CITY OF EVANSVILLE SMART GROWTH PLAN 2035
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Appendix A: 2015 Public Participation Plan

Public Participation Plan for the City of Evansville 2015 Smart Growth Comprehensive Plan Update

What is a Public Participation Plan?

The City of Evansville Smart Growth Comprehensive Plan is a legal document that guides the future development and policies of the City of Evansville. Public participation is an important part of the planning process, allowing residents to voice their desires and concerns with the many aspects of their city. This public participation plan is designed to meet the public participation requirements of Wisconsin's "Smart Growth" Law (Wis. Stat. § 66.1001(4)(a)).

The public participation plan for the City of Evansville Smart Growth Comprehensive Plan is intended to serve two purposes. First, it will help answer the most basic planning questions, such as "What do the residents, business owners, and industries of the City of Evansville want their city to look like?" An important and effective way to identify public values within the city is to provide opportunities for public involvement throughout the planning process.

Second, this public participation plan is intended to engage those within the City of Evansville in shaping the future of development and city services. Active participation in the planning process allows you to help shape the community you live in for years to come. This plan is intended to engage Evansville residents, business owners, and industries. It is important to have meaningful participation to create a plan that is for the people of Evansville. The results of participation activities will be documented and included in the final version of the Evansville Smart Growth Plan.

How to Participate

- Planning Materials at Evansville City Hall at 31 South Madison St.
- Monthly Plan Commission Meetings.
- Smart Growth Plan Kickoff Meeting.
- Public Forums and informational meetings on the planning process, plan inventory, and plan recommendations.
- Public Comments through phone calls, emails, events, or mail.
- City of Evansville Website.
- Meeting dates and times will be widely distributed through media releases and the City of Evansville Website, pursuant to Wis. Stat. § 985.02.
- There may be opportunities to participate through Social Media.
- Information distributed through the Evansville Review.

Public Involvement Opportunities

Citywide Public Input Survey – Winter/Spring 2014

A public input survey was sent out to all households within the City of Evansville in January 2014. The results of this survey will be used to guide the planning process. The survey results will be presented at the May 5th Plan Commission meeting.

Evansville Week of the Young Child Family Night – April 2014 & 2015

The City of Evansville had a booth set up at Family Night as a way to accept public comments to use in the planning process. This was also an opportunity to engage children in the planning process by encouraging them to draw pictures of places in Evansville they either like or dislike, and explain why. Staff plans to have a booth with a similar concept in 2015.

Evansville Earth Day Energy Fair – April 2014 & 2015

The City of Evansville had a booth set up at the Energy Fair as another opportunity to accept public comments. This was also an opportunity to engage children in the planning process by encouraging them to draw pictures of places in Evansville they either like or dislike, and explain why. Staff plans to have a booth with a similar concept in 2015.

Evansville Community Partnership Activity Fair – January 2015

The City of Evansville plans to have a booth set up at the Activity Fair in January of 2015. This will be used to accept public comments regarding the Smart Growth Plan in the same way as the Family Night and Energy Fair activities.

Smart Growth Comprehensive Plan Update Kickoff Meeting & Visioning Session – Fall/Winter 2014

This meeting and visioning session will give residents another chance to provide input and more directly guide the planning process for the City of Evansville. Those in attendance will be able to identify strengths, weaknesses, opportunities, and challenges to the City of Evansville. The public will also be informed of future input opportunities. The results of the Kickoff Meeting and Visioning Session will be used to supplement the results of the Citywide Public Input Survey.

Business Survey – Summer/Fall 2014

This will be a survey provided to business owners in the City of Evansville, asking general questions about the city, economic development and the business climate. This survey will be used to guide the planning process, especially the economic development chapter.

Health Fair at Creekside Place – Fall 2014

The City of Evansville plans to have a booth set up at the Annual Health Fair in the fall of 2014. This will be used to accept public comments regarding the Smart Growth Plan. As research is showing, the built environment can have a huge impact on the health of a community's residents. The health fair is an excellent venue for citizens to provide feedback that can improve their quality of life.

Public Informational Meeting & Public Hearing – Tentatively May & June 2015

This will be an opportunity for the public to view and comment on a draft version City of Evansville Smart Growth Comprehensive Plan before its final approval in June of 2015. This is an important opportunity for any final input or changes before the plan is officially adopted into law.

Plan Commission Meetings – Monthly

The monthly Plan Commission Meetings will be where much of the discussion between decision makers and city staff takes place. These public meetings provide an opportunity for the public to weigh in on items being considered by the Plan Commission and offer input to Plan Commissioners about the City of Evansville. Each month the Plan Commission and city staff will have discussions about the Smart Growth Plan update.

Question of the Month – Monthly

There will be a monthly question relating to the plan update posted on the city website for the public to respond to. This will provide further facilitated input from the public on a regular basis throughout the planning process.

City of Evansville Website Updates – Ongoing

The website will be updated as the planning process progresses. Public can use the website to stay in touch with the planning process.

Public Comments – Ongoing

Public comments regarding the City of Evansville Smart Growth Comprehensive Plan will be accepted throughout the planning process by e-mail and standard mail. Send comments to smartgrowth@ci.evansville.wi.gov or use the contact information below if you'd like to use standard mail or would like to ask questions or request more information about the Smart Growth Plan.

Contact Information

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Community Development Director
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P.O. Box 76
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Appendix B: 2014 Community Survey

City of Evansville

Community Survey 2014

Survey Results

University of Wisconsin – Oshkosh

May 3, 2014

About the Survey

A survey of citi□ens in Evansville was reviewed and analy□ed by the Business Success Center of the University of Wisconsin – Oshkosh in cooperation with the City of Evansville in the Spring of 2014. In addition to efforts by two of the UWO faculty, the students in the Masters of Public Administration - Policy Analysis course provided a statistical evaluation and analysis of the results of the survey. This report analy□es the results of this survey and provide insight into the perspectives of the Evansville citi□ens on a variety of issues.

The 2014 Evansville Citi□en Survey included nineteen primary questions and multiple sub-questions, along with questions requesting general demographic data as well as an opportunity for comments from the respondents. Seven hundred and twelve (712) surveys were returned and the resulting data has been entered into a statistical analysis program. Depending upon the nature of the question, individuals were asked to respond based on the four following possible rating options: 1.) top notch, good, fair, poor and do not know 2.) very strong aspect, strong aspect, weak aspect, very weak aspect and neutral/no opinion 3.) strongly support, support, oppose, strongly oppose and neither support nor oppose or 4.) strongly agree, agree, disagree, strongly disagree and neither agree nor disagree.

The survey was sent to all 2084 properties from the residential parcels provided from a City database. The 712 responses constitute a 34.2 percent overall response rate, which is a good response rate compared to other similar citi□en surveys. The relationship between sample si□e and precision of the survey instrument at a 95 percent confidence rate frequently used in surveys is shown below. The 712 responses create a margin of error of approximately 3.8 percent. A level of 5 percent is considered acceptable for most survey results. The confidence rate is 96.2 percent.

Sample Si□e	Margin of Error
100	10%
300	5.5%
400	5.0%
800	3.5%

EVANSVILLE COMMUNITY SURVEY – 2014
SURVEY RESPONSES
(Note: Percentages reflect only respondents to each individual question)

Satisfaction and Engagement

1. Overall, how satisfied are you with the City of Evansville as a place to live? N=668

30.60%	Very Satisfied	6.00%	Dissatisfied
62.20%	Satisfied	0.90%	Very Dissatisfied

2. Please rate the quality of the following community services and state if you would be willing to pay more, through increased taxes or fees, to improve the following community services.

Please rate the quality of the following community services:						
	Top Notch	Good	Fair	Poor	Do Not Use	N
Police	18.6%	59.2%	14.1%	2.5%	5.5%	694
Fire	24.3%	55.8%	5.1%	0.3%	14.5%	688
Emergency Medical Services	22.5%	51.8%	7.3%	2.2%	16.3%	689
Sidewalk access/conditions	5.4%	48.7%	31.0%	13.5%	1.4%	690
Street maintenance	7.0%	42.8%	36.4%	13.4%	0.4%	696
Street sweeping	11.0%	54.5%	26.9%	5.3%	2.3%	684
Pothole patching	4.6%	35.0%	39.2%	20.3%	0.9%	689
Snow removal	16.0%	49.5%	23.5%	10.9%	0.1%	695
Drinking water	11.6%	48.9%	23.4%	14.3%	1.9%	700
Brush and yard waste pick-up	17.5%	49.9%	15.3%	5.9%	11.4%	693
Brush and yard waste drop-off site	16.7%	48.7%	11.7%	2.9%	20.0%	684
Storm water management	8.5%	57.5%	23.0%	4.2%	6.9%	670
Electric service	19.7%	61.0%	14.8%	4.0%	0.4%	695
Parks and recreation facilities	24.9%	57.3%	13.4%	1.7%	2.7%	695
Veterans Memorial Pool	14.9%	44.4%	13.2%	1.6%	26.0%	692
Building inspection	7.2%	30.1%	13.6%	5.5%	43.7%	678
Public library	28.9%	51.9%	8.3%	1.0%	9.8%	695
Garbage and recycling	22.6%	65.8%	8.9%	1.6%	1.1%	696
Planning and Zoning	4.9%	36.9%	19.0%	6.4%	32.9%	659
Youth center	5.6%	26.3%	9.6%	3.2%	55.1%	676
General city government	8.0%	54.2%	26.1%	4.5%	7.2%	685
Historic preservation	16.5%	53.4%	14.5%	1.9%	13.7%	685
Downtown revitalization	11.9%	47.9%	26.2%	8.3%	5.7%	687

2a. Please rate the quality of the following community services and state if you would be willing to pay more, through increased taxes or fees, to improve the following community services.

Would you be willing to pay more to improve?			
	YES	NO	N
Police	70.7%	29.3%	409
Fire	67.1%	32.9%	377
Emergency Medical Services	63.9%	36.1%	374
Sidewalk access/conditions	71.0%	29.0%	393
Street maintenance	67.0%	33.0%	394
Street sweeping	85.6%	14.4%	368
Pothole patching	69.2%	30.8%	383
Snow removal	76.4%	23.6%	377
Drinking water	62.8%	37.2%	384
Brush and yard waste pick-up	87.2%	12.8%	352
Brush and yard waste drop-off site	87.8%	12.2%	345
Storm water management	78.5%	21.5%	353
Electric service	80.7%	19.3%	367
Parks and recreation facilities	60.6%	39.4%	378
Veterans Memorial Pool	70.6%	29.4%	354
Building inspection	87.8%	12.2%	320
Public library	59.8%	40.2%	376
Garbage and recycling	88.2%	11.8%	356
Planning and Zoning	84.6%	15.4%	332
Youth center	67.6%	32.4%	336
General city government	77.2%	22.8%	359
Historic preservation	70.6%	29.4%	367
Downtown revitalization	70.6%	29.4%	367

3. How engaged do you consider yourself to be with city government? N=706

2.30%	Very engaged	45.50%	Not very engaged
24.10%	Somewhat engaged	28.20%	Not at all engaged

4. If you do not consider yourself to be engaged in city government, why is that? (Answer as many as you see fit, NOTE number reflect the percentage who checked each individual item, N=709)

8.1%	Meeting times are inconvenient	19.5%	I do not think anyone will listen to me
18.1%	I am confident in the performance of city government without my involvement	29.1%	There are insufficient means to interact with government by e-mail, social media, etc.
26.0%	No interest in city government	11.0%	Other
7.3%	Too many personal/business commitments		

Views on the Future

5. How would you prefer to receive official information from the City of Evansville? (check all that apply) N=712

4.2%	In person at City Hall	30.9%	City of Evansville website
67.0%	Mail	5.3%	In person at public meeting
10.8%	Social Media	36.8%	Newspaper
3.9%	In person at the Library	54.2%	Included as inserts in utility bills
33.7%	E-mail		

6. The current population of the City of Evansville is approximately 5,070. In planning for future population growth, which statement most closely matches your opinion: (Select one). N=686

7.7%	The City Government should encourage rapid growth in housing & population.
58.0%	The City Government should encourage moderate growth in housing & population.
21.6%	The City Government should limit growth in housing & population.
12.7%	I favor keeping the same housing & population.

7. Why would you recommend that someone move to Evansville? N=670 to 688 (varied by item)

	Very Strong Aspect	Strong Aspect	Weak Aspect	Very Weak Aspect	Neutral/No Opinion
Geographic Location	24.3%	55.5%	9.7%	2.4%	8.1%
Small City Atmosphere	38.0%	504%	6.1%	1.9%	3.5%
Housing Opportunities	13.6%	53.2%	18.0%	2.5%	12.7%
Local Employment Choices	1.5%	8.6%	42.8%	37.2%	9.8%
□uality of Schools	28.7%	49.4%	8.7%	2.1%	11.0%
Low Crime Rate/ Safety	29.7%	55.4%	8.2%	2.6%	4.1%
Historic Districts	24.5%	42.2%	14.5%	5.0%	13.9%
Parks and Recreation	30.5%	51.3%	10.9%	2.3%	4.9%
Property Taxes	3.0%	17.1%	32.8%	34.9%	12.3%
Transportation Access	3.4%	14.6%	38.6%	31.5%	12.0%
Close to friends and/or relatives	11.0%	39.9%	15.4%	8.4%	25.4%
Sense of community/inclusiveness	12.5%	47.7%	17.4%	7.9%	14.6%

8. To what extent do you support using local tax dollars for walking/bicycle trails through and around Evansville? N=689

23.1%	Strongly Support	11.9%	Strongly Oppose
36.3%	Support	16.5%	Neither Support Nor Oppose
12.2%	Oppose		

9. To what extent would you support or oppose the following kinds of future housing development in Evansville? N=664 to 686 (varied by item)

	Strongly Support	Support	Oppose	Strongly Oppose	Neither Support Nor Oppose
Upscale single family homes	18.5%	41.1%	16.1%	4.8%	19.6%
Affordable single family homes	37.5%	50.3%	3.4%	1.8%	7.0%
Multi-family apartment buildings	4.4%	35.4%	33.6%	10.8%	15.8%
Mobile/manufactured home parks	2.3%	10.1%	40.8%	32.3%	14.6%
Duplexes/Two-family houses	9.0%	58.2%	14.2%	5.1%	13.5%
Condominiums/Townhouses	9.1%	57.2%	13.3%	4.5%	16.0%
Assisted living units for people with disabilities and/or seniors	27.6%	57.6%	3.2%	0.7%	10.9%
Independent living units for people with disabilities and/or seniors	28.9%	56.4%	2.6%	0.7%	11.3%

10. Would you be interested in working in Evansville if jobs comparable to your current employment were available? N=692

14.6%	Already work in Evansville	5.9%	Not sure/Not interested
51.3%	Yes	25.3%	Retired/Unemployed
2.9%	No		

11. If investments were made to establish a park & ride lot to encourage work carpooling to Janesville, Madison, and other nearby communities, would you be likely to use it? N=658

28.9%	Yes
37.7%	No
33.0%	Don□commute to work

12. How many visits do you or someone in your household make to Eager Free Public Library annually? N=697

35.3%	12 or more	30.8%	1-5
16.2%	6-12	17.4%	Do not use

13. To what extent do you agree with the following statements? N=675-701 (varied by item)

	Strongly Agree	Agree	Disagree	Strongly Disagree	Neither Agree nor Disagree
The public library is essential to the quality of life in my community.	47.9%	36.2%	7.0%	1.0%	7.8%
The City of Evansville should use local tax dollars to expand the Eager Free Public Library facility in the next five years.	20.8%	29.4%	22.7%	10.0%	17.2%
The City of Evansville should use local tax dollars for expanded weekend hours at Eager Free Public Library.	13.9%	28.4%	28,7%	8.9%	20.0%
The City of Evansville should use local tax dollars for expanded evening hours at Eager Free Public Library.	11.7%	29.5%	27.2%	8.3%	23.3%
Evansville library should invest in technology such as e-readers and tablet computers for patron use and checkout at Eager Free Public Library.	10.9%	29.4%	26.0%	12.4%	21.3%

14. To what extent do you agree with the following statements? N=675-693 (varied by item)

	Strongly Agree	Agree	Disagree	Strongly Disagree	Neither Agree nor Disagree
I am satisfied with the quality of broadband service available in the City of Evansville.	6.2%	37.8%	18.7%	8.4%	28.9%
The City of Evansville should adopt an ordinance to address poor property maintenance (i.e., peeling paint and excessive clutter).	30.0%	38.2%	13.4%	5.2%	13.1%
Recreational amenities, such as a walking trail, should be developed along Allen Creek.	20.5%	37.6%	13.4%	5.8%	22.7%
The City should initiate redevelopment of the Allen Creek corridor to expand the central business district.	13.5%	30.9%	15.9%	5.7%	33.9%
The City should have representation on the Fire District Board that is in proportion to the City□s financial contribution to the District.	12.7%	43.1%	6.8%	1.2%	36.2%

15. How important is it to you that Evansville be a highly walkable community? N=697

31.1% Very Important
42.3% Important
10.5% Unimportant
2.4% Very Unimportant
13.6% Neither Important Nor Unimportant

16. Which do you think would best make residents more likely to shop/do business/dine in Evansville? (Select one). N=667

12.6% More convenient hours
19.2% Lower costs
62.8% Increased diversity of options
4.8% More advertising

17. In which area should the City of Evansville put the greatest emphasis for the purposes of economic development? (Select one). N=669

21.4% Retaining and expanding existing businesses
21.8% Recruiting businesses from other municipalities
49.5% Encouraging new businesses by nurturing entrepreneurship
7.3% Other

18. Which of the following statements BEST reflects your future vision for the City of Evansville? (Select one). N=676

37.0% Evansville should be a full-service City where nearly all working, shopping, service, housing, health care, and educational needs can be met.
42.2% Evansville should be a fairly diverse community with some commercial, job, and housing opportunities.
3.1% Evansville should focus on being a manufacturing based community
6.1% Evansville should be a □bedroom□community□that is, a primarily residential community with few industries and limited commercial services.
11.7% Evansville should be an agriculturally-oriented community and should strive to maintain as much agricultural land as possible.

19. To what extent do you agree with the following statements? N=673-683 (varied by item)

	Strongly Agree	Agree	Disagree	Strongly Disagree	Neither Agree nor Disagree
Our locally-owned utility Evansville Water & Light is an asset to the local community.	30.9%	47.1%	3.8%	2.5%	15.7%
Evansville Water & Light generally restores service quickly after an outage.	30.8%	55.0%	3.4%	1.9%	8.9%
Evansville Water & Light is an environmentally-friendly utility.	16.2%	44.0%	3.3%	1.2%	35.4%
Participation in energy efficiency programs is worth my time and effort.	24.1%	46.9%	5.0%	2.2%	21.7%

About the Respondents

20. How long have you been a resident of the City of Evansville? N=697

3.3%	Less than 1 year	25.1%	11 to 25 years
16.1%	1 to 5 years	34.1%	25□years
21.4%	6 to 10 years		

21. Which of the following best describes your current residence? N=697

80.6%	Single-family house
6.7%	Duplex/Two-family house
8.2%	Apartment
3.6%	Condominium/Town home
0.9%	Other

22. Do you own or rent your current residence? N=696

18.2% Rent 81.8% Own

23. How many people, including yourself, live in your household? N=694

2.66 Mean Household Si□e

24. How many of the people living in your household are: N=507-587 (varied by item)

Category	Mean Response
Male under 18	0.57
Male 18 to 55	0.7
Male over age 55	0.4
Female under 18	0.45
Female 18 to 55	0.75
Female over 55	0.49

25. Please indicate how many members of your household work in the following areas (Percentages are the percentage of respondents with at least one household member working in the designated place): N=702

28.5%	Evansville	10.5%	Green County
37.8%	Madison	2.5%	Telecommute
17.8%	Elsewhere in Dane County	17.7%	Retired
8.0%	Janesville	6.4%	Other
8.7%	Elsewhere in Rock County		

26) Encourage a Sense of Place and Community

Included in the 2014 Citizen Survey responses for the City of Evansville were three hundred and seventy-nine additional comments on how Evansville could encourage a sense of place and community. These comments varied in their content: some were detailed in nature while others made generalizations, some were positive while others were negative, and some respondents commented on one concern while others commented on several concerns.

Economic development had the highest number of responses amounting to 24% of the total. Many of the residents feel that the city needs to have more establishments for shopping and eating which will offer more jobs to the residents of the city.

Another topic that was high on the respondents list was offering a multitude of community events in the city. Almost 19% responded that they liked all of the events that were offered throughout the city such as the 4th of July event and would like to see more of them offered. Many indicated that they would like more diverse events to include various ethnic groups as well as farmer's/art markets.

Ten percent of the respondents indicated that they wanted the City of Evansville to continue doing what they have been doing. They are satisfied with the overall sense of community.
Another 10% of the respondents indicated that city management needed to be modernized. They felt that the city was run with the "good ole boy" mentality and that a few members of the city made decisions based on their own personal agenda. It was also indicated that city employees needed to be friendlier to its residents and that better communication was needed between city officials and residents.

High Taxes was also a topic of concern for the people of Evansville. 9% of the respondents felt that their property taxes were extremely high. It should also be noted that many of the respondents who made comments were also displeased with city charges such as water, gas, electric, recycling fees, etc. It should also be noted that some of these comments on high taxes were also linked to comments regarding the high cost of living for senior citizens in the area and that there should be specific tax breaks offered to those seniors living in the city.

A community location for children and teens was another concern for the population. Almost 7% indicated that they needed a place for kids to go that offered low cost activities for kids to participate in. This included the possibility of an indoor pool that could be converted to an ice rink as well as the possibility of tennis courts. Residents wanted these places to have extended hours of availability as well.

Many responses indicated that the City of Evansville needed to be friendlier to new residents. 6% indicated that the city had a cliquey feel to it and that they felt unwelcomed when they moved into Evansville. It was also suggested that the City come up with some sort of welcome packet to be given to new residents to offer insights as to what Evansville offers.

Sidewalk and road conditions amounted to another 7% of the total for this survey. They indicated that certain sections of the city had sidewalks in such disrepair that they could not be used without

fear of injury (one respondent indicated that they fell out of their wheelchair). Coupled with this, many indicated that more streetlights were needed and that the city should stop using brick to pave certain areas. Brick was deemed to be costly and not a viable material to use.

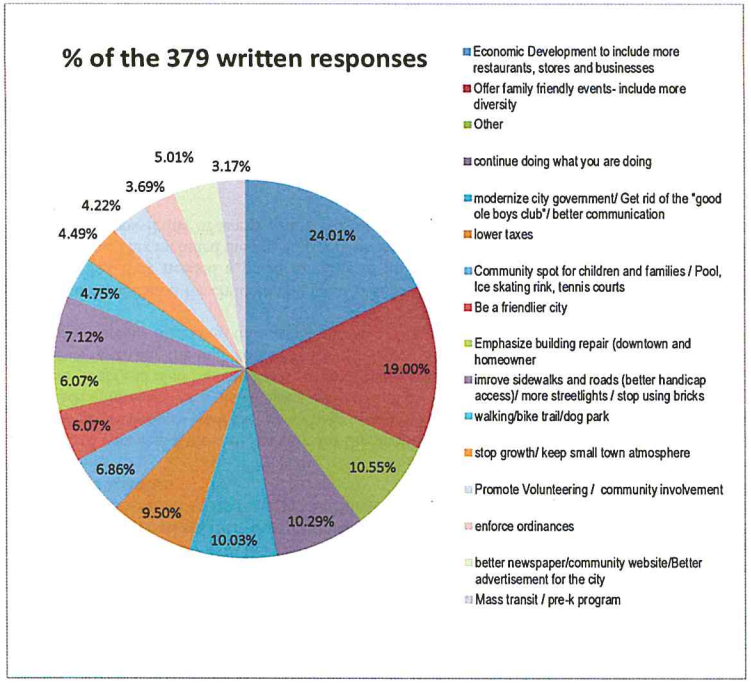
Another topic that generated many results was emphasizing building repair. Many residents indicated that certain buildings in the downtown area were in disrepair and need to be fixed. They feel that these buildings are an eye-sore and are impeding the development of downtown. Other residents feel that homeowners need to keep the appearances of their homes up. This amounted to 6% of the responses in the survey.

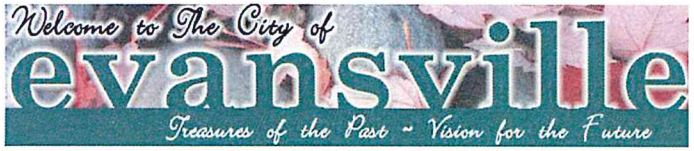
Almost 5% of the responses indicated that the citizens wanted some sort of walking/bike trail. These same people would also like a dog park for their pet to socialize and exercise. Another 5% would like better advertisement for city events. They indicated that a better local newspaper or a community website would offer more notification of community events which would lead to better attendance and participation by residents.

Concerns regarding public safety, police protection, and crime prevention were indicated by almost 4% of the respondents. They felt that it was important to enforce city ordinances such as noise limits, U-turns and enforcing parking. Another 4% of respondents indicated that they did not want the City of Evansville to grow. They felt that if they invite the "big box stores" in they will lose the small town atmosphere that they find appealing.

Certain residents feel that it is important to promote community involvement and volunteering. 4% would like to see something promoted from the City to offer these volunteer opportunities to its residents.

Two other areas of concern would be offering a mass transit option for residents who go to Madison or Janesville for work and offering a pre-k program to four year olds in the City. These two accounted for 3% of the total responses in the survey.





City of Evansville

Community Survey 2014

Results Analysis

University of Wisconsin – Oshkosh

May 3, 2014

About the Survey

A survey of citi□ens in Evansville was reviewed and analy□ed by the Business Success Center of the University of Wisconsin – Oshkosh in cooperation with the City of Evansville in the Spring of 2014. In addition to efforts by two of the UWO faculty, the students in the Masters of Public Administration - Policy Analysis course provided a statistical evaluation and analysis of the results of the survey. This report analy□es the results of this survey and provide insight into the perspectives of the Evansville citi□ens on a variety of issues.

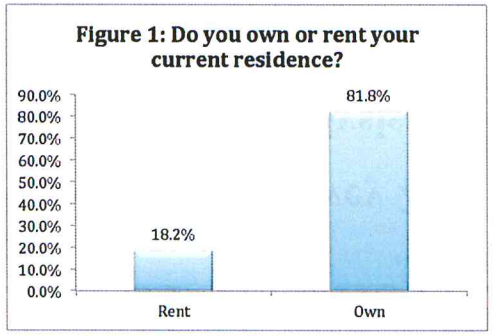
The 2014 Evansville Citi□en Survey included nineteen primary questions and multiple sub-questions, along with questions requesting general demographic data as well as an opportunity for comments from the respondents. Seven hundred and twelve (712) surveys were returned and the resulting data has been entered into a statistical analysis program. Depending upon the nature of the question, individuals were asked to respond based on the four following possible rating options: 1.) top notch, good, fair, poor and do not know 2.) very strong aspect, strong aspect, weak aspect, very weak aspect and neutral/no opinion 3.) strongly support, support, oppose, strongly oppose and neither support nor oppose or 4.) strongly agree, agree, disagree, strongly disagree and neither agree nor disagree.

The survey was sent to all 2084 properties from the residential parcels provided from a City database. The 712 responses constitute a 34.2 percent overall response rate, which is a good response rate compared to other similar citi□en surveys. The relationship between sample si□e and precision of the survey instrument at a 95 percent confidence rate frequently used in surveys is shown below. The 712 responses create a margin of error of approximately 3.8 percent. A level of 5 percent is considered acceptable for most survey results. The confidence rate is 96.2 percent.

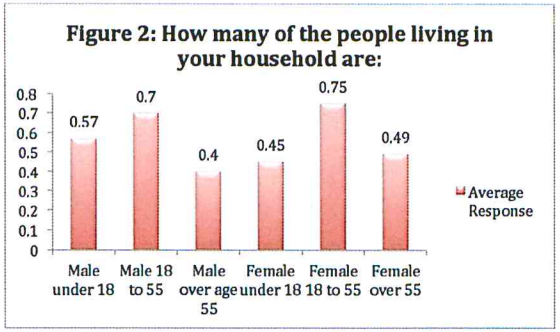
Sample Si□e	Margin of Error
100	10%
300	5.5%
400	5.0%
800	3.5%

About the Residents of Evansville

The City of Evansville is a stable community as evidenced by the large percentage of residents who own their home. As can be seen in Figure 1, 81.8% of survey respondents report owning their current residence. This number is up slightly from 2004, when 73% of residents reported owning their own home. A similarly high percentage, 78.9%, report living in a single-family house. This percentage too is similar to 2004, when 75% of residents reported living in a single-family house. Only 8.0% and 6.6% of respondents live in an apartment or duplex, respectively.



Evansville residents are also diverse in their age and gender. Figure 2 lists the average number of people, by age group, living in individual households. The most represented group are males and females age 18 to 55, however Evansville does have si□able populations below the age of 18, and over the age of 55.

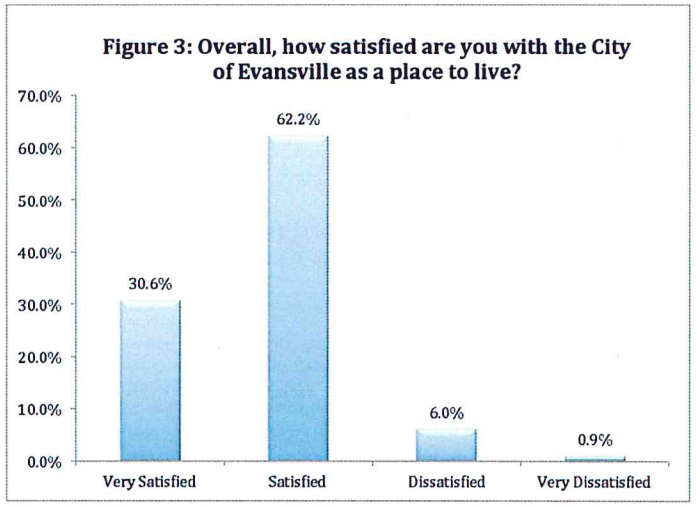


A majority of Evansville residents work outside of the City of Evansville. Two-thirds of respondents, 66.3%, indicate that at-least one member of their household works in Madison or elsewhere in Dane County. A smaller but still significant percentage, 28.5%, indicate at-least one household member works in the City of Evansville.

These numbers have changed substantially since 2004, when 55% of respondents indicated at-least one household member worked in Madison or elsewhere in Dane County. This change reflects a strong and growing economic connection between Evansville and Madison. It also demonstrates the importance of transportation access, an issue that 66.6% of residents view as a weak or very weak aspect of what attracts people to Evansville.

Overall Satisfaction and Engagement

The 2004 Evansville community survey found that residents were highly satisfied with the City of Evansville as a place to live. As can bee seen in Figure 3, residents continue to be highly satisfied with Evansville. A series of cross-tabulations (not included) showed no significant relation between time of residency, home ownership, or engagement and satisfaction. Residents are overwhelmingly satisfied with their City regardless of other measured factors.



Specifically, residents are most highly satisfied with (percentages reflect the share of respondents rating the service top-notch or good):

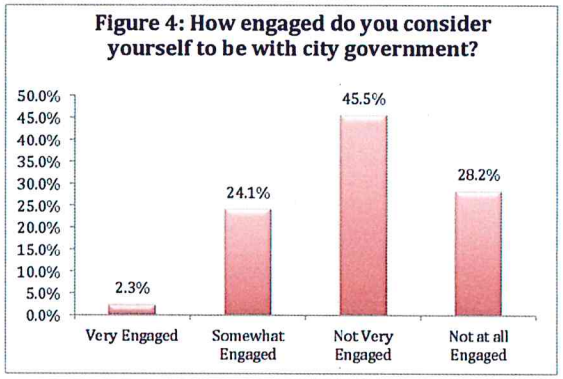
- Garbage and recycling: 88.4%
- Parks and recreation: 82.2%
- Library: 80.8%
- Fire: 80.1%
- Police: 77.8%
- EMS: 74.3%

There are several areas, however, where substantial percentages of the population rate satisfaction with services fair, or poor (percentages reflect the share of respondents rating the service fair or poor):

- Downtown revitali□ation: 59.8%
- Pothole patching: 59.5%
- Street maintenance: 49.8%
- Sidewalk access/conditions: 44.5%
- Drinking water: 37.7%

Many of these comparably lower ratings may be related to the timing of the survey□ perceptions of streets and sidewalks are likely influenced by the difficult 2013-2014 winter. Notably, when asked if they would spend more tax money to improve individual services, a majority of respondents supported increased taxes in every case.

As can be seen in Figure 4, the level of engagement in City government indicated by respondents is low. However, a substantial minority (26.4%) do indicate they are very or somewhat engaged in city government.



When asked why they are not engaged, respondents point to insufficient means of electronic engagement (29.1%), a lack of interest (26.0%), a belief that no one will listen to their concerns (19.5%) or a confidence in government without their involvement (18.1%).

Looking Forward

In 2004 49.0% of Evansville residents indicated a support for moderate growth. That level of support has grown over the last decade to 58.0%. Overall, there is strong support for steady growth focused on specific types of housing:

- Clear majorities support future upscale (59.6%) and affordable (87.8%) single-family homes in Evansville.
- Very strong majorities support future assisted (85.2%) and independent (85.3%) living facilities for seniors and residents with disabilities.
- About half of respondents, 49.5%, support encouraging new business by nurturing entrepreneurship.

A substantial percentage of respondents support a full service City (37.0%) or a diverse community (42.2%), while a strong majority (73.4%) thinks it is important for the City to be highly walkable.

Residents were also surveyed on their opinions on specific policy ideas. As can be seen in Figure 5, more respondents oppose than support investment in a park and ride to serve commuters to Janesville and Madison. This lack of support is in spite of the large number of residents commuting to these areas. However, support is up from 2004 (20.0% supported and 49.0% opposed the idea), and a large portion of respondents voiced no opinion on the issue.

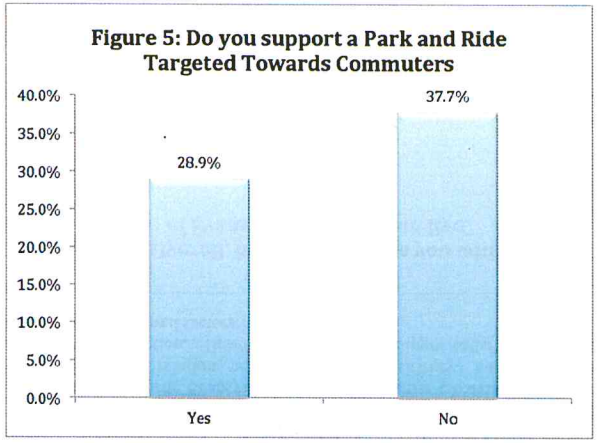
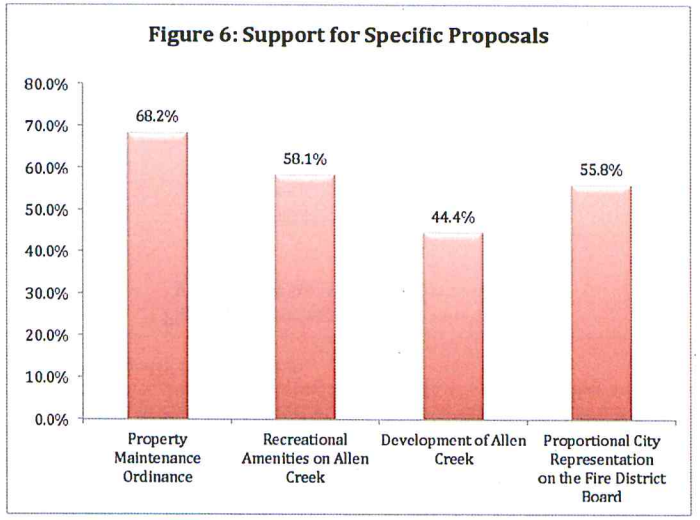


Figure 6 shows the level of support for four other specific proposals for the City of Evansville. A large majority of residents support a property maintenance ordinance to address issues such as peeling paint and excessive clutter, while a slight majority support City representation on the Fire District Board proportional to the City's financial support of the board.

Resident opinion on the development of the Allen Creek corridor is somewhat mixed. Less that half of respondents (44.4%) agree the corridor should be redeveloped to expand the central business district, but very few, 21.6%, disagree. A clear majority of 58.1% support developing recreational amenities, such as a walking trail, along the Allen creek corridor.

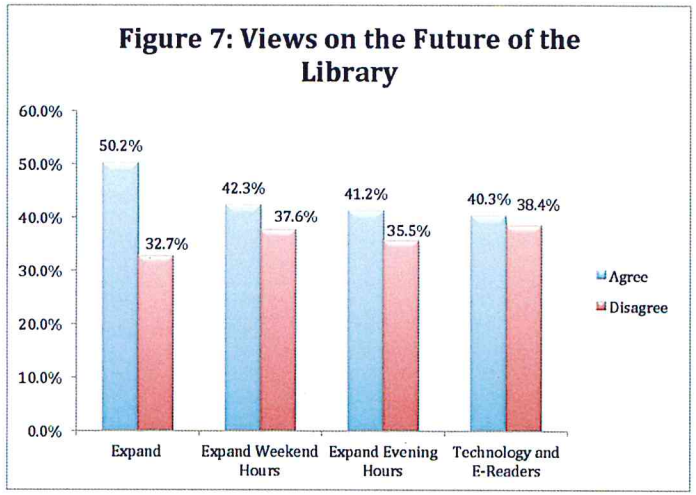


Notably, a significant portion of Evansville residents express no opinion on these proposals, suggesting opportunities to educate the public and perhaps grow public support exist.

Evansville residents have a very high opinion of their public library, 80.8% rate the service as good, or top notch. 84.1% of respondents believe the library is essential to the quality of life of Evansville.

The library is also well-visited□82.3% of households report a member visiting the library at least once annually, and 35.3% report a household member visiting 12 or more times a year.

The responses in Figure 7 reveal more support than opposition exists to a variety of possible changes to the public library. About 50% of respondents support expanding the library in the next five years. Support for expanding weekend and evening hours is less significant, however more respondents agree with expanded hours than oppose. Support for the use of technology such as e-readers for patron checkout is statistically indistinguishable from opposition. A substantial share of respondents report no opinion on proposals reflecting the future of the library, suggesting increased support for the proposals is possible.



Conclusions

Evansville citi□ens, in general, have a very high opinion of the City. A majority give high rating to most City services, find the library essential to the quality of life of Evansville, and give Evansville Water & Light high marks. These opinions do not appear to be dependent on other factors□owners and renters, commuters and those that work in Evansville, and engaged and non-engaged citi□ens alike all share generally positive views of Evansville.

Respondents note that factors such as high-quality schools, low-crime rates, and the presence of a historic district make Evansville an attractive place to live. Those factors were also important to residents in 2004, and have not changed substantially over the past decade.

Citi□ens do, however, want a more full-service city. A significant portion of respondents would work in Evansville if they could, would like to see more diverse commercial options downtown, and express an appreciation for walkability and efficiency in energy use.

The results also show a small number of areas of concern. Just like in 2004, residents see the level of property taxes as a negative attribute. A portion of respondents also express concern with the quality of the drinking water in Evansville. Respondents also rate transportation access negatively. This concern is particularly relevant given the large and growing percentage of residents who commute from Evansville to Dane County for work. Finally, overall engagement with City government is somewhat low. Increased opportunities for virtual engagement with government could perhaps address this issue.

Overall, the 2014 community survey validates the direction taken by the City of Evansville over the past ten years. A diversity of residents think highly of the City, its services, and its attributes. Residents support continued residential growth, and commercial growth through the fostering of entrepreneurialism.

Appendix C: 2015 Visual Preference Survey

Visual Preference Survey for the City of Evansville, Wisconsin

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April 3, 2015
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Executive Summary

This report analyzes the results of a visual preference survey administered for the City of Evansville's 10 year Comprehensive Plan update. This analysis provides an enhanced vision for the community by allowing stakeholders to respond to images, and uses those images to inform the visions that are pursued through the Comprehensive Plan. Without images, other forms of participation are less clear in establishing a vision. The images can subsequently be used to update ordinances and codes in pursuit of the previously established vision.

Findings of this report showed that survey respondents have a preference for pedestrian oriented development. This includes mixed use commercial areas oriented towards the street and housing pulled up to the street with elements such as front porches and landscaping. Respondents identified images resembling Evansville's historic districts as highly positive, and images resembling new development as less positive or negative. This report recommends using these characteristics to evaluate and revise zoning and development codes and target redevelopment and investment to ensure positively rated images are allowed and promoted, and negatively rated images are discouraged or prohibited.

Introduction

Public participation is essential in the planning process. The greater the level of participation the more likely it is that a plan will reflect the interests of the community, there will be a greater sense of ownership by the community for the plan, and the harder it is for public officials to ignore the plan (Al-Kodmany 2000, p220). There are numerous methods to gather public input and engage a community in the planning process. This can include traditional surveys, visual surveys, visioning exercises, and alternative scenarios (English et. al. 2004, p189-192).

The City of Evansville, in updating their Comprehensive Plan, used a traditional survey as the initial method of public engagement. This survey was mailed to a random sample of Evansville residents and received a high response rate, leading to results with a small margin of error. However, the results of a text-based survey can be difficult to interpret because terms such as walkable and historic can have different meanings to different people. In order to better justify policy changes, supplemental data was needed to support the survey data.

A visual preference survey allows respondents to react to images rather than words, generating valuable supplemental information in establishing a vision for Evansville's future as well as providing images to base code and policy revisions on. Visualization techniques allow for a "common language" for both technical and non-technical participants, helping guide participants through the visioning process while educating them on potential development alternatives (Slotterback 2010, p147). This allowed us to reach a broader audience than possible through other participation techniques.

Community Context

Evansville is a small community of just over 5,000 people about 25 miles south of Madison. Results of a community survey revealed that many residents value walkability and identify the historic districts and downtown as positive cultural aspects of the community. However, the development patterns over the last 20 years have not reflected these desires.

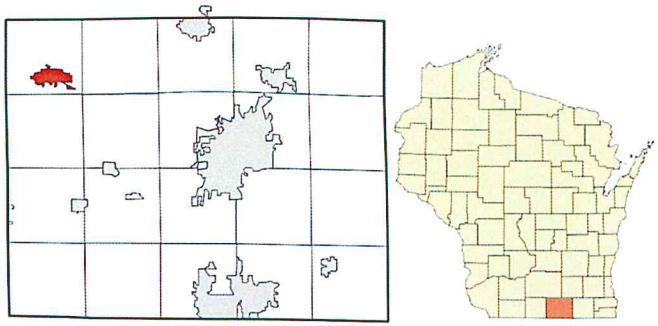

Figure 1: The Location of the City of Evansville within Rock County and Wisconsin.

Source: Wikipedia

Over the last 25 years Evansville has been the fastest growing incorporated community in Rock County. The majority of the growth that occurred during this period took on a suburban character with little reflection of the historic architecture present in much of the community, as demonstrated in the following eight images.

Figure 2: Evansville's Central Business District

Source: City of Evansville

Figure 3: Evansville's Central Business District

Source: City of Evansville

Figure 4: Typical homes in one of the historic districts

Source: Brad Sippel

Figure 5: Typical new development in Evansville

Source: Brad Sippel

Figure 6: Typical streetscape in an older neighborhood

Source: Brad Sippel

Figure 7: Typical streetscape for new neighborhoods in Evansville

Source: Brad Sippel

Figure 8: Retail and service in the Central Business District

Source: Brad Sippel

Figure 9: Retail and service on the fringe

Source: Brad Sippel

Methodology

While developing the visual preference survey, I reached out to other communities and organizations that had experience developing and using visual preference surveys in their planning processes. Organizations that offered advice or assistance included the Local Government Commission, the Wisconsin chapter of the American Planning Association, the Congress for New Urbanism, and the City of London, Canada.

Research revealed multiple methods of administering and developing the survey. We administered the survey through both public forums and a digital survey on the web. Administration through public forums allowed for dialogue between planners and participants in the survey. Distribution through the internet allowed a broader reach than administering the survey solely through public forums. The survey was open to both residents and non-residents of Evansville.

Most of the images selected were from outside of the community. This was to avoid biases in the ratings based on personal relationships with the subject of the image. Prior to selecting images, traits from the original survey that needed clarification were identified (e.g. urban vs suburban character, landscaping, walkability). Images were selected in groups or pairs to ensure comparisons could be made with the results. Characteristics that were focused on were landscaping, density, architectural variation in structures, parking orientation, streetscaping, pedestrian amenities, green space, housing types and façade details.

The purpose of the survey was explained to participants, informing them that this would help in the development of Evansville's Comprehensive Plan and shape future ordinances and policies. Respondents were asked to rate each image on a scale of -3 to 3 based on the appropriateness of the image for Evansville, with -3 being most inappropriate, 0 being neutral, and 3 being the most appropriate. Participants were also able to leave comments on each image if they wished to clarify or expand on their rating.

Limitations

A visual preference survey is a supplementary tool that can be used to spark dialogue, but cannot be used as a stand-alone tool (English et. al. 2004, p190). Participants are often self-selected samples and therefore not necessarily representative of the community. For Evansville's Comprehensive Plan update, the visual preference survey is supplemental to the community survey.

Visual preference surveys have been criticized for having biases built into the assessment mechanism that favor new urbanist style development (Southworth p212). This is likely due to the reactionary and visual centric nature of the survey that does not easily allow respondents to consider non-visual components of the images, such as fiscal or regulatory considerations.

Care must be taken when prescribing policy and code changes based on a visual preference survey. Respondents are rating the images based on the attractiveness of the image, without necessarily thinking about the trade-offs associated with each type of development (English et. al. 2004). For example, evidence has shown homes depicted in many of the highly rated residential images have higher property values than similar properties in suburban style neighborhoods (Southworth 2003, p218) having a negative effect on housing affordability.

Analysis of Survey Results

The results of the survey provide guidance for the Comprehensive Plan, and provide images that can be directly incorporated into zoning code revisions (A. Nelessen Associates, Inc., p3). These results should be integrated into Evansville's Comprehensive Plan update to help establish a vision for the future and to assist in implementing that vision through zoning and development code revisions.

The survey was completed by 252 people, and about 70% of respondents were residents of Evansville. Reviewing the ratings showed no perceptible difference between Evansville residents and non-residents. Average ratings for the 50 images ranged from -1.52 to 2.51. The closer to 3 an image rating is, the clearer it is that it fits the vision of the community members. The closer an image is to -3 the more inappropriate the image is for Evansville. Images rated near zero can either represent mediocre development without strong feelings, or polarizing development with a highly split opinion. Each figure description shown in the analysis includes the average rating for that subject image.

The results of the visual preference survey generally showed preferences for pedestrian oriented development with urban character and significant amounts of landscaping. Images that resemble Evansville's Central Business District and housing in the historic districts received relatively high positive ratings. Images that resemble the newer housing and commercial development on the edges of Evansville were generally rated lower. This report focuses the analysis on residential development and commercial development.

Residential

Many of both the highest and lowest rated images were residential developments. Residential images can be divided into images focusing on streetscapes (i.e. Figure 10, Figure 11, Figure 12, Figure 13, Figure 14 and Figure 15) and images focusing on individual properties (i.e. Figure 16, Figure 17, Figure 18, Figure 19, Figure 20, Figure 21, Figure 22, Figure 23, Figure 24 and Figure 25). The highest rated images in this set shared characteristics such as: street trees, sidewalks, narrow streets, landscaping and variation between adjacent homes.

Figure 10: Image 37, 0.35

Source: Brett VA

Figure 11: Image 26, -1.45

Source: New World Economics

Figure 10 and Figure 11 both show relatively high density single-family detached housing with small side yard setbacks, but with a sharply different character. Figure 10, rated positively, but very close to zero, shows homes with front porches as the prominent feature,

narrow streets, landscaping, and street trees. Negative comments on Figure 10 stated the homes were too close together and the street was too narrow, which helps explain the more neutral rating relative to Figure 16 and Figure 18.

In contrast, Figure 11, the third most negative image of the survey at -1.45, shows homes with the garage as the most prominent feature, with little to no landscaping and no street trees. Comments on Figure 11 revealed that some rated the image more positive solely for the inclusion of sidewalks on both sides of the street, a feature that many post-World War II developments in Evansville lack.

Figure 12: Image 25, 1.92

Source: Complete Communities - Delaware

Figure 13: Image 5, -1.52

Source: Streets MN

Negative comments on two of the lowest rated images of the survey, Figure 11 and Figure 13, were centered on the prominence of the garage doors, the lack of landscaping and trees, and the uninviting semi-public space between the facades of the homes. Additionally, Figure 13 generated comments regarding the lack of sidewalks and safety for pedestrians.

Figure 14: Image 30, 1.42

Source: Local Government Commission

Figure 15: Image 9, 0.51

Source: Local Government Commission

Figure 14 and Figure 15 both include sidewalks and street trees, but Figure 14 still showed a significantly higher rating. This is likely because the street is narrower, front porches rather than garages are the dominant features of the homes, and the landscaping is more colorful. Figure 15 received a significantly higher rating than Figure 11 despite presenting a similar garage dominated façade. Comparing these two images displays the value of street trees, varied building materials such as brick, and slight variation of heights, roof type, and façade.

Ratings on individual residential properties indicated preferences for homes with shallow setbacks, front porches, significant landscaping, street trees, architectural variation, hidden or less prominent garage space, and minimal amounts of pavement.

Poor pedestrianism, e.g. wide curb cuts, poor or no sidewalks, or minimal buffering between sidewalk and street are common themes among the negatively rated images in this set. Even among the positively rated suburban style single -family housing, many comments focused on the negativity of the garages.

Figure 16: Image 15, 1.69

Source: Complete Communities - Delaware

Figure 17: Image 21, 0.74

Source: Ookaboo

Comparing Figure 17 to Figure 11 and Figure 15 suggests that the visual impact of a single garage dominated façade is not as large as an entire streetscape with a similar façade, as the rating for this single home is higher than the streetscape images.

Figure 18: Image 4, 1.76

Source: Complete Communities - Delaware

Figure 19: Image 6, 1.42

Source: Ookaboo

Both Figure 18 and Figure 19 received positive ratings, but Figure 18 was more positive, likely due to the traditional style architecture with a front porch, hidden garage, and more intensive landscaping. Despite the relatively high rating, numerous comments on Figure 19 stated that the garage was overpowering. This home likely received a higher rating than Figure 17 because the garage is not as large relative to the façade and there are additional architectural details, such as the inclusion of a front porch.

Figure 20: Image 42, 1.01

Source: Complete Communities - Delaware

Figure 21: Image 38 -1.11

Source: Zillow

Figure 21 was rated poorly due to the copious amount of pavement and the façade dominated by the garage, with very little of the living quarters visible from the street. A wide driveway and the front yard utilized for parking creates an unfriendly pedestrian environment. Figure 20 represents a much more positively received two-family home, with landscaping, façade variation, and hidden garages. This image presents a much friendlier environment to the pedestrian.

Figure 22: Image 10, 1.65

Source: Kephart.com

Figure 23: Image 19, -1.47

Source: Unknown

Figure 24: Image 41, 1.21

Source: Brett VA

Figure 25: Image 28, -0.56

Source: Complete Communities - Delaware

Multifamily and single-family attached housing generally followed the same rating pattern as single-family housing, ranging from high positive to high negative. Pedestrian oriented structures with significant landscaping receiving far more positive ratings than auto-oriented housing with little to no landscaping. Figure 22 and Figure 24 included significant amounts of functional landscaping, including furniture, an attractive pedestrian environment, and high quality design resulting from the use of varied materials, articulated façades and hidden garages. In contrast Figure 23 and Figure 25, rated negatively, have poor or non-existent sidewalks, very little landscaping, large driveways, prominent garages, and poorer quality building materials with little variation in the façade.

These polarized ratings have implications for the design of multifamily and attached housing in Evansville when combined with results from the community survey. The community survey showed that two-family and condominium/townhome development was supported or strongly supported by nearly 60% of respondents, but multifamily apartment buildings were only supported by nearly 40% of respondents (Evansville Community Survey 2014). The ratings from the visual preference survey suggest that if new multifamily developments were designed to mimic townhomes and had significant amounts of landscaping, the level of support by the community would be higher. Mimicking townhome developments can be accomplished by articulation in the façade and individual entrances to the lower units.

Commercial and Mixed Use

Most mixed use commercial spaces received higher ratings relative to suburban style strip commercial developments, with the exception of images representing disinvestment, such as Figure 27. The addition of outdoor gathering areas and landscaping was rated highly. Suburban style strip commercial images with landscaped parking lots and façade variation received higher ratings than similar images with no landscaping, but these ratings were still lower than mixed use urban development.

Figure 26: Image 1, 1.96

Source: Complete Communities - Delaware

Figure 27: Image 33, -0.08

Source: Brett VA

Figure 26 was highly rated due to the attractive pedestrian environment, well-maintained buildings, attractive landscaping and street lighting. Wide brick sidewalks, furniture such as benches, and landscaping all contribute to a positive pedestrian experience. Curb bump-outs serve to slow traffic and shorten the crossing distance for pedestrians. Figure 27 shows a similar type of development, but with signs of disinvestment, lending it a negative rating. In this image the graffiti, billboard, lack of pedestrian treatments at crossings, and above ground utility poles creates a negative experience for users.

Figure 28: Image 16, 1.04

Source: Brett VA

Figure 29: Image 49, 0.19

Source: Complete Communities - Delaware

The analysis of newer developments shows each mixed use image received higher ratings than the contrasting strip commercial image. This is true even when the development included significant parking lot landscaping and façade variation, as in Figure 29. Figure 28, which received the highest rating out of the newer developments, most closely resembles the character of Evansville's Central Business District, albeit at a higher intensity. Much like Figure 26, this image also contains traffic calming elements such as curb bump outs, parallel parking, and street trees, offering an overall pleasant pedestrian experience for visitors.

Figure 30: Image 46, 0.58

Source: Brett VA

Figure 31: Image 27, -0.16

Source: Complete Communities - Delaware

Figure 32: Image 48, 0.55

Source: Complete Communities - Delaware

Figure 33: Image 3, -0.11

Source: Complete Communities - Delaware

Lower ratings on Figure 30 and Figure 32 than Figure 28 may indicate less agreeable architecture, landscaping or streetscape. Figure 28, Figure 30 and Figure 32 all share decorative street lighting, on-street parking, landscaping, wide sidewalks with pedestrian treatments at crossings and façade articulations to reduce the perceived mass of the structures. However, the roof shape and façade of Figure 30 and Figure 32do not reflect Evansville's architecture as closely as Figure 28.

Figure 29 was the only strip commercial image to receive a low positive rating, Figure 31 and Figure 33 both received low negative ratings. This shows that landscaping and façade articulation can improve the perception of strip commercial development and demonstrates the slightly negative perception of typical strip commercial development with large parking lots in front of the building, characteristics of much of the new commercial development in Evansville.

Summary and Recommendations

The results and analysis of the visual preference survey serve as a valuable visioning tool for the City of Evansville's Comprehensive Plan update. Using the analysis of image characteristics previously discussed, the vision established in the Comprehensive Plan will be more robust and policy and development priorities will be more specific and actionable, facilitating implementation of the visions established.

These recommendations can be further enhanced by comparing existing images of Evansville to the images that were rated as part of the survey. This will allow the City to review and revise zoning and development codes. An evaluation of Evansville's zoning and development codes is necessary to determine if the codes are encouraging the type of development that respondents rated negatively and take corrective action (Nelessen 1994, p86). The code must also be evaluated to ensure that the images that were rated positively are permitted and relatively easy to build. This analysis should incorporate the results of all of the images included in the visual preference survey. This ensures that small variations between the images are accounted for (Nelessen 1994, p84). Following are recommendations that should be integrated into the Comprehensive Plan.

In general, images that showed characteristics of Evansville's historic Central Business District and historic housing were rated positively by respondents, and images resembling recent development were rated negatively. Characteristics that are valued by respondents include landscaping and street trees. Pedestrian scale elements were preferred over automobile scale elements, although for individual single-family residential lots the difference was not enormous. When auto oriented elements were shown on a streetscape the response was more negative. Images showing traffic calming elements such as marginally narrower streets and curb bump outs were rated positively.

Figure 34: This highly rated image has elements that should be incorporated into improvements to the Central Business District

Source: Complete Communities - Delaware

Figure 35: This negatively rated image can be used as a reference for guiding investment

Source: Brett VA

Figure 36: Evansville's Central Business District shares some characteristics with each of the preceding images

Source: Brad Sippel

Adequate sidewalks should be required for all new developments, including a terrace as a buffer, sidewalks on both sides and accented pedestrian crosswalks. Traffic calming elements and street trees should be required for all new developments. On-street parking should be allowed wherever it is feasible. Curb cuts and wide driveways interrupting the sidewalk should be minimized.

The City should consider methods, such as design guidelines or anti-monotony ordinances, to limit the "garagescape" (A. Nelessen Associates, Inc., p70) and make front porches or other human scale elements the dominant features of homes. This is especially true for two-family, multifamily, and single family attached housing, where the visual impacts of a prominent garage and the functional impacts of a wide driveway apron are most noticeable.

Figure 37: This new development on Evansville's east side closely resembles the negatively rated image to the right

Source: Brad Sippel

Figure 38: This negatively rated image resembles new duplexes in Evansville shown to the left

Source: Zillow

Figure 39: Evansville's older homes share characteristics with the highly rated image to the right

Source: Brad Sippel

Figure 40: Human scale elements such as a front porch lend this image to a high rating

Source: Complete Communities - Delaware

Preferences for well maintained and well-designed mixed use environments suggest that underused and vacant parcels in and adjacent to the Central Business District should be prioritized for mixed use redevelopment, rather than suburban style strip mall development on the fringe of the City. Additionally, new development should attempt to incorporate mixed use commercial centers as focal points for new neighborhoods.

Significant landscaping should be included for large scale structures and parking lots, including commercial development and multi-family housing. Significant landscaping and screening should be required for any commercial development that has surface parking in front of the structure. Encouraging infill development of multi-family housing with landscaping and public open space in and near the Central Business District, as shown in Figure 41, would enhance the appeal of Evansville's downtown.

Figure 41: Landscaping and good design contribute to a very positive rating for this multifamily housing

Source: Kephart.com

Incorporating these recommendations and other elements of the positively rated images into Evansville's Comprehensive Plan will allow for a better outcome that more closely reflects the vision of the community. The sooner these recommendations and code revisions can be made, the better it will be for the community. As development that reflects the lower rated images is increasing, Evansville is moving further away from the vision that the visual preference survey assisted to establish.

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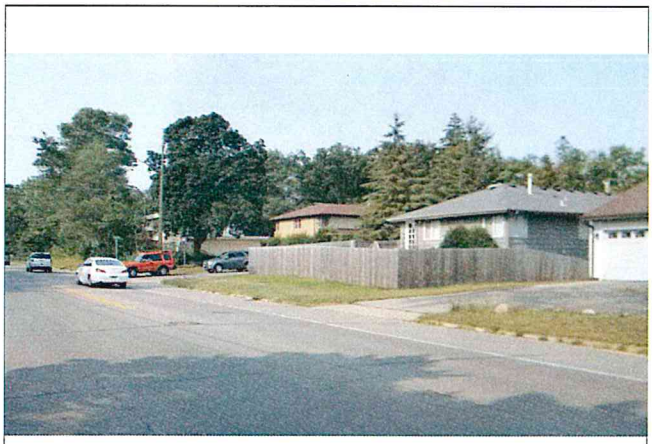
Appendix: Survey Images and Average Ratings

1.96031746 Image # 1

1.876984127 Image # 2

-0.111111111 Image # 3

1.761904762 Image # 4



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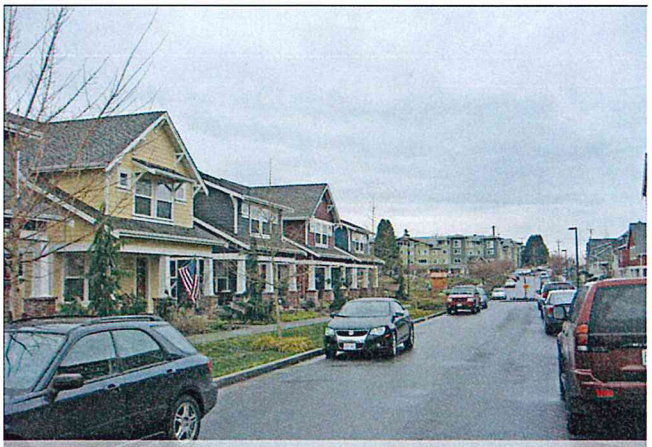

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-1.23015873 Image # 39

2.511904762 Image # 40

1.206349206 Image # 41

1.007936508 Image # 42

-0.964285714 Image # 43

1.646825397 Image # 44

1.773809524 Image # 45

0.579365079 Image # 46

0.753968254 Image # 47

0.547619048 Image # 48

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Image # 49

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Image # 50

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Appendix D: Economic Development Survey Responses

Economic Development Survey Responses

Summary of "other" responses

1 What are your views on food trucks/trailers? Would they positively or negatively affect your business?

A. Positive impact on my business	**25%**
B. Negative impact on my business	**25%**
C. Unsure	**49%**

2 What types of regulations do you feel are necessary for food trucks/trailers?

Summary: Regulated hours and locations, trucks/trailers well maintained/clean, use permits, health and sanitation permits and requirements, local fees, insurance, size,

3 If the City were to offer low interest business loans of up to $10,000, what would you be interested in using these loans for?

A. I would use the money to make building and infrastructure improvements or renovations.	**22%**	
B. I would use the money to pay down other debt.	**8%**	
C. I would use the money for advertising or marketing.	**14%**	
D. I would use the money to/for _____.	**8%**	**Start a business, business expansion, efficiency upgrade.**
E. I would not be interested in applying for a low interest loan through the City.	**48%**	

4 The city is considering an economic development summit for City businesses to get together and identify issues and strengths of the business climate in Evansville; how often should this be held?

A. Annually	**57%**	
B. Biennially	**22%**	
C. Every 5 years	**10%**	
D. Every 10 years	**0%**	
E. Never	**5%**	
F. Other _____	**7%**	**Quarterly**

5 If you could improve or add one item in the business section of the city website, what would it be?

A. Keeping an updated list of current businesses in Evansville.	**41%**	
B. List of available rental properties for businesses.	**16%**	
C. Information about permitting and zoning.	**18%**	
D. Make the pages easier to navigate.	**9%**	
E. Other _____	**16%**	**All of the above, don't use website, increase visibility, add healthcare.**

6 What is the biggest challenge currently facing your business?

A. Taxes	**25%**	
B. Customers	**32%**	
C. Workforce	**21%**	
D. City Services	**2%**	
E. Other _____	**21%**	**Government, networking, facility costs, main street visibility, collecting debts, macroeconomic conditions.**

7 What improvements to telecommunications/internet service (if any) would improve your business?

A. Greater cellular phone reception/coverage.	**20%**	
B. Fiber optic communication infrastructure for improved bandwidth and speed.	**17%**	
C. More choices in internet/communications service providers.	**29%**	
D. No improvements needed	**23%**	
E. Other _____	**12%**	**Tech support, faster internet**

8 (Downtown only) Would you favor the establishment of a business improvement district (BID)? A BID is a district in which the businesses inside the district pay an additional tax levy (can range from $.50/$1,000 of value to $5.00/$1,000) for increased services, such as security, capital improvements, street/pedestrian network enhancements, beautification, or marketing and advertising.

A. Yes, this would improve the business climate of Evansville and encourage people to shop here.	**16%**	
B. No, this would hinder economic growth in Evansville.	**14%**	
C. I need more information	**42%**	
D. other _____	**28%**	**Should focus on attracting variety of business, business park is better idea, special opportunities for one area are unfair.**

9 Please circle one: Are you the owner of your building or the tenant/renter?

Appendix E: City of Evansville Adopted Plans

Retail Market Analysis
City of Evansville, Wisconsin

PRESENTED TO: Mr. Dan Wietecha, City Administrator
City of Evansville
31 S. Madison Street
Evansville, WI 53536
608.882.2263

PRESENTED BY: Janet Ady, President
Ady Voltedge
613 Williamson Street, Suite 201
Madison WI, 53703

DATE: January 26, 2012

Background

The City of Evansville, Wisconsin, is relatively small (2010 population of the Evansville Urban Service Area is 5,750) but fast-growing (projected to reach 8,199 by 2030, an increase of 42.6%). U.S. Highway 14 connects the City with Janesville to the east and Madison to the north, serving as a de facto alternate route between Interstate 90/94 and U.S. Highway 12/18.

The occupations in Evansville are currently more likely to be in manufacturing, distribution, construction, and material moving and less likely to be in the service industries compared to the national average. Evansville has a long history of successful industry and a strong entrepreneurial base. Representative major employers in the area include Baker Manufacturing, Landmark Services Cooperative, Stoughton Trailers, and BlueScope Steel.

Evansville, although located in Rock County, is less than 25 miles away from Madison, Wisconsin, in Dane County. As such, it is part of the Madison Metropolitan Statistical Area (MSA). Evansville competes with Madison and other area cities for both residents and employees; it offers a cost of living 5% lower than the national average while Madison's cost of living is 9% above the national average. Housing is the single biggest driver of the cost of living index: not surprisingly, the median home price in Evansville is $155,000 compared to $206,300 in Madison. Evansville has a municipally-owned electric utility, which is an advantage in the region.

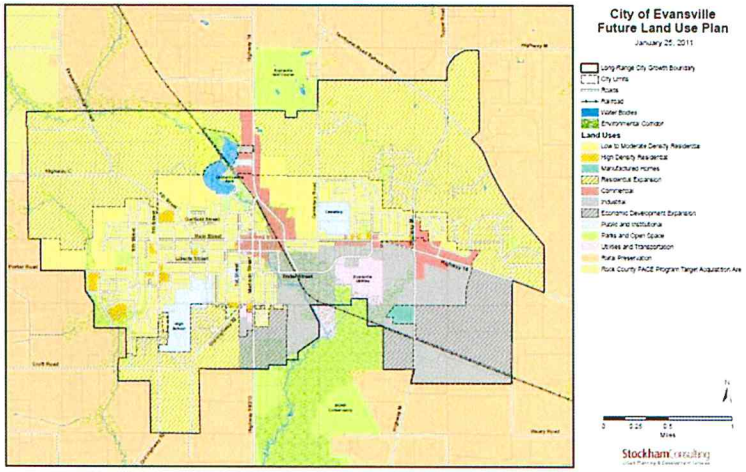
Current Economic Development Situation in Evansville

The City of Evansville adopted a Comprehensive Plan in 2005. It has regularly reviewed and updated the plan, including the most recent revision adopted by the Common Council in June 2011. The City also underwent a formal Economic Development Planning process in 2008, resulting in adoption of that plan.

Today, the City is experiencing or anticipating several situations that present both opportunities and challenges:

- Struggling or failed retail stores, especially in the downtown business district
- A reputation as a clean, safe, quiet small town, with many well-maintained historic homes and store fronts
- Relatively fast population growth
- Poor cellular and fiber-optic service
- Interest in attracting and retaining talent, especially young talent
- Adjacency of a railroad with the Economic Development Industrial Expansion Area
- A foundation of entrepreneurialism
- Growth coming down from Fitchburg to the north, especially with the recent approval of the Highway 14 interchange, which is expected to drive additional traffic south on Highway 14 toward Evansville
- Reputation of a strong, local school system

A copy of the City's most recent Land Use Plan is shown on the following page. The planned Economic Development Industrial Expansion Area is shown in gray, southeast of the downtown area.



Objectives

The City of Evansville retained Ady Voltedge to identify likely retail businesses, primarily for its downtown area but also for the Highway 14 corridor. A second path of work, not yet approved, would develop "target industries" that will help maintain and grow the tax base by attracting new industrial or office businesses to the City.

Overview of Work Plan

Proposed Work Plan for City of Evansville, Wisconsin Retail Business Analyses

	Week 1	Week 2	Week 3	Week 4	Week 5	Week 6	Week 7	Week 8
1. **Retail Gap Analysis** Evaluate availability of retail establishments relative to predicted demand; identify potential business types for downtown business district and Highway 14 corridor.		•						
2. **Input from Local Stakeholders** One day of stakeholder input from area businesses, elected officials, etc. (can be a mix of stakeholder meetings, focus groups, one-on-one meetings, etc.)				•				
3. **Recommendations for Retail Businesses** Prioritize the types of businesses that the City should focus on attracting					•			
4. **Retail Businesses Marketing Plan** Create a plan for marketing to prospective retail businesses, most likely including commercial brokers and other decision influencers.								•
5. **Presentation**								•
6. **Implementation**								>

Detailed Findings

Step 1: Retail Gap Analysis

Ady Voltedge conducted numerous retail business analyses, most of which were shared as part of the two Stakeholder Groups that were held in Step 2. These handouts are shown in **Appendix A.**

Some key findings:

- The 10- minute drive time shows some areas where supply is less than demand, namely:
  - Looking at all the retail categories together, the supply and demand are essentially in balance (demand weighted average index of 101)
  - The only category that is significantly in under demand is "Day care, education, and contributions" (at an index of 85)
- However, once a 20-minute drive time is taken into account, most categories are in balance or there is actually pent up demand
  - Looking at all the retail categories together, the demand is 9% above the national average (demand weighted average index of 109)
- Looking at the 30-minute drive time, there is an under-demand in most categories, the main ones being:
  - Housing related and personal (Index of 88)
  - Food at home (90)
  - Day Care, Continuing Education, & Contributions (91)
  - Total Apparel (92)
  - Pet Expenses (93)
  - Household furnishing and Appliances (94)

Based on this desk research, it appears as if most truly "local" needs are being satisfied well locally but that there could be needs that are more regional in nature that are not being met that Evansville might be able to provide.

The stakeholder meetings in the next step were used to confirm, deny and refine our initial hypotheses.

Step 2: Input from Local Stakeholders

Two stakeholder input sessions were completed.

Date	Composition of Group	Number of Attendees	Number of City Representatives/ Consultants
December 9, 2011	Property Owners	11	5
December 12, 2011	Business Owners	8	5

December 9, 2011 Meeting Participants

John Morning, Morning Ridge Development (Chamber president)
Sue Farnsworth, Farnsworth Insurance
Steve Hagen, Hagen Insurance
Dave Mosher, Dave Mosher Insurance (President, New Glarus Chamber)
Matthias James, Allen Creek Gallery
Brian Fick, Appliance Works
Lori Allen, Allen Realty
Lisa James, Allen Creek Gallery
Jean Peterson, Berg Management
Jill, Hagen Insurance
Jeff Farnsworth, State Farm Insurance

December 12, 2011 Meeting Participants

Sarah Bauer, Sarah and Company
Sandy Franklin, Sew Many Threads
Shelley Meredith, Evansville Hometown Pharmacy
Blase Strobl, Core Physical Therapy
Jim Kopecky, Kopecky Piggly Wiggly
Wendy Pryce, Interested in opening bakery
Daun Fugate, Real Coffee at Daun
Raj Patel, Cobblestone Inn & Suites

Word clouds, summarizing key themes, can be found in **Appendix B.**

Findings from these groups include the following:

Macroeconomy – Uncontrollable Items

- Property owners are under a lot of pressure, carrying the costs of unrented spaces and facing a very competitive rental market.
- The overall economy is still difficult. Retail business start-ups have slowed down, at least locally.

Assets

- The downtown area looks nice, quaint, clean for the most part.
- Evansville has a library, post office, and community center near to each other –a real downtown, unlike some other small communities.
- Evansville is close to two regional metropolitan areas: Madison and Janesville.
- Evansville has room to grow, e.g., new residential developments, vacant retail space, available industrial and commercial properties.
- There is good complementarity in the current mix of retail businesses.

- The Chamber and the Evansville Community Partnership have shared goals with landlords and merchants.

Marketing Challenges/Opportunities:

- Both property owners and business owners noted that they don't know enough as they would like to about other businesses in town, and what merchandise and services are currently available.
- There are residents of Evansville who don't patronize the local stores or know what is provided locally.
- Residents don't seem to make the connection between buying local and a thriving community economy.
- Schools provide a lot of the sense of community, and already have communication networks in place.
- There is a perception that people who live in Janesville but work in Evansville tend to shop in Janesville and that people who live in Evansville but work in Madison tend to shop in Madison. Either way, Evansville loses.
- Some events are successful at drawing crowds: Olde Fashioned Christmas, Art Crawl, Business Expo, Inside Out Days, 4th of July.
- The Historic District house tours were a big draw, but they haven't been done in a few years.
- The primary goal of most of these events varies; creating retail traffic is often a secondary goal or incidental.
- Potential tenants expect retail properties to be advertised prominently. However, some landlords rely primarily on word of mouth. Therefore, there is a gap between expectations and current practice.
- There is no single type of marketing that is most impactful for all stores, although billboard advertising, direct mail, event marketing, and referral marketing were some of the most common ways.
- Advertising individually can be very expensive for retailers.

Operational Items

- Some businesses reported good foot traffic over the lunch hour. Others reported that weekends are their busiest days. Both landlords and business owners noted that many Evansville residents commute out of the area most workdays. Yet many businesses close weekdays at 5:00 or 6:00, close early on Saturdays, and are not open on Sundays at all.
- Discussion about parking – perception that parking is hard to get (especially downtown) and that property owners or business owners take the most convenient spots in front of the businesses.
- Questions on whether the process for opening a new business can be simplified or made more transparent, e.g., permitting, business mentoring or a starter kit

Strategic Choices

- What is our theme? Is it the right one for us? The tourism survey came back loud and clear on this question: they see Evansville's main draw as the Historic District.
- Destination businesses: Losing Windmill Antiques was a loss to many businesses, as they were a destination store that brought people in from out of town to patronize other businesses. What other businesses could draw people? (Bakery from Farmers Market?)
- How can we attract more businesses to Evansville (employers, such as the phone company, banks, and other business offices) to support more shops and stores?
- For aspiring entrepreneurs, what assistance is available?
- Collaborative community marketing to residents, visitors, and potential businesses

Step 3: Recommendations for Retail Businesses & Step 4: Retail Business Marketing Plan

Setting the Stage

1. Retail is just one component of community and economic development, and the one that is the focus of this project. Other generally recognized components include business retention and expansion, business attraction, entrepreneurialism, and tourism.

2. Downtowns and retail areas are vital to the health of a city. Perceptions of these areas can make a city attractive (or unattractive) to live, recreate, or grow a business.

3. We believe that Evansville's retail areas hold much promise, and there is great potential to "raising the boat" for everyone, but that the effort to implement the recommendations must be driven by stakeholders – business owners, property owners, civic groups, and others with a "stake" in the success of the local economy.

Recommendations for Evansville

4. Refine a cohesive vision for the downtown shopping area:

    a. Its theme, or how it is positioned, e.g., The Historic District.

    b. The mix of consumers it would like to attract – local/regional, destination/every-day shoppers, etc.

    c. The types of retail operations that would fit in well downtown (new businesses that would both help support existing businesses at the same time be supported by existing businesses)

    d. The types of hours, parking, etc. that will be required to reach these customers and meet business goals

5. Describe a cohesive vision for the east side shopping area:

    a. Its theme, or how it is positioned

    b. The mix of consumers it would like to attract – local/regional, destination/every-day shoppers, etc.

    c. The types of retail operations that would fit in well in that area (new businesses that would both help support existing businesses at the same time be supported by existing businesses)

    d. The types of hours, parking, etc. that will be required to reach these customers and meet business goals

6. Identify and act on areas of shared needs among business owners – activities that would provide benefits to individual business owners as well as to the shopping areas as a whole. Examples?

    a. Referral strategies: Maps and descriptions to help refer customers to one another's businesses; promotions that involve patronizing or visiting multiple stores; new partnerships with potential "driver" businesses who are not located either downtown or on the east side.

    b. Co-op advertising and marketing strategies. Take a poll to see what types of advertising and marketing are of interest to local businesses. Instead of each business buying a quarter-page ad, buy a whole page and promote every participating retailers' business. Same could be done for a billboard, direct mail campaign, etc.

    c. Targeted customer marketing

7. Work to increase the *awareness* and *interest* in local shops among area residents.

    a. Joint marketing through the school district and school events

    b. Welcome Wagon-type connections and information to new residents (maps, coupons, etc.)

8. For a community of its size, Evansville has a good history of events, many of which are known about even outside of the community.

    a. Work to build awareness and interest of local retail options into these events.

    b. Consider organizing additional events that support the themes identified for each main shopping area.

9. Publicize available retail properties more widely.

    a. Do not rely simply on word-of-mouth for advertising. In these tough times, potential tenants have more options and will follow those that are easiest for them. These include online listings that can be found and reviewed over the internet.

    b. Put together a "Why Evansville?" brochure or packet that summarizes why someone might want to open up a business in Evansville. Talk about consumers with 10-, 20- and 30-minutes, the growth in Evansville's population, cost of living advantage, quality of school district, quality of workforce, investment in downtown revitalization, community support for entrepreneurs, the perception of Evansville as a tourist destination for its historic downtown (per the Visitors Survey), sample rents per square foot relative to competing communities, etc.

    c. Given the "vision" developed for each shopping area and the types of businesses identified, consider which of these would be good fits for your available properties. Contact associations or groups of these types of companies and advertise your openings, why you think it would be a good fit, and other information about Evansville.

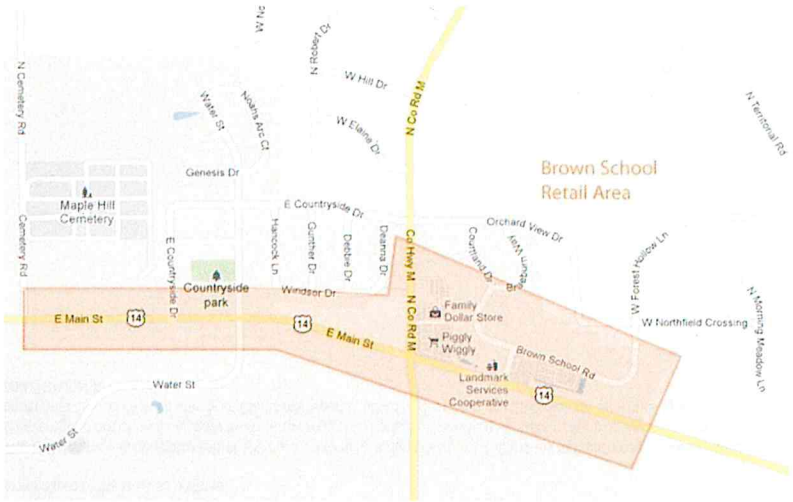
Step 5: Presentation
Present the retail business marketing plan to the project work team.

Step 6: Implementation
Assist with implementation as desired

Evansville Main Retail Areas

Evansville Downtown Retail Area

Evansville Brown School Retail Area



Evansville Basic Demographic Data	
Population (2011 estimate)	4,655
Unemployment Rate	10.2%
Job Growth (since 2000)	-2.81%
Cost of Living	95 (US average is 100)

Demographic Data (by drive time)			
	10 Minute	20 Minute	30 Minute
Population	7,600	25,186	203,640
Population Growth (since 2000)	21.21%	19.05%	7.53%
Median Age	37.12	37.21	33.13
Median Household Income	$55,844	$64,326	$48,240
High School Graduation Rate	90.97%	92.56%	90.82%
Average Commute Time	27.58	26.59	22.47

Evansville Retail Business Information			
	Total Employees	Sales (in Millions)	Establishments 20+ Employees
Building Materials, Garden Supply and Mobile Homes	7	.9	0
General Merchandise Stores	8	.5	0
Food Stores	72	12.2	1
Automotive Dealers and Gas Service Stations	62	14.7	1
Apparel and Accessory Stores	0	0	0
Home Furniture, Furnishings and Equipment	11	1.7	0
Eating and Drinking Places	187	8.5	3
Miscellaneous Retail	15	2.0	0
ALL RETAIL	362	40.5	5

Consumer Spending Patterns:
Consumer spending patterns by category on a 10 minute, 20 minute, and 30 minute drive time are listed on the following page.

"Annual Avg. Household" refers to the annual average household expenditure by category (e.g. the average household, on a 10 minute drive time from Evansville, spends $7,178 per year on "Housing Related and Personal").

"Avg. Annual % Growth" is based off of annual average household expenditure by category and measures the percentage that each category grows or declines per year (e.g. the average household, again on a 10 minute drive time from Evansville, spent 2.58% more money on "Housing Related and Personal" than they did the previous year).

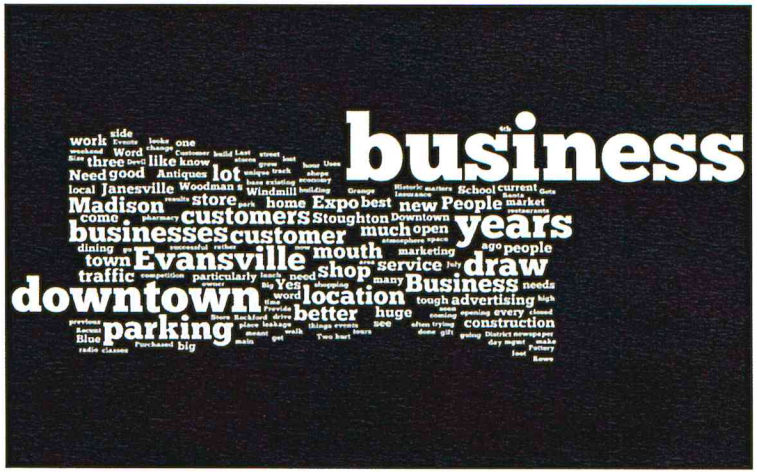
Finally and probably the most important, "Index to the USA", compares the annual average household expenditure of the specific area (10 minute, 20 minute, and 30 minute drive time from Evansville) to the annual average household expenditure of the USA as a whole.

The U.S. average is benchmarked at 100 so, for example, a number above 100 means that this specific area spends, on average, more on that category than the average U.S. household and vice versa (e.g. the average household, again on a 10 minute drive time from Evansville, spends about 2%less than the U.S. average on "Housing Related and Personal").

Consumer Spending Patterns (by drive time)

	10 Minute			20 Minute			30 Minute		
	2011 Annual Avg. Household	Avg. Annual % Growth	2011 Index to USA	2011 Annual Avg. Household	Avg. Annual % Growth	2011 Index to USA	2011 Annual Avg. Household	Avg. Annual % Growth	2011 Index to USA
Food at Home	5,956	1.74	100	6,100	1.59	102	5,391	0.89	90
Food Away from Home & Alcohol	4,044	1.86	103	4,214	1.68	106	3,834	0.79	96
Day Care, Education, & Contributions	3,013	2.38	85	3,558	2.25	98	3,579	1.22	91
Healthcare	5,268	3.25	106	5,705	3.03	115	4,771	2.17	96
Household Furnishings & Appliances	2,614	3.04	103	2,925	2.84	116	2,398	1.90	94
Housing Related & Personal	7,178	2.58	98	7,604	2.44	106	6,582	1.51	88
Personal Care & Smoking Products	2,196	3.01	114	2,220	2.71	115	1,988	1.86	103
Pet Expenses	631	3.1	109	692	2.81	120	540	2.14	93
Sports & Entertainment	5,430	6.12	102	6,046	6.03	114	5,119	4.96	98
Transportation & Auto Expenses	11,502	2.24	115	12,582	2.03	126	10,434	1.12	103
Total Apparel	7,673	3.42	98	4,234	3.35	106	3,799	2.50	92
TOTAL AVERAGE	51,197	2.62	101	55,353	2.45	109	48,105	1.54	94

Business Owners' Comments, 12/12/11



Ady Voltedge
retain, expand, attract

Evansville Imple

Key Implementation Steps	Target Dates	Leader	Benefit	Difficulty	Cost	Pi
1. Refine vision for downtown shopping area						
2. Describe vision for the east side shopping area						
3. Identify and act on areas of shared needs among business						
4. Work to increase the *awareness* and *interest* in local shops among area residents						
5. Make outside community aware of Evansville events and businesses						
6. Publicize available retail properties more widely						

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Evansville Economic Development Project

Evansville
Economic Development Plan

Final Report

Prepared by:

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Special recognition and thank you to Rebecca DeMarb, Evansville Economic Development Committee and James Otterstein, Rock County Economic Development Manager for the their efforts in drafting and editing this document.

EXECUTIVE SUMMARY

BACKGROUND

The Evansville Economic Development Committee ("EDC") contracted Whalen & Associates, Inc. in June, 2007 to design and facilitate a process that would result in an Economic Development Plan (the "Plan"). The project fulfills an action item of Evansville's Smart Growth Plan. The Smart Growth Plan on page 133 states that Evansville "needs more commercial and industrial development to permit the City to reduce its relatively high property tax rate without reducing services." (The related action item is #9 on page 213.) The project's planning team consisted of Mayor Sandy Decker, City Administrator Dan Wietecha, Chamber of Commerce Promotional Director Bridgit Larsen and consultant Judy Whalen.

THE PROCESS

- EDC used a series of **information gathering activities** to provide data from which the Plan would be developed including:
  - **Focus Groups** – Five focus groups were conducted involving 26 representatives of agribusiness, manufacturing, retail, service and construction/development.
  - **Phone Survey** - 135 businesses were identified to be contacted by the UW-Whitewater Small Business Development Center (SBDC.) Thirty-three phone surveys were completed as of January 20, 2008.
  - **Summit** – The Economic Development Summit was conducted January 12, 2008 to provide business representatives the opportunity to provide further input into the topics that should be addressed in the Economic Development Plan. 94 people participated in the Economic Development Summit. A total of 58 local businesses were represented. The Economic Development Summit identified the strategic issues for the next step, the **Task Forces**.
- EDC appointed five **Task Forces**, composed of 32 community volunteers, to develop the goal, objectives and action plans for the five key strategic issues:

  - Workforce Development
  - Downtown Revitalization
  - Intergovernmental Relations (This topic was later changed to: Business, Community and Government Relations).
  - Marketing
  - Entrepreneurial Environment
- The **Task Forces** presented their recommendations to the Economic Development Committee April 17, 2008.
- The **Economic Development Committee** met three times to review the task forces recommended action plans, met with selected task force representatives to gain more clarity, and also met with representatives of the Evansville Chamber of Commerce Board of Directors before finalizing the Economic Development Plan.
- The **Economic Development Committee approved the Plan** on July 23, 2008.

KEY STRATEGIC ISSUES

Five key strategic issues are addressed in this Plan. These are: (no priority assigned to order)

1. Workforce Development
2. Downtown Revitalization
3. Business, Community and Government Relations
4. Marketing
5. Entrepreneurial Environment

GOALS AND OBJECTIVES

The goals and objectives for each key strategic issue are:

- **Workforce Development**

Goal: To develop and nurture co-operative working networks to secure the resources to build an adaptable and skilled workforce with a positive work ethic and a strong sense of personal responsibility.

Objective #1: Access and utilize existing business networks

Objective #2: Maximize the use of existing education-based networks

Objective #3: Maximize the use of community-based organizational networks.

Objective #4: Maximize the use of government networks

- **Business, Community and Government Relations**

Goal: To develop a cooperative, intergovernmental, straight-forward, and clearly defined process to reach out, attract and retain a broad economic base for Evansville.

Objective #1: Research options that would enable Evansville to form a "stand-alone" Economic Development Alliance.

Objective #2: Improve Web internet tools for use by the members of the Economic Development Alliance.

Objective #3: Expand outreach between governmental bodies, i.e. local, county, and state.

Objective #4: Review city regulations so the regulations and process of adhering to the regulations are streamlined, simple, user-friendly and communicated in an easy to understand manner.

- **Downtown Revitalization**

Goal: To create a healthy, vibrant and walkable downtown by expanding and attracting employment, shopping and social activities

Objective #1: Host a downtown retail start-up fair to connect entrepreneurs with information on maintaining an existing business and opening a new business and acquiring funding.

Objective #2: Develop a pilot business for the principle objective of creating a template for new business start-ups.

Objective #3: Form a steering committee to develop a user-friendly manual for city government and the public that lists a menu of low-cost tools and strategies for revitalizing Evansville's central business district.

Objective #4: Create a green business initiative to form the "Allen Creek Collective," a green business mall in downtown Evansville.

- **Marketing**

Goal: To promote Evansville's businesses, services and recreational opportunities to residents, non-residents and businesses.

Objective #1: Improve marketing to local and surrounding communities

Objective #2: Make Evansville a "destination location."

- **Entrepreneurial Environment**

Goal: To facilitate the interaction of entrepreneurial people, ideas, and resources.

Objective #1: Create a better networking environment for local businesses.

Objective #2: Develop greater access to high speed internet services

Objective #3: Create a Business Resource Center for the City (both web and brick & mortar)

Objective #4: Develop incentives for existing and start-up businesses

ECONOMIC DEVELOPMENT PLAN

KEY STRATEGIC ISSUES

Five key strategic issues are addressed in the Economic Development Plan. These are: (no priority assigned to order)

1. Workforce Development
2. Downtown Revitalization
3. Business, Community and Government Relations
4. Marketing
5. Entrepreneurial Environment

ACTION PLANS

The following action plans are the outcome of the work of the task forces and the review and discussion of the Economic Development Committee.

One theme is common across the Task Forces and points to the obvious area for the EDC to focus to accomplish the goals of the five Task Forces in the most efficient and comprehensive manner. Evansville needs a funded, centralized entity to direct economic development activity and move this Plan forward.

EDC believes that its primary action must focus on creating the structure for some kind of partnership with the City of Evansville, the Economic Development Committee, the Chamber of Commerce, the Redevelopment Authority, Evansville Community Partnership and/or others (identified as an "Alliance"). The goal of the Alliance will be to reduce redundancy and inefficiencies in the action being taken already within the community and to focus community leaders on a shared vision for Evansville's economic future.

This Alliance would include a person or, perhaps, entity who would be a centralized resource and who would be responsible for implementing many of the Task Force objectives. For example, the Alliance would coordinate retail fairs, market Evansville's economic opportunities, work as a conduit between the City of Evansville and prospective businesses, work to promote Evansville's community development as a way to attract businesses and develop incentives for businesses.

Other communities have this type of centralized person or entity in place including Main Street Programs, Economic Development Corporations, and hybrid actions such as in Milton, Wisconsin. EDC does not have the information necessary to decide what structure would work best for an Alliance in Evansville. Therefore, EDC's first action step is to explore and identify various options and make a recommendation to the City Council by December of 2008.

While researching Alliance structures, EDC will undertake the following strategic actions immediately:

1. Workforce Development: EDC will work with the Evansville Community School District to investigate opportunities for a RISE Grant program to parallel the framework of the Department of Public Instruction's Framework for 21st Century Skills program. EDC will prompt this investigation by October 1, 2008.
2. Downtown Revitalization: EDC will work with the Chamber of Commerce to collect an inventory of available store fronts downtown. EDC will request that the Chamber of Commerce complete this inventory by October 1, 2008.
3. Business, Community and Government Relations: EDC is taking on the work necessary to make a recommendation to the City Council for an Alliance, as described above. This process is central to achieving the goals of this Task Force.
4. Marketing: Improved signage in Evansville, primarily "way-finding signs," is in progress. The signs are expected to be installed by October, 2008.
5. Entrepreneurial Environment: EDC will work with the Chamber of Commerce to start an Inventors & Entrepreneur's club in Evansville, with the goal of holding the first meeting by October 1, 2008. In addition, the Chamber of Commerce is working with the Eager Free Public Library to inform the community of the business resources available at the Library. A public meeting regarding these resources is scheduled for September, 2008.

These are the first steps for implementing the Economic Development Plan. Full details are included in the Appendix. EDC expects to charge the

Alliance, once it is active and empowered, with the primary responsibility for implementing the full Economic Development Plan. EDC anticipates that the Alliance will be composed of a variety of community organizations and that it will operate with the assistance of EDC, as needed. The Alliance will be accountable to the EDC for implementation of the Economic Development Plan.

OUTCOME MEASUREMENT

The Economic Development Committee will lead the progress review process of the Plan by:

- Requesting quarterly progress reports on the various strategic issues.
- Meeting with selected "champions" or others involved with implementation of the goals, as needed, to more fully understand progress or adjust action plans as needed.
- Discussing the overall progress of meeting the Plan's goals and objectives at least once every six months.
- Reviewing the overall strategy at least once a year.
- Using the Action Plans as a guide for topics for agendas for the Economic Development Committee meeting agendas.
- Requesting measurement assessments from the appropriate parties.

APPENDIX

- **Focus Groups Report**
- **Phone Interview Report**
- **Summit Report**
- **Task Forces Report**

COMMERCIAL DEVELOPMENT DESIGN STANDARDS

EVANSVILLE, WISCONSIN

civi tek CONSULTING

Prepared by

Large-Scale Commercial Development Study Committee

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Mayor Sandra Decker

Ald. Bill Hammann

Karen Aikman, Former Alderperson

Dean Arnold

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Submitted to

Evansville Plan Commission

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Cheryl Dickert

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This report was prepared by the Large-Scale Commercial Development Study Committee with assistance of Tim Schwecke, AICP of Civi Tek Consulting, LLC.

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INTRODUCTION

Smart growth comprehensive plan
In 2005, the Evansville Common Council adopted the city's first smart growth comprehensive plan to help guide growth and development over the next 20 years. It looks at the whole community including housing, economic development, community character, infrastructure, land use, natural and cultural resources, and more. It includes an overall vision that describes what the community will look and feel like in 20 years. Goals and objectives help to further define that vision, while implementation activities identify what needs to be done to attain the overall vision.

Community character – a reoccurring theme
One of the key themes of the comprehensive plan is the desire to maintain Evansville's small town atmosphere as it grows in the coming years. A listing of the provisions related to the focus of this report is included as Appendix A. Maintaining the city's small-town character is obviously a multifaceted issue that needs to be addressed from different angles. One of those angles, is to consider how new commercial development should fit into the existing community fabric.

While it is fairly easy to paint a picture of a community in general terms, it becomes somewhat harder to develop the details of that vision and put it into action. What should be done to help new development complement existing business? Will it be necessary to adopt regulations? If so, what regulations should be adopted? What are the issues and trade-offs?

Advisory committee
To help answer these questions and many others, the Evansville Common Council created an ad-hoc advisory committee which became known as the "Large-Scale Commercial Development Study Committee".

For the first several meetings, committee members set about to learn as much as they could about the issues and what other communities in Wisconsin and elsewhere have done to address them. Resources and ideas were shared and outside speakers were invited to share their perspectives. Using this information, the committee identified the most pressing

A Key Theme of Evansville 's Comprehensive Plan

Balance the desire for continued growth with the desire to maintain the City's small-town atmosphere.

Source: Evansville Smart Growth Comprehensive Plan

concerns related to commercial development in Evansville and then prepared a set of specific recommendations.

Focus of this report
Because larger retail stores have the potential to significantly affect the existing community fabric, much of this report focuses in on large-format stores. However, it does not end there. This report also makes recommendations that affect the outward appearance of small-scale businesses as well.

The purpose of this report is to generate additional input so the recommendations can be presented to the Plan Commission for review and action. Ultimately, the Common Council has the authority to revise existing regulations and adopt new ones as may be appropriate.

SETTING

Commercial development trends and forecasts
Residential growth in Evansville has been strong for the last six or seven years. Within the last several years, hundreds of acres have been annexed into the city and more than two hundred lots have been approved through the subdivision process.

As more homes continue to be built, additional commercial development is sure to follow. Recent commercial projects attest to this fact.

Although the city is experiencing strong growth, its population base and that of the surrounding area is not yet be able to support a large-format store like a Wal Mart. The committee believes that the tools need to be in place now to proactively address the attendant issues before being asked to act on a development proposal for a large-format store.

Existing design standards
Currently, two entities have the ability to review the design of commercial projects. The Historic Preservation Commission has developed a set of design guidelines for commercial projects in the historic district which encompasses the downtown area and surrounding residential blocks. Standards govern commercial buildings with regards to:

- renovation and rehabilitation

As entrepreneurs see more roof tops, new commercial development will follow.

Large Commercial Buildings in Evansville

Piggly Wiggly	23,700 sq. ft.
New Ace Building	18,125 sq. ft.

- new construction
- site considerations

These guidelines are voluntary.

Through the site plan review process, the city's Plan Commission has the ability to judge the outward appearance of non-residential projects. Unfortunately, there currently is insufficient guidance in the city's zoning code for the developer and Plan Commission. Because of this difficulty, building design has not been a key consideration in this review process since the regulations were adopted.

In spite of this deficiency, a number of noteworthy buildings have been constructed or will soon be built that exemplify good architectural design. The city needs to raise the bar so that all buildings add to the uniqueness of Evansville.

Fig. 1. Bank of Evansville

Fig. 2. Citgo / Subway

Report Content

In the remainder of this report, issues relating to commercial development are addressed broadly with special emphasis on large-format stores.

Does Size Matter?

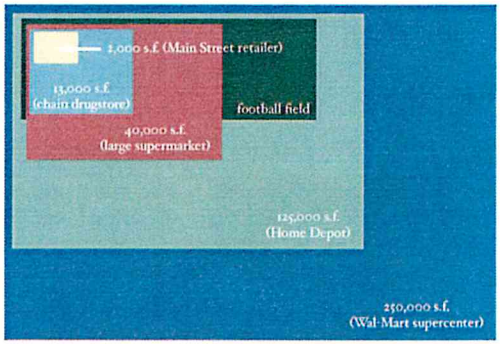
Within the last decade, retail stores have grown substantially larger. A single super-sized retail store can approach 250,000 square feet of floor area with parking for some 500 cars. As the size has increased, so too has the potential for unwanted impacts. At some point, a large-format store becomes so large that it never can really fit into the community without unmitigated impacts. As a result, more and more communities across the U.S. are setting a cap on the size of new stores and store expansions. (See inset table) Larger communities tend to adopt higher caps (e.g., 175,000 square fee) if at all, while mid-sized communities tend to set the cap at 100,000 to 125,000 square feet. Some smaller communities have set a limit of 50,000 square feet.

Limits Placed on the Size of Retail Stores In Selected Jurisdictions

Madison	no cap
Sun Prairie	no cap
Stoughton	110,000 sq. ft
Mt. Horeb	50,000 sq. ft.

Recommendation

Recognizing the economic importance of the downtown and the existing amount of retail in the community, large-format stores should not be larger than 50,000 square feet in Evansville. This cap can be adjusted upward in the future as the retail base in Evansville continues to grow and is able to absorb larger retail stores. For the foreseeable future though, the recommended cap should remain in effect.



Source: New Rules Project, Institute for Local Self-Reliance

Vacant Buildings and Reuse

Fig. 3. A vacant big-box store in Madison

Vacant building can over time become a blighting influence on surrounding properties. Landscaping care and maintenance more often than not are lacking. Weeds grow in the parking lot and the building's facades fall into disrepair. Signs remain up long after the store vacated. All of these negative effects become compounded as the size of the building increases.

Why do some large buildings sit vacant for so long? Obviously there are unique factors in every situation, but there are common issues that affect vacancies. First, some of the chain stores lease their buildings and include in their lease agreement a restriction on the type of businesses that can occupy their former space. They do this in an effort to keep out their competitors. Second, there are only so many potential uses that can occupy such large buildings. One solution is to require that when new large-format stores are built, they be designed to be subdivided into smaller spaces. Third, some buildings, large and small, incorporate a franchise design making reuse difficult at best. Franchise design is addressed in more detail in the next section of this report.

Recommendation

The city should require that the owner of a new retail store in excess of 20,000 square feet enter into a development agreement that (1) prevents the owner from prohibiting or otherwise limiting, through contract or other legal device, the reuse of the building for retail or other legitimate purposes; (2) requires long-term maintenance of the development including landscaping if the building is vacated; (3) requires the preparation of an adaptive reuse plan or a demolition plan acceptable to the city within 12 months of vacation; and (4) requires the property owner to post a bond to either convert the building to another use or demolish the building, which ever is greater, if the building remains vacant 24 months after the first date of vacation. In addition, when a large-format store is proposed as a replacement for another store already located in the city, the developer should not prohibit or otherwise limit, through contract or other legal device, the reuse of its former building.

Franchise Design

Fig. 4. A National Chain

By definition, franchise stores use a standard formula that often includes everything from signage, architectural style, exterior color schemes, and exterior fixtures. When franchise stores begin to out number home-grown business, the community begins to look like any other community. And when a community loses its distinctiveness, residents often lose their sense of place that many residents currently value.

Some franchise businesses use such a distinctive architectural style that when the business goes out of business or moves to another location, the building sits empty for an extended period of time. Why? Because any new tenant would be associated with the business that failed or find it hard to break the image of the former business because of the building design.

Recommendation

When franchise building designs, materials, architectural elements, colors, or other features are used, they need to be integrated into and be subordinate to the building's overall design and appearance. Such features should not inhibit reuse of the building by another tenant.

Building Design

The design of a building can have a substantial and long-lasting effect on surrounding properties and the overall character of a community (See Figure 5). This is especially true of commercial and institutional buildings since they tend to occupy visually prominent areas of the community.

Recommendation

In order to promote high-quality development that fits into the desired character of the city, design standards should be adopted. These standards should be tailored to specific geographic areas of the city.

Standards should be adopted for the gateways into the city. These are shown on the map on the next page and include the area along U.S. Highway 14 on the city's east side and on U.S. Highway 14 on the city's north side. Another set of standards should be adopted for the area between U.S. Highway 14 and Allen Creek. The final set of standards should be developed for the Main Street area. Provisions should be devised that address the following:

- Building materials
- Color schemes
- Architectural features
- Fenestration (placement of windows and doors)
- Placement of the parking area in relation to the building and the street
- Community amenities

The recommended regulations for the Gateway Design Overlay District and the Allen Creek Design Overlay District are included as Appendix B. Regulations recommended for the Main Street Design Overlay District are included as Appendix C. It should be noted that the standards are a compilation of the standards currently used in the Historic Preservation District and those contained in the zoning code for the Central Business District (B-2). The city should create a new zoning district for the Allen Creek commercial area to increase density to more closely match that allowed in the Central Business District (B-2).

Fig. 5. An example of a nice building that doesn't fit its surroundings

Fig. 6. A Wal Mart in Pewaukee that doesn't look like a Wal Mart

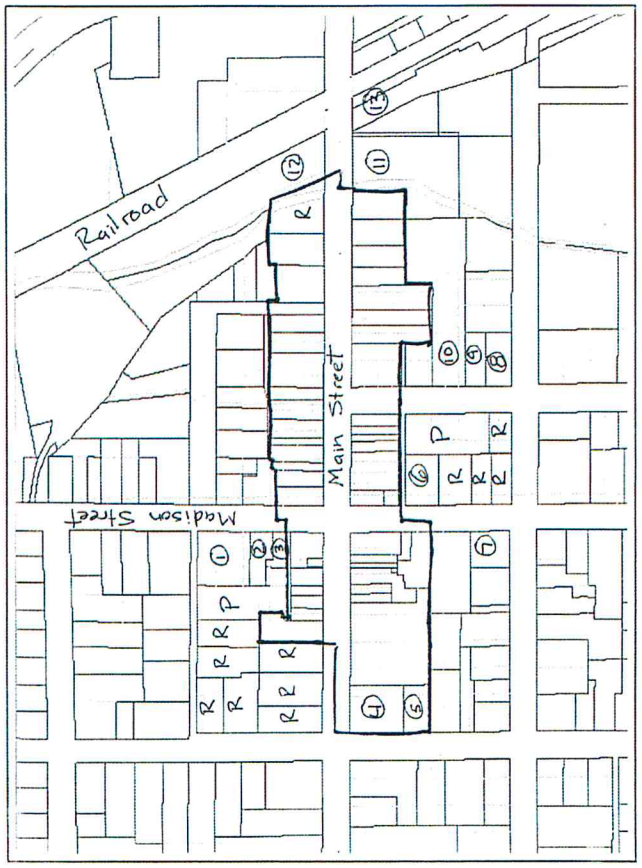
Fig. 7. A store front with false second floor

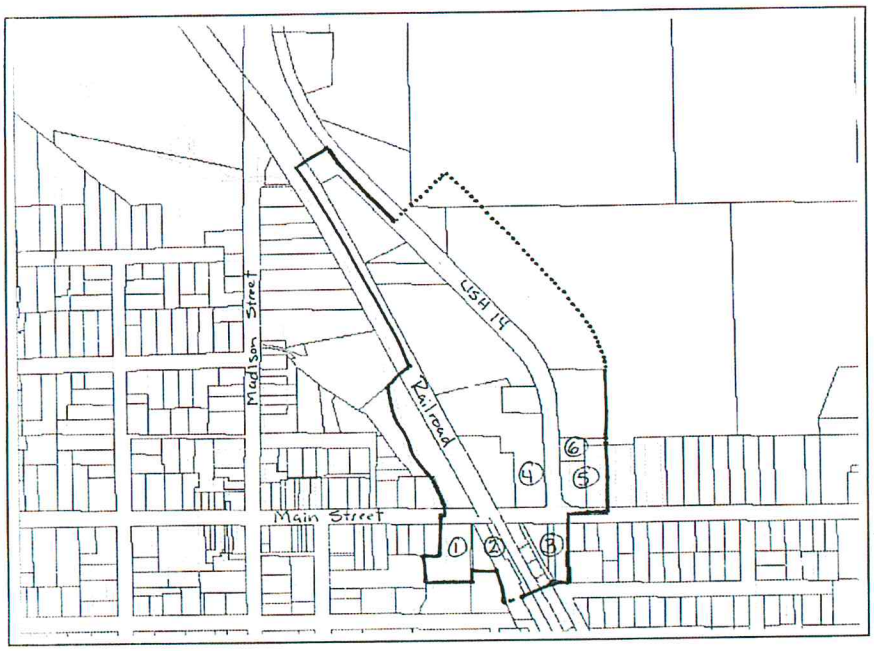
Main Street Design Overlay District

Key

1 M&I
2 Union Mutual
3 Laundromat
4 Library
5 Post Office
6 Amdt Plaza
7 City Hall
8 Storage Building
9 Badger Cycle
10 Veterinary Clinic
11 Bauer Haus
12 Mixed Use
13 VFW

R Residence
P Parking Lot

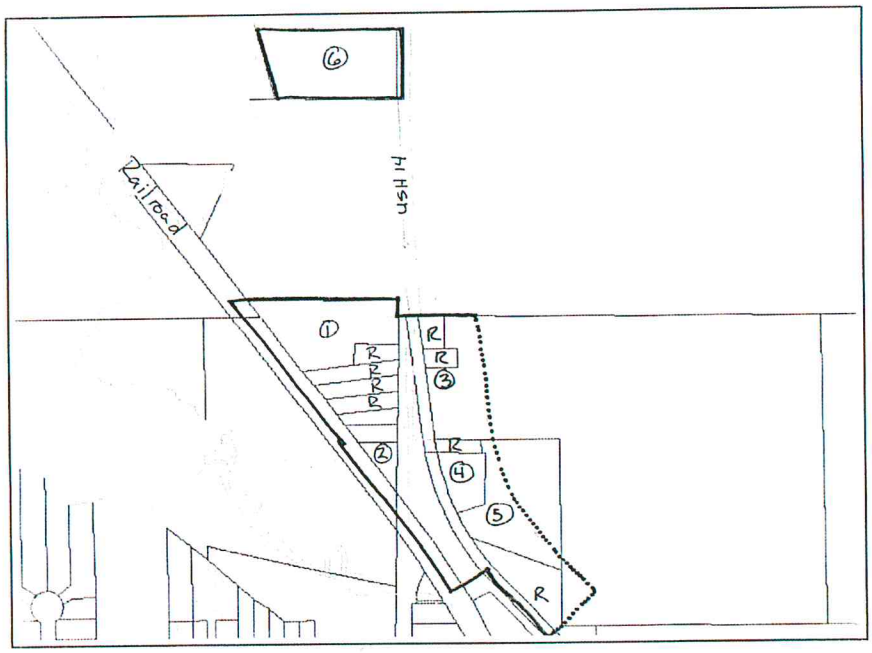




Allen Creek Design Overlay District

Key

1	Bauer Haus
2	VFW
3	New bank
4	Lumber yard
5	Citgo & Subway
6	Ramono's Restaurant

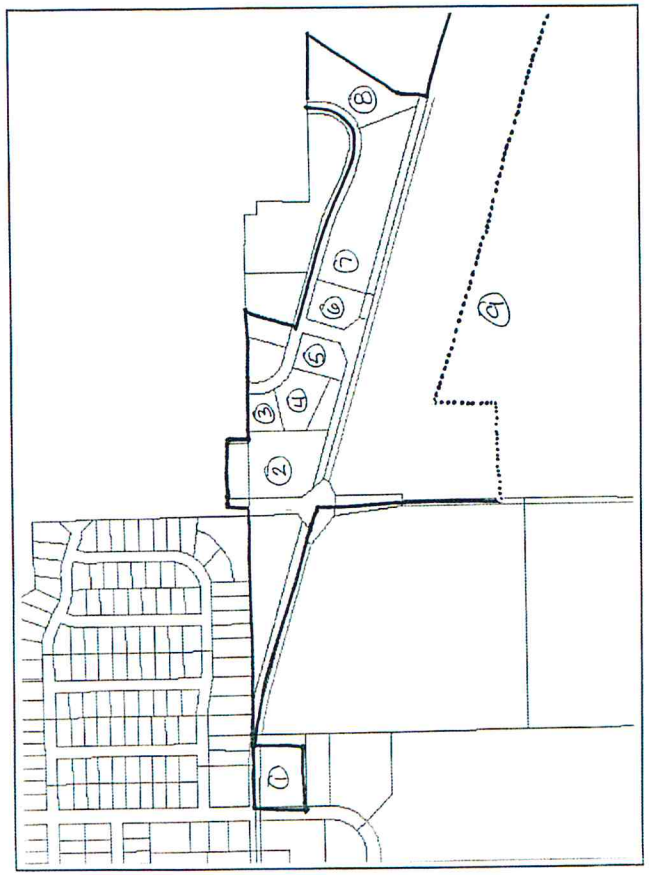


USH 14 – North Design Overlay District

Key

1	Symdon Chevrolet
2	Carwash
3	Mobil Gas Station
4	Mercy Evansville Family Medical Center
5	Master Tech Car Care
6	Harvard Corp.
R	Residence

USH 14 – East Design Overlay District



Key

1 Multi-Tenant Commercial Center
2 Piggly Wiggly
3 Child Care and Computer Service
4 Vacant
5 McDonalds and Gas Station
6 New bank
7 Ace Hardware
8 Multi-Tenant Commercial Center (John Morning)
9 Agricultural -D&D Development

SIGNAGE

Evansville has sign regulations that have worked well in most situations.

Recommendation

No changes are proposed.

Fig. 8. An example of a wall sign

Fig. 9. Projecting signs

Landscaping

As parking lots become larger to accommodate the large size of large-format stores, the need for landscaping becomes more important. The city currently has landscaping standards but the committee believes they need to be strengthened to require more landscaping.

Recommendation

The city should revise its landscaping standards to require more plantings within and near parking lots. When the number of parking spaces provided in the project, exceeds the number of spaces required in the city's code, the amount of landscaping should be increased as well to mitigate the appearance of the over-sized parking area.

Fig. 10. An example of well-landscaped parking lot

Parking Lots

Parking lots are a necessary component of any commercial project. Given the sheer size of some large-format stores, parking lots can consume many acres of land. If the design and appearance of a parking lot is ignored, a good-looking building will seem less attractive when viewed in its surrounding context.

It is common place to see all of the parking placed between the street and the front of the store. Not only does this hinder pedestrian access, it is often unsightly to see. In some circumstances, retailers provide more parking spaces far in excess of what is actually needed in an effort to make it appear that there is plenty of parking. Unfortunately, this practice simply creates unnecessary stormwater runoff and creates more visual clutter.

The city has standards for the number of required parking spaces. There is no mention on where the parking should be located on-site.

Recommendation

The city should adopt parking standards to:

- Limit the number of parking spaces to 120 percent of the number of spaces required in the code. Spaces in excess of this amount could be allowed through the conditional use process on a case-by-case basis.
- Require the provision of bicycle parking facilities.
- Ensure that a significant proportion of the parking is located on the sides of the building so that the front of the building can be brought closer to the street.

Fig. 11. Cart corrals are needed and especially in large parking lots

Fig12. Parking lots occupy large areas and often are not fully utilized

Outdoor Lighting

When done well, outdoor lighting can foster security and safety and enhance the visual appeal of an area. If done poorly, outdoor lighting can:

- detract from the community character
- spill over onto other properties, (referred to as light trespass)
- unnecessarily brighten the night sky
- reduce safety with excessive glare and lighting contrast
- waste energy

Currently the city does not have specific standards to control outdoor lighting. During the site review process, the Plan Commission does however have the ability to consider a project's lighting as it relates to the overall project. In the absence of clear guidance, it becomes rather difficult to articulate what outdoor lighting standards need to be met and to apply them consistently from project to project. In addition, lighting can be installed on preexisting projects without any type of local review and approval.

Recommendation

The city should adopt basic lighting standards that would apply to street lighting and multi-family, commercial, institutional, and industrial projects. Standards should:

- set maximum lighting levels for various types of land uses to prevent excessive lighting
- ensure uniform lighting levels in parking areas and similar areas to promote safety (i.e., prevent dark spots)
- require the use of full-cut off lighting fixtures
- prevent light trespass
- establish lighting districts to regulate the "color" of the lighting (e.g., "white light" districts and "brown light" districts)
- address the special requirements of auto dealerships, recreational sites, and other specialized uses
- prohibit lighting that creates unsafe conditions

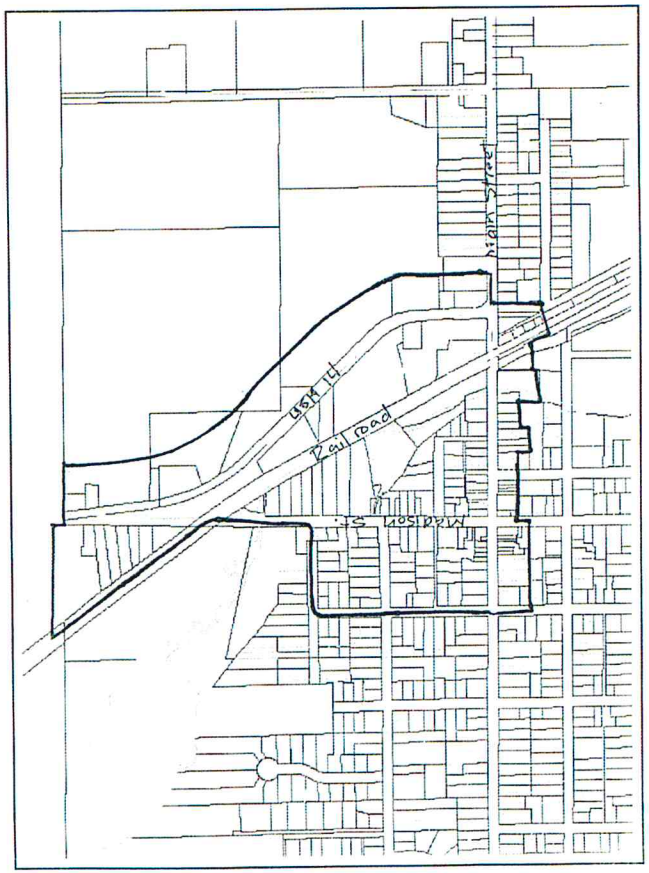
The general boundary of a "white light" lighting district is shown on the map on the next page. Lighting in parking lots and along streets and pedestrian ways within this district should have a color rendering index (CRI) exceeding 80.

Fig. 13. An example of period lighting

Fig. 14. An example of light trespass

Fig. 15. An example of excessive lighting

"White Light" Lighting District



Economic Impacts of Large-Format Stores

The establishment of a large-format store in a community invariably has consequences for the local economy and existing businesses. Some of the effects may be beneficial, while others may be detrimental. The consequences are often especially prominent in smaller communities.

In the absence of reliable information on the benefits and costs of a large retailer, it becomes rather hard to judge if a large-format store would benefit or hurt the community. Project opponents may claim that existing businesses will suffer and eventually close their doors, while proponents may claim that many new jobs will be created and the tax base will benefit. To help analyze the anticipated consequences of a large retailer, some communities require the preparation of a economic impact analysis for stores exceeding a certain size. That threshold varies from community to community. As a general-rule though, communities with a relatively small retail sector set a lower threshold than would a community with a large, diversified retail sector.

Recommendation

The developer of a retail store in excess of 40,000 square feet should be required to submit an economic impact analysis that will be considered in the review process. The analysis would look at the following:

- positive, negative, and neutral effects directly attributable to the proposed project along with those indirect effects which may accrue as well
- effects of the project on commercial vacancy rates in the trade area
- number of anticipated jobs the project would create by type (e.g., construction, management, clerks) and by employment status (e.g., full-time, part-time, seasonal)
- anticipated tax revenue from the project and the project's need for public services
- the extent to which the proposed project would likely reduce the number of existing businesses within its trade area
- the extent to which the proposed project would export dollars out of the local economy as compared to other locally-owned businesses
- other elements deemed appropriate by the consultant to complete a balanced analysis of the project

Traffic Impacts

While large-format stores do have the potential to negatively affect traffic safety and efficiency, the committee believes other types of projects also have the same potential.

Recommendation

The city should require the developer of any project that creates more than 500 trip ends to prepare a traffic impact analysis. Such a report should be prepared by a transportation engineer and include the following:

- existing traffic circulation conditions and patterns
- anticipated traffic circulation conditions and patterns, including truck movements
- effects of the project on traffic safety and efficiency
- recommendations/alternatives to alleviate negative effects

The intent of this report is to identify potential problems upfront and then devise ways to alleviate those impacts to an acceptable level. If this analysis is not done, traffic safety and efficiency will decline and likely prompt the city to spend taxpayer money to fix a problem residents did not create.

Public Recognition of Exceptional Projects

Much of this report talks about the need to establish minimum design standards for commercial and residential projects. While this is needed, a mechanism is also needed to publicly recognize exceptional projects and the people who build them. In so doing, the city will help to further elevate the design of projects in the city.

Recommendation

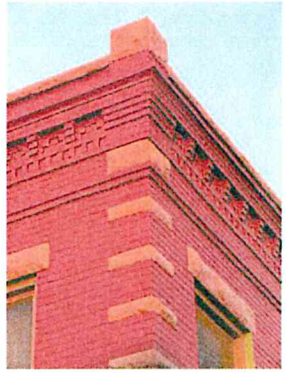
The city should establish a formal program to publicly recognize those development and redevelopment projects (commercial, residential, and institutional buildings and subdivisions) that far exceed the minimum design standards and which exemplify quality design. Those projects designated as an "Evansville Signature Project" can use that designation in advertising and in promotion. To preserve the prestige of this designation, no more than two projects would be recognized in each year.

Evansville Signature Project

♦ ♦ ♦ ♦ ♦ ♦ ♦ ♦

In Recognition of Design Excellence

Fig. 16.



Appendix A. Selected Provisions from the City's Smart Growth Comprehensive Plan

The following are provisions from Evansville's Smart Growth Comprehensive Plan that relate to the design and appearance of the built environment.

Housing Policies (Chapter 4)

- Promote architectural variety within all neighborhoods. (pg. 45)

Economic Development Policies (Chapter 8)

- Promote a strong downtown business district while allowing for commercial development at the edge of the city to meet the demand for goods and services from the increasing population. (pg. 143)
- The city will use the Historic District and associated ordinances and design standards to enhance the attractiveness of downtown businesses to customers rather than to undermine the viability of downtown businesses. (pg. 143)

Land Use Policies (Chapter 10)

- Build to the sidewalk to promote walkability. (pg. 186)
- Make the front of the building "permeable" (i.e., no blank walls, use windows, doors, material changes and other amenities to keep the buildings interesting). (pg. 186)
- Encourage infill and new development based on traditional neighborhood design and New Urbanism principles. (pg. 186)

Chapter 12 – Implementation

Housing Goal #3

3. Review and possibly update existing development controls to encourage housing that is easily adaptable for seniors and residents with disabilities that do not prohibit affordable housing development. (pg. 198)

Agricultural, Natural & Cultural Resource Goal #6

4. Amend the B-2 design guidelines to provide more protection to historic structures and enforcement provisions and consider establishing residential design guidelines in the historic district. (pg. 210)

Economic Development Goal #2

1. Regulate entrances to and exits from commercial establishments so as to promote traffic and pedestrian safety. (pg. 214)
2. Update performance standards as needed (e.g., signage, noise, lighting, vibration). (pg. 214)

Economic Development Goal #3

3. Revise the design standards ordinance for B-2 district to support the historic character of the downtown and design elements identified in the streetscape plan for the area (refer to # 1). (pg. 215)

Land Use Goal #1

2. Create a design ordinance with specific standards for gateway commercial development, industrial development, and residential design; enhance the design standards that already exist in the zoning code for downtown development. Illustrate these design standards extensively to effectively communicate desired development. (pg. 220)

Land Use Goal #3

5. Revise the historic overlay zoning district to more clearly outline development requirements using form and performance based zoning techniques. Illustrate this ordinance extensively to clarify desired development. (pg. 221)

Implementation Goal #3

5. Add illustrations to clarify important design considerations in all districts. (pg. 223)
6. Consider adopting building and material standards to avoid the potential of applying inconsistent requirements during the site plan review process. (pg. 223)
7. Consider developing anti-monotony code provisions. (pg. 223)

Appendix B. Suggested Design Standards for the Gateway and Allen Creek Design Overlay Districts

A. Applicability. The design standards in this section apply to:
   1. commercial and institutional buildings located within a Gateway Design Overlay District and the Allen Creek Design Overlay District as depicted on the city's official zoning map, and
   2. additions to such buildings to the greatest extent possible given the constraints of the existing site and structures.

B. Materials. Exterior building materials shall be of comparable aesthetic quality on all sides of the building. The following materials may be used: glass, wood, cement-fiber siding, stucco, exterior insulation and finish system (EFIS), cultured stone products, brick, and textured, concrete masonry units. Decorative architectural metal with concealed fasteners or decorative tilt-up concrete panels may be approved when incorporated into the overall design of the building.

C. Windows and doors. In a Gateway Design Overlay District, at least 35 percent of the building's first floor front facade shall consist of windows and doors. In the Allen Creek Overlay District, at least 50 percent of the building s first floor front facade shall consist of windows and doors.

D. Color schemes. Facade colors shall be non-reflective, subtle, neutral, or earth tone. The use of high-intensity colors, metallic colors, fluorescent colors, or black on facades is prohibited. Building trim and accent areas may feature bright colors, including primary colors or black, provided they are muted, not metallic, not fluorescent, and not specific to particular uses or tenants. Standard corporate and trademark colors shall be permitted only on signage as may be allowed in the sign code.

E. Neon lighting. Neon tubing or other lighting may not be used on the exterior of the building, except as may be allowed for signage.

F. Entryways. The primary entrance to the building shall be architecturally prominent and clearly visible from the abutting public street. Such entryway shall incorporate at least three of the following design features:
   1. canopies or porticos
   2. overhangs
   3. recesses/projections
   4. arcades

5. raised corniced parapets over the door
6. peaked roof forms
7. arches
8. outdoor patios
9. transparent or lightly-tinted windows on both sides of the doorway
10. other design feature as approved by the Plan Commission

When additional stores are located in a large-format store, each such store shall have at least one exterior customer entrance conforming to the architectural standards.

G. Facade orientation. The front facade shall face the street providing primary access to the site. The Plan Commission may waive this requirement on double frontage lots in a Gateway Design Overlay District that existed as of January 1, 2006.

H. Facade elements. Building facades that are visible from a non-industrial zoning district shall include a repeating pattern that includes at least three of the following elements:
   1. color change
   2. texture change
   3. material module change
   4. a change in the plane of the wall exceeding 12 inches or more in width (e.g., offset, reveal, or projecting rib).

   At least one of these elements shall repeat horizontally. All elements shall repeat at intervals of no more than 30 feet, either horizontally or vertically.

I. Roof elements. Roofs shall have at least two of the following elements:
   1. parapet with a three-dimensional cornice treatment
   2. overhanging eaves extending at least 3 feet beyond the outer plane of the exterior wall.
   3. three or more roof slope planes

J. Franchise building features. When franchise building designs, materials, architectural elements, colors, or other features are used, they shall be integrated into and be subordinate to the overall building design and appearance. Such features shall not inhibit reuse of the building by another tenant.

K. Parking lot orientation. In a Gateway Design Overlay District, no more than 40 percent of the off-street parking shall be located between the front facade and the street on which it fronts. With Plan Commission approval, up to 60 percent of the parking may be located there. In the Allen Creek Design Overlay District, no more than one row of parking may be

placed between the front facade and the street on which it fronts.

L. Mechanical equipment. Mechanical equipment (e.g. heating ventilating, and air conditioning equipment) shall be screened with material compatible with the architectural appearance of the building. The most desirable treatment is where such screening is used as an architectural element of the building's design. Landscaping may be allowed as an alternative to a solid screen.

M. Loading areas. Loading docks shall be completely screened from non-industrial land uses with a solid wall that is integrated into the building's design or with landscaping that provides a continuous visual screen prior to the occupancy of the building.

N. Fencing. Fencing shall complement the appearance of nearby buildings and be constructed of durable materials.

O. Buildings on outlots. All buildings on outlots shall be of architectural quality comparable to the primary structure.

P. Access. Retail stores in excess of 10,000 square feet shall take primary access off of a street classified as a minor arterial, major collector, or minor collector.

Q. Cross connections. Whenever possible, transportation connections shall be established to adjoining properties.

R. Community amenities. A large-format store in excess of 35,000 square feet shall include at least one of the following amenities as approved by the Plan Commission:
   1. water feature,
   2. clock tower,
   3. outdoor plaza with seating, or
   4. other feature that in the judgment of the Plan Commission adds character to the development and contributes to the city's community and public spaces.

Appendix C. Suggested Design Standards for the Main Street Design Overlay District

General provisions

A. Purpose. The standards in this section are intended to support the architectural and historic character of the area and designated historic properties -- the very qualities that made the area and buildings significant. Design review standards for heritage preservation are based on the principle that existing building materials and building details should be preserved and maintained. If replacement of materials is necessary, replacement should be made in materials similar to the original building.

B. Relationship to other standards. In addition to meeting the standards in this part, all projects must meet the standards of the Evansville Historic Preservation Commission as may be adopted.

C. Registry of historic properties. The Evansville Historic Preservation Commission shall maintain a registry of historic properties in the district and submit a copy to the city clerk which shall make it available to the public upon request.

Renovation and rehabilitation of historic properties

A. Applicability. The provisions of this part apply to the following:
   1. renovation and rehabilitation of historic properties; and
   2. additions to historic properties to the greatest extent feasible.

B. Masonry walls and foundations. Deteriorated brick, stone, and mortar shall be replaced with the materials used in original construction or materials that closely resemble the original. Repointing of mortar shall match the original brick and mortar joint profile, including width and depth. Mortar should duplicate the original in color, texture, and strength. Mortar mixtures should duplicate the original composition in lime, sand, and cement proportions. Masonry should not be covered with stucco or painted if it has not been painted historically. Paint should not be removed from historically painted masonry unless the removal is historically appropriate and the removal can be accomplished without damage to the masonry. Damaged or deteriorated paint should be removed only to the next layer using the gentlest method (such as hand scraping) prior to repainting. If repainting is required, colors that are appropriate to the building and district should be used. Note: The U.S. Department of the Interior strongly recommends against any form of sealing of masonry units on

historic buildings. Sealing may lead to severe deterioration and water damage to buildings.

C. Stucco surfaces. Deteriorated stucco may be repaired by duplicating the original material in strength, composition, color, and texture.

D. Doors. Existing entry openings should be retained, where feasible. If additional entry openings are needed (i.e., for deliveries) they should be placed at regular intervals and should be of similar proportions as the original entry. Original or historic features including columns, bulkheads, transoms, moldings, and hardware should be retained; trim should be replicated if replacement is necessary. Wood panel doors with large glass panels were typical of historic commercial storefronts in the district. When historic doors and hardware cannot be repaired, they may be replaced with similar products. If replacement of doors is necessary, replacement doors should be compatible with the design, proportions, and materials of the original door. New doors should be constructed of wood where possible; aluminum or other metal doors should be factory finished in colors complementary to the building.

E. Windows. Existing window openings shall be retained (i.e., not be filled in with wood, brick, or any other material) along with decorative trim, including lintels, pediments and hoods. If replacement of trim is necessary, the appearance of the original material should be maintained. New window openings should not be added on the primary facade. If new windows are required, wood windows are preferred, particularly on the primary facade. If metal is chosen, it should have a baked enamel or other appropriate factory finish. Metal-clad and/or vinyl-clad windows may be considered for upper level windows or rear facade windows, with the approval of the Historic Preservation Commission. Non-approved windows may not be substituted after such approval. The Historic Preservation Commission may require samples or examples of replacement windows to determine whether an option is an appropriate replacement. If it is necessary to replace a sash, the replacement sash shall match the appearance of the original sash. Replacement of double-hung windows with single panes of glass or with crank-out windows is expressly prohibited.

F. Roofs, cornices, and parapets. The historic rooflines including the cornice, parapet, or other elements shall be retained. If a cornice or parapet is missing, historic photographs or examples from similar buildings should be

used to craft replacements from materials such as wood, masonry, or sheet metal. Historic masonry copings should be maintained along the parapet. If copings must be replaced along party walls, metal coping with an appropriate painted finish may be used. Modern roofing materials such as rolled rubber are appropriate for low-pitch roofs not visible from the street. Rooftop equipment that projects above the roofline should be set back and not be visible from the street level.

G. Non-historic features. Inappropriate past additions to buildings should be considered for removal. Elements such as signs, wood, brick, or block filler in window openings, stucco, or exterior siding materials are some materials that should be considered for removal in renovation.

New construction

A. Applicability. The provisions of this part apply to the following:
   1. new construction projects; and
   2. additions to non-historic properties to the greatest extent feasible.

B. Facade proportions. Buildings shall have a well-defined base, middle, and top. (need a graphic here) The base, or ground floor, should appear visually distinct from the upper stories, through the use of a change in building materials, window shape or size, an intermediate cornice line, an awning, arcade or portico, or similar techniques. The base, or ground floor of the building, should include elements that relate to the human scale, including texture, projections, doors and windows, awnings, canopies or ornamentation. (See discussion of storefront elements.) The composition of the facade should be similar to facades on nearby historic properties in the district. This includes: (1) proportions of openings, (2) relation of width to height, (3) larger buildings should be broken into a number of smaller bays, to maintain a rhythm similar to the surrounding buildings, and (4) floor to ceiling ratios.

C. Roofs. Roofs shall be flat or gently sloped, consistent with traditional storefront commercial design. Building tops shall be articulated with detailed cornices or parapets.

D. Sidewalls. Party wall construction is typical within the district. Therefore, a number of buildings lack visible sidewalls. Where sidewalls are visible, window openings should be consistent in their proportions with those on the front facade.

E. Building height. New buildings that front on Main Street shall continue the traditional patterns of two or more stories in height. A second story facade may substitute for a second floor. New buildings that do not front on Main Street may be one or two stories in height. A second floor

facade may be used when appropriate. Maximum height should be based on the pattern established by surrounding buildings on the block face.

F. Building materials. Building materials should be consistent with the predominant materials used in the district. Masonry shall not be painted. (See masonry standards.) The following materials are appropriate on front or primary facades:
   1. wood,
   2. brick,
   3. natural stone, and
   4. concrete and stucco, if approved by the Historic Preservation Commission.

   Decorative elements on building facades should be of materials appropriate to the building style and similar to materials used on existing buildings, including metal, wood, stone, polished stone, tile, or glass block. Additional materials may be appropriate on side or rear facades that are less visible from the street, where permitted by the Historic Preservation Commission. Materials that may be considered include:
   1. Precast concrete units and concrete block, provided that surfaces are molded, serrated, or treated with a textured material in order to give the wall surface a three-dimensional character.
   2. "Jumbo brick" units should only be used on the lower third of the building wall.
   3. Split-faced brick is not appropriate for downtown buildings.
   4. "Novabrick" may be acceptable in some uses.

G. Percent of facade in openings. The area of the facade occupied by doors and windows shall be consistent with exhibit ___.

Exhibit ___. Minimum requirements for openings in a facade

	Percent in Openings
First floor facades facing Main Street	__ percent
Second and third floor facades facing Main Street	__ percent
Facades not facing Main Street	50 percent

H. Windows and doors. Windows shall have a height to width ratio of 3 to 1 or higher. The proportion, size, rhythm and detailing of windows and doors shall be compatible with that of nearby historic buildings in the district. Window shape, size, and patterns should emphasize the intended organization of the facade and the definition of the building. Windows should be designed with punched and recessed openings, in order to

create a strong rhythm of light and shadow in keeping with traditional architecture. Mirrored glass or glass block shall not be used on street-facing facades. Glass in windows and doors shall be clear or slightly tinted, allowing views into the interior. Buildings with modern curtain walls of windows are not appropriate in the district. Internal window divisions should be consistent with those of surrounding historic buildings, or with established styles within the district. Replacement windows consisting of one undivided pane of glass are not appropriate.

I. Accessory buildings. The design of accessory buildings should be simple and unobtrusive. Materials similar to those of the principal building shall be used, but lower-cost alternatives may also be appropriate, as determined by the Historic Preservation Commission. Materials that may be considered include textured precast concrete units, "Novabrick" blocks, jumbo brick and stucco.

A. Franchise architecture. Franchise architecture (building design that is trademarked or identified with a particular chain or corporation and is generic in nature) is generally discouraged unless it employs a traditional storefront commercial style. Franchises or national chains should follow the "New Construction" standards to create context-sensitive buildings.

J. Rooftop mechanical equipment. Rooftop mechanical equipment shall be positioned so it is not readily visible from the ground. Rooftop mechanical equipment may be placed in an enclosure or screened from view provided such enclosure or screening is used as an element of the building's architecture.

K. Awnings. Awnings may be used when consistent with the architecture of the building provided all of the following standards can be met:

1. Covering of certain features prohibited. The use of awnings shall be shall not cover or obstruct the view of distinctive architectural features.
2. Material. The awning shall consist of canvas or other fabric covering. Wood, metal, and plastic coverings are expressly prohibited.
3. Side profile. The side profile of the awning shall be flat. Curved awnings are expressly prohibited.
4. Illumination. An awning shall not be internally illuminated.

L. Trash enclosures and service areas. Most alleys in the district are too narrow to permit screening of service areas or dumpsters. Where space permits, enclosures are encouraged, using walls or fencing of similar design and materials to the principal building. Consolidation of trash

storage to create common screened areas is encouraged.

M. Outdoor lighting. Outdoor lighting shall be consistent with the standards in section ___ of the zoning code.

N. Signs. In addition to the sign standards contained in the city's sign code, the following provisions shall apply:

1. Installation and removal. A sign installation shall be reversible so that if the sign is removed at a later date, there would be no evidence suggesting that a sign was there.
2. Colors. Sign colors shall be compatible with those of the building provided no more than 4 colors are used.
3. Materials. Traditional materials (wood and metal) are appropriate. Plastic is expressly prohibited.
4. Illumination. Directly illuminated signs are prohibited.
5. Awning signage. Signage may be applied to awning covering, but only on the vertical flap.
6. Covering of certain features prohibited. A sign shall not cover or obstruct the view of distinctive architectural features.

O. Pedestrian walkways. Walkways connecting rear parking areas or alleys with streets and sidewalks are strongly encouraged where space permits. Both public and private walkways should be paved with materials consistent with the streetscape materials on the adjacent street. Walkways should be adequately lighted for public safety and visibility.

P. Fencing. Fencing shall complement the appearance of nearby buildings and be constructed of durable materials.

City of Evansville
Park and Outdoor Recreation Plan
2013-2018

Adopted December 10, 2013

2013 Park and Recreation Board members
Back row, star ng from le - Merrit, Mani, Cour er, Fuson
Front row, star ng from le - Anderson, Fuchs, Withrow
Not pictured - Laube

EVANSVILLE PARK AND RECREATION BOARD
Ald. Cheryl Fuchs, Chair
Rod Cour er
Lyman Fuson
Anika Laube
Cheryl Mani
Sue Merri
Randy Withrow
Ray Anderson, Sta

EVANSVILLE PLAN COMMISSION
Mayor Sandy Decker, Chair
Ald. Jim Brooks
Ald. Jon Senn
Ma Eaton
Carol Endres
John Gishnock
Bill Hammann

EVANSVILLE COMMON COUNCIL
Mayor Sandy Decker
Vacant - 1st District
Ald. Barbara Jacobson - 1st District
Ald. Cheryl Fuchs - 2nd District
Ald. Jim Brooks - 2nd District
Ald. Jon Senn - 3rd District
Ald. James Montgomery - 3rd District
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All photos by Nicole Sido , unless otherwise noted

Cover photo of West Side Park bathroom ribbon-cu ng by Kelly Gildner, Evansville Review

City of Evansville
Park and Outdoor Recreation Plan 2013-2018
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Chapter 1: Introduction

Park land and open space serve many important functions in a community. Parks can serve a limited neighborhood area, a portion of the City, a whole community, or an entire region by providing space and facilities for active and passive outdoor recreation. Open space can take the form of parks, greenbelts, wetlands, and floodplains, and may be either privately or publicly owned. Open space can serve many functions for a community in addition to recreation, including:

- Preserving scenic and natural resources
- Mitigating flood issues
- Protecting the area's water resources
- Preserving prime agricultural land
- Limiting development that may create hazards
- Buffering incompatible land uses
- Structuring the urban environment

Purpose of Plan

This Park and Outdoor Recreation Plan for the City of Evansville is an expression of the community's goals and objectives, and current and future needs and demands for parks and recreational facilities. The intent of this document is to plan for the maintenance, improvement, and expansion of Evansville's recreational and open space resources. The Plan outlines strategies to manage existing resources wisely and to develop new resources to meet future needs and demands.

Evansville prepared and adopted its first Park and Outdoor Recreation Plan in 1994. The Plan was updated in 1999 and 2007. The specific purpose of this Plan is to guide the development and improvement of the City's parks and outdoor recreation facilities over the next five years (2013-2018) to meet the recreational needs and demands of the local residents. Adoption of this updated Plan allows Evansville to become eligible to participate in grant programs, including the Land and Water Conservation Fund and the Acquisition and Development of Local Parks Program. These programs, and a number of other potential funding sources, are described in Chapter 7 of this Plan.

The City of Evansville has the responsibility for implementing this Plan, including acquisition, improvement and development of outdoor recreation areas. Policy decisions made by the City's Park and Recreation Board (PRB), Plan Commission, and City Council for park programs and improvements shall be guided by the goals and recommendations of this adopted Plan. Actual public policy decisions or choices are contingent upon funding sources, new opportunities and ideas, changing growth patterns, budget priorities, and changing community needs and desires. For this reason, the Plan should be reviewed annually, and a detailed update such as this should be completed every five years.

The development and continual updating of a park and outdoor recreation plan such as this becomes a valuable asset to a community and contributes to its stability and attractiveness. As previously indicated, updating the Plan every five years is also a requirement of the State of Wisconsin Department of Natural Resources for a community to be eligible for matching government funds for park land acquisition and facility improvements.

But just as importantly, the City of Evansville needs to set a course of action for continued improvement of its parks and outdoor recreation system.

METHODOLOGY

It is the responsibility of the City of Evansville Park and Recreation Board to help develop, adopt, and recommend a Park and Outdoor Recreation Plan to the Plan Commission and City Council. Wisconsin State Statute § 27.08 provides that any "city may by ordinance create a board of park commissioners" and further describes the powers of such a board. Appendix A outlines this Statute.

The City of Evansville Park and Recreation Board (PRB) is established by City Ordinance. It has seven members, including one alderperson as presiding officer and six citizen members, all of whom are appointed by the mayor. The PRB supervises the parks, lakes, and streams in the City, in addition to the Veterans Memorial Pool, youth baseball programs, the park store, and the park maintenance department. See Appendix B for City ordinances governing the PRB and City parks.

This Plan was developed by the Community Development Director, with assistance from PRB members and additional staff. The following planning process was followed to develop the Park and Outdoor Recreation Plan:

Step 1: Plan for Planning
City staff worked with the PRB to develop a planning timeline and process that would meet the community's needs. The planning process began in February 2013, with the PRB reviewing the existing Park and Outdoor Recreation Plan and discussing the timeline for the planning process. The PRB hosted a kick-off event on April 8, 2013 to provide an opportunity for public input and to allow time for members of the public to speak with PRB members and staff about the planning process.

Step 2: Inventory Collection and Analysis
This stage of the planning process included reviewing existing planning documents related to parks and recreation in Evansville; analyzing current demographic data and population projections; gathering an inventory of the existing physical conditions of the City; conducting an inventory of existing park and recreational facilities; and utilizing this information and State park and recreation standards to predict needs for future park and recreational facilities. The results of this inventory collection and analysis are encompassed in Chapters 2, 3, and 4 of this plan.

Step 3: Public Input
Public engagement was emphasized throughout the planning process to ensure that the entire spectrum of community needs was addressed by Plan recommendations. Public input efforts included a public opinion survey, activities at public forums, meetings with stakeholder groups, and public informational meetings. These activities and their findings are discussed in detail in Chapter 5.

House.

Step 4: Plan Development

Policy, program, and project recommendations were developed based on input from the public, PRB members, elected officials, and City staff combined with the results of the inventory and analysis. PRB members then undertook a prioritization exercise, whereby they rated each proposed recommendation based on a number of criteria. The results of that prioritization were used as the basis for PRB discussions on top priorities for recommendations. This step is explained more fully in Chapters 6 and 7.

Step 5: Public Hearing and Plan Adoption
The PRB recommended this Park and Outdoor Recreation Plan for approval at its meeting on November 11, 2013. The Plan Commission held a public hearing for the adoption of the Plan on December 2, 2013 and recommended approval to the City Council. The City Council approved the Plan through resolution on December 10, 2013. The resolution adopting this Plan is shown in Chapter 8.

Step 6: Plan Implementation
Several methods and procedures were proposed by the PRB to assist in Plan implementation. Implementation techniques include a recommendation that the PRB refer to the adopted Plan during budget discussions each year, regulatory strategies to help preserve open space and natural areas, and exploration of funding sources to assist in land acquisition and/or park facilities development. It is critical that implementation of the Plan be monitored, and a number of Plan recommendations emphasize strategies for monitoring implementation. Implementation strategies are highlighted in Chapter 7.

The Park and Outdoor Recreation Plan is a "living" document for the future. Therefore, if situations change and decisions are made which are contrary to the adopted Plan, the Plan should be amended. Amendments to the Plan should be adopted by the City Council, based on recommendations by the PRB and the Plan Commission.

It should also be noted that this Park and Outdoor Recreation Plan is just that - a plan. This Plan is based on the best judgment of the PRB, Plan Commission, Common Council, and City staff, based on the information that was available at the time of Plan development. Significant public input was gathered during the planning process and taken into account during Plan development. The Plan does not represent, however, a commitment by the City of Evansville to complete any particular project during the five-year planning period. As with any plan, implementation of the recommendations encompassed within this Plan is dependent upon adequate financial and staff resources made available by the City Council through taxation, user fees, grant funds, private donations, and resources that may be identified in the future. This Plan is intended to serve as a guide for decision-making related to maintenance, improvement, and expansion of park and recreation facilities in the City when such resources are available.

Chapter 2: Summary of Related Plans

In updating the City's Park and Outdoor Recreation Plan, it is important for decision makers to be familiar with other related plans and their relationship to this planning effort. This Plan builds upon past iterations of the City's Park and Outdoor Recreation Plan, while taking into account inventory and recommendations encompassed in other plans that pertain to the City.

Past City of Evansville Park and Outdoor Recreation Plans

The City of Evansville prepared and adopted its first Park and Outdoor Recreation Plan in 1994, which the City subsequently updated in 1999 and 2007. This Plan is an update to the 2007 iteration of the Plan. The specific purpose of this Plan is to guide the development and improvement of the City's parks and outdoor recreation facilities over the next five years (2013-2018) to meet local residents' needs.

The City of Evansville has the responsibility for implementing the Plan, including acquisition, improvement, and development of outdoor recreation areas. Policy decisions made by the City's Park and Recreation Board (PRB), Plan Commission, and Common Council for park and recreation programs and improvements shall be guided by the recommendations of this adopted Plan. Citizen input was a critical component of the planning process and guided the development of goals and recommendations. However, it is recognized that the City's decision makers have a more extensive understanding of the resources available for implementing policies and programs recommended by members of the public. Actual public policy decisions are contingent upon funding sources, budget priorities, and changing community demographics and needs.

The update to and adoption of the Park and Outdoor Recreation Plan is also important in allowing the City to be eligible for various State and Federal park and recreation grants. Some of these grant funds include the Wisconsin Department of Natural Resources (WDNR) Knowles Nelson Stewardship Fund, the Land and Water Conservation Fund (LAWCON), the Acquisition and Development of Local Parks (ADLP) program, the Urban Green Space (UGS) program, and the Urban River Grants program. Chapter 7 provides additional information on funding opportunities.

City of Evansville residents' long-standing legacy of community involvement and strong volunteer ethic has played a major role in the implementation of past park improvements and will continue to play an integral role in the future. The list of accomplishments and improvements since the last Park and Outdoor Recreation Plan shows a number of examples of community members and groups contributing to parks projects.

Accomplishments and Improvements since the 2007 Park and Outdoor Recreation Plan

Leonard-Leota Park

Pool Area/Park Store

- Installed new windows.
- Installed new roof and shingles.
- Added more solar heating panels for pool.
- Painted pool.

- Added required safety drain and ADA-accessible chairlift.

Lower Park Area

- Moved and restored Antes Cabin.
- Completed restoration of Baker Office Building and landscaping at Park entry (Grove Society).
- Replaced flat roof of bathroom with new hip-style roof.
- Upgraded water lines.
- Replaced roof of warming house with cement roof.
- Installed new roof and shingles on lower shelter.
- Installed new wood on lower shelter windows.
- Installed new basketball backboards.
- Upgraded bleachers at both ball diamonds.
- Installed more dog-waste receptacles.
- Planted along railroad tracks.
- Commenced restoration of stonework throughout the Park.
- Installed new flagpole at upper ball diamond (Jays).
- Refurbished Women's Relief Corps flagpole (Grove Society).
- Installed bat houses (Eagle Scout).
- Installed batting cage at upper ball diamond (Jays).
- Made improvements to concession stand (Evansville Community Partnership and Jays).
- Installed new roof on Boy Scout house.

Stone restoration work at Leonard-Leota Park.

Upper Park Area

- Re-shingled roof of bathroom.

Lake Leota and Allen Creek

- Removed 180,000 cubic yards of sediment from Lake Leota.
- Restored Lake Leota to 8-15' depth.
- Commenced restoration of Allen Creek's walls.
- Continued reforestation and planting efforts.
- Restored shoreland with native plantings.
- Implemented fish restocking in Lake Leota (Save Our Lake Environment).
- Installed ADA-accessible fishing pier (Eagle Scout).

General

- Leonard-Leota Park listed on the National Register of Historic Places.
- Constructed a disc golf course.

Countryside Park

- Constructed bathrooms.
- Upgraded playground equipment.

- Installed blacktop pad for basketball and funnel ball.
- Installed player benches for soccer field.
- Increased bleacher seating.

Franklin Park

- Implemented additional landscaping.

West Side Park

- Created two soccer fields.
- Constructed bathrooms (In conjunction with Evansville High School).
- Installed playground equipment.
- Constructed a parking lot.
- Installed Park identification sign.
- Purchased field mower.

West Side Park bathrooms ribbon-cutting. (Photo by Kelly Gildner, Evansville Review)

Wind Prairie Park

- Installed benches and birdhouses (Eagle Scout).

City of Evansville Smart Growth Comprehensive Plan

The City of Evansville's award-winning Smart Growth Comprehensive Plan was adopted in 2005. The City developed the Plan to have a more effective tool to address the City's rapid growth rate while maintaining its small town charm. The Plan addresses the required plan elements, including issues and opportunities, housing, transportation, utilities and community facilities, economic development, land use, natural and cultural resources, intergovernmental cooperation, and implementation. As part of the planning process, the City created an overall vision for the community, which emphasizes the importance of cooperation between the government, private sector, citizens, and civic organizations. This vision also calls out the importance of the City's natural resources. These themes continued to emerge throughout this park and recreation planning process.

Park and recreation issues are present throughout most elements of the City's Comprehensive Plan. A few key areas in which park and recreation activities and facilities are addressed include:

- Recommendations in the Transportation Element that a multi-use trail be developed and that Evansville continue to improve its walkability.
- A recommendation in the Utilities and Community Facilities Element to locate parks and open spaces throughout the community to ensure all neighborhoods have access to these resources.
- A recommendation in the Agricultural, Natural, and Cultural Resources Element to preserve the most significant aspects of the natural resource base.

A major update to the City's Comprehensive Plan will begin in 2013 and be adopted by mid-2015. Much of the inventory encompassed within this Park and Outdoor Recreation Plan, as well as the prioritized recommendations, will be incorporated into the Comprehensive Plan update.

Rock County 2009-2014 Parks, Outdoor Recreation, and Open Space Plan

Rock County updated its Parks, Outdoor Recreation, and Open Space (POROS) Plan in 2009. Many of the recommendations contained within that Plan are relevant to Evansville's park and outdoor recreation planning process, as City residents are served by the Rock County Parks System.

Evansville residents are fortunate to have two unique Rock County parks located in close proximity to the City. Magnolia Bluff Park, located about 6.5 miles southwest of Evansville, is a roughly 112 acre park with facilities supporting various uses. Magnolia Bluff Park's amenities include hiking trails, equestrian trails, restrooms, grills, and fire pits. According to the Rock County Plan, "Magnolia Bluff Park is nearly the highest point in Rock County... A scenic overlook from the bluff and other open areas of the park are the dominant features of the park." The Rock County POROS Plan's primary recommendations for this park include control of invasive species and implementation of further erosion control measures along the bluff.

Gibbs Lake Park, located roughly 7 miles east of Evansville, is the largest Rock County Park at 287 acres. Park amenities include a picnic area, water dock, park grills, shelter, bridle path, and hiking trails. According to the Rock County POROS Plan, Gibbs Lake is the largest lake that lies entirely within Rock County's borders. Similar to Magnolia Bluff Park, most of the recommendations for Gibbs Lake Park involve management and control of invasive species.

The Rock County POROS Plan's focus on invasive species management is important for Evansville officials to keep in mind during the development of Evansville's Park and Outdoor Recreation Plan. Although eradication of invasive species is, for all practical purposes, not an attainable goal, efforts to mitigate the effects of invasive species are most effectual when addressed broadly and through partnerships. As Rock County continues its efforts to manage invasive species, the City of Evansville can complement those efforts through invasive species management strategies within its boundaries.

2011-2016 Wisconsin Statewide Comprehensive Outdoor Recreation Plan

The State of Wisconsin, much like units of government within the State, updates its Comprehensive Outdoor Recreation Plan (SCORP) every five years. The recommendations of the SCORP can be useful for local governments to understand while developing their respective park and outdoor recreation plans. The most recent iteration of the SCORP covers the years 2011-2016.

A key fact highlighted by the 2011-2016 SCORP is that 87% of Wisconsinites participate in some form of outdoor recreation. This means that a vast majority of Wisconsinites are using park and recreational resources. The SCORP provides a great deal of information on trends in outdoor recreation and highlights the percentages of residents participating in a variety of recreational activities. The SCORP also provides information on trends in recreation, including the activities with the highest percentage increase in participation rates over the past 15 years. The top growth Wisconsin recreation activities by percentage from 1994-2009 were handball or racquetball outdoors, soccer outdoors, kayaking, surfing, football, horseback riding, mountain/rock climbing, use of personal watercraft, golf, and snowboarding. This information can be useful to City of Evansville decision-makers when developing recommendations for the City Park and Outdoor Recreation Plan.

Two key themes of note found throughout the 2011-2016 SCORP include public health and wellness and public-private partnerships. These concepts are consistent with and complementary to the City of Evansville's Park and Outdoor Recreation Plan. As the relationship between public health and land use planning continues to grow, planning documents will increasingly emphasize the importance of the built environment in promoting public health. The City's Park and Outdoor Recreation Plan incorporates information and recommendations relating to a variety of active recreational facilities and opportunities, which will have the possibility of positively impacting the health and wellness of City residents.

The City of Evansville has a very strong volunteer ethic, as evidenced by the myriad volunteer groups and strong civic participation in the community. As both this chapter and subsequent chapters of this Park and Outdoor Recreation Plan demonstrate, many of the desired improvements to the City's Park System are proposed to be achieved through public-private partnerships. Much like many of the recommendations encompassed in the SCORP, certain goals and improvements recommended by Evansville's Park and Outdoor Recreation Plan will only be attainable with volunteer involvement and private support.

Chapter 3: Description of the Planning Area

In developing a Parks and Outdoor Recreation Plan, it is critical to evaluate the existing natural, physical, and social environment of the community. Physical features, land use patterns, transportation systems, and natural resources of an area can represent opportunities. Other social factors such as population demographics and growth projections also influence the type, location, and intensity of land uses. This Park and Outdoor Recreation Plan will take into consideration the following inventory of the natural, physical, and social environment of Evansville when developing the Plan's goals, policies, programs, and infrastructure recommendations for parks and recreation issues.

Physical Characteristics

Location

The City of Evansville is located in the southern portion of the Town of Union in northwestern Rock County, four miles south of the Rock and Dane County line. Evansville is located midway between three urban centers: Madison (23 miles to the north), Janesville (20 miles to the southeast), and Beloit (26 miles to the south). Distances to other metropolitan areas include 50 miles to Rockford, IL, 90 miles to Milwaukee, and 130 miles to Chicago, IL. Consequently, Evansville's geographic location provides convenient access to the markets, suppliers, services, and opportunities of larger urban areas.

Four major vehicular transportation routes serve the City of Evansville: US Highway 14, State Highway 59, State Highway 213, and County Trunk Highway C. Additionally, the Union Pacific Railroad provides freight rail service to the City.

Climate

The climate of Rock County and the Evansville planning area is continental, characterized by warm, humid summers and relatively long winters. The variable weather is a result of the alternating high and low pressure systems accompanied by prevailing westerly winds. The frequent interaction of cold, dry northern air masses and warm, moist southern air masses contributes to the changing weather conditions resulting in four distinct seasons. Spring and fall are characterized by cool temperatures with short, scattered showers. The summer months are characterized by warm, humid conditions with periodic thunderstorms. The winter months are characterized by cold temperatures with numerous snowfall events. Warm weather recreational activities in the area include swimming, boating, fishing, and hiking. Cold weather activities include cross-country skiing, snowmobiling, ice fishing, and ice skating. The four seasons afford residents of and visitors to the planning area a diversity of outdoor recreation options.

Topography

Past glacial activity in the Evansville planning area formed three distinct glacial features. The terminal moraine, the outwash plain, and the morainal drift area are responsible for the varying topography and drainage patterns in the area.

The Johnstown Moraine, a NW-SE belt of hummocky topography, lies north of the City of Evansville. This kettle hole topography is represented by two relief forms: depressions and hills with local relief of 920 to 1,000 feet. Many depressions occur throughout the Moraine, some of which may be filled with water to form small kettles.

South of the Johnstown Moraine is an apron of flat outwash plains, which extends southeasterly across the City. Relief in this extensive outwash plain is minute, varying from 870 to 920 feet. The topography in the remainder of the Evansville planning area, approximately the west and southwest borders of the area, is a result of differential erosion of the bedrock. The terrain in this area is characterized by deep valleys cut into sandstone and ridges underlain by dolomite.

Soils

Soil is the most influential physical feature for agricultural and urban development. The soils' physical properties such as texture, structure, and moisture content determine suitability for various land use activities.

Four general soil associations exist in the Evansville planning area. The soils upon which much of the City is built are deep and moderately deep, well drained and moderately well drained, nearly level to sloping soils that have a silty clay loam to sandy clay loam subsoil. These soils have been formed over glacial outwash deposits, consisting of stratified sand and gravel at a depth of three to six feet. Agriculturally, the soils for this association are very productive for a wide variety of farm products. The substratum is a good source of sand and gravel extraction. However, because of the porous substratum, a danger exists of groundwater pollution by effluent from sewerage systems and of nitrate pollution from fertilizer applications.

The soils found in the central and southern parts of the City limits are moderately deep, poorly drained and somewhat poorly drained, nearly level and gently sloping soils that have a mainly clay loam to loam subsoil. These soils have been formed over glacial outwash deposits, consisting of stratified sand and gravel. A high groundwater table, zero to three feet from the soil surface, necessitates proper drainage in agricultural production, building construction, and sewage disposal. Wet soils that have not been drained are in pasture or wildlife habitat.

To the north of the City the soils are deep, well drained and moderately well drained, nearly level to steep soils that have a sandy clay loam to silty clay loam subsoil over sandy loam glacial till. These soils are prevalent on the till plains of the hill and kettle topography with gravely, sandy loam glacial till 30 to 65 inches below the surface. Soils on level slopes are very productive for agriculture, whereas steeper slopes are usually wooded. There are few limitations for sewerage systems on level soils; however, lateral seepage of effluent to the surface occurs on steeper slopes. Additionally, steeper slopes are subject to erosion.

The soils in the western and northwestern sections of the planning area are shallow and moderately deep, well drained, nearly level to very steep soils that have a mainly clay and clay loam subsoil over dolomite bedrock. These soils have been formed on ridgetops and side slopes of natural drainageways with dolomite rock 20 to 40 inches below the surface. Soils on level slopes are productive for agriculture, whereas steeper slopes are usually wooded. Major soils in this association are not suitable for sewage systems because of the underlying bedrock. Natural fissures and crevasses in the dolomite increase the danger of groundwater contamination by unfiltered effluent moving through the bedrock.

The Natural Resource Conservation Service (NRCS) rates soils according to their potential agricultural productivity based on a wide variety of soil characteristics. There are eight categories in this classification system with Unit I soils being the most productive and Unit VIII soils the least productive. Units I, II, and III soils

are typically considered prime agricultural soils, as they have exceptional capabilities for agricultural production and require minimal special management practices. Over 95 percent of the soils in the planning area are considered prime agricultural lands.

Water Resources

Water resources in the Evansville planning area include both groundwater and surface water. The groundwater provides public and private water supplies, while the surface waters provide wildlife habitat, recreational opportunities, and storage for drainage water.

All significant amounts of water that are used in the Evansville planning area for residential, agricultural, commercial, and industrial consumption originate from groundwater sources. Groundwater is tapped from glacial deposits and bedrock formations underlying the area. The groundwater moves from areas of recharge, such as topographic high areas or uplands, to areas of discharge, usually located in lowlands such as streams, lakes, and drainage ditches. Recharge areas are located east and west of the City. From these areas, groundwater moves toward its point of discharge at Allen Creek and surrounding wetlands. Other discharges occur from spring flow, seepage, evaporation, and water supply wells.

The Evansville planning area is located in the Sugar-Pecatonica Basin and the Allen Creek and Middle Sugar River Watershed. The Allen Creek and Middle Sugar River Watershed straddles the northeast corner of Green County, northwest Rock County, and south central Dane County. Lake Leota, located in the City of Evansville, is one of two impoundments within the Sugar-Pecatonica Basin.

Surface waters in the Evansville planning area include Allen Creek and an impoundment of the creek, Lake Leota. Allen Creek enters the northwest corner of the planning area and flows southeasterly into Lake Leota. The creek drains over 120 square miles and collects runoff waters from the surrounding agricultural and urban areas. It transports the collected water, sediment, and dissolved material to the Sugar River in Green County and eventually flows into the Rock and Mississippi Rivers. The section of Allen Creek within the City of Evansville is considered a Class II Trout Stream.

Lake Leota is used primarily for recreation by local residents and regional visitors. In the past, the Lake had suffered from a variety of use-limiting problems including weeds, rough fish, and sediment filling, so much so that the depth of the Lake had diminished to an average of about 18 inches. Approximately 80 years ago, the Lake's depth was about 10 feet. In September 2005, Lake Leota was drained by opening the sluice gate at the dam. Most of the fish remaining in the Lake were carp, and these were removed. In November 2006, a V-notch was cut into the coffer-dam above the sluice gate to increase the draining rate of the lakebed.

Restored Lake Leota in fall 2013.

In November 2008, an advisory referendum posed the question "Shall the Evansville Common Council approve spending an amount not to exceed $2 million in order to restore Lake Leota?" Evansville residents showed their overwhelming favor for the dredging project by a vote of 1742 in favor, 749 against, and 87 non votes.

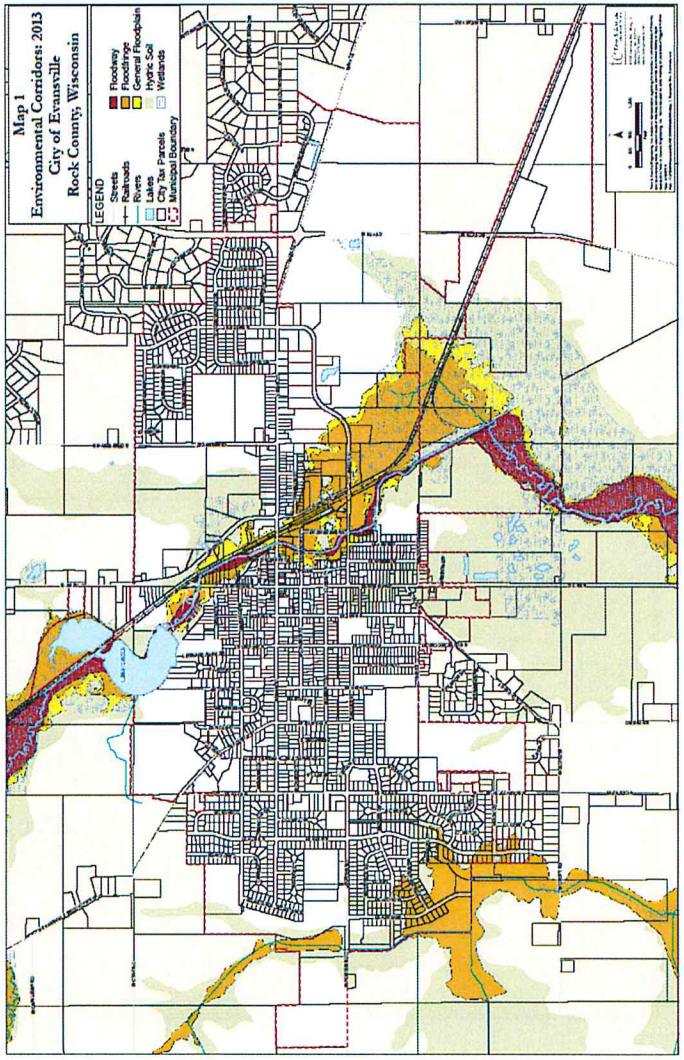
In late 2008 and early 2009, sediment was removed from the lakebed and deposited in farm fields west of the Lake. Roughly 180,000 cubic yards of sediment were removed, which resulted in the creation of an 8-foot deep recreation area and a 15-foot deep fishing area. During the sediment removal process, rock rip-rap was added along the easterly shoreline along the dam's earthen embankment to help control erosion.

Lake Leota was officially re-dedicated with a ceremonial ribbon cutting, canoe parade, and fireworks at the start of the 2009 Fourth of July celebration. Work continues to ensure the Lake's long-term success. Save our Lake Environment (SOLE) has engaged in a fish stocking program, and the park has undergone significant shoreline beautification, including general cleanup, weed eradication, landscaping, and native planting improvements.

Environmental Corridors

The topography, soils, and water resources of the Evansville area form a unique set of physical features. A number of areas in and around Evansville have limitations for development and/or agriculture because of wet soils, steep slopes, or wooded areas. According to the Southeastern Wisconsin Regional Planning Commission (SEWRPC), environmental corridors are defined as linear areas in the landscape containing concentrations of lakes, streams, and associated shorelands and floodlands; wetlands; woodlands; wildlife habitat areas; areas of rugged terrain and high-relief topography; wet, poorly drained, and organic soils; and remnant prairies. Environmental corridors provide open space, wildlife habitat, groundwater recharge, and recreational opportunities. These corridors warrant special consideration when planning for the community and should be targeted for preservation.

Map 1 shows the environmental corridors within the Evansville planning area. Most of the corridor areas are associated with floodplains and drainageways. One major area is the Allen Creek floodplain and surrounding wetlands. Another major area is a drainageway west of the City. Other corridors include a drainageway to the northeast and steep slopes to the northeast and northwest of the City. A large portion of the environmental corridor south of the City is included in the Evansville Wildlife Area. The Evansville Wildlife Area is a 5,500 acre property, which contains 704 acres of State-owned marsh immediately south of the City of Evansville, 240 acres of State-owned stream bank protection land, and 4,600 acres of private land leased for public hunting in Union, Porter, Magnolia, and Center townships.



Land Use

In 2004, the City conducted an inventory of existing land uses as part of the process of preparing and adopting its Smart Growth Plan. The total land within the incorporated limits of Evansville at that time was 2,012.17 acres. This land can be classified as either developed or undeveloped. Approximately 60 percent of the total land area in 2004 was considered developed. Residential land uses made up the greatest portion of the developed land, at 45 percent of the developed land area. The land use most prevalent in the undeveloped portion of the City was agricultural, which comprised 58 percent of the total undeveloped land. Natural areas represented 20 percent of the undeveloped land area. Table 1 and Map 2 show the existing land uses in the City of Evansville in 2004. Map 3 shows the desired future land uses as outlined in the 2011 update to the City's Smart Growth plan.

Table 1. Existing Land Use Amount and Intensity - 2004

Land Use Type	Amount (in acres)	% of Planning Area (City Limits)
Single-Family Residential	606.21	30.13%
Two-Family Residential	21.82	1.08%
Multiple-Family	38.29	1.90%
Commercial	78	3.88%
Heavy Industrial	93.9	4.67%
Light Industrial	46.39	2.31%
Government/ Institutional	287.9	14.31%
Agriculture/ Undeveloped	467.6	23.24%
Wetlands	333.7	16.58%
Water	38.36	1.90%
Total	2,012.17	100%

Demographic Characteristics and Projections

Population Trends and Projections

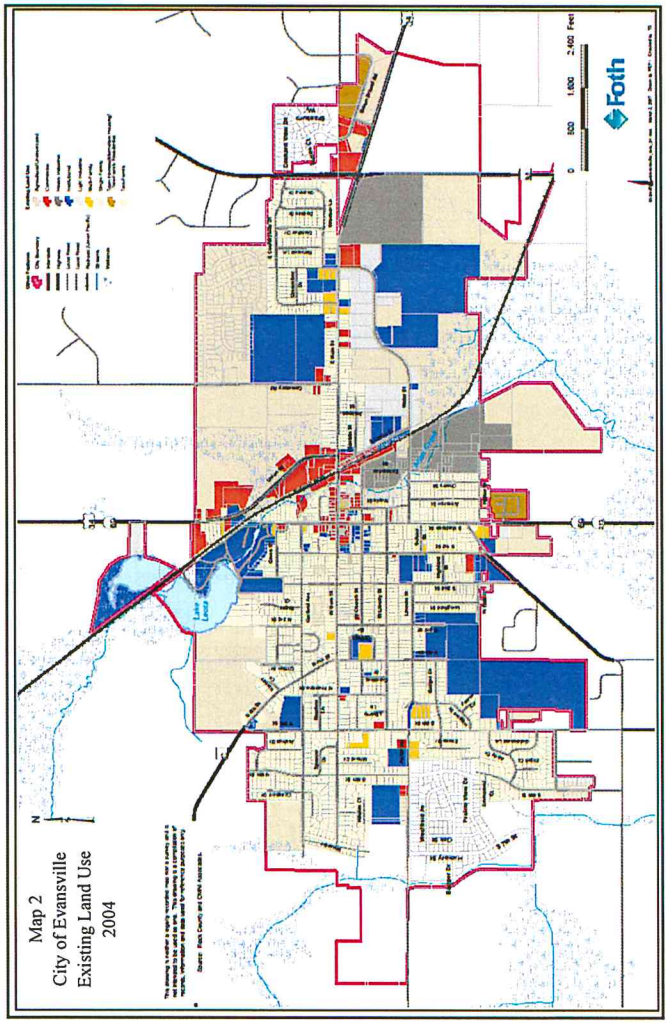
The City has experienced dramatic population gains over the last two decades, as shown by Table 2. A comparison of growth rates in adjacent communities helps demonstrate that Evansville has been the fastest growing community in Rock County over the past 30 years. As shown by Table 2, the City's share of the total Rock County population is steadily increasing.

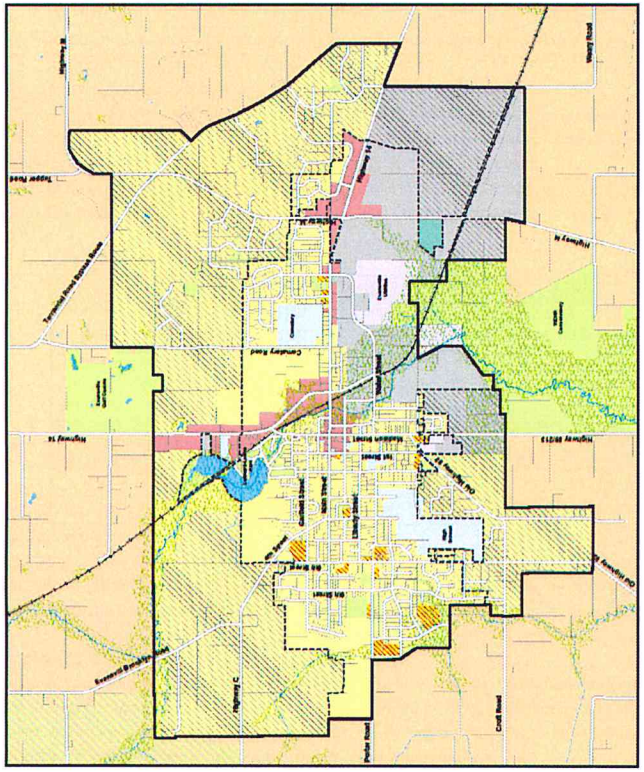
Table 2. Historic Population Trends

Location	1980	1990	2000	2010	2012*	Actual Chg. 1980-2012	% Change 1980-2012
City of Evansville	2,835	3,174	4,039	5,012	5,051	2,216	78.2%
Town of Center	908	861	1,005	1,066	1,063	155	17.1%
Town of Magnolia	746	717	854	767	763	17	2.3%
Town of Porter	940	953	925	945	956	16	1.7%
Town of Union	1,329	1,537	1,860	2,099	2,101	772	58.1%
Evansville % of Rock County Population	2.0%	2.3%	2.7%	3.1%	3.2%	N/A	N/A
Rock County	139,420	139,510	152,307	160,331	160,129	20,709	14.9%
Dane County	323,545	367,085	426,526	488,073	491,555	168,010	51.9%

Source: WI Department of Administration - Demographic Service Center, January 2012

** Estimated 2012 population*





The City's population gradually increased from 1900 to 1970. The largest population growth occurred during the 1950s, commonly referred to as the "baby boom" years. Population growth continued to increase in the 1960s; however, the rate of growth was substantially lower than previous years. The 1970s marked the first time in Evansville's history that the City's population decreased. A portion of the significant population decrease in the 1970s can be attributed to the high unemployment in Evansville during that period.

The population growth in the City in the 1980s can be attributed to more favorable economic conditions and a shift in population from large cities in the area to smaller cities such as Evansville. Economic fluctuations, by attracting or not attracting people to a community, ultimately will influence the population growth of the community. The 78 percent increase in population the City experienced from 1980 to 2010 was greater than any other municipality in Rock County during that period of time.

Table 3. Population Projections 2010-2030

Year	2010	2015	2020	2025	2030	% Change 2010-2030
City of Evansville	5,012	5,763	6,295	6,804	7,281	45.3%
Town of Center	1,066	1,130	1,173	1,213	1,247	17.0%
Town of Magnolia	767	900	923	943	959	25.0%
Town of Porter	945	1,007	1,026	1,042	1,053	11.4%
Town of Union	2,099	2,267	2,403	2,530	2,645	26.0%
Evansville % of Rock County Pop.	3.1%	3.5%	3.7%	3.9%	4.0%	N/A
Rock County	160,331	167,277	172,310	176,727	180,379	12.5%
Dane County	488,073	523,818	559,005	592,917	624,500	28.0%

Source: WI Department of Administration - Demographic Service Center, May 2008

Table 3 demonstrates that the City of Evansville's population is projected to continue to grow at a more rapid pace than surrounding communities and will increasingly make up a larger share of Rock County's overall population.

Population Characteristics

In developing a community plan, it is essential to understand the characteristics of the population. These characteristics include, but are not limited to, age and sex. Age and sex distribution can indicate trends and conditions of fertility, labor force potential, and migration patterns. Population

Table 4. Population by Age Group - 2010

	City of Evansville	Rock County	Dane County	Green County
Under 5	8.6%	6.5%	6.2%	6.4%
5 to 14	16.3%	14.0%	12.0%	13.6%
15 to 19	6.6%	7.2%	6.7%	6.4%
20 to 34	18.8%	18.5%	25.9%	15.5%
35 to 49	22.9%	21.0%	20.5%	21.5%
50 to 64	15.4%	19.3%	18.5%	21.6%
65 and Over	11.3%	13.6%	10.4%	15.0%
Median Age	34.7	38.0	34.4	41.1

Source: 2010 Census

figures do not provide any insight about the characteristics of the people. To learn more about residents, information about the age and sex of the population must be examined.
In 2010, the population of the City of Evansville was 5,012 people, with 2,453 male residents and 2,559 female residents. As shown by Table 4, the median age of an Evansville resident in 2010 was 34.7, which was notably lower than the median age in nearby Rock (38.0) and Green (41.1) Counties and only slightly higher than Dane County (34.4).

Table 5 tracks the population of City residents, by age group, over a 20 year period. As demonstrated by the table, the percentage of the City's population made up by children 14 years of age and younger grew from 1990 to 2010. Conversely, the share of the City's population made up of residents aged 65 and over shrunk during the same period.

Table 5. City of Evansville Population by Age Group

	1990		2000		2010	
Age	Number	% of Total Population	Number	% of Total Population	Number	% of Total Population
Under 5	227	7.2%	327	8.1%	430	8.6%
5 to 14	497	15.7%	667	16.5%	816	16.3%
15 to 19	197	6.2%	269	6.7%	331	6.6%
20 to 64	1,703	53.7%	2,229	55.1%	2,870	57.1%
65 and Over	550	17.3%	547	13.5%	565	11.3%
All Ages	3,174	100%	4,039	100%	5,012	100%

Source: 1990, 2000, and 2010 Census

Several interesting trends in Table 5 may have an impact on the future of Evansville. Because the population as a whole grew from 1990 to 2010, the number of people in each age group grew during the same time period. However, certain age groups grew more rapidly than others. The data reveals:

- The number of children has been steadily increasing. To accommodate growth, the school district built a new high school facility in 2002. The increasing number of school-aged children will influence the types of recreational programs and parks facilities the City provides.
- Inversely, the percentage of Evansville residents aged 65 and over decreased significantly from 1990 to 2010. This bucks the national trend of the "graying" or aging of the population. Although the population in Evansville is not aging as rapidly as the surrounding area and nation as a whole, the City will still want to consider the potential impacts the aging of the largest generation, the baby boomers, will have on the City over the next few decades.
- The greatest percentage increase of residents was between the ages of 20 and 64. It is necessary to look more closely at the breakdown within this large age group that comprises the majority of the labor force in the City:
    - Census data reveals that the largest portion of this age group is between the ages of 35 to 49 (22.9% of the population in 2010). Most individuals in this category are nearing the end of their childbearing years. By far, most individuals in this age group are living in families, as opposed to alone or in group homes.
    - The population between the ages of 20 and 34 is the next largest segment, with 18.8% of residents falling in this age group in 2010. People in this age group are of childbearing age and include many young families looking for affordable housing choices, good schools, and quality of life amenities such as parks and recreation opportunities.

Chapter 4: Outdoor Recreation Supply Inventory and Needs

The City of Evansville has an excellent, well-maintained public park system that is complemented by other public recreation spaces, school facilities, and private enterprises in the area. The following recreation areas are normally available for use by the general public, regardless of ownership, at a cost that is not considered prohibitive.

Outdoor Recreation Supply Inventory

Parks in the City range from small, neighborhood parks to larger parks that draw regional interest with their natural beauty and variety of recreational opportunities. Table 6 on page 23 highlights each City park and its amenities, as well as the Evansville Community School District's park and recreational facilities. Map 4 shows the location of parks within the City of Evansville. A few particularly unique park and recreational facilities in the City of Evansville warrant additional mention in this chapter and are highlighted below.

Leonard-Leota Park

Leonard-Leota Park is one of south-central Wisconsin's most complete and attractive recreation areas. Lake Leota, Allen Creek, and tree cover are principal complements to the area's natural beauty. The grounds and facilities are well-maintained despite heavy use and, in some instances, advancing age. Some mature trees have come down in recent years; however, the City has undertaken efforts to plant new trees in the Park. The rock walls bordering Allen Creek, installed in a Works Progress Administration (WPA) project during the 1930's, need restoration. Some restoration work has begun, with additional restoration anticipated in the future as budget allows.

Historic stonework in Leonard-Leota Park.

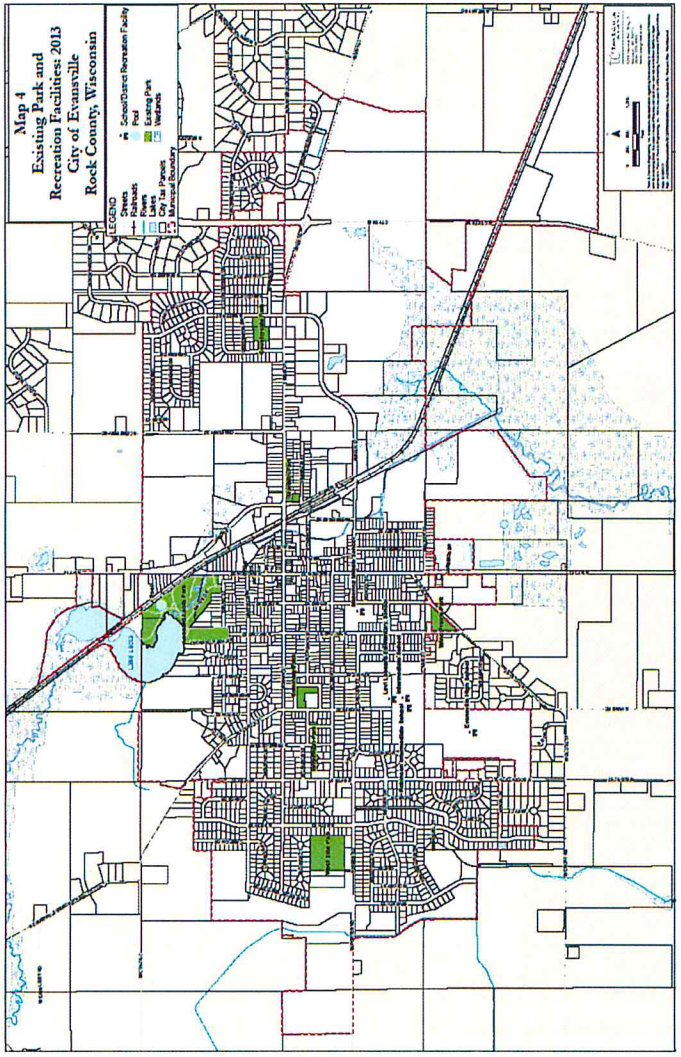
Wind Prairie Park.

Wind Prairie Park

Wind Prairie Park is a specialized recreation area consisting of an open space prairie conservation area in the southern part of the City. The area contains a variety of prairie plant species and a few trees that have been planted along the property's boundaries for screening and beautification. It also contains a windmill manufactured by one of the City's oldest businesses, the Baker Manufacturing Company.

West Side Park

Approximately 15 acres of land for a new West Side Park was acquired just prior to the City's last Park and Outdoor Recreation Plan update in 2007. Located just north of Porter Road and west of South Sixth Street, this former farm field has undergone significant park and recreation improvements since the last Plan. The last Plan included a recommended development plan for West Side Park, and about half of that recommended plan has been carried out. Soccer fields, restrooms, playground equipment, benches, and a parking lot have all been installed.



Grove Community School Forest

The Evansville Community School District started development of a unique open space amenity for the community in 2008, the Grove Community School Forest. This "outdoor classroom," which is part of the Wisconsin School Forest program, includes two prairies and trails that wind throughout the School District's campus. Over the past five years, volunteers in the community worked together to plant over 2,300 seedlings that were provided by the Wisconsin Department of Natural Resources. The planting effort is anticipated to continue into the future. Additionally, Eagle Scouts, the Lion's Club, and other members of the community have donated and installed benches, teaching tables, and a footbridge. This special community asset is open to the public.

Bridge at the Grove Community School Forest.

Evansville Golf Club

Evansville Golf Club is a privately-owned 18-hole golf course located a short distance north of the City. It is a specialized recreation area which serves as an important source of recreation for both young and old residents of Evansville and nearby rural areas. The user fee charged by course operators is not considered to be prohibitive to those persons desiring to play golf. The Evansville High School cross-country course is also located there.

Table 6. Existing City and School District Recreation Facilities Available for Public Use in 2013

City Park Facilities	Type	Acres	Activities	Facilities
Brzezinski Park	Sub-Neighborhood	0.3	Picnicking, playground, general open-space play, and grilling	Picnic table, trash receptacle, playground apparatus, and grill
Countryside Park	Neighborhood	3.3	General open-space play, picnicking, playground, soccer, and baseball	Shelter, restrooms, picnic table, trash receptacle, playground apparatus, baseball backstop, bleachers, and soccer fields
Franklin Street Park	Sub-Neighborhood	0.6	Baseball, playground, basketball, picnicking, and general open-space play	Ball field, picnic tables, sandbox, basketball hoop on a paved playing surface, playground apparatus, trash receptacle, and grill
Leonard-Leota Park	Community	40	Nature study, softball, baseball, football, picnicking, passive recreation, tennis, horseshoes, shuffleboard, playground, basketball, biking, soccer, boating, kayaking/canoeing, skate-boarding, walking, running, swimming, ice skating, snowshoeing, cross country skiing, general open-space play, and grilling	Lake Leota, swimming pool with zero-depth accessibility, picnic tables, picnic shelters, lighted ball fields, various playground apparatus, skate park, shuffleboard courts, tennis courts, basketball courts, grills, ice-skating warming house, bleachers, piers, boat launch, trash receptacle, disc golf, and electric score board
West Side Park	Community	15	Soccer, picnicking, playground, and general open-space play	Soccer fields, restrooms, picnic tables, restrooms, and trash receptacle
Seminary Park	Sub-Neighborhood	2	General open-space play and picnicking	None
Wind Prairie Park	Specialized	5.4	Passive recreation. nature study, and walking	Mowed walking path, picnic tables, and trash receptacle
	City Total	66.6 acres		
School District Facilities	**Type**	**Acres**	**Activities**	**Facilities**
Levi Leonard Elementary School	Community	~3	Walking, volleyball, basketball, playground equipment, and general open-space play	Indoor multi-use facility
Theodore Robinson Intermediate School	Community	~3	Baseball, basketball, football, soccer, softball, tennis, and track and field activities	2 tennis courts, 2 basketball standards, 2 ball fields, playground equipment, trash receptacle, and a track and field area
J.C. McKenna Middle School	Sub-Neighborhood	2.8	Basketball, general open-space play, baseball, roller-blading, four square, and kickball	Basketball court, paved and unpaved open play space, and baseball backstop
Evansville High School	Community	~15	Soccer, softball, baseball, basketball, running, walking, and working out	Running track, football field, 2 soccer fields, three baseball fields, softball field, weight/exercise room, basketball court, and walking area
Grove Community School Forest	Community	>10 acres	Hiking, walking, and nature study	Paths, benches, and teaching tables
	School Total	>24 acres	** the tilde (~) signifies an estimate rather than a measurement.	
	Grand Total	>90 acres		

Accessibility Assessment and Recommendations

The City recognizes the need to assess and upgrade existing public facilities to ensure accessibility to all segments of the population. The City has gone beyond minimum Americans with Disabilities Act (ADA) requirements to provide accessibility to people with disabilities; however, the following section outlines recommendations for improving access to park and recreational facilities for people with disabilities.

Brzezinski Park

There is no off-street parking and there are no sidewalks on the site. Given the small size of the site (0.3 acres), off-street parking is not feasible. A curb cut to Brzezinski Park from the street has been added. No additional improvements are recommended at this time.

Countryside Park

The Park currently has sidewalks along its western boundary. There is no off-street parking and, given the size of Countryside Park (3.3 acres), off-street parking is not feasible. A paved ramp connects the street surface with the sidewalk on the western boundary. A paved walkway connects the sidewalk with the shelter area. A parking space for persons with disabilities should be designated in front of the Park.

Franklin Park

The Park currently has sidewalks along its southern, northern, and western boundaries. There is no off-street parking and, given the size of Franklin Park (0.6 acres), off-street parking is not feasible. A curb cut to the Park from Franklin Street has been added and the play structures are adjacent to the existing sidewalk. No additional improvements are recommended at this time.

Leonard-Leota Park

Much work has been done to increase the accessibility in Leonard-Leota Park. All bathrooms in the Park and the pool are ADA accessible. The two fishing piers on Lake Leota are ADA accessible. The swimming pool has a zero-depth accessibility area and an ADA accessible lift to assist with entry into and exit from the pool. An accessible water fountain is recommended to be installed in the swimming pool area. It has been noted that the lack of curbs and steps throughout the Park and the minimal elevation changes in the lower park make the Park easier to navigate and access for people with limited mobility.

Accessible fishing pier at Lake Leota.

Seminary Park

There are currently no improvements in Seminary Park, aside from mowed grass and widely spaced large trees. No active play facilities are planned. There is no off-street parking. If the proposed Evansville Peace Park is developed on this site, consideration should be made to ensure the labyrinth/walking paths are accessible for people with disabilities.

West Side Park

The newly-installed restrooms at West Side Park are ADA accessible and a sidewalk connects the restrooms to the parking lot. Two parking spaces for persons with disabilities have been dedicated in the parking lot. There is no curb dividing the parking lot and the Park facilities, and the play structure is directly next to the parking lot. If walking/bicycling paths are developed in the future, consideration should be made to ensure the paths are ADA accessible.

Parking spaces for persons with disabilities at West Side Park.

Wind Prairie Park

There are currently no improvements in this park. The park is intended to be a nature preserve and therefore active play facilities are not planned. There is no off street parking. It is recommended that discussions with the School District and officials from the senior housing units adjacent to the Park take place before any additional improvements are considered at this Park. Possible improvements to increase accessibility could include: providing a hard surfaced path throughout the Park, providing a hard surfaced path from the adjacent multiple family development to the path system, and ensuring new facilities such as benches and tables are accessible.

Needs Assessment

This section uses a variety of methods to assess the community's needs and demands for additional park areas, facilities, and programs. Needs and demands were determined by comparing standards for park space, service area, and major facilities with the City's current park area, service area, and major facility inventory. Public input in many forms from the Evansville community was also used to identify more specific park facilities, improvements and programs needed and desired. The results of the public input efforts are detailed in Chapter 5.

Needs Standards

There are many kinds of parks and outdoor recreation facilities. Each specific park type, from play lots to a community park, has its own unique function. These functions are related to park size and site requirements, the mix of active and passive recreational opportunities, the age groups served, and administration.

The City's parks generally fall into several different park classifications or types, which represent the basic elements of a municipal park and outdoor recreation system.

Community parks are intended to satisfy the recreational needs of an entire City or community. Facilities provided for active recreation often include: open areas for competitive team sports, tennis courts, swimming pool, ice skating rink, and playground equipment. Passive recreation activities may be satisfied by the provision of open areas in natural vegetation, wooded areas, scenic look-outs, hiking trails, picnic areas, and park benches. Although a service area of one to three miles is indicated, there are often cases in which a major barrier such as highway, railroad tracks, or watercourse can restrict the ability to safely gain access to the facility. This barrier factor, along with site size and the provision of facilities to serve all age groups of the community, are the most important criteria to consider in providing community-wide park facilities.

Neighborhood parks primarily serve the active recreational needs of children aged 5 to 15, although some provision should be made for adults and senior citizens in the form of passive recreation facilities such as picnic

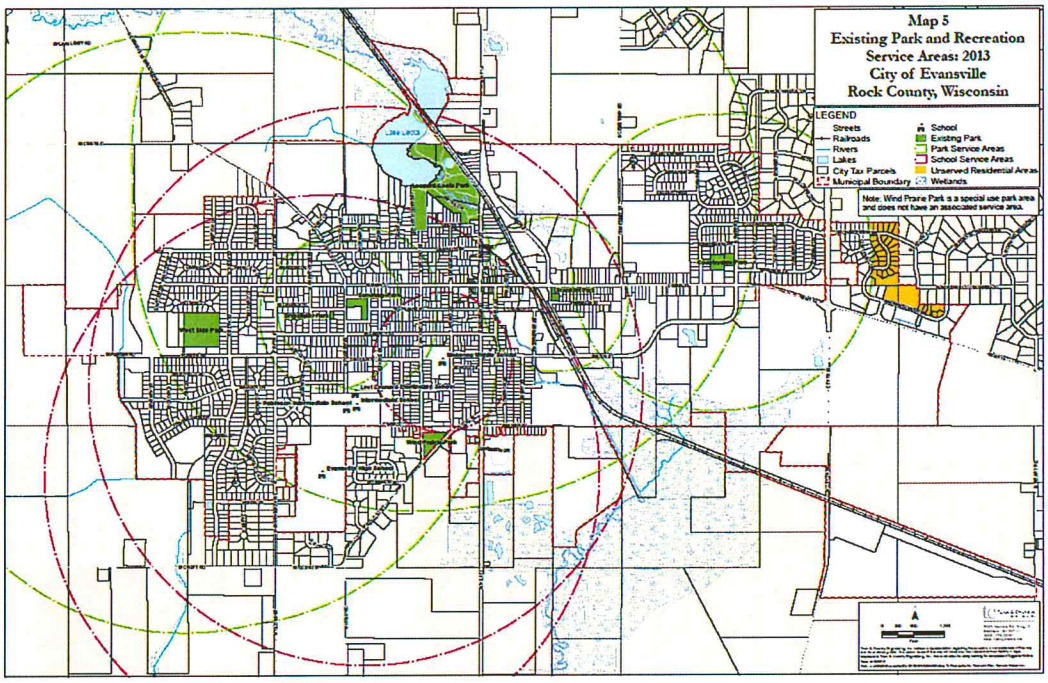
areas and park benches. Active recreational facilities provided can include: open space for field games, and fields or courts for football, softball, basketball, and tennis. An ice skating rink is one example of the kind of facilities that could be provided during the winter months. Shelter, restroom, and water facilities should also be provided. Generally, this park type is neatly manicured and landscaped, although the opportunity to acquire a parcel which includes small areas of land in a natural state should not be ignored. The service area of a neighborhood park should not exceed 5,000 people. Again, close attention should be given to the location of barriers which may limit the service area of the park. If the population exceeds the maximum limit or the presence of several barriers limits the ability of the intended population to safely gain access to the park, it may be necessary to serve the recreation needs of the area with a combination of two or more smaller sub-neighborhood parks.

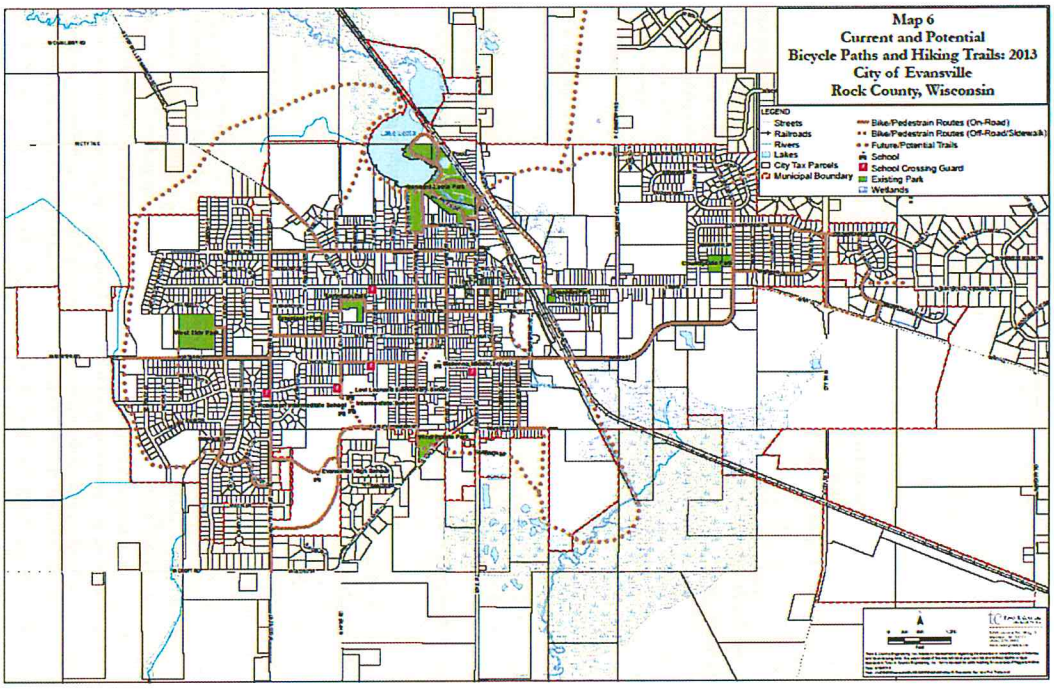
Sub-neighborhood parks represent a scaled-down version of the neighborhood park. This park type also serves the active recreational needs of the 5 to 15 age group with some provision of passive recreation facilities for the adult and senior citizen age groups. The population served and service area required generally represent half of that which is required of a neighborhood park. Sub-neighborhood parks are most often seen in urban areas where population density dictates a nearby park or where numerous barriers necessitate the decentralization of neighborhood parks into two or more sub-neighborhood units.

In addition to the multi-use parks described above, specialized recreational areas may be provided depending on the activities or environment of an area. For example, a city may have a nature preserve because a local parcel having unique natural features was available. Some specialized areas include golf courses, historic sites, conservancy areas, bathing beaches, or boat marinas. Most of these have limited use or are not always available to the public. Still, it must be realized that these specialized areas are important adjuncts to a community and its parks program.

Trails and paths are another type of recreational area. Roadways serve as the backbone of the bike path system. Most local streets are suitable for bicycling without special accommodations for bicyclists. Sidewalks along streets provide the backbone for the pedestrian system for the same reason that roadways serve the bicyclists. Most destinations that pedestrians want to reach are located along sidewalks. Multi-use trails for bicyclists and pedestrians can supplement the roadway/sidewalk system to improve connections within and between neighborhoods, as well as along environmental corridors. Connections to regional paths and trails invite longer-distance bicycle and pedestrian recreation.

Map 5, following this page, shows the service area for each of the City's parks as well as recreational facilities maintained by the Evansville Community School District. Approximately 25 acres of residential land to the east of County Highway M lie outside a park service area. Map 6 shows current and potential bicycle paths and hiking trails in the City of Evansville.


Map 5
Existing Park and Recreation
Service Areas: 2013
City of Evansville
Rock County, Wisconsin
LEGEND
Streets
Railroads
Rivers
Lakes
City Tax Parcels
Municipal Boundary
School
Existing Park
Park Service Areas
School Service Areas
Unserved Residential Areas
Wetlands
Note: Wind Prairie Park is a special use park area and does not have an associated service area.


Map 6
Current and Potential
Bicycle Paths and Hiking Trails: 2013
City of Evansville
Rock County, Wisconsin
LEGEND
Streets
Railroads
Rivers
Lakes
City Tax Parcels
Municipal Boundary
Bike/Pedestrain Routes (On-Road)
Bike/Pedestrain Routes (Off-Road/Sidewalk)
Future/Potential Trails
School
School Crossing Guard
Existing Park
Wetlands

Improvement Standards

Detailed standards for community, neighborhood, and sub-neighborhood parks have been developed by the Wisconsin Department of Natural Resources. Table 7 summarizes the park space needs for a community the size of Evansville and recommends standards for population served, park size, service area, and facilities.

Table 7. Park Standards

Park Type	Population Served	Recommended Size (acres)	Service Area (miles)	Recommended Facilities
Community	All Community residents, including those from the surrounding area	10 to 100	1-3	Water-related activities, competitive sports fields, picnic areas, park benches, playground, tennis court, nature-related activities, ice skating, cross country skiing, shelter, toilet, drinking water
Neighborhood	2,000 to 5,000	5 to 10	0.5	Picnic areas, park benches, playground, areas for field, softball diamond, football field, basketball court, tennis court, ice skating, cross country skiing, shelter, toilet, drinking water
Sub-Neighborhood	500 to 2,500	Up to 5	0.25	Park benches, playground, areas for field, softball diamond, basketball court, drinking water

Evansville's parks meet most of the State recommended standards for parks of their size. The only notable exception is the lack of cross-country ski trails in the City. However, cross-country skiing is available at the Evansville Country Club and nearby Magnolia Bluff and Gibbs Lake County parks. Additionally, although formal cross-country skiing facilities do not exist there, cross-country skiing is viable at Leonard-Leota Park. Leonard-Leota Park, the City's premier community park, has almost all of the recommended facilities. West Side Park, sized as a community park, has many of the recreational amenities recommended for a community park, such as picnic areas, a playground, benches, and a restroom. Countryside Park, the City's only neighborhood park, currently lacks some facilities of a neighborhood park, such as a tennis court and a football field. Given its relatively small area, it is unlikely that a football field is feasible, though a tennis court might be. Brzezinski and Franklin, as sub-neighborhood parks, both lack drinking water, and Brzezinski lacks a basketball court. Seminary Park currently has no amenities. Wind Prairie Park, a specialized recreation area, is a conservation area in which active play activities are not planned.

Activity Standards

An activity standard provides a way of relating the size of a recreational facility to the number of people who can use that facility without over or under-utilizing the facility.

The standard is thus a "quality" as well as "quantity" measure. Activity standards are more appropriately applied to large urban areas. In the case of smaller communities the question is not how many facilities to have

but whether to have one at all. These standards address both intensive non-resource-oriented and resource-oriented recreation activities.

Participation in intensive non-resource-oriented outdoor recreation activities including basketball, ice-skating, playfield and playground activities, softball, pool swimming, and tennis provides an individual with both the opportunity for physical exercise and an opportunity to test and expand their physical capability. Such activities also provide an outlet for mental tension and anxiety, as well as a diversion from other activities. Competition in the various intensive non-resource-related activities also provides an opportunity to share recreational experiences, participate in team play, and gain an understanding of others.

Participation in intensive resource-oriented outdoor recreation activities including camping, golf, picnicking, cross-country skiing and stream and lake swimming provides an opportunity for individuals to experience the exhilaration of recreational activity in natural surroundings as well as an opportunity for physical exercise. In addition, the family can participate as a unit in certain intensive resource-oriented activities such as camping, picnicking, and beach swimming.

Through the use of these activity standards a reasonable determination of facility needs can be made.

Land Area Needs Standards

Table 8 summarizes the current and projected gross park and open space needs for the City of Evansville. The calculations are based on the population projections shown in Chapter 2 and the gross space standard of 12 acres per 1,000 population. The amount of developed space is subtracted from the calculated standard to identify gross space needs for 2015 to the year 2030. Table 8 reveals that the City of Evansville currently has and will continue to have adequate park land area to meet gross space standards for its projected population through 2030.

Table 8. Gross Space Needs: 2015 – 2030

	2015	2020	2025	2030
Projected Population	5,763	6,295	6,804	7,281
Gross Space Standard*	69.16	75.54	81.65	87.37
Gross Space Developed	90	90	90	90
Gross Addt'l Space Needed	0	0	0	0

**Gross space standard is based on 12 acres per 1,000 people*

As discussed earlier, park standards refer to acreage distribution, population served, and size and service area for community, neighborhood and sub-neighborhood parks. Table 9 illustrates the area needs in Evansville for the specific types of parks.

Table 9. Space Needs by Park Type: 2015 – 2030

	Total Acreage (2013)	Acreage Required by Projected Population			
		2015	2020	2025	2030
Projected Population	--	5,763	6,295	6,804	7,281
Community Parks, including Leota Park, Elementary, Intermediate, & High Schools, West Side Park (8 acres per 1,000 people)	76	46.10	50.36	54.43	58.2
Neighborhood Parks, including Countryside, & *Sub-Neighborhood Parks*, including Brzezinski Park, Countryside Park, Franklin Park, McKenna School, & Seminary Park (1.5 acres per 1,000 people)	9	8.65	9.44 (-0.44)	10.21 (-1.21)	10.92 (-1.92)

An overview of Table 9 indicates a surplus of parkland dedicated to community parks at least until 2030, with a deficit in neighborhood and sub-neighborhood parks appearing sometime around 2020. In general, the parks are distributed well throughout the residential neighborhoods. Continuing to develop the West Side Park is a project of very high priority. Franklin Park is also an important sub-neighborhood park, since it is the only open space for the residents living in the area south of East Main Street and east of South Madison Street. Both of these streets act as barriers for small children. Countryside Park and Brzezinski Park were also identified as important amenities for families with children in the neighborhoods surrounding the parks. Though not an urgent need for this five-year Plan, acquiring more land for smaller neighborhood parks should be considered as opportunities arise, in order to meet long-term needs. Additionally, if land becomes available adjacent to any City parks, City officials should consider acquisition of land to ensure existing parks can meet the needs of future residents. Once land has been developed adjacent to existing parks, park expansion becomes significantly less feasible and more costly.

Chapter 5: Public Involvement

Strategies for engaging the public in the planning process were intended to provide myriad opportunities to provide input through a variety of different forums and tools. This chapter outlines each strategy and provides an overview of the results and common themes.

Public Forums

The Park and Recreation Board (PRB) and City staff hosted a City of Evansville Park and Outdoor Recreation Plan kick-off meeting on Monday, April 8, 2013. The meeting was held at City Hall in the two hours preceding the monthly PRB meeting. Roughly 20 people attended the meeting, with a number of attendees remaining after the kick-off event to listen in on the PRB meeting. Kick-off attendees received information on the planning process, were encouraged to complete the public input survey, and had the opportunity to chat about park and recreation issues with PRB members, City elected officials, and City staff.

The City Community Development Director provided information on the Park and Outdoor Recreation Plan and collected input from citizens during a number of public forums. These included the annual Earth Day Energy Fair (April 19) and the Week of the Young Child Family Night Event (April 26), both of which were held on Friday evenings at the Evansville Community School District Field House. The two primary foci of having booths at these events were to gather input from parents while engaging youth in the planning process. Children were encouraged to draw a picture of their idea for the "best park ever." While children participated in this activity, staff spoke with parents and guardians about the planning process and recorded their input. Over 40 children drew a park-related picture, while over 25 parents provided their input through completing the survey and/or providing individual comments related to parks and recreation in the City.

Public Input Survey

Methodology

The primary means of gathering public input for the City of Evansville Park and Outdoor Recreation Plan was a 15 question survey. The survey was created using SurveyMonkey. Staff developed the survey with input from Park and Recreation Board (PRB) members. The survey was open for roughly 9.5 weeks, from Tuesday, March 12, 2013 through Friday, May 17, 2013. Originally, staff and PRB members intended for the window for survey responses to be a month; however, persistent inclement weather conditions throughout the spring resulted in a decision to extend the survey response period to better coincide with when residents were actually using City parks and thinking about park and recreation issues.

Getting the word out about the survey was critical in soliciting responses. The survey was publicized in the following locations:

- City website
- Local non-profits' social media sites
- Emails from local park user groups, such as baseball, soccer, and swim teams
- Emails from the Evansville Area Chamber of Commerce and Tourism

- Public forums, including the Park Plan kick-off open house, the Earth Day Energy Fair, Week of the Young Child Family Night Event, Evansville Farmers Market, and the Ice Age Trail open house
- Eager Free Library
- City Hall
- Inserts in Evansville Water and Light utility bills
- Flyers posted at businesses and municipal facilities throughout the City
- Articles in the Evansville Review and Janesville Gazette newspapers

Youth park drawings at the Energy Fair.

While the majority of respondents completed the survey online, a number of opportunities were available for residents to complete a hard copy of the survey. Hard copies of the survey were available at City Hall, Eager Free Library, all public forums, and by request from City staff. Of the 321 people who responded to the survey, 47 respondents, or 15%, filled out a hard copy of the survey. The remaining 274 people, or 85%, completed the survey online.

High public participation in the survey was a goal in order to achieve the best information gathering for development of the Plan. However, it is important to note that survey respondents were not a random sample, therefore the survey results cannot be considered statistically significant. All interested citizens were encouraged to complete the survey. Some participants were likely not City taxpayers. Other respondents had special interests in a specific park or sport.

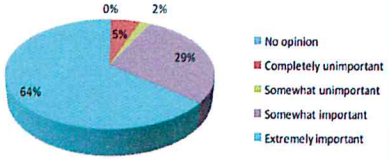
Results

The following section outlines the highlights and common themes for each of the survey questions. The complete results of the survey are available by request at Evansville City Hall.

Importance and Use of Park and Recreation Facilities and Programs

Respondents to the 2013 City of Evansville Park and Outdoor Recreation Plan Survey overwhelmingly indicated that parks and recreation facilities are important to their quality of life. As shown in Figure 5.1, about 64% of respondents noted parks and recreation facilities are extremely important, while another 29% of respondents indicated these resources were somewhat important to them. Only 7% of respondents believed parks and recreation facilities were somewhat or completely unimportant to them and their families.

Figure 5.1: Importance of Parks & Recreation to Quality of Life



Survey results demonstrate that Leonard-Leota Park is by far the most visited of Evansville's parks. As shown by Figure 5.2, the vast majority, about 99%, of respondents indicated they had visited Leonard-Leota Park in the past 12 months. About 60% of respondents noted they had visited Veteran's Memorial Pool, located at

Leonard-Leota Park, in that timeframe. Roughly 56% of respondents had visited West Side Park in the past year, while about 46% had visited Countryside Park. The rest of the parks had significantly fewer respondents indicating they had visited in the past 12 months. About 19% of respondents had visited Wind Prairie Park, 13% visited Brzezinski Park, 10% visited Franklin Park, and 9% visited Seminary Park during the last year.

Figure 5.2: Parks Visited Over Past 12 Months

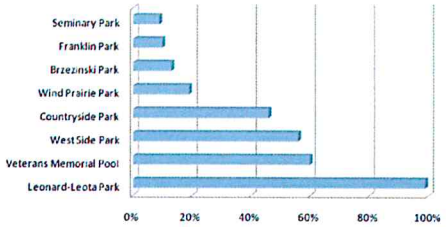
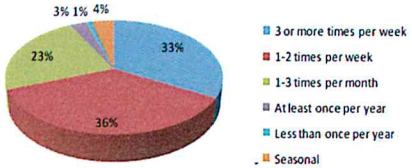


Figure 5.3: Frequency of Visits to City Parks



As demonstrated by Figure 5.3, survey respondents visit Evansville parks on a fairly regular basis. About 33% of respondents indicated that they and/or a family member visit an Evansville park 3 or more times per week. Another 36% of respondents visit a park in the City at least 1-2 times per week. Roughly 23% visit an Evansville park 1-3 times per month, while 3% of respondents make a trip to a City park at least once per year. Only 1% of respondents indicated that they and/or a family member visit an Evansville park less than once per year. Comments in the "other" section indicate that seasonality impacts the frequency of respondents' visits to local parks, with more frequent visits during warmer months.

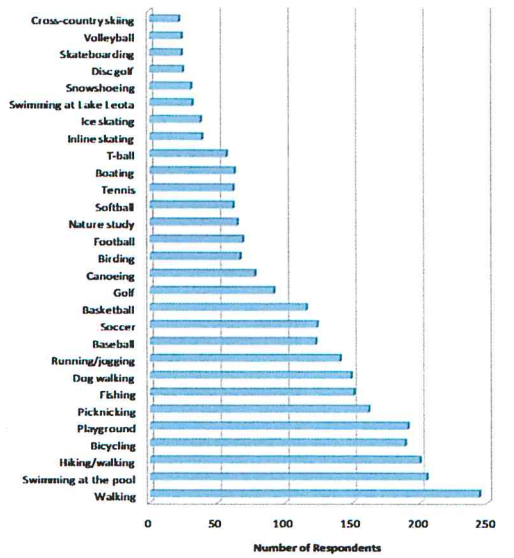
Survey respondents enjoy a variety of passive and active recreational activities in Evansville's parks, as shown by Figure 5.4. Key points from the responses to the survey question asking which activities respondents and/or their families had participated in over the past 12 months were as follows:

- The most popular activity amongst survey respondents was walking, with 79% indicating they and/or a family member had participated in that activity in the past 12 months.
- Swimming at the pool was the second most popular activity, with 66% of respondents participating in that activity over the past year.
- Hiking (64%), bicycling (61%), using playground equipment (61%), and picnicking (52%) were the other activities that at least half of the survey respondents indicated that they and/or a family member had participated in over the past year.
- Fishing (49%), dog walking (48%), and running/jogging (45%) were common activities for survey respondents.
- Baseball and soccer were equally popular amongst survey respondents, with 40% indicating that they and/or a family member had participated in at least one of those activities over the past year.

- Fewer than 40% of survey respondents and/or their family members participated in the remainder of the activities listed. The lowest levels of participation over the past year were in disc golf (8%), skateboarding (8%), volleyball (8%), and cross-country skiing (7%).

Respondents noted a number of "other" activities they had participated in, including fireworks, kayaking, attending baseball games, hunting, kite flying, driving RC cars, play dates, holidays, meditating, sledding, walking a labyrinth, sand play, horseshoes, kickball, and family reunions.

Figure 5.4: Activities Over the Past 12 Months



Opinions on Existing Park and Recreation Facilities and Programs

Survey respondents were asked to rate each park in the City of Evansville on a scale of 1 to 5, with 1 being poor and 5 being excellent. As shown in Figure 5.5, Leonard-Leota Park received the highest marks, with an average of 4.1. Veterans Memorial Pool, located in Leonard-Leota Park, received an average score of 3.8. Respondents rated West Side Park 3.2 and Countryside Park 3.1. Wind Prairie Park scored an average of 2.9, while Brzezinski Park averaged 2.8. The lowest scores went to Franklin Park, which was rated 2.6, and Seminary Park, which scored an average of 2.5.

Figure 5.5: Park Ratings

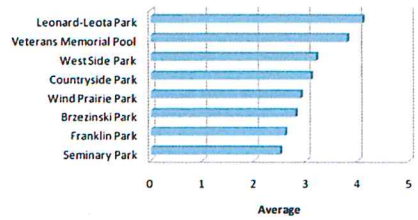
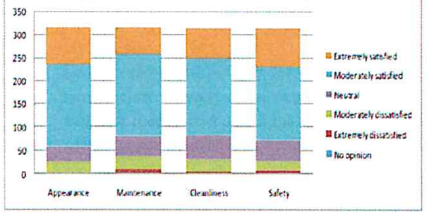


Figure 5.6: Satisfaction with Appearance, Maintenance, Cleanliness, & Safety of Parks



Overall, survey respondents indicated that they were satisfied with the appearance, maintenance, cleanliness, and safety of Evansville's parks. As shown by Figure 5.6, about 81% of survey respondents were moderately or extremely satisfied with the *appearance* of Evansville's parks. About 10% were neutral, while about 8% were either moderately or extremely dissatisfied with the *appearance* of Evansville's parks.

Figure 5.6 demonstrates that about 74% of survey respondents were extremely or moderately satisfied with the *maintenance* of Evansville's parks. About 13% were neutral, while about 12% were either moderately or extremely dissatisfied with the *maintenance* of Evansville's parks.

Survey respondents were generally satisfied with the *cleanliness* of Evansville's parks, with about 74% indicating they were extremely or moderately satisfied with the parks' *cleanliness*. As indicated by Figure 5.6, about 16% of respondents were neutral, while another 10% were either moderately or extremely dissatisfied with the *cleanliness* of City parks.

Regarding the issue of *safety* in Evansville parks, about 77% of respondents were extremely or moderately satisfied. Another 14% were neutral, while about 9% were either moderately or extremely dissatisfied with the *safety* of Evansville's parks.

Respondents had a number of comments pertaining to appearance, maintenance, cleanliness, and safety issues in the City of Evansville's parks. A summary of common themes/comments, in no particular order, is as follows:

General Themes

- Maintenance and cleanliness in bathrooms needs to be improved.
- Off-leash dogs are a concern, and a leash law would be helpful.
- Goose feces are a problem in all parks, and Leonard-Leota Park in particular.
- Tree maintenance and care should be improved.
- Would like additional flowers and landscaping.
- Volunteers could be used for parks landscaping and assistance with maintenance.
- Graffiti is an issue in all parks, and Leonard-Leota Park in particular.
- Littering is an issue.
- Woodchips need to be chips, not chopped up sticks.
- Playground equipment needs to be updated.

- Disrespectful youth/teenagers are a problem, particularly at the skate park.
- Recycling barrels should be added next to garbage cans.
- Staff and budget for parks maintenance should be increased.
- Capital Improvement Budget needs to be increased for park equipment replacement.
- Parks should be promoted in local/regional newspapers.
- More benches desired.
- Basketball and tennis courts need to be resurfaced.
- More grill areas desired.
- City makes a great effort to keep parks clean and safe.
- Signage should be improved.
- Accessibility for people with disabilities and the elderly should be increased.
- More baseball/softball fields are needed, and maintenance of existing fields needs to be improved.

Cracks in the tennis and basketball courts.

Countryside Park

- A new play structure, targeted for younger children, is desired.
- Park is highly-valued and used by families with young children.
- Slide, dinosaur, swings, and bathrooms/shelter are greatly appreciated.
- Existing play structure has splinters and is dangerous for small children.
- More trees are desired.

Play structure at Countryside Park.

Franklin Park

- Maintenance should be increased.
- Weeds are an issue.

Leonard-Leota Park

- Update duck houses.
- Install skylights in the bathrooms.
- Tennis courts need to be resurfaced/ improved.
- Police patrols need to be increased, particularly on-foot.
- Allen Creek's walls need to be repaired – conversely, some respondents would like to see the Creek walls be removed.
- Allowing cars to drive through the entire Park is a safety issue – many would like to see car access restricted, particularly for the 4th of July.
- Baseball diamond should have a grass infield and a fence.
- Landscaping efforts should be increased.
- Recent upgrades are great and make the park look very nice.
- Signage should be replaced with signs that better fit the historical nature of park.
- A master plan for the Park should be developed.

Duck house at Leonard-Leota Park.

- Donations should be monetary, not for additional monuments in the Park.

Veterans Memorial Pool

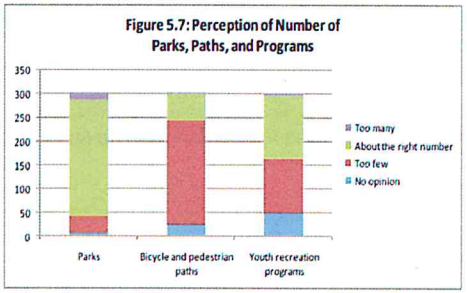
- Extend pool hours.
- Pool is very clean, well-maintained.
- Reduce prices.
- Offer a family pass, instead of just individual passes.

West Side Park

- A basketball court/hoop should be added.
- Disappointment that plans for the Park have not been fully implemented.
- Snow should not be stored in parking lot.
- A shelter is needed.
- Park needs a new name.

Appendix C provides an overview of the maintenance and operations procedures for the parks system and for Veterans Memorial Pool and the Park Store to assist in addressing these appearance, maintenance, cleanliness, and safety concerns.

Survey respondents generally seemed satisfied with the number of parks in the City. As demonstrated in Figure 5.7, about 81% of respondents believed the City had about the right number of parks. Only 5% thought there were too many parks, while 12% thought the City had too few parks. Only 2% of respondents did not have an opinion on the number of parks in Evansville.



Respondents did perceive a lack of bicycle and pedestrian paths in the City, with 73% indicating that the City had too few of these amenities. As shown by Figure 5.7, about 19% believed the City had the right number of bicycle and pedestrian paths, while less than 1% thought there were too many paths. About 8% of respondents had no opinion on the number of bicycle and pedestrian paths in Evansville.

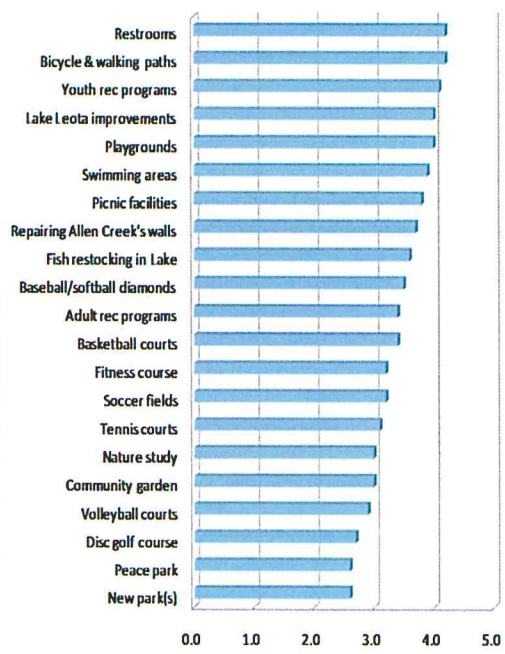
Regarding youth recreation programs, survey respondents were fairly split between thinking the City had about the right number of programs (44%) and believing the City had too few youth recreation programs (39%). As indicated in Figure 5.7, only 1% of respondents thought Evansville had too many youth recreation programs. A higher percentage (16%) of respondents expressed no opinion on this particular question.

Future Priorities for Park and Recreation Facilities and Programs

Survey respondents were asked what their priorities were for City spending on parks and recreation facilities and activities over the next five years. Each option was ranked on a scale of 1 to 5, with 1 being a very low priority and 5 being a very high priority. As shown by Figure 5.8, survey respondents identified restrooms and bicycle/pedestrian paths as their highest priorities, with both items scoring an average of 4.2. Youth recreation programs (4.1), Lake Leota improvements (4.0), and playground equipment (4.0) were also identified as high priorities.

Three of the next four highest priorities all related to Leonard-Leota Park - swimming areas (3.9), repairing Allen Creek's walls (3.7), and fish restocking in Lake Leota (3.6) were all highly-rated improvements for Leonard-Leota Park. Picnic facilities (3.8) received a priority rating in the same range as the aforementioned Leonard-Leota Park improvements.

Figure 5.8: Park and Recreation Priorities



During the park and recreation planning process, both the baseball teams and soccer club were very active in promoting the survey to their respective members and voicing their desires for additional facilities to meet their sports' needs. The public input survey results indicate that baseball/softball diamonds (3.5) are a higher priority for survey respondents than soccer fields (3.2).

Adult recreation programs and basketball courts received the same average rating (3.4), while a fitness course received a rating of 3.2 and tennis courts received a rating of 3.1. Survey respondents gave both nature study and community garden an average rating of 3.0.

Volleyball courts (2.9), a disc golf course (2.7), and a peace park (2.6) all received fairly low ratings. Survey respondents were clear on their lack of desire to see new parks developed in Evansville, giving that option a rating of only 2.6.

Respondents were also given the option of providing their input on "other" park and recreation priorities for the City. By far, the most popular suggestion was to create a dog park. Not including this as an option in the survey was an oversight, and a dog park should have been included as a choice for this question. Other suggestions included many comments regarding a need for more baseball/softball fields, an ice skating rink, additional basketball courts, more tennis courts, more grills, implementing natural landscaping and doing shoreland restoration for Lake Leota and Allen Creek, an indoor pool, moving or removing the skate park, adding more parkland, collaborating with local groups to create and run summer programming or additional recreational programming for youth, adding interpretive signage to Wind Prairie Park and Leonard-Leota Park, adding signs with site maps in Leonard-Leota Park, developing walking/bicycling trails in and around the City, creating a campground, providing paddleboats on Lake Leota, and improving accessibility for people with disabilities.

Additional Thoughts on Park and Recreation Facilities and Programs

Survey respondents were asked to share additional thoughts on City of Evansville park and recreation facilities and programs to ensure that respondents had the opportunity to fully comment on park and recreation issues. Of the 321 people who responded to the survey, 162 people, or about 51%, answered this question. This section will provide highlights of some common themes and suggestions from the results of this question.

Figure 5.9: Number of Comments by Category

Category	#	Category	#
Leonard-Leota Park	48	Peace Park	5
Compliment	30	City/School Coop.	4
Baseball	29	Green Space	4
Rec Programs	29	Reforestation	4
Maintenance	28	Seminary Park	4
Pool	25	Volunteer	4
Complaint	24	Police Patrol	3
Bike/Walk Paths	23	Volleyball	3
West Side Park	23	Camping	3
Tennis	16	Community Garden	2
Dog Park	12	Info/Education	2
Basketball	11	New Park	2
Playground	9	Seniors	2
Quality of Life	9	Skate Park	2
Soccer	9	Wind Prairie Park	2
Bathrooms	8	Brzezinski Park	1
Budget	7	Fitness Course	1
Children/Families	7	Franklin Park	1
Ice Skating	6	Get Rid of Parks	1
Countryside Park	5	Indoor Sports	1
Disc Golf	5		

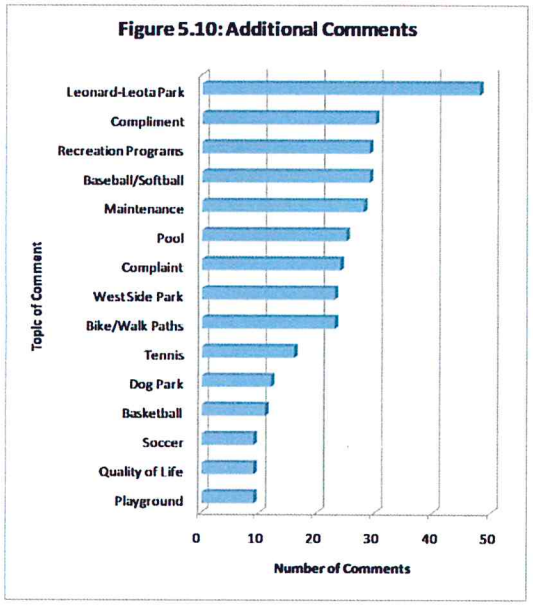
Comments ranged from maintenance issues at specific parks to general compliments regarding how the parks are maintained and run. Many respondents commented on the positive impacts Evansville parks played in their families' lives. An analysis of responses to this question resulted in comments being categorized according to 41 different topics. Many comments addressed a number of different topics and were recorded under each category they addressed. Figure 5.9 shows each category and the number of comments falling under that category. Figure 5.10 shows the number of comments for the top 15 topics.

As shown in Figure 5.10, the highest number of comments, totaling 48, related to Leonard-Leota Park. Many of those comments indicated

residents' perceptions that this park is a unique and valued asset that is considered to be the heart of the community. Common themes relating to Leonard-Leota Park included:

- Restrict cars' access to the park, primarily as a safety precaution.
- Either repair or remove Allen Creek's walls.
- Improve the tennis and basketball courts.
- Deal with issues related to geese in the Park.
- Open restrooms year-round.
- Provide ice-skating on Lake Leota and open the warming house in the winter.
- Designate a swimming area, and create a beach.
- Add an outfield fence to the baseball field.
- Continue and/or increase reforestation efforts.
- Continue fish restocking efforts and enforce catch limits.
- Increase police patrols.
- Have boat/canoe/kayak rentals.
- Emphasize natural landscapes, particularly along the shoreline.
- Develop a long-term vision/plan for the Park.

On-going restoration of Allen Creek's walls.



As shown by Figure 5.10, the second highest number of comments fell into the category of compliments, with a total of 30 comments complimenting Evansville's parks. A number of these comments directly mentioned how much residents appreciate the work of the parks superintendant. Others noted the importance of the City's parks to their families and children.

The third most popular topic was recreation programs, with a total of 29 respondents making direct mention of recreation programs. Common themes included a desire for a full-time recreation director, recreational programs for adults, youth summer programs, and a sports complex.

Baseball/softball was another primary focus of responses to this question, with 29 respondents emphasizing the importance of these sports in the community. The vast majority of comments in this category stressed the perceived need for additional facilities for these sports and support for a citizen-proposed baseball/softball complex.

Maintenance issues were frequently mentioned by respondents, with 28 comments directly related to maintenance in the parks. A few common themes included keeping restrooms clean, improving the condition of the basketball and tennis courts, cleaning up trash and litter, working with volunteer groups to undertake park clean-up projects, and repairing Allen Creek's walls.

About 25 respondents commented on Veterans Memorial Pool, with many people indicating a desire for extended pool hours, lower user fees, more collaboration with the Evansville Community School District, and an indoor pool. Many respondents also noted their appreciation for having a pool in the community.

The 24 people who had explicit complaints about parks and recreation facilities and issues in the community were primarily concerned with maintenance issues, as per the earlier discussion of maintenance in this section. Respondents were also dissatisfied with particular user groups in the parks, notably users of the skate park. Additional complaints related to a perceived lack of facilities for various sports, as well as a lack of bicycle and pedestrian trails.

As demonstrated by Figure 5.10, 23 people commented on West Side Park. Many of these comments revolved around a general desire to see the Park continue to be developed with additional facilities, including basketball courts, baseball/softball fields, picnic tables, a bicycle and pedestrian path, and a shelter.

Another 23 people commented on the general lack of bicycle and pedestrian trails in the City and the desire to see development of a trail network in and around the City. Respondents also noted a need for a trail connecting Leonard-Leota Park to the downtown, possibly along Allen Creek.

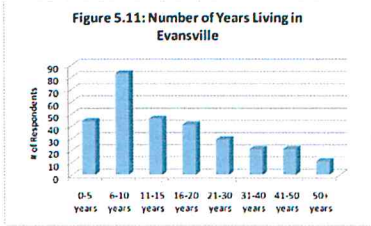
A total of 12 people directly mentioned wanting a dog park to be created in the City. This was a common theme throughout the survey.

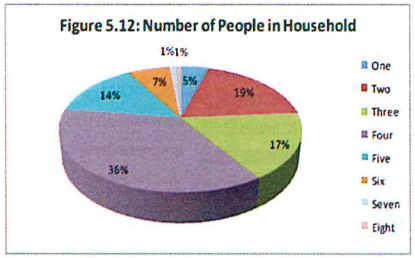
As shown in Figure 5.9, the remainder of the topics each had fewer than 12 comments.

Demographics of Survey Respondents

The survey asked a few questions related to demographics. The reasons for asking these questions were twofold. First, demographics are important in determining and predicting needs for various subsets of the population. For instance, families with children might be more likely to desire playground equipment and youth recreation programs than older families with grown children who are no longer living at home. Second, the responses to some of these questions could be used to compare the survey respondents' demographic characteristics to the demographic characteristics of the population of Evansville as a whole. This would help to determine if the survey sample was representative of the actual population of Evansville.

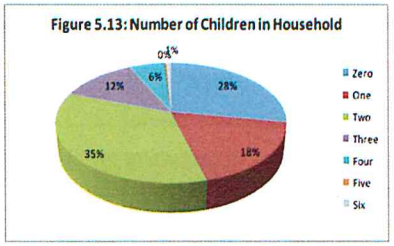
Figure 5.11 shows that over half of the survey respondents have lived in Evansville for 15 or fewer years. About 15% have lived in the City for 5 or fewer years, 28% have lived in the City for 6-10 years, and another 16% have been living in Evansville for 11-15 years. This may be indicative of new families moving to the area over the past 15 years, looking for high quality schools and recreational facilities for their children. The remaining 41% of survey respondents have lived in the City for more than 15 years.





The average number of people in survey respondents' households was 3.6. This is significantly higher than the 2011 American Community Survey estimate of 2.61 people per household. Most likely, families with children responded to the survey at a higher rate than those without children, leading to the inflated household size. As shown by Figure 5.12, about 5% of respondents had one person households, while another 19% had two people living in their household. About 17% of respondents indicated three people lived in their household, while 37% of respondents had four people living in their household. Fourteen percent of respondents had five person households, and about 9% of respondents' households were comprised of six or more people.

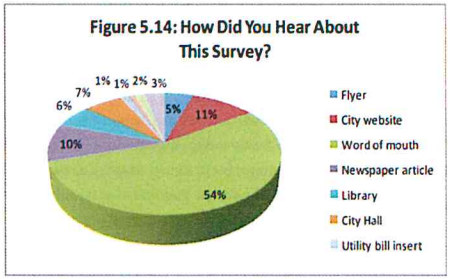
Survey respondents were also asked how many children, aged 17 and younger, lived in their household. As demonstrated by Figure 5.13, about 28% of households did not have any children under the age of 17. Roughly 18% of households had one child, while another 35% had two children. About 13% of respondents had three children under the age of 17 living in the household, while 6% had four children. Only 1% of respondents had five or more children living in the household.

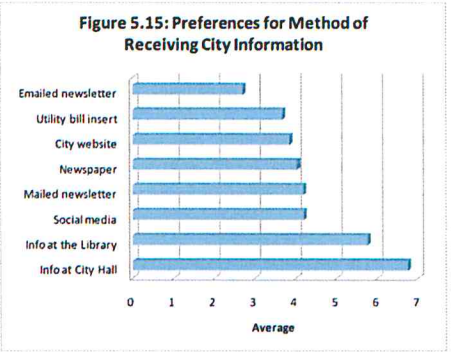


Information Sharing Preferences

Two questions in the survey were intended to assist City staff and officials in determining how residents learn about City information and the best way to reach this audience in the future. In response to the question regarding where respondents found out about the survey, the majority (55%) heard about the survey through word of mouth. Various "word of mouth" methods of learning about the survey included emails from friends,

notifications from sports clubs, and mentions of the survey by City officials and staff. As shown by Figure 5.14, information on the City website (11%) and articles in local newspapers (10%) were the second and third most common way respondents found out about the survey. Information at City Hall (7%) and at Eager Free Library (6%) were also ways in which a number of respondents learned about the survey. Flyers posted throughout the City (5%), public forums such as the Energy Fair and the Week of the Young Child Family Night event (3%), Facebook (2%), utility bill inserts (1%), and at Creekside Place (1%) rounded out the remainder of ways in which respondents learned about the survey.





Survey respondents were asked to prioritize the ways in which they would like to receive City-related information in the future. On a scale of 1 to 8, with 1 being the most preferred and 8 being the least preferred, respondents indicated that an emailed newsletter (2.71) would be their top choice for receiving City-related information. As shown by Figure 5.15, the second choice was a utility bill insert (3.68), the third choice was information on the City website (3.86), and the fourth choice was information in the newspaper (4.04). A mailed newsletter (4.19) was the fifth choice and social media such as Facebook and Twitter (4.20) was ranked sixth. Information at Eager Free Library (5.77) and at City Hall (6.76) were the least desired methods for receiving City-related information. Other suggestions included Creekside Place, local business bulletin boards, word of mouth, and Inventors and Entrepreneurs Club meetings.

PARK VISITS

Park and Recreation Board (PRB) members each selected a park to visit and record their observations. Each PRB member received a worksheet with a number of categories for which they could record information about issues relating to maintenance, safety, appearance, and other factors. PRB members completed their visits during April and May. The key observations for each park* were as follows:

Brzezinski Park

- Maintenance and cleanliness are good qualities.
- Bees in the sandbox are an issue.

- Could use a bigger swing, monkey bars, tire swing, and bigger slide.
- Neighbors indicated the park is busy during the day, and churches and daycare facilities use it.

Countryside Park

- Could use more sand around swings and play structure.
- Accessibility is excellent.
- Basketball court needs to be seal-coated. *(At the time of Plan completion, this had been accomplished.)*
- Great neighborhood park with bathroom/shelter.
- New swings and slide installed a few years ago have been a great addition.

New swings and slide at Countryside Park.

West Side Park

- Parking is an issue here, primarily during soccer games.
- Safety concerns with cars - many children biking through parking lot, lots of blind spots for drivers.
- Developing bike path through park would help alleviate conflicts between drivers and bikers/walkers.
- Very clean and playground equipment is nice.
- Accessibility for people with disabilities may be difficult.
- Only one trash can, no recycling bins.
- Park is still under development and poses a great opportunity for a "clean slate".

Wind Prairie Park

- Some branches on trees need to be cut.
- Nice, quiet place for walking, observing plant and wildlife.

**The Leonard-Leota Park and Franklin Park visits were not completed.*

Public Informational Meeting and Public Hearing

The draft Plan was available on the City website from November 6, 2013 to December 11, 2013. Residents were encouraged to review the Plan and submit comments to staff. Public comments submitted included:

- In relation to recommended improvements to the upper ball diamond at Leonard-Leota Park:
  - That's awesome that they are interested in improving that [upper baseball] field.
  - The Jays do not want to imply that we are kicking soccer off the outfield grass with one of the fence options. It could be a reduced size soccer field. Nice to see that the lights are a high priority.
  - If adding a fence, make sure it adds character to the field/park by using the natural contours of the field (i.e. the one version with the soccer field).
  - Thank you for including the Evansville Home Talent baseball team (aka Jays) into and throughout the plan, especially including some of our ideas for improvements.

A public informational meeting, highlighting the City of Evansville Park and Outdoor Recreation Plan recommendations and soliciting residents' input on the draft Plan, was held on November 11, 2013. A total of 12 people attended. The following comments were made:

- One person noted she would like to see maintenance at Leonard-Leota Park improved, indicating that the flower beds need to either be removed or restored, the stone grill needs to be removed or restored, and dead trees need to be cut down.
- A representative from the Jays Hometown Baseball Team commented that the team was pleased to be included in the planning process and excited that some of their projects are recommended for implementation. He noted that the group wants to maintain the unique character of Leonard-Leota Park. Additionally, he noted that the baseball team wants to be respectful of soccer's needs at the upper ball diamond, and any plans for that area should include soccer in the discussions.

A public hearing on the Plan was held at the City of Evansville Plan Commission meeting on December 2, 2013. A total of 4 people attended. The following comments were made:

- Three representatives from the Evansville Soccer Club attended. Each representative made comments, with all emphasizing the fact that the Soccer Club is growing and is in need of more fields. They also noted that the Soccer Club would like to partner more with the City and provide help with maintenance and improvements. The representatives thanked the City for its support for the Soccer Club. The Soccer Club would also like to host more tournaments in the community and indicated a need for additional fields at West Side Park to help provide a centralized location for tournaments. They also noted that the Club continues to grow, while also retaining players for a longer time than in the past.
- One representative from the Evansville Tennis Association attended. He indicated that the tennis courts at Leonard-Leota Park are in disrepair. He also noted that he believes the City needs more tennis courts, at least four courts, but preferably six or seven. This would allow the school to have a tennis team and would allow for his tennis camp to accommodate more participants. He noted that the Evansville School District is the only district in the conference without a tennis team. He also noted that he believes tennis is a growing sport because it does not have the issues with injuries like football does, and it is complimentary to soccer because the seasons do not overlap. He also indicated that the US Tennis Association has grants available to pay for 20% of the cost of new tennis courts, and he would be willing to help the City secure that grant if tennis courts are constructed.

Chapter 6: Recommendations

The Recommendations Chapter is the heart of this park and outdoor recreation plan. It highlights the goals, objectives, policies, programs, and projects developed through this planning effort.

Goals and Objectives

Outdoor recreation is recognized as a fundamental component of a productive and well-balanced life, and Evansville residents have historically placed a high value on park and recreational resources. The following goals and objectives have been developed to guide the City's efforts to positively impact residents' quality of life through the provision of park and recreational opportunities.

Goal 1: To provide a variety of high-quality active and passive recreational opportunities.

- To provide a range of recreational opportunities for different ages, interests, and needs.
- To maximize relatively scarce surface water resources of the City.
- To encourage the use of suitable commercial recreational facilities in appropriate locations in the community.
- To encourage the involvement of citizens and citizen groups in the planning and improvement of City parks.
- To promote a variety of non-motorized transportation facilities, including bicycle and walking/running paths within the City and connections to regional trail and path networks and recreational facilities beyond Evansville.

Goal 2: To preserve the natural and scenic resources for the enjoyment of present and future generations.

- To preserve environmental corridors, scenic views, and areas of ecological significance.
- To preserve currently known historic sites and anthropological sites that may be discovered in the future.
- To integrate at the policy level, recreational considerations with other planning considerations such as land use.
- To encourage conservation practices that improve the quality of the land and water.
- To preserve wetlands in their natural state.
- To encourage uses of land and other natural resources which are in accordance with their character and adaptability.
- To enhance the environmental assets of the City so that it continues to be an attractive place to live.

Goal 3: To provide park and recreational facilities in locations throughout the community to ensure accessibility for all citizens.

- To provide adequate and easily accessible recreational facilities and parkland throughout the City.
- To acquire and develop appropriate land to meet the recreational needs of a growing City.
- To preserve especially suitable areas for eventual park or other recreational purposes.
- To ensure facilities are accessible for people with disabilities.

Goal 4: To fully utilize City, County, State, and Federal resources in the pursuit of the above goals.

- To utilize this Park and Outdoor Recreation Plan to help prioritize limited resources.
- To leverage the recommendations in this plan to pursue funding to assist with implementation.

Policies and Programs

While physical improvement projects are oftentimes considered to be the more exciting components of a park and recreation plan, implementing new and maintaining existing policies and programs are critical to ensuring park and recreation opportunities are available to all residents. During this planning process, a number of policies and programs were developed based on input from the public, the Park and Recreation Board, staff, the existing Park and Outdoor Recreation Plan, and the City's Smart Growth Plan. The following policies and programs are recommended for implementation:

General Policies and Programs

- Encourage the Park and Recreation Board to reference this Plan during budget preparation each year.
- Provide opportunities for the Park and Recreation Board to monitor and evaluate this Plan's implementation progress.
- Update this Park and Outdoor Recreation Plan every five years as required by the Wisconsin Department of Natural Resources to remain eligible for State matching funds.
- Pursue opportunities for additional partnerships between the City and School District regarding recreational facilities and programs.
- Ensure the City's parks are made available to all age groups. Areas and facilities that can support "lifetime" recreational activities should receive as much emphasis as those for team sports.
- Emphasize diversity in tree species to reduce impacts of Emerald Ash Borer, Dutch Elm Disease, and other plagues that can eradicate entire species of trees.
- Continue to fully utilize the provision for land dedication and money in lieu of parkland to implement park expansion and facility improvement within the City.
- Pursue acquisition of land adjoining any City park when this land or funding to purchase this land becomes available.
- Start a volunteer group, such as a "Friends of Evansville's Parks" group, to assist with clean-up, landscaping, beautification, and fund-raising. Encourage local service organizations, interest groups, businesses, and individuals to contribute volunteer labor and donate materials to assist in defraying costs associated with maintaining and improving park and recreation facilities.
- Support efforts to bring the Ice Age National Scenic Trail to the Evansville area.
- Make improvements to increase accessibility to City parks for people with disabilities and the elderly.
- Pursue grant funds where appropriate to stretch the City's tax dollars.
- Conduct a comprehensive inventory of all recreational facilities serving Evansville residents, including city, school, town, and county facilities.
- Continue to participate in natural resource-related programs, such as Bird City Wisconsin and Tree City USA.
- Create maps showing walking and bicycling routes throughout the City.
- Promote City parks through regional publications and websites.

Park-Specific Policies and Programs

- Continue to address the maintenance needs of Lake Leota and Allen Creek.
- Continue fish restocking efforts at Lake Leota.
- Develop a master plan for Leonard-Leota Park.
- Promote shoreland restoration and implementation of natural landscapes along Lake Leota.
- Create a fund for Leonard-Leota Park, to which people can donate money for memorials, beautification, and other projects in the Park.
- Enforce fish catch limits for Lake Leota.
- Explore strategies for mitigating problems with geese, particularly at Leonard-Leota Park.

Recreation Policies and Programs

- Ensure youth programs are provided as equally as possible for both boys and girls.
- Maintain water-based pool activities and programs.
- Maintain general recreational activities geared toward elementary and middle school children.
- Work with the Evansville School District to pool resources to provide quality programs that are well staffed and well managed.
- Maintain low fees for Veterans Memorial Pool, keeping fees close to 50% of the rolling 3-year trailing average of expenses.
- Evaluate current pool pass costs to determine if they should be modified.
- Evaluate current pool hours to determine if they should be modified.

The following policies and programs were discussed during the planning process, but were NOT recommended by the Park and Recreation Board for implementation during this 2013-2018 planning period. These policies and programs are listed in this Plan to ensure that they can be referenced in future planning efforts and determine if they are desired for implementation in future iterations of the Park and Outdoor Recreation Plan.

- Explore implementation of a leash law that requires dogs to be on-leash in existing City parks.
- Improve maintenance and cleanliness in restrooms at all parks.
- Develop informational pieces about each Evansville park and its amenities.
- Explore opening park restrooms year-round.
- Enforce speed control for vehicles driving through Leonard-Leota Park.
- Explore restricting car access to certain areas of Leonard-Leota Park, particularly during the Fourth of July holiday.
- Pursue a business to locate in Leonard-Leota Park that rents canoes, kayaks, and other recreational items.
- Increase police patrols in Leonard-Leota Park.
- Hold a contest to rename West Side Park.
- Explore the feasibility of an indoor pool, in conjunction with the Evansville Community School District.
- Offer a family pass for the pool.
- Explore hiring a Recreation Director to oversee recreational programs and expand program offerings.
- Explore creating a youth summer recreation program.
- Explore developing recreational programs for adults.

Recommendations by Park

Recommendations for park improvement projects were developed using input from the public, the Park and Recreation Board, staff, the existing Park and Outdoor Recreation Plan, the City's Smart Growth Plan, and State and National parks standards.

To determine the priority levels for each of the recommendations, Park and Recreation Board (PRB) members participated in a process to guide a ranking of plan recommendations. Each recommendation was rated according to three criteria, with the rating on a scale of 1 to 5, with 1 being the lowest rating and 5 being the highest. The three criteria were as follows:

- *Apparent Need/Urgency:* How urgent is the matter that this recommendation is seeking to address? Is this a safety issue that requires immediate attention? Is this an item that came up many times through public input? If so, the recommendation warranted a higher rating for the *apparent need/urgency* criterion. Does this recommendation address a longer-term item? Does the recommendation address something that did not emerge as a priority through public input? If so, the recommendation warranted a lower rating for the *apparent need/urgency* criterion. Generally, a high level of urgency = a high rating for this criterion, and a low level of urgency = a low rating for this criterion.
- *Practicality/Feasibility:* Does this recommendation seem practical to implement? Is it politically feasible? Would it be possible to find the necessary funds to implement the recommendation? If so, the recommendation warranted a higher rating for the *practicality/feasibility* criterion. Would it be difficult to secure political and/or public support for this recommendation? Would it be a hardship to find funding to implement the recommendation? Would it take many years to implement the recommendation? If so, the recommendation warranted a lower rating, such as a 1 or 2, for the *practicality/feasibility* criterion. Generally, a high level of practicality or feasibility = a high rating for this criterion, and a low level of practicality or feasibility = a low rating for this criterion.
- *Personal Preference:* How important is this recommendation to Park and Recreation Board (PRB) members? This was the opportunity for PRB members to weigh in on their own personal priorities for the Park and Outdoor Recreation Plan. Generally, a high level of personal interest = a high rating for this criterion, and a low level of personal interest = a low rating for this criterion.

Each PRB members' responses were then averaged, and every recommendation was prioritized using the resulting number. This section of the plan provides an overview of all of the physical park project recommendations addressed by the PRB members in this prioritization process. This comprehensive listing of projects is essentially a prioritized "wish list" of projects which is by no means intended to be fully implemented over the five-year planning period of this plan. The purpose of providing this list of projects is to ensure that all input gathered during the planning process is recorded so as to be monitored during future planning efforts, and to demonstrate an interest in said projects if unique opportunities might arise for implementing them. The Implementation Chapter of this plan highlights the top priorities for park projects over the five-year planning period, including the projects' estimated costs and potential funding sources.

Table 10. Comprehensive List of Recommendations by Park on the next page lists each of these recommendations in rank order, along with the score it received and its corresponding priority level.

Table 10. Comprehensive List of Recommendations by Park

Project	Priority	Score
Leonard-Leota Park		
Continue efforts to repair the walls of Allen Creek.	Very High	4.25
Install a disc golf course.	Very High	3.75
Continue reforestation efforts.	Very High	3.67
Create an ice-skating area on Lake Leota and open the warming hut for skaters to use in the winter.	Very High	3.46
Resurface tennis courts.	High	3.21
Install new lighting at the upper ball diamond.	High	3.19
Develop a walking/hiking path around Lake Leota.	High	3.13
Update the duck houses.	High	3.13
Install directional signage at the Park entrances.	High	3.08
Resurface basketball courts.	Medium	2.96
Install signage throughout Leonard-Leota Park that better fits with the historic nature of the Park.	Medium	2.92
Install an outfield fence at the upper ball diamond.	Medium	2.83
Repave Park roads.	Low	2.67
Develop additional tennis courts.	Low	2.58
Install skylights in the bathrooms.	Low	2.25
Move the skatepark to a different location.	Low	2.25
Install interpretive signage throughout the Park.	Very Low	2.17
Shift lower diamond to allow for longer fences.	Very Low	2.13
Install a shelter over the shuffleboard court.	Very Low	2.00
Develop additional basketball courts.	Very Low	1.92
Develop a beach and swimming area on Lake Leota.	Very Low	1.88
Create another exit from the Park.	Very Low	1.75
West Side Park		
Project	**Priority**	**Score**
Install additional picnic tables.	Very High	3.96
Plant more trees.	Very High	3.54
Construct a shelter.	Very High	3.33
Explore the acquisition of additional land adjacent to the Park.	Very High	3.33
Create a bicycle/pedestrian trail through the Park.	High	3.04
Develop additional parking, such as a parking lot and access point off of Porter Road.	Medium	3.01
Create baseball and softball fields.	Medium	2.96
Create additional soccer fields.	Low	2.71
Create tennis and basketball courts.	N/A*	N/A*
Brzezinski Park		
Project	**Priority**	**Score**
Install a new swing set.	High	3.29

Very High = 3.33-4.25
High = 3.04-3.32
Medium = 2.79-3.03
Low = 2.25-2.78
Very Low = 1.75-2.24
Median = 2.96

Table 10. Comprehensive List of Recommendations by Park - *continued from previous page*

Project	Priority	Score
Countryside Park		
Project	**Priority**	**Score**
Identify a handicapped parking space on Countryside Drive in front of the Park.	Very High	3.75
Plant more trees.	Medium	2.92
Landscape along south fence of the Park.	Low	2.67
Install a new play structure.	Low	2.38
Franklin Park		
Project	**Priority**	**Score**
Install a "gateway" to City sign, information kiosk, and shelter.	Medium	2.79
Seminary Park		
Project	**Priority**	**Score**
Install an identification sign.	High	3.13
Develop a peace garden and labyrinth.	High	3.04
Install benches and picnic tables.	Medium	2.98
Wind Prairie Park		
Project	**Priority**	**Score**
Install permanent benches along the mowed path.	Medium	2.96
Install interpretive signage.	Low	2.58
Other New Facilities		
Project	**Priority**	**Score**
Install recycling receptacles in all parks.	Very High	4.13
Develop a network of bicycle/pedestrian paths through and around the City.	Very High	3.42
Explore possible locations for an off-leash dog park.	High	3.13
Explore possible locations for a community garden.	High	3.08
Develop a trail along Allen Creek that connects Leonard-Leota Park to Main Street.	Medium	2.92
Explore possible locations for a campground.	Low	2.29
Install more grills in City parks.	Very Low	2.13
Create a sports complex.	Very Low	2.08

Very High = 3.33-4.25
High = 3.04-3.32
Medium = 2.79-3.03
Low = 2.25-2.78
Very Low = 1.75-2.24
Median = 2.96

**This project was added to the Comprehensive List of Recommendations by the Plan Commission at the Public Hearing at the end of the planning process. For that reason, it did not undergo the rigorous review process the rest of the recommendations were subjected to during the planning process.*

Chapter 7: Implementation

This chapter presents the Recommended Park Improvements Plan, which highlights the top priorities for projects recommended for implementation over the five-year planning period. This plan recognizes that not all recommended improvements can be funded through tax dollars. For that reason, this chapter also explores potential local, State, and Federal sources of funding, in addition to City regulations which may assist in implementing this plan.

Recommended Park Improvements Plan

This section of the plan highlights the top priorities for park improvements, as identified by the Park and Recreation Board (PRB). As discussed in the "Recommendations" Chapter, the PRB prioritized projects based on three criteria - *apparent need/urgency, practicality/feasibility,* and *personal preference.* The Park Improvements Schedule highlights the top priorities for implementation, as determined during that prioritization process. Projects scoring *Very High, High,* and *Medium* are identified in this section.

Table 11. Recommended Park Improvements Plan highlights each project by park, provides cost estimates for the recommended projects, and identifies potential funding sources that could be pursued to assist in implementation. The projects identified in the Park Improvements Plan are intended to be a guide for PRB members, elected officials, and staff in decision-making regarding implementing park projects over the 5-year planning period. Projects are contingent upon funding source availability and will not necessarily be included in the City's annual budget and/or Five Year Capital Improvement Plan.

Table 11. Recommended Park Improvements Plan*

Project	Priority	Estimated Cost	Funding Sources
Leonard-Leota Park			
Project	**Priority**	**Estimated Cost**	**Funding Sources**
Continue efforts to repair the walls of Allen Creek.	Very High	$20,000/100 feet	C, AF, P
Install a disc golf course.	Very High	$5,100	AF, P
Continue reforestation efforts.	Very High	$55-$250/tree depending on size and species	C
Create an ice-skating area on Lake Leota and open the warming hut for skaters to use in the winter.	Very High	Cost of staff to operate warming hut, electricity	C
Replace 2 tennis courts and 1 basketball court.	High	$25,000 to replace all 3 courts as one project	C
Install new lighting at the upper ball diamond.	High	$110,400 to $244,050, dependent upon features	C, AF, P
Develop a walking/hiking path around Lake Leota.	High	Dependent upon landowner negotiations, type of trail - rough estimate $300,000	C, AF, P, ADLP, ADR, LWCF
Update the duck houses.	High	Unknown	C, AF
Install directional signage at Park entrances.	High	$100/sign	C, AF
Install signage throughout the Park that better fits with the historic nature of the Park.	Medium	$500-$750/sign + design costs	C, AF
Install an outfield fence at the upper ball diamond.	Medium	$10,000-$15,000 depending on size/materials	C, AF, P
West Side Park			
Project	**Priority**	**Estimated Cost**	**Funding Sources**
Install additional picnic tables.	Very High	$300/picnic table	C, P
Plant more trees.	Very High	$55-$250/tree depending on size and species	C
Construct a shelter.	Very High	$25,000	C, P
Explore the acquisition of additional land adjacent to the Park.	Very High	Dependent upon negotiations with landowner	C, P, ADLP, LWCF
Create a bicycle/pedestrian trail through the Park.	High	Dependent on amenities	C, P, ADLP, TAP, TE
Develop additional parking, such as a parking lot and access point off of Porter Road.	Medium	$115,000	C
Create baseball and softball fields.	Medium	$225,000/field (grading, fencing, infield mix, lighting, bleachers, landscaping)	C, P, LWCF
Brzezinski Park			
Project	**Priority**	**Estimated Cost**	**Funding Sources**
Install a new swing set.	High	$2,000-$2,500	C, P, LWCF

**These projects are intended to be a guide for Park and Recreation Board members, elected officials, and staff in decision-making regarding implementing park projects over the 5-year planning period. Projects are contingent upon funding source availability and will not necessarily be included in the City's annual budget and/or Five Year Capital Improvement Plan.*

Table 11. Recommended Park Improvements Plan - *continued from previous page*

Project	Priority	Estimated Cost	Funding Sources
Countryside Park			
Project	**Priority**	**Estimated Cost**	**Funding Sources**
Identify a handicapped parking space in front of the Park.	Very High	$100 for sign and striping on road	C
Plant more trees.	Medium	$55-$250/tree depending on size and species	C
Franklin Park			
Project	**Priority**	**Estimated Cost**	**Funding Sources**
Install a "gateway" to City sign, information kiosk, and shelter.	Medium	Dependent on design and features	C, P, LWCF
Seminary Park			
Project	**Priority**	**Estimated Cost**	**Funding Sources**
Install an identification sign.	High	$300	C, P
Develop a peace garden and labyrinth.	High	$90,000	P, ADLP, LWCF
Install benches and picnic tables.	Medium	$300/table, $500/bench	C, P
Wind Prairie Park			
Project	**Priority**	**Estimated Cost**	**Funding Sources**
Install benches along the mowed path.	Medium	$500/bench	C, P
Other New Facilities			
Project	**Priority**	**Estimated Cost**	**Funding Sources**
Install recycling receptacles in all parks.	Very High	$1,800/ receptacle - $12,600 total for one receptacle at each of the 7 parks	C, P
Develop a network of bicycle/pedestrian paths through and around the City.	Very High	Dependent on amenities and land ownership	C, P, LWCF, ADR, RTA, RPM, TAP, TE
Explore possible locations for an off-leash dog park.	High	Dependent on amenities and land ownership	C, P, ADLP
Explore possible locations for a community garden.	High	$2,500-$5,000 for startup costs (if land donated or already owned)	C, P, UG
Develop a trail along Allen Creek that connects Leonard-Leota Park to Main Street.	Medium	Dependent on amenities and land ownership	C, P, LWCF, ADR, RTA, RPM, TAP, TE

Funding Sources Legend:

C=City Funds
AF=Antes Fund
P=Private Donations
ADLP=Acquisition & Development of Local Parks
UR=Urban Rivers Grants
UG=Urban Green Space Program
ADR=Acquisition of Development Rights Program
LWCF=Land and Water Conservation Fund
RTA=Recreational Trails Act Program
RPM=River Protection Management Grants
UFG=Urban Forestry Grants
TAP=Transportation Alternative Program
TE=Local Transportation Enhancements

As shown by the Recommended Park Improvements Plan on Table 11, improvements to the City's two largest parks - Leonard-Leota and West Side - have been identified as the top priorities. Residents continue to place a high value on maintaining the historic and natural resources of Leonard-Leota Park, through the on-going restoration of Allen Creek's walls and preservation of the natural landscape, while also creating new recreational opportunities, such as disc golf and improved tennis and basketball courts. A few projects are highlighted below to provide clarification on project parameters and the status of in-progress projects:

Allen Creek stream bank repair - fall 2013.

Repair of Allen Creek Walls - *in progress*

City residents and elected officials have identified the repair of Allen Creek's walls as a high priority for a number of years, and this was identified as the highest-priority infrastructure project in this Park and Outdoor Recreation Plan. In 2007, the City commissioned a study by Dry Stone Conservancy Inc. to assess the condition of the stream bank retaining walls and to propose options for maintenance and repair. The original walls were installed as a Depression-era work relief project and are considered an historic feature of Leonard-Leota Park. The City has been incrementally repairing sections of Allen Creek's walls, based on the priority level identified in the Dry Stone Conservancy report, in a manner that reflects the original historic building techniques.

Disc Golf Course - *in progress*

The plan for the nine-hole disc golf course has been approved by the Park and Recreation Board, Historic Preservation Committee, and the State Historical Society. The majority of work on the disc golf course has been completed and the course has been open for play since mid-October 2013. The course currently has mats and baskets installed for all holes. Installation of the tee signs is anticipated for spring 2014.

New basket at disc golf course.

Upper Ball Diamond Projects*

New Lighting

Replacing or upgrading the lighting system at the upper ball diamond has been identified as a high priority project, as the existing system is outdated and not energy efficient. A variety of factors will need to be considered if this project is pursued. The cost estimates for the project will vary based on the following:

- Use of the existing cement pole bases, underground wiring, and controls/panel with the installation of 8 new 50' poles with 1500 watt metal halide sports high intensity discharge (HID) fixtures will amount to roughly $13,800 per pole, with a total project cost of $110,400.
- Use of the existing cement pole bases, underground wiring, and controls/panel with the installation of 8 new 50' poles with LED light fixtures will amount to roughly $17,600 per pole, with a total project cost of $140,800.
- New underground wiring and cement bases will add roughly $98,000 to project costs.
- New controls/panel will add roughly $5,250 to project costs.
- If all features are replaced, the entire project with HID lights will cost roughly $213,650.
- If all features are replaced, the entire project with LED lights will cost roughly $244,050.

It is important to keep in mind that LED sports lighting systems are a relatively new technology, and the cost for this technology may come down over time.

Outfield Fence

Two concepts for an outfield fence at the upper ball diamond have been proposed - Option one would allow for the continuation of soccer in the outfield, and option two would not allow for the continuation of soccer in the outfield. The material used in either concept would likely be a chain link fence. Option one, shown on Map 7, is estimated to cost between $10,000 and $12,000. Option two, shown on Map 8, is estimated to cost between $12,000 and $15,000.

**Thank you to Jays General Manager Jon Frey for his assistance in seeking concept plans and cost estimates for these projects.*

West Side Park Shelter

At the time of the writing of this Park and Outdoor Recreation Plan, the City Council had budgeted $25,000 in its Capital Improvement Plan in 2014 for construction of the West Side Park shelter. As with past parks projects, including the West Side Park bathrooms, the City has indicated an interest in collaborating with the Evansville High School to build the shelter.

New walkway at Seminary Park.

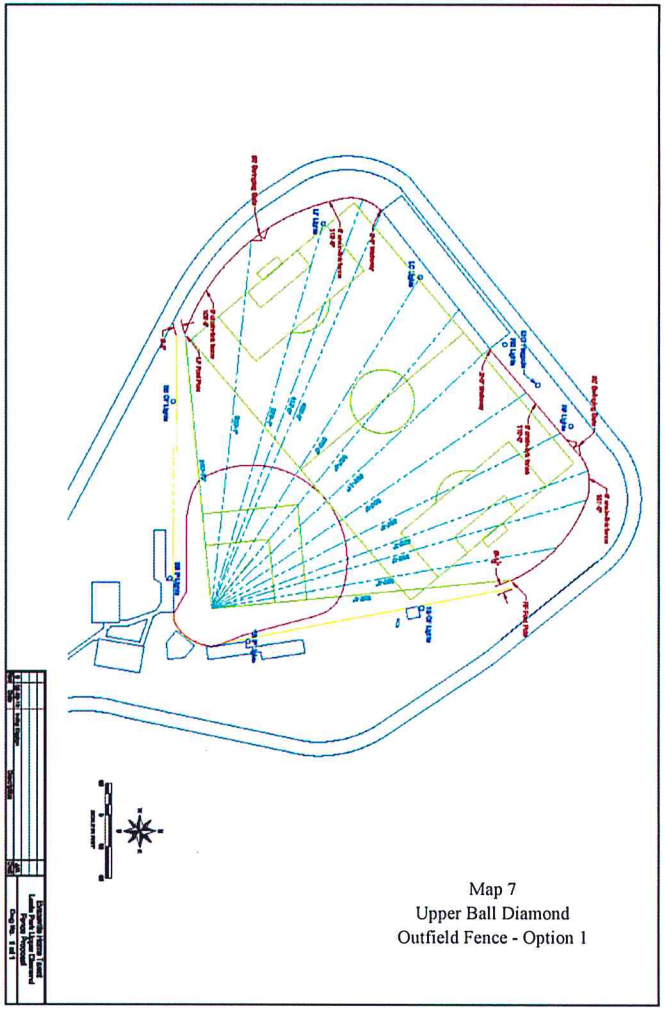
Seminary Park Peace Garden - *in progress**

At the time of the writing of this Plan, the Evansville Peace Garden concept had been approved by the City of Evansville Park and Recreation Board and Historic Preservation Committee, as well as the State Historical Society. The primary walkway through the Seminary Park was completed in early October 2013. The installation of the labyrinth is anticipated for spring 2014. The approved concept plan for the project is shown on Map 9.

**Thank you to John Gishnock III for his assistance in providing the concept plan and cost estimate for this project.*

Lake Leota Hiking Path

The vision of creating a walking/hiking path around Lake Leota was a common theme during the public engagement part of the planning process. The protection of the shoreline and scenic vistas surrounding the Lake would help ensure that the historic and natural character of the Park is preserved. Developing a path along the Lake would also provide additional opportunities for passive recreation within Leonard-Leota Park. To begin the process of developing a trail around the Lake, any opportunities to purchase land or easements on land surrounding Lake Leota should be pursued.



Map 7
Upper Ball Diamond
Outfield Fence - Option 1

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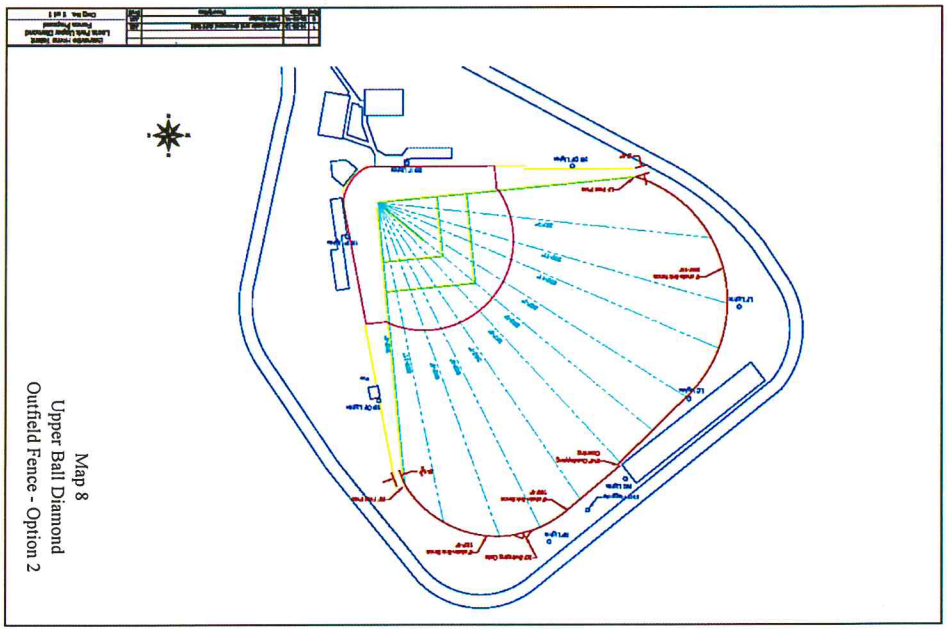
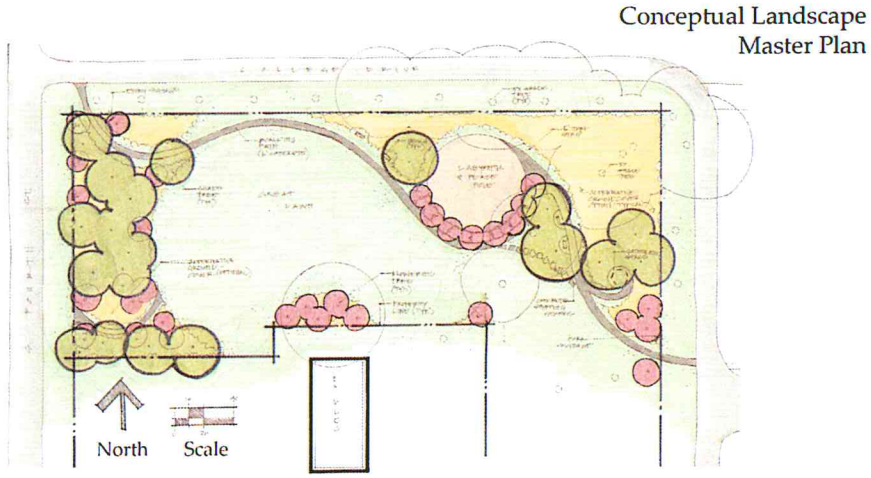


Map 8
Upper Ball Diamond
Outfield Fence - Option 2

Map 9
Evansville Peace Garden
Proposed Master Plan



Evansville Peace Garden

Seminary Park, Evansville, WI 53536

formecology
sustainable outdoor living

Project #406-12
3/26/13

Drawn by John J. Gishnock III & Formecology, LLC

Funding Sources

The following section provides a brief overview of a variety local, State, Federal, non-profit, and private funding sources that may be relevant for park and outdoor recreation projects encompassed within this City of Evansville Park and Outdoor Recreation Plan. This funding section is not intended to be a comprehensive list of all available funding sources - it is intended to serve as a starting point for developing creative funding strategies for Evansville's park and outdoor recreation projects.

Local Funding Sources

Local sources of funding for Evansville parks construction and improvements include the City Parks and Pool Budget, City long-term borrowing to finance capital improvements, fees in lieu of parkland, user fees for certain programs and activities, and donations from organizations and individuals.

As with all municipalities in this age of "lean government," the City of Evansville will be looking to public-private partnerships to fund and implement many of its parks projects moving forward. Excellent examples of cooperation between the City and local organizations already exist. A few recent examples include:

- The Evansville Home Talent Baseball Team (the Jays) has fundraised for new facilities at the upper ball diamond at Leonard-Leota Park in the past. Future projects the Jays have identified as priorities include:
    - Improve field lighting and energy efficiency.
    - Rebuild light switch shed to include equipment storage.
    - Improve dugouts and add shelter over dugouts.
    - Improve the outside appearance of the concession stand (i.e. new metal siding).
    - Install a new cement approach around the concession stand.
    - Install professional looking garbage and recycling cans.
- Save our Lake Environment (SOLE) has been stocking fish in Lake Leota.
- A group of individuals passionate about disc golf combined fundraising efforts with Antes Fund money to create a nine-hole disc golf course at Leonard-Leota Park.
- A group of citizens has been successful in raising enough money to begin implementation of a Peace Garden at Seminary Park.
- Eagle Scouts have built and installed facilities in many Evansville parks, including a fishing pier in Lake Leota, benches, bird houses, and bat houses. The Evansville Lions Club sponsors many Scout projects, and the Evansville Woodchucks have contributed their expertise to many Scout projects by mentoring Eagle Scouts through their construction of wooden structures.

Antes Fund

The City of Evansville also has access to a unique funding source for projects at Leonard-Leota Park. The Antes Fund, a trust fund established by Margaret Antes, is managed by the Community Foundation of Southern Wisconsin (CFSW) for improvement and beautification (not maintenance) of Leonard-Leota Park. Each CFSW fiscal year (June 30 to July 1), the Park and Recreation Board may apply to use the interest from the Antes Fund for an improvement/beautification project. The annual interest is typically around $5,000. Funds are distributed in the form of a grant. Recently funded projects include disc golf course facilities and shoreland restoration along Lake Leota. The Evansville Fund, which is also managed by the CFSW, could potentially be a

funding source for parks project. The Evansville Fund Board has proposed contributing funds to an events sign in Franklin Park and could possibly partner on that or other projects in the future.

State and Federal Funding Sources

1. **Knowles-Nelson Stewardship Program Grants** - Local units of government that have an updated comprehensive park and outdoor recreation plan, such as this City of Evansville Park and Outdoor Recreation Plan, are eligible to apply for four Stewardship grant programs and two related Federal programs administered by the Wisconsin Department of Natural Resources (WDNR) under this grant program. These six funding sources are outlined below.
    a. **Acquisition and Development of Local Parks (ADLP)** - This program provides aids for the acquisition and development of local parks. Eligible projects include acquisition of land that promotes nature-based outdoor recreation, property with frontage on a water body that will promote water-based recreation, lands that can provide day-use picnic areas, and land for nature-based recreation trails.
    b. **Urban Rivers (UR) Grants Program** - The program provides up to 50 percent of matching funds for the acquisition of land or rights on land on or adjacent to rivers that flow through urban areas. The intention of the program is to preserve or restore urban rivers for the purposes of economic revitalization, encouraging outdoor recreation activities, and habitat restoration. Eligible projects include acquisition of lands that preserve natural values, providing new or expanded recreational opportunities, and acquiring blighted lands to restore and complement riverfront redevelopment.
    c. **Urban Green Space (UGS) Program** - The UGS program is intended to provide space in or near urban areas, protect scenic or ecological features, and provide land for noncommercial gardening.
    d. **Acquisition of Development Rights (ADR)** - The goal of the ADR program is to protect natural, agricultural, and forest lands that encourage nature-based outdoor recreation through the purchase of conservation easements. Conservation easements involve compensating landowners for agreeing to limit future development on their land.
    e. **Land and Water Conservation Fund (LWCF)** - This program channels Federal funds to states to provide aids for local governmental units for acquisition and/or development of land and facilities for public outdoor recreation and open space. Cost sharing is a maximum of 50 percent.
    f. **Recreational Trails Act (RTA)** - The RTA program utilizes Federal gas excise taxes to fund development and maintenance of recreational trails and trail-related facilities for motorized and non-motorized trail uses.
2. **Recreational Boating Facilities Program** - This program provides state cost sharing assistance to governmental units for feasibility studies for the development or improvement of public access to waters or harbors or access between waterways for recreational boaters. This program is administered by the State Department of Natural Resources and provides cost sharing assistance for up to 50 percent of the cost of a development project.
3. **River Protection Planning and River Protection Management Grants** - These grants are administered by WDNR. The Planning grant provides funding to help form or strengthen a river management organization, conduct river education programs, conduct river assessments, and develop plans. The Management grant provides funding for land or conservation easement acquisition, river restoration, and local ordinance development.
4. **Urban Forestry Grants** - WDNR administers three grants under this program - regular, startup, and catastrophic storm grants. The regular grants help fund municipalities' efforts to develop new, sustainable, innovative urban forestry programs. The startup grants are available to municipalities seeking to start or

rekindle an urban forestry initiative. The catastrophic storm grants are available to municipalities for tree replacement, removal, and repair following a catastrophic storm event that resulted in a declaration of emergency by the Governor.

5. **Transportation Alternatives Program (TAP)** - This program, administered by the Wisconsin Department of Transportation (WisDOT), allocates Federal funds for transportation improvement projects that "expand travel choice, strengthen the local economy, improve the quality of life, and protect the environment." Eligible projects include planning, design, and construction of on- and off-road bicycle and pedestrian trails, environmental mitigation activities, construction of turnouts and overlook areas, management and prevention of invasive species in transportation rights-of-way, and Safe Routes to School programs.
6. **Local Transportation Enhancements (TE) and Bicycle and Pedestrian Facilities (BPFP) Programs** - The TE program funds projects that increase multi-modal transportation alternatives and enhance communities and the environment. The TE program provides up to 80% of costs for a wide variety of projects such as bicycle or pedestrian facilities, landscaping, and streetscaping. The BPFP funds bicycle and bicycle/pedestrian facilities, but not facilities strictly built for pedestrian use. As the projects eligible for both the TE and BPFP tend to overlap, the application process, administered by WisDOT, is the same for both programs.

Private and Non-Profit Funding Sources

1. **Wisconsin Conservation Corps (WisCorps)** - WisCorps is a non-profit organization that engages young adults in conservation projects on public lands. A municipality, such as the City of Evansville, can hire a crew to undertake a variety of conservation projects, including trail construction, stream bank restoration, reforestation, and invasive species management. WisCorps provides the labor, tools, general project management, transportation costs, and insurance for its workers. The municipality provides the project materials, general project guidance, and a funding match to cover a portion of the crew cost, ranging from $5,000 to $7,000 per week of work.
2. **PeopleforBikes Community Grant Program** - This competitive grant program funds community projects up to $10,000 or 50% of the project cost, whichever is less. Eligible projects include infrastructure for bike paths, trails, lanes, and bridges, end-of-trip facilities such as bike racks and storage, and some advocacy projects that increase ridership and investment in bicycle infrastructure.

Regulatory Strategies

A number of regulatory strategies and agreements can be used to accomplish the acquisition of lands, and for control of the use of lands. The following methods can be utilized by the City of Evansville to help implement this Outdoor Parks and Recreation Plan.

Natural Resources Zoning

Natural resources zoning may be used to protect shorelands, wetlands, floodplains, woodlands, agricultural lands, groundwater recharge areas, and recreation lands. In turn, desirable privately-owned open spaces are provided. These districts are usually more applicable in sparsely developed areas where the natural resources are still abundant, but can also be used in highly developed areas to ensure that open space is accessible to populations in these areas.

The State of Wisconsin Statutes (Section 59.97) and Administrative Code (NR 117) require shoreland, wetland, and floodplain zoning by all cities and villages. Cities and villages are responsible for zoning the incorporated areas. The purpose of these regulations is to protect the shoreline, floodplain, and adjacent wetlands of navigable waters from undesirable use and development. The City of Evansville may zone additional areas beyond those minimum requirements specified in the Statutes and Administrative Code cited above.

Easements

Open space and private land for public recreation use may be acquired through an easement. With an easement, certain rights are granted to the public and the private owner is compensated for that public use. In purchasing an easement, the public body acquires a right either to use the land in a specific manner or to restrict the use of land. For example, the rights to establish public hiking and bicycling trails or fishing access to a waterway may be purchased through easement. When the preservation of woodlands, wetlands, or other natural resources is desired, a conservation easement may be purchased. Scenic easements may be used to limit development along a highway and preserve the adjacent landscape.

Leases

Leases are similar to easements. Leases may be applied as methods to use or protect land until more permanent measures for preservation can be found. By leasing parcels of land, the land remains on the county's and community's tax rolls and can be used for public recreation and open space. However, leases can be renegotiated or not renewed by the property owner if the monetary prospects for another use prove overpowering.

Another leasing method involves outright purchase of land by the city and the city leasing it to a private party or organization with use restrictions placed on the land. Under this method, the city receives some monetary return on its investment and retains control over the use of the land.

Subdivision Regulations

Some communities require the dedication of a portion of each new subdivision for public recreation use. The amount of open space to be dedicated typically falls between five and ten percent of the total area to be subdivided. Communities are able to request fees in lieu of such land dedication, if the community feels it does not need more open space for parkland or if there is not suitable land for park space within the proposed subdivision. Such fees could be used to improve existing parkland.

According to Wis. Stat. 236.45(6)(b), "any land dedication, easement, or other public improvement fee for the acquisition or initial improvement of land for a public park that is required by a municipality, town, or county as a condition of approval under this chapter must bear a rational relationship to a need for the land dedication, easement, or other public improvement or parkland acquisition or initial improvement fee resulting from the subdivision or other division of land and must be proportional to the need." As of the writing of this plan, Evansville City ordinances required a fee in lieu of parkland of $775.37 per single family lot and $581.50 per dwelling unit for multi-family lots.

Chapter 8: Formal Plan Approval

CITY OF EVANSVILLE
RESOLUTION #2013-15

A Resolution Adopting the
City of Evansville Park and Outdoor Recreation Plan 2013-2018

WHEREAS, the City has maintained and periodically updated a Park and Outdoor Recreation Plan since 1994;

WHEREAS, the Plan guides the successful maintenance and improvement of the City's park and recreation system;

WHEREAS, the City values its parks system as a vital aspect of the quality of life in Evansville;

WHEREAS, development of an ongoing park and recreation plan is a prerequisite for many park related grant and loan programs; and

WHEREAS, after a public hearing held on December 2, 2013, in consideration of the City of Evansville Park and Outdoor Recreation Plan 2013-2018 drafted by the Park Board, the Plan Commission has recommended the adoption of the plan.

NOW, THEREFORE, BE IT RESOLVED, that the Evansville Common Council does hereby approve and adopt the Park and Outdoor Recreation Plan 2013-2018 for the City of Evansville, Wisconsin as its official parks plan.

Passed this 10th day of December, 2013.

CITY OF EVANSVILLE

By: Sandra Decker
Sandra Decker, Mayor

Attest: Judy Walton
Judy Walton, Clerk/Treasurer

Introduced: 12/10/13
Adopted: 12/10/13
Published: 12/18/13

Appendix A: State Statutes Relating to Park Boards

Wisconsin State Statutes § 27.08 provides that any "city may by ordinance create a board of park commissioners" and further describes the powers of such a board. It is reproduced below:

27.08 City park board, powers.

27.08(1)
(1) Every city may by ordinance create a board of park commissioners subject to this section, or otherwise as provided by ordinance. Such board shall be organized as the common council shall provide.

27.08(2)
(2) The board of park commissioners is empowered and directed:

27.08(2)(a)
(a) To govern, manage, control, improve and care for all public parks, parkways, boulevards and pleasure drives located within, or partly within and partly without, the corporate limits of the city, and secure the quiet, orderly and suitable use and enjoyment thereof by the people; also to adopt rules and regulations to promote those purposes.

27.08(2)(b)
(b) To acquire in the name of the city for park, parkway, boulevard or pleasure drive purposes by gift, devise, bequest or condemnation, either absolutely or in trust, money, real or personal property, or any incorporeal right or privilege. Gifts to any city of money or other property, real or personal, either absolutely or in trust, for park, parkway, boulevard or pleasure drive purposes shall be accepted only after they shall have been recommended by the board to the common council and approved by said council by resolution. Subject to the approval of the common council the board may execute every trust imposed upon the use of property or property rights by the deed, testament or other conveyance transferring the title of such property to the city for park, parkway, boulevard or pleasure drive purposes.

27.08(2)(c)
(c) Subject to the approval of the common council to buy or lease lands in the name of the city for park, parkway, boulevard or pleasure drive purposes within or without the city and, with the approval of the common council, to sell or exchange property no longer required for its purposes. Every city is authorized, upon recommendation of its officers, board or body having the control and management of its public parks, to acquire by condemnation in the name of the city such lands within or without its corporate boundaries as it may need for public parks, parkways, boulevards and pleasure drives.

27.08(2)(d)
(d) To change or improve all parks, parkways, boulevards or pleasure drives within the city limits, controlled by the board, at the expense of the real estate to be benefited thereby, as provided in s. 27.10 (4).

27.08(3)
(3) In any city having no board of park commissioners its public parks, parkways, boulevards and pleasure drives shall be under the charge of its board of public works, if it has such last named board; otherwise under the charge of its common council. When so in charge, the board of public works or the common council may exercise all the powers of a board of park commissioners.

27.08(4)
(4) In every city having no city plan commission under s. 62.23 (1), the common council may provide that the board of park commissioners, if there be such board in the city, shall have the powers enumerated in s. 62.23 (2) and (17). The territory over which the city is given platting jurisdiction by s. 236.10 (1) (b) 2 shall for street, park, parkway, boulevard, pleasure drive and platting purposes be extended to 3 miles beyond the city limits. For the purpose of carrying out s. 62.23 (2) in said extended zone the common council may appropriate out of

any available fund a sufficient sum to be used by said board for hiring engineers, surveyors and draftsmen, and other necessary help and assistants in making a comprehensive map of the said city and zone so as to put in concrete form the ideas of the said board as to how future dedications, openings and plattings of streets, highways, boulevards, pleasure ways and parks, or other public improvements or thoroughfares, shall be made; which said map, when adopted by the common council, shall serve as an advisory guide to the said board of park commissioners in making recommendations to the common council in the future as to approving plats, and shall not be departed from except in cases of necessity or discovered error therein.

27.08(5)
(5) Whenever the common council of any city determines to improve any street, avenue or boulevard, the board of public works, or if there be no such board, the officer or officers authorized to make such improvement, may, as a part thereof set aside a portion of such street, avenue or boulevard for park purposes, and determine, subject to the approval of the board of park commissioners, if there be such a board, in what manner the portion so set aside shall be improved. The damages and benefits resulting from such entire improvement, including the cost of the improvement of the part of such street, avenue or boulevard so set aside shall be assessed to the several parcels of land affected thereby as provided by law in such city for such assessments. Any report required to be made and filed respecting such improvement shall include a detailed statement of said determination and the approval thereof by said board.

27.08(6)
(6)

27.08(6)(a)
(a) The board of park commissioners of any city may conduct public concerts within its public parks and pay the expenses thereof out of the park fund. A fee for admission may be charged for the purpose of defraying such expenses in whole or in part.

27.08(6)(b)
(b) The board of park commissioners of any city of the 1st class where there has been hitherto established a driving club or similar organization in connection with any park under the direction of said board of park commissioners may conduct horse races and driving exhibitions within its public parks and pay the expenses and cost of trophies therefore out of the park fund. A fee for admission may be charged for the purpose of defraying such expenses in whole or in part. Chapter 562 does not apply to any race under this paragraph.

Further, § 27.09 – 11 describe other aspects of the responsibilities of the Park and Recreation Board. These are not reproduced here but may be found at the following URL on the Internet.

http://www.legis.state.wi.us/rsb/stats.html

APPENDIX B: CITY OF EVANSVILLE PARKS AND RECREATION ORDINANCE

The Evansville Municipal Code Chapter 86, Section 86.31 creates a "Park and Recreation Board" of the City.

The entire Chapter 86 of the Evansville Municipal Code, which relates to parks and recreation, is reproduced below:

ARTICLE I. IN GENERAL

Sec. 86-1. Penalty.

Except as otherwise provided, any person who shall violate any provision of this chapter shall be subject to a penalty as provided in section 1-11.
(Code 1986, § 19.15)

Sec. 86-2. Personnel.

(a) *Aquatic director.*
(1) *Appointment.* The aquatic director shall be appointed annually by the city administrator in consultation with the appropriate department head and committee.
(2) *Powers and duties.* The aquatic director shall exercise the powers and duties as authorized by the Water Safety Institute, the American Red Cross and the city administrator in consultation with the appropriate department head and committee.
(b) *Little League/softball/baseball director.*
(1) *Appointment.* The Little League/softball/baseball director shall be appointed annually by the city administrator in consultation with the appropriate department head and committee.
(2) *Powers and duties.* The Little League/softball/baseball director shall exercise the powers and duties as authorized by the park and recreation board. Those duties shall include responsibility for coordinating and scheduling all baseball and softball tournaments and the maintenance and preparation of the baseball diamonds for all scheduled ball games and tournaments.
(Code 1986, § 19.08, Ord. 2008-23)

Sec. 86-3. Closing hours for parks.

(a) All parks shall be closed at 10:00 p.m. each day, except as otherwise provided in this section.

(b) No person shall enter, frequent or loiter in any park between 10:00 p.m. and 6:00 a.m., except when public functions are being held in such park. For the purpose of this section, public functions shall constitute those functions for which the floodlights in the lower park have been turned on by the proper park officials for other public meetings, picnics or gatherings held pursuant to subsection (c) of this section. After all such occasions, no person shall remain in such park more than one-half hour after the termination of such functions or occasions.

(c) Persons or organizations desiring to hold public meetings, picnics or other public gatherings in any park which shall necessitate remaining in the park later than 10:00 p.m. shall apply for permission for such function to the chairperson of the park and recreation board or such other person as the park and recreation board may designate. Such application shall state the hour at which such function shall terminate.

(d) Park hours shall be extended to 11:00 p.m. during the summer season (June through August).
(Code 1986, § 19.02; Ord. No. 1998-8, § 1, 7-14-1998)

Sec. 86-4.
(repealed by Ord. 2008-23).

Sec. 86-5. Permit for park use.

(a) Any individual, group or organization that wishes to reserve for use any public park or park facility for any non-commercial activity, except a city ball diamond or soccer field, should make a reservation with the office of the city clerk and pay all applicable fees at least 72 hours before the event. Reservations are issued on a first come, first served basis beginning January 1 of each year. A deposit of $100.00 shall be paid to the city clerk at the time of paying the reservation fee. The deposit shall be held until the park areas used are cleaned up and restored to prior condition to the satisfaction of the city at the conclusion of the event. Upon satisfactory inspection by the city designee, the deposit shall be returned. Should the area require cleanup or restoration by the city, the deposit shall be forfeited and any additional expenses incurred by the city shall be the responsibility of the individual, group or organization.
(Code 1986, § 19.07, Ord. 2004-15, Ord. 2008-23)

Sec. 86-6. Reservation of ball diamonds and soccer fields.

(a) Any Evansville group or organization, including public school athletic programs, the city, youth and adult baseball softball leagues, and the Evansville Soccer Club, wishing to reserve on a seasonal basis any city ball diamond or soccer field for any non-commercial activity in any city park shall make a reservation with the office of the city clerk in writing at least 30 days before the first scheduled event. The various groups or organizations may coordinate schedules between themselves prior to making reservation with the office of the city clerk; however, reservations shall be made on a first come first served basis.

(b) Any Evansville resident, Evansville group or Evansville organization wishing to reserve any city ball diamond or soccer field for any non-commercial activity in any city park shall make a reservation with the office of the city clerk not more than 29 days but at least 48 hours before the event, except as provided in paragraph (a) & (c). Any other individual, group or organization wishing to reserve any city ball diamond or soccer field for any activity in any city park shall obtain approval from the park and recreation board chairperson not more than 29 days but at least 48 hours before the event, who shall promptly communicate her or his approval of the reservation to the office of the city clerk. Reservations are made on a first come, first served basis, and the reservation should be only for the hours needed.

(c) The Evansville group or organization coordinating the annual Fourth of July Celebration shall have precedence over all other individuals, groups or organizations for reservation of ball diamonds and soccer fields at Leonard Park during the days of the Fourth of July Celebration, provided the reservation is submitted to the office of the city clerk by April 15 of any given year.

(d) Any individual, group or organization that has reserved a ball diamond or soccer field shall pay a nonrefundable fee to the office of the city clerk at time of reservation. The amount of such fees shall be as established by the council from time to time by resolution and as set forth in appendix A.

(e) Upon payment of the fees, the city will furnish the use of the ball diamond or soccer field, ball diamond lights and properly maintained accessories and bases. The fees are to cover the cost of field maintenance, the cost of ball diamond preparation and utility costs.

(f) The use of the press box/concession stand and scoreboard shall require a deposit fee of $100.00 payable upon Park Board and/or Public Safety approval to the office of the city clerk, along with the rental fee. Seasonal reservations made for use of the press box/concession stand and scoreboard requires one deposit fee and will include the use of the Oscar Dietzch shelter (when reserved with the upper ball diamond only).

The deposit will be returned, provided the area is restored to its prior condition to the satisfaction of the city after inspection by the city designee.

(g) All public school functions and public school athletic programs of the city school district, the city, the city's youth baseball and youth softball leagues, and the youth Evansville Soccer Club shall be exempt from the fees and deposit requirements under this section.
(Code 1986, § 19.04, Ord. 2004-15, Ord. 2008-23)

Sec. 86-7. Permit for commercial activities in parks.

(a) No person shall offer any merchandise for sale or operate any stand or place of business within any of the parks in the city unless he shall first have obtained a permit for such operation.

(b) Application for such permit, stating the dates and hours of operation and type of merchandise to be sold, shall be filed with the city clerk not less than 72 hours prior to the first effective date of the permit sought.

(c) Such permit may be issued by the park and recreation board, which may delegate its authority to issue permits to its chairperson.

(d) No permit shall be authorized contrary to the city's contractual obligations with the operator of the city-owned park store in Leota Park.

(e) The provisions of this section shall not apply to the sale of fermented malt beverages for which a license has been issued for a particular picnic or similar gathering pursuant to Wis. Stats. § 125.26(6).
(Code 1986, § 19.05, Ord. 2008-23)

Sec. 86-8. Operation of motorboats on Lake Leota.

No person shall operate a boat propelled by a motor other than an electric motor on Lake Leota.
(Code 1986, § 19.03, Ord. 2008-23)

Secs. 86-9--86-30. Reserved.

ARTICLE II. PARK AND RECREATION BOARD[1]

Sec. 86-31. Established.

There is created a park and recreation board of the city.
(Code 1986, § 19.01(1))

Sec. 86-32. Membership.

(a) The park and recreation board shall consist of seven members, one of whom shall be an alderperson. The alderperson member shall be appointed by the mayor, subject to confirmation by the council, annually on the third Tuesday of April or as soon thereafter as may be practiced. The six citizen members shall be appointed by the mayor, subject to confirmation by the city council. Two citizen members shall be appointed annually on the third Tuesday of April for a term of three years. The terms shall expire on the third Tuesday in April of the appropriate year.

(b) When the board meets and conducts business, a quorum or majority shall be four members present and four affirmative votes.

---

[1] **Cross references:** Boards, commissions and committees, § 2-191 et seq.

(Code 1986, § 19.01(2), Ord. 2006-18)

Sec. 86-33. Qualifications of members.

All citizen members of the park and recreation board shall be persons with recognized experience and qualifications and shall hold office until their respective successors are selected and qualified.
(Code 1986, § 19.01(4))

Sec. 86-34. Oath of members.

Citizen members of the park and recreation board shall take the official oath required by Wis. Stats. § 19.01, which shall be filed with the city clerk-treasurer.
(Code 1986, § 19.01(5))

Sec. 86-35. Compensation of members.

The members of the park and recreation board shall be compensated as determined by the city council.
(Code 1986, § 19.01(6))

Sec. 86-36. Vacancies.

All vacancies on the park and recreation board shall be filled for the unexpired term in the same manner as appointment for a full term.
(Code 1986, § 19.01(7))

Sec. 86-37. Removal of members.

Any member of the park and recreation board shall be removed by the mayor for cause.
(Code 1986, § 19.01(8))

Sec. 86-38. Powers and duties.

The park and recreation board shall supervise the management and operation of the parks, lakes and streams in the city as they are now or may hereafter be provided by ordinance. The park and recreation board shall also supervise the management of the city recreation department, Veteran's Memorial Pool, city Little League programs, the park store and the park maintenance department.
(Code 1986, § 19.01(3))

APPENDIX C: PARKS AND POOL MAINTENANCE AND OPERATIONS

Park Operations and Maintenance				
	November-March	April - May	June - August	September-October
Staffing Levels	Park Maintenance Supervisor	Park Supervisor and one Public Works employee as needed	Park Supervisor and two or three seasonal employees	Park Supervisor and one Public Works employee as needed
Tasks	*Snow-plow park roads *General maintenance *Clean up trash as necessary *Build and repair picnic tables	*Rake lawn and mow *Clean and open restrooms *Prepare flowerbeds *Clean and install playground equipment *Clean and open tennis courts *Clean creek and canals *Clean and prepare maintenance equipment *General maintenance, repair, and painting *Clean and place picnic tables *Clean and repair shelters *Turn on water by 4/15 *Clean and repair water fountains *Patch and repair roads *Clean and set up grills *Clean and open maintenance area *Clean and repair baseball/softball fields *Re-seed grass and plant new trees *Assist Pool Director with pool maintenance	*Mow and trim grass *Prune bushes and trees *Trim brush near lake and railroad tracks *General cleaning, painting, and maintenance *Water trees, shrubs, flowers as needed *Remove weeds *Place mulch around trees and shrubs *Patch creek retaining walls *Replace and repair playground equipment *Clean shelters and picnic tables *Remove trash daily *Clean and repair maintenance area *Re-gravel shoulders of park roads and parking areas *Clean and repair ball diamonds, tennis courts, and basketball court *Supervise small capital improvement projects *Assist Pool Director with general maintenance and repairs	*Mow and trim grass as necessary *Re-seed lawn where needed *Perform normal maintenance to grounds and equipment. *Begin shut-down of park facilities *Winterize park maintenance equipment and facilities *Prepare warming house *Shut off water and clean lines *Perform patch work on creek retaining walls *Clean and store grills, picnic tables, and trash containers *Rake leaves *Winterize park store and board up windows *Store maintenance equipment *Secure maintenance shop area *Complete capital improvement projects *Assist Pool Director as necessary

Veterans Memorial Pool and Park Store Operations and Maintenance				
	Late February - March	April - May	June - August	September
Staffing Levels	Pool Director	Pool Director and two seasonal employees	Pool Director and sixteen seasonal employees	Pool Director
Tasks	*Revise pool operations manuals/forms *Revise park store operations manual/forms *Begin to advertise for staff	*Drain and clean pool *Touch up painting of buildings/decks etc. *Repair pool surface and filtration system *Fill pool, check system and heating unit *Install ladders, boards, guard chairs and slide *Hire and train lifeguards and other seasonal employees *Send out notices to residents in Water and Light Bill *Pre-season registrations for passes and swimming lessons	*Open pool second weekend of June *Supervise pool and park store operations according to operations manuals *Shut down pool during last week of August *Prepare budget for following year *Winterize and store equipment *Paint and clean as necessary *Storage of equipment	*Perform final repairs, maintenance and winterizing *Prepare income/expenses report on pool and park store operation *Repairs/painting in park store

Allen Creek & North Union Street Redevelopment Master Plan

Prepared for the

City of Evansville, Wisconsin

By R.A. Smith & Associates, Inc.

Acknowledgements

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City of Evansville, Wisconsin

Allen Creek & North Union Street Redevelopment Master Plan

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City of Evansville, Wisconsin

Allen Creek & North Union Street Redevelopment Master Plan

Introduction

U.S. Highway 14 (Union Street) extends north from Evansville's historic downtown area. This road is the principal commuter route to and from the City to larger communities in neighboring Dane County, including the City of Madison and its suburbs. As such, the corridor serves as an important gateway to the City.

This ***Allen Creek & North Union Street Redevelopment Master Plan*** is meant to address adverse conditions that exist within the corridor, and to provide a roadmap for its future development and economic vitality. The City of Evansville holds a vision of the district as a healthy and attractive business environment that is well integrated into the adjacent downtown and surrounding residential neighborhoods.

Commercial uses have developed along this corridor over a period of several decades. The City of Evansville's ***2005 Comprehensive Plan*** recommends a continuation of these types of uses. More recently, though, a stronger commercial area has developed on the east side of the City. This new commercial strip has impacted the vitality of both the North Union Street project area and the adjacent downtown. As a result, Union Street businesses must define a market niche in the face of both local competition and regional competition from surrounding communities. Actions to steer appropriate commercial development into the North Union Street Corridor will be a critical factor in the future development and viability of the district.

Because of their age, many of the existing properties in the Allen Creek & North Union Street project area have been developed prior to current City standards for building and site design. The appearance of some of these properties is a concern to the community, which desires consistent standards and a coordinated design to create a distinctive sense of place throughout the district. This plan provides recommendations for new development standards that recognize the site design needs of businesses likely to locate in different parts of the corridor, while still creating a pedestrian-friendly commercial district.

Lastly, the City of Evansville seeks to establish a physical tie between the Allen Creek & North Union Street corridor and the historic downtown. This connection will be accomplished through a variety of means including vehicle and pedestrian connections, land uses, site design, and streetscape.

The ***Allen Creek & North Union Street Redevelopment Master Plan*** was prepared under the supervision of the City of Evansville's Redevelopment Authority, which approved the final plan on September 18, 2007. The plan was approved by the Plan Commission on November 5, 2007, and adopted by resolution of the Common Council on November 13, 2007.

Allen Creek & North Union Street Project Area

The Allen Creek & North Union Street project area, depicted in Map 1 on the following page, is generally bounded by Church Street on the south, Allen Creek and the railroad right-of-way on the west, the City limits to the north, and roughly the first tier of parcels bordering the east side of Union Street.

Land Use

The project area consists of 33 properties on either side of North Union Street or Main Street, totaling 39.85 acres. In addition to these, portions of two larger properties, located on the east side of Highway 14, fall into the area.

A majority of these properties are in the City's B-3, Community Business District, although a small number of parcels bordering Main Street are in the B-2, Central Business District and a handful of properties along the railroad track are zoned B-5, Special Use Business District. Eight parcels at the north end of the project area are zoned R-1, Residential District, and large tracts east of North Union Street are zoned A-1, Agricultural District or C-1, Lowland Conservancy District.

The City's ***2005 Comprehensive Plan*** identifies a mix of future land uses in the project area. These vary from commercial, retail, and office uses in the southern half of the project area, to a mixture of light industrial, governmental or institutional, residential, and commercial, retail, and office uses further north and along the edges of the district.

Environmental Features

The topography of the project area is generally level, sloping downward to the west to drain into Allen Creek. There is one wetland area located on the east side of Union Street, near the center of the project area. A portion of this wetland is in the C-1, Lowland Conservancy District. In addition, parts of the project area in this vicinity are heavily wooded.

The Federal Emergency Management Agency (FEMA) is currently in the process of updating its 100- and 500-year floodplain mapping for Rock County. Preliminary maps for the City of Evansville indicate that the majority of the project area is outside of the 100-year flood zone. The exceptions to this are found near the southwest corner of Union Street and Main Street, along a drainage ditch and Allen Creek.

The Wisconsin Department of Natural Resources has identified two sites within the corridor where environmental remediation activities are ongoing. These are at 65 North Union Street and 340 North Union Street. The contamination at these sites is minor in nature and should not be an impediment to redevelopment.

Leonard Park is an important feature in the area. This large community park includes a pool, recreational facilities, and part of the shoreline of Lake Leota. The park can help to anchor the district, and should be made identifiable from the corridor.

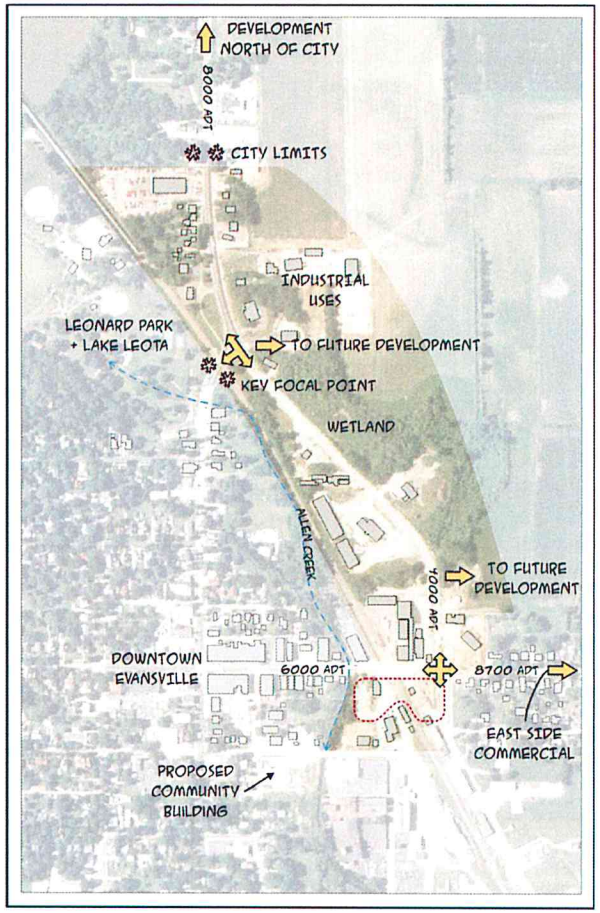
Transportation

Union Street, which is also U.S. Highway 14 and State Highway 59, is a two-lane highway entering the City of Evansville from the north. The highway was reconstructed in 2005. The portion of the road extending south approximately from Madison Street was built as an urban cross-section with curb and gutter. The northern portion has a rural cross-section with a gravel shoulder.

Looking south on Union Street (U.S. Highway 14)

There is a sidewalk on the west side of the street that extends from the intersection with Main Street to just north of Madison Street. There is a small segment of sidewalk on the east side of the street near the intersection with Main Street. Decorative lighting was installed on Union Street between Main Street and Madison Street, and overhead power lines were relocated to the railroad corridor. Trees have been planted in the terrace.

Map 1: Allen Creek & North Union Street Redevelopment Area
Project Area Opportunity Analysis



The transportation element of the City's ***2005 Comprehensive Plan*** suggests the potential for a bypass route on U.S. Highway 14. This would route traffic around the City, reducing the volume of traffic through the project area. Many of the existing or potential future businesses along this route will depend on traffic passing through the City. The economic impacts of a bypass should be considered for both their impact to the North Union Street corridor and to the downtown.

In 2003, North Union Street carried a total of only 4,000 cars per day near its intersection with Main Street. This would be considered very light traffic for a commercial corridor. Main Street had somewhat higher counts, with 6,000 cars per day to the west of Union Street, and 8,700 cars to the east. The traffic count on Highway 14 north of the city limits was also higher, at 8,000 cars per day.

The ***2005 Comprehensive Plan*** identifies two off-road bicycle and/or pedestrian paths planned within the project area. These include a trail along Allen Creek and the railroad corridor, linking downtown to Lake Leota, and a second trail extending east from the intersection of Madison Street and

Union Street, connecting to future residential development areas.

Private Property Development

A small portion of the project area lies along Main Street near Allen Creek. The character of buildings in this area is much more typical of a traditional downtown, although most of the properties included in the project area have been cleared. This segment of Main Street was also reconstructed in 2005. The City is considering replacement of the bridge over Allen Creek in 2008.

Properties in the project area represent building styles and development standards spanning a century. As might be expected, some of these existing developed areas do not match current expectations with regard to site design, architecture, construction materials, or landscaping, as reflected in the City's codes or design guidelines. Access management issues, however, have been partially addressed through reconstruction of Union Street.

The City of Evansville prepared a report on ***Commercial Development Design Standards*** in 2006, in response to concerns raised during preparation of the Comprehensive Plan. These design standards recommend limiting new commercial buildings to no more than 50,000 square feet, and contain additional recommendations related to franchise design, landscaping standards, parking lots, and lighting. The report discusses specific guidelines that may apply to the Allen Creek & North Union Street area, including:

- application of the standards to both new construction and as buildings are altered;
- requirements for the use of quality exterior materials consistently on all building façades;
- establishment of a minimum window area on the street elevations of buildings;
- regulation of the acceptable color palette for buildings;
- prohibitions on the use of neon lighting, except in signs;
- requirements for a prominent building entry;
- orientation of the primary building façade and entrance toward the street;
- articulation of the façade to break up its mass;
- variation of the building's roofline;
- modification of franchise design and color schemes to reflect community character;
- location of a majority of the parking to the side and rear of buildings;
- provision of screening for all mechanical equipment;
- provision of screening for loading areas;
- regulation of fencing types and its construction;

Looking south on Union Street at the intersection with Main Street

- application of identical standards to secondary or accessory buildings;
- regulation of access on larger commercial buildings;
- establishment of driveway connections between adjacent properties; and
- provision of community amenities on large commercial buildings.

The City has also adopted design standards for the Evansville Historic district. While the Allen Creek & North Union Street project area does not fall within the historic district, these standards may provide a benchmark for establishing a cohesive design approach.

Community Input

Staff from R.A. Smith & Associates interviewed several of the property and business owners in the Allen Creek & North Union Street corridor to determine their concerns and desires for the area. These stakeholders represent a variety of uses including residential, commercial, and light industrial sites. A more detailed review of their input is provided in Appendix C.

The impact of recent road construction on U.S. Highway 14 and on Main Street has been a consistent concern of many of the stakeholders. There is a perception that this construction has diverted customer traffic, and businesses have suffered from this along with poor access. Some stakeholders commented that a bypass would have a similar impact. The commercial businesses rely on passing traffic for their customers.

Most of the people interviewed agreed that the corridor should remain primarily commercial. Several people noted the potential for neighborhood commercial development on the northern stretch of U.S. Highway 14, where it could serve the daily commuter traffic headed north to the Madison area. One comment specifically singled out hotels as a desirable use within the corridor. At the time, a hotel development was being considered for a site on U.S. Highway 14 just north of Main Street.

There are mixed feelings on what additional land uses, if any, should be permitted. Residential or mixed-use development appears to be favored by a majority, provided that it is secondary to the commercial areas.

There is less support for light industrial uses, yet owners of these businesses tended to express concerns that they might be forced out if the area were to redevelop. Several acknowledged that, due to the nature of their business, their properties may not be particularly attractive.

Property owners generally support redevelopment within the project area. Several property owners indicated that they have considered redevelopment, or would be open to an opportunity if it came along. Of those who have considered redevelopment projects, several would favor multi-family residential or mixed-use buildings, while a couple have looked at strictly commercial development. Completion of the multi-year street reconstruction project is seen as an inducement to spur redevelopment, and some property owners expressed a desire for the City to actively promote this new investment.

Although most interviewees felt that the existing aesthetic along the corridor is less than appealing, business and property owners tend not to favor strict design standards for the project area. There is a concern that these would not be perceived as "business-friendly." A number of business owners commented that the City's effort might be better directed to encouraging better property maintenance. Maintaining green space along the corridor is seen as important as well as promoting the history of the City.

Market Analysis

Evansville is a small community surrounded by larger metropolitan areas that provide substantial competition for its retail businesses. While this is the first consideration for determining what businesses may be supported within the community, the City's other commercial districts (downtown and East Main Street) further help to determine what businesses may locate within the Allen Creek & North Union Street project area.

Ace Hardware on East Highway 14

Trade Area and Competition

A quick way to begin defining the City's trade area is to examine the locations and strength of discount and grocery stores in the region. These are evolving, as Roundy's recently acquired Copp's and Dick's Supermarkets, and Wal-Mart is currently planning to replace its discount stores in Stoughton and Monroe with new supercenters selling both general merchandise and groceries.

Evansville has a small Piggly-Wiggly grocery store on U.S. Highway 14 on the east side of the City. There are no general merchandise stores in the community, although Ace Hardware may fill this role to a small extent. For the most part, small communities around Evansville (such as Belleville, Oregon, Edgerton, Brodhead, Albany, Monticello, and New Glarus) have a similar range of retail shops.

Stoughton has a larger grocery and a Wal-Mart, currently planned for conversion to a supercenter. Already located on an important route to Madison, Stoughton presents stronger competition than other neighboring communities.

To the southwest, Monroe is the principal influence on Evansville's drawing power. That city has a Wal-Mart also slated for conversion to a supercenter, a Farm & Fleet, and a Shopko. Its groceries include a new Piggly-Wiggly, a new Pick 'n Save, and Aldi.

Much stronger competition is located in the metropolitan areas of Janesville and Madison. In addition to regional malls (one in Janesville and three in Madison) these communities have Target, Shopko, Wal-Mart, and Farm & Fleet discount stores, along with grocery chains including Sentry, Pick 'n Save or Copp's, Cub Foods, Aldi, and Woodman's.

The trade area may be further delimited by examining commuting patterns, which serve as a good surrogate for shopping trips. By far the largest flow of workers (37.2%) is northward to the Madison area. In comparison, 20.2% of workers commute to Janesville or elsewhere in Rock County.

Map 2, on the following page, depicts the extent of regional retail competition and a likely trade area for the City of Evansville. This trade area would be applicable to a more general level of commercial activity, including such items as groceries, hardware, pharmacy items, and personal services. Evansville falls almost entirely within the trade areas of its metropolitan neighbors for general merchandise and specialty goods.

Market Potential

In Wisconsin, the typical household spends about $23,300 annually on the kinds of goods and services which would be purchased from businesses in a typical commercial setting[1]. There are approximately 10,176 people living within the delineated trade area for Evansville, resulting in aggregate annual purchases of about $237 million. Given that

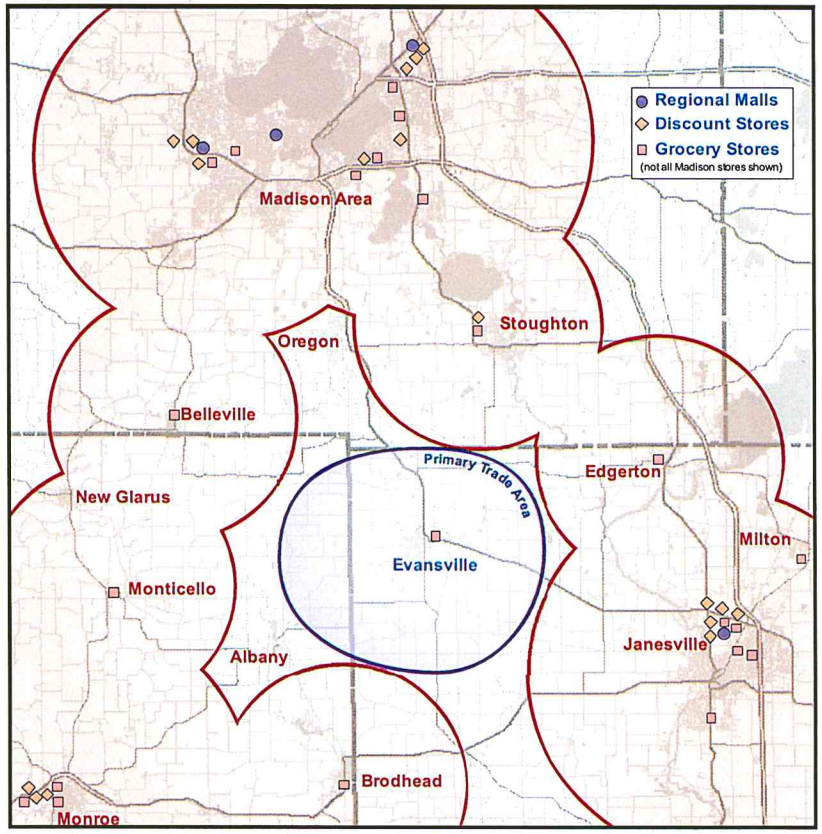
[1] Derived from U.S. Bureau of the Census data. This figure does not include rent, mortgage, utility, or similar payments which would not be purchased in a retail setting.

Evansville lacks many common categories of retail goods and services, a substantial share of this market potential is "leaking" from the city to larger communities with a more diverse commercial sector.

Retail and Service Business Markets

Based on population thresholds for retail stores and services in Wisconsin, the City of Evansville might expect to have several of the retail goods and services listed in Table 1. A population threshold is de-

Map 2: Regional Grocery and Discount General Merchandise Store Competition



rived by dividing the population of the state by the number of establishments of a given type. This gives some indication of the number of people in a trade area that may be needed to support a particular kind of business, and in turn, point to market opportunities in the community. Table 1 lists all of the retail and service businesses with a threshold of 20,000 people or less (roughly twice the population in Evansville's trade area). This is not intended to be interpreted as a list of the kinds of businesses to be attracted to the City, but to indicate the character of businesses, which will help to plan an appropriate development pattern to accommodate them.

The retail and service businesses considered most likely to locate within the Allen Creek & North Union Street corridor include business and professional offices, personal services, automotive and convenience-oriented retail, and eating places. The limited trade area population and competition from the well-anchored East Main Street commercial district make significant community-oriented retail (ex., furniture, clothing, general merchandise, etc.) development along North Union Street a difficult proposition.

Professional offices may include legal, medical, financial, or similar kinds of services. Many of these uses are currently located within the downtown area. Locations along North Union Street could provide an expansion opportunity for these existing businesses in addition to sites for new businesses in the community. In addition, this district may be a suitable location for any primary business which operates in an office environment.

Personal services include hair care, spas, laundry, and similar services. This is a growing economic sector nationally, and the area's population growth will only tend to fuel that growth locally. As these new businesses enter the community, they may find the North Union Street area to be a desirable location.

North Union Street, and even more so, U.S. Highway 14 north of the intersection with Madison Street, is the principal route for commuters entering or leaving the City to travel between Evansville and Madison. As such, it is an ideal location for the convenience-oriented retail catering to this market. Examples of these businesses include limited-

Table 1: Retail and Service Business Population Thresholds

Retail Store or Service Type	Population Threshold	Expected Number
Full service restaurants	980	10.38
Limited service restaurants	1,434	7.10
Drinking places	1,487	6.84
Insurance agencies and brokerages	1,541	6.60
Offices of physicians	1,860	5.47
Gas stations with convenience stores	2,007	5.07
Offices of lawyers	2,037	5.00
Offices of dentists	2,146	4.74
Beauty salons	2,240	4.54
Automotive mechanical repair	2,257	4.51
Accounting, tax prep., bookkeeping	2,504	4.06
Commercial banking	2,587	3.93
Child care services	2,693	3.78
Computer services	3,624	2.81
Management consulting services	3,696	2.75
Gocery stores and supermarkets	3,999	2.54
Hotels	4,193	2.43
Automotive body and painting	4,733	2.15
Building materials dealers	4,985	2.04
Offices of chiropractors	4,996	2.04
Engineering services	5,075	2.01
Gift, novelty, and souvenir shops	5,309	1.92
Auto parts stores	5,553	1.83
Pharmacies and drug stores	5,966	1.71
New car dealers	6,540	1.56
Securities brokerages	6,696	1.52
Veterinary services	7,307	1.39
Temporary help services	7,709	1.32
Used car dealers	8,128	1.25
Sporting goods stores	8,262	1.23
Fitnes or recreation centers	8,386	1.21
Direct selling establishments	8,712	1.17
Credit unions	8,763	1.16
Women's clothing stores	9,100	1.12
Furniture stores	9,327	1.09
Florists	9,386	1.08
Snack and beverage stores	9,465	1.08
Jewelry stores	9,566	1.06
Savings institutions	9,711	1.05
Specialty food stores	9,948	1.02
Shoe stores	10,015	1.02
Beer, wine, and liquor stores	10,267	0.99
Nursery, garden, farm supply stores	10,314	0.99
Gas stations	10,385	0.98
Hardware stores	10,482	0.97
Other miscellaneous stores	10,943	0.93
Photographic services	10,996	0.93
Travel agencies	11,023	0.92
Funeral homes and services	11,776	0.86
Floor covering stores	11,932	0.85
Radio, TV, and appliance stores	12,028	0.85
Family clothing stores	12,855	0.79
Offices of optometrists	13,118	0.78
Used merchandise stores	13,188	0.77
Dry cleaning and laundry services	13,433	0.76
Other home furnishings	14,064	0.72
Home health care services	14,710	0.69
Bowling centers	15,055	0.68
Architectural services	15,106	0.67
Car washes	15,524	0.66
Offices of physical therapists	15,966	0.64
RV parks and recreational camps	16,495	0.62
Offices of mental health pactitioners	16,617	0.61
Graphic design services	16,678	0.61
Office administrative services	16,741	0.61
Other personal care services	16,741	0.61
Outpatient care centers	16,930	0.60
Offices of other health practitioners	17,256	0.59
Tire dealers	17,322	0.59
Household appliance stores	17,525	0.58
Hobby, toy, and game stores	18,463	0.55
Optical goods stores	18,851	0.54
ALL STORES AND SERVICES		139.51

service (i.e., fast food) restaurants and gas stations with convenience stores.

Finally, this location may be suited to full-service restaurants. This may especially be true if the site may offer additional amenities such as views of Allen Creek (such as along Main Street) and attractive outdoor dining or event space.

Additional Market Opportunities

Several development opportunities may exist in addition to the retail and service uses identified above. These include contractors and related product showrooms, residential housing, and industrial uses.

Evansville has grown rapidly in recent years, as it is seen as a low-cost housing location within a commuting distance of the Madison area. In similar communities, residential growth of this nature has led to growth of the local construction industry. As these contractors seek expanded locations, some may also provide a showroom or retail space in their facilities. This market could be attractive as a means to introduce retail elements into the North Union Street commercial district.

Several construction-related businesses are already located within the corridor. The character of these, though, is more industrial rather than retail. Industrial uses are, in fact, a potential market for property in the corridor, and some light industrial areas are identified on the City's Comprehensive Plan. If these continue to be considered as a targeted use, care must be taken in determining which uses are suitable, and in ensuring a design that is compatible with other desired uses in the corridor.

There are currently a few small, single-family homes located along U.S. Highway 14. While it may not be desirable to replicate this kind of development, residential uses may be compatible with corridor development plans. This may include vertical mixed-use development (ground floor offices or retail with residential units above) or multi-family residential buildings such as senior-oriented housing and care facilities.

The Comprehensive Plan anticipates a demand for future multi-family housing. Accessibility for commuters, Allen Creek, and the proximity of Leonard Park and the downtown contribute to make this corridor attractive for these uses.

Relationship to Other Business Districts

Some of the communities around Evansville have attempted to develop a specialty, tourist-oriented business community in their downtowns. Stoughton and New Glarus have had good success in this, bringing in galleries, antique stores, and other specialty shops. While a similar business cluster has not developed in Evansville's downtown, the City may consider this as an approach to downtown revitalization. These uses would not be attractive for the Union Street corridor.

Filling the downtown's historic buildings with retail shops and services catering to visitors would be a significant inducement for the service businesses now located there to seek new locations on North Union Street. These businesses could be an important market for new development on North Union Street.

In general, the Allen Creek & North Union Street project area will benefit from strong physical ties to the neighboring downtown. There is a good opportunity to create a synergy between these two districts, as they pull more customers when combined than either may pull individually. While the two districts may compete as a location for some types of businesses, there can be variation in their core tenants. Because of their adjacency, it is still more desirable for a business to be located in the neighboring district rather than elsewhere in the community.

Real Estate Analysis

As noted in the market analysis, commercial opportunities well-suited to the market and to the Allen Creek & North Union Street project area include professional offices, business and personal services, and highway-oriented commercial uses. Additionally, residential and some light industrial uses may be supported in the area.

Land Use Analysis

In evaluating the physical qualities of the district, some of the likely uses may be better-suited to certain locations in the project area. Generally, the project area may be considered to have three subareas, including a downtown extension along Main Street, a downtown fringe or transitional commercial area on North Union Street between Main Street and Madison Street, and a highway commercial area extending along Union Street north of Madison Street.

The current patterns of land use do not necessarily reflect the areas described above. Although there is already some of the clustering described above, there are a variety of uses in the district, and often several on individual lots. These include retail, services, contractor shops, storage, and other activities.

Highway 14 has the highest traffic volume north of the intersection with Madison Street. It is the principal route for commuters exiting or returning to the City. This stretch of the corridor, therefore, is best suited to highway commercial uses. These may include gas stations and convenience stores, fast food restaurants, and other auto-oriented uses. Automobile sales, such as the dealership already located on North Union Street, may fall within this area.

Professional offices, business services, and personal services will be more likely to benefit from proximity to the downtown and would therefore be more suited to locations along Union Street south of the intersection with Madison Street, or along Main Street.

Retail uses may locate at any point within the project area, however, they are more likely to choose locations along Union Street where on-site parking may be provided.

Residential uses may be appropriate as a secondary use at any location along the corridor. Areas along Main Street and on Union Street south of Madison Street may be more suitable than the northern part of the project area. Residential is not recommended as a primary use at any point along the corridor, with the exception of semi-commercial residential facilities such as assisted living complexes. These should be held to the same design standards as commercial uses.

Parcel Configuration

Individual properties within the district vary in size from about a quarter-acre to four or five acres, although a majority are less than an acre in size. These are appropriate sizes for the kinds of businesses that are likely to have an interest in locating in the project area. The small professional office, service, and retail uses that can be supported in Evansville will typically locate (or co-locate) in buildings around 2,500 to 5,000 square feet in size. A quarter to a half-acre lot is often sufficient to accommodate buildings of this size. As a result, land assembly is not likely to be a significant component of redevelopment plans for the project area.

Development may be constrained by the configuration of some of the properties in the project area. Many of the earlier-platted lots have frontage that is narrower than the lot depth. Other properties are shallow, particularly on the west side of Union Street near the Madison Street intersection. Finally, some properties on the east side of Union Street will be constrained by wetlands and environmental corridors that prevent development.

Redevelopment Plan & Development Standards

The ***Allen Creek & North Union Street Redevelopment Master Plan*** reflects broad community desires to extend Evansville's downtown, while recognizing market conditions that will determine likely uses and design needs within the project area. The plan seeks to provide a balanced approach to assuring the highest possible design quality while still being attractive to the limited market for new commercial development that exists in the City of Evansville.

Plan Areas

The plan divides the project area into several sub-areas, all of which may develop with a different character (although not necessarily different uses).

These sub-areas were delineated based on a combination of market factors and physical features. (See figure on page 15.) These sub-areas should not be confused with zoning districts, as the intentions of the plan may be accomplished by having differing development standards apply within different portions of the same zoning district.

- Downtown Extension Area

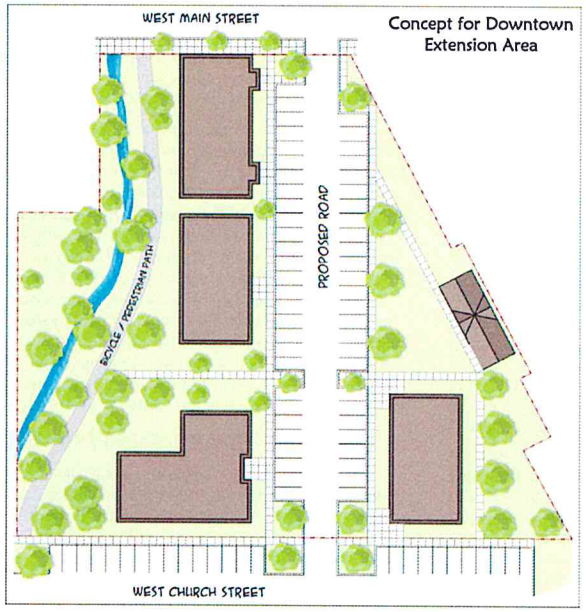
  This area includes those portions of the project area on either side of Main Street, extending west from Allen Creek to North Union Street. It is adjacent to the existing downtown, and future development in this area is anticipated to have the same character as in the downtown district.

  Properties bordering Allen Creek are expected to develop in a manner that uses the creek as an amenity. A bicycle and pedestrian trail may pass through the area. Upper-level residential uses are encouraged.

  Parking areas on properties located between Main Street and West Church Street are presently used informally as a pathway for vehicle traffic between these two streets. The City has considered construction of an actual street in this location. Concept plans for this area demonstrate how this may be accomplished and provide public parking for businesses at the east end of the downtown.

- Transitional Commercial Area

  This area extends along both sides of North Union Street from the edge of the Downtown Extension Area, north to Madison Street. Site development within this area should create a desirable pedestrian environment, although greater accommodation is made for automobiles than is the case in the Downtown Extension Area. Buildings are still oriented to the street, however, and parking areas are well screened.



Concept for Downtown Extension Area

  This area contains extensive environmental corridors including wetlands. These are anticipated to remain, and will create considerable lengths of greenspace along the east side of Union Street. Commercial development along that side of the street, therefore, will not be continuous. The plan indicates a path along the edge of the environmental corridor as a preferred means of providing pedestrian access on the east side of Union Street.

- Highway Commercial Area

  Further accommodations for automobile traffic are made in this area, in recognition of the traffic volume and the types of businesses likely to be drawn to the area. While more parking may be located near the street, pedestrian access should still be emphasized and the impact of

auto-related features, such as drive-through windows and gas pumps, should be minimized through placement to the side of buildings.

- Mixed Commercial and Residential Area

This area is likely to be a gateway to future residential development east of the project area. It is a deep site, at least compared to other properties in the corridor. It is also a site where development may be constrained by an environmental corridor, that could become an asset for certain kinds of uses.

The ***Allen Creek & North Union Street Redevelopment Master Plan*** proposes to use this site as a transitional area between commercial uses (located toward Union Street) and low-intensity office or residential uses further back on the property. These uses would take access on a public road extending from Union Street to future development sites east of the site. One of the goals of this strategy should be to provide a less intensive transition from existing residential uses on Main Street (east of the project area) to the more intensive commercial uses on Union Street.

- Leonard Park Area

Leonard Park lies north of Madison Street, immediately west of the project area. As Evansville's community park, it is a center for activities and a traffic generator for businesses in the Union Street corridor. The intersection of Madison Street with Union Street offers an opportunity to extend the park east of the railroad tracks to Union Street. This will create a strong, central focal point in the corridor and an improved gateway to the park.

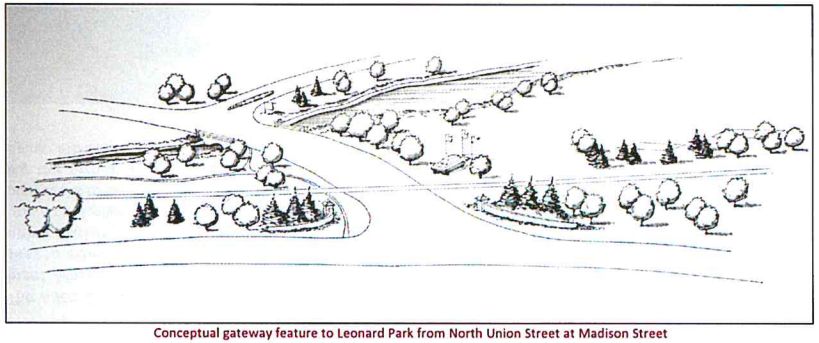
There is a significant area of right-of-way east of the railroad tracks, in which the City of Evansville may create a gateway feature to the park. This should utilize the same materials found in the historic parts of the park, including limestone walls.

- Light Industrial Area

There is an existing industrial zone east of the project area, near its northern end. The City's ***2005 Comprehensive Plan*** shows this area expanding, although the Union Street frontage will remain commercial. This ***Allen Creek & North Union Street Redevelopment Master Plan*** recommends that access to the site be provided by an extension to Madison Street, where traffic control may be provided at some future time, as warrants are established. Madison Street may be extended through the industrial area to future residential neighborhoods indicated in the ***2005 Comprehensive Plan***.

- Future Development Areas

Evansville's ***2005 Comprehensive Plan*** recommends residential development on land east of the project area. Planning for the North Union Street corridor should provide accommodation



Conceptual gateway feature to Leonard Park from North Union Street at Madison Street

for public road access to these future development sites, providing customers a convenient route to businesses in the corridor and in the downtown. An extension of Madison Street east of Union Street is the most desirable location for this access. A second access point is shown further to the south, through the mixed commercial and residential area.

Bicycle / Pedestrian Path

The City of Evansville has long desired a bicycle and pedestrian path following Allen Creek and linking the downtown to Leonard Park. While locating the path next to commercial uses on Union Street might make these uses more accessible, a rail spur would necessitate locating the path next to the road, where there is already a sidewalk. In addition, a path on the east side of the railroad track would not allow views or access to Allen Creek. For these reasons, the ***Allen Creek & North Union Street Redevelopment Master Plan*** recommends locating the path on the west side of the railroad tracks, along the bank of Allen Creek, from Main Street north to the entrance to Leonard Park.

At Madison Street, the path is shown to split, with an extension across North Union Street to an environmental corridor on the east side of the street. One branch of the path will turn south through the environmental corridor, eventually returning to North Union Street. A second branch of the path would continue east into future development areas.

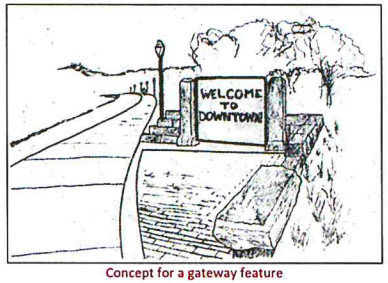
Plans for a senior center are being considered at a location on the southeast corner of Church Street and Maple Street. The path may be extended to Church Street along Allen Creek to provide a connection to this building.

Access Management

Traffic on North Union Street varies from 4,000 to 8,000 cars per day. As more businesses locate in the corridor and more workers use the corridor to commute to and from Madison, it will be important to manage access to the highway to maintain traffic flow and reduce conflicts. This is typically achieved by limiting the number of access drives any lot may have, and by encouraging shared access drives whenever possible.

Depending on the volume of traffic and the configuration of parcels, communities will often limit driveway access to one drive for every 100 to 300 feet of frontage. Seven of 23 properties bordering on North Union Street have less than 100 feet of frontage. Another six have less than 200 feet of frontage. This ***Allen Creek & North Union Street Redevelopment Master Plan*** recommends that the number of driveways be limited to a minimum of one for every existing lot, and no more than one for every 200 feet of road frontage. When adjacent lots are jointly developed or under common ownership, a shared drive may be required so that there is no more than one driveway for every 200 feet of combined frontage.

These access management standards and decisions related to future driveway access may need to be reviewed by the Wisconsin Department of Transportation.



Concept for a gateway feature

Gateways

As people enter and pass through the North Union Street corridor, they will encounter several important gateways. These include the entry to the City at the north end, Leonard Park at the intersection with Madison Street, and the entry to the downtown on both Union Street and Main Street. These entries should be addressed with a combination of signage and landscaping intended for both pedestrians and automobiles.

Development Standards for the Allen Creek & North Union Street Redevelopment Area

Development Standards

Development standards are intended to provide guidance on site and building design for future development in the project area. These standards represent a balanced approach to the community's desire to see the project area develop with a pedestrian character similar to the downtown, and the realization that new development needs to provide accommodation for automobile traffic. The three commercial areas, mixed-use area, and light industrial area in this plan vary in the manner in which they prioritize pedestrian or automobile orientation, based on the nature of the uses most likely to be found in each area.

The following standards are meant to apply to all new construction or renovation within the project area. These standards are intended to foster a physical environment that is functional and attractive for both vehicles and pedestrians. The development standards will assure a minimum quality of development and a harmonious design for the corridor. The following principles were used in preparing these standards.

- North Union Street is an urban street and not a rural highway. As such, preference is given to creating a quality urban environment and a functional commercial corridor. Moving traffic quickly is a secondary concern.
- The public streetscape should be attractive and well maintained. Sidewalks should be wide, offer a refuge from traffic, and connect all destinations in the corridor. Ornamental lighting and street furniture (benches, trash receptacles, etc.) should contribute to creating a sense of place. Street trees should provide shade for pedestrians and improve area aesthetics.
- Private development should create an attractive street wall. Buildings should engage both pedestrians through an attractive design, transparent storefronts, entries on the street, and attractive landscaping. Parking and service areas should be easily accessed, but still have a minimal presence from the street.
- Lighting should be adequate to provide safety and security, without being excessive.

- Various types of signs should be provided to address both pedestrians and vehicles.

This section begins with general standards applicable in all areas of the Allen Creek & North Union Street Redevelopment Area. Alternate standards for different parts of the project area are identified.

General Architectural Standards

The City of Evansville envisions that new development within the Allen Creek & North Union Street Redevelopment Area will be compatible with the historic downtown and neighboring residential districts, and that the corridor will develop in a manner that is friendly to pedestrians as well as automobiles. To that end, the following design standards will apply to the architecture of new or renovated buildings within the project area.

New building designed in a traditional style

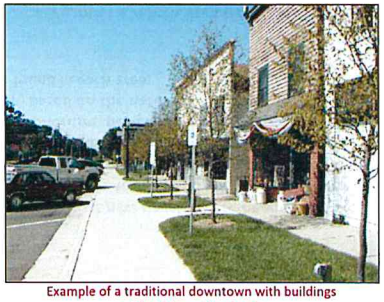
- Buildings should be designed to reflect traditional architectural styles found in the existing downtown area and adjoining neighborhoods.
- Buildings will be designed at a pedestrian scale (proportions, massing, articulation, etc.), and exhibit a high quality of detail and materials at the pedestrian level.
- The primary entry to the building must be oriented to the street façade. Principal entries should be easily identifiable and emphasized through architectural treatment, lighting, awnings, or other appropriate features.
- Buildings must be designed to be compatible with surrounding development. Excessive differences in height, scale, color, style, or other characteristics will be avoided, or mitigated through appropriate design techniques.
- Architectural treatments such as cornices, overhanging eaves, transom windows, awnings, window moldings, sills, horizontal or vertical banding, and similar details should be provided to add interest to the building façade.
- Architectural treatments (details, materials, fenestration, etc.) will be applied consistently across all visible building facades.
- Street-level façades should be designed to be mostly transparent (a minimum of 50% transparent or lightly tinted glass). Building design should provide a distinction between upper and lower façades.
- The building exterior should be designed to reflect the interior arrangement of units through the use of features such as individual entries, groupings of windows, columns or piers, material changes, or other techniques.
- Uninterrupted wall or roof planes of thirty feet or more will be avoided. Windows, doors, dormers, offsets, or other features may be used to break up the plane.
- Buildings should incorporate sign bands as an appropriate location for business signage.
- Buildings located at the intersection of two public streets should incorporate prominent architectural details that enhance the visual quality of the corner.
- Buildings consisting of two or three stories are encouraged. Where only one floor is provided, a parapet wall or other treatment must be used to increase the building's height.
- Buildings façades fronting on Allen Creek should incorporate windows, doors, and other detail that creates an attractive appearance from the creek banks. Long, blank walls should be prohibited. Properties on the creek bank should be encouraged to view the creek as an amenity, providing outdoor seating, patios, walkways, or other site amenities tied to the creek.

- Generally appropriate building façade materials include brick, stone or cast stone, wood, cement resin board, and transparent glass. Materials such as concrete block, tile, concrete, EIFS, metal, spandrel (opaque) glass or glass block may be appropriate as accent materials. Standing seam metal panels, T-111 or similar plywood panels, and vinyl siding should be avoided.
- Exterior building colors should be compatible and used consistently on all building façades. Contrasting colors and franchise colors should use muted tones. Primary colors should typically be avoided.
- Customary "franchise architecture" should be modified to fit within the unique context of the project area.
- Lighting should be provided to illuminate building entries and accent the building facade. Lighted display windows are encouraged.
- All building mechanical, HVAC, electrical, plumbing, and similar features must be completely concealed from view from any public right-of-way.
- Garage doors may not face any public right-of-way. When located on a side wall, garage doors will be set back a minimum of fifty feet from the right of way and screened with landscaping.
- Accessory structures located on a single lot should reflect the same architectural style, materials, colors, and character of the primary structure.

General Site Design Standards

Sites within the Allen Creek & North Union Street Redevelopment Area will be designed to offer an attractive street edge for both pedestrians and vehicles. Buildings and landscaping will help to define a consistent street wall along the corridor. Parking will be located to the side or rear of the principal structure, and service uses will be located at the rear of the lot.

- Buildings should be placed to help define a street wall along any public right-of-way. Minimum and maximum building setbacks are provided as follows:
  - Downtown extension area: No setback from Main Street; 5 to 10 foot setback from other public streets.
  - Transitional commercial area: 5 to 10 foot setback from right-of-way.
  - Highway commercial area: 25 foot setback.
  - Mixed commercial and residential area: 5 to 10 foot setback from North Union Street; 25 foot setback from other public streets.
  - Light industrial area: 25 foot setback.



Example of a traditional downtown with buildings set back from the street.

- Accessory Structures may be located no closer to any street than the primary structure.
- In order to maintain the street wall, buildings should be designed to extend across a minimum length of the street frontage. The following standards apply to all street frontages:
  - Downtown extension area: 75 percent.
  - Transitional commercial area: 60 percent.
  - Highway commercial area: 40 percent.
  - Mixed commercial and residential area: 60 percent on North Union Street; 40 percent on other streets.

  - Light industrial area: 40 percent.
- Building proximity and density are significant influences on the pedestrian environment, and property owners should be encouraged to pursue development that fully utilizes the property available. To that end, the following maximum lot coverage ratios (for buildings and for impervious surfaces) should be established:
  - Downtown extension area: 90 percent building and lot coverage.
  - Transitional commercial area: 50 percent building coverage; 80 percent impervious surface lot coverage.
  - Highway commercial area: 40 percent building coverage; 70 percent impervious surface lot coverage.
  - Mixed commercial and residential area: 50 percent building coverage; 80 percent

Summary of Proposed Site Development Standards

Project Area Location	Downtown Extension	Transitional Commercial	Highway Commercial	Mixed Commercial and Residential	Light Industrial
Building Setback (Minimum)	None (West Main) 5-10 feet (Other)	5-10 feet	25 feet	5-10 feet (Union Street) 25 feet (Other)	25 feet
Building Setback (Maximum)	None (West Main) 5-10 feet (Other)	5-10 feet	25 feet	5-10 feet (Union Street) 25 feet (Other)	25 feet
Street Frontage (Minimum Coverage)	75%	60%	40%	60% (Union Street) 40% (Other)	40%
Building Lot Coverage (Maximum)	90%	50%	40%	50%	40%
Impervious Area Lot Coverage (Maximum)	90%	80%	70%	80%	70%
Building Floor Area Ratio (Maximum)	200%	100%	80%	100% (Union Street) 80% (Other)	50%

impervious surface lot coverage.

- Light industrial area: 40 percent building coverage; 70 percent impervious surface lot coverage.

- The following floor area ratios should be established.
  - Downtown extension area: 200 percent.
  - Transitional commercial area: 100 percent.
  - Highway commercial area: 80 percent.
  - Mixed commercial and residential area: 100 percent on North Union Street; 80 percent on other streets.
  - Light industrial area: 50 percent.
- An attractively planted landscaping strip should be provided across the entire street frontage of the lot. This landscaping strip should extend 5 to 10 feet back from the street right-of-way, identical to the building setback, and include a combination of groundcover, low (under three feet), and canopy plantings.
- A paved pedestrian walkway must be provided from the public sidewalk to the principal building entrance(s).
- Parking must be located to the side or rear yard. No portion of any parking lot may extend closer to the street than the street facade of the principal building on the lot, or closer than 10 feet to the right-of-way, whichever is greater.
- Parking lots should be screened from the street through a combination of a berm or low wall, along with plants, to a minimum 30 inches in height, extending the length of the parking lot's street frontage. Large parking areas (more than 40 stalls) should include internal landscaping islands.
- A minimum of one driveway opening will be provided for existing lots in the project area. A maximum of one driveway opening will be provided for every 200 feet of frontage for existing lots in the project area. Shared driveways between adjacent lots are encouraged. If any existing lot is subdivided, shared access must be provided so that the number of driveway openings is no more than would be permitted for the original lot.
- Drive-through or drive-up service areas are permitted at the side or rear of buildings. A single, one-way driving lane may be provided between the building and right-of-way only in the highway commercial area, no closer than 10 feet to the right-of-way, and must be extensively screened with a combination of a berm or low wall, and plantings.
- Service areas, including loading areas and trash receptacles, must be located at the rear of any building and screened from view from the public right-of-way.
- Where permitted, outdoor storage must be effectively screened from view from any public right-of-way. Stored vehicles or materials may not project above the height of the screening provided.
- Adequate site lighting should be provided for both pedestrian and vehicle circulation.

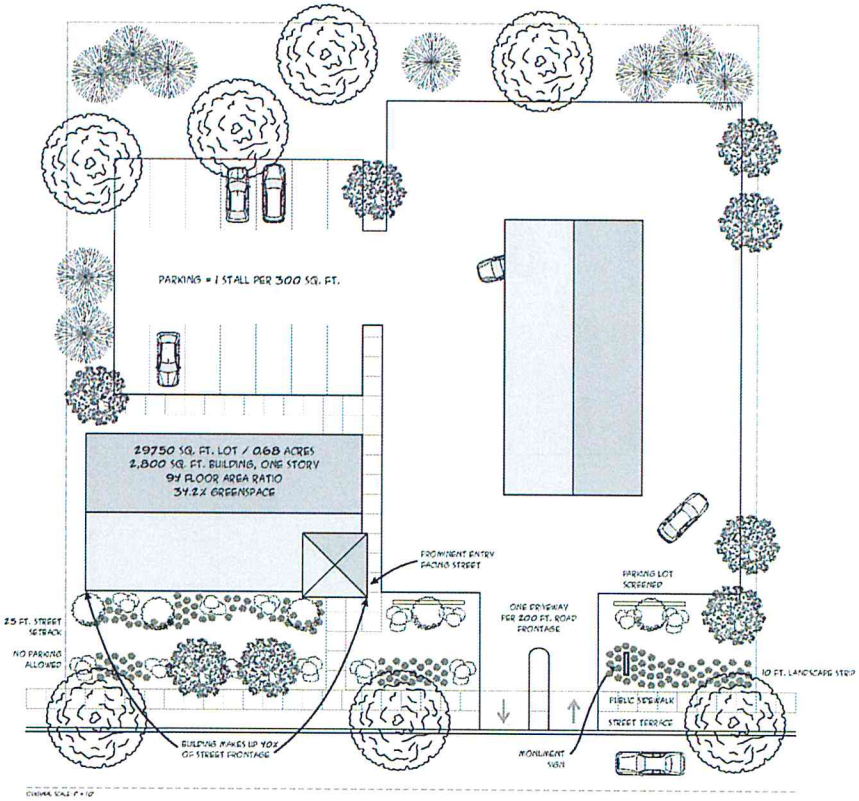
General Sign Standards

Buildings are encouraged to provide a combination of signage designed for both pedestrians and vehicles. The following are guidelines for appropriate signage.

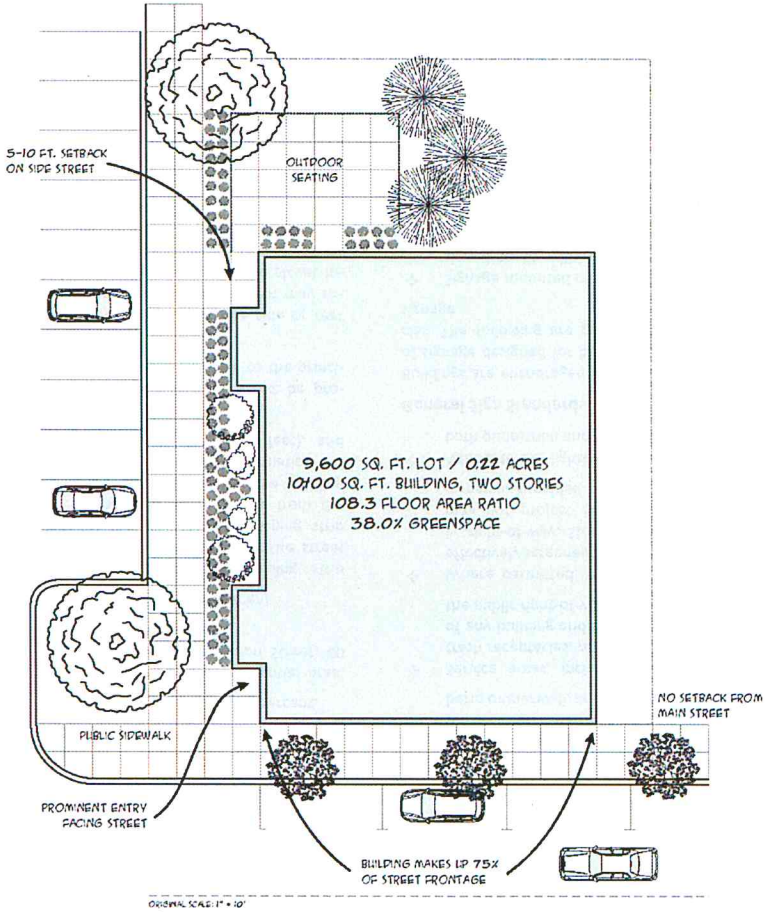
- Signage mounted on a building should be designed to fit within the architecture of the building.
- Sign colors should be chosen to compliment the colors on the building façade. A minimum number of colors is preferable.
- Indirect lighting is preferable to internally-illuminated signs. Back-lit box signs with translucent faces will not be permitted.
- One monument sign should be permitted for each development. This sign may list multiple tenants in the development. Monument signs should be no more than 4 feet tall and should be externally-illuminated.
- One wall-mounted sign should be permitted for each building tenant.

- Pedestrian-level signage should be provided on the street-level building façade. This may include wall-mounted or window signs, including a directory of building tenants. Pedestrian signage will not contain characters larger than 2 inches in height, or cover an aggregate area of greater than 10 percent of the street-level building façade.

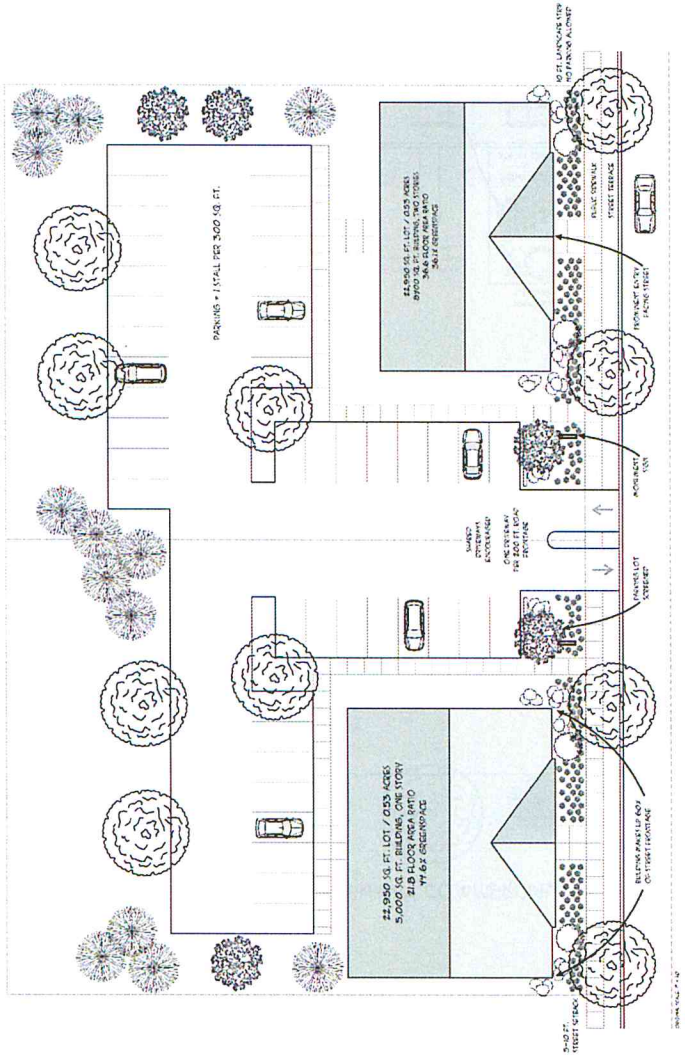
SITE DEVELOPMENT STANDARDS - HIGHWAY COMMERCIAL AREAS



SITE DEVELOPMENT STANDARDS
DOWNTOWN EXTENSION AREA



SITE DEVELOPMENT STANDARDS – TRANSITIONAL COMMERCIAL AREAS



Implementation Strategies

Implementing the recommendations contained in this plan will include both physical improvements and amendments to the City of Evansville's Comprehensive Plan and ordinances. Key implementation measures are discussed in this section of the project report.

Physical Improvements

The ***Allen Creek & North Union Street Redevelopment Master Plan*** contains recommendations for several public capital development projects that are meant to spur private redevelopment in the project area. These include:

- developing gateways to the community and to the downtown;
- extending the entrance to Leonard Park east to North Union Street;
- constructing a new street extending between Main Street and West Church Street, in a location west of the railroad tracks; and
- constructing a bicycle and pedestrian path along the bank of Allen Creek, between West Church Street and the entrance to Leonard Park.

A majority of the project area falls within the boundaries of the City of Evansville's Tax Incremental District No. 5 (TID 5), as amended in 2005. The path along Allen Creek was included as an itemized project in the TID 5 plan, with construction anticipated in 2008. While not listed in the TID plan, the new road and the gateway features may be considered for funding through the TID.

The City of Evansville is considering dredging Lake Leota and potentially making other improvements in Leonard Park within a 2008-2010 time frame. This may be an appropriate time to consider extending the park entry to North Union Street.

Comprehensive Plan Updates

Neighborhood plans such as the ***Allen Creek & North Union Street Redevelopment Master Plan*** are typically adopted as amendments to a community's Comprehensive Plan. While this plan provides much greater detail for land uses and development standards within the project area, it does not include substantial departures from general concepts contained within the ***2005 Comprehensive Plan***. Three exceptions to this are

- the bicycle/pedestrian path shown on the east side of North Union Street;
- the two future road connections leading east from North Union Street; and
- a discussion of the proposed U.S. Highway 14 bypass's impacts on both the downtown and the North Union Street corridor.

Of these, the proposed bypass is the most important. The market analysis pointed out the importance of traffic to the commercial viability of the North Union Street corridor. A bypass would divert a substantial portion of this traffic, including commuter traffic to and from Madison. Commercial businesses in both the North Union Street corridor and the downtown would likely suffer from a loss of this traffic. For that reason, the ***Allen Creek & North Union Street Redevelopment Master Plan*** has recommended that the City reconsider its plans for a bypass, and amend the ***2005 Comprehensive Plan*** to reflect this change.

Official Map

The City of Evansville may consider amendments to its official map to reflect the recommendations in this plan. The most important of these would be the new street proposed to extend between Main Street and West Union Street.

Code Amendments

The development standards contained within this report differ from the standards found in the City of Evansville's Zoning Code in several areas. Changes that may be considered would include:

- Permit residential uses an accessory use by right within all zoning districts in the project area, while prohibiting or limiting them as the primary use.
- Allow buildings larger than 5,000 square feet as a conditional use.

- Allow buildings over two stories as a conditional use
- Amend the dimensional standards (setbacks, building frontage, lot coverage, floor area ratio, landscaped areas, etc.) to be consistent with the design standards.
- Establish access management standards consistent with the recommendations in the plan.
- Adopt design guidelines based on the recommendations of the plan.

2009
Wisconsin Energy Independent Community Partnership

25 x 25 Plan for Energy Independence

Report completed by:

City of Evansville

Issue Date: **December 31, 2009**

Wisconsin Office of Energy Independence

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Overview

Introduction
The Wisconsin Office of Energy Independence (OEI) administers energy programs to assist Wisconsin to profitably and sustainably promote energy efficiency and renewable energy resources. The goal of the Wisconsin Energy Independent Community Partnership administered by the OEI is to effectively increase energy independent assessments for Wisconsin communities. Currently, there are many communties across the State of Wisconsin interested in implementing and adopting renewable energy and energy efficient projects. This program will assist 10-15 communities that could be potential pilots or models for completing an energy independence assessment, allowing the community to then move forward with energy efficiency and/or renewable energy projects.

Definition
Energy Independent Community (EIC) – a community that is willing to set a goal of "25 by 25" to increase our energy independence, and promote a sustainable energy policy for the State of Wisconsin

Objectives
The objectives of the Wisconsin Energy Independent Community Partnership are to:
Increase the use of renewable energy and renewable fuels by 25% by 2025 in communities across the State of Wisconsin.
Increase and promote public awareness regarding the benefits of increased energy conservation, energy efficiency, and renewable energy use by counties and municipalities around the state. These benefits include and are not exclusive to: clean air and water, intelligent land management, rural and urban economic development, as well as state and national energy independence.

Eligible Participants
Applicant must be a Wisconsin county, city, village or town that has shown willingness to improve the community's efforts related to energy conservation, efficiency and potential renewable opportunities. Applicants, if they are responsible for their own municipal water, sewer, or electrical system, must be in compliance with all appropriate state and federal regulations.

What was measured? Why?

Energy usage data was gathered for municipal buildings, infrastructure (water treatment, outdoor swimming pool, and outdoor lighting), and fleet vehicles. The information was used to calculate a current (2008) municipal energy use baseline of 12,472 MMBtu. Using an estimated annual growth rate for municipal usage of 1.4%, the 2025 estimated energy use baseline of 15,797 MMBtu was determined. The 25 x 25 goal is therefore that 3,949 MMBtu of energy be generated from renewable sources. If energy efficiency and/or energy conservation projects are undertaken, the energy use baseline will be reduced by the resulting energy savings, and the 25% goal of renewable resource usage will be lower.

Reducing dependence on use of fossil fuels is the main goal of developing a 25 x 25 energy independence plan. Reduction of greenhouse gas emissions to minimize the local impact on global warming is also an important component of a 25 x 25 plan. Evansville 2008 baseline energy usage produced an estimated 3,646,412 pounds of carbon dioxide. The estimated 2025 energy use baseline generates an estimated 4,618,535 pounds of carbon dioxide. As implementation of specific 25 x 25 projects occurs, greenhouse gas reductions can be calculated.

Discoveries/Surprises

An important result of calculation of a municipal energy baseline was identification of how municipal energy use was occurring, and consequently, how greenhouse gas emissions are generated locally. The discovery of Evansville's significant proportion of energy consumption by municipal vehicles (34%) was a surprise. While recognizing that communities vary in infrastructure requirements and facility and vehicle needs, a comparison of the EI pilot communities showed our community distinct in the portion of energy use attributable to fleet. Further exploration of the data showed that vehicle fuel costs were also 34% of total 2008 energy expense and generated approximately 18% of carbon dioxide emissions.

Calculation of the annual total municipal energy costs was illuminating. In 2008, the cost was determined to be $333,427. While energy costs had been identified by department in the annual budget process, costs had not been aggregated. In this era of tight governmental budgets, selected energy efficiency, energy conservation, and renewable projects can significantly reduce these costs with corresponding positive budget impacts.

Another discovery was the lack of detailed energy data in certain areas. There was incomplete information on fuel usage for individual vehicles, and some fuel invoices did not include the gallons of fuel purchased. Certain buildings or lights were not individually metered, while other metered structures included data from multiple sources. An example is the outdoor community swimming pool. Accurate monitoring of a multi-phase solar heating project at the pool that commenced in 2005 was not possible because the pool meter also included a public works garage located near the pool. This situation has been rectified and current data can be used to measure renewable energy savings.

During the process of analyzing and drafting a 25 x 25 plan, it became evident that smaller communities lack many of the renewable options available to larger governmental units. For example, methane digesters at waste water treatment plants are not feasible for a community of 5,000 residents. Similarly, large-scale wind is too costly for a small community. The result is difficulty in accomplishing significant renewable resource generation at the local level. Energy efficency and conservation projects are much easier to implement.

A pleasant discovery over the past year has been citizen buy-in and acceptance of local energy planning and initiatives. The Evansville community continues to grow its interest in and commitment to sustainability as evidenced over the years by the strong support for and attendance at the annual energy fairs.

Total Projects Considered

The Energy Independence Team began by identifying ten priorities for consideration in development of a 25 x 25 plan for municipal energy use. The Team reviewed the city capital improvement plan for possible projects. Discussion with city department heads identified other potential opportunities. The original ten unranked priorities were:

1. 2009 waste water treatment plant upgrade, with renewable components.
2. Street light upgrades to LED lights.
3. Improvements to public works facility, with possible renewable components.
4. 2009 upgrade of south loop from single phase to three phase line.
5. New vehicle purchases, including exploration of purchase of hybrid "sky-lift" off road bucket/digger/derrick unit and hybrid bucket truck.
6. 2009 energy efficiency possibilities in remodel of old fire station for relocation of police department.
7. Construction of West Side Park shelter/bathroom.
8. Upgrade to variable speed pumps at lift stations.
9. City Hall tuckpointing and other energy reduction measures.
10. Planting/landscaping in city parks and other city areas to reduce mowing and decrease run off.

The Team also developed decision rules to assist in analyzing the priorities and guiding the decision-making in ranking and refining the identified priorities. The guidelines for analyzing potential energy projects are included in the appendices.

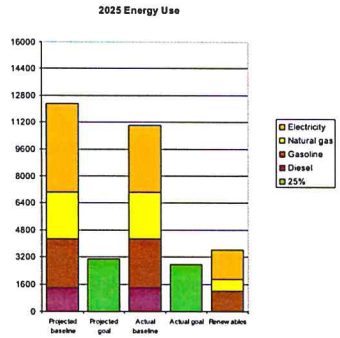
Pathways to 25 x 25

The projects identified by the Energy Independence Team, along with some already implemented or in-process activities, will meet or even exceed the 25 x 25 goal.

Evansville is fortunate to be a member/owner of WPPI Energy. In 2009, WPPI Energy achieved the Wisconsin 2015 renewable portfolio standard of 10% six years early. Ten percent of all electricity supplied to member communities is generated from renewable sources. Therefore, 10% of municipal electricity purchased in Evansville is generated from renewables. Since 42% of municipal energy consumption is electricity, 4.2% of energy use is currently generated from renewable sources. Should future legislation raise the renewable portfolio standard to 25% by the year 2025, 10.5% of Evansville municipal use would be generated from renewable sources.

A solar heating project at the municipal outdoor swimming pool has been completed. It is a high visibility renewable energy installation in the community.

The waste water treatment plant upgrade, with its many energy-saving features, is underway. The 100 kW wind turbine has been ordered and foundation work for the turbine has begun. The upgrade will produce annual energy efficiency savings of 170,000 kWh, as well as renewable generation of 1,781 therms from the geothermal system and 139,318 kWh from the wind turbine. Installation of two future 100kW turbines would provide an additional 278,636 kWh of renewable energy annually.



Percent of 25% goal achieved: 132%

Measures

		Name	Savings-to-investment ratio	Savings	Installed cost before incentives	Incentive amounts	Present value cost with incentives	lbs CO2
10%	R	Wisconsin RPS	--	397 kWh	--	--	--	672
0	R	Purchased renewable electricity	#DIV/0!	0 kWh	-	--	-	-
On	E	LED street light replacement	0.05	111938 kWh	181,790.00	181,790.00	-	189,399
On	R	Wind turbines	1.42	139318 kWh	425,000.00	308,977.00	116,023.00	235,726
On	R	Solar for municipal pool	0.51	1078 therms	18,000.00	-	18,000.00	12,621
On	R	Public works biomass burner	6.58	4330 therms	10,000.00	-	10,000.00	50,696
On	E	Public works lighting upgrade	1.25	38666 kWh	31,231.00	6,700.00	24,531.00	65,423
On	R	2nd wind turbine	1.03	139318 kWh	425,000.00	300,000.00	107,875.00	235,726
On	R	3rd wind turbine	0.61	139318 kWh	425,000.00	300,000.00	93,000.00	235,726
On	E	WWTP upgrade	0.06	170000 kWh	7,000,000.00	3,400,000.00	3,495,600.00	287,640
On	R	Geothermal at WWTP	0.05	1781 therms	250,000.00	-	242,750.00	20,852
On	R	Fleet adoption of biofuels	1.23	9744.57 gallons unleaded	1.00	-	1.00	190,409
On	E	VFDs for lift stations	1.26	66892.2 kWh	76,000.00	-	76,000.00	113,182
				Total:	8,766,021.00	4,497,467.00	4,107,779.00	1,334,481

Baseline lbs CO2:	4,630,152
New lbs CO2:	3,295,671
Reduction:	29%

The above graph shows a plan that exceeds the 25 x 25 goal, with the current 10% renewable portfolio standard and projects listed in the accompanying chart.

A second phase of the LED street light upgrade that would retrofit historic-style lights with LED lamps is not included in the analysis. Inclusion of the additional street light upgrade will positively impact the 25 x 25 plan results above.

It is noteworthy that carbon dioxide reductions are also greater than 25% with the illustrated plan.

Projects Selected – Explanation

Refinement of the ten identified priorities to a list of five project priorities that would reach the 25 x 25 goal was influenced by a number of factors. Some of the deciding factors were assessment of current/upcoming projects for energy saving components, reducing operating costs, reducing carbon footprint, and "2-fers" such as removal of environmental toxins while improving energy efficiency (replacement of mercury vapor street lights with LED street lights is an example). The decision priorities drafted by the Energy Independence Team are included in the appendices.

The five selected projects are:

1. Waste water treatment plant upgrade, including 100 kW wind turbine at site. Two additional locations identified for future 110 kW turbines.
2. Upgrade well and lift station pumps to high efficiency variable frequency drive models.
3. Public works building efficiency retrofits, including lighting and heating.
4. New vehicle purchases that incorporate energy efficiency improvements. Hybrid technology, biofuels, etc. considered for all municipal vehicles.
5. Street light upgrades to LED lights.

The waste water treatment plant upgrade was included in the 2009 capital budget. Work on this project commenced late this summer. Many energy efficient features were included in the project design, including energy-efficient pumps and a vertical loop reactor. Renewable energy components of the upgrade include a geothermal heating/cooling system for the headworks building and installation of a 100 kW wind turbine at the site. Two additional sites for future turbines were identified.

Recent relocation of the public works department into a former grocery store presented energy efficiency improvement and renewable energy possibilities. A lighting plan including off-grid solar light pipes and highly-efficient fluorescent lighting will greatly reduce energy use and substantially lower building electricity costs. A project to heat the public works garage with a biomass burner, using emerald ash borer-diseased wood and other wood debris, is likely to occur in 2010.

Upgrading pumps to highly-efficient variable frequency drive models is a good project for energy use and energy cost reductions. One of the city well pumps has been in operation for more than 50 years. This project has a good financial payback.

Purchasing vehicles with better efficiency is a priority in light of baseline analysis. The city purchased a neighborhood electric vehicle for the water & light utility for

short, local trips. Two new snow plow trucks and a police department SUV are currently-owned flex-fuel vehicles. New Crown Victoria police squads come standard with flex-fuel capability and will be purchased according to a replacement schedule. Additional options for fleet improvements will be researched. One example is potential purchase of a plug-in hybrid electric vehicle for use in meter-reading in the rural areas of the water & light utility in view of smart-grid technology that may eliminate manual meter-reading.

Street light upgrades are a highly visible energy efficiency project that provides substantial energy cost savings. With project funding, upgrading 320 street lights to LED technology will save 111,938 kWh annually. An additional 71 ornamental historic-style street lights will be converted to LED lamps when appropriate retrofits become available. Our utility is currently testing one model. Financial payback is poor without an outside funding source.

Narrative – Potential Renewable Feedstocks

The Evansville area has a number of renewable energy sources and feedstocks that can contribute to local energy independence efforts.

Wind
Sites for three 100 kW turbines at the waste water treatment plant have been identified and included in the 25 x 25 plan. One turbine will be installed in 2010.

A community wind project has been proposed by WPPI Energy/EcoEnergy in the Town of Union. The project would include three 1.5 MW turbines that would be connected to the Evansville Water & Light utility and would provide the equivalence of annual electric consumption of approximately 1,350 average homes. A test tower is currently monitoring wind speed. Soon-to-be-completed Public Service Commission rules for smaller wind projects will impact the future feasibility of the plan.

A 100 MW wind farm has been proposed in the Town of Magnolia by EcoEnergy. A measurement tower is currently monitoring wind speed. Economic conditions will determine future feasibility of the project. Transmission and distribution would not be handled by the Evansville Water & Light utility.

Solar
Solar panels currently provide partial heat for the outdoor municipal swimming pool. While no specific additional solar projects have been identified, the permanently open locations of the wastewater treatment plant and the public works facility could be possible sites for future solar energy generation.

Biogas (landfill, agriculturally-based)
Larson Acres, with an expanded dairy herd of more than 5,000 cows, would be a likely location for a methane digester that could feed energy into the Evansville Water & Light utility.

Biomass
Evansville has been designated Soybean Capital of Wisconsin by the Wisconsin Soybean Association. Agribusiness is a strong local economic driver, with tremendous biomass opportunities. Agrecol, a rural Evansville business, currently produces fuel pellets from plant waste.

Identified in the 25 x 25 plan is a biomass burner at the public works garage that would use emerald ash borer-diseased wood and other local wood debris.

Possible use of a biomass burner to heat a portion of the water and light utility facilities will be researched.

Existing Unknowns – Necessary Information for Future

There are a number of variables that can impact implementation of the 25 x 25 plan. Having options to adapt to changing circumstances is important to achieving energy independence. Some of the "unknowns" are:

- Future government action and legislation, specifically state rules for community wind projects, increases in renewable portfolio standards, and action on carbon constraints.
- Adequate sources and availability of funding for cutting-edge energy projects that are not financially feasible for communities independently. Examples are wind projects and LED street light upgrades.
- Future global energy demand with impacts on energy costs. The dynamics of energy projects and energy policies may change with the global political and economic climate.
- Changes in technology, e.g. new lighting technologies and smart grid and smart metering development, that may increase energy efficiency.
- Development of biofuels, including new sources and appropriate economics. Evansville has experienced first hand the volatile biofuels market as the financial feasibility of the proposed North Prairie Productions biodiesel facility collapsed.
- Local availability of biofuels. Working with local fuel suppliers to increase availability of alternative fuels is necessary to take advantage of flex-fuel technology.

The Energy Independence Team will monitor future actions and development relating to these and other issues and will recommend revisions and adjustments to the 25 x 25 plan.

Action Steps – Immediate & Long - Term

There are a number of administrative activities that will occur in 2010. Baseline municipal data will be entered into the Energy Star Portfolio Manager. This program will be used to monitor future energy use of facilities and results of selected energy projects and other energy efficiency/conservation activities.

Detailed energy audits of all municipal facilities will occur in 2010. The goal is to capture the efficiencies of improving building envelopes, encouraging proper use and maintenance of equipment and appropriate use of lighting, etc. Increasing energy efficiency will reduce municipal energy costs.

In 2010 the mayor plans to undertake a second community challenge to increase business and residential participation in renewable energy purchase programs. Evansville businesses and residents currently purchase blocks of clean energy totaling 928,800 kWh of renewable energy annually.

Discover Wisconsin is filming a 30-minute television show about Evansville. One of the film shoots will occur at the April 23, 2010 Energy Fair to showcase community commitment to energy independence and energy education. This is a great opportunity to promote energy independence activities.

On a long-term basis, the Energy Independence Team will continue to meet regularly to monitor 25 x 25 plan implementation/results and promote energy projects involving local businesses, school district, and residences. The Team will update and revise the 25 x 25 plan as needed. The Team will search for funding sources to undertake additional projects.

The following action steps for 25 x 25 projects have been identified:

1. Complete the wastewater treatment plant upgrade and first wind turbine installation in 2010.
2. Complete the public works facility lighting and heating retrofits in 2010.
3. With adequate funding, complete the LED street light upgrade of 320 lights in 2010. Upgrade 71 ornamental historic lights with LED retrofits when feasible by 2020.
4. Upgrade well and lift station pumps by 2013.
5. On an ongoing basis, encourage local availability of biofuels, monitor current development of biofuels, and carefully consider purchases of fleet vehicles in terms of energy efficiency and alternative fuel capability.
6. Secure funding for and install two additional 100 kW turbines by 2025.

Energy Independence Team Members

The Energy Independence Team is the most important component of a successful 25 x 25 plan. Plan implementation and community-wide energy projects will be spearheaded by the Energy Independence Team. Much consideration was given to selection of team members.

Evansville already had a small group, the Evansville Initiative, committed to promotion of renewable energy projects. Originally organized nearly a decade ago to advocate for energy-saving features in the design of a new high school, the Evansville Initiative accomplished a successful building referendum that included a geothermal heating/cooling system in the building design. Energy efficiency improvements of existing facilities were also included as part of the project, with additions to two buildings, boiler replacement, and installation of new windows. The group continued to advocate for additional renewable energy initiatives in the community and was successful in receiving a grant to fund the first phase of a solar heating project at the outdoor public swimming pool. All active members of the Evansville Initiative were asked and agreed to join the Energy Independence Team.

The Evansville Team has fifteen members representing a cross-section of the community and its organizations. The members are:

1. Dane Albright-original Evansville Initiative member, community renewable energy supporter.
2. Butch Beedle-middle school teacher, coordinator of annual community energy fair.
3. Steve Carlson-principal engineer in energy consulting firm, original Evansville Initiative member.
4. Heidi Carvin-school district administrator, Evansville Initiative member.
5. Sandy Decker-mayor, Evansville Initiative member, Team leader.
6. Georgia Duerst-Lahti-professor at Beloit College, retired school board member, original Evansville Initiative member.
7. Scott George-Evansville Water & Light superintendent.
8. Fred Juergens-retired alderman, Evansville Initiative member.
9. John Morning-Chamber of Commerce president.
10. Alicia Rankin-WPPI Energy service representative for Evansville.
11. John Rasmussen-retired water & light foreman, performed municipal energy audit and data/information gathering.
12. Janis Ringhand-retired mayor, current alderwoman, original Evansville Initiative member.
13. Jodi Sam-city staff member, Team scribe, and performed data entry/monitoring.
14. Dave Wartenweiler-Evansville Public Works superintendent.

15. Kendall Wethal-small business owner using solar energy, community renewable energy supporter.

During the development of the 25 x 25 plan, the Energy Independence Team met monthly on the first Tuesday at 7:00 a.m. An additional December meeting was held on December 8 to view a presentation of the project assessment program by Sean Weitner of the Energy Center of Wisconsin.

The Energy Independence Team has agreed to continue meeting on a regular basis to monitor implementation and results of the 25 x 25 plan. It will also identify and promote additional energy projects in the future. City staff will work with Alicia Rankin of WPPI Energy to monitor energy use with the EPA-designed Energy Star Portfolio Manager. Jodi Sam will become the city resource person for consumer and business energy programs and incentives. The Energy Independence Team is committed to using the 25 x 25 plan implementation as a stepping stone to additional community awareness and activity that will lead to additional energy conservation, efficiency and use of cleaner, renewable energy.

Appendix: Guidelines for Project Selection

Guiding Principles/Decision Rules
Evansville Energy Independence Team 4/30/2009

Guiding principles and practices as we set priorities and chart a course of action for the City of Evansville's energy efforts:

1. Maximize every facility's opportunity
    a. (Re)Assess all current and near future projects for ways each can advance energy innovation
    b. If the City is involved in *any* way, energy innovation becomes part of the project
2. In projects, actively seek to:
    a. Reduce long term operating cost
    b. Reduce carbon footprint
    c. Minimize short term costs
3. Favor projects that offer "2-fer" or multiple benefits. For example,
    a. Replace mercury vapor lights to save energy and remove mercury from the environment, ensuring proper disposal
    b. In lake landscaping, use native plants to save costs of mowing, discourage geese from lake, and keep water cleaner because a native plant buffer filters runoff
4. Strive for economies of scale
    a. For example, if one wind turbine then explore whether other locations could use same model fruitfully to buy in bulk
    b. Establish a practice of asking whether another site could benefit from the same application, which means orienting toward thinking about applications for all sites for improvement
5. Assess each project for its potential contributions to
    a. Evansville's economic development
    b. Evansville's culture and cultural brand
    c. Energy innovation is Evansville
6. In cost-benefit analysis consider all items 1-5 above
7. Embrace new technologies and assume audits and some upgrades will be needed every two years
8. Value and plan for the public education aspects of every upgrade or installation
    a. Undertake "small" improvements on City facilities that can model residential benefits or improvements
    b. Think about each improvement as a "show place" for visitors—energy tourism

Appendix: Baseline Energy Consumption Data – Spreadsheets

See attachment.

Appendix: Energy Center of Wisconsin Project Measurement Program - Spreadsheets

See attachment.

Please direct any questions electronically to:

Brian Driscoll
Community Relations Director
State of Wisconsin
Office of Energy Independence
17 West Main St. Room #429
Madison, WI 53702
brian.driscoll@wisconsin.gov

2009 Wisconsin Energy Independent Community Partnership

Appendix F: Evansville School District Enrollment History

EVANSVILLE SCHOOL DISTRICT ENROLLMENT HISTORY

	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15
	Enrolled	Enrolled	Enrolled	Enrolled	Enrolled	Enrolled	Enrolled
	12-Sep	18-Sep	10-Sep	16-Sep	21-Sep	20-Sep	19-Sep
S/L Only	4	5		5	2		
ECH	13	12	17	15	14	12	10
K	146	148	131	124	145	104	106
K-1							36
1	130	154	148	126	122	145	81
2	139	130	144	143	122	118	143
	432	**449**	**440**	**413**	**405**	**379**	**376**
3	156	141	138	142	152	121	126
4	147	151	134	136	140	147	127
5	130	144	144	138	138	144	139
	433	**436**	**416**	**416**	**430**	**412**	**392**
6	146	126	144	143	139	138	148
7	112	146	133	140	144	134	137
8	135	107	146	136	141	142	135
	393	**379**	**423**	**419**	**424**	**414**	**420**
9	161	134	115	151	137	144	147
10	134	154	126	105	144	130	133
11	133	123	141	128	99	138	128
12	145	131	127	143	118	100	139
	573	**542**	**509**	**527**	**498**	**512**	**547**
District	**1,831**	**1,806**	**1,788**	**1,775**	**1,757**	**1,717**	**1,735**

EVANSVILLE COMMUNITY SCHOOL DISTRICT
As of 9/19/2014 count date

Home-Schooled Students

School Year	PreK-8	High School	Total / Total Students Enrolled in District
2014-2015	19	8	27/1735
2013-2014	46/45	13/12	59/1717;57/1696
2012-2013	46	17	63 / 1,757
2011-2012	45	19	64 / 1,788
2010-2011	39	12	51 / 1,788
2009-2010	36	16	52 / 1,803
2008-2009	31	13	44 / 1,831

Open Enrollment Out

School Year	Pre K-8			High School			Total	Never Attended Evansville	Previous Home Schooled
	Virtual	Janesville	Other	Virtual	Janesville	Other			
2014-15	14	14	39	5	13	16	101	78	11
2013-14	8/8	11/11	54/53	3/3	9/9	14/14	99/98	76	7
2012-13	10	12	37	5	11	10	85	69	4
2011-12	1	11	24	6	13	7	62	49	1
2010-11	2	13	20	5	6	5	51	7	2
2009-10	1	13	23	9	5	9	60	46	2
2008-09	1	13	19	11	7	7	58	47	1

Open Enrollment In

School Year	Pre K-8		High School		Total	Previously Attended Evansville
	Janesville	Other	Janesville	Other		
2014-15	1	33	5	20	59	44
2013-14	2/2	30/28	6/4	12/12	50/46	41/37
2012-13	2	25	4	11	42	34
2011-12	4	18	4	12	38	38
2010-11	6	20	4	11	41	38
2009-10	8	19	0	16	43	29
2008-09	8	21	0	18	47	19

2014-2015 Open Enrolled Out by grade level

KG	6
01	7
02	8
03	9
04	6
05	10
06	10
07	9
08	6
09	7
10	6
11	7
12	10
Total	101

2014-2015 Open Enrolled In by grade level

KG	8
01	2
02	4
03	3
04	1
05	5
06	3
07	6
08	2
09	10
10	4
11	6
12	5
Total	59

2014-2015 Homeschooled by grade level

KG	1
01	1
02	5
03	3
04	2
05	1
06	1
07	3
08	3
09	2
10	2
11	1
12	2
Total	27

JEDI Students

School Year	PreK-8	High School	Total / Total Students Enrolled in District
2014-2015	2	3	5/1735
2013-2014	4	0	4/1696

Alternative Education – GEDO 2

School Year	PreK-8	High School	Total / Total Students Enrolled in District
2014-2015	0	12	12/1735
2013-2014	0	2	2/1696

Part-Time Home-Schooled Students

School Year	PreK-8	High School	Total / Total Students Enrolled in District
2014-2015	2	0	2/1735

Appendix G: Eager Free Library-Basic Outline Program

Eager Free Library – Evansville, WI

NOTE: Square footage figures identified below are assignable spaces. A percentage must be added to include non-assignable spaces (restrooms, mechanicals, etc. and wall thicknesses, corridors and so forth.)

Existing Building (Estimate – State Report) 6,785

PROPOSED FACILITY – 15,000 – 16,000 GROSS Square Feet

STAFF

Director Office	225
Asst. Director Office	200
General Public Service Staff Workspaces (not including service desks)	350
Adult Service Desk	120
Children's Work Area	147
Children's Service Desk	60
Sub-Total	**1,102**

COLLECTIONS

Adult Collections	2,517
Young Adult Collections	204
Children's Collections	952
Historical Collections	600
Sub-Total	**4,273**

SEATING

Adult Seating (includes casual, study, and computer)	1,583
Young Adult Seating	120
Children's Seating (includes casual, study, read-to-me, and computer)	470
Group Study and Tutoring	204
Sub-Total	**2,377**

MEETING SPACES

Multi-Purpose Room	900
Conference Room	300
Youth Program Room	200
Sub-Total	**1,400**

ENTRANCES, WIRING CLOSET, STORAGE, SUPPLIES, LUNCHROOM, & MAINTENANCE

Entry Lobby	500
Service Entrance	150
Maintenance Room	150
Wiring Closet/Server Room	100
Supply Room	200
Children's Supply/Storage	80
Storage Room	300
Lunchroom	300
Sub-Total	**1,780**

MISCELLANEOUS SPACES/ FURNISHINGS

Circulation	173
Adult	347
Young Adult	150
Children's	373
Sub-Total	**1,043**

Assignable spaces total 11,975 assignable Square Feet. If a 25% allowance is provided to reflect non-assignable spaces (restrooms, mechanicals, corridors, wall thicknesses, etc., the needed facility totals approximately 15,000 (14,969 GROSS Square Feet). Depending on the size and nature of space designed to house local history collections, the total could reach as high as 16,000 Gross Square Feet.

Appendix H: Ordinance 2015-06

CITY OF EVANSVILLE
ORDINANCE #2015-06

AN ORDINANCE TO ADOPT A TEN-YEAR UPDATE TO THE SMART GROWTH COMPREHENSIVE PLAN OF THE CITY OF EVANSVILLE, WISCONSIN.

The Common Council of the City of Evansville, Rock County, Wisconsin, do ordain as follows:

WHEREAS, Pursuant to §62.23(2) and (3) of Wisconsin Statutes, the City of Evansville is authorized to prepare and adopt a comprehensive plan as in Sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes: and

WHEREAS, The City of Evansville, Wisconsin, adopted the *City of Evansville, WI Smart Growth Comprehensive Plan* in June, 2005 and a plan amendment in May, 2011; and

WHEREAS, City of Evansville staff, working under the direction of the Plan Commission and Common Council, have prepared a comprehensive plan amendment entitled *City of Evansville, WI Smart Growth Comprehensive Plan, updated November 2015.*

WHEREAS, The document entitled *City of Evansville, WI Smart Growth Comprehensive Plan, updated November 2015* supersedes all previous comprehensive plans and amendments.

WHEREAS, As part of the City's original adoption of the smart growth comprehensive plan, The Common Council of the City of Evansville, Wisconsin, adopted and has since followed written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required under §66.1001(4)(a); and

WHEREAS, The Plan Commission of the City of Evansville, Wisconsin by a majority vote on October 5th, 2015 of the entire Plan Commission has recommended to the Common Council the adoption of the document entitled, *City of Evansville, WI Smart Growth Comprehensive Plan, updated November 2015*: which contains all of the elements specified in §66.1001(2); and

WHEREAS, The City of Evansville, Wisconsin, has held a public hearing November 12, 2015 on this ordinance, in compliance with the requirements of §66.1001(d)(4); and

WHEREAS, The Common Council of the City of Evansville, Wisconsin, does, by enacting this ordinance formally adopt the document entitled, *City of Evansville, WI Smart Growth Comprehensive Plan, updated November 2015*, together with any modifications noted in the minutes of the meeting of the Common Council on November 12, 2015, pursuant to §66.1001(4)(c); and

WHEREAS, This ordinance shall take effect upon its passage by a majority of the members elect of the Common Council of the City of Evansville, Wisconsin, and publication as provided by law;

NOW THEREFORE, The Common Council for the City of Evansville, Rock County, Wisconsin, ordain that the document entitled *City of Evansville, WI Smart Growth Comprehensive Plan, updated November 2015* is hereby adopted.

Passed and adopted this 12th day of November, 2015

Sandra J. Decker (SEAL)
Sandra J. Decker, Mayor

ATTEST: Judy L. Walton (SEAL)
Judy L. Walton, Clerk

Introduced:	September 23, 2015
Notices published:	10/07/2015 & 10/14/2015
Public hearing held:	11/12/2015
Adopted:	11/12/2015
Published:	11/18/2015 (within 10 days of adoption)

Sponsored by Alderperson Manring and Alderperson Cole

First reading draft prepared on 9/03/15 by Jason Sergeant, Community Development Director