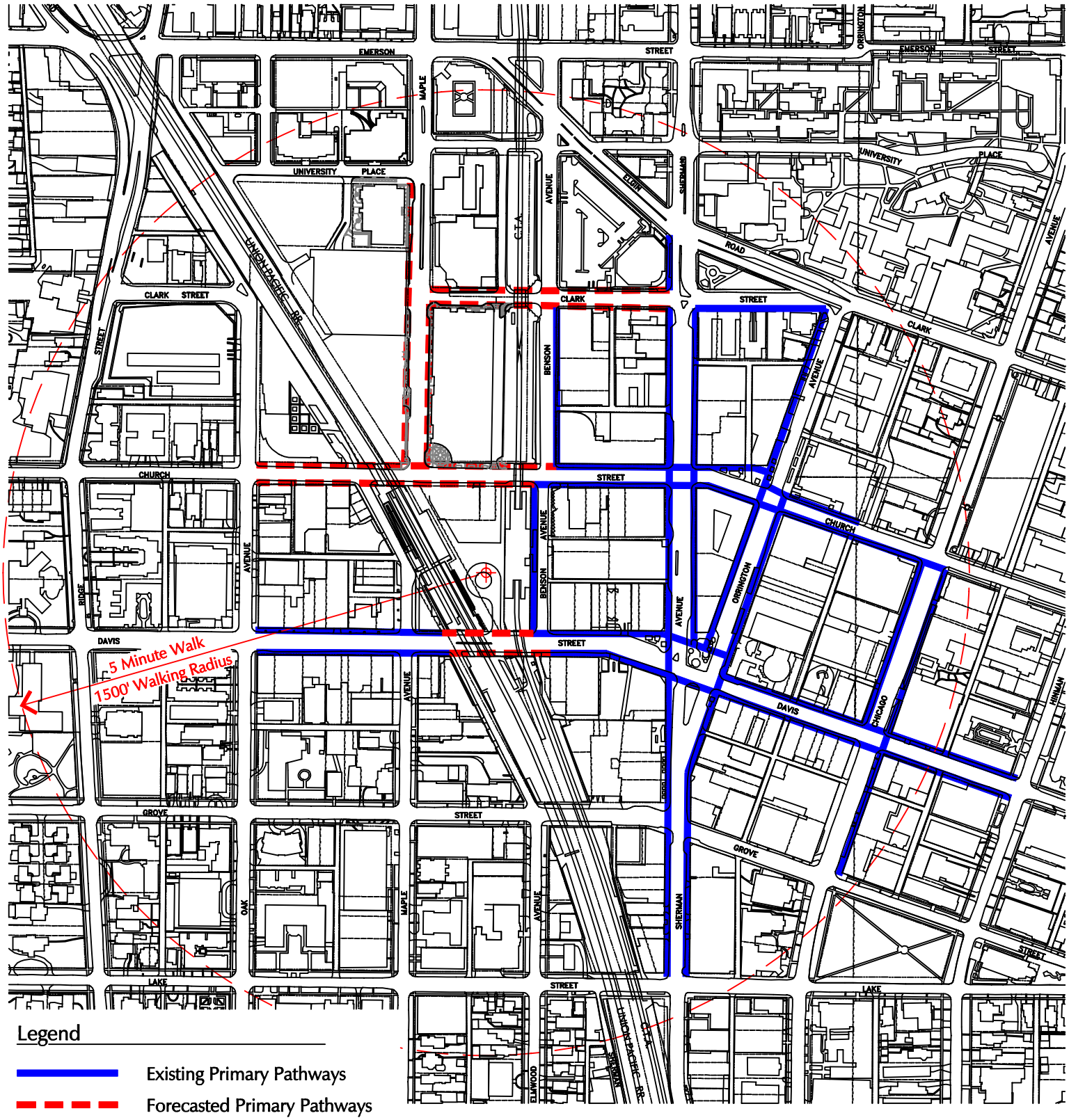



Exhibit 32

# Primary Pedestrian Pathways

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.

0 100' 200' 300'

August 2001

## Transportation Center

The Transportation Center and the 909 Davis site form a key pedestrian crossroads for a growing downtown. This is not only a focal point of transit ridership and a gateway to downtown, it is an opportunity to create an enhanced civic place (Exhibit 33).

The highest volume of pedestrian traffic will occur along Benson Avenue. Despite the need to accommodate more vehicular traffic on Benson Avenue, including trucks, the pedestrian environment should not be subordinated. On the other hand, pedestrian flow can be improved and pedestrian/vehicular conflicts can be reduced by providing new exit stairways from the northbound CTA platform, connecting directly to sidewalks at Church Street and Davis Street. The pedestrian exit turnstiles should be designed harmoniously with the CTA station's appealing architecture.

Midblock pedestrian crossings may be reduced further by installing attractively designed features (planters, benches and information kiosks) in front of the existing CTA station entrance (directly across from the proposed truck entrance and parking garage entrance/exit on the east side of Benson Avenue).

Related to a rearrangement of bus loading and unloading areas, new canopies should be constructed to shelter riders.

The Metra/UP station is already scheduled for ADA rehabilitation and construction of handicapped ramps in 2001. However, several more improvements are recommended to bring this station up to the desired standard of a "civic place." First is the reconstruction of the Maple Avenue entrance, including shortening the tunnel, enlarging the small entrance plaza, terracing the embankment south of the tunnel, and providing a curbside drop-off/pick-up area. A visually "open" canopy, designed to be harmonious with the historic station, might extend to the Benson Avenue sidewalk to provide desired shelter for pedestrians (Exhibit 34).

The entrance and the tunnel should be effectively lighted for design impact as well as security. Sidewalk paving should be consistent with the downtown streetscape system.

The Transportation Center will be greatly enhanced by the removal of the two westerly UP viaducts and their center piers. Not only will this enhance traffic flow, it will permit significant pedestrian improvements, including the uncovering of sidewalks, the provision of landscaped terraces along Church and Davis Streets, and the opening up of stairways to and from the northbound Metra platform. The improvement could be dramatic (Exhibits 35 and 36).

The area between the CTA and Metra stations is controlled by Meisrow Stein, developer of the 909 Davis building, except for a 10-foot strip of land adjacent to the Metra/UP station. The City of Evanston maintains a public easement for pedestrians to circulate in the area and for vehicles, including taxis, to utilize the traffic circle which connects with Davis Street.

Outdoor cafes are anticipated adjacent to Chef's Station (the Metra station) and under the canopy at the northwest corner of the 909 Davis building. Meisrow Stein proposes to install landscaping and David Csicsko designed concrete panels in the "public" plaza. The plaza area should remain well-lighted all night to enhance security and amenity.

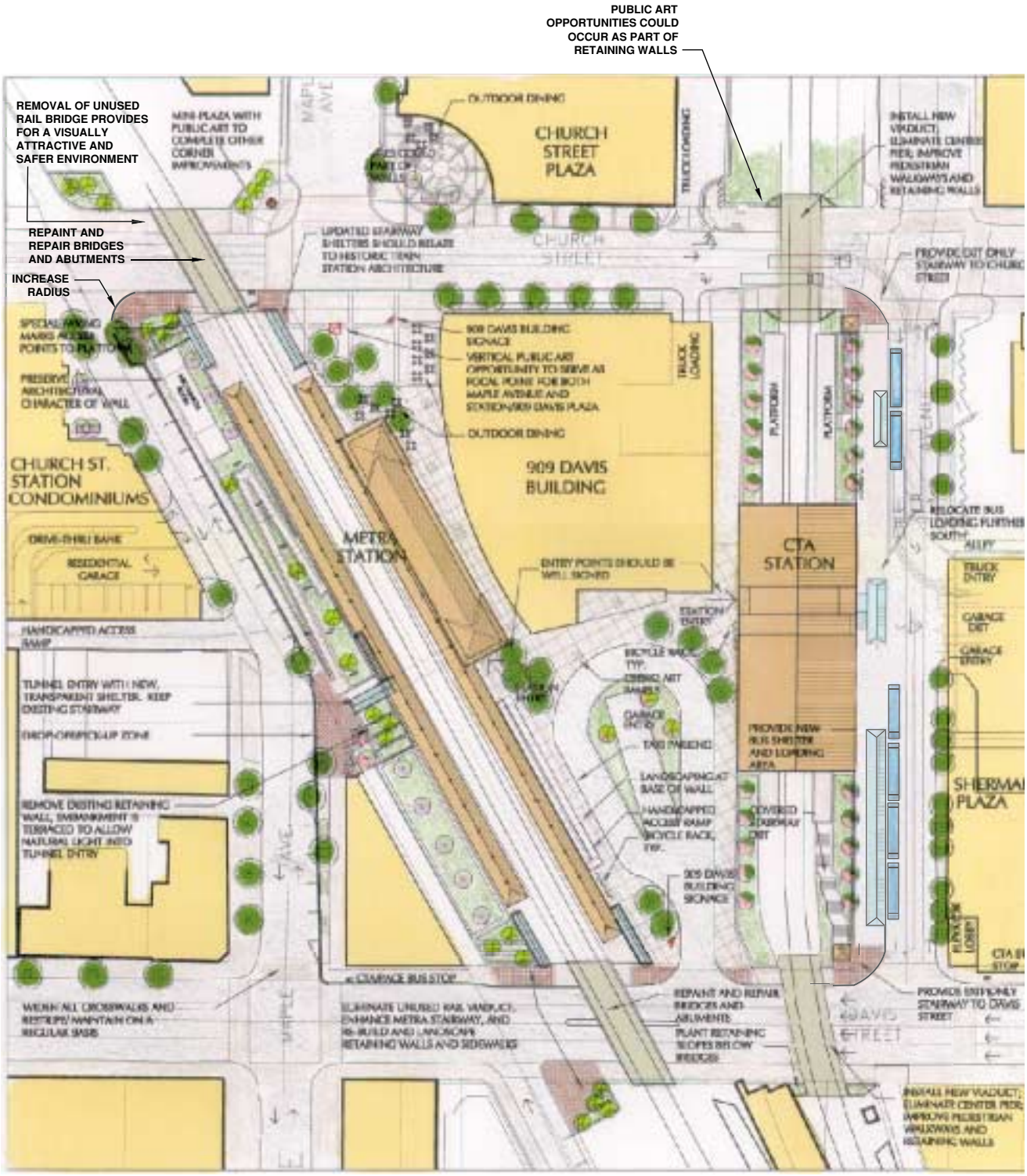



Exhibit 33
Transportation Center Design Guidelines

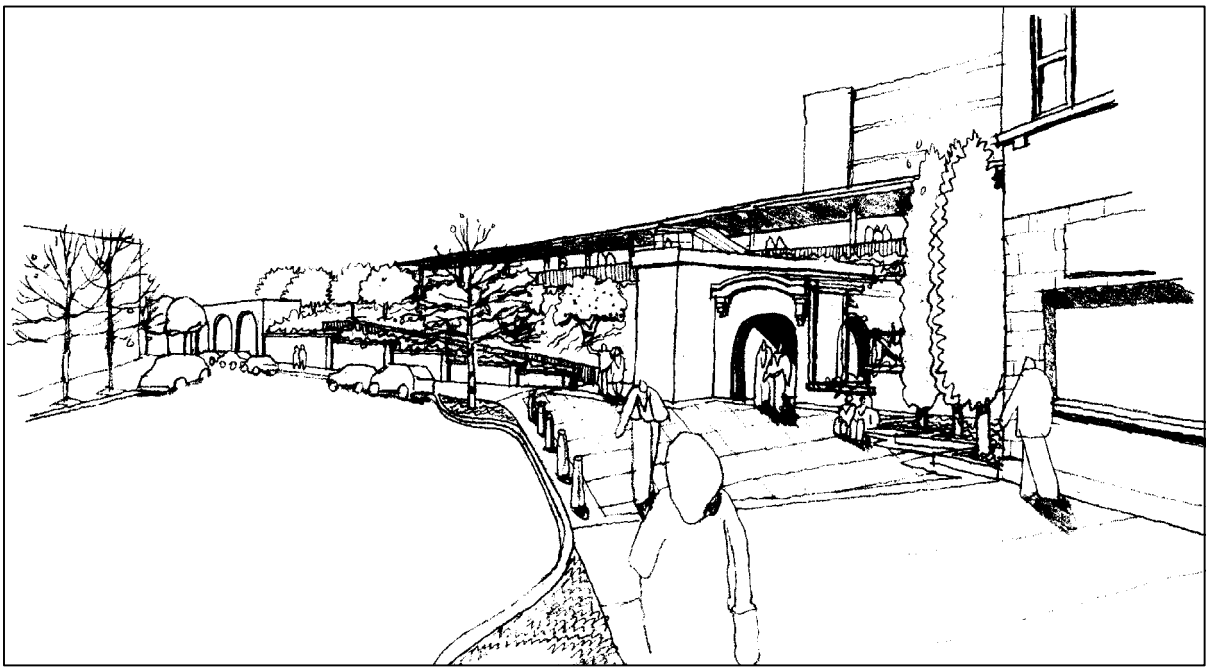
Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.

0 20' 40' 60'

August 2001

Before



After

Exhibit 34

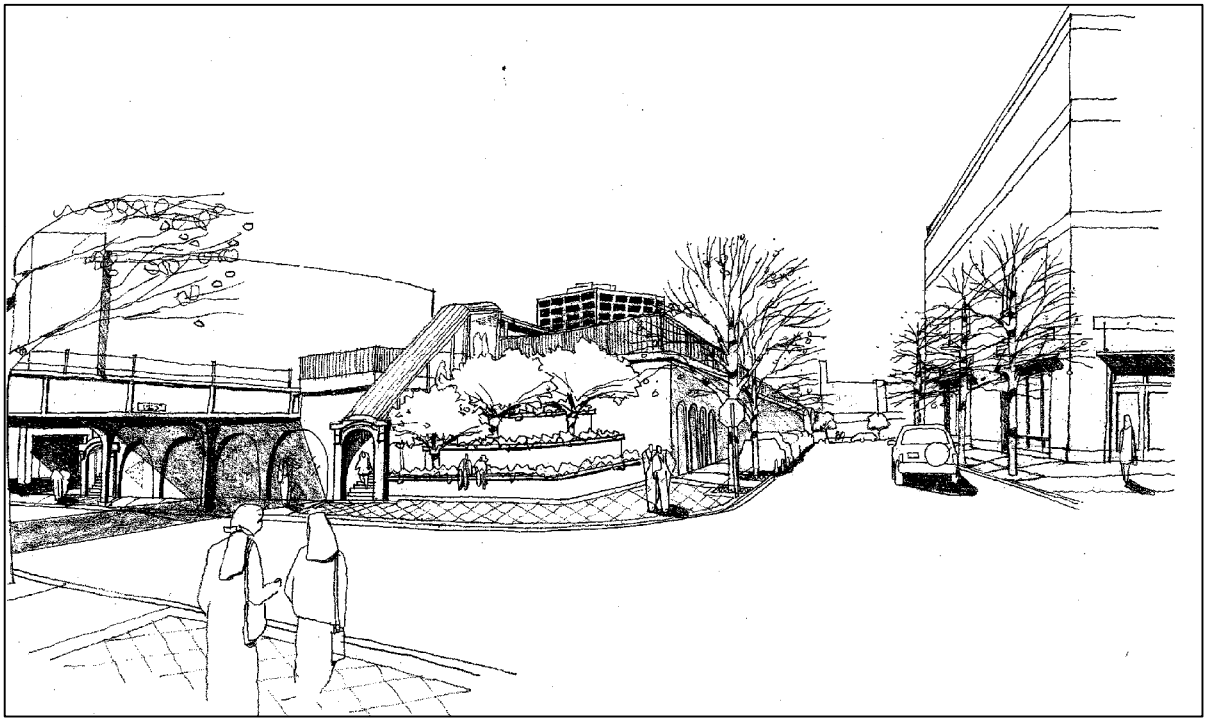
## Maple Avenue Transit Drop-Off Plaza

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.

August 2001

Before



After

Exhibit 35

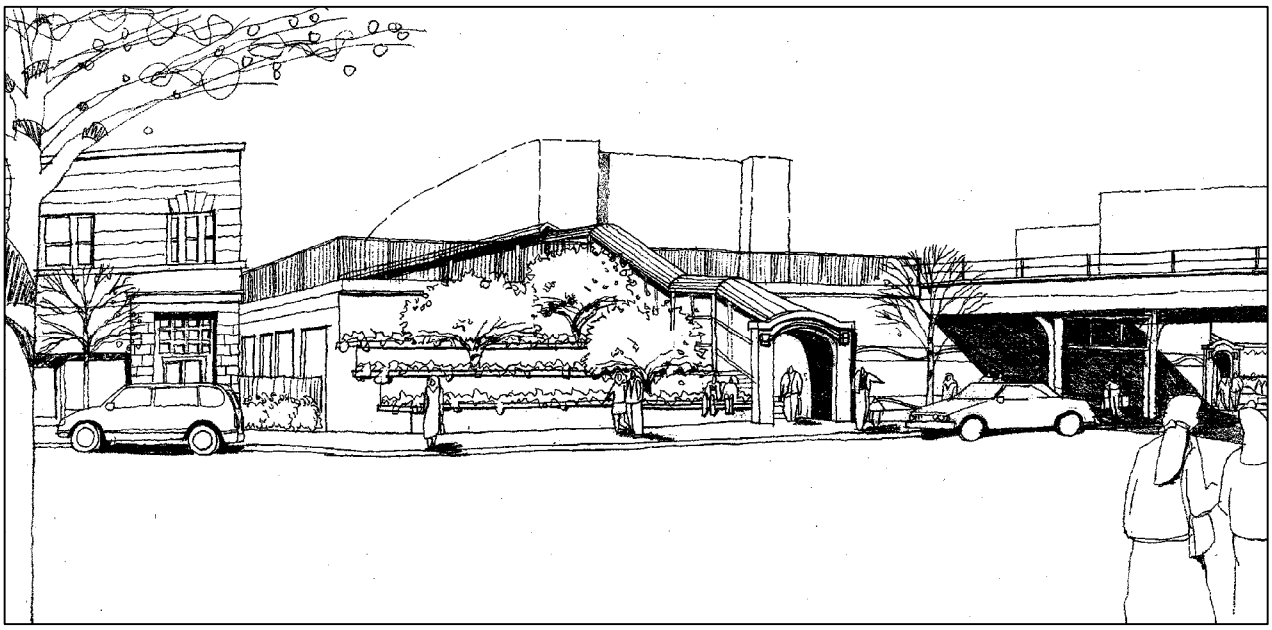
## Church Street Platform Access Plaza

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.

August 2001

Before



After

Exhibit 36

## Davis Street Platform Access Plaza Transit Drop-Off Plaza

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.

August 2001

The sidewalk on the south side of Church Street will be retail-oriented and tree-lined to reflect the character of Church Street Plaza across the street. While this is not possible on Davis Street, the sidewalk should nevertheless be designed in a lively, hospitable manner. Remaining Metra/UP viaducts should be repainted and retaining walls should be repaired. Sidewalks should be well lit.

### Connectedness

It is imperative that the Transportation Center be a catalyst for connectedness with the Research Park and between the east and west sides of downtown. North-south connectedness is being established by the overall plan for Church Street Plaza. However, potentials remain for enhancing connectivity between the east and west sides of downtown. This is best accomplished by conceiving of Church Street and Davis Street not simply as streets, but as "experiential corridors" extending from Ridge Avenue to Hinman Avenue. Within the corridors, each segment might provide a unique visual experience (related to land use), orchestrated to create a natural and appealing progression from one segment to another. An example of how this might be accomplished along Church Street is illustrated in Exhibit 37.

### Bus Stops

Pace buses follow a practice of dropping-off passengers in downtown Evanston on request. The only fixed boarding location is at the Benson Avenue transfer point.

CTA buses pick-up and drop-off at specific stops identified by appropriate signage. CTA and the City, working together, could improve the pedestrian experience at these stops, and along approach routes, by providing more shelters, improved signage and rider information, seating and trash receptacles. Although each bus stop ,may have unique features and constraints, greater consistency would be a welcome virtue.

### Bicycles

Bicycles are a well accepted means of conveyance in Evanston for recreation, commuting, and work, especially by youth and younger adults. In fact, many are serious bikers. However, there are no formal bicycle routes downtown and parking facilities are diverse, both in design and condition.

One significant recommendation this study can make is to expand the supply of bicycle parking facilities, especially in the vicinity of the Transportation Center and major buildings, and establish greater consistency in type and condition. In addition to bicycle parking racks being provided in both new City parking garages, the 909 Davis building will provide parking racks near the CTA and Metra entrances. Additional racks should be provided at the Maple Avenue entrance and the Davis Street entrance to the Metra station. Existing bike racks adjacent to the Benson Avenue CTA entrance should be replaced with a better type and expanded in number. The "ribbon rack" (installed in the Maple Avenue garage) is a desirable type of rack.

Bicycle racks should be arranged in ways that do not impede pedestrian circulation. Where sidewalks do not have adequate room for bike racks where the City or riders dictate or require that some be installed, the City should explore eliminating a parking space and installing bike racks. The bike racks could be removed in early winter for snow removal and re-installed in the spring.

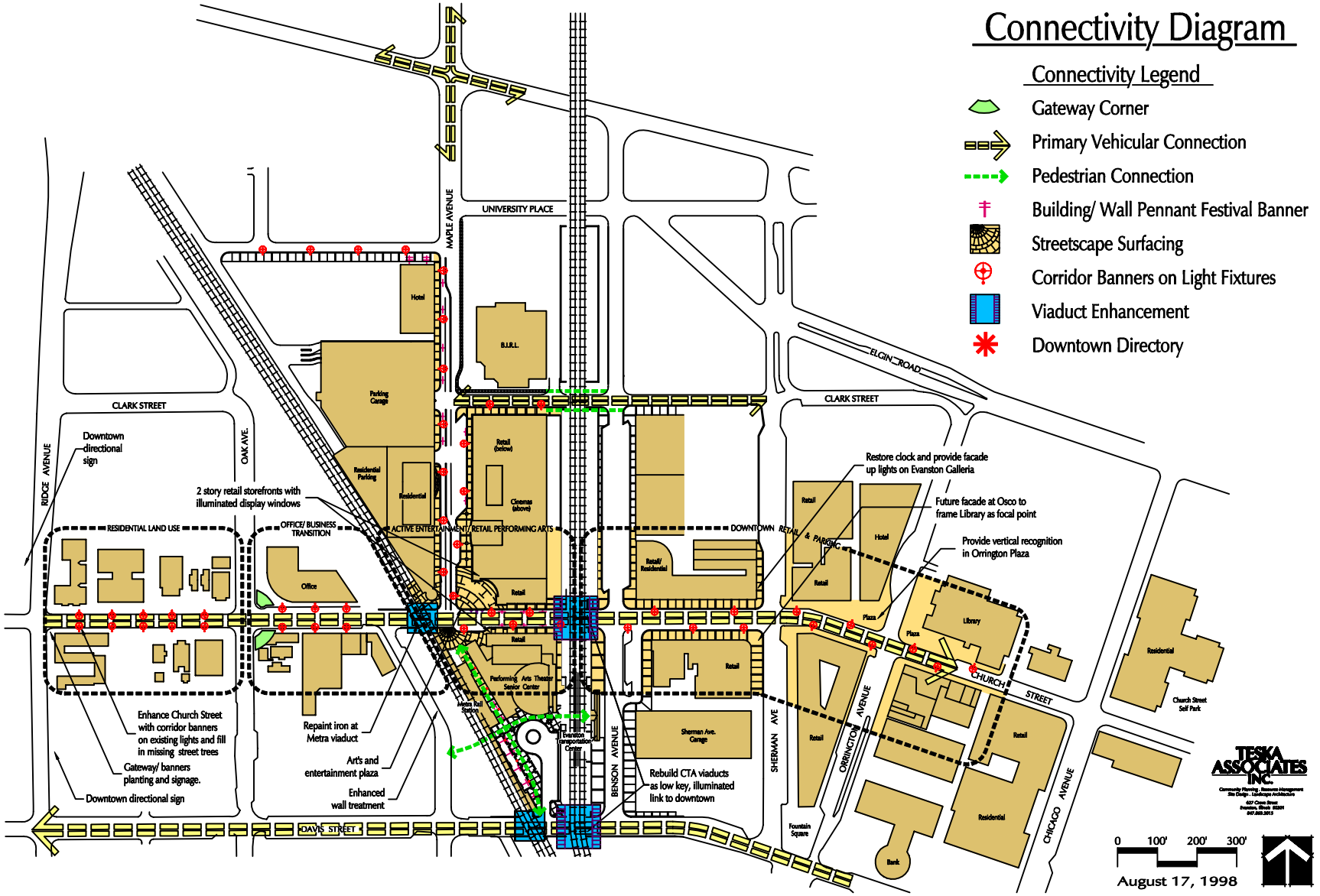



Exhibit 37

Source: Teska Associates, Inc. - August 1998

# Church Street Connectivity Concept

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.

August 2001

Metra does not currently permit bicycles on its trains, but is undertaking a demonstration project at selected times on selected routes. However, Pace now provides racks on the front of its buses. Bicycle transport on CTA buses and trains is limited and in its infancy, but should also be encouraged.

The City of Evanston has recently selected a consultant team to conduct a city-wide bicycle system study which will be coordinated with downtown planning.

### Crosswalks

Pedestrians in Evanston, as well as the Chicago-land area, disobey traffic signals and knowingly jaywalk directly into moving traffic lanes. Jaywalking ordinances or laws may be something the City Police may need to begin enforcing, as other cities in the United States have done. However, a stronger emphasis on enhancing crosswalks may also help.

The simple, painted crosswalk serves a very important purpose, but doesn't receive the respect it deserves from vehicular drivers, pedestrians and municipalities. In heavy traffic areas, crosswalks may need to be bigger and bolder to attract the attention of both drivers and pedestrians. Crosswalks in these areas might be wider and might be marked by a wider paint strip, or possibly a crosshatch. This bolder crosswalk would give drivers a stronger message that pedestrian zones should be respected and give pedestrians a little more confidence to step out into the street. In addition, where crosswalks are located directly after a viaduct (e.g Church Street at Maple Avenue) a pavement marking might be added before the viaduct, making the driver more aware of the upcoming intersection or crosswalk. Finally, it is essential that crosswalk markings be well-maintained to enhance visibility.

### Construction Zones

Current construction projects in downtown can impede pedestrian circulation along sidewalks. Pedestrian traffic is impaired and sacrificed in favor of both the construction project as well as vehicular traffic. Sidewalks around construction projects should be required to maintain a minimum six-foot clear path of travel so that two people can comfortably pass one another or walk side by side.

### Public Places

Downtown Evanston features art in numerous public and private places, including sidewalks, the Public Library, Oldberg Park, and Rotary International (Exhibit 38). The City's Public Art Committee has plans for expanding this collection, even creating a public art walking tour. Next on the agenda is construction of "Nimbus" on the facade of the new Maple Avenue parking garage.

In addition, Mesirow Stein has committed itself to installing David Csicsko designed concrete panels and cast iron tree grates in the new plaza surrounding the 909 Davis Street building.

A special committee has been established to recommend an appropriate display of graphic art on the east facade of the Century Theatres building facing Benson Avenue. The committee includes representatives of public bodies, such as the Arts Council, and Arthur Hill and Company, property owner.

Other art opportunities in the study area include:

- Mosaics on retaining walls beneath viaducts (e.g. Chicago Riverwalk under Lakeshore Drive)
- Sculptures in private open spaces, e.g. 1603 Orrington, 909 Davis, 1800 Sherman, Church Street Plaza, etc.
- Murals on blank walls of private buildings, e.g. the north wall of the Fountain Square Building
- Banners/flags on the unutilized flag poles on the south facade of the historic Marshall Field's Building
- Graphic art on fences surrounding new construction
- Completion of David Csicsko streetscape designs throughout downtown

Although not considered an "art" project, design attention must be focused on enhancing the west facade of the new Maple Avenue parking garage. This unattractive facade can be seen from Ridge Avenue and detracts from the "gateway" potentials of Clark Street, as do the billboards in front of the railroad embankment. These, too, deserve attention. At a minimum, they might be leased by the City, Evmark, or other public body for community use. Preferably, they will be removed and the embankment enhanced.

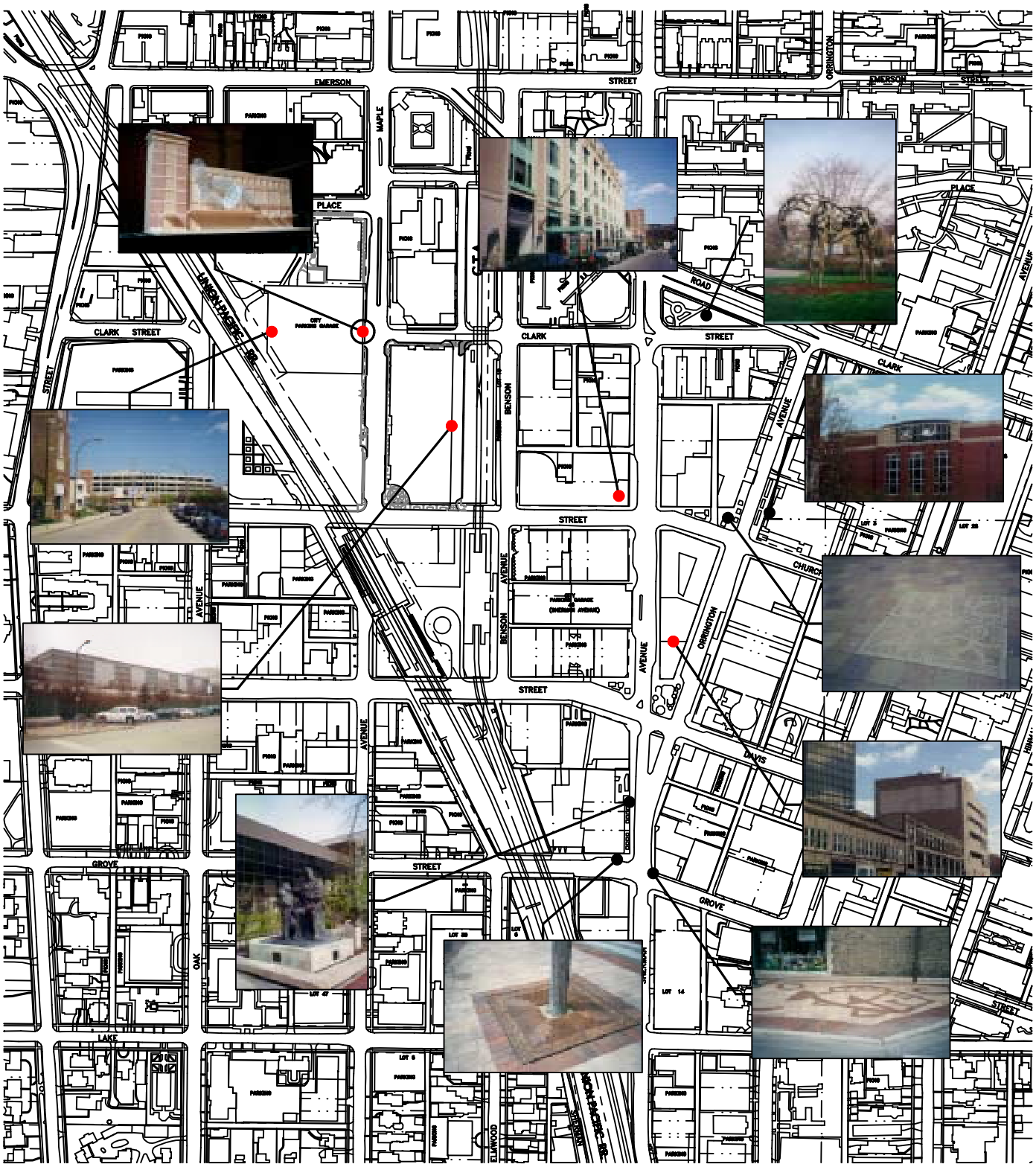



Exhibit 38

# Art and Appearance in Public Places

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.

0 100' 200' 300'

August 2001

# WAYFINDING

## SUMMARY OF RECOMMENDATIONS

### Objective: Design and install a coordinated system of wayfinding signage in the downtown

Actions:

- Encourage Metra, CTA, and Pace to maintain and update transit station and bus stop signage
- Prepare final designs for a system of vehicular-oriented and pedestrian-oriented wayfinding signage to serve downtown
- Install new transit station oriented wayfinding signage for vehicles and pedestrians
- Install vehicular-oriented wayfinding signage for parking facilities and other major destinations
- Install new pedestrian-oriented wayfinding signage, including directory signs/maps at key locations such as transit stations and parking garages
- Establish a downtown Visitor Center

# WAYFINDING

## WHAT IS WAYFINDING?

The term "Way-finding" was first used by the American architect Kevin Lynch in his book, ***The Image of the City*** (1960). Lynch used the phrase "way-finding devices" to describe maps, street numbers, route signs, etc.

His work is based on the concept of "spatial orientation" and its prerequisite, the cognitive map or image. "Imaging" is an important concept to people finding their way. "An environmental image," wrote Lynch, "is the generalized mental representation of the external physical world that every individual tries to form. It is the product of immediate sensation, plus the memory of past experience, both of which combine to interpret information and guide action."

In his book, Lynch analyzes the city in terms of its elements: paths, edges, landmarks, nodes, and districts. These are terms that continue to be used in wayfinding design and theory today.

The concept of wayfinding is now accepted by many professionals: planners, architects, and graphic designers. It has become an important collaborative effort to understand and address people's inability to find their way around in the built environment.

From a practical point of view, "wayfinding" is a term to describe the process of reaching a destination, whether in a familiar or unfamiliar environment. Wayfinding is best described as spatial problem solving. Within this framework, wayfinding comprises three specific but interrelated processes:

- Decision making and the development of a plan of action
- Decision execution, which transforms the plan into appropriate behavior at the right place in space
- Information processing which comprises environmental perception and cognition and provides an action plan as the result of the two previous decision-related processes.

A wayfinder's journey in the city begins by recognizing its gateways, the street grid, landmark features such as buildings, signs that direct and identify, and then building doorways—the intended destination. This study focuses on signage.

From a transportation point of view, wayfinding signage must address both driver and pedestrian needs. How do drivers find parking? How do parkers find transit stations? How do pedestrians find transit stations? How do both find their way back?

## EXISTING WAYFINDING SIGNAGE IN EVANSTON

In 1983 signs were installed on all major streets in Evanston to identify the city's historic districts. In 1989 a system of signs at the lakefront was installed to direct walkers, runners, and bikers along the city's dual pathway system. And in 1990, a signage program was implemented by the City to identify its gateways. Brick and limestone monument gateway signs at Green Bay Road and Isabella, Dempster and the canal, and

Sheridan Road at South Boulevard announce the City at its most heavily traveled vehicular entrances. Brown and gold metal signs repeat the entry message at all secondary entrances.

Within the next year the City of Evanston will implement a comprehensive citywide wayfinding signage program that will direct visitors to commercial districts and related parking facilities throughout the city. In addition, civic, cultural, educational, historical, medical, and recreational destinations will be highlighted.

Nearly 250 gateway, directional, and guide signs at every key street intersection in the city will lead motorists to destinations from all of the major traffic routes entering Evanston. Functional typography combined with a variety of playful visual images by artist David Csicsko, commissioned by the Evanston Arts Council and Evmark for downtown Evanston, will be displayed on signs throughout the city to greet visitors and to help identify key destinations.

The program eliminates the disjointed assortment of directional and identification parkway signs that has accumulated over the years and will bring visual consistency to the overall wayfinding effort in the City.

When design of the City's new wayfinding signage program was commissioned in 1997, concern was focused on signage for motorists and public parking facilities. Direction to, and identification of, public transportation facilities was not a feature included in the project's scope.

Wayfinding conditions vary considerably when examining existing public transit signage of CTA, Pace, and Metra in downtown Evanston (Exhibit 39). A survey of Davis Street facilities indicates that Metra station signage is in serious disrepair and lacks even a minimal level of identification, direction, and informational signage intended for its users. It is our understanding that a comprehensive new signage program (similar to that at Central Street) will be installed when station renovation is completed this fall. The CTA station, in contrast, fares better today, providing in its lobby a comprehensive menu board posting all current transit routes and schedules. Pace displays a small route identification sign at curbside. No transit agency displays adequate signage within the Transit-Oriented Development area, directing users to or from the stations.

The City's parking garages at Maple Avenue, Benson Avenue, and Church Street display no information about access to, from, or about public transportation facilities in the downtown area. Such information would encourage the public to consider alternate transit options. Significant opportunities exist to identify, direct, and inform users of public transit and public parking in downtown Evanston through a new transit-oriented wayfinding signage system.

## RECOMMENDED TRANSIT WAYFINDING SYSTEM

Components of the City's soon-to-be installed **vehicle-oriented wayfinding signage** program will be seen at most downtown street intersections. All of these signs, along with new public art features in the downtown streetscape (e.g. tree grates and sidewalk pavers), utilize the thematic art of David Csicsko.

When planning for more signs in the downtown center we should be careful not to consume precious sidewalk space with more support posts and poles. A brief stroll downtown quickly reveals how many such fixtures already exist along the sidewalks and streets. Rather, keeping safety and accessibility in mind, we should utilize existing street fixtures wherever possible.


CTA Route Sign


Pace Route Sign


Northwestern University Route Sign


Metra Station Sign

Exhibit 39

## Examples of Transit Signage

In addition, there are hundreds of existing municipal regulatory signs posted along downtown sidewalks and streets. Therefore, numbers and scale of the new transit-related signs should be controlled so that communication can be maximized in the smallest amount of space and with the fewest numbers of additional support devices.

From an organizational standpoint, two levels of **transit-related signs** are needed in downtown Evanston to address both vehicular and pedestrian needs. A system of separate but interrelated signs can be designed to meet the requirements of both constituencies. These signs should also take advantage of Csicsko's visual themes, and might also include transit agency logos.

### Vehicular Routes, Locations, and Signs

The City's vehicle-oriented wayfinding signage system includes **directory signs** and **guide signs** at the intersections of all primary streets in the downtown area (Exhibit 40). Directory signs contain directions to specific destinations in or near downtown. The smallest is 36"w x 24"h with four lines of 2.25"h copy. The largest is 36"w x 48"h with eight lines of copy. Guide signs in downtown contain directions to parking garages or surface lots. They are 24"w x 30"h or 24"w x 24"h and display a large white "P" on a green background (Exhibit 41).

The scale of these signs is determined by a type size that is as small as possible yet readable for drivers traveling in urban traffic conditions. The typestyle employed throughout the signage system is Univers Bold Condensed, upper and lower case. This condensed sans serif type design is highly legible and successfully addresses copyfitting challenges as well.

At this juncture, there is no plan to modify the vehicle-oriented wayfinding signage system in downtown Evanston. As designed, it will greatly improve the wayfinding needs of drivers. However, as pointed out earlier, no sign exists in the system to direct to or identify public transit facilities.

Three issues should be addressed in this regard: 1. Additional guide signs, compatible with those designed for parking, can be developed for transit. 2. Directory signs can be changed to provide wayfinding copy to "Public Transit" as they already do for "Public Parking." 3. The large size of vehicle-oriented signs can be scaled down in the downtown area so those public transit signs will be added to the mix without overwhelming the streetscape (Exhibit 42, A).


**City of Evanston Wayfinding Signs (Existing):**

- D — Vehicle Directory
- P — Vehicle Parking Guide

**Transit Oriented Wayfinding Signs (Proposed):**

- T — Vehicle Transit Guide
- T — Pedestrian Transit Guide

**Source: Jack Weiss Associates**

Exhibit 40
Proposed Wayfinding Signage

TESKA ASSOCIATES INC.

August 2001

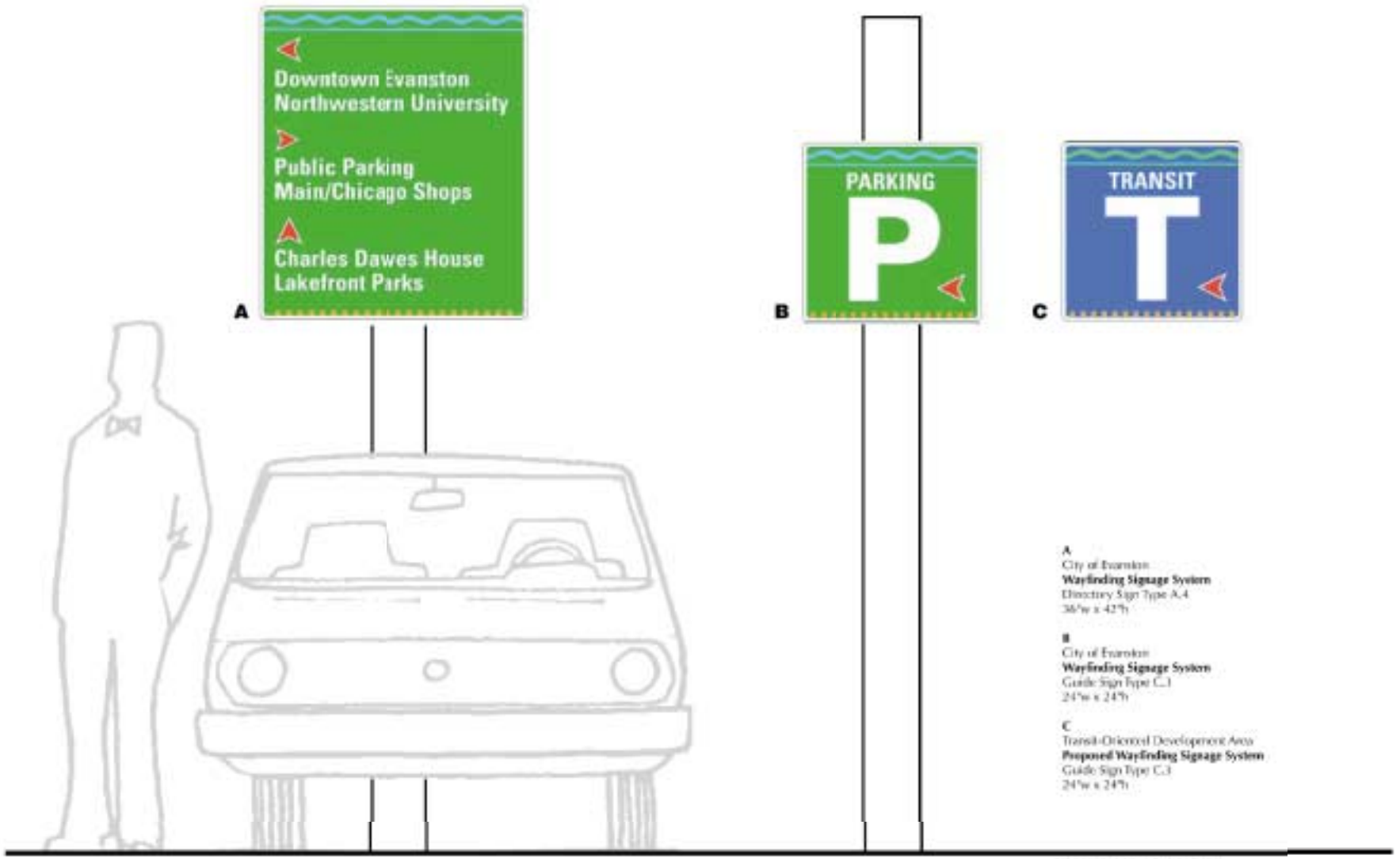





Exhibit 41
Proposed Wayfinding Signage

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.

August 2001

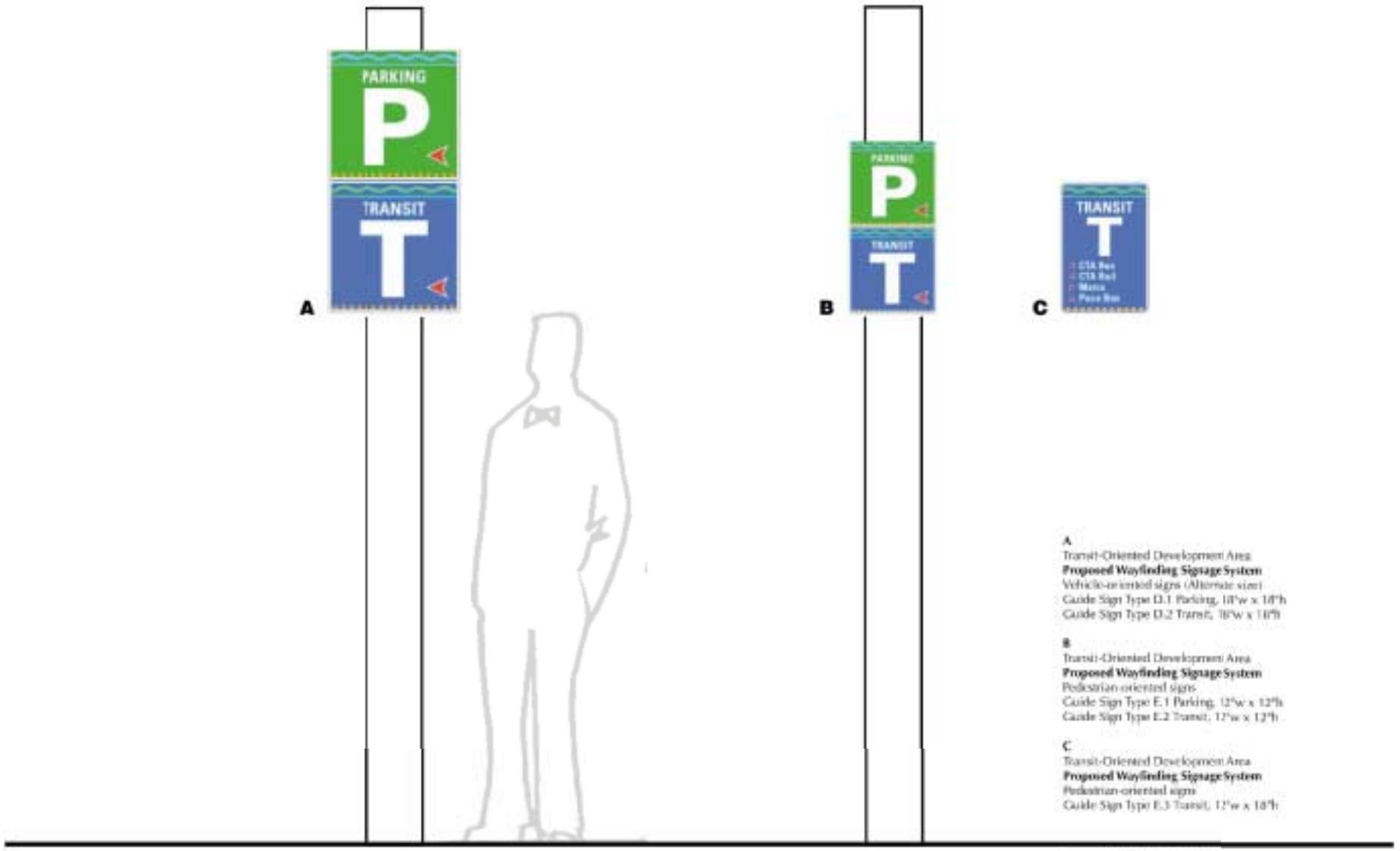



Exhibit 42
Proposed Wayfinding Signage

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC

August 2001

### Pedestrian Routes, Locations, and Signs

Pedestrians in Evanston's downtown are not constrained by one way streets, as are vehicles. Transit riders at Church and Sherman, for example, travel westbound on Church as they find their way to stations. Drivers, conversely, travel eastbound on Church. At Davis Street and Maple, pedestrians travel eastbound in search of transit facilities while drivers travel westbound on Davis. A pedestrian-oriented transit wayfinding signage system must therefore accommodate the specific routes used by pedestrian transit riders.

A system for placement of pedestrian-oriented wayfinding signs should reflect that used for vehicle-oriented signs. Guide signs should be posted at all major street intersections where orientation is needed and wayfinding decisions are made. Additional guide signs should be posted mid-block only when needed. Such a plan would place pedestrian-oriented signs where needed yet keep them to a minimum while providing a balance with other vehicle-oriented signs.

Because they will address the exclusive needs of pedestrians, signs in this category can be modestly scaled so that they will communicate effectively yet not overwhelm an already busy streetscape.

## DESIGN RECOMMENDATIONS

The City's vehicle-oriented wayfinding signage system, once installed, will create a colorful and recognizable communication experience for all drivers traveling on Evanston's streets. The key design elements of that system should be reflected in new transit-oriented signage for drivers and pedestrians in downtown Evanston.

Those elements include a primary color palate of red, yellow, blue, and green with white Univers Bold Condensed, upper and lower case copy applied to aluminum sign blanks laminated with reflective vinyl. A Csicsko-inspired "wave" motif is displayed at the top of every sign.

The existing green Guide sign with white "P" denoting Parking will be paired with a new blue Guide sign with a white "T" denoting Transit. The larger 24"w x 30"h parking sign included in the City's program should be replaced with the smaller 24"w x 24"h version in the 1500-foot Transit-Oriented Development Area to conserve valuable curbside space (Exhibit 41, C).

Within a more congested, 750-foot radius Transit-Oriented Development Area, smaller, 18"w x 18"h Parking and Transit signs should replace the 24"w x 24"h version for vehicles. In addition, new 12"w x 12"h and 12"w x 18"h Transit signs should be added to aid pedestrian-oriented wayfinding to public transit facilities (Exhibit 42).

It is good that the Davis Street Metra station will be receiving new signage components as a part of Metra's effort to improve identification, information, and wayfinding issues at the station. Poorly designed, undersized, or non-existent signage currently hinder public awareness of the station's location and its entrances and exits.

The Davis Street CTA station, in contrast, is generously equipped with well-designed signage that is functional for transit riders entering and exiting the station. At curbside, there appears to be a need to more clearly identify CTA and Pace bus routes.

## Connectivity Issues

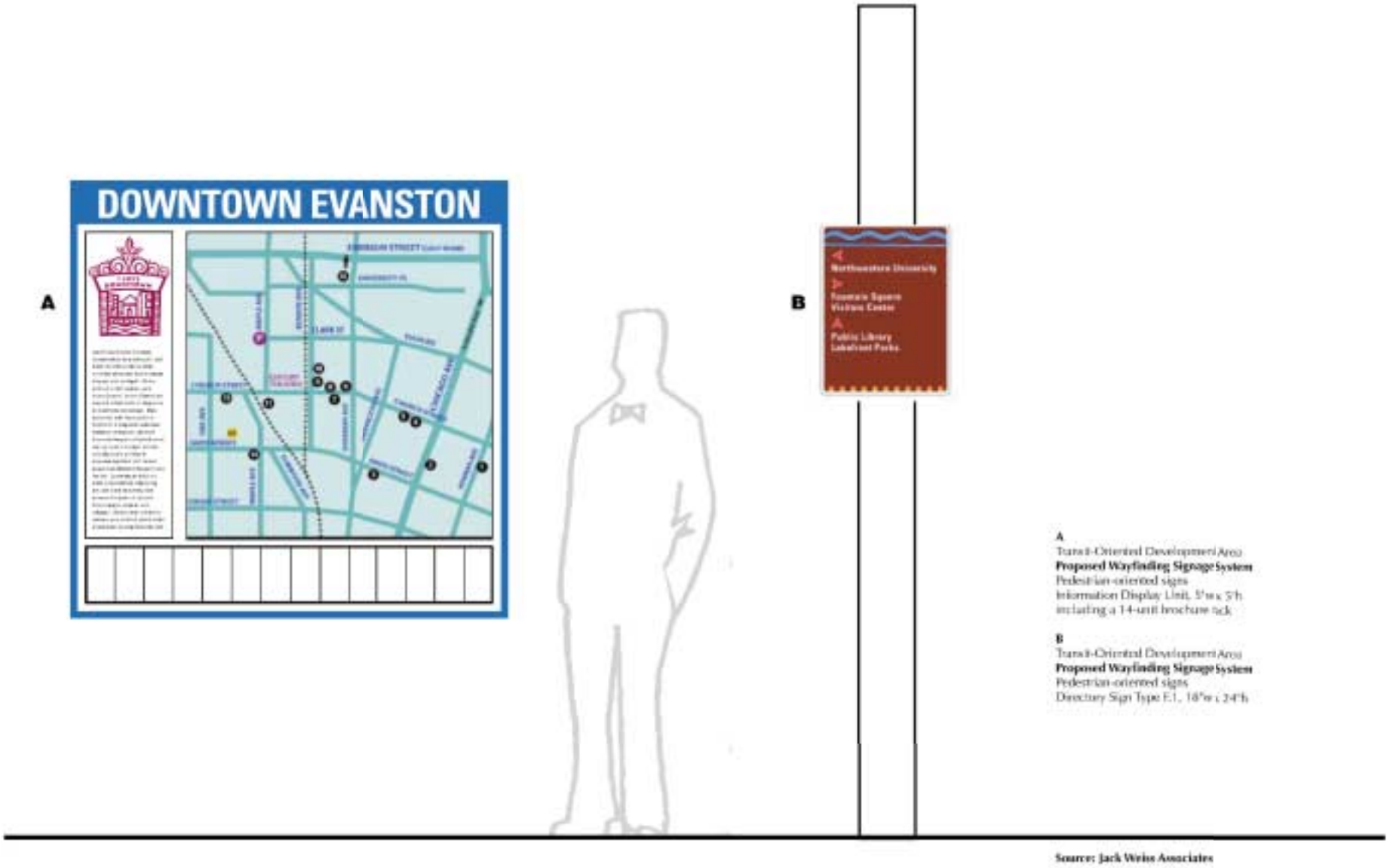
One important wayfinding signage feature is lacking in all downtown Evanston parking and transit facilities. The Metra station, CTA station, Maple Avenue garage, Sherman Avenue garage, and Church Street garage provide no user-friendly information to aid parkers or transit riders to find their way in downtown Evanston.

Opportunities exist in the lobbies of all of these facilities and/or on Metra or CTA platforms, for wall-mounted units that can display an orientation map, directions to alternate transportation facilities, or information about downtown amenities. Evmark, the Evanston Chamber of Commerce, or other city not-for-profits might want to collaborate with the operators of the transit-related facilities in sharing the cost of information display units (Exhibit 43, A). A similar map is located in the Century Theater lobby. Other locations might include bank, hotel, and office building lobbies.

A wide variety of printed materials, such as maps and brochures could be included in racks attached to the wall-mounted units. Parking rate, CTA, Metra, and Pace schedules—bicycle route, historic district, and downtown business maps—alternate transit-oriented facility locations—hotel and guest home brochures—to name a few, could help orient, inform, and educate all transit facility users.

A system of pedestrian-scaled directory signs, similar to that included in the City's vehicle-oriented signage system can be installed along sidewalks near specified downtown street intersections. Such a system would provide pedestrians with important wayfinding information to nearby downtown amenities including Northwestern University and lakefront parks and beaches (Exhibit 43, B).

Finally, this study endorses the concept of a Visitor Center in downtown Evanston—a focal point for wayfinding and a starting point for tours of various types.




Source: Jack Weiss Associates



Exhibit 43
Proposed Wayfinding Signage

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.

August 2001

# IMPLEMENTATION

## SUMMARY OF RECOMMENDATIONS

**Objective: Formulate coordinated strategies to improve transit service, increase ridership, and encourage related development**

Actions:
- Establish broad-based consensus on a vision for downtown's future
- Establish a sustainable mission to achieve that vision

**Objective: Effectively utilize tools to recruit compatible developers and uses**

Actions:
- Make more effective use of lease space in CTA and Metra stations for supporting uses
- Educate and persuade the private sector to be an active partner in this effort
- Recruit compatible businesses, residential, institutional and other uses
- Continue to utilize the City's long-successful tool of land acquisition for public parking and, ultimately, for redevelopment

**Objective: Encourage employees, customers, visitors and others to use transit**

Actions:
- Encourage employers to participate in the Transit Check Program promoted by Evmark
- Intensify transit marketing efforts
- Provide local transit information on electronic media, e.g. city web site, local hotline, e-mail, etc.
- Provide improved transit rider waiting environments throughout the city

**Objective: Establish a funding program for transit related improvements, utilizing all available federal, state, municipal and private sources of financing and/or human capital**

Actions:
- Work with U.S. Representatives Schakowsky and others to obtain federal assistance
- Work with State Representative Hamos and others to obtain state assistance
- Explore cost-sharing opportunities with RTA, Metra, CTA and Pace
- Consider all City and other local sources or financing and human capital, including Northwestern University

**Objective: Strengthen ongoing communications between all transit-related stakeholders**

Actions:
- Establish a Transportation Management function, utilizing existing organizations, led by a designated stakeholder organization and experienced coordinator
- Maintain frequent and effective communications via paper and electronic media and personal contact

# IMPLEMENTATION

The foregoing recommendations are not self-fulfilling prophesies. They are likely to be realized only to the extent that Evanston's public and private stakeholders and the transit providers are able to reach a consensus and marshal the resources required to succeed. Therefore, this chapter presents implementation strategies, actions, priorities, funding sources, and on-going communications concepts, including that of "transportation management."

## STRATEGIES

Pursuit of improved transit service, increased ridership, and more transit-oriented development in downtown Evanston is a city-wide imperative, but no small challenge. Because the effort may be complex, it should be guided by a limited number of coordinated strategies.

### Vision

A clear vision of what the study area should be is fundamental. One description of that vision suggested by the Consultant Team is:

> *A "livable urban activity center" of business, residential and institution uses, providing an extraordinary variety of goods, services, and enriching interpersonal and cultural experiences, wherein pedestrians and transit are given high priority, and with connectivity to all of downtown and nearby neighborhoods.*

This or a similar vision statement should be backed-up by a broad consensus of public and private interests.

### Mission

The vision is likely to be achieved only as a result of a concerted effort over time, coordinated resources, and a clear statement of objectives, actions, priorities, schedules, etc. The mission should be described in a document or documents that are endorsed by the City, transit providers, and other key stakeholders. At a minimum, it must include means to balance the existing desirability of automobiles as a mode choice for mobility with increased desirability of other modes; i.e., transit, walking, and bicycles.

### Sustainability

It is not sufficient simply to consider the short term feasibility of initial projects. Rather, it is essential to guarantee the long term sustainability of the mission. This may involve motivation, communication, dependable funding, contingency planning, etc. Consideration should be given to including the interests and participation of new resident (condo) property owners in downtown deliberations, in addition to those of traditional business and institutional constituents.

### Responsibility and Accountability

Assignment and acceptance of responsibility and accountability is integral to the mission and to long-term sustainability. Clearly, at the outset responsibility lies with the City of Evanston, the transit providers, Evmark, and Inventure. However, many other organizations will need to be included.

It is highly desirable that the momentum of dialogue and technical support established in this Davis Street Circulation Plans and TOD Study not wane in the weeks and months following completion of the final report. It is recommended, therefore, that the City of Evanston assume responsibility for continuing the dialogue among Project Team members and broadening the dialogue until such time as the more formal process of endorsing strategies can be formulated (See Ongoing Communications Section).

## TOOLS TO ENCOURAGE DEVELOPERS AND PROPERTY OWNERS/MANAGERS TO RECRUIT TRANSIT-ORIENTED DEVELOPMENT USES

For over 100 years Evanston has been extraordinarily successful in attracting transit-oriented uses (origins, destination, and conveniences) in proximity to its several rail transit stations, especially downtown, and in proximity to its bus routes. To a significant degree, Evanston is a laboratory from which others can learn. Nevertheless, even Evanston must work hard to sustain and improve its performance. The following are ways in which transit-oriented uses are being or can be encouraged.

### Zoning

Appropriate zoning is fundamental, without which other efforts are likely to be futile. Fortunately, Evanston has a legacy of appropriate zoning, including periodic updating, for its downtown, including:

- Four Downtown districts, the Research Park district, the Office district, and three General Residence districts.

- Permitted and Special Use regulations in each district which accommodate TOD uses, including a mixture of business and residential uses in immediate proximity to the Transportation Center, either "by right" or as a "planned development".

- Permitted densities and building heights which "peak" within convenient walking distance to the Transportation Center.

- Reasonable off-street parking requirements, including leased spaces in lieu of on-site parking to consolidate parking in public garages when appropriate.

- Site plan review which encourages pedestrian-oriented (potential transit-rider-oriented) uses .

### Use of Transit Stations

Certain "convenience" uses can be provided within the CTA and Metra stations themselves, e.g. vending machines, coffee shops or restaurants, cleaning drop-off and pick-up, banking facilities, news stands, visitor centers, etc. The Davis Street CTA station has space designed for the sale of "conveniences", but the space is not presently utilized. The Metra station accommodates a high quality, sit-down restaurant on the ground

floor and a taxi company communication center at the platform/upper level adjacent to the transit-rider waiting room. The upper level also has a small vending area where coffee and snacks are sold during the morning commute period. Although the condition of these upper level spaces merits improvement, it is unlikely that floor space is available for additional uses. To the extent possible, however, the transit providers (CTA and Metra) should creatively accommodate appropriate TOD uses in their stations. On a limited basis, and subject to appropriate permitting, outdoor space might be made available in the summer to compatible vendors, e.g. flowers.

### Private Sector Initiatives

In the best of all worlds, the private sector (developers, property owners, brokers, etc.) are all on the same band wagon as TOD advocates, simply because it makes good business sense. To a significant degree, Evanston has from time to time, especially in the past decade, enjoyed such a benefit. However, this has not always been the case, nor will it always be the case.

Education, persuasion, and the confidence or challenge gleaned from peers is a powerful force. To this end, it is essential that the City of Evanston and/or its related organizations (e.g. Chamber of Commerce, Evmark, Inventure) carry out on a continuous basis a program to educate and persuade the private sector to take advantage of the extraordinary opportunities for transit-oriented development/uses in downtown Evanston.

In addition, those in the real estate industry who do respond affirmatively, especially with bricks and mortar and with new leases, deserve recognition. This may be granted privately or publicly, as appropriate in each case, but should always be tangible–not simply a passing remark.

### Recruitment

The City of Evanston, Inventure and Evmark all have a responsibility for economic development, which includes a responsibility for recruitment of developers and uses appropriate to Evanston. Northwestern University and other "anchor" corporations or institutions also have a similar interest. Given the opportunities available in Evanston, the need to minimize vehicular traffic and congestion, and the desire to enhance a pedestrian environment, all of these parties should continue to place a high priority on recruiting transit-oriented development and uses.

### Incentives

As it has in the past, Evanston should always be on the lookout for ways to assist those who will contribute to the city's transit-oriented development character. Providing affordable downtown parking facilities for commuters to Chicago is one obvious alternative. However, there are others.

The City must be prepared to keep users who wish to relocate and/or expand in Evanston, as in the case of McDougal Littell.

Evanston's financial institutions might be especially helpful to those businesses that support the transit-oriented development theme.

Recently, the State of Illinois General Assembly considered and rejected legislation supported by Governor

Ryan to create a Live Near Work Fund that would match dollar-for-dollar investments private companies make to help their entry-level employees buy housing closer to their jobs. However, the Illinois Housing Development Authority has voluntarily incorporated the concept in its mission of financial assistance.

The Center for Neighborhood Technology, headquartered in Chicago, has worked with local financial institutions to create more affordable location efficient mortgage loans for those home buyers who select a transit-oriented location and commit to owning one car or no car. The theory is that such a home-buyer will have a reduced financial obligation for transportation and, therefore, can devote more income to housing–or will simply be a better risk.

### Land Acquisition and Disposition

This is the most ambitious, perhaps the most complex, alternative. Yet, it is one that the City of Evanston is well experienced in. Beginning with the purchase of property for public parking lots and the ultimate sale of these properties for real estate development (Holiday Inn, Rotary Center, 1800 Sherman, and Evanston Place) and carrying on through the Research Park and Church Street Plaza projects, the City has actively encouraged redevelopment and transit-oriented development. The great benefit of this alternative is that the City, pursuant to a prescribed process and public hearings, can ultimately select the developer and establish conditions for all real estate development occurring on property it sells to such a developer.

## TOOLS TO ENCOURAGE EMPLOYERS, EMPLOYEES, CUSTOMERS, VISITORS, AND OTHERS TO USE TRANSIT

Generally speaking, marketing the use of transit is an uphill battle, mainly because we in the U.S. have raised at least three generations of children accustomed to being driven almost everywhere in a family automobile, contrary to the experience of previous generations. Perhaps that is somewhat less pervasive in Evanston than in other suburban communities, because of the city's compactness, land-use arrangement, and transit service.

On the other hand, a high percentage of children grow up being bused to school, families flock to theme parks to experience the group rides of all types, business persons fly all over the world in the close quarters of airplanes and are likely to arrive at the airport terminal by taxi, limo, transit vehicle, or people mover. Most Americans ride in groups up and down elevators every day. Extended families pack into Rvs to take in a football game. And seniors are shuttled about in the private vans of retirement communities.

Clearly we have a cultural challenge which can be addressed over time by infusing our children with a new set of "accessibility/mobility" values. But, a major reason why transit ridership has not increased more is that we have not effectively marketed transit–this in light of the fact that marketing has reached a fever pitch in virtually all other aspects of our lives.

Therefore, the list of opportunities is extensive and limited only by one's imagination, as well as the marketing budget.

### City-wide Tools

Consider the following, many of which are obvious (but some are probably not being pursued):

- Improved transit vehicles, perhaps including smaller buses, with greater comfort
- Adjusted bus routing in some cases
- More reliable on-schedule service
- Expanded service hours and/or greater frequency
- More and improved bus shelters with better transit schedule information
- Wayfinding signage to transit stations and bus stops
- Greater feeling of security at transit stations and on transit vehicles
- Improved transfer possibilities between transit providers, including transfer points
- Express shuttles between certain origins and destinations or for certain user groups, especially for special events
- Citywide transit service newsletter or newspaper insert, periodically
- Transit information available on a city website and RTA's Travel Information Center
- Ads in local newspapers and telephone books
- School handouts re: transit service for school children and families
- Location efficient mortgages
- Transit accessibility promotion by Northwestern to reduce auto ownership and usage by students, especially incoming freshman
- Transit service hotline, specifically for Evanston

### Downtown

- Visitor center with concierge service, including transit assistance
- Improved station conditions, with better schedule information, including "real time" electronic signage
- Improved wayfinding signage for existing and potential transit users
- Transit service maps and schedules readily available throughout downtown
- More pedestrian friendly walkways, stairways, elevators, entrances, waiting rooms and platforms
- Affordable Chicago commuter parking, including advertising locations and price, with or without shuttle buses to Transportation Center
- Curb parking enforcement, with transit option notices provided with tickets
- Employer sponsored subsidies or compensation programs
- Fare reduction for reverse commuting on Metra
- Transit ads, including film, at Century Theatres
- Transit ads sent out with Northwestern University events tickets, including shuttle service
- Downtown website with transit information (Evmark)
- Improved maintenance of all transit related facilities
- Licensed vendors at or in transit stations (carefully selected)
- More weather protection on Metra platforms
- Annual transit user focus group meetings to build better relationships
- Paratransit, van pools, etc.
- Information in other languages, esp. Spanish
- Recognition of those who have set good examples

## FUNDING SOURCES

Most recommendations emanating from this study will be feasible only to the extent that funding sources are identified to cover their cost. However, funding may be in the form of cash or in-kind services.

Funding will depend on the creative use of available resources over time. For example, funding may be available from one source this year, but not next year, and vice-versa. Therefore, strategy, priorities, and scheduling all play an integral part in the funding formula.

Following are a variety of public and private funding sources that have already been utilized or may be utilized in the future.

### Regional Transportation Authority

RTA funding is generally provided through the three transit operating agencies (Metra, CTA and Pace). However, RTA itself conducts numerous studies of benefit to local units of government and ultimately the transit user. It also makes available grants for transit-oriented development studies, such as this one, under its Regional Technical Assistance Program.

Currently, RTA is preparing a Regional Transit Coordination Plan responsive to H.R. 234 adopted by the Illinois General Assembly and funded in the amount of $400,000. The primary objective is to coordinate the services of the three operating agencies and specifically to improve opportunities for transferring from one agency's route to another agency's route. The study was initiated in 2000 and will be completed in 2003.

The study will consider four types of coordination: physical, service, information, and fares.

The first of three phases, Information Gathering, has recently been completed. Among it findings were:

- Of all 292 existing transfer points in the region, all three service providers were present at only 22 transfer points.

- Only 10 transfer points have all three service providers and CTA bus and rail, and 6 of these are in or near downtown Chicago.

- Evanston's Davis Street Transportation Center was the only transfer point outside the City of Chicago to have all three service providers and CTA bus and rail service.

- Davis Street was the 12th most active transfer point in the region, with approximately 1,477 transfers occurring on weekdays.

The next phase will address coordination at priority locations, of which Evanston's Davis Street will be one. This phase will take approximately one year. It will benefit significantly from, and is counting on, the results of this Davis Street Circulation Plans and TOD Study.

RTA will be initiating an Active Transit Station Sign demonstration project at the Davis Street CTA Station:

### Metra

Metra has the authority to fund station improvements, service improvements, and marketing. It may also share costs of commuter parking. Currently, Metra is funding the 2001 construction project now underway to rehabilitate the Davis Street station and to provide handicapped access and enhanced signage. Metra is exploring the possibility of installing "real time" electric signage at the station to advise riders of the estimated time of arrival of the next train.

Recently, Metra (which contracts with the Union Pacific for train service and for use of the station) has entered into an agreement with the City of Evanston under which the City will assume responsibility for and enhance the pedestrian tunnel between Maple Avenue and the Chef's Station restaurant on the ground floor of the station building.

### CTA

CTA has ownership of the Davis Street rail station, the rail right-of-way and viaducts, its railroad cars, and its fleet of buses. It has authority to fund right-of-way and station improvements, bus route improvements, service improvements, and marketing.

Currently, CTA has budgeted $32 million for viaduct improvements in Evanston in its six-year (2001-2006) budget, all or a portion of such funds coming from the Illinois First program (presumably). The City of Evanston is currently negotiating with the CTA for the allocation of funding for downtown viaduct improvements.

### Pace

Pace may share costs of bus stop, bus transfer point, and bus route improvements, and local marketing.

### State of Illinois

Several sources of funding may be available from the state:

- Build Illinois (some funds remain in this program budget)
- Illinois First (already a source for viaduct improvements)
- Illinois Tomorrow (the program under which the Live Near Work Fund has been created)
- Department of Commerce and Community Affairs (a source for marketing tourism already being utilized by the Evanston Visitor and Tourism Bureau)
- IDOT Operation GreenLight (utilized for Main Street station improvements)
- TEA21 (a program for transportation system enhancements, including streetscapes, wayfinding, historic preservation, bike facilities, etc.)
- CATS (transportation system planning and a vehicle through which roadway improvement funds are allocated to specific projects in suburban municipalities)

### City of Evanston

The City has been a major funding agent of downtown infrastructure and redevelopment projects, including a financial contributor to activities undertaken by other local civic organizations. Of special note is the City's financial contributions to the Transportation Center, downtown streetscape, public parking, Church Street Plaza, and Research Park, either cash or in-kind services. The City is also a contributor to this Davis Street Circulation Plans and TOD Study.

The City may utilize one or more of the following sources:

- Tax Increment Financing
- Special Service Areas
- Earmarking of sales taxes, hotel & entertainment taxes, etc.
- In-kind services, e.g. GIS mapping, site plan review, surveys, etc.
- Arts Council Cultural Fund Grants Program

### Inventure/Research Park

Inventure is the public-private organization created to encourage economic development in Evanston, especially outside the downtown. It has been closely associated with development of the Research Park over the years.

Inventure can be most effective in funding or carrying out research, marketing, business and developer recruitment, and project negotiations.

### Evmark

Evmark is the public-private organization created specifically to encourage development of the downtown, and to oversee marketing and physical improvements funded through a series of special service areas within the downtown. It also is effective in maintenance of sidewalks and streetscape improvements, including Christmas decorations, and in business recruitment.

Consideration should be given to incorporating transit-oriented development activities into the Evmark's program and budget.

### Chamber of Commerce/Convention and Visitors

Of greatest assistance will be financing or in-kind services related to wayfinding, marketing, and special events, including specialized transit, e.g. shuttle buses, etc.

### Developers

Developers who will benefit from excellent transit service should participate in the funding of improvements related to it. Arthur Hill & Company has contributed financially and with in-kind services to the conduct of this Davis Street Circulation Plans and TOD Study. They are committed to continued support for marketing, streetscape and parking improvements, and art in public places. Other developers should be called upon for similar investments, and for recruitment of transit-oriented users in their projects.

### Employers

All employers, but especially major employers, can assist by encouraging their employees to utilize public transit, private van pools, bicycles, or foot as an alternative to private autos. They may even compensate employees for transit use, as in the Transit Check program being promoted by Evmark.

### Northwestern University

The university can be a major player by discouraging student and faculty auto use, encouraging transit use, coordinating its campus bus system with the Davis Street Transportation Center, and recruiting transit-oriented uses. It can also expand its contribution of "brain power" by providing the services of its Technical Institute, Transportation Center, Traffic Institute, Marketing Department, and other human resources. Capital investments in transit projects will always be welcomed.

### Federal Government

Other than funding under established programs, it may be possible to receive financial assistance as a result of special legislation initiated by our elected representatives. Preparation of the fiscal year 2003 budget will begin in the Fall of 2001.

## ONGOING COMMUNICATIONS

Ongoing communication is the "lifeline" to successful implementation of recommendations contained in this report and to enhanced transit usage. Although informal communication is almost always welcomed, an effort as important as this requires a structured system of communication.

### The Communication Concept

Ongoing communication is essential within and between three major groups of participants: Downtown Evanston stakeholders, transit providers, and transit users (Exhibit 44). Representatives of the first two groups have participated in this study. In the near future it will be critical to bring the third group to the table--transit users.

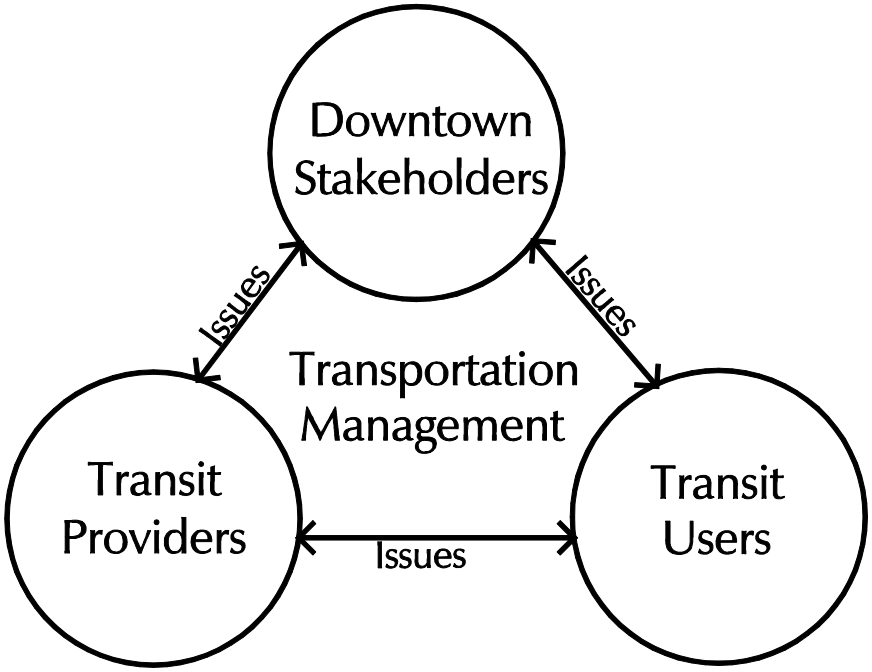
Not all members of each of the three groups think alike, nor do they have the same agendas. Therefore, it may be as important to communicate within groups to gain an informed understanding of various interests and encourage a consensus as it is to communicate between groups.

Topics of concern will be numerous and varied. However, at the core of these dialogues should be the topic of "transportation management".

### Transportation Management

Transportation management is, in cases such as this, the effective conduct of efforts directed toward enhancing accessibility (not necessarily mobility) between trip origins and destinations for people (not necessarily vehicles) while concurrently reducing congestion and adverse environmental impacts related to the movement of vehicles.

City of Evanston
Inventure
Evmark
Chamber of Commerce
Convention and Visitors Bureau
Northwestern University
Employers
Other Businesses and Institutions




RTA
Metra
CTA
Pace
Taxis
NU Shuttle
O'Hare Shuttle
Charters

Employees:
Work in Evanston
Work Elsewhere
Customers:
Shoppers
Patrons
NU Students
Youth
Seniors
Visitors
Residents:
Of Downtown
Of Elsewhere

Exhibit 44

## Ongoing Communication Concept

Transportation management may implement strategies dealing with travel demand reduction as well as travel capacity/service improvement, e.g.

- Pedestrian and bicycle improvements
- Street traffic management
- Freight transport management
- Parking system management *
- Transit service enhancements *
- Commuter trip reduction
- Transit user financial incentives *
- Flextime policies
- Guaranteed ride home programs
- Ridesharing
- Shuttle services
- Telework
- Marketing strategies *
- Live near work assistance
- Transit pricing and transfer policies
- Special events and promotions

* Those of greatest potential for downtown Evanston are noted by an asterisk

Throughout the U.S. and northeastern Illinois, the past two decades have witnessed the formation of Transportation Management Associations to carry out these coordinated functions, primarily in growing suburban areas. Such associations are often private, non-profit, member-controlled organizations with professional staff, sometimes supplied by member organizations.

It is strongly recommended that the concept of "transportation management" be embraced and implemented in Evanston. However, it may not be necessary or desirable to create a new, autonomous organization to carry out this function.

The first question to be answered is: Should transportation management be undertaken as a city-wide effort or solely for downtown? We recommend "city-wide" for three fundamental reasons. The first is that downtown is not the only area of the city that can benefit from such a program. In fact, the Main Street business district is currently addressing some of these same issues. The second reason is that the transit providers serve all of Evanston, and any adjustments to service downtown may result in adjustments elsewhere. A third reason is that it may be necessary to hire new professional staff, trained in transportation management, to take on this responsibility. That staff is likely to have the capacity to serve other areas in addition to downtown. It is also likely that the most appropriate alternatives for such staff are the City of Evanston or Inventure, the community's city-wide economic development agency. The City has expressed interest in being the lead agency.

The second question is: Who should be responsible for transportation management? The fact is: several organizations currently have responsibility for or have the capability for implementing certain TM activities. In the future, it is also likely that operational responsibilities will be implemented by more than one organization. No new operational organizations are likely to be needed. However, the centralized function of advocacy and coordination does not currently exist, but is essential. This is likely to require a modest staff commitment, perhaps only one effective professional. This staff resource might be provided by the City of Evanston, Inventure, Evmark, or under contract by Northwestern University or a qualified consultant.

Additional technical assistance may also come from other sources; participating organizations, consultants, and volunteers. Herein lies an opportunity for Northwestern University to be of particular assistance to the community -- by volunteering the intellectual resources of the Technical Institute, Transportation Center, Traffic Institute, Business School (especially marketing), etc.

A decision on the appropriate scope of transportation management and the commitment/location of professional resources can not be made under this study. Therefore, it is recommended that a transition task force be established, including but not limited to members of the Project Team, to submit specific recommendations for transportation management which can be endorsed by the City of Evanston and others, preferably within a period of 6-9 months.

### Downtown Stakeholders And Transit Providers

Downtown stakeholders, by and large, desire improved accessibility, including parking and transit service, and an enhanced pedestrian environment. Transit providers, on the other hand, desire increased ridership, cost effective operations, and cooperation from the community to enhance local transit facilities. At the core of on-going communication within and between these two groups should be a continuation of the monthly meetings that have taken place during this Davis Street Circulation Plans and TOD Study. Consideration should be given to inviting additional participants, e.g. representatives of taxi companies and of the Northwestern University shuttle bus system and Evanston Northwestern Healthcare. Similarly, more downtown stakeholders might be invited to participate.

Once a "transportation management" function is established, it might have its own web site to enhance communications of all types. In the meantime, an e-mail network can provide essential services.

It is important that downtown stakeholders recognize that they are also the portals for communication with many user groups, even the motivators for increased transit usage.

### Downtown Stakeholders And Transit Users

Downtown stakeholders, especially Evmark and major employers, must become strong advocates for increased transit usage. Evmark, either by virtue of its meetings, website, and/or newsletters should communicate frequently and effectively with major employers, and with the even more numerous smaller employers and other businesses to encourage transit usage. Northwestern University should assume a similar responsibility for communication with its faculty, staff, and students, even patrons for its many events.

### Transit Providers And Transit Users

The RTA, Metra, CTA and Pace can all enhance their communication efforts with their existing and potential customers. Evidence of improved service, better facility maintenance, improved signage and information, and rider friendly hospitality are certain to be welcomed. However, enhanced marketing is appropriate. Also to be considered are surveys, interviews and focus groups to obtain and give serious attention to existing rider and potential rider perceptions and desires. The customer's point of view is often the secret to success in any venture.

## IMPLEMENTATION SCHEDULE

The following chart, Exhibit 45, illustrates the anticipated schedule of development projects and other actions already underway, and the suggested schedule of projects and other actions recommended in this study.

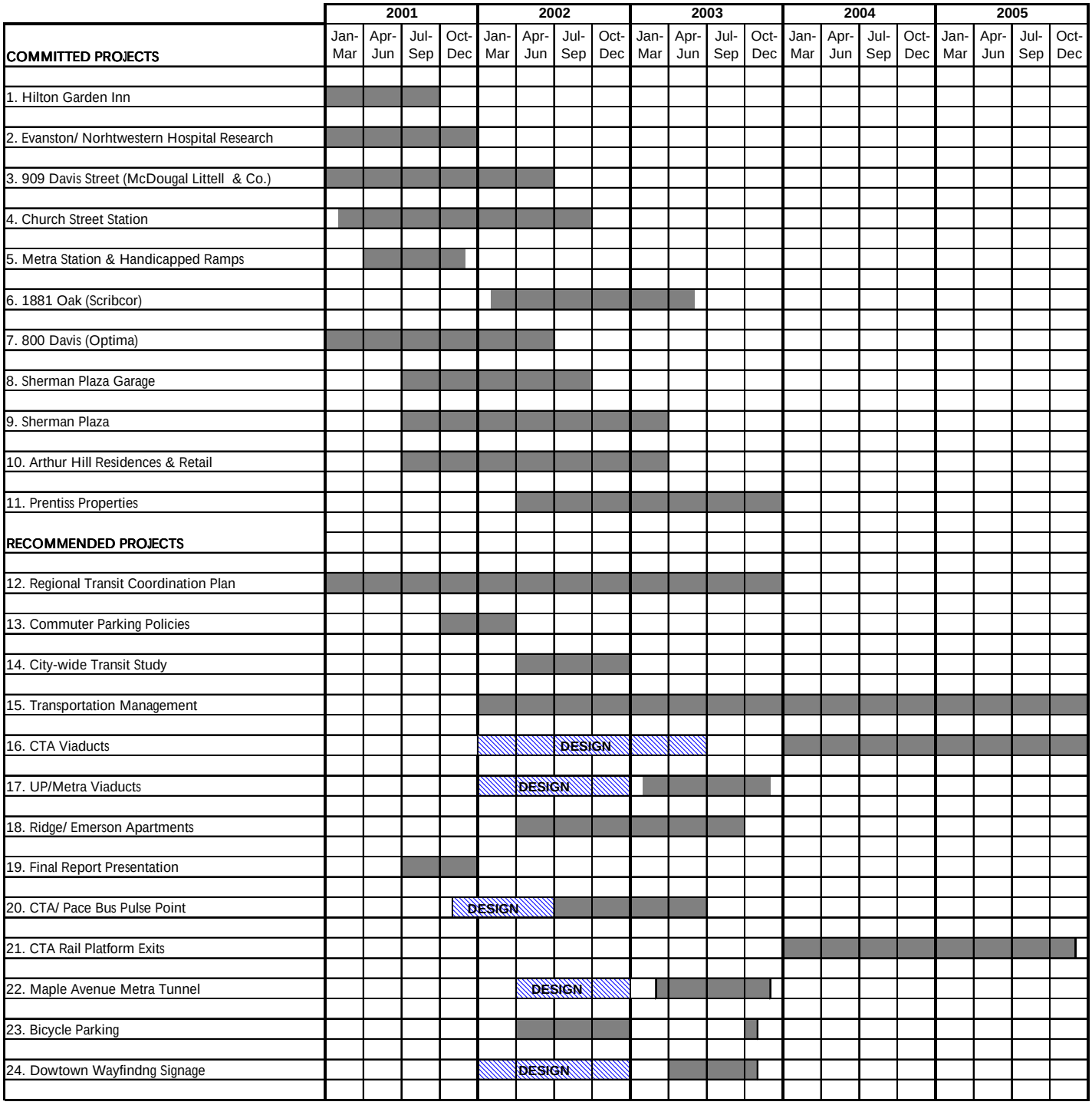



Exhibit 45

# Project Schedule

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.

August 2001

# APPENDIX A

## SCOPE OF SERVICES
## EVANSTON'S DAVIS STREET CIRCULATION PLANS
## AND TRANSIT-ORIENTED DEVELOPMENT STUDY

### TASK 1: Kick-off Meeting

The consultant will meet with the project team to establish the specific boundaries for the study area and to identify data needs. Some of this data may be available through the project team member's agencies. In addition, the responsibilities of each party sill be defined regarding survey design, implementation, and data processing. A schedule for survey implementation will be determined. Finally, a communication plan between the consultant(s) and the project team for the study will be established at this meeting.

### TASK 1: Deliverable

A memorandum to the project team defining the study area, survey responsibilities and schedule and the communication plan that will be followed throughout the study.

### TASK 2: Data Collection

Under this task the consultant will compile the information and data identified in Task 1. This task will also include the surveys listed below. The consultant will be responsible for preparing a methodology and survey format (with input from the project team) for the transit rider intercept and downtown parkers survey. The consultant is responsible for administering only the transit rider intercept survey. The consultant agrees to provide a methodology and survey form for a Downtown Employee Survey should the project team request this at the kick-off meeting.

Transit Rider Intercept:
This survey will be conducted at both CTA and Metra Davis Street Stations including the Benson Avenue bus stop as well as the Davis/Sherman bus stop or other locations within the study area with significant transit activity. These surveys shall be conducted in the fall following the start of classes at Northwestern University. The RTA will be responsible for survey tabulation.

Downtown Parkers:
The City of Evanston will distribute this survey at the Sherman Avenue and Chicago Avenue parking garages. Tabulation will be the responsibility of the RTA. Results of the survey will be provided to the consultant for analysis.

In general, these survey instruments will seek information on origin/destination(s), trip purpose, mode of travel, general demographics, and barriers to transit use to access downtown, etc.

Under this task, the consultant team will begin to assemble data related to transit service levels as well as land use (current and planned) as it related to transit-oriented development opportunities in later tasks.

### TASK 2: Deliverable

The consultant will prepare a summary of the analyses conducted on each survey. These summaries shall be provided to the project team for review and comment.

## TASK 3: Pedestrian Circulation Plan

The consultant shall prepare a pedestrian circulation plan that will connect the Davis Street Stations to the current and proposed public parking garages, existing and planned development projects in the station area, the residential development within the station area and the established downtown. Particular attention shall be given to pedestrian connections to the transit facilities including high visibility bus stop locations. Any recommendations prepared by the consultant shall be coordinated with existing or planned improvements already approved by the City.

As part of the pedestrian plan the consultant shall identify locations and design criteria for the provision of bicycle storage throughout the study area. In addition, the consultant shall incorporate any new wayfinding recommendations for both vehicular and pedestrian traffic into the adopted signage program already approved by the city and/or the appropriate transit agency/facility.

## TASK 3: Deliverable

The consultant shall provide the project team a circulation and wayfinding plan for review, comment, and approval. The plan shall address pedestrian improvements, proposed network improvements, and identify both short and long term planning objectives based on a set of design criteria recommended by the consultant.

## TASK 4: Review and Analyze Current Bus Service Levels and Transfer Locations

This task requires the consultant to review existing levels of CTA and Pace bus service and make preliminary recommendations for possible changes based on development mix, market shed, travel patterns and survey results. The consultant shall identify opportunities for patrons of new and existing developments to use bus service as part of a bus/rail linked trip, where particular attention is fiven to pedestrian connections not only to the rail facilities but to high visibility bus stops as well. The consultant shall identify possible barriers to transit usage that surface through the surveys of from knowledge of current patterns. In addition, the consultant shall review existing CTA and Metra rail service to determine how well they meet the estimated future needs of downtown Evanston.

As part of this task, the consultant shall identify and review alternative bus circulation and transfer locations based on the proposed or planned development and the vehicular circulation plan. The consultant shall consider both interim and final circulation plans and transfer locations based on the phased development within the study area.

## TASK 4: Deliverable

The consultant shall provide the project team with a memorandum describing their findings for review and comment.

## TASK 5: Vehicular Circulation Plan

The consultant shall prepare a vehicular circulation plan that will facilitate movement of vehicles through the study area and between the stations, the new developments and downtown.

A major element of this task is a workshop with the consultant(s), project team, and selected stakeholders to review existing conditions of the downtown transportation network and assess future impacts based on proposed development. This assessment will be based on information gathered by the consultant regarding roadways, traffic control, transit, pedestrian and vehicular circulation, etc.

The consultant will review policies and future needs regarding parking in the station area. This shall include an evaluation of on street, as well as, off street parking needs based on recent and planned land use changes and studies of current and future Metra and CTA ridership characteristics.

The consultant shall recommend a strategy to improve the six viaducts within the immediate station area to complement the redevelopment projects and enhance vehicular and pedestrian circulation. The strategy shall incorporate input from the various stakeholders associated with the viaducts.

**TASK 5: Deliverable**

The consultant shall prepare a circulation plan for review, comment and approval by the project team. The plan shall address vehicular movements, proposed traffic network improvements, including viaducts and a parking analysis. The plan shall identify both short and long term planning objectives based on a set of evaluation criteria recommended by the consultant.

**TASK 6: Identify Transit-Oriented Development Opportunities**

The consultant will identify opportunities for possible TOD uses of uncommitted space within the existing, planned, or proposed developments within the study area. The consultant shall investigate alternatives for incorporating new parking into future projects in a compatible manner, this should include shared parking opportunities to serve commuters and off-peak users.

The consultant shall identify a set of tools that will encourage developers to recruit TOD uses into their developments and encourage employers and customers to use transit. The consultant will identify potential sources of funding and recommend implementation strategies to help the City realize the desired results of the study recommendations.

Also as part of this task, the consultant shall prepare a digitized map of the study area that includes all existing, approved, planned, and anticipated developments in the study area.

**TASK 6: Deliverable**

The consultant shall provide a digital base map of the study area to the project team members. In addition, the consultant shall prepare a memorandum to the project team identifying the TOD opportunities, tools, sources of funding and implementation schedule for review and comment.

**TASK 7: Develop On-going Communication Mechanism**

The consultant shall review existing lines of communication between the various downtown organizations and their stakeholders and current of potential transit users and the transit agencies. The consultant will recommend an on-going system of communication between all major stakeholders that encourages increased transit usage and involvement in the downtown and future transit improvements.

**TASK 7: Deliverable**

The consultant shall provide the project team a memorandum identifying the recommended organizational communication tool for review and comment.

**TASK 8: Final Report**

The consultant shall prepare a draft final report incorporating findings and recommendations from all phases of the study. The consultant will meet with the project team to discuss the draft and incorporate any final changes or recommendations to the report.

**TASK 8: Deliverable**

The consultant will provide one camera-ready copy of the final report to the RTA. The consultant shall provide a copy of the final report in electronic format, Word Version 5.0 compatible with Windows NT. In addition, the consultant shall be prepared to make a presentation to the Evanston City Council (or selected committee) and/or the RTA Planning Committee.

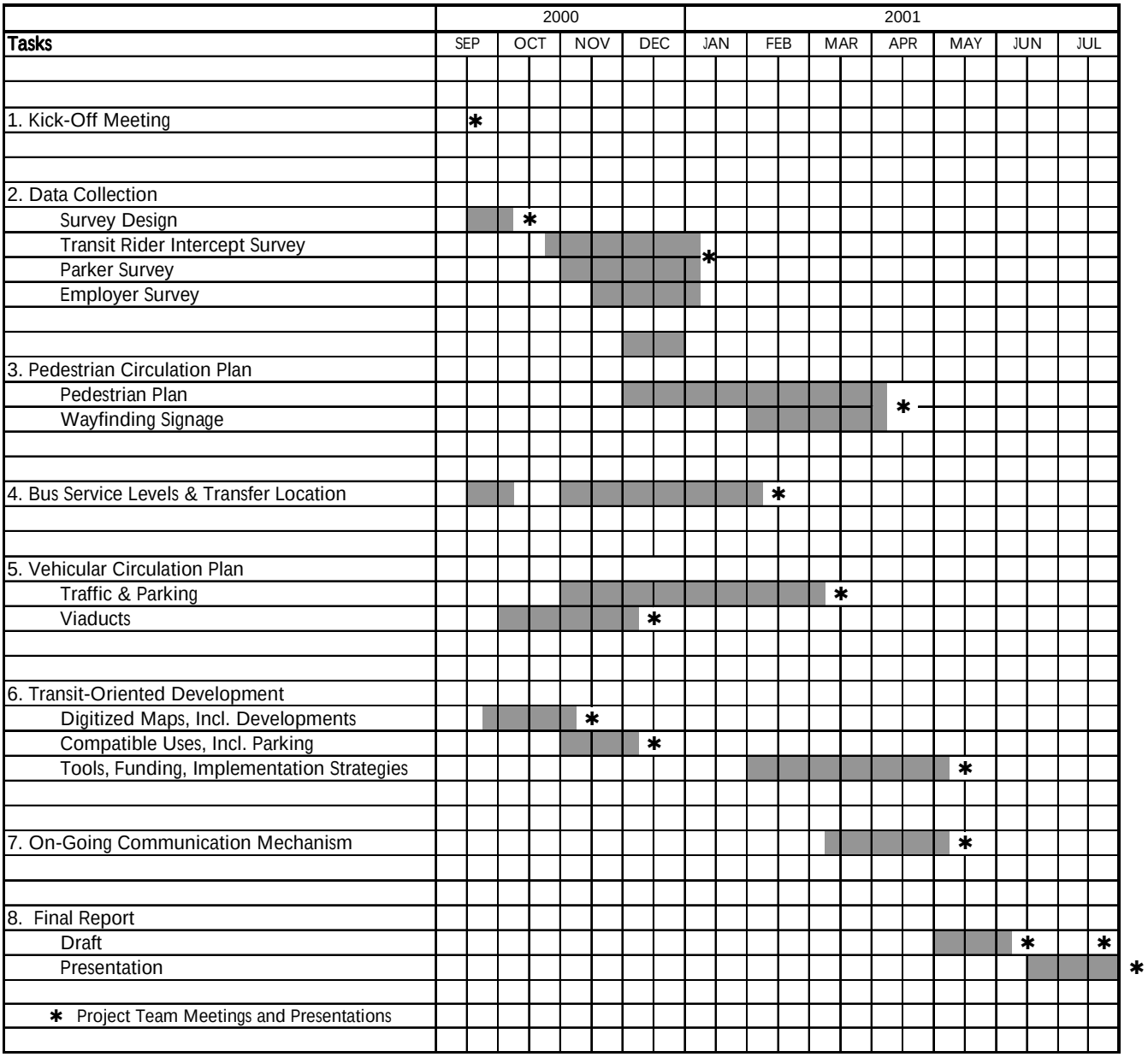



Exhibit 46

# Work Schedule

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.

August 2001

# APPENDIX B

## TRANSIT RIDERSHIP SURVEYS

The Project Team and Consultant Team agreed to conduct three types of surveys, the purpose of which was to better understand the nature of existing and potential transit ridership at the Davis Street Metra and CTA stations, and the Benson Avenue CTA and Pace bus transfer point, together known as the Transportation Center. The three surveys were:

- Davis Street Transit Rider Survey
- Downtown Parker Survey
- Downtown Employee Survey

All three surveys were designed by Valerie S. Kretchmer Associates, Inc. with assistance from other team members, and approved by the Project Team prior to their conduct.

Valerie S. Kretchmer Associates, Inc. conducted the Transit Rider Survey. City of Evanston staff conducted the Parker Survey. Evmark staff conducted the employee Survey. All survey data were tabulated by the Regional Transportation Authority and analyzed by Valerie S. Kretchmer Associates, Inc.

### TRANSIT RIDER SURVEY

#### Methodology

Valerie S. Kretchmer Associates, Inc. conducted 645 intercept interviews of transit riders on Tuesday, October 24, Wednesday, October 25 and Saturday, October 28, 2000 at the Davis Street Metra and CTA platforms and the Benson Avenue bus transfer point in front of the CTA station. A sample size of 645 surveys yields a margin of error of plus or minus 3%.

The interviews were all conducted in the morning to midday. The majority of surveys were self-administered, where the interviewers handed out clipboards with the surveys to waiting passengers. The interviewers conducted the intercept surveys primarily with people alighting the trains and with others waiting for transit.

A total of 161 people were approached for the survey who did not speak or understand enough English to participate. Of these, interviewers identified 35% as Hispanic, 22% Asian, 6% Polish and the remainder Russian, Slavic, East Indian or undetermined language.

#### General Findings

- Of the 645 surveyed, 24% (154) were Metra riders, 49% (315) were CTA el riders and 27% (176) were bus riders. Weekday riders accounted for 70.5%, while 29.5% were Saturday riders. Peak riders (those who were at Davis Street before 9:00 am on the weekdays) represented 45% of those surveyed; the balance was weekday off-peak (after 9:00 am) or Saturday riders (Exhibit 6).

- Nearly 83% started their trip at home, while 7% started at work and 6% started at school. This is to be expected since the surveys were conducted in the morning. Respondents under 24 years of age were more likely to have started their trip from elsewhere, usually school; however, given the small number of people in this category it is difficult to generalize.

- It is impressive to note that 43% of all respondents took some form of public transit and over 40% walked to the Davis transit stations or bus stop, while only 8% drove alone and parked, and 6% got dropped off. The CTA rapid transit/el was used by 23% and the buses were used by 15%.

- For those who took public transit to get to Davis Street, the most common starting station was Howard Street, though 37 CTA stations and 10 Metra stations were listed. The most common buses used to access Davis Street were the Pace routes 250, 208 and 212.

- For those who drove alone and parked, 61% parked at a City garage.

- The most common destination was Downtown Chicago (44%) with another 14% going to other Chicago stations. A bus stop was the final destination for 15% of the respondents, while 9% were going to another suburban train station. Only 8.5% (55 respondents) indicated that Downtown Evanston was their final destination. (The lower share of people whose destination was Downtown Evanston was due in part to the time of day (a.m.) the surveys were conducted and the fact that more people surveyed were waiting to board a bus or train than were alighting.

- Of those headed to a CTA or Metra station outside of Downtown Chicago or Downtown Evanston, the most frequent destination was Howard Street, though 39 stations were cited. The most frequently mentioned bus routes were the Pace routes 208, 213, 212 and 250. 43 different bus stops were listed with the most frequently mentioned stop being Old Orchard Shopping Center.

- Over 60% of people surveyed were using transit for work, 10% for school, 8% for personal business or medical, and 7% for a social or recreational activity. The younger respondents were more likely to indicate that they were using transit for school or recreational/social activities; again, the number of responses is too small to make generalizations.

- Over 40% of respondents make this trip 5 times per week, while 19% make it 2-4 times per week and 16% 6-7 times per week. Not surprisingly, those 25-44 years were the most likely to use transit 5 times a week, presumably for work purposes. 25-34 year-old respondents were the largest group using transit 2-4 times and 6-7 times per week. Saturday ridership did not follow this pattern. The respondents were fairly evenly distributed, though in general, they tended to be less regular transit users.

- It is very encouraging to note that two thirds of respondents use the transit station for non-work or school trips. This was particularly true of the younger (<24 years of age) and older (65+ years) respondents. Over 77% of the Saturday riders indicated that they use this transit station for non-work/school trips.

- Approximately two thirds of respondents did not have a car available for their trip today. Respondents who were less than 24 years and older than 65 years were more likely to indicate that they did not have a car available today.

- 90% said they would use public transit for their return trip.

- 32% said they would shop in Downtown Evanston as part of their transit trips today. Over 35% of the 25-34 year olds indicated that they would shop there; other age cohorts were too small to analyze. Not surprisingly, residents of Evanston were more likely to shop than non-residents. Approximately 35% of the weekday off-peak and Saturday riders were planning to shop.

- 36% said they would eat or drink in Downtown Evanston on their transit trip today. Again, the 25-34 year olds were most likely to indicate this – over 37%. Over 44% of weekday off-peak riders had such plans versus 28% for weekday peak riders.

- Nearly 23% of the total respondents indicated that they would both shop and eat/drink in Downtown Evanston on their transit trip today. People who had walked to the transit station (44%) were most likely to do both. Chicago was the destination for 43% of the "both shop and eat" respondents, and 65% were using transit for work/job purposes. Respondents who make this trip 5 times a week were most likely to both shop and eat, followed by those traveling this route 6-7 times and 2-4 times a week; however, the numbers are too small to analyze. Nearly 78% of those who indicated that they use this station for non-work/school trips were planning to shop and eat/drink in Downtown Evanston.

- 24% of respondents were under 25, 29% were 25-34, 20% were 35-44, 17% were 45-54, 5% were 55-64 and 4% were 65 and older, indicating a broad age range using these stations. Downtown Chicago was the dominant destination for all age groups. Not surprisingly, during weekday peak hours, the 25-54 year old riders are dominant. The 25-34 year olds are the largest group during weekday off-peak hours. On Saturday, 25-34 year olds represent the largest group; this is followed by 19-24 year olds, although this subgroup is too small a sample from which to generalize.

- 53% of respondents live in Evanston (38% in 60201), 6.5% live in Skokie and 25% live in Chicago, while the balance reside in other suburbs.

### Profiles of Metra, CTA Rapid Transit/El and CTA/Pace Bus Riders

- The preponderance of all respondents started their trip at home today. Metra riders had the highest percentage (91%) and CTA el riders the lowest (78%).

- The means of arriving at the station/bus stop varied considerably. The largest share of CTA el and Metra riders walked to the station (55% of the CTA el riders and 39% of Metra riders walked). For the bus riders, 55% arrived via the CTA el, demonstrating the strong link between these two forms of transit.

- For the train riders, Downtown Chicago was the most frequently mentioned destination; 69% of Metra riders and 52% of CTA el riders indicated this. Half of the bus riders noted that a bus stop was their final destination.

- The primary purpose for most trips was work/job for all riders. This was true for 77% of Metra riders, 65% of bus riders and 50% of CTA el riders.

- The highest percentages of respondents indicated that they made this trip five times a week: Metra (55%), CTA el (38%), and bus (31%). Of the bus riders, 27% said that they made this trip 6-7 times a week; however, the sample size is too small to analyze.

- Use of this transit station/stop for non-work/school trips was quite prevalent among respondents. The highest percentage was found among the CTA el riders (75%), followed by 69% of bus riders. Only 45% of Metra riders said that they use this transit station for non-work/school trips, which may be attributable to the system's more limited schedule for off-peak weekdays and weekends.

- Respondents were asked whether a car was available for today's trip. While 56% of Metra riders said yes, only 34% of CTA rail riders said that they had a car available. Bus riders had the smallest percentage of positive responses to this question (11%).

- When asked if they planned to shop in Downtown Evanston as part of their transit trip today, 41% of the bus riders said that they did, whereas only 28% of Metra riders and 29% of CTA rail(?) riders said that they had such plans.

- Respondents were also asked if they planned to eat or drink in Downtown Evanston as part of their transit trip today. Again, the bus riders had the highest percentage who said yes (40%). However, the percentages who said that they had plans for food/drink consumption among Metra and CTA rail(?) riders were higher than for shopping, 33% and 35% respectively. This may reflect the appeal of the number and diversity of food establishments in Downtown Evanston.

- Of the 147 respondents who indicated that they would both shop and eat/drink in Downtown Evanston today, 23% were Metra riders, 35% were bus riders and 41% were CTA el riders. Caution must be used in making generalizations from these small subsamples.

- The largest age cohort was 25-34 years for Metra riders (37%) and for bus riders (28%). There were three age cohorts that were larger for CTA riders: 19-24 years (28%), 25-34 years (26%) and 35-44 years (19%).

- Over two thirds of the bus riders were female, and over half of the CTA rail**(?)** riders were female. Metra's proportion of female riders was 43%.

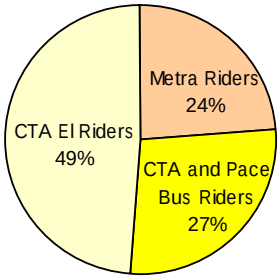
### Profile of Those who Alighted in Downtown Evanston

- 55 of the transit riders surveyed indicated their final destination was Downtown Evanston (8.5% of all surveyed).

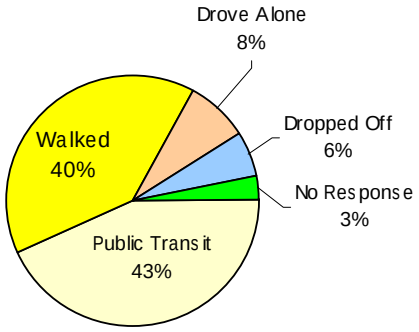
- 60% of those people whose final destination was Downtown Evanston arrived via CTA and 65% said their primary trip purpose was work.

- These respondents were more evenly distributed in their trip frequency than the transit riders as a whole. 29% make the trip 5 times per week, 27% make the trip 6-7 times per week and 24% make the trip 2-4 times per week.

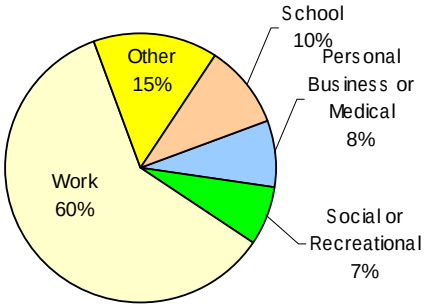
- A very small number had a car available for the trip (only 15%).
- A much higher share planned to shop (47%) and eat or drink in Downtown Evanston (45%) compared to all transit riders.
- 36% of the respondents were between 35-44 years old and 24% were 25-34 years old.



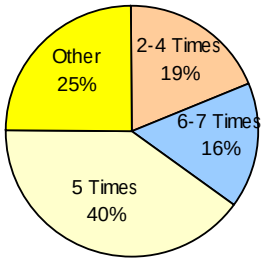

**TRANSIT RIDER INTERVIEWS IN A.M. - 645 TOTAL**



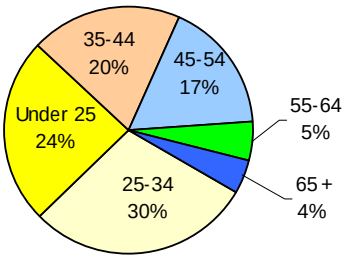

**MODE OF ACCESS TO THE DAVIS STREET STATIONS AND BUS STOP**



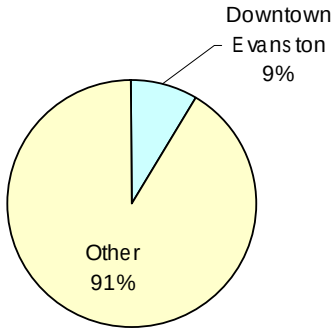

**PURPOSE OF TRANSIT TRIP**




**FREQUENCY OF TRANSIT USE PER WEEK**




**AGE OF RESPONDENTS (1%- NO RESPONSE)**




**FINAL DESTINATION OF RESPONDENTS**

Source: October 2000, Survey by Valerie S. Kretchmer Associates, Inc.

Exhibit 47

# Transit Rider Interview Findings

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.
August 2001

## EVANSTON PARKING SURVEY

### Methodology

The City of Evanston distributed a parking survey on October 25-26 and November 1 and 4, 2000 on the windshields of cars parked on the street Downtown as well as in the Sherman Avenue Garage and the Church/Chicago Garage. People were asked to complete the survey and mail it back to the City at the City's expense. A total of 472 surveys were returned. It must be noted that the results are not necessarily representative of all of the people parked at these locations on those dates. Since it was a mail back survey, it is a self-selecting sample, though the number of responses provides enough data to draw helpful conclusions for Downtown planning purposes.

### General Findings

The returned surveys were from parkers at the following locations (Exhibit 7):

- 49% from on-street parkers
- 11% from the Church/Chicago Garage during the week
- 21% from the Sherman Avenue Garage during the week
- 14% from the Sherman Avenue Garage on a Saturday
- 5% from the Church/Chicago Garage on Saturday

The low response rate from the Saturday parkers at the Church/Chicago Garage means that the sample is too small to analyze separately, though the responses are included with the totals.

- Half of the parkers started their trip in Evanston, though the weekday parkers at the Sherman Avenue Garage were less likely to have started in Evanston, while the Saturday parkers were far more likely to have started in Evanston. Those starting in Evanston were slightly more likely to have started in north vs. south Evanston.

- Parkers came from 48 different cities, though most not starting in Evanston were from Chicago, Skokie and Wilmette. On-street parkers indicated more cities than those parking in garages. It is possible that those from other cities are less aware of garage locations.

- People were in Downtown Evanston for numerous reasons, though the most dominant reason was for work. Not surprisingly, the majority of parkers during the week at the Sherman Avenue Garage were here for work, while the lowest percentage of Saturday parkers were here for work. Significantly, 51% of the on-street parkers were here for work (presumably taking up street spaces for many hours). A notable 14% of Sherman Avenue Garage weekday parkers were commuters using Metra or CTA to leave downtown Evanston (Exhibit 8). These commuters were not a factor at other parking locations.

- A significant share of parkers indicated that they also shopped and dined while in Downtown Evanston, with the highest share parking at the Sherman Avenue Garage (which is most centrally located for shopping and restaurants).

- The respondents frequent Downtown Evanston at least once a week, with the majority of weekday on-street and Sherman Avenue Garage parkers here 5 times/week. Again this points to the heavy use of on-street parking by Downtown employees.

- The Sherman Avenue Garage Saturday parkers were most likely to be visiting the YMCA, health club, stores or restaurants, while the weekday parkers at the Sherman Avenue Garage were headed to an office building.

- A significant 40% of the Church/Chicago Garage parkers indicated they were headed to an unspecified location (Other) and 12% of these parkers indicated their primary purpose was a medical or dental appointment. Another 12% indicated their primary destination was the Library. Both of these reflect that garage's proximity to many medical offices and the Library. A closer examination of the Other responses indicated they were primarily for personal business or because they live there, indicating that some respondents were residents of the building. (The resident parkers were not intended to be surveyed.) None of the respondents indicated they were going to the Levy Senior Center.

- The vast majority of Sherman Avenue Garage weekday parkers arrived before 9:30 am and left at 4 – 7 pm, consistent with office employment Downtown. It is most likely that few Sherman Avenue Garage weekday parkers arrived between 9:30 am and 2 pm since the garage is usually full at those hours. Most of the Church/Chicago Garage parkers arrived before 9:30 am, though on-street parkers were more likely to park between 9:30 and 2 pm. A significant share of Church/Chicago Garage parkers left the garage before 11 am, indicating that many were going to appointments.

- Few parkers had another person in the car. Almost one third of the Saturday parkers at the Sherman Avenue Garage had one additional person.

- Only one third of respondents said transit was an option for their trip (Exhibit 9). Significantly though, 44% of the Sherman Avenue Garage weekday parkers said transit was an option. The most common reasons for not using transit were it takes too long, the schedule is not convenient and they had to make other stops.

- A map of the parkers who said transit is an option shows a strong concentration starting their trips in Evanston and Skokie, with others mostly along the north side of Chicago and a smattering along the North Shore (Exhibit 9).

- Over half of all parkers spent some money at stores or restaurants. Church/Chicago Garage parkers were least likely to dine Downtown, while Saturday parkers at the Sherman Avenue Garage were far more likely to shop and dine, as well as spend the most money. On-street parkers were more likely to spend at least $5.00 at restaurants and $10 at stores than those who parked during the week at the garages.

- Parkers covered a wide age range, though there were few respondents under 25 years. The largest age groups responding were from 45-64 years, which may have more to do with their propensity to take the time to answer the survey than their actual representation of people parking Downtown. A notable 24% of respondents at the Church/Chicago Garage were over 65, again reflecting their more likely trip purpose and destination as a medical appointment. The parkers were generally older overall than the transit riders surveyed.

- Almost two thirds of the respondents were female which may or may not be reflective of all Downtown parkers. This is a far higher share than the Metra or CTA el riders surveyed.

### Cross-Tabulations

The cross-tabulations of the parking surveys provide some interesting insights into the utilization of parking in Downtown Evanston. While some of the sub-groups are definitely large enough from which to draw conclusions, others are too small to analyze and will be indicated.

- Surveys were returned by 232 on-street parkers; only 46 of these (20%) were using long-term parking meters. While 46 is a small sample from which to generalize, we can use them as an indicator of what this group is doing.

- Three-quarters of the on-street parkers whose primary purpose is work are using short-term parking meters. As previously noted, 43% of all of the survey respondents (195 people) indicated that their primary purpose was work. The on-street parkers show a higher proportion of workers (114 respondents or 51%) than the total number of respondents. However, only 25% (28 people) of those on-street parkers whose primary purpose was work are parking at the long-term meters. This means that employees are using parking spaces intended for customers and visitors, making it harder for them to patronize local businesses.

- Looking at this by frequency of trip, 74% of the on-street parkers who make this trip 5 or more times per week are using short-term parking meters. Of the on-street parkers, 118 (52%) are making this trip 5 or more times per week. Only 31 of these people were in the long-term parking spaces.

- Predictably, the long-term parking meter respondents have a higher proportion of people who indicated that the primary purpose of their trip was work, who make this trip 5 or more times a week, and who arrive before 9:30 am and leave between 4 and 7 pm.

- Commuters using Metra of CTA to leave downtown Evanston should not be using the short-term parking meters. However, 6 of the 10 on-street parkers using Metra or CTA were using short-term meters. Again, this makes it more difficult for patrons of the local businesses to find parking. This may represent another group to educate about longer-term parking options in Downtown Evanston.

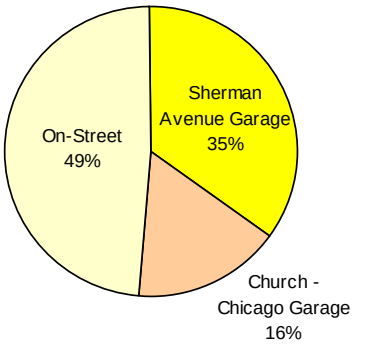
- Fewer long-term meter parkers indicated that transit is an option compared to the other on-street parkers or garage parkers. Inconvenient schedules and taking too long were the primary reason for not taking public transportation for this trip.

- The long-term meter parkers seem to spend more at the stores and restaurants in Downtown Evanston, but the samples are too small from which to draw reliable conclusions.

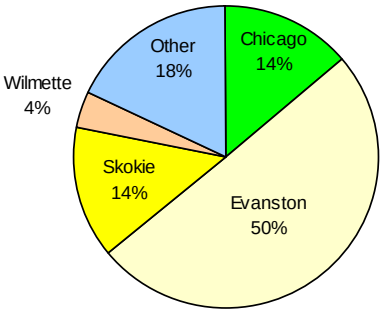
- Of the 192 respondents (44% of the total) who make this trip 5 or more times a week, 74% work in Downtown Evanston and 44% indicated that their primary destination was an office building. Three-quarters of them parked before 9:30 am, while 57% left their parking spaces between 4 and 7 pm. The majority (74%) drove alone; transit was an option for 34%. Restaurants tend to receive more patronage from these frequent parkers than stores; 70% spent something in a restaurant in Downtown Evanston while 58% spent something at a store.

- Of those who spent something at stores in Downtown Evanston during this trip, 47% make this trip 5 or more times per week. The same proportion parked before 9:30 am, while 20% (N = 49) parked between 11 am and 2 pm. Spending was highest among the respondents who were 25-34 years and 35-44 years. It was lowest in the 19-24 year age cohort, which is logical as many are probably still in school and have limited incomes.

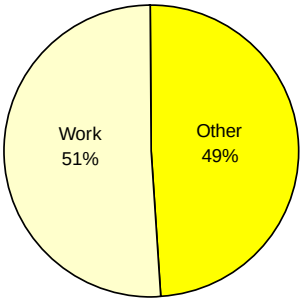
- The respondents who spent something at a restaurant in Downtown Evanston during this trip are more likely to make this trip 5 or more times a week (55%) or 2-4 times a week (24%) compared to the total number of respondents. More indicated that their primary purpose was work (58%), that they parked before 9:30 am (53%) and between 11 am and 2 pm (22%). The younger respondents showed a higher proportion spending money at restaurants: 78% of the 25-34 year olds versus 50-66% for those between 35 and 64.



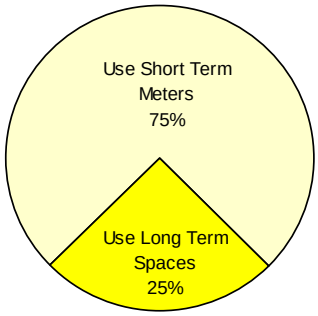

**DISTRIBUTION OF PARKER RESPONSES - TOTAL 472**



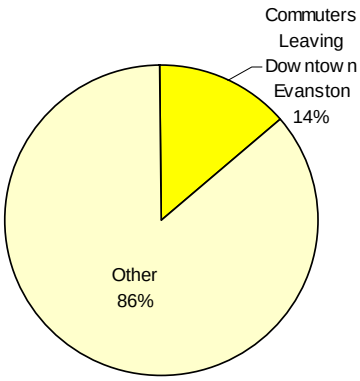

**PARKER TRIP ORIGIN**



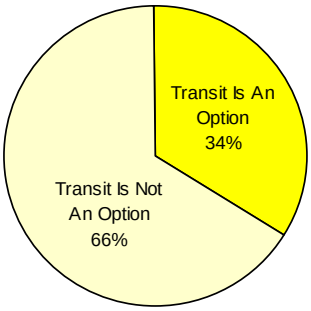

**WEEKDAY/ON-STREET PARKERS**




**ON-STREET PARKERS WHOSE TRIP PURPOSE IS WORK**




**WEEKDAY/SHERMAN AVENUE GARAGE PARKERS**




**WEEKDAY/SHERMAN AVENUE GARAGE PARKERS**

Source: October - November 2000, Survey by the City of Evanston

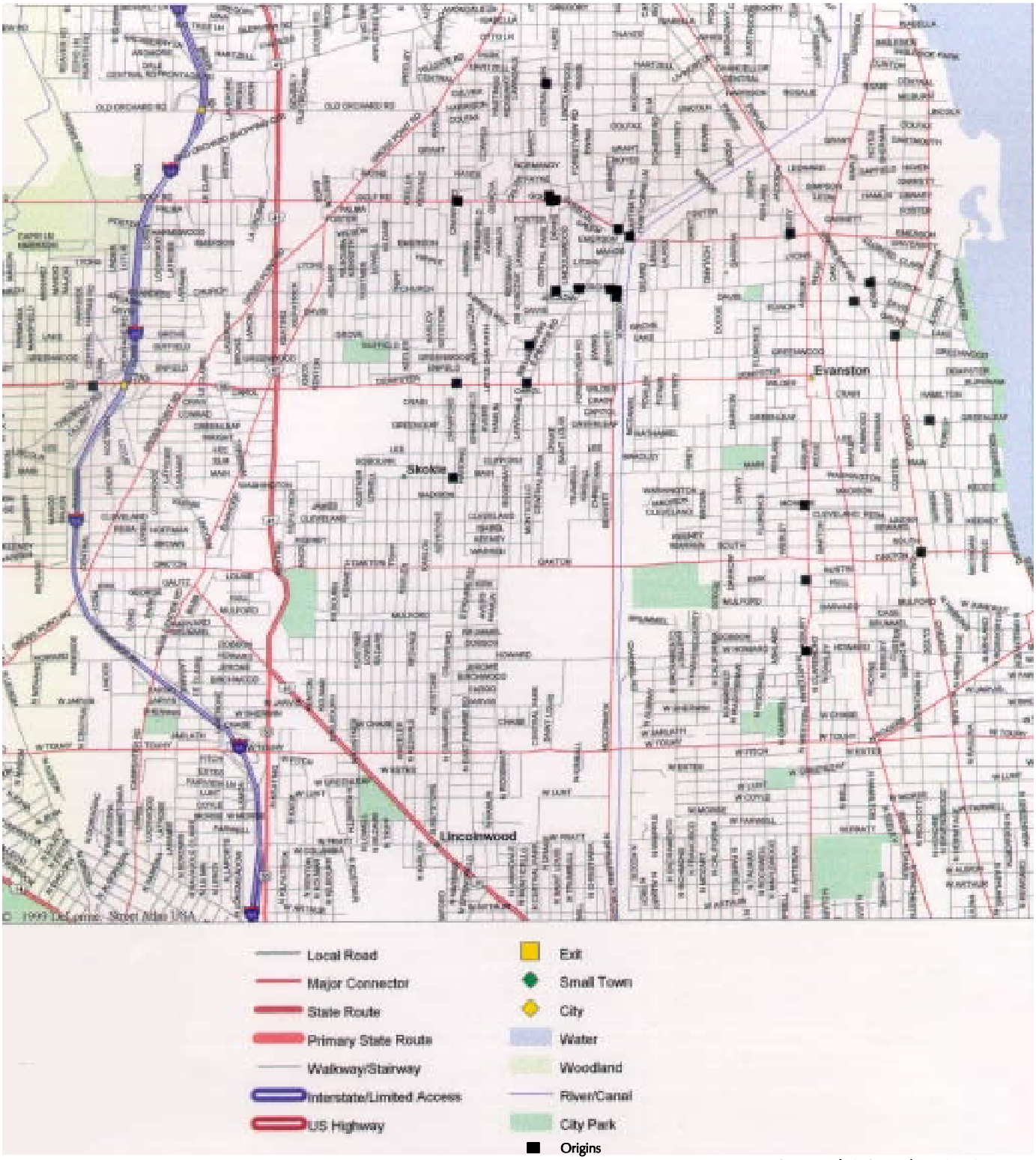
Exhibit 48

# Parker Survey Findings

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.

August 2001



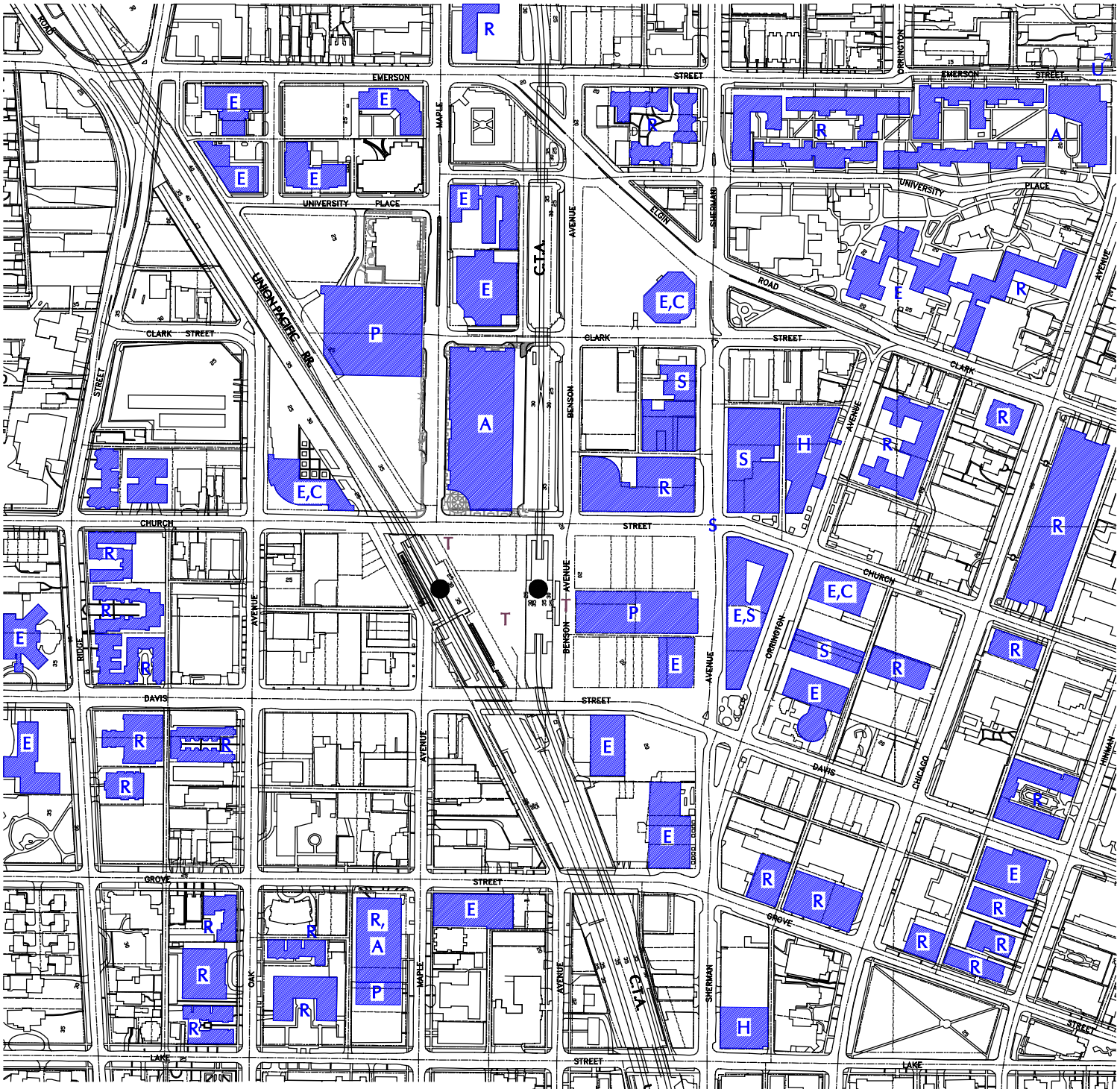

Source: Valerie S. Kretchmer Associates, Inc.

Exhibit 49

## Origins of Parkers Who Are Using Transit From Downtown Evanston

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.
August 2001




**Origins**

- R - Residences
- R - Student Housing
- P - Commuter Parking
- H - Hotels
- T - Transfers

**Destinations**

- E - Employment
- S - Shopping
- A - Activities
- U - University
- C - Healthcare

● Davis Street Stations

# Exhibit 10

# Key Transit Generators: Existing

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.

0 100' 200' 300'

August 2001

## DOWNTOWN EVANSTON EMPLOYEE SURVEY

### Methodology

Evmark and Evanston Inventure distributed 2,970 surveys to human resources officers at employers in Downtown Evanston in early December 2000. The employers were responsible for distributing the surveys to their employees. Ten days later Evmark picked up the completed survey forms. A total of 587 completed surveys were returned, representing a 20% response rate, reasonable for a survey of this type.

### General Findings

- 39% of respondents live in Chicago, with 29% in Evanston and 6% in Skokie (Exhibit 10). However, 98 different zip codes were recorded. The largest numbers of Chicago residents are from 60657, 60626 and 60640 (Lakeview, Rogers Park and Uptown). The significance of the reverse commuter is apparent from these home zip codes.

- 66% of respondents drove alone to their job, 11% took the CTA el, 7% walked, 5% took Metra and 3% took the bus.

- Of those who drove or carpooled, 30% parked in a garage in their own building, 21% in the Sherman Avenue garage, 28% in another garage or lot (excluding Church/Chicago) and 10% parked on the street.

- Of those who parked on the street, the largest number said they parked on Sherman Avenue (N = 14). The most frequently mentioned other garages or lots were Lot 20, Oak/Emerson, YMCA and Lot B.

- 72% of those who drove said their car was parked within one block of their job and 14% parked within 2 blocks.

- A very high 52% of respondents who drove said public transit was an option.

- 86% of respondents arrive at work before 9:00 am and 85% leave between 4:00 and 7:00 pm.

- Most workers do not have long commutes; 35% have commutes less than 15 minutes and 28% are between 16 and 30 minutes. 21% have commutes between 31 and 45 minutes.

- Of those who said transit was an option, the most frequently mentioned reasons for not using transit were it takes too long (24%), the schedule is not convenient (20%) and they had to make other stops (12%).

- 80% of respondents shop at least once a week in Downtown Evanston with 30% shopping 3 or more times per week. 37% spent over $5 that day in stores.

- 90% of respondents eat at a restaurant or buy carry-out food at least once a week, with 52% buying food 3 or more times per week. 53% spent between $.01-$10.00 that day for dining.

- 74% of respondents said they would spend more money if there was a greater selection of stores; 64% said they would spend more if there was more convenient parking and 56% said they'd spend more if there were cheaper parking.

- 65% of respondents were satisfied with transit availability.

- 57% were dissatisfied with parking.

- The vast majority of respondents were satisfied with the attractiveness of Downtown, the dining selection and the proximity to businesses and services (75% or higher).

- The majority of respondents were satisfied with Downtown's safety and security and the convenience to home (59-60%).

- Respondents were less satisfied with Downtown's shopping selection and entertainment and recreation (46-49% satisfied), though many were neutral in their opinions. (The cinemas had just opened when the survey was distributed.)

- Respondents represented a range of employer sizes with 55% working in establishments with over 100 employees, 28% in places with 10-49 employees and 11% in places with fewer than 10 employees.

- 34% of respondents had worked in Downtown Evanston for less than one year, while 29% have worked here for more than 5 years. This indicates the need for continuing education and public relations efforts regarding Downtown to get the word out to new employees.

- 39% of respondents were between 25 and 34 years of age, with another 24% between 35 and 44 years, and 18% between 45 and 54 years of age. 62% of the respondents were female (which may or may not be reflective of the Downtown workforce).

- Respondents' income distribution was as follows:

| | |
|---|---|
| Under $25,000 | 4% |
| $25,000-50,000 | 40% |
| $50,000-75,000 | 22% |
| $75,000-100,000 | 15% |
| Over $100,000 | 19% |

  Again, this may or may not be representative of Downtown employees overall.

### Transit and Parking Cross Tabulations

- Of the 214 respondents who drove but said transit was an option, 25% live in Evanston (15% in 60202, 10% in 60201). Another 33% live in the north Chicago zip codes covering East and West Rogers Park, Uptown, Lakeview, Lincoln Park and Irving Park. Respondents from Skokie and Wilmette accounted for 8% of those who said transit was an option.

- A far greater share of employees who live in the zip codes covering the north side of Chicago said transit was an option compared to employees who lived elsewhere, including Evanston. Responses ranged from 67-91% of the north side residents saying transit was an option, compared to 47% of Evanston residents. Half of the Wilmette residents said transit was an option, while only 35% of Skokie residents said transit was an option. The el is obviously a significant factor here.

- Of the 62 respondents who got to work by el, 61% lived in the north side of Chicago zip codes. Almost all of those who walked to work live in Evanston.

- 56% of employees living in Evanston and 54% of employees living in the north side of Chicago zip codes drove alone.

- Of those who were very or somewhat dissatisfied with parking, 36% parked in a garage in their building and 26% parked at the Sherman Avenue garage.

- Of those who parked in the Sherman Avenue garage, 64% were dissatisfied. Of those who parked in a garage in their building, 52% were dissatisfied. This could be due to problems with a particular garage and/or the cost of parking at certain private garages.

- The highest degree of satisfaction was among those who parked in the Church/Chicago garage (but the sample was only 22). All of the people who parked on the street at a meter were dissatisfied (but the sample was only 19). Those who parked on the street but not at a meter were generally satisfied as were those who parked at another lot or garage.

- A surprisingly high 58% of those who parked within one block of their workplace were dissatisfied with parking. Again this could be due to problems with a particular garage. Predictably, the share of respondents dissatisfied with parking increased for each block away the person parked (up to 94% dissatisfied for those who parked 5 or more blocks away).

- Of those who said public transit was an option, 59% were dissatisfied with parking. This presents an opportunity to switch those people to transit.

### Shopping and Dining Cross Tabulation

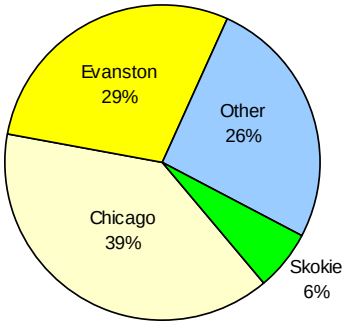
- Consistent with the results of the transit riders and parkers surveys, younger employees patronize stores and restaurants more frequently than older employees. 35% of those who spent more than $10 that day at stores were 25-34 years old and 41% of the respondents who said they eat out in Downtown Evanston 3 or more times per week are 25-34 years old. Employees aged 35-44 are the next most frequent diners and shoppers Downtown.

- Those who spend the most money and eat out most frequently in Downtown Evanston have incomes in the $25,000-$50,000 range, consistent with the age level of frequent shoppers and diners. Those with incomes over $100,000 are also frequent diners Downtown (22% of the most frequent diners).

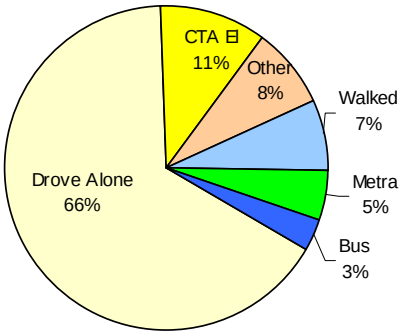
- Those employees who live in Rogers Park, Lakeview and Evanston are more likely to be frequent diners (59-65% of respondents in these zip codes eat out three or more times per week Downtown) compared to those living in nearby suburbs. This may also be due to the age and incomes of the Rogers Park, Lakeview and Evanston residents compared to residents of the nearby suburbs.

- Those who worked in Downtown Evanston for at least one year are more likely to be frequent shoppers than those who have worked here for less than one year. However, relatively new employees in Downtown Evanston eat out as frequently or more frequently than those who have been working here longer. Those working Downtown for five or more years are less likely to be frequent diners.

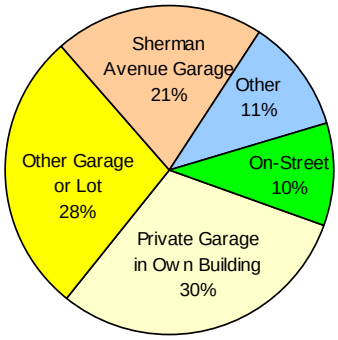
- No one age group seemed most dissatisfied with safety and security Downtown, though seniors were not at all concerned about safety. The largest number who were dissatisfied with Downtown's safety were in the $25,000-$50,000 income range, not the more affluent groups.



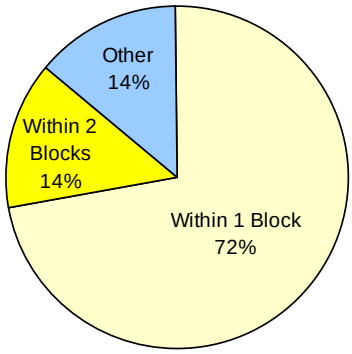

**PLACE OF RESIDENCE - 587 RESPONDEES**



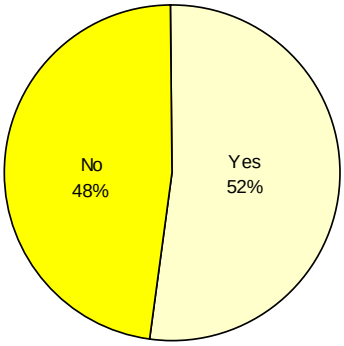

**MODE OF ACCESS**



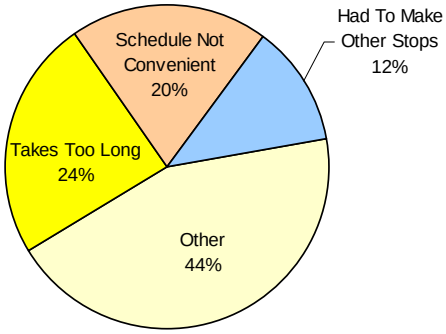

**LOCATION OF PARKED VEHICLE**




**DISTANCE FROM PARKING SPACE TO JOB**




**TRANSIT AS AN OPTION**




**REASON FOR NOT USING TRANSIT**

Source: December 2000, Survey by EVMARK

Exhibit 51

# Downtown Evanston Employee Findings

Evanston's Davis Street Circulation & Transit-Oriented Development Study

TESKA ASSOCIATES INC.
August 2001

## DOWNTOWN EVANSTON TRANSIT RIDERS SURVEY

**Hello. The City of Evanston wants to improve transportation in Downtown Evanston. We'd appreciate a few minutes of your time to answer some questions about your trip today. Your answers will be strictly confidential.**

1. Where did you begin THIS trip? (Check one)

___ Home
___ Work
___ School
___ Hotel
___ Other, please specify _____

2. How did you get to this train station/bus stop TODAY? (Check one)

___ Drove alone & parked (Go to Question 2A)
___ Carpooled (Go to Question 2A)
___ Walked all of the way (Go to Question 3)
___ Got dropped off (Go to Question 3)
___ Bicycled (Go to Question 3)
___ Taxicab (Go to Question 3)
___ Took CTA rapid transit/el (from which station_____) (Go to Question 3)
___ Took Metra (from which station _____) (Go to Question 3)
___ Took CTA/PACE bus (Route # _____) (Go to Question 3)
___ Took shuttle van (Go to Question 3)
___ Other, please specify _____ (Go to Question 3)

2A. Where did you park? (Check one)

___ City garage
___ City parking lot
___ On the street at a meter
___ On the street not at a meter
___ Other, please specify_____

3. What is your destination stop TODAY? (Check one)

___ Downtown Chicago
___ Other Chicago CTA or Metra station, please specify _____
___ Davis Street, Downtown Evanston
___ Other Evanston train station, please specify:
  ___ South Blvd.
  ___ Noyes
  ___ Main St. el or Metra
  ___ Central St. el
  ___ Dempster
  ___ Central St. Metra
  ___ Foster
___ Bus stop, specify: Route # _____ and Stop _____
___ Other suburban train station, please specify _____

4. What is the primary purpose of your trip TODAY? (Check one)

___ Work/Job
___ Personal Business/Medical/Dental
___ Business Related
___ Social/Recreational Activity
___ School
___ Dining
___ Shopping
___ Other, please specify _____

5. How often do you make THIS trip? (Check one)

___ 6 –7 times a week
___ 4 times a month
___ 5 times a week
___ 1 – 3 times a month
___ 2 – 4 times a week
___ Less than once a month

6. Do you use this transit station for non-work or school trips? (Check one)

___Yes
___ No

**(CONTINUE ON NEXT PAGE)**

7. Was a car available for TODAY's trip? (Check one)

___ Yes ___ No

8. On your <u>return trip</u> TODAY, will you take public transportation? (Check one)

___ Yes ___ No ___ No return trip today

9. Will you stop in Downtown Evanston to SHOP as part of either this or your return trip TODAY? (Check one)

___ Yes ___ No

10. Will you stop in Downtown Evanston to EAT OR DRINK as part of either this or your return trip TODAY? (Check one)

___ Yes ___ No

**For demographic purposes only…**

11. What is your age? (Check one)

___ Under 19 ___ 45-54
___ 19-24 ___ 55-64
___ 25-34 ___ 65 or over
___ 35-44

12A. What is your home ZIP code? __ __ __ __ __ + __ __ __ __ (If a student, local ZIP code)

12B. What is the nearest major intersection to your home?

Streets: _____ and _____
City _____

13. What is your gender?

___ Male ___ Female

14. Interview Location: (Check one)

___ Metra station ___ CTA station ___ Benson bus stop

15. Date: _____

16. Time: (Check one)

___ Before 9:00 am ___ 9:01-9:30 am ___ 9:31am-Noon ___ After 12:01 pm

**THANK YOU VERY MUCH FOR YOUR COOPERATION**

---

FOR INTERVIEWER'S USE ONLY:

Interviewer's Name: _____

#_____

## DOWNTOWN EVANSTON PARKING SURVEY

**The City of Evanston is looking at ways to improve parking, traffic and pedestrian circulation Downtown. Please take a few minutes to fill out this survey and mail it back to us. Just fold it and tape it closed with the return address and pre-paid postage on the back side showing. Your answers are very important and will be kept confidential. Thanks for your help. If you have any questions about this survey, please contact Jay Larson, City of Evanston Planning Division, 847-866-2928.**

1. Where did you start THIS trip? Nearest Major Intersection _____ and_____

   City_____ Zip Code___ ___ ___ ___ ___ + ___ ___ ___ ___

2. What is the purpose of your trip today?

| | Primary (check one) | Additional (check up to 3) |
|---|---|---|
| Work in Downtown Evanston | _____ | _____ |
| Commute by train/el from Downtown Evanston | _____ | _____ |
| Shopping | _____ | _____ |
| Dining | _____ | _____ |
| Social or recreational activity | _____ | _____ |
| School | _____ | _____ |
| Library | _____ | _____ |
| Medical or dental appointment | _____ | _____ |
| Business related to work | _____ | _____ |
| Personal business | _____ | _____ |
| Other, please specify _____ | _____ | _____ |

3. How often do you make THIS trip? (Check one)

   ___ 5 or more times/week ___ 2-4 times/week ___ Once/week ___ 2-3 times/month ___ Once/month or less

4. What is your primary destination in Downtown Evanston today? (Check one)

   ___ Metra station ___ Stores ___ Restaurant
   ___ CTA Station ___ Library ___ YMCA or Health Club
   ___ Northwestern University ___ Office building ___ Post Office
   ___ Other, please specify_____

5. What time did you park today? (Check one)

   ___ Before 9:30 a.m. ___ 9:31-11:00 a.m. ___ 11:01 a.m-2:00 p.m. ___ 2:01-4:00 p.m. ___ 4:01-7:00 p.m.
   ___ 7:01-11:00 p.m. ___ After 11:00 p.m.

6. What time did you leave your parking space today? (Check one)

   ___ Before 9:30 a.m. ___ 9:31-11:00 a.m. ___ 11:01 a.m-2:00 p.m. ___ 2:01-4:00 p.m. ___ 4:01-7:00 p.m.
   ___ 7:01-11:00 p.m. ___ After 11:00 p.m.

7. Other than you, how many people were riding in your car today? (Check one) ___ 0 ___ 1 __ 2 ___ 3 ___ 4 ___ 5 or more

8. Was public transit an option for today's trip? (Check one) ___ Yes (Go to question 8a) ___ No (Go to question 9)

8a. Why didn't you use public transit for today's trip? (Check all that apply)

   ___ Schedule not convenient ___Takes too long ___ Don't know schedule
   ___ Had to make other stops ___ Had to pick up/drop off other people ___ Costs more money
   ___ Too far to walk to transit stop ___ Safety or security concerns ___ No parking near transit
   ___ Like my privacy ___ Other, please specify _____

9. How much money did you spend TODAY in stores in Downtown Evanston? (Check one)

   ___ Zero ___ $.01-5.00 ___ $5.01-10.00 ___ $10.01-25.00 ___ $25.01-50.00 ___ $50.01-75.00
   ___ $75.01-100.00 ___ Over $100.00

10. How much money did you spend TODAY at restaurants in Downtown Evanston? (Check one)
11.

    ___ Zero ___ $.01-5.00 ___ $5.01-10.00 ___ $10.01-25.00 ___ $25.01-50.00 ___ $50.01-75.00
    ___ $75.01-100.00 ___ Over $100.00

12. How old are you? (Check one) ___ Under 19 ___ 19-24 ___ 25-34 ___ 35-44 ___ 45-54 ___ 55-64 ___ Over 65

13. What is your gender? ___ Male ___ Female

#_____

**THANK YOU VERY MUCH FOR YOUR COOPERATION**

## DOWNTOWN EVANSTON EMPLOYEE SURVEY

**The City of Evanston and Downtown Evanston organizations are interested in improving transportation, parking, shopping and dining in Downtown Evanston. Please take a few minutes to fill out this survey and return it to your employer representative within 10 days. Your answers are very important and will be kept strictly confidential. Thanks for your help. If you have any questions about this survey, please contact the Evanston Chamber of Commerce at 328-1500.**

1. Where do you live? Nearest Major Intersection _____ and _____

   City _____ Zip Code ___ ___ ___ ___ ___ + ___ ___ ___ ___

2. How did you get to work TODAY? (Check PRIMARY one only)

| | | | |
|---|---|---|---|
| ___ Drove alone | (Go to Questions 2A) | ___ Carpooled | (Go to Question 2A) |
| ___ Got dropped off | (Go to Question 2C) | ___ Metra | (Go to Question 3) |
| ___ CTA el | (Go to Question 3) | ___ Walked all the way | (Go to Question 3) |
| ___ Bus | (Go to Question 3) | ___ Bicycle | (Go to Question 3) |
| ___ Other (please specify) _____ | | | (Go to Question 3) |

2A. If you drove or carpooled, where did you park TODAY? (Check one)

| | |
|---|---|
| ___ Sherman Avenue Garage | ___ Downtown on the street at a meter, specify street |
| ___ Church and Chicago Avenue Garage | ___ Downtown on the street NOT at a meter, specify street_____ |
| ___ Garage in own office building | ___ In another parking lot or garage Downtown (please specify location below) |
| ___ Outside of Downtown Evanston | _____ |

2B. How many blocks is your car parked from your place of work? (Check one)

___ 0-1 ___ 2 ___ 3 ___ 4 ___ 5 or more

2C. Was public transit an option for TODAY's trip? (Check one)

___ Yes (Go to Question 2D) ___ No (Go to Question 3)

2D. Why didn't you use public transit TODAY? (Check UP TO 3 ONLY)

| | | |
|---|---|---|
| ___ Schedule not convenient | ___ Takes too long | ___ Had to pick up/drop off other people |
| ___ Had to make other stops | ___ Costs more money | ___ No parking near transit |
| ___ Too far to walk to transit stop | ___ Don't know schedule | ___ Safety or security concerns |
| ___ Like my privacy | ___ Other, please specify _____ | |

3. How long does it take you to get to work on a typical day? (Check one)

___ 15 minutes or less ___ 16-30 minutes ___ 31-45 minutes ___ 46-60 minutes ___ Over 1 hour

4. What time did you get to work TODAY? (Check one)

___ Before 7:00 am ___ 7:00-8:00 am ___ 8:01-9:00 am ___ 9:01-10:00 am ___ 10:01-11:00 am
___ After 11:00 am

5. What time do you expect to leave work TODAY? (Check one)

___ Before Noon ___ 12:00-3:00 pm ___ 3:01-4:00 pm ___ 4:01-5:00 pm ___ 5:01-6:00 pm
___ 6:01-7:00 pm ___ After 7:00 pm

6. In a typical week (including weekends), how many times do you SHOP at stores in Downtown Evanston? (Check one)

___ None ___ 1-2 ___ 3-4 ___ 5-6 ___ 7 or more

7. How much money did you spend TODAY in STORES in Downtown Evanston? (Check one)

___ Zero ___ $.01-5.00 ___ $5.01-10.00 ___ $10.01–25.00 ___ $25.01-50.00 ___ $50.01–75.00
___ $75.01–100.00 ___ Over $100.00

8. In a typical week (including weekends), how many times do you GO OUT TO EAT and CARRY-OUT FOOD from a restaurant in Downtown Evanston? (Check one)

___ None ___ 1-2 ___ 3-4 ___ 5-6 ___ 7 or more

9. How much money did you spend TODAY at RESTAURANTS and for CARRY-OUT FOOD in Downtown Evanston? (Check one)

___ Zero ___ $.01-5.00 ___ $5.01-10.00 ___ $10.01–25.00 ___ $25.01-50.00 ___ $50.01–75.00
___ $75.01–100.00 ___ Over $100.00

10. Would the following factors increase your spending at stores and restaurants in Downtown Evanston? (Check one for each factor)

| | Yes | No | No Opinion |
|---|---|---|---|
| Extended hours | _____ | _____ | _____ |
| Greater variety of stores | _____ | _____ | _____ |
| Greater variety of restaurants | _____ | _____ | _____ |
| More convenient/frequent transit | _____ | _____ | _____ |
| More convenient parking | _____ | _____ | _____ |
| Cheaper parking | _____ | _____ | _____ |
| Better safety/security | _____ | _____ | _____ |

11. Please indicate your satisfaction with the following factors as they relate to working in Downtown Evanston. (Check one for each factor)

| | Very Satisfied | Somewhat Satisfied | Neither Satisfied nor Dissatisfied | Somewhat Dissatisfied | Very Dissatisfied |
|---|---|---|---|---|---|
| Transit availability | _____ | _____ | _____ | _____ | _____ |
| Parking | _____ | _____ | _____ | _____ | _____ |
| Shopping selection | _____ | _____ | _____ | _____ | _____ |
| Dining selection | _____ | _____ | _____ | _____ | _____ |
| Attractiveness | _____ | _____ | _____ | _____ | _____ |
| Proximity to businesses/services | _____ | _____ | _____ | _____ | _____ |
| Recreation and entertainment | _____ | _____ | _____ | _____ | _____ |
| Safety and security | _____ | _____ | _____ | _____ | _____ |
| Convenience to home | _____ | _____ | _____ | _____ | _____ |

12. Including yourself, approximately how many people does your employer have at this location? (Check one)

___ Less than 10 ___ 10-49 ___ 50 -100 ___ Over 100

13. How long have you worked in Downtown Evanston? (Check one)

___ Less than 1 month ___ 1 to 6 months ___ 7 to 12 months ___ More than 1 but less than 3 years
___ 3 to 5 years ___ More than 5 years

14. What is your age? (Check one)

___ Under 19 ___ 45-54
___ 19-24 ___ 55-64
___ 25-34 ___ 65 or over
___ 35-44

15. What is your gender? (Check one) ___ Male ___ Female

16. What is your household income (Check one)

___ Under $25,000 ___ $75,000-$99,999
___ $25,000-$49,999 ___ $100,000+
___ $50,000-$74,999

## THANK YOU FOR YOUR COOPERATION

# _____

**Profiles of Downtown Evanston Metra, CTA Rapid Transit/El and CTA/PACE Bus Riders**
**Based on Davis Street Transit Riders Survey, October 2000**

| Question | Total | Metra Riders | CTA/El Riders | Bus Riders | Destination is Evanston CBD |
|---|---|---|---|---|---|
| Began trip at home | 83% | 91% | 78% | 83% | 84% (N=46) |
| Means of arrival at Davis Street | Walk 41%<br>CTA 23%<br>Bus 15% | Walk 39% | Walk 55% | CTA 55% | CTA 60% (N=33) |
| Destination | Chicago CBD 44%<br>Bus stop 15%; Other Chicago station 14% | Chicago CBD 69% | Chicago CBD 52% | Bus stop 50% | 100% |
| Primary purpose of trip: work | 60% | 77% | 50% | 65% | 65% (N=36) |
| Frequency of this trip | | | | | |
| 5 times a week | 40% | 55% | 38% | 31% | 29% (N=16) |
| 6-7 times a week | 16% | NA | NA | 27% (N=47) | 27% (N=15) |
| 2-4 times a week | 19% | NA | NA | NA | 24% (N=13) |
| Use station/bus stop for non-work/school trips | 66% | 45% | 75% | 69% | 69% (N=38) |
| Car was available for today's trip | 33% | 56% | 34% | 11% | 15% (N=8) |
| Plan to shop in Downtown Evanston today | 32% | 28% | 29% | 41% | 47% (N=26) |
| Plan to eat/drink in Downtown Evanston today | 36% | 33% | 35% | 40% | 45% (N=25) |

**Profiles of Downtown Evanston Metra, CTA Rapid Transit/El and CTA/PACE Bus Riders**
**Based on Davis Street Transit Riders Survey, October 2000**

| Question | Total | Metra Riders | CTA/El Riders | Bus Riders | Destination is Evanston CBD |
|---|---|---|---|---|---|
| Plan to shop & eat/drink in Downtown Evanston today (N=147) | 23% | 23% | 41% | 35% | 12% (N=18) |
| Largest age cohort(s) | 25-34 yrs. 28% | 25-34 yrs. 37% | 19-24 yrs. 28%<br>25-34 yrs. 26%<br>35-44 yrs. 19% | 25-34 yrs. 28% | 35-44 yrs. 36% (N=20)<br>25-34 yrs. 24% (N=13) |
| Female | 54% | 43% | 51% | 69% | 62% |

**Summary of Downtown Evanston Parking Survey**
**Based on Surveys Conducted in Late October-Early November, 2000**

| Question | Total | On-Street | Church/Chicago Garage Weekday | Sherman Garage Weekday | Sherman Garage Saturday |
|---|---|---|---|---|---|
| Number of Respondents | 472 | 232 | 51 | 100 | 66 |
| Starting Point for Trip | | | | | |
| **Evanston** | 50% | **50%** | **51%** | **39%** | **74%** |
| **Evanston - 60201** | **27%** | **28%** | **24%** | **21%** | **36%** |
| **Evanston - 60202** | **22%** | **21%** | **17%** | **15%** | **36%** |
| **Skokie** | **14%** | **14%** | **8%** | **13%** | **6%** |
| **Chicago** | **14%** | **17%** | **6%** | **21%** | **6%** |
| **Wilmette** | **4%** | **4%** | **6%** | **4%** | **0** |
| **# of Cities Cited** | **48** | **30** | **17** | **21** | **11** |
| **Primary Purpose of Trip** | | | | | |
| **Work** | **43%** | **51%** | **41%** | **57%** | **6%** |
| **Social/Recreational** | **12%** | **6%** | **16%** | **13%** | **28%** |
| **Other** | **10%** | **10%** | **10%** | **5%** | **16%** |
| **Shopping** | **6%** | **4%** | **2%** | **4%** | **16%** |
| **Dining** | **7%** | **7%** | **0** | **1%** | **16%** |
| **Medical/Dental** | **6%** | **6%** | **12%** | **4%** | **6%** |
| **Commute** | **5%** | **4%** | **0** | **14%** | **2%** |
| **Additional Purpose of Trip** | | | | | |
| **Shopping** | **25%** | **23%** | **19%** | **29%** | **33%** |
| **Dining** | **19%** | **18%** | **16%** | **25%** | **20%** |
| **Trip Frequency** | | | | | |
| **5 times/week** | **44%** | **52%** | **24%** | **60%** | **20%** |
| **2 - 4 times/week** | **28%** | **23%** | **36%** | **30%** | **37%** |
| **1 time/week** | **12%** | **11%** | **24%** | **4%** | **14%** |
| **Primary Destination** | | | | | |
| **Office building** | **31%** | **34%** | **24%** | **50%** | **6%** |
| **Other** | **23%** | **25%** | **40%** | **9%** | **22%** |
| **YMCA or Health Club** | **12%** | **9%** | **2%** | **15%** | **25%** |
| **Stores** | **10%** | **8%** | **8%** | **9%** | **20%** |
| **Restaurants** | **8%** | **8%** | **0** | **2%** | **20%** |
| **Metra/CTA** | **6%** | **5%** | **4%** | **14%** | **3%** |
| **Library** | **3%** | **2%** | **12%** | **0** | **5%** |

**Summary of Downtown Evanston Parking Survey**
**Based on Surveys Conducted in Late October-Early November, 2000**

| Question | Total | On-Street | Church/Chicago Garage Weekday | Sherman Garage Weekday | Sherman Garage Saturday |
|---|---|---|---|---|---|
| **Time Parked** | | | | | |
| **Before 9:30 am** | **47%** | **42%** | **56%** | **77%** | **27%** |
| **9:30 - 11 am** | **17%** | **22%** | **14%** | **3%** | **30%** |
| **11 am - 2 pm** | **21%** | **30%** | **10%** | **1%** | **29%** |
| **2 - 4 pm** | **7%** | **2%** | **10%** | **7%** | **6%** |
| **4 - 7 pm** | **7%** | **2%** | **8%** | **11%** | **6%** |
| **Time Left Parking Space** | | | | | |
| **9:30-11 am** | **10%** | **5%** | **22%** | **8%** | **22%** |
| **11 am - 2 pm** | **27%** | **37%** | **14%** | **2%** | **45%** |
| **2 - 4 pm** | **18%** | **16%** | **18%** | **14%** | **19%** |
| **4 - 7 pm** | **38%** | **32%** | **35%** | **72%** | **9%** |
| **Number of Additional People in** | | | | | |
| **Car** | | | | | |
| **0** | **68%** | **70%** | **76%** | **80%** | **50%** |
| **1** | **22%** | **22%** | **14%** | **16%** | **32%** |
| **Transit is an Option for this Trip** | **34%** | **34%** | **25%** | **44%** | **26%** |
| **Why Transit not an Option** | | | | | |
| **Takes too long** | **23%** | **18%** | **25%** | **30%** | **22%** |
| **Schedule not convenient** | **17%** | **18%** | **16%** | **17%** | **17%** |
| **Make other stops** | **15%** | **15%** | **19%** | **13%** | **19%** |
| **Money Spent in Stores** | | | | | |
| **$0** | **46%** | **46%** | **52%** | **54%** | **29%** |
| **$.01- 5.00** | **8%** | **7%** | **8%** | **11%** | **7%** |
| **$5.01 - 10.00** | **11%** | **15%** | **8%** | **14%** | **2%** |
| **$10.01 - 25.00** | **14%** | **14%** | **13%** | **8%** | **24%** |
| **$25.01 - 50.00** | **9%** | **8%** | **6%** | **8%** | **16%** |
| **Over $50** | **12%** | **11%** | **13%** | **5%** | **23%** |
| **Money Spent at Restaurants** | | | | | |
| **$0** | **44%** | **37%** | **67%** | **46%** | **40%** |
| **$.01- 5.00** | **11%** | **12%** | **8%** | **16%** | **6%** |
| **$5.01 - 10.00** | **25%** | **30%** | **13%** | **30%** | **16%** |
| **$10.01 - 25.00** | **14%** | **15%** | **8%** | **7%** | **24%** |
| **Over $25** | **6%** | **5%** | **4%** | **1%** | **14%** |

**Summary of Downtown Evanston Parking Survey**
**Based on Surveys Conducted in Late October-Early November, 2000**

| Question | Total | On-Street | Church/Chicago Garage Weekday | Sherman Garage Weekday | Sherman Garage Saturday |
|---|---|---|---|---|---|
| **Age** | | | | | |
| **25 - 34** | **18%** | **20%** | **16%** | **14%** | **20%** |
| **35 - 44** | **17%** | **19%** | **26%** | **17%** | **8%** |
| **45 - 54** | **25%** | **19%** | **20%** | **27%** | **33%** |
| **55 - 64** | **20%** | **18%** | **14%** | **23%** | **26%** |
| **65+** | **14%** | **14%** | **24%** | **11%** | **9%** |
| **Gender Female** | **65%** | **64%** | **72%** | **65%** | **68%** |

**Numbers in bold type represent key findings and highlight notable differences among the respondent groups.**

**Note: Percents may not total 100% due to rounding.**
**The number of Saturday respondents at the Church/Chicago Garage was too small a sample to analyze (N=23).**

**Comparison of All Downtown Evanston Parkers with On-Street Parkers and Long-Term On-Street Parkers (Based on Survey Conducted Late October - Early November 2000)**

| Question | Total | All On-Street | | Long-Term | |
|---|---|---|---|---|---|
| | | No. | Percent | No. | Percent |
| Number of Respondents | 472 | 232 | | 46 | |
| Starting Point for Trip | | | | | |
| Evanston | 50% | 115 | 50% | 21 | 46% |
| Evanston - 60201 | 27% | 61 | 28% | 11 | 24% |
| Evanston - 60202 | 22% | 45 | 21% | 10 | 22% |
| Skokie | 14% | 19 | 14% | 4 | 9% |
| Chicago | 14% | 40 | 17% | 4 | 9% |
| Wilmette | 4% | 10 | 4% | 0 | 0% |
| # of Cities Cited | 48 | 30 | | 14 | |
| Primary Purpose of Trip | | | | | |
| Work | 43% | 114 | 51% | 28 | 61% |
| Social/Recreational | 12% | 14 | 6% | 2 | 4% |
| Other | 10% | 22 | 10% | 2 | 4% |
| Shopping | 6% | 10 | 4% | 4 | 9% |
| Dining | 7% | 15 | 7% | 2 | 4% |
| Medical/Dental | 6% | 14 | 6% | 4 | 9% |
| Commute | 5% | 10 | 4% | 4 | 9% |
| Additional Purpose of Trip | | | | | |
| Shopping | 25% | 35 | 23% | 8 | 50% |
| Dining | 19% | 27 | 18% | 8 | 50% |
| Trip Frequency | | | | | |
| 5 times/week | 44% | 118 | 52% | 31 | 72% |
| 2 - 4 times/week | 28% | 52 | 23% | 6 | 14% |
| 1 time/week | 12% | 24 | 11% | 4 | 9% |
| Primary Destination | | | | | |
| Office building | 31% | 74 | 34% | 15 | 34% |
| Other | 23% | 53 | 25% | 9 | 20% |
| YMCA or Health Club | 12% | 20 | 9% | 1 | 2% |
| Stores | 10% | 17 | 8% | 3 | 7% |
| Restaurants | 8% | 17 | 8% | 2 | 5% |
| Metra/CTA | 6% | 11 | 5% | 6 | 14% |
| Library | 3% | 4 | 2% | 1 | 2% |
| Time Parked | | | | | |
| Before 9:30 am | 47% | 96 | 42% | 29 | 66% |
| 9:30 - 11 am | 17% | 50 | 22% | 4 | 9% |
| 11 am - 2 pm | 21% | 68 | 30% | 10 | 23% |
| 2 - 4 pm | 7% | 5 | 2% | 0 | 0% |
| 4 - 7 pm | 7% | 5 | 2% | 0 | 0% |

| | | | | | |
|---|---|---|---|---|---|
| **Time Left Parking Space** | | | | | |
| **9:30-11 am** | **10%** | **11** | **5%** | **2** | **5%** |
| **11 am - 2 pm** | **27%** | **83** | **37%** | **8** | **18%** |
| **2 - 4 pm** | **18%** | **36** | **16%** | **10** | **23%** |
| **4 - 7 pm** | **38%** | **72** | **32%** | **20** | **45%** |
| **Number of Additional People in Car** | | | | | |
| **0** | **68%** | **155** | **70%** | **23** | **53%** |
| **1** | **22%** | **48** | **22%** | **13** | **30%** |
| **Transit is an Option for this Trip** | **34%** | **74** | **34%** | **12** | **29%** |
| **Why Transit not an Option** | | | | | |
| **Takes too long** | **23%** | **53** | **18%** | **10** | **18%** |
| **Schedule not convenient** | **17%** | **53** | **18%** | **13** | **23%** |
| **Make other stops** | **15%** | **45** | **15%** | **7** | **12%** |
| **Money Spent in Stores** | | | | | |
| **$0** | **46%** | **101** | **46%** | **16** | **38%** |
| **$.01- 5.00** | **8%** | **15** | **7%** | **4** | **10%** |
| **$5.01 - 10.00** | **11%** | **32** | **15%** | **6** | **14%** |
| **$10.01 - 25.00** | **14%** | **30** | **14%** | **7** | **17%** |
| **$25.01 - 50.00** | **9%** | **18** | **8%** | **3** | **7%** |
| **Over $50** | **12%** | **23** | **11%** | **6** | **14%** |
| **Money Spent at Restaurants** | | | | | |
| **$0** | **44%** | **82** | **37%** | **9** | **21%** |
| **$.01- 5.00** | **11%** | **27** | **12%** | **6** | **14%** |
| **$5.01 - 10.00** | **25%** | **67** | **30%** | **13** | **30%** |
| **$10.01 - 25.00** | **14%** | **34** | **15%** | **11** | **26%** |
| **Over $25** | **6%** | **11** | **5%** | **4** | **9%** |
| **Age** | | | | | |
| **25 - 34** | **18%** | **45** | **20%** | **6** | **14%** |
| **35 - 44** | **17%** | **42** | **19%** | **14** | **33%** |
| **45 - 54** | **25%** | **43** | **19%** | **8** | **19%** |
| **55 - 64** | **20%** | **40** | **18%** | **3** | **7%** |
| **65+** | **14%** | **32** | **14%** | **5** | **12%** |
| **Gender Female** | **65%** | **144** | **64%** | **24** | **57%** |

**Numbers in bold type represent key findings and highlight notable differences among the respondent groups.**

**NOTE: Four of the long-term parkers marked multiple responses, instead of a single response, to the question of their primary purpose for this trip.**

# APPENDIX C

## HISTORY OF TRANSIT-ORIENTED DEVELOPMENT

Transit-oriented development (TOD) is neither a myth (a legend from the past) nor a platitude (a trite ideal for the future). TOD is, in fact, a fundamental characteristic of urban settlements, which have and will successfully withstand the test of time as viable and livable communities or regions of significant size.

Transit-oriented development is inherent to the Accessible City[1] and to human opportunity. "Accessibility" is not to be confused with "mobility", although the two words are often casually used without distinction. **Mobility refers to the ability and freedom to move about, with or without a destination. Accessibility refers to the ease of arriving at a destination or condition/opportunity, preferably with least movement, effort or cost.**

The two concepts produce two substantially different visions of urban settlement, be it a community or a region. Unfortunately, the concept of mobility has overwhelmed the concept of accessibility throughout much of the 20th century in the U.S., especially since World War II. However, the 1990s have witnessed a trend in the basic culture of America, a trend that has reinforced and revitalized the desire for sense of place, convenience, walking, and transit ridership. This trend is being expressed by many persons as a choice, and is in addition to that long established trend of persons dependent on transit.

Transit-oriented development has become a mantra for the 21st century. It is based on a simple concept: **Proximity is the best substitute for mobility.**

## WHAT IS TRANSIT-ORIENTED DEVELOPMENT?

Transit-oriented development has been described by various national and local sources in different but similar terms. For example:

> "Transit-Oriented Development (TOD) is a general description implying higher density land uses and activities...designed and located to encourage ridership on public transit", according to Kimberly Fisher of the Urban Land Institute. Transit-oriented development projects attempt to attract people to the transit system by creating an atmosphere, which is safe, convenient and easily accessible by foot, bicycle or alternative transit mode. If people can safely walk to the transit stop and bank, buy groceries and return library books on their way home from the station, they are more likely to use the transit system. It is essential to integrate the transit station into the other activities of the community in order to most effectively maximize the benefits of the transit investment and to maximize ridership. Source: Laura Olsen, Mobility Partners Case Study: Transit Oriented Communities, Surface Transportation Policy Project, 1993.

[1] Wilfred Owen, The Accessible City, Brookings Institution, Washington, D.C., 1972.

and

The Transit-Oriented Development (TOD) concept is simple: moderate and high density housing along with complementing public uses, jobs, retail and services, are concentrated in mixed use developments located at strategic points along the regional transit system. Each TOD has a centrally located transit stop and core area; accompanying residential and/or employment uses are within an average 2,000 feet walking distance. The location, design, configuration and mix of uses in a TOD provides an alternative to current suburban development trends by emphasizing a pedestrian-oriented environment and reinforcing the use of public transportation.

This linkage between land use and transit is designed to result in an efficient pattern of development that supports the transit system and makes significant progress in reducing sprawl, traffic congestion and pollution. The TOD's mixed-use clustering of land uses within a pedestrian-friendly area connected to transit provides for growth with a minimum of environmental and social costs (Cambridge Systematics et al 1992:8) Source: The Routes to Future Growth: Fostering Transit-Oriented Development in Northeastern Illinois, Regional Transportation Authority and Center for Neighborhood Technology, 1995.

and

Transit-oriented development, or TOD, is a planning term that describes development influenced by and oriented to transit service, and responsive to the market created by transit patronage. Elements of TOD projects include good pedestrian access; moderate to high-density housing; and mixed uses such as offices, retail businesses and services, all concentrated along the regional transit system.

TOD can range from the addition of a shop in a train station to the clustering of a higher-density mix of land uses around such a facility, to the design of a new neighborhood which is oriented to bus stops or transit centers. Such development is based on the following goals:

Enhancement of community and economic development.
Enhancement of transit access.
Increasing transit ridership.
Leveraging investment in infrastructure.

Another term, "transit-accessible development", is also considered in this report. It refers to land-use planning, site planning or road planning that enhances existing, and anticipates future, transit services/facilities. An example of a transit-accessible development is a suburban office park that includes road layouts, building massing, and design guidelines that can easily incorporate bus service if such service becomes feasible in the future due to area growth. Source: The Lakota Group, A Transit Review Checklist for Public Agencies, Municipalities and Developers, prepared for the Regional Transportation Authority, 1996.

For purposes of this Evanston study yet another description is offered for consideration:

"TOD is the use of land in a manner that generates sustainable transit ridership (by trip origin, destination or intermediate transfer) as an alternative of need or choice to the use of private automobiles, thereby reducing dependence on automobile ownership and vehicle miles of automobile travel; and those uses and improvements of land that support or provide conveniences and amenities to the transit rider, thereby enhancing accessibility to opportunities and the travel experiences (including walking) of the individual." Source: Teska Associates, Inc., 2000.

## PRINCIPLES FOR TRANSIT-FRIENDLY LAND USE

One of the best available summaries of guiding principles for TOD or "transit-friendly land use" is that published by the State of New Jersey in June, 1994:

Land Use and Development Patterns

- Create a Pattern of Development that is Supportive of Transit Services
- Introduce Land Uses in the Station Area and Along Transit Routes that will Generate Transit Ridership, Peak and Off-Peak
- Encourage a Mix of Uses within the Station Area and Along Major Transit Routes to Reduce Dependence on the Auto
- Implement Design Standards to Improve the Quality of the Public Environment
- Plan for an Appropriate Intensity of Uses in the Station Area and Along Transit Corridors
- Identify Key Development Opportunities Related to Existing and Future Transit.

Pedestrian and Bicycle Access and Circulation

- Provide for Increased and Improved Pedestrian Circulation Opportunities
- Encourage Walking and Bicycling as Alternative Modes of Station Access

Vehicular Access, Circulation, and Parking

- Encourage Intermodal Transfers Between Various Modes of Transit
- Establish Hierarchal Circulation Patterns that Support Transit Operations and Promote Ridership
- Encourage Parking Location and Design that Provides Shared or Joint-Use Facilities, Allows for the Productive Reuse of Land, and Integrates Parking into Communities in an Unobtrusive Manner
- Institute Transportation Management Plans that Give Preference to Vehicles Accessing the Station Area

Qualities of the Station Area Environment

- Provide a Sense of Arrival, Order, and Orientation within the Station Area
- Provide a Safe and Secure Environment within the Station Area
- Provide an Attractive and Well-Maintained Station Area
- Provide Information About Transit Service
- Encourage Community Stewardship of the Station Area

## ITS LEGACY IN THE CHICAGO AREA

Since becoming the nation's railroad capital in the mid-1800s; since the advent of horse drawn trolleys in the 1860s; and since the construction of the first elevated rail transit line in 1892, Chicago has been a transit-oriented city and the focus of a transit-oriented region.

Throughout the first half of the 20th century, some of the finest suburban communities in the world were developed, linked to the central city by rail and bus commuter service. They and Chicago have withstood the test of time, evidencing revitalization in the past two or more decades after suffering the initial blows of disinvestments triggered by automobile oriented suburban growth following World War II.

Today, rail and bus service is being extended even further into the hinterland. Communities and real estate developers are reawakening to the advantages of good transit service and pedestrian friendly environments. At no time in the past 50 years has the marketplace been more supportive of well planned transit-oriented development and related life-style improvements. The Chicago area is returning to its roots in many ways, even though "the future will not be what it used to be." **The conclusion is that automotive-oriented development and transit-oriented development can co-exist and, in fact, are interdependent. The region could not serve its constituents effectively or compete globally without both.**

## THE CURRENT MISSION

The agendas of many influential planning and service agencies in Chicago and Northeastern Illinois have incorporated mission statements supportive of transit-oriented development. Among these organizations are:

- the Northeastern Illinois Planning Commission (NIPC)
- the Regional Transportation Authority (RTA)
- the Chicago Area Transportation Study (CATS)
- Metra
- the Chicago Transit Authority (CTA)
- Pace
- the City of Chicago
- the Metropolitan Planning Council
- Metropolis 2020
- the Center for Neighborhood Technology
- Business Leaders for Transportation
- the Campaign for Sensible Growth

The Regional Transportation Authority and Metra have been especially active in their support of the concept throughout the 1990s, investing in seminars and conferences, surveys and research, educational tools, and planning grants to local municipalities. Among Metra publications for popular distribution throughout the region are:

- Land Use in Commuter Rail Station Areas: Guidelines for Communities
- Local Economic Benefits of Commuter Rail Stations for Communities and Businesses
- Residential Development Near Commuter Rail Stations

The CTA and Pace have published their own documents and guidelines to enhance transit-oriented development. The NIPC has published, among other documents, Planning and Design Guidelines for Diversified Regional Centers. METRA has assisted the remodeling of many existing commuter rail stations and the construction of new stations, fostering the rebirth of "civic architecture", and most commuter suburbs have downtown revitalization projects underway, many of which demonstrate major public and private investment.

## SMART GROWTH/SENSIBLE GROWTH

Citizens throughout the U.S. have become concerned with urban growth and development, which seems to lack order, which offends good taste, which demands longer travel times and creates stress, and which is costly in both the short and long run. They, their elected officials, and leading real estate developers are promoting "smart growth". Here in northeastern Illinois, the Metropolitan Planning Council has established its own agenda favoring the term "sensible growth". In fact, the MPC and the Northeastern Illinois Planning Commission are co-sponsors of the Campaign for Sensible Growth, which has attracted over 150 public and private member organizations. They endorse improved transit and pedestrian systems, and coordinated development as key elements of sensible growth.

In 2000 Governor Ryan launched the Illinois Tomorrow – Balanced Growth for a Better Quality of Life program. Reducing traffic congestion and investing in transit (as well as highway) access are high priority objectives, as is the development of affordable housing near work places, especially if such housing is within walking distance of jobs or served by transit.

**Therefore, transit-oriented development is not simply a local goal phenomenon, but a state and national trend, responsive to public demand and reflective of consumer market support.**