

Evanston Existing Conditions Study and Community Plan



THE
EVANSTON
EXISTING CONDITIONS
STUDY
AND
COMMUNITY PLAN

PREPARED BY THE
EVANSTON COMMUNITY COUNCIL
PLANNING COMMITTEE

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PREFACE

Community planning involving community participation in the development of community plans is not new to Cincinnati. The City Planning Commission has for some time involved citizens in the planning of their own communities, thus increasing the quality of such planning. In March, 1971, City Council appropriated \$50,000 to enable the Planning Commission to continue community planning in the communities of the city. Previous community planning had been conducted in the West End and Walnut Hills, and the new funding meant planning now could proceed in additional communities.

Following the action of Council, a Community Planning Priorities Committee was established to recommend to the City Planning Commission two communities which should have the highest priority for the new program. The Committee was composed of representatives from the City Planning Commission, the Social Planning Council, the Cincinnati Human Relations Commission, the Better Housing League, the Office of Community Commitment, and the Department of Urban Development. They evaluated 32 communities in the city by using four basic criteria, the first two being the most important. These criteria were:

1. Impact of public and institutional action.
2. Availability of financing for implementation.
3. Need for physical improvement (housing).
4. Availability of community staff.

The communities were compared by applying a point system to the criteria, resulting in the selection of the East End and Evanston, both of which ranked high in all of the criterial checks. The Planning Commission, in its meeting of June 11, 1971, approved these two selections and the work of planning began in these two communities.

THE EVANSTON EXISTING CONDITIONS STUDY AND COMMUNITY PLAN

This report was prepared to describe the present situation in Evanston -- to show, physically and demographically, what exists there now and who are the people who live there. It also presents a community plan for Evanston, which prescribes certain actions the city and other public agencies might take to preserve what is good and to improve what is not.

The report consists of three basic parts: the existing conditions study, a chapter on implementation tools, and the plan itself. The existing conditions part is contained in the first nine chapters, the implementation tools are discussed in the tenth chapter, and the plan itself is contained in chapters eleven through sixteen.

The following conclusions can be drawn from the existing conditions study:

1. Evanston was founded as and still is essentially a residential community (Chapter I, Section C).
2. In the last 20 years, Evanston has changed from a virtually all white community to a virtually all black one (Chapter II, Section A).
3. Evanston has a family orientation (Chapter II, Sections B, C).
4. The population of Evanston has dropped over the last decade (Chapter II, Section E).
5. In comparison with the rest of the city, Evanston tends to be poor, with high indicators in the number of families receiving welfare, the number of families below the poverty level, and the rate of unemployment, though it is better off economically than the surrounding black communities (Chapter III, Sections B, C, D, and E).
6. Evanston tends to be a blue-collar community (Chapter III, Section F).
7. Evanston has a low percentage of high school and college graduates (Chapter III, Section G).
8. Evanston is quite stable with regard to length of residence (Chapter III, Section H).
9. Over half of the residential land in Evanston is single-family (Chapter IV, Section B).
10. Evanston has a high rate of homeownership (Chapter V, Section B).
11. The condition of buildings in Evanston is generally good (Chapter V, Section E).
12. The business districts in Evanston have declined in recent years (Chapter VI, Section B).

13. I-71 has already had and will have in the future even more impact on the community (Chapter VIII).
14. Evanston schools as a whole are under capacity and Evanston School has an outmoded physical plant (Chapter IX, Section A).
15. The quality of education in Evanston has been quite poor in the past, but has shown some signs of improvement (Chapter IX, Section A).
16. The crime rate in Evanston is higher than the city as a whole (Chapter IX, Section C).

The community plan part of the document contains the following:

1. A land use plan for Evanston (Chapter XI).
2. The housing goals of the Evanston Community (Chapter XII, Section A).
3. The housing policies of the Evanston Community (Chapter XII, Section B).
4. A series of recommended zone changes to implement the above housing goals and policies (Chapter XII, Section C).
5. A recommendation that a program such as the Neighborhood Development Program's housing inspection program be continued (Chapter XII, Section D).
6. A suggestion that Urban East's recommendations concerning the business districts become a part of the Evanston Community Plan as they are adopted by the Evanston Community Council, and that those recommendations be implemented as quickly as possible (Chapter VIII, Section A).
7. A recommendation for the location of industrial parking in Evanston (Chapter XIII, Section B).
8. A recapitulation of the Evanston Recreation Plan (Chapter XIV).
9. A suggestion that Urban East's recommendations concerning transportation in Evanston become a part of the community plan as adopted by the Evanston Community Council (Chapter XV, Section A).
10. A recommendation that trucks be prohibited on certain portions of Duck Creek Road and Ledgewood Avenue (Chapter XV, Section B).
11. Recommendations concerning the problem of the quality of education in Evanston (Chapter XVI, Section A).
12. Commendations and recommendations concerning the cooperation between the Hamilton County Public Library, the Evanston Community Council, and Parham School (Chapter XVI, Section B).

13. A statement concerning the expansion of Xavier University (Chapter XVI, Section C).
14. A recommendation that Evanston be included in one Police District only (Chapter XVI, Section D).
15. A recommendation that a branch postal facility be located in Evanston (Chapter XVI, Section E).

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I INTRODUCTION

A. The Evanston Community Planning and Neighborhood Development Program

Following the selection of Evanston as one of the first two communities for a Community Planning program, the Community Planning Team began meeting with the Evanston Community Council's Planning Committee in June, 1971, to set the community boundaries, to discuss community priorities, and to begin writing the "EVANSTON COMMUNITY GOALS".

After a series of discussions of community priorities and concerns with the Planning Committee, the Community Planning Team drafted a list of community goals which were then used as a basis for discussion. This process was continued until the Committee adopted the goals as official.¹

At the same time, the Community Planning Team began collecting the data on which to base a comprehensive community plan. That data, in verbal and graphic form, was presented to the Planning Committee at regular meetings with the team, usually two to three weeks apart. At these meetings, policy decisions were made by the Planning Committee and the Community Planning Team, which constitute the basis for the community plan itself.²

In September of 1971, the Neighborhood Development Program (N.D.P.), administered by the City of Cincinnati, Department of Urban Development, approached the Evanston Community Council about the possibility of initiating a housing rehabilitation program in the community. Such a program included: 1) inspection of all dwellings in the treatment area decided upon; 2) the use of federal loans and grants direct to homeowners to bring housing up to the code standards; and 3) use of funds for planning and implementing public improvement projects that would support the housing rehabilitation program. It was decided by the Evanston Community Council that the Neighborhood Development Program should be presented to the residents of a proposed housing rehabilitation area bounded on the north by Dana Avenue, on the east by Evanston Avenue, on the south by Clarion Avenue, and on the west by Trimble Avenue. On December 8, 1971, this presentation was made to the residents of the proposed area, who subsequently voted to accept the N.D.P. housing rehabilitation program. Since that time implementation of the rehabilitation program has progressed satisfactorily.

In June of 1972, additional N.D.P. funds became available to conduct a market analysis of the Evanston business district. The purpose of this analysis was to plan for the most economically feasible configuration of commercial land uses which could attract new businesses to the area and support the housing rehabilitation program already underway. With significant input from the Evanston Planning Committee, the firm of Urban East, consultants from Atlanta,

1 See Appendix I-1

2 A synopsis of these meetings is contained in Appendix I-2

Georgia, was chosen to conduct this analysis. Concurrently with the market analysis undertaking, the Department of Urban Development agreed to work with the community and the consultant to produce a physical solution to the problems of the Evanston business district.

Out of this entire process has evolved this document, the results of the effort of two city departments and one community council coordinating their resources and talents to produce a comprehensive plan for the Evanston community. More important than the plan itself, this effort has laid the groundwork for future changes that will improve the quality of life for all residents in Evanston.

B. Location and Character

Evanston is a residential community, located north and east of downtown Cincinnati. It is bounded on the west by Avondale and Walnut Hills, on the south by DeSales corner, East Walnut Hills, and O'Bryonville, on the east by Hyde Park, and on the north by Norwood. For Evanston's location in relationship to the rest of the city, see Map I-1 on the following page.

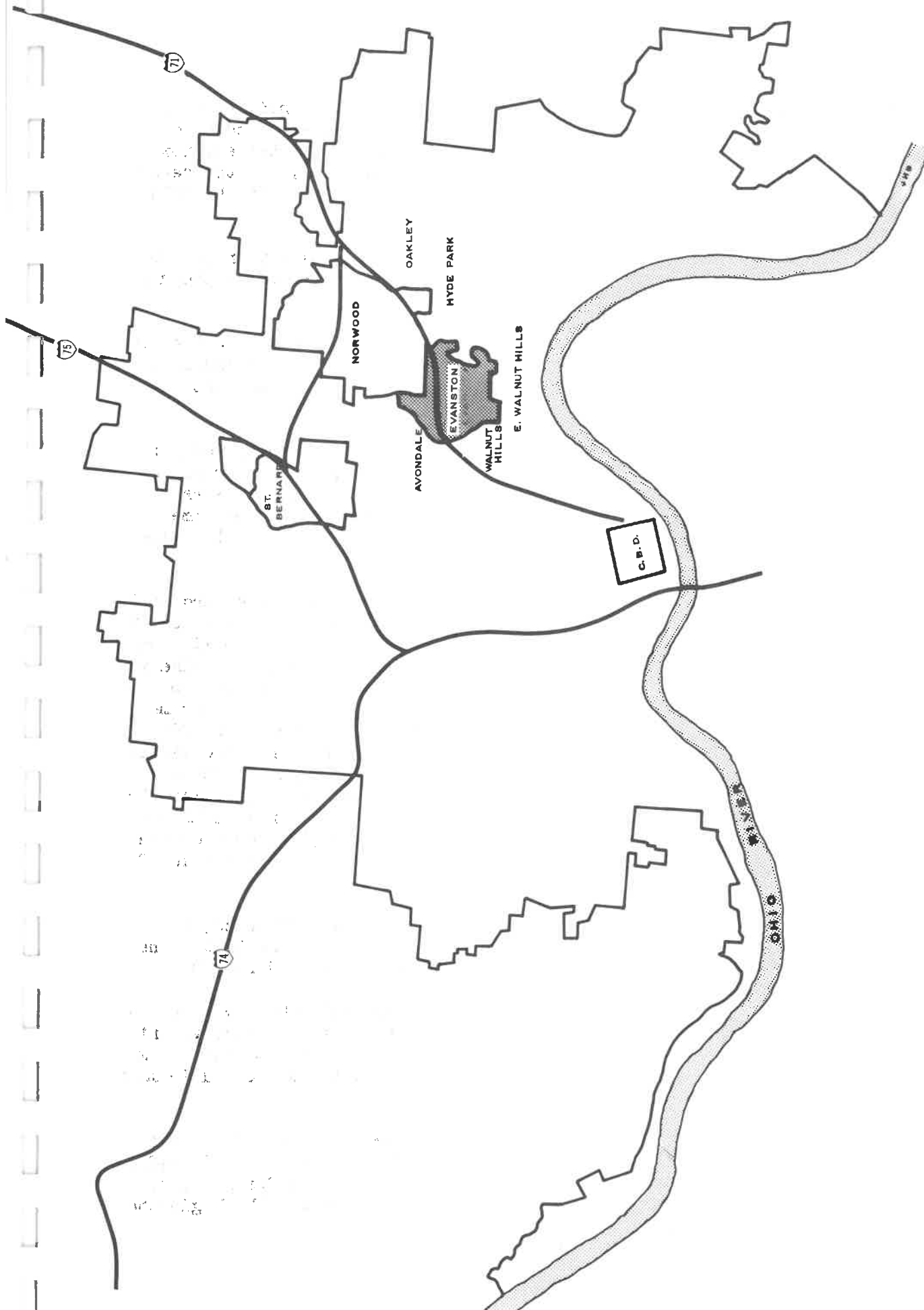
Most of Evanston's residents are housed in one and two-family dwellings with multi-family uses concentrated mostly in the southwestern portion of the community. The eastern part of the community contains mostly single and some two-family homes. The residential nature of the community has changed in the period 1950-1970 from a nearly all white, middle-income community to a virtually all black, low and middle-income community.

Although basically residential, Evanston is served by some commercial and industrial activities. There are two neighborhood business districts in Evanston, one along Montgomery Road north of I-71, and the other also along Montgomery Road south of I-71 and stretching further south to encompass the intersection at Woodburn and Holloway. South of Evanston are two business districts, DeSales Corner which is adjacent to the southwest corner of Evanston, and O'Bryonville which is adjacent to the southeast corner. Industry in Evanston is concentrated along Dana Avenue in the northwestern portion of the community, north of I-71 and west of Montgomery Road.

Since being bisected by Interstate 71, transportation and transportation-serving uses have increased in importance in the community. This trend will undoubtedly continue in the future.

C. History of Evanston

The community of Evanston, as it is now defined by the Evanston Community Council and the City Planning Commission, originally consisted of two separate incorporated villages. The first of these was Woodburn, a hilltop settlement of wealthy suburbanites of the Civil War generation. Located between Walnut Hills on the west and Hyde Park on the east, at the time of its incorporation in 1866, Woodburn extended southward to the Ohio River valley and northward to Jewish and Calvary cemeteries. These cemeteries actually predate Evanston by



COMMUNITY
PLANNING
SERVICES
CINCINNATI, OHIO
JUNE, 1973

Map I-1
EVANSTON VICINITY MAP

1 MILE 0 1 MILE 2 MILES 3 MILES 4 MILES



some years. The United Jewish cemetery was opened by the B'nai Israel and B'nai Jeshurun congregations in 1862. Calvary cemetery was opened by members of St. Francis DeSales Church in 1865. Together the two cemeteries, now located in the center of Evanston, occupy 28½ acres of land. Of the several churches built within Woodburn, the oldest and largest is the St. Francis DeSales Church erected in 1845.

Woodburn's principle thoroughfares were the Madisonville Turnpike (now Madison Road), Woodburn Avenue, and Hackberry Street. Along these avenues were the large estates and homes of wealthy Cincinnatians.

In 1873, Woodburn was annexed to the City of Cincinnati, and ceased to have an independent identity. Today its northern half is considered a part of Evanston, and its southern, more opulent areas are considered East Walnut Hills.

The original village of Evanston was located to the north of Woodburn and south of Norwood. It included tracts of land that date back to purchase by Captain James Lyon, made with his Revolutionary War bonus land warrant, in 1796 and an additional purchase by Mark Langdon, in 1828. Some time around the Civil War this land became the heritage of Mrs. Elizabeth Mills and later Mrs. Laura Crane.

The first settlement started near the junction of the Lebanon and Northern and Cincinnati, and the Portsmouth and Virginia Railroads, and, based on the convenience the railroads provided to commuters, it grew into a small town called Idlewild. At that time, most of the area east of Montgomery Pike was dairy farms; however, another small settlement had formed to the east of the Pike, in the area of Brewster, Dana and Stacey. The owners of these homes had organized to provide their streets with gas lighting. Then, in 1894, Mr. William Lusby moved to Trimble Avenue. A man knowledgeable and experienced in municipal affairs, he suggested that the community incorporate in order to provide the improvements that would make the area a more desirable place to live. Thus in 1894 the village, named Evanston after the town in Illinois, was incorporated to include all the area lying between Blair Avenue on the south, Hyde Park on the east, the railroad on the north, and the middle of Montgomery Pike to the west.

Lusby was unanimously made the first mayor. At his insistence, all the streets of Evanston were paved in brick, an expensive achievement, but one that was the first in making Evanston a "choice" residential district.

Also contributing to its popularity as a residential suburb was an excellent sewage system, the use of Cincinnati's water system, a fine volunteer fire department, an excellent health record, (there was never a death from typhoid fever), and restrictions on the cost of houses to be erected in many of the subdivisions.

In the period of ten years during Evanston's brief history as an incorporated village, the population increased twenty-five times. In 1900-1901, Evanston's population was approximately 1,500. The first industry in Evanston, the Ault and Wiborg Corporation founded in 1878, marked the beginning

of a large industrial development north of Dana Avenue. In 1903, at Evanston's request, it was annexed by the City of Cincinnati, along with Idlewild and Jewish and Calvary cemeteries, mentioned previously.

After annexation, Evanston, now considered to include most of the area it does today, continued to grow and prosper, maintaining that atmosphere of tranquillity, industry, and Victorian morality that was an American standard in the first half of the twentieth century. It also maintained a strong community identity and pride, symbolized by the civic minded Evanston Welfare Association and its publication, "The Evanstonian". This group organized holiday celebrations, parades, dances, concerts, and debates, and its committees looked into education, transportation, recreation, and all aspects of the community's life. "The Evanstonian", besides reporting on all these activities, was a forum in itself, including articles about Cincinnati, politics and war, as well as local issues. During this period, a strong business center developed along Montgomery Road. St. Mark's Catholic Church was built in 1916, and Walnut Hills High School was built in 1931. Xavier College, founded in 1831, became a full fledged university.

The 1950's brought about a racial change in Evanston. Within twenty years, the middle and upper middle-income white were replaced by a cross section of low, middle, and upper middle-income blacks. This changeover began in earnest around 1957. It was stimulated by an increase in demand for housing for blacks due to the removal of thousands of housing units in the Queensgate I urban renewal project.

The area east of Montgomery Road was virtually all white until 1957, while some of the area west of Montgomery Road (Jonathan, Ruth, Fernside, and Blair Avenues) was integrated and had been for many years. Earlier, a few blacks had moved into the area east of Montgomery. One of the first of these was Father Oxley, an Episcopalian priest, who moved onto Clarion Avenue. As the number of blacks moving east increased, so did the resistance of the white residents and the instance of unscrupulous real estate practices (blockbusting). This changeover continued into the 1960's, and by 1970 it was virtually complete.

The racial change in the community necessitated other changes. Ward 3 changed politically from a Republic ward to a Democratic one, and the religion of the populace changed from predominantly Roman Catholic to predominantly Protestant.

The organization of the Evanston Community Council took place in 1957 with the meetings being held on Sundays at the old Manse Hotel in Walnut Hills. The first president of the Council was Francis Dowdell who, later, was succeeded by E. A. Bettis, Robert Lloyd, Peter Randolph, Phillip Nelson, Frank Allison and Mathias Guthrie, respectively. In 1962, the Community Council was moved to St. Andrew's Episcopal Church, where the Council became more active and was involved in such issues as the location of the I-71 expressway through the community. Despite their efforts, the expressway took Herbert Avenue which had been one of the finest residential streets in Evanston. Also, during this period, members of the Council helped develop the first community-oriented social program with the formation of Boy Scout Troop 222.

From 1970 to 1972, the Presbytery of Greater Cincinnati gave the Evanston Community Council the free use of its church building at the corner of Clarion and Trimble for a community center. Then in 1972, the Presbytery donated the building to the Community Council.

In 1971, the Evanston Community Council became the agency to administer federal poverty funds in the community. The initial grant from the Community Action Commission totaled \$25,000, and allowed the Council to hire its own neighborhood services staff to administer the programs and maintain the community center (the Evanston Neighborhood Services is discussed further in Chapter IX).

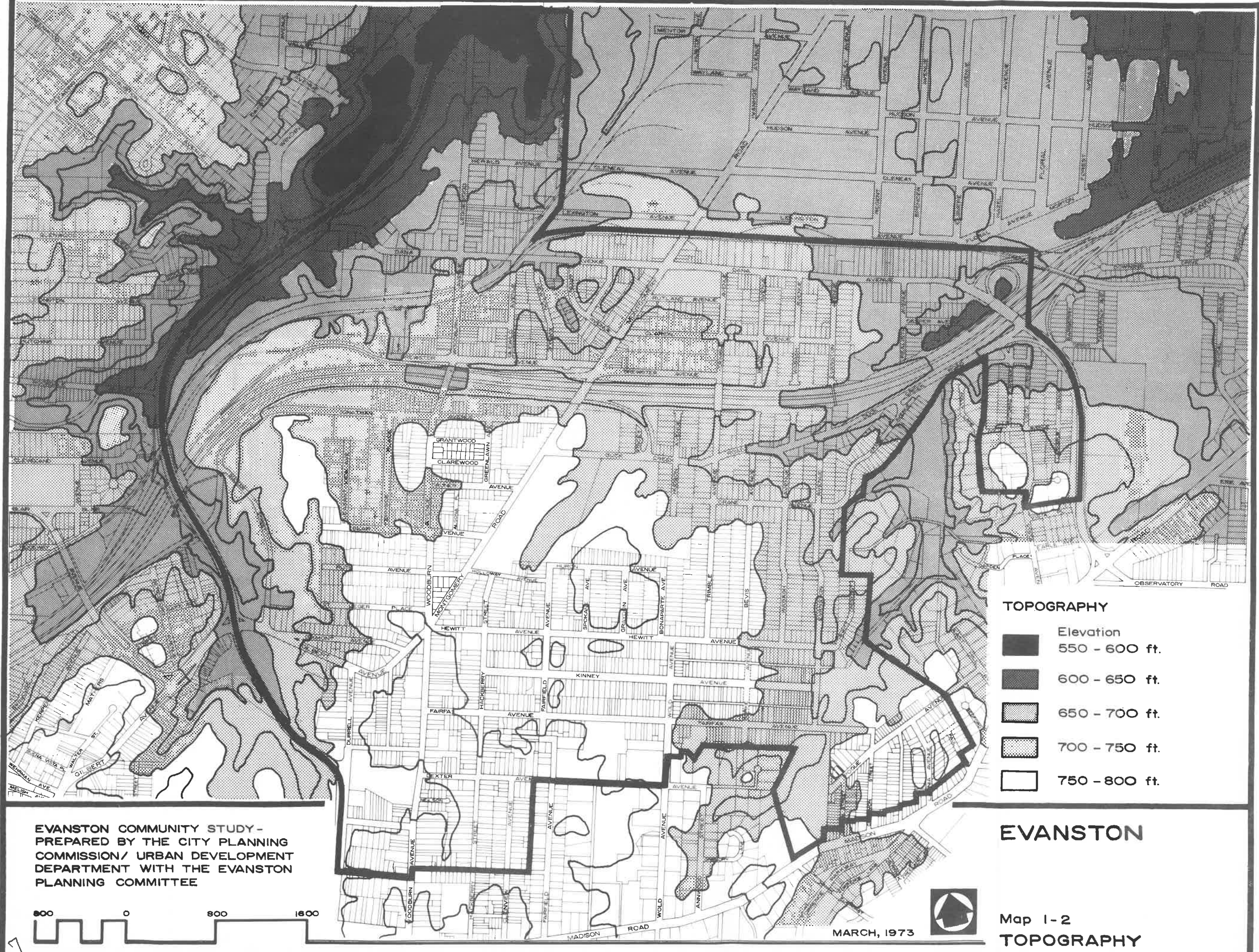
Paradoxically, while Evanston has undergone many changes, it is in several important ways much the same as it has been since its founding. It is still basically a stable single and two-family residential community, where the residents, once settled, have remained and taken a great deal of pride in their community.

D. Geographic Characteristics

Evanston's topography is flat to gently sloping, with small hills and a few minor depressions. The southern portions of Evanston are located near the top of hillsides that form the Ohio River valley. These hillsides reach an elevation of approximately 810 feet south of the community (see Map I-2). The highest elevation within the boundaries of Evanston is about 795 feet, which is the elevation of the southern border of the community and at the hilltop just south of the two cemeteries.

Generally the elevation of Evanston decreases gradually from south to north, going from 775 feet down to 700 feet; and it decreases from the center of the community to both the east and the west, going from an elevation of 750 feet down to 650 feet. Both the eastern and western boundaries of Evanston are formed by two former creek valleys. On the west was Bloody Run, now the location of Victory Parkway. The bottom elevation of this valley, within Evanston, runs from 725 feet northward to 560 feet, the lowest elevation in Evanston. On the east is a valley which forms a portion of the upper drainage of the original Duck Creek. Within Evanston, the elevation of the floor of this valley goes from 700 feet to 640 feet, draining, as does the Bloody Run valley, to the north.

The construction of I-71 through Evanston has introduced a new topological feature. The freeway cuts through the community at an elevation approximately 25 feet lower than the surrounding natural topography, creating a man-made valley which is a dominant physical and visual topological feature.



EVANSTON COMMUNITY STUDY -
 PREPARED BY THE CITY PLANNING
 COMMISSION/ URBAN DEVELOPMENT
 DEPARTMENT WITH THE EVANSTON
 PLANNING COMMITTEE



MARCH, 1973



EVANSTON

Map 1-2
TOPOGRAPHY

TOPOGRAPHY

- Elevation
- 550 - 600 ft.
 - 600 - 650 ft.
 - 650 - 700 ft.
 - 700 - 750 ft.
 - 750 - 800 ft.

II POPULATION CHARACTERISTICS

A. Racial Composition

Change in Racial Composition, 1940-1970

Over the last thirty years, the racial composition of Evanston has undergone incredible changes. In 1940, statistical Evanston¹ was basically an all white community, but during the 50's, a white exodus, averaging over a thousand persons a year, left a gap filled by a surge of over twelve hundred blacks a year. By 1970, Evanston was virtually an all black community. Below, in Table II-1, are the U.S. Census statistics which show this transition.

TABLE II-1

CHANGE IN RACIAL POPULATION IN STATISTICAL EVANSTON, 1940-1970

	White		Black		Other		Total
	#	%	#	%	#	%	
1940	10,561	96.4	394	3.6	--	--	10,955
1950	15,254	92.0	1,324	8.0	--	--	16,578
1960	5,118	27.5	13,472	72.5	38	.2	18,590
1970	1,580	10.6	13,320	89.4	41	.3	14,900

Source: Calculated from U.S. Census Reports

1 In collecting data on Evanston, we will be using two definitions of the boundaries of Evanston.

a. The Evanston Community, the boundaries of which were decided by the Evanston Community Council Planning Committee. This definition does not follow U.S. Census Tract, block group or block lines, and only in limited cases can data be collected or estimated for it. This is the boundary found on the maps.

b. Statistical Evanston is comprised of U.S. Census Tracts 38, 39, 40, and 41. This definition will be more frequently used in the collection of data. This boundary can be found on the Census Tract map in Appendix II-1.

While the two definitions are not too dissimilar, it was felt the distinction should be made. In the text, they will be referred to as the Evanston Community and statistical Evanston, respectively.

1970 Analysis

Within the Evanston Community in 1970, Tract 38 had the highest percentage of blacks with 98.3%, and Tract 41 had the lowest with 78.4%. (For a map of Census Tracts, see Appendix II-1.) The bulk of those whites in Tract 41 probably live in the southern portion of the tract. Table II-2, below, shows the 1970 racial distribution within statistical Evanston.

TABLE II-2

RACIAL DISTRIBUTION WITHIN STATISTICAL EVANSTON, 1970

Tract	Black		White		Total #
	#	%	#	%	
38	4,124	98.3	71	1.7	4,195
39	3,078	95.8	135	4.2	3,213
40	2,308	90.3	248	9.7	2,556
41	2,869	78.4	791	21.6	3,660
50, 65, 66	<u>166</u>	<u>26.8</u>	<u>453</u>	<u>73.2</u>	<u>619</u>
Total	12,545	88.1	1,698	11.9	14,243

Source: 1970 U.S. Census Data

B. Household Size

According to the 1970 Census, there are 14,243 people residing in the Evanston Community in 4,578 dwelling units, giving a ratio of 3.11 persons per dwelling unit. This compares with a ratio of 2.62 persons per dwelling unit in the city as a whole, and with the ratios in several surrounding communities, as shown in Table II-3, on the following page. As can be seen in the table, Evanston has more people per dwelling unit than the average for the city and more than any of the surrounding communities. This is indicative of a large family size, as well as the strong family orientation of the Evanston Community.

Within the Evanston Community, Tract 39 has distinctly fewer persons per dwelling unit, and Tract 40 distinctly more, than the Evanston norm. The other two tracts fall very close to the norm. This would indicate that Tract 40 is more of an area of families than the other three, while Tract 39 tends to have less families.

TABLE II-3

PERSONS PER DWELLING UNIT IN THE EVANSTON COMMUNITY, SEVERAL
SURROUNDING COMMUNITIES, AND THE CITY AS A WHOLE, 1970

Evanston	3.11
Tract 38	2.98
Tract 39	2.58
Tract 40	3.56
Tract 41	3.00
East End	2.83
Hyde Park, Mt. Lookout	2.62
City	2.62
Avondale	2.35
Walnut Hills	2.21

Source: Calculated from 1970 U.S. Census Tabulations,
First Count Summary Tape

C. Age Distribution

Table II-4, on the following page, shows the age distribution in 1970 in statistical Evanston and in the City of Cincinnati. It also shows the percentages of the total population in each age group. In Figure II-1, following the table, the percentage figures for Evanston and the city are shown together for comparison. As can be seen in the graph, Evanston has a greater percentage in the 5-19 age groups, and in the 35-59 age groups, than does the city as a whole. This would support the conclusion drawn above that Evanston tends to be a family community. Evanston has a lower percentage of preschoolers (0-4), a lower percentage in the child-bearing age groups (20-34), and a lower percentage among the elderly (60 and up). This would indicate a lowering of school age population for the next twenty years, unless there would be a large in-migration of couples in the child-bearing ages or Evanston can provide housing to keep the large number of youths in the 15-19 category from leaving the community to set up their homes. It would also indicate an increase in the number of elderly during the same period. The graph points out that the age breakdowns which have percentages most over the city-wide norm are the school-age children and the 35-55 age groups. These would presumably be families where the parents moved in as young couples in the child-bearing years during the 1950's and early '60's, when Evanston was changing from a white to a black community.

Within statistical Evanston, Tract 38 has a higher percentage of preschoolers and persons from 55 to 59 than the Evanston norm, and a lower percentage in all other categories except 5-9, and 25-34, where the percentages are equal. Tract 39 has percentages over the Evanston norm for preschoolers, those in the child-bearing ages, and those from 45-65. This would indicate an orientation toward young families, and a probable increase in population in the next decade or so.

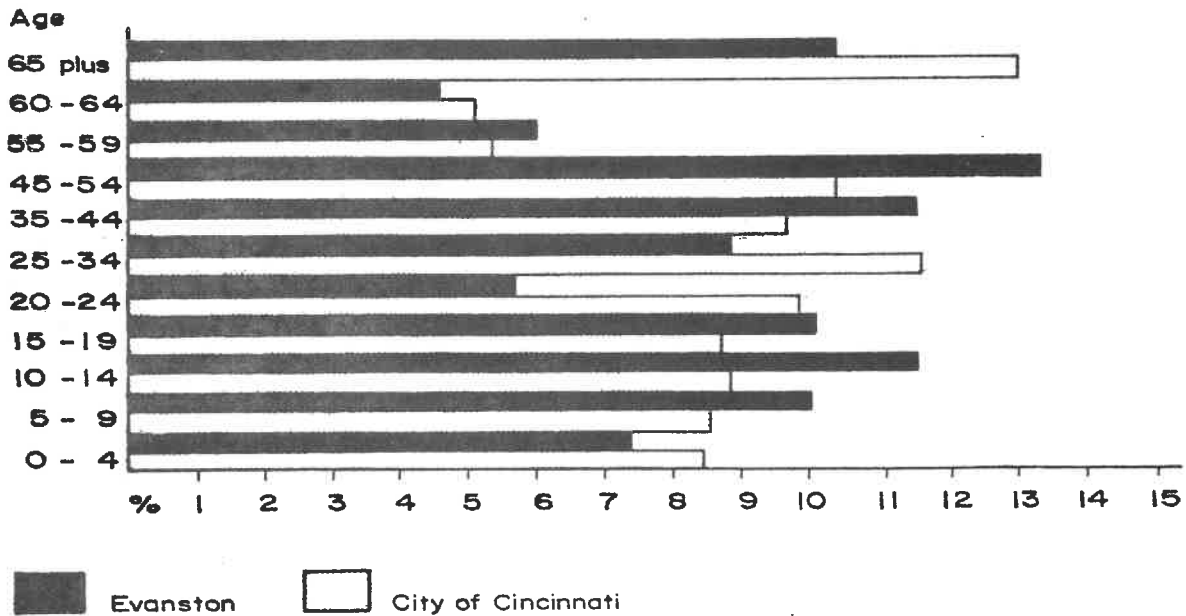
TABLE II-4

AGE DISTRIBUTION WITHIN STATISTICAL EVANSTON, 1970

Age	Tract 38		Tract 39		Tract 40		Tract 41		Total		City %
	#	%	#	%	#	%	#	%	#	%	
0-4	360	8.1	316	8.4	152	5.4	265	7.0	1,093	7.4	8.5
5-9	457	10.2	364	9.7	281	10.0	389	10.4	1,493	10.2	8.6
10-14	513	11.5	377	10.0	393	14.0	429	11.4	1,742	11.6	8.9
15-19	452	10.1	378	10.1	299	10.7	380	10.1	1,521	10.3	8.8
20-24	248	5.6	258	6.9	160	5.7	198	5.3	866	5.7	9.9
25-34	396	8.9	359	9.6	228	8.1	334	8.9	1,317	8.9	11.7
35-44	498	11.2	413	11.0	384	13.7	423	11.3	1,719	11.6	9.7
45-54	576	12.9	507	13.5	399	14.2	486	12.9	1,969	13.3	10.4
55-59	304	6.8	227	6.1	161	5.7	198	5.3	890	6.0	5.3
60-64	203	4.5	178	4.7	133	4.7	161	4.3	675	4.6	5.2
65-up	454	10.2	376	10.0	219	7.8	493	13.1	1,615	10.4	13.0
Total	4,461	100.0	3,753	100.0	2,809	100.0	3,756	100.0	14,900	100.0	100.0

Source: First Count Summary Tape, U.S. Census, 1970

FIGURE II-1



Tract 40 shows percentages over the Evanston norm in the 10-20, 35-55, and 60-65 year groups. This would indicate an orientation to older, more established families. Tract 41 has higher percentages in only the 5-9 and the over 65 categories. In the 25-34 category, the percentages are equal.

D. Population Density

The Evanston Community's 14,243 people reside in 350.9 acres of residential land, resulting in a net population density of 40.6 persons per residential acre. This is over 50% greater than the city's density of 25.7 persons per residential acre. Table II-5, below, shows how these figures compare with the surrounding communities.

TABLE II-5

NET POPULATION DENSITY IN THE EVANSTON COMMUNITY, SEVERAL SURROUNDING COMMUNITIES, AND THE CITY AS A WHOLE, 1970

	Population	Residential Acres	Density In Persons Per Residential Acre
Walnut Hills	19,469	422.1	46.1
Evanston	14,243	350.9	40.6
Tract 38	4,195	98.9	42.4
Tract 39	3,213	65.8	48.8
Tract 40	2,556	73.2	34.9
Tract 41	3,660	88.5	41.4
Tracts 50, 65, 66	619	24.5	25.3
Avondale	22,645	619.0	36.6
East End	10,686	367.9	29.0
City	452,524	17,601.6	25.7
Hyde Park, Mt. Lookout	27,067	1,726.0	15.7

Source: 1970 U.S. Census, Third Count Summary Tape, Tabulation I, and 1970 C.P.C. Land Use Data.

Map II-1, on page 14, shows the net population density in the Evanston Community by block. The population center of the community is located around the Montgomery Road intersection at Woodburn and Hewitt Avenues.

Within the Evanston Community, Tract 40 has the lowest density, with the exception of the small sections of Tracts 50, 65, and 66, and Tract 39 has the highest. The other two tracts hover close to the community norm.

E. Population Projections

Over the past twenty years, the population in statistical Evanston rose, then dropped off again. These statistics are shown in Table II-6, below, according to the U.S. Census data and estimates of the Ohio-Kentucky-Indiana Regional Planning Authority and the City Planning Commission. The population drop between 1965 and 1970 was, in part, due to the acquisition of residential property (338 dwelling units) for the construction of Interstate I-71, which passes through Evanston. The slight decrease projected by the City Planning Commission for 1980 is based on the anticipated drop in family size (a trend throughout the city), as well as a trend toward fewer females in the child-bearing ages. This would not be offset by the conversion of large single-family homes. However, the population could increase slightly if non-residential (commercial) land uses are converted to residential uses.

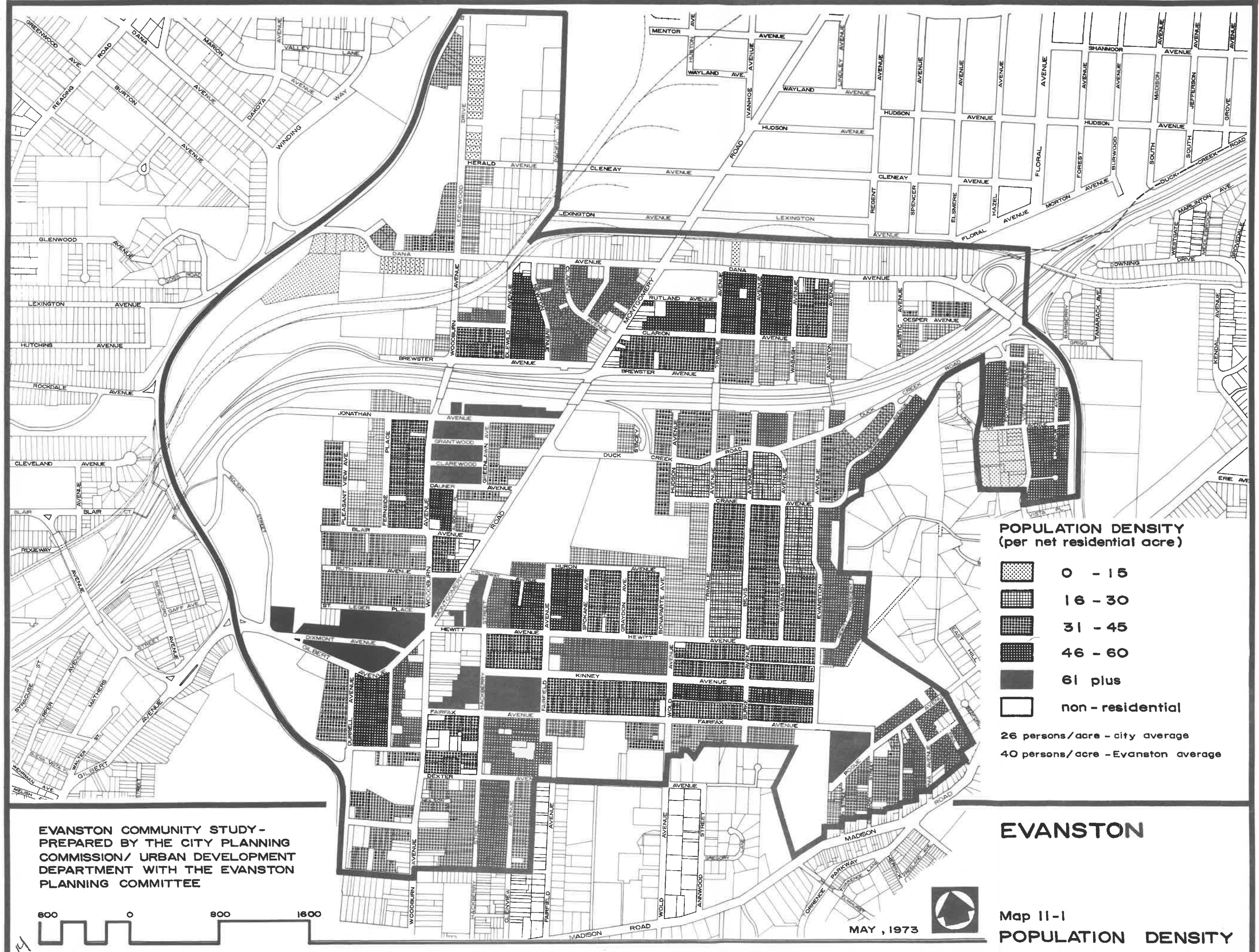
Within Evanston, most of the Census Tracts followed the community norms fairly closely. A notable exception is in Tract 40 between 1960 and 1965. It has a 12% gain, while the other three tracts lost population. Between 1965 and 1970, all Census Tracts lost population. Tract 39 dropped the least, while Tracts 38 and 40 dropped the most (again due to the construction of I-71).

TABLE II-6







EVANSTON POPULATION (1950, 1960, 1965, 1970, and 1980)
AND PERCENT CHANGE

	Tract 38	Tract 39	Tract 40	Tract 41	Evanston Total
1950	5,219	3,963	3,079	4,321	16,582
1960	5,919	4,572	3,249	4,850	18,590
% Change	+13.4	+15.4	+ 5.5	+12.2	+12.1
1965	5,682	4,223	3,645	4,766	18,361
% Change	- 4.0	- 7.6	+12.2	- 1.7	- 1.2
1970	4,456	3,764	2,826	3,854	14,900
% Change	-21.6	-10.9	-22.5	-19.1	-18.9
1980	4,127	3,441	2,573	3,465	13,606
	<u>- 7.4</u>	<u>- 8.6</u>	<u>- 9.0</u>	<u>-10.1</u>	<u>- 8.7</u>
% Change (1950-1980)	-21.0	-13.2	-16.4	-19.8	-17.9

Source: 1950, 1960, and 1970 U.S. Census Data; 1965 Estimated Population - OKI; City Planning Commission Projections



**POPULATION DENSITY
(per net residential acre)**

-  0 - 15
-  16 - 30
-  31 - 45
-  46 - 60
-  61 plus
-  non-residential

26 persons/acre - city average
40 persons/acre - Evanston average

EVANSTON COMMUNITY STUDY -
PREPARED BY THE CITY PLANNING
COMMISSION/ URBAN DEVELOPMENT
DEPARTMENT WITH THE EVANSTON
PLANNING COMMITTEE



EVANSTON

Map 11-1
POPULATION DENSITY

MAY, 1973



III SOCIO-ECONOMIC CHARACTERISTICS

A. Household Heads

Of the total 4,681 occupied dwelling units in statistical Evanston, 2,465 or 52.7% are headed by both a male and a female, 531 or 11.3% are headed by males, and 1,685 or 36.0% are headed by females. This compares with the surrounding communities and the city as a whole as shown in Table III-1. Evanston has only a slightly lower percentage of two-parent households than the city average, and a higher percentage than either Avondale or Walnut Hills. The percentage of households headed by males is also less than the average for the entire city, and less than any of the surrounding communities shown except for Hyde Park-Mt. Lookout. The percentage of households headed by females is higher than the city average, but not as high as in Walnut Hills or Avondale. This data indicates that Evanston tends to be more of a family community than either Avondale or Walnut Hills, but less than the city, the East End, and the more affluent Hyde Park-Mt. Lookout area.

Within statistical Evanston, Census Tract 40 has a significantly higher percentage (65.8%) of households headed by both parents. This percentage is higher than the city average, and much higher than either Avondale or Walnut Hills. Tract 39 has only 44.3% of its households headed by both parents, which is a much lower percentage than the other three tracts.

TABLE III-1

HOUSEHOLD HEADS IN STATISTICAL EVANSTON, SEVERAL SURROUNDING COMMUNITIES, AND THE CITY AS A WHOLE, 1970

	Household Headed By:							Total
	Male & Female		Male		Female			
	#	%	#	%	#	%		
East End	2,022	59.2	436	12.8	955	28.0	3,413	
Hyde Park-Mt. Lookout	5,815	58.9	868	8.8	3,190	32.3	9,874	
City	85,807	53.7	22,138	13.9	51,852	32.4	159,797	
Evanston	2,465	52.7	531	11.3	1,685	36.0	4,681	
Tract 38	738	51.0	168	11.6	541	37.4	1,447	
Tract 39	578	44.3	191	14.6	537	41.1	1,306	
Tract 40	535	65.8	57	7.0	221	27.2	813	
Tract 41	614	55.1	115	10.3	386	34.6	1,115	
Avondale	3,703	43.8	1,524	18.0	3,235	38.2	8,462	
Walnut Hills	2,619	33.8	1,873	24.2	3,252	42.0	7,744	

Source: Calculated from 1970 U.S. Census Data, First Count, Tabulation 22

B. Welfare Statistics

In the Evanston Community, there are 2,208 people receiving public aid from the Hamilton County Welfare Department. Of these, 1,271 are children and 937 are adults. Comparing the number of adults and children receiving aid with the total, we find that 11.7% of the adults and 23.2% of the children in the community are receiving some form of aid. These percentages are somewhat higher than the 7.6% and the 20.3%, respectively, who receive aid city-wide. Of all persons, 16.4% of Evanston residents and 11.8% of the city residents are receiving aid. This data is shown below in Table III-2, along with the data for several surrounding communities.

Within Evanston, Tract 40 has a consistently lower percentage of residents receiving aid, while Tracts 39 and 41 have a consistently higher percentage. Most of Tract 41's recipients live in the southeastern portion of the tract in the vicinity of O'Bryonville.

TABLE III-2

PERCENT OF ADULTS, CHILDREN, AND TOTAL POPULATION RECEIVING AID IN THE EVANSTON COMMUNITY, SEVERAL SURROUNDING COMMUNITIES, AND THE CITY AS A WHOLE, 1970

	# Adults Aided	% of Community's Adults	% Children Aided	% of Community's Children	Total Aided	% of Population
Avondale	2,799	18.1	2,926	40.5	5,725	25.2
Walnut Hills	1,986	14.6	2,235	38.0	4,221	21.7
East End	678	10.9	1,114	24.2	1,792	16.5
Evanston	937	11.7	1,271	23.2	2,208	16.4
Tract 38	298	11.1	400	22.4	698	15.6
Tract 39	282	15.3	405	33.6	687	22.5
Tract 40	67	4.3	106	9.0	173	6.3
Tract 41	283	16.2	354	29.5	637	21.6
Tract 50	5	9.1	4	11.1	9	10.0
Tract 65	2	1.3	2	2.0	4	1.5
City	23,107	7.6	30,170	20.3	53,277	11.8
Hyde Park, Mt. Lookout	264	1.4	397	4.7	661	2.4

Source: Calculated from Hamilton County Welfare Department Data, and 1970 U.S. Census Data, First Count Summary Tape, Tabulation 1

C. Family Income

1970 Analysis

According to the 1970 U.S. Census, the mean (average) family income in statistical Evanston is \$9,130. This is considerably lower than the city mean

of \$10,435, and, with the exception of the East End and Avondale, is lower than the mean for any of the surrounding communities, as shown in Table III-3, below. Within Evanston, Census Tracts 40 and 41, with the mean incomes of \$10,712 and \$11,854, respectively, are both above the city average. The other two Census Tracts have approximately three fourths the mean income of the city.

TABLE III-3

MEAN FAMILY INCOME FOR STATISTICAL EVANSTON, SEVERAL SURROUNDING COMMUNITIES, AND THE CITY AS A WHOLE, 1970

Community	Mean Family Income
Hyde Park, Mt. Lookout	17,316
City	10,435
Walnut Hills	9,321
Evanston	9,130
Tract 38	7,645
Tract 39	7,119
Tract 40	10,712
Tract 41	11,854
East End	8,728
Avondale	7,873

Source: 1970 U.S. Census, Fourth Count

TABLE III-4

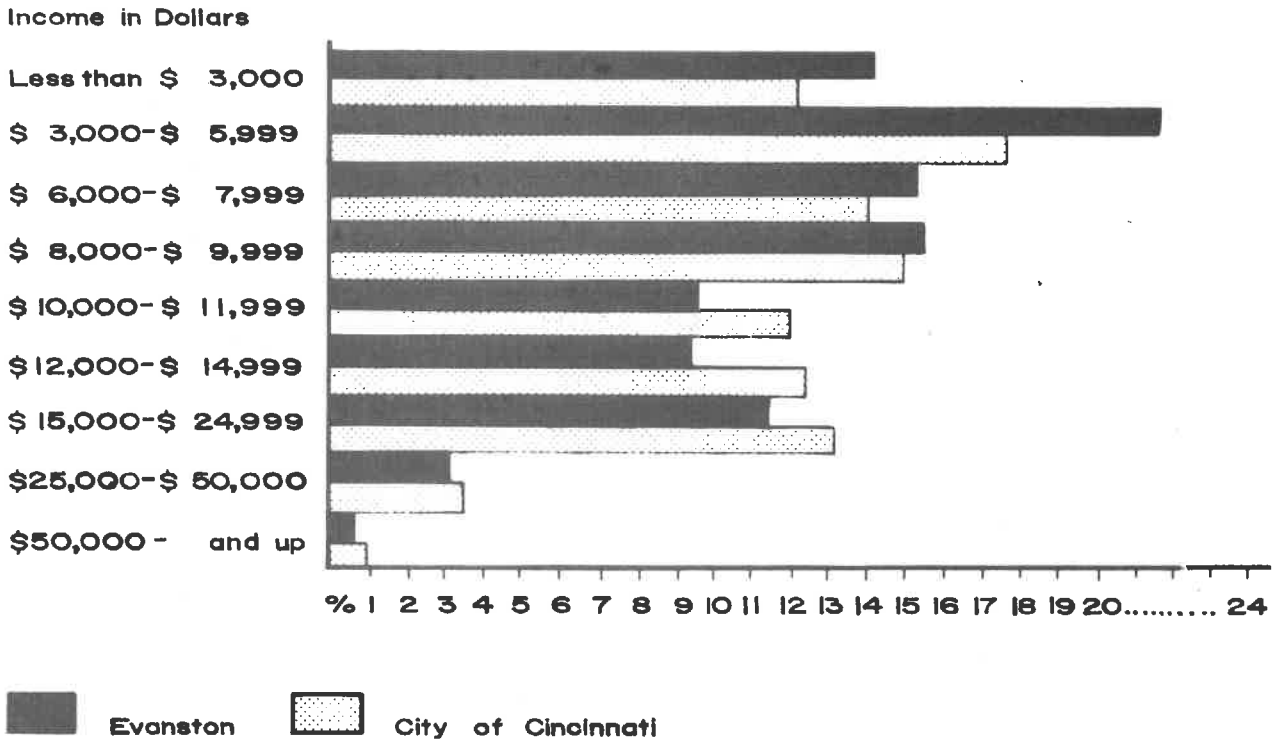
DISTRIBUTION OF FAMILY INCOME IN STATISTICAL EVANSTON AND THE CITY AS A WHOLE, 1970

Income in Dollars	Evanston		City	
Less than \$ 3,000	479	14.2	13,269	12.1
\$ 3,000 - \$ 5,999	730	21.6	18,902	17.3
\$ 6,000 - \$ 7,999	517	15.3	15,306	14.0
\$ 8,000 - \$ 9,999	520	15.4	16,239	14.9
\$10,000 - \$11,999	316	9.4	13,025	11.9
\$12,000 - \$14,999	313	9.3	13,426	12.3
\$15,000 - \$24,999	383	11.3	14,340	13.1
\$25,000 - \$49,999	104	3.1	3,848	3.5
\$50,000 - and up	12	.4	1,028	.9
Total	3,374	100.0	109,383	100.0

Source: Calculated from 1970 U.S. Census Data, Fourth Count

FIGURE III-1

DISTRIBUTION OF FAMILY INCOME IN STATISTICAL
EVANSTON AND IN THE CITY, 1970



Another way in which the 1970 Census presents data on family income is by showing income increments and the number of families falling within those increments for each of the areas analyzed. In Table III-4, on the preceding page, this data is shown for statistical Evanston and the city as a whole, along with the percentage of the community's families which fall within each increment. Figure III-1, following the table, shows these same data in graph form. As can be seen in the graph, Evanston has a greater percentage of families in the income brackets under \$10,000 than does the city as a whole, and a smaller percentage in the over \$10,000 groups.

For the purposes of comparison, income data will also be presented for the four Census Tracts within statistical Evanston. In Table III-5 the data is shown with the percentage of families which fall in each income group. From the table, it can be see that Tracts 38 and 39 have a smaller percentage in the over \$10,000 groups.

TABLE III-5

DISTRIBUTION OF FAMILY INCOME IN STATISTICAL EVANSTON, 1970

Income In Dollars	Census Tract								Total	
	38		39		40		41		#	%
	#	%	#	%	#	%	#	%	#	%
Less than \$ 3,000	172	16.7	184	21.1	41	6.5	82	9.7	479	14.2
\$ 3,000 - \$ 5,999	312	30.4	214	24.5	81	12.9	123	14.6	730	21.6
\$ 6,000 - \$ 7,999	135	13.1	161	18.4	117	18.6	104	12.4	517	15.3
\$ 8,000 - \$ 9,999	136	13.2	143	16.4	101	16.1	140	16.6	520	15.4
\$10,000 - \$11,999	82	8.0	57	6.5	58	9.2	119	14.1	316	9.4
\$12,000 - \$14,999	90	8.7	37	4.2	98	15.6	88	10.5	313	9.3
\$15,000 - \$24,999	85	8.2	71	8.1	123	19.5	104	12.4	383	11.3
\$25,000 - \$49,999	18	1.7	7	.8	6	1.0	73	8.7	104	3.1
\$50,000 - and up	-	-	-	-	4	.6	8	1.0	12	.4
Total	1,030	100.0	874	100.0	629	100.0	841	100.0	3,374	100.0

Source: U.S. Census Reports, Fourth Count Tapes

Income Trends: Comparison with 1960

Table III-6, on the following page, shows the changes that have taken place in family income during the 1960-1970 decade for the four Census Tracts comprising statistical Evanston and for the city as a whole. Median income is shown for 1960 and 1970, followed by the percent of increase. After that, the percent increase in the city as a whole, (56%), has been subtracted from the increase for the individual tracts. This is done to counterbalance the general rise in wages, giving a more accurate account of how the tracts in Evanston are faring compared with the city as a whole.

Since the 1960 Census did not show mean income, median income is used here, and since median income can't be combined to give an average figure for the community, the community total cannot be computed. Tracts 38 and 39, although showing an absolute increase in family income, showed increases of 20.7% and 16.0%, respectively, below the city's. The other two Census Tracts comprising statistical Evanston, Tracts 40 and 41, are essentially equal in their growth rate. They showed increases of 15.1% and 14.5%, respectively, above the city average. Tracts 40 and 41, then, are staying ahead of the growth rate while Tracts 38 and 39 are slipping behind, essentially becoming poorer.

D. Families Below The Poverty Level

According to the 1970 Census, 517 of the 3,374 families in statistical Evanston have incomes below the poverty level. This amounts to 15.3% of the

TABLE III-6

INCREASE IN MEDIAN FAMILY INCOME IN STATISTICAL EVANSTON
AND THE CITY AS A WHOLE, 1960-1970

Tract	1960	1970	% Increase	Adjusted ¹ % Increase
38	\$4,931	\$6,674	35.3	-20.7
39	4,803	6,722	40.0	-16.0
40	5,632	9,651	71.1	15.1
41	5,650	9,635	70.5	14.5
City	5,701	8,894	56.0	-

1 The city's percent rise in wages (56.0%) is subtracted from each tract's rise, in order to counterbalance the general rise in wages.

Source: 1960 and 1970 U.S. Census Data

families, which is slightly higher than the city average of 12.8%. The poverty level, as described in the census, is \$3,743 for a family of four, though it would become higher as family size increases. In Table III-7, below, the figures for Evanston are shown with the figures for surrounding

TABLE III-7

FAMILIES BELOW THE POVERTY LEVEL IN STATISTICAL EVANSTON,
SEVERAL SURROUNDING COMMUNITIES, AND THE CITY
AS A WHOLE, 1970

	# Families	% Families Below The Poverty Level	% Below The Poverty Level
Walnut Hills	4,061	933	23.0
East End	1,382	298	21.6
Avondale	5,501	1,114	20.3
Evanston	3,374	517	15.3
Tract 38	1,030	211	20.5
Tract 39	874	189	21.6
Tract 40	629	38	6.0
Tract 41	841	79	9.4
City	109,383	13,978	12.8
Hyde Park-Mt. Lookout	6,984	395	5.7

Source: 1970 U.S. Census Data, Fourth Count

communities and the city as a whole. From this table, we can see that Evanston has a lower percentage of poverty families than any of the surrounding communities except Hyde Park-Mt. Lookout, but a higher percentage than the city as a whole.

Within statistical Evanston, the same table shows that Census Tracts 38 and 39, as in preceding income tables, have the highest percentage of poverty families, and are the poorest of the four tracts comprising the community. Census Tracts 40 and 41, with percentages of 6.0 and 9.4, respectively, have less than half the percentage of families below the poverty level than the community as a whole, and considerably less than the city average.

E. Employment Rates

1970 Analysis

The rate of unemployment in statistical Evanston is higher than the rate for the city as a whole, and higher than two of the surrounding communities, Hyde Park-Mt. Lookout and Avondale. This can be seen in Table III-8, below, where the rates are tabulated for both men and women and for the total in each community.

TABLE III-8
UNEMPLOYMENT IN STATISTICAL EVANSTON, SEVERAL SURROUNDING
COMMUNITIES, AND THE CITY AS A WHOLE, 1970

	Male %	Female %	Total %
East End	7.0	11.3	8.7
Walnut Hills	6.7	8.2	7.4
Evanston	5.8	7.5	6.6
Tract 38	6.0	7.5	6.7
Tract 39	6.8	7.2	7.0
Tract 40	4.0	5.7	4.8
Tract 41	6.1	9.2	7.6
Avondale	5.0	5.0	5.0
City	4.1	5.6	4.8
Hyde Park-Mt. Lookout	2.2	5.3	3.4

Source: 1970 U.S. Census Data, Fourth Count

Within statistical Evanston, Tract 41 has the highest unemployment rate (7.6%) of the four tracts analyzed. Tract 40 has the lowest (4.8%), exactly the same as the rate for the city as a whole. This correlates strongly with the fact that it also has the lowest percentage of families below the poverty

level. Tracts 38 and 39 both are close to the community average. In statistical Evanston, the unemployment rates for women in all four tracts are higher than those for men. These data can be seen in the same table, on the preceding page.

Comparison with 1960

In comparing unemployment rates in 1970 with those in 1960, some distinct changes are evident. The overall rate of unemployment has risen slightly, due mainly to the large increase in female unemployment. In 1960, Tract 40 had the highest unemployment rate at 9.0%, and Tract 41 had the lowest at 3.5%. This means that during the decade of the 60's, those two tracts switched places. Tract 38 and 39, as in 1970, ranked near the city-wide norm. Unemployment rates for statistical Evanston in 1960 can be seen in Table III-9, below.

TABLE III-9

UNEMPLOYMENT WITHIN STATISTICAL EVANSTON, 1960

Census Tract	Male	Female	Total
38	6.6	4.7	6.0
39	7.3	6.2	6.8
40	10.6	6.5	9.0
41	<u>2.8</u>	<u>4.4</u>	<u>3.5</u>
Total	6.6	5.3	6.1

Source: 1960 U.S. Census Data

F. Occupation

Table III-10, on the following page, shows the occupation breakdowns for statistical Evanston, several surrounding communities, and the city. The occupations are listed approximately in order of income and "prestige". The higher paying, prestige occupations appear at the top of the list. From the chart, it is evident that Evanston has a lower percentage of people occupied in those categories at the top of the list, and a higher percentage in those at the bottom, than does the city as a whole. Compared with the surrounding communities, Evanston has the lowest percentage of those employed in the professional and administrative positions, with the exception of Avondale with which it is approximately equal.

Within statistical Evanston, the occupational breakdowns are as shown in Table III-11. From the table, it can be seen that Tract 41 tends to have a high percentage of workers in the upper income fields relative to the other tracts, while Tract 38 has the highest percentage of blue-collar workers.

TABLE III-10

OCCUPATION BREAKDOWNS FOR STATISTICAL EVANSTON, SEVERAL SURROUNDING COMMUNITIES, AND THE CITY AS A WHOLE, 1970

Occupation	Hyde Park Mt. Lookout %	City %	Walnut Hills %	Avondale %	East End %	Evanston %
Professional- Technical	28.5	16.7	13.4	11.6	9.9	9.1
Managerial- Administrative	12.6	6.4	5.3	2.0	3.8	2.4
Sales	11.6	7.0	3.7	2.4	4.5	2.5
Clerical	16.8	20.1	14.7	17.7	12.4	15.8
Craftsmen- Foremen	7.4	9.9	7.6	7.4	13.2	8.4
Operatives	12.4	17.7	17.2	18.7	33.8	21.6
Laborers	2.1	5.0	9.5	7.4	7.0	7.1
Service	6.8	14.6	22.0	26.5	12.2	23.1
Private Household	<u>1.8</u>	<u>2.6</u>	<u>7.6</u>	<u>6.3</u>	<u>3.2</u>	<u>10.0</u>
	100.0	100.0	100.0	100.0	100.0	100.0

Source: 1970 U.S. Census Data, Fourth Count

TABLE III-11

OCCUPATION BREAKDOWNS WITHIN STATISTICAL EVANSTON, 1970

Occupation	38		39		40		41		Total	
	#	%	#	%	#	%	#	%	#	%
Professional- Technical	138	8.1	118	7.5	102	8.5	186	12.7	544	9.1
Managerial- Administrative	24	1.4	16	1.0	37	3.1	63	4.3	140	2.4
Sales	58	3.4	34	2.1	12	1.0	43	2.9	147	2.5
Clerical	236	13.9	278	17.6	245	20.5	182	12.4	941	15.8
Craftsmen- Foremen	117	6.9	101	6.4	166	13.9	114	7.8	498	8.4
Operatives	351	20.6	405	25.6	246	20.6	283	19.3	1,285	21.6
Laborers	135	7.9	97	6.1	88	7.4	104	7.1	424	7.1
Service	477	28.1	275	17.4	238	19.9	381	26.0	1,371	23.1
Private Household	<u>165</u>	<u>9.7</u>	<u>258</u>	<u>16.3</u>	<u>61</u>	<u>5.1</u>	<u>110</u>	<u>7.5</u>	<u>594</u>	<u>10.0</u>
Total	1,701	100.0	1,582	100.0	1,195	100.0	1,466	100.0	5,944	100.0

Source: 1970 U.S. Census Data

G. Educational Attainment

1970 Analysis

According to the 1970 Census, 32.5% of statistical Evanston's residents have graduated from high school. This is quite a bit less than the average for the city (43.7%), and less than the average for any of the surrounding communities, with the exception of East End (20.7%). These percentages can be seen in Table III-12, below.

TABLE III-12

YEARS OF SCHOOL COMPLETED BY PERSONS OVER 25 IN STATISTICAL EVANSTON, SEVERAL SURROUNDING COMMUNITIES, AND THE CITY AS A WHOLE, 1970

	Years Completed	Hyde Park Mt. Lookout %	City %	Walnut Hills %	Avondale %	Evanston %	East End %
	None	.2	1.4	1.7	2.4	1.9	2.2
Elementary	1 - 4	99.8	98.6	98.3	97.6	98.1	97.8
	5 - 7	98.5	94.1	90.9	91.1	92.7	90.0
	8	93.0	82.3	74.3	78.0	78.1	67.3
High School	1 - 3	83.1	66.6	59.2	65.6	63.5	43.0
	4	68.1	43.7	36.4	36.1	32.5	20.7
College	1 - 3	44.2	19.6	16.6	30.0	12.0	9.5
	4	29.2	11.4	9.0	24.0	5.9	5.7

Source: 1970 U.S. Census, Fourth Count Tape

TABLE III-13

YEARS OF SCHOOL COMPLETED BY PERSONS OVER 25 IN STATISTICAL EVANSTON, 1970

	Years Completed	T r a c t				Total
		38 %	39 %	40 %	41 %	%
	None	1.9	2.7	1.3	1.6	1.9
Elementary	1 - 4	98.1	97.3	98.7	98.4	98.1
	5 - 7	91.5	91.4	94.9	93.9	92.7
	8	72.2	73.5	82.2	80.7	78.1
High School	1 - 3	61.4	57.7	67.9	68.3	63.5
	4	27.9	26.2	38.6	39.6	32.5
College	1 - 3	9.2	9.2	12.3	17.6	12.0
	4	4.1	3.1	4.8	11.5	5.9

Source: 1970 U.S. Census Data, Fourth Count

Within statistical Evanston, Tract 41 shows the highest percentage of residents who have graduated from high school, 39.6% (see Table III-13, on the preceding page). This is still lower than the city norm and approximately one-fifth higher than the Evanston norm. Tract 40, with 38.6% of its residents graduated from high school, ranks nearly even with Tract 41. These facts correlate with the higher income figures for these tracts and the higher percentage of residents with professional and managerial occupations. Tracts 38 and 39, with percentages of 27.9 and 26.2, respectively, are both below the city norm and also the norm for statistical Evanston.

Comparison with 1960

In comparing these data with 1960, (see Table III-14, below), it can be noted that the percent of residents over 25 graduating from high school in both the city and Evanston as a whole has increased. The increase which took place in Tracts 40 and 41 are just enough to offset the decrease in Tracts 38 and 39. In 1970, there was a decrease in the percentage of college graduates in statistical Evanston.

TABLE III-14

YEARS OF SCHOOL COMPLETED BY PERSONS OVER 25 IN STATISTICAL EVANSTON AND IN THE CITY, 1960

	Years Completed	T r a c t				Total %	City %
		38 %	39 %	40 %	41 %		
Elementary	none	2.5	.3	.8	.7	1.2	1.3
	1--4	97.5	99.7	99.2	99.3	98.8	98.7
	5--7	88.5	92.2	92.7	91.8	91.0	91.8
High School	--8	75.2	79.5	80.3	77.3	77.6	76.0
	1--3	53.6	56.6	63.3	59.7	57.5	54.9
	--4	28.5	28.3	37.0	34.3	31.4	33.6
College	1--3	11.7	11.9	16.6	16.8	13.9	15.5
	--4	4.7	5.9	9.0	9.4	6.6	8.3

Source: 1970 U.S. Census Data, Fourth Count

H. In-Migration Patterns

Table III-15, on the following page, shows the percentage of people living in the same house where they lived in 1965, in statistical Evanston and in the city as a whole. Evanston had much less in-migration than the city as a whole. About one-fifth of those migrating into the community come from elsewhere in Cincinnati. In Evanston, the percentage of new residents migrating

from other Cincinnati communities is considerably less than in the city as a whole. Of those migrating in from outside the city, more have come from outside the SMSA¹ than from inside, which is the same as the city norm.

TABLE III-15
IN-MIGRATION IN STATISTICAL EVANSTON AND
IN THE CITY, 1960-1970

Residence in 1965	Tract 38 %	Tract 39 %	Tract 40 %	Tract 41 %	Total %	City %
Same in 1970	67.4	59.6	74.7	72.5	68.4	51.1
Different House:						
In Cincinnati	24.8	33.7	16.8	18.5	23.5	30.7
In SMSA	4.3	2.0	2.7	4.8	3.6	7.5
Outside SMSA	3.5	4.0	5.8	4.2	4.3	9.9
North and West ¹	(2.3)	(2.7)	(4.6)	(3.6)	(3.2)	(7.0)
South ¹	(1.2)	(1.3)	(1.2)	(.6)	(1.1)	(2.9)
Abroad	-	.7	-	-	.2	.8
Total	100.0	100.0	100.0	100.0	100.0	100.0

¹ The "North and West" and "South" categories add up to equal the "Outside of the SMSA" category.

Source: 1970 U.S. Census Data

In-migration from outside the SMSA is nearly four-fifths from the north and west, rather than from the south. In summary, statistical Evanston has less in-migration than average in the city, and a slightly larger proportion of those migrating in come from close by.

Within statistical Evanston, Tract 40 has the least in-migration, but Tracts 38 and 41 rank closely behind. Tract 39 is closest to the city norm, but still is nearly 10% lower. The small amount of migration into statistical Evanston indicates an absence of new construction and a high percentage of residents who have stayed at the same address for some time. It is, by this measure, a very stable neighborhood.

¹ Standard Metropolitan Statistical Area including Hamilton, Clermont, and Warren Counties in Ohio; Boone, Kenton, and Campbell Counties in Kentucky; and Dearborn County in Indiana

I. Juvenile Delinquency

According to the 1970 Annual Report of the Hamilton County Court of Common Pleas, Juvenile Division, statistical Evanston had 392 cases of juvenile delinquency or unruliness. Comparing this with the number of juveniles (under age 18) living in statistical Evanston, we find a rate of 6.09% of juveniles involved in delinquency or unruliness. This compares with 4.92% for the city as a whole, and is higher than only one nearby community, that being Hyde Park-Mt. Lookout. This data can be found in Table III-16, below, along with the data for several surrounding communities.

TABLE III-16

JUVENILE DELINQUENCY RATE IN STATISTICAL EVANSTON,
SEVERAL SURROUNDING COMMUNITIES, AND THE CITY AS A WHOLE, 1970

	# Delinquency Cases	Total Population (under 18)	Delinquency Rate
Walnut Hills	387	5,060	7.65
Avondale	696	9,469	7.35
East End	150	2,135	7.03
Evanston	392	6,437	6.09
City	7,308	148,662	4.92
Hyde Park, Mt. Lookout	206	8,508	2.42

Source: The 1970 Annual Report of the Hamilton County Court of Common Pleas, Juvenile Division, and 1970 U.S. Census Data

J. Summary

Evanston is basically a family community. It tends to be blue-collar, rather than white-collar or professional, and is quite stable with regard to the length of residence. Economically, it tends to be poor, with high indicators in the number of families receiving welfare, the number of families below the poverty level, and the rate of unemployment. Family income is also below average, as is the educational level of the residents.

IV LAND USE AND ZONING

A. General Land Use Patterns

Evanston is, and has always been, a residential community. Multi-family uses are generally found near the Montgomery Road-Woodburn Avenue corridor, while single and two-family uses flank this corridor. Single-family uses are most concentrated in the western and, especially, the eastern extremities of the community.

Among other land use classifications, commercial uses are stretched along Dana, Montgomery, and Woodburn Avenues, while industrial uses are located north of Dana Avenue and along the railroad tracks in the northwestern portion of the community. The northern extremity of Evanston, between the Norwood boundary and Victory Parkway, is primarily occupied by Xavier University, and the center of the community, by Jewish and Calvary Cemeteries. Recreation uses are located on the periphery of the community.

B. Land Use Classifications

Evanston's biggest land use is residential, with 39.1% of the community's acreage, followed by street right-of-way (26.2%) and public/semi-public (16.7%). Evanston has better than twice as much of its land devoted to public/semi-public and street right-of-way uses than does the city as a whole. It is above the city average in total residential, two-family residential, and industrial uses, and below the city in one-family and multi-family residential, railroad, and parks and recreational uses. It has far below the city's proportion of commercial uses, and only about one-tenth of the city average of vacant land. This data is shown in Table IV-1, on the following page, and Map IV-1 shows the distribution of land use in Evanston.

Since 1957, there have been considerable changes in the land use patterns in Evanston. There is now considerably more land in Evanston devoted to multi-family residential, commercial, public/semi-public, railroad, and street right-of-way uses than there was in 1957, while there is less land devoted to single and two-family residential, industrial, vacant, and parks and recreational uses than in 1957. Much of this change is due to the construction of I-71 in the community, which resulted in the conversion of residential and recreational land to street right-of-way. The increase in the public/semi-public category was due, in part, to the construction of Sawyer and Parham Schools, and the expansion of Xavier University.

C. Zoning Patterns

The zoning patterns in Evanston are shown in Map IV-2. While these patterns do not coincide with the land use patterns, they show the possibility for future development. In the sections starting on page 32, each type of presently existing zoning in Evanston is discussed. A brief summary of requirements in each of the residential zones is shown in Appendix IV-1.

TABLE IV-1

EVANSTON AND CITY LAND USE, 1957-1973

By Census Tract

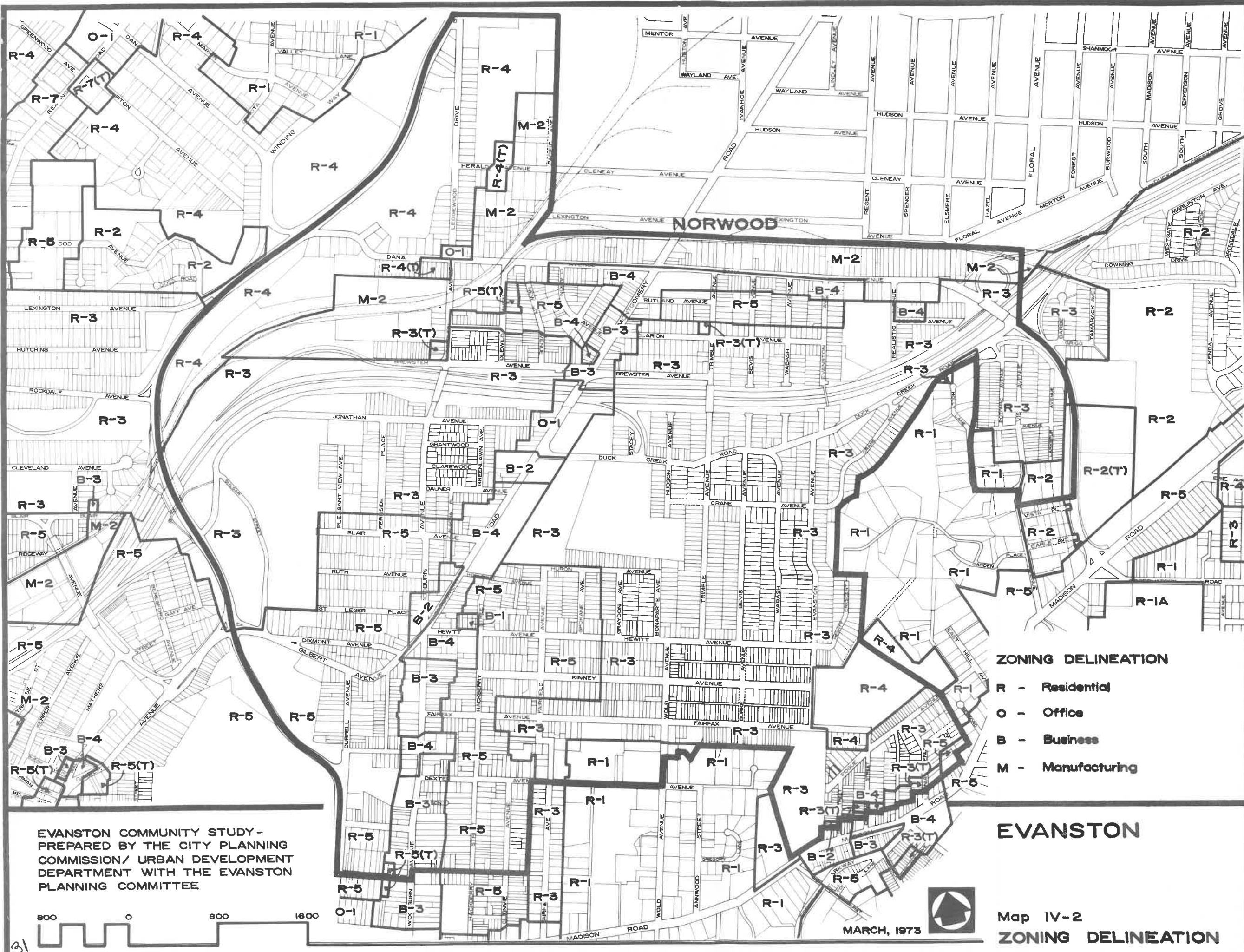
Evanston Land Use, 1957

	38	%	39	%	40	%	41	%	50			Total	%	City %
									65	66	66			
Residential	114.49	37.5	70.45	57.2	89.15	57.2	89.16	62.1	27.12	23.9	390.37	46.4		
1-Family	58.92	19.3	26.24	21.3	62.03	39.8	61.02	42.5	25.76	22.7	233.97	27.8		
2-Family	45.49	14.9	33.13	26.9	24.31	15.6	23.69	16.5	.68	.6	127.30	15.1		
Multi-Family	10.08	3.3	11.08	9.0	2.81	1.8	4.45	3.1	.68	.6	29.10	3.5		
Commercial	7.33	2.4	4.93	4.0	2.49	1.6	.43	.3	1.93	1.7	17.11	2.0		
Industrial	12.21	4.0	2.59	2.1	12.31	7.9	.14	.1	16.91	14.9	44.16	5.2		
Vacant	11.30	3.7	1.23	1.0	7.48	4.8	6.75	4.7	17.59	15.5	44.35	5.3		
Pub./Semi-Public	64.73	21.2	8.87	7.2	4.21	2.7	5.17	3.6	13.62	12.0	96.60	11.5		
Railroad	4.27	1.4	--	--	2.34	1.5	--	--	5.90	5.2	12.51	1.5		
Street R.O.W.	54.04	17.7	26.24	21.3	30.55	19.6	30.73	21.4	17.13	15.1	158.69	18.9		
Parks/Recreation	36.94	12.1	8.87	7.2	7.32	4.7	11.20	7.8	13.28	11.7	77.61	9.2		
Total	305.31	100.0	123.18	100.0	155.85	100.0	143.58	100.0	113.48	100.0	841.40	100.0		

Evanston Land Use, 1973

Residential	93.64	30.7	63.75	51.8	69.03	44.3	80.23	55.9	22.33	19.7	328.98	39.1	36.4
1-Family	42.43	13.9	21.97	17.9	47.79	29.4	46.89	32.7	18.51	16.3	175.59	20.9	24.5
2-Family	36.06	11.8	23.76	19.3	19.35	12.4	24.72	17.2	1.86	1.7	105.75	12.6	4.1
Multi-Family	15.15	5.0	18.02	14.6	3.89	2.5	8.62	6.0	1.96	1.7	47.64	5.6	7.8
Commercial	10.31	3.4	10.09	8.2	6.19	4.0	1.06	.7	1.25	1.1	28.90	3.4	8.3
Industrial	12.31	4.0	.52	.4	3.25	2.1	.29	.2	12.86	11.3	29.23	3.5	2.5
Vacant	4.62	1.5	3.81	3.1	3.82	2.4	2.41	1.7	4.93	4.4	19.59	2.3	20.8
Pub./Semi-Public	65.80	21.6	8.96	7.3	8.51	5.5	21.14	14.7	36.43	32.1	140.84	16.7	8.3
Railroad	7.11	2.3	--	--	3.43	2.2	--	--	9.67	8.5	20.21	2.5	2.7
Street R.O.W.	95.23	31.2	26.51	21.5	54.28	34.8	28.57	19.9	15.93	14.0	220.52	26.2	11.5
Parks/Recreation	16.29	5.3	9.54	7.7	7.34	4.7	9.88	6.9	10.08	8.9	53.13	6.3	9.5
Total	305.31	100.0	123.18	100.0	155.85	100.0	143.58	100.0	113.48	100.0	841.40	100.0	100.00

Source: City Planning Commission data, 1957 and Field Survey, 1973



EVANSTON COMMUNITY STUDY -
 PREPARED BY THE CITY PLANNING
 COMMISSION/ URBAN DEVELOPMENT
 DEPARTMENT WITH THE EVANSTON
 PLANNING COMMITTEE

ZONING DELINEATION

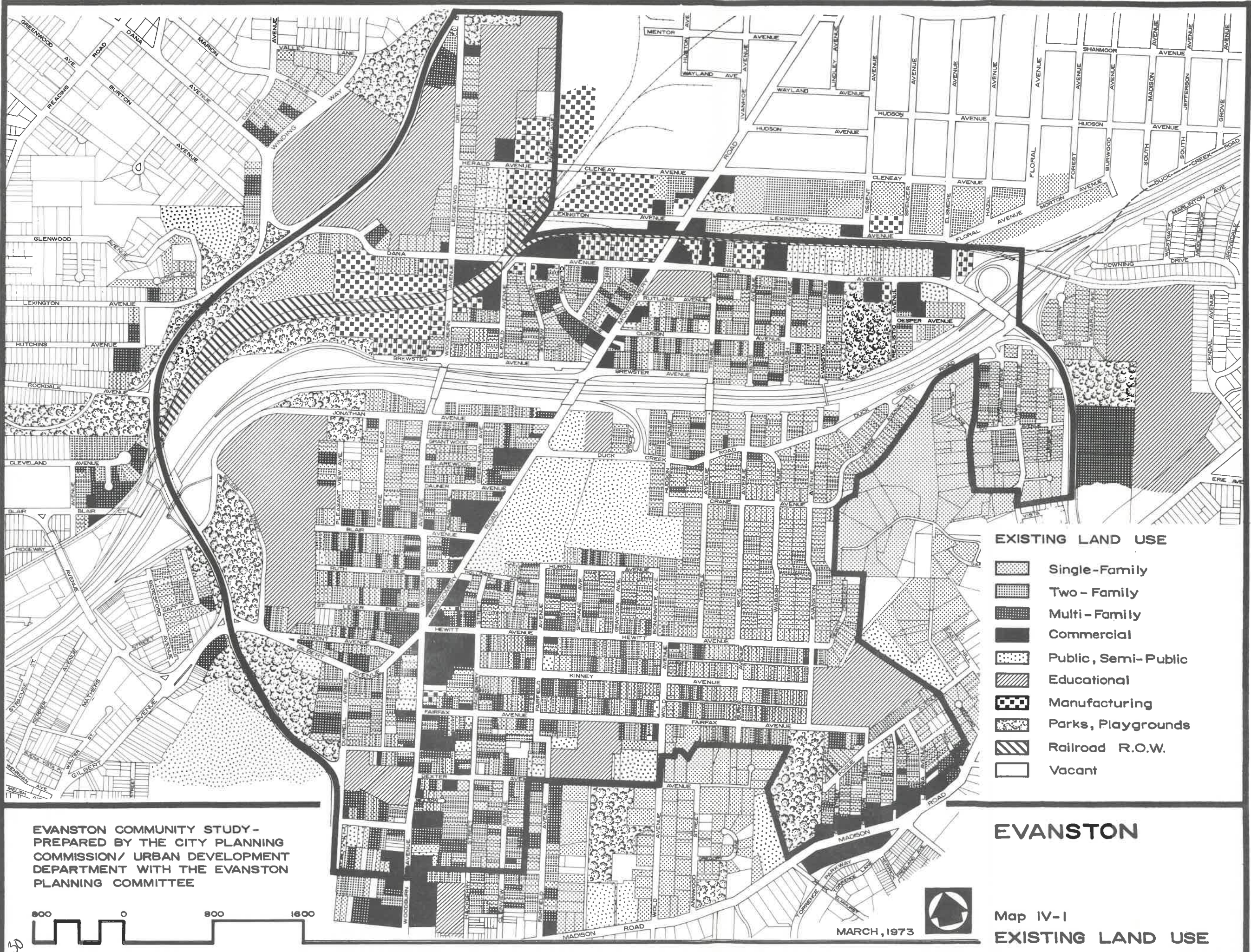
- R - Residential
- O - Office
- B - Business
- M - Manufacturing

EVANSTON











Map IV-2
ZONING DELINEATION

MARCH, 1973





EXISTING LAND USE

-  Single-Family
-  Two-Family
-  Multi-Family
-  Commercial
-  Public, Semi-Public
-  Educational
-  Manufacturing
-  Parks, Playgrounds
-  Railroad R.O.W.
-  Vacant

EVANSTON COMMUNITY STUDY -
 PREPARED BY THE CITY PLANNING
 COMMISSION/ URBAN DEVELOPMENT
 DEPARTMENT WITH THE EVANSTON
 PLANNING COMMITTEE



EVANSTON

Map IV-1
EXISTING LAND USE

MARCH, 1973



Residential

Most of the residential zoning in Evanston lies in the areas east and west of the Montgomery Road-Woodburn Avenue corridor and south of the Dana Avenue commercial corridor. Much of that is R-3 and, to a lesser extent, R-5, with a sprinkling of R-1, R-2, and R-4.

- R-1 - This is a single-family zone allowing only low-density development, and appears only in one area in the northeastern portion of the community, in the vicinity of Ivy and Vista Avenues.
- R-2 - This is also a single-family zone, but allows a higher density than the above. It also appears only in one place, immediately adjacent to the R-1 zone along Vista Terrace.
- R-3 - This is a two-family zone, within which over half of the Evanston Community lies.
- R-4 - This is the most restrictive of the multi-family zones. There is very little in the Evanston Community; some lies in the northwestern corner, around Xavier University, and even less in the area of Sawyer Junior High School in the southeastern corner.
- R-5 - This is the least restrictive multi-family zoning in Evanston, and generally flanks Montgomery Road-Woodburn Avenue and Dana Avenue corridors.

Business

Business zoning in Evanston exists only in the Montgomery Road-Woodburn Avenue and Dana Avenue corridors. This consists mostly of B-4, with some B-2 and B-3 mixed in, and one B-1 area.

- B-1 - This is the most restrictive business zone, allowing only stores, offices, and services, and is located in Evanston only on the corner of Hackberry Street and Hewitt Avenue.
- B-2 - This zone allows stores, community facilities, restaurants, theaters, etc., and is located in two areas along Montgomery Road.
- B-3 - This zone allows wholesale, warehouse, and hotel uses in addition to the above. In Evanston, B-3 areas are located along Woodburn Avenue, and along Montgomery Road just north of the expressway.
- B-4 - This is the least restrictive business zone, allowing, in addition to the above, automotive services and drive-in establishments. In Evanston, B-4 zones are scattered along the Montgomery Road-Woodburn Avenue corridor, and occupies the south side of Dana Avenue.

Office

There are only two office zones in Evanston, one along Montgomery Road, just south of the expressway, and the other at Dana and Ledgewood Avenues. Both are O-1 zones, which allow offices, banks, funeral homes, art galleries, some personal services, but not retail stores.

Manufacturing

Industrial zoning exists only in the northwestern segment of the community and along the north side of Dana Avenue. This is all M-2 zoning, which allows most light and heavy industrial uses.

D. Zone Changes

Below is a list of the zone changes which have taken place in the Evanston Community since the revision of the zoning code in 1963. They are listed below in chronological order, with the year of their passage:

- 1963 - Cohoon Street
Changed from R-3 to R-3(T) on December 11, 1963 to provide off-street parking for a business on Madison Road.
- 1967 - Montgomery Road-near Blair
Changed from B-2 to B-4 on March 22, 1967 to make the present auto repair business conforming.
- 1967 - Cinnamon Street
Changed from R-3(T) to B-4 on December 20, 1967 to allow construction of an auto parts warehouse as an addition to an existing business.
- 1969 - Pogue and Fairfax Avenues
Changed from R-1 and R-3 to R-4 on March 5, 1969 to allow construction of a new facility at the Home for Adult Incurables.
- 1969 - O'Bryon Street
Changed from R-3 to R-3(T) on December 10, 1969 to provide off-street parking for the petitioner's business on Madison Road.
- 1970 - Dana Avenue-near Woodburn
Changed from R-4 to R-4(T) on September 16, 1970 to allow The Coca Cola Company, in an adjacent M-2 zone, to expand its parking lot.
- 1970 - Montgomery Road-at Brewster
Changed from B-3 to B-4 on December 16, 1970 to allow the SOHIO Oil Company to build a gas station.

1972 - Clarion Avenue-at Trimble
Changed from R-3 to R-3(T) on March 29, 1972 to allow a
church building to be used for the Evanston Community
Center and Evanston Community Council offices.

As can be seen from the list, all eight of these changes are toward less restrictive zones. The market pressure in Evanston, then, is toward greater density and greater intensity of activity, which is counter to the goal of the Evanston Community to see Evanston remain a neighborhood of single and two-family homes.

V HOUSING CHARACTERISTICS

A. Residential Mix

53.4% of the residential acreage in Evanston is occupied by single-family uses. Another 32.1% is occupied by two-family uses, leaving 14.5% as multi-family. Although the percentage of single-family acreage in Evanston is lower than the city average, the combined percentages of one and two-family acreage is higher, and the percentage of multi-family is lower. These data can be seen in Table V-1, below.

TABLE V-1
RESIDENTIAL MIX IN THE EVANSTON COMMUNITY (1973)
AND IN THE CITY (1970)

Census Tract	Single-Family		Two-Family		Multi-Family		Total	
	Acres	%	Acres	%	Acres	%	Acres	%
38	42.43	45.3	36.06	38.5	15.15	16.2	93.64	100.0
39	21.97	34.4	23.76	37.3	18.02	28.3	63.75	100.0
40	45.79	66.3	19.35	28.0	3.89	5.7	69.03	100.0
41	46.89	58.5	24.72	30.8	8.62	10.7	80.23	100.0
50, 65, 66	<u>18.51</u>	<u>82.9</u>	<u>1.86</u>	<u>8.3</u>	<u>1.96</u>	<u>8.8</u>	<u>22.33</u>	<u>100.0</u>
Evanston Total	175.59	53.4	105.75	32.1	47.64	14.5	328.98	100.0
City		68.3		11.7		20.0		100.0

Source: City Planning Commission

Within Evanston, with the exception of small portions in Tracts 50, 65, and 66, Tract 40 has the highest percentage of single-family acreage (66.3%), with Tract 41 fairly close behind (58.5%). Tract 39 has the lowest percentage with 34.4%. Concerning two-family usages, all four tracts fall between 28.3% and 38.5%, with Tracts 40 and 41 having the lowest percentages. These tracts also have a far lower percentage of land devoted to multi-family use (5.7 and 10.7 respectively).

In comparing residential mix with household size (page 9), we find a high correlation between the percentage of single-family units and the number of persons per dwelling unit. In fact, the four Census Tracts rank the same in both categories, with Tract 40 having the highest, then Tract 41 and 38. Tract 39 ranks the lowest in both categories. Concerning population density, (page 12), the opposite is true. Where there is a high percentage of single-family homes, there is a low population density (in persons per residential acre). Tract 39 has the highest density, followed by Tracts 38, 41, and 40, in that order. This is the exact reverse of both residential mix and household size.

In summary, Evanston tends to be a community of one and two-family homes, especially in the eastern half of the community.

B. Homeowner-Renter and Vacancy Trends

The percentage of homeowners in statistical Evanston has dropped slightly from 45.0% to 44.5% since 1960. This drop is significantly smaller than the city's, however. The percentage of renters has also dropped very slightly while the city's has risen by 1.4%. The vacancy rate has risen, but not as much as in the city as a whole, and Evanston's rate in both 1960 and 1970 is far below the city's. This data appears in Table V-2, below.

TABLE V-2

HOUSING TENURE AND VACANCY IN STATISTICAL EVANSTON, 1960-1970

	Tract	Owner		Renter		Vacant		Total D.U.'s	
		#	%	#	%	#	%	#	%
1	38	600	40.1	847	56.5	51	3.4	1,498	100.0
9	39	396	28.6	910	65.8	78	5.6	1,384	100.0
7	40	573	67.2	240	28.1	40	4.7	853	100.0
0	41	<u>610</u>	<u>52.5</u>	<u>505</u>	<u>43.5</u>	<u>47</u>	<u>4.0</u>	<u>1,162</u>	<u>100.0</u>
	Total	2,179	44.5	2,502	51.1	216	4.4	4,897	100.0
	City		35.7		57.0		7.3		100.0
1	38	784	43.0	973	53.3	87	3.7	1,824	100.0
9	39	429	29.8	951	66.2	57	4.0	1,437	100.0
6	40	545	60.1	339	37.3	24	2.6	909	100.0
0	41	<u>759</u>	<u>53.4</u>	<u>611</u>	<u>43.0</u>	<u>51</u>	<u>3.6</u>	<u>1,421</u>	<u>100.0</u>
	Total	2,518	45.0	2,874	51.4	199	3.6	5,591	100.0
	City		38.3		55.6		6.1		100.0

Source: 1960 and 1970 U.S. Census Data

Within Evanston, Tract 40 is the only tract showing an increase in homeownership, and it has by far the highest percentage with 67.2%. Tract 39 has the highest percentage of rental units, but has shown a decrease since 1960, with a fairly sharp increase in vacant units. Tract 38 is the only one of the four tracts to show a decrease in the vacancy rates.

In summary, the trends in Evanston have generally paralleled the city trends of decreases in homeownership and increases in renter and vacancy rates.

C. Home Value and Rent Trends

Although both home values and rents in Evanston have risen since 1960, they have not risen as fast as the city as a whole. Home values and rents have risen 10.0% and 26.2%, respectively, while the figures for the city are 16.1% and 45.3%, nearly double the Evanston rise. This data can be seen in Table V-3, below.

TABLE V-3
HOME VALUES AND RENTS IN STATISTICAL EVANSTON
AND IN THE CITY, 1960-1970

Census Tract	Mean Value		% Increase	Mean Gross Rent		% Increase
	1960	1970		1960	1970	
38	12,894	13,800	7.0	75.8	96.3	27.0
39	13,807	13,700	- .8	76.7	93.1	21.4
40	15,676	18,400	17.4	81.0	109.1	34.7
41	<u>15,199</u>	<u>17,300</u>	<u>13.8</u>	<u>77.8</u>	<u>101.3</u>	<u>30.2</u>
Total	14,527	15,972	10.0	77.2	97.4	26.2
City	16,200	18,800	16.1	70.5	102.4	45.3

Source: 1960 and 1970 U.S. Census Data

D. Overcrowding

While the percentage of overcrowded dwelling units in Evanston decreased by 4.8% during the ten years between 1960 and 1970, the percentage of overcrowded units in the city decreased even more (5.9%). Tract 39 had the greatest decrease (8.3%), which was greater than the city's. The other three tracts had decreases less than the city's. These data are shown in Table V-4, on the following page.

E. Building Condition

In the spring of 1972, the City Planning Commission hired two Evanston residents to conduct a building condition survey of the community. This was a sidewalk survey in which houses were rated from the sidewalk, using the condition of various elements (roof, foundation, etc.) as criteria. The survey cannot be interpreted as a building inspection since the buildings were not entered, but only as a general indicator of building condition. A sample survey form can be found in Appendix V-1. The results are shown in Table V-5, on the following page, and plotted on Map V-1, on page 39. This was a unique survey, done in this manner only in Evanston, so there is no way to compare the results with the city or with the surrounding communities.

TABLE V-4

OVERCROWDING IN STATISTICAL EVANSTON AND IN THE CITY, 1960-1970

Census Tract	Units With More Than 1.01 Persons Per Room				% Change
	1960	%	1970	%	
38	271	14.9	173	11.5	- 3.4
39	279	19.4	153	11.1	- 8.3
40	127	14.0	81	9.5	- 4.5
41	<u>214</u>	<u>15.1</u>	<u>139</u>	<u>12.0</u>	<u>- 3.1</u>
Total	891	15.9	546	11.1	- 4.8
City	25,255	14.7	15,289	8.8	- 5.9

Source: 1960 and 1970 U.S. Census Data

TABLE V-5

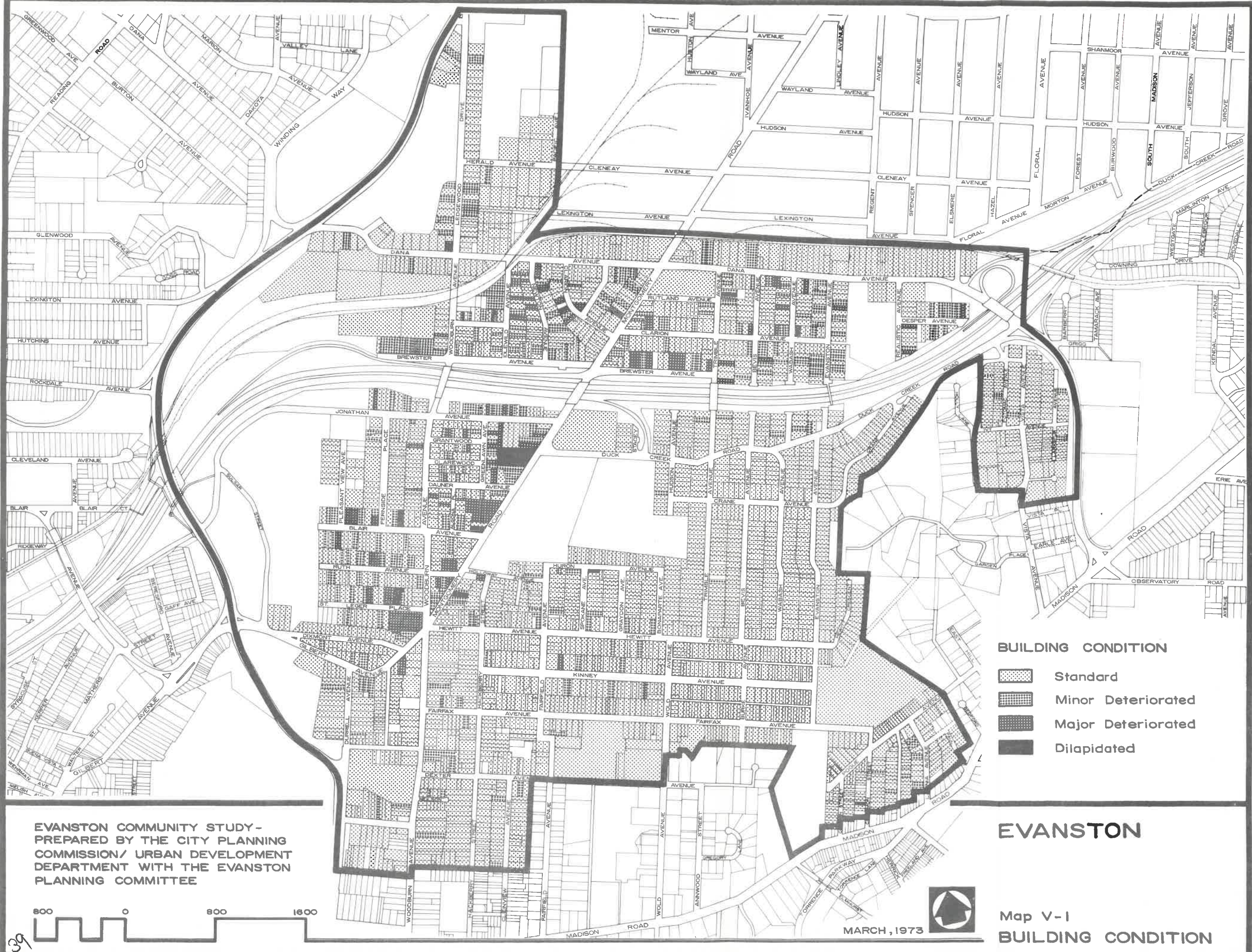
BUILDING CONDITION IN THE EVANSTON COMMUNITY, 1972





Census Tract	Standard		Minor Deteriorated		Major Deteriorated		Dilapidated		Total
	#	%	#	%	#	%	#	%	
38	580	72.9	156	19.6	54	6.8	6	.7	796
39	425	89.5	41	8.6	8	1.7	1	.2	475
40	462	85.7	61	11.3	14	2.6	2	.4	539
41	625	94.6	32	4.8	2	.3	2	.3	661
50	25	89.3	3	10.7	-	-	-	-	28
65	45	78.9	11	19.3	1	1.8	-	-	57
66	<u>14</u>	<u>87.5</u>	<u>2</u>	<u>12.5</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>16</u>
	2,176	84.6	306	11.9	79	3.1	11	.4	2,572

Source: City Planning Commission Field Survey Data

As can be seen from the table, 84.6% of the buildings in Evanston are in standard condition, while only .4% are dilapidated. The remaining 15.0% are deteriorated. Within Evanston, Tract 38 has the lowest percentage of buildings in standard condition (72.9%), and Tract 41 has the highest (94.6%). In the dilapidated category, Tract 38 has the highest percentage (.7%) and Tract 39 has the lowest (.2%).

As can be seen from the map, most of the deteriorated and dilapidated buildings lie in the area north of the expressway and west of Montgomery Road. The greatest concentration of substandard buildings is along Montgomery Road, south of the freeway.



- BUILDING CONDITION**
-  Standard
 -  Minor Deteriorated
 -  Major Deteriorated
 -  Dilapidated

EVANSTON COMMUNITY STUDY -
 PREPARED BY THE CITY PLANNING
 COMMISSION/ URBAN DEVELOPMENT
 DEPARTMENT WITH THE EVANSTON
 PLANNING COMMITTEE

EVANSTON



MARCH, 1973



Map V-1
BUILDING CONDITION

VI COMMERCIAL

A. Location of Business Activity

Of Evanston's total land area, 3.4%, or approximately 29 acres, is devoted to commercial land uses, a figure much below the city's average of 8.3%. Census Tracts 38 and 39 are the two areas having the greatest concentration of commercial uses. They each contain more than one-third of all the commercial acreage in statistical Evanston. Tract 40 falls slightly behind with approximately 21% of the commercial land use.

B. Neighborhood Business Districts in Evanston

In 1970, the Cincinnati City Planning Commission began a study of the economic patterns and other related issues confronting neighborhood business areas throughout the city. The initial phase of the Neighborhood Business District Program focused upon many of the economic, attitudinal and behavioral factors affecting the strength of neighborhood business areas. This phase of the program included an analysis of regional economic and development factors likely to have an impact upon neighborhood business areas, and market area analyses which included an initial analysis of the Market Area's Business Districts. For purposes of this program, the Neighborhood Business District (N.B.D.) is defined as:

" . . . a concentration of at least five (5) establishments used for any one of several activities: retail, selected services, financial-real estate-insurance and professional services."¹

Evanston makes up a part of Market Area 11 along with Walnut Hills, East Walnut Hills, Mt. Adams and the O'Bryonville areas of the city. Market Area 11 contains eight N.B.D.'s, four of which are within or adjacent to Evanston. At least two business areas located within Norwood (N.B.D. 333 and N.B.D. 337) are used by Evanston residents, though they are incorporated in Market Area 3 (Hyde Park-Mt. Lookout-Oakley) and are not included in this analysis, since they were outside the 1970 study area. The 1970 pilot survey of the Market Area's residents indicates that up to 55 percent may be purchasing groceries in N.B.D.'s located outside Market Area 11. Of those usually purchasing groceries inside the Market Area, most use Peebles Corner. Those purchasing groceries inside the Market Area also use Hyde Park Plaza and Swifton Shopping Center in addition to the Norwood districts.

Six Neighborhood Business Areas known to be used by some Evanston residents are described below, as well as graphically delineated on Map VI-1:

N.B.D. 26: DeSales Corner, located at the intersection of
Madison Road and Woodburn Avenue:

1 A Summary of The Neighborhood Business District Study, June, 1971, p. 1-2

- N.B.D. 28: Located along Montgomery Road between Woodburn Avenue and Duck Creek Road;
- N.B.D. 29: Located along Montgomery Road between Brewster and Rutland Avenues;
- N.B.D. 65: O'Bryonville, located generally at the intersection of Madison Road and Torrence Parkway;¹
- N.B.D. 333: Norwood, located along Montgomery Road between Lexington and Williams Avenues; and
- N.B.D. 337: Norwood Plaza, located at the intersection of Montgomery Road and Ivanhoe Avenue.²

Table VI-1 shows the estimated number of establishments, vacancies, and parking spaces per occupied establishment. Appendix VI-1 shows the number and type of establishments located within each of the four in-city N.B.D.'s in 1970 and Appendix VI-2 shows an updated list of establishments for N.B.D.'s 28 and 29 for 1973.

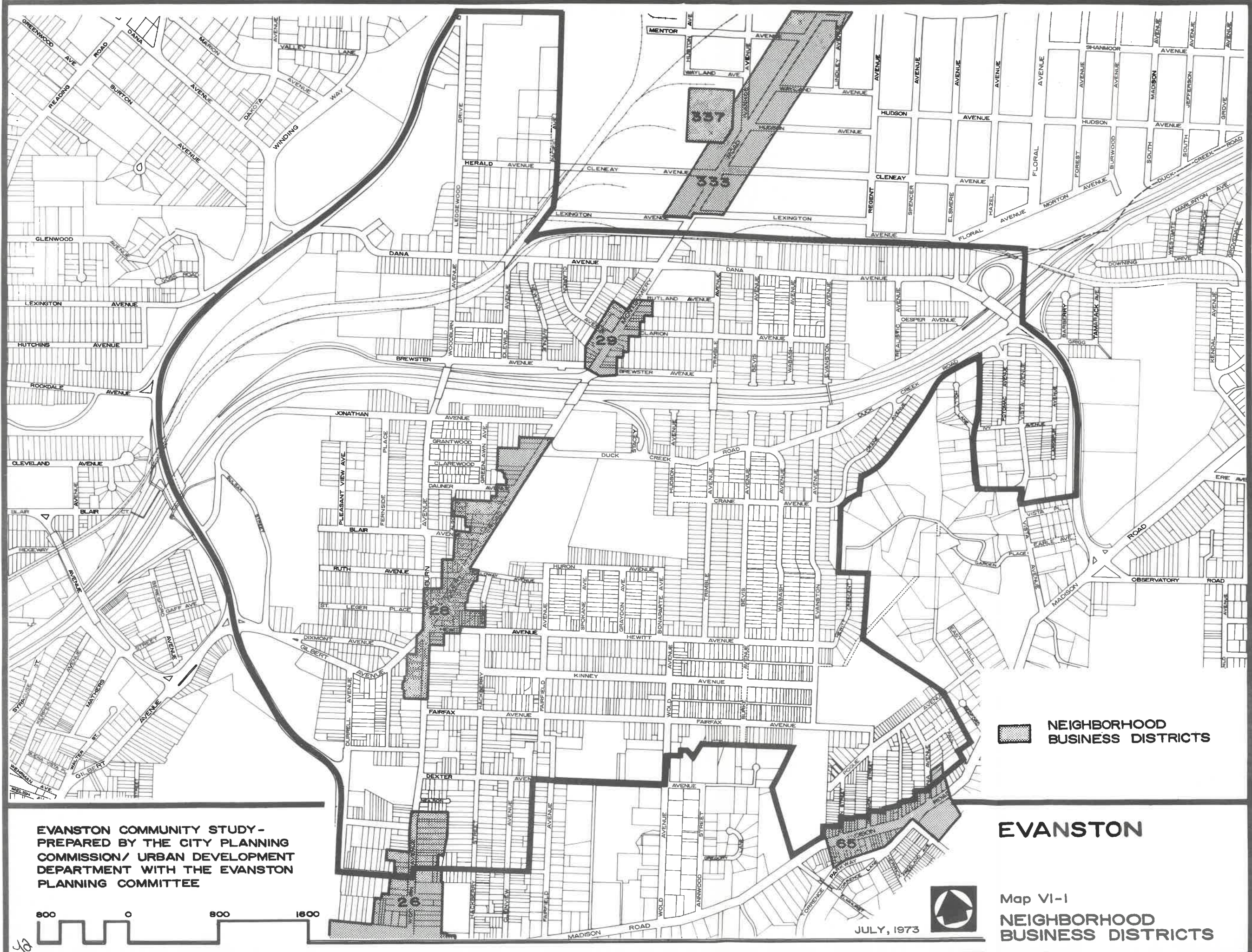
TABLE VI-1

EVANSTON BUSINESS DISTRICTS, 1970

N.B.D.	Estimated Number of Establishments	Estimated Vacancies		Estimated Parking Spaces Per Occupied Establishment
		#	%	
26 (DeSales Corner)	104	20	19	10.0
28 (South of I-71)	44	8	18	6.0
29 (North of I-71)	36	6	17	2.9
65 (O'Bryonville)	<u>58</u>	<u>6</u>	<u>10</u>	<u>2.1</u>
Total	242	40	17	6.4

Source: Market Area 11, Evanston-Walnut Hills: Problems, Issues and Recommendations

- 1 This business area serves both O'Bryonville residents and people residing within eastern and northeastern Cincinnati. O'Bryonville residents do not seem to be oriented toward Evanston.
- 2 Source of N.B.D. delineations: Market Area 3, Hyde Park-Mt. Lookout-Oakley: Problems, Issues and Recommendations, City Planning Commission, 8-71; Market Area 11, Evanston-Walnut Hills: Problems, Issues and Recommendations, City Planning Commission, 9-71



EVANSTON COMMUNITY STUDY -
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 NEIGHBORHOOD
 BUSINESS DISTRICTS

EVANSTON

Map VI-1
 NEIGHBORHOOD
 BUSINESS DISTRICTS

JULY, 1973



The population in the Evanston area, as well as other portions of Market Area 11, has been declining in number and will continue to decline until 1980 when the population is expected to level off, (see page 13). The number of households, however, is expected to increase. These changes in population and household characteristics along with the increase anticipated in family income levels are going to continue to have an impact upon shopping habits and market demands. These changes are already occurring and have affected the N.B.D.'s serving the Evanston area. The four in-city N.B.D.'s are adjusting to these changes in the manner described in the following paragraphs.

N.B.D. 26 (DeSales Corner) contained 11% of the Market Area's N.B.D. establishments for which past information is available in 1970 and 13% in 1960. This change is not significant. Of all N.B.D.-type of establishments located within N.B.D.'s, it contained 12% of the Market Area's in 1970. This N.B.D. is the largest in the Evanston area with respect to number of N.B.D.-type establishments in 1970. This district contains region-serving offices and convenience retail and selected services. In the 1960 decade, for the city's N.B.D.'s as a group, retail establishments declined in number while services increased. This business district is adjusting to changes in both market demands and changes occurring within retail industries. This adjustment process is further reflected in a high increase in vacancy level.¹

N.B.D. 26, for the types of businesses it contained, was competitive in 1970 with other N.B.D.'s having the same types of establishments.² In that year it contained about the same relative number of selected and professional services as all the Market Area's N.B.D.'s, but the portion of retail establishments was less. Median length of time the establishments had been in business at their present location was ten years and may indicate future instability because a significant number of business owners say that they are considering moving in the next five years.³ Parking within the business area appeared adequate in total with a parking ratio of ten spaces per establishment, but there may be a distribution problem or it may be used primarily by employees and nearby residents.

N.B.D. 28 (Montgomery Road south of I-71) had 7% of the Market Area's establishments for which past information is available in both 1960 and 1970. according to the 1970 survey, it was the most frequently used (by Evanston residents) of all the Evanston area in-city N.B.D.'s in 1970 even though it was one of the smaller N.B.D.'s in number of establishments, because its function is primarily convenience retail and service. The 1965-1970 increase in vacancy indicates an adjustment occurring, partly due to changes in retail practices, a decline in population and population mobility. The loss of savings and loans, 1960-1970, reflects the racial change occurring during the same time period.

1 Source of information: N.B.D. Program Staff

2 Market Area 11, Evanston-Walnut Hills: Problems, Issues and Recommendations, p. 17

3 Ibid., p. 18

N.B.D. 28 shows substantial economic instability that is associated with the adjustment process. During 1969, it was below average in profit and the percent change in sales between the first six months of 1969 and the first six months of 1970 ranged between average and below average. In comparison to other N.B.D.'s in the Market Area having the same types of establishments, N.B.D. 28 was in a weak competitive position. An above average number of the district's business have relocated or started operations during the 1960-1970 decade, but an above average number of merchants have also said they were considering moving.¹

Between 1970-1973, N.B.D. 28 has maintained the same number of personal services. However, during the same period, retail establishments have been drastically reduced from 18 to 8 stores. Grocery stores are the only category of retail businesses that have remained stable during this three year period. Vacancy ratio for N.B.D. 28 has climbed to 31%, (see Appendix VI-2).²

Statistically, parking in N.B.D. 28 is above average with more than 10 parking spaces per occupied establishment. Of the 250 available parking spaces in the business district, 127 are on-street spaces and 123 are off-street spaces. Most of the off-street spaces are located on the vacant Liberal Market site. This lot is on the extreme north end of the neighborhood business district approximately two blocks from the main concentration of business at the five point intersection of Woodburn Avenue, Montgomery Road, Hewitt Avenue and Gilbert Avenue. On-street parking is mainly on Woodburn and Montgomery Road which is limited to non-rush hour periods. Realistically, there are approximately 3 parking spaces per occupied establishment.

N.B.D. 29 (Montgomery Road north of I-71) contained 5% of the Market Area's establishments in 1970. In acreage, N.B.D. 29 is the smaller of the two business districts but as of 1973 it has more occupied establishments than its counterpart. It, like N.B.D. 28, is essentially a business district composed of convenience retail and personal services. Although this district exhibited above average sales levels in 1969, there are strong danger signals: 1) below average changes in sales and profits between the first six months of 1969 and those same months of 1970; 2) an above average decline in revenue and profits during the first six months of 1970 while prices tended to increase and employment, inventory, and business volume tended to decrease.¹

Between 1970 and 1973, N.B.D. 29 has maintained the same number of retail and personal services establishments. The district has lost a laundromat, wholesaler, and some storefront churches during this three year period and gained a beauty shop. The vacancy rate is 14%, which is a 3% drop since 1970, (see Appendix VI-2).²

1 Market Area 11, Evanston-Walnut Hills: Problems, Issues and Recommendations, 1970, p. 17-19, 32

2 Field Survey, August 1973

Parking spaces in N.B.D. 29 total 86, 56 spaces being on-street and 30 being off-street. Most of the off-street parking is limited to the service stations and a now vacant laundry service. Currently, there are approximately 3 parking spaces per occupied establishment. On-street parking is primarily on Montgomery Road which is limited to non-rush hour times. Projected increases in traffic volumes due to the expressway may affect the hours parking is available, if not total elimination of on-street parking along Montgomery Road.

For the two N.B.D.'s within Evanston (N.B.D. 28 and N.B.D. 29), relative building conditions are available from the survey discussed in the previous chapter, (criteria appears in Appendix V-1). Table VI-2, below, shows the percentage of the buildings in various conditions.

TABLE VI-2
NEIGHBORHOOD BUSINESS DISTRICT BUILDING CONDITIONS, 1972

N.B.D.	Standard	Minor Major		Dilapidated
	%	Deficiencies	%	%
28 (South of I-71)	47	32	15	6
29 (North of I-71)	<u>62</u>	<u>33</u>	-	<u>2</u>
Total	52	33	10	6

Source: 1972 City Planning Commission Exterior Field Survey

N.B.D. 65 (O'Bryonville) contained 10% of the Market Area's N.B.D. establishments for which past information is available in 1970 and 8% in 1960. This business area performs a dual function. It provides both a convenience function and a region-serving specialty retail function; it serves as an adjunct to Hyde Park Square. Parts of the district may be suffering from a parking distribution problem and all the district from a traffic circulation problem. Despite these possible handicaps the district has been experiencing a positive adjustment in function. It appears to be the strongest of the four Evanston area N.B.D.'s. The cost of doing business, probably in part because of the adjustment process, appears to be higher than in other N.B.D.'s having a similar establishment composition but it seems to be maintaining its competitive position. The establishments had been at their present location a median time of 14 years in 1970 and the vacancy rate was relatively low.¹

1 Ibid., p. 19,45, 46

C. Future Business Trends and The Need for Further Study

The Neighborhood Business District (N.B.D.) staff of the City Planning Commission in their 1972 Market Area 11 Study observed in N.B.D. 29 (north of I-71) neighborhood oriented businesses would give way to auto-oriented business because of pressures created by the expected increase in traffic along this portion of Montgomery Road once I-71 is opened (see page 51). Consequently, the N.B.D. program staff recommend that the neighborhood businesses be concentrated in N.B.D. 28 (below I-71). As stated in the report, this would allow N.B.D. 28 to expand the range of products and services available and would, in turn, help the N.B.D. to become stronger. This, in conjunction with locating a major generator in the district would allow Evanston to have a viable Neighborhood Business District. The alternative, according to the N.B.D. staff, would be for the present unstable situation to continue.

The Evanston Community Council Planning Committee felt that both business districts should be retained and made viable, and that giving up on N.B.D. 29 would harm the merchants in the district and cause inconvenience to the consumers in the area north of I-71.

Both the C.P.C. staff and the Planning Committee felt that their analyses were correct, but both parties agreed that further study was needed. The possibility was then raised of hiring a consultant to do a market analysis of Evanston through the Neighborhood Development Program (N.D.P.). After considerable discussion among the Planning Committee, the City Planning Commission staff and the staff of the Department of Urban Development, and after interviews with two prospective consultants, the firm of Urban East Consultants from Atlanta, Georgia, was chosen to do the study. A contract was then written and signed between the Department of Urban Development and Urban East Consultants, and their work began in February, 1973. The results of their study will be published under a separate cover.

The purpose of this study is to provide detailed information with regard to:

1. The most economically feasible configuration and location of commercial land uses within Evanston.
2. Recommendations regarding the need for new or rehabilitated commercial facilities.
3. Recommendations regarding the type of stores which should be located in such a facility or facilities.
4. Recommendations as to the amount of space required for each type of store recommended.
5. Recommendations as to the number of parking spaces required to serve and support each type of store recommended.
6. A projection of the sales and potential market penetration in the designated trade area.

7. Projected income-cost statements for various configuration alternatives including feasible rent levels.

This study will be completed during the winter of 1973.

D. Industrial Trends

In the period 1957-1973, Evanston lost about 15 acres of industrial land. Some of this was due to industries lost in the construction of I-71, and some was due to the loss in the expansion of the Cincinnati Gas and Electric facility on Dana Avenue. This industrial loss would not seem to be part of a trend away from industry in Evanston, but would seem to reflect expansion of some other public and semi-public uses.

This northwestern portion of Evanston with its access to both the railroad and three major trucking corridors (I-71, Dana Avenue, and Montgomery Road) would seem to be an ideal area for future industrial expansion. In the process of preparing this portion of the study, the Planning Commission staff contacted all of the existing industries in Evanston to determine if they had any present or anticipated future expansion needs. Only three firms responded that they did. All concerned the need for parking. Inmont Corporation needs one-half to one acre, Cincinnati Gas and Electric needs one acre, and the Coca-Cola Bottling Company has a need for an unspecified amount. How and where this expansion is needed will be dealt with further in the plan section of this document (Chapter XIII).

Since protecting Evanston's residential character is one of the top planning priorities, future industrial expansion should be planned so as not to negatively affect Evanston's residents.

VII RECREATION

A. Introduction

In June of 1972, the City Planning Commission published the Evanston Recreation Plan, a document which gave the pertinent existing conditions in Evanston, analyzed existing recreation facilities and programs, and presented a recreation plan for Evanston.

The analysis of existing recreation facilities and programs is summarized on page 49. Chapter XIV of this document summarizes and updates the plan itself.

B. Summary of Existing Recreation Facilities and Programs

According to the 1972 recreation analysis, Evanston is adequately served by baseball and softball diamonds, outdoor swimming pools, tennis courts and playfields, but is deficient in playgrounds, tot lots, and a recreation center. Table VII-1 on the following page shows an inventory of existing facilities, the National Recreation Standards (where applicable), and the deficiencies in Evanston.

TABLE VII-1

A SUMMARY OF FACILITIES AND DEFICIENCIES

	SOFTBALL	BASEBALL	FOOTBALL IN SEASON	FOOTBALL & TRACK	BASKETBALL GOALS	PLAYGROUNDS	PICNIC AREAS	TOT LOTS	SWIMMING POOLS	WADING POOLS	TENNIS COURTS	GYMS	GAME ROOMS	SHELTERHOUSES	RECREATION CENTERS
Evanston Elementary	1	1	1	2	1	1	1	1	1	1	2	1	1	1	1
Evanston Playfield	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Hoffman School	2	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Owls Nest Park	2	1	1	2	1	1	1	1	1	1	1	1	1	1	1*
Parham Elementary	3	1	1	1	1	1	1	1	1	1	6	1	1	1	1*
Sawyer Junior High	2	3	3	4	1	1	1	1	1	1	8	1	1	1	1*
Victory Park	2	3	1	1	1	1	1	1	1	1	1	1	1	1	1*
Walnut Hills High	2	3	1	4	1	1	1	1	1	1	1	1	1	1	1*
Walnut Hills Playfield	2	3	1	4	1	1	1	1	1	1	1	1	1	1	1*
Withrow Playfield	2	3	1	4	1	1	1	1	1	1	1	1	1	1	1*
Evanston Community Center	10	5	8	10	3	1	1	4	1	3	16	5	2	3	0
Calvary Methodist Church	4.5	2	-	-	5	-	-	16	1	-	7	-	-	-	1.7
Total	-	-	-	-	2	2	-	12	-	-	-	-	-	-	1
NRS	-	-	-	-	2	2	-	12	-	-	-	-	-	-	1
Deficiency	-	-	-	-	2	2	-	12	-	-	-	-	-	-	1

* Do not have complete Recreation Center facilities and are not run by Recreation Commission.

Source: Field Survey, City Planning Commission; National Recreation Standards

VIII TRANSPORTATION

A. Street and Highway Systems

Street Network

Evanston lies in a transportation corridor that connects Cincinnati's Central Business District (CBD) with suburbs in northeastern Hamilton County. Due to its location, Evanston is cradled in a network of arterial roads and bisected by an expressway. The street and highway, or circulation system in Evanston can be divided into four basic categories: local, collector and arterial streets, and the expressway. A definition of each of these categories is offered below:

- Local Street System - Provides for direct access to abutting land and for local traffic movement. Land access is a primary function of this system, while traffic movement is secondary.
- Collector System - Provides for traffic movements between major arterials and local streets, and direct access to abutting properties. The functions of land access and traffic movement are equal in this system.
- Arterial System - Provides for the through traffic movement between areas and across the city, and direct access to abutting property which is subject to necessary control of entrances, exits, and curb use.
- Expressway System - Provides for expeditious movement of large volumes of through traffic between areas and across the city, and is not intended to provide land access service.¹

The street systems have an additional purpose of providing right-of-way for utilities and linear open space. The street network as applied to Evanston is shown on Map VIII-1 on page 52.

Interstate I-71 extends northeast from Cincinnati to Cleveland, and south from Cincinnati to Louisville. A portion of this system, which is presently under construction, slices through the northern portion of Evanston. The I-71 expressway will integrate with the Evanston street system at partial interchanges on Montgomery Road and Dana Avenue. The partial interchange at Montgomery Road is made up of a southbound on-ramp and a northbound off-ramp, which

1 Planning Design Criteria, Joseph De Chiara and Lee Koppelman, Van Nostrand Reinhold Co., New York, 1969, p. 124

will feed onto Duck Creek Road. The Dana Avenue interchange will include a northbound and southbound on-ramp and a southbound off-ramp.

Evanston is encircled and segmented by arterial streets. Dana Avenue, Victory Parkway, and Madison Road, all arterials, roughly define the perimeters of the community. Dana Avenue is intensely developed and flanked by residential uses on the south and manufacturing uses on the north from Victory Parkway to I-71. From I-71 to Madison Road, Dana Avenue is abutted by residential uses. Madison Road is also intensely developed with intermittent pockets of commercial and residential uses. Victory Parkway, on the other hand, is void of development between Lincoln Avenue and Dana Avenue; with adjoining land maintained as a park, thus controlling the curb cuts and access. Following the city's parkway concept, Victory Parkway is limited to automobiles.

The arterials of Gilbert and Woodburn Avenues (between Montgomery Road and McMillan Street) combine to form Montgomery Road, which runs through the heart of Evanston. The portion of Gilbert Avenue that is within Evanston's boundary is residentially developed. Montgomery Road and Woodburn Avenue (from Madison Road to Montgomery Road) are flanked by a continuous strip of commercial uses.

Duck Creek Road is an arterial connector running between Montgomery Road and Dana Avenue. This portion of Duck Creek has sustained a strong single-family residential character.

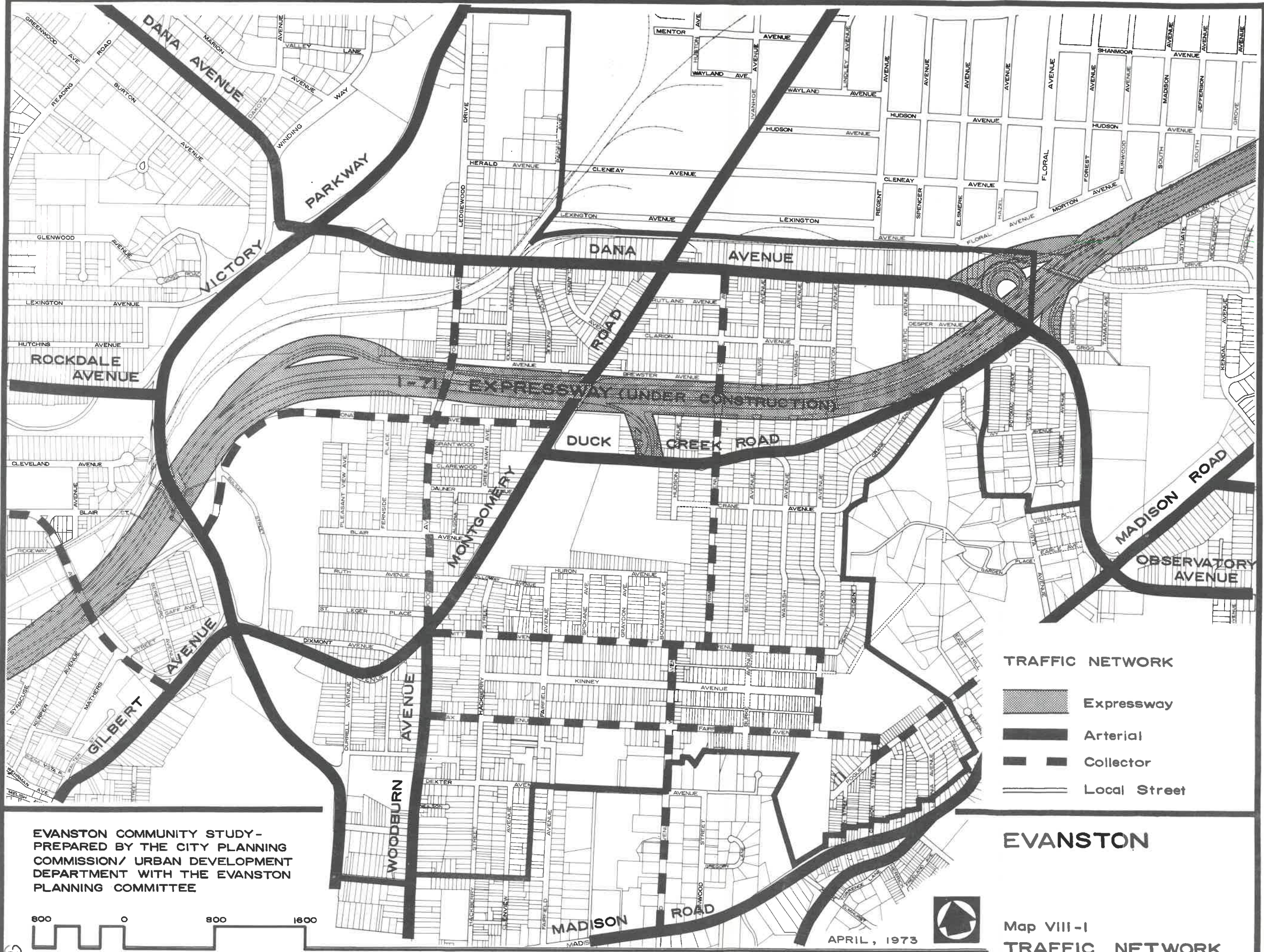
The collector system within Evanston is a grid network connecting the local streets with the arterial system. The collectors are Woodburn Avenue (between Montgomery Road and Dana Avenue), Trimble Avenue, Hewitt Avenue, Fairfax Avenue, Wold Avenue, Evanston Avenue (between Hewitt and Fairfax Avenues), and East Hill and Pogue Avenues. All the collectors in Evanston are fronted by residential development. The expressway system has accentuated the importance of Woodburn Avenue and Trimble Avenue, since they are Evanston's only internal collectors which cross the expressway.





Local streets make up the rest of the circulation system in Evanston. As mentioned before, these streets provide access to residential property. Because of the expressway, many of the local streets now dead end.

Traffic Volumes

The "current" and 1990 projected traffic volumes¹ on Evanston's major streets are illustrated on Maps VIII-2 and VIII-3, respectively. The "current" traffic volumes are based on data collected from 1966 to 1970 before the street patterns were altered to accommodate the I-71 expressway. An analysis of street design capacities in relation to existing volumes shows that the major arterials of Dana Avenue, Montgomery Road, Gilbert Avenue,

1 OKI Regional Transportation and Development Plan; Ohio-Kentucky-Indiana Regional Planning Authority, 1969, p. 12



- TRAFFIC NETWORK**
-  Expressway
 -  Arterial
 -  Collector
 -  Local Street

EVANSTON

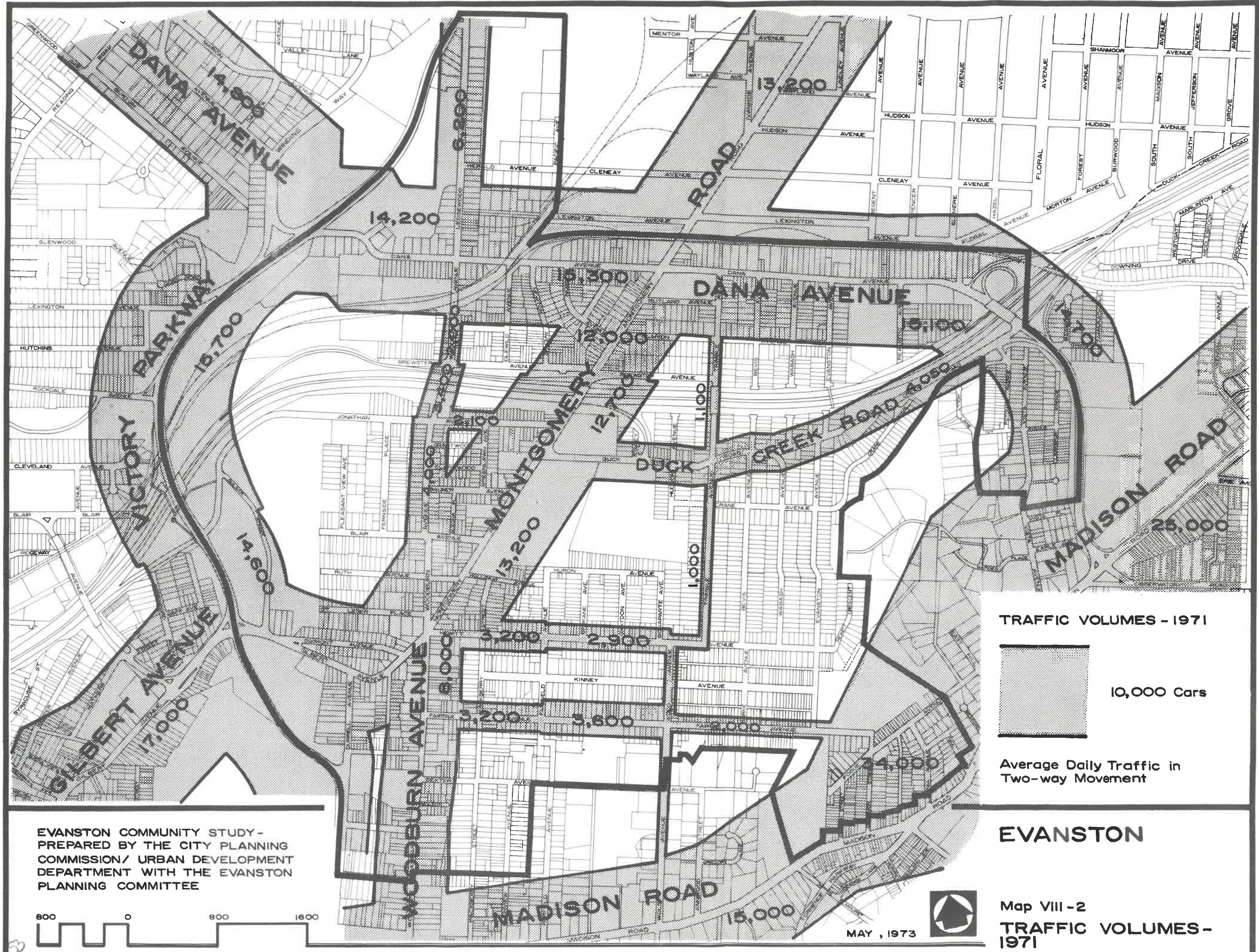
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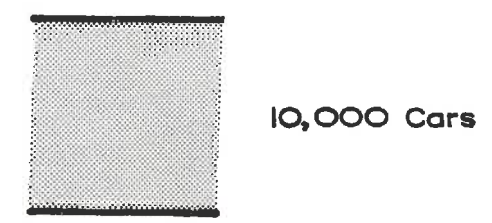
APRIL, 1973



Map VIII-1
TRAFFIC NETWORK



TRAFFIC VOLUMES - 1971



EVANSTON

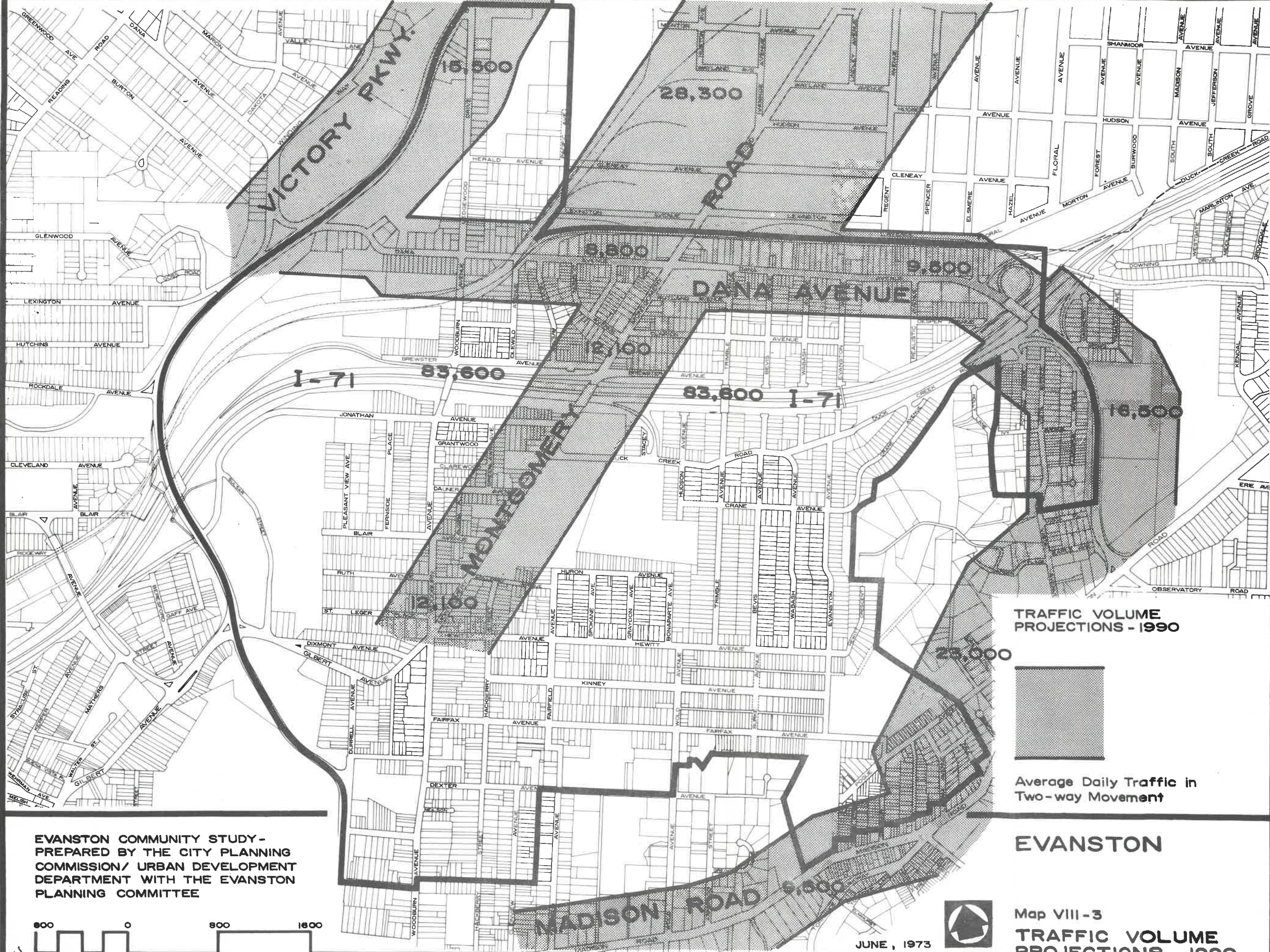
Map VIII - 2
TRAFFIC VOLUMES - 1971

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MAY, 1973





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800 0 800 1600

JUNE, 1973



Map VIII - 3
**TRAFFIC VOLUME
 PROJECTIONS - 1990**

Victory Parkway from Madison Road to Gilbert Avenue, and Lincoln Avenue are 30% or more over capacity.¹

The impact of I-71 on the Evanston Area will greatly influence the arterial circulation pattern as shown on Map VIII-4. Presently, the arterial system that surrounds the Evanston Community carries an equal distribution of traffic. With the completion of I-71 and by 1990, the expressway will have reduced the volumes on Madison Road by 52%, Montgomery Road from Gilbert to the expressway by 9.4%. The other arterial volumes will not be reduced, but the expressway will absorb any future increases. Montgomery Road from the I-71 expressway northward will increase dramatically in volume by 46%, because it provides the only link between the population centers of Norwood and North Avondale and the only expressway exit from the Cincinnati CBD.

Traffic Accidents

Moderate to heavy traffic volumes, intense development, and on-street parking along most of the streets in Evanston have helped contribute to 655 traffic accidents during 1971. Of the 655 accidents, 359 accidents occurred at intersections, and 296 occurred in midblock. 19% of the traffic accidents in Evanston resulted in some degree of injury.

Vehicular-pedestrian accidents have been minor, with only 19 occurring. Seemingly, the most dangerous stretch of road to pedestrians is between the 3000 and 3600 block of Montgomery Road, where 12 pedestrian-vehicular accidents occurred in 1971.

Dana Avenue is the most hazardous street in Evanston, accounting for over 21% of the vehicular accidents. The intersections of Dana Avenue and Montgomery Road, and Dana Avenue and Victory Parkway have had 40 and 34 accidents, respectively. At the Montgomery-Dana intersection, the basic type of accidents occurring are of the rear-end variety and/or movements involving left turns. At the Victory Parkway-Dana Avenue intersection, the accidents have been attributed to hazardous weather conditions, coupled with the steep grade on Dana Avenue.

B. Trucking

Present truck route ordinances in Cincinnati are based on weight, and are nearly impossible to enforce. The exception to this is that all trucks are prohibited from parkways (Victory Parkway in this case). Map VIII-5 on page 58 shows the state and U.S. routes, and other streets trucks generally follow in Evanston, inclusive of the future expressway.

1 OKI Existing Travel Patterns and Origin Destination Survey; Ohio-Kentucky-Indiana Regional Planning Authority, Cincinnati, Ohio, 1965, p. 16

With the exception of Victory Parkway, the truck routes now follow the arterial street system in the Evanston Area. With the completion of the expressway, one area of conflict appears along Duck Creek Road from Dana Avenue to the expressway ramp. Because this area is highly developed with residential uses, many of which are single-family dwellings in good condition, a truck route will have a blighting effect on the neighborhood which could lead to deterioration and possible changes in land use.

Presently, the Traffic Engineering Division of the City of Cincinnati is writing a truck route ordinance that would limit trucks of certain types (three-axle, etc.) to certain streets. This ordinance could be useful in solving the above problem by prohibiting traffic on Duck Creek Road from the expressway ramp to Dana Avenue, thus rerouting traffic onto Montgomery Road and Dana Avenue.

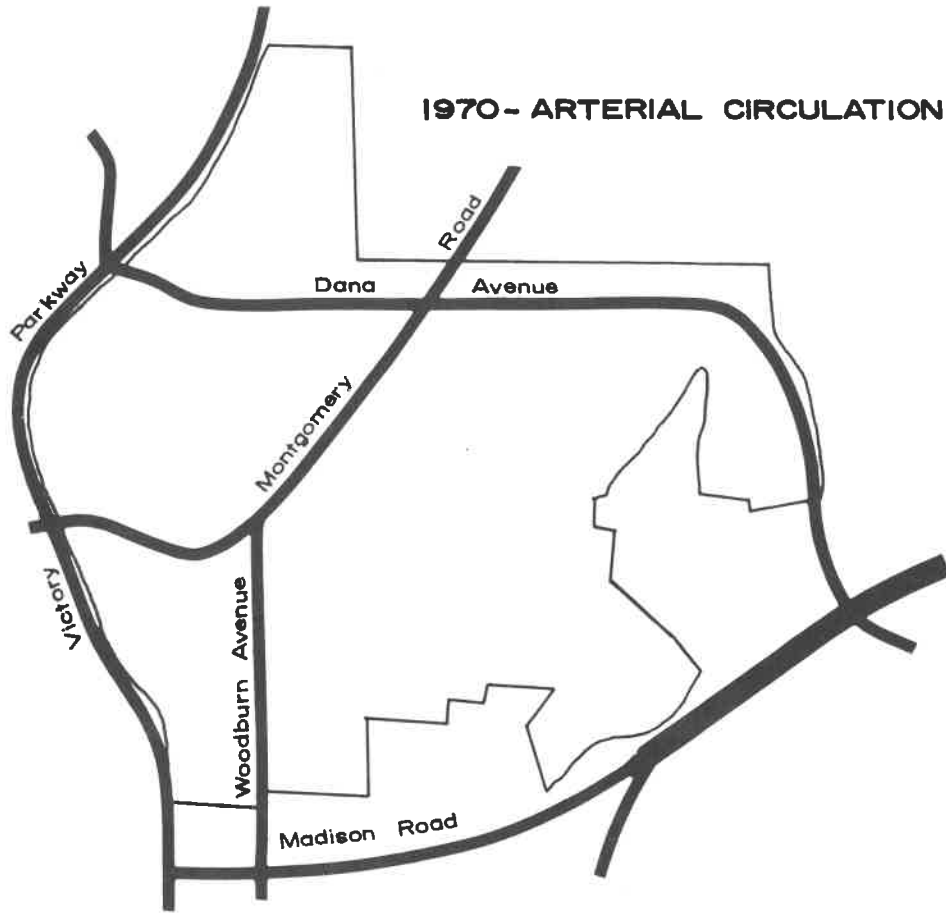
C. Public Transportation

The Cincinnati Transit Company operates five lines which directly serve the Evanston Area. Map VIII-5 on page 58 illustrates the routings of these transit lines. Evanston is served by three north-south lines, which connect Evanston with the outlying suburbs and with downtown Cincinnati; one internal north-south line connecting Evanston directly with the downtown area; and one crosstown line which runs between Clifton and Hyde Park.

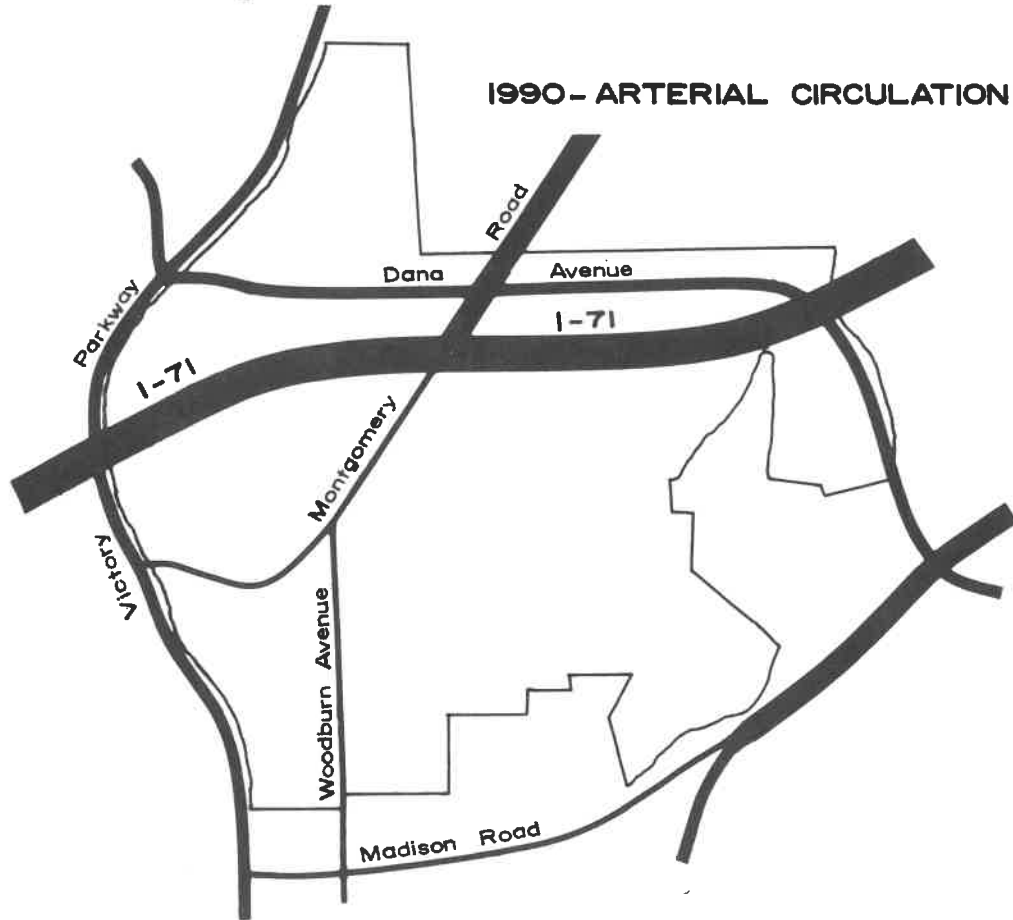
Route 4 is the longest route serving the Evanston Area, linking the communities of Kennedy Heights, Deer Park, Kenwood, Evanston, and Walnut Hills with Government Square in the Cincinnati Central Business District (CBD). Routes 8 and NO-WN originate in Norwood and pass through Evanston on Montgomery Road in its link with the Cincinnati CBD. Line 44 originates and terminates in Evanston, connecting it with the CBD, and serves the residential neighborhoods east of Montgomery Road. Route E is a crosstown route connecting the communities of Hyde Park, Norwood, Evanston, Avondale, North Corryville, and Clifton. Only a small portion of Route E is in Evanston, since it loops near Dana Avenue by Xavier University and up Montgomery Road to Norwood.

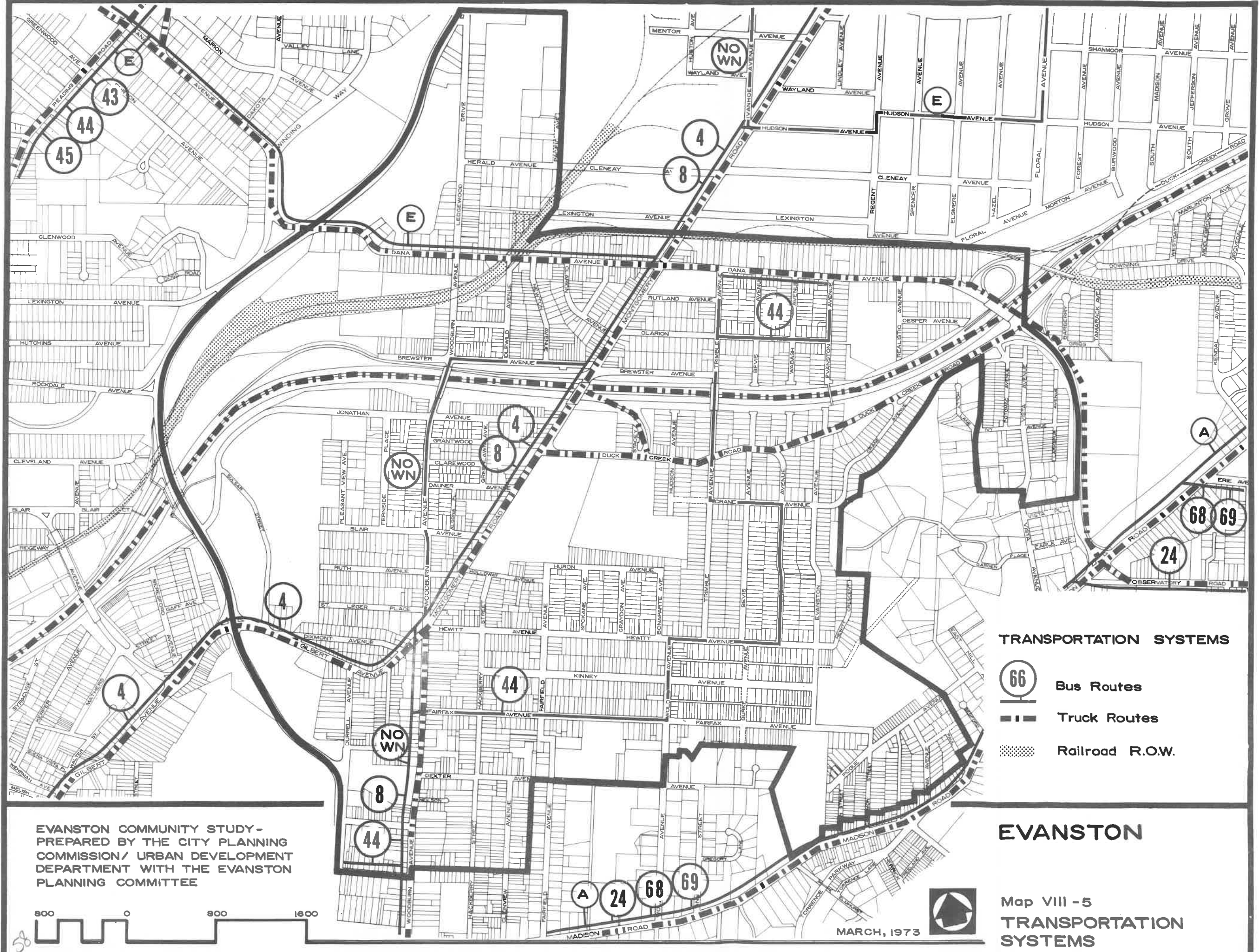
Common criticisms by users of the transit service are the frequency of buses, the delays when transferring, and the condition of the buses. Table VIII-1 shows the general schedule of the buses serving Evanston. During an approximate 18-hour service day, there is a total of 90 inbound buses to downtown, and 92 outbound buses from downtown, as well as 29 crosstown buses to Clifton and 31 buses from Clifton. This means there is a bus to or away from downtown approximately every 12 minutes, and a crosstown bus every 40 minutes. The only employment centers transit-dependent residents of Evanston can conveniently reach is the Cincinnati CBD.

1970- ARTERIAL CIRCULATION PATTERN



1990- ARTERIAL CIRCULATION PATTERN








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TRANSPORTATION SYSTEMS

-  Bus Routes
-  Truck Routes
-  Railroad R.O.W.

EVANSTON

Map VIII - 5
**TRANSPORTATION
 SYSTEMS**

MARCH, 1973



TABLE VIII-1

BUS ROUTES SERVING EVANSTON, 1973

<u>Routes</u>	<u>Number of Runs</u>	<u>Time of Origin and Termination</u>
E	29 from Clifton 31 to Clifton	5:11 a.m. - 10:39 p.m.
8	36 inbound 36 outbound	5:21 a.m. - 2:02 p.m.
4	20 inbound 21 outbound	6:03 a.m. - 9:12 p.m.
44	22 inbound 22 outbound	6:09 a.m. - 11:42 p.m.
NO-WN	12 inbound 13 outbound	5:23 a.m. - 6:58 p.m.

Source: Cincinnati Transit Bus Schedules, 1973

D. Railroad System

Evanston's industries are served by two railroad lines: the Norfolk and Western, and the Penn Central. These rail lines form the southern edge of a maze of railroad lines and spurs that traverse the Norwood "trough", (a valley extending between the valleys of the Mill Creek and Little Miami River).

The Norfolk and Western rail line begins at its merger with Penn Central Railroad at the Idlewild Avenue and Dana Avenue intersection. This line extends east, forming the northern boundary of Evanston, and passes through the community of Hyde Park, intersecting another Penn Central line that follows the Little Miami River valley. After crossing the Penn Central railroad, the Norfolk and Western line passes through Newtown and into Clermont County.

The Penn Central operates three lines serving Cincinnati. One line comes through Springfield, Ohio, working its way down the Little Miami River valley and the Ohio River valley into the Cincinnati CBD. Another line emanates from Lebanon, Ohio, and runs through Norwood and the northwestern corner of Evanston, following the I-71 expressway downtown where it connects with the previously mentioned line. The third line passes through Dayton and down the Mill Creek valley. A branch from this line passes through the Norwood "trough", bisecting the other Penn Central lines. The Penn Central railroad also has a short portion of tract that branches eastwardly from the Penn Central and Baltimore and Ohio railroads in St. Bernard, and extends south to intersect with the Lebanon line in Evanston.

The only conflict of the vehicular system with the railroad system in Evanston is at the grade crossings on Dana Avenue and Woodburn Avenue.

IX PUBLIC FACILITIES AND SERVICES

A. Education

Day Care Centers and Preschools

There are four day care centers and one preschool presently in operation in Evanston.¹ Two of these are private, and two are sponsored by the Head Start Program of the Federal Department of Health, Education, and Welfare (HEW). The preschool, operating at Hoffman School, is funded by HEW. Table IX-1, below, shows some pertinent data on these day care centers.

TABLE IX-1

EVANSTON DAY CARE CENTERS AND PRESCHOOLS

Name	Location	Capacity	Nature
Day Care Centers			
Lee Chapel	Cinnamon and Pogue	40	Private
St. Andrews	1809 Rutland	30	Private
Calvary Methodist	3215 Woodburn	50	Head Start
Evanston Elementary	Dana and Montgomery	<u>44</u>	Head Start
Total		164	
Hoffman Preschool	3060 Durrell	36	Dept. of Health, Education, and Welfare

Source: City Planning Commission

All four of the day care centers can serve working or studying mothers. These centers serve 164 children out of a total of 1,093 preschool age children living in statistical Evanston. This amounts to 15% of the preschool population. The Hoffman Preschool has 36 students, 18 in morning and 18 in afternoon sessions. Evanston may in the future need more day care centers to serve the working and potentially working mother.

¹ "Preschool" refers essentially to an educational program, while "day care center" refers essentially to a program of caring for preschoolers all day while their mothers are working or going to school (these may also include an educational program).

Elementary Schools

There are three public elementary schools serving Evanston (Evanston, Hoffman, and Parham). Map IX-1, on the following page, shows the location of these schools and their district boundaries. Table IX-2, below, shows some pertinent data about them.

TABLE IX-2

ELEMENTARY SCHOOL DATA ON EVANSTON

School	Age	Capacity	Oct. 1971 ADM ¹	% Capacity	% Black (Oct. 1972)	Average Class Size ² 1970-1971
Evanston	67	330	368	111.5	100	26.4
Hoffman	51	600	464	77.3	99	27.6
Parham	3	<u>960</u>	<u>837</u>	<u>87.2</u>	99	30.7
		1,890	1,669	88.3		

1 Average Daily Membership

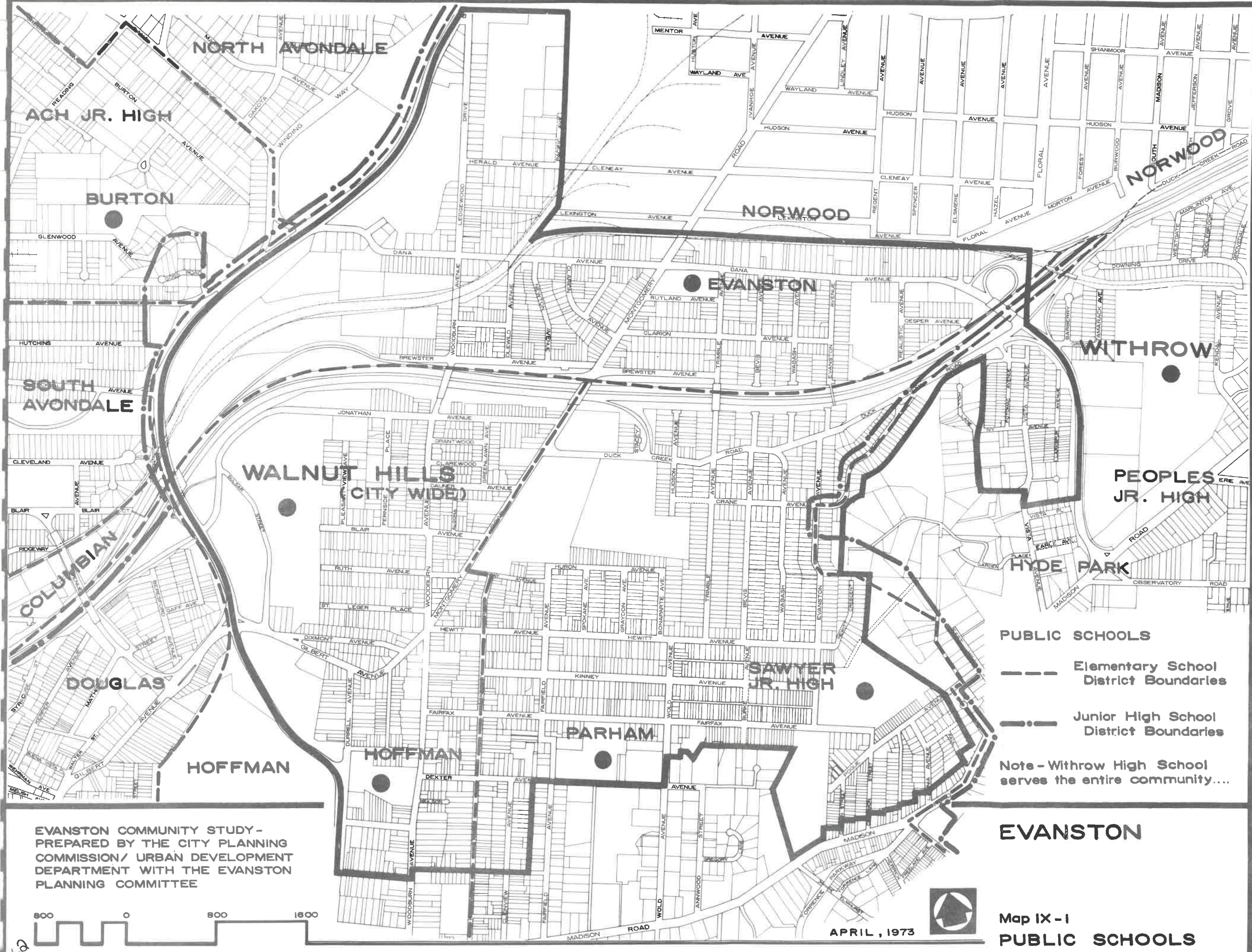
2 Average class size for school system elementary schools - 28.2

Source: Various Board of Education reports

As can be seen from the table, only Evanston School is above capacity, the other two being well below. All of them are virtually all black. While Parham School is nearly new, the other two are fairly old, Evanston School being 67 years old. Only Parham has an average class size larger than the city average.

In 1971, the school board evaluated all of the schools' physical plants, and placed them in five categories. Parham School was placed in Group I, meaning that it is in "satisfactory to good condition, in need of only minor modifications". Hoffman School was placed in Group III, meaning that it is "structurally sound, but has serious inadequacies; it could be made satisfactory for use over an extended period of time if the serious inadequacies were corrected". Evanston School was placed in Group IV, meaning that it is "structurally sound and its design is outmoded, but it could continue in use for a limited period. Complete rehabilitation is necessary if it is to remain in use for an extensive period".¹

1 Summary Report, Survey of School Facilities Needs, Cincinnati Public Schools, p. 3, 4



EVANSTON COMMUNITY STUDY -
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- PUBLIC SCHOOLS**
- Elementary School District Boundaries
 - - - - - Junior High School District Boundaries

Note - Withrow High School serves the entire community...

EVANSTON

Map IX - I
PUBLIC SCHOOLS

APRIL, 1973



In the same report, the school board recommends that:

1. The electrical systems in both Hoffman and Evanston be rehabilitated;
2. The office and service facilities at Hoffman be improved; and
3. Evanston School be closed if the enrollment continues to decline in the community.

As shown earlier in this report (page 13), there is no population increase in Evanston projected and there probably will be a continued decrease. This, combined with the low percentage of preschool children and families in the child-bearing years, would tend to indicate that this third recommendation might become an issue. Much depends on whether the large 15-19 age group decides to stay in Evanston to raise its families (page 10).

The Cincinnati Public School System offers various federal, state, and local programs in its schools. Table IX-3, below, shows the various programs that are offered in the public elementary schools in Evanston. As can be seen from the table, Hoffman and Parham Schools have the same programs, while Evanston has none. All have the locally sponsored Educable Mentally Retarded program.

TABLE IX-3

STATE AND LOCAL PROGRAMS IN THE PUBLIC ELEMENTARY SCHOOLS IN EVANSTON

Programs	S C H O O L S		
	Evanston	Hoffman	Parham
State Assisted			
Resource Center		x ¹	x
Tutorial Program		x	x
Remedial Reading		x	x
Local			
Educable Mentally Retarded	x	x	x

1 Half-time librarian

Source: Annual Statistical Report of the Superintendent of Schools, 1970-1971, as updated

Junior High Schools

All but the eastern extremities of Evanston lie in the Sawyer Junior High School district. The eastern part lies in the Peoples Junior High School district. Some pertinent data concerning these two schools is shown in Table IX-4, below. Both are new schools and both are operating slightly under capacity, although their class sizes are above the city average. Sawyer is virtually all black, while Peoples is mostly white.

TABLE IX-4

JUNIOR HIGH SCHOOL DATA ON EVANSTON

School	Age	Capacity	Oct.1971 ADM ¹	% Capacity	% Black (Oct.1972)	Average Class Size ² 1970-1971
Sawyer	11	1,150	1,084	94.3	99	29.5
Peoples	3	1,000	979	97.9	13	31.0

1 Average daily membership

2 Average class size for school system junior highs - 28.5

Source: Various School Board Reports

The 1971 school board facilities needs survey places both schools in Group I, rating them satisfactory to good. The report, does, however, recommend that resource centers be added at both schools.

Concerning the programs offered at these junior high schools, the only Federal-state program offered is the Neighborhood Youth Corps at Sawyer, and the only state-assisted program is the adjustment, remediation and enrichment program, also offered only at Sawyer. Concerning local programs, both schools offer the program for the Educable Mentally Retarded, while Peoples has programs for the acoustically and visually handicapped.

Senior High Schools

Evanston lies entirely within the Withrow High School district. On the following page, Table IX-5 gives some pertinent data on Withrow.

Withrow is running well below capacity, but still has a larger than average class size. 58% of the students are black, a very slight decline from the 1971-1972 school year (59%).

TABLE IX-5
WITHROW HIGH SCHOOL DATA

Age	Capacity	Oct. 1971 ADM ¹	% Capacity	% Black (Oct. 1972)	Average Class Size ² 1970-1971
54	2,700	2,481	91.9	58	28.7

1 Average daily membership

2 Average class size for school system senior highs - 28.0

Source: Various School Board Reports

The 1971 school board facilities needs survey placed Withrow in Group II, meaning that it is "structurally sound, but has certain inadequacies which should be corrected". The same report recommends that a resource center be added to the school.

Concerning programs, Withrow has the Neighborhood Youth Corps, and three state-assisted programs (Career Development, Non-Graded English, and vocational matching funds). On the local level, it has programs for the visually handicapped.

Parochial Schools

Three parochial elementary schools serve the Evanston Community. One, St. Mark, has a district which lies entirely within Evanston, covering the area south of Dana Avenue and north of a line that runs east and west through Ruth and Huron Avenues. The St. Francis DeSales district covers the southwestern corner of the community, south of the St. Mark district and west of Bevis and Wold Avenues. The remaining southeastern corner of the community is covered by the Holy Angels district. Some children in the St. Bellarmine parish choose to attend St. Mark School, as well as St. Matthew, St. Agnes, and Summit. St. Bellarmine parish covers the area north of Dana, and west of Montgomery, and across into Avondale.

Three parochial high schools serve Evanston. All male parochial high school students attend nearby Purcell, while the female students attend either Marian High School or Regina High School in Norwood. Those girls that attended St. Mark Elementary feed into Regina, while the girls who attended St. Francis DeSales and Holy Angels feed into Marian.

Community Action in the Area of Education

The Evanston Community Council, noting the decline in educational quality in Evanston in the last decade, has become very active in the area of education. Some of the problems the Council has seen in the educational system are reflected in the low percentage of Evanston sixth graders who pass the entrance exam for the college preparatory program (about 5% as opposed to the city-wide average of 18%).¹ Those who are on the borderline, but do not pass, then must go to Sawyer Junior High, where there is no college prep program. These students are then virtually locked out of the possibility of any college prep programs in the future, since they are even less prepared for the exam in the eighth grade. (No Sawyer student passed the college prep exam in 1973, out of 50 who took it.) They are also in a disadvantageous position in competing with students from other junior high schools in the program at Withrow High School.

The Community Council felt in the past that there was a great deal of laxity on the part of the school administrations and faculties which helped allow the quality of education to drop. They became very reluctant to support school tax levies as they felt Evanston wasn't getting its share of monies and quality personnel.

It was at this point that the Council's Education Committee became active in trying to reverse this situation. It has

- 1) established a system of periodic meetings with the local principals and have been able to achieve a great deal of cooperation,
- 2) visited the schools regularly to evaluate them, and determine what the Community Council could do to help,
- 3) lobbied for the removal of teachers and administrators who it felt were incompetent in their jobs,
- 4) sponsored a tutoring program at the Evanston Community Center, and
- 5) worked with Sawyer Junior High School to hold a career day each year.

The committee is also active in Withrow High School affairs, watchdogging to assure that it maintains high educational standards. It sees the need for more extensive tutoring at Withrow in the areas of math and science. With the development of the vocational education program at Withrow and other high schools, the committee will be watching to assure that Evanston students get an equal opportunity to enter the programs to learn the various trades offered at the different schools.

1 Board of Education, Evaluation Division

The situation for parochial school students in Evanston is not much better. The percentage of students from St. Mark who are able to enter the college prep high schools (St. Xavier for men, Ursuline Academy for women) is also quite low. The situation for the borderline students in the parochial system, however, is better than in the public schools. Students can attend St. Mark through the eighth grade, then enter the college prep programs at Purcell, Marian or Regina directly. Thus, they can bypass the three years at Sawyer which tend to lock the public school borderline cases out of the college prep programs.

The Community Council feels that the education picture in Evanston has improved in the last several years and is continuing to do so. They feel that much of this improvement is due to their own efforts, as well as to the changing outlook of the school board and its staff. This change in the education picture has made the Council much more positive in its response to school tax levies when they are on the ballot.

B. Libraries

The Public Library of Cincinnati and Hamilton County has a branch library located in the Evanston Community Center at the corner of Clarion and Trimble. This is the only library open for the public in Evanston. The schools in the community do have libraries for their own pupils' use. The Community Council has an arrangement with Parham School whereby the school loans some of its books to the Community Council for its library during the summer when the school is closed. The Community Council, in turn, has donated money to Parham School to purchase more books for its library.

C. Police Protection

Evanston is divided between two police districts, 6 and 4. District 6 lies in the area east of Trimble and south of Hewitt, Dixmont, and Gilbert. District 4 lies in the remaining northwest quadrant, west of Trimble and north of Hewitt, Dixmont, and Gilbert. A third district, 7, lies directly adjacent to the community on the west side along Victory Parkway. Having the community divided in this manner is quite confusing to the residents and to the Evanston Community Council. It would facilitate police-community relations and help improve police protection if the community were in one district.

The index major crime rates (in offenses per 1,000 population) in statistical Evanston for 1960 are shown in Table IX-6, on the following page. The same data for 1970 appears in Table IX-7, which follows. Also shown are the rates for the city and the surrounding communities. Evanston, in 1960, had a lower crime rate than the city as a whole, and lower than all of the surrounding communities except Hyde Park-Mt. Lookout.

Within statistical Evanston, Tracts 38 and 39 had the highest crime rates, slightly higher than the city, and Tract 40 had the lowest, which was only a little higher than Hyde Park-Mt. Lookout.

TABLE IX-6

INDEX MAJOR CRIME RATES (IN OFFENSES PER 1,000 POPULATION) IN
STATISTICAL EVANSTON, SEVERAL SURROUNDING COMMUNITIES,
AND THE CITY AS A WHOLE, 1960

	Murder	Rape	Robbery	Aggr. Assault	Burglary	Larceny (over \$50)	Auto Theft	Total
Walnut Hills	.08	.19	.81	.50	4.34	16.57	2.42	24.91
East End	.10	.19	.57	.67	4.73	13.99	1.81	22.06
City	.05	.19	.45	.57	3.06	12.25	1.76	18.33
Avondale	-	.42	.59	.76	2.64	12.60	1.28	18.29
Evanston	.11	.11	.54	.81	3.60	11.24	1.34	17.75
Tract 38	.17	.34	.51	.34	3.21	13.83	2.37	20.78
Tract 39	-	-	.87	1.75	3.94	12.25	1.31	20.12
Tract 40	-	-	.31	.93	3.39	8.31	.93	13.85
Tract 41	.21	-	.41	.41	3.92	9.07	.41	14.43
Hyde Park, Mt. Lookout	-	.07	.11	-	2.36	7.84	1.09	11.47

Source: 1960 Police Division Annual Report

TABLE IX-7

INDEX MAJOR CRIME RATES (IN OFFENSES PER 1,000 POPULATION) IN
STATISTICAL EVANSTON, SEVERAL SURROUNDING COMMUNITIES,
AND THE CITY AS A WHOLE, 1970

	Murder	Rape	Robbery	Aggr. Assault	Burglary	Larceny (over \$50)	Auto Theft	Total
Walnut Hills	.15	.92	7.70	3.75	29.43	49.51	10.48	101.94
East End	.15	.79	2.37	2.21	26.40	35.88	8.54	76.35
Avondale	.35	.62	3.44	3.70	19.30	29.65	9.47	66.52
Evanston	.40	.40	3.42	2.42	14.30	17.72	7.85	46.51
Tract 38	.67	.90	2.47	2.92	13.24	20.65	8.08	48.92
Tract 39	.27	-	7.44	4.25	24.18	24.18	10.63	70.94
Tract 40	-	.35	1.06	1.06	7.08	9.20	6.37	25.12
Tract 41	.52	.26	2.34	1.04	11.16	14.27	5.97	35.55
City	.13	.38	2.73	1.75	14.13	13.52	5.81	38.44
Hyde Park, Mt. Lookout	.04	.04	.55	.41	8.50	14.52	3.14	27.20

Source: 1970 Police Division Annual Report

Table IX-7 shows that the crime rates have increased in all the communities in the area, and in the city as a whole. In both Evanston and Avondale, it increased rapidly enough to surpass the city rate. Within Evanston, the crime rate in Tract 39 rose very sharply, far surpassing Tract 38. Tracts 40 and 41 are the lowest in 1970 (both are lower than the city rate) with Tract 40, also, having a lower rate than Hyde Park-Mt. Lookout.

The percent change in crime rates in the communities from 1960-1970 appears in Table IX-8, below. Evanston had a lower percentage increase than any of the surrounding communities, except Hyde Park-Mt. Lookout, though it had a higher percent increase than the city.

TABLE IX-8

PERCENT CHANGE IN INDEX MAJOR CRIME RATES IN STATISTICAL EVANSTON, SEVERAL SURROUNDING COMMUNITIES, AND THE CITY AS A WHOLE, 1960-1970

	PERCENT CHANGE							Total
	Murder	Rape	Robbery	Aggr. Assault	Burglary	Larceny (over \$50)	Auto Theft	
Walnut Hills	87.5	384.2	850.6	650.0	578.1	198.8	333.1	309.2
Avondale	-	47.6	483.1	386.8	631.1	135.3	639.8	264.8
East End	50.0	315.8	315.8	229.9	458.1	156.5	371.8	245.8
Evanston	263.6	263.6	533.3	198.8	297.2	57.7	485.8	162.0
38	294.1	164.7	384.3	758.8	312.5	49.3	240.9	135.4
39	-	-	755.2	142.9	513.7	97.4	711.5	252.6
40	-	-	241.9	14.0	108.8	10.7	584.9	81.4
41	147.6	-	470.7	153.7	184.7	57.3	1,356.1	146.4
Hyde Park, Mt. Lookout	-	-75.0	400.0	-	260.2	85.2	188.1	137.1
City	160.0	100.0	506.7	207.0	361.8	10.4	230.1	109.6

Source: Compiled from the 1960 and 1970 Police Division Annual Reports

Within Evanston, Tract 39 had by far the largest increase, while Tract 40 had the lowest, well below the city's increase. It is interesting to note that the percent increase in Tract 41 was greater than in Tract 38. It appears that crime has levelled off some in Tract 38, the increase being lower than in Hyde Park-Mt. Lookout.

In summary, while the crime picture in Evanston is not good, it is not as bleak as in many other inner-city communities.

In other activities, the Police Division responded to 100 emergency calls in statistical Evanston in 1971. These are broken down by type and Census Tract and are shown in Table IX-9, on the following page.

TABLE IX-9

POLICE EMERGENCY CALLS IN STATISTICAL EVANSTON, 1971

	T R A C T				Total
	38	39	40	41	
Assaulted	16	6	4	14	40
Sick	169	101	78	165	513
Injured in accident*	78	36	38	82	234
Found dead by accident*	14	17	8	29	68
Suicides and attempts	5	3	-	6	14
Bitten by animals	33	24	15	38	110
Other	10	4	2	4	20
Lost children found	<u>1</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>1</u>
	326	191	145	338	1,000

* Limited to non-vehicular accidents

Source: 1971 Police Division Annual Report

D. Fire Protection

There are two fire stations within statistical Evanston. One is located at the corner of Montgomery Road and Clarion Avenue, and the other at the corner of Hackberry Avenue and Madison Road. The former houses one engine company and the latter houses an engine and a ladder company. These companies and their personnel are shown on Table IX-10, below.

TABLE IX-10

FIRE DEPARTMENT MEN AND EQUIPMENT IN EVANSTON, 1971

Station	Company	#Men
Montgomery Road and Clarion Avenue	Engine #39	13
Hackberry Avenue and Madison Road	Engine #23	15
	Ladder #9	15

Source: 1972 Fire Department Annual Report

The running districts for these companies vary according to need, but in both cases here, they cover all of Evanston. In addition, parts of Evanston are covered by four other stations, at Rockdale Avenue and Reading Road, Paddock Road and Reading Road, Erie Avenue and Michigan Avenue, and McMillan Avenue and Copelen Avenue. Evanston, then, is well covered by the Fire Division.

In addition to fighting fires, the fire companies are also responsible for inspecting both buildings and fire hydrants in their areas. A summary of all these activities for 1972 appears in Table IX-11, below.

TABLE IX-11
SUMMARY OF FIRE COMPANY ACTIVITY IN EVANSTON, 1972

Company	# Runs	# Fires	Inspections	
			Buildings	Hydrants
Engine #39	791	321	4,768	5,986
Engine #23	1,133	447	2,835	6,907
Ladder #9	1,055	361	3,942	6,950

Source: 1972 Fire Department Annual Report

E. Post Office

Evanston presently has no post office branch, and hasn't since the mid-1960's. The nearest branches are in Norwood, Walnut Hills, and Hyde Park.

F. Health Care

Though there is no public health clinic located in Evanston, the Walnut Hills-Evanston clinic located on Kemper Lane in Walnut Hills was established to serve the Evanston Area as well as the Walnut Hills Area. The location, though ideal for Walnut Hills residents, is quite distant from Evanston.

The Board of Health presently has plans to open a new clinic on Woodburn Avenue at DeSales Lane within the next year. This would replace the Kemper Lane Clinic and would be better located to serve both communities.

G. Social Services

Evanston Neighborhood Services and Community Center

The Evanston Neighborhood Services agency has been in operation since 1971, implementing programs funded by the Community Action Commission (CAC). It came into being after the separation of the Evanston Community Council

and the Victory Neighborhood Services in Walnut Hills, which had administered the CAC programs. In this way, the Community Council itself could oversee the administration of the programs.

Most of these programs are operated out of the Evanston Community Center located at the corner of Clarion and Trimble Avenues. The building is a former Presbyterian Church which the Council rented free from 1970 to 1972, when the Presbytery donated the church to the Council. The Council uses the center for its offices and meetings as well as for the CAC programs.

The following are among the programs offered by the Evanston Neighborhood Services:

- 1) Free Breakfast Programs
- 2) Movies (5¢)
- 3) Weight Reduction Classes
- 4) Fashion Sewing for Youth
- 5) Charm and Personality Classes
- 6) Arts and Craft
- 7) Home Management
- 8) Red Cross, First Aid, Parenthood and Baby Care Classes
- 9) Junior Achievement
- 10) Adult Fashion Sewing
- 11) Cooking, Nutrition
- 12) Senior Citizens Rummage Sales
- 13) Upholstery Class, Draperies, and Slipcovers
- 14) Dancing Lessons

At this writing, it appears that CAC and its Federal parent agency, the Office of Economic Opportunity (OEO), are slated for dismantling by the Federal government. If this occurs, the funding of the Evanston Neighborhood Services will be terminated, unless the Community Council can arrange alternative funding through private sources.

In addition to the above the Community Center houses Boy Scout Troop 222, and a cub scout pack which is sponsored by the Community Council, and a Junior Achievement Program sponsored by the Inmont Corporation.

Other Social Services

Among the other social services offered in the community are 1) a Legal Aid Society branch office at 3138 Woodburn Avenue, 2) the Cincinnati NAACP office at 3407 Montgomery Road, and 3) a Hamilton County Council of Retarded Children workshop at 1930 Dana Avenue. The first two can serve anyone in Evanston with a legal or racial problem, while the latter serves the entire county. It is a workshop where the mentally retarded or mentally handicapped can earn a living in industry.

X IMPLEMENTATION TOOLS - A HANDBOOK

A. Introduction

The end result of the comprehensive planning process should lead to a systematic implementation of the goals, objectives, and policy decisions expressed in the plan. The city government, at this time, has no system to systematically implement the comprehensive plan; therefore, the major responsibility for seeing that the plan is implemented lies with the community itself. To the extent that the Evanston Community Plan touches on all aspects of community life, the implementation of the plan will involve residents with many different agencies and programs, each with their own different, and often quite restrictive, eligibility criteria and priorities. Thus, implementation involves a diligent effort on the part of Evanston residents in keeping abreast of the ongoing activities of as many different agencies as possible.

What follows is a description of several tools which seem to contain useful elements for the implementation of the Evanston Community Plan.

Since the nature and extent of federal programs for physical development and social services is currently in limbo, the only specific program that can be detailed at this time is the Neighborhood Development Program which is receiving some monies through 1974. Starting in fiscal year 1974 federal funds will be distributed through some form of revenue sharing program. The City of Cincinnati is presently setting up a program to plan for the receipt of these funds, and to determine priorities as to how they can be expended. This program, Community Organization-Program Evaluation (COPE), is discussed in Section F of this chapter.

B. Zoning

Zoning is but one of the tools available to the city to help implement its plans. It is, however, the only implementation tool directly available to the City Planning Commission. The city's zoning is set out in the "Zoning Code", an ordinance passed by City Council in 1963. There have been many zone changes and text amendments to this ordinance since, and the zone change process will be discussed later.

The zoning ordinance is based on The City Charter which is consonant with state enabling legislation which allows municipalities to pass laws to regulate land development in order to protect the "health, safety, and welfare" of its citizens. While the city can zone to control development, it cannot deny the property owner the use of his land as he sees fit without "due process of law". To do such would be unconstitutional. Also, zoning cannot be arbitrary, but must follow consistent patterns.

According to the zoning code, the entire city is laid out in various zones, basically Residential (R), Business (B), Office (O), Manufacturing (M), and Riverfront (RF) (see Appendix X-1, which capsulizes some of the provisions of the zoning code). Within these zones are sub-categories (R-1, R-2, R-3, etc.), with the low number being more restrictive and the higher number, less restrictive. Generally, more restrictive uses are allowed in a

less restrictive zone, but not vice-versa. In other words, an apartment (R-4 use) could not be built in a R-1 zone, but a single-family (R-1 use) home could be built in an R-4 zone. Likewise, a home can be built in a business zone, but a business cannot be built in a residential zone. Through zoning the City Planning Commission has a certain degree of control over where what types of development can take place; certain types of land uses can be limited to certain areas of the city.

The process of changing a zoning district is specifically laid out by The City Charter, City Council's rules, and the City Planning Commission's own rules of operation.

1. A petition must be submitted to City Council, which refers it to the Planning Commission.
2. The staff holds a hearing to determine the reasons for the proposed change, and to hear any opposition that might arise from the neighborhood where the change is proposed.
3. The staff makes a recommendation to the Planning Commission as to whether the proposed change should be approved or disapproved.
4. The Planning Commission, itself, hears both sides of the question.
5. The Planning Commission decides whether to approve or disapprove the change, and forwards the matter to City Council.
6. City Council holds a public hearing to hear both sides, then refers the matter to the Urban Development, Planning, Zoning, and Housing Committee.
7. The Urban Development, Planning, Zoning, and Housing Committee of Council again hears both sides and makes a recommendation to Council on the matter.
8. Council decides whether to approve or disapprove the change. It requires a two-thirds majority of Council to override a disapproval of the Planning Commission; a simple majority to override an approval.
9. If either party feels that they have been wronged in the process, i.e. have been denied the use of their property or have had the value of their property diminished without due process of law, or feel the decision has been arbitrary against them, they may appeal the decision to the Hamilton County Court of Common Pleas.

Under certain conditions, the Planning Commission staff can initiate its own zone changes and follow the same process as described above.

The zoning tool is most useful in controlling housing density, and protecting residential areas from the encroachment of business or industry. This is how it will be used, for the most part, in Evanston (see Chapter XII).

Several precautions should be taken when using the zoning tool, due to court decisions in Ohio and elsewhere. Some of these are listed below:

1. If one corner of an intersection is zoned to allow a certain use, the courts will usually reverse a City Council disapproval to change another corner of that intersection to the same zone, since such a disapproval would be considered arbitrary.
2. The argument that a given area of the city is saturated with a certain use and doesn't need any more zoning to allow it, is also considered arbitrary by the courts.
3. If a party has purchased land in a certain zone, and City Council approves an upgrading of the zoning, i.e. changed it to a more restrictive use, the courts may reverse the change on the basis that it diminishes the value of the land, (in cases where the health and welfare of the community are not adequately benefitted from the change).

C. Capital Improvements Program

As City Council presently operates, the city annually draws up a budget for "Capital Improvements". These capital improvements are usually restricted to physical improvements including such things as playgrounds, neighborhood centers, recreation centers, street improvements, etc.

Although the city's budget is adopted in March, the budgeting process actually begins the summer before when the directors of city departments are asked to submit requests for operating and capital improvements funds. Thus, a community with a desired capital improvement should initiate a request with the appropriate operating agency of the city at least the summer before that desired improvement is scheduled to be implemented.

Once a request is initiated, the appropriate department will place a priority on the community's improvement along with all the other capital improvement requests they have. At this point the community should be in daily contact with appropriate authorities of the operating department to insure the highest possible priority for their improvement.

The operating department then submits a list of the priority items to the Management Services Division of the city. At this point, Management Services takes all the priority items from all the city departments and ranks them as a total picture. Once the amount of money available for capital improvements is known, those which are high enough on the list become part of the total budget which the City Manager recommends to City Council for approval.

The chances of obtaining funding for a capital improvement the first year it is submitted are fairly slim since there is usually quite a backlog of projects. However, once the request becomes part of the total capital improvements list, it will remain there and the chances of having funding in succeeding years increases. Throughout the entire process, the community should maintain an intensive lobbying effort.

As project COPE (see page 78) begins to function the Capital Improvements Program as presently constituted may well pass out of existence.

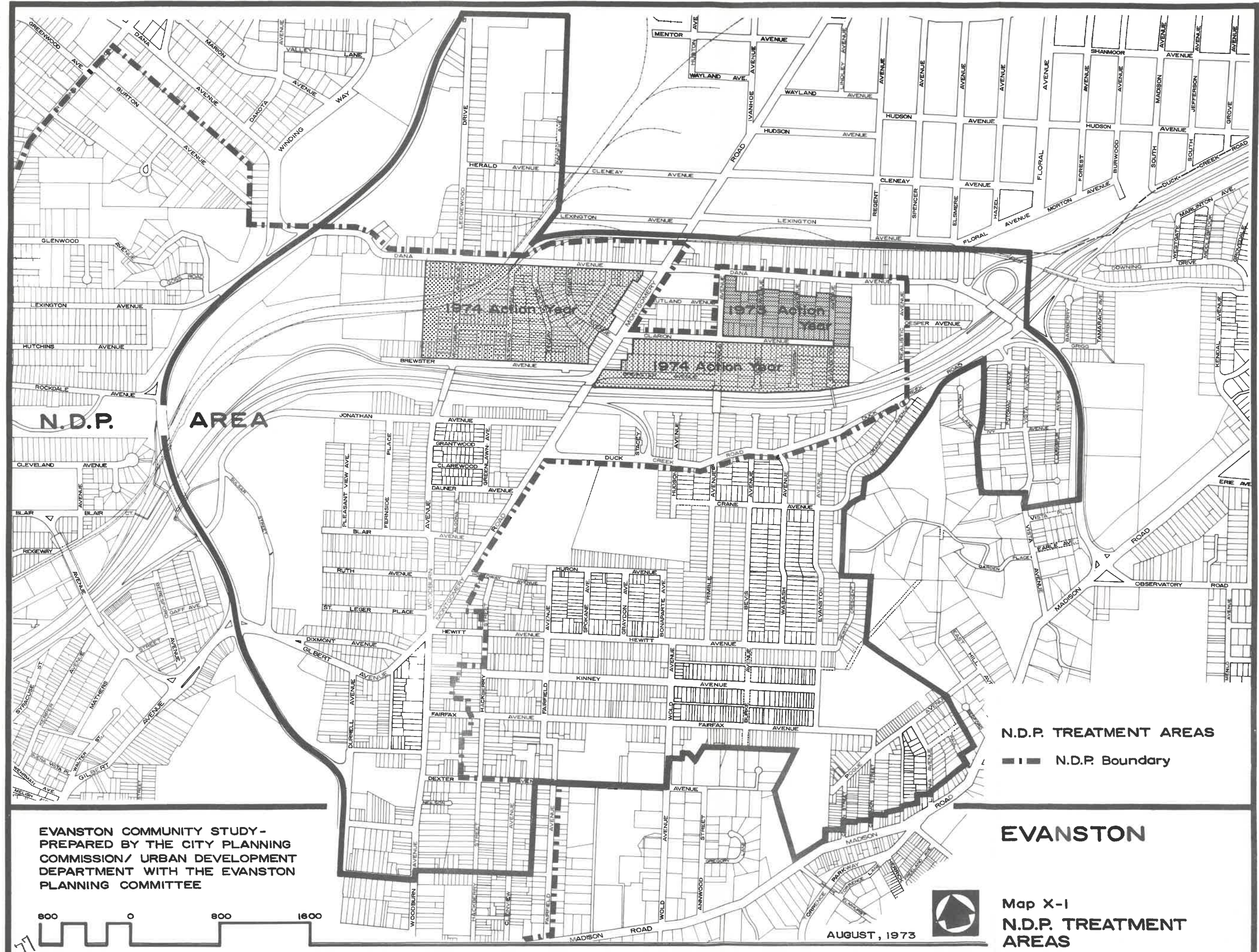
D. Neighborhood Development Program (N.D.P.)

The Neighborhood Development Program (N.D.P.) came into being as a result of the Housing Act of 1968 and is administered by the city's Department of Urban Development. The main thrust of the legislation allows cities to extend redevelopment services to many neighborhoods by placing urban renewal funding on an annual rather than a project basis. Simply stated, instead of receiving one large lump sum grant to be spent entirely in one area (such as in Central Business or Riverfront Area), N.D.P. allows cities to submit budget requests on a yearly basis to be spent on as many areas as could be qualified, given the limited amount of money available at the federal level.

After a city-wide area of concentration is delineated, the first step in the N.D.P. process is the selection of "treatment areas", the boundaries of which are determined by the city and neighborhoods involved (see Map X-1 for description of Evanston's boundary). Once the area is selected, two types of categorical aid are available depending upon the conditions of buildings in the treatment area. These programs are referred to as Rehabilitation and Clearance-Redevelopment.

If over 50% of the buildings in the treatment area are substandard, the area qualifies as a Clearance and Redevelopment Area. Under this type of treatment the city would acquire tracts of land using its powers of eminent domain, relocate those living in the acquired property, demolish the substandard buildings and then sell the cleared land to a redeveloper for new construction. The cleared land is sold to developers at a "write down" to induce new development to take place. The city acquires land at its fair market value, spends additional monies to relocate the families and businesses, clears the buildings from the land, and installs the improvements to the site necessary to make redevelopment possible. If, for example, the total cost of these activities was \$500,000, the city would then offer the land for sale at a price below \$500,000, how much below depends on the area, the size of the site, and the reuse. The difference between the full cost and the amount the land sells for is covered by matching monies; two-thirds by the federal government and one-third by the local government. This program has not been used in Evanston.

The second major type of treatment available when less than 50% of the buildings are substandard is Rehabilitation. With this type of program, all the homeowners in a "treatment area" are contacted with a majority having to



N.D.P. AREA

1974 Action Year

1973 Action Year

1974 Action Year

N.D.P. TREATMENT AREAS
 - - - N.D.P. Boundary

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Map X-1
 N.D.P. TREATMENT
 AREAS

AUGUST, 1973



vote in favor of accepting the Rehabilitation Program. Once accepted, every house in the area is inspected by the Building Department and owners are notified of the building code violations found. The owners are then contacted by the Department of Urban Development and offered financial assistance in repairing their homes in the form of a grant of up to \$3,000 or a low interest (3%) loan depending upon the owner's financial status. This program is currently underway in Evanston north of the I-71 expressway (see Map X-1) until fiscal year 1974.

A supplementary, categorical aid available to neighborhoods is in the form of technical assistance for planning studies, market feasibility studies, etc. Evanston is currently receiving aid in this area for a market study of the Evanston business district.

E. Community Development Revenue Sharing

As the Neighborhood Development Program and other forms of categorical aid are phased out, some type of special purpose Community Development Revenue Sharing seems assured (the city is presently receiving general revenue sharing monies to help meet their fiscal responsibilities). While the old form of categorical aid programs forced the city to file a multiplicity of applications for each single purpose development activity, this special revenue sharing approach will call for a single application comprehensively covering all community development activities. This means the city is assured of a certain sum of money for a period of years to be spent on development activities such as land acquisition, open space development, housing rehabilitation, etc.

Although the amount of money is assured, the types of activities undertaken and the neighborhoods in which money is spent is left up to local decision making. There will no longer be a lengthy federal review process and the constant bickering process over the amount of federal grant as in the past.

There are currently two bills pending in Congress which deal with Community Development Revenue Sharing, the Better Communities Act (sponsored by the Administration) and the Community Development Assistance Act. The two bills differ somewhat in scope, financing mechanisms and the amount of categorical program consolidation authorized. While these considerations are important at the city level, the main emphasis in terms of the Evanston Community has to do with the local decision making process which will inevitably follow whichever form of the bill is passed by Congress. Although the specific mechanism is still in the planning stages, Evanston residents should be prepared to participate in this decision making process at the neighborhood as well as city-wide level. This means that residents should be well versed in the specific development priorities of the Evanston Community as well as how these priorities fit within the broader context of city-wide goals and objectives.

F. Community Organization-Program Evaluation (COPE)

COPE is the vehicle whereby the city will determine priorities for the expenditure of federal special revenue sharing funds. These are slated to

begin arriving in Cincinnati in June, 1974, although the federal legislation establishing special revenue sharing has not yet passed Congress.

"Project COPE is an action plan to improve the city's administrative capability so that it can be more responsive to the needs of Council and the citizens . . . the overall goal is to make administration more responsive to needs."¹

Under the COPE plan, task forces would be appointed for each of the following seven subject areas:

1. Parks, recreation, culture, and open space
2. Law enforcement and justice
3. Transportation, parking, and traffic safety
4. Industrial and commercial development
5. Physical and mental health
6. Consumer protection
7. Fire protection and fire safety

These would join the three task forces already operating (the Cable T.V. Committee, the Environmental Task Force, and the Housing Working Review Committee), and the Human Resources Task Force which is just being formed.

These task forces will be composed of representatives from community councils, special interest groups, and city departments. Their task will be, for each of their subject areas, to

1. Define the roles and missions of city government
2. Survey needs and estimate the future
3. Determine the objectives to be achieved
4. Establish plans of action for reaching the objectives
5. Establish time requirements for objectives and programs
6. Determine the resources required to reach objectives
7. Determine priorities
8. Develop criteria for continuous priority determination.

COPE is not limited, however, to determining priorities for only the revenue sharing funds. It will eventually help determine priorities for all city programs. Although City Council has to make the final decision on all budgetary matters, the COPE program should enable them to have a much more rational, logical input for their decision making.

The COPE Task Force will have the Management Services office at their disposal for staff services, with the additional possible assistance of other city departments, local universities, and volunteers.

If the COPE program works the way it is hoped it will, it should eventually replace the present budgetary process, including capital improvements budgeting. It will be a much more efficient and rational process than the existing one.

1 Excerpted from a memo written by City Manager E. Robert Turner to City Council, March 1, 1973

XI THE LAND USE PLAN

A. Introduction

The Evanston land use plan is presented on the map on the following page. This is the end result of many meetings with the Evanston Community Council and their planning committee over a two-year period. The land use plan map shows the land use configuration recommended by the City Planning Commission Community Planning Team and the Evanston Community Council Planning Committee. The following section explains the land use plan map, and the following chapters give greater detail on various aspects of the plan, the reasoning behind it, and possible methods of implementing it.

B. Explanation of the Land Use Plan Map

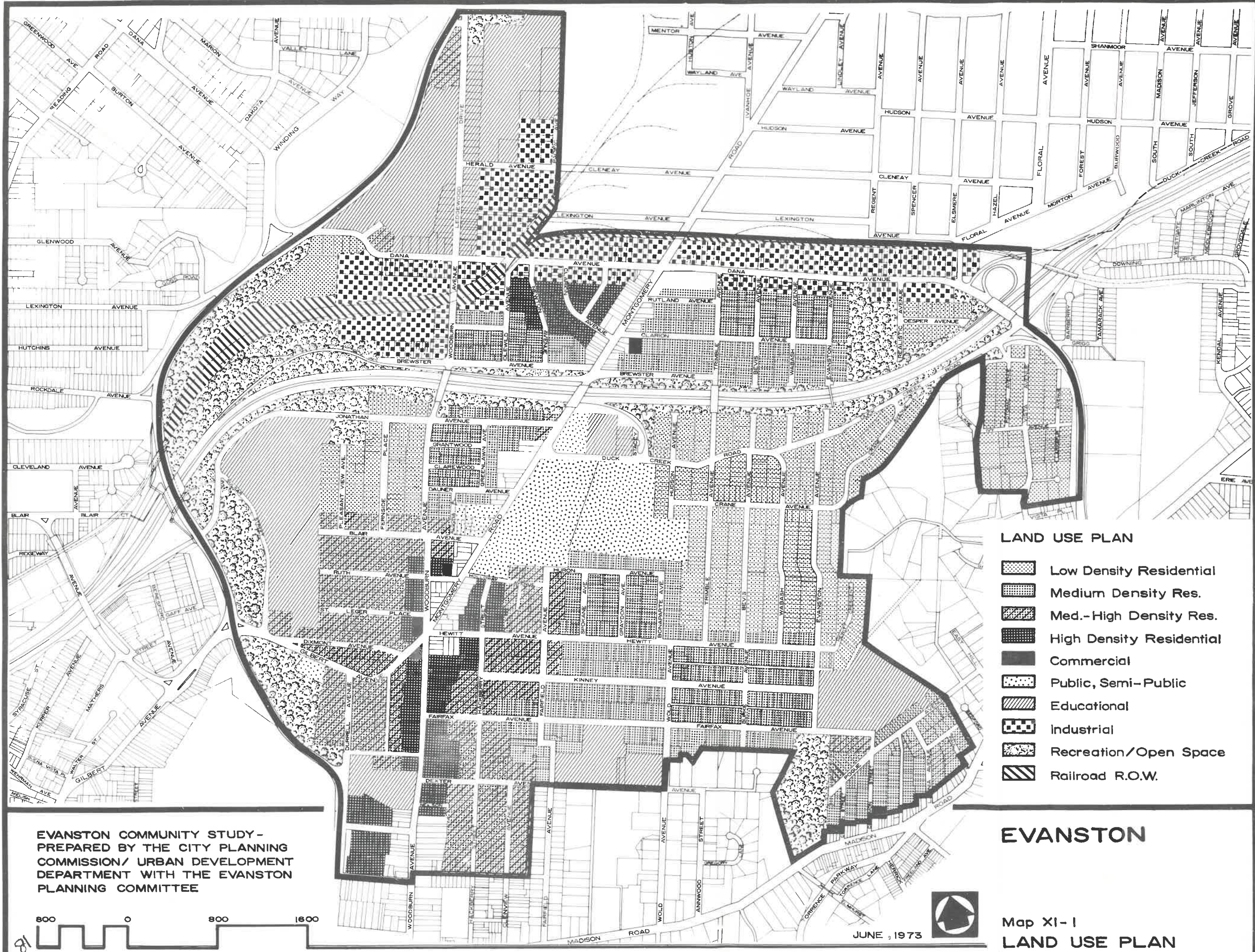
As can be seen on the map, Evanston's recommended land use configuration calls for business uses to be located along the Woodburn-Montgomery corridor (these areas are shown blank on the map for the reason explained in Chapter XIII). These business areas would be interspersed and flanked by multi-family residential uses. The residential density would then decrease moving out from this corridor to the east and west (see Chapter XII for further details). This would for the most part support the types of land use already existing in these areas.

Expansion for new industry and new parking for existing industry would be accommodated by infilling in the existing industrial and business areas along Dana Avenue, and by expanding to the south side of Dana (see Chapter XIII for further details).

Recreation, park, and other public uses would be scattered around the community, as presently exists, since most of these are givens (see Chapters XIV and XVI for further details).

There are several changes in the land use plan which were made after the printing of the maps. These are described below:











1. The block surrounded by Dana, Trimble and Rutland Avenues and Montgomery, the site of Evanston School, should be shown as educational.
2. The three small groups of parcels, identified as commercial, near the corners of Clarion and Montgomery, Ruth and Montgomery, and St. Leger and Woodburn, should appear as residential, the same density as adjacent residential.
3. The parcels identified commercial on the southwest corner of Gilbert and Woodburn should appear as blank to indicate commercial.



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LAND USE PLAN

-  Low Density Residential
-  Medium Density Res.
-  Med.-High Density Res.
-  High Density Residential
-  Commercial
-  Public, Semi-Public
-  Educational
-  Industrial
-  Recreation/Open Space
-  Railroad R.O.W.

EVANSTON

Map XI-1
LAND USE PLAN

JUNE, 1973



XII THE HOUSING PLAN

A. Housing Goals

The Evanston Community Goals were originally adopted by the Evanston Community Council Planning Committee on January 25, 1972 (see Appendix I-1). These included one housing goal, with five sub-goals. These were revised and reorganized into four housing goals for the Evanston Housing Implementation Policy, adopted in November, 1972*. These goals are listed below.

- Goal I: Evanston should remain a residential community, retaining its essentially one and two-family character.
- Goal II: The housing developed in Evanston should contribute to the stabilization of or to a slight increase in the population.
- Goal III: While multi-family units should not be excluded from the community, their location, size, and character should be carefully controlled to insure that they would fit into the nature of the community.
- Goal IV: Housing quality in Evanston should be maintained at a high level (and brought up to standard where necessary).

It is on these goals, that the following Housing Plan for the Evanston Community is based.

In the following sections, each of these goals will be restated, then discussed with regard to what they mean in planning terms (policies) and how they might be brought about (implementation). Section B will form, essentially, a housing policy plan. Section C will detail zone changes recommended to implement the plan, and Section D will discuss other programs which can help bring the plan to fruition.

B. Housing Policies

Housing Goal I states that "Evanston should remain a residential community, retaining its essentially one and two-family character". In comparing the land use patterns in Evanston with the zoning patterns (Maps IV-1 and IV-2, respectively), it can be seen that many of the areas of a one and two-family nature are located in less restrictive zones. For example, much of the essentially single-family area of Evanston is located in the R-3 zone. Such areas should be upgraded to represent the zoning which would allow them to maintain their present character. Toward that end:

* Due to the reduction of federal programs since the adoption of this policy, much of this document is obsolete and is not reproduced here.

- Areas that are basically one-family in nature should be zoned to retain that one-family character. This would eliminate the possibility of the conversion of single-family homes into duplexes or multi-family apartments.
- Areas that are basically two-family should be zoned to retain this character. This would eliminate the possibility of conversion of existing units to multi-family apartments.

Specific zone changes are discussed in the following section.

Housing Goal II states that "The housing developed in Evanston should contribute to the stabilization of, or to a slight increase in population." In the light of decreasing family size (a city-wide trend), this goal would allow for a sizeable increase in the number of dwelling units. This could include further conversions of one and two-family units (even with the up-grading of zoning mentioned above), an increase in new multi-family units in R-4 and R-5 zones, and conversion of some business uses to residential uses. This goal, on the other hand, would not allow large scale conversions of land from residential to commercial, industrial, or public land uses.

Housing Goal III states that "While multi-family units should not be excluded from the community, their location, size and character should be carefully controlled to insure that they would fit into the nature of the community." In order to insure this, the Evanston Planning Committee adopted the following policies to serve as guidelines for development of multi-family units:

- No multi-family developments should be higher than four stories. An exception to this would be federally assisted high rises for the elderly which could rise to eight stories.
- In order for new multi-family units to be developed, the community should be in agreement as to their desirability.
- No multi-family housing in Evanston should be developed at greater than R-5 density, and that should take place only along the Woodburn-Montgomery Road axis, and in the Brooks-Clarion area (see Land Use Plan Map on page 81).

Housing Goal IV states that "Housing quality in Evanston should be maintained at a high level (and brought up to standard where necessary)." In light of Housing Goal I, which asserts that Evanston should retain its present character,

- Housing rehabilitation programs should be encouraged in Evanston, subject to the guidelines adopted by the Planning Committee.
- Rehabilitation of the existing housing stock should take precedence over demolition and redevelopment, where possible.
- Rehabilitation programs should include loans and/or grants to those needing assistance to rehabilitate their homes.

- Homeownership should be encouraged in any rehabilitation programs in Evanston.
- In any rehabilitation involving dislocation of residents, every attempt should be made to relocate the residents in comparably priced housing within the community, if they so desire. Also, every attempt should be made to relocate into rehabilitated units other Evanston residents who are, at the time, living in sub-standard housing.
- Where a residential building cannot be rehabilitated, it should be demolished and replaced with new housing (except where otherwise specified in this plan).

In the process of meeting with the Evanston Planning Committee, several additional policies emerged, though they were never officially adopted. Among these were the following:

- Owner occupancy should be encouraged in all new developments and rehabilitation programs.
- There should be an even distribution of low income housing within the community. Concentrations of the poor should not be permitted in any one area of the community.

C. Recommended Zone Changes

In order to implement these goals and policies, the Planning Commission staff and the Evanston Planning Committee recommend certain zone changes in Evanston. These are shown on Map XII-1 on page 86. Most of these reflect changes to support present patterns of residential use, but some represent substantive changes. These will each be discussed in the paragraphs below.

Changes to R-2

In five separate areas shown on the map it is being recommended that the zoning be upgraded to R-2. In all cases, these areas are essentially single-family in character and the change is recommended in order to protect that character (compare with the existing land use map on page 30). It would prevent the future conversion of single-family homes to two-family dwellings. Most of these areas are now R-3, so conversions to multi-family aren't possible now.

Change to R-2(T)

The northeast corner of Realistic and Oesper Avenues should be rezoned R-2(T) in order to protect the single-family residential area along Oesper. This would ensure that if the use were to change that the Building Commission could set site plan standards to buffer the adjacent residential area.

Changes to R-3

In four areas shown on the map, it is being recommended that the zoning be upgraded from R-5 to R-3. These are all extensions of existing R-3 zones and are areas of mixed residential usage, with single or two-family dwellings predominating. This would prevent conversion to multi-family dwellings, but would allow conversion of existing single-family homes to duplexes. The part of the present site of Evanston School facing Clarion and Rutland Avenues is included in this zone.

Three residential parcels on Brewster Avenue just west of Montgomery Road are presently within a B-3 zone, but should be changed to R-3 since Brewster Avenue will be closed at Montgomery Road on completion of I-71.

Changes to R-3(T)

The two strips on the south side of Dana that are shown on the map should be rezoned R-3(T) in order to protect the adjacent R-3 area from future development along Dana Avenue. This would allow M-2 uses on the south side of Dana Avenue, but would allow the Building Commission to set site plan standards to buffer these uses from the adjacent residential area. This strip could have very flexible use, for some small manufacturing, for parking for the industry across Dana Avenue, and for highway oriented commercial development. Until the market buys the existing residences it would remain as housing.

Changes to R-4

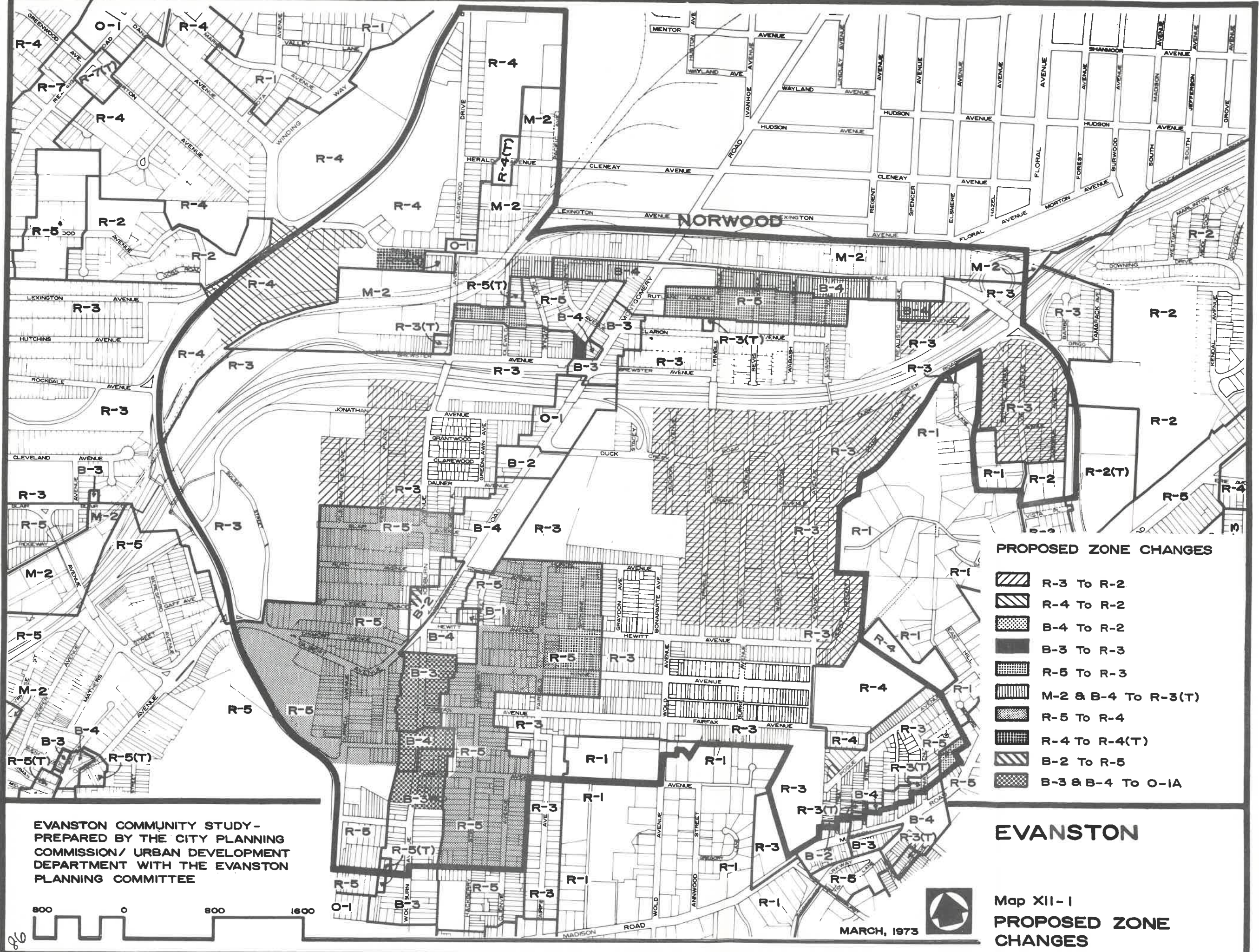
These changes would affect two large areas flanking the Montgomery-Woodburn Avenue corridor between Blair and Lincoln Avenues which are presently zoned R-5. This represents an upgrading which would allow conversion to low density multi-family housing and some small new apartments, but no high density apartments.

Changes to R-4(T)

This is an extension of an existing R-4(T) and would affect ten residential parcels on the south side of Dana Avenue across from Xavier University. These are surrounded on three sides by the Coca-Cola Bottling Company which is in need of more area for parking. With the R-4(T) zone, they could purchase these parcels as they become available. The transition zone would allow the Building Commissioner to set site standards which would buffer the area from Xavier University. It is recommended that this change not be initiated until Coca-Cola or the owners of the property request it, so that the residents be protected from encroachment as long as possible.

Change to R-5

This change would affect several parcels on the northwest corner of Woodburn Avenue and St. Leger Place, presently zoned B-2. The Planning Commission staff and the Planning Committee feel that these parcels should



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PROPOSED ZONE CHANGES

- R-3 To R-2
- R-4 To R-2
- B-4 To R-2
- B-3 To R-3
- R-5 To R-3
- M-2 & B-4 To R-3(T)
- R-5 To R-4
- R-4 To R-4(T)
- B-2 To R-5
- B-3 & B-4 To O-1A

EVANSTON

Map XII-1
**PROPOSED ZONE
 CHANGES**

MARCH, 1973



be part of the adjacent residential area in the future rather than part of the business district. This would provide additional sites on which to locate some medium density apartment development.

Recommended Actions

It is recommended that the Evanston Community Council and the City Planning Commission begin work on these recommended changes as soon as the plan is published. Those changes recommended in the last section should await the publication of Urban East's business district study for corroboration or alteration.

D. Programs to Support Evanston's Housing

Public programs of this nature would be financed through the federal special revenue sharing funds beginning in June 1974. (The present N.D.P. program of inspections and grants will continue until then.) Optimally, the housing rehabilitation program with loans and grants to homeowners would be continued and expanded to include areas not presently within the N.D.P. boundary. The southeast corner of the community adjacent to O'Bryonville needs special attention in this regard.

With the COPE program determining priorities for these funds (see Chapter X, Section E) an intense lobbying effort on the part of the community will be necessary to retain the program. The Evanston Community Council should be in close contact and communication with the Human Resources Task Force as it goes through the process of setting its priorities.

In addition to public funds, the Evanston Community Council might try to secure some private donations to support a private program of a similar nature. They could offer loans for minor repairs and painting. This could be done through the existing housing development corporation. Attempts could be made to obtain funding through the United Appeal, various foundations, and local industries.

XIII THE COMMERCIAL PLAN

A. Business Districts Plan

The firm of Urban East Consultants from Atlanta, Georgia, is presently in the process of doing a market analysis and plan for the neighborhood business districts in Evanston. The results of their work should be published in the fall of 1973. Their recommendations, as adopted by the Evanston Community Council, should become part of the Evanston Community Plan. Any changes in this document necessitated by Urban East's plan should accordingly be made by the Evanston Planning Committee, and would, essentially, become a part of this plan. Meanwhile, in the absence of their recommendations, the commercial areas are shown as blank in the land use map on page 81.

The Planning Committee strongly recommends that this plan be implemented as soon as possible through the use of city capital improvement funds or federal revenue sharing funds.

B. Recommended Zone Changes

In working toward Evanston's goal of upgrading its present business district and broadening the range of service available, it is the feeling of the planning staff that some zones now labeled business should be eliminated, to concentrate business development in established areas. The primary concern is along Woodburn Avenue roughly between Neilsen Place and Hewitt Avenue. Although this area is zoned B-3 and B-4, there are relatively few retail establishments. Because of the trend toward office zone types of uses already in this area and relatively few retail establishments, the planning staff recommends that the B-3 and B-4 uses in the area described on Map XII-1 be changed to an O-1A use. However, before action is taken on this change of zoning, the business district plan should be consulted to avoid conflict.

An office-1A allows the following

1. Offices devoted to business management and professional services
2. Financial institutions (banks and savings and loans)
3. Funeral homes
4. Radio and television
5. Art studios
6. Building center projects
7. Recording studios
8. Beauty salons and barber shops
9. Residential-5 uses.¹

¹ Zoning Code of the City of Cincinnati, p. 74

C. Industrial

Industrial Expansion

According to the Planning Commission survey of the existing industry's expansion needs (see Chapter VI, page 47), no land was needed for the expansion of industrial plants, only for parking. Since the letter to the existing industries asked if they had expansion needs in the "foreseeable future", and since there were no affirmative responses, this document will not plan for such expansion. If such needs arise in the future, the Planning Commission should restudy the situation and revise this plan if necessary. Expansion could take place adjacent to existing industries by in-filling on existing residential or business properties, to the south of Dana Avenue under the planned rezoning of that strip to R-3(T) and R-4(T), in the case of industries that could feasibly have various aspects of their operations divided by Dana Avenue, or by acquiring the five residential properties west of Woodburn Avenue just north of Brewster Avenue.

Concerning new industries, there are no large sites available in Evanston. New sites for small industries could be located by in-filling on existing residential or business properties north of Dana, in the transition strip immediately south of Dana, or by acquiring the five residential properties west of Woodburn Avenue just north of Brewster Avenue.

Industrial Parking

Land for expansion of parking is needed by three industries in Evanston, the Coca-Cola Bottling Company, the Cincinnati Gas and Electric Company, and Inmont Corporation (see Chapter, page 47). Land for parking facilities for these three companies can be arranged as follows:

- The Coca-Cola Bottling Company requires an unspecified amount of land for parking. If Coca-Cola acquires the ten residential parcels on Dana Avenue, which it already surrounds on three sides, it would have well over an acre of land on which could be parked over 200 cars. Although the present zoning does not permit this, the R-4(T) zone to the east could be extended west along Dana to allow it. The Planning Commission does not recommend that this change be made at present, however. This might allow other businesses or industries to enter the area. Instead, it is recommended that the change to R-4(T) zone be granted when Coca-Cola purchases or has an option on the property and applies for such a change. The transition zone would allow parking and at the same time allow the Building Commissioner to impose site plan standards to protect the environment of the residences and the University across Dana Avenue.

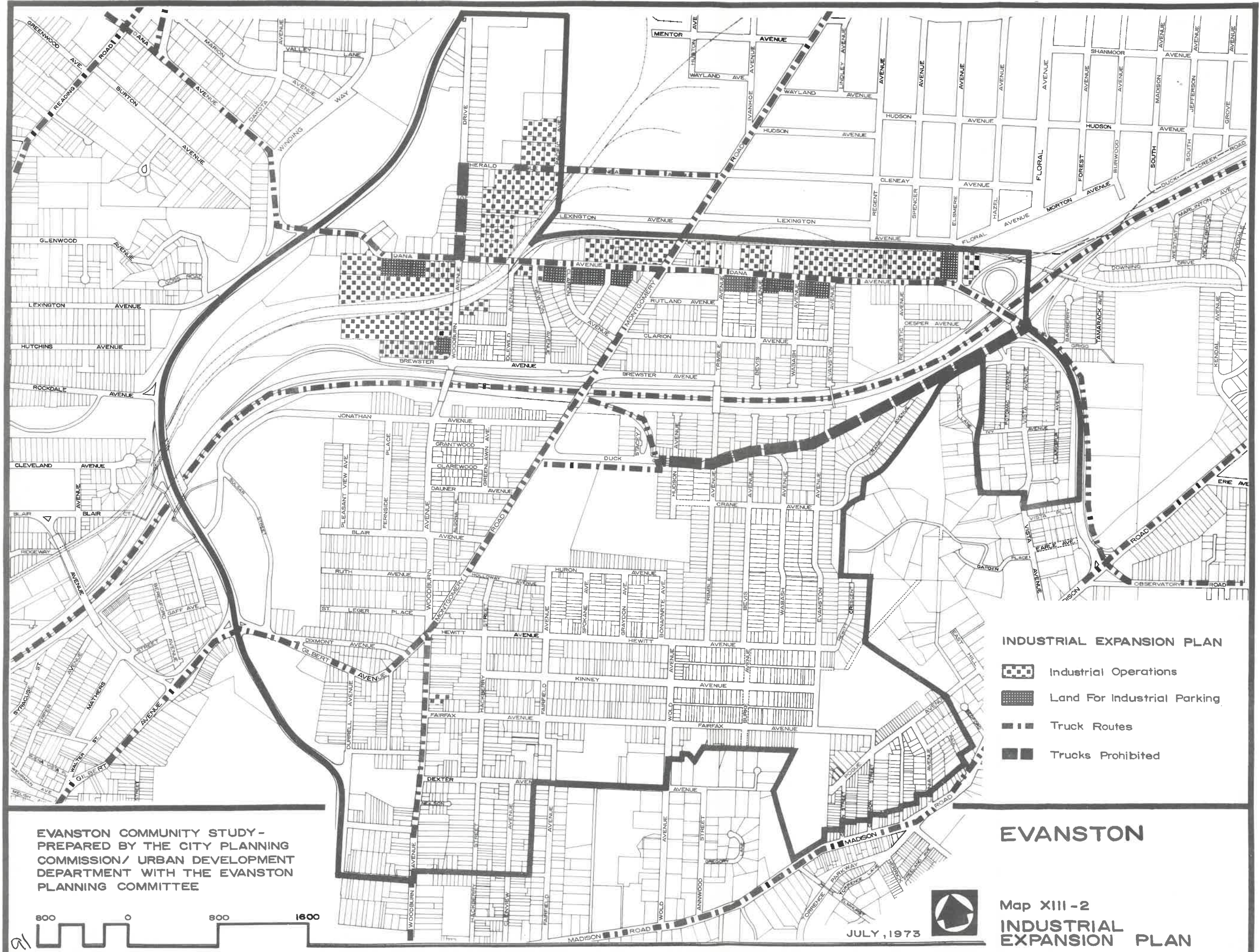
- Cincinnati Gas and Electric Company requires one acre of additional land for parking or enough for 80 cars. If the company acquires the eight residential properties south of Dana Avenue between Bevis

and Wabash Avenues, well over the 80 parking spaces required could be built. Again the change to R-3(T) for this area would allow the parking, but would also allow the Building Commissioner to impose site plan standards in order to protect the residential neighborhood along Bevis and Wabash Avenues.





- Inmont Corporation requires one-half to one acre for additional parking. If the company acquires the eight residential properties south of Dana between Brooks Avenue and Montgomery Road, that would provide .7 of an acre. Additional land for parking could be obtained by acquiring additional properties west of Brooks Avenue.

Summary

In summary, additional land for new industries and expansion of existing industries (both plant facilities and parking), can be made available along the south side of Dana Avenue by rezoning it R-3(T) and R-4(T). Map XIII-2 on page 91 shows the area to be rezoned.



INDUSTRIAL EXPANSION PLAN

-  Industrial Operations
-  Land For Industrial Parking
-  Truck Routes
-  Trucks Prohibited

EVANSTON COMMUNITY STUDY -
 PREPARED BY THE CITY PLANNING
 COMMISSION/ URBAN DEVELOPMENT
 DEPARTMENT WITH THE EVANSTON
 PLANNING COMMITTEE



EVANSTON

Map XIII -2
**INDUSTRIAL
 EXPANSION PLAN**

JULY, 1973



XIV THE RECREATION PLAN

In June of 1972, the City Planning Commission published the Evanston Recreation Plan, a document which gave certain of the existing conditions in Evanston, analyzed existing recreation, and presented a recreation plan for Evanston (see Map XIV-1). This called for the construction of a recreation center by the Public Recreation Commission on Montgomery Road and for various other park and recreation facilities in the community. This section will simply summarize what was planned for in that document. The following list is of proposed recreation sites and facilities:

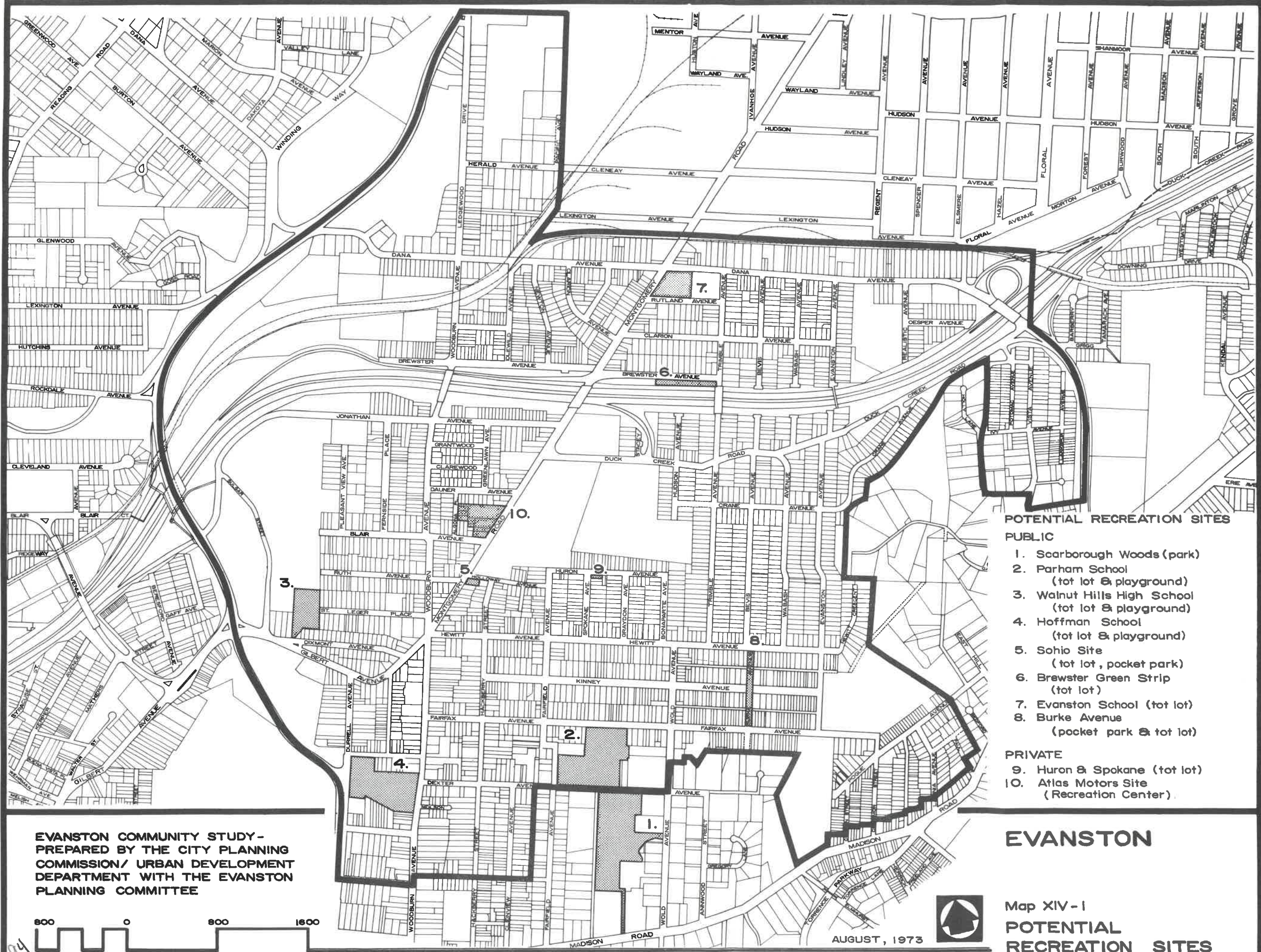
1. Atlas Motors. site at Montgomery and Blair
recreation center
2. Parham School
tot lot equipment
playground equipment
wading pool or spray pool
3. Walnut Hills High School grounds (end of St. Leger Place)
tot lot equipment
pocket park with picnic facilities
4. Hoffman School
tot lot equipment
playground equipment
5. Brewster Green Strip - East
tot lot equipment, but no benches
6. Evanston School
tot lot equipment
playground equipment
wading pool or spray pool
7. Burke Avenue Right-of-Way
a passive sitting area with game tables for adults
picnic area
tot lot equipment
8. Huron and Spokane Site
tot lot equipment
9. Old Walnut Hills Playfield
all seasons skating rink
miniature golf course
archery range
10. Evanston Playfield
lighted tennis courts and ball field
picnic facilities
11. Owls Nest Park
picnic facilities

In addition to these new facilities, the Recreation Plan called for better maintenance of existing facilities.

The original plan called for tot lot equipment on the green strip along Brewster Avenue west of Montgomery Road. It has since been found that there will not be adequate room along that strip for tot lot equipment, so it has been deleted from the list above.

It should be especially noted that the plan recommends playground and tot lot equipment be added to the three public elementary school playgrounds in Evanston. This would be to serve both school children at recess and neighborhood children after hours and on the weekends. It is additionally recommended here that the three public elementary schools be opened in the evenings and on Saturdays for lighted school programs until a recreation center can be built and a pattern of need established again.

Concerning implementation, it is hoped that money for acquisition of land for the recreation center can be included in the 1974 Capital Improvements budget, and the center should be constructed in 1975. Due to cutbacks in the Neighborhood Development Program (N.D.P.), the funds for acquisition of land will all have to come out of city money, instead of from N.D.P. as originally planned.



POTENTIAL RECREATION SITES

PUBLIC

- 1. Scarborough Woods (park)
- 2. Parham School (tot lot & playground)
- 3. Walnut Hills High School (tot lot & playground)
- 4. Hoffman School (tot lot & playground)
- 5. Sohio Site (tot lot, pocket park)
- 6. Brewster Green Strip (tot lot)
- 7. Evanston School (tot lot)
- 8. Burke Avenue (pocket park & tot lot)

PRIVATE

- 9. Huron & Spokane (tot lot)
- 10. Atlas Motors Site (Recreation Center)

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 PLANNING COMMITTEE

800 0 800 1600

EVANSTON

Map XIV - 1
POTENTIAL RECREATION SITES

AUGUST, 1973



XV TRANSPORTATION PLAN

The only changes in the transportation picture, at this time, is in the area of truck routes. There are no needed or expected changes foreseen in the road system for Evanston except adjustments in signalization to control traffic once I-71 is opened. Presently, bus routes and ridership are being studied by the Southwestern Ohio Regional Transit Authority (SORTA) who ultimately will make recommendations and implement their findings.

A. Urban East Consultants' Recommendations

As in the case of the commercial plan, Urban East Consultants will be making some recommendations on the transportation system as it affects the business district in Evanston. These too should become part of the plan, as adopted by the Evanston Planning Committee and Community Council.

B. Truck Routes

The Planning Commission staff and the Planning Committee feel that the truck routes through Evanston, with the exception of one, are quite satisfactory. That one exception is Duck Creek Road from the expressway ramp near Stacey Avenue east to Dana Avenue. This passes through a fine single-family residential area, and since one of Evanston's goals is to protect its housing, it is recommended that Duck Creek Road be closed to trucks from Stacey Avenue east.

Instead of using Duck Creek Road, trucks exiting from the freeway here could go west on Duck Creek Road for one block (there is no housing on this stretch), then north on Montgomery Road or east and west on Dana Avenue. This would not add that much mileage for the trucks, but it would help protect the housing along and near Duck Creek Road.

Another stretch of road along which trucks should specifically be prohibited is Ledgewood Drive between Dana and Herald. This is due to the good housing presently existing there and to the already congested conditions due to Xavier University traffic and parking. Trucks from the industries along Herald Avenue could reach Dana Avenue by going east on Herald Avenue and Cleneay Avenue, then south on Montgomery Road to Dana Avenue. This detour might be inconvenient for some of the trucks, but the benefit received by the residents along Ledgewood Drive and by the Xavier students who must drive, park, and walk in this area, would offset this. Even after this area is converted from residential to educational uses, trucks should be prohibited from Ledgewood Drive due to the traffic congestion. Already there have been complaints of cracked plaster in walls and ceilings due to the vibrations from the trucks. Although Ledgewood Drive is not planned as a truck route, since it is now heavily travelled by trucks, signs should be posted at both Ledgewood Drive and Dana Avenue, and on Herald Avenue approaching Ledgewood Drive as a reminder to trucks.

XVI PUBLIC FACILITIES AND SERVICES PLANNING

A. Education Plan

The very low percentage of Evanston students passing the entrance exam for the college preparatory program in comparison with the rest of the city is a definite sign that there are serious problems with the quality of education offered in the elementary schools in Evanston. The Planning Commission feels that the School Board should take decisive and dramatic steps to correct this situation. At the same time, the Planning Commission staff recognizes 1) that all schools in the city cannot be equal in the percentage of students passing the college prep entrance exam, 2) that the School Board is well aware of this problem, and 3) that programs to accomplish this are expensive in the face of the current taxpayers' revolt. Nevertheless, the Planning Commission staff feels that the attempt must be made soon to move forward in the area of better education for poorer, under-employed communities. The disparity of 5% versus 18% is simply too great. Equal opportunity in employment, a national goal, is meaningless if children do not have an equal opportunity to attain the education that is necessary to give them equal opportunity in employment.

New policies, programs, and approaches are desperately needed in all communities which have low percentages of students passing the college prep entrance exam, Evanston being the case in point. Some of these needs are as follows:

From the Board of Education:

1. Teachers are needed who are especially dedicated to the education and welfare of each and every individual student and group as a whole.
2. Student/teacher ratios and class sizes need to be decreased so that each student may receive more attention from his teachers that is tailored to his own particular needs.
3. Exploration into new methods and instructional techniques are needed that hold the interest and stimulate the curiosity of the student.

From the Evanston Community:

1. More family and community involvement in school affairs and educational reform is needed so that the educational environment of the students can be improved in their own homes and in the community.

The Planning Commission staff, in making these statements in this report, in involving itself in these matters which are not traditionally a part of planning, is making a commitment to support the Board of Education in its efforts. Comprehensive planning must begin to involve itself in educational programming and educational reform. If it does not, the resulting planning

cannot be considered truly comprehensive. The quality of education is so intertwined with other areas that are traditionally a part of planning that to ignore it negatively offsets that planning. The maintenance of high quality housing in Evanston and the development of a viable business district are, to a great extent, dependent on a fully employed populace. This, in turn, is largely dependent on an educated populace.

The community must also make a commitment to support and participate in the efforts of the Board of Education to improve the quality of the education in the system. It is, after all, the prime beneficiary of what improvements and reforms are accomplished. The Evanston Community Council has already gone a long way toward this type of participation (see page 66). The effort is only just beginning, however, and Evanston will have to work hard in cooperation with the Board of Education, the City Planning Commission, City Council, and other involved agencies in order to bring this plan to fruition.

B. Library Planning

The Planning Commission staff feels that having a public branch library in the Evanston Community Center is an ideal situation. It provides a convenient opportunity for Evanston residents to be able to borrow books. It is hoped that the number and scope of books available can be increased in the future, and that library usage can be increased through the Community Council's publicizing the service and encouraging residents to use it.

The cooperation between the Community Council and Parham School to help enlarge each other's libraries is an excellent idea and should be expanded as much as possible.

C. Xavier University

Xavier University is already in the process of purchasing residences along Ledgewood Drive and Dana Avenue, as they come on the market, for purposes of housing offices, constructing dormitories, and providing entrances to parking lots. The Planning Commission staff foresees that this trend will continue. The situation as it presently exists, wherein the residential strip along Ledgewood Drive is virtually surrounded by Xavier University, is not desirable either for the residents or for the University. Gradual absorption by the University will help rectify the situation for both parties without the trauma of mass relocation. It is, therefore, shown as an educational use on the land use plan map.

D. Police Districts

In the opinion of the Planning Commission staff, all of the Evanston Community should be included in one police district. This would make it simpler for the citizens and the Evanston Community Council to know which district to call on for emergencies and would facilitate police-community relations considerably. As the situation exists now, there is confusion

over which district to call and a misplaced call often leads to delays in action. The staff feels this problem could be rectified by including the northwest segment of Evanston, which is presently in District 4, in District 6.

E. Post Office Planning

The trend in the Post Office Department seems to be toward consolidation of facilities, with one branch serving several communities. This means that some communities will not have a branch within easy walking or driving distance. This has been the case in Evanston since the mid-60's. The Evanston Community Council and the Planning Commission staff regret this trend. They feel that a post office is a public facility and service which should be conveniently located in all communities in order to serve adequately the populace. In addition to the service offered, a post office would serve as a generator to help bolster a neighborhood business district.

A post office branch in a community such as Evanston need not be an elaborate facility, but could be operated out of any store front. Services offered could be limited to a resident-serving nature, including stamp sales, posting letters and parcels, renting post office boxes, etc. Such a facility could even be included in an existing business.

The Evanston Community Council and the Planning Commission strongly urge the U. S. Postal Service to reopen a branch postal facility in Evanston. Such a facility should be located in N.B.D. 28 (on Montgomery Road, south of I-71).

APPENDIX I - 1

EVANSTON COMMUNITY GOALS

Adopted by The Evanston Community Council
Planning Committee
on January 25, 1972

Priority Group A

1. Evanston should remain a residential community, retaining its essentially one- and two-family character.
 - a. The housing developed in Evanston should contribute to the stabilization of, or to a slight increase in, the population.
 - b. While multi-family units should not be excluded, their location, size and character should be carefully controlled to insure that they would fit well into the nature of the community.
 - c. In order for multi-family units to be developed, the community, including nearby residents, should be in agreement as to their desirability.
 - d. High-rise apartments, for any income level, are incompatible with the character of the Evanston community.
2. Evanston should have its own business district along Montgomery Road, upgrading the present district and broadening the range of services available.
 - a. A small supermarket in Evanston is needed to provide food at a better cost and nearer at hand,
 - b. A broader range of convenience goods stores is needed in order to better serve Evanston residents.
3. Upgrade the level of recreation facilities and services in the Evanston community.
 - a. A recreation center is needed in Evanston in order to better serve the recreation needs of the populace.

Priority Group B

4. Control highway-oriented development along I-71.
5. Improve police protection for Evanston.
6. Provide better public transportation service for Evanston.
7. Upgrade the quality of education in the Evanston community.

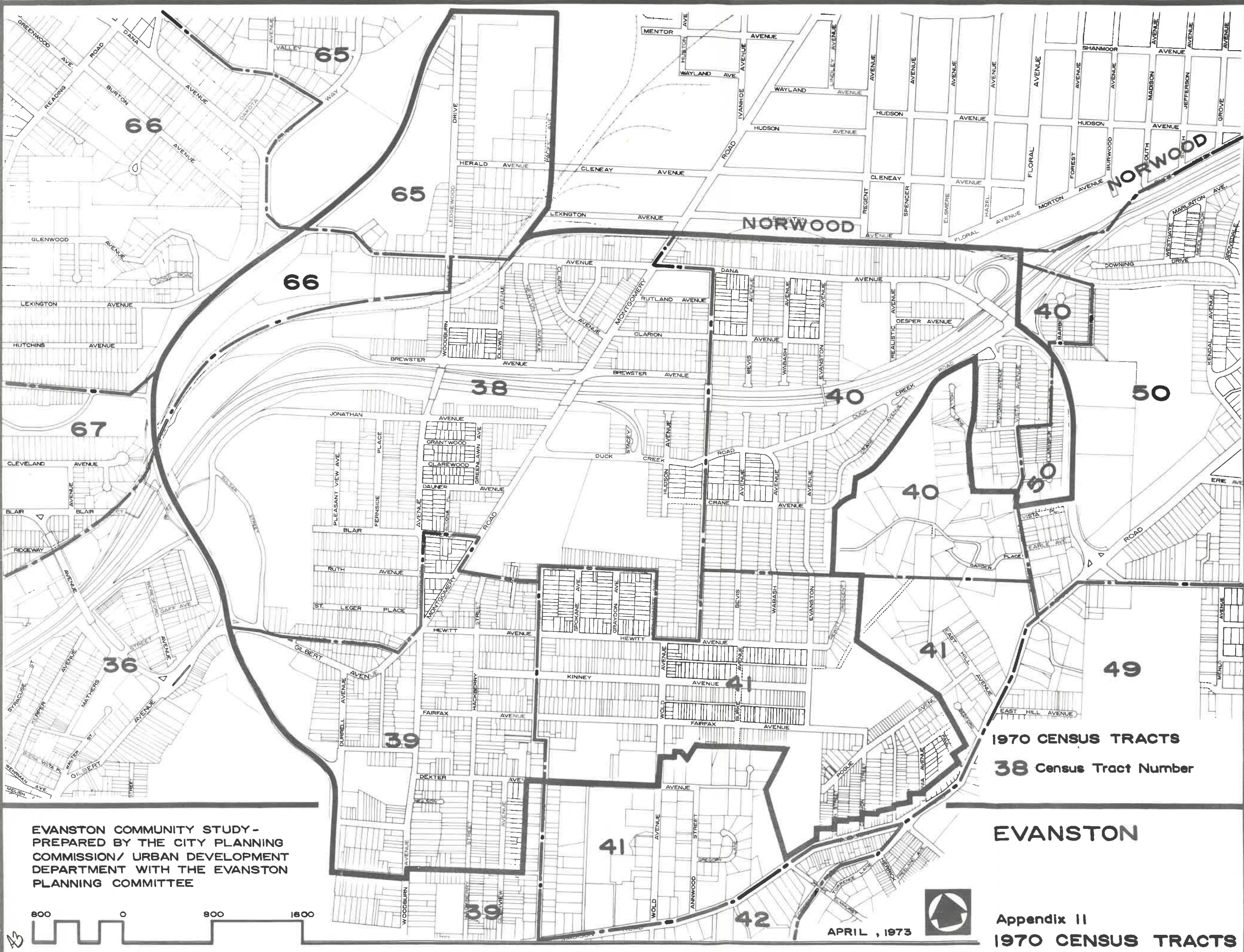
Priority Group C

8. Provide adequate health services for the residents of Evanston in their own community.
9. Provide a full range of social services to fit the needs of the population of Evanston.
10. Return a branch post office to Evanston.

EVANSTON

<u>DATE</u>	<u>INFORMATION PRESENTED</u>	<u>DECISIONS MADE</u>
July 30, 1971	Data sources Work program and schedule	Boundaries Subject areas delineated a. Montgomery Rd. Business district b. 1 Family housing c. Zoning d. Recreation center Implementation planning to be integrated with other planning
August 18, 1971	Recreation and education facilities Population density School age and elderly Population sheet and census map	Possible recreation center sites Two goals a. Remain 1 and 2 family homes b. Upgrade business district Evanston boundaries adopted No subdivision into planning areas
Sept. 21, 1971	Recreation standards as applied to Evanston School attendance data Residential density Neighborhood Development Program (NDP) first introduced	Need to meet with Mr. McGinnis about recreation center NDP to present their program at a community Council meeting
Oct. 19, 1971	Tentative goals Results of meeting with Mr. McGinnis	Revise goals statement Scattered recreation sites needed
Jan. 25, 1972	Zoning map Traffic volumes map Traffic accidents map Community facilities map	Goals adopted Atlas Motors site for recreation center All-seasons skating rink for Walnut Hills Playfield Businessmen's meeting set

Feb. 15, 1972	Existing industries map	Recreation center facilities list worked on
	Existing gas stations map	
	Publicly owned land for recreation	Recreation center tour deemed wise
	Tentative land use plan	Need for truck rerouting on Ledge
	Analysis of outdoor recreation facilities and deficiencies	Brooks-Clarion area should be rehabilitated
		Residential along west Dana to remain
		Rehabilitation in Cohoon area
March 7, 1972	Businessmen's meeting	
March 28, 1972	Date set for meeting with Mr. McGinnis	Xavier to be shown absorbing residences along Ledgewood on the land use plan
April 18, 1972	NDP alternatives for 1973 programming	Brewster I-71 strip for parking
	Results of 1970 NBD study	Skating rink on Jonathan
	Site plan of the community center	
May 2, 1972	Results of meeting with Mr. McGinnis	Recreation priorities set
	Report maps	A recreation plan to be prepared
June 20, 1972	Recreation Commission had approved the recreation plan	To hire a market analyst to study the business district problem
	Recreation and housing policy plans	



1970 CENSUS TRACTS
 38 Census Tract Number

EVANSTON

EVANSTON COMMUNITY STUDY -
 PREPARED BY THE CITY PLANNING
 COMMISSION/ URBAN DEVELOPMENT
 DEPARTMENT WITH THE EVANSTON
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APRIL, 1973



Appendix II
 1970 CENSUS TRACTS

APPENDIX IV-1

Zone	Uses	Minimum Lot Area	Minimum Area Per Dwelling Unit	Maximum Height
R-2	Permitted One-family dwellings, churches, schools, libraries, museums, parks, and play-grounds Conditional Recreational uses, swimming clubs, non-profit tennis clubs	6,000	6,000	1 3 stories or 35 ft. (the lesser)
				2
R-3	Permitted R-2 uses, 2-family dwellings, swimming clubs not for gain Conditional Day Care Centers	5,000	4,000	1 Same as Above
				2
R-4	Permitted R-3 uses, multi-family apart-ments, colleges, Day Care Centers Conditional Fraternities, hospitals, nursing homes, parking for R, O-1, or B-1 clubs, lodges, non-profit offices	5,000	Efficiency: 2,000 Intermediate: 2,000 Regular: 2,500 Efficiency: 1,200 Intermediate: 1,200 Regular: 1,500	1 45 ft. except when more than 500 ft. from an R-1, 2, 3, then same as R-5
				2
R-5	Permitted R-4 uses, hospitals, nursing homes Conditional Restaurants, laundries, and services in structures con-taining 100 or more units	5,000	Efficiency: 1,200 Intermediate: 1,200 Regular: 1,500	2 times the distance from the building line to center of street

EVANSTON COMMUNITY COUNCIL
 EVANSTON BUILDING CONDITION SURVEY

I. Building Identification

- 1. Address _____
- 2. Use _____
- 3. Material of Construction _____

II. Building Condition

1. Primary Structural Defects

	Critical 12 pt	Major 4 pt	Minor 1 pt
a. Foundation	_____	_____	_____
b. Exterior Wall	_____	_____	_____
c. Roof-Support and Condition	_____	_____	_____

2. Major Defects

a. Window		_____	_____
b. Doors		_____	_____
c. Stairs		_____	_____
d. Fire Escape		_____	_____
e. Porches		_____	_____
f. Chimneys		_____	_____

Total

III. Building Evaluation

Standard (0-7) Deteriorated (8-15) Dilapidated (16+)

IV. Environmental Conditions (Yard)

Good

Fair

Poor

Remarks

APPENDIX VI-2

ESTABLISHMENT TYPES AND TOTALS FOR DISTRICT NO. 28, 1973

RETAIL	No.	SERVICE	No.	PROF. & OTHER	No.
Bars	2	Auto Repair		Churches	2
Delicatessen-Pony		& Service	1	Medical Doctors	1
Keg	2	Barber Shops	3		
Groceries	1	Beauty Shops	1	Vacant	10
Service Stations	3	Dry Cleaners	3		
		Funeral Homes	1		
		Laundromats	1		
		Misc.Bus.Services	1		
TOTAL	8		11		13
GRAND TOTAL			32		

ESTABLISHMENT TYPES AND TOTALS FOR DISTRICT NO. 29, 1973

Bars	2	Barber Shops	1	Dentists	1
Delicatessen-Pony		Beauty Shops	6	Gov't. Facility	
Keg	1	Dry Cleaners	1	Local	1
Groceries	3	Misc.Bus.Services	1		
Plumbing Equipment	1	Shoe Repair	1	Vacant	4
Restaurants	1	Upholstery	1		
Service Stations	2				
TOTAL	10		11		6
GRAND TOTAL			27		

APPENDIX VI-1

ESTABLISHMENT TYPES AND TOTALS FOR DISTRICT NO. 26, 1970

RETAIL	No.	SERVICE	No.	PROF. & OTHER	No.
Appliances	1	Barber Shops	2	Accountants	1
Automobiles: Used	1	Beauty Shops	4	Architectural -	
Auto Parts	1	Dry Cleaners	4	Engineering	2
Bars	4	Funeral Homes	2	Banks	2
Building Mat'ls	1	Laundromats		Charitable	
Clothing, Access.	1	(Coin-operated)	2	Organizations	1
Drug Stores	1	Management - Bus.		Churches	2
Fruits & Vegetables	1	Consultants	1	Dentists	4
Furniture-Household	1	Misc.Bus.Services	3	Gen'l Business	
Garden Supplies	1	Motion Picture		Offices	1
Groceries	3	Services	1	Insurance Co.	2
Home Furnishings	1			Medical Doctors	5
Restaurants, seating	3			Misc. Contractors	1
"Drive-in, Carry-				Organizations (Bus.,	
out	1			Civic, Social	2
Second Hand	2			Plumbing Contr.	4
Service Stations	3			Real Estate Co.	3
				Regional Business	
				Offices	5
				Savings & Loan	1
				Wholesalers	3
				Vacant	20
TOTAL	26		19		59
GRAND TOTAL			104		

ESTABLISHMENT TYPES AND TOTALS FOR DISTRICT NO. 28, 1970

Bars	5	Auto Repair &		Attorneys	1
Clothing, Family	1	Service	1	Churches	2
Delicatessen-Pony		Barber Shops	3	Misc. Contractors	1
Keg	1	Beauty Shops	2	Misc. Lodgings	1
Groceries	1	Dry Cleaners	3	Vocational & Spec.	
Hardware	1	Funeral Homes	1	Schools	1
Misc. Sales	1	Laundromats			
Music	1	(Coin-operated)	1	Vacant	8
Restaurants, seating	2	Upholstery	1		
Service Stations	5				
TOTAL	18		12		14
GRAND TOTAL			44		

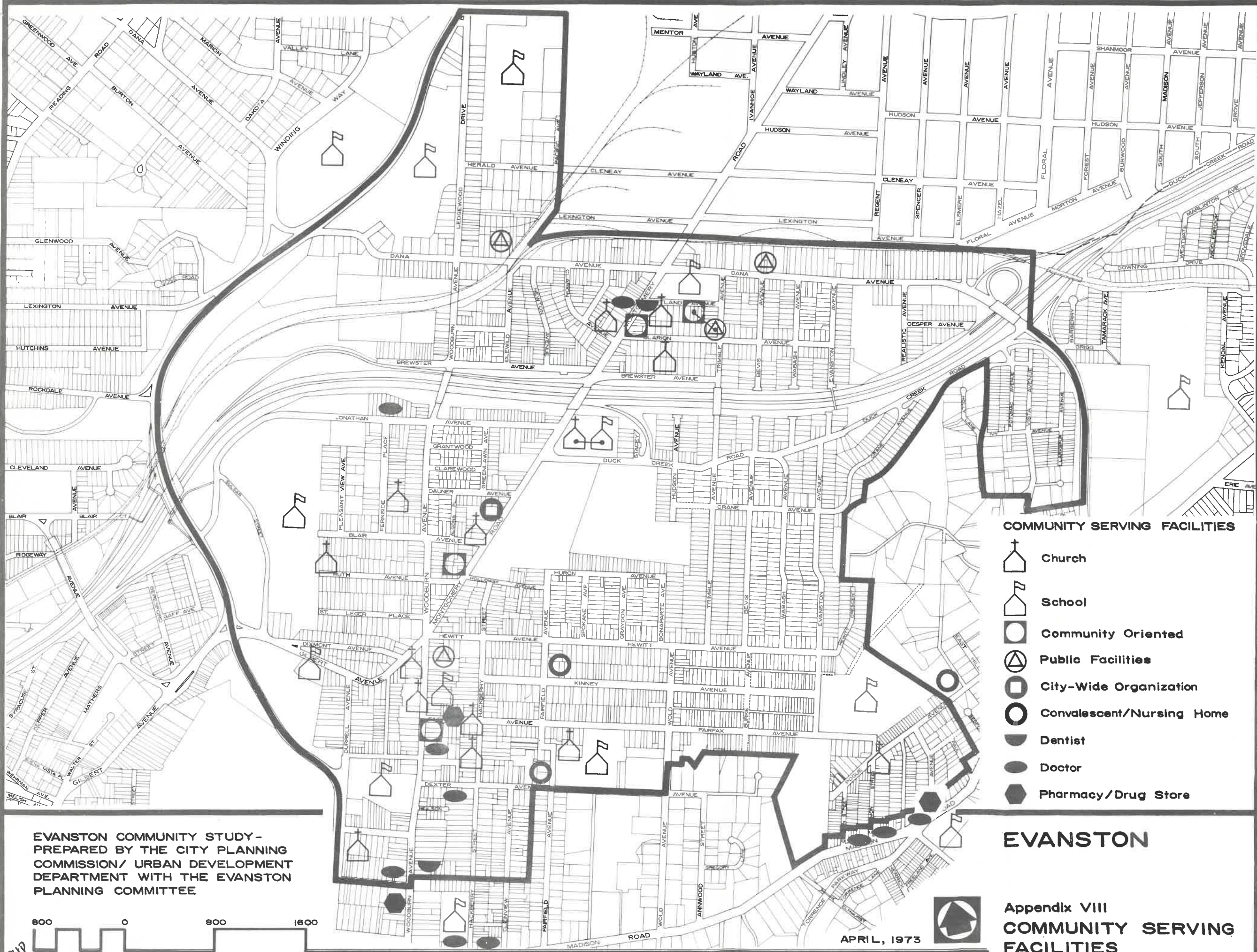
Source: Inventory of Existing Conditions: Neighborhood Business District,
City Planning Commission, 1970

ESTABLISHMENT TYPES AND TOTALS FOR DISTRICT NO. 29, 1970

RETAIL	No.	SERVICE	No.	PROF. & OTHER	No.
Appliances	1	Barber Shops	3	Churches	3
Bars	2	Beauty Shops	5	Dentists	1
Delicatessen-Pony		Laundries	2	Gov't. Facility	
Keg	2	Shoe Repairs	1	Local	1
Groceries	3			Medical Doctors	2
Plumbing Equipment	1			Wholesalers	1
Restaurants, seating	1				
Service Stations	1			Vacant	6
TOTAL	11		11		14
GRAND TOTAL			36		

ESTABLISHMENT TYPES AND TOTALS FOR DISTRICT NO. 65, 1970

Automobiles: New	1	Appliance Repair	1	Banks	1
Automobiles: Used	2	Auto Repair &		Churches	1
Auto Parts	1	Service	2	Gen'l Contractors	1
Bars	1	Barber Shops	1	Medical Doctors	4
Drug Stores	1	Dry Cleaners	1	Plumbing Contr.	1
Florists	2	Laundromats		Real Estate Co.	2
Groceries	2	(Coin-operated)	1	Roofing Contractors	3
Hardware	1	Misc. Rec. Services	1	Savings & Loan	2
Home Furnishings	6	Misc. Repair "	1	Schools-Colleges	1
Meat - Fish	1	Photographers	1		
Music	2	Radio-TV Repair	1	Vacant	6
Restaurants, seating	1	Rug Cleaners	1		
Service Stations	1				
Supermarkets	1				
Tailors	2				
TOTAL	25		11		22
GRAND TOTAL			58		



COMMUNITY SERVING FACILITIES

-  Church
-  School
-  Community Oriented
-  Public Facilities
-  City-Wide Organization
-  Convalescent/Nursing Home
-  Dentist
-  Doctor
-  Pharmacy/Drug Store

EVANSTON

Appendix VIII
COMMUNITY SERVING FACILITIES

EVANSTON COMMUNITY STUDY -
 PREPARED BY THE CITY PLANNING
 COMMISSION/ URBAN DEVELOPMENT
 DEPARTMENT WITH THE EVANSTON
 PLANNING COMMITTEE



APRIL, 1973



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PARTICIPANTS

Those listed below had a key role in the development of this plan. They have either participated in the meetings which led to the plan or helped in the preparation of the document itself.

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