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# APPENDIX

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# 1. Steering Committee Members

Jane Alexander	Jennifer Lewin
Tim Beavis	Kevin O'Neil
Glen Brooks	Nancy Randleman
Sarah Dobrowolski	Susan Rans
John Gay (for State Rep. Harry Osterman)	Britt Shawver
Petra Hallbeck	Dan Sullivan
Megan Holmes-Anderson	Kirsten Surbaugh
Erick Howenstine	T. Mark Wagner
Sharon Hyson	Roy Witherow
John Issa	Jared Wouters

DevCorp North Staff Members:

- Kimberly Bares
- Daniel Butt
- Joanna Trotter
- Rene Camargo

# 2. Public Meeting Attendees

As part of the process of creating the commercial corridor plan for Morse and Howard, DevCorp North hosted three community meetings to provide their critical input and feedback. Over 200 attendees attended all three meetings. Sign-in sheets were kept for each meeting and some of those community members who attended the meetings are listed below:

Pon Angara	Ellen Eslinger	Judy Lewis
Robert Bannister	Steve F.	Hannah Marcus
Mary Benson	John Fitzgerald	Pat Marshall
Chad Bliss	Judy Fitzgerald	Timothy Martin
Andy Bloom	Kurt Frankkfother	Joe Maschek
Paul Bluestone	Angela G.	Jennifer March
Chad Bliss	Craig Gernhart	Eva McCann
Pamela Blum	Don Gordon	Joe Moore
Lu Bolin	Peter Goschy	John Moore
Cory Born	Dorothy Gregory	Harry Osterman
Norman Bowers	Michael Harrington	Sgt. J. Pardell
June Bralich	Kathy Hayes	K. Reyes
Eve Brownstone	Katy Hogan	Kevin Richards
Roberta Buchanan	Joanna Hagelden	Lory Roemer
David Bunte	Sharon Hyson	Daniel Romero
Chris C.	Nancy Lagos	Susanne Roubik
Carlos Camargo	Michael Land	Tom Rosenfeld
Angela Caputo	Sue Lannin	Nancy Russell
Hugh Devlin	Robin Lasota	Brent Ryan
Charlie Didrickson	Maggie Lewis	John Scheunsber

Lee Schroeder  
Mike Shirilla  
Shiva Singh Kholsa  
John Schermerhorn  
Mike Sullivan

Joanne Sylvester  
Sam W.  
Tom Walsh  
Bruce Walter  
Steven Wise

Malik Wornum  
Barbara Young  
Owner of Koneksyon

### **3. Rogers Park Planning Trends: A Review of 13 Studies Relating to Rogers Park from 1986 to 2002**

#### **Introduction**

Over the last twenty years at least thirteen plans have been made in Rogers Park, evaluating topics such as commercial revitalization, housing and overall community needs. The purpose of this report is to provide a historical context for planning in Rogers Park, while analyzing the recurring themes and recommendations to better inform planning decisions made today. This report summarizes individual plan elements, and analyzes the recurring themes. Short narratives describe the common themes for Clark Street, Howard Street and Morse Avenue and the major recurring themes of crime and retail diversity. The process also involved the creation of a map as a visual reference of the areas studied, also indicating what areas have not been studied.

The plans were created by a diverse range of organizations, for different purposes using different means. The organizations involved in creating the plans included the City of Chicago, the City of Evanston, DevCorp North, the Rogers Park Community Council, Loyola University of Chicago and various consulting or community development organizations. The majority of the plans made extensive use of demographic and factual data to demonstrate problems or needs. Three plans almost exclusively relied on resident surveys and anecdotal information to identify needs, while two other plans relied on resident and professional input at public meetings to create an extensive series of goals and objectives.

#### **Comments on the Studies**

The image of the community that is presented in these studies is that of an increasingly racially and ethnically diverse community. Increasing levels of crime and physical decay were seen to be very interconnected, while the changing housing market in Chicago has made Rogers Park more attractive to condominium conversions of rental property. This has meant an absolute loss of affordable housing, which is significant considering many of the residents are young and are considered low-income. Due to these changes that are affecting the fabric of the community, several plans emphasized the need to organize residents around major issues and actively promote integration to develop a broader sense of community.

Generally, physical improvements were viewed as the easiest solution to address the main problems of crime and physical decay. Physical improvements would automatically address social concerns and in turn would improve business conditions. Other plans included

recommendations for programs or strategies that were less specific, and often the recommendations failed to include methods for accomplishing goals.

Some studies were solely concerned with pointing out problems. Most studies provided only brief, non-specific recommendations at the end of their analysis. Overall, most of the recommendations lacked any measurable indicators, making it difficult to evaluate progress or measure adequate implementation. In all of the studies, none of the recommendations are assigned to particular groups or include timelines, which means no one was responsible. Therefore, there was no accountability for achieving goals and objectives. In some instances it's unclear whether or not institutions and/or people affected by recommendations were involved in the planning process. The Rogers Park 2000 Plan is the most recommendation driven plan. Although this plan has specific objectives that are missing from most other plans, it suffers from objectives that might not be achievable or measurable, and a failure to assign responsibility.

Several problems were repeated throughout the plans, such as crime, physical decay, a poor pedestrian experience, lack of retail diversity, lack of community organization and a loss of rental and affordable housing. Considering similar solutions are proposed in each plan, including community policing, public investment in infrastructure and landscaping among others, it is important to evaluate the impact of those recommendations to determine if they have been effective. Generally, a mechanism for such evaluation has been absent from most studies. An understanding of the adequate level for implementation was also often missing. The table below provides a brief review of some of the most recurring issues from all of the plans reviewed.

<b>Recurring Trends or Major Issues</b>
<ul style="list-style-type: none"> <li>• Density is too high in certain areas. It is possible the neighborhood is zoned for even higher density which would need to be addressed</li> </ul>
<ul style="list-style-type: none"> <li>• Concentration of poverty due to Section 8 and public housing being directed to specific areas, while others are being steered away</li> </ul>
<ul style="list-style-type: none"> <li>• Lack of opportunity for homeownership</li> </ul>
<ul style="list-style-type: none"> <li>• Lack of development incentives</li> </ul>
<ul style="list-style-type: none"> <li>• Crime and the perception of crime</li> </ul>
<ul style="list-style-type: none"> <li>• Physical decay</li> </ul>
<ul style="list-style-type: none"> <li>• Lack of community organization around major problems</li> </ul>
<ul style="list-style-type: none"> <li>• Lack of diverse retail and other services that meets all basic needs</li> </ul>

<ul style="list-style-type: none"> <li>• Preserving and celebrating multi-cultural assets</li> </ul>
<ul style="list-style-type: none"> <li>• Need to create more “destinations” and improve sense of place</li> </ul>
<ul style="list-style-type: none"> <li>• Create more pedestrian friendly commercial districts</li> </ul>
<ul style="list-style-type: none"> <li>• Bad traffic, lack of parking and flooding near Howard El station</li> </ul>
<ul style="list-style-type: none"> <li>• Increasing lack of affordable housing</li> </ul>
<ul style="list-style-type: none"> <li>• There has been a large increase in condo conversions of rental housing (late 1990s), with owner occupied units going up 20%. This has led to overall losses in available rental housing and very low vacancy rates, resulting in a “tight rental market” (2000). This is especially significant as the number of people in poverty increased during the 1990s.</li> </ul>
<ul style="list-style-type: none"> <li>• Demand for apartment units</li> </ul>
<ul style="list-style-type: none"> <li>• The 35-45 year olds that left the community have been replaced by 20-34 year olds (perhaps partly explaining the increasing poverty rates)</li> </ul>
<ul style="list-style-type: none"> <li>• Singles and childless couples represent more than 55% of area households</li> </ul>
<ul style="list-style-type: none"> <li>• North of Howard is losing its concentration of low-income housing and becoming more income mixed</li> </ul>
<ul style="list-style-type: none"> <li>• Increasing racial/cultural diversity that appears less transient than past groups, who used Rogers Park as a port of entry before moving to other suburban locations. The increased diversity has meant language barriers and a lack of a greater sense of community</li> </ul>
<ul style="list-style-type: none"> <li>• Assumed relationship between physical renewal and spurring of social programs. Has this connection been realized? What physical elements most likely contributed to social benefits?</li> </ul>

While not all of the plans created were meant to provide specific recommendations, all of the plans emphasized or described what they considered major issues affecting Rogers Park. The table below summarizes both the theme of specific recommendations provided, as well as more general proposals that were made. It serves as a useful way to compare the similarity in strategies that have been proposed by a variety of different organizations.

<b>Summary of Main Recommendations</b>	
Rogers Park Community Profile (1986)	<ul style="list-style-type: none"> <li>• Streetscaping and public infrastructure will encourage business;</li> <li>• Improving building appearance will improve business</li> </ul>
Howard-Paulina Redevelopment Plan (1991)	<ul style="list-style-type: none"> <li>• Retail Transit Center would be a good anchor for redevelopment;</li> <li>• Keep new construction in scale with existing buildings;</li> <li>• Improve sidewalks and viaducts to increase pedestrian traffic;</li> <li>• Improve parking opportunities and minimize traffic impacts;</li> <li>• Use landscaping as buffers and screens to improve the pedestrian experience;</li> <li>• Provide community space in new development; encourage a diversity of businesses (hard/soft);</li> <li>• Job training and day care encouraged as tangential benefits;</li> <li>• Support the RTC development using TIF funds;</li> <li>• Assemble the sites for easy redevelopment potential;</li> </ul>
Rogers Park: A Tradition of Diversity (1993)	<ul style="list-style-type: none"> <li>• Support more community integration that is needed because of recent demographic changes, maybe through workshops about caring for the elderly across cultures;</li> <li>• Support community policing and CAPS programs to reduce crime;</li> <li>• Assist residents in overcoming barriers to new business development including formal and informal social relations;</li> <li>• Especially language barriers and a lack of education; counter the negative perceptions of the community; balance the number of low-cost stores with higher quality stores</li> </ul>
Morse Avenue Workshops (1994)	<ul style="list-style-type: none"> <li>• Three workshops led to a list of recommendations, with the following ranked most important: “keeping it clean”, “cultural and economic marketplace”, “full service grocery store” and “support economic development activities which enhance traffic and address safety.”</li> <li>• (Safety was the only category left out of the ranking of priorities section of the workshop, in spite of it being mentioned as a issue in the first workshop)</li> </ul>

Study of Clark Street Business District (1995)	<ul style="list-style-type: none"> <li>• Reduce crime and improve physical appearance are most important;</li> <li>• Improve access to parking;</li> <li>• Improve local job training;</li> <li>• Encourage a Dominik’s grocery store;</li> <li>• Provide for some of the “leakage” stores on Clark;</li> </ul>
Rogers Park 2000 (1996)	<ul style="list-style-type: none"> <li>• Increase open space and increase playspace</li> <li>• Encourage public, pedestrian and bicycle transportation to reduce traffic, and improve parking</li> <li>• Clark: improve parking and create anchors, improve safety, better landscaping</li> <li>• Encourage TOD around Loyola El station</li> <li>• Reduce overcrowding at schools</li> <li>• Implement “defensible space,” youth programs and policing programs to improve safety</li> <li>• Improve historical preservation</li> <li>• Down-zone to save some single family homes and keep the scale of the neighborhood, while encouraging innovative zoning strategies</li> <li>• Improve housing conditions</li> </ul>
Southeast Evanston Plan (1997)	<ul style="list-style-type: none"> <li>• Support the creation of Howard Street Redevelopment Committee with the City of Chicago and Evanston</li> <li>• Conduct business needs surveys</li> <li>• Improve the appearance through installing coordinated banners, eliminating litter, improve the physical condition</li> <li>• Mitigate environmental features that detract from perception of safety, such as bars on windows and graffiti</li> </ul>
North of Howard Scoping Study (1998)	<ul style="list-style-type: none"> <li>• Create a sense of place/centrality by expanding ground floor retail, creating a square, expand the existing use of school grounds, encourage the reuse of Triangle Park, reduce street width and improve streetscaping.</li> <li>• Encourage a comprehensive plan that addresses the lack of “light and air,” crime and lack of opportunities for residents to remain in the community (because of the threat of gentrification and displacement)</li> </ul>

Clark TIF Study (1999)	<ul style="list-style-type: none"> <li>• To encourage reuse, renovation and mixed-use: <ul style="list-style-type: none"> <li>○ Implement public improvements including constructing medians</li> <li>○ Develop vacant and underutilized sites</li> <li>○ Encourage private sector activities through marketing of prepared sites</li> <li>○ Facilitate property assembly, demolition and site preparation to further encourage redevelopment</li> <li>○ Help and facilitate other new developments</li> </ul> </li> </ul>
Small Business Needs and Goals (2001)	<ul style="list-style-type: none"> <li>• Short-term (for DevCorp) <ul style="list-style-type: none"> <li>○ On-going data collection as part of membership recruitment</li> <li>○ Expand peer networking opportunities</li> <li>○ Help businesses assess new marketing needs due to changing demographics</li> <li>○ Improve access to financial and credit resources</li> <li>○ Share this survey with the public</li> </ul> </li> <li>• Long-term (for DevCorp) <ul style="list-style-type: none"> <li>○ Provide technical marketing assistance</li> <li>○ Implement multi-lingual and multi-ethnic outreach campaigns</li> <li>○ Use research to encourage membership</li> <li>○ Provide business training opportunities that builds on the relatively high level of education in the neighborhood</li> </ul> </li> </ul>
Market Analysis for Rogers Park (2001)	<ul style="list-style-type: none"> <li>• Encourage those businesses in Rogers Park where “leakage” is observed</li> </ul>
An Analysis of Market Potential: Howard Street Corridor (2001)	<ul style="list-style-type: none"> <li>• Townhome and Condo redevelopment should be encouraged on Howard Street, given the high level of demand and ability to provide this product at a lower cost than surrounding communities.</li> </ul>
Gentrification and Affordable Housing in Rogers Park (2002)	<ul style="list-style-type: none"> <li>• Rogers Park is showing early signs of gentrification. Two common lessons should be learned from successful strategies nationwide to limit its negative effects: form unified networks of local organizations and form coalitions with communities facing similar pressures</li> </ul>

## Overall

Physical decay of buildings and public infrastructure, high levels of crime and the perception of crime have been the major deterrents to attracting more attention to the major business corridors. Some strategies have stressed mixed-income housing as a means to strengthen local demand for retail and improve the retail diversity that is lacking. This has partially worked against what many consider a strength of the community: affordable housing. The late 1990s saw a sharp increase in condo conversions of rental properties. Because the neighborhood is mostly built-out, the condo conversions have meant an overall loss of rental units. Sharply decreasing vacancy rates in 2000 were a growing indication of the loss of affordable housing affecting the neighborhood. If Rogers Park is still over-zoned, as several studies have warned, then increasing property values and low vacancy rates could encourage dense redevelopment. However, citizens have repeatedly voiced concerns for maintaining the density and scale of the existing neighborhood throughout several plans.

Mixed-income housing was thought to help de-concentrate poverty around Section 8 housing units. Previous affordable housing campaigns in Rogers Park were criticized for not spreading poverty throughout the neighborhood and for poorly screening residents. This was compounded by trends noted in the *Comprehensive Plan for South-East Evanston* (1997) which blamed realtors for steering students and others away from the North of Howard area. A lack of proper building management, along with few homeownership opportunities have been partly blamed for the poor appearance of some residential and commercial properties, especially in the North of Howard area.

Demographic change has been a major story for Rogers Park. The number of African Americans and Hispanics increased significantly beginning in the 1970s, along with several other ethnic groups. The increasing population of minority groups has meant growing language barriers that have prevented the establishment of a greater community and hindered economic development. Trends show some increasing racial segregation while the number of people in poverty increased evenly throughout the community. Some of the increase can be attributed to a younger (20-34 year old) population that has been replacing older residents that have left the community. One study maintained that certain census tracts were exhibiting the early signs of gentrification (increasing property values and household income leading to displacement of existing residents), while other census tracts were getting poorer.

The growing levels of diversity also influenced other concerns in the community. Several studies mentioned the need to create a broader sense of community, by organizing residents across cultural barriers, to make it more feasible to collectively address the issues facing Rogers Park. A number of studies also mentioned the need to better celebrate and preserve the multi-cultural nature of the community.

Crime was described as a problem in most of the studies. The community profile *The Now and Future Rogers Park* (1986), low crime was considered an asset, but alluded to increasing rates of crime. Crime began to increase during the 1980s as new groups entered the community. Several plans describe the early 1990s as the peak of criminal activity, while community policing and the CAPS program appeared to have lessened its effects. The perception of crime has often been cited as much worse than the actual crime levels, and was often considered something important to be addressed.

Similarly, physical decay has been a recurring theme in most plans. Physical improvements were often described as one of the main strategies to revitalize commercial districts. In fact an underlying theme was that physical improvement will help to spur social programs and the surrounding physical environment.

Most of the plans were primarily concerned with identifying problems and not with providing solutions. Often the recommendations were very general, failed to assign specific tasks to organizations, failed to provide a means or framework to evaluate progress, and failed to include a timeline for implementation. There were also very few attempts to identify and connect the root causes of decline to concrete solutions.

### **Howard Street Commercial District**

*The Howard – Paulina Redevelopment Plan* (1991) began to address the decline of the Howard Street commercial district. Like most other commercial areas in Rogers Park during the early 1990s, Howard Street suffered from physical decay of roads, sidewalks, buildings and struggling retail stores. The Retail Transit Center was an example of a plan that sought to revitalize a commercial district through new physical investments. At the time Howard Street not only suffered from a decaying physical infrastructure, but from inadequate parking, high levels of traffic and flooding as well. It was hoped that significant localized investment, linked to other retail areas, would result in tangential benefits of the reduction of crime and revitalization of businesses.

Diversity of services, vacant storefronts and a degraded physical appearance along Howard were identified as the main economic development issues that hindered revitalization, according to the *Southeast Evanston Comprehensive Neighborhood Plan* (1997). Much of this was attributed to several factors: a lack of resources for new businesses (also mentioned in *Small Business Needs and Goals* (2001) study which included Howard Street businesses), a lack of incentives for developers, a negative perception of public safety, poor business promotion and a lack of cooperation with the City of Chicago. Specific recommendations included addressing the above listed factors, as well as improving: sidewalks, alley lighting, street parking, the El station appearance and police presence. Revitalization of the Howard Street El station was seen in the *Rogers Park 2000 Plan* (1996) as one of the most important redevelopment projects in Rogers Park.

An adequate housing supply in the area was viewed as directly related to revitalizing the commercial districts. A study by Cross & Associates (2001) determined that the Howard Street Corridor was at a “heightened level” of opportunity for townhome and condominium conversion. This analysis is significant because of the already existing trend of converting rental property into condos. The census tracts around Howard Street, 101 and 102, had experienced by far the most condo conversions in Rogers Park from 1996 to 2000 while losing 14% and 1% of its renter occupied units respectively. This indicates a more mixed income community and perhaps the permanent loss of affordable units.

## **Clark Street Commercial District**

Specific plans for Clark Street come from three different sources. In 1995, business owners along Clark Street were interviewed and a shoppers survey was performed in order to identify the needs of local businesses and identify strategies to improve the commercial activity. The most significant findings were that businesses suffered from crime and a negative perception of safety, poor physical appearance, a lack of parking and a lack of community organizing to deal with problems.

The issues identified as best addressed at a local level, where an organization like DevCorp North could be effective, were crime and physical appearance, specifically street sanitation. It was hoped that DevCorp could provide crime prevention programs, and cleaning services primarily, followed by marketing and planning services. Improving access to parking, improving local job training and replacing broken lights and sidewalks were also thought to improve local business. Unemployment and a lack of affordable housing were seen as city-wide problems that also negatively affected businesses.

A final major concern of local business owners in that same survey was the perception of too many “low quality” stores that sold similar items. Local competition was also cited as a concern of business owners. Interestingly the shoppers survey found that most of the people who shopped on Clark Street were Hispanics, who were able to satisfy most of their shopping needs on Clark Street. This brings up a broader question of whether it is better to have mixed commercial areas that serve a broad market or ethnic markets that satisfy all of a particular group’s need.

The *Rogers Park 2000 Plan* (1996) identified many of the same issues the following year. Improving parking, creating commercial anchors, improving patron safety and providing landscaping were the major recommendations to revitalize Clark Street into a destination. Specific recommendations for landscaping and parking were provided graphically in this report. The creation of a plaza for festivals or markets was proposed as another revitalization strategy.

Similarly the *Clark and Ridge Avenue TIF Eligibility Study* (1999) found the part of Clark Street it was investigating (Devon Street to Pratt Street) suffered several physical problems, including a lack of building maintenance, building conditions, advanced age, building code violations and outdated land use. These factors were identified as part of a process that analyzed the eligibility of a TIF district that would stretch from Pratt Street south to Bryn Mawr along Clark Street.

## **Morse Avenue Commercial District**

The majority of the specific recommendations for Morse Avenue were made in a series of planning workshops in 1994, following the close of a Jewel grocery store. The main result of the workshops, each of which built on the previous workshop, was to develop six categories of problems facing Morse Avenue. This resulted in specific recommendations which were ranked by order of importance and categorized by short and long term objectives.

The workshop summary provides extensive raw lists of community generated ideas to improve Morse Avenue, which were later categorized into groups. The final objectives ranked most important were: “keeping it clean,” “cultural and economic marketplace,” “full service grocery store,” and “support economic development activities which enhance traffic and address safety.” This follows the physical improvement and retail diversity strategies found in other commercial districts. Improving community organizing was the next most important issue, which was also identified in other plans as a major issue. Interestingly public safety, which is consistently mentioned as one of the most important issues in other plans and was brought up in the first workshop session, was the only category not discussed during the final two workshop discussions and was therefore not part of the ranking process.

## **Retail Diversity**

Retail diversity has been a recurring issue through several different plans and studies about Rogers Park. Generally, the issue concerns a lack of diversity and a perception that there are too many “low-value” stores. In *Rogers Park: A Tradition of Diversity* (1993), residents expressed concerns that the growing number of “low-quality” stores in Rogers Park might mean the community would not be able to support other businesses. Similarly *A Study of the Clark Street Business District* (1995) cited some residents who were concerned about too many “low-quality” stores as a problem in one section, but in a shoppers survey of the same study found that most Hispanics in the area were able to satisfy most of their shopping needs on Clark Street. This raises the issue of the conflict between a diversity of businesses that meets the needs of all Rogers Park residents and promoting ethnic specialty areas. A planning workshop held in 1994 concerning the future of Morse Avenue emphasized the need to incorporate multi-cultural needs of community residents into the identity and expansion of services.

The lack of diversity that was implied by several plans was also mentioned as a challenge to the Howard Street commercial corridor. Both in the *Howard Paulina Redevelopment Plan* (1991) and the *Southeast Evanston Comprehensive Neighborhood Plan* (1997) a lack of retail diversity was cited as a challenge to economic growth. A market analysis for a few industries in Rogers Park in 2001 confirmed the lack of adequate diversity, indicating through a retail leakage analysis that Rogers Park could support more specific types of businesses. Some of this lack of diversity might be attributed to retail business owner’s concerns, expressed in *Small Business Needs and Goals* (2001), about not knowing how to meet the needs of the new demographic groups in Roger Park.

## **Crime**

In the community profile *The Now and Future Rogers Park* (1986), low crime rates were considered an asset of the community, even while it was observed that crime was growing at a faster rate than the City of Chicago overall. For most of the plans following this one the issue of crime was cited as one of the most recurring problems in Rogers Park.

Statistically, Rogers Park had crime rates similar to most other Chicago communities in 1993, but anecdotal evidence from *Rogers Park – A Tradition of Diversity* (1993) demonstrates residents growing concerns about crime. In fact, it was the most often cited problem when asked about issues facing Rogers Park, emphasized by quotes such as:

“...this is not a safe area, like it used to be.”

Reported crime was evenly spread around the community, with a few concentrations. Data from the United Way supported the perceived increase of gang activity in the north and west part of the community. It was hypothesized that the new Chicago Alternative Policing program (CAPS) was making the existing crime more obvious to the community. This is indicative of the growing perception of crime, beyond the level of crime that actually exists.

Crime was also identified as a concern in the first of three planning workshops cited in the *Morse Avenue Planning Workshops* (1994), but was strangely the only category left out of the final ranking process. In *A Study of the Clark Street Business District* (1995), a survey of business needs, 80% of respondents believed that improving security would improve business in the area. Overall, 91% of the respondents in the same study believed that crime was a serious problem. It naturally follows that when asked what type of help they would like from DevCorp North, 74% of the respondents listed crime prevention programs. The authors of the study also discussed the importance of combating the perception of crime, along with crime itself.

The *Rogers Park 2000 Plan* (1996) included three goals that addressed safety, accompanied by numerous specific objectives. The goals dealt with supporting the CAPS program and improving the perception of safety, enforcing public safety and creating new specific projects. Crime was also specifically mentioned as a major problem affecting the North of Howard community in the *North of Howard Scoping Study* (1998) due to a perceived lack of attention from the Police Department, gang activity and public drinking. The plan stressed “natural surveillance” as a strategy to discourage crime.

## **Conclusion**

Rogers Park is a community that has experienced a lot of socio-economic change over the last twenty years. The majority of the plans and studies conducted in Rogers Park have focused on the problems and needs of the community. Very few of the plans provided timelines, delegated responsibilities or included specific recommendations that could be implemented. This has made it difficult to ensure any implementation and evaluate any progress that might have been made. The main value of the review is the emergence of several recurring trends. Physical disinvestment, crime, retail diversity, the need to create bridges between new groups and the increasing loss of affordable housing were several of the most reappearing issues.

The importance of reviewing planning in Rogers Park for the last eighteen years is to build on the past community efforts while informing and directing future planning efforts. In this regard, one of the greatest lessons learned is to develop future plans that encourage involvement beyond its initial conception. The summaries of the individual plans also provide a review of the main resident and professional concerns for Rogers Park. This helps to inform which indicators should be observed to determine the progress that has already been made, and what strategies have been most effective in spurring other improvements.

Future planning efforts should consider how effective specific past recommendations have been, especially the relationship between physical improvements and more widespread revitalization, as physical strategies were frequently recommended. In a broader sense it is important to consider the relationship between recurring issues and more comprehensive

strategies. For example, physical improvements made with the intention of reducing crime does not address the root of the problem, it just moves the problem. To prevent conflicting ideas of the future for the entire community, new efforts should build on community goals, such as those of *Rogers Park 2000* (1996), and minimize the promotion of conflicting visions for Rogers Park.

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**Timeline of plans:**

1986 Rogers Park Community Profile  
1991 Howard-Paulina Redevelopment Plan  
1993 Rogers Park: A Tradition of Diversity – Laying the Foundation for Economic Dev.  
1994 Morse Avenue Planning Workshops  
1995 A Study of the Clark Street Business District  
1996 Rogers Park 2000 Plan  
1997 Southeast *Evanston* Plan  
1998 North of Howard Scoping Study  
1999 Clark and Ridge Avenue Redevelopment Project Area TIF Study and Redev Plan  
2001 Small Business Needs and Goals: A Survey of Small Businesses in Rogers Park  
2001 An Analysis of Market Potential: Howard Street Corridor (*Evanston*)  
2001? Market Analysis for Rogers Park  
2002 Gentrification and Affordable Housing in Rogers Park

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## 4. Best Practices

- **Targeted events to build district identity:** Lost Eras is known throughout the city for its costumes and every October it becomes a major destination store for thousands of people in the Chicagoland area. An October event could be planned around the Halloween theme involving decorating of Howard Street stores in Halloween designs. Tractor pulls, hay rides, pumpkin patches could be featured in Gale Park across the street from the store. Discounts could be offered by nearby businesses on the day of the event and window designs would be judged in a contest. This idea is similar to one used by Egg Harbor in Door County, WI and is a huge tourist attraction for the area. The Lakeview Chamber sponsors “Lighting Up Lakeview” (<http://www.lakeviewchamber.com/ssaprograms.html>), a contest in which area businesses decorate their storefronts and then are judged by a panel. The top three storefronts are awarded a prize and publicized on the Lakeview Chamber’s website.
- **Link local entertainment venues with each other, such as coordinating cross promotions:** The SSAs could sponsor dining discounts at area restaurants for patrons of local theaters. Restaurants would be responsible for collecting and submitting theater stubs to DevCorp North for a reimbursement, much like a store does with coupons. This could be further enhanced with a collaborative “murder mystery” between the theater and local restaurants, attracting a broad range of people because of its uniqueness.
- **Programs that target absentee landlords to put properties back into productive use:**  
**BALTIMORE, MD: Project 5000**

In his January 2002 State of the City address, Baltimore Mayor Martin O’Malley declared the goal of acquiring 5,000 vacant and abandoned properties in two years and outlined the series of steps that would be taken to accomplish that goal. The Mayor believed that setting such a high acquisition target would help galvanize the public around the issue, ensure greater inter-agency cooperation, and achieve economies of scale.

When Mayor O’Malley embarked on Baltimore’s Project 5000, his City had a vacancy rate of 14.1 percent, the fourth highest in the nation. It had more than 15,000 vacant and abandoned houses and more than 10,000 problem vacant lots – many in tax arrears. These properties represented “dead capital,” the Mayor asserted in his address. “No one can use their value to make improvements or create wealth,” he said. “Potential investors can’t buy up abandoned blocks to rehab historic row-houses or start over with new homes. Neighbors can’t claim vacant lots to make side yards or new green space. These properties, for all intents and purposes, are without owners – except for the City, by default.”

### **The Plan**

Mayor O’Malley’s plan to accomplish Project 5000 included: aggressively pursuing tax sale foreclosures, quick-takes, and traditional acquisitions; transferring surplus vacant properties owned by the Housing Authority of Baltimore City; and calling on law firms, title companies and related businesses to help clear titles. Implementation of Project 5000 involved four major steps:

**1. Strategic Identification of Properties** – Through a collaborative process, City agencies and community partners developed property selection criteria in more than 100 hours of meetings. The City used the latest geographic information and property-related data bases

in its decision-making process. All City vacant buildings and lots were reviewed – in-depth, block-by-block. Property selection focused on areas where development opportunities already existed.

**2. Strategic Partnerships** – By working with attorneys, the court system, and others in the legal system, litigation services were provided either free or at a reduced rate. The City estimates that, to date, \$5.1 million in free and discounted services have been provided:

- Private attorneys have donated \$3.2 million in legal services.
- Property Insight has supplied \$62,000 in discounted judgment reports.
- The Daily Record has discounted publishing costs by \$1.4 million.
- The Circuit Court has waived \$340,000 in filing fees.
- The Sheriff’s Office has waived \$93,000 in posting fees.

In addition, many City government agencies have been involved in, and contributed to, the initiative. These include Housing, the Mayor’s Office of Neighborhoods, Transportation, the Baltimore Development Corporation, Planning, Police, and Finance.

**3. Building New Infrastructure** – The legal process has been improved to allow large-scale tax foreclosures by creating electronic pleadings and a legal manual; hiring and training qualified staff and pro bono firms; getting advanced buy-in from national underwriters for a uniform process; and creating a web-based tracking tool for organizing and tracking data, generating pleadings, and tracking progress.

City officials worked closely with the Circuit Court to prepare the manual and all forms, provide funding for additional Court staff dedicated to the initiative, and create timely case status reports.

**4. Moving Beyond Acquisition** – Various methods for property disposition have been employed: SCOPE – Selling City Owned Property Efficiently – is a public-private partnership with local realtors employed in the sale of higher value properties. Rolling bids – managing “unsolicited” offers through streamlined sales – are used for less valuable properties. RFPs and RFQs are used for unique properties or areas in which the City wants greater control of development outcomes.

In conjunction with these activities, the City has employed stepped-up code enforcement through it’s TEVO (Targeted Enforcement for Visible Outcomes) program on over 6,000 vacant properties on viable blocks throughout the City. TEVO is used where the City believes aggressive code enforcement will make a significant difference in the strength of the housing market. It is expected that between now and 2013, TEVO will generate \$139 million in private investment and bring in over \$37 million in revenue for the City.

### **Accomplishments and Challenges**

Over the past three years Project 5000 has cost \$22,044,486 – \$7,418,238 in operating costs and \$14,626,248 in capital costs. Average expenditures per acquisition are \$12,606 for those involving eminent domain, \$1,600 for tax sale foreclosures. City officials have helped to meet these costs by investing sales revenues back into the program.

Baltimore’s Project 5000 has produced significant results. In the four years since it began:

- 6,000 abandoned properties with clear title have been acquired.
- 1,000 properties have been returned to private ownership.
- 2,000 more properties have been programmed for a specific development outcome.
- Sales revenues since 2003 total \$4.5 million.

- Taxes and fees collected total \$1.8 million.
- Home sale values have soared from \$69,000 in 1999 to \$170,000 in 2005.

City officials have identified other benefits resulting from Project 5000: Limited code enforcement resources have been redirected. Private investment has been directed to strategic neighborhoods. The opportunity for predatory real estate practices has been limited. Information sharing among agencies has improved substantially.

*For additional information, please contact Michael Bainum, Assistant Commissioner for Land Resources, Baltimore Department of Housing and Community Development, at (443) 984-1645 or [Michael.Bainum@Baltimorecity.gov](mailto:Michael.Bainum@Baltimorecity.gov).*

Other: [http://www.baltimorehousing.org/index/ps\\_5000.asp](http://www.baltimorehousing.org/index/ps_5000.asp)

Source: US Conference of Mayors 2006 Best Practices

- **Lakeview Chamber Shoppers Rebate Program:**  
The Lakeview SSA #27 sponsored a shopper's rebate program where over a certain period of time shoppers spent \$300.00 or more at a minimum of three participating SHOP Lakeview merchants, and then submitted their receipts to Lakeview SSA #27 for \$50.00 in SHOP Lakeview dollars, redeemable at any of the participating SHOP Lakeview merchants! For more information visit: [http://www.lakeviewchamber.com/site/epage/37998\\_512.htm](http://www.lakeviewchamber.com/site/epage/37998_512.htm)
- **Involve the community in the zoning process:** The process to develop a zoning plan should include a Zoning 101 community meeting that seeks to educate and inform community about the basics of zoning and what it can and cannot do. Existing zoning should be reviewed to illustrate the type and density of development currently allowed. Street and property schematics should be presented to community to illustrate what could be built under different zoning.
- **Local school art competition for storefront display:** Children would be honored with installation plus savings bond or other gift donated by a local business or bank. Installation would include program information, sponsors, winner and some personal information such as name, age, school and statement of art. Grand Opening party could feature winners, art walk and sponsors and generate positive media coverage. Artwork could be listed on DevCorp North's website as well as local schools and other community sites for marketing and promotion efforts
- **Adopt-a-homeroom program:** A local bank could teach students about interest and the impact of small changes to compounding interest over time as part of a math module. A bike store could teach about history and geography by discussing where bikes and bike parts are manufactured in the global economy. A grocery store could stress the importance of understanding basic math and English skills by simulating inventory counts and filling out a job application.

# 5. Summary of Business and Shopper Surveys

*(conducted in the fall of 2004 by the City Design Center for DevCorp North)*

## **Shopper Survey**

*(117 respondents)*

- As income increases there is a decreased likelihood of shopping in Rogers Park, indicating a “missing market”
- Most visited retail in Rogers Park was grocery stores, drug stores and restaurants
- 84% of those making over \$60,000 visited Rogers Park restaurants, versus 45% of those making under \$60,000. No major difference in likelihood of shopping based on income for other types of retail
- Most desired types of businesses: Bookstores (27%), Restaurants (25%), Grocers and Specialty foods (23%), Apparel (23%) and Coffeeshops and Bakeries (18%)
- Top competitors: Downtown Evanston, Howard/McCormick and Old Orchard
- The most critical issue for “Rogers Park shopping districts” was safety, followed by types of businesses in the districts and appearance of the districts
- Improved landscaping, street maintenance, public transit stops and facades were the highest priority design recommendations
- Greater store variety was important to the majority of respondents for business development

## **Business Survey**

*(41 respondents)*

- Average square footage 1,970; 85% renters; 83% locally owned
- Average years in business 12, median years was 5
- Friday and Saturday busiest shopping days, Tuesday and Wednesday least busy
- Average number of full time employees was 5.5, median was 3; Average number of part-time employees 4.7 and the median was 2
- The greatest business challenges were: Crime (54%), Appearance (40.5%) and Increasing Costs (32.4%)
- 20% of businesses had plans to expand in the district, 4% planned to expand outside the district and no one had plans to reduce their size
- 69% of businesses were satisfied with the shopping districts
- The majority of stores had between 100 and 500 customers per week, and expected that most of their customers were between 25 and 44 years old, making less than \$60,000 in household income
- 75% of businesses indicated that their customers primarily live in Rogers park
- The majority of businesses were happy with the street cleaning program (63.4%), while 55% did not feel safe at night and 72.5% said the age or condition of their building has hurt their business
- The most critical issue was public safety on both streets (57% overall). On Howard the types of stores was the second most important issue (42%) and on Morse the appearance of stores was second most important (27.3%) issue
- The most important design improvements overall included façade or sign improvements (52.8%), improved street maintenance (50%) and improved landscaping (44.4%)
- Improved or additional parking was cited as the most important business development activity on Morse (76.9%) and more advertising for the district was seen as the most important activity for Howard (61.5%)