

City of Evansville, Indiana
Downtown Master Plan

FINAL REPORT
October 2001



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DOWNTOWN MASTER PLAN

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Acknowledgments

Our entire planning team would like to take a moment to recognize those individuals who gave their time, knowledge, creativity, and support for this planning initiative.

Mayor Lloyd, the city administration and the downtown master plan steering committee are to be commended for providing proactive leadership for this planning effort and for the commitment they have made to the economic vitality and physical enhancement to downtown Evansville. This group realizes in many respects that their job has just begun as the city and its community partners launch their voyage together into the future for the benefit of a healthy Downtown Evansville.

Citizen participation in this process has been overwhelming with well over 600 individuals taking part in community interviews, property owner & stakeholder interviews, focus group discussions, steering committee updates, and a town meeting held in April. This enthusiastic support is a testament of the true compassion the people of Evansville have for their downtown. It has been an honor for our entire team to serve the City of Evansville in this important endeavor.

Principal Craig E. Gossman, AIA
Kinzelman Kline Gossman

City of Evansville Officials

Administration

Russell G. Lloyd, Jr.	Mayor
Joan David	Chief of Staff

Department of Metropolitan Development

Michael A. Osborne	Executive Director
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Downtown Master Plan Steering Committee

- | | |
|-----------------------------|---|
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| John Stratman | Stratman’s Pharmacy |
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| Rose Zigenfus | Director of Evansville Urban Transportation Services |



1.0 Introduction

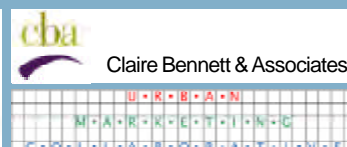


1.1 Planning Objectives

- I. Target Area Map
- II. Zoning Map

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1.0 Introduction

Evansville is uniquely located in southwest Indiana approximately two hours ± from any city equal to or larger in size. The physical isolationism of the community is perceived by some to be a negative factor, however, strong local retail sales characteristics indicate the isolationism is a significantly important factor for a healthy local economy. Most consumers in Evansville and surrounding counties are spending their money locally which helps to fuel a strong micro-economy. The Evansville economy is driven by an impressive list of internationally recognized corporations, regional health services and banking, three institutions of higher learning, and numerous retail & entertainment businesses including the Casino Aztar.

How communities (large and small) elect to measure their growth and success is of major concern to our cities today, especially to medium sized cities, such as, Evansville. Suburban sprawl has captured the attention of community and regional planning authorities nationwide. Towns and cities are beginning to realize the price they must pay when delivering expanded infrastructure, roads & highways, municipal services, and school expansions to support new housing subdivisions and commercial centers being built further and further from the traditional town center; downtown.

Balancing the growth greater Evansville will continue to have with the community character and quality of life residents and businesses alike deserve, can be difficult when community development is not properly managed.

However, through a public/private partnership and strategic action plan for downtown, Evansville can determine what the most appropriate future will be for it’s downtown and urban neighborhoods and what measures it must take to guard against the forces of random sprawl.

In January of 2001, the City of Evansville retained the consulting firm of Kinzelman, Kline, Gossman (KKG) to prepare a Strategic Action Plan for a targeted area of downtown. KKG assembled a team of experts including Urban Marketing Collaborative (UMC), TDA; *Illinois*, Claire Bennett Associates (CBA) and Brownstone Design to address the challenges facing downtown Evansville.

Over the past six months the consultants have collected and analyzed various kinds of data, met with hundreds of local citizens including: residents, business leaders, elected officials, community service providers, and downtown stakeholders. In addition the consultants have conducted several informative focus group meetings and a very successful “Towne Meeting” where over 400 participants presented hundreds of ideas and reached consensus on the most important issues facing downtown Evansville. The “Towne Meeting” served as a barometer of how much Evansville-Vanderburgh County residents care about their community.

This document, albeit prepared by the consulting team, has been in many ways co-authored with the people of Evansville. The consultants have taken the ideas generated at the town meeting; conveyed during the one on one interviews, focus group discussions, or expressed through correspondence, and creatively integrated them into an exciting urban redevelopment action plan for downtown.

We have purposely formatted the action plan in a user- friendly manner to allow champions of the effort to use it as a business plan. We encourage the implementation committee to revisit the plan often and to adjust the course of action as market conditions dictate. Additionally, portions of the plan can be quickly assembled to provide a marketing packet for prospective tenants or real estate investors.

1.1 Planning Objectives

The Request for Proposal (RFP) issued by The City of Evansville on July 28, 2000 identified a specific territory that the selected consulting team was to focus upon. The territory was defined as follows and can be seen on the *Target Area Map* on the following page.

North:	The Lloyd Expressway
Northeast:	Martin Luther King, Jr. Boulevard
Southeast:	Chestnut Street
Southwest:	Ohio River
West:	Pigeon Creek

Planning objectives identified by the city for the project focused primarily on future recommendations for “The Walkway,” the pedestrian/transit mall located on historic Main Street. Additionally, the city was searching for the proper antidote for the continuing decline which had plagued downtown over the past several decades. The city also challenged the consultants to develop a sound strategy to recruit new investment into the downtown.

Additional objectives were identified as follows:

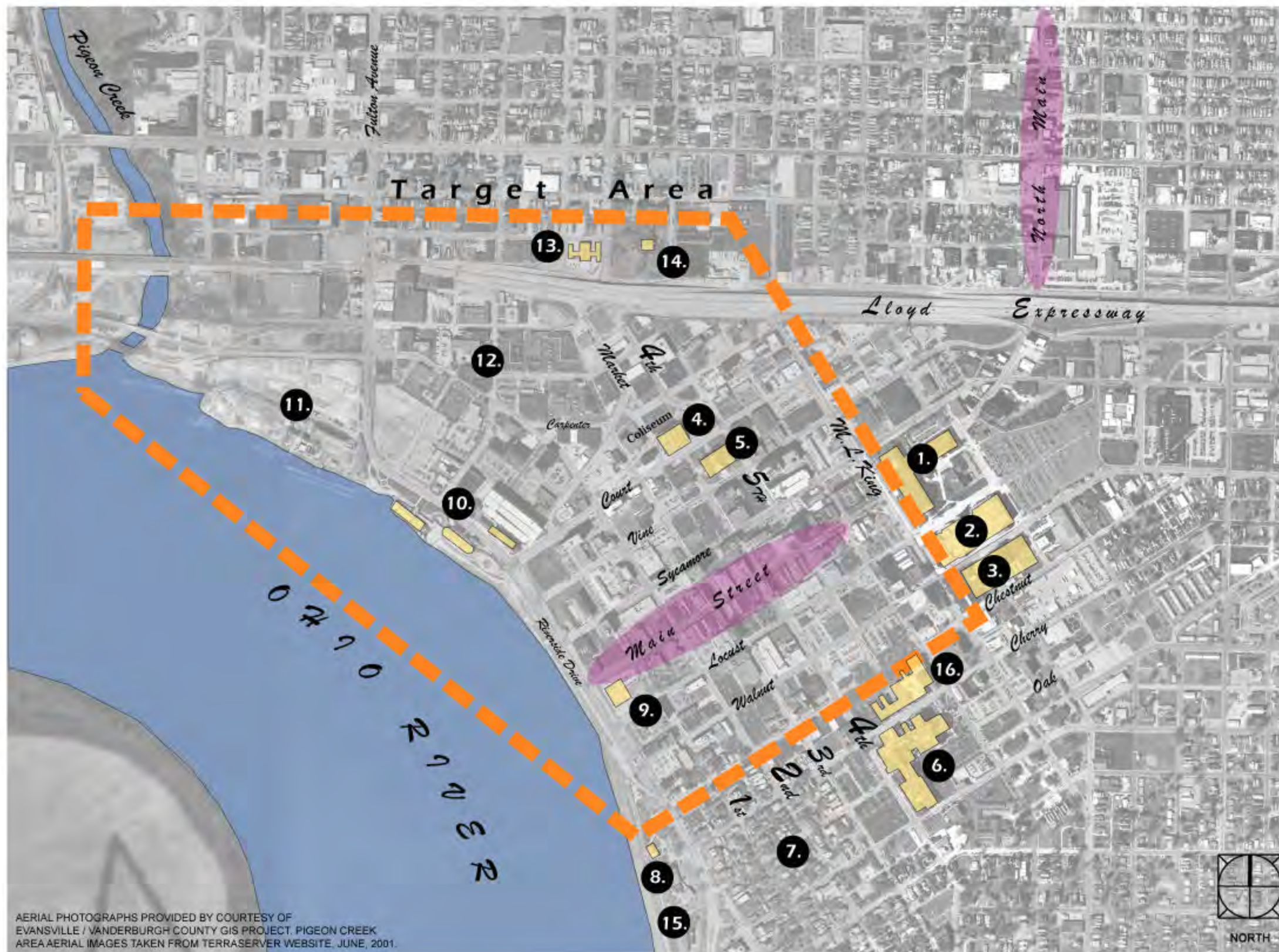
1. Main Street revitalization
2. Plan to guide the growth & physical development in the downtown
3. Plan to promote upgrading of existing buildings and reuse of vacant buildings/land
4. Downtown housing
5. Access, traffic, parking, and linkages
6. Entertainment district and its integration with Casino Aztar, The Centre, and Victory Theatre
7. Riverfront development
8. Aid in final plans for Events Plaza
9. Downtown workforce recruitment, retention efforts
10. Develop a series of recommendations for both the private & public sector actions

As a result of the physical, market, & emotional conditions analysis of downtown, the KKG team developed a series of urban design principals [identified in Section 2.2] that expands upon these planning objectives and begins to set the parameters for the appropriate strategic action plan that follows.

CITY OF EVANSVILLE DOWNTOWN MASTER PLAN OCTOBER 2001

SIGNIFICANT LANDMARKS

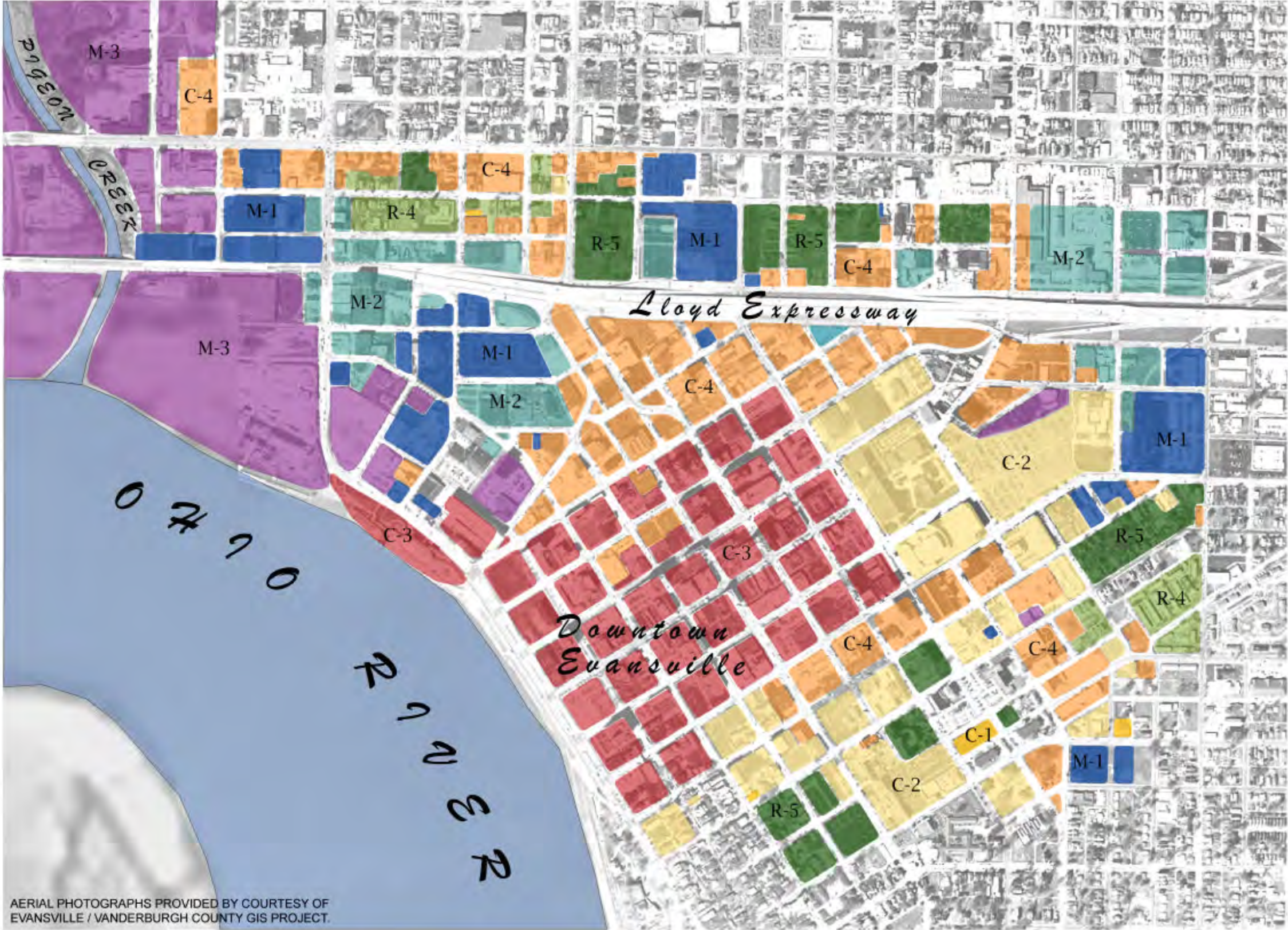
1. Civic Center
2. The Centre
3. New Library Location
4. Soldiers and Sailors Memorial Auditorium
5. Old Courthouse
6. St. Mary's Hospital
7. Riverside Historic District
8. Visitors' Center (Pagoda)
9. New Old National Bank Location
10. Casino Aztar
11. Mulzer Crushed Stone
12. American General Campus
13. Municipal Market
14. Willard Library
15. Museum of Arts and Science
16. Welborn Clinic



CITY OF EVANSVILLE

DOWNTOWN MASTER PLAN

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LEGEND

	COMMERCIAL-1
	COMMERCIAL-2
	COMMERCIAL-3
	COMMERCIAL-4
	MANUFACTURING-1
	MANUFACTURING-2
	MANUFACTURING-3
	RESIDENTIAL-4
	RESIDENTIAL-5

AERIAL PHOTOGRAPHS PROVIDED BY COURTESY OF EVANSVILLE / VANDERBURGH COUNTY GIS PROJECT.

2.0 Strategic Planning

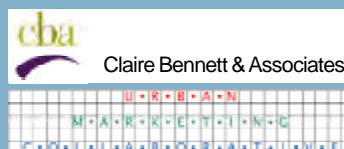


2.1 Strategic Thinking

2.2 Urban Design Principles

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2.1 Strategic Thinking

The process of strategic planning allows an organization to challenge itself through self-examination and to craft a preferred mode of operation through suggested operational changes. This is accomplished in part by engaging the organization in a consensus building exercise designed to encourage creative insightful thinking about the way the organization views itself. Additionally, the organization may challenge the product it creates or the message it sends to the general public about itself or product, and how it might increase its share of the market.

Once the organization has identified issues affecting positive change, a strategic action plan can be mapped out and implemented through a task force committee structure armed with goals, objectives, and critical path scheduling.

Organizations of all types have employed this process, or a similar one, to help them identify barriers to success and determine appropriate corrective strategies to instill positive change in their organizations.

Private businesses, public agencies, school districts, churches, etc. have used strategic planning principles to modify their course of action or methods of operation to affect positive change.

Often times preconceived barriers and threats are not as insurmountable as what may have been perceived and can be quickly eradicated by simply providing a forum for one part of the organization to communicate with another. With a common goal in mind and each member of the organization feeling less threatened by the other, goals and objectives can be realized for each while the entire organization strengthens and grows.

The strategic plan of action for downtown Evansville, identified in this document, has been developed through a strategic planning process aimed at gaining the trust and confidence of an entire community to move forward with a common repositioning agenda for downtown. Unlike a business or organization, engaging an entire community in a planning process can be challenging. However through the hard work of Mayor Lloyd, the downtown Evansville Master Plan Steering Committee, downtown Evansville Inc., City Council, and our consulting team, we have created an exciting, yet realistic strategic plan for downtown Evansville.

2.2 Urban Design Principles

History and experience have shown that with strategic planning, coordinated effort, and on-going attention, historically rich environments such as downtown Evansville’s can thrive as both centers of commerce and culture. It is our firm belief that economically successful, vibrant downtowns share common traits. These traits can be characterized by a select set of urban design principles that address both the physical urban environment and the realities of the marketplace.

Based on that which we have seen, heard and discovered in downtown Evansville, we have provided a list of urban design principles which we feel apply to the core area and the issues of redirecting development activities in downtown Evansville.

When followed, these principles can help guide those individuals and organizations involved in the “businessing” of urban districts to make sound decisions regarding these matters; investments of time, energy and resources.

Urban Design Principles

1.) Strategic Development Program

- Capitalizes on the strengths of the district
- With market driven leasing goals and development

2.) Traditional Main Street Environment

- Offers shopping and entertainment destinations
- Characterized by a diversity of environment, people, and culture
- Celebrates the history of the district

3.) Pedestrian Friendly Environment

- Safe and secure environment - day & night
- Promotes pedestrian circulation and discovery along streets and alleyways

4.) Unique Personality and Sense of Place

- Character & qualities derived from the exemplary collection of historic buildings
- Encouragement of creative and complimentary new in-fill buildings in street voids

5.) Visually Exciting Environment

- Reduction of visual chaos and clutter
- Integration of quality storefront, signing, and streetscape components
- Development of quality wayfinding and public art programs

6.) Encourage Mixed Use Development

- Unique upper story housing, office, and high-tech development
- Creative new in-fill development

7.) Linked Integrally to Adjacent Neighborhoods and Business Districts

8.) Public/Private Partnering

- Real estate development opportunities fostered through cooperation and shared vision

9.) Carefully Crafted Development Guidelines

- Based on a flexible strategic vision and plan

10.) Educate the Region (Marketing!)

- Quality downtown marketing programs for visitors, tenants, and developers



3.0 Initial Assessment



3.1 History, Diversity & Opportunity

3.2 Physical Assessment of Downtown

1. Transportation, Circulation, and Parking

I. Parking Inventory Map

II. Estimated Walking Coverage Map

3.3 Market Analysis

1. Introduction

A. Background & Project Understanding

2. Fact Finding and Analysis

A. Project Understanding

B. Market Situation

C. Trade Area Delineations

D. Retail / Commercial Audit

III. Downtown Retail Audit Map

E. Retail Mapping

F. Market Positioning

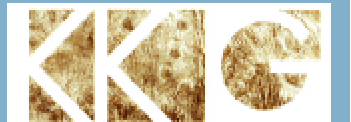
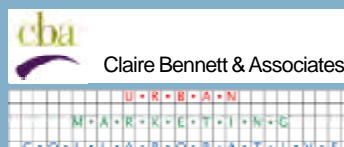
3. Conclusions and Recommendations

IV. Metropolitan Area Commercial Centers

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KINZELMAN KLINE GOSSMAN

3.1 History, Diversity & Opportunity

Before the age of the automobile and shopping mall, downtown’s build-ings were built to accommodate a population that lived, worked, and played within a short distance of the core of the city.

From Evansville’s early 1800’s settlements to the higher population periods of the Great Depression and post World War II, downtown and the surrounding neighborhoods were densely populated urban areas with diversity of people, businesses, and cultural attractions.

Today, Evansville’s legacy as the region’s historic, economic, and cul-tural center is evident in its remaining historic buildings and landmarks. As the city looks to reposition downtown, these structures and land-marks and the colorful history they represent can again be leveraged as the foundations of continued economic and cultural development.

The unique history of Evansville can be read in numerous research documents available through the public library, City of Evansville, etc. Our discussion in this section of the document will focus on those areas of Evansville’s history that should be examined carefully and considered to be important elements of a redevelopment approach to the reposi-tioning of downtown Evansville.

A community’s history is a critical element when one considers ways in which to market and promote their town because it offers opportunities to clearly differentiate one town from the next.

Repositioning strategies in communities such as Lowell, MA; Pittsburgh, PA; Indianapolis, IN; and others have recognized the importance of this as a critical component to their success.

Commerce and Industry:

As an historic center of trade and commerce, downtown identity and development opportunities may capitalize on references to Evansville’s manufacturing trades and exchange of commodities such as foundry goods, furniture, flour, cigars, and other agricultural products.

Bygone reminders of downtown’s industrial past include the Singer Center Buggy Works and the Igleheart Flour Mill that once stood along the Wabash and Erie Canal at Fifth and Locust Streets. Several remain-ing historic three and four story structures including the Bitterman, Britz, Chute, Capelle, Ridgeway and Artes buildings housed dry goods, jewelry and apparel businesses and provide wonderful potential for adaptive new-uses that allow for ground floor dining, retail and enter-tainment spaces with needed upper story residential and office space.

Evansville’s industrial history with innovation & invention provides a unique perspective from which to explore new development opportuni-ties.

Transportation:

Evansville’s rich river heritage, its former position as an important shipyard, and the legacy of the railroad and streetcar era could be employed in a wide variety of ways. The recent and ongoing develop-ment of the riverfront promenade, the Aztar riverboat casino, and the operation of the downtown Walkway and North Main Street Trolley routes are important contributors to the vitality of downtown. Addi-tional opportunities may include retail and entertainment venues that draw inspiration from Evansville’s 19th century boatyards, the Wabash and Erie Canal, and the early railroad industry.

Culture:

The array and diversity of Evansville’s historic neighborhoods offer a window into the city’s cultural heritage. The industrialization of the city in the mid-1800’s attracted both unskilled laborers and skilled craftsman of diverse ethnic and socioeconomic status. The influences of European immigration on Evansville, and in particular that of German decent, should continue to be showcased as a part of the repositioning of down-town. Other cultural influences on Evansville such as African American, Hispanic, and Asian can play a valuable role in identifying linkages to new development opportunities.

An overview of downtown’s historic inventory is provided in *Historic Evansville*, a guidebook published by the City’s Department of Metro-politan Development.

3.2 Physical Assessment of Downtown

This portion of the Initial Assessment section will discuss the existing conditions of the downtown area including comments on the physical strengths, as well as challenges to overcome, as the Strategic Plan is implemented.

First and foremost in the strength category, is the wonderful setting occupied by the downtown on the banks of the Ohio River. With pictur-esque views to the south beyond the river, downtown Evansville offers workers, residents, and visitors alike a unique setting from which to experience this historic river city.

Although downtown is not at the crossroads of key highways, down-town is strategically located to the rest of the city along the Lloyd Ex-pressway which serves as a major connector of several primary destina-tions in Evansville (see map 3-IV).

A unique quality of the setting is the dense urban development to the north in the city proper and the serene natural environment south of the river in the floodplain of the oxbow.

The downtown has changed over the years from the major manufactur-ing and shipping center it once enjoyed to the service sector industries

dominating the downtown today. Gone are the warehouses and wharf-side developments where major river traffic contributed to the local economy in a more significant fashion than today.

Although some limited businesses still take advantage of the river for shipping goods, the river has given way to railway, highway and air shipping. Today, the river provides Evansville with recreational oppor-tunities and scenic vistas from downtown buildings and the newly opened Riverside Drive & esplanade.

The Casino Aztar, Railroad Museum, and Museum of Art History and Science now occupy dominant positions on the river and provide visi-tors with a glimpse of the river and its colorful history.

The Central Business District of downtown is located within the original city grid of streets primarily between 2nd Street & Martin Luther King, Jr. Blvd.; and Sycamore & Locust Streets. This area features the pedes-trian/transit mall along Main Street, known locally as “The Walkway” as well as the most intact collection of historic buildings in the down-town.

The rich history of the architecture is somewhat disguised because of less than sensitive facade remodeling efforts over the years and upper story neglect. Those buildings that have been renovated or maintained are clearly fine examples of nineteenth & twentieth century Italianate, Art Deco, and early high-rise architecture.

Other examples of outstanding architecture represented in downtown include the Old Post Office, Vanderburgh County Courthouse, YMCA, YWCA, Victory Theatre, and several historic warehouses, churches, and residential structures especially in the Riverside Historic District.

Newer structures of merit include the Civic Center, The Centre, Integra Bank, and the City owned parking structures.

All of these structures are physical representations of an impressive commitment of local financial resources by Evansvillians committed to preserving the value of downtown.

Grand boulevards, roads, sidewalks, and public space in the downtown appear to never have been a major priority to the city. The exception being from early years the Fourth Street market boulevard and later MLK Blvd., and Riverside Drive.

Consequently, sidewalk widths, and public spaces are not overly gener-ous for public gathering plazas, extensive tree planting, sidewalk cafes, etc. Newer projects such as the Civic Center, and the new Old National Bank headquarters to be constructed at the corner of Riverside Drive and Main Street, recognize this and have integrated public gathering space into their plans.

Accessibility into the downtown is discussed in the following section, however we should point out that the original geometric grid pattern of streets in the city contribute both positively and negatively to this condition. The identity or demarcation of the original downtown is clear when one travels into the city by way of a subtle shift in direction caused by the offset alignment of the streets. Contrary to this is the confusion to the visitor when experiencing the same condition. Remedies for this condition are discussed elsewhere in this document and will suggest visual enhancements of key entranceways through wayfinding and landscaping opportunities.

1. Transportation, Circulation, & Parking

Evansville has experienced a wide variety of changes to its transportation system over the last 30-40 years: conversion of streets to one-way traffic flow; vacation of streets for superblock development; construction of an elevated freeway necessitating additional street vacation; closure of Main Street for a pedestrian mall; development of a transit center; and reconstruction of Riverside Drive as a landscaped boulevard. It can be argued that many of the changes to streets, whether to increase capacity, reduce congestion, or allow new types of land development, have been implemented without recognition of broader planning issues and have created a confusing and sometimes frustrating access and circulation system that no longer serves the needs of downtown.

Befitting a master plan for downtown, the transportation recommendations focus on actions that would reasonably improve downtown's development potential, market position and visitor appeal. There has been strong support for eliminating one-way streets downtown. The question for subsequent analysis will be how best to handle the conversion. So far, no fatal flaws have been identified to suggest that the recommendation not proceed to the next step. The following points summarize key aspects of the downtown's transportation system.

Setting

- Downtown lies in the southwestern area of Evansville, peripheral to the center of population
- River location is increasingly valuable for recreation and for residential and office views

Access & Traffic Volume

The recommendation to convert existing one-way streets to two-way flow is based on opportunities to simplify circulation, to limit confusion (especially for visitors,) and to present a better view of downtown as one approaches it. Available traffic counts show that volumes are quite modest on Third and Fifth Streets with a total of approximately 4,700 daily vehicles while Vine and Sycamore together carry an estimated 8,000 - 10,000 daily vehicles. Volumes on each existing pair of streets fall easily within capacity of a two-lane street. While volume data is limited pending completion of the updated downtown count program, the

patterns suggest that the main issue in converting streets to two-way operation is not capacity but road geometry where the one-way sections currently begin. Conversions to two-way flow are unlikely to affect the ramps serving the Lloyd Expressway at Main Street since the ramps already connect with a two-way street section. At First Avenue / Market / Fourth St. the ramps also serve a two-way street section, though one that is split around piers supporting the overpass. This is a complex intersection but sufficient space appears to be available to enable appropriate design solutions. In any case, a guiding criterion should be that ramp movements will be preserved as new intersection configurations are developed.

- Major approach routes are from the east and north including the Lloyd Expressway, Walnut, Main and 1st Avenue. From the South, Riverside Drive / Veterans Memorial Parkway is the primary approach. However, access is confusing due to:
 - Lack of continuity
 - Transition from 2-way to 1-way streets
 - Poor or limited sight-lines to guide drivers
- Regional access is good with Lloyd Expressway (IN 62), Riverside Drive/Veterans' Memorial Parkway connecting to IN 41 and I-164
- Recent traffic counts confirm the concentration of travel on Walnut Street, Riverside Drive and the Lloyd Expressway. However, while the highways carry high volumes (approximately 20,000 daily vehicles on Riverside Drive and 60,000 on Lloyd Expressway) it appears that much of that traffic continues past downtown.
- Estimated downtown traffic generation: While cordon traffic volumes are not available, downtown traffic can be estimated based on its parking usage.
 - Downtown has approximately 7,700 parking spaces that are 80% occupied (excluding the casino). Most of those spaces serve employees so turnover is relatively low, probably in the range of 1.2 - 1.3 vehicles per day. This amounts to a traffic volume of approximately 15,000
 - 16,000 employee and shopper vehicle trips per day.
 - Other traffic due to passenger loading, service and deliveries, transit and pass-through trips would probably add another 15 - 20%, or 2,250 - 3,200 vehicle trips per day.
 - Casino Aztar generates about 5,000 weekday vehicle trips.
 - It is therefore likely that downtown generates on the order of 22,250 - 24,200 vehicle trips per day.
 - The volume on Riverside Drive and the Lloyd Expressway alone amounts to 79,000 daily vehicles, while other arterial streets entering downtown carry at least 20,000 - 25,000 vehicles.

- If these estimates are correct, downtown generates about 22 - 24% of the total traffic passing by or through downtown. Clearly, downtown has an opportunity to attract more of that traffic.
- Many downtown streets have low volumes (under 3,000 daily vehicles). Walnut Street, MLK Boulevard and Riverside Drive carry higher volumes due to freeway connections and cross-town access. Some of the one-way streets such as 3rd and 5th carry too little traffic (1,800 - 3,000 daily vehicles) to justify one-way circulation for capacity reasons.
- Downtown is the center of the transit system

Parking (see map 3-I)

- Downtown has about 7,700 parking spaces (plus parking for Casino Aztar)
- 20% are private, 80% public
- About 80% of all spaces are occupied on weekdays. Supply and demand are in balance across the system though some areas may experience much higher occupancies with few spaces left for visitors. The system would be effectively full when occupancy approaches 85 - 90%.
- Some employees park on the street, consequently, visitors and shoppers may not get most convenient spaces
- "Walkway" stores face on-street parking deficit
 - must rely on limited offering of side-street spaces
 - employee competition for few street spaces

Walking (see map 3-II)

- Distances between major attractions are manageable.
- Some sidewalks are very narrow for a commercial district.
- Streets other than "Walkway on Main Street" are not very pedestrian friendly.





Alternative Transportation

The city of Evansville has a quality mass transit system which serves the entire city very effectively and efficiently. In an effort to provide selected route service to the core of downtown, a trolley system was introduced. The trolley system should be reexamined for expansion (both in geographic service area and number of trolleys) to link neighborhoods surrounding downtown more efficiently.

Longer range visioning should include identification of resources to provide planning funding for a community-wide light rail system and/or optional energy sources for the entire transit system.

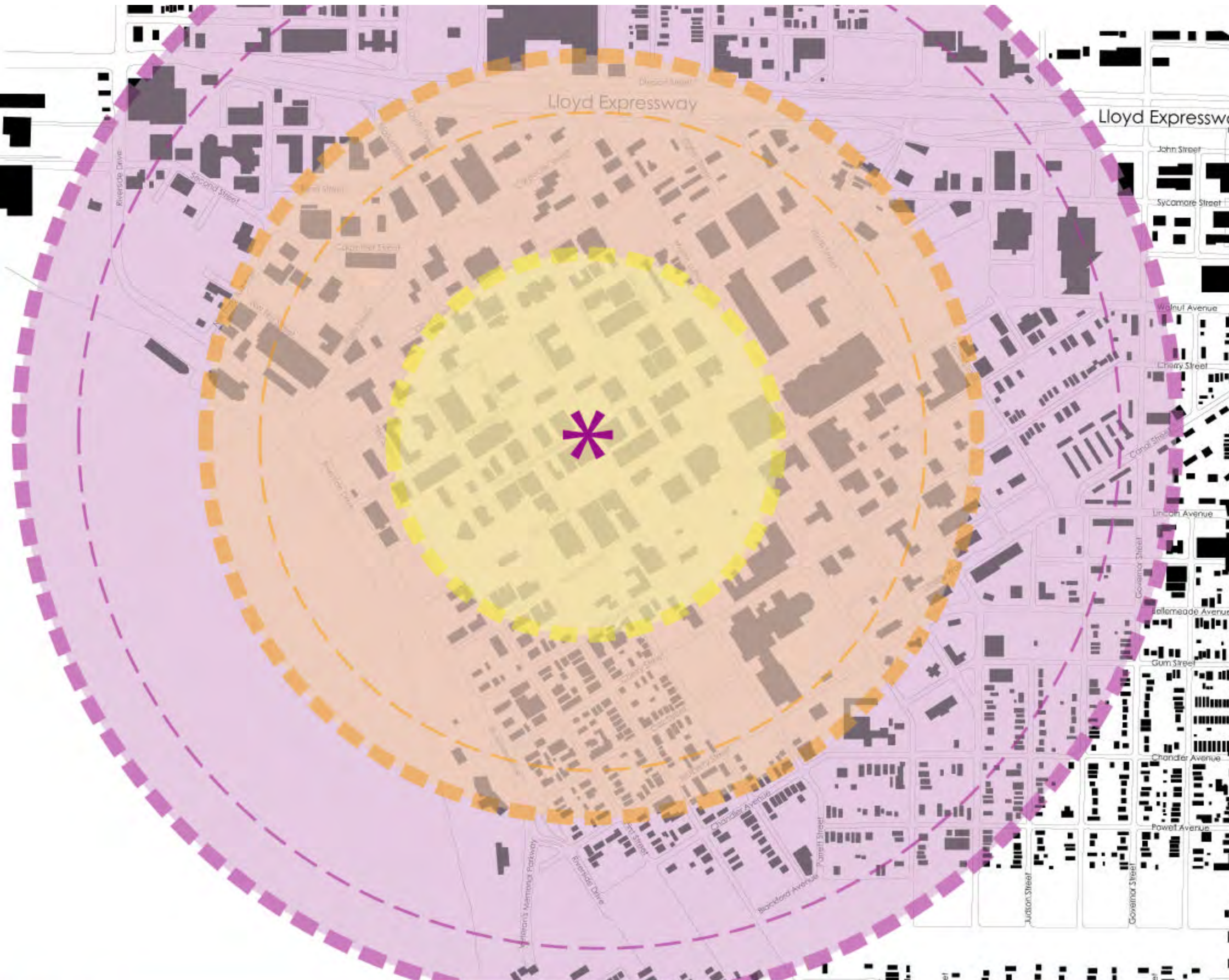
Communities nationwide are realizing more than ever the importance to become less dependant on fossil fuels. A city's mass transit system can serve as a valuable alternative energy demonstration project to enlighten the entire community as to the importance of this long range goal.

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- LEGEND**
-  SURFACE PARKING
 -  PARKING GARAGE
 -  EXISTING ONE-WAY STREET
 -  ONE-WAY FRONTAGE ROAD



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ORIGIN- FOURTH STREET &
MAIN STREET



5 MINUTE ACTUAL WALK



10 MINUTE ESTIMATED



15 MINUTE ESTIMATED

3.3 Market Analysis

1. Introduction

This market analysis is prepared to provide current market conditions information for the development of the Strategic Action Plan for downtown Evansville. Much of the information contained in this evaluation is the result of primary research conducted by the consultants. This research included interviews with key stakeholders in Evansville, an inventory of the existing ground floor retail/commercial space, and a physical survey of the downtown.

1A. Background and Project Understanding

Downtown Evansville comprises the commercial lands on both sides of Main Street including the retail/commercial space located on the side streets. It extends approximately three-quarters of a mile from Second Street near the Ohio River to Martin Luther King, Jr. Boulevard at the north.

- The downtown is situated on a bend of the Ohio River and reflects the heritage of the area as the traditional core of the City. At present the Main Street from Second Street to Martin Luther King, Jr. Blvd. is a pedestrian and transit mall.

In the last few years, Downtown Evansville has witnessed a number of changes. Recent Downtown Evansville improvements include:

Project	Completed	Approximate Cost
Casino Aztar	1996	\$121 million
The Victory Center for Performing Arts	1996	\$13 million
Integra Bank	1998	\$13 million
Executive Inn Renovation	1998	\$10 million
The Centre	1999	\$35 million
Executive Inn Renovation II	2001	\$5 million
Riverfront Project	August 2001	\$10 million
Old National Bank	2003	N/A
New Library	2003	\$31 million

Previous Studies

A summary of background information on housing, the visitor/tourist market, and Casino Aztar are provided below.

Housing

In July 2000, the Danter Company prepared a report on *A Condominium and Apartment Analysis in the City of Evansville, Indiana* to analyze the market potential to develop market rate apartments and condominiums at a downtown site. The proposed project included 44 one, two, and

three bedroom apartments and 12 two and three bedroom condominium townhouses. The Danter Company estimated that the absorption rate for apartments was 4.5 to 5.5 units per month, and the absorption rate for the townhouses was 0.5 to 0.8 units per month.

Visitors

It is estimated that over two million people visit the City of Evansville each year. The economic impacts are also estimated to be \$3 million to \$4.2 million per year.

In 2000, the Purdue Tourism Hospitality Research Center conducted a survey of visitors to the City of Evansville for the Evansville Convention and Visitors Bureau. Some of the preliminary findings include the following:

Home Residence of Visitors

Indiana	28%	Kentucky	10%
Illinois	9%	Ohio	6%
Florida	5%	Michigan	4%
Other U.S. States	44%	Outside U.S.	4%

Over half of the visitors had visited Evansville at least six times in the past. Approximately two-thirds of the visitors planned to stay at least one night.

Downtown Activities	Had Visited	Will Visit
Downtown shopping	4%	3%
Casino Aztar	20%	8%
Museum of Art History and Science	8%	3%
Reitz Home Museum	3%	3%
Willard Library (outside downtown)	3%	4%

Downtown and Other Shopping Ratings

	Rating (scale of 1 to 10)
Shopping	
Downtown shopping	6.5
Eastland Mall (outside downtown)	7.6
Washington Square Mall (outside downtown)	6.9
Olde Towne (outside downtown)	6.9
Other Activities	
Casino Aztar	7.6
Museum of Arts and Science	7.5
Willard Library (outside downtown)	7.3
Reitz Home Museum	6.8

*Rating scale: 10 is best

Improvement Statements

Visitors were asked whether they strongly agreed, agreed, disagreed, strongly disagreed, or were neutral on the following statements.

Statement	
Evansville doesn't have enough quality restaurants	15% agree or strongly agree
Evansville has a high degree of accessibility by road	13% disagree or strongly disagree
It is difficult to find your way around Evansville	17% agree or strongly agree
Evansville offers several unique shopping opportunities	16% disagree or strongly disagree
Evansville needs more festivals and special events	15% agree or strongly agree

Casino Aztar

The Center for Urban Policy and The Environment conducted a Five Year License Renewal report for Aztar Indiana Gaming Corporation, February 2001. Casino Aztar includes a 2,700 passenger casino riverboat, 44,000 square foot pavilion, a 250 room hotel, and a 1,668 space parking garage. There are approximately two million visits to the casino each year.

Gaming receipts for 1999 were \$94.5 million, or approximately \$49 per patron.

A recent survey determined that 18% of visits come from Evansville residents, 39% come from Indiana, and a further 43% from outside of the state. Eighty-seven percent of respondents were there for the casino, while the remaining 13% were visiting for other reasons (family, friends, vacation, business, etc.).

The survey also ascertained that 23% of patrons visited downtown Evansville. Of the total number of patrons, 17% or 340,000 visited a restaurant in downtown Evansville and 5% or 100,000 shopped in downtown Evansville. Their estimated expenditure was \$6 million on eating, drinking, and shopping in the downtown.

Downtown Evansville also benefits from local incentives and taxes paid to the state and local governments. Between 1996 and 1999, Casino Aztar has paid almost \$30 million in local incentives, of which downtown revitalization has received almost one-third. Other downtown benefactors include The Centre, Downtown Learning Center, and Victory Theater. Most of these projects have received their total contributions or will so within the next year.

In 1999 the following taxes were paid:

State Direct Taxes		Local Direct Taxes	
Gaming Tax – State Share	\$14,174,710	Gaming Tax – City Share	\$4,724,903
Admission Tax – State Share	\$1,987,971	Admission Tax – City Share	\$1,987,971
Sales and Use Tax	\$795,380	Admission Tax – County Share	\$1,987,971
Food and Beverage	\$59,659	Property Tax	\$1,947,998
Total	\$17,019,719	Total	\$10,650,842

Source: Aztar Indiana Gaming Corporation, Indiana Gaming Commission, State of Indiana

Similar U.S.Cities Statistics

During the course of investigation of Evansville, we gathered comparable U. S. cities information to identify communities with similar geographic & demographic profiles.

There are only 220 cities in the United States with population of 100,000 and above. The sunbelt states of California, Texas, & Florida are states with the greatest number of 100K cities.

We should also note that most major cities in neighboring states to and including Indiana are showing declining populations, with the exception of a few.

STATE	# OF CITIES	CITIES W/ DECLINING POPULATION
California	51	2
Texas	22	1
Neighbor States to Indiana		
Michigan	8	5
Illinois	6	2
Ohio	6	5
Indiana	5	4
Kentucky	2	1

Source: Demographia Statistical Information Web Site

This relocation phenomenon from the Eastern and Midwest areas of the country is further illuminated when we look at the top 75 cities and their regions in growth since 1990.

Top 75 Growth Regions Since 1990

California	26 cities
Southwest	25
Southeast	9
Rocky Mnts.	6
Miscellaneous	4
Midwest	3*
Northwest	2

*Naperville, IL, Aurora, IL, Springfield, IL

This information is included as a reference for the reader to understand the population shift which has occurred throughout the United States over the past twenty-five years. However, the declining population of the Midwestern cities referred to above relates primarily to the shifts from city to county living.

Extracting from these statistics information that is more relevant to Evansville, we identified 104 cities with 100K – 150K population.

While we have not performed in-depth research into all cities of a similar profile, we have identified several cities below, which we feel deserve

further exploration as to what key factors have led them to experience positive and/or flat growth & enhanced downtown economic development over the last 20 +/- years.

Cities Selected with Similar Geographic/Demographic Profiles

City	Population	MSA	Rank* (1-220)
Sioux Falls, SD	115K	160.5K	188
Rockford, IL	145K	355K	110
Chattanooga, TN	155K	447.5K	88
St. Joseph, MO	75K	97 K	259
Evansville, IN	125K	289K	129

*Ranked by population change between 1990 & 1996 (1 = Most positive change)

Source: U.S. Census Bureau

Cities Selected with Similar Project Opportunities

Dayton, OH - [Riverfest Development, Dayton Dragons Ballpark]
Cincinnati, OH - [Housing, Wayfinding & Gateways, Highway Beautification]
Indianapolis, IN – [Sports Venues, Housing, Wayfinding, Canal Area, Public Art]
Chattanooga, TN – [Aquarium, Public Improvements]
Richmond, IN – [Main St. Pedestrian Mall, Technology Development]
Columbus, IN – [Architecture, Parks, Main St., Gateways & Wayfinding]
Lexington, KY – [Sprawl Defense]
Findlay, OH – [Community Pride,Clean/Safe Program,Housing,Ltd. Liability Corp]

Although several of the cities listed above do not match the population profile of Evansville, we feel exploration of these cities will prove to be beneficial to the Evansville Downtown Coalition when comparing urban redevelopment projects & improvement opportunities discussed in The downtown master plan.

Additional research should also be undertaken into other cities with comparable downtown economic development “engines” being discussed in the master plan such as minor league baseball and hockey, arts, culture & entertainment, etc. Many of those cities are much smaller than Evansville but have demonstrated how communities of any size can have healthy downtowns when a strategic plan of action is followed.

2. Fact-finding and Analysis

The fact-finding and analysis step is vital to the development of a customized and comprehensive action plan. This section of the initial evaluation provides general demographic and retail/commercial data on the community and the downtown. Furthermore, key person interviews were conducted in order to identify issues and opinions about the downtown. An assessment of downtown was performed through:
(a) an inventory of the ground floor retail/commercial space and
(b) the physical audit of the downtown.

2A. Project Understanding

As a first step in assisting the city towards creating a downtown master plan, the team conducted fact-finding initiatives as part of the initial evaluation to identify the downtown’s strengths, weaknesses, opportunities, and threats. These initiatives included:

- A demographic analysis of Evansville and Vanderburgh County
- interviews with a variety of downtown retailers and key stakeholders* to identify issues and opinions about commercial success/ barriers in the downtown
- A review of previous studies and information on Evansville/ Vanderburgh County
- an inventory and inspection of the ground floor businesses and services in the downtown
- A competitive review and a review of the physical environment

*Note: Prior to the interview process, the consulting team provided key stakeholder profiles to the city of Evansville. The City of Evansville then selected community stakeholders for the consultants to interview. A complete listing of those who participated can be found in the Appendix of this document.

2B. Market Situation

Much of Evansville’s past and present development can be attributed to its location between Louisville and St. Louis and being a river port, as well as a major rail transportation hub in the Midwest. Evansville is 176 miles south of Indianapolis, 126 miles west of Louisville, Kentucky, and 180 miles east of St. Louis, Missouri.

Evansville also benefits from a highly developed road network providing local businesses and residents with easy access to major east-west routes using I-64 and north-south corridors including Highway 41 and I-164. Major north-south access improvements include the development study of I-69. However, at present there is no major north-south route linking Evansville to Indianapolis. The proposed freeway will allow greater connectivity in terms of business activity and visitor flow.

Evansville is characterized by a stable industrial base that has allowed the city to be in the privileged position of having a relatively stable, diversified economy with unemployment rates below the national and state averages.

Unemployment Rates for Selected Areas

Location	January 2000	January 2001
Evansville/Henderson	3.4%	3.2%
Indianapolis, IN	2.6%	2.5%
Louisville, KY	3.3%	3.3%
Bloomington, IN	2.3%	3.7%
St. Louis, MO	3.0%	4.1%
Muncie, IN	3.8%	4.1%
Owensboro, KY	4.9%	5.1%
Terre Haute, IN	5.1%	5.6%
Indiana	3.5%	3.2%
United States	4.0	4.2

Source: Bureau of Labor Statistics

While most of the MSAs or regions experienced an increase in their unemployment rate, Evansville/Henderson was one of the rare exceptions that witnessed a decline in their unemployment rate from January 2000 to January 2001. The Evansville area is home to many diversified employers, most notably Whirlpool Corporation, which employs over 2,800 people, as well as Mead Johnson Nutritionals, which employs over 2,400 people and Toyota Motor Manufacturing, which employs 1,700 people. Employment in Vanderburgh County is approximately 87,000 of which 15,000 (17%) work in downtown Evansville. Downtown Evansville is the financial, government, legal, and entertainment center for the region. The businesses provide a significant amount of the total downtown employment (especially the financial and legal services). Major downtown employment categories include:

- Financial/insurance/real estate
 - Service (health, entertainment)
 - Government*

2,029 employees

4,789 employees

3,089 employees
- *City of Evansville employs 1,200

Within a two-mile radius of the Downtown, major employers include:

- Evansville/Vanderburgh School Corporation
 - Deaconess Hospital
 - Welborn Clinic
 - St. Mary’s Health Care/Riverside Campus
 - City of Evansville
 - Casino Aztar

3,064 employees

2,270 employees

550 employees

430 employees

1,200 employees

1,200 employees

Retail sales for the City of Evansville in 1999 were \$1.9 billion and for Vanderburgh County, retail sales reached \$2.1 billion. Retail sales are estimated to increase by over 3% per year.

Retail sales per capita of \$15,827 for the City of Evansville is 60% above the state level of \$9,917. The City of Evansville is well ranked with other cities in the region in terms of retail sales per capita, which suggests high levels of inflow, i.e. the residents of Evansville tend to shop within their own city and the city tends to draw from other areas as well.

Location	1999 Retail Sales Per Capita
Evansville, IN	\$15,827
Vanderburgh County	\$12,552
Terre Haute, IN	\$19,768
Owensboro, KY	\$14,297
Fort Wayne, IN	\$14,122
Indianapolis, IN	\$13,854
Louisville, KY	\$10,036
Indiana	\$9,917
St. Louis, MI	\$8,269

Source: Sales and Marketing Magazine Buying Power, 1999

Another analysis of retail health for a region is to analyze whether retail expenditures are leaving the city. The method used compares retail sales as a percentage of its effective buying income (EBI) with those for several other markets in the area. EBI is defined as personal income (based on census estimates) minus personal taxes and social security payments. It is in other words a measure of disposable income.

The following table sets out the retail sales estimates as a percentage of total EBI for a number of comparable markets. A particularly low percentage suggests that a city lacks an adequate retail supply and/or suffers from a net outflow of retail expenditures. A relatively high percentage suggests the opposite.

Market	1999 Retail Sales (\$000s)	1999 EBI (\$000s)	Retail Sales as a % of EBI
Evansville, IN	\$1,929,347	\$1,945,099	99%
Vanderburgh County	\$2,105,000	\$2,846,317	74%
Terre Haute, IN	\$1,860,276	\$694,659	268%
Owensboro, KY	\$774,915	\$776,833	100%
Fort Wayne, IN	\$3,006,542	\$3,419,727	88%
Indianapolis, IN	\$10,301,695	\$13,429,299	77%
Louisville, KY	\$2,558,232	\$3,834,723	67%
Indiana	\$59,429,014	\$99,141,884	60%
St. Louis, MI	\$2,733,585	\$4,527,413	60%

Source: Sales and Marketing Magazine Buying Power, 1999

As the previous table illustrates, the City of Evansville is actually capturing a relatively high percentage of its retail expenditure potential compared with other cities in the area. The problem for Downtown Evansville is not that the residents are spending their retail dollars in Indianapolis or Louisville, it is that they are spending them in the outer suburbs.

Sales tax in Evansville is 5% and includes retail sales, some final-customer wholesale sales (e.g. Price Club), rental of personal property (e.g. televisions, cars), food and beverage, lodgings under 30 days. There is an additional tax on food and beverage of 1%, as well as additional taxes on lodgings and car rentals.

Using sales tax information from the Indiana Department of Revenue, total retail sales and eating and drinking sales for Downtown Evansville as characterized by Zip Code 47708 (Walnut Street, Lloyd Expressway, Ohio River / Pigeon Creek, and Ninth / Main Streets) are estimated to be:

Eating and Drinking

Retail and Rental Sales¹

Total Sales

\$63.5 million

\$118.1 million

\$181.6 million

Casino Aztar accounts for over 9% of eating and drinking sales in Downtown Evansville (\$6 million) and 5% of retail and rental sales (\$5.9 million)².

¹ Note: lodging sales have been estimated at \$10 million and eliminated from the retail sales figures.

² Source: Indiana Department of Revenue, Five-Year License Renewal: Aztar Indiana Gaming Corporation 2001, Evansville Convention and Visitors Bureau lodging estimates.

Evansville Population Profile

The City of Evansville is the third largest city in Indiana. In 1990, the City had a census population of 126,272, but that number decreased to 121,310 in 2000 for an estimated annual decrease of 0.4%. Alternatively, Vanderburgh County grew by almost 2,750 from 1990 to 2000 for an annual growth rate of 0.2%. The City of Evansville’s share of the population for the county decreased from 77% in 1990 to an estimated 72% in 2000.

	1990		2000		2005
Evansville Trade Area	126,272		121,310		120,591
% Change: Total		-4%		-0.6%	
Average/Year		-0.4%		-0.1%	
Evansville Population Share of Vanderburgh County	77%		72%		71%
Vanderburgh County	165,058		167,807		170,578
% Change: Total		2%		2%	
Average/Year		0.2%		0.4%	

Source: U.S. Census, Claritas

Over the next five years, Evansville is expected to fall by a negligible 0.1% per year to reach an estimated population of just over 120,000 people. Vanderburgh County will continue to grow by 0.4% per year to reach 170,578 people.

2C. Downtown Evansville Trade Area Delineation

Trade area delineation is a fundamental part of any market analysis. This section of the report delineates a trade area for Downtown Evansville based on location factors of the site, the natural and man-made barriers, the direct competitive retail environment, and the travel time distance.

Factors Influencing the Trade Area Delineation

The trade area is considered to be the geographic region from which a majority of the sales originate. The remaining sales are inflow, or sales derived from areas outside of the delineated trade area. The boundaries of the trade area are influenced by the following factors:

- the size and type of the existing commercial environment
- accessibility and visibility
- travel time features
- the relative location and strength of competitive retail facilities
- natural and man-made barriers.

While each of these factors in isolation has a bearing on the trade area boundaries, it is their cumulative effect that leads to the definition of the trade area. The importance of each of these factors was considered for the trade area boundaries.

The size and type of the existing commercial environment: Limited Downtown Evansville has very few destination retailers. It is characterized by professional service firms, some antique stores, and lunchtime cafés and fast food.

Accessibility: Fair Downtown Evansville has good connections with the Lloyd Expressway, which serves as the major spine for the City, and the Veterans Parkway. However, Main Street is blocked off by the Civic Center and a series of streets that meet at odd angles on the east end. The one-way streets make it difficult to access downtown directly. One-way streets do not allow motorists the convenience to drive directly to their destination as easily as two way streets. In addition, the Lloyd Expressway limits the number of access points into the downtown from north-south.

Visibility: Good Main Street is identifiable with the archways at Second Street and Martin Luther King, Jr. Boulevard and the pedestrian mall. In addition, visitors are distinctly aware of the fact that they are downtown by the taller buildings and the number of government and institutional buildings in the area, especially in the Civic Center. In addition, while most of the other streets in the City of Evansville are in a north-south grid pattern, Downtown Evansville’s streets are slightly skewed at an angle.

The visitor approaching Downtown Evansville is distinctly aware of where the downtown is by the changing direction of the street.

Travel Time Distance: Fair to Good There is more development to the eastern part of the City than to the western edge. While traffic can be congested on a number of routes at times of the day, most provide efficient access for the downtown.

The Relative Location and Strength of Competitive Retail Facilities: Competitive Most retail has sprung up to the eastern end of the city along Green River Road. There are numerous strip plazas, big box retailers, and enclosed malls along this road. In addition, there are numerous small shopping centers located throughout other residential areas including Northbrook Shopping Center and University Shopping Center.

West Franklin Street, which contains a number of shops in a historic setting, and Olde Town at Lincoln and Highway 41 both contain a small cluster of specialty shops and retailers.

The major retail centers include:

Center	Square Footage
East	
Eastland Mall	869,634
Lloyd Crossing	530,000
Plaza East	193,007
Village Commons	197,876
Washington Lawndale Commons	331,306
Washington Square Mall	543,766
Weinbach S.C.	99,178
North	
North Brook Shopping Plaza	137,000
North Park S.C.	165,791
Target North	136,255
Town Center	193,000
Evansville S.C.	117,100
South	
Southlane S.C	130,000
West	
Plaza West	149,182
University Village	203,000

Natural and Man-made Barriers There are a number of natural and man-made barriers affecting the trade area of the retailers in the downtown:

- Ohio River
- Lloyd Expressway
- Civic Center
- Welborn Clinic
- Main Street pedestrian mall

All of these limit the number of access points from the rest of the city to the downtown.

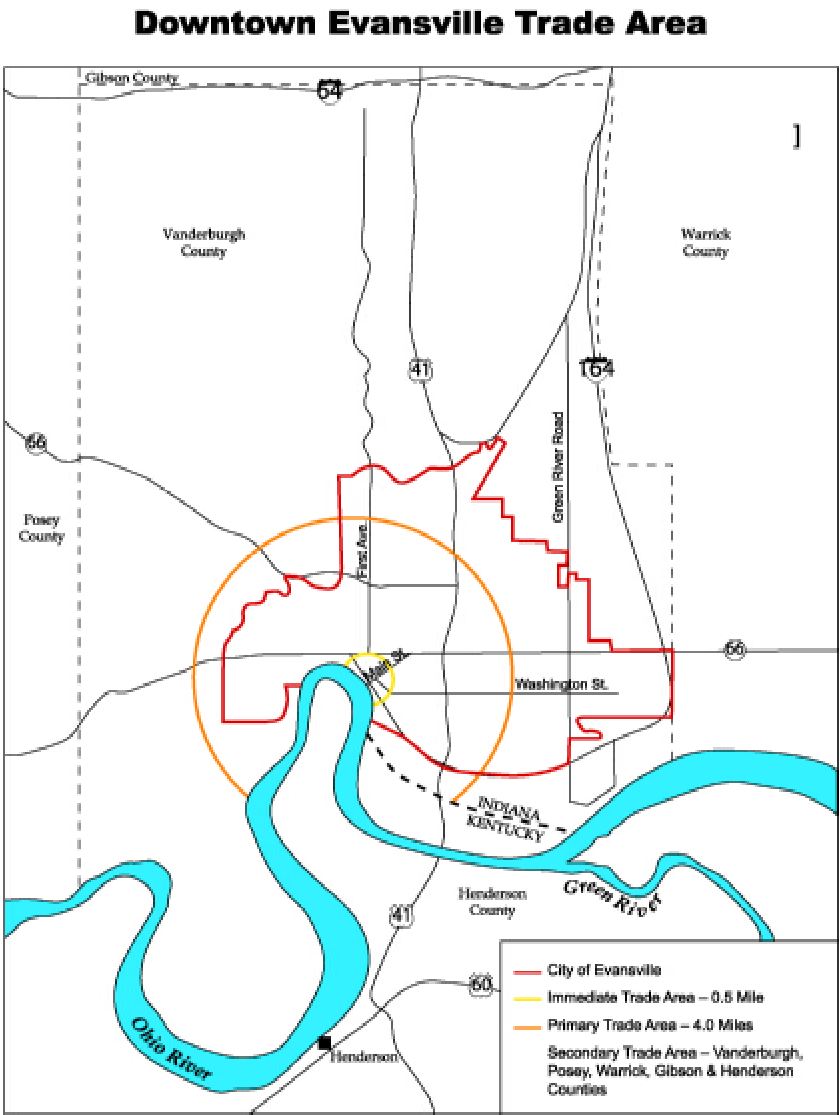
Trade Area Boundaries

The Trade Areas for downtown Evansville can be divided into sub-areas, which identify their relative importance to the retail/commercial sales for the downtown. Typically, these areas are labeled as the Immediate Trade Area (ITA), Primary Trade Area (PTA), and the Secondary Trade Area (STA). The Total Trade Area is defined as the area from which 75% of the downtown shoppers live. In addition, a portion of the sales to the downtown originate from outside the delineated trade area. This represents “inflow” from undetermined areas outside of the designated trade area. Together, these different sources of retail/commercial sales represent the total sales to the retailers in the downtown.

Immediate Trade Area The Immediate Trade Area includes a significant portion of Downtown Evansville. The area is a 0.5 mile radius of Main Street and Fourth Street and is within easy walking distance (less than 10 minutes). This includes Mulberry Street to the south, the Ohio River to the west, Market Street and Lloyd Expressway to the north, and Tenth Street to the east.

Primary Trade Area The Primary Trade Area for Downtown Evansville comprises the area contained within 4 miles of the corner of Main Street and Fourth Street, excluding Kentucky. This includes a significant portion of the built up area of the city up to Wesselman Park and Evansville State Hospital to the east and just north of Pigeon Creek to the north. It excludes the major shopping areas along Green River Road to the east, North Park Shopping Center on First Avenue to the north, and University Shopping Center to the west.

Secondary Trade Area The Secondary Trade Area constitutes the area contained within Vanderburgh, Posey, Gibson, Warrick counties & Henderson, KY. This includes all of the cities and towns within each county.



Trade Area Population Characteristics

The past, current, and future populations for the Immediate Trade Area, the Primary Trade Area, and the Secondary Trade Area are listed below.

	1990		2000		2005
Immediate Trade Area	2,211		2,857		3,013
% Change: Total		29%		5%	
Average/Year		2.6%		1%	
Primary Trade Area	76,695		73,695		73,109
% Change: Total		-4%		-0.8%	
Average/Year		-0.4%		-0.2%	
Secondary Trade Area	310,903		330,075		335,452
% Change: Total		6.2%		1.6%	
Average/Year		0.6%		0.3%	

Source: U.S. Census, Claritas

Immediate Trade Area

In 1990, the Immediate Trade Area contained 2,211 people. By 2000, the trade area increased by approximately 646 people to 2,857. This population growth represents an overall increase of approximately 29%, or an

annual increase of 2.6%. The Immediate Trade Area population is estimated to be 3,013 by the year 2005, representing an annual growth rate of 1% over a five-year period (2000 to 2005). The overall population growth in the Immediate Trade Area has increased at a healthy rate. It is important to note that zip code 47708 has a population of approximately 800 residents.

Primary Trade Area

Between 1990 and 2000, the Primary Trade Area fell by 3,000 people (from 76,695 to 73,695). This represented a decrease of approximately 4% over the 10-year period, or an annual decline of approximately 0.4%. Furthermore, the Primary Trade Area is estimated to continue to fall to a population of 73,109 by the year 2005.

Secondary Trade Area

The Secondary Trade Area, including the Immediate and Primary Trade Areas, has grown from 310,903 people in 1990 to 330,075 in 2000. Between 2000 and 2005, the population is forecasted to grow by approximately 5,000 to 335,452 for an average annual rate of 0.3%.

Population Characteristics

The main findings according to the 2000 estimated populations for the trade area as they compare to city and county averages are as follows:

	Immediate Trade Area	Primary Trade Area	Evansville	Vanderburgh County
Population	2,857	73,695	121,310	167,807
Households	1,249	31,000	51,225	68,125
Persons/Household	2.29	2.38	2.37	2.46
Age				
Less than 18	12%	25%	24%	24%
18-24	7%	10%	9%	9%
25-34	15%	12%	13%	13%
35-49	22%	22%	23%	23%
50-64	13%	13%	14%	15%
65+	31%	18%	17%	16%
Ethnicity				
Caucasian/White	76%	84%	87%	90%
African American	23%	15%	12%	9%
Other	1%	1%	1%	1%
Average Household Income	\$31,222	\$36,943	\$45,241	\$50,932
Income/Capita	\$15,953	\$16,104	\$19,689	\$21,155
Household Income Profile				
Less than \$15,000	46%	27%	22%	19%
\$15,000 to \$24,999	16%	19%	16%	15%
\$25,000 to \$49,999	24%	32%	33%	31%
\$50,000 to \$74,999	8%	15%	17%	19%
Over \$75,000	6%	7%	12%	16%
Occupation				
Technical/Machine Operators	17%	26%	23%	23%
Professional	30%	18%	22%	24%
Sales and Service	31%	30%	29%	27%
Administrative	11%	15%	16%	16%
Laborers/Transportation	8%	11%	9%	9%
Farming	3%	<1%	1%	1%

Source: U.S Census, Claritas

The main findings include the following:

- The average number of persons per household is 2.37 in the City of Evansville, which is similar to the average for the Primary Trade Area.
- The persons per household in the Immediate Trade Area is smaller (2.29) and larger (2.46) for the Secondary Trade Area.
- Approximately 87% of the City of Evansville is Caucasian/White compared to 76% of the Immediate Trade Area and 90% of the Secondary Trade Area.
- The Primary Trade Area is also predominantly Caucasian/White (84%).
- The age profile of the Primary and Secondary Trade Areas is similar to city’s age profile.
- Comparatively, the Immediate Trade Area has proportionately more people over 65 years of age (31% compared to 17% for the city) and proportionately fewer children and young adults (12% are under 18 years of age compared to 24% for the city).
- Average household income for the City of Evansville is 22% greater than the average household income for the Primary Trade Area and considerably greater (45%) than the Immediate Trade Area.
- The Primary Trade Area has an average household income 27% lower than Secondary Trade Area’s average (\$36,943 compared to \$50,932).
- 29% of the households in the City of Evansville earn more than \$50,000 compared to 22% of the households in the Primary Trade Area and 14% in the Immediate Trade Area.
- Alternatively, 35% of the households in the Secondary Trade Area earn more than \$50,000.
- 46% of the households in the Immediate Trade Area earn less than \$15,000 compared to 22% of the households in the city.
- Approximately one-third of the Immediate Trade Area’s working labor force is employed in professional, white collar occupations and a further one-third is employed in sales and service occupations.

The City of Evansville is very similar to the Primary and Secondary Trade Area in terms of demographics and lifestyle characteristics indicating they are searching for similar shopping experiences. The Primary Trade Area has a lower than average household income profile and the Secondary Trade Area has a higher than average household income profile. However, the Immediate Trade Area incorporates the following differences:

- Population growth
- Smaller households
- Proportionately more people over 65 years of age
- More ethnically diverse

- Low to mid household income
- Strong professional population

In a recent study of the City of Evansville, household cluster narratives were compiled for the city. The top clusters used to describe the population include:

Cluster Narrative	% of Households
Mainstream Families	70%
Country Home Families	46%
Settled In	14%
White Picket Fence	10%
Mainstream Singles	21%
Trying Metro Times	10%
On Their Own	6%
A Good Step Forward	2%

Source: Micro Vision Cluster Narratives

Mainstream Families

- Country Home Families — This cluster includes married couples from 35 to 50 years of age with two or more children. They tend to be family and home oriented.
- Settled In — The households in this cluster are the empty nesters. They tend to be moderate income married couples over 55 years of age with no children at home.
- White Picket Fence — This cluster contains newly married couples between the ages of 25 to 39 with one or two children.

Mainstream Singles

- Trying Metro Times — This cluster is composed of young, single adults with children or seniors living with them. They are typically renters with low income working in blue-collar occupations.
- On Their Own — This group includes single young adults and singles with lower incomes but white-collar jobs.
- A Good Step Forward — This cluster includes single 22 to 24 year old, concentrated in urban areas with higher educational and household income levels.

Conclusions

Beyond a healthy employment base, the trade area residents for Downtown Evansville are hard working and family oriented. These residents provide a solid foundation for quality retail businesses to build upon.

2D. Retail / Commercial Audit

An audit of the existing retail/commercial businesses in the downtown was conducted during the last week of March in order to understand completely the current retail situation in the area. The area studied is depicted on the map on the following pages and comprises all of the ground level land uses within the study area. In addition, the retail audit included the retail in Casino Aztar. While there is office space within the downtown, only ground level professional services (lawyers, accountants) space along Main Street was estimated in our inventory. Social and cultural institutions, hotels, other offices, and government buildings were noted for their number only. In completing this inventory, the strengths and weaknesses of the downtown’s business mix were identified. The following are the most salient findings based on the retail audit:

- In total there are 105 ground level retail/commercial operations in Downtown Evansville, totaling approximately 390,760 square feet.
- 15% of the stores and 13% of the total square footage is retail-merchandise oriented. A further 5% of the stores and 5% of the total square footage is retail food/convenience oriented.
- Fifteen properties along Main Street are vacant representing 59,026 square feet of space or 15% vacancy.
- Among the retail/commercial operations inventoried, the following commodity groups are dominant:
 - ground floor professional services
 - leisure goods and services, particularly antique stores
 - cafés/restaurants
- There are a number of cafés/restaurants in the downtown representing a total of 69,810 square feet. There are a total of 25 eating and drinking operations. Most of these operations are fast food operations or cafés serving lunch items.
- Ground floor professional space occupies a considerable amount of downtown space (23%). This is far greater than any other commodity category.
- In terms of personal services, there are a limited number of operations (10), of which four are related to beauty.
- Rental rates range from \$3.50 to \$4/square foot on the walkway to \$5 to \$7.75 in other places.
- Relatively low vacancy, 5%, for Class A and B office space and higher rental rates (range \$11 to \$20/square foot and average \$13.50/square foot).

DOWNTOWN EVANSVILLE RETAIL AUDIT

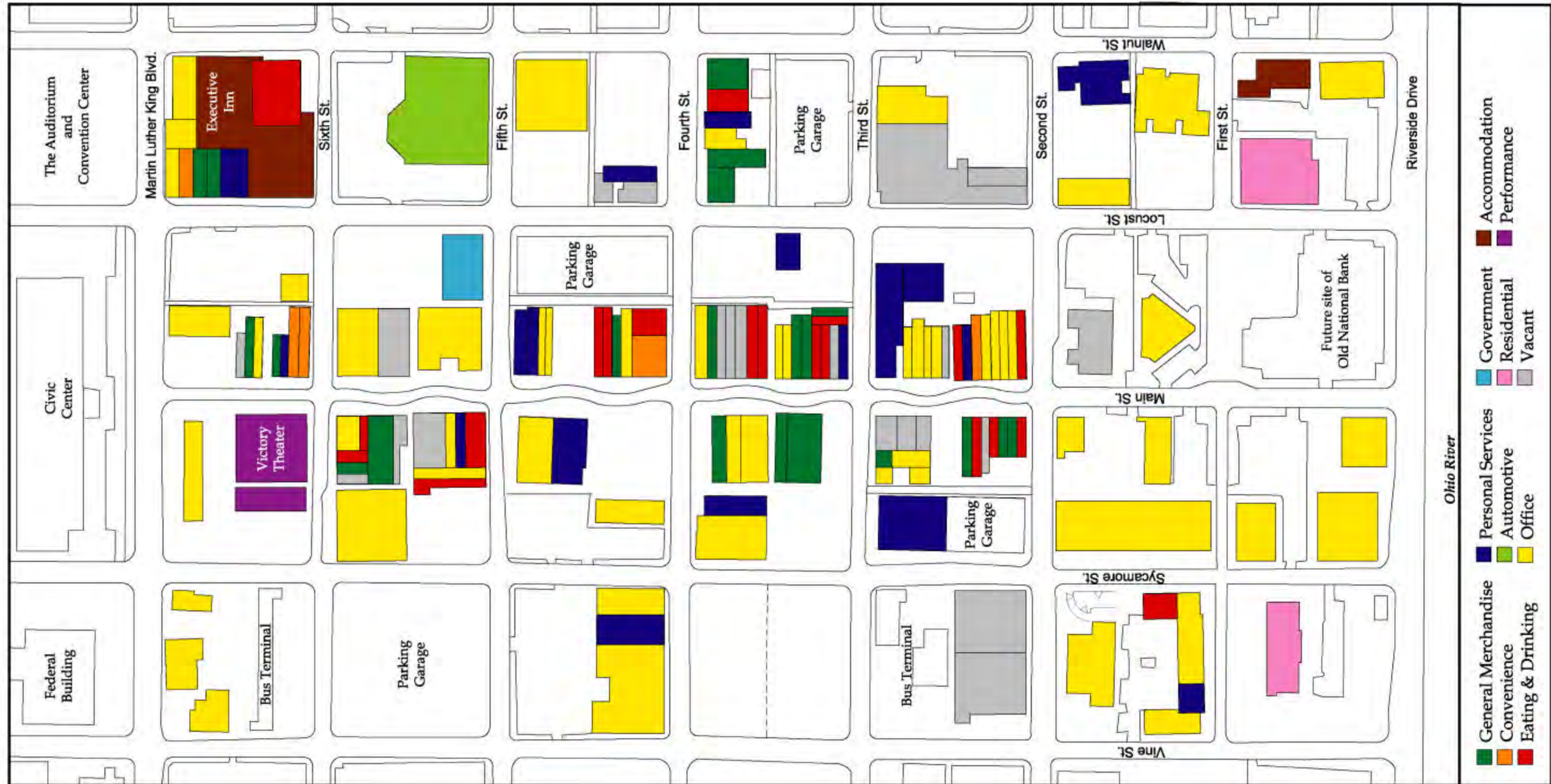
STORE TYPE	Number of Operations		Estimated Gross Leasable Area	
	Number	% of Total	GLA	% of Total
RETAIL MERCHANDISE				
General Merchandise	6	6%	9,462	2%
Apparel & Accessories	3	3%	11,742	3%
Jewelry	2	2%	5,321	1%
Leisure (books, specialty goods, crafts, hobby, etc.)	5	5%	22,589	6%
Total Retail Merchandise	16	15%	49,114	13%
RETAIL FOOD/CONVENIENCE				
Grocery	0	0%	0	0%
Specialty Food	2	2%	5,628	1%
Convenience	1	1%	1,814	0%
Drug and Beauty Store	2	2%	11,543	3%
Total Retail Food/Convenience	5	5%	18,985	5%
SERVICES				
Personal (hair salon, cleaners, travel, copy center, etc.)	10	10%	16,334	4%
Financial Institutions (banks, insurance, real estate brokers)	3	3%	17,528	4%
Medical Offices	7	7%	20,340	5%
Ground Floor Professional Offices (lawyers, accountants, etc.)	21	20%	91,017	23%
Total Services	41	39%	145,219	37%
EATING/DRINKING				
Restaurant	6	6%	19,082	5%
Fast Food	8	8%	19,411	5%
Café/Coffee Shop	7	7%	17,424	4%
Bar	4	4%	13,893	4%
Total Eating/Drinking	25	24%	69,810	18%
AUTOMOTIVE USES (gas station, garage, etc.)	1	1%	20,000	5%
MISCELLANEOUS				
Entertainment	1	1%	22,606	6%
Recreation (fitness clubs)	1	1%	6,000	2%
Total Miscellaneous	2	2%	28,606	4%
Main Street Vacant (premise only)	15	14%	59,026	15%
TOTAL RETAIL AND NON-RETAIL	105	100%	390,760	100%
OTHER				
Public/Quasi Public Buildings	1			
Performance	1			
Residential	2			
Accommodation	2			
Offices/Businesses	23			
Vacant Offices/Businesses	8			
	37			
GRAND TOTAL	142			

Source: UMC, March 2001

Retail Beyond the Inventory

- Very little ground level retail beyond downtown retail study area
- Either service businesses or wholesale/retail operations
- Most are located between Casino Aztar and Main Street

Downtown Evansville Retail Audit



2E. Retail Mapping

Color coding the different retail/commercial store types in Downtown Evansville assists in understanding downtown’s strengths and weaknesses in terms of commodity mix and clustering.

The majority of retail operations are situated along Main Street with the greatest concentration between Second Street and Fourth Street. In addition, there are a number of retail operations along the west side of SE Fourth Street.

There is no strong cluster of any grouping. The antique stores are dispersed along the street and there is no strong concentration of eating and drinking operations. The retail mix is chopped up due to the large number of vacant buildings and the high level of professional office space at the ground floor.

Retail is very limited west of Second Street approaching the Ohio River. Most empty space is turned over to surface parking lots.

Downtown Evansville functions to serve the nearby office workers in terms of lunch time activity (cafés, and drug stores), with limited leisure and entertainment in terms of antique stores and performance spaces.

2F. Market Positioning

Retail
During the retail inventory, the consumer appeal of each retail and eating/drinking establishment in Downtown Evansville was assessed. This was done based on two parameters: *income/price* and *fashion/lifestyle*.

Income	General income ranges used are LOW (household income under \$15,000), MODERATE, and UPPER (household income of \$50,000 or more).
Lifestyle	There are also 3 lifestyle groups:
Traditional	Those consumers with conservative spending values, i.e. in terms of fashion they tend to wear “classic” clothing that does not go out of style quickly.
Contemporary	Consumers who like to keep up-to-date and are aware of fashion trends.

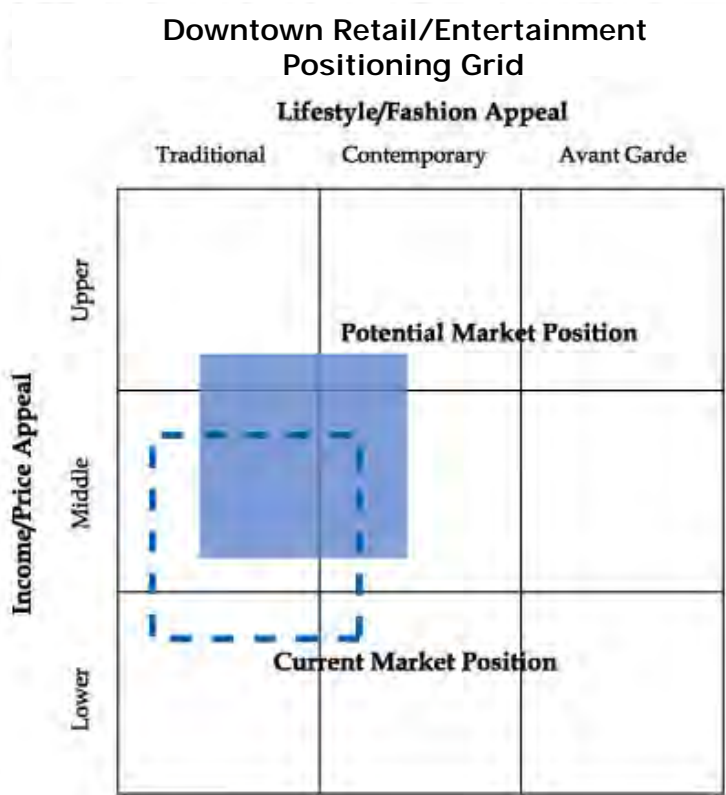
Avant Garde	Those consumers who lead or set fashion trends, buying “the very latest”; often this is a highly visible but not very large segment.
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Each business was rated according to what type of customer it would appeal to under each parameter. The customer appeal information is summarized for downtown Evansville below.

Outlining the character of existing retailing on the dimensions of income and lifestyle provides a useful tool for the analysis of strengths, weaknesses, and opportunities. It suggests opportunities that are more specific than store category analysis.

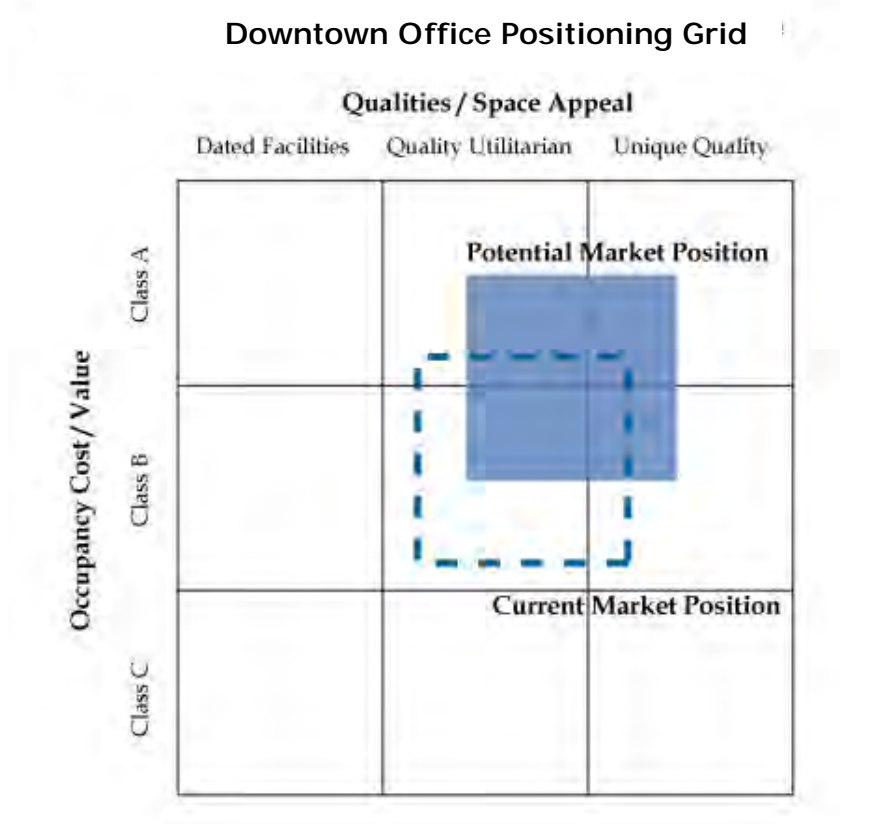
Downtown Evansville covers a large segment of the traditional and middle-income segment. There is a small percentage of the retail/commercial operations that is more contemporary than other operations. In addition, there are some businesses that appeal to lower income consumers.

There is opportunity to expand the breadth and depth of retail operations to include more contemporary retail operations that build off of the natural environment and the performing arts activity.



Office
The office market conditions were reviewed through rental rate reviews and properties representative of the extremes in the market. Additionally, discussions were held with area real estate professionals familiar with the metropolitan office market and in particular downtown.

The following positioning grid for office space uses *occupancy costs / value* and *qualities / space* appeal as parameters to define the current and potential office market in downtown Evansville as defined by the territory of the master plan study area.



The Evansville office market has changed considerably over the past several decades with much of the Class B and some Class A space users moving outside of downtown. Fortunately most major financial institutions, government bodies, and professional offices continue to prefer the downtown for their corporate headquarters locations.

The potential for historical building office space, unique loft office space, or high-rise building office space is much greater in downtown than in any other part of the city.

With the number of area industries, greater Evansville offers great potential for a “technology zone” office environment. If the local utility company [Vectren] combined their technology services & products with

the City of Evansville and area institutions of higher learning, a strong foundation for a technology zone could be formulated. The State of Indiana Department of Commerce could potentially be folded in to offer support resources as they have done in other communities throughout the state.

In addition, it stands to reason that the opportunity to attract more quality office users will increase when potential tenants and building owners’ confidence in downtown real estate is heightened through the implementation of the new master plan.

Housing

The housing market in downtown Evansville was reviewed through discussions with area real estate representatives, a study on downtown condominiums prepared by The Danter Company for Center City Corporation in 2001 entitled, *A Condominium and Apartment Analysis in the City of Evansville, Indiana*, and a review of general real estate listing information for greater Evansville including downtown.

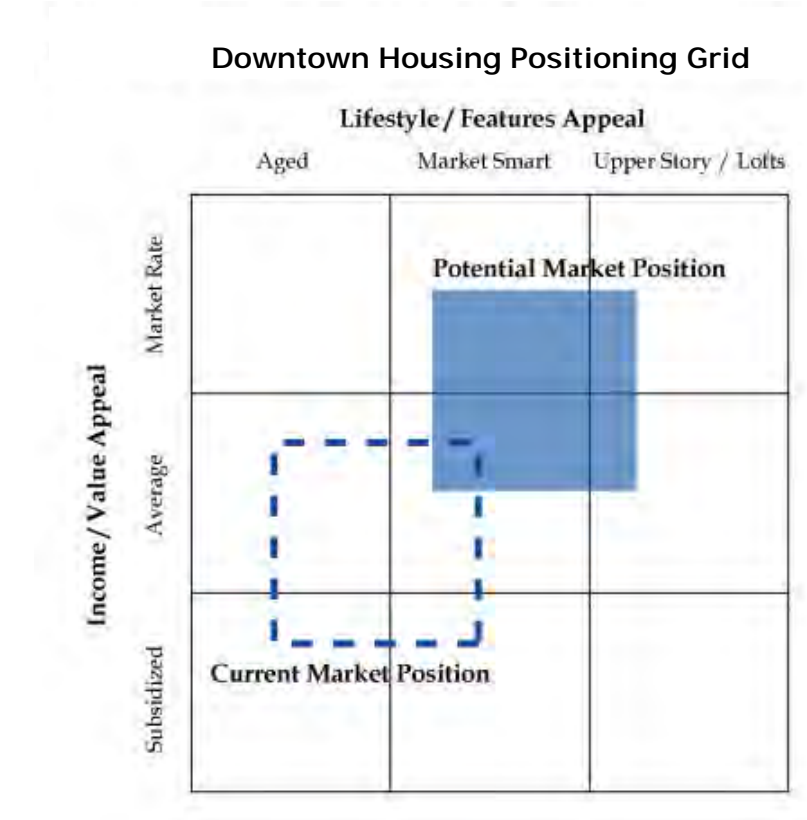
The downtown housing positioning grid uses *income / value* and *lifestyle / features* appeal as parameters to define the current and potential housing market in downtown Evansville.

It should be noted this graphic method of defining the positions of downtown housing is our opinion of the market within the specific target study area for the master plan project and does not include the Riverside Historic District.

The potential of future housing in the downtown will increase as consumer confidence in investing, as well as living in downtown Evansville, is heightened through the advancement of the new master plan.

Upper story loft rental and condominiums in historic properties, new in-fill townhomes, and renovated existing units are all future opportunities for the units described as being feasible in the *Danter* study.

We would strongly urge the City of Evansville to not focus on subsidized housing development within the downtown without providing more market rate units.



3. Conclusions and Recommendations

The future opportunities for the repositioning of downtown Evansville will become easier to accomplish as renewed investment in downtown increases. Investor pessimism will be replaced with a feeling of trust and confidence in downtown as new public and private projects are introduced under the new focused leadership of The City of Evansville, Downtown Evansville, Inc. and the Downtown Coalition.

Conclusions

Listed below are key conclusions reached after a review of the market data for downtown Evansville. These conclusions will be important considerations when building new relations with investors and developers for reinvestment opportunities.

Good Economic Strength

- Solid background in the city to build upon
- Good employment base
- Fundamental population base — most households are family edge/suburban oriented not urban oriented (less than 2% of the households are considered urban and sophisticated)
- Good central location (see map 3-IV)

Retail

- Retail operations mostly service the office populations and other visitors
- Few are destination
- Antiques and restaurants are only real clusters of retail use

- Many businesses are closed when residents shop (i.e. Friday night, Saturday, Sunday)
- Some very strong operators are unique (e.g. Lib’s Candies)
- Most retailers are average or lower than average compared to the competition
- Retail operations need to set higher standards in their execution in order to appeal to customers.

Office

- Downtown is still considered to be a strong office address
- Office rents for class A & B space are among strongest in the entire market
- Historic buildings provide unique opportunities for loft units
- High speed communications network potential
- Central location to the community for easy access

Housing

- Strong neighborhood housing surrounding downtown
- Ohio River as a unique greenway feature for housing amenity
- Young professionals market from which to attract tenants
- Historic buildings provide unique opportunities for empty nester tenants

Opportunities

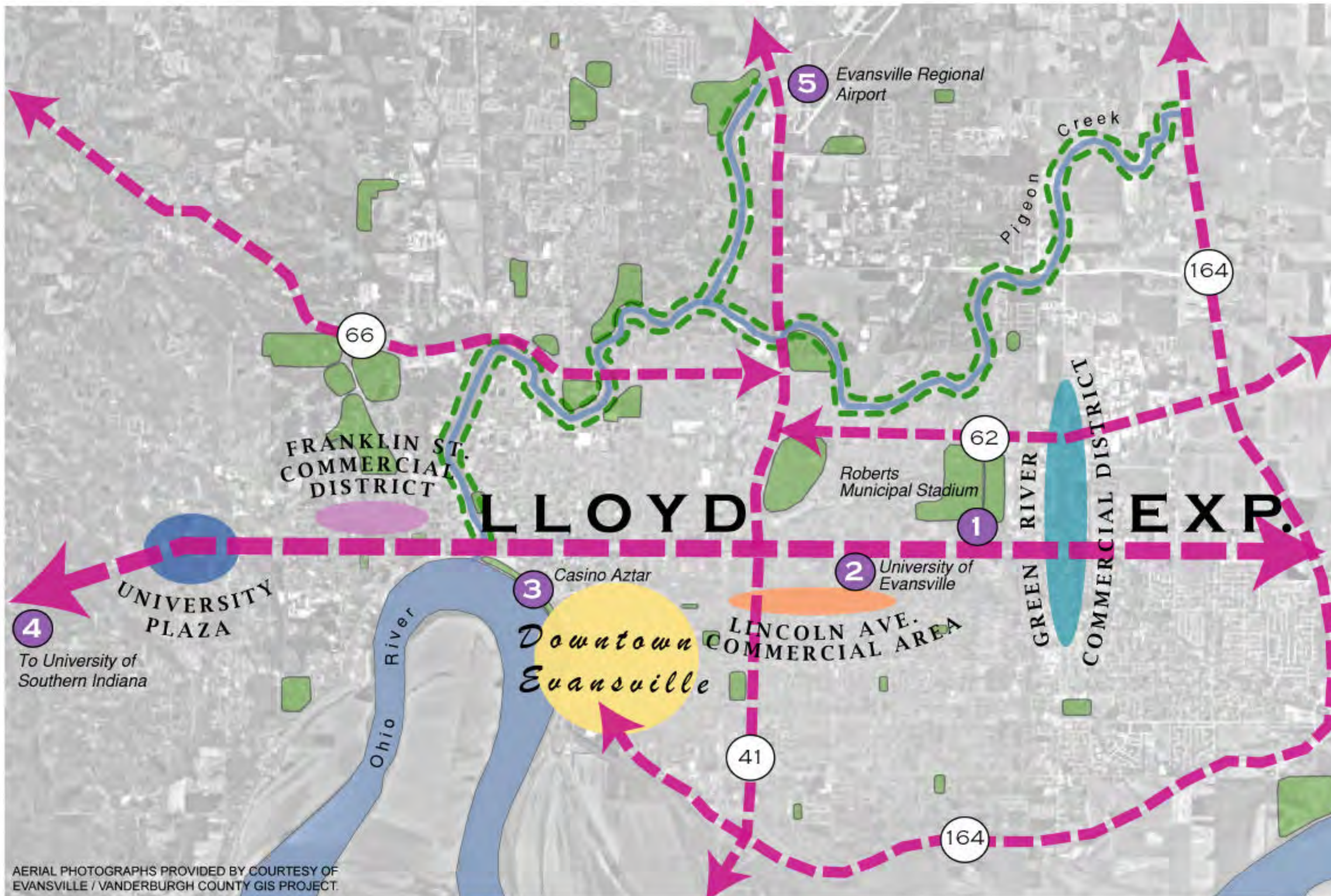
Based upon our review of the market- related data provided to us, key person interviews, town meeting input, and our perceptions of the opportunities for leasing and development, we have listed the high potential use groups below for downtown Evansville.

- Restaurant — main stream - not suburban
- Entertainment venues
 - sports
 - clubs
 - restaurants
 - arcades
- Professional offices
 - loft offices
 - technology zone
- Office support (e.g. Staples, Kinkos)
- Unique/unusual retail
 - late night retail
 - music
 - antiques
 - sophisticated consignment shops
- Wholesale/retail niche
- Convenience goods and services (office workers and future residents)
- Downtown Housing
 - in-fill townhomes
 - loft apartments

CITY OF EVANSVILLE DOWNTOWN MASTER PLAN OCTOBER 2001

LEGEND

- # MAJOR ACTIVITY CENTERS
- ← MAJOR VEHICULAR ACCESS
- GREEN RIVER COMMERCIAL DISTRICT
- LINCOLN AVENUE COMMERCIAL AREA
- FRANKLIN STREET COMMERCIAL DISTRICT
- DOWNTOWN EVANSVILLE
- UNIVERSITY PLAZA
- GREENSPACE
- GREENWAY



4.0 Strategic Redevelopment

4.1 Town Meeting and S.W.O.T.

4.2 Design Charrette Process

4.3 Strategic Vision

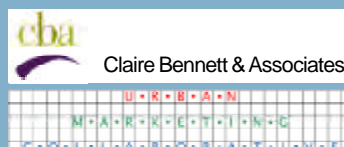
1. Develop Three Distinctive Downtown Districts
2. Re-introduce Evansville to Downtown Living

4.4 Redevelopment Opportunities

- I. Overall Concept Plan
- II. District Diagram
- III. Main Street Gateway Concept
- IV. Main Street Phasing Plan
- V. Main Street Corridor Phasing Plan
- VI. Main Street “Placemaking”
- VII. Streetscape Enhancements
- VIII. Pilot Block
- IX. Civic Center Concept Plan
- X. Fourth Street Gateway Concept
- XI. Riverfront West Concept
- XII. Gateway and Wayfinding
- XIII. Gateway and Wayfinding
- XIV. Entertainment/Ballpark
- XV. Urban Office Park
- XVI. Waterfront
- XVII. In-fill Housing

DOWNTOWN MASTER PLAN

FINAL REPORT
October 2001



4.1 Town Meeting and S.W.O.T.

Perhaps the most critical step of any planning exercise is the ability of the consulting/client team to gain the trust and enthusiastic support of the plan by the community stakeholders and users. Without this, the ability to move forward becomes difficult at best. In the worst case, confrontation leads to planner/community frustration and ultimately to inaction or project abandonment. Enthusiasm built in the early stages of the plan is lost and much less is accomplished than would otherwise have been possible.

Evansville community members contribute their preliminary findings



By engaging the community up front in an interactive process we are able to use citizen generated ideas and concerns as the foundation of a redevelopment program and design platform from which the planning team can apply its expertise and build upon the basic ideas. Plan recommendations address specific community concerns. Planning outcomes are readily embraced and momentum generated at the start continues through the implementation of the plan.

On March 6, 2001 the planning team leaders convened in Evansville for the first of several ongoing visits. At that time and through the following six weeks the planning team met with Mayor Lloyd, members of the Downtown Master Plan Steering Committee, government officials, and community stakeholders to discuss the broad range of physical, cultural, and economic factors at work in downtown Evansville, the City, and the region. Meeting sessions were conducted with individuals and groups. Each session focused on specific topics relevant to the master plan.

Simultaneous to the focus group meetings, the planning team conducted an extensive inventory and audit of downtown’s urban environments, architecture, land uses, transportation systems, real estate and market conditions. Preliminary findings were developed and tested among

planning team members. Issues and opportunities arising from stakeholder interviews and the downtown audit were then presented to the steering committee.

On April 19, 2001 The *Downtown Master Plan Town Meeting* was held at *The Centre* ballroom. Mayor Lloyd and Mike Hinton steering committee chairman and Executive Vice President, Old National Bank, presented opening remarks to an impressive showing of approximately 400 participants representing a broad cross-section of the community. The full list of participants is included in the appendix.

After brief introductions and discussion of the Master Plan’s framework, process, and schedule we presented preliminary findings in the following areas:

- Strengths and Challenges
- Urban Design Principles
- Issues and Opportunities
- Market Analysis and Conclusions
- Transportation and Parking Issues
- Organization and Partnering

At the conclusion of the presentation attendees were asked to participate in a survey of Evansville’s Strengths, Weaknesses, Opportunities, and Threats, (S.W.O.T.) Upon dividing into groups of approximately twenty participants were asked to offer their ideas on the challenges and opportunities before the downtown and the entire community of Evansville. Participants were asked to be brief in the interest of gaining the widest possible survey of ideas in the hour allotted for the exercise. As groups completed each challenge statement results were recorded and consolidated in the ballroom.

At the conclusion of the survey participants were asked to reconvene in the ballroom in order to rank their top three issues. Each participant was provided with three adhesive, colored dots and informed that they could place them next to the most important issue(s) Strength, Weakness, Opportunity, or Threat. The results of the survey are listed below. Total votes for each issue are indicated in parenthesis.

Pin ups of town meeting participants’ findings in the above areas of focus



What are Evansville’s *Strengths* as a community?:

- (11) Main Street walkway
- (4) Cultural activities
Museum, philharmonic, street festivals
Library, zoo, theatres
- (2) Volunteerism
Sense of pride (patriotism, loyalty, friendly)
History
Ohio River / riverfront
Higher education – two universities
Geographic location
Historic preservation
Downtown nostalgia
Parks / greenways
Major corporations
Diverse economic base
Rapid industrial growth
Old Court House
Neighborhood charm and character
Convention Center
Cost of living
Traffic flow

What are Evansville’s *Weaknesses* as a community?:

- (8) Absentee landlords
- (8) Traffic
- (6) Downtown not a destination
- (6) Civic center blocks main street
- (5) Community vision
- (3) Lack of bridges over Ohio
- (3) No stadium
- (3) Lack of creative leadership
- (2) Time zone
- (2) High township tax rate
- (2) Confusing traffic
- (2) Never finish what is started
- (2) Youth activities
- (2) Prior bad planning
- (2) Reluctance to change
Billboards
Abandoned cars
Urban sprawl
Zoning
Lack of historic preservation
Link to universities
Conservative attitude
No neighborhood coordination

What are Evansville’s Weaknesses, continued:

Abandoned appearance / vacancy
No river-viewing green space
Event Routing
Maintenance
Homeless Issues
Outside Awareness
City / County/ Regional Cooperation
Jail Overcrowding
Too much single use

What Opportunities exist for an improved quality of life in greater Evansville?:

(37) Keep Main Street Closed
(28) Downtown Entertainment
(26) Open Main Street to Traffic
(18) Incentives for Housing
(11) Multipurpose Stadium
(8) Integrate with Greenbelts
(5) Tourism
(5) Potential I-69 Extension
(4) Improve Traffic
(4) Night Time Downtown Use
(3) Focus on History of Downtown
(3) Connect to North Main Street
(3) More Business Tax Incentives
(3) Mass Transit
(3) Create Downtown Identity
(3) Fiber Optics at Walkway
(3) Family Activities Downtown
(3) Jazz Club
(2) Aztar Extension
(2) Children’s Museum
(2) Housing on Main Street
(2) Historic Neighborhoods as tourist destination
(2) More Social Programs
(2) Bigger Annexation Program
(2) Develop Mulzer Crushed Stone
(2) Restaurants on River
(2) Anchors – Aztar & Civic Center
(2) Fresh Water Aquarium
Non-retail Opportunities
White Collar Employment
Vision 2000
Use Old Courthouse
Specialty Retail

What Opportunities exist, continued:

Link to Marina / Downtown
Factory Outlets
In-fill Buildings
Waterfront
Extend downtown beyond Main Street
Water Park Downtown
More Restaurants

What Threats stand in the way of allowing these improvements to occur?:

(9) Community apathy toward downtown
(6) Conflicting political agendas
(6) Lack of historic protection
(5) Timid vision
(5) Negative perception for downtown
(5) Perceived lack of safety
(4) No city planner
(4) “Brain drain” - youth leaving
(3) Lack of attractions downtown
(2) Lack of follow through on plans
(2) Negative media coverage
(2) Lack of innovation
(2) Lack of inclusion in decisions
(2) Too much corporate say in government
Lack of state/federal assistance
Aztar pulls money from downtown
Lack of incentives for downtown development
Ad hoc zoning
Hotel instability

4.2 Design Charrette Process

The word “charrette”, which means “hand cart” in French, originated with young architecture students who would work intensely on the final details of a project. The term was derived as an analogy between the design process and the speed and sound of the wheels rolling over the cobblestone streets.

Resulting in an illustrative package, the charrette format is our preferred methodology because it engages both the public and private sectors, en-masse, to gather community commitment and consensus. When complete, an illustrated charrette package can be utilized in ongoing downtown planning discussions as well as in business recruitment and promotional activities.

In providing a strategy for downtown redevelopment, an illustrative charrette “vision” package can be a far more comprehensive tool for fostering economic growth within the downtown than the more traditional land-planning/zoning consultant approach.

Simply defined, an illustrative vision package graphically illuminates a community’s shared vision of its future. Vision packaging assists a city in discovering its distinctiveness and provides images detailing where that city wants to go. This illustrative vision package provides a collection of drawings, reference images, diagrams, and data formulated from the shared beliefs of the downtown stakeholders. While this is a process and not a policy-making mechanism, the illustrative format of the plan more forcefully imprints goals on the minds of the intended audience.

Participants

On Thursday, April 19 planning team members assembled to prepare for the Town Meeting and Charrette and set up a temporary design studio on Main Street. Professionals from *Kinzelman Kline Gossman, TDA Illinois, Claire Bennett Associates, Urban Marketing Collaborative, and Brownstone Design*, were joined by Renee Oldham, Executive Director Main Street Richmond and sixteen Graduate landscape architecture students from Ohio State University under the guidance of Professor James Hiss, MA, ASLA.

In the three weeks prior to the charrette Professor Hiss and his students focused their class time exclusively on Evansville. Ohio State students conducted extensive inventories and research and developed CADD maps and three-dimensional imagery that was used at the charrette. We appreciate the value of the time and effort contributed by Professor Hiss and his class and feel fortunate to have had them associated with the planning effort.

Both students and professionals acted as facilitators, runners, and scribes for the S.W.O.T. inventory portion of the town meeting. At the conclusion of the meeting, students, professionals, and members of the steering committee met at Turoni’s on North Main to discuss the results of the meeting.

Early Friday morning 22 professionals and students gathered at the Main Street studio for a team meeting over coffee, and a review of preliminary findings from the downtown audit, stakeholder interviews, town meeting and S.W.O.T. ranking. After a discussion and review of



Teams work on “S.W.O.T.”

an overall concept plan, team members were divided into groups to address the following issues:

- Downtown Organizational
- Traffic and Parking
- Linkages, Gateways, and Wayfinding
- Housing
- Commercial Revitalization / Main St.
- Entertainment District

Designers and city officials discuss possible design solutions



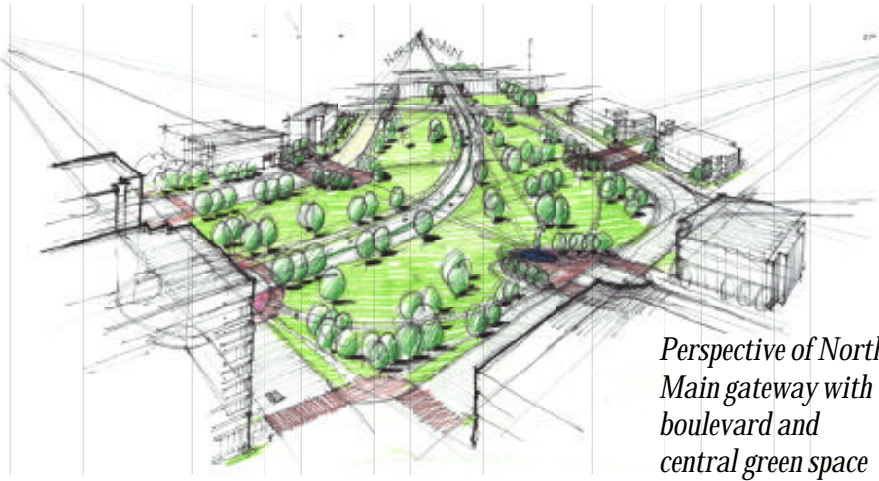
Teams discussed strategy and goals and then set out for walking tours of the city and their respective areas of concern. Graduate students proficient with CADD and graphic applications provided technical assistance to each group. Renee Oldham and her group worked with *Center City Corporation*, *Evansville Downtown Development Corporation*, *Metro Development*, etc. to list familiar organizational barriers, chart potential development partners and discuss potential strategies to leverage community-wide strengths into a cohesive downtown revitalization effort.

Craig Gossman, KKG, orchestrated the activities of each of the various groups to focus attention on the town meeting results and coordinate the overall concept direction. Professionals including Eric Brown, Brian Kinzelman, Clete Benken, Ross Tilghman, and Joann Green served as team leaders for the student groups.

The afternoon was spent developing and testing design concepts and development strategies. By 5:30 P.M. most of the wall space in the studio was taken with inventory mapping, design concepts, and outlines of redevelopment strategies for downtown organization, traffic circulation, and commercial revitalization. Members of the steering committee including Mayor Lloyd, Joan David, Ken Robinson, Bill Gaisser, and others arrived in the late afternoon to review concepts and offer their perspective on the work in progress.

Following dinner, the team leaders reconvened in the studio for work into the night and scheduled the next days events.

During the late night studio session a substantial amount of time and consideration was given to the issues surrounding the discontinuity of Main Street, the lack of a clear gateways into downtown, and the confusion of the one way streets. The concept of a “Central Park” at Main, a canal gateway at Fourth and an enhanced entry at Fulton would offer the visitor a much more welcoming entry into downtown.



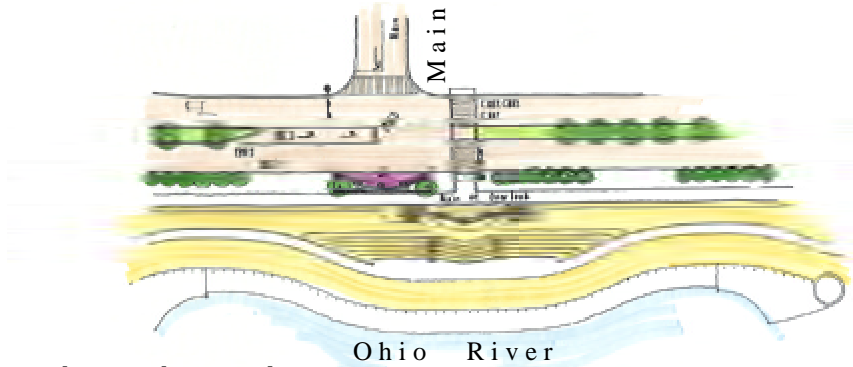
Early Saturday morning the design team reconvened to continue development of design concepts and prepare final graphics for presentation. While most of the time spent involved the articulation and refinement of design concepts, the investigation of traffic and parking issues lead to some curious discoveries related to the Riverside Drive improvements and the available supply of downtown parking.

Riverside Drive:

On Friday afternoon we received a copy of proposed construction plans for Riverside Drive which we reviewed in detail. While all agreed that the improvements at the riverfront would have a very positive effect on the area, we were surprised to discover that left turning movements from Riverside into downtown would be limited to Court and Walnut Streets. This is a real concern in that we strongly believe that restricted traffic movements have negative impacts on downtown development and activity in urban areas like downtown Evansville.

A basic principle for downtown transportation is that turning options should be kept open at all possible locations. Downtowns host a wide range of activities so people should be given great latitude in their ability to navigate downtown. Another important consideration is that public access to key resources such as scenic drives and parks should be as easy as possible.¹ At the time of this writing, Mayor Lloyd has already taken steps to raise and address this issue and it is our hope that access to Main Street and other important cross streets will be preserved.

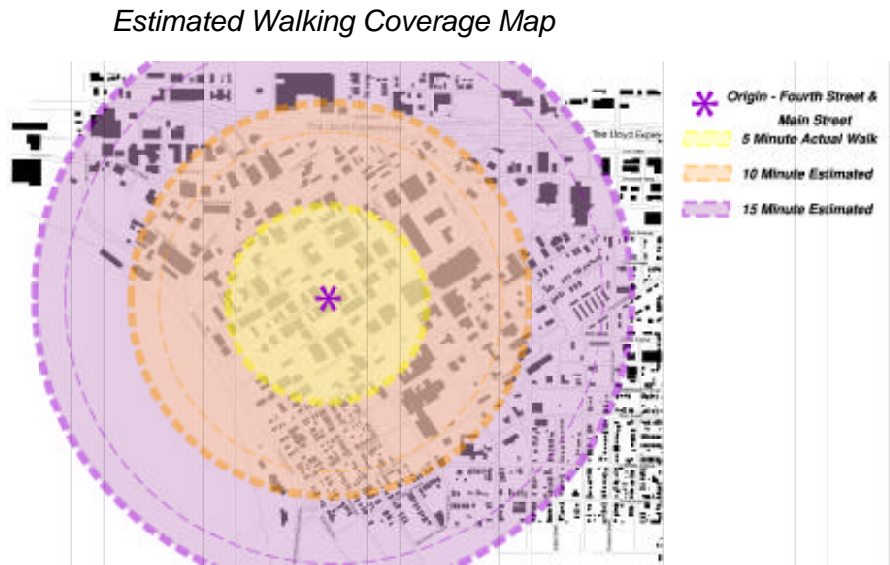
¹ Excerpt from Ross Tilghman letter to Mayor Lloyd, May 2, 2001.



Proposed Riverside Drive plan

Downtown Parking:

At the town meeting and over the course of the stakeholder interviews we heard a handful of business owners describe their concerns over the limited availability of parking in downtown Evansville. After several visits to the area it became apparent to us that there was more than an ample aggregate amount of parking to meet demand. On Saturday, we set out to test this observation. First, we proceeded to map all surface and structured parking areas in downtown. All surface parking was shaded red to stand out from the map. Second, we asked several students to fan out from the intersection of Fourth and Main and walk to the edges of downtown. These students were instructed to track their location relative to the studio at intervals of 5, 10, and 15 minutes. The results of the exercise confirmed our initial observations. The parking inventory showed red shading to the extent that we termed it the “Blood Map”. The walking radius map demonstrates that Evansville has a very walkable downtown and that it’s attractions can be conveniently accessed from just about anywhere when the distance between attractions is not too great. While vehicular access and visibility are extremely important, it is the density and diversity of a vibrant downtown (or district) that captivates the visitor and makes the extra



walk worth making. It is a scene that repeats itself minute by minute and day by day in urban settings where complimentary entertainment, dining retail, office, and housing alternatives, are clustered in settings that offer a uniqueness and sense of place. This genuine character is what shopping center developers have tried to manufacture in the suburban shopping mall.

As the end of the day approached, most of the team’s goals had been met. By 6:00, as members of the steering committee arrived, three days and approximately 250 staff hours worth of work was posted in the studio. As is always the case with a strategic planning charrette (as we know it), at some point you need to put the design markers away and get the ideas in front of the groups and individuals that can turn them into tangible success stories. Based on several of the comments from the steering committee we believe that the transformation of downtown may already be underway. Through the continued leadership of the City of Evansville, Downtown Evansville Incorporated and an ever expanding group of downtown advocates, downtown Evansville can evolve into the vibrant metropolitan center of the tri-state region.

Parking Inventory Map



4.3. Strategic Vision

Reposition Downtown Evansville As The Regional Cultural Center

The economic and community development of Evansville has contributed greatly to the entire region. However, the impact on downtown has not been as positive as evidenced by the lack of real estate development and reinvestment.

As Evansville has grown over the years, commercial corridors have developed in response to new housing developments and consumer

migration patterns throughout the area. When downtown did not take proactive measures to solidify its position as the retail and commercial center of the area, a slow but deliberate shift in where people shop and conduct business occurred. This coupled with new housing developments on the east and west side of town, and pocket convenience commercial areas within neighborhoods, a staggering blow was dealt to downtown leaving it as a center for regional government, financial services, and corporate offices.

The exception to the overview described above is the collection of cultural & entertainment facilities located in the downtown area. Evansville’s situation is not a unique development phenomenon. Research shows that while many communities large and small have experienced outward growth, cultural centers have not always followed. This condition occurs primarily because private development, the nucleus of sprawl, cannot find ways to financially support performing arts centers, libraries, and cultural sites in their development plans.

However, what is unique with Evansville’s situation is the quantity and level of quality of the cultural & entertainment venues located within downtown.

Cultural activity centers such as The Centre, Victory Theatre, Casino Aztar, Evansville Museum of Arts, History and Science, Civic Theatre, Rivers Bend Playhouse, Koch Planetarium, Railroad Museum, Reitz Home Museum, Willard Library, Public Library, YMCA & YWCA, Soldiers & Sailors Memorial Auditorium, Vanderburgh County Courthouse, the riverfront, and historic public market continue to be the preferred sites for significant cultural events.

Exceptions to this would be the activities that take place in Roberts Stadium, The Mesker Zoo & Botanical Gardens, university campuses, in the area city/ county parks, and at several local cinemas.

The time is now to capitalize on this strength by investing into both existing and additional cultural arts facilities downtown to become the premier cultural center for the entire region.

Long-term benefits will include a signature identity for downtown, a more stable night time user rate, higher probability of becoming a preferred convention city, more entertainment options conveniently located to each other providing opportunities for successful downtown hotels, restaurants, unique shops, and supportive retail.

Project opportunities include:

- Construction of a new baseball park & new arena
- Creation of additional green space
- Renovation of the Vanderburgh County Courthouse
- Renovation of the Soldiers & Sailors Memorial Auditorium
- Development of more riverfront opportunities such as a marina

- Additional hotels to support increased entertainment & convention activities
- Public art and streetscape amenities celebrating Evansville river and industrial heritage

1. Develop Three Distinctive Downtown Districts

The physical size of downtown and the significant loss of historic structures over the years has contributed to a disjointed urban environment that lacks cohesiveness and user friendliness. This condition is exacerbated with the disorienting effect of the old downtown historic street grid shift and the visual confusion when entering downtown from the Lloyd Expressway and the southeast side of town. Consequently, most visitors are uncomfortable about their orientation in the downtown area.

The idea surrounding the three district concept is to develop distinctive personalities and characteristics for each of the districts:

Central Business District	Civic/Cultural District	Entertainment District
---------------------------	-------------------------	------------------------

The creation of the three districts provides the new downtown coalition with a redevelopment model to use when guiding the downtown repositioning effort. When developed, the districts will provide visitors with a clear understanding of these special areas of downtown.

Each district would have a unique personality created by carefully crafted design guidelines for storefronts, facades, lighting and signing. Streetscape improvements would be designed to reinforce the district identity while acting as a common thread woven through all three districts.

A recruitment initiative spearheaded by Downtown Evansville, Inc. would focus on assisting landlords to secure those tenants who relate to the district identity and retailing clustering opportunities.

Central Business District

Location / Characteristics:
<ul style="list-style-type: none">• Martin Luther King, Jr. Blvd. to Ohio River• Multi-block area anchored by historic “Main Street” known as “The Walkway”• Modern mid-high rise office buildings• Eclectic mix of tenants• Rich architectural detailing showcasing the wonderful collection of late 19th and early 20th century historic architecture• Pedestrian-oriented street, alleyway & sidewalk design and coordinated landscape program on Main Street• Unique “walking museum” streetscape design with public art and innovative environmental graphics to celebrate Evansville heritage and culture
Recommendations:

- Future development opportunities include:
- Development of more upper story apartments and offices (Farmers Daughters Bldg., DeJong’s, Old J.C.Penney Bldg.)
 - Encouragement of higher quality storefront and signing design
 - Reintroduce vehicular traffic to Main Street
 - Piazza enhancement in front of Civic Center as gateway to Main Street
 - Victory Theatre exterior enhancement to illuminate “Theatre District”
 - More unique retail & entertainment tenants
 - Neighborhood convenience stores
 - Antiques & art
 - Classy secondhand shops
 - Variety stores
 - Luncheonettes/Diners
 - Pedestrian design enhancements for Main Street
 - Development of bollard sidewalk protection
 - Increased curbside landscape density for softer visual character (all districts)
 - Container planting program for storefronts, light standards and streetscape
 - Alleyway enhancements for improved pedestrian friendly access to parking

Civic/ Cultural District

Location / Characteristics:
<ul style="list-style-type: none">• Located on all streets surrounding the Civic Center and extending to the new library on Walnut• The center for government, public services, civic activities and theatre, hospitality, and convention activities• Modern architecture anchored by the Civic Center, post office, The Centre, library, and Victory Theatre• Key gateway into downtown from North Main Street• Pedestrian oriented streetscape enhancements to link the district together and reinforce overall identity
Recommendations:

- Future development opportunities include:
- New piazza design of the Civic Center block
 - Road realignment and gateway feature at North Main Street & Lloyd Expressway to announce arrival into the downtown
 - Creation of boulevard design feature on Martin Luther King, Jr. Blvd.

Entertainment District

Location / Characteristics
<ul style="list-style-type: none">• Area of downtown surrounding the Casino Aztar• A mixed use environment combining different types of retailing and eating & drinking establishments• Evansville’s own version of Chatanooga’s Aquarium District, Cleveland’s “Flats,” or Columbus, Ohio’s Arena District• Innovative storefront and sign design celebrate Ohio River heritage and entertainment concept
Recommendations:

- Future development opportunities include:
- Baseball park & arena
 - Comprehensive riverfront redevelopment and land use planning on sand & gravel property for future marina and river view housing and/or hospitality uses.
 - Corporate campus for American General Financial

2. Reintroduce Evansville to Downtown Living

Although there is always a desire to bring new businesses into the core urban areas of our towns by those involved in the revitalization process, successful redevelopment of downtown Evansville will not be fully realized until new market housing is made available. Quality housing in the downtown will allow more people to live downtown and thus increase the demand for higher quality retail, eating establishments and other services.

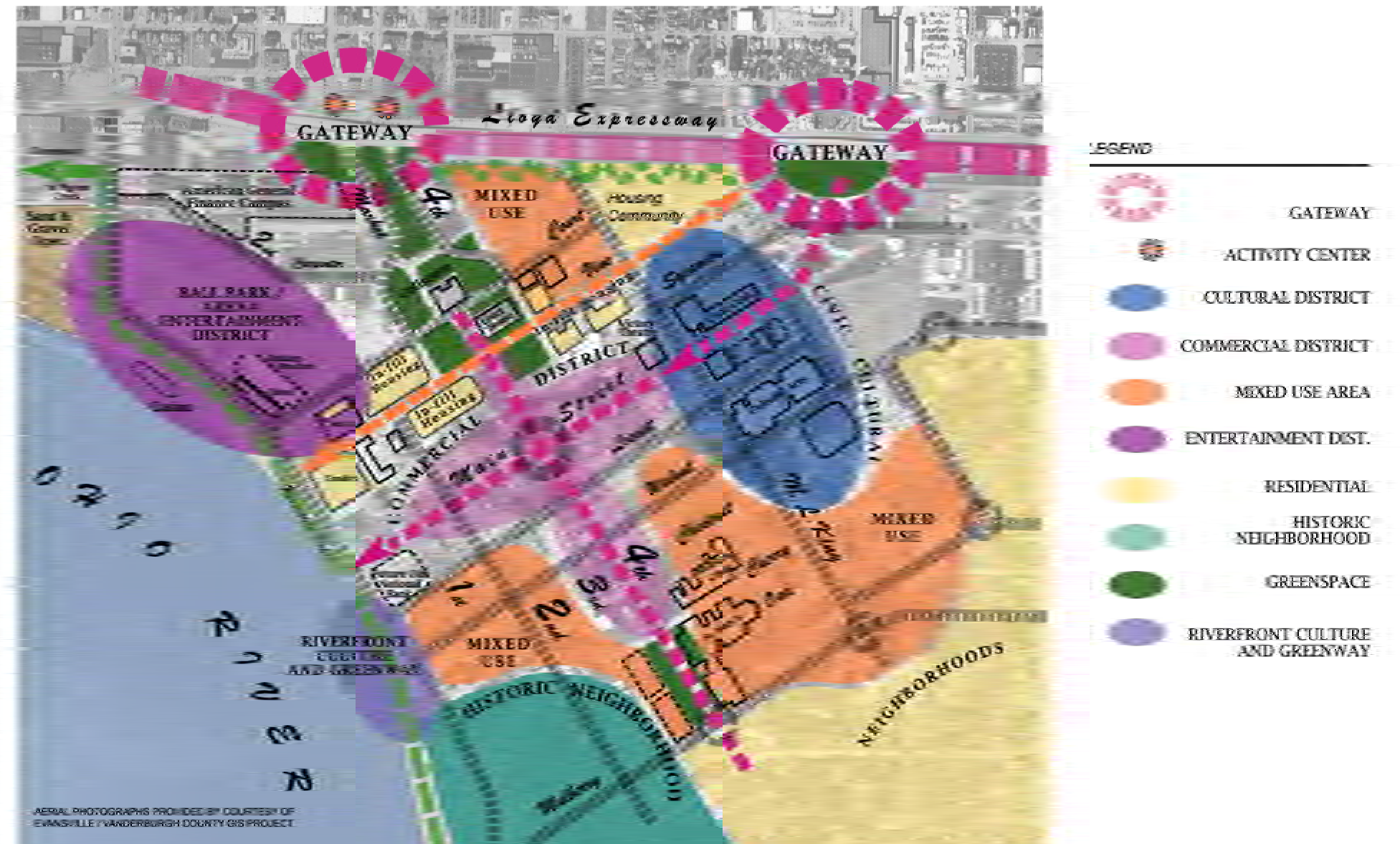
Demographics for Evansville indicate that young professionals and portions of the aging population are likely candidates for quality downtown market housing. Living downtown is an attractive option to these population segments for several reasons:

- Conveniently located next to their work, restaurants and services
- Adjacent to cultural activity centers
- High value of housing product for the money compared to the rest of the market

A pilot upper story loft development project could help to demonstrate that Evansville is ready for downtown housing, however the town's growth and demand for more suburban housing developments suggests that renovated upper story apartments is not necessarily the only type of housing to consider. Discussions with area homebuilder might suggest that the market may be more attractive for new townhomes and in-fill housing than historic property rehabilitation projects. (see section 4.4)

Historic property rehabilitation projects can be very attractive investment opportunities when one takes advantage of the federal and state historic tax credit programs. Multi-story older buildings tend to present the developer with handicap access (ADA) issues not normally encountered with single story construction. However, by taking advantage of the alternative building code specifically created for older property rehabilitation, elevators and other costly improvements can sometimes be avoided.

A significantly positive impact will be felt downtown once a commitment to developing new and rehabilitated housing in downtown Evansville is made. By introducing young professionals and portions of the aging population to the advantages of living downtown, a quiet reinvestment into downtown properties and businesses will likely follow.

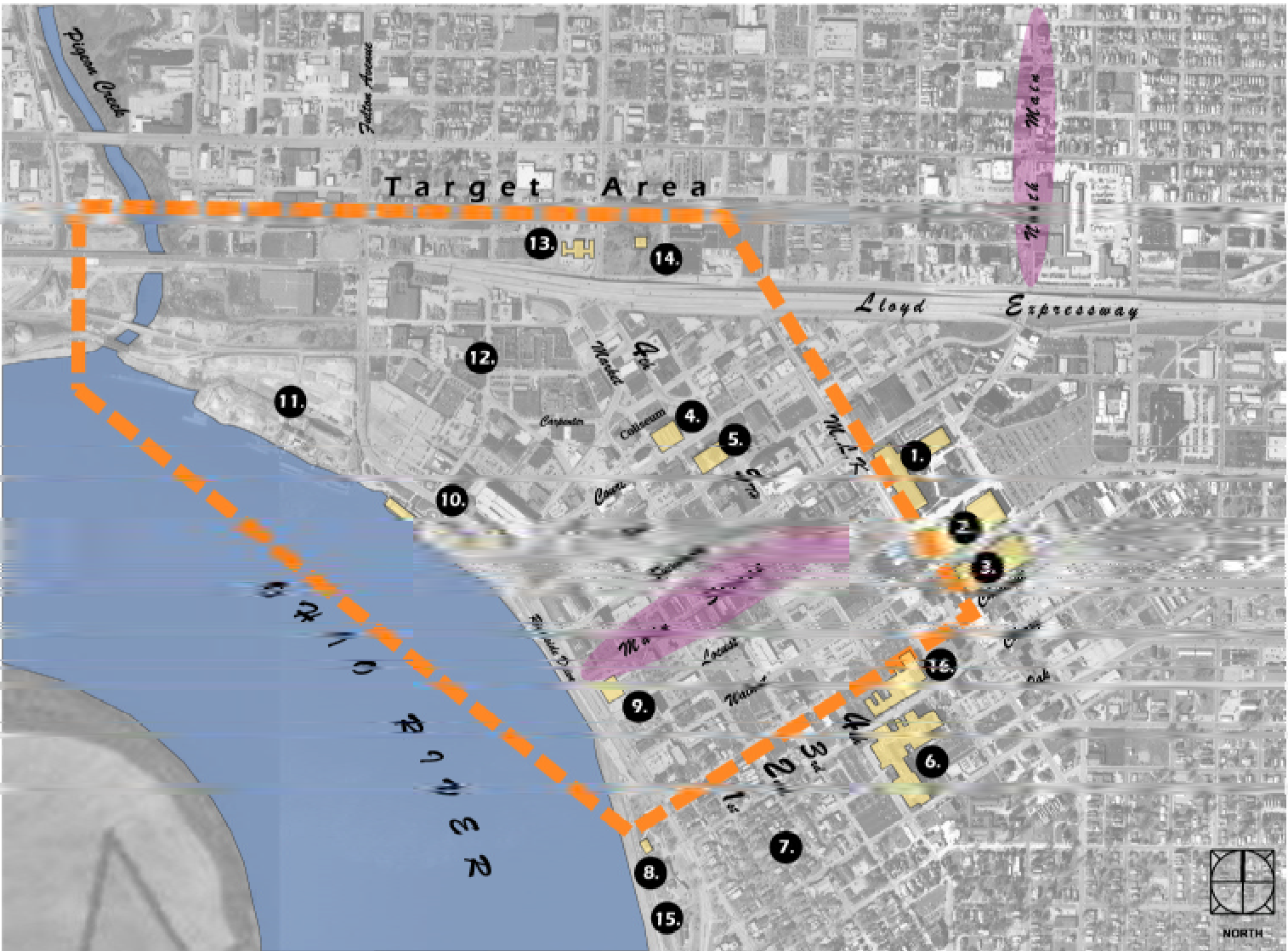


Urban Analysis Opportunities

4.4 Redevelopment Opportunities

The large graphic plates on the following pages have been developed to provide the reader with a vision of the overall master plan and selected areas that focus on redevelopment opportunities. We have organized these drawings around what the community felt were important physical areas of downtown. The resultant illustrations are important ideas that were a part of the numerous meetings and brainstorming exercises conducted with the community throughout the master plan development process. The final master plan was reviewed by our team to ascertain ideas which were generated during the *town meeting* and then incorporated into the downtown vision.

- I. Overall Concept Plan
- II. District Diagram
- III. Main Street Gateway Concept
- IV. Main Street Phasing Plan
- V. Main Street Corridor Phasing Plan
- VI. Main Street “Placemaking”
- VII. Streetscape Enhancements
- VIII. Pilot Block
- IX. Civic Center Concept Plan
- X. Fourth Street Gateway Concept
- XI. Riverfront West Concept
- XII. Gateway and Wayfinding
- XIII. Gateway and Wayfinding
- XIV. Entertainment/Ballpark
- XV. Urban Office Park
- XVI. Waterfront
- XVII. In-fill Housing



Target Area Map

SIGNIFICANT LANDMARKS

- 1. Civic Center
- 2. The Centre
- 3. New Library Location
- 4. Soldiers and Sailors Memorial Auditorium
- 5. Old Courthouse
- 6. St. Mary's Hospital
- 7. Riverside Historic District
- 8. Visitors' Center (Pagoda)
- 9. New Old National Bank Location
- 10. Casino Ritz
- 11. Major Street/Plaza
- 12. American General Campus
- 13. Municipal Market
- 14. Willard Library
- 15. Museum of Arts and Sciences
- 16. Welborn Clinic

OPPORTUNITIES

1. Gateway signage and wayfinding features introduced with intersection enhancements to announce entry and encourage discovery of the downtown. Long-term improvements would clarify and simplify circulation patterns by restoring two-way traffic flow.
2. Reestablish connection to Main Street through improved wayfinding, elimination of one-way streets, and future development of the "Central Parkway" and Government Services campus.
3. A reconfigured Fourth Street could provide a more direct link to existing retail and entertainment destinations near Main Street.
4. Leasing strategy designed to promote higher and better uses including specialty retailers, entertainment destinations, and dining attractions.
5. Revitalization strategy could promote increased availability of market rate housing in upper stories. Higher residential occupancy contributes to greater 24-hour vibrancy.
6. The introduction of adaptive new uses for existing historic buildings would provide opportunities to cluster complimentary mixed uses in keeping with a strategic repositioning plan for the downtown.
7. New in-fill buildings could provide housing within a mix of uses that create higher density and a more appropriate urban scale.

LEGEND:

- Existing Building
- Proposed Building

KEY LOCATIONS:

- | | | |
|--------------------|------------------------|-----------------------------|
| A. Courthouse | D. New Library | G. New Old National Bank |
| B. Victory Theatre | E. St. Mary's Hospital | H. Casino Aztar |
| C. The Centre | F. Welborn Clinic | I. American General Finance |

8. Promote and articulate access to deck and surface parking along alleyways. Provide improved lighting and signage.
9. Facade treatments, storefront lighting, signage, and landscaping can be employed to celebrate the history of the area while instilling a modern vibrancy and pedestrian orientation.
10. The placement of the proposed new ballpark strengthens the identity of the Second Street corridor and anchors new retail and entertainment uses.
11. Promote investment and revitalization within downtown's adjacent neighborhoods.
12. Future changes in land use could allow for the phased removal of the rail line east of Pigeon Creek.
13. Potential long-term neotraditional housing adjacent to historic neighborhood.
14. Long-term redevelopment of the sand and gravel operation provides superior adjacent land uses for entertainment district and linking the Pigeon Creek greenway.
15. The development of an urban office campus with structured parking would support and compliment the development of retail and entertainment destinations along Second Street.



Entertainment
District

Civic / Cultural
District

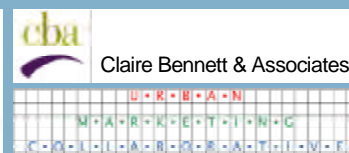
Central Business
District

District Diagram

4-II



TDA
ILLINOIS INC.



KINZELMAN KLINE GOSSMAN



Plan view of the long-term redevelopment to the Main Street Gateway. The reconnection of Main Street, the elimination of one-way streets, and the future development of a "Central Parkway" and Government Services campus would establish a dynamic sense of entry into the city.



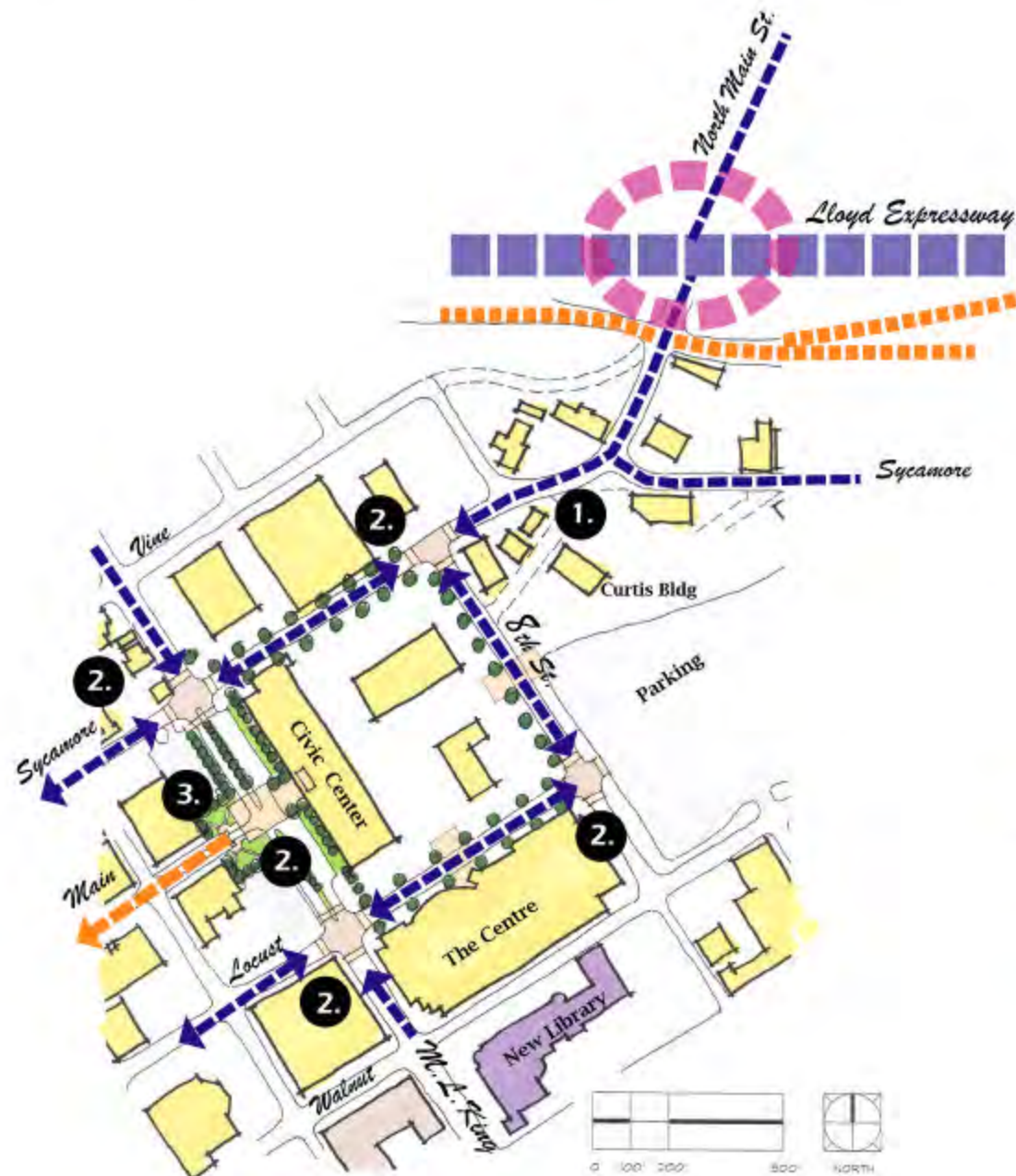
CITY OF EVANSVILLE DOWNTOWN MASTER PLAN OCTOBER 2001

View of Main Street looking north towards the Lloyd Expressway. The perspective sketch portrays the long-term redevelopment of the Main Street corridor. New building projects would lead to the future development of a centralized Government Services campus. The proposed buildings would frame Evansville's new "Central Park" and lend to the creation of a unique identity.



As the twenty-five year vision is implemented optional land uses and projects will be explored. The idea of a downtown arena will be discussed in the future and careful attention should be given to optional sites, such as, the site adjacent to the Civic Center and The Centre.

PHASE 1



PHASE 2



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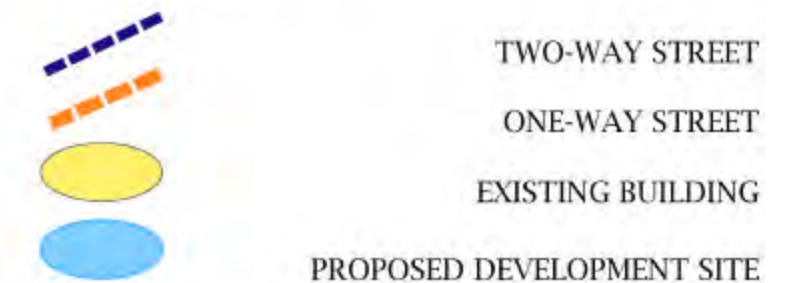
NORTH MAIN GATEWAY PHASING

Phase 1

1. Main Street routed into Sycamore. Sycamore converted to 2-way traffic to provide clear and more direct access to the Main Street corridor.
2. Intersection enhancements, signage, lighting, and wayfinding features are employed to define and articulate a "Town Square" at the Civic Center block.
3. Redevelopment of the Martin Luther King, Jr. Blvd. block creates an immediate and dramatic sense of entry to Main Street. Civic quality greenspace is recaptured through the redistribution of parking spaces. Landscaping, lighting, and greenspace amenities provide a higher quality pedestrian environment and improved image of the downtown at one of its most important intersections.

Phase 2

4. Locust Street extended through "Back 40" parking. New building sites along Locust provide for expansion and development of government services facilities including administrative offices and a potential new county jail.
5. Streetscape enhancements implemented to instill a unified campus character and buffer surface parking.
6. Non-contributing and outdated building stock is removed to redefine the street grid and allow for the future development of the "Central Park" and government campus facilities.
7. Greenspace amenities are developed with adaptive new uses of historic buildings and in place of non-contributing sites as they become available.

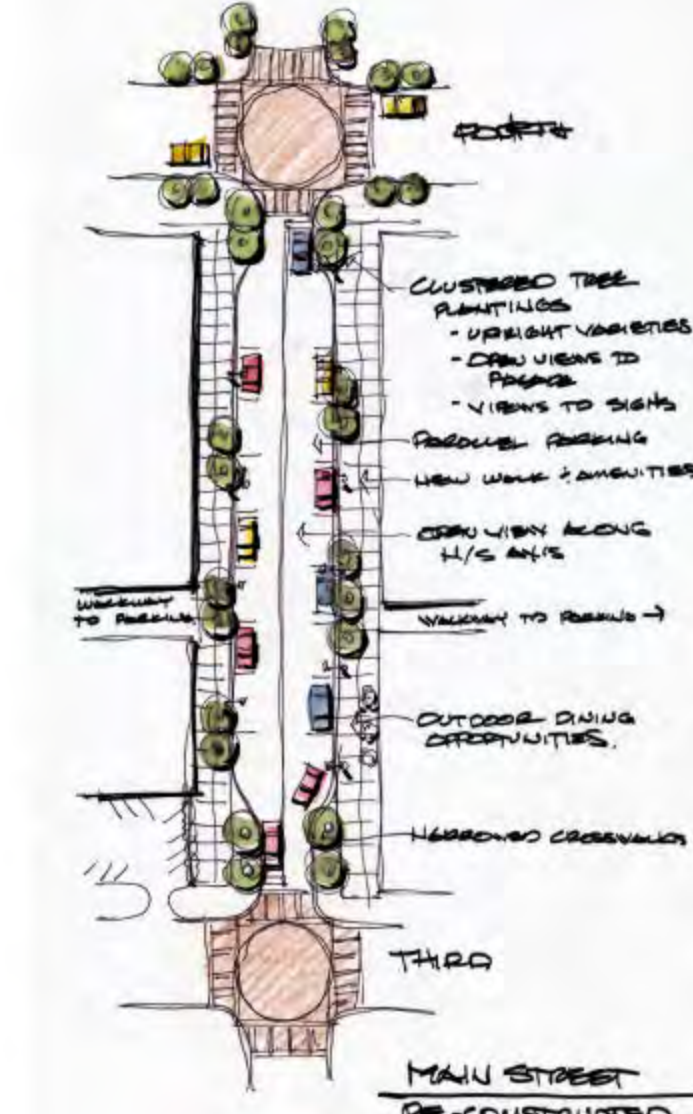
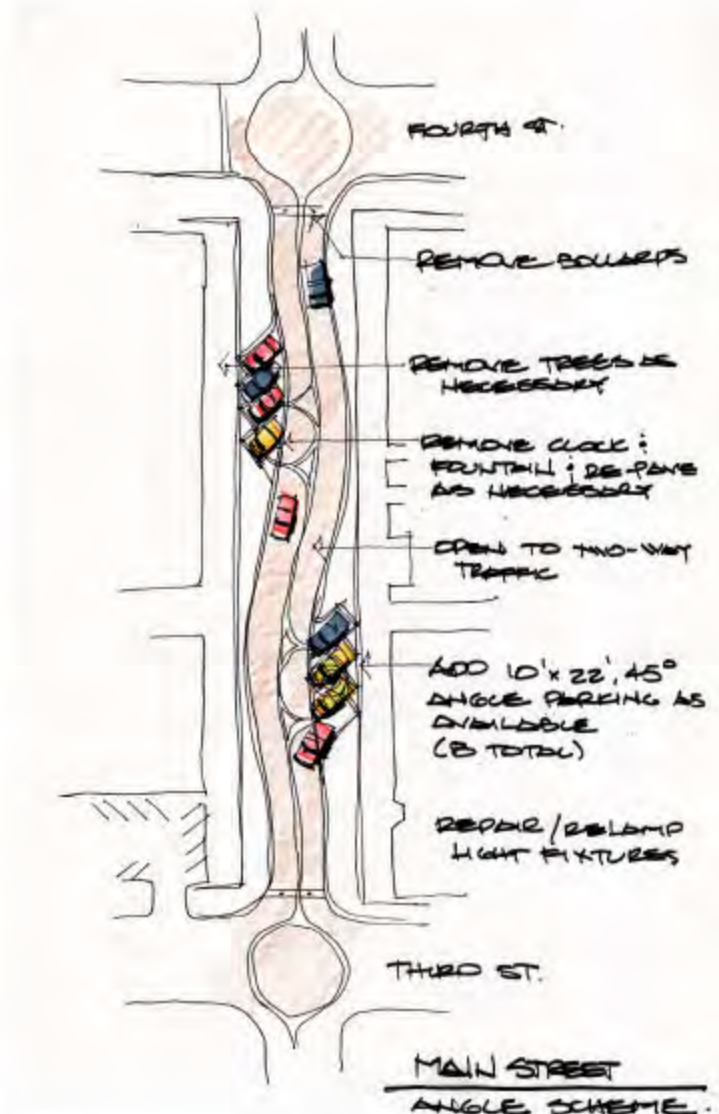
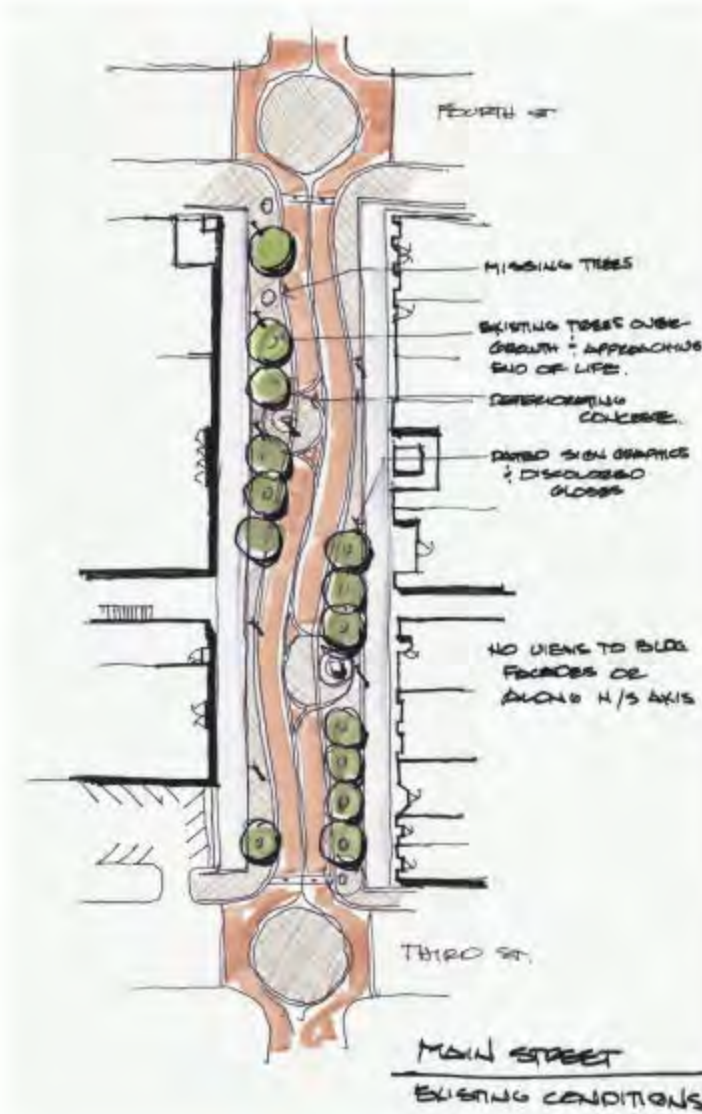


PHASE 1

PHASE 2

PHASE 3

MAIN STREET CORRIDOR PHASING



Phase 1

1. Open Main Street to vehicular traffic, allow street closing for special events, evenings, lunches, etc. Note: local transportation authority should determine whether this should be one-way or two-way.
2. Improve street appearance via clean up and maintenance and temporary vacant storefront treatments.
3. Improve visibility of existing shops and restaurants through promotions and graphic streetscape enhancements to existing streetscape furnishings.
4. Work with property owners to begin facade renovations.

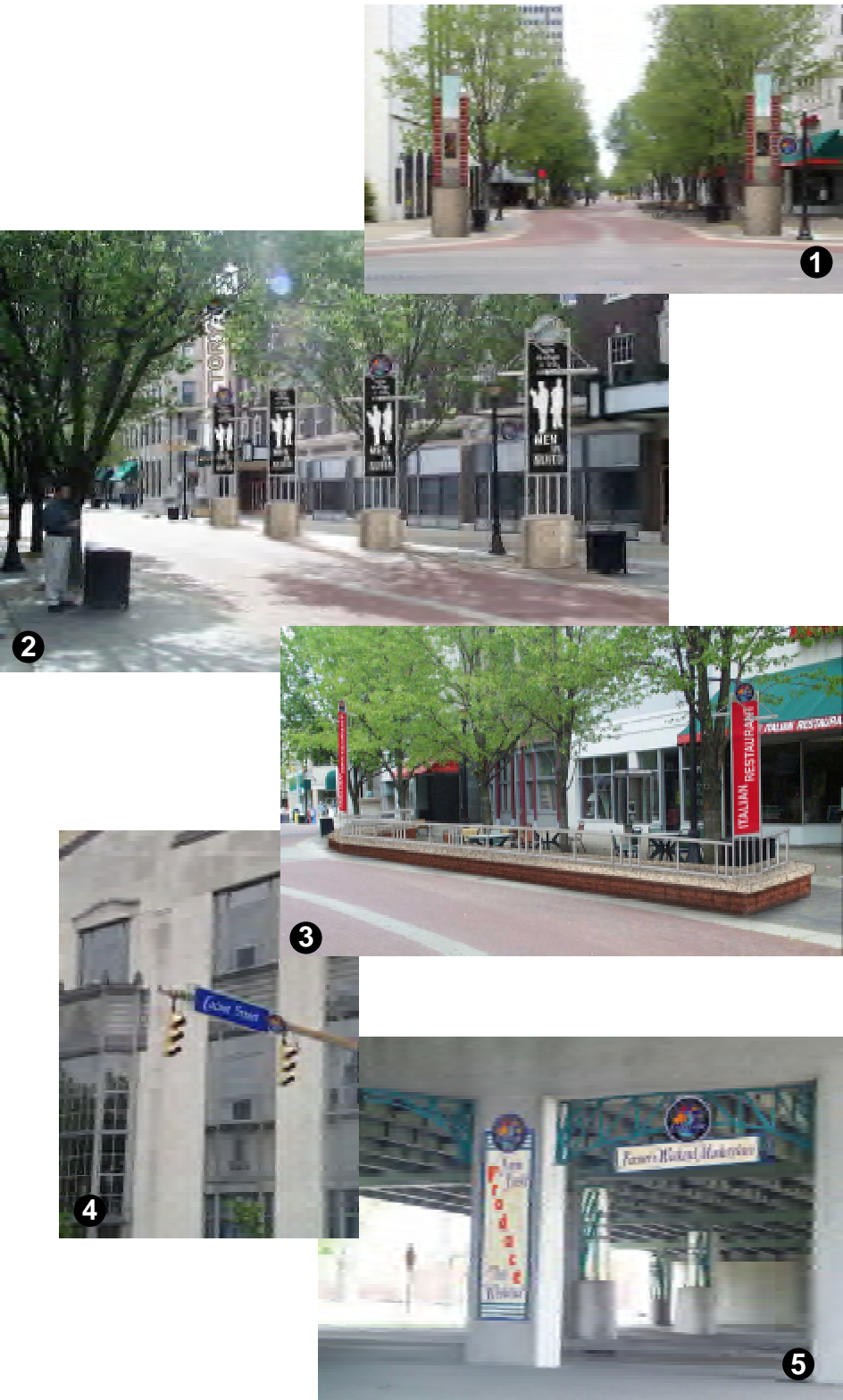
Phase 2

1. Remove clock and fountain and repave as necessary to allow for new angled or parallel parking.
2. Modify street furnishings to accommodate parking scheme.
3. Remove trees as necessary to improve storefront visibility.

Phase 3

1. Reconstruct Main Street at such time that replacement of existing pavement is warranted due to wear.
2. New traditional street pattern to allow storefront visibility and to accommodate sidewalk cafes. Streetscape to feature coordinated lighting, wayfinding, and landscape elements.

Main Street Wayfinding



District Identity and Placemaking



Image Key

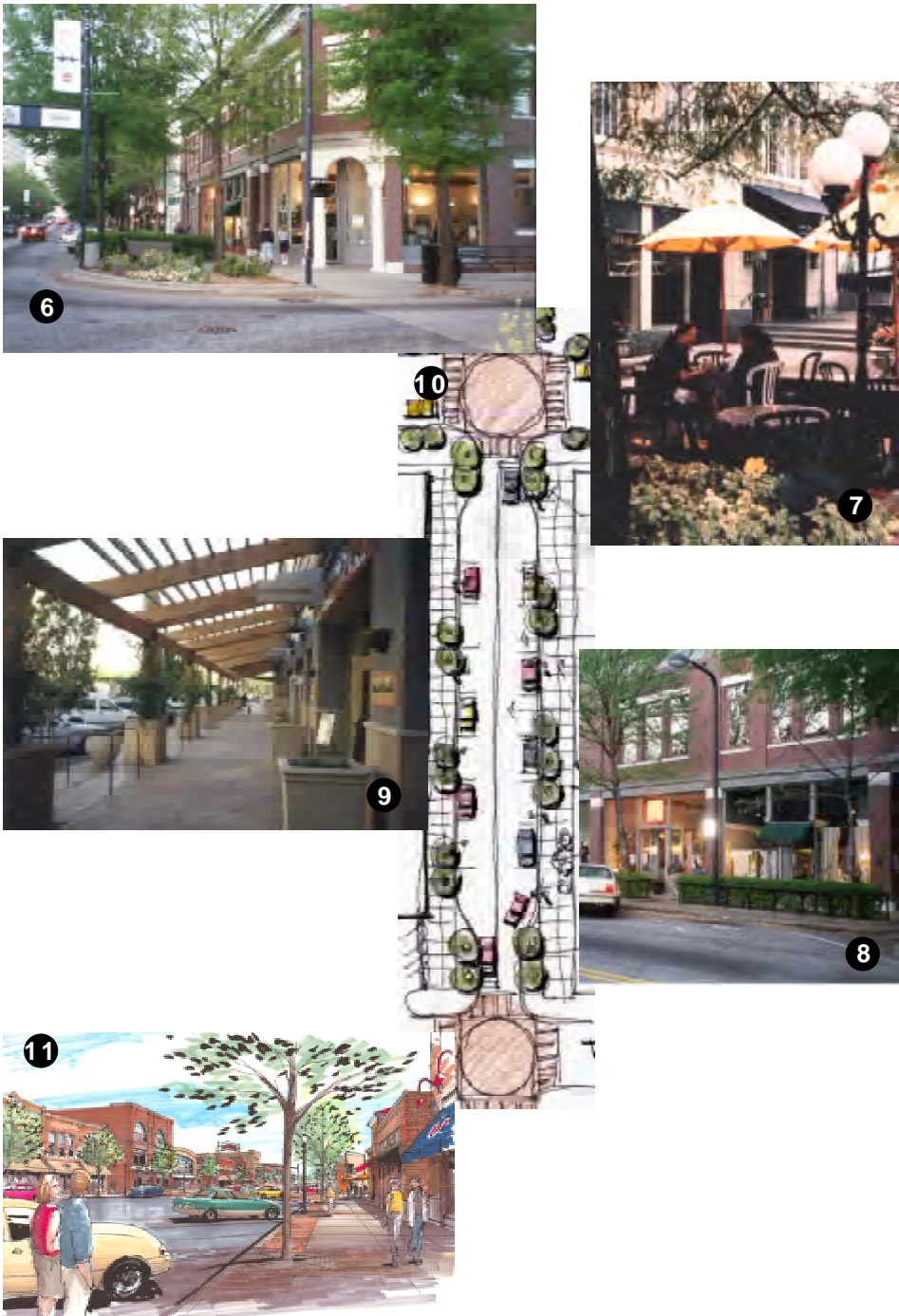
1. Richly detailed and internally illuminated pylons could be used to add a sense of arrival and provide orientation to Main Street visitors
2. Colonnades of banners provide advance promotion of theatre events while lending a theatrical flare to the Main Street District.
3. Low architectural or planted barriers can be utilized to separate pedestrian and vehicular spaces and provide setting for outdoor dining and entertainment.
4. Blade signs at traffic signal mast arms provide an enhanced environmental quality as part of a coordinated graphic wayfinding system.
5. Points of entry along the public right-of-way could be enhanced in concert with existing infrastructure.
6. A coordinated graphic wayfinding system would include the development of a family of downtown logos such as the convention and visitor bureau logo represented here.
7. The existing park at Fourth and Main.
8. Future redevelopment of the park could accommodate daily cafe seating, lunchtime events, and a stage area with amphitheatre style event seating. Design theme inspiration for the park could include reference to the steamboat industry or early Evansville commodities and industry.
9. "Main Street" parks such as the Oxford, Ohio Uptown Park can provide a prominent community focal point and gathering space that attracts evening and weekend visitors.
10. Banner arms and signage reinforce the identity of each downtown district, focal point or landmark while providing enhanced recognition for district tenants and destinations.

Existing Storefront and Streetscape



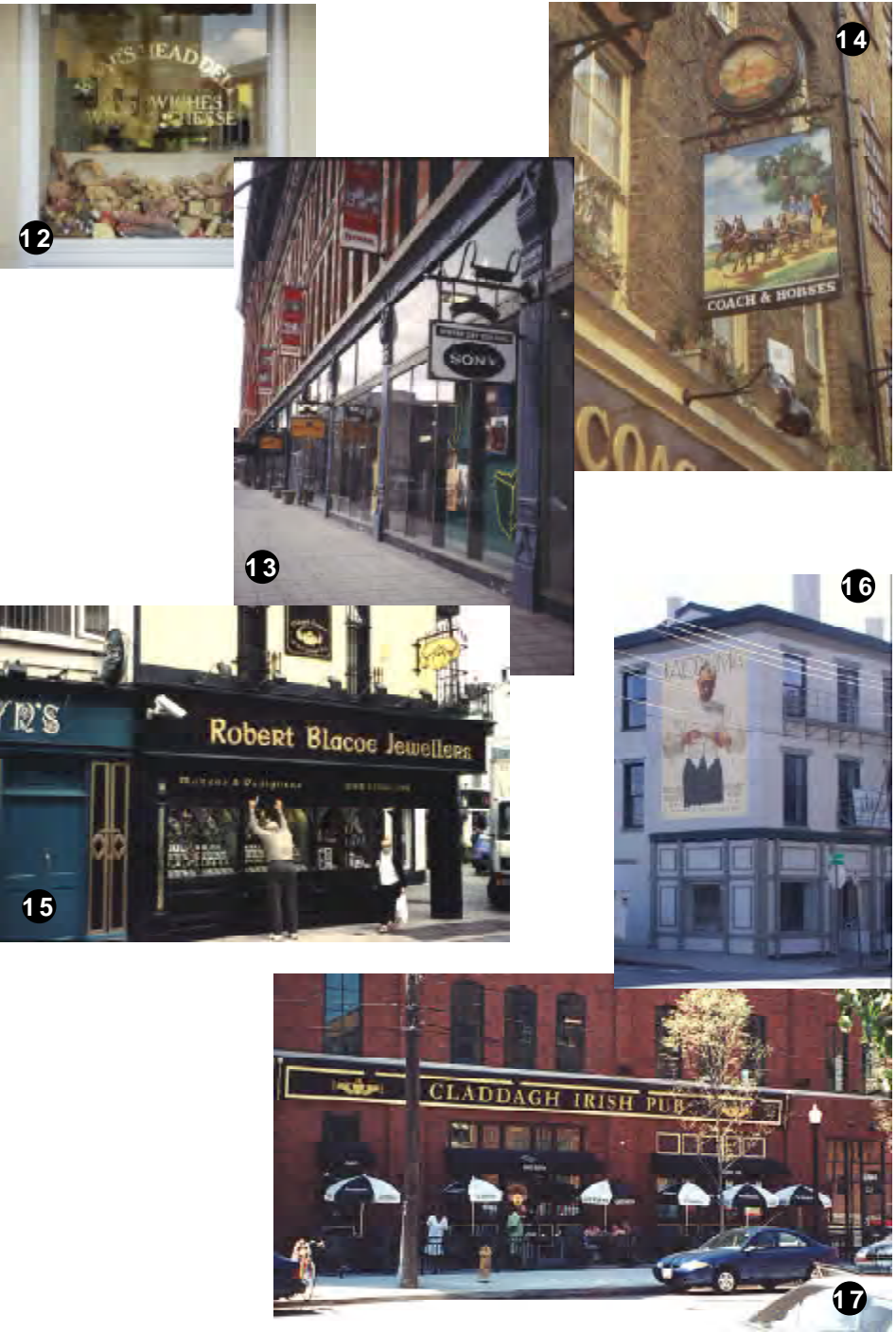
- 1. The restoration and adaptive reuse of the Britz Building provides a fine example of the ways in which other Main Street historic buildings can be adapted to uses which contribute to the vitality of the central business district.
- 2. Although facade alterations have concealed the original historic quality and detail of a number of Main Street buildings, most if not all buildings have the potential to be rehabilitated with more sensitive architectural treatments that restore an intimate pedestrian scale and balance the scale and relationships between ground floor storefronts and the upper stories.
- 3. Massed tree plantings that obscure storefronts, limited visibility and a lack of on-street parking are issues that must be addressed in order to lure operators of retail, dining, and entertainment venues.
- 4. Alleyway connections to off-Main parking areas should be enhanced to be more inviting to pedestrians.
- 5. Wide pedestrian spaces along the existing streetscape could be adapted to accommodate contained cafe seating or limited on-street parking.

Streetscape Enhancements



- 6 - 9. Low level landscaping, furnishings, and architectural features can be utilized to create an appropriate separation and comfortable relationship between cars and pedestrians.
- 10 & 11. Restored traffic flow along Main Street could promote discovery of downtown venues, accommodate on-street parking, and contribute to the return of a 24 hour vibrancy.

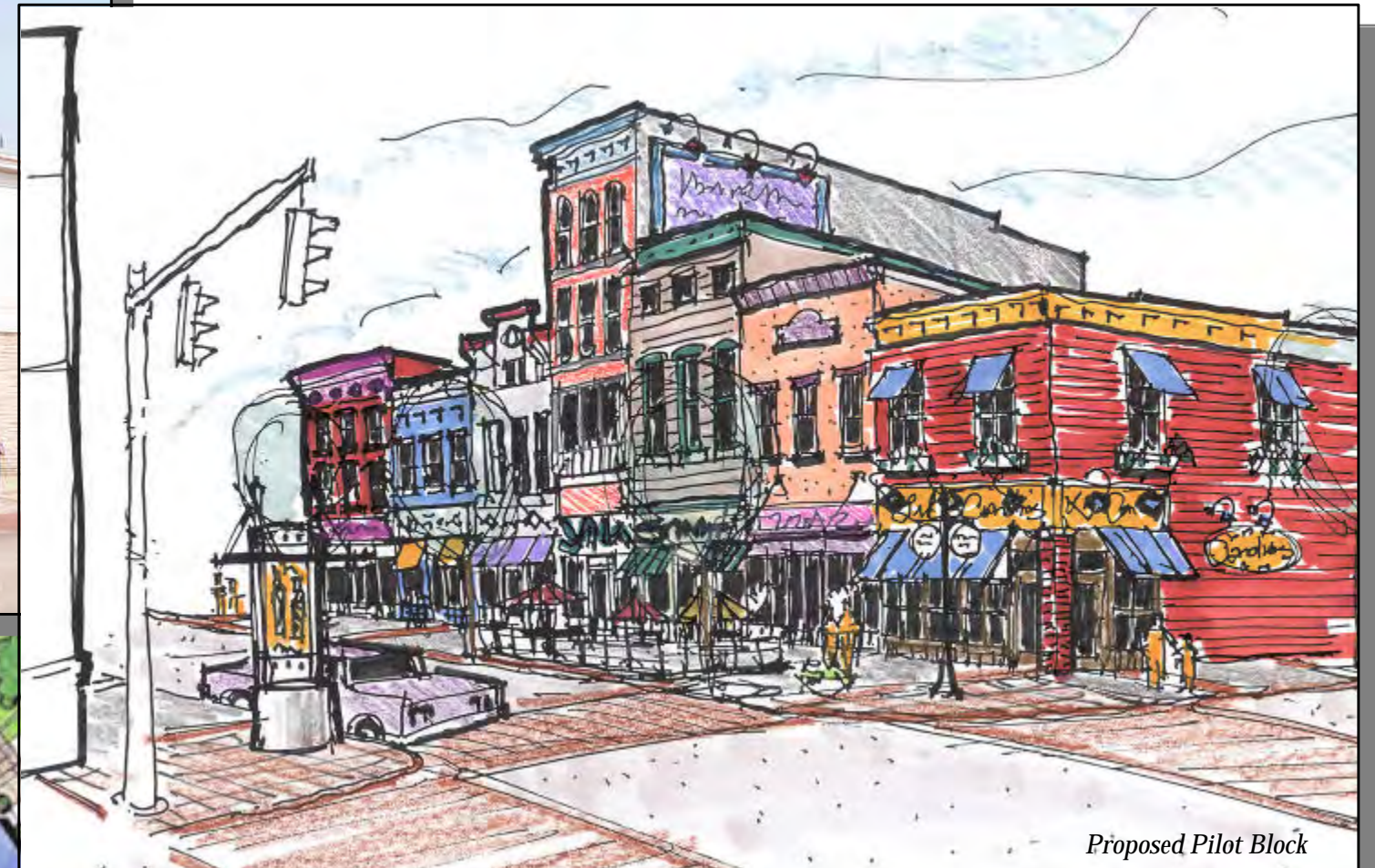
Storefront Enhancements & Signage



- 12 - 17. The size, placement, and character of signage should compliment the architectural style of "Main Street" buildings. Signage should not obscure significant architectural features but may be considered to enliven blank or featureless wall elevations. Blade, window, and wall mounted signage should be scaled to the size of the building entry. Object signs can help animate Main Street.



Existing Pilot Block



Proposed Pilot Block

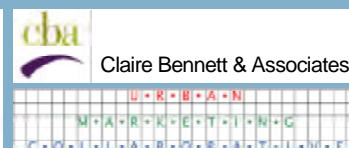


A renovated program for the Pilot Block would bring complementary facades and tenants to the Theatre/ Arts District of downtown

Pilot Block Plan between Martin Luther King, Jr. Blvd. and 5th Street



Mixed-use upper story development brings a 24 hour "life" to downtown commercial districts



KINZELMAN KLINE GOSSMAN

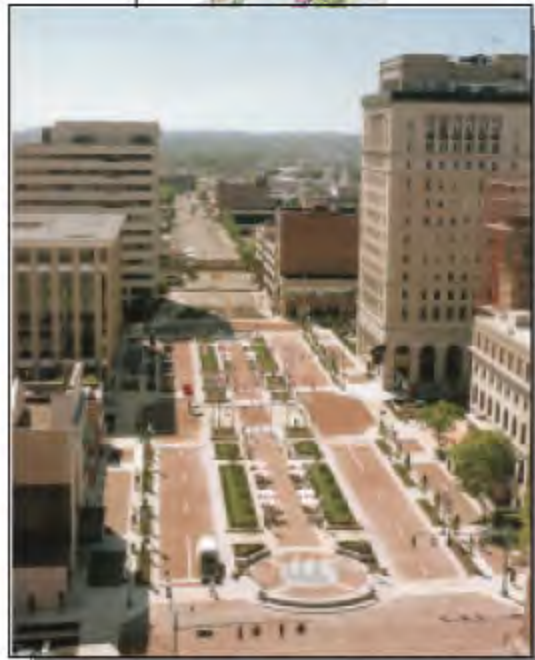
Pilot Block

4-VIII

CITY OF EVANSVILLE DOWNTOWN MASTER PLAN

OCTOBER 2001

Public art can become a complimentary component contributing to the pedestrian friendliness of downtown.



The Civic Center plaza should be designed to allow and encourage people to gather in a visually stimulating environment that could serve many different uses. The following examples show the use of paving patterns, outdoor seating, and sculpture to create interest, yet maintain function.



OCTOBER 2001

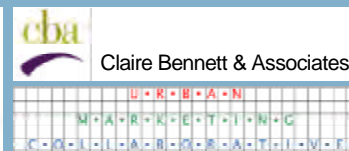
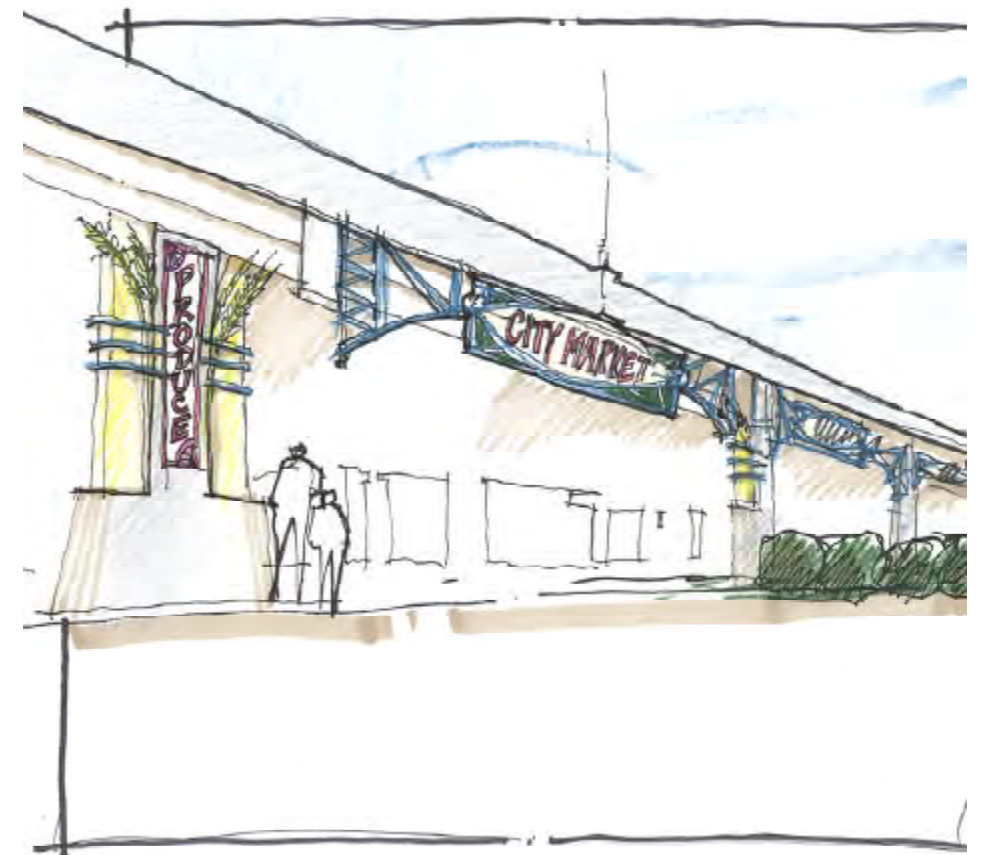
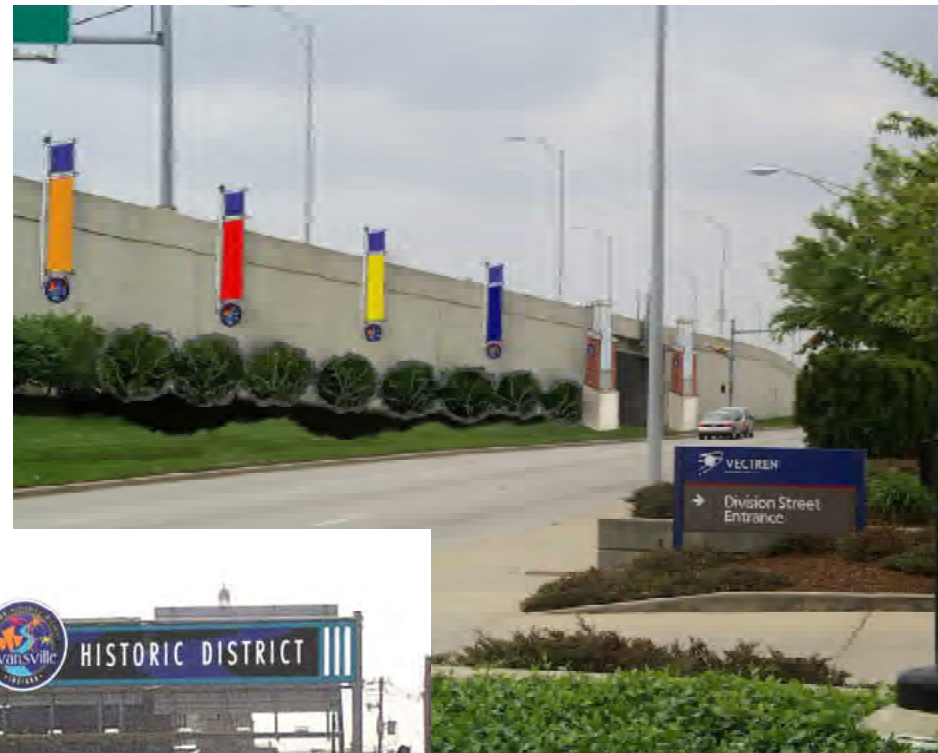
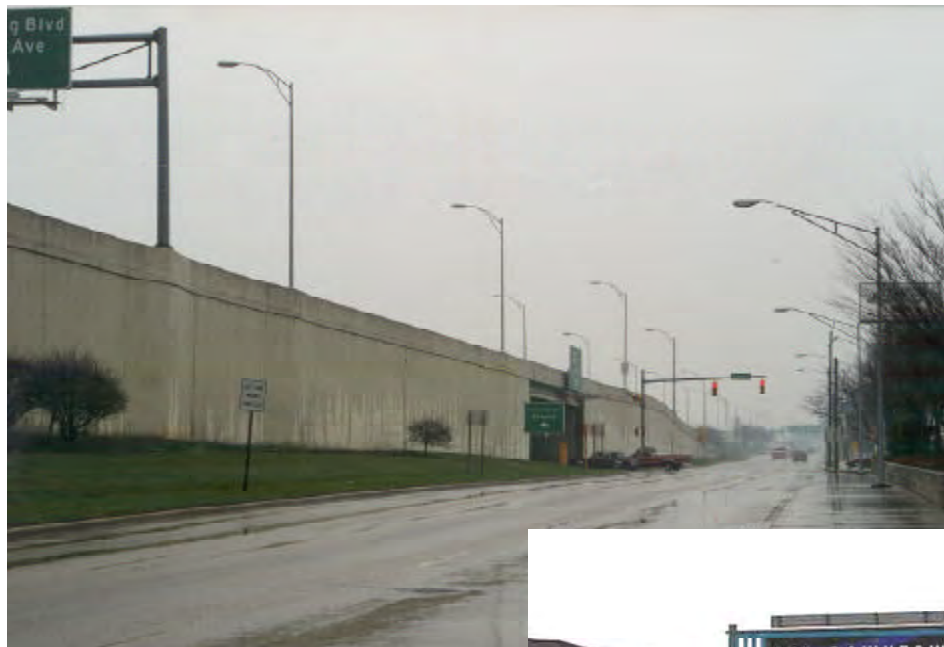
1. Market and Fourth Street could be combined south of the Lloyd Expressway to allow two-way access at one of downtown's most important gateways.
2. Traffic flow along Fourth Street could be reoriented to provide clear site lines to the Old Courthouse and the Soldiers and Sailors Memorial.
3. A reconfigured Fourth Street could provide a more direct link to existing retail and entertainment destinations near Main Street and allow greater opportunity for development of adaptive new uses within the existing historic structures along Fourth and Market.
4. The development of an urban office campus with structured parking would support and compliment the development of retail and entertainment destinations along Second Street.
5. The placement of the proposed new ballpark strengthens the identity of the Second Street corridor and anchors new retail and entertainment uses.
6. Evansville's historic canal could be reconstructed along its former route as a pedestrian mallway and physical link to the city's past.
7. New in-fill buildings are placed at the street to create a more pedestrian friendly environment and scale.
8. The proposed extension of the Riverside Drive greenway could provide direct linkages to the proposed new ballpark, arena, and Hotels.
9. Deck parking supports the ballpark and arena and allows for higher density retail, entertainment and residential uses in the district.
10. Single story office uses at the site of the proposed Arena could be combined into a multiple story office building adjacent to the campus of American General.
11. Pedestrian amenities and landscaping could be introduced along Second Street to promote a more intimate urban scale and enhanced sense of place.
12. New in-fill, mixed-use buildings and renovated structures along Court Street could provide increased housing opportunities for more downtown living.
13. Possible Arena locations near the Lloyd Expressway could provide an architectural icon and gateway landmark to reinforce the identity of downtown.

CITY OF EVANSVILLE DOWNTOWN MASTER PLAN OCTOBER 2001

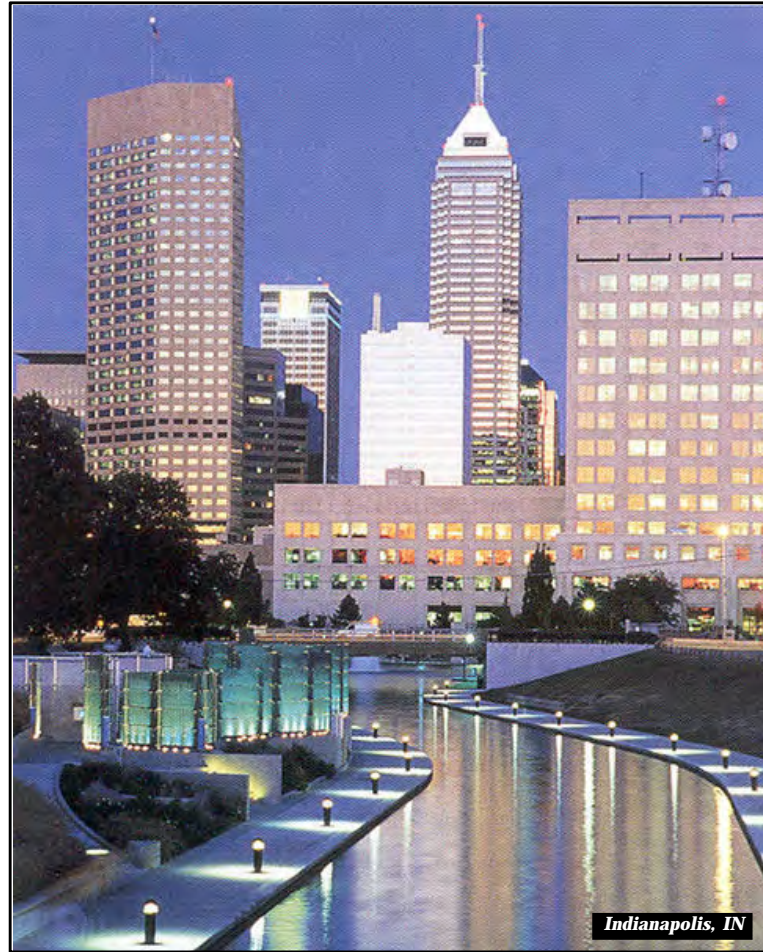
OPPORTUNITIES



1. Gateway signage and wayfinding features introduced with intersection enhancements to announce entry and encourage discovery of downtown. A new interchange at the Lloyd Expressway could provide a new distinctive point of arrival into downtown and the riverfront.
2. Possible Arena locations near the Lloyd Expressway could provide an architectural icon and gateway landmark to reinforce the identity of downtown.
3. The proposed new Ballpark would strengthen the identity of the Second Street corridor and anchor new retail and entertainment uses.
4. The development of an urban office campus with structured parking would support and complement the development of retail and entertainment destinations along Second Street.
5. The extension of the boulevard along Riverside Drive could provide an enhanced greenway connection along the river with direct linkages to the proposed new Ballpark, Arena, and Hotels.
6. Proposed housing and hospitality sites create new opportunities for downtown living and mixed-use riverfront development.
7. A proposed marina and retail outlet could capitalize on the site's strategic river location and allow seasonal boaters access to entertainment destinations.
8. The amphitheatre could hold outdoor performances and events to promote more activity near riverfront destinations.
9. Proposed Athletic Fields would create a continuous greenway linkage along Pigeon Creek.
10. Neo-traditional housing could be developed adjacent to the historic West Franklin Street district. New residential spaces would offer close proximity to the downtown in a scenic greenway and riverfront setting.
11. Future changes in land use could allow for the phased removal of the rail line east of Pigeon Creek. Pedestrian linkage from canal feature should be carried under the Lloyd Expressway to the public market and Willard Library into downtown.



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Indianapolis, IN



Cincinnati, OH



Dayton, OH



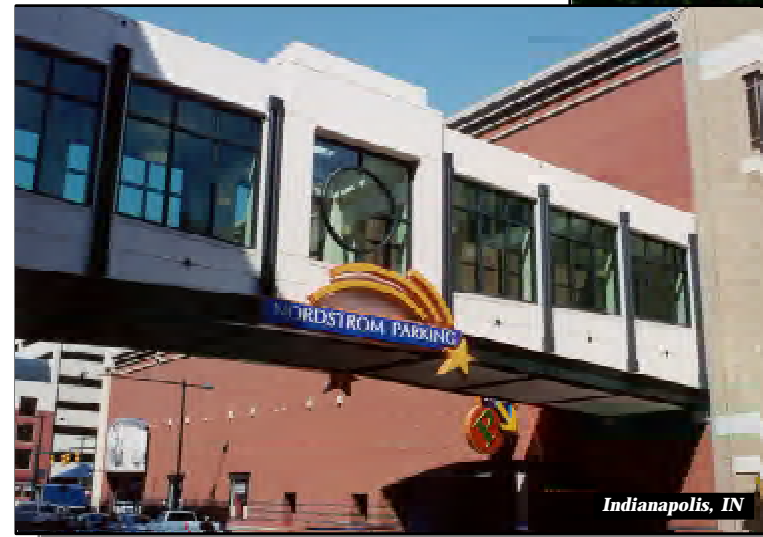
Indianapolis, IN



Columbus, IN



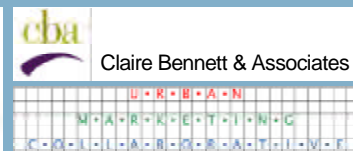
Cincinnati, OH



Indianapolis, IN



Lowell, Mass



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Gateway and Wayfinding

4-XIII



Lloyd Expressway



Ohio State Univ.



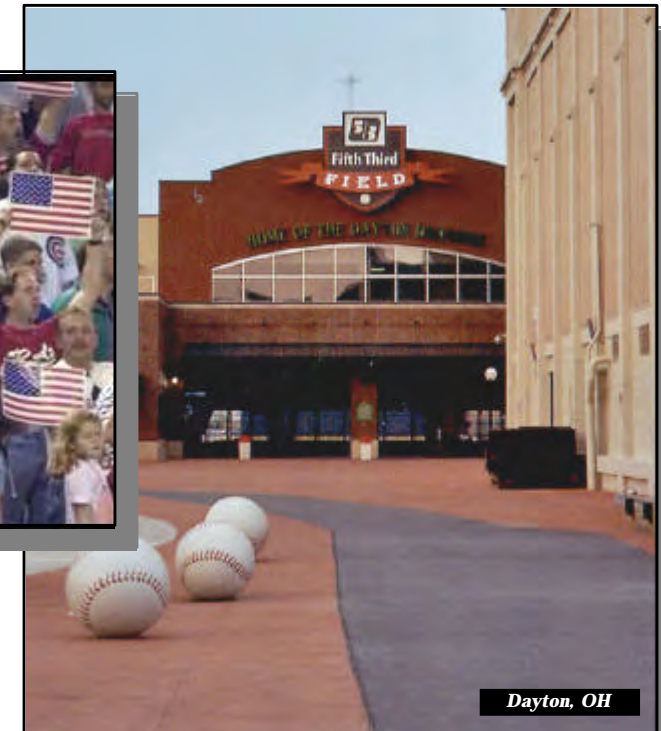
Columbus, OH



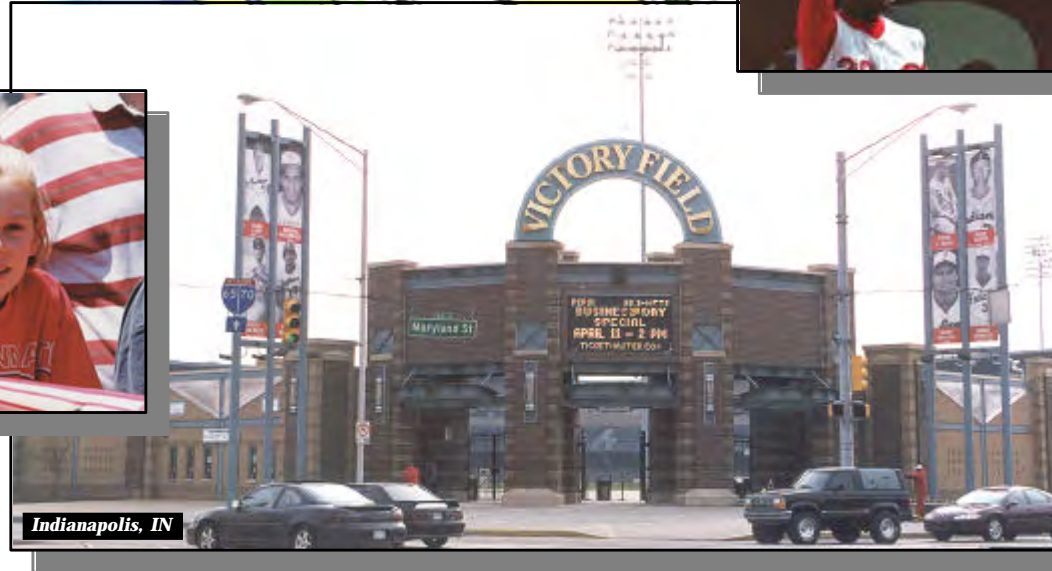
Aztar



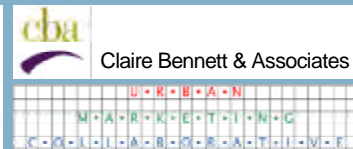
AP photo: Tom Ichniowski



Dayton, OH



Indianapolis, IN



Claire Bennett & Associates



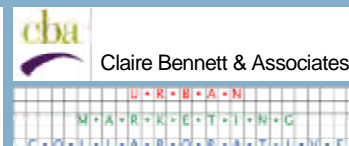
KINZELMAN KLINE GOSSMAN

Entertainment / Ballpark

4-XIV



The urban office park, anchored by American General Finance, would provide new buildings for offices, light industry and high-tech uses. The architecture, albeit contemporary in style, would draw inspiration from the historic warehouses and urban area along the Lloyd Expressway.



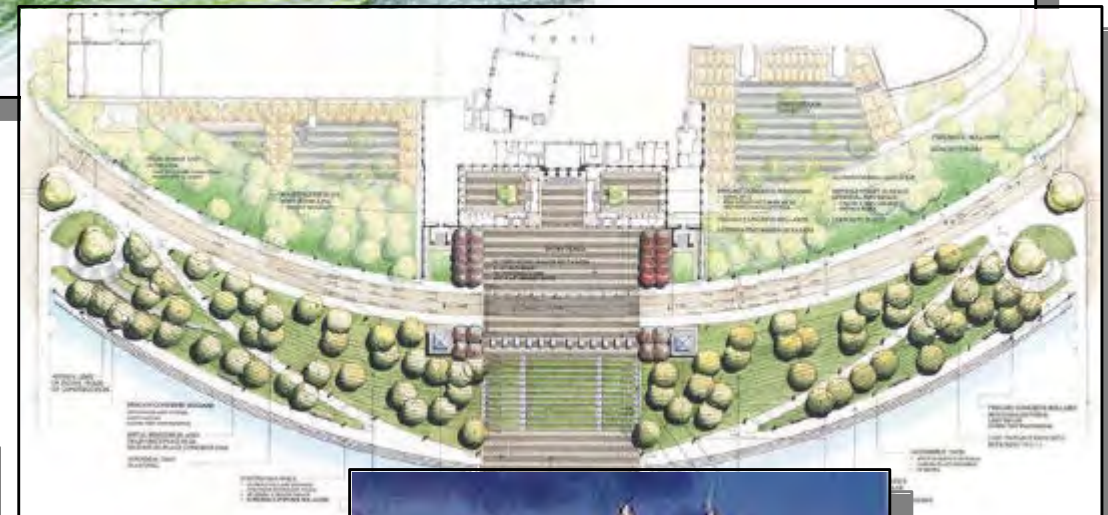
KINZELMAN KLINE GOSSMAN

Urban Office Park

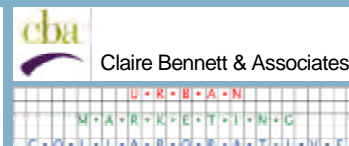
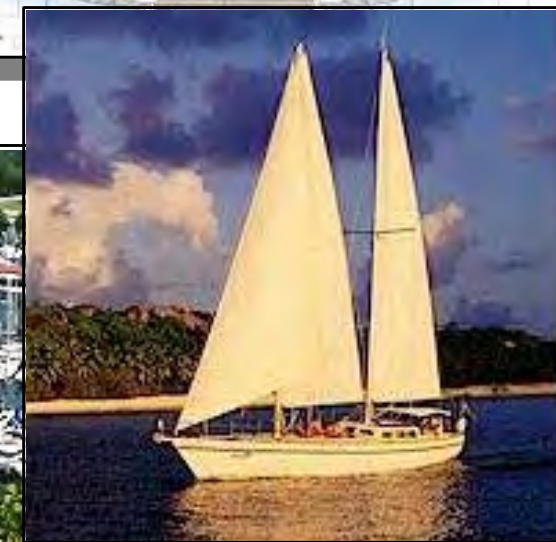
4-XV



GREENWAY



MARINA



KINZELMAN KLINE GOSSMAN

Waterfront

4-XVI



Plan view of proposed in-fill housing shows higher density townhomes adjacent to St. Mary's.



View north from Mulberry and Third Street depicts the potential for new in-fill housing which would maintain the historic character of the surrounding neighborhood. The "common green" could create a strong wayfinding element and provide greenspace that supports higher density residential development.



5.0 Conclusions and Recommendations



5.1 The Vision

5.2 Downtown Evansville's Revitalization

1. Target Market
Retail, Housing, Office
2. Principles of Revitalization
3. Organizational Strategy
4. Commercial Strategy

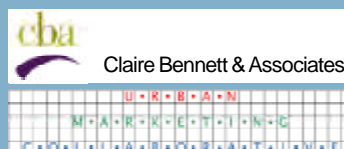
5.3 Implementation

1. Strategic Goals
2. Development and Business Incentives
3. Public Policy and Guidance
4. Sustainable Design
5. Final Thoughts

DOWNTOWN MASTER PLAN

FINAL REPORT

October 2001



5.1 The Vision

With a common vision of what the future of the downtown should hold for the city of Evansville, both the private and public sectors can work effectively towards achievable goals.

Based on extensive downtown key person interviews, market research, and input from the community charrette, there is a clearer vision of what downtown Evansville will be in the future. Almost all stakeholders are excited about the possibilities in their downtown and envision a very positive future.

While the short-term vision for downtown Evansville incorporates being a highly functional environment that supports downtown businesses and office workers, the long-term vision for downtown Evansville is:

*To create a dynamic urban center. It will be based on a blend of unique shopping, entertainment, social, cultural, and service experiences that are distinct to that of the competition in the region. The core of this vision will be based on Evansville’s historic architecture, its location adjacent to the Ohio River, its vibrant street life, and its healthy businesses. It will instill pride and ownership for the workers and residents, and a sense of admiration from visitors who choose to come to the area. There will be three primary activity nodes or districts: **Civic/Cultural District**, where government and cultural activities are focused, the **Central Business District**, which will be a business services and lifestyle district, and the **Entertainment District** centered around Casino Aztar and the proposed baseball park.*

The following table outlines the key aspects of downtown Evansville’s long-term vision that are essential towards making the downtown a success.

Downtown Evansville's Long-Term Vision

Downtown will be:	Downtown will not be:
<ul style="list-style-type: none">unique	<ul style="list-style-type: none">a clone (doing the same thing as neighboring cities and communities)
<ul style="list-style-type: none">a historically honest alternative to the sameness of suburban shopping malls and big box retailers	<ul style="list-style-type: none">a regional shopping center
<ul style="list-style-type: none">a lifestyle-oriented commercial destination center	<ul style="list-style-type: none">a generalist (all things to all people)
<ul style="list-style-type: none">clean and safe	<ul style="list-style-type: none">an area that suffers from negative images
<ul style="list-style-type: none">friendly/personable	<ul style="list-style-type: none">unfriendly/cold
<ul style="list-style-type: none">the service center for office/civic/financial roles of the Downtown	<ul style="list-style-type: none">just one of the service centers
<ul style="list-style-type: none">the cultural center for the regionthe location of choice for frequent festivals, concerts, sporting events, and programs	<ul style="list-style-type: none">sterile, only commercial/officea secondary location for commercial events, festivals, etc.
<ul style="list-style-type: none">a place for all people, reflecting the diversity of the region (students, workers, young and old)	<ul style="list-style-type: none">a place for only a few people
<ul style="list-style-type: none">a place where people linger because they enjoy spending time there and they stay to do many different things	<ul style="list-style-type: none">a place used only for quick “come and go” activities
<ul style="list-style-type: none">physically attractive, reflecting the history and heritage of the region in a high quality, tasteful manner, with accepted and implemented standards of quality in a pedestrian/retailer-friendly environment	<ul style="list-style-type: none">unattractive, with no visual theme and poor maintenance standards
<ul style="list-style-type: none">easy to find, get to, and move about with ample parking in a pedestrian-friendly environment	<ul style="list-style-type: none">a hassle to use
<ul style="list-style-type: none">a place to live in alternative housing [lofts, townhomes, etc] not found elsewhere in Evansville, busy night & day, weekday & weekend, 12 months of the year	<ul style="list-style-type: none">only a daytime placenot a place to liveactive only in warm weather
<ul style="list-style-type: none">a place where it is easy to do business/be entrepreneurial	<ul style="list-style-type: none">overly regulated, with red tape limiting business development opportunities
<ul style="list-style-type: none">a place where the business community proactively works together for mutual benefit and is involved	<ul style="list-style-type: none">a place of isolated businesses going in different directionsa place for absentee landlords

5.2 Downtown Evansville’s Revitalization Strategy

1. Target Market

In analyzing the retail, housing, & office target markets for downtown Evansville, clearly the isolationism of the city in relationship to the region is a major factor because of the limited population growth of the region.

The development activities in the housing and office markets appear to be driven by local residents and businesses desiring to move to higher quality facilities or locations within the city, not necessarily driven by the influx of new residents or new businesses to the area.

However, the strength of the local economy has fueled ongoing development in all three market segments as evidenced by new housing developments & subdivisions, the mainstream retail developments on the east and west sides, and the suburban office buildings continuing to be developed.

Below we have identified opportunities in the marketplace for improved retail and housing options in downtown Evansville.

Retail

Because of Evansville’s location and downtown’s physical relationship to the rest of the city, the largest target market will be primarily the primary trade area residents and workers in the downtown Evansville area. Additionally, retailing in downtown Evansville will focus on the visitor/tourist market coming to downtown for Casino Aztar, conventions, and other events.

If additional entertainment and cultural activity centers are developed in downtown it stands to reason that additional retail establishments could be expected to take advantage of the increased traffic and trade opportunities.

Short Term (1- 5 yrs.)

Target Market	Population	Demographics	Types of Stores
Local Residents	2,857	<ul style="list-style-type: none">Population growthSmaller householdsMore seniors, ethnically diverse, low to mid-level household income	<ul style="list-style-type: none">Convenience goods and servicesGeneral merchandiseRestaurants, cafés, fast food
Downtown Businesses	n/a	<ul style="list-style-type: none">Evansville/Vanderburgh School Corporation, Welborn Clinic,St. Mary’s Hospital, City of Evansville, major banks, among others	<ul style="list-style-type: none">Business support services (e.g. lawyers, accountants, business supplies & services, office furniture)
Office Workers	15,000	<ul style="list-style-type: none">Financial (2,029 employees), Service e.g. health, entertainment (4,789 employees), Government (up to 3,089 employees)	<ul style="list-style-type: none">Lunch and after work eating/drinkingConvenience goods (e.g. drug store)Convenience services (e.g. banks, dry cleaning)Some general merchandise
Visitors (Casino Aztar)	2 million at Casino Aztar	<ul style="list-style-type: none">23% ate in Downtown17% shopped Downtown	<ul style="list-style-type: none">RestaurantsEntertainmentAntiques & collectibles

Long-Term (5- 10 +yrs.)

Target Market	Population	Demographics	Types of Stores
Primary Trade Area Residents	At least 73,000 in 2005	<ul style="list-style-type: none">Small population declineMid-level household incomeSimilar to county statistics	<ul style="list-style-type: none">Convenience goods and servicesGeneral merchandiseRestaurants
Office Workers	At least 15,000+	<ul style="list-style-type: none">Financial, health, entertainment, government	<ul style="list-style-type: none">Lunch and after work eating/drinkingSome convenience goods (e.g. drug store)Some convenience services (e.g. banks)Leisure
Visitors (Casino Aztar, Convention, Victory Theater, baseball fans, and other entertainment developments)	Over 2 million		<ul style="list-style-type: none">RestaurantsEntertainmentAntiques & collectibles

Housing

Housing is a critical component of any downtown revitalization program. Currently, less than 1000 residents [less than 1% of the city population] reside in downtown Evansville.

In July of 2000, DEI (formerly CCC), Center City Corporation, contracted with The Danter Co. to develop a market research study for condominium and apartments in downtown. The results indicated that sufficient demand already exists for a minimum of 44 market rate apartments and 12 moderately priced condominiums.

As the revitalization plan is implemented and the image of downtown Evansville begins to improve, our consulting team predicts housing in downtown will become more desirable by area residents.

The City of Evansville understands the importance of housing in and around downtown as evidenced by the commitment to develop a housing trust fund. Downtown housing offers many long- term benefits as it will encourage other forms of economic development nearby. For example, increased residential population downtown will heighten demand for a variety of retail, food, restaurant, and home product related services, thus providing opportunities for new or relocated businesses to open in the city center.

Below we have identified the immediate and long- term opportunities for housing in downtown Evansville.

Short Term (1- 5 yrs.)

Target Market	Population	Demographics	Types of Housing
Residents	n / a	<ul style="list-style-type: none">• Young professionals• Downtown workers• Empty nesters	<ul style="list-style-type: none">• Renovated loft apartments• New in-fill apartment complex

Long-Term (5- 10+ yrs.)

Target Market	Population	Demographics	Types of Housing
Residents	At least 73,000 in Primary trade area in 2005	<ul style="list-style-type: none">• Young families• Seniors	<ul style="list-style-type: none">• Neighborhood housing• Retirement community• New In- fill townhomes• Condominiums

Office

The office market in downtown Evansville continues to be the driving force behind the entire micro-economy of downtown. The downtown has historically served as the area’s financial and government center. However, as Evansville has grown and downtown has experienced a physical decline, office development outside of downtown has emerged, placing pressure on downtown to hold the position in the marketplace it has learned to expect.

Fortunately, Vectren Corporation, American General Finance, the Evansville Courier Press, Welborn Clinic, St. Mary’s Hospital, the area’s leading banks, and numerous professional offices and community service organizations have continued to place value on a downtown address.

Serious attention should be placed on business retention efforts to make certain these strong economic anchors remain downtown. At the same time, a serious recruitment campaign should be undertaken to introduce new potential businesses to downtown in an attempt to strengthen this important downtown use.

Identifying development opportunities for innovative business recruitment would allow downtown to take advantage of its strengths by offering a product not found elsewhere in the market.

The collection of large historic buildings downtown should be considered to be a unique asset in developing new office space not easily found in the greater Evansville area. In particular is the increased demand for flexible high-tech space for the wave of e-commerce businesses interested in locating in urban areas around the country.

Our consulting team is recommending a special task force be formulated to look into this growing phenomenon and identify local business partners who could offer guidance, resources, and insight into the development of an urban technology zone to encourage the recruitment of these types of businesses. This office environment could utilize existing buildings and encourage the development of new in-fill buildings as demand grows.

Finding developers to explore loft office environments, and tenant opportunities such as business incubators, downtown classrooms for area universities [i.e. art studio space, business administration center, downtown laboratory for geography & urban studies programs], private education, or tech programs in hospitality & gaming industries [important skilled training for downtown focus] all bring unique development approaches to downtown.

Short - Long Term (1- 10 yrs.)

Target Market		Demographics	Types of Office
Professional Firms High Tech Business Incubator Learning centers Public & Private Expanded or New Government Offices		<ul style="list-style-type: none">• Young Professional Firms• Corporate Service Centers	<ul style="list-style-type: none">• Renovated Lofts• Full Building Tenants• New Office Buildings

2. Principles of Revitalization

There are no overnight miracles in downtown revitalization. However, there are incremental steps that lead to significant progress in a relatively short time. Many of the projects proposed in the entire master plan will take several years until they come to fruition. By that time, the downtown Evansville environment will be drastically different than it is today. The retail environment should be flexible enough to accommodate these changes as they progress over the next 5 to 20 years. By

committing to an overall plan, the people of Evansville will gain a competitive edge over other development areas and cities. Businesses will flourish, property values will grow, and the city will enjoy increased tax revenues and a vibrant downtown. The principles behind the revitalization of downtown Evansville are:

- **Build an enabling organization to carry out the commercial requirements to revitalize the downtown**
The strength of any revitalization program is based on having an effective organization. The organization creates a broad-based partnership among public and private sector interests to provide leadership and resources to propel and maintain the revitalization goals. A commitment should be made to merge Center City Corporation (CCC) and the Evansville Downtown Development Corporation (EDDC) into a new downtown focused entity [i.e. Downtown Evansville, Inc. (DEI)]. Increased work between the EDDC and CCC is required to ensure revitalization work is carried out in the most effective and efficient manner (i.e. understand and share resources, coordinated marketing efforts, and targeted recruitment activity among others).
- **Ensure the basics are in place**
Downtown Evansville has a good range of neighborhood-serving commercial operations that are servicing the downtown businesses, office workers, and local population. Among others, these include a drug store, personal services (banks, dentists, and barbers), and a convenience store. These types of goods and services need to be reinforced to ensure their strength in the downtown. Many of these retailers need to improve their operations in order to stay competitive.

Having the breadth of quality neighborhood-serving operations in an easy-to-use environment will help to build loyal customer traffic in the downtown especially along Main Street. Some of the basic goods and service stores required include:

- Convenience stores
- Dry cleaners
- Drug stores
- Banking services
- Insurance, real estate
- Hardware
- Travel
- Photo store
- Hair and beauty salon
- Medical/dental/optometrist
- Video rental
- Stationery/card store

- **Build off strengths**
 - Like any marketed consumer product or brand, downtown Evansville has several important commercial attributes, namely:
 - safe, comfortable environment
 - high concentration of historically significant buildings
 - adjacent to Ohio River
 - sizeable, stable workforce
 - proximity of Casino Aztar
 - key commodities: convenience goods and services, restaurants/eating establishments, and antique stores
 - new housing initiatives and growing downtown population
 - professional services

It will be important for downtown Evansville to capitalize on these strengths. Of particular importance, downtown Evansville should build off of its key strengths of the office market and the potential visitor market to expand its offerings of restaurants/eating places, convenience goods and services (e.g. book stores). Of particular interest are the cultural developments planned for the area along Second Street as well as those near Fourth Street. This will have positive spin-off towards building stronger restaurant and leisure-based products (especially wholesale/retail operations such as sporting goods, home-decor/improvement) in the downtown as well as attracting more residents and visitors. In the long-term, a commitment should be made to reconnect Main Street with North Main Street.

- **Start with a geographical concentration**

Revitalization activity and investment should start by growing from blocks of retail strength and building these up to impressive levels rather than trying to do a little bit everywhere or by trying to fix the big problems first. Strong clusters of similar stores build critical mass.

At present the core retail is located along Main Street between Second Street and Martin Luther King, Jr. Blvd. There is also a developing node of retail near Casino Aztar that could become very strong should Downtown Evansville secure a ballpark and/or arena in the area. However, at present the critical mass of strong retailers is not present in either retail node.

In addition, retail could develop along Fourth Street as a connector to the downtown from the Lloyd Expressway gateway and east to the historic residential neighborhood. However, Fourth Street will primarily attract neighborhood convenience retail operations to the southeast and wholesale/retail operations to the northwest.

In the long-term, the “core area” (Main Street) should be preserved for retail. Professional firms should be discouraged from locating on

the ground level in this core area. While professional services are critical to the downtown by generating retail traffic, supplying business services to nearby offices, and providing an invaluable source of downtown customers; their presence at the ground level in downtown is not conducive to good retailing.

However, in the short and medium-term, professional firms that support the business offices (e.g. lawyers, accountants) may occupy space on Main Street in order to fill space with the caveat that these spaces will be converted to retail at a future date to accommodate increased consumer spending in the Downtown. This means that buildings being used by offices must maintain physical aspects that make them useful for retail (e.g. large windows and clear not smoked glass). As new projects develop (e.g. the new ballpark, expanded Casino Aztar) retail operations should be strengthened and ground level office space converted back to retail operations.

Other retail/service businesses (e.g. banks) should be encouraged to build new buildings or restore old buildings so they enhance the retail feel of the street.

- **Linkages are critical**

As mentioned, in the long term, linkages will be critical to creating a cohesive downtown environment whereby businesses work together to realize the synergy created by one another and mutually support one another.

There are numerous initiatives that will work toward building stronger ties. These include:

- Opening up Main Street to traffic by connecting Main Street with North Main Street (either with improved signage and circulation efforts around the Civic Center or by establishing a direct link through the Civic Center).
- The reconfiguration of Fourth Street to provide easier circulation and wayfinding to and from downtown Evansville.
- Gateway signage and wayfinding features that will direct people easily to the downtown.

While commercial continuity between the downtown and the new gateways will bring the downtown into focus for the city & region, improved signage, streetscaping, banners, and special events will work towards effectively linking them. The newly combined EDDC and CCC, casino, offices, convention center, and other entertainment developments (e.g. Victory Theatre, proposed ballpark, proposed arena, etc.) must continue to work together for each other’s mutual benefit to bring the retail, eating and drinking, and service functions of the downtown in closer connection especially through coordinated marketing campaigns.

- **Partnerships are critical**

Downtown revitalization will not happen solely within the public sector. Public/private partnerships are required to ensure that the shared vision for downtown Evansville becomes a reality. Partnerships can vary from the shared understanding and cooperation between private investors and the city/downtown organizations, with respect to building uses (e.g. banks should ensure that their ground level is pedestrian-friendly by not building large impenetrable fortresses and using clear glass instead of smoked glass) to coordinated marketing campaigns, linking specific businesses to key target markets, to sharing the cost of downtown improvements.

3. *Organizational Strategy*

- **Combine EDDC and CCC [Completed newly formed DEI]**

Combining the existing organizations into a single organization would be the most effective organizational strategy.

While there are a number of groups concerned about downtown revitalization and economic development, forming a tighter coalition of the EDDC and the CCC will likely achieve the goals identified elsewhere in this report. Each of these organizations can make a potential contribution; but only if they unite in sharing resources to accomplish the tasks ahead.

The new organization will capture the energy now apparent in Evansville. Downtown Evansville will be best served by a highly focused, mission-driven, entrepreneurial organization that quickly secures the support and loyalty of the downtown business community and, in addition, the support of private sector.

Since the time of this writing, the merger described above has taken place. EDDC & CCC have been combined into a single new organization, Downtown Evansville, Inc.

New Downtown Coalition

As DEI, the City of Evansville, Vanderburgh County, and others come together to champion the Downtown Evansville revitalization effort, a new downtown coalition will be formulated to bring community-wide leadership to the forefront and establish new goals and expectations for downtown.

This new partnership will draw its constituency from the entire region and will include members of the following organizations as well as others not known at this time.



A newly founded downtown coalition will bring greater Evansville organizations together to formulate and implement priorities of the Strategic Action Plan (see section 5.3).

In addition to the broad based local coalition discussed above, a long term goal for DEI should be to reach out further through the Convention & Visitors Bureau to tap regional tourism opportunities. By developing strong relationships with regional communities such as New Harmony, Owensboro, Henderson, Princeton, etc. a broader, more attractive message can be packaged and marketed allowing all communities to benefit from the increased tourism.

Organizational Characteristics, Structure, and Resources

- The downtown coalition must have support that is both broad and deep. Support must be secured from both the public & private community, but in particular from the private area businesses, corporations, and institutions. It is imperative that DEI support be gained from major corporations & institutions that to date have not felt compelled to be involved in the business of downtown Evansville.
- The downtown coalition must develop and articulate a vision for downtown Evansville that is compelling yet realistic. The vision must be sufficiently compelling to generate and maintain a strong sense of commitment and excitement, but it must be believable – that is, people must recognize and understand that the various elements not only can be accomplished, but also can be accomplished in a reasonable amount of time with resources that can be obtained.

- DEI must attract new board members to complement the existing DEI board of directors to gain further credibility in the community. Credibility, particularly in the early stages of the organization, is essential. DEI will be seeking to make changes in downtown that heretofore have seemed out of reach. Persistence and commitment are necessary because development is not an overnight process. Competency and leadership are also essential; the organization's leadership must have, and must be perceived as having, the requisite skills and ability to attract others to the cause.
- DEI must have competent, energetic, and creative staff to provide support and management of the vision. Leading the revitalization of a Downtown is not a nine-to-five job. Furthermore, in a small organization, staff must possess both general organizational skills and a certain level of technical skills and knowledge. The DEI staff appears to have dedicated and skilled personnel. However, now that the merger has taken place it will be critical that key positions of responsibility be identified and carefully assigned.
- DEI must have the capacity to do things. Acting as an advocate for downtown is important, but not sufficient to accomplish the tasks at hand. At the same time, it should be recognized that the downtown organization probably will not have sufficient resources to accomplish everything it sets out to do. It will have to establish partnerships and alliances with other organizations, both public and private, to leverage its resources.
- The downtown coalition and in particular DEI must inspire commitment and action by catalyzing, energizing and facilitating others to create visions and solve problems. Strong community based leadership is critical to downtown repositioning success. Communities dominated by one family, one corporation, one political leader, or one industry often lack the flexibility to react to new opportunities.
- DEI must instill collaborative leadership in its staff and Board of Directors. Collaborative leadership "requires a community to get beyond single issue and single organizations."
- Collaborative partnership components:
 - Coalition building, compromise, judgement/political skills
 - Networking
Building linkages beyond traditional relationships, whatever it takes to get the job done.

- Exercising non-jurisdictional power
The power of ideas, power of understanding, how different systems can work, the power of media and public opinion
- Institution building
Constructing new systems, building problem solving capacity into them and recruiting talent to operate them
- Flexibility
The ability to react as circumstances change and opportunities emerge
- Dialogue
Discovering new areas of agreement and opportunities to talk and listen; problems require more shared understanding than in the past

4. Commercial Strategy

The downtown coalition will be responsible for implementing the recommendations of the commercial strategy of which DEI and DMD will play critical roles. The commercial strategy for downtown Evansville will shift in the short-term to the long-term. The shift will center on increasing customer traffic in the downtown and then recruiting new businesses that can benefit from this expanded traffic as numerous developments are completed in the downtown.

The short-term strategy for downtown revitalization will focus on fulfilling the needs of the office workers and downtown residents. As visitation numbers and residency increase, and slated projects are completed, the long-term work should concentrate on developing an identifiable retail role that is more akin to a lifestyle district with a variety of eating and drinking establishments, antiques and collectibles, and other leisure retailers.

Marketing

Short Term

The DEI marketing committee's primary responsibility will be to organize promotional programs to attract shoppers, workers, residents, students, and outside visitors. This will be accomplished through the following initiatives.

- Help build positive images – Marketing should have a broad mandate to build positive programs and images, re: easy access, safety, convenience, historic setting, Ohio River, cleanliness, enjoyable shopping, well-managed stores, etc. Regional residents do visit the downtown for work and business services but the area needs help to convert single-purpose visitors into multi-purpose visitors (e.g. go to the bank and have lunch). While marketing should have a broad

mandate, the marketing communications must be highly focused on specific target markets of the downtown (e.g. Casino Aztar, convention delegates, office workers, residents).

- Begin with both umbrella communications (e.g. general good news on downtown Evansville) and the targeted facts to select groups.
- Continue good news to the public regarding new developments, changes, and successes through the *Downtown Pulse* and other regional publications, such as *Evansville Living* magazine.
- Continually update the web site to highlight special events, historical institutions, commercial buildings, and homes in the area. Although DEI has combined, the CCC & EDDC have merged into one organization, we are recommending that the web site be divided between those seeking information on investing in downtown and those who want to visit. There should be quicker links for special events, available commercial sites, downtown demographics/information, etc. and they should be put up front
- See downtown Houston’s web site as an example. www.Downtowndistrict.org
- Make attractions and events retailer-friendly – downtown’s calendar of events should be planned on a merchandising & entertainment basis. It should focus on specific, high-priority, shopper segments and merchandise buying seasons, with the emphasis on building shopping traffic for the various retail businesses. Targeting special events, such as the Riverfest, to the downtown’s target market will ensure that when people come downtown for the events that they will stay longer and shop more. Special events that do not tie into the target market may be successful for the event but the retailers will not experience the possible spin-offs. In addition, events held at Casino Aztar should be linked (physically e.g. trolley, carriage rides, etc. and event-wise) with the downtown businesses as much as possible.

There are numerous events promoted by the DEI in Evansville at present. These include:

Event	Month	Target Market
Fabulous First Friday	May to Sept	Office workers, local residents, visitors
Downtown After Sundown	June	Young local adults, visitors
Riverfest	Aug.	Local residents (families), visitors
Autofest	Sept	Local residents, visitors
Christmas Parade	Nov	Local residents

Other events promoted by other groups include Thunder on the Ohio in June/July, Ducks on the Ohio in September, Brew HaHa Micro Brew Tasting in September, Ohio Ribber Barbeque Contest in September, and First Night on New Year’s Eve.

Strategic Action Plan

Other possible events

- As Downtown Evansville builds more success as an entertainment venue, an arts festival where artists of all kinds, young and old, are invited to showcase their art. This could include converting vacant stores into temporary galleries, using restaurants to showcase art, having poetry readings in different Downtown businesses, posting poems on posts, painting the streets, film festivals, and staging theater or local singing groups/bands in the Downtown. This event easily ties in with nearby college students and could draw people from outside the trade area if marketed successfully.

The following are some promotional and on-the-street images of Des Moines, Iowa’s highly successful arts festival.



For the events already held in Evansville, and the new proposed events it is important to prioritize them. Start by planning one additional event per year while remembering to link them to promotions already held in the downtown and to always include a merchandising component (e.g. restaurant specials and retailer cross promotions that tie together Riverfest and summer vacation). Once these events are running well, other events may be added or reorganized.

Building Retail Assets

Using the retail mix noted in Section 5. 2.1, targeting restaurants, antiques and collectibles, and leisure businesses (wholesale/retail), DEI should develop a committee of interested businesses, individuals, organizations/institutions, real estate people, and City staff and officials to work toward:

Existing Business Retention

- Commercial retention activities — Before developing new businesses, downtown Evansville needs to protect and enhance the existing retailers. These businesses generate traffic and attract people from outside the trade area. The new business association will be able to supply retention services through the following means:
 - Making educational tools (including slides, videos, guide lines, and books) available to downtown businesses.
 - Continuing to offer seminars on topics such as merchandising, effective use of window displays, how to offer good customer service, how to develop a mail order business, etc.
 - Making demographic information available so that businesses can target their promotions to customers better.
 - Continuing to provide businesses with networking opportunities by holding monthly meetings. These meetings can be enhanced by allowing merchants to take turns holding meetings in their stores, which gives downtown retailers the opportunity to learn about each other’s businesses.
 - Supporting cross-promotional efforts e.g. a dining guide to downtown Evansville.
 - Encouraging retailers to stay open longer on weekdays and weekends.
- Communicating/sharing the retail vision — Holding regular briefing meetings with property/business owners and city officials on the state of the commercial real estate market and encouraging dialogue regarding the retail vision for Downtown Evansville will help in terms of pursuing municipal, state, and federal support programs as well as private business support (e.g. Casino Aztar).
- Retail operations need to set higher standards in their execution in order to appeal to customers.

New Business Recruitment

- Develop an information package to target new local and regional businesses. The information package should include the following points:
 - Demographics on the Evansville region
 - The size and nature of the downtown retail potential
 - Good news on the downtown

- Targeted communications to these potential retailers
- Testimonials from other successful retailers
- Development of a brochure on how-to key points for new businesses to follow when starting a new business (see appendix for a copy of “Starting a Retail Business in Downtown Owen Sound” to use as a guide)
- Maintain good contacts with property owners and leasing agents/ real estate professionals in order to refer potential business prospects to appropriate properties.
- For the most part, retailers that will come to downtown Evansville will not be national chain operations. Most chains sign radius clauses with developers when they lease. Because Green River Road has so many chains, most of these retailers will be prevented from coming to downtown by their current leases. Instead, downtown should focus on strong independents and local chains.
- Look for business development opportunities nearby. These businesses will be primarily local specialty retailers and regional chains (e.g. drug stores). Examples of target retailers include:

Commodity	Examples	
Short /Medium Term	Main Street	Entertainment District
Eating and Drinking	Coffee shops, cafés, café/bookshops, traditional restaurants with midwest appeal, brew pub, salads/sandwiches, catering	Larger scale restaurants/bars, country/western bars, entertainment restaurants (e.g. Jillian's), brew pubs, chophouse, seafood, other entertainment facilities
Convenience	Convenience stores, drug stores, dry cleaners, hair and beauty salons, card stores, banks and financial institutions, medical offices, travel	Drug store, convenience store
Office support	Reproduction services, graphic design offices, lawyers, accountants	n/a
Long Term		
Leisure – Wholesale/ Retail	Antique stores, collectibles, bookstore, hobby/crafts, music store (sheet music and instruments), unique and unusual items (e.g. Lib's Candies)	Kitchen supply, home décor, upholstery, fabric/sewing, blinds/drapes, paint, flooring, fishing/guns, sporting goods (e.g. silk screening team uniforms)

5.3 Implementation

Although the downtown coalition is not intended to become a formal non-profit organization with officers, membership requirements, etc., it will be important to have an organizational mechanism to help coordinate the efforts of all those involved.

Our recommendations for the formulation of the coalition and initial or- ganizational structure are as follows:

- Identify a community leader at the highest level to spearhead effort
- City of Evansville, Downtown Evansville, Inc., and community leader identify key community leaders to serve on coalition execu- tive board.
- Expanded group from above identify city-wide organizations to provide input and man power/ resources to implement the strate- gic plan.
- Provide a working committee structure to allow city-wide organi- zations to share in the strategic planning effort with neighboring organizations and individuals (see diagram below).
- Allow City of Evansville and Downtown Evansville, Inc. to pro- vide action-focused leadership and key staff people to assist the working committees with the day-to-day activities necessary to advance the plan without the risk of volunteer burnout or frustra- tion.



The following strategic goals are presented for consideration by the action committees as they organize for implementation responsibilities.

Action Committee responsibility key:

- | | | | |
|----------------------|---|----------------------|---|
| Regulatory | ● | Marketing/Promotions | ★ |
| Placemaking | ■ | Partnerships | ♥ |
| Economic Development | ▲ | Design | ► |

1. Strategic Goals

Short Term Goals

- Identify Redevelopment Committee & Sub-Committees w/ Champions ♥

Include community leadership not just downtown stakeholders
Develop new realistic leasing plan & strategy
Begin discussions with those interested in major projects
Prepare realistic timeline

- Consolidate Center City Corp. & EDDC – Completed (DEI) ♥
- Clean & Safe Program ● ♥
Start with Main St., River, & Civic Center Piazza
Exceptional maintenance of public & private areas
Beat cop, bike patrol, horse patrol
Workers & officers are ambassadors for downtown
- Organize a Special Improvement District [SID] ● ♥
Help to pay for clean & safe program
- Permit Vehicular Traffic on Main St. ● ►
Allow for St. closing for special events, evenings., lunches, etc.
- Remove Metal Façade Canopies ● ►
Work with prop. owners to renovate facades w/ City assist.
- Convert 1-way Streets to 2-way ●
Work with City, EUTS & INDOT
- Develop Landscaping & Signing Plans for The Lloyd Expressway ● ►
Work with City & INDOT
- Identify a Pilot Block Rehab Project on Main St. ●▲♥►
Weave as many public / private and other innovative programs into effort
- Develop a Fresh Marketing Campaign for Downtown ★
- Identify key projects, programs, events, new mngmt. practices ★
“light up downtown”- “discovery dinners”- “tall stacks”
- Redesign the DEI WEB Page ★
Provide glimpse of new downtown attitude, pub. /priv. commitment
Post vision sketches, projects, approach & ways to get involved

Medium Term Goals

- Design/Development Guidelines for Redevelopment Activities ● ►
- Implement Less Expensive Design Enhancement Ideas ●■♥►
[parking lot screening, increased parking deck lighting levels, storefront enhancements, simple property owner signing & landscaping]
- Introduce “State of the Art” Wayfinding System ●■
- New Gateways into Downtown ●■ ►
[4th St., Main St., Fulton, Mem. Pkwy]
- Establish a Community Based LLC for Profit Development Entity ▲
- Civic Center Piazza ● ►
[M L K Blvd, Sycamore, 9th & Locust]
- Pilot “New In-fill Housing” Project ●■▲♥►
[along Vine, St. Mary’s, lofts]
- Implement Phase I Public Art Campaign ●■
[Civic Center, Main St. & Riverfront]
- Broaden Community Interest in Downtown Through a “Downtown First” Campaign ♥ ★

Long Term Goals

- Build capital reserves in LLC for Long Term Reinvestment Potential ▲
- North Main St. Reconfiguration ● ■
- Government Campus @ N. Main St. ● ▲ ►
- Larger Entertainment Venues ▲ ♥
[Ballpark, Arena, Hotel, etc.]
- Develop Regionalism Marketing Relationships ★ ♥

As the committee begins to work together on the implementation strategy and has met with key individuals or organizations intended to champion the cause on various projects, the list of action items suggested above may be broadened or diminished depending upon the wishes of the project liaisons and the committee.

The priorities might also shift because certain situations may present themselves suggesting a project might take more or less time to implement.

In the end, regular meetings of the committee will ensure communication linkages between the committee members, project liaisons, and the downtown Evansville Inc. will remain strong and focused to provide a new found level of confidence in the downtown Evansville organization.

Investors and property owners will gain trust and confidence in downtown as a future investment opportunity as they witness the success of Downtown Evansville, Inc. to champion and implement the strategic planning initiative.

2. Development & Business Incentives

As the champions & sub-committees begin to explore ways in which to expedite their particular charge, funding will undoubtedly be an issue. Private enterprise will be cautiously excited about the prospects of investing into downtown. Consequently, it will be important to work closely with city & county government to identify potential economic incentive packages to help lessen the developers risk by underwriting a portion of the project development expense. Additionally, the same applies for potential new retailers who may be cautiously optimistic as they consider opening a business in downtown. Below we have identified a few such programs for consideration, some of which are ongoing and already exist in Evansville.

DEDC Co-op Loan Fund	Downtown Revitalization Loan fund
Economic Development Loan Fund	DEDC Design Incentive Grant
Riverfront Development Beverage License	Tax Abatement Program
20% Historic Rehabilitation Tax Credit	10% Investment Tax Credit(Non-Historic)
20% Indiana Investment Tax Credit	Tax Increment Financing(TIF)
\$5,000 Grant Enticement (Lease/Purchase)	Clean and Safe Program
Main St. as a Special Incentive District	A City Block Demonstration Project

3. Public Policy & Guidance

The review of current regulatory mechanisms such as zoning, building code compliance, and design review, will be concurrent with efforts to implement key projects within the action plan. Our cursory review of these regulatory elements suggest that a special overlay zoning district be identified with the downtown target area to allow for a more relaxed approach to the off-street parking requirements & possible development entitlements. See Section 1.0 Map I-II for existing zoning details.

Additionally, we recommend that new design guidelines for building rehabilitation and new construction be crafted to more closely align with the overall redevelopment plan for downtown.

Site planning standards should be adopted that will eliminate building setback requirements that tend to break the integrity of the street wall and introduce an ill-advised suburban design condition.

New buildings should be designed to blend into the historical character of the street without trying to replicate historic architecture or through the all to often disappointing historical theme approach. New buildings should be contemporary in style with careful attention to neighboring building massing and fenestration so as not to disrupt the urban rhythm of the street but rather to complement the authentic historic integrity.

4. Sustainable Design

As future community development issues and opportunities are being discussed for a better Evansville, consideration should be given to the importance and long-range benefits of sustainable design practices for the entire community and in particular downtown.

A sustainable design practice encompasses an expanded sense of responsibility shared by a community to future generations for the preservation and enhancement of our planet’s ecological systems. This is not limited to pure natural resource conservation concerns such as the rain forests of South America, glacial reserves of the arctic, or the preservation of the farmlands, wetlands, and wood lots surrounding our towns.

A community’s sustainable design philosophy should include issues of safe building materials and material recycling, historic preservation, clean energy alternatives such as solar or wind, energy conservation practices, alternative transportation systems, innovative techniques for storm water purification and management, and other important matters affecting the longevity of the earth.

The public/private partnerships that will be created to accomplish the actions spelled out in the strategic action plan will provide the citizens of Evansville with a revitalized downtown. In addition the practices employed to accomplish this task can provide education and knowledge

on the advantages of sustainable community development techniques for a “healthy” downtown as well.

We recommend that a task force be identified within the action committee structure to explore sustainable community design principles being used in other communities. This group of individuals should include local authorities on these matters such as university professors, city/county energy officers, and local design practitioners familiar with applicable programs and techniques.

The action committee should encourage downtown Evansville project sponsors and developers to consider including those “green” practices on their projects that will demonstrate sustainable thinking without jeopardizing the economic considerations of the project. It has been proven that most sustainable design techniques decrease even initial construction costs, in addition to the life cycle costs of a project.

5. Final Thoughts

As the strategic plan for downtown Evansville has reached completion, the reality sets in that this is the end to a project but the beginning of a process. A process crafted by the people of Evansville for the revitalization and re-positioning of downtown Evansville. The process of creating the new master plan has taken approximately twelve months to complete through the hard work and dedication of public officials and private citizens alike. The timeframe to revitalize downtown can not be measured in months or even years because the business of revitalizing our cities is a task that is never completed.

Hopefully this document will serve the city of Evansville well by instilling a new sense of ownership and pride in all of Evansville’s citizens to take part in the process of making downtown the best that it can be.

The framework from which this new campaign for a better downtown was created has met with tremendous support to date and it will be important for those who will be responsible to advance the plan to revisit their commitment to the cause often.

Champions of the plan should not become discouraged when challenged by those who do not see the merits of certain aspects of the plan. This is a normal part of the process and will in many ways allow renewed commitments and improved approaches to be examined by the downtown coalition, thereby fostering even stronger public support for the revitalization program.

A physical project or two that happens as a result of the master planning effort cannot be the measure of success of the strategic plan. The true measure of success will be through the improved quality of life in downtown Evansville in the coming years.

Appendix

Meeting Attendees

City of Evansville

Mayor Russell G. Lloyd Jr.
Joan David, Chief of Staff
Mike Duckworth, Director of Transportation Services
Mike Humphrey, Fire Chief
Marvin Guest, Sr., former Police Chief
Pat Keepes, City Engineer
Mary Wildeman, Interim Executive Director, Department of Metropolitan Development
Rose Zigenfus, Director Urban Transportation Service
Cheryl Musgrave, County Assessor
Alberta Matlock, City Clerk
Michael Osborne, Executive Director, Dept. of Metro Development

City Council Members

James Angemeier
Steve Bagbey
Curt John
Joe Kiefer
Jeff Kniese (formerly held by Taylor Payne)
Angela Koehler-Walden
Steve Melcher
Connie Robinson
B.J. Watts (formerly held by David Mosby)

Evansville Redevelopment Commission

Howard Abrams
Robert Goldman
Donald Korb
William Vieth
Alphonza “Pete” Watkins

Downtown Master Plan Steering Committee

Scott Anderson	Old Jail Management
Marcia Au	Evansville-Vanderburgh Public Library
Adrian Brooks	Pastor, Memorial Baptist Church
Jim Brown	Casino Aztar
Tony Carroll	Jungle Restaurant
Chief of Police	City of Evansville
Ron Christian	Vectren Corporation
Lisa Collins	Harding, Shymanski & Company
Joan David	Chief of Staff, City of Evansville
Catherine Fanello	Vanderburgh County Commissioner
Kevin Fleming	Pastor, First Presbyterian Church
Pam Guthrie	Historic Preservation Alliance
Michael Hinton	Old National Bank
Mike Humphrey	Fire Chief, City of Evansville
Jay Kasey	St. Mary’s Health Care Services
Pat Keepes	City Engineer, City of Evansville

Russell G. Lloyd Jr.	Mayor, City of Evansville
David Matthews	David Matthews Associates
Frank McDonald II	Integra Bank
Steve Melcher	Evansville City Council
Michael Osborne	Dept. of Metro Development
Ken Robinson	Vision 2000
Philip Schoffstall	Evansville-Vanderburgh School Corp.
John Stratman	Stratman’s Pharmacy
Dennis Szorcsik	DEI, former Center City Corp.
Robert Whitehouse	Evansville Visitors Convention Bureau
Lloyd Winnecke	Fifth Third Bank
Mike Duckworth	Director of Transportation Services, City of Evansville

Mary Wildeman	Deputy Executive Director, Evansville Metropolitan Development
Rose Zigenfus	Director of Evansville Urban Transportation Services

Real Estate Representatives

Scott Anderson	Old Jail Management
Charles Compton	Zierner Stayman Wietzel & Shoulders
Steve Martin	Martin Reality Group
Jim Unverzagt	Old National Bank

Area Clergy Representatives

Pastor Tim Baker	Impact Ministries
Pastor Adrian Brooks	Memorial Baptist Church
Pastor W. R. Brown Sr.	New Hope Baptist Church
Reverend W. R. Brown Jr.	New Hope Baptist Church
Pastor James Buckner	Cleaves Memorial Church
Father Steve Lintzenich	St. Mary’s Catholic Church
Pastor Larry Rascoe	Nazarene Baptist Church
Pastor Todd Robertson	Liberty Baptist Church

Hospitals and School Representatives

Dr. Greiner	University of Evansville
Dr. Hoops	University of Southern Indiana
Jay Kasey	St. Mary’s Health Care Services
Tom Kramer	Deaconess Hospital
Jim Naas	Ivy Tech Community College
Andrew Perry	Welborn Clinic

Downtown Merchants

Jan Howell	Emge’s Deli
Charlie James	Rowe Imports
Derrick Pickett	Blimpie Subs & Salads
Don Smith	Lic’s Ice Cream & Sandwich Shoppe
Nick Stratman	Stratman’s Pharmacy
Bryan Turley	Turley Jewelers

Building Authority

Andrew Goebel	Joseph Theby
John Stanley	Stephen Utley

Public Forum Promotion Committee

Kathy Biggerstaff	Membership Manager, Center City Corp.
Tim Black	CBS-Channel 44
Laura Daywalt	Fox Channel 7
Lisa Kelsey	Evansville Courier
Rob Seitz	SMG
Dennis Szorcsik	President of the Board of Directors, DEI formerly Center City Corp.

Todd Tucker	Evansville Living Magazine
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Area Developers

Scott Anderson	Old Jail Management
Bill Bussing, Esq.	Downtown Evansville, Inc.
Mark Schuster	Evansville Otters

Center City Board of Directors

Ronald R. Allen	Stacey McNeill
Alan Brill	Dwight Nestrick
John K. Browning	Mark Owen
Robert Chester	Rick Reising
Ron Christian	Tony Ricketts
Libby Currier	Don Shymanski
Anne Gryczon	Derek Stahl
David Gunn	John Stratman
Craig Howerton	Dennis Szorcsik
Mark Isaac	Joe Vezzoso
Curt John	Turk Walton
Kerry Kamp	Center City Staff
Christine Keck	Kathy Biggerstaff
Dolli Kight	Tracy Terry
Tricia Lovore	Kristy Williams
J.D. LeClere	Cindi Huett
Donna Marklewicz	Crystal Fisher

Arts Council

Dennis Avery	Mary Jane Schenk
Marie Boone-Clark	Kathy Solecki
John Daniel	
Nancy Gaunt	

North Side Business Association

Tami Grismore	Steve Melcher
Mike Holl	Steve Millay
Don Neidig	

Leadership Evansville

Vera Campbell
Sara Davies
Mike Feltz
Maria Worthington

Youth Resources

Robin Aldrich
Megan Boatman

Adam Buente
David Isaacs
Regan Lackey
Andy Lindauer
Ray Perry

Young Professionals

Mike Feltz	Clark Dietz, Inc.
Brian Goffinet	Senator Evan Bayh’s office, Co-Chair
Alysia Lamb	Keller Crescent
Kathleen Lane	Chamber of Commerce, Co-Chair
Katy Nimnickt	Keller Crescent
John Petkovesek	David Mathews & Associates
Amy Preske	Keller Crescent
Derek Shelton	Chamber of Commerce

General Public

Howard Abrams	Mary Carnes
Hugh & Carol Ahlering	Tony Carroll
Jill Albertson	Dorris Caywood
Phyllis Allen	Carol Chambers
Karen Alley	Tom Cheek
Paullina Anderson	Robert Cherte
Kim Angermeier	Brenda Clark
J.N. Ansbro	David Coker
Greg Apple	Lisa Collins
Scott Ashland	Andrea Compton
Dennis Au	Connie Conrad
Marcia Au	Larry Crayne
Vicki Banks	Robert Crow
Carol Banks	Susan Crowley
Anne Basden	Tim Crowley
Mary Baugh	Barbara Cunningham
John Bays	L. Davis
Jason Berry	Rick Davis
Kathy Biggerstaff	Terry Davis
Nancy Bizal	Davena Day
Tracy Boone	Phyllis Day
M.L. Boultinghouse	Steve Deck
Bob Brennan	Mysti Demarco
Lucille Brinkley	Bill Doty
Kathy Briscoe	Jeffery Drury
Stephen Briscoe	Bettye Duggins
Larry Bristow	Jessica Dunnellon
Terry Brom	Carolyn Egan
David Brown	John Eickhoff
Michael Brown	David Ellert
Traci Brown	Dan Engelbrecht
Dan Buck	Larry Faulkengurg
Steve Buedel	Marilyn Fenlner
Matthew Buennette	Jason Fischer
Dan Bugher	Phil Fischer
Drew Burrell	Crystal Fisher
Jayne Buthod	Helen Fisher
Joan Byars	Diana Fithian
Andrea Calhoun	Kevin Fleming

Edward Floyd
Greg Folz
Sybil Ross Foster
Emily Fowler
Jim Fowler
Mari Lou Freels
Stephen Fritz
Linda Garrett
Kenneth Gibson
Ellen Gintert
Cynthia Gist
Bobby Gold
Marilyn Goodrich
William Goodsen
Brent Grafton
Bonnie Grayton
Brian Griffith
Tess Grimm
Ann Gryczon
John Habermel
James Hadley
Linda Hahus
Damon Hancock
Teresa Hancock
Scott Hannion
Mary Harl
Janet Hart-James
Robertta Heimon
Andy Herbertz
Patrick Higgs
Jon Hill
Mike Hinton
John Holmes
Alice Holmes
Jan Howell
Anne Howerton
Craig Howerts
Phil Hoy
Sandra Hoy
Cindi Huett
Mary Hukill
Gordon Hurst
Mary Hurt
Keith & Melinda Jarboe
Katherine Jewell
Curt John
Kurt Jourdan
Jeff Justice
Shawn Kalibli
Annie Karger
Christine Keck
Jim Keck
Gary Kelley
Cheryl Kendal
Jim Kerns
Dorothy Kiefer
Marlene Kinney

Mary Kixmiller
Norma Knapp
Jeff Kniese
Betty Kopp
David Lamont
Helen Landrum
Mark Latham
Felicia Law
Harvey Lewis
Laura Libs
Phil Lieberman
Keigh Lloyd
Theresa Lloyd
David Loeker
Charles Luecke
George Lukerland
Gene Lutterbach
Debra Lutz
Mike Madiaga
Pat Maharg
Heather Main
Crystal Majors
Fred Marks
Pam Martin
Ryan Maylinger
Elizabeth McCalister
Shannon McCarter
Allison McCarter
Gary McDowell
Sandy McDowell
Kim McFarland
Steve McKee
Renee Melcher
Art & Rita Mengon
Rosella and Chuck Meny
Stephen Mezciton
Anualilja Mezciton
Christine Mildner
Jeff Miller
Mike Miller
Steve Miller
Tom Moor
A.W. Moorman
Barbara Moorman
Todd Mosby
Jon Mundy
Cheryl Musgrave
Sherri Musgrave
Don Myrisk
Gerald Naas
Jenny Nags
Justin Naumovitz
Don Neel
Don Neidig
Caroline Nellis
Joseph Nickolick
Henry Nodarse

Steve Nowak
Sharon Olson
Judy Pace
Tracey Pace
Wanda Packer
Bert Papineau
Buddy Parter
Frank Peterlan
Marirose Pierre
Jennifer Piettman
Donna Porter
Mary Present
Julie Preske
Jenny Redmond
Jane Reel
Gail Reicken
Rick Reising
Ray Rising
Toby Roberts
Suzanne Rohm
Lyman Roll
Debby Rothermer
Robert Rothermer
Rich Ruden
Linda Ruff
James Sallee
Rick Schactt
Tim Schapker
Jim Schenk
Donna Schuldt
Sarah Schuler
Mark Sehuste
Jayne Sharpe
Nancy Shively
Leslie Simmons
Layne Singleton
Patricia Singleton
Urris Singleton
Dennis & Tatianna Sledd
Rick Smith
Vicki Snyder
Debra Spalding
R.E. Spence
Colleen Stoltz
Nick Stratman
Adam Strouse
Joan Tapp
Veda & Walt Taylor
Joe Templeston, Jr.
Tracy Terry
Ron Unfried
Jim Unverzagt
Wayne Vaughn
Inez Vick
Bill Vogt
Dennis Vowels
Jeremy Wagner

Jamil Wali
Julie Wallingford
Evelyn Walls
Nancy Walters
Turk Walton
Havre Watters
Ben Weaver
Alice Weber
Tom Westfall
Wally Will
Don Williams
Gary Williams
Kristy Williams
Sue Winstead
Juais Winters
Phil Wolter
Paula Womoct
Steven Wozniak
Carolyn Wyatt
Becky Young
Roy Zenthoefer