

# 10. Future Land Use

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## Land Use Vision

In 2035, the City of Evansville takes pride in its small- town atmosphere, high- quality, diverse housing choices, and first-class services. City development patterns allow residents to walk to places of interest (e.g. businesses, schools, parks, and downtown), promote a sense of community and improve the quality of life for residents. Quality urban design contributes to a highly livable environment that respects the historic and natural character of Evansville. The City has established diverse employment areas that take advantage of the City's proximity to important rail and highway corridors.

## Policies

To ensure that population growth and development will not destroy the character of the community, negatively impact the natural environment, or create undue congestion, the City of Evansville, will pursue the goals and objectives outlined at the end of this chapter and the policies listed below:

- **Grow in a logical and efficient manner by:**
  - **Directing the majority of the growth north, towards Madison.**
  - **Only allowing new development that is adjacent to existing development and City services.**
  - **Prioritizing development within Evansville's 20 year growth area.**
- **Use extraterritorial powers to prevent development at rural densities within the future growth area of the City.**
- **Review all development proposals in accordance with this Comprehensive Plan. Decisions will be based on the guidelines provided in the plan and discussed in the Implementation Chapter.**
- **Provide sidewalks, trails, and other pedestrian and cycling connections throughout the community.**
- **Promote energy efficiency building and design practices by encouraging development that complies with the Environmental Protection Agency's Energy Star program, the LEED-ND, LEED, or similar programs.**
- **Create spaces throughout the community for citizens to be physically active (e.g. parks, trails, sidewalks, natural areas).**
- **Build to the sidewalk and face entrances towards pedestrian traffic to promote walkability.**
- **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).**
- **Discourage parking lots in front of buildings, unless on-street parking.**
- **Require landscaping and other screening around parking lots and more intensive commercial and industrial uses.**
- **Encourage shared parking lots and driveways between nearby uses.**
- **Use Transit Oriented Development principles to increase density around potential transit corridors.**
- **Encourage infill and new development based on Traditional Neighborhood Design and New Urbanism principles, especially in and adjacent to the downtown.**
- **Improve connectivity by using grid patterns and using trails and sidewalks to make walking easy and safe.**
- **Use metrics such as net density to evaluate new development proposals and to track City progress over time.**
- **Preserve environmentally significant land and environmental corridors.**
- **Require pedestrian amenities and functional landscaping in parking lots to improve safety and reduce the visual and environmental impact.**
- **Develop stormwater management areas as functional and attractive open spaces.**
- **Evaluate the accessibility of land use proposals, including sidewalk ramps, access to spaces, and parking location.**
- **Coordinate with utilities and public facilities to plan for efficient growth.**

## Introduction

Land use is the central element of a comprehensive plan. Previous elements have discussed the City's projected population, housing, and economic growth; documented needs for increases in transportation and other utilities and community facilities; and profiled Evansville's natural resources. This element assesses land use trends by pulling together the recommendations from the previous chapters.

This chapter concludes with a *Future Land Use Map*, which illustrates the goals, objectives, visions and policies expressed throughout this plan. More importantly, it reflects, to the greatest extent feasible, the desires, expectations and demands of residents and landowners in the City of Evansville.

Of the 14 local planning goals described in the Comprehensive Planning Law, Evansville believes that the goals listed below specifically relate to planning for land use:

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
- Encouragement of neighborhood designs that support a range of transportation choices.
- Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open space and ground water resources.
- Protection of environmentally productive areas.
- Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
- Provision of adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
- Balance of individual property rights with community interests and goals.
- Planning and development of land uses that create or preserve varied and unique urban and rural communities.

## Background

The 2015 update planning process was initiated with a public input effort and review of the historic and existing population facts and trends (Chapters 2 and 3). Next, the Plan Commission studied current conditions and future needs related to housing (Chapter 4), and transportation (Chapter 5), while the Municipal Services Committee studied utilities and community facilities (Chapter 6), the Park Board studied natural and cultural resources (Chapter 7) and the Economic Development Committee studied economic development (Chapter 8). Finally, existing land use patterns and regulations were discussed in Chapter 9.

## Understanding Development Desires

In order to understand desired development in and around the City, the City of Evansville and the Plan Commission provided residents with a variety of opportunities to participate in the planning process. Three activities were particularly instrumental in understanding local development desires and expectations for the update to this plan:

1. 2014 Community Survey
2. 2015 Visual Preference Survey
3. Public input at Plan Commission meetings, public events and through discussions with planning staff.

## 2014 Community Survey Results

Throughout this plan the results of the 2014 community survey are highlighted. The complete results are also provided in the Appendix. One question is particularly important to the Future Land Use Chapter:

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

While a majority of respondents believe government should encourage moderate growth, nearly one-third of respondents believe the government should limit growth or keep the same population. This indicates a large portion of residents have concerns about the growth of the City.

## 2015 Visual Preference Survey Results

Growth concerns were also reflected in the visual preference survey, however the concerns here clearly stemmed from the character of the growth, rather than the rate of growth. This concern is reflected in the comments left on certain images in the visual preference survey. Many respondents felt that the growth occurring in Evansville is out of character with the historic development and is threatening the character of the community. In contrast, development in the traditional neighborhood style that reflected Evansville's historic character was positively rated.

The combination of the results from these two surveys indicates that the form and character of growth likely makes a large difference in whether residents will support that growth. The future land use maps are based on the City's population projections for a 2035 population of 6,855 residents and 2,859 households. Themes identified in the following section are important to mitigate the negative effects of growth and emphasize the positive effects of growth.

## Public Input

In addition to the surveys described in the previous sections, citizens were given opportunities for public input at Plan Commission meetings, public events and through discussions with planning staff.

## Community Mapping

In an effort to provide a more informal opportunity for public input, city-staff conducted a community mapping exercise at the 2015 Community Activity Fair. A tabletop sized map was provided in which attendees were able to identify their favorite and least favorite areas in Evansville. They were then asked to write down activities and businesses they would like to see on sticky notes, and place them on the map. This exercise inspired conversations, which helped to inform areas throughout this plan, including the future land use chapter.

## Evansville 2035 – Overall Themes for Planning

The 2005 plan identified five central themes to planning for next 20 years of growth and development in Evansville. Community input in 2014-2015 further reinforced many components of these original themes. These themes provide a framework for understanding future development.

1. Balance the desire for continued growth with the desire to maintain the City's small-town atmosphere, historic character and natural resources.

2. Design new residential development to be more attractive to people who want to live in a walkable urban setting.
3. Provide abundant recreational choices for residents of all ages with varying interest and desires.
4. Designate areas for and create a climate to encourage new service/retail/office commercial and light industrial development.
5. Improve mobility and accessibility options available within a comprehensive transportation network.

What follows is a description of each theme. As the text reveals, these five planning themes are very much interconnected. As such, successful planning for Evansville involves the coordinated pursuit of each of these central themes.

**THEME 1: Balance the Desire for Continued Growth with the Desire to Maintain the City’s Small-Town Atmosphere, Historic Character, and Natural Resources.**

This theme is based on the fact that the City is steadily growing and the observation that recent growth has contributed to changing the character of the community. Continued growth has the potential to further change the character if it is not managed appropriately. The Wisconsin Department of Administration projections indicate the City’s population will increase to 6,855 by 2035 (an increase of 1,730 residents).



FIGURE 10A: A SIGN WELCOMING VISITORS TO EVANSVILLE. LOCATED AT THE INTERSECTION OF USH 14 AND WIS 213.

Source: madisonrealst8.com

When identifying local values, residents indicated the City’s small-town atmosphere was important. As the City continues to see its population increase, it becomes more challenging to maintain the small-town atmosphere that people value. New development, can, if not properly planned, segregate the community by land uses (e.g. residential areas, commercial areas, etc.), which is different from the mixed use development pattern found in the established areas of the City. This can result in sprawling, auto-dependent development patterns that detract from the City’s small-town character.

Likewise, poorly planned growth can have an adverse impact on the City’s services and facilities. For example, if the bulk of future growth takes the form of new homes to accommodate young families, the potential to overwhelm school facilities and necessitate construction or expansion of schools is a possibility. Similarly, poorly planned growth can quickly overwhelm the street network and stress basic infrastructure (e.g. water and sewer).

It is critical to make sure that growth doesn’t negatively affect Evansville’s high quality of living. As discussed earlier in this chapter, a plurality of respondents to the Community Survey said they want City government to encourage moderate growth in housing and population.

Transportation connections to Madison and Janesville are an important component of this theme. Many residents of Evansville utilize the amenities that the larger urban areas of Madison and Janesville provide. It is important to ensure there are adequate connections to these communities, including well designed road networks, regional bicycle and pedestrian routes, and transit services.

The Plan Commission encourages downtown revitalization, use of Traditional Neighborhood Design (described later), walkability, and efforts to promote a collective community image to ensure growth occurs in a fashion that respects the community’s character and small-town atmosphere. The *Future Land Use Map* provided in this chapter

is designed to accommodate approximately 6,855 residents in ways that support the unique attributes of the City. Additional strategies to support this theme are highlighted in this chapter.

**THEME 2: Design New Residential Development to be more attractive to people who want to Live in a Walkable Urban Setting.**

The City of Evansville is a unique community that has the potential to offer a walkable mix of uses that will attract residents to the area and showcase the City's small-town charm. Recent development has not reflected these priorities. The City offers a neighborhood setting that is different from nearby towns. Town development is on larger lots with little to no community areas, requiring driving for nearly all goods and services. City development is more compact, walkable, and neighborhood-based using available water and sewer infrastructure. These different environments offer buyers distinctive choices in lifestyle.

The following strategy is recommended for housing development in Evansville.

- A variety of lot sizes ranging from 6,000 to 10,000 square feet with an abundance of two-story single-family homes of different sizes.
- Larger public spaces to compensate for smaller lots.
- Buildings with front doors and porches, not garages, facing the street frontage. This approach puts "eyes on the street" as a means to promote safety and a sense of community.
- A mix of detailed buildings that reflect the historic character of the community.
- Landscaping, including terrace trees, in front yards.
- Sidewalks and trails in neighborhoods to promote walkability.
- Housing for life – providing a mix of single-family, multi-family (that also share characteristics of single family – balconies, bays, porches, detailed architecture, rear parking, front entrances oriented toward the street), and senior housing in close proximity.
- On street parking for single family and multiple family units.
- Narrower streets to reduce impervious surface area and slow traffic to promote neighborhood safety.



**FIGURE 10B: NEWER EVANSVILLE NEIGHBORHOODS ON EAST & WEST SIDE. CHARACTERIZED BY SIMILAR BUILDING STYLES, NEARLY ALL SINGLE FAMILY RESIDENTIAL USES, MINIMAL LANDSCAPING, AND LIMITED PEDESTRIAN AMENITIES.**

By embracing this theme, Evansville will enhance its livability and provide a distinctive choice for homebuyers looking for a quality of life that can only be found in its small-town setting.

**THEME 3: Provide abundant recreational choices for residents of all ages with varying interest and desires.**

The Utilities and Community Facilities Element (Chapter 6) includes a great deal of information about the variety of park and recreation facilities available in Evansville. The importance of Lake Leota as a recreational attribute is discussed in the Agricultural, Natural and Cultural Resources Element (Chapter 7). As the City's population and land area increases there will be a need to expand recreational choices to maintain the current level of service. This includes new park spaces, improving existing parks, and developing trails through the City. Recommendations for new parklands and trails are illustrated on the *Future Land Use Map*.

The community survey results indicate strong resident support for abundant recreational choices. The vast majority of respondents indicated that parks and recreation choices were a reason to recommend that someone move to Evansville. Moreover, respondents support using tax dollars for walking and bicycle trail development (2004 and 2014), parkland, recreational facilities and equipment (2004).

The Evansville Community School District, Evansville Community Theater Group, Eager Free Public Library, Creekside Place, and church and civic organizations all support a variety of recreational choices in the City. Private investment in recreation is also important in Evansville (e.g. fitness facilities, dance studios, theaters, etc.).

Beyond Evansville, organizations like the Wisconsin Alliance for Arts Education (WAAE) conduct workshops, institutes, mini-conferences, and an annual Arts Education Summit Conference, bringing together members of the arts community to support expanded arts opportunities. Similar organizations and foundations can be viable partners for expanding arts choices in Evansville.

It is imperative that Evansville retains its balance of recreational choices for residents of all ages in order to maintain the City's high quality of living.



**FIGURE 10C: EXAMPLES OF DESIRED MULTI-FAMILY HOUSING IN NEW URBANISM COMMUNITIES ACROSS THE U.S**



**FIGURE 10D: NEW URBANISM ESTATE HOMES LOCATED ACROSS FROM A PARK IN NORTH CAROLINA**

**THEME 4: Designate areas for and Create a Climate to Encourage New Service/Retail/Office Commercial and Light Industrial Development.**

To support the local tax base, offer quality employment choices, and maintain Evansville's small-town atmosphere, it is important to have areas for business activities and development within the City. The Future Land Use Map provides for new and expanded commercial and industrial development.

Designating space for development is necessary but not sufficient for successful businesses. Additionally, a climate for economic development must be maintained in the City. To that end, the City will enforce ordinances aimed at providing a consistent set of design guidelines that enhance the character and charm of Evansville. Effective and consistent use of community design can ensure that new development will be harmonious with existing areas and provide a profitable business environment that respects the natural setting and promotes a high quality of living in a healthy environment. The City supports the continued enforcement of zoning regulations, including sign and landscape ordinances. Likewise, the City supports the use of a detailed site plan review process, including lighting, sidewalk, building design and sign proposals, to ensure that new development is compatible with surrounding land uses and the visions, goals, objectives and policies expressed in this plan.

Providing an economic development support system will enhance a business climate that promotes successful businesses. This support system must be anchored by local financial institutions, local nonprofit groups, regional economic development organizations, the Evansville Chamber of Commerce and Tourism, the Evansville Economic Development Committee, other resources mentioned in the Economic Development Chapter, and the City of Evansville.

Included in this chapter are several specific strategies to support this theme, including (1) gateway design; (2) streetscaping; (3) downtown investment and revitalization; and (4) expanded municipal amenities to support economic development.

**THEME 5: Improve mobility and accessibility options available within a comprehensive transportation network.**<sup>1</sup>

In the mid-1990s, public health experts began to examine the extent to which the built environment can either help or hinder the public's ability to become and stay healthy. These experts recognized that many of the community planning and design tools used to implement "smart growth" objectives – bicycle and pedestrian planning, mixing land uses, broadening transportation options, and encouraging compact form – also create healthy communities where many people can and want to be physically active on a regular basis. This theme recognizes the importance of providing alternative transportation choices as a means to promote a healthy and vibrant Evansville.



**FIGURE 10E: WALKING PATH THROUGH SEMINARY PARK**  
Source: Nicole Sidoff

There are several things Evansville can do to become a healthy community with neighborhoods where residents have more opportunity to be active and use alternative transportation choices. Using New Urbanist principles and tools, Evansville can successfully encourage alternative transportation choices and make the street network safer and more efficient. The following practices promote alternative transportation choices:

- Increasing development densities to provide compact, walkable neighborhoods
- Requiring sidewalks and trails in new developments
- Retrofitting already developed areas with sidewalks, trails, and bike paths
- Instituting traffic calming measures
- Linking open spaces
- Requiring street connectivity.

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<sup>1</sup> Section includes excerpts from Zoning Practice, Issue No. 6: Physical Activity, June 2004.

## Tools & Strategies to Support the Planning Themes

What follows is a description of important planning and regulatory tools and strategies that are important to the successful pursuit of the five themes for planning in Evansville through 2035 and beyond.

### Traditional Neighborhood Design and New Urbanism

There are two concepts recommended for future development in Evansville: New Urbanism and Traditional Neighborhood Design (TND). New Urbanism is a broader set of principles that focuses on all scales, from the region down to the block and building, while TND is focused primarily on neighborhood development.

New Urbanism is an international planning movement to reform the design of the built environment. Its goals are to raise the quality of life and standard of living by creating better places to live. Its principles can be applied both to new development and infill development, or can be used to reconfigure and revitalize declining suburban areas.

The Wisconsin comprehensive planning law defines TND to mean compact, mixed-use neighborhoods where residential, commercial and civic buildings are in close proximity to each other. TND is a planning concept based on the principles of New Urbanism to promote traditional small cities and villages. TND is often found in the older parts of Wisconsin's cities and villages. Evansville's historic downtown and adjacent residential areas display an example of what Traditional Neighborhood Design was modeled after.

Evansville already has a Traditional Neighborhood Design ordinance in place to promote the development of traditional neighborhoods. However, the TND zoning district is not currently placed anywhere on Evansville's Official Zoning Map.

Together, these approaches to development combat harmful sprawling practices. Urban sprawl (i.e. scattered, low density, separation of uses, unconnected development) encourages a sedentary lifestyle, consumes farmland and open space, and increases pollution and associated health problems. Urban sprawl is facilitated in large part by Euclidean zoning, traditional subdivision standards, and poor street connectivity practices that have become commonplace over the past 40 years. These factors are now recognized as hindrances to communities' efforts to create healthy, walkable urban neighborhoods.



FIGURE 10F: EVANSVILLE'S OLDER AREAS DISPLAY PRINCIPLES OF TND AND NEW URBANISM



FIGURE 10G: HIGHLY RATED COMPACT SINGLE FAMILY HOME FROM THE 2015 VISUAL PREFERENCE SURVEY.  
Source: Complete Communities Delaware

These two concepts share many common principles and goals. New Urbanism and TND approaches can work harmoniously to provide development patterns that respect the natural and cultural setting of Evansville and promote a high quality of living. Following is a description of some of the common principles of New Urbanism and TND.

### Compact

TND areas often have a higher density than a segregated single-family subdivision, including duplexes, apartments, as well as single family homes on smaller lots. This compactness concentrates purchasing power into a smaller area, creating greater demand for essential neighborhood services in close proximity. Compact development includes parks, public buildings, and retail development within a close proximity. These features serve as destination points for surrounding residential areas in the immediate vicinity (1/2 mile or less).

Compact development also means that the developed area is designed for human scale rather than the automobile. This includes being sensitive to walking distances, heights and designs of buildings, design of streetlights, signs, sidewalks and other features. The images to the right show examples of attractive, compact housing development. These images were highly rated in the 2015 Evansville visual preference survey.

### Mixed Use and Mixed Housing

TND includes a mixture of land uses. This means that nonresidential land uses, such as commercial areas, are mixed with residential development. Mixing uses helps promote walking throughout the community. This mixture can also increase neighborhood safety, by promoting activity within the neighborhood at all hours of the day and avoiding neighborhood abandonment during the middle of the work day. Mixing land uses can also broaden the tax base. Furthermore, mixed uses promotes greater levels of walking and bicycling by increasing the location efficiency (i.e. proximity) of destinations.

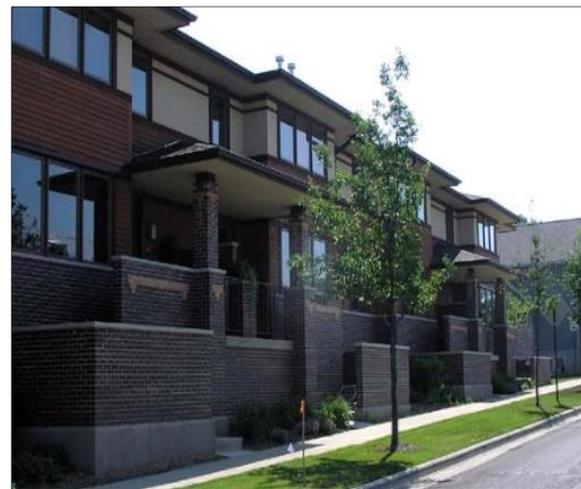
This also means promoting varied housing types and sizes to accommodate households of all ages, sizes and incomes. This translates into varying lot sizes and allowing varied types of housing such as attached single-family residences, town-homes, duplexes, apartments and housing for seniors.



**FIGURE10H: HUMAN SCALE MULTIFAMILY HOUSING**  
Source: Kephart.com



**FIGURE10I: ACCESSORY DWELLING UNITS CAN BE USED TO IMPROVE COMPACTNESS AND PROVIDE ADDITIONAL HOUSING CHOICE WITHOUT ALTERING EVANSVILLE'S CHARACTER, AS DEMONSTRATED BY THIS IMAGE FROM EVANSVILLE.**



**FIGURE10J: PRAIRIE STYLE TOWNHOMES RESPECT REGIONAL ARCHITECTURE IN MIDDLETON HILLS, A TND IN MIDDLETON, WI.**  
Image Source: dkolb.org



**FIGURE 10K: MIXED USES AND MIXED HOUSING**

Top Image Source: Brett VA (Flickr)

Bottom Image: Unknown

### **Walkable Street Patterns, Sidewalks, and Bikeways**

TND provides for access through an interconnected network of streets, which facilitate walking, bicycling and driving. This includes short blocks or mid-block sidewalks and pedestrian crossings to encourage walking, as well as on street and off street bicycle facilities. A grid street pattern eases all modes of travel, as well as providing relief to congested roads during peak hours.

### **Cultural and Environmental Sensitivity and Design**

TND can foster a sense of community identity. The design of buildings and their placement receives special attention to promote community interaction and socializing. Evansville has a rich history of architecture in its historic districts, presenting an opportunity to draw from this architecture to create context sensitive design of new developments. Provision of adequate open spaces, use of indigenous vegetation, and the use of environmentally responsive storm water management systems are equally important.

### **Sustainable**

Sustainable neighborhoods improve the health of the residents and increase resiliency to changing energy prices and environmental conditions. Sustainability includes energy efficiency, walkability, stormwater management, and water conservation. The EPA Energy Star Program has guidelines that can be used as a standard for new housing construction and to improve energy efficiency in older homes. Programs such as Leadership in Energy and Environmental Design (LEED) promotes sustainable building technologies, LEED for Neighborhood Development (LEED ND) promotes more sustainable and well connected neighborhoods, and the Sustainable Sites Initiative (SITES) promotes sustainability at the site level. Additionally, sustainability measures often improve quality of life and reduce the financial burdens on residents.

### **Example of Traditional Neighborhood Design**

The Grandview Commons Development on Madison's Far East Side is an example of a new Traditional Neighborhood Development. Every resident of this development is within walking distance of a public park. It demonstrates how a mix of medium density street access single family, high density alley access single family, two family, townhomes, multi family, and mixed use can be laid out in the same development. The development includes a midsize grocery store, a restaurant, and other neighborhood services.

Residential lots are generally between 3,400 square feet and 11,000 square feet (~1/4 acre). Many of the homes are constructed to energy star standards for energy efficiency. The center of the development is a large park, while small pocket parks are abundant throughout the development. A major mixed use/commercial area exists at the south end of the development.



**FIGURE 10L: ALLEY LOADED AND STREET LOADED SINGLE FAMILY HOMES IN GRANDVIEW COMMONS**

Source: Veridian Homes, Realtor.com



**FIGURE 10M: THE METRO MARKET GROCERY STORE IN GRANDVIEW COMMONS**

Source: John Hart, Wisconsin State



**FIGURE 10N: MIXED USE AREAS PROVIDE FOR NEIGHBORHOOD SERVICES, SUCH AS A GREAT DANE PUB.**

Source: Veridian Homes



**FIGURE 10O: MASTER PLAN OF GRANDVIEW COMMONS ON MADISON'S FAR EAST SIDE**

Source: City of Madison Legistar File ID# 32285, Vandewalle and Associates, Veridian Homes

**Other Local TND Examples include:**

- Secret Places, McFarland
- Middleton Hills, Middleton
- Cannery Square, Sun Prairie
- Liberty Square, Sun Prairie
- Providence, Sun Prairie
- Smith's Crossing, Sun Prairie

## Some National TND Examples include:

- Kentlands, Gaithersburg, MD
- High Point, Seattle, WA
- Celebration, FL
- Seaside, FL
- Orenco Station, Portland, OR
- Prospect New Town, Longmont, CO
- Stapleton, Denver, CO
- Village of Ponderosa, Des Moines, IA

## Zoning and Subdivision Code Revisions

In order to support the five planning themes and implement this plan, Evansville's zoning code will need to be revised. This includes revisions to both the text and the map of the zoning code.

As mentioned in the Existing Land Use Chapter, Evansville should consider adopting a form based or hybrid code. These two approaches offer the advantage of regulating the impact and design characteristics of different uses, rather than limiting the types of uses allowed in a community. It is often found that the visual and performance impact of a property is of more concern to residents than the use. Results of the 2015 visual preference survey support this for Evansville residents and visitors as well. Using form based zoning codes allows communities to more easily encourage mixed-use development with a variety of land uses in close proximity. This pattern of development provides a more walkable environment than a Euclidian model that separates uses and often results in the need to drive to different destinations. More information about walkable communities is provided in the Community Design portion of Chapter 10 and in the Transportation Element.

The City of Evansville will need to update its zoning code to remain consistent with the updated Comprehensive Plan. The next update of the Evansville zoning code should include form-based standards.

Additional updates can be adopted to improve the design of new development. The 2015 visual preference survey demonstrated that respondents felt automotive centric development occurring on the east and west side of Evansville does not respect Evansville's character, history or culture. The aforementioned principles of New Urbanism and Traditional Neighborhood Design would provide development that respects Evansville's history and culture while providing growth that better fits with the desires of the community.

Dense mixed use development, much of which was highly rated in the visual preference survey, is currently only allowed in the B-2 Central Business District. One major revision to the code could be to expand the B-2 district to other areas of the city, or increase the allowed density and mix of uses allowed in other business zoning districts, such as the B-1 and B-3 districts.

### Evansville's TND Ordinance Criteria:

#### Development projects in the Traditional Neighborhood Development (TND) district shall observe the following general design principles:

- (1) There is a mix of land uses, including residential, commercial, civic, and open space uses in close proximity to one another.
- (2) There is a variety of housing styles, types, and sizes to accommodate households of all ages, sizes, and incomes.
- (3) Buildings are designed for the human scale (sizes of buildings in proportion to sizes of people).
- (4) Buildings are placed comparatively close to the street.
- (5) Each neighborhood has a focal point which may consist of a significant civic space and /or commercial activity node.
- (6) Streets are relatively narrow and shaded by rows of trees.
- (7) Streets, sidewalks, and paths form an interconnected network of travel.
- (8) Playgrounds and other types of parks are within walking distance of residential units.

Other measures can be adopted in the more auto-oriented areas to reduce the cumulative visual impact of numerous street facing, protruding garages or large parking lots. For example, different setbacks can be established for a porch from the garage area of a home, creating more buildable lot area when the garage is set back from the rest of the home. A second method is to limit the proportion of the façade that the garage can take up to 45% or less, ensuring that the home remains the dominant feature. Another method is to require individual garage doors with separation between them and other design features on the garage



**FIGURE 10P: AUTO-ORIENTED HOMES HAVE THE GARAGE AS THE MOST PROMINENT FEATURE.**

### **Extraterritorial Zoning**

A new extra-territorial zoning code would address provisions for signage, conditional use permits, nonconforming uses and structures as well as a definition of different zoning districts. The development and adoption of an updated extraterritorial ordinance is encouraged to ensure development in the 1.5-mile area beyond the City limits is consistent with this plan. This process will require close coordination with the Town of Union, and could establish a more collaborative relationship between the Town of Union and the City of Evansville.

### **Official Map**

The official map should be updated to facilitate the proper implementation of this comprehensive plan and future extraterritorial zoning regulations. This map should show all existing property and street right-of-way lines, as well as proposed right-of-way lines and site boundaries of streets, future collectors, highways, waterways, and parkways, railways, public transit facilities, parks and playgrounds within the extraterritorial boundaries. This updated map should be reviewed with the Town of Union.

### **Planned Unit Development**

A planned unit development is a land use tool that can be used to provide greater flexibility within the zoning code of the City, sometimes waiving or reducing setback or land use requirements, in exchange for a varied development that exhibits a higher quality of design than typical developments. The use of PUDs should be minimized to unique and innovative development proposals that cannot otherwise be accomplished through the existing zoning code. If PUDs are found to be used frequently it may indicate there are problems with the zoning code that should be addressed for the City to get the type of development it seeks.

### **Growth Management**

To ensure that growth does not overwhelm the community, the City may adopt growth management strategies. The intent of these ordinances is to ensure that new development does not overwhelm schools, water, sewer, roads, and other infrastructure and community facilities. This includes the use of the *Future Land Use Map* as a tool for controlling the location of development. Also, coordination with Town of Union is needed with respect to extra-territorial zoning and plat review to ensure areas within Evansville's future growth area do not develop at rural densities.

Another major method of growth management is promoting and incentivizing infill in and near the downtown to increase the densities around the downtown. This densification is also appropriate around other commercial nodes, such as the east side/Brown School Road area. Increasing densities within the existing boundaries of the City can reduce the amount of undeveloped land needed for new residents over the next 20 years.

### **Expanded Community Amenities**

During the planning process several additional community amenities were identified as needed in the future to meet the demands of the growing community. What follows is a summary discussion of those amenities and their relationship to the five planning themes for Evansville.

## School Facilities

The Evansville Community School District is a major draw to the City. As the population of the City (and surrounding communities included within the school district) increases, it is likely that additional school facilities will be needed. Current school facilities are located relatively centrally and are a walkable destination for many students. Future school locations should be equally integrated into the community - surrounded by residential uses. Since schools are a natural draw for residential development, locations must be carefully planned in central (not periphery locations) in order to prevent sprawling, unsewered residential development in surrounding townships and the associated loss of agricultural lands and rural character that is important to the Evansville area.

Rather than locate an exact school site on the *Future Land Use Map* the following criteria are recommended for future school location:

1. New school facilities should be located centrally within the City in order to utilize water and sewer systems and remain location efficient and walkable for most students.
2. New school facilities should be located on collector streets.
3. New school facilities should be located within or immediately adjacent to existing or planned future residential development areas.
4. A facilities study should be completed by the school district to understand what size of school is needed and what grades it would cater to.

Planning for future school facilities is consistent with the theme of planning for balanced growth and the desire to maintain the City's small-town atmosphere. A quality school system is also a factor in providing a climate to encourage economic development as described in the fourth planning theme presented in this chapter. A quality local school system contributes to a skilled local labor force and also adds to the desirability of the community as a place to live and operate a business. The latter is particularly important, as more and more business location decisions are based on community quality of living.

## Trails and Walkways

The Transportation Element includes a *Transportation Plan Map* that illustrates a potential trail route through the community. The community survey results also clearly express support for trail development. Of the respondents to a community survey that was completed for the *City of Evansville Park and Outdoor Recreation Plan: 2013-2018*, 73% indicated that the City had too few bicycle and pedestrian paths. This same survey asked residents to prioritize park and recreation investments, with bicycle and walking paths equal with restrooms for the highest priority. The development of a trail system through Evansville encourages alternative transportation choices as described in the fifth planning theme outlined in this chapter and expanded recreational choice as described in the third theme. Trails have the potential to greatly improve the recreational choices in Evansville, as well as provide an environmental corridor for wildlife movement. Trails and walkways should be located through or adjacent to all new development.

## Park & Ride

Approximately 29% of respondents to the community survey indicated they were likely to use a park and ride lot if one was established to commute to Madison, Janesville, and other communities; 38% indicated they would not use a park and ride lot, and 33% indicated they do not commute. Given the number of commuters travelling north to Madison, a centrally located Park & Ride could reduce the amount of traffic on USH 14 tremendously, improving travel times, safety, and increasing the longevity of USH 14 in its current configuration. Car-pooling saves fuel and reduces the demand for capital investment in arterial street and highway improvements. Given overall rising fuel costs, it is possible that more and more residents may find carpooling to be a viable transportation option sometime in the future. To support carpooling, a park and ride lot is needed.

Similar to expanding trail routes, providing a park & ride helps to encourage alternative transportation choices in Evansville is consistent with the fifth planning theme described in this chapter. The Wisconsin DOT is currently

undergoing a park and ride study that includes the Evansville area. Evansville should work with the DOT in establishing a park and ride.

### **Improved Park Facilities**

In the Utilities and Community Facilities Element, the need for additional park facilities is discussed. When using parkland standards, the City of Evansville currently has an adequate amount of parkland to serve a population of over 7,000 residents. However, to maintain the current level of service as population is added there is a need for improvements to the parks, as well as an increased number of small neighborhood level parks to improve the accessibility. The Orchard View subdivision is especially in need of a small neighborhood park. Potential future park sites are illustrated on the *Future Land Use Map*.

Expanded public recreational lands, including trails and bicycle paths, are consistent with several of the planning themes outlined in this chapter and also the philosophies of Traditional Neighborhood Design and New Urbanism. By offering common open space areas as part of compact, mixed-use developments, the urban setting will be improved and distinguished from outlying rural areas. This approach to development is consistent with the theme of providing residential areas designed to attract people who want to live in a walkable urban setting and the theme for providing expanded recreational choices. Likewise, this approach provides opportunities to expand alternative transportation choices through and between neighborhoods.

### **Lake Leota**

Lake Leota is a local historic landmark, a destination point, a community asset, and possibly the key feature of the community. Improvements to the lake improve the City's image and resident pride in the community. Accordingly, actions to improve the quality of Lake Leota will, in turn, improve the City consistent with the first, second, and third planning themes directed at maintaining the City's small-town atmosphere, providing an attractive urban community setting, and expanding recreational choices. Input from the update planning process frequently centered on the value of Lake Leota and potential improvements to the park. Improvements that were mentioned during the mapping activity include a beach, an area for live music and a trail around the lake.

### **Downtown Services**

The City is committed to keeping essential goods and services in the walkable downtown where many residents are within walking distance, and the people that do drive to downtown can park their car and accomplish numerous errands on foot. The federal post office that is downtown is currently seeking to expand its Evansville location, and thus must relocate somewhere else within the City. The City is working with federal officials to keep the Post Office somewhere in the downtown. This same effort should be made for other essential services as appropriate, such as the Eager Free Public Library.

### **Preservation of Environmental Corridors**

As mentioned in the natural resources element of this comprehensive plan, participants in the planning effort clearly indicated that natural features are an important part of the community, and residents' support for protecting natural areas, including woodlands, floodplains, wetlands and creeks is strong. Furthermore, protecting environmental corridors is consistent with the overall planning theme aimed at balancing the desire for continued growth with the desire to maintain the City's small-town atmosphere.

Preserving environmental corridors is very important to allow Evansville to maintain its abundant supply of natural resources as the population and developed land area increases, including trees, native vegetation, and wildlife. Most native species decline when habitat areas are fragmented due to agricultural operations or residential and commercial development. Wildlife populations isolated in one location, like a stand of trees or a secluded wetland, can overpopulate or die out without adequate corridors allowing free and unimpeded movement.

The future land use map designates areas with environmental limitations that should be preserved as environmental corridors to connect significant wildlife habitats, such as Lake Leota, the WDNR wetlands to the south of the City, and other wetlands in the area.

## Traffic Calming <sup>2</sup>

Encouraging alternative transportation choices is a central theme for planning for Evansville. To make alternative transportation choices viable, the street network must accommodate different modes of transportation in a safe environment. Traffic calming is one tool available to achieve harmony between motorized and non-motorized traffic.

Definitions of traffic calming vary, but they all share the goal of reducing vehicle speeds, improving safety, and enhancing quality of life.

A major reason for traffic calming is to make it easier for pedestrians to cross streets safely. Traffic calming can include the following specific techniques:

- Speed bumps
- Roundabouts
- Raised crosswalks
- Pedestrian refuges (or small islands) in the middle of streets
- Changing the surface material or texture (for example, the selective use of brick or cobblestone)
- Special lanes for bicycles, buses, or carpools
- New stop or yield signs
- Creating one-way streets from two-way streets
- Chokers, also called bulb outs or curb extensions, extend the sidewalk at intersections and reduce pedestrian crossing distances.
- Allowing parking on one or both sides of a street
- Narrowing Streets

Traffic studies demonstrate that traffic calming devices reduce crashes, reduce speeds, and can also reduce points of conflict. For example, a U.S. Insurance Institute of Highway Safety Study from March 2000 shows the impact of conversion of an intersection into a roundabout reduced crashes by 61 percent. This is largely because the number of conflict points is reduced. There are 32 conflict points in a typical intersection. On a roundabout there are only eight.



Traffic Circle – A circular arrangement constructed at intersections of two or more roads.



Chokers – Used to Narrow Street width and slow traffic. Can accommodate on-street parking. Potential for use along W. Main Street, 5th and 6th Streets.



Chicanes are curb extensions that extend from one side of a street to the other forming s-shaped curves.

FIGURE 10Q: EXAMPLES OF TRAFFIC CALMING

<sup>2</sup> Information from [www.trafficcontrol.org](http://www.trafficcontrol.org)

Traffic calming techniques aimed at slowing vehicle speeds are recommended to address traffic on West Main Street, 5th Street, 6th Street and Porter Road. Several different traffic calming devices that may be used in Evansville are illustrated on the next page.

### Improved Connectivity<sup>3</sup>

The purpose of a street network is to connect spatially separated places and to enable movement from one place to another. With few exceptions, a local street network connects every place in a community to every other place in the community. But, depending on the design of the network, the quality of those connections will vary.

The Transportation Element provided a brief introduction to the issues of connectivity. In that chapter, the natural and man-made resources (e.g. wetlands, creek, lake) in and around Evansville were identified as a challenge to the layout of roads.

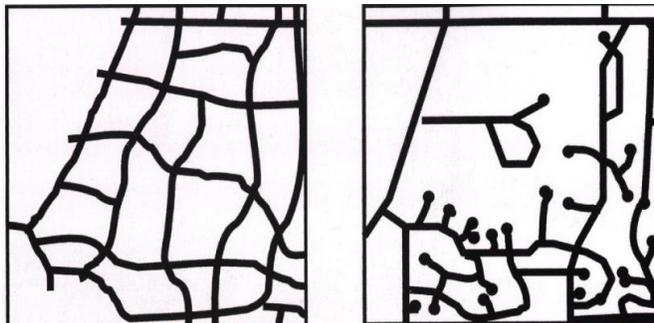


FIGURE 10R: (LEFT) A HIGH-CONNECTIVITY STREET NETWORK. (RIGHT) A LOW-CONNECTIVITY STREET NETWORK).

The historic neighborhoods of Evansville are very well connected. Travelers have a number of options (e.g. intersecting streets, a U.S. highway) to use to get to different locations in the City. However this is not true for newer developments. Public input revealed that it is difficult to get to USH 14 and STH 59/213 from the west side neighborhoods. This is because west side neighborhoods have developed in a separated fashion with poor connectivity to USH 14 and STH 59/213.

Winding streets, longer blocks and cul-de-sacs dominate the landscape in these newer developments. In no case is the issue of connectivity better exemplified than by the fact that Main Street, typically the most connected road within a community, dead-ends on the west side of the City.

Evansville is not alone. Communities across the country face issues of connectivity. What is important to realize is that it is not too late. Now is the time to consider the potential benefits of improved street connectivity – before any additional neighborhoods with poor connectivity are approved.

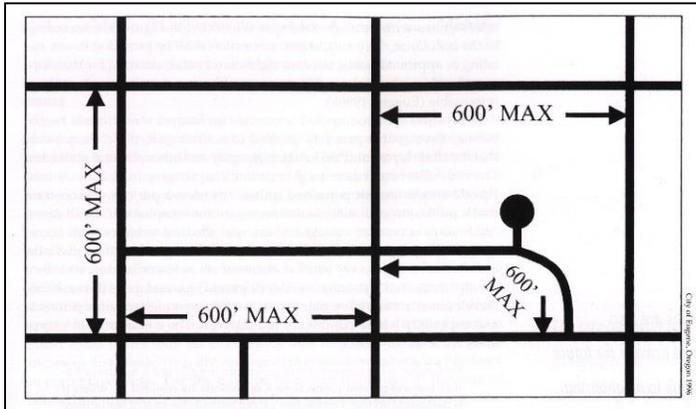
Increasing street connectivity will:

- Decrease traffic on arterial streets;
- Provide for continuous and more direct routes that facilitate travel by nonmotorized modes such as walking and bicycling;
- Provide greater emergency vehicle access and reduced response time, and conversely, provide multiple routes of evacuation in case of disasters such as tornadoes; and
- conversely, provide multiple routes of evacuation in case of disasters such as tornadoes; and
- Improve the quality of utility connections, facilitate maintenance, and enable more efficient trash and recycling collection and other transport-based community services.
- Support the expansion of alternative transportation choices planning theme presented in this chapter.

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<sup>3</sup> Planning for Connectivity: Getting from Here to There, Susan Handy, Robert G. Paterson and Kent Butler, Planning Advisory Service Report Number 515, American Planning Association, 2003.

Two approaches have been used most frequently to address the issue of connectivity: block length requirements (Figure 10S) and connectivity indexes (Figure 10T). With a block length requirement, the City controls the spacing between local streets, thereby creating a relatively predictable and evenly distributed network of streets. This technique is most effective in cities and villages. The Evansville Municipal Code currently mandates a minimum block length of 240 feet and maximum block length of 1,500 feet.



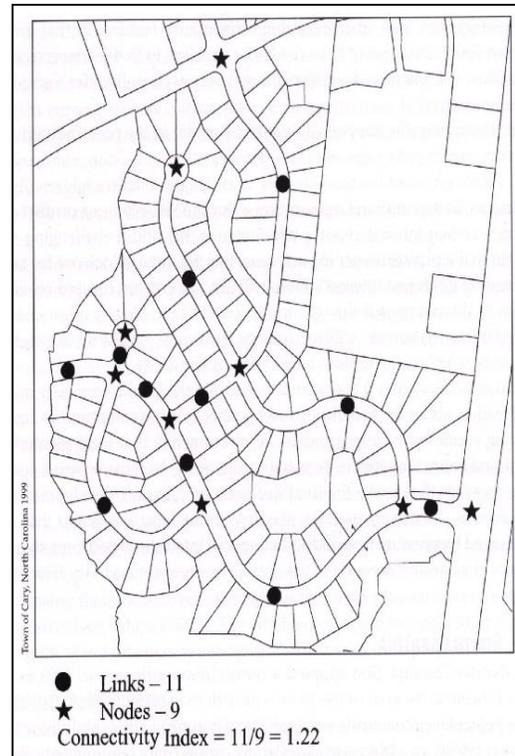
**FIGURE 10S: BLOCK LENGTH REQUIREMENT DIAGRAM**

The City should revise this provision to reduce the wide spread between the minimum and maximum permitted block lengths.

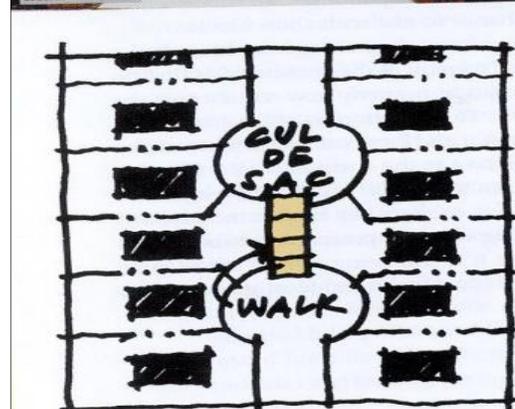
A connectivity index is calculated as the number of street links dividing by the number of nodes or link ends. The higher the number of links relative to nodes, the greater the connection.

In addition to choosing an approach to defining and measuring connectivity, the City must also continue to address:

- Planning needs for future street connections through stub-out requirements;
- Restricting the use or length of cul-de-sacs;
- Prohibiting gated communities;
- Promoting pedestrian and bicycle connectivity (see illustration);
- Allowing for flexibility through performance standards and incentives; and
- Giving appropriate consideration to topography, floodplains, and dense drainage networks and to other factors that might limit connections.



**FIGURE 10T: CALCULATION OF A CONNECTIVITY INDEX**



**FIGURE 10U: ILLUSTRATION OF WALKABLE CONNECTIONS AT DEAD END STREETS.**  
Source: Sucher, David, City Comfort, 2003

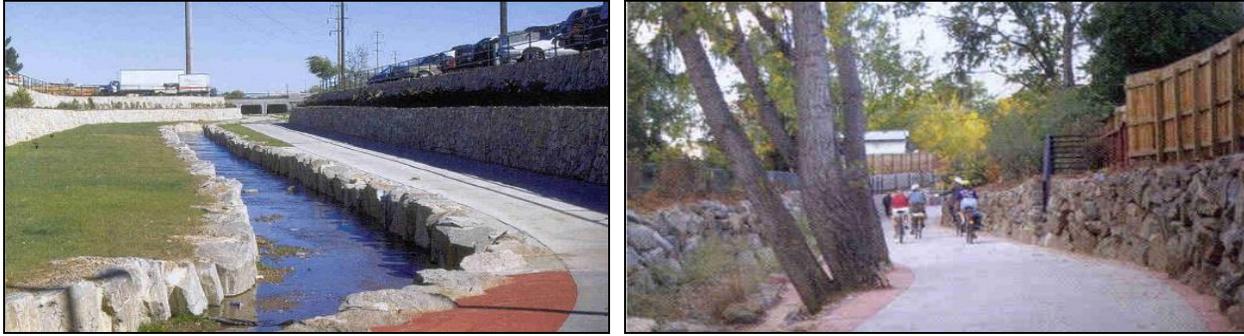


FIGURE 10V: DRAINAGE WAY TRAIL EXAMPLES (BOULDER, COLORADO)

### Enforcement of Outdoor Lighting Standards

Increasingly, light pollution caused by excessive or poorly placed exterior lighting is a source of concern. The City of Evansville can address the problem by educating residents and others about more efficient exterior lighting practices (e.g. sensor lighting, pointing lighting sources down vs. up, providing shields to direct lighting to where it is needed). This education can be done through a web site and/or a City newsletter. The City can also adopt an ordinance to regulate the type, placement, and brightness of residential and commercial light fixtures. Standards can be found from the Illuminating Engineering Society of North America ([www.iesna.org](http://www.iesna.org)) and the International Dark-Sky Association has additional information on this topic ([www.darksky.org](http://www.darksky.org)).

Effectively regulating lighting is an important aspect of the second planning theme for Evansville directed at designing residential developments to be more attractive to people who want to live in an urban rather than a rural setting. This is particularly true when development patterns are more compact and include a variety of different land uses (e.g. residential of varying densities and styles, neighborhood commercial, parkland) within close proximity. The dark skies over Evansville are also an important part of the City's small-town atmosphere. Accordingly, having standards to minimize lighting in order to preserve the views of the stars also supports the first planning theme of balancing the desire for continued growth with the desire to maintain the City's small-town atmosphere.

### Allen Creek Corridor Improvements

Allen Creek is a community asset that has wonderful potential. The creek flows through the center of the community --- from Lake Leota, along the eastern edge of downtown, and south beyond the City. The creek corridor has the potential to be utilized as a trail route. This trail can link the businesses along USH 14 to the downtown. A trail would also open the waterfront to development potential – allowing businesses to have dual frontages along the waterfront and adjacent streets.

Improvements to the Allen Creek corridor for trail development coincide with the overall planning theme to improve alternative transportation choices in Evansville. A plan for the Allen Creek and North Union Street area was adopted in 2008 that covers design and type of development in the area.



FIGURE 10W: ALLEN CREEK & NORTH UNION STREET REDEVELOPMENT AREA PLAN

## Design Ordinance

In looking at the historic buildings downtown, one is quick to notice that they look little like the development along USH 14 or the new residential subdivisions. Buildings in the established areas of the City are built much closer to the street and to one another, on-street parking is permitted, parking is also located to the side and rear of businesses, and the signage is much smaller. Except for properties in the B-2 zoning district (central business district), Evansville's current Zoning Code does not permit this type of development to be duplicated. Local ordinances include minimum parking, lot size and setback requirements that are excessive and have resulted in developments that are more auto-oriented than pedestrian oriented (e.g. parking areas between the building and the road, etc).

A design ordinance is a comprehensive tool to define specifically what building materials, styles, sizes, roof types, building lines (vs. setback), landscaping, lighting, signage and other amenities are required. Design ordinances can be used to promote TND and New Urbanism approaches to development. Communities use design ordinances to ensure that development is compatible with existing development and attractive. Moreover, design ordinances are used to create a consistent community image.

Typically, design ordinances describe a pallet of materials, styles, and requirements for developers to choose from. Each of the items in the pallet will work well together to create the desired community image. Evansville's current Zoning Code already provides some design standards for commercial buildings in the B-2 district, but these standards should be enhanced and clarified.

Design ordinances need to be carefully considered to ensure that the desired effect is achieved and to minimize negative impacts to housing affordability. Some potential ways to achieve this would be for the City to designate urban design districts in which the design standards apply, or to provide incentives such as density bonuses to developers that achieve a higher level of design. Density bonuses are often effective because they allow a developer to fit more units on a given piece of land, and the higher design requirements create a more aesthetically pleasing environment for neighborhood and city residents.

An important aspect of successful design ordinances is flexibility to allow for new materials and ideas that are compatible with the overall community image.

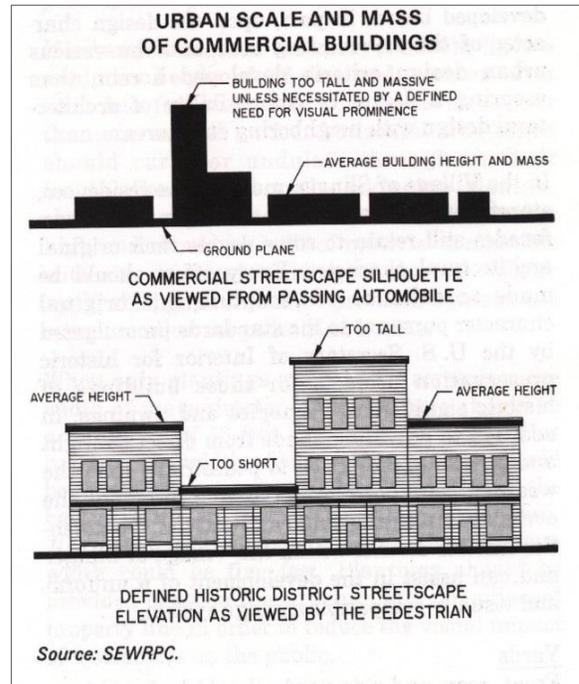


FIGURE 10X: ILLUSTRATIONS OF THE URBAN SCALE AND MASS OF COMMERCIAL BUILDINGS.

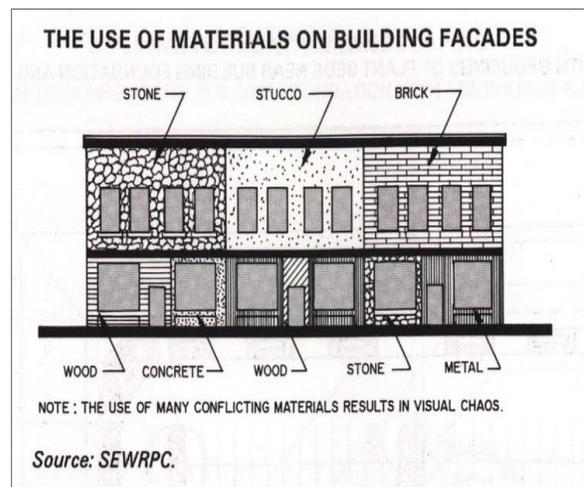


FIGURE 10Y: ILLUSTRATION OF THE IMPACT OF CONFLICTING MATERIALS ON BUILDING FACADES.

Below are some elements of design ordinances that may be included in a City design ordinance.

### **Roofline and Roof Shapes**

The upper edges of building roofs, or rooflines, visually define the height of the building and/or streetscape. The visual continuity of these urban design elements should be maintained, if warranted, and building development or redevelopment with nonconforming rooflines should be discouraged.

### **Selection of Materials**

Selection of materials for both architectural and landscape design should be based upon material unity, the atmosphere and character desired, the material composition of surrounding buildings and landscape features, the material's compatibility with other materials, and climatic considerations. Conflicting material use should be avoided.

### **Architectural Details**

Architectural details and building ornamentation (if present) often represent historic elements of architecture and are important components of the overall character of a community. The distinctiveness of older residential and commercial buildings is directly associated with their architectural details. Unsympathetic design changes can destroy both the architectural character of a building and the overall community streetscape. Significant architectural details, where they exist, should not be lost in rehabilitation or "modernization" of buildings. Remodeling efforts should attempt to retain architectural details. However, efforts to transform an existing building into an earlier period through the use of details that were not originally used on the structure do not maintain any original architecture. Consequently, an introduction of modern detail or a mixture of old and new parts on buildings should be avoided, to preserve the overall visual character of the building.

By having ordinances in place to require consideration of design, the City can support several of the central planning themes outlined in this chapter. Specifically, a design ordinance can help to promote a collective community image that will allow the City to grow, but in a fashion that respects the community's integrity and small-town atmosphere. This is consistent with the first planning theme discussed in this chapter. Moreover, a design ordinance will help to more effectively integrate different land uses that together create the desired urban environment described in the second planning theme. Finally, a design ordinance offers developers a more complete understanding of desired development. This is helpful to entrepreneurs looking to invest in the City, and therefore, consistent with the fourth overall planning theme aimed at providing a climate to encourage economic development. Likewise, as well-designed development occurs, it is hoped that additional development will follow to capitalize on the City's attractive setting.

The Historic Preservation Commission adopted Design Review Standards for Commercial Projects in September of 2005 that includes a review of exterior alterations, new construction, relocation of buildings, and demolition of buildings.

### **Streetscaping<sup>4</sup>**

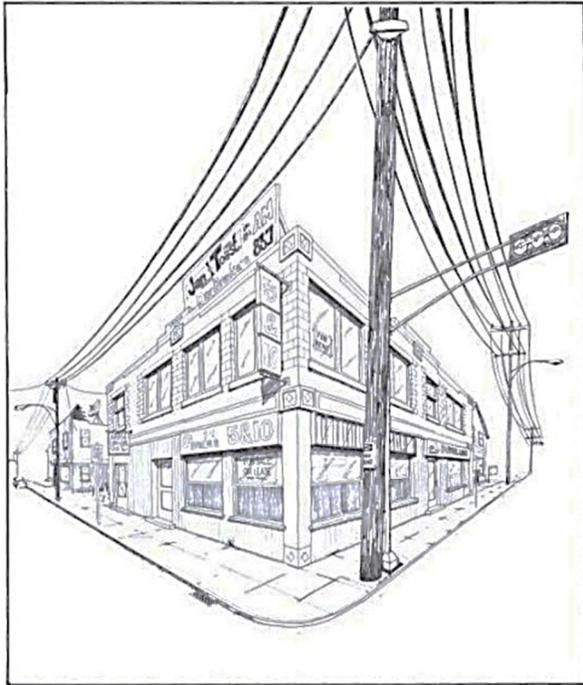
There are two types of shopping areas: destination and drive by. Destination shopping districts are unique. People will go out of their way to experience their unique environment and selection. Research has shown that good streetscaping is positively correlated with increased pedestrian activity. Drive by shopping areas are found in anyplace, USA. They are the standard array of stores and designs that one can find in any community. People shop these locations because they are convenient.

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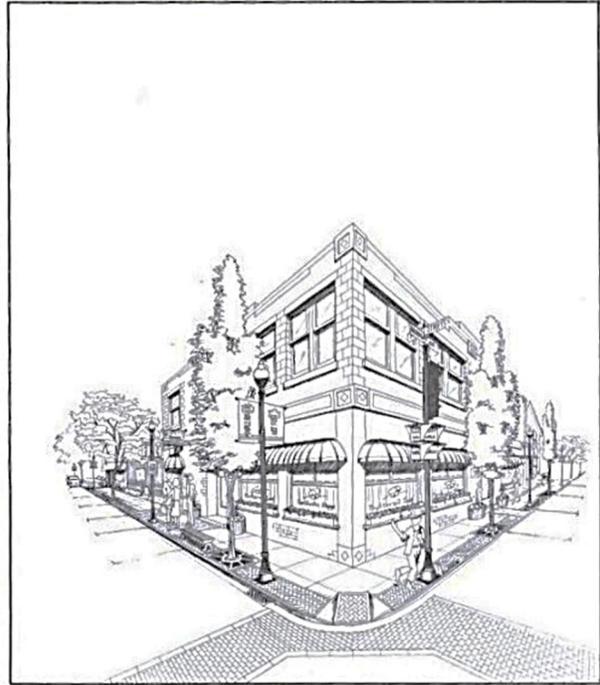
<sup>4</sup> Ewing, Reid, et. al. July 6, 2015. "Streetscape Features Related to Pedestrian Activity." *Journal of Planning Education and Research*.

Streetscaping efforts can be used to refresh shopping areas and integrate these areas with the community. Streetscape improvements include: burial of power lines, addition of terrace trees and plantings, sidewalk improvements, lighting and signage investments, building façade improvements. These activities are consistent with providing a first-rate urban environment, enhancing Evansville's small-town atmosphere, and providing areas for quality business development as expressed in the first, second and fourth planning themes for Evansville.

**TYPICAL STREETScape IMPROVEMENTS APPLICABLE TO HISTORIC DISTRICTS**



PERSPECTIVE VIEW BEFORE IMPROVEMENTS



PERSPECTIVE VIEW AFTER POTENTIAL IMPROVEMENTS

**FIGURE 10Z: COMPARISON OF THE IMPACT OF STREETScape IMPROVEMENTS IN HISTORIC DISTRICTS.**  
Source: SEWRPC



**FIGURE 10AA: THE HIGHLY RATED IMAGE FROM THE 2015 VISUAL PREFERENCE SURVEY (LEFT) PROVIDES EXAMPLES OF FURTHER STREETScape, SUCH AS CURB EXTENSIONS, THAT COULD ENHANCE EVANSVILLE'S DOWNTOWN (RIGHT).**  
Source: Complete Communities: Delaware (left), Brad Sippel (right)

## **Continued Enhancement of Historic Downtown Evansville**

The heart of Evansville is its historic downtown. Downtown is where residential density is the highest, and many different land uses are located within close proximity to one another. Accordingly, this is also the area of the community where people are more likely to walk to their destinations (or between destinations) rather than drive.

Many of the buildings located along Main Street are built to the street with no setbacks. These structures are an important part of the City's history. Recently, local investment has occurred to restore some of the buildings along the street. By continuing to enhance the downtown, a distinctive positive image of the City can be projected.

Areas adjacent to the downtown provide an opportunity for housing development to accommodate populations that may not be as willing or able to drive to destinations. Townhomes, condos, senior housing and apartments are all housing options that should be located adjacent to downtown Evansville.

Given the two-story style of many of the downtown buildings, there is also an opportunity to use the second floor space to accommodate residential, studio, and office spaces. This strategy, combined with the downtown's proximity to important destination points (e.g. library, parks, City Hall, post office) can help to sustain the area with a reliable customer base. As long as people continue to have a reason to travel downtown, they will. What is important is to ensure that destination points remain in the area to attract more visitors and shoppers.

Downtown revitalization will require continued investment in façade improvements, interior renovations, and streetscaping. To help finance these improvements, Evansville has established a rehabilitation tax increment district that provides low interest loans or grants to property owners seeking to restore the historic character of their building to promote its successful use. Historic commercial property owners are also eligible for the City Building Façade Improvement Grant Program. Moreover, municipal investments in streetscaping and available grant funding to restore buildings and provide handicap access are important.

By creating a walkable gateway leading into downtown Evansville, residents and visitors will have a place to gather. By providing places to purchase food and beverages for consumption on site (including outdoor dining), unique shopping, as well as, public gathering areas in a beautiful setting (e.g. parks, landscaping, public art, street and/or sidewalk arches, with buildings located close to the sidewalk), people will visit the area with more frequency and the community will be a destination for visitors.

Enhancing downtown Evansville also directly supports three of the central themes presented in this chapter. First, it can help to maintain the City's small-town atmosphere by beautifying the central business district and promoting investment therein versus development at the outskirts of the City that may distract from the compact, historic City-setting. Second, by providing residential choices in and around the downtown, opportunities for urban living are expanded consistent with the theme of that nature presented in this chapter. Finally, investment in downtown Evansville results not only in an attractive environment for local business development, but also visibly demonstrates a climate for business.

On the next page are some sample streetscape renderings. These illustrations are only meant to provide a sample of the potential impact of private investment in coordinated streetscaping. If a program were to be pursued locally, designs would need to be developed with input from local business owners to gain support for the project. This type of grassroots approach will bring the energy and support needed for the project to be successfully completed.



**FIGURE 10BB: ILLUSTRATIONS OF THE POTENTIAL IMPACT OF PRIVATE INVESTMENT IN COORDINATED STREETSCAPING.**

## Gateway Design

Many participants in the Cognitive Mapping Exercise described existing development along USH 14 as unattractive. The corridor is home to a variety of uses that have little relation to one another and are largely automobile oriented. The buildings do not reflect the historic character of the community. They provide no link to the downtown and they do not relate to Lake Leota or Allen Creek. The corridor is at risk of becoming a *drive by shopping area*.

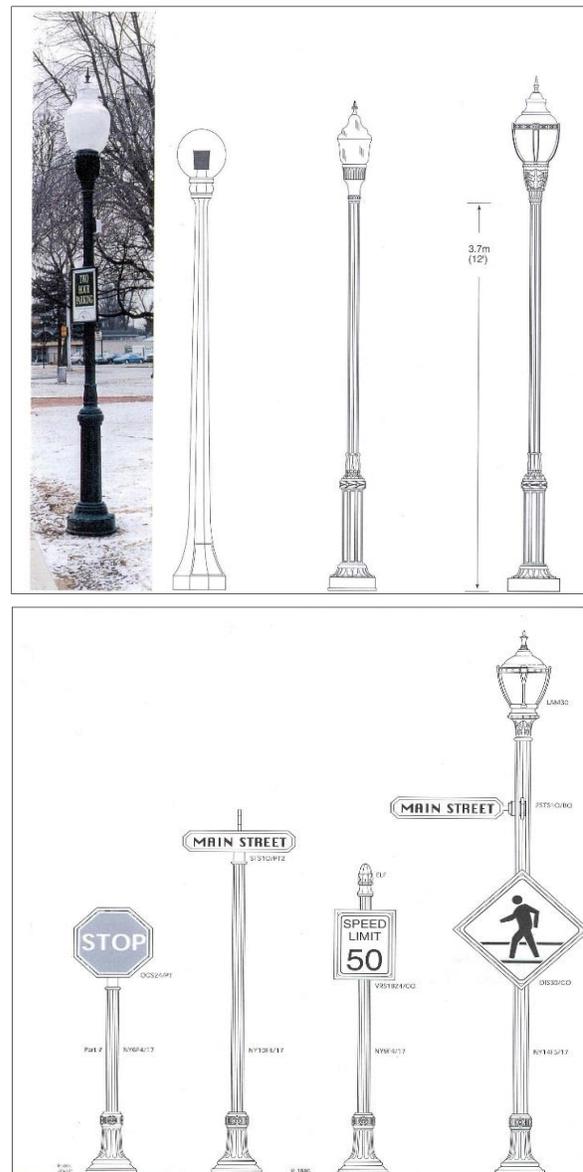
Additional streetscaping can improve this corridor and other Evansville gateways by providing a distinguishable business environment that brings customers to the area seeking a different shopping experience. Streetscape improvements to enhance this corridor would include landscaping (particularly in the form of street trees planted along the corridor and leading to downtown), consistent lighting features, and distinctive street signs (including banners). These treatments can help to define the street lines visually, add texture and natural color, provide needed optical screening and fill spaces currently void of design significance.

Many portions of the corridor lack the clearly defined paved edges and terraces (green spaces) that should separate sidewalks (or walkways) from street pavements and from parking lots. Sidewalks or trails immediately adjacent to vehicular traffic or parking lots discourage pedestrian travel because of the perception of hazard. Terraces separating sidewalks from vehicular traffic help to reduce this perception of hazard and promote a more pleasant pedestrian environment by furnishing an area off the sidewalk for the maintenance of street trees and other landscape plants, colorful patterned brick or stamped concrete, street furniture, decorative lights and benches, driveway aprons, snow storage, and a refuge from water splashed by passing vehicles.

With future development on the City's north side, the USH 14 corridor offers an opportunity for people to live in close enough proximity to businesses along the corridor to choose to walk to these destinations or use a trail along Allen Creek to get downtown without driving.

Given that Evansville residents have such a strong employment connection with Madison to the north, it is appropriate for Evansville to expand its gateways north closer to Madison.

There are a number of new uses that could be established along the gateways including, restaurants, cafés, pubs, food (e.g. bakeries, wine shop, candy store, etc.) and services like travel agencies, hairstylists, real estate agents, accountants, etc. Some of these businesses exist already, others can be added over time. Establishing appropriate



**FIGURE 10CC: (TOP) EXAMPLES OF DECORATIVE LIGHTING OPTIONS IN EVANSVILLE TO COMPLIMENT THE HISTORIC LIGHTING OF THE BUSINESS DISTRICTS.**

**(BOTTOM) EXAMPLES OF DECORATIVE SIGNAGE THAT IS COMPATIBLE WITH THE RESIDENTIAL CHARACTER OF THE AREA AND WITH A LEVEL OF DETAIL THAT IS ATTRACTIVE AND FUNCTIONAL FOR PEDESTRIANS AND MOTORISTS**

densities and walkable environments around these gateways will improve the viability and attractiveness of many of these businesses.

Design improvements to the gateway corridors will create a climate that supports business investment in the community. This statement is supported by the *Ady Voldedge Retail Market Analysis* for Evansville, which demonstrates the importance of an attractive environment for business development. Establishing urban design districts with design standards along all of Evansville's gateway corridors and investing in public infrastructure along these corridors are two methods of enhancing the attractiveness of the corridors and promoting private investments.

## How Was the Future Land Use Map Developed?

The *Future Land Use Map* was developed using a very specific process:

1. Natural resource areas were identified to understand development limitations.
2. Future population and household projections, in conjunction with zoning requirements, were examined to understand the extent of future residential development needed in the City.
3. Utility and community facility capacities were reviewed to ensure new development would be adequately serviced.
4. Planned and anticipated road and trail network changes were incorporated into the plan maps.
5. The results of the cognitive mapping exercise and community survey were reviewed to emphasize resident desires and expectations.
6. New Urbanism and TND approaches were used as a framework for planning for future development.

This process resulted in a build-out map for the community that was refined to accommodate expected development over the 20 year planning horizon (out to 2035). The future land use map also designates planned land use within Evansville's extraterritorial jurisdiction to better communicate future intentions. There is no timeline attached to the land between the planned future land use and the existing extraterritorial boundary. The result of this process is the detailed *Future Land Use Map* presented at the end of this chapter.

This plan respects property rights by illustrating planned development patterns for all property owners to understand and use to make their own personal development decisions. If a landowner disagrees with the *Future Land Use Map*, or another aspect of this plan, they have the right to petition the City to amend the document. Any amendments would occur through a public process, including a public hearing. Additionally, future land use designations do not force a landowner to change the land use of their property within the given time frame. However, it would be preferable for the Plan Commission to periodically initiate a process to review and recommend changes to the Future Land Use Map with public participation, so that proposed changes can be considered outside the context of a particular landowner's proposed development.

## How is the Future Land Use Map Used?

The *Future Land Use Map* is a planning tool for Evansville. In accordance with the **Smart Growth Law**, it should be used to guide the following actions:

- Official Mapping
- Subdivision
- Economic Development
- Infrastructure Investments
- Regulation
- Zoning

**City appointed and elected officials** should use the plan map in future land use decisions.

**Developers and residents** should understand the plan map is intended to direct development to certain areas where facilities and services are available and where the uses and forms are appropriate given the cultural, environmental, social, and economic contexts.

It is important to remember that a **plan is not a static document**. It must evolve to reflect current conditions. If not regularly **reviewed and amended**, it will become ineffective.

Applications for rezoning and development that are inconsistent with the *Future Land Use Map* must still be considered. In some situations, it may be desirable to amend the plan (and map) to accommodate a **compatible**, but previously unplanned use. Likewise, a change in county or regional policy, technological changes, or environmental changes may also impact the plan.

Any change to the plan (including the plan map) must be considered in the context of all nine required plan elements, including the visions, goals and policies expressed in this document. If an amendment is to be approved, the process must include a formal public hearing and distribution per the requirements of the Wisconsin Smart Growth Law. Any amendment must be recommended by the Plan Commission and approved by the City Council **before** development is permitted.

## Introduction to the Future Land Use Map

The future land use map is not intended to be a parcel by parcel designation of the future land use of the area, but rather a generalized idea of land uses that should occur in an area. As such, if a parcel is proposed to develop as mixed use but is designated on a future land use map as residential but is adjacent to a designated mixed use area, this may still be considered consistent with the future land use map.

The map illustrates the anticipated amount, location, and intensity of new development. The categories are broad enough to allow some mixing of uses while still separating incompatible uses. Special care should be taken to minimize impacts through buffers when locating more intensive uses next to primarily residential areas, such as industrial or regional business. Additionally, the design of new development is important. Highway corridors and other high profile areas of the City should be subject to a higher standard of design, as described earlier in the plan.

The *Future Land Use Map* was built from the *Existing Land Use Map*. Existing land use patterns and conditions are the foundation of the plan -- the beginning point from which to build the future. The *Future Land Use Map* designate general areas within the extraterritorial boundaries of Evansville to be developed in accordance with the requirements of local regulations. More land is designated for development on the future land use map than will likely be needed within the planning horizon, but it is important to plan for uses within the extraterritorial boundaries to ensure the long term health of the City, beyond the current 20 year planning horizon.

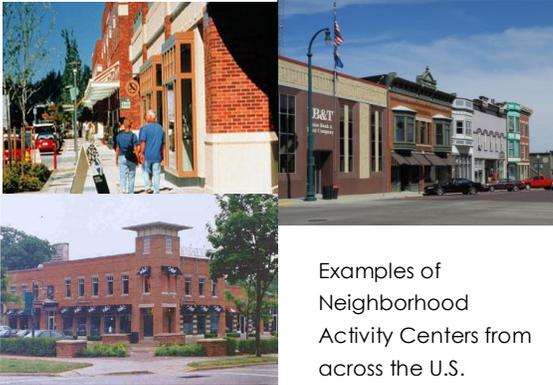
The Future land use map includes an expected future land use boundary, which denotes an estimate of the extent to which development may occur within the 20 year planning horizon. Much of this boundary follows the future sewer service area, which may be somewhat flexible depending on the types and extent of development proposed within the planning horizon. It is very important for development to occur adjacent to existing development to reduce the infrastructure costs to the city, ensure the farmland around the City remains contiguous, and maintain location efficiency.

Uses are located to take advantage of a cost effective extension of infrastructure, environmental and cultural context, economic conditions, and transportation considerations. By requiring development to occur in these areas in a logical succession, many of the City's goals can be attained. For example, the cost of providing services will be kept to a minimum, the character of the community will be preserved, there will be minimal interference with agricultural production, and overall property values will be maximized.

The following is a description of the land use categories used in the *Future Land Use Map*.

# City of Evansville Future Land Use Categories

Color	Future Land Use	General Description of Allowed Land Uses	Implementing Zoning Districts	Densities
	<b>Historic Neighborhood</b>	Mixed residential development of various densities that includes Evansville's historic districts, landmarks, potential contributing resources, and other older areas of the City. This district also includes some neighborhood businesses, public and institutional uses, and parks. This area should be subject to a higher standard of design (i.e. elements of traditional neighborhood design) than other established neighborhoods.	<b>Mix of R-1, R-2, R-3, B-2, B-1</b>	<b>1-30 du/acre</b>
	<b>Established Neighborhood</b>	Established mixed, but predominantly single-family residential development with some mixed use or neighborhood commercial development, community facilities, and parks. These areas are likely to accommodate infill development in a range of densities.	<b>Mix of R-1, R-2, R-3, B-1</b>	<b>1-20 du/acre</b>
	<b>Planned Neighborhood</b>	Predominately medium to high density single family homes (e.g. 4,500 to 12,000 square foot lots), with some attached townhomes and rowhouses, two-family homes, multifamily housing, units in mixed use buildings, parks, neighborhood commercial, community facilities, and stormwater detention areas.	<b>TND, Mix of R-1, R-2, R-3, B-1, B-2</b>	<b>3-25 du/acre</b>
	<b>Central Mixed Use</b>	This area is characterized by primarily historic mixed use buildings with shops and services on the lower floors and residences behind the shops and on the second and third stories. Opportunity exists to expand the central mixed use district further east to include the Allen Creek and North Union Street corridor. It is also expected that some homes in this area will be converted for use as small scale commercial uses, including dental offices, coffee shops, or law offices. Any redevelopment should be in the traditional neighborhood design.	<b>B-2</b>	
	<b>Mixed Use</b>	Highly walkable mixed use development with a mix of neighborhood commercial and housing. Utilizes vertical (residential and commercial on the same site) and horizontal (residential and commercial adjacent). Housing is predominately multifamily and high density single family (attached and detached) and high density two family attached housing. Predominately follows the principles of Traditional Neighborhood Design.	<b>B-1, B-2, TND, PUD, R-3</b>	<b>6-40 du/acre</b>

	<p>Central focal point for planned neighborhoods that follow the Traditional Neighborhood Design principles will include one or a combination of: a high density mixed use center, prominent public park or gathering area, or prominent social or civic institutions. Neighborhood businesses could include coffee shops, beauty salons, drycleaners, ice cream parlors, restaurants, pubs, daycare, movie rental stores, athletic clubs, etc.</p> <div data-bbox="496 562 1049 947">  <p>Examples of Neighborhood Activity Centers from across the U.S.</p> </div>	<p><b>B-2, TND, PUD</b></p>	<p><b>20+ du/acre</b></p>
		<p><b>Regional Business</b></p> <p>Businesses designed to serve the region, such as automotive dealers, large grocery stores, and big box retailers. Strategic building placement, generous landscaping, and abundant pedestrian amenities should be required to screen parking lots and loading areas, and maintain the small town character and walkability of the City.</p>	<p><b>B-3, B-4, O-1</b></p>
	<p><b>Walkable Business</b></p> <p>High quality indoor commercial, retail, office, and service businesses designed to be pedestrian friendly. Sites will have generous landscaping and be oriented to minimize the visual impact of parking lots, including sharing parking lots.</p>	<p><b>B-2, TND, PUD, O-1</b></p>	
	<p><b>Government and Public</b></p> <p>This category includes public and government uses such as City Hall, the Evansville Police and Fire Station, Evansville Community School District sites, EMT space, cemetery space, and the wastewater treatment plant.</p>	<p><b>R-1, R-2, R-3, B-1, B-2, B-3, I-1, I-2, I-3, TND</b></p>	
	<p><b>Social and Institutional</b></p> <p>This category includes nongovernmental social institutions such as churches, community centers and special care facilities such as skilled nursing homes.</p>	<p><b>R-1, R-2, R-3, B-1, B-2, B-3, I-1, I-2, I-3, TND</b></p>	

	<b>Small Scale Industrial</b>	Small scale manufacturing, food processing, brewing, storage, and supporting uses such as offices and sales floors. Performance standards and buffers may be needed to reduce conflicts with adjacent land uses. These uses may be appropriate to mix with commercial and residential land uses.	<b>I-1</b>
	<b>Large Scale Industrial</b>	Large scale heavy manufacturing, processing, and storage. Associated with higher amount of pollution, noise, and potential nuisances. Performance standards and buffers are needed to reduce conflicts with adjacent land uses.	<b>I-2</b>
	<b>Parks and Recreation</b>	Land used for active or passive recreation. Can include sports fields and parks with facilities and playgrounds, natural land with multi-use paths, and linear trail corridors.	<b>C-1, C-2, R-1, R-2, R-3</b>
	<b>Open Space and Conservation</b>	This includes open space and conservation land. Most of these areas face environmental limitations that will likely limit their development potential or are environmentally significant in some way. This also includes areas that are designated for stormwater management or water quality purposes. Should a development proposal occur which includes (or is adjacent to) an area with development limitations, it will be important for the development plan to indicate the limits of special environmental features through site specific analysis, including field surveys and soil borings. As a result of this site-specific analysis, it may be determined that some of the mapped areas are in fact developable. The Plan Commission will direct development away from lakes, creeks, wetlands, floodplains, areas of severe slope (i.e. more than 12%), hydric soils, and wildlife habitat.	<b>C-1, C-2</b>
	<b>Agricultural Preservation</b>	Lands identified by Rock County as priority agricultural lands.	<b>Town Zoning</b>
	<b>Agricultural</b>	These areas include actively cultivated farmland and lands that are not presently being farmed, but are not developed and not part of an environmental corridor.	<b>A-1, Town Zoning</b>

<b>Rural Conservation Subdivisions</b>	Clustered conservation subdivisions near environmentally sensitive areas with large amounts of common open space. This type of development is appropriate adjacent to conservation and agricultural preservation areas where the City does not have planned growth and where low impact development is needed to protect adjacent lands.	<b>Town Zoning</b>
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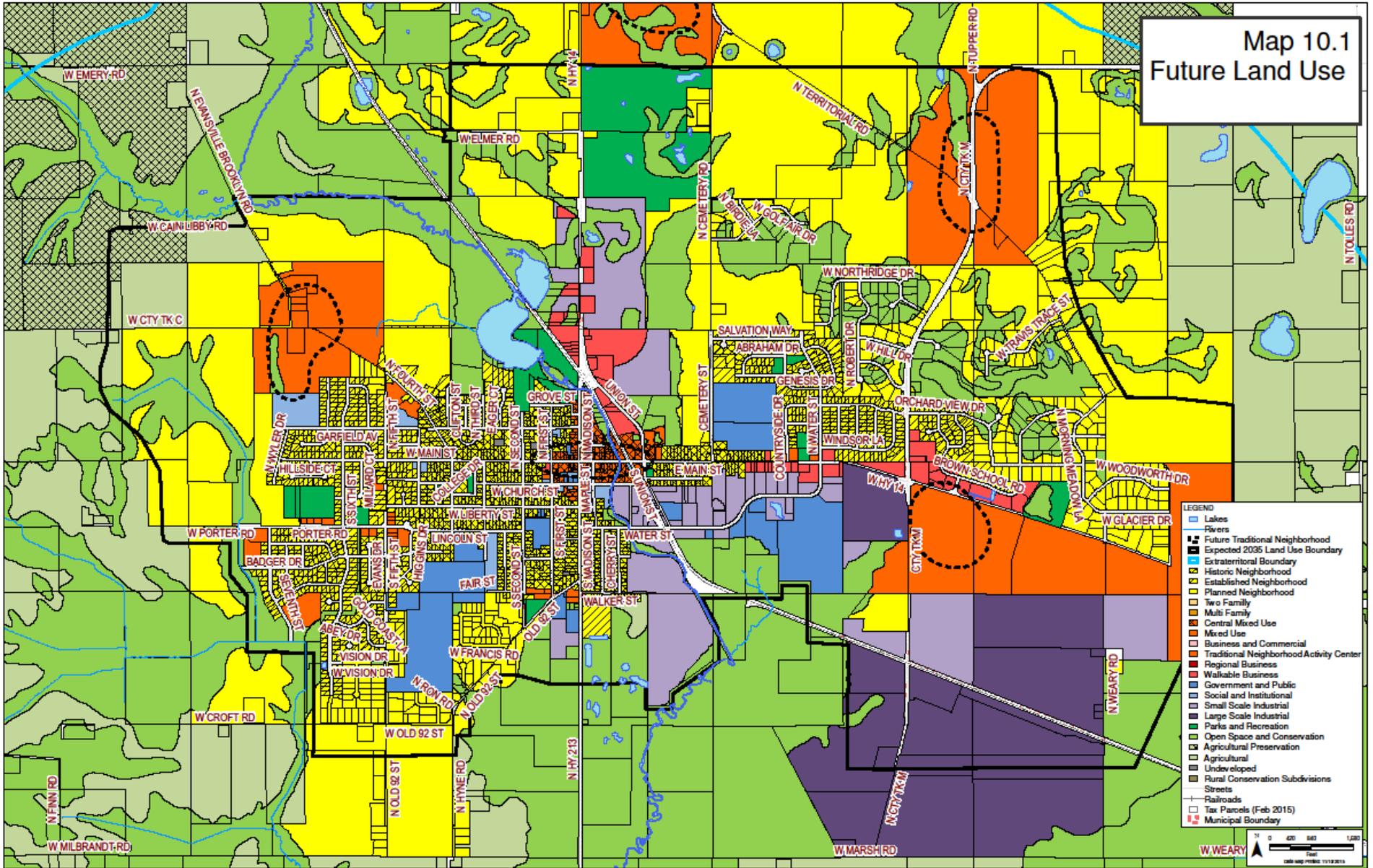
### Future Land Use Projections

Table 10.1 shows the projected land use needs for residential, commercial, and industrial growth by 2035. It is projected that the City will need an additional 198 acres of land for residential, 30 acres of land for commercial development, and 76 acres of land for industrial development. Typically, these land needs are met by land in the City that has not been developed or land that may be annexed into the City in the future.

Map 10.1: Future Land Use Map illustrates the total available land for development within the Expected 2035 Land Use Boundary, which coincides with areas serviceable by the City's utilities and community facilities. This allows for flexibility in the demand for any specific land use by providing ample developable acreage under each category.

	2015	2020	2025	2030	2035	Change in Acreage
<b>Evansville Population Projections</b>	<b>5,135</b>	<b>5,700</b>	<b>6,115</b>	<b>6,520</b>	<b>6,855</b>	<b>n/a</b>
<b>Residential (Acreage)*</b>	572	640	687	733	770	198
<b>Commercial (Acreage)</b>	<b>90</b>	<b>100</b>	<b>107</b>	<b>114</b>	<b>120</b>	<b>30</b>
<b>Business &amp; Commercial</b>	84	93	100	107	112	28
<b>Mixed Use</b>	6	7	7	7	8	2
<b>Industrial (Acreage)</b>	222	245	266	283	298	76
<b>Total Additional Acreage Needed</b>		101	75	70	58	304
<b>Agricultural/ Platted Undeveloped (Acreage)</b>	540	439	364	294	236	-304
<b>* Includes acreage from mixed use development</b>						
<b>Source: WI Department of Administration - Demographic Services Center, March 2014</b>						

The projections for future land use demand in Table 10.1 above are determined by extrapolating the current ratio of land use to population for each category, and then applying that ratio across the 20 year planning horizon. The use of current land use ratios in some cases causes land use projections to contradict with goals highlighted elsewhere in this plan. For example, the Future Land Use Map identifies several locations for mixed use development and this plan establishes a goal to amend current zoning ordinance to allow for a mix of uses; however, projections show only a small increase for future land use demand in this category. Changes in land use trends nationwide indicate a much higher demand for this type of use than projections indicate. In addition, the mix of uses will likely also impact the change in areas deemed residential or commercial, as mixed used use developments have higher densities and provide for more efficient use of space.



## Land Use Goals and Objectives

These Land Use goals and objectives serve as a way to put the vision statement into action, through a series of to dos. Below are Goals and objectives for the Future Land Use Chapter:

<b>Land Use Goal #1</b>			
<b>Create a healthy, livable community that attracts quality residential and business development.</b>			
<b>Supporting Objectives</b>	<b>Champion / Partner</b>	<b>Potential Funding Source</b>	<b>Milestone Date</b>
<b>1. Review and revise Evansville’s zoning code to remove obstacles to walkable urban development and discourage drivable suburban development. This may include revisions to the existing zoning code or the adoption of a form based or hybrid zoning code.</b>	Community Development Director, Plan Commission	City Budget	2016
<b>2. Develop connectivity standards within the subdivision regulations of the Municipal Code to promote better street connectivity though the community.</b>	Community Development Director	City Budget	2017
<b>3. Review and enhance the landscaping ordinance and create a brochure to explain how to use it to make the ordinance more user friendly.</b>	Community Development Director	City Budget	2017
<b>4. Use traffic calming techniques in Evansville, including existing and new developments, to increase safety and walkability.</b>	Community Development Director, Municipal Services	City Budget	Continuous
<b>5. Perform a feasibility and corridor study for a trail along the Allen Creek Corridor</b>	Community Development Director		2016
<b>6. Recruit a developer to design and build a Traditional Neighborhood Development in Evansville.</b>	Community Development Director		2020
<b>7. Create a lighting ordinance reduce light pollution and standardize lighting across the City.</b>	Community Development Director, Plan Commission		2016
<b>8. Establish density and design standards using Transit Oriented Development principles along potential transit corridors and park &amp; ride sites.</b>	Community Development Director, Plan Commission		2017

<b>Land Use Goal #2</b>			
<b>Resolve annexation and boundary disputes in a mutually beneficial manner.</b>			
<b>Supporting Objectives</b>	<b>Champion / Partner</b>	<b>Potential Funding Source</b>	<b>Milestone Date</b>
1. Permit and encourage the development of cluster or conservation subdivisions adjacent to environmental corridors at the edge of Evansville's long term growth area to maintain open spaces, wildlife habitat, scenic vistas and to buffer Evansville and nearby agricultural areas.	Community Development Director, Plan Commission	NA	Continuous
2. Adopt an extraterritorial zoning ordinance to ensure Evansville plans and intentions are made clear to surrounding local governments.	Plan Commission, Common Council, Town of Union Board		2020
<b>Land Use Goal #3</b>			
<b>Create a destination point for residents and visitors.</b>			
<b>Supporting Objectives</b>	<b>Champion / Partner</b>	<b>Potential Funding Source</b>	<b>Milestone Date</b>
1. Improve Evansville's downtown and gateways so that they become a community focal point for quality development using tax increment financing, grants, and private investment.	EDC, ERA, Municipal Services & Chamber	Tax Increment	Continuous
2. Expand identification, wayfinding, and historic street signage to direct visitors through the community and to points of interest. Provide information kiosks to enhance points of interest.	Municipal Services Committee, Chamber, Tourism Commission	City Budget	Continuous
3. Improve landscaping of the gateways, particularly the installation of terrace trees.	EDC & Department of Municipal Services	Private Developers, WisDOT	Continuous
4. Standardize lighting to meet the needs of both motorists and pedestrians, enhance a historic theme, and reduce light pollution.	Plan Commission, Municipal Services	Private Developers & City Budget	Continuous
5. Encourage redevelopment of the area through marketing, zoning, and other incentives.	Community Development Director, City Administrator, Common Council, EDC, Plan Commission	Chamber, ECP, City Budget	Continuous

<b>Land Use Goal #4</b>			
<b>Amend the Zoning Code to ensure development is consistent with the residents' desires and visions expressed in this plan.</b>			
<b>Supporting Objectives</b>	<b>Champion Partner</b>	<b>Potential Funding Source</b>	<b>Milestone Date</b>
1. Amend the zoning ordinance to allow for a greater mix of commercial and industrial uses in the same district that are complementary to each other.	Community Development Director, Plan Commission, Common Council	City Budget	2016
2. 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.	Community Development Director, HPC, Plan Commission, Common Council	City Budget	2016
3. Amend the zoning and subdivision chapters of the Municipal Code to address requirements for conservation subdivision development.	Community Development Director, Plan Commission, Common Council	City Budget	2018
4. Create a design ordinance or a design overlay district with specific standards for gateways, 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.	Community Development Director, Plan Commission, HPC, Common Council	City Budget	2018
5. Complete a critical review of the Zoning Code to consider the potential for replacing the existing code with one based on form and performance standards. This approach would result in far fewer zoning districts and serve to simplify development in the City.	Community Development Director, Plan Commission, HPC	City Budget	2016
6. Restore buffer requirements in the landscaping ordinance between incompatible uses to promote a greater mix of uses while reducing potential conflicts.	Community Development Director, Plan Commission	NA	2017
7. Require landscaping and pedestrian walkways in and around parking lots, especially for large parking lots (e.g. regional businesses, auto dealerships, grocery stores).	Community Development Director, Plan Commission	NA	2017