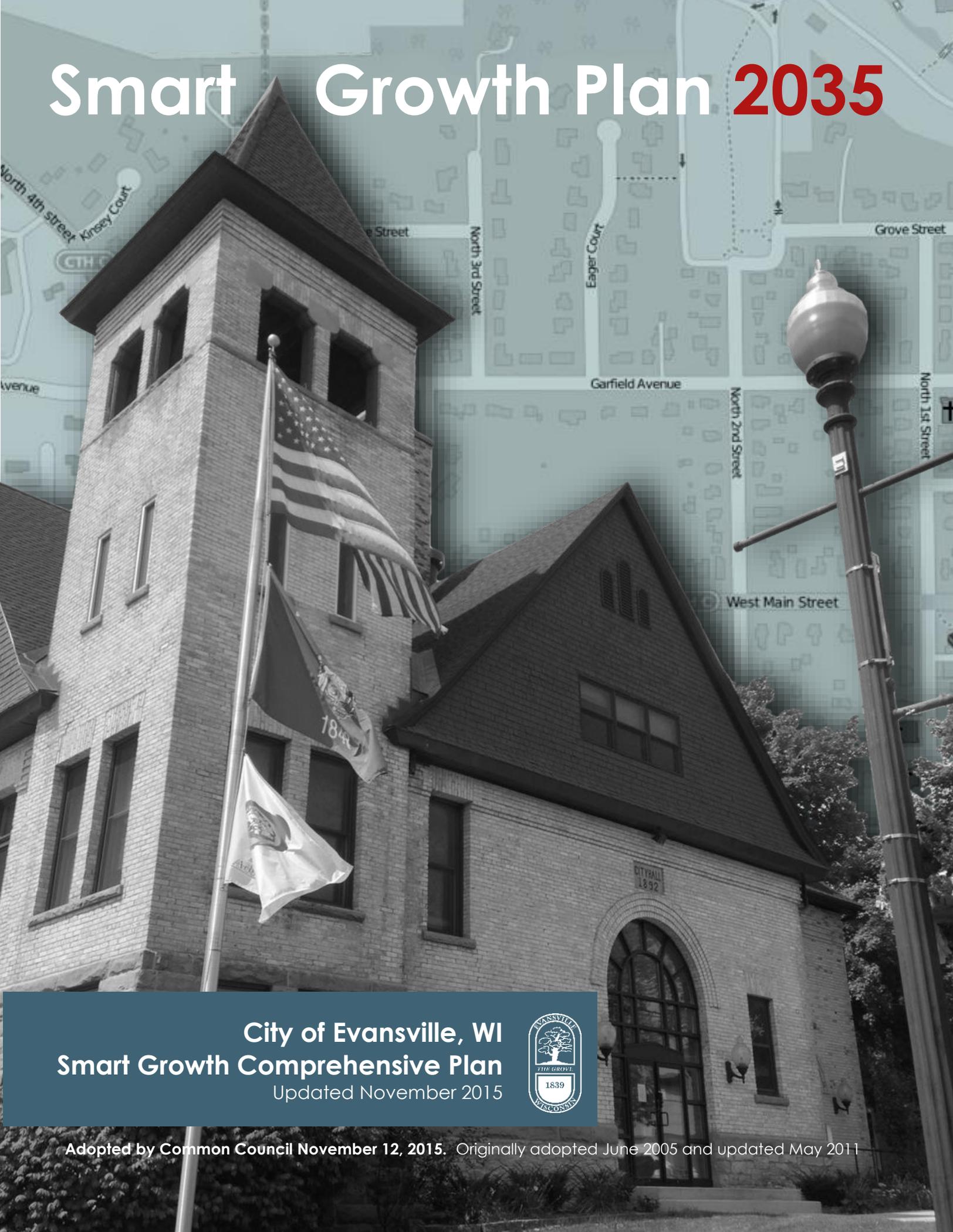


Smart Growth Plan 2035



City of Evansville, WI
Smart Growth Comprehensive Plan
Updated November 2015



Adopted by Common Council November 12, 2015. Originally adopted June 2005 and updated May 2011

City of Evansville Comprehensive Plan

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1. Smart Growth Summary

A Vision for 2035

Evansville is a unique, inclusive and vibrant city with the atmosphere and character of a small urban village. Quality of life is high, with recreation and services easily accessible by many modes of transportation. A sense of community is promoted through urban design and mutual respect.

The historic identity of Evansville is reinforced by continuous architectural maintenance and restoration throughout the City, while innovative City policies and property owners maintain modern amenities, management practices, and energy independence. Evansville's downtown is a successful, active and attractive gathering place for shopping and community events, providing a vibrant third space for residents, employees and visitors. Evansville is an inviting place for entrepreneurs and start-ups, with many innovative businesses populating the City.

The Smart Growth Law

In 1999, the Comprehensive Planning Law was adopted in Wisconsin. The law was developed to provide a framework for planning throughout the state. Up until that time, some communities were planning, but many more were making land use decisions without a long-range plan in place. Plans that did exist varied greatly from community to community with respect to their format, content, and ultimate use in the decision-making process.

The intent of Wisconsin's Comprehensive Planning Law is to provide an open, public planning process that can result in quality, community-based plans. Plans developed under the law are rich with information about present conditions, desired future conditions and supporting goals, objectives and policies aimed at achieving the future vision of the community.

Evansville's Planning Process

The City of Evansville decided to develop this plan as a tool to balance the City's comparatively rapid growth rate (the fastest in Rock County) and desire to maintain its "small-town" charm. Evansville is a very desirable place to live. Growth rates during the past two decades reflect this fact (see chapter 3-demographic profile). In the community survey prepared as part of this planning process, 94% of respondents indicated they were very satisfied or satisfied with Evansville as a place to live. The City wants to manage new development to control potential adverse impacts to the City's character and resident satisfaction with Evansville as a place to live.

Throughout the planning program, Evansville felt it was important to solicit input from the many different stakeholders living and working in the City. Therefore, the City facilitated a public planning process that offered several opportunities for public participation including meetings, presence at community events, community-wide surveys and an interactive internet web site. The input from local stakeholders served as a guide in the development of this plan. Accordingly, information from the community survey and public meetings is highlighted within the plan.

What's in the Plan?

This plan is divided into twelve chapters organized around the required plan elements described in the planning law.

- The Introduction provides additional information about the state planning law and past City planning efforts.
- The Issues and Opportunities Chapter highlights the City's strengths, weaknesses, opportunities and threats as identified by local stakeholders. This information served as the foundation for understanding what is working in Evansville and what could be improved.
- The Community Profile examines important local demographic, economic, and housing facts and trends.
- From there, the plan moves into a series of chapters dedicated to specific topics (e.g. housing, transportation, utilities and community facilities, natural and cultural resources, and economic development). Each of these chapters includes a vision for the future, an inventory of existing conditions, a series of policies aimed at reaching the vision, and specific goals and objectives to pursue over the next 20 years. Some of the important topics discussed in these chapters include the need to maintain adequate sewer and water infrastructure to accommodate urban development, the need for a variety of housing to meet the different needs of Evansville's residents, street connectivity, walkable development patterns and economic expansion to support the tax base and provide quality local employment and shopping choices.
- Chapters 9 and 10 focus on land use. Chapter 9 profiles existing conditions, codes, and trends. Chapter 10 highlights themes for planning in Evansville and concludes with the Future Land Use Map that will serve as a guide for decision-making.
- The next chapter profiles the relationship between Evansville and its intergovernmental partners with respect to planning and development (e.g. WisDOT, WDNR, nearby towns, Rock County, Evansville Community School District and others). A central point in the chapter is the need to expand partnerships with neighboring towns and the Evansville Community School District.
- Finally, the Implementation Chapter outlines the monitoring and review process that will support plan implementation.

Themes for Planning in Evansville

In developing this plan five important themes were defined. These themes provide a framework for understanding future development in Evansville. The themes are discussed at length in Chapter 10, but as a means of introduction, the themes are:

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.**

A Commitment to Planning

Consistent with Wisconsin's Comprehensive Planning Law, Evansville will use this plan when making land use decisions. The plan is a living document and must be reviewed and revised frequently to ensure that it remains an up-to-date and effective decision-making tool.

2. Introduction

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The City of Evansville

Evansville, Wisconsin, is located in south-central Wisconsin, twenty miles south of the state capitol and eighteen miles northwest of Janesville.

Evansville is the fastest growing community in Rock County. It offers a historic backdrop for its business and industrial sectors. The streets of Evansville Wisconsin are an architectural museum of homes that date from the 1850s to the modern era.

From Lake Leota Park to the "high-tech" high school, Evansville provides a unique richness of life for its residents and visitors.

What Planning is?¹

- Planning is an orderly, open approach to determine local needs, goals and priorities, and develop a guide for action.
- Planning is a concentrated effort by a community to reach a balance between the natural environment and residential, commercial, industrial and agricultural development.
- A plan is an outline for public officials and private citizens to use in making informed decisions that will affect their community.
- Planning is a process that helps a community prepare for change rather than react to it.

Planning is not...

- An attempt to replace market forces of supply and demand. It helps shape and channel market forces by establishing certain guidelines to manage development.
- Action. A plan is only a guide for action and implementation.
- An instrument for immediate change. Change will occur incrementally as the plan is implemented.
- Static. Good planning requires continual review of implementation successes and failures, citizen desires and the surrounding environment so that the plan can be adjusted as needed.
- Zoning. A comprehensive plan is a foundation and guide for many tools that may be used to implement the plan. Zoning is one of these tools. Utilities, capital improvements planning, and subdivision regulations are examples of other tools.

Background

The City of Evansville's 1986 Master Plan functioned as a basic land use plan with little emphasis placed on utilities, community facilities and intergovernmental coordination.

In 1996, the City of Evansville completed an update of the 1986 plan that included changes to the plan map, coordination efforts with the Town of Union and Rock County to discuss future development strategies, and updated goals, objectives and policies.

In January 2002, the City of Evansville formed a Smart Growth Planning Committee (SGPC), selecting OMNNI Associates as a consultant in July of 2003. The 2003 Smart Growth Plan, adopted in June 2005, exemplified the City's ongoing wishes to act proactively – to set its own ground rules for the types of development that will benefit the City. A kickoff meeting, intergovernmental meeting, stakeholder workshops, map forum, open house, community survey, and working meetings were all conducted in the course of gathering input, laying the groundwork for this plan.

¹ Mike Koles, Comprehensive Planning Fundamentals, UW-Extension, 2000.

This update to the Smart Growth Plan, begun in 2014 and adopted in October 2015, stands as a demonstration of the City's proactive values for future development. The chapters incorporate 2010 census information and identify implementation progress, refining and extending the plan horizon to the year 2035.

Why Develop a Plan?

This plan is being made with the general purpose of guiding and accomplishing coordinated and harmonious development of the City which will, in accordance with existing and future needs, promote public health, safety, order, convenience, prosperity and general welfare, as well as efficiency and economy in the process of development.

Scope of This Document

This 20-year City of Evansville Comprehensive Plan, includes four major components:

- A profile of the demographic, economic and housing characteristics of the City;
- An inventory and assessment of the environment, community facilities, and natural resources;
- Visions, goals, objectives, policies and implementation strategies; and
- A land use map that depicts the future land use patterns in the City.

This plan was developed under the authority of 1999 Wisconsin Act 9, Wisconsin's "Smart Growth" Law. The law requires that a 20-year comprehensive plan be developed and adopted by all units of government that wish to have a role in land use issues. The law authorizes municipalities to prepare and adopt comprehensive plans to serve as guides for the development of their communities, and requires that land use decisions are consistent with the plan.

The City of Evansville Comprehensive Plan is divided into a series of chapters following the nine (9) required elements defined in the Smart Growth Law:

1. Issues and Opportunities (Chapter 3)
2. Housing (Chapter 4)
3. Transportation (Chapter 5)
4. Utilities and Community Facilities (Chapter 6)
5. Agricultural, Natural and Cultural Resources (Chapter 7)
6. Economic Development (Chapter 8)
7. Land Use (Chapter 9 and 10)
8. Intergovernmental Cooperation (Chapter 11)
9. Implementation (Chapter 12)

In addition, the state requires that these elements be developed in concert with Wisconsin's 14 goals for local planning. These goals are highlighted throughout this plan and listed below.

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.

Vision: An overall statement related to each of the nine required elements expressing the City's expectations for the future. These statements provide a framework and context to consider when making future land use decisions.

Goal: A statement that describes, usually in general terms, a desired future condition. Goals will usually only address one specific aspect of the vision.

Objective: A statement that describes a specific action or condition that is to be attained within a stated period of time. Objectives include ordinances changes, new programs, and other tasks. The objectives serve as a "to do" list to implement the plan. To be effective, objectives must be evaluated regularly and updated as necessary.

5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
6. Preservation of cultural, historic and archaeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing 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.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

Public Involvement

The *City of Evansville Comprehensive Plan* was developed in an environment rich with opportunities for public input. To gain citizen understanding and support throughout the planning process the public was provided with a variety of meaningful opportunities to become involved in the process. What follows is a description of the primary opportunities for public input in the planning program. The adopted *Public Participation Plan* is provided as an Appendix to this plan.

Community Surveys

In 2014 a Community Survey administered by University of Wisconsin Oshkosh was sent to all residents in Evansville, 712 responses were received. A 2015 Visual Preference Survey was also completed with over 200 participants. The results of the surveys are presented throughout this plan to highlight resident opinions and interests. The surveys are summarized in greater detail in Chapter 3. A copy of the survey results are provided in the Appendix.

Intergovernmental Coordination

Meetings including neighboring units of government helped to coordinate the elements of this Plan with the region. During this update process, discussions with the Evansville School District, the Town of Union and Wisconsin Department of Transportation (WisDOT) recognized successes, challenges and existing plans that Evansville should be aware of.

Community Mapping

A tabletop sized map of Evansville was presented at a City-staffed station during the 2015 Community Activity Fair to collect public input and comments from attendees. At the same time, people were taking the opportunity to sit at a laptop computer provided for completing a Visual Preference Survey designed for Evansville residents. This event allowed ideas to be shared in an informal setting. The product of this mapping exercise and the conversations it inspired were used in developing the *City of Evansville Future Land Use Maps*.



FIGURE 2A: 2015 ACTIVITY FAIR

City Values

During the “kick-off” meeting held in August 2003, participants were asked to identify the values that influence people to remain, take pride in, and become actively involved in the community. These values were very similar to a values list generated at a 2001 public gathering hosted by the Evansville Community Partnership. The 2014 City-Wide Survey results indicate these values remain important.

These value statements provide direction for implementation of the *City of Evansville Comprehensive Plan*. Moreover, these values clearly indicate that residents share a strong sense of community identity and pride closely associated with the rural character and natural areas that make Evansville a desirable place to live.

- We value the small town atmosphere. Evansville is really the City you think of when you hear things like: “home town”, “heartland America,” and the “real” America.
- We value the beautiful City parks.
- We value the golf course.
- We value the strong sense of community history defined by historical buildings/ architecture, traditional downtown and beautiful homes.
- We value our well-maintained historic district.
- We value our well-maintained City environment.
- We value our resident involvement in the community.
- We value our ease of daily living because everything is close by and easy to get to (i.e. dentist, doctor, post office, schools, shopping, restaurants).
- We value our sense of safety and closeness of the community – everyone knows everyone.
- We value our low crime rate.
- We value the peaceful, rural agricultural setting beyond City limits.
- We value the relaxed quality of living the City offers.
- We value local events that build community (i.e. 4th of July Parade, Community Garage Sale, Community Theater).
- We value our great library.
- We value our generous businesses who give money and time to community projects.
- We value our housing choices.
- We value our trees.
- We value our friendly residents.
- We value Lake Leota.
- We value the school district.
- We value our central location between Madison, Janesville and Beloit.
- We value the fact that Evansville is a great place to raise a family.
- We value the quiet streets.
- We value our small City size.

Residents are Satisfied with Evansville as a Place to Live

The 2014 Survey showed, 94% of residents are satisfied (62% or very satisfied (32%) with Evansville as a place to live.

3. Issues and Opportunities

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Issues and Opportunities Vision

Evansville is a unique, inclusive and vibrant city with the atmosphere and character of a small urban village. Quality of life is high, with recreation and services easily accessible by many modes of transportation. A sense of community is promoted through urban design and mutual respect.

The historic identity of Evansville is reinforced by continuous architectural maintenance and restoration throughout the City, while innovative City policies and property owners maintain modern amenities, management practices, and energy independence. Evansville's downtown is a successful, active and attractive gathering place for shopping and community events, providing a vibrant third space for residents, employees and visitors. Evansville is an inviting place for entrepreneurs and start-ups, with many innovative businesses populating the City.

Introduction

The character and identity of a city is crucial to the planning process. Those characteristics and factors that individuals associate with a given location provide a frame of reference for future planning and development. Characteristics and factors, as well as a vision of what the future should look like, are essential in order to provide a summary and analysis that addresses the issues and opportunities for the city.

Wisconsin's Smart Growth Comprehensive Planning Law requires that the Issues and Opportunities Element provide background information about the community, as well as, overall visions to guide future development and redevelopment over a 20-year planning period. This chapter presents the overall vision for Evansville, influenced by current conditions and public involvement in the planning process.

Community Profile

Evansville's demographic and economic statistics provide a window into how Evansville has changed over time, and how it will change over the next 20 years. Determining trends and projections for these changes are an important instrument to project Evansville's future.

This section provides a review of Evansville's demographic and economic statistics.

Demographic Profile

The planning process for Evansville begins with a profile of the people who live, work, play and own property in the City. This section analyzes the size, composition and trends of the population. This information is critical to forecasting the need for community facilities and services, since it is people who will demand better schools, roads, parks, jobs and other public services.

Population Trends & Projections

The City has experienced dramatic population gains over the last three decades as shown in Table 3.1. This growth has slowed since the Great Recession in 2008, but is accelerating again in 2014-2015. In fact, Evansville is the fastest growing incorporated community in Rock County. A comparison of growth in adjacent communities is provided for reference. What is especially significant from the table is that the City's share of the total county population is steadily increasing.

Table 3.1: Historic Population Trends							
Location	1980	1990	2000	2010	2015*	Actual Chg. 1990-2015	% Change 1990-2015
City of Evansville	2,835	3,174	4,039	5,012	5,135	1,961	61.8%
Town of Center	908	861	1,005	1,066	1,055	194	22.5%
Town of Magnolia	746	717	854	767	755	38	5.3%
Town of Porter	940	953	925	945	955	2	0.2%
Town of Union	1,329	1,537	1,860	2,099	2,109	572	37.2%
Evansville % of Rock County Pop.	2.0%	2.3%	2.7%	3.1%	3.2%	N/A	N/A
Rock County	139,420	139,510	152,307	160,331	160,059	20,549	14.7%
Dane County	323,545	367,085	426,526	488,073	508,379	129,936	38.5%
Source: WI Department of Administration - Demographic Services Center, Jan 2015; US Census Bureau 1980-2010							
* Estimated 2015 population							

Wisconsin is expected to gain approximately 800,000 people between 2010 and 2040, a 14% increase. Following is a summary of population projections in the State of Wisconsin for the next 20 years.¹

- Increase in net migration.
- Increase in overall population.
- Slight increase in working age population until 2020, then slow decline after 2020.
- Slight increase in school age population.
- 100% increase in elderly populations and a 140% increase in very elderly (older than 85) populations between 2010 and 2040.
- Increase in life expectancy from 77.3 (males) and 82 (females) in 2010 to 81.5 and 85.7 in 2040.

Table 3.2 projects the population of Evansville through 2035. Comparisons to surrounding communities are provided for additional understanding of regional growth. Based on the information provided in Table 3.2, the City population is expected to steadily increase over the next 20 years. The figures also show a corresponding increase in the City's share of the total county population.

Table 3.2: Population Projections 2015-2035						
Year	2015	2020	2025	2030	2035	% Change 2015-2035
City of Evansville	5,255	5,700	6,115	6,520	6,855	30.4%
Town of Center	1,075	1,120	1,160	1,195	1,215	13.0%
Town of Magnolia	755	760	755	745	730	-3.3%
Town of Porter	970	1,010	1,040	1,065	1,080	11.3%
Town of Union	2,150	2,280	2,400	2,510	2,595	20.7%
Evansville % of Rock County Pop.	3.2%	3.4%	3.5%	3.6%	3.8%	N/A
Rock County	162,550	169,130	174,500	179,360	182,170	12.1%
Dane County	505,410	530,620	555,100	577,300	593,440	17.4%
Source: WI Department of Administration - Demographic Services Center, March 2014						

Population Density

More than 5,000 residents live in the City of Evansville which covers approximately 3 square miles. As people continue to move into the City, additional areas will be annexed to accommodate growth. The City must take action to ensure that new residential development will include a variety of single-family homes and multiple family housing choices that respect the historic, small town feel of the community. The City must closely maintain its historic population density to ensure that development is compact enough to allow residents the opportunity to

¹ Egan-Robertson, David. December 2013. *Wisconsin's Future Population: Projections for the State, Its Counties and Municipalities, 2010-2040*. UW-Madison Applied Population Laboratory and Wisconsin Department of Administration Demographic Services Center.

comfortably walk to local shopping, parks, schools, the library and other destination points, and to preserve surrounding farmland and natural resources.

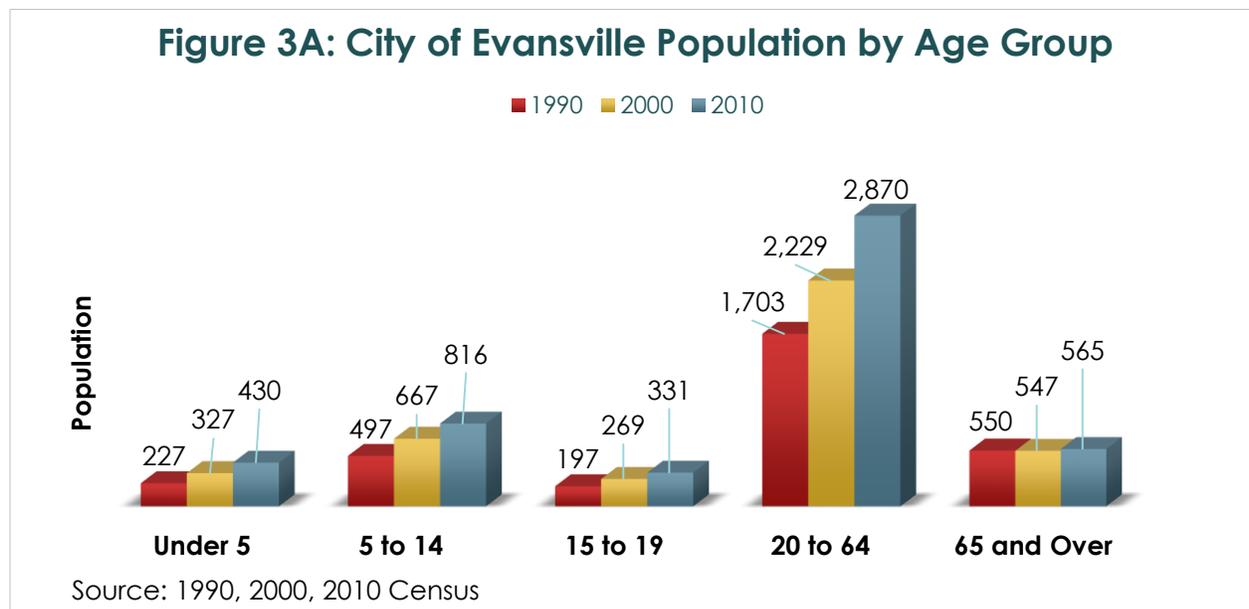
Population Characteristics

In 2010, the population of the City of Evansville was 48.9% male and 51.1% female. 97.5% of the residents reported their race as white in the 2010 U.S. Census.

The median age of a City of Evansville residents reported in 2012 was 35.2, lower than the Rock County median age (38.3) and the State of Wisconsin median age (38.5). Table 3.3 tracks the population of City residents, by age, over the last 20 years.

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

Source: 1990, 2000, and 2010 Census



Since the population has grown significantly since 1990, all age segments saw an increase in total population. However, the increase was not evenly distributed. The data reveals:

- The number of children has been steadily increasing. To accommodate this growth, the school district built a new high school facility in 2002. However, school district enrollment decreased between 2008 and 2013. The 2014-2015 school year showed the first increase in total enrollment in the last 7 years.

- Inversely, the percentage of residents over the age of 65 decreased between 1990 and 2010.
- The greatest percent increase of residents was between the ages of 20 to 64. It is necessary to look more closely at the breakdown within this large age group.

	City of Evansville	Rock County	Dane County	Green County
Under 5	8.6%	6.5%	6.2%	6.4%
5 to 14	16.3%	14.0%	12.0%	13.6%
15 to 19	6.6%	7.2%	6.7%	6.4%
20 to 34	18.8%	18.5%	25.9%	15.5%
35 to 49	22.9%	21.0%	20.5%	21.5%
50 to 64	15.4%	19.3%	18.5%	21.6%
65 and Over	11.3%	13.6%	10.4%	15.0%
Median Age	34.7	38.0	34.4	41.1
Source: 2010 Census				

- Census data reveals that the largest portion of this age group is between the ages of 35 to 49 (18.8% of the total City population in 2010). Most individuals in this category are nearing the end of their childbearing years. By far, most individuals in this age group are living in families (as opposed to alone or in group homes).
- Nearly as large is the population between the ages of 25 and 34 (18.8% of the total City population in 2010). People in this age group are of childbearing age and include many young families looking for affordable housing choices. The ratio of this age group to the total population has increased by over 3% between 2000 and 2010.
- While the number of residents 65 and older has remained relatively stable or increased slightly over the last 20 years, the percent of Evansville residents that are 65 or older is declining.

General Household Trends

Until the Great Recession of 2007 national and state trends have shown an increase in the number of households, along with a decrease household size for at least 50 years. Post-recession, many states showed a slowdown and some showed a reversal of this trend, showing increasing household sizes. Some reasons for the changes in household size include:

- A decrease in birth rate.
- Changing wealth and economic prospects.
- People waiting longer to get married.
- An increase in the average life span thereby resulting in more elderly people living either alone or with another family member.
- Increases in non-family households with different living arrangements.
- Increase in shared housing by immigrant families.

WHAT IS A HOUSEHOLD?

A "household" can be described as a group of people living together in a single dwelling unit. This could include a family, a single person, or a group of unrelated individuals sharing a house or an apartment, but excluding those persons living in group quarters.

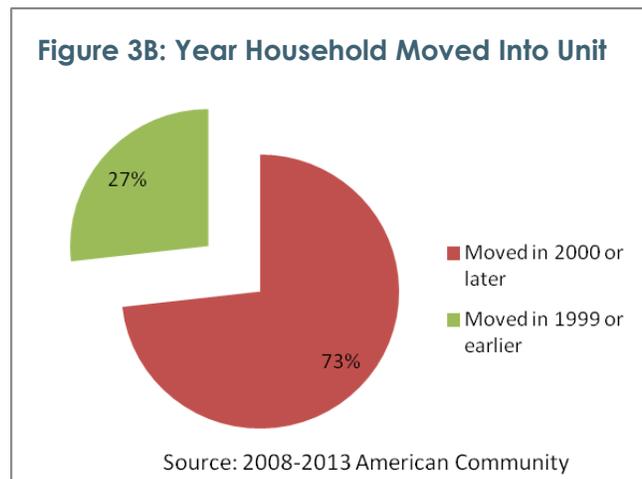
Rental households have a smaller household size than owner-occupied units. In 2010, the average household size for owner-occupied units in Evansville was 2.76. The average renter-occupied household size was 2.06.

Year	1990	2000	2010	2015	2020	2025	2030	2035
City of Evansville								
Total Households	1,250	1,563	1,942	2,095	2,308	2,505	2,697	2,859
Pop. Per Household	2.54	2.58	2.58	2.51	2.47	2.44	2.42	2.40
Rock County								
Total Households	52,252	58,617	62,905	65,634	69,363	72,426	75,182	76,999
Pop Per Household	2.67	2.60	2.55	2.48	2.44	2.41	2.39	2.37
Dane County								
Total Households	142,786	173,484	203,750	215,044	228,371	240,920	252,479	261,392
Pop Per Household	2.57	2.46	2.40	2.35	2.32	2.30	2.29	2.27
<i>Source: 1990, 2000 and 2010 U.S. Census and WDOA Demographic Services Center.</i>								

As of the 2010 census, 67% of Evansville's households are families. Of these, more than half are married-couple family households (51%). 57.3% of family households have children under 18 years old. 10.2% of Evansville's households responded as single householders 65 or older.

Where are Residents Coming From?

Given the central location of the City of Evansville, people are moving to the area from Janesville, Beloit, and Madison. New residents are discovering the advantages of small town living with easy access to the shopping, entertainment and employment choices available in these larger nearby cities. The City is particularly attractive to families looking for a small community in which to raise children, and dual income families who commute to different cities. The high housing prices of the Madison region are also driving people to seek more affordable choices further out. Figure 3B shows residency patterns. Only a quarter of Evansville's residents have lived in the same house since 1999, while the other three quarters moved in the last 15 years.



Economic Profile

Evansville is part of the Janesville-Beloit Metropolitan Statistical Area (Rock County) and the Madison-Janesville-Beloit Combined Statistical Area (Dane, Rock, Columbia, Sauk, and Iowa Counties). Economic conditions have a direct impact on the housing, employment, and the infrastructure and services within a community. Therefore, it is necessary to examine the economic situation to predict additional housing, infrastructure and service needs. This

section profiles Evansville's economic environment by examining factors, including income, poverty rate and unemployment rate. Additional economic information is provided in the Economic Development Element of this plan.

Labor Force

The labor force is the sum of employed and unemployed persons who are 16 years of age and older, who are willing and actively seeking work. Institutionalized populations are not included in the labor force.

Table 3.6 provides a comparison of the labor force in Evansville to Rock County. Due to American Community Survey Data using a 5 year average, the data includes a number of years during the Great Recession, and the unemployment rates are expected to be lower than depicted.

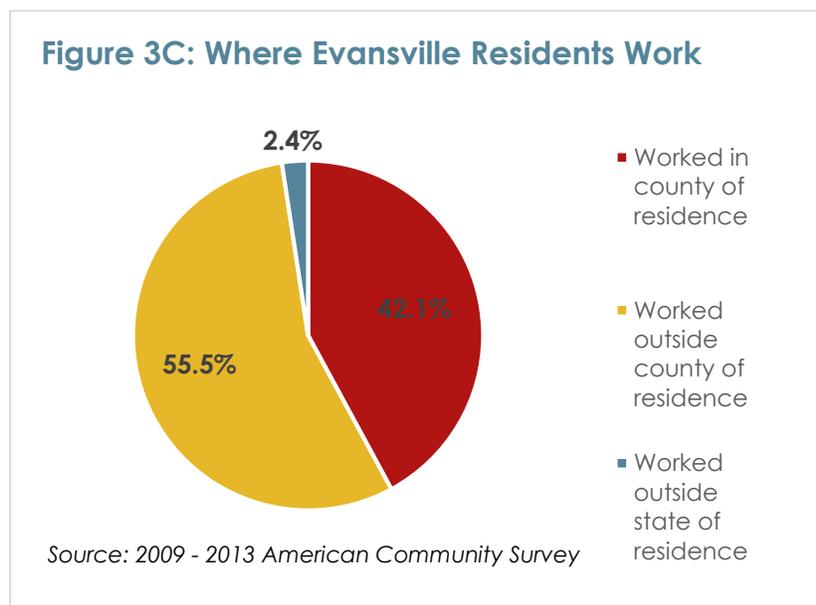
	City of Evansville	Rock County
Labor Force	2,771	83,476
Employed	2,697	74,827
Unemployed	99	12,910
Percent of County Labor Force	3.3%	N/A
Unemployment Rate	2.7%	10.3%

Source: 2009-2013 American Community Survey

In the Southwest Region (Grant, Green, Iowa, Lafayette, Richland, and Rock counties), Rock County is the dominant county accounting for 52 percent of the region's population, 52 percent of the region's labor force, and 56 percent of the nonfarm jobs. Rock County has a strong employment base in durable goods manufacturing. The region is expected to retain its regional dominance through 2035.

Commuting Patterns

As shown by the 2014 Community Survey Results and Figure 3C, Evansville workers are very mobile. Residents take advantage of Evansville's highway access to commute to nearby employment centers, particularly Beloit, Madison and Janesville.



OVER HALF OF EVANSVILLE HOUSEHOLDS HAVE A MEMBER WHO COMMUTES TO DANE COUNTY

According to the 2014 community survey results:

- 29% have members who work in Evansville.
- 38% commute to Madison.
- 8% commute to Janesville.
- 18% work elsewhere in Dane County.
- 9% work elsewhere in Rock County.
- 18% are retired.
- 3% do not work outside the home.
- 11% work in Green County
- 6% answered other.

Figure 3D shows that the majority of Evansville residents drive alone to work. The average travel time to work is 29 minutes.

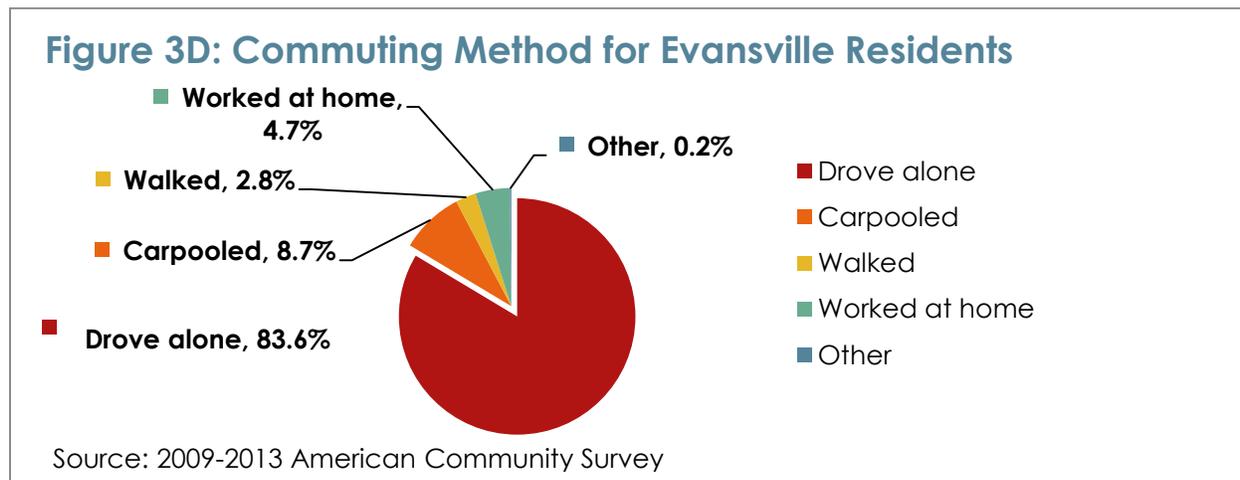


Table 3.7 provides a more detailed breakdown of commuting patterns in Rock County. Many more Evansville residents commute out of Rock County for work than the County as a whole, as shown in Figure 3C. Table 3.7 demonstrates that more people travel out of the county to work than into the county. By far, most outbound commuters are headed to Dane County. Additionally, the share of Rock County workers commuting to Dane County has increased over the last 10 years.

Table 3.7: Rock County Commuting Patterns

County	# Of People Who Commute Into Rock County	# Of People who Commute From Rock County	Net Commute
Dane County	1,920	8,444	-6524
Winnebago County, IL	3,691	4,224	-533
Walworth County	1,343	2,892	-1,549
Green County	1,118	772	346
Jefferson County	1,017	1,622	-605
Elsewhere	1,983	1,401	582
Total	11,072	19,355	-8283
Live and Work in Rock County	55,100		

Source: WI DWD, ACS 2007-2011 Worker Flow Files, Released May 2013.

Major City Employers

The City of Evansville has a mix of businesses in the community. The largest industries in Evansville, by number of employees, include health care, education and social services, manufacturing, and retail. Unfortunately, more detailed industry data for Evansville is either unavailable or has an extremely high margin of error due to the small population and industry size of the city, limiting its usefulness. A list of some major local employers is provided below.

- Baker Manufacturing
- Greenwood State Bank
- City of Evansville
- Evansville Community School District
- Evansville Manor
- Harvard Corporation
- Metal Culverts, Inc.
- BMO Harris Bank
- Nelson-Young Lumber Company
- Kopecky's Piggly Wiggly
- Stoughton Trailers
- Union Bank and Trust
- BlueScope Buildings

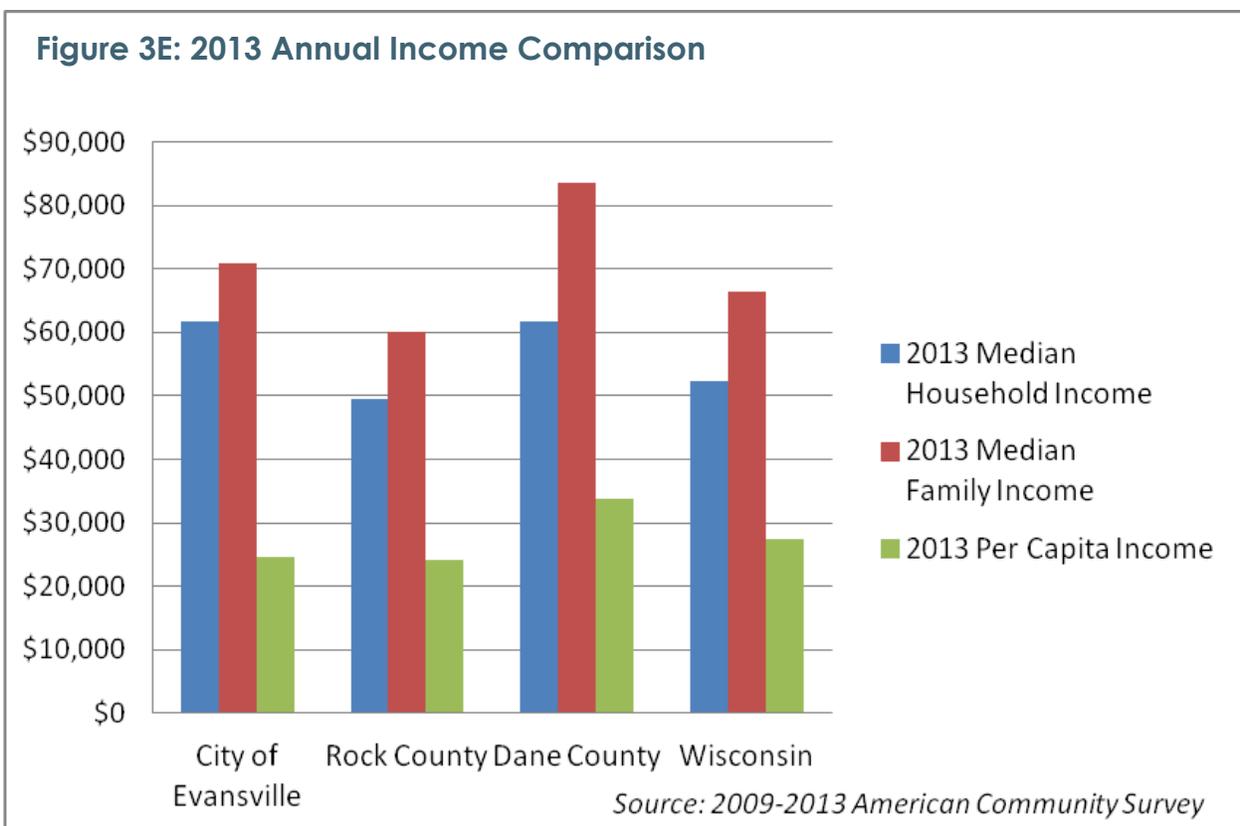
Information about other businesses is provided in the Economic Development Element Chapter of this plan, as well as the business directory available on-line at www.ci.evansville.wi.gov.

Income & Wages

There are many different breakdowns of income:

- **Per capita income** is total income divided by the total number of residents, including children and other groups of individuals who do not actually earn income.
- **Median household income** is the middle point of household income reported in a community (households include families, married couple households and individual households).
- **Median family income** is the middle income reported by families in a community.

Figure 3E provides an income comparison between Evansville and surrounding communities. In the 2000 census, the City of Evansville lagged slightly behind the County's per capita and median household income. However, as of 2013, all of Evansville's income measurements are higher than Rock County and are now equal to or below Dane County incomes. 93% of Evansville's residents have health insurance coverage.



Poverty Status

In 2000, only 4.1 percent of City residents were living below the poverty level, compared to 7.3 percent (a reduction of 2.6 percent since 1990) of all Rock County residents. As of 2013, the poverty rates are 7.3% for Evansville families, 7.6% for Evansville residents, **33% for female householders with no husband present** and **28% for female householders with children under 18**.

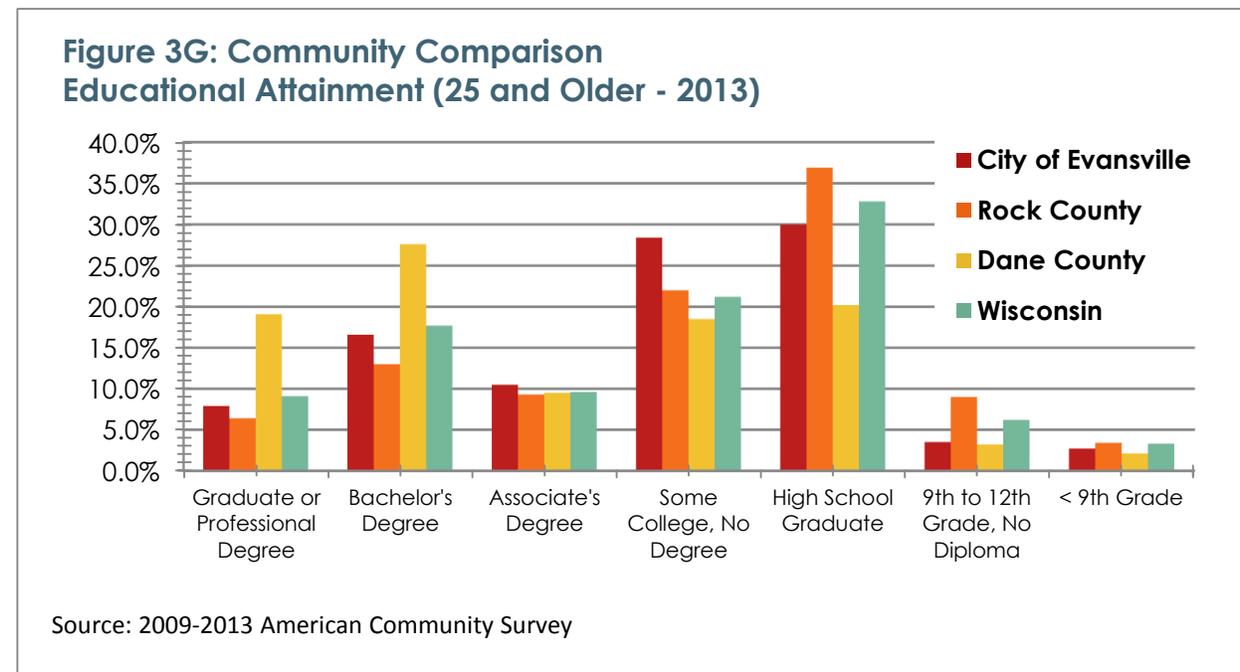
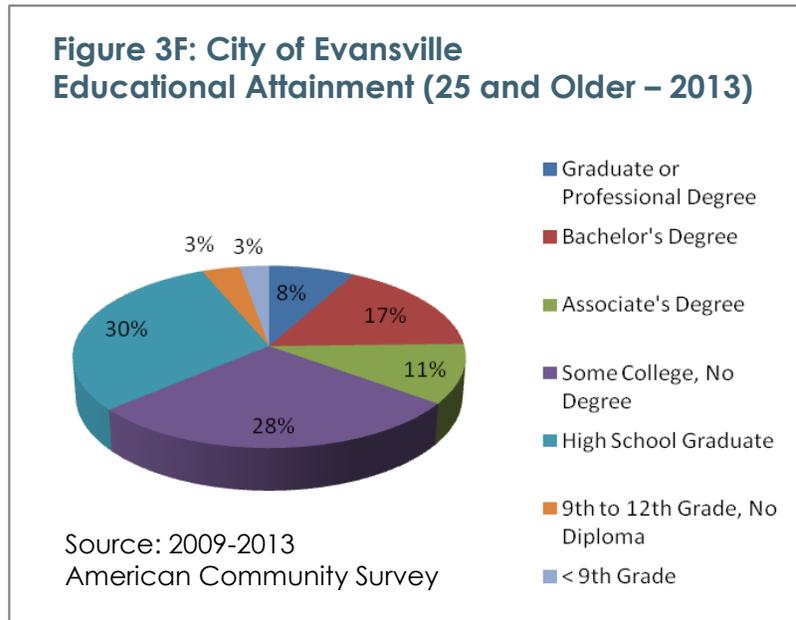
The average poverty threshold for one person was \$11,888 in 2013, \$15,142 for two people, and \$18,552 for three people. While these poverty rates are not abnormal when compared to other areas, it is still cause for concern. Nearly 1/3 of single women with children are supporting a family on less than \$18,552 annual income.

Educational Attainment

A good indicator of the quality of life in a community is the educational attainment of its residents. Generally, a high level of educational attainment reflects a skilled population with higher earnings potential.

Based upon mean scores reported in the nation, Wisconsin students scored second highest on the American College Test (ACT) in the 2013-2014 school year. In 2013-14, Evansville students had an ACT composite score of 21.7 compared to the state average of 22.2 and the national average of 21.²

Figure 3F shows the educational attainment for the City of Evansville. Figure 3G illustrates the level of educational attainment for persons age 25 and over in Evansville, Rock County, Dane County, and Wisconsin in 2013. While the City of Evansville has a higher percentage of higher education attainment than Rock County, it is slightly behind Wisconsin and further behind Dane County. However, the proportion of Evansville residents with an Associate's Degree is higher than the proportion of Rock and Dane Counties and Wisconsin, which may indicate a labor force with higher than average occupations in skilled trades.



² Source: Milwaukee Journal Sentinel, Original Data: Wisconsin Department of Instruction

Employment and Economic Forecasts³

Overall employment is expected to increase over the planning horizon of this document. Historically, Rock County has had a stable local economy with employment rates that were comparable to state and national figures. Demographic factors are a key driving force in these long-term projections. The growth rates of the population and changes in its composition have considerable impacts on the labor force, the unemployment rate, housing demand, and other spending categories.

Wisconsin's population is expected to increase by 800,000 people between 2010 and 2040. The working age population is expected to decline slightly after 2020, while elderly populations will grow significantly. This may lead to increased burdens on social services with a smaller percentage of the population in the workforce.

Overall employment in the state is expected to increase 7% between 2012 and 2022, with goods producing industries increasing 3.8% and service providing industries increasing 8.3%. In the Southwest Workforce Development Area, in which Rock County is included, employment is expected to increase 11.2% between 2010 and 2020, with goods producing industries increasing 8.75% and services providing industries increasing 12.3%.

In summary, the United States, Wisconsin and Rock County are expected to post slower economic growth over the near future than that which occurred through the 1990s and early 2000s. However, as demonstrated by commuting data and surveys, Evansville has strong economic ties to Dane County, which is expected to add approximately 119,000 residents between 2010 and 2040, and approximately 120,000 new jobs by 2035. Dane County's employment growth has outpaced its labor force growth, resulting in more workers commuting into Dane County from surrounding counties. This trend is expected to continue into the future.

For the City of Evansville, these indicators are important because they may impact the quality of life for residents living in the City. Furthermore, these key economic indicators provide a gauge for the City's ability to support additional commercial and industrial development over the next 20 years.

Community Vision

The 2015 Comprehensive Plan update was guided by the Plan Commission, Economic Development Committee, Parks and Recreation Board, Historic Preservation Commission, and the Municipal Services Committee. Most of these bodies include both elected officials and citizen appointees. The visions expressed are informed by public participation and refined by the appropriate City Committee. Committee meetings occurred at least monthly and provided an opportunity for public input at each meeting. Public participation was guided by a public participation plan that was adopted by the Plan Commission.

The vision statement represents the broad interests of City residents, employees who work in the City, and business leaders. Supporting visions, goals, objectives and program initiatives are described for each element of the plan in subsequent chapters. The original vision statements were based, in large part, on the visions developed through the Strategic Planning Conference in August 2000 and the vision prepared at the 2001 Community Identity Conference. This vision has been refined and updated through additional public input throughout the 2014-2015 planning update process, which is described later.

Visioning Process

To define its vision, the City of Evansville utilized a process centered on a community survey, a visual preference survey, and public comments. These provided different types of activities at different times to allow for increased

³ Much of the information in this sections was taken from the Wisconsin Long Term Industry Employment Projections 2012-2022 (August 2014) and the Wisconsin Long Term Projections 2010-2020: Southwest Workforce Development Areas (October 2013) released by the Office of Economic Advisors in the Wisconsin Department of Workforce Development.

participation from people who live, work, and recreate in Evansville. Following is a description of the activities and the major issues and opportunities identified through the planning process.

2014 Community Survey

Description

The 2014 Community Survey included general questions and questions related to planning and community development. The City of Evansville worked with the University of Wisconsin – Oshkosh to develop a broad survey that would inform the future vision for the City of Evansville. The survey was mailed to all 2,084 residential properties in the City. 712 surveys were returned, a 34% response rate with a 3.8% margin of error. Not everyone responded to every questions and some questions had fewer than 400 respondents. It is important to note that owner-occupied households were slightly overrepresented in the Community Survey responses, representing 80% of the households responding, while constituting approximately 70% of actual households in Evansville.

Opinions on Existing Conditions

Almost 93% of respondents reported they are satisfied or very satisfied with Evansville as a place to live.

Respondents felt that the three strongest aspects of Evansville are the small city atmosphere, low crime rate/safety, and parks and recreation. The three weakest aspects were local employment options, transportation access, and property taxes. Other aspects of Evansville that are viewed positively are the quality of schools, the historic districts, and the geographic location. Residents also value the locally owned utility and the Eager Free Public Library.

Over 70% of respondents consider themselves not very engaged or not at all engaged with city government. 29% believe there are insufficient means to interact with government by e-mail, social media, etc., 20% believe no one will listen to them, 26% have no interest in city government, and 18% are confident in the performance of city government without their involvement.

Planning related issues identified in the community survey include:

- Sidewalk access and conditions
- Stormwater management
- Parks and recreation facilities
- Historic preservation
- Downtown revitalization
- Growth Rate

Growth and Development

Over 50% of 2014 Community Survey respondents stated the City Government should encourage moderate growth in housing and population, yet nearly 1/3 of respondents believed growth should be limited or stopped.

Evansville should be a full-service City where nearly all working, shopping, service, housing, health care, and educational needs can be met.	37%
Evansville should be a fairly diverse community with some commercial, job, and housing opportunities.	42%
Evansville should focus on being a manufacturing based community.	3%
Evansville should be a “bedroom” community; that is, a primarily residential community with few industries and limited commercial services.	6%
Evansville should be an agriculturally-oriented community and should strive to maintain as much agricultural land as possible.	12%
Source: 2014 Evansville Community Survey	

Respondents indicated widespread support for future development of affordable single family homes (88%) and assisted living for seniors and people with disabilities (85%). 55% supported upscale single family homes, 37% supported multi-family apartment buildings, and just over 60% supported two family homes, condominiums, and townhomes.

28.5%	Evansville	10.5%	Green County
37.8%	Madison	2.5%	Telecommute
17.8%	Elsewhere in Dane County	17.7%	Retired
8.0%	Janesville	6.4%	Other
8.7%	Elsewhere in Rock County		
Source: 2014 Evansville Community Survey			

Walking and Bicycling

- Over 50% of respondents believe that recreational amenities, such as a walking trail, should be developed along Allen Creek.
- Over 50% of respondents support using tax revenues for walking and bicycling trails through and around Evansville.
- Over 70% of respondents believe it is very important that Evansville is a highly walkable community.
- Approximately 45% of respondents rated sidewalk access and conditions are fair or poor, and over 70% are willing to pay more for improved sidewalk access and conditions.

Transportation

- 70% of respondents indicate that transportation access is a weak or very weak aspect of Evansville.
- Over 55% of respondents indicated having at least one member of the household commuting to Madison or Dane County for work.
- 14.6% of respondents work in Evansville, while 51.3% would like to.
- A large number of respondents, nearly 27%, indicated they were likely to use a park and ride if investments were made to encourage carpooling to Janesville, Madison, or other surrounding communities.
- 67% of respondents are willing to pay more for street maintenance, 69% for pothole patching, 76% for snow removal and over 85% are willing to pay more for street sweeping.

Historic Preservation and Downtown Revitalization

- Approximately 70% of respondents are willing to pay more for downtown revitalization and historic preservation.

Parks and Recreation

- Nearly 82% of respondents believed parks and recreation are strong or very strong aspect of moving to Evansville. About 60% of respondents would be willing to pay more to improve parks and recreation facilities.

Economic Development

- Many households have at least one member of the household working outside of Evansville. Over 50% of respondents would be interested in working in Evansville if comparable jobs were available.
- **49% of respondents** believed the greatest emphasis for economic development should be in encouraging new businesses by **nurturing entrepreneurship**, around 20% indicated the greatest emphasis should be on retaining and expanding existing businesses, and just over 20% indicated the greatest emphasis should be on recruiting businesses from other municipalities.
- 63% of respondents believed more diversity of business options is the biggest factor that would make residents more likely to shop in Evansville.

Visual Preference Survey

Participants in the Visual Preference Survey viewed 50 images showing examples of public parks, commercial and mixed use development, and housing, and ranked the images on a scale between -3 and 3. The survey was administered at public input sessions and distributed online.

Generally, survey respondents have a preference for pedestrian oriented development. This includes mixed use commercial areas oriented towards the street and housing pulled up to the street with elements such as front porches and landscaping. Respondents identified images resembling Evansville's historic districts as highly positive. These were common elements among single family housing, multi-family housing, and commercial/mixed use images.

Some multi-family images received a high average rating, contrasting slightly with the 2014 Community Survey that showed less support for multifamily housing than most other housing choices. This indicates that it is the design of the housing that matters most to existing residents, rather than the type. The image to the right shows multifamily housing, which demonstrates architectural elements such as façade articulations and individual entrances to give the appearance of townhomes, numerous windows, exposed rafters, durable and attractive materials, and attractive landscaping.

Results of the 2015 Visual Preference Survey help to clarify the 2014 Community Survey in a number of ways. The Visual Preference Survey suggests that respondents are concerned about the **character** of growth rather than growth itself.

Average ratings and numerous comments left on the survey indicate that most new development in Evansville does not respect the historic, small-town character of the City. Numerous comments centered on the positive effects of sidewalks on both sides of the street and other walkable features. Others commented on the positive community feeling and social aspects of traditional housing with front porches and pedestrian oriented facades.



FIGURE 3H: HIGHLY RATED SINGLE FAMILY HOUSING DISPLAYS ARCHITECTURAL ELEMENTS SIMILAR TO HISTORIC HOMES IN EVANSVILLE.

Source: Complete Communities - Delaware



FIGURE 3I: HIGHLY RATED MULTI-FAMILY HOUSING EXHIBITS MANY GOOD DESIGN ELEMENTS AND ARCHITECTURAL FEATURES.

Source: kephart.com



FIGURE 3J: THIS IMAGE RECEIVED THE HIGHEST AVERAGE RATING OF ANY NEWER COMMERCIAL DEVELOPMENT IN THE SURVEY.

Source: Brett VA, Flickr

Nearly all images of public spaces received very high ratings. This indicates that public spaces are extremely important to the respondents and they are seen as an essential part of the City. An image of West Side Park, while still positive, was one of the lowest rated images of a public space. An image of Leonard-Leota Park was the highest rated public space. The primary difference between these two images was that Leonard-Leota has more trees, amenities and improvements in the park. Images that depicted usable public spaces in a commercial area were also rated very highly, indicating a need for a public space in the downtown.



FIGURE 3K: IMAGES OF HIGHLY RATED PUBLIC SPACES FROM THE 2015 VISUAL PREFERENCE SURVEY
Source: Complete Communities - Delaware



FIGURE 3L: A PATH THROUGH A NATURAL AREA RECEIVED VERY HIGH RATINGS.
Source: Complete Communities - Delaware

There was also an image of a paved trail through a natural area, which received very high ratings. This result reinforces the 2014 Community Survey results that trails and paths for bicycling and walking are a priority of City residents.

The negatively rated images consisted of garage dominated single family, two family, and multi-family housing, single use commercial buildings or strip malls with large parking lots, and large roads with little to no pedestrian amenities.



FIGURE 3M: NEGATIVELY RATED SINGLE FAMILY ATTACHED HOUSING SHOW NO VARIATION BETWEEN THE UNITS, NO SIDEWALKS, PROMINENT GARAGES, & NO USEABLE YARD SPACE.



FIGURE 3N: NEGATIVELY RATED SINGLE FAMILY HOUSING SHOWS GARAGE DOMINATED FACADES WITH MINIMAL LANDSCAPING, AND LITTLE VARIATION.
Source: New World Economics

The images in the survey can be used to inform and guide in the implementation of this comprehensive plan, including zoning and subdivision code analysis and revisions, and investments in infrastructure and facilities. The form of development can be influenced through the zoning code by using the positively rated images to update the zoning and subdivision code to reflect aspects such as lot sizes, use, setbacks, street widths and design and architectural features. Similarly, negative images can be limited using the same aspects of the zoning and subdivision code. A more complete report on the results of residential and commercial components of the visual preference survey and updates to the zoning code is located in the Appendix.



FIGURE 3O: THIS SINGLE FAMILY HOME WITH SOME ARCHITECTURAL ELEMENTS RECEIVED A POSITIVE AVERAGE RATING, BUT MANY COMMENTS STATED THAT THE PROMINENT GARAGE REDUCES THE APPEAL OF THE HOME.
Source: Ookaboo

Mapping Activity

Input was gathered at two mapping activities facilitated by Evansville planning staff in 2015. Participants were asked to circle areas in need of improvement red, areas that were loved in green, and leave comments. Below is a summary of comments and ideas that were shared during the mapping activity.

- Lake Leota, other parks, and the downtown are loved.
- Leonard-Leota Park should be expanded west to the other side of the lake. Camping area could be added to the expanded park.
- More bicycle infrastructure is desired.
- More trails through and connecting natural areas, including a trail along Allen Creek and around Lake Leota.
- More trees, greenscaping and furniture at West Side Park.



FIGURE 3P: MAPPING ACTIVITY AT EVANSVILLE HIGHSCHOOL

- The gateways to the City need to be improved, particularly the entrances at Highway C, Highway 14, and Highway 213.
- More recreational opportunities at Lake Leota, such as a beach, live music and a shared use path.
- Fill in missing sidewalk connections.
- Public gathering space/parks in downtown to facilitate community activities such as live music and arts.
- More restaurant and business choices are desired.
- The historic districts are valued.
- Residents would like an off leash dog area.
- Residents want more support for the arts.
- Residents want more activities in the City.

Economic Development Survey

The Economic Development Survey was developed in 2014. It was administered by Economic Development Committee members who brought the survey to local businesses and engaged in a conversation about the future of Evansville. Known businesses that were not approached by EDC members were mailed a copy of the survey. Some notable results from the Economic Development Survey include:

- 32% of respondents want more customers.
- 25% are concerned about taxes.
- 57% want an annual Economic Development Summit
- 41% want an updated list of businesses on the City website.

Issues and Opportunities

- Most residents want moderate growth in Evansville.
- Residents are concerned about sprawling growth and the associated negative impacts.
- The community desires more diverse business, employment, and housing choices.
- The historic character is beloved by residents, and new growth should respect this character.
- Walkability is a priority.
- Safer conditions for bicycling are desired by many.
- New homes and businesses should respond to walkability concerns and priorities.
- Streetscape and pedestrian improvements are needed throughout Evansville.
- Recreation is an important aspect of Evansville and more recreational opportunities are desired.
- There is strong desire for multi-use paths or trails through Evansville.
- The arts are an important component of Evansville.
- New growth does not respect the historic roots of Evansville.

4. Housing Element

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Housing Vision

In 2035, high quality housing choices are abundant in Evansville. The City is known across the State for its collection of historic homes, but also for its diverse mix of developments that include quality, energy efficient housing. Neighborhoods include a diverse mix of housing choices, including single family homes, apartments, condos, and attached homes with varying density, architecture, amenities, and sizes to accommodate residents of all ages and lifestyles. Through well designed subdivisions and quality infill development, nearly all residents are within walking distance of green spaces, businesses and other amenities. The City's location, superior school system and excellent park and recreation choices also attract new residents to the City.

Policies

Based on the 20-year population projections and the predicted reduction in household size over that same period, it is estimated that there will be 850 additional housing units needed in the City of Evansville. To ensure that these units are of a high quality and meet the demand of the area, policies, goals and objectives are included.

The goals and objectives at the end of this chapter were developed to ensure that Evansville remains a great place to raise a family for the next 20 years, with diverse housing that is predominately single-family, but has enough diversity to meet the needs of changing demographics and economic conditions. These are also in place to ensure that new development respects the character of the community, including historic and cultural resources, natural resources, and social resources. Supporting housing policies are provided below:

- **Utilize the patterns presented on the Future Land Use Map as a guide for development.**
- **Require developments to provide links and access to planned trails and existing neighborhoods.**
- **Require the integration of varied housing types and sizes within developments. This would include a blend of single-family, two-family and other multiple family housing choices of varied sizes and characteristics within the same development.**
- **Maintain 60-70% of the Housing Units in the City as Single Family Housing.**
- **Promote multiple family and attached single family housing choices as infill development adjacent to the downtown and other commercial development.**
- **Require minimum property improvements in new residential developments, sound utility and street planning standards, and adequate dedication of public sites.**
- **Ensure the adequate layout of new streets to avoid traffic hazards, facilitate active transportation and to connect adjacent developments.**
- **Require that land division plats indicate how street and utility access will be provided to adjacent land.**
- **Promote architectural variety, quality construction and durable materials within all neighborhoods.**
- **Require new neighborhoods to have an interconnected street network; complete sidewalk networks; accessible parks, trails and gathering places; houses oriented towards the public realm and not dominated by garages; narrow tree lined streets; integrated stormwater management; and a mix of densities, amenities, and styles.**
- **Encourage developers to mark on plats of new residential subdivisions the lots on which conditional use permits for two-family dwellings have been granted in advance so potential purchasers of single-family lots will know where two-family dwellings might be located.**

Introduction

Well-designed, safe and quality housing choices are important to create healthy communities. Housing lends character to communities. It also establishes a connection between residents and their neighborhoods.

Wisconsin's Smart Growth Law includes 14 goals for local comprehensive planning. The City of Evansville believes that the goals listed below specifically relate to planning for housing:

- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential uses.
- Encouraging neighborhoods that incorporate a variety of housing types.
- Promoting the redevelopment of lands with existing infrastructure and public services.
- Encouraging the maintenance and rehabilitation of existing residential dwellings.
- Providing an adequate supply of affordable housing for individuals of various income levels.
- Providing local housing choices for all stages of life.

Previous chapters in this document discuss population, household and economic characteristics and trends in the City. This chapter profiles the existing housing stock and provides recommendations to meet future housing needs.

Survey Results

Table 4.1: Housing Related Survey Results						
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.					
9. To what extent would you support or oppose the following kinds of future housing development in Evansville? (N=664 to 686, responses varied by item)						
	Strongly Support	Support	Oppose	Strongly Oppose	Neither Support Nor Oppose	Non-Response
Upscale single family homes	17.4%	38.8%	15.2%	4.5%	18.5%	5.6%
Affordable single family homes	36.0%	48.2%	3.2%	1.7%	6.7%	4.2%
Multi-family apartment buildings	4.1%	33.0%	31.3%	10.1%	14.7%	6.7%
Mobile/manufactured home parks	2.1%	9.4%	38.1%	30.2%	13.6%	6.5%
Duplexes/Two-family houses	8.4%	54.5%	13.3%	4.8%	12.6%	6.2%
Condominiums/Townhouses	8.6%	53.8%	12.5%	4.2%	15.0%	5.8%
Assisted living units for people with disabilities and/or seniors	26.5%	55.5%	3.1%	0.7%	10.5%	3.7%
Independent living units for people with disabilities and/or seniors	27.8%	54.2%	2.5%	0.7%	10.8%	3.8%

15. How important is it to you that Evansville be a highly walkable community? (N=697, Non-Response: 2.1%)	
30.5%	Very Important
41.4%	Important
10.3%	Unimportant
2.4%	Very Unimportant
13.3%	Neither Important Nor Unimportant
18. Which of the following statements BEST reflects your future vision for the City of Evansville? (Select one, N=676, Non-Response: 5.1%)	
35.1%	Evansville should be a full-service City where nearly all working, shopping, service, housing, health care, and educational needs can be met.
40.0%	Evansville should be a fairly diverse community with some commercial, job, and housing opportunities.
2.9%	Evansville should focus on being a manufacturing based community
5.8%	Evansville should be a “bedroom” community; that is, a primarily residential community with few industries and limited commercial services.
11.1%	Evansville should be an agriculturally-oriented community and should strive to maintain as much agricultural land as possible.
20. How long have you been a resident of the City of Evansville? (N=697, Non-Response: 2.1%)	
3.2%	Less than 1 year
15.7%	1 to 5 years
20.9%	6 to 10 years
24.6%	11 to 25 years
33.4%	25+ years
21. Which of the following best describes your current residence? (N=697, Non-Response: 2.1%)	
78.9%	Single-family house
6.6%	Duplex/Two-family house
8.0%	Apartment
3.5%	Condominium/Town home
0.8%	Other
22. Do you own or rent your current residence? (N=696, Non-Response: 2.2%)	
18.2%	Rent
81.8%	Own
23. How many people, including yourself, live in your household? (N=694, Non-Response: 2.5%)	
2.66	Mean Household Size
Source: 2014 Evansville Community Survey	

Existing Housing

In 1990, there were 1,250 housing units in the City of Evansville. Based on the 2000 U.S. Census information, the total number of housing units increased to 1,635. This translates to a 30.8% percent increase in the total housing stock in 10 years. By comparison, over the same period, the supply of housing in Rock County increased by only 19.0%. The 2010 census indicated the number of housing units grew to 2,067, a 26.4% increase from 2000 to 2010.

Housing Diversity

Single-family homes are the primary housing choice in the City, accounting for 74.5% of all housing units in 2012. Single-family homes are not suitable for everyone. Some people are not able to afford a single-family home. Others may not be able to physically handle the maintenance necessary to keep up a home and yard. Still others may simply prefer living in an alternative style of housing. Integrating diverse housing choices at the neighborhood level increases that ability for residents to age in place and meet changing lifestyle demands without moving out of their neighborhood. Diverse housing is necessary to accommodate a diverse workforce and provide housing for any employees that work in Evansville and would like to also live in Evansville. Housing diversity can also provide greater support to local businesses by creating neighborhoods with varying density and accessible shopping.

As a general approach to housing supply, planners recommend that one-third of a community's housing supply be something other than single-family homes to ensure diversity, affordability, and density to support infrastructure in an urban community. Some planners recommend that the mix of housing supply should be 60% single-family dwellings, 10% two-family dwellings, and 30% multi-family dwellings. The following data shows that Evansville's mix includes more single family and two-family dwellings than recommended, but fewer multi-family units. The data also shows that Evansville's unit size, measured by number of bedrooms, is roughly comparable to other nearby communities.

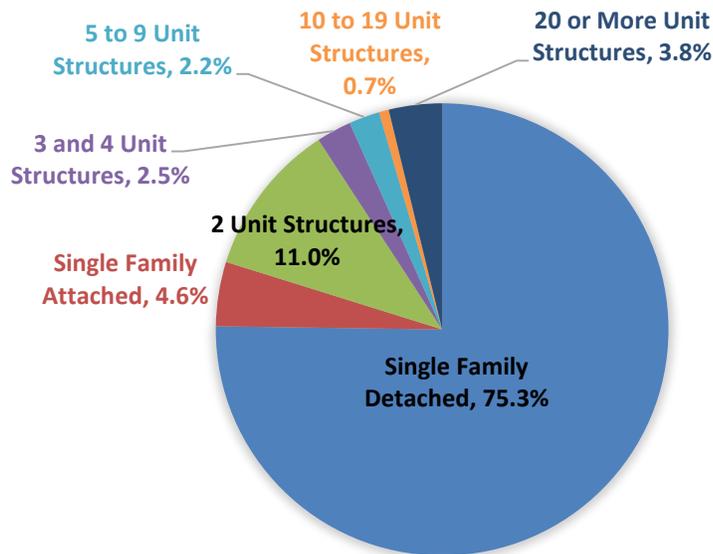
On the following page are definitions of housing types in the U.S. Census and information showing characteristics of housing currently in Evansville.



FIGURE 4A: NEW HOMES ON EVANSVILLE'S WEST SIDE

- **Single Family Detached** – Freestanding single unit homes. These can be owner occupied or renter occupied.
- **Single Family Attached** – Townhouses and rowhouses that consist of single housing units separated by an attached common wall. These can exist as individually owned units on separate lots, through condominium style ownership, or renter occupied.
- **Two-Family** – Structures with two attached units. These include two flats with one unit above another, and twin homes with the units located side by side. Some of these structures are single family homes that were converted to two flats, and others are purpose built two family dwellings.
- **3 and 4 unit structures** – These are smaller apartment buildings or converted single family homes with 3 or 4 units in the structure.
- **5 to 9 unit structures** – Small apartment buildings between 5 and 9 units.
- **10 to 19 unit structures** – Medium apartment buildings.
- **20+ unit structures** – Large apartment buildings.
- **Mobile Homes** – Manufactured or prefabricated housing that can be moved.

Figure 4B: Percent of City Housing Stock by Unit Type.



Source: 2009-2013 American Community

Table 4.2: Evansville Housing by Type of Structure

Type	Percent Of City Housing Stock	
	2000	2013
Single Family Detached	72.2%	75.3%
Single Family Attached	2.4%	4.6%
2 Unit Structures	10.9%	11.0%
3 and 4 Unit Structures	2.1%	2.5%
5 to 9 Unit Structures	2.5%	2.2%
10 to 19 Unit Structures	5.0%	0.7%
20 or More Unit Structures	4.6%	3.8%
Mobile Homes	0.3%	0.0%

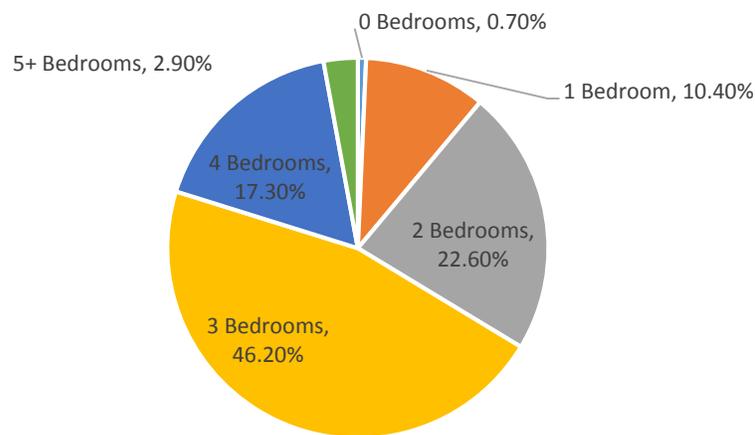
Source: 2000 Census, 2009-2013 American Community Survey

Table 4.3: Percent of Occupied Housing Units by Number of Bedrooms

Number of Bedrooms	Percent of Total Housing Stock	Percent of Owner-Occupied Housing Stock	Percent of Renter-Occupied Housing Stock
0	0.7%	0.0%	2.5%
1	6.8%	0.8%	20.8%
2 or 3	70.7%	76.0%	24.5%
4+	21.7%	23.2%	18.3%

Source: 2009-2013 American Community Survey

Figure 4C: Percent of Occupied Housing Units by Number of Bedrooms in Evansville.



Source: 2009-2013 American Community Survey

Table 4.4: Percent of Housing Stock by Bedroom in Nearby Communities.

Number of Bedrooms	Evansville	Milton	Oregon
0	0.70%	0%	2.70%
1	10.40%	12.80%	4.50%
2	22.60%	25.80%	25.80%
3	46.20%	46.80%	44.30%
4	17.30%	10.40%	18.80%
5+	2.90%	4.20%	4%

Source: 2009-2013 American Community Survey

Senior Housing

The majority of seniors in Wisconsin live in their own homes or in mixed family congregate housing (e.g. apartments that have residents of all age ranges). However, for a variety of reasons some elderly cannot or will not live in a private home or apartment and will instead need a senior housing arrangement. The connection of senior housing facilities to the rest of the community is an important consideration when siting the facilities. Senior housing should be located near shopping and have adequate sidewalks to allow residents to meet their daily needs with minimal assistance.

Accessory Dwelling Units (ADUs) (AKA granny flats, in-law units, etc.) are separate living units with a separate kitchen and restroom that can be detached or attached to a single family home, two family home, or townhouse. The most common ADUs take the form of an apartment above a garage, a tiny house in the backyard, or a basement apartment. These allow for seniors to maintain a high level of independence. These are currently prohibited by Evansville's Zoning Code.



FIGURE 4D: AN ACCESSORY DWELLING UNIT ABOVE A GARAGE.
Source: radworld

Senior Apartments are in an apartment building or complex of buildings catering to residents over the age of 55. Tenants live an independent lifestyle that requires minimal or no assistance.

Residential Care Complex is similar to a senior apartment because each unit is completely separate and has its own restroom facility. However, convenience or supportive services like housekeeping, transportation, access to health and medical services, medication management, laundry services, health promotion and exercise programs, and social / recreation activities are available.

Community Based Residential Facilities (CBRF) offer group living arrangements that serve five or more residents. These facilities offer room, board and daily assistance. CBRFs serve people who do not require more than an intermediate level of nursing care and need no more than 3 hours of nursing services per week. CBRF typically offer each resident an independent living space with a shared restroom facility serving two or more units.

Skilled Nursing Facilities provide 24-hour skilled medical care. Residents generally rely on assistance for most or all daily living activities (e.g. bathing, dressing, and restroom use).

There are several senior facilities in the City of Evansville as listed in Table 4.5 below.

Table 4.5: Senior Housing in Evansville	
Name of Facility	Type of Senior Housing
The Kelly House	CBRF, Residential Care, and Senior Apartments
Evansville Manor	Skilled Nursing
The Heights at Evansville Manor	Residential Care Complex
Arbor Glen Apartments	Senior Apartments
South Meadow Apartments	Senior Apartments

Age and Quality of Housing Stock

Understanding the relative age of the housing stock in a community can further the understanding of the quality of the available housing. The City has 942 housing units that were built before 1960 (50+ years old). While this does not indicate that the units are in poor condition, it does indicate that the need for repairs and maintenance is likely greater. Table 4.6 lists the number of units and the corresponding percent of the City's total housing stock by year built. The city has experienced a very significant growth in its housing supply in the last two decades compared to previous decades. The result is that the City has a significant supply of newer housing built to modern code requirements, but also of a character that is very different from the historic homes available in the City.

Year Structure Built	# Of Units in City of Evansville	% Of Total Housing Stock
2000 to 2010	515	25.8%
1990 to 1999	320	16.0%
1980 to 1989	111	5.6%
1970 to 1979	111	5.6%
1960 to 1969	191	9.6%
1940 to 1959	270	13.6%
1939 or earlier	481	24.1%
Total	1,999	100.0%
Source: 2008-2012 American Community Survey		

Age alone is not an accurate measure of housing condition in a community. To be more accurate, a visual assessment of the housing stock is helpful. Such an assessment is commonly referred to as a “windshield survey,” because it entails driving and walking through a community and evaluating housing based on visual appearance. The theory is that exterior condition generally correlates with interior conditions. A windshield survey of the City of Evansville was conducted in the fall of 2003 to classify available housing in the City. Based on this assessment, there are basically four housing types in Evansville.

Duplexes and Town Homes

Many of these units appear to be constructed in the last 20-25 years. Additional opportunities exist to establish duplexes and town homes as infill housing adjacent to downtown. The vast majority of existing units appear to be well maintained.

Established Mixed Neighborhoods

Beautiful homes in the City's historic neighborhoods define the character of the City. These neighborhoods often have a mix of single-family and two-flat housing and local businesses within walking distance. Residents take great pride in the tree-lined streets and restored historic homes in these neighborhoods. Most homes in these neighborhoods are in good shape, but some have fallen into disrepair and decline.

Apartments

Evansville has a variety of apartment units available to provide affordable housing and senior housing choices. The age of the apartment buildings varies, but most appear to have quality living environments.

New Single-Family Housing Construction

New housing development is occurring primarily on the fringes of the City in new subdivisions. The vast majority of the new housing being developed is of a single story ranch style.

Occupancy

For a housing market to operate efficiently, it must possess an adequate supply of available housing units (units for sale or rent) to allow for the formation of new households by the existing population, to allow for in-migration, and to provide opportunities for households to change their housing. The vacancy rate of a housing market is a good indication of the adequacy of the housing supply. According to U.S. Department of Housing and Urban Development (HUD), an overall available vacancy rate of 6.5% (1.5% for owner-occupied and 5.0% for rentals) is the minimum required to allow for an adequate housing choice among consumers.

	Renter Occupied	Owner Occupied
Evansville	8.90%	2.50%
Wisconsin	8%	2.20%
Rock County	9.90%	2.60%
Dane County	6.50%	2.00%
Source: 2010 Census		

Stakeholder conversations have suggested the rental vacancy rate is currently lower than the 2010 Census indicates. Some property owners indicated that they have nearly no vacant units and that there are waiting lists for some properties. The national and state trends show a slight but significant upward shift in the ratio of renters to homeowners. Over the long term, more rental units will need to be constructed to sustain a reasonable vacancy rate.

It is difficult for someone looking for rental housing to find information on available units, unless they drive around the City and look for "for rent" signs. The chamber of commerce or a business entity should consider serving as a central listing resource where owners of rental units could post vacancies and potential renters could go for information about available units.

Cost of Housing

The available supply, age and condition of the housing stock are the basis for determining the demand for and cost of housing. Table 4.8 compares the median home values in Evansville with nearby communities over the last two decades. There were 496 renter-occupied housing units in the City of Evansville in 2012. The median contract rent rate in the City was \$839 in 2012. This rate does not include utilities. This rate is more affordable than the 2012 median contract rent rate for Dane County (\$877), but less affordable than Rock County (\$739). This represents a change from 2000, when Evansville's median rent (\$496) was more affordable than Rock County's (\$543).

Housing Affordability Analysis

According to HUD, housing is considered affordable when it costs no more than 30% of total household income. Per HUD standards, people should have the choice of having decent and safe housing for no more than 30% of their household income.

The 2014 Community Survey demonstrates that Evansville is reliant on surrounding communities for employment, indicating transportation costs may be higher than more densely populated urban areas and larger cities. It is important to consider this when evaluating housing affordability.

Community	1990 Median Value	2000 Median Value	2012 Median Value	% Change 2000 - 2012
City of Evansville	50,800	111,500	166,100	67.13%
Town of Union	67,100	148,800	226,800	65.61%
Town of Center	63,200	155,000	224,300	69.10%
Town of Magnolia	54,600	131,700	167,300	78.72%
Town of Porter	66,300	145,100	220,700	65.75%
City of Janesville	56,000	100,000	131,700	75.93%
City of Edgerton	45,800	98,500	147,300	66.87%
City of Milton		106,200	142,900	74.32%
Village of Oregon		146,000	224,900	64.92%
Rock County	52,300	98,200	136,000	72.21%
Dane County	78,400	146,900	231,300	63.51%
<i>Source: 1990 and 2000 U.S. Census, 2008-2012 ACS, City of Edgerton Comprehensive Plan</i>				

Table 4.9: 2012 Owner-Occupied Housing Values in Evansville, WI

Cost Range	Number of Units	% Of All City Owner Occupied Housing
Less than \$50,000	19	1.4%
\$50,000 to \$99,999	87	6.2%
\$100,000 to \$149,999	343	24.5%
\$150,000 to \$199,999	722	51.6%
\$200,000 or more	227	16.2%
<i>Source: 2008-2012 American Community Survey</i>		

Table 4.10: Percent of Cost Burdened or Severely Cost Burdened Households by Income

	Renters	Owners
Total	53%	28%
Low Income	70%	46%
Very Low Income	86%	100%
<i>Source: HUD CHAS Data 2008-2012</i>		

Housing Affordability Terms

Cost Burdened – Households that pay more than 30% of their income towards housing.

Severely Cost Burdened – Households that pay more than 50% of their income towards housing.

Low Income – Family making 80% or less of the area median family income, subject to adjustments for area income to housing cost ratio and family size.

Very Low Income – Family making 50% or less of the area median family income, subject to the same adjustments.

Evansville's housing supply does provide some choices for residents relying on income from fixed sources (i.e., social security) or minimum-wage paying jobs. According to the 2009-2013 American Community Survey, 22.7% of residents (428 persons) were receiving social security income¹. The mean (average) amount of annual social security income was \$20,730. If a senior resident were not receiving any additional income (e.g., pension, employment income, etc.), spending 30% of their income on housing would allow only \$518 per month. The situation is very similar for workers dependent on minimum-wage paying jobs. Working 40 hours per week in a minimum wage job with no time off only generates an annual income of \$15,080, leaving only \$377 per month for housing. 6.1% of Evansville households earn less than \$15,000 per year.

The fair market rent for a standard quality unit in Rock County, as determined by the Department of Housing and Urban Development, is \$449 for an efficiency unit, \$572 for a one-bedroom, \$755 for a two-bedroom, \$952 for a three-bedroom, and \$1,009 for a four-bedroom. As of 2013, only 9% of all available rental units in the City rent for less than \$499 per month, and only 2.1% of units rent for less than \$299. It is important that these types of housing choices remain available and are expanded on in the City over the next 20 years and beyond.

The City of Evansville also has had a housing authority since 1970. The Housing Authority has three main responsibilities: distribution of Section 8 vouchers, management of the South Meadows Apartment Complex and administration of the City's Community Development Block Grant Funds (CDBG). Each of these programs benefits low income, senior, and disabled residents in need. From 2001 to 2009, the Evansville Housing Authority received

¹ The Census data does not indicate for how many residents social security is their only source of income. Therefore, it should not be assumed that 22.7% of residents are living solely on social security income.

above average SEMAP performance scores with an average of 100 points out of 135. This is well above the state average of 78.82 points. SEMAP performance scores are used by HUD to determine how well an authority manages their Section 8 waiting list.

Section 8 Vouchers

The U.S. Department of Housing and Urban Development (HUD) has a voucher program to provide rent subsidies for elderly and low-income residents. This program is called Section 8. In Evansville, the Housing Authority has been given 79 vouchers to distribute to residents in need. Currently, there is about a 1-year waiting list for vouchers.

South Meadows Apartment Complex

This apartment building is operated by the Evansville Housing Authority and subsidized through HUD. This property has 20 one-bedroom units for residents over the age of 50 and handicapped residents. There are no plans to expand this facility.

CDBG Funds

The Housing Authority also provides low-interest home improvement loans to income eligible families and landlords to bring properties up to a safe and sanitary condition. The funds for this program are obtained through the CDBG program.

Future Housing Need

The projected population by the Wisconsin Department of Administration for the City of Evansville is 6,855 residents by the year 2035. Between the 1990 and 2010 census, Evansville added just under 1,000 residents per decade, a trend that is reflected in future population growth. Based on population and household projections, it is estimated that an additional 850 dwelling units will be needed between 2010 and 2035.

New development will span beyond the 2014 City limits into new areas annexed into the City from surrounding towns. The City can minimize the amount of agricultural and natural land annexed for development by encouraging the development of new subdivisions and infill developments at an appropriate urban density. The density of new development is an important consideration especially given the strong ties the City has to the agriculture industry for local economic health and cultural identity.

Housing Diversity

During the development of this plan, residents expressed a desire to see more diversity in the housing choices available in the City. Newer development has been dominated by single-family housing. Housing for seniors, town homes, condominiums, apartments and other multiple family choices have not been built at the same rate as single-family housing.

The City should encourage a balance between single-family housing development and alternatives to single-family dwellings. To achieve this, new townhomes, apartments and other multiple-family housing choices should be integrated into new developments/subdivisions and also used as infill development. The establishment of multiple family housing choices (i.e. second and third story apartments, adjacent town homes and condominiums) in and near the downtown and other commercial areas is also encouraged. Additionally, each housing type should include variation between units, (e.g. 2, 3 and 4 bedrooms houses on both small and large lots).

As noted in the Community Profile chapter, the 2014 Community Survey and the 2015 Visual Preference Survey demonstrate resident support for additional housing diversity within the City of Evansville. The chart below shows the various levels of support for each housing type. The Visual Preference Survey shows that the form of housing matters more to most respondents than the number of units in the structure. These results emphasize how important it is for developers to recognize that they will receive more resident support for their projects if the design is of a high quality and is human scale.

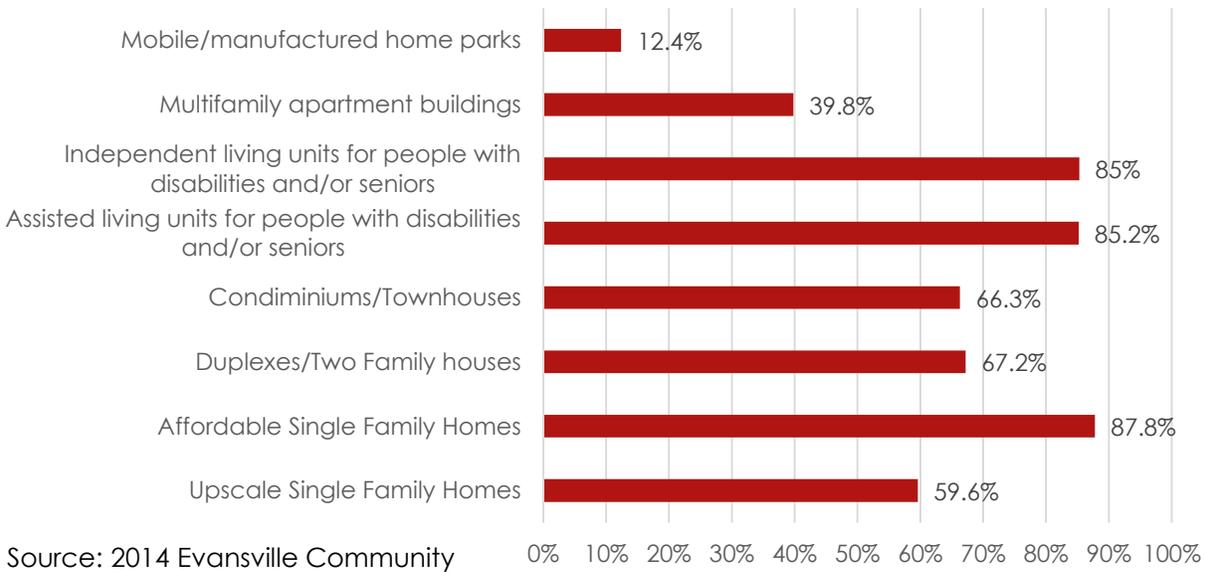


FIGURE 4E: HIGHLY RATED MULTIFAMILY HOUSING FROM THE VISUAL PREFERENCE SURVEY



FIGURE 4F: NEGATIVELY RATED AFFORDABLE SINGLE FAMILY HOUSING FROM THE VISUAL PREFERENCE SURVEY

Figure 4G: Percent of Survey Respondents that Support Additional Housing Development by Housing.



Zoning to Support Compatible Housing Choices

A key challenge to alternative housing development is the City's Zoning Ordinance. The ordinance does not easily allow for a mixture of housing types, designs, and price ranges within a single development. The ordinance also does not provide innovative approaches for addressing infill development on small lots or in the downtown.

To address this concern, the City can work with developers during the Developers Agreement phase of projects. The City's Zoning Code already contains a Planned Unit Development Zoning District to accommodate mixed development requests and a Traditional Neighborhood Design Ordinance, but additional amendments or a complete overhaul to the zoning code will be necessary to fully realize mixed and diverse neighborhoods. The Future Land Use Chapter further discusses some necessary zoning ordinance amendments and tools to promote housing diversity.

Codes to Support Ecological Design

Ecological design is aimed at promoting sustainability in development practices. There are many ways to promote ecological design in Evansville. For example, the use of rain gardens (native plant gardens designed to absorb stormwater more effectively than conventional lawns), green roofs (particularly in the downtown and industrial areas), and innovative technologies like pervious concrete are three examples of ecological design features that could be used more extensively in Evansville. The expanded use of native plant species in landscaping is another ecological approach that could be promoted within the City to provide wildlife habitat, retain soil quality, improve infiltration, and minimize the need for chemical fertilizers, which may impact groundwater supplies. The City also has the ability to promote energy efficient housing choices by amending its building and mechanical codes to encourage energy efficient housing within the City. Likewise, the City could consider expanding the use of water conservation devices in development. By making changes to its codes, the City has an opportunity to make development more ecologically friendly and possibly create a housing market niche that it can use to promote itself.

Historic Preservation Ordinance

The City of Evansville takes great pride in its history. The City is home to one of the largest collections of historic homes in the state. The City has a historic preservation ordinance (Refer to the Agricultural, Natural and Cultural Resources Chapter for more information). However, this ordinance does not provide the protection necessary to retain the character of the area. Changes are needed to support enforcement of the ordinance to retain the City's history.

Property Maintenance

At the January 15, 2004 Housing Element Workshop, participants indicated that there was some concern about the presence of a few, high-visibility properties that are not being adequately maintained. Unfortunately, because these properties are in highly visible locations, they distract from the image of Evansville. The majority of properties are well maintained and reflect the pride the community takes in its image as "Historic Evansville." The 2014 Community Survey results show nearly 70% of respondents would support a property maintenance ordinance to address issues such as peeling paint and clutter, reinforcing property maintenance as a concern of the residents. Additional input from residents has demonstrated that property maintenance is still a concern. Any property maintenance ordinances need to be carefully considered to reduce unintended consequences. For example, overly strict or financially burdensome requirements without supplemental financial assistance may actually result in lower levels of property maintenance or reduced historic preservation support.

Availability of Senior and Affordable Housing Choices

The availability of senior housing as the population continues to grow is a concern in the City of Evansville. Specifically, residents are concerned about providing an adequate supply of assisted living units for those elderly residents who want to remain in the City of Evansville. The City encourages senior housing near local shopping, parks, and library facilities that senior residents can walk to.

As new, more expensive housing is built, the City must remain aware of its balance of affordable choices. Seniors, single individuals, households on limited or fixed incomes, and young couples and families looking for starter housing choices need these units. To provide adequate affordable housing choices, there needs to be more government-subsidized (e.g. Section 8) housing units available in Evansville. In addition, there is a need for a greater supply of affordable 3-bedroom units for larger, lower income families. To begin to address these issues, the Land Use Element includes additional land for more multiple family housing developments.

There are many possible ways to incorporate additional affordable and low maintenance housing styles (e.g. attached single family homes, apartments, senior housing and condominiums) in Evansville.

- Zoning code amendments need to be made to allow for the development of housing styles that tend to be more affordable, such as small-lot single family homes, attached single family homes, and multi-family housing.

- Whenever feasible, affordable housing types should be considered as an infill housing opportunity, or as an integral part of a mixed-use development. This strategy is encouraged to ensure that the City remains a walkable community. That is, housing is located near and accessible to parks, schools, shopping and other amenities. This is particularly important for populations that cannot drive (i.e., youth and elderly). Infill housing is also an opportunity that exists in the historic downtown. By bringing residents to the downtown area (e.g., 2nd floor apartments, surrounding housing development), business opportunities may arise to accommodate resident demands.
- The City should form partnerships with local non-profit organizations, like Habitat for Humanity, to encourage affordable housing development in the City.
- The City should provide education materials to developers to pursue grant and loan opportunities available through the state and federal governments for developing affordable housing.
- The City may require a percentage of affordable units be developed as part of any new housing development. This is a very aggressive strategy, but the results are effective.
- The City may provide zoning incentives for affordable housing, such as density bonuses in exchange for a higher quality design or charging below market rate rents.
- Any new alternative development should be compatible with surrounding housing. Therefore, special consideration should be given to scale, massing, architectural details, parking, signage, landscaping and façade requirements. However, the City must be careful to ensure that requirements do not prohibit the development of affordable units that adhere to City standards.

Walkable Communities

For more information about walkable communities, refer to the Transportation Chapter.

Housing Programs

A number of federal and state housing programs are available to help the City of Evansville promote the development of housing for individuals with lower incomes, senior housing and housing for people with special and/or housing maintenance needs.

Federal Programs and Revenue Sources

The United States Department of Housing and Urban Development (HUD) is the federal agency primarily responsible for housing programs and community development. In the State of Wisconsin, the Division of Housing (DOH) within the Department of Administration is responsible for the distribution of these federal funds and for the administration of other state funded programs.

The United States Department of Agriculture-Rural Development (USDA-RD) provides a variety of housing and community development programs for rural areas. It provides support for rental housing development, direct and guaranteed mortgage loans for homebuyers, and support for self-help and cooperative housing development. Furthermore, the Veteran's Administration also offers low interest loan opportunities for homeowners.

State Programs and Revenue Sources

Beyond the funds distributed through HUD, the DOH administers several state funded programs that can potentially be used to finance housing improvements, including rehabilitation and accessibility improvements. The Wisconsin Housing and Economic Development Authority (WHEDA) is a quasi-governmental agency that finances housing development through the sale of bonds. Unlike the DOH, it receives no direct state-tax support. Therefore, WHEDA can provide mortgage financing for first-time homebuyers and financing for multifamily housing as well.

Housing Element Goals

These Housing Element 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 Housing Element Chapter:

Housing Goal #1			
Enhance the environmental assets and residential atmosphere of the City so that it continues to be an attractive place to live.			
Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Encourage “low impact” development within the City that can help reduce storm water runoff and flooding. This type of development can also serve as a buffer between the City and rural town areas.	WDNR, Community Development Director, Plan Commission	NA	Continuous
2. Provide pedestrian access and amenities as part of any housing development. This includes considering location choices for developments catering to seniors and families (children) that provide opportunities to walk to important destinations like schools, parks, and shopping.	Community Development Director, Park Board & Municipal Services, Plan Commission	WDNR Recreational Trails Grant Program	Continuous
3. Make green space an integral part of residential neighborhoods, including multimodal access to nearby parks and the creation of tree-lined streets.	Park Board, Plan Commission	NA	Continuous
4. Encourage shared driveways to reduce vehicle and pedestrian conflicts and create flexibility for more green space, especially near the downtown.	Community Development Director	City Budget	Continuous

Housing Goal #2			
Maintain housing value growth over time.			
Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Conduct an internal review of City codes and ordinances every 5-years to consider amendments to address housing concerns.	Community Development Director and Building Inspector	City Budget	2017, 2022, 2027, etc.
2. Educate residents about the importance of property maintenance by distributing brochures highlighting property maintenance techniques and benefits. Information should also be provided on the City of Evansville Web Site.	Community Development Director, Building Inspector & Evansville Historic Preservation Commission (HPC)	City Budget	Continuous
3. Establish a program to recognize property owners for maintenance achievements.	City Administrator, Mayor, HPC	City Budget	Continuous
4. Consider adopting an ordinance requiring a minimum level of property maintenance.	Building Inspection, Community Development, Common Council, HPC	City Budget	2017
5. Adopt an ordinance strengthening the enforcement ability of the Historic Preservation Commission.	Historic Preservation Commission, Common Council	City Budget	2015
6. Research and consider the adoption of an ordinance requiring minimum landscaping standards for new residential development.	Community Development, Building Inspection, Plan Commission, Common Council	City Budget	2017
Housing Goal #3			
Provide a variety of housing types, designs, densities, and price ranges to meet the needs of residents of varying incomes, ages and lifestyle preferences and to support economic development.			
Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Continuously evaluate (through survey and Census Data) and monitor the need for affordable housing and senior housing.	Community Development and Evansville Housing Authority	WHEDA Foundation Housing Grants	Continuous

<p>2. Research and adopt policies to ensure the City maintains an adequate stock of affordable housing.</p>	<p>Community Development, City Administrator, Plan Commission</p>	<p>City Budget</p>	<p>2016</p>
<p>3. Research and consider adopting policies or standards that encourage or require the integration of universal design into housing developments to ensure adequate housing is adaptable for disabled and senior residents.</p>	<p>Building Inspection, Community Development, Plan Commission</p>	<p>City Budget</p>	<p>2018</p>
<p>4. Reevaluate residential zoning code provisions and reduce minimum setback and minimum lot size requirements to more easily allow affordable housing development. Consider adding maximum setbacks and lot sizes.</p>	<p>Community Development, Plan Commission</p>	<p>City Budget</p>	<p>2016</p>
<p>5. Assess suitable locations in the city for the adopted Traditional Neighborhood Design zoning district.</p>	<p>Community Development, Plan Commission</p>	<p>City Budget</p>	<p>2017</p>
<p>6. Implement the adopted Allen Creek and North Union Street Redevelopment Master Plan.</p>	<p>Community Development, Plan Commission</p>	<p>City Budget</p>	<p>2018</p>
<p>7. Research and consider amending the zoning ordinance to allow accessory dwelling units in residential districts.</p>	<p>Community Development, Plan Commission</p>	<p>City Budget</p>	<p>2016</p>
<p>8. Research and consider the application of Transit Oriented Development (TOD) as part of the Implementation of the Allen Creek and North Union Street Redevelopment Master Plan.</p>	<p>Community Development, Plan Commission</p>	<p>City Budget</p>	<p>2018</p>
<p>9. Form partnerships with nonprofit organizations to develop and promote affordable housing, such as Habitat for Humanity.</p>	<p>Community Development, City Administrator, Mayor</p>	<p>City Budget</p>	<p>2016</p>
<p>10. Seek funding for affordable housing development.</p>	<p>Community Development, City Administrator</p>	<p>City Budget, CDGB, HUD, WHEDA</p>	<p>2020</p>

Housing Goal #4			
City ordinances require quality residential development that promotes community character, safety, and the visions expressed in this plan.			
Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Require street tree plantings with all new residential development.	Plan Commission, Municipal Services Committee	City Budget	Continuous
2. Amend the parkland dedication regulations to ensure the money-in-lieu of parkland fees are comparable to the value of land for dedication.	Community Development & Parks Board, Common Council	City Budget	Continuous
3. Encourage responsible building techniques throughout the construction process to ensure quality residential development.	Community Development, Building Inspector	City Budget	Continuous
4. Research and consider design standards for residential construction to ensure new construction is durable and fits in with the character of older areas of the City.	Community Development, Plan Commission	City Budget	2019
5. Review the Evansville building codes every 5 years to ensure they reflect modern building standards and the visions of the community.	Building Inspection	City Budget	2016, 2021, 2026, etc.
6. Develop a protocol for the building inspector to inspect new construction and facilitate enforcement the building code.	Building Inspection, Community Development Director	City Budget	2016
7. Rewrite Historic Preservation Regulations (Ordinances, Zoning and Municipal Code)	Community Development Director, Plan Commission, Historic Preservation Commission, Building Inspector, Common Council	City Budget	2016

Housing Goal #5

The City of Evansville will have responsible growth of housing development reflective of economic conditions.

Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Investigate the potential for establishing a growth management ordinance to provide for subdivision phasing requirements, development permit limitations, or mapped annual growth boundaries.	Community Development Director & Administrator, Plan Commission, Common Council	City Budget	2020
2. Coordinate with the School District, Municipal Utilities, and other local governments to ensure growth is planned for adequately and accurately.	Community Development Director & Administrator, Plan Commission	City Budget	Continuous

Housing Goal #6

The City of Evansville will promote sustainable and resilient housing development that reduces human impacts to natural resources and adapts to changing energy and resource prices.

Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Consider programs or incentives to encourage property owners to install and maintain personal stormwater management devices (such as rain gardens or rainwater collection systems) to reduce the cost of stormwater management to taxpayers and ratepayers.	Municipal Services, Community Development Director, Common Council	Stormwater Utility Fees	2019
2. Encourage energy efficiency measures (e.g. insulation, energy efficient HVAC systems, and appliances).	Building Inspection, Municipal Services, Energy Independence Committee	Utility Fees	Continuous
3. Encourage the use of passive and active renewable energy to reduce the need for fossil fuel based electricity and reduce electricity costs for residents.	Building Inspection, Municipal Services, Energy Independence Committee	Utility Fees	Continuous

4. Promote and encourage water conservation measures.	Municipal Services, Energy Independence Committee	Utility Fees	Continuous
5. Ensure Evansville develops as a walkable community, providing residents with the ability to satisfy their basic needs without needing a personal automobile, and improving local air quality.	Community Development Director, Plan Commission	City Budget	Continuous
6. Encourage the use of composting to reduce the amount of solid waste entering landfills.	Municipal Services	City Budget	Continuous
7. Promote housing development that involves adaptive reuse of existing buildings (current examples include Seminary Park Apartments, Badger Coach and Baker Block Apartments).	Community Development Director, Historic Preservation Commission	Private Developers	Continuous
8. Develop a program for educating builders and homebuyers about the benefits of energy efficient housing choices and encourage builders to make such choices.	Energy Independence Committee, Historic Preservation Commission	City Budget, Water and Light Revenue, Grants	2018

5. Transportation Element

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Transportation Vision

In 2035, Evansville provides a well-connected system of local streets and highways that provide for the safe and efficient mobility of people and goods. Residents take advantage of transit choices and infrastructure that connect Evansville with Madison, Janesville and areas beyond. Trails, paths and sidewalks are an integral part of the transportation network - providing connections between neighborhoods, neighboring communities, schools, parks, services, and the greater region. Investments in walking and bicycling infrastructure provide residents with choices between many modes of transportation and contribute to the high quality of life in Evansville.

Policies

The goals provided at the end of this chapter are related to actions that Evansville can control. Evansville will work, in accordance with the Intergovernmental Cooperation Element of the Wisconsin Smart Growth Law, with Rock County and WisDOT to ensure that adequate community transportation facilities are available to serve the area. Supporting transportation policies are provided below.

- **To the fullest extent feasible, obtain transportation improvement funds needed to safely accommodate new development directly from developers. (e.g., acceleration lanes, etc.)**
- **Provide a broad range of transportation choices, including quality roads, highways, sidewalks and trails to meet the diverse needs of residents.**
- **Require bicycle/pedestrian paths or sidewalks be installed on all sides of all streets with all new development and major street projects.**
- **Support private transportation providers that serve the elderly.**
- **Provide a transportation network that will strengthen access between interdependent land uses such as commercial, industrial, residential, and recreational.**
- **Encourage grid-like street patterns rather than cul-de-sacs and dead end roads.**
- **Discourage the development of roadways in environmentally sensitive areas such as wetlands, floodplains, prime agricultural lands, scientific areas, and on soils with severe engineering limitations.**
- **Discourage unnecessary improvements or construction of a road network that will necessitate the destruction or removal of historically significant buildings, structures, or sites.**
- **Schedule street improvements according to the analysis of existing physical street conditions, utility needs and economic considerations.**
- **Protect the viability of the Union Pacific Rail Line through the City and support efforts to reopen the line north of the City.**
- **Install ramps that are accessible for people with disabilities at street intersections when curbs are replaced.**
- **Communicate and coordinate transportation improvements and plans with WisDOT and the Rock County Highway Department at any opportunity presented.**
- **Monitor law enforcement needs along roads and streets to determine where safety redesigns or traffic calming measures need to be employed.**
- **Support the efforts of the Ice Age Trail to establish a trail through and connecting to Evansville.**
- **Require walkability in all neighborhood developments, including community assets such as parks, commercial services, or civic institutions as focal points for new neighborhoods.**
- **Require adequate right of way (ROW) width along major roads to allow for the development of separated bicycle facilities in the future.**
- **Use the National Association of City Transportation Officials (NACTO) Bikeway Design Guide and Urban Street Design Guide when siting and designing future bicycle facilities.**
- **Pursue opportunities to expand local bicycling and walking trails.**
- **Pursue opportunities to connect to regional trails.**
- **Design for the needs of bicycles and pedestrians in all road projects.**

Introduction

A diversified, well-balanced transportation system is a major factor in the growth of a community. The transportation system exists to move people, goods and services both through and within the community. Planning for the improvement and maintenance of the various modes of transportation is one of the most important aspects of planning for City expansion.

Evansville's transportation system consists of local streets, state highways, railroad corridors and a network of sidewalks. USH 14 is the principal arterial connecting the City to the greater region and areas beyond.



FIGURE 5A: ENTRANCE TO EVANSVILLE FROM THE NORTH ALONG USH 14.

This chapter examines the transportation network, including a summary of existing transportation plans, studies, and assessments, as well as a series of recommendations to address future transportation needs and desires.

Wisconsin's Smart Growth Law includes 14 goals for local comprehensive planning. The goals listed below specifically relate to planning for transportation:

- Encouragement of neighborhood designs that support a range of transportation choices.
- Encouragement of coordination and cooperation among nearby units of government.
- Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit dependent and disabled citizens.

Inventory of Existing Transportation Facilities and Conditions

Evansville's transportation network is vitally important. The 2014 Community Survey showed that nearly 90% of households have at least one member that works outside of Evansville.

This section profiles the different transportation choices available in Evansville.

Pedestrian Facilities and Walkability

Older sections of the city predominantly have sidewalks on both sides of the street. Evansville has a designated walking tour, complete with a printed guide, of the historic district. Some of these areas lack curb cuts at crosswalks to allow access by persons with physical disabilities. However, many sections of the City that developed after World War II were developed without sidewalks or only with sidewalks on a single side of the street. This led to a disconnected network of sidewalks that forces pedestrians to travel in the roadway or continuously cross the street to stay on the sidewalk. This decreases the safety and convenience of walking, discouraging people from walking for transportation and recreation.

As Evansville continues to grow, considerations for safe pedestrian access to local amenities must be considered. During this planning process, concerns were raised that sidewalk connections are not continuous throughout Evansville. Specific examples cited include:

- A general lack of sidewalks on the southeast side of the City.
- There is a gap in sidewalk connectivity east of the Evansville Manor.
- Many people walk and run in the road to avoid poorly maintained and poorly connected sidewalks.
- Numerous sidewalks connecting low income and special need residential properties do not have accessible curb ramps, forcing persons with mobility issues to travel in the street.
- Sidewalks on only one side of the street in newer neighborhoods

Walkscore can be used as one measure of the walkability of a community. While Walkscore does not measure the sense of security, safety, or enjoyment of walking in a community, it provides a measure of how many destinations are within walking distance of an address. Walkscores within Evansville currently range from a nearly 0 score of "car-dependent" to just over 50, or "somewhat walkable."

Ice Age National Scenic Trail

The 1,000-mile Ice Age National Scenic Trail passes through Rock County. Evansville has been working closely with the Ice Age Trail Alliance and the National Park Service (NPS) to route the trail through the City. A 2016 finalization of the route is expected connecting Gibbs Lake County Park in the east to Magnolia Bluff County Park in the west via the Ice Age Trail and passing through Evansville on the way.

Bicycling Facilities

Bicycle usage falls into two categories - transportation and recreational. Bicycling occurs on roads, trails and paths, with different facilities desired and required by riders of different comfort or skill levels and various ages. Research has demonstrated that bicycling facilities have the potential to improve the health, mobility and quality of life for Evansville residents, increase nearby property values and contribute to economic development.

Local Trails and Shared Use Paths

Presently, there are no local shared use paths or trails through the City. As development has occurred on the west side and north-east side of the City, utility and trail easements have been recorded that could be used for local trail connections. Due to development in the Town of Union on the east side of the City, some of the easements on the east side are no longer continuous and lead to dead ends. This creates challenges routing a trail through Evansville. The City should look into approaching developers to consider options to better connect planned trails. As described elsewhere in this chapter, trail development is a priority. In fact, in the 2014 community survey 59% of residents indicated support for the City using local tax dollars for walking and bicycle trails through and around the City. Trails are needed to complement sidewalks because:

- Sidewalks are designed for pedestrians and have too many motor vehicle crossings.
- Sidewalk connections do not cover all areas of Evansville.
- Sidewalks are situated, for the most part, along streets and roads. In contrast, trails and paths may be located adjacent to natural areas. As a result, trails provide a more scenic and peaceful recreation environment.
- Sidewalk connections are not as direct as trail connections in some areas, particularly to gain access to regional parks.
- Sidewalks end at the City limits. Cyclist and pedestrians need trails to continue through the region.
- Sidewalk connections to the High School are poor.

Trails Vs Shared Use Paths (Source: AASHTO)

Although the terms are often used interchangeably, trails can refer to unimproved recreational routes, while shared use paths refer to facilities with exclusive right of way with minimal cross flow by motor vehicles. Trails do not always meet the design standards of shared use paths for accessibility and safety, so they cannot always be considered bicycle facilities.



FIGURE 5B: A SHARED USE PATH.
Source: iowadot.gov

Regional Trails and Shared Use Paths

Rock, Green and Dane County have numerous regional trails that provide connection opportunities for Evansville, including the Badger State Trail, The Sugar River State Trail and the Military Ridge State Trail.

Providing off-road, off-sidewalk routes for cycling will become increasingly important as traffic pressures increase. Additionally, the growth of bicycling and the extensive network of popular multi-use trails in the Dane County and Rock County region provide opportunities for increasing bicycle related tourism as a form of economic development.



FIGURE 5C: BADGER STATE TRAIL, WEST OF EVANSVILLE.
Source: Wisconsin DNR.

The potential exists to work with neighboring communities, Rock County and Dane County to establish a regional trail route with connections to Brooklyn and Oregon. A good option for a regional connecting trail extending to the north of Evansville is along Allen Creek. The potential also exists to develop a regional trail extending south on the abandoned railroad corridor toward Beloit.

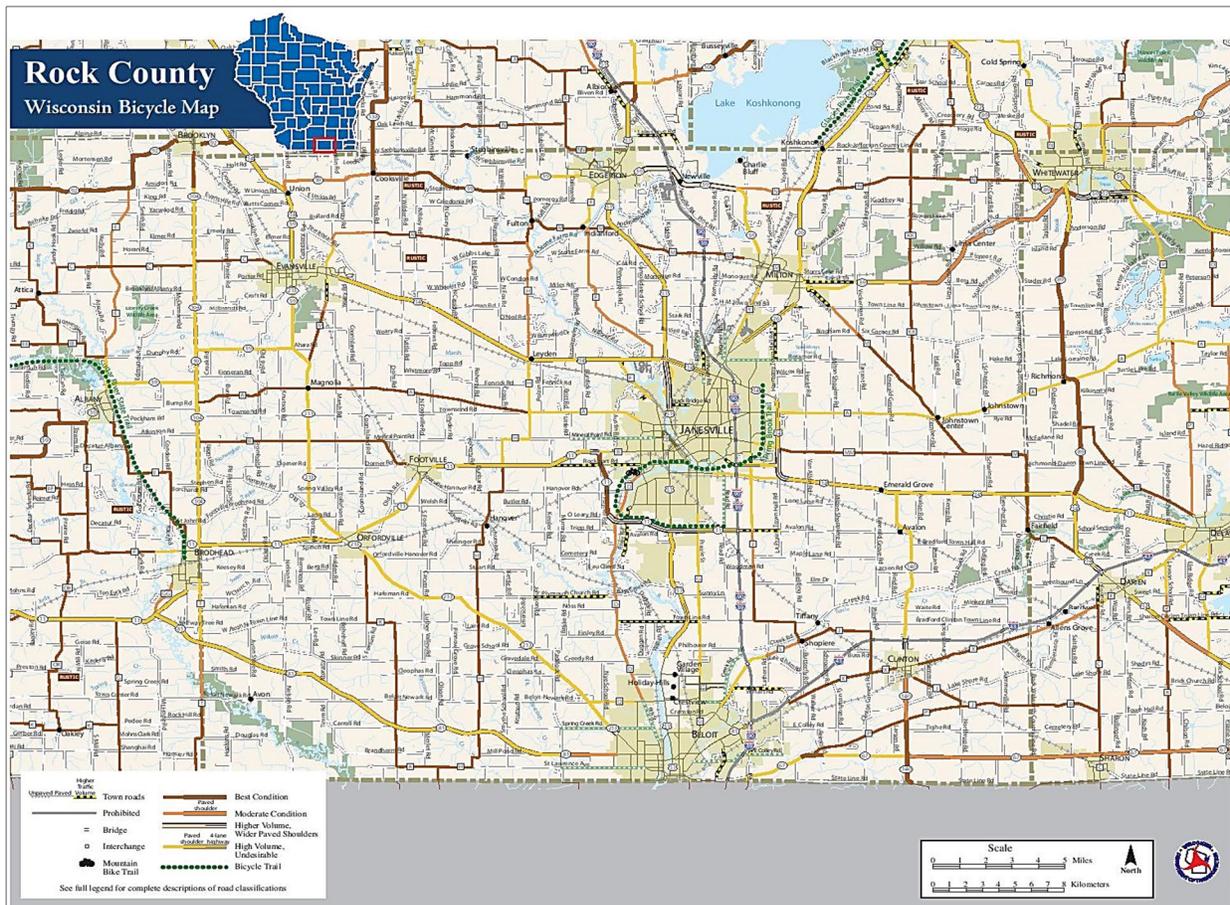


FIGURE 5D: ROCK COUNTY, WI BICYCLE TRAIL MAP.
Source: <https://www.co.rock.wi.us/transportation-bike>

On Street Bicycle Facilities

Evansville currently has a signed bicycle route that connects many areas of the city, including the downtown, the west side residential area and West Side Park, Leonard-Leota Park, and the east side. There is also a paved and marked shoulder along East Main Street/USH 14 that can accommodate bicyclists, but it is not wide enough to be considered a bicycle lane.

While skilled or experienced cyclists should have no trouble navigating Evansville by bicycle, many of the bicycle facilities in Evansville are not ideal for children or less experienced bicyclists. A portion of the signed bicycle route on Water Street also accommodates heavy truck traffic and is not wide enough to accommodate bicycles and motor vehicles simultaneously. Disconnected local streets, discussed later, also force bicycles to either ride an indirect route to their destination or to use busier collector and arterial streets.

As traffic volumes increase, it will become more important to have both separate facilities available for use by bicycles and traffic calming measures on local streets and bicycle routes. As mentioned in the Community Profile, public comments during the planning process demonstrated many residents' desire for bicycle lanes and other bicycle facilities to make bicycling safer and more convenient.

The following maps, retrieved from the GPS fitness tracking app Strava, show the most frequently tracked bicycle routes. Roads with no color are rarely traveled by bicycles. As intensity increases from blue to red, the road carries more tracked bicycle rides. This resource can be used in bicycle planning to better inform the decisions made. A caution in using the data available from Strava is that GPS tracking apps are more likely to be used by more experienced and skilled bicyclists, and less likely to be used by casual recreational riders or children.

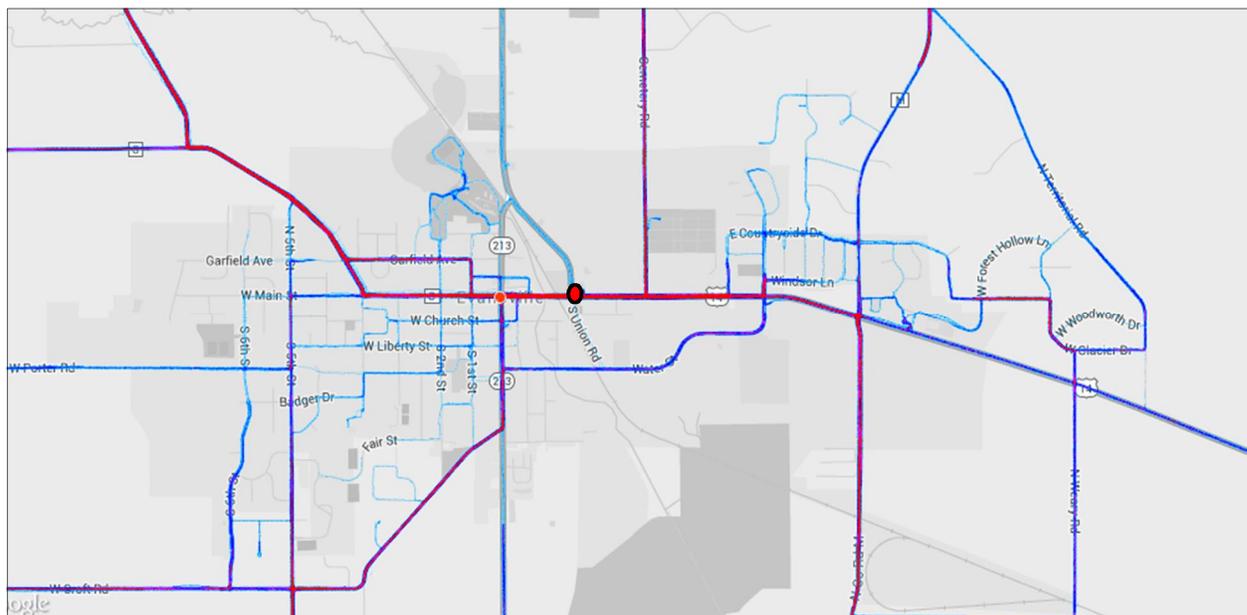


FIGURE 5E: STRAVA GLOBAL HEATMAP SHOWING THE INTENSITY OF BICYCLE USE EVANSVILLE.

Source: <http://labs.strava.com/>

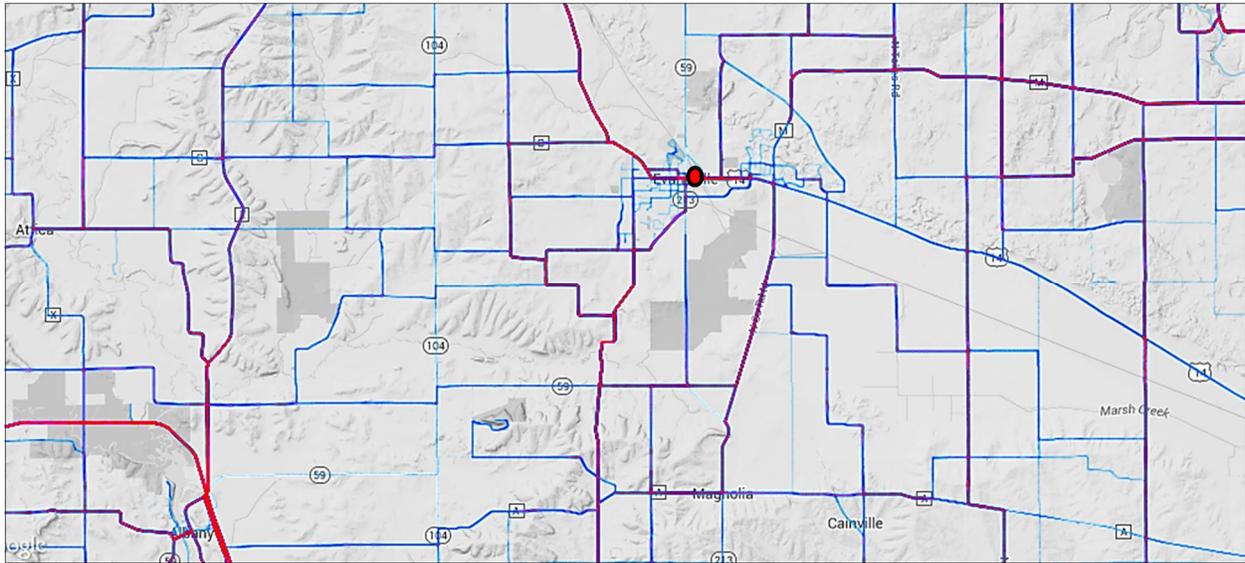


FIGURE 5F: STRAVA GLOBAL HEATMAP SHOWING THE INTENSITY OF BICYCLE USE IN EVANSVILLE'S SURROUNDING AREA.
 Source: <http://labs.strava.com/>

Snowmobile Trails

A snowmobile trail begins at the far eastern edge of Evansville. Soon after, the trail splits to provide snowmobilers with a north and south route. The north route moves toward Edgerton and connects to trails in Dane County. The southerly route passes through the Town of Center and provides connections to Footville and areas beyond.

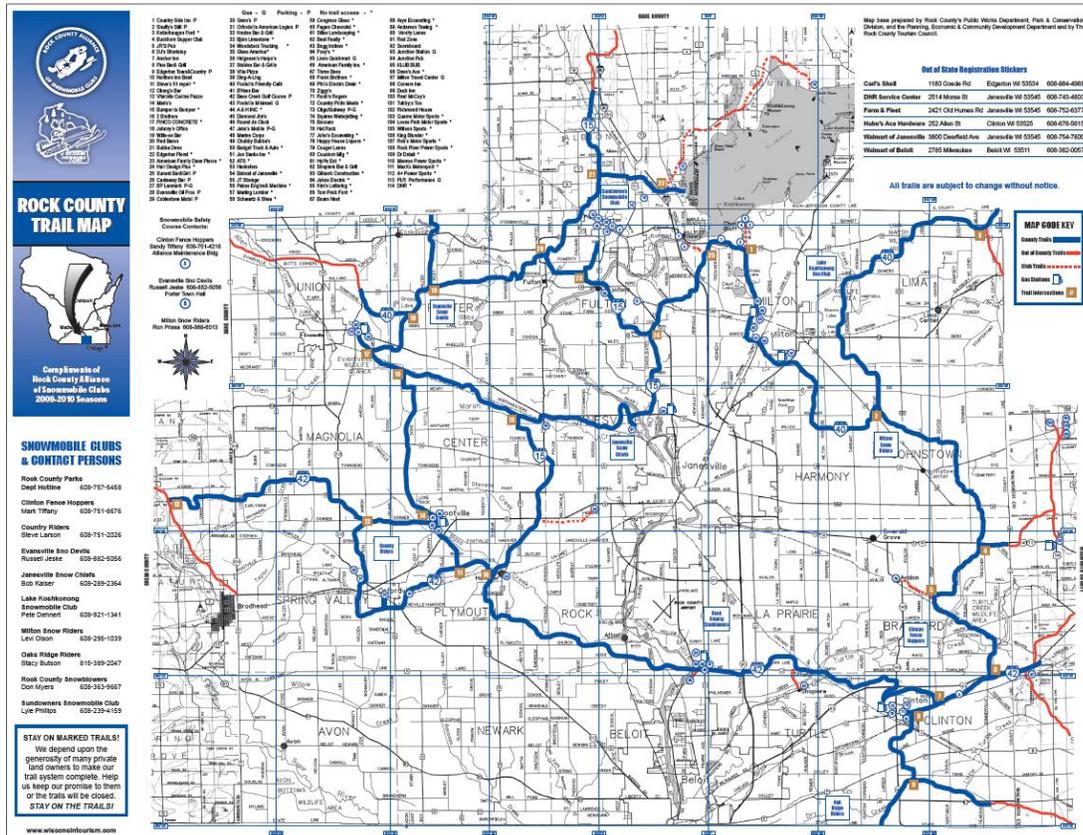


FIGURE 5G: MAP OF THE ROCK COUNTY SNOWMOBILE TRAIL MAP.

Railroad Corridors

The Union Pacific Railroad line extends across the City of Evansville (refer to Map 5.1: Transportation Plan Map). This line is unused north of the City limits. However, within the City and to the southeast, this rail corridor is an active freight line. The continued viability of this line is crucial to Evansville's current businesses and long-term industrial growth.

The City of Evansville supports active use of the corridor north of the City. The Village of Oregon and City of Fitchburg developed a joint business park along the northern section of the corridor which included re-opening the railroad corridor beginning at the joint business park and extending north to Madison.

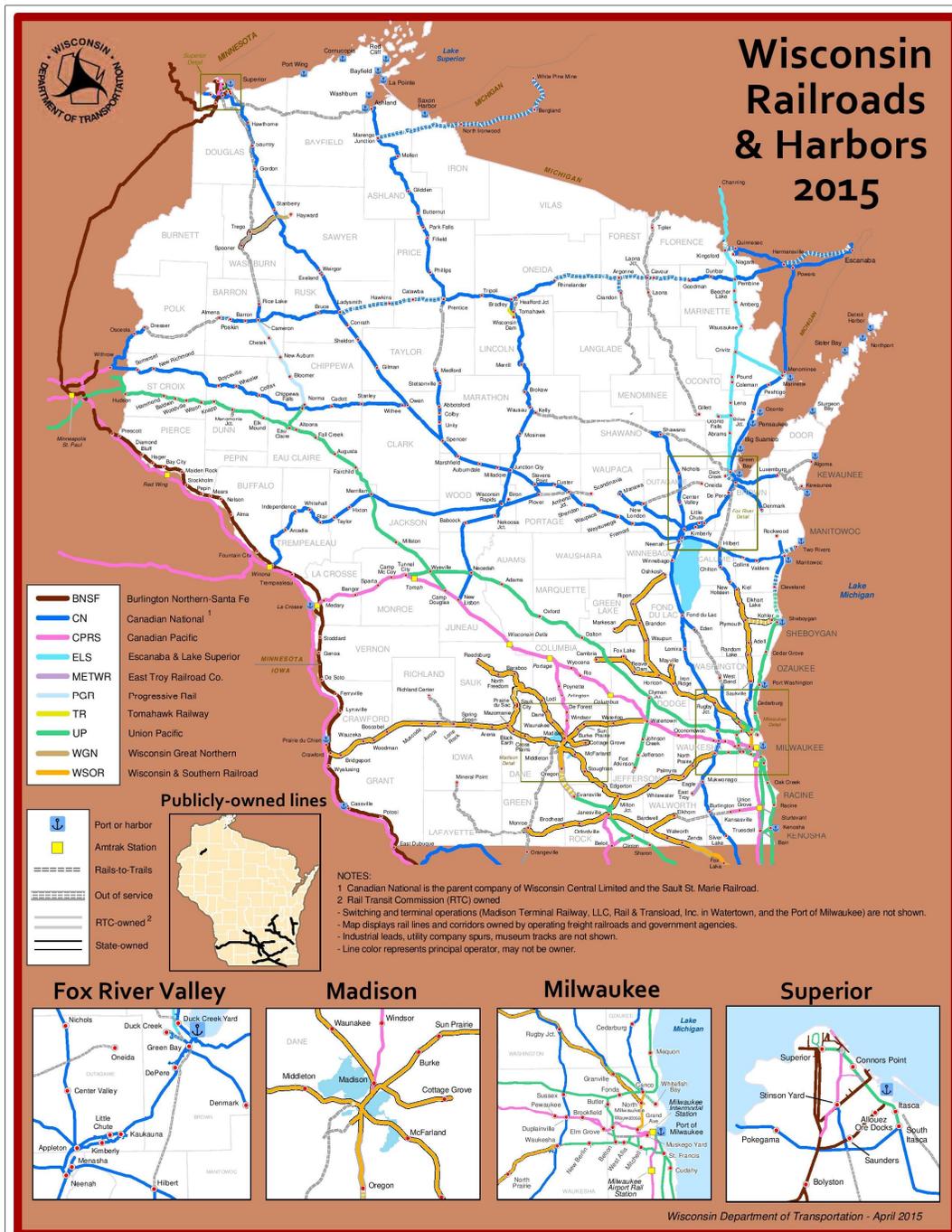


FIGURE 5H: 2015 MAP OF WISCONSIN RAILROADS AND HARBORS.

Streets and Highways

Streets and highways are classified according to their primary function, either to move vehicles or to serve adjacent land. Arterials accommodate the movement of vehicles, while local roads are designed to provide direct access to individual parcels of land. Collectors serve both local and through traffic by providing a connection between arterials and local roads.

All the roads described in this section are illustrated by their proposed functional classification on Map 5.1: *Transportation Plan Map*. Key arterial and major collector intersections between WIS 59, USH 14 and Main Street have an annual average daily traffic (AADT) count between 5100 and 8300 vehicles.¹ Evansville has adopted an *Official Map* to preserve corridors for street extension. The *Official Map* needs to be updated to keep pace with development that has recently taken place.

The older areas of the city have roads laid out in a grid, while newer developments consist of curvilinear roads and often include cul-de-sacs. This type of development has increased the traffic on adjacent roads and created a disconnected local street network. Additionally, newer subdivisions include wide streets that allow for parking on both sides of the street and unimpeded traffic speeds simultaneously. Due to the amount of off-street parking provided in these neighborhoods, many of the roads are excessively wide. The excessive width of these streets encourages motorists to drive faster on these neighborhoods streets. This type of network has decreased safety, increased congestion, and made walking and bicycling for transportation more difficult.

The current road network essentially directs traffic from west-side subdivisions onto Main Street and from there onto area highways. This situation is creating a “bottleneck” of traffic downtown. Additionally, west side residents have raised concerns regarding traffic speeds and volumes along Main Street and Garfield Avenue. Main Street is the only corridor that spans from Evansville’s west side to its east side, enhancing the potential for traffic congestion as the City continues to grow. The land use pattern that has occurred over the previous 25 years, with commercial services concentrating on the east side of the city, and residential concentrating on the west side has exacerbated this issue.

If this pattern of development continues traffic pressures will continue to increase on the few through streets. It is essential that roads are planned in a way that will establish connected local streets in a grid pattern as developments occur.

Mass Transit

In 2005-2007 the City explored intercity commuter bus service with Madison Metro, the Village of Oregon, and the City of Stoughton. The project was found to be financially unfeasible.

The state operates 3 commuter vans round trip from Evansville to Madison and 1 that comes through Evansville from Janesville or Beloit each weekday. The van is used by state employees, but non-state employees can ride it as well. The vans pick up riders near the City’s parking lot on Montgomery Street and the lot on Maple Street near East Main Street. No other mass transit is currently available in Evansville. However, during the planning process, residents expressed an interest in improving mass transit choices, especially connecting to Janesville and Madison. The establishment of a service would benefit seniors, low income residents, and others who do not have access to a motor vehicle.

Approximately 2% of Evansville households do not have access to a vehicle, and approximately 35% of Evansville households have access to only one vehicle. Evansville is largely reliant on surrounding communities such as Janesville and Madison for employment, severely limiting the employment options for residents without access to a motor vehicle. Many senior residents are reliant upon transit services to complete daily or weekly activities. This is

¹ Based on daily traffic counts available on the Wisconsin Department of Transportation interactive traffic count map.

exacerbated by the location of some of Evansville's senior oriented residential facilities away from retail and service centers.

Rock County provides some specialized transit services that serve Evansville. One option is the Rock County Para-transit service. This service allows elderly or disabled residents of Rock County to call at least two days in advance to arrange a trip either within the community for a fee, or outside of the community for an extra charge. The Rock County Council on Aging also provides transit service for medical appointments to the surrounding metropolitan areas. Creekside Place and The Heights at Evansville Manor also provide specialized transit service for seniors that need support for doctor appointments, groceries, and other errands.

Low density development near potential transit stops limits the viability and effectiveness of transit. Priority should be placed on increasing density near potential transit stops to increase the likelihood that transit service serving the City could be established and maintained.

Truck Transportation

The highway corridors extending through Evansville are important truck routes. WisDOT has officially designated the state highways WIS 213, WIS 59 and USH 14 as truck routes. As traffic volumes increase, truck delays will negatively impact economic development and increase the importance of freight rail service.

Airports

There are no airports in Evansville and no plans to establish any in the future. The nearest commercial airports are in Madison, WI, Janesville, WI and Rockford, IL. These airports meet resident travel and business freight needs. They are expected to continue to meet local needs over the next 20 years.

Summary of Existing Transportation Plans

This portion of the chapter provides summaries of existing state and county transportation plans, which will effect Evansville's transportation system in the future, including vehicular, bicycle, and pedestrian.

WisDOT State Highway Plan 2020

The *WisDOT State Highway Plan 2020* is a 21-year strategic plan which considers the highway system's current condition, analyzes future uses, assesses financial constraints and outlines strategies to address Wisconsin's preservation, traffic movement, and safety needs. The plan is updated every six years to reflect changing transportation technologies, travel demand and economic conditions in Wisconsin.

The plan indicates that USH 14 is experiencing moderate congestion (including the segment through Evansville) and congestion will increase if improvements are not made. WIS 59 and WIS 213 are not expected to experience significant additional congestion. Accordingly, WisDOT has no planned expansions or major improvements to these corridors.

WisDOT plans to reconstruct USH 14 from STH 138 (near Oregon) to STH 92 (near Brooklyn) on a straighter and wider right-of-way. The roadway will be constructed as a 4-lane divided highway.

WisDOT Connections 2030 Multimodal Transportation Plan

Connections 2030 is a policy based plan that addresses multi-modal transportation policies including: highways, local roads, air, water, rail, bicycle, pedestrian, and transit. The plan identifies seven transportation themes: preserve and maintain Wisconsin's transportation system, promote transportation safety, foster



FIGURE 51: CONNECTIONS 2030 EXISTING PARK AND RIDE LOCATIONS
Source: Wisconsin Dept. of Transportation

Wisconsin's economic growth, provide mobility and transportation choice, promote transportation efficiencies, preserve Wisconsin's quality of life, and promote transportation security. This plan includes USH 14 as a park and ride corridor.

WisDOT USH 14 Corridor Management Plan

This plan summarizes existing conditions and plans for the USH 14 corridor, beginning at WIS 92 near Brooklyn and continuing to the I-39/I-90 Interchange in Janesville. Plans include a new 4-lane divided segment of USH 14 on a wider right of way from the Village of Oregon to WIS 92. The road that is currently USH 14 would be designated as a town road after the realignment is complete. The plan also includes pavement and safety improvements between WIS 92 and Janesville.

Average daily traffic counts for the section of USH 14 through Evansville sit at 8,000 as of 2007, and projections for the year 2035 are 14,900. This plan includes recommendations and potential improvements within Evansville, including combination of adjacent driveways, and improvements at the intersection of J. Lindemann Drive and USH 14. The plan also recommends all way stop controls at the intersection of USH 14 and South Union Street/Main Street by 2025 and the intersection of WIS 213/WIS 59 and USH 14 by 2035.

Rock County Comprehensive Plan

The Rock County Comprehensive Plan, adopted for the planning horizon from 2010 to 2035, includes many more detailed local transportation plans, such as bicycle and pedestrian routes and trails plans. The plan also provides information about county-wide public transit systems, such as the Rock County Para-Transit service.

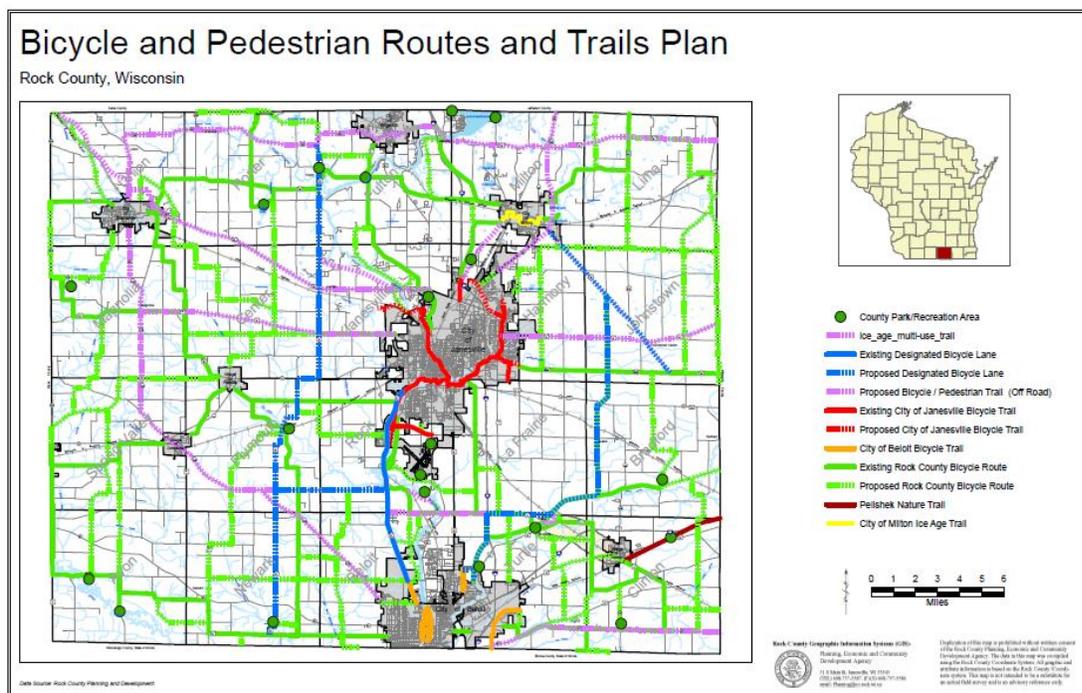


FIGURE 5J: ROCK COUNTY BICYCLE AND PEDESTRIAN ROUTES AND TRAILS MAP.
Source: Rock County Planning, Economic & Community Development Agency.

Wisconsin Pedestrian Policy Plan 2020

This plan, completed in 2002, details how State and local jurisdictions can improve pedestrian safety and comfort, while increasing walking as a practical mode of transportation. Options for pedestrian facilities are explored, especially those that are user-friendly for the elderly, children and people with disabilities. The need for education efforts among law enforcement, motorists and pedestrians is discussed, as is WisDOT's leadership role in promoting walkability.

Wisconsin Bicycle Transportation Plan 2020

This plan, completed in 1998, guides the establishment of bicycle accommodations in transportation planning. It also addresses costs, the State's role, and how popular and beneficial bicycling is. While the plan describes seven different intercity trail segments that are considered key, and the recommendations set forth to improve those segments, none of them are located within Rock County. Rock County's POROS Plan outlines specific plans for future bicycle routes, and is a more useful and detailed reference.

Transportation Plans and Opportunities

This portion of the chapter highlights Evansville's transportation plans and opportunities, which will help the City guide future transportation improvements.

National Transportation Trends

Per capita vehicle miles travelled have been declining for over a decade, with total VMT declining during the most recent recession as well. However, there are some recent indications that automobile use is on the rise again in 2015, with total VMT rising approximately 2.7% between May 2014 and May 2015.²

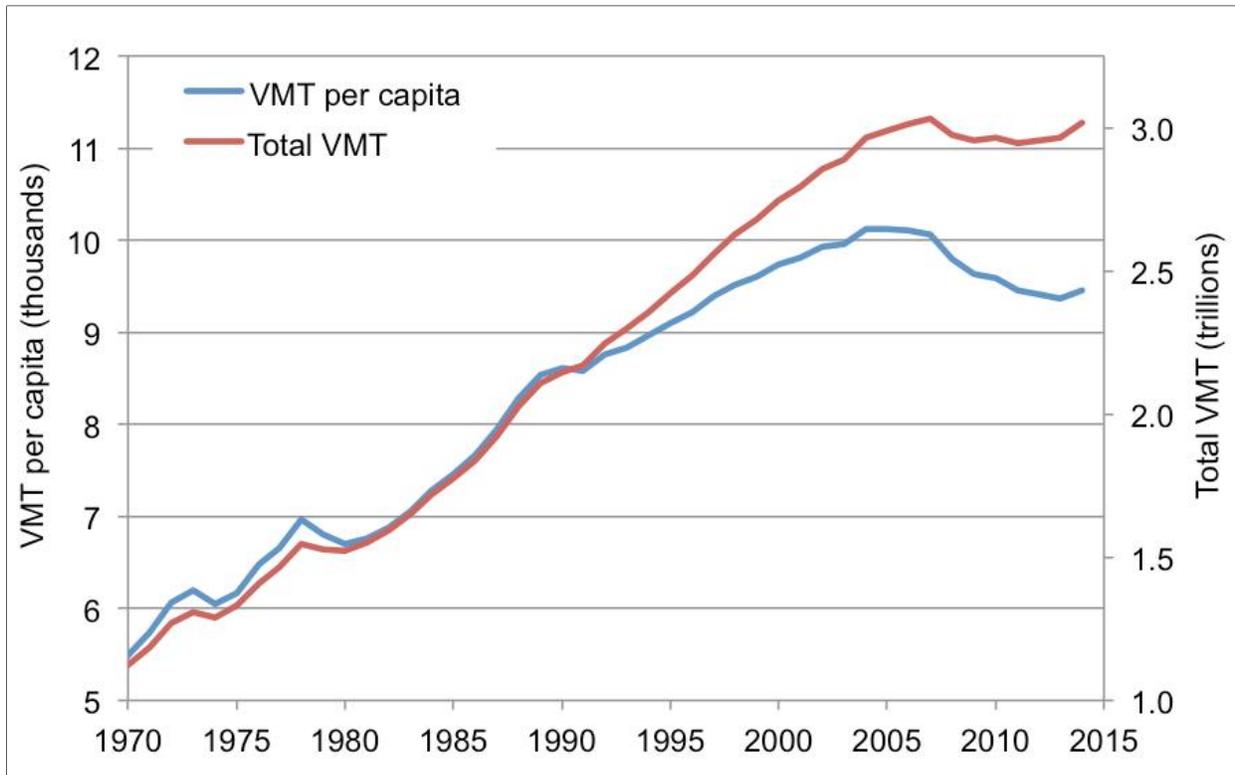
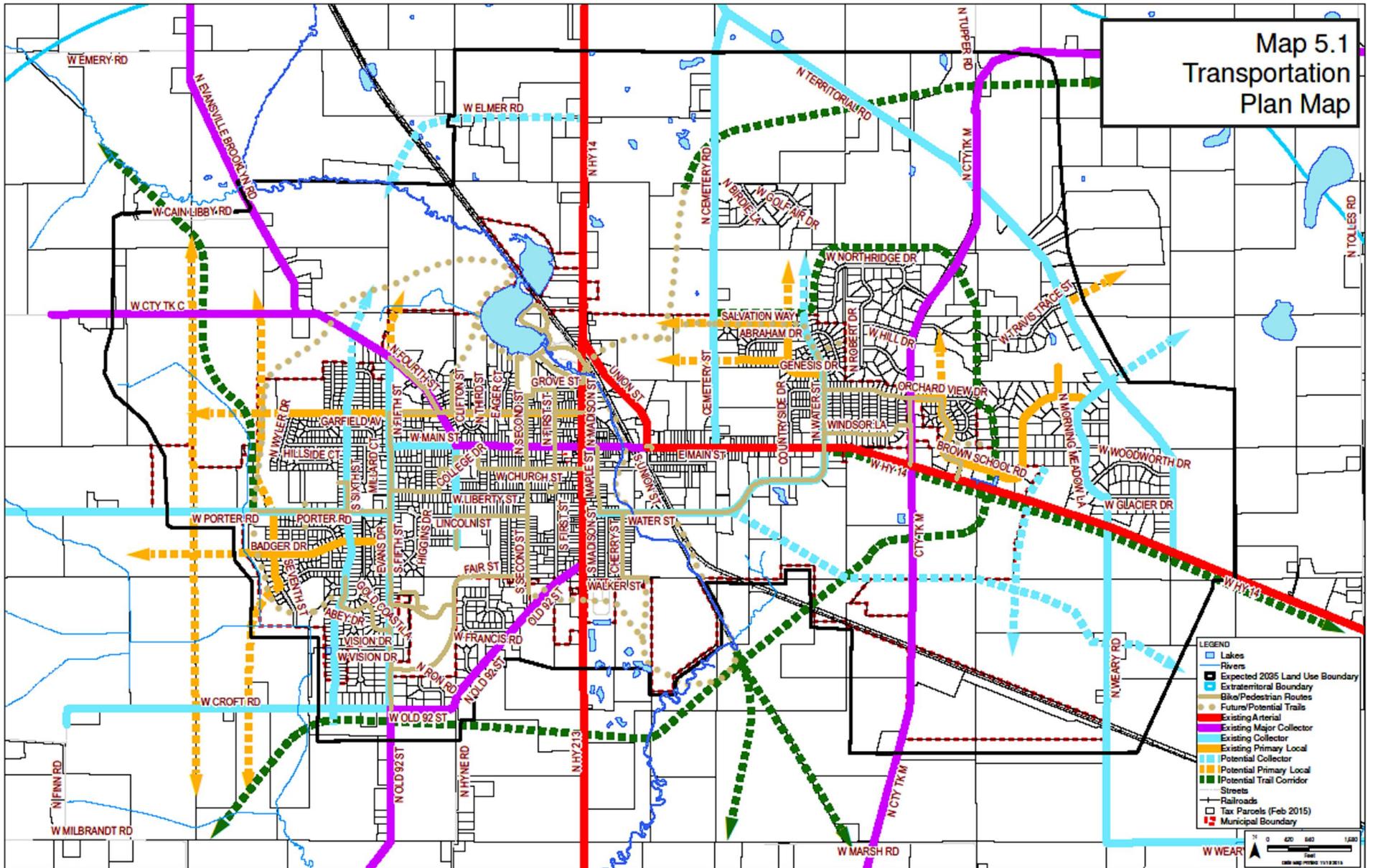


FIGURE 5K: NATIONAL VEHICLE MILES TRAVELLED TRENDS.

Chart Source: State Smart Transportation Initiative, Data Source: FHWA and US Census Bureau.

² Source: Federal Highway Administration, Office of Highway Policy Information.



Pedestrian Infrastructure

Infrastructure is more than sidewalks and paths. Infrastructure also includes appropriate lighting to enhance visibility and safety of pedestrians, plantings and terraces to increase perceived and real safety, and safer crossings.

Evansville as a Walkable Community³

74% of respondents to the 2014 Community Survey stated it was important or very important that Evansville be a highly walkable community. This desire was echoed throughout the planning process.

Walkable communities are desirable places to live, work, and recreate. Walkable communities locate goods and services that a resident or employee needs on a regular basis within an easy and safe walk, and through good design create streetscapes that serve all users and make the pedestrian experience enjoyable and safe. Walkable communities are also insulated better from economic shocks resulting from rising fuel prices.

The City of Evansville is fortunate to have the basic elements of a walkable community. Furthermore, *Evansville* seeks to enhance the City's walkability by providing sidewalks and trail connections to schools, parks and shopping areas. The City can further improve its walkability through the following actions:

1. **Revitalizing the downtown**, to improve its design, mix of businesses, and the provision of housing in and adjacent to the downtown. This includes increasing housing density in and adjacent to the downtown.
2. **Maintaining the City's network of neighborhood parks, open spaces and schools.** This effort must include a commitment to continuing to provide these spaces in new neighborhoods and access to existing facilities via trails and sidewalks. New school facilities should be integrated into the community to maintain a compact design whereby at least 40% of the children attending a school can access it by walking or biking.
4. **Providing many linkages to neighborhoods (including sidewalks, trails, and roadways).**⁴ People need to have choices for traveling. From the perspective of providing connectivity, well-maintained sidewalks are critical on both sides of arterial and collector roadways. Sidewalks should also be provided on both sides of neighborhood streets (Current City policy requires a sidewalk on the north and east sides of new streets, unless the street is designated as a major street – then sidewalks are required on both sides.⁵). Bike lanes should be provided to traverse the community (refer to Map 5.1: Transportation Plan Map for recommended routes). Curbs must be improved to provide good Americans with Disability Act (ADA) access to and from each block in all directions. Sidewalk maintenance must be addressed to ensure they are used. Evansville does not have a sidewalk maintenance program. Currently, sidewalks in disrepair are maintained based on complaint. A more comprehensive process is needed to determine sidewalk installation and maintenance priorities.
5. **Designing at a scale to allow residents to walk to local destinations** (i.e. schools, shopping, parks). Walkable communities are designed so most residents have the choice of walking (¼ to ½ mile) to arrive at a community destination (i.e. shopping, schools, parks). In Evansville, as the City has experienced growth in a linear fashion (east-west) walkability has been impaired. Residents living at the outer limits of the community are challenged to walk to destinations within the community. Accordingly, they often prefer to drive. To address this issue, infill development must occur.

³ Based on the information available from Walkable Communities, Inc., as prepared by Dan Burden, a nationally recognized authority on bicycle and pedestrian facilities and programs.

⁴ 59% of respondents to the 2014 Community Survey support using local tax dollars for walking/bicycling trails through and around the community.

⁵ The 2004 Community Survey included a question (#18) regarding the City's current sidewalk policy. Half of the respondents support requiring sidewalks on both sides of the street. 44% of respondents support keeping the current City sidewalk policy in effect.

6. **Continuing to enforce low speed streets (in downtown and neighborhoods - 15-25 mph common).** To promote a walkable community, motorists must obey speed limits in all areas, but particularly in the downtown, near schools, historic neighborhoods, parks and other public areas, yielding to pedestrians.

7. **Providing convenient, safe, and easy street crossings.** Successful downtowns have frequent, convenient, well-designed street crossings. Pedestrians using these areas rarely have to walk more than 150 feet from their direct lines-of-travel to reach crossings. People crossing at intersections, whether signalized or not, rarely wait more than 30 seconds to start their crossings.

The primary challenge in Evansville is the volume of traffic along USH 14, Main Street, and STH 59/213. These high traffic volumes can be intimidating to pedestrians. Improved crossings, (i.e. Bump outs to reduce pedestrian crossing width, mid-street crossing downtown (away from the traffic on USH 14 and STH 59/213), and surface treatments (i.e. colored/stamped concrete to clearly demarcate crossing locations, lighting, and paint striping) can help to address these issues. It is vitally important for the City to work with the Department of Transportation to ensure any road projects on state roads include adequate pedestrian improvements.

8. **Providing inspiring and well-maintained public streets.** Streets in a walkable community are attractive, balanced, colorful, with sidewalks, planter strips, and handle a diversity of needs. Many streets allow on street parking and larger volume streets often include bike lanes. Homes and buildings are brought forward, relating to the street. These amenities and design elements provide an attractive, inviting place for walking. Evansville's street and sidewalk maintenance budget will need to be increased to achieve the street maintenance necessary to achieve these goals.

9. **Integrating land use and transportation.** In walkable communities, residents understand and support compact development, urban infill, integral placement of mixed-use buildings, and mixed income neighborhoods. People understand that small, local stores help create community as well as convenience. Residents desire and find ways to include affordable homes in most neighborhoods. All residents feel they have choice of travel modes to most destinations. Most people live within walking distance - 1/2 mile (with the majority within 1/4 mile) - of 40% of the services and products they need on daily or weekly basis. These services include small grocery, pharmacy, hardware, bank, day care, dry cleaning, post office and other essential services.



FIGURE 5L: CURB EXTENSIONS OR BUMP OUTS AT INTERSECTIONS REDUCE THE CROSSING DISTANCE FOR PEDESTRIANS AND SLOW TRAFFIC, INCREASING CROSSING SAFETY, ESPECIALLY FOR THOSE WITH PHYSICAL LIMITATIONS.

Source: Richard Drdul, Flickr.



FIGURE 5M: LANDSCAPING CAN ADD COLOR AND ATTRACTIVENESS TO TERRACES, CURB EXTENSIONS, AND ROUNDABOUTS. THE FIRST IMAGE WAS HIGHLY RATED IN THE 2015 VISUAL PREFERENCE SURVEY.

Source: Richard Drdul, Flickr.

During the public workshops held on January 15, 2004, many Evansville residents, business owners and other community stakeholders expressed support for these principles. Specifically, they supported notions of compact development, improved local business choices to meet basic needs, and mixed use neighborhoods. The results of the 2014 community survey and 2015 visual preference survey further support these principles, adding support for land use and transportation connections, developing at a walkable scale, and inspiring local streets.

Ice Age Trail

The City of Evansville should continue to work with organizations to facilitate the planning and implementation of the Ice Age Trail routing through Evansville. An interlinked network of trails would provide residents opportunities for a wide array of trail-oriented recreational pursuits, such as hiking and biking, as well as safe and convenient access to major local activity centers. It is important for the City of Evansville to continue coordinating with the Ice Age Trail Alliance and the National Park Service to complete this valuable recreational amenity. While the Ice Age Trail typically prohibits bicycles, it may present an opportunity for coordination to establish a parallel bicycle trail within the Ice Age Trail corridor. This presents an opportunity to establish a regional trail connection to Janesville, which could ultimately serve as a hub to other trails leading to surrounding communities such as Beloit and Milton. Additionally, the Ice Age Trail will bring a National Park Service amenity to Evansville’s recreation portfolio.

Bicycling Infrastructure

Bicycle infrastructure is important to increase safety for bicyclists. A study by the Wisconsin DOT showed that approximately 57% of urban motor vehicle-bicycle crashes in Wisconsin result from a motorist error.

Research conducted by Portland State University identified four types of transportation cyclists: strong and fearless, enthused and confident, interested but concerned, and no way no how. As

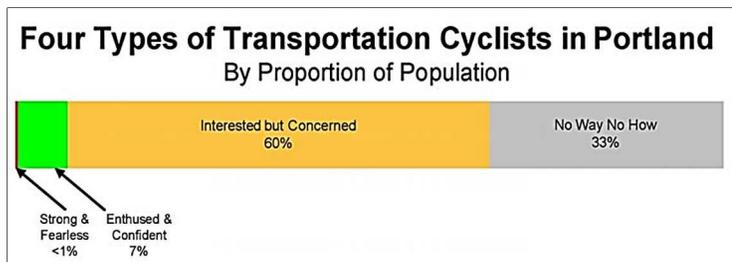


FIGURE 5N: FOUR TYPES OF CYCLISTS.
Source: Portlandoregon.gov

depicted, interested but concerned cyclists make up the majority of the population, and many agencies agree that bicycle facilities should be targeted at this group of potential bicyclists. Three major factors affect the comfort and safety of bicyclists, including the speed differential between bicyclists and motorists, the amount of separation between bicyclists and motorists, and the amount of traffic.

Bicycle infrastructure and other road improvements can address the three aforementioned factors. Shared Use Path development is a priority. Local paths are needed to provide additional choices for pedestrians, cyclists and outdoor enthusiasts. Shared Use Paths are designated off road facilities for nonmotorized users such as pedestrians, bicyclists and rollerbladers. These can be used to supplement and enhance other types of facilities in a network of bicycle facilities, provide shortcuts between cul-de-sac streets, provide recreational opportunities, or provide access to areas that are otherwise limited to motor vehicles, such as limited access highways.

Ideally, shared use paths are located in off-road locations. Paths can be located in the right of way adjacent to a road where there is very little cross traffic, however when intersections are common it increases the likelihood of crashes.⁴ As such, it is important to use design guidelines that are based on safety research, such as the Federal

⁴ Amsden, Michael and Thomas Huber. June 2006. *Bicycle Crash Analysis for Wisconsin Using a Crash Typing Tool (PBCAT) and Geographic Information System (GIS)*. Wisconsin Department of Transportation Research, Development & Technology Transfer. Final Report No. 0092-05-08.

Highway Administration (FHWA) endorsed NACTO (National Association of City Transportation Officials) *Bikeway Design Guide* to decide which facilities to use and where to site these facilities.

Bicycle facilities encourage residents to take more trips by bicycle and enhance their quality of life. Bicycle facilities also serve as economic development by increasing bicycle tourism. Research has demonstrated that bicyclists tend to spend more money per visit at local businesses than motorists. Ideally, bicycle facilities would traverse the City to link together residential areas, parks and recreation facilities, schools, the downtown, and other commercial areas. Potential routes are illustrated on Map 5.1: *Transportation Plan Map*. This includes on-road facilities such as bike lanes, shared lane markings, routes, and paths.

This city seeks to provide a combination of trails, sidewalks, and bicycle routes to connect destinations within and around the City of Evansville, including:

- The downtown;
- City parks;
- The east side shopping area;
- Regional trails in the area;
- Other recreational and open space areas within and beyond the City;
- A ring trail around the current perimeter of the City.

The general location of these planned trail corridors is illustrated on Map 5.1: *Transportation Plan Map*. The City should begin to seek funding to plan for and develop sections of the trail that are not required to be installed by developers.

There is the potential to establish additional trails - particularly in newer areas of Evansville that have greenspace dedicated for stormwater management. Through the subdivision review process, Evansville has worked with developers to locate these areas adjacent to one another. Over the long-term the vision is to create a network of greenways through Evansville. While the primary purpose of these corridors is to control stormwater, secondary opportunities include their use as wildlife corridors and as a potential greenway trail network.

Bicycle infrastructure improvements are not limited to road improvements and trails. Adequate parking, lighting, signage, and commuter facilities are also important determinants of bicycle friendliness. As such, these improvements should be studied and pursued. Evansville's zoning code is an important tool to improve other bicycle infrastructure, such as requiring adequate bicycle parking in commercial districts and for multifamily housing.



FIGURE 50: EXAMPLE OF INADEQUATE BICYCLE PARKING IN THE DOWNTOWN.

The repeal of Wisconsin's Complete Streets policy as part of the 2015 Wisconsin Biennial Budget has also created the need for Evansville to be more proactive in supporting bicycle and pedestrian infrastructure to improve the quality of life for its residents and visitors. The Wisconsin DOT is now prohibited from including bicycle and pedestrian ways as part of a highway project that uses state funds, unless the governing body of each municipality in which the project will occur has adopted a resolution authorizing the DOT to establish a bikeway or pedestrian way. Evansville should also adopt a municipal level complete streets policy to ensure safe facilities exist for bicycles and pedestrians in all projects that occur within the City.

Improving Mass Transit Choices

Residents of Evansville have demonstrated through the 2014 Community Survey and the 2015 Visual Preference Survey that they would like increased public transit options, especially transit connections to shopping and employment areas of Janesville and Madison.

To address these challenges and the desires of Evansville residents, Evansville should work to establish both local and intercity transit services. These services could include Bus Rapid Transit, Autonomous Vehicles, or rideshare services such as Uber. This includes identifying potential intercity transit stops or stations, requiring pedestrian friendly and walkable development around transit corridors, and encouraging higher density development within walking distance of potential stops.

Higher density development increases the viability and effectiveness of transit and allows more people to walk to transit, reducing congestion on local streets. Without higher density Transit Oriented Development around transit corridors, the likelihood that there will be enough users to support transit service is lower. The greatest density should exist in the core of the transit corridor, directly adjacent to transit stops. This includes apartment buildings, townhouses and mixed use buildings with apartments on the upper floors.

There is also an opportunity to establish a park and ride in Evansville to support commuters that want to carpool. The Wisconsin Department of Transportation has completed a comprehensive regional park and ride study in 2015, with Evansville identified as a potential location for future park and ride investments. The study has identified the intersection of WIS 59 at US 14 as a potential location primarily due to Evansville's strong vanpool activity. The city prefers the establishment of an official park and ride lot located within the City of Evansville; adjacent to mixed use or traditional neighborhood centers identified in Map 10.1: Future Land Use map. A park and ride located within Evansville will help the City accomplish their goals of improving transportation options in the downtown area and increasing the visibility of local businesses.

If the Wisconsin Department of Transportation re-opens the possibility of a new high-speed passenger rail connection between Chicago and the Twin Cities (Minneapolis and St. Paul) the City would support having a high-speed rail line pass through Evansville if it included a stop in Evansville.

Maintaining Freight Service

The Union Pacific Railroad corridor is a vital part of the City's transportation network. It provides the infrastructure necessary to support several existing businesses and is one of the City's most important assets for attracting new and expanded economic development. Accordingly, freight service must remain in Evansville. Service can be further improved if freight service is reestablished to the north between Evansville and the joint Oregon-Fitchburg business park. This corridor would re-establish an important economic link between Evansville and Madison, in addition to reducing freight distances between Oregon-Fitchburg and Janesville. It is also important to maintain heavy truck routes between destinations to provide for truck freight travel.

Local Street Design and Connectivity

Because of Evansville's natural and man-made geography and past development patterns, there are few corridors for moving traffic along the east-west direction of the City. For example, a new street around the north end of Lake Leota connecting USH 14 near the City's northern limit with CTH C near the City's northwestern limit would alleviate traffic congestion at the intersections of Main and Madison Streets and Madison and Union Streets. In addition, completing 6th Street and/or 7th street so that they are continuous from Croft Road in the south to CTH C in the north would aid traffic flow on the developing west side. Similarly, if residential development begins along Cemetery Road, there will need to be a better street connection from the north end of Cemetery Road to USH 14.

It is also important to address street connectivity within Evansville's future growth area through Evansville's extraterritorial powers. Town of Union development on the northeast side of Evansville has disconnected local streets that will create congestion, longer travel times, and reduce walkability for most development that occurs beyond Evansville's current northeastern boundaries.

To address some concerns, Map 10.1: *Future Land Use Map* illustrates a new alternative route to connect development on the east side of the City to USH 14. Accordingly, the *Future Land Use Map* designates additional development to occur primarily on the east and north side of the City, rather than only the west side. This recommendation is based on environmental and man-made limitations that effectively prevent the development of a north side connection route to USH 14 for residents living on the west side of the City. This map serves as a guide for determining where main connections should be provided.

The design of streets should be addressed as well. As mentioned earlier in the plan, the excessively wide streets in new developments lead to increased vehicle speeds and decreased safety for users of the streets. Road width should be decreased for future streets, especially those that serve primarily local traffic. Other traffic calming measures can be used as well to increase the safety of those roads. Additionally, respondents to the 2015 Visual Preference Survey rated images with narrow streets highly, demonstrating that they are more visually appealing, having a positive effect on property values.

It is important for the City to work with the Wisconsin Department of Transportation on designating local access points on State highways to improve the local transportation network and reduce congestion.

Economic Development

Rock County has identified the STH 59/213 corridor from Evansville to Beloit as a scenic drive. This corridor presents an opportunity to promote tourism between Beloit and Evansville. Visitors along the route have the opportunity to drive to Evansville and take advantage of its restaurants, parks, and other amenities. The community is not capitalizing on the opportunity at this time.

Similarly, the establishment of regional trails, particularly a bicycle trail on the old rail bed between Evansville and Beloit, are potential tourist opportunities. Such a trail would not only improve local recreational choices, but would also generate economic spin-off effects for local businesses through tourist use of the trail. Likewise, a walking trail could be established to link new commercial development along the west side of Union Street and the downtown. Shops on the west side of Union Street could have two storefronts: one facing Union Street and the other facing the walking path along the railroad tracks. The shops on the west side of Union Street could pull drivers off USH 14 and the walking trail could direct them to the downtown to do more shopping and eat at local restaurants.

Safety

During the planning process residents raised some concerns with respect to safety.

Following are some examples of improvements that can enhance the safety of transportation facilities:

- | | |
|---|---|
| Narrow streets | Roundabouts and traffic circles |
| Connected local streets in a grid pattern | Curb bump outs |
| Short blocks | Wide sidewalks |
| Street trees and other terrace buffers | Bicycle lanes |
| On street parking | Different paving materials on the road or at crosswalks |

Transportation Budgeting

Another transportation issue in Evansville is the concern of road maintenance and improvement costs. These present a major expense and can consume a large share of the limited City budget. The City has a capital improvements plan and budget to help effectively anticipate transportation costs over time. It is strongly recommended that the City continue to use this tool during the life of the plan and beyond.

Another option the City may want to investigate to finance transportation improvements is a transportation utility. A transportation utility is similar in concept to a stormwater utility, but deals specifically with transportation infrastructure. That includes design, construction and reconstruction, operation and maintenance of streets, sidewalks, street lighting, signalization and signage in rights-of-way. These are all on-going activities that Evansville

currently pays for with special assessments for new street construction, limited state and federal aids and general revenue from local property taxes. The transportation utility raises revenue by charging all property owners based on the amount of traffic their property generates.

Transportation Element Goals and Objectives

These Transportation Element 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 Transportation Element Chapter:

Transportation Goal #1			
Maintain and improve City roads in a timely and well-planned manner.			
Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. In accordance with state law, using WISLR and PASER, continue to update road ratings, as required. Seek to increase local funds for road maintenance to support PASER recommendations.	Municipal Services Department, City Engineer	City Budget	Bi-annual
2. Review the Transportation Plan Map every five (5) years to ensure that it accurately reflects changes indicated on the City’s Official Map and current development plans.	Municipal Services Department, City Engineer , Plan Commission	City Budget	2020, 2025, 2030, 2035
3. Research and consider creating a transportation utility to finance road maintenance and system improvements.	City Administrator & M.S Committee, Common Council	City Budget	Continuous
Transportation Goal #2			
Promote a multi-modal transportation system for equitable, efficient, safe and convenient movement of people, goods, and services.			
Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. To capitalize on its proposed proximity to the Ice Age Trail and potential regional trails, Evansville should coordinate with Rock County, the Town of Union, Town of Magnolia and the WDNR to pursue trail connections between the Ice Age Trail and the City of Evansville and the development of other regional trails.	Park & Rec. Board, Economic Development Committee, Community Development Director, National Park Service, Ice Age Trail Association	WDNR Recreational Trails Grant Program	Continuous

<p>2. Consider opportunities for establishing a bicycle trail on the old rail bed extending to Beloit.</p>	<p>WisDOT, Park & Rec. Board, Economic Development Commission, Community Development Director</p>	<p>WisDOT Transportation Alternatives Program</p>	<p>Continuous</p>
<p>3. Seek to encourage county, state, and private investment in the establishment of a commuter and freight rail link along the abandoned portion of the Union Pacific Railroad, north of the City of Evansville to Madison.</p>	<p>WisDOT, MadRep, Town of Union, Village of Brooklyn, Economic Development Committee</p>	<p>WisDOT Transportation Alternatives Program</p>	<p>Continuous</p>
<p>4. Seek opportunities for new freight use of existing rail corridors. Preserve the corridors for future freight rail service.</p>	<p>WisDOT, MadRep, Economic Development Committee, Plan Commission</p>	<p>WisDOT Transportation Alternatives Program</p>	<p>Continuous</p>
<p>5. Coordinate with Rock County and WisDOT so when improvements/reconstruction of county and state roads are scheduled, appropriate consideration is given to the development of bike paths and trails in accordance with adopted plans.</p>	<p>M.S Dept., Park & Rec. Board, Plan Commission, Community Development Director</p>	<p>WDNR Recreational Trails Grant Program</p>	<p>Continuous</p>
<p>6. Improve the safety and ease of use of the bicycle route system by improving signage and pavement markings (e.g. using shared lane markings on streets designated as bicycle routes, creating bicycle lanes, providing destination information on signs, etc.).</p>	<p>M.S Committee</p>	<p>City Budget</p>	<p>Continuous</p>
<p>7. Seek opportunities to expand both on-road and off-road bicycle facilities to connect more residents with more destinations.</p>	<p>M.S Dept., Park & Rec. Board, Plan Commission</p>		<p>Continuous</p>
<p>8. Seek opportunities to increase local road connectivity for all users, but especially non-motorized users. Examples include the minimization of cul-de-sacs, connections between dead end roads, or the extension of a walking/bicycling path at the end of cul-de-sacs.</p>	<p>M.S Dept., Plan Commission</p>		<p>Continuous</p>

9. Adopt a complete streets policy for roads within the City of Evansville, requiring the establishment of appropriate bikeways and pedestrian ways with all road projects.	M.S Dept., Plan Commission, Common Council		2018
10. Amend the subdivision regulations to require narrower streets, reduce the range of block lengths allowed, and require other measures that improve the safety of streets.	M.S Dept., Plan Commission, Common Council		2018
11. Work with developers to ensure all trail easements adequately provide connections to destinations.	Plan Commission, Community Development Director		Continuous
12. Make aesthetic improvements to the transportation system (e.g. landscaping medians, roundabouts, and curb extensions, and integrating landscaping with stormwater management infrastructure.	M.S Committee, Plan Commission	City Budget	Continuous

Transportation Goal #3

Create and maintain a uniform and safe system of sidewalks in Evansville.

Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Update the inventory of all sidewalks in Evansville.	M.S Committee	WisDOT Transportation Alternatives Program, City Budget	2016
2. Amend the sidewalk ordinance to require the development of sidewalks on both sides of all new streets.	Common Council, Plan Commission		2015
3. Develop and implement a sidewalk connectivity plan for areas of the City that developed without sidewalks.	M.S Committee, Community Development Director, Plan Commission	City Budget	Continuous
4. Upgrade sidewalks that do not have accessible ramps to ensure those with disabilities can safely travel throughout the city.	M.S Committee	City Budget	2018

5. Since sidewalks serve a public benefit, consider amending sidewalk installation and maintenance assessment procedures to reduce the burden on individual property owners.	M.S Committee, Common Council	City Budget	2016
6. Consider amending sidewalk installation requirements to address sidewalk connectivity issues in new developments that are not yet fully built out.	Community Development Director, Common Council, M.S Committee		2017

Transportation Goal #4

Become an active partner in transportation improvements made in the City and surrounding area by Rock County and WisDOT.

Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Provide copies of this plan and subsequent updates to WisDOT and Rock County.	City Clerk, Community Development Director	City Budget	2015
2. Coordinate with Rock County during updates to the Rock County Comprehensive Plan to ensure that Evansville interests are represented, particularly with respect to road improvement schedules, public transit choices and trail development.	City Administrator, Community Development Director	City Budget	2020
3. Continue to support the efforts of law enforcement officials to achieve heightened enforcement for required stops and speed limits along USH 14, STH 59, and STH 213.	City Police Department, Common Council	City Budget	Continuous
4. Adopt a resolution authorizing the use of state funds for bicycle and pedestrian improvements for state road projects.	Common Council		2015

Transportation Goal #5			
Develop the transportation network in accordance with adopted land use plans, economic considerations, physical constraints, and community desires.			
Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Classify and design the road network according to the function (or type of traffic) that each road is serving as well as the physical environment in which it is constructed.	M.S Committee & City Engineer	City Budget	Continuous
2. Ensure that adequate road systems are planned or in place before approving development plans (e.g. plats for new residential subdivisions).	Community Development Director, Plan Commission	NA	Continuous
3. Adopt financing plans for an additional east-west corridor to collect and move traffic through the City to reduce the “bottleneck” effect downtown.	City Administrator, M.S Committee, Finance Committee, WisDOT & Rock County	City, County & State Budgets	2020
4. Coordinate with Rock County to upgrade nearby county roads (i.e. CTH M and CTH C) to accommodate additional local traffic as important area collector streets.	M.S Committee	County Budget	2025

Transportation Goal #6			
Support the long-term viability of USH 14.			
Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Require larger setbacks along the highway right-of-ways, so if expansion is needed, space is available. This will likely require revisions in the Zoning Code to create an overlay zone.	Community Development Director & City Administrator, Plan Commission, Common Council	City Budget	2025
2. Ensure that proposed new developments along USH 14 include a local parallel street to USH 14 so that USH 14 is not the only accessible street in that area.	Community Development Director, Plan Commission	NA	Continuous

3. Establish preferred locations for a park and ride to provide more commuting options to Madison and Janesville.	Plan Commission		2015
4. Create park and ride facility.	WisDOT, Common Council	City Budget	2017

Transportation Goal #7

Keep residents informed of transportation improvements.

Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Provide information about road improvements at public meetings.	M.S Committee	City Budget	Continuous
2. Provide information about transportation improvements on the City’s web site, including work schedules and plans.	City Administrator, M.S Committee	City Budget	Continuous
3. Encourage WisDOT to notify residents and businesses of anticipated transportation projects, as well as provide regular work schedule updates to the fullest extent feasible.	City Engineer, City Administrator, Mayor	NA	Continuous

Transportation Goal #8

Improve transportation amenities downtown.

Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Provide trail access points to the downtown to connect the downtown with other areas of the City and regional trail networks.	Park Board, Evansville Redevelopment Authority (ERA), and Civic Groups	WDNR Recreational Trails Grant Program	2020
2. Implement the Allen Creek and North Union Street Redevelopment Master Plan.	Plan Commission, Economic Development Commission, Common Council, Community Development Director, RDA	WDNR Recreational Trails Grant, WisDOT Transportation Alternatives Program, Develops, City Budget	2025

3. Develop a Trail Corridor and feasibility study for an Allen Creek path.	City Engineer, Plan Commission, Park & Rec. Board	City Budget	2016
4. Establish potential future transit stops (E.G Buses) and investigate transportation committee creation.	Common Council, Plan Commission, Economic Development Committee, Community Development Director,		2016
5. Amend land use codes to ensure adjacent development occurs at an adequate density to support transit.	Plan Commission, Common Council, Community Development Director	City Budget	2016

6. Utilities, Community Facilities & Services

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Community Utilities, Facilities & Services Vision

In 2035, the City has efficient service delivery with low costs to the community, while still providing top notch services and superior quality of life. The City and other local government facilities serve as models for building design, landscaping and sustainability, positively contributing to community character. The schools, parks and public spaces are showcase features of the community. Residents of all ages enjoy year-round access to abundant recreational opportunities, a community center, diverse library resources and quality health care. Community development and infrastructure needs are closely coordinated. Local utilities efficiently serve development within the City through the rehabilitation and maintenance of existing utilities and the maximization of redevelopment and infill development.

Policies

It is the primary goal of the City that future utility and community facilities needs be met. Evansville will also encourage the continued efforts of neighboring communities, the school district, Rock County, and private companies, all of which provide community facilities and utilities which can be used by residents.

The goals and objectives at the end of this chapter are related to actions the City can control. Supporting policies are provided here:

- Pursue shared service opportunities with others when mutually beneficial (i.e. cost savings) to improve the efficiency and quality of utilities and community facilities.
- Provide adequate active and passive recreational opportunities for residents.
- Construct all new public facilities and upgrade existing facilities to be accessible by persons with disabilities.
- Provide schools that are located in a walkable neighborhood.
- Reserve open space and conservation areas for eventual park or other recreational purposes.
- Require annexation into the City as a prerequisite for obtaining City water and sanitary sewer service. Only under extreme circumstances, such as health concerns, where public services are needed and annexation is not legally possible, should the City provide services without annexation. If public services are provided to a user who cannot be annexed at the time of the request for services and it is in the City's best interest to annex the user eventually, the user should be required to sign an agreement to annex when it is possible and to pay the true cost of providing the public services while not being a resident of the City. (The policy for public water and electricity extension are determined by the utilities in charge of their distribution.)
- Require that developers locate and size public services to serve the entire development area. If a pipe must be oversized to serve an area that is not within the current development, the City should participate in financing the cost of over sizing the pipe. When it is fiscally justified, the City should assess the cost of the oversized utility to properties that benefit from the utility improvement.
- Utilize the Extraterritorial Land Division review authority to ensure that development in the Extraterritorial Jurisdiction is coordinated with the City's Plans for development.
- Developments should provide on-site storm water control when possible. If on-site storm water control is not possible due to engineering or limited site size, the developer should contribute to a fund for regional storm water detention facilities. Developers who contribute to regional storm water detention should pay the appropriate portion of the cost of the storm water facility upon developing any land that is tributary to the storm water facility.
- Preserve certain lands in their natural state so that future generations may learn from them.
- Locate park and open space throughout the community to ensure all neighborhoods have access to open space.
- Encourage the use of suitable commercial recreational (e.g. movie theaters, bowling alley, laser tag, etc.) facilities in appropriate locations, such as traditional neighborhood activity centers.
- Encourage the involvement of citizens in the planning and improvement of City parks.
- Encourage the use of alternative energy resources and efficiency in all buildings.

Introduction

The City must have a clear understanding of the location, use and capacity of utilities and community facilities and take this information into consideration when planning for the future. This information, coupled with the demographic trends and projections, provides a realistic picture of service supply and demand. The community facilities and utilities discussed in this chapter were carefully considered in the development of the Future Land Use Map.

Wisconsin's Smart Growth Law includes 14 goals for local comprehensive planning. The goals from the planning law listed below specifically relate to planning for utilities and community facilities in Evansville:

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
- Providing infrastructure and public service and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.

Utilities Inventory – Location, Use, Capacity

What follows is a description of existing utilities available within Evansville. This section documents those utilities provided by Evansville and private providers.

Wastewater Collection & Treatment Facility

The Evansville wastewater treatment facility was constructed in 2011 and has a design life of 20 years for a population of approximately 8,000 people. Provided the new users/connections to the wastewater treatment facility do not have high volumes or high strengths, an expansion of the facility will not be needed to increase capacity. However, design issues with the waste water treatment facility related to Evansville's climate are limiting its efficiency. Budgeting will occur for upgrades or replacement of the plant by 2030.

In general, the existing sewer interceptors are located in the core of the City. The western portion of the existing sewer collection system consists of three interceptors: (1) a single (12-inch or 10-inch diameter) line under West Main Street from Maple Street to Third Street, (2) a single 10-inch line under Liberty Street from South Madison Street to South Fourth Street, and (3) an 18-inch line under part of Water Street, School Street, a portion of South First Street, Highland Street, a portion of South Second Street, Lincoln Street, a greenway between Lincoln Court and South Fifth Street, and Porter Road to the intersection with South Sixth Street. Most of the sewer lines west of Fourth Street are 8-inches in diameter. These interceptors and lines are illustrated on *Map 6.1: Sanitary Sewer Service Area*.

Some of the primary sewer mains in the older part of the City are in poor condition. Most of these mains were constructed in the 1920s or earlier and are made of clay pipes and brick manholes. As residential development has increased, the city has replaced old, leaking sanitary sewer mains. The City replaced the sewer main under Lincoln Street in 2003. In 2005 and 2007, sewer mains under Main Street (as far west as First Street) were replaced. In 2005, the main interceptors for Main Street from Cemetery Road to Exchange Street and on Exchange Street to Water Street were replaced with a new 15" size to accommodate future growth to the area north of Main Street between Union Street and Countryside Drive. In 2013 Garfield Drive from 3rd Street to Madison Street as well as County M was re-constructed to include new sewer and water lines. The sewer main under W. Liberty Street, 2nd Street and 1st Street are in extremely poor condition and will need replacement sometime in the next five years. In 2015 4th Street from Main Street to Lincoln Street was reconstructed, including water and sewer lines. Prior to any surface pavement rehabilitation or replacement, sanitary sewers should be televised to determine if repairs or replacement is warranted. As of 2015, Evansville has 6 lift stations in the City. These stations have the capacity to serve current and future residential and industrial development in the areas. The general service area is indicated on *Map 6.1: Sanitary Sewer Service Area*.

Sewer Service Extensions

As indicated on the *Map 6.1: Sanitary Sewer Service Area*, 3 new lift stations added north of the City could significantly extend the serviceable area. With respect to the south side of the City, the existing sanitary lines in the South Madison Street area are shallow, making gravity extensions impossible. The soils in this area are generally wet making the area marginal for development. The greatest potential for additional sewer expansion is the northern half of the City. To serve areas northeast and northwest of the City, new sewer lift stations and interceptors must be constructed west of Cemetery Road.

Storm Water Management

The City of Evansville has a storm sewer system to collect storm water runoff. The City provides routine maintenance to the storm sewer infrastructure when other improvements are scheduled (e.g. roads, sewers, water, etc.). In the older portions of the City, the storm sewers eventually flow to Allen Creek. In newer developments, greenways, detention and retention facilities are used to control and treat storm water prior to flowing into Allen Creek.

Storm water runoff from undeveloped land south of the current City boundary naturally drains southward to the low area along Allen Creek. Undeveloped land east of the City naturally flows to the drainage swale south of the Stoughton Trailers facility. The runoff from undeveloped land north of the City and east of Hwy 14 drains to Allen Creek. New development planned in this area will impact water levels and quality in Allen Creek as it travels through the City. Therefore, storm water detention and treatment facilities should continue to be required for any new development area. Similarly, if the City allows annexation and development of any land that drains into Lake Leota or Allen Creek north of Lake Leota, detention and treatment facilities should be required, because increased flows of storm water from this area also will impact water quality and levels in Allen Creek as it travels through the City.

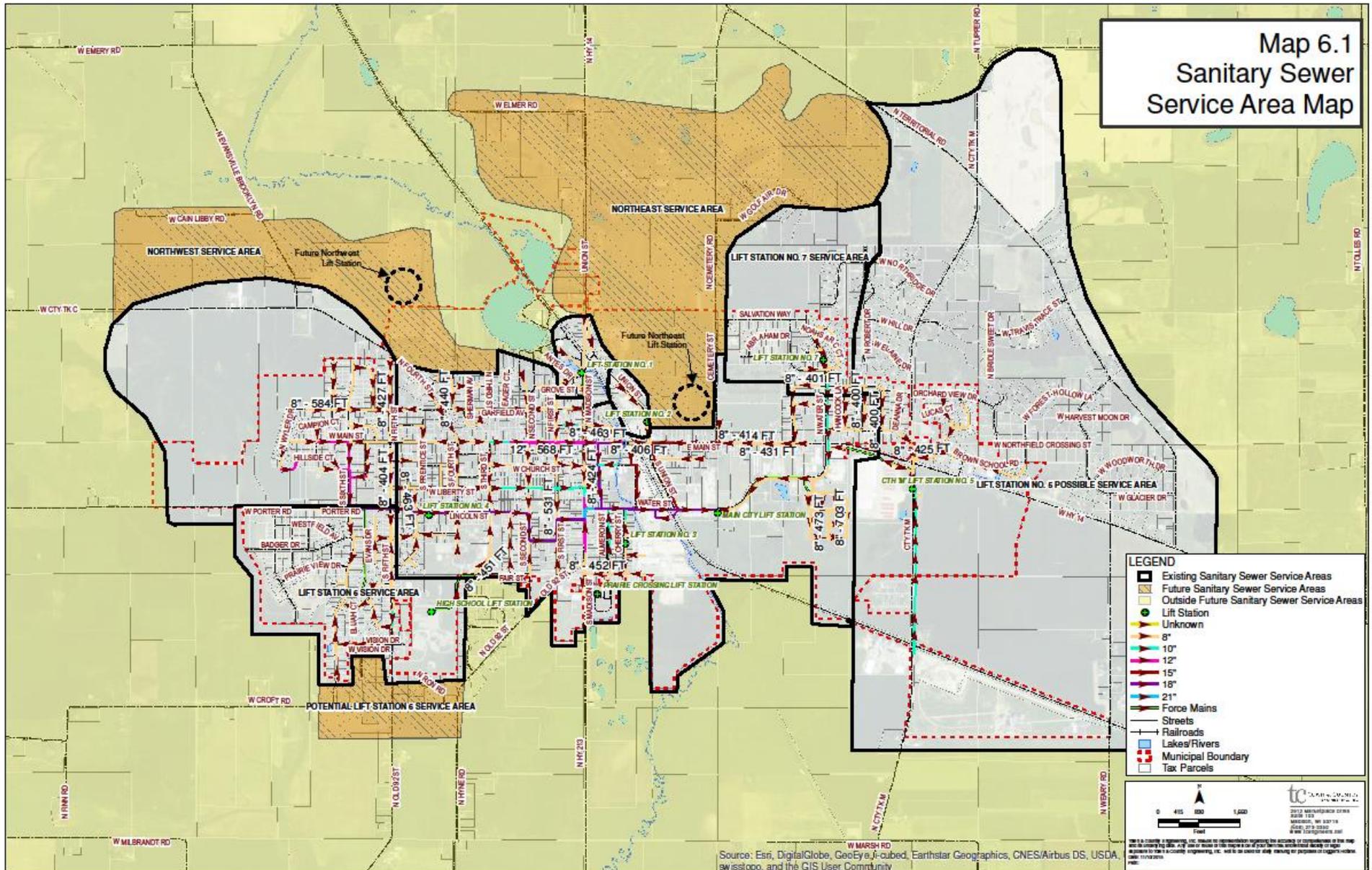
Stormwater management is handled well by the City through its subdivision review process. Developers of new subdivisions are required to construct storm water detention and treatment facilities that are sufficient in size and appropriately situated so that the amount of storm water runoff from the area of the proposed subdivision is no greater than occurs in the land's undeveloped state. In addition, the City encourages the use of open greenways to slow down and absorb storm water rather than using underground storm sewers to move water.

Green infrastructure within the City will also reduce the load on the storm sewer system and improve water quality. Green infrastructure is water management infrastructure that uses natural hydrologic features to manage water. Examples of green infrastructure include rain gardens, bioswales, permeable pavement and the use of native landscaping. These elements can be integrated into road projects and large scale projects, such as in terraces or medians where stormwater is directed, or can be done on a small scale with individual residential properties. Credits from the stormwater utility to individuals and businesses that manage stormwater with green infrastructure on site can help incentivize better and more sustainable water management.

The City has a separate stormwater utility to provide revenue for maintaining and improving existing stormwater infrastructure. Single family residential properties are charged 1ERU (equalized residential unit), while other properties are charged ERUs based on the amount of impervious area on the property. One ERU equals 3000 sq. ft. of impervious surface.

There are increasing concerns about the impact of storm water runoff on the quality of receiving water resources like Lake Leota. Of significant concern is the impact of additional impervious surface area. As development occurs, additional streets, parking areas and buildings are constructed which increase impervious surface. Within a watershed, as impervious surface area increases, area streams are adversely impacted. In fact, relatively low levels of impervious coverage can have a significant impact on the quality of area streams. To mitigate these impacts, the City will pursue:

Map 6.1 Sanitary Sewer Service Area Map



Watershed Planning

All watershed-planning activities in the City of Evansville should be coordinated with the Rock County Land Conservation Department to identify critical habitats, aquatic corridors and water pollution areas. Impaired streams have been identified in the Department of Natural Resources' (WDNR) 303(e) list. In July 2004, the City applied to the Department of Natural Resources for two lake planning grants to study the Allen Creek watershed north of Lake Leota to develop strategies for improving the quality of water flowing into the lake.

Land Conservation Techniques.

Land conservation techniques include: cluster and conservation subdivisions, setbacks, buffers, and land acquisition following the development patterns outlined on the *Future Land Use Map*.

Site & Subdivision Design Techniques

Effective site design techniques encourage the use of natural landscaping, limit impervious surface, enforce setbacks and buffers, and protect natural resources. Subdivision design techniques such as "conservation subdivisions" would require open space areas to retain and absorb storm water.

Storm Water Best Management Practices (BMP)

Storm water best management practices seek to reduce storm water pollutant loads, maintain ground water recharge and quality, protect stream channels and safely maintain the 100-year floodplain. Successful BMP's include rain gardens, bioswales, rain capture devices, green roofs, ponds, wetlands, infiltration, filtering systems and open drainage channels. Incentives such as impact fees, stormwater fees, and credits for private management increases private management of stormwater, reducing the load on the public storm sewer system and nearby water quality. *Map 6.2: Storm water Service Area Map* is provided on the previous page.

Erosion and Sediment Control

Typically, erosion and sediment control requirements affect construction sites. Probably one of the most effective techniques is to reduce the time that soil is exposed. As with the other mitigation techniques outlined in this subsection, education will be critical to success. The City's Erosion Control Ordinance, adopted in 2005, address these concerns for site disturbance over one acre.

Water Supply

The City of Evansville has a water & light utility that was established in 1901. Evansville's municipal wells draw water from the St. Peter or Cambrian sandstone levels, and this ground water supply is recharged primarily from precipitation from above. The water supply is tested regularly for the presence of a wide variety of compounds.

The City currently operates three wells that have a combined design pumping capacity of 4,600 gallons per minute. Well 1 has a capacity of 400 gpm, Well 2 has a capacity of 2,000 gpm, and Well 3 has a capacity of 2,200 gpm. The storage capacity of the City's water system is 300,000 gallons of elevated storage consisting of a water tower built in 1990 and repainted and inspected in 2015. 400,000 gallons of storage is in an underground concrete reservoir. Well 2 and 3 have diesel-powered emergency pump so they can provide water supply even in the event of a disruption in the supply of electricity. The average daily usage is about 300,000 gallons of water.

Assuming the current rate of commercial and residential development, the City's available water storage capacity should be adequate for another 15 to 20 years. It would be preferable to locate any additional water storage for the existing water distribution system on the west side of the City, which would balance water storage within the City. This future water storage would be located at a ground elevation similar to that or above the ground elevation of the existing water tower is approximately an elevation of 928 feet located on the east side of the City.

There is land near CTH C and Evansville Brooklyn Road, just outside the current City limits that will require additional water infrastructure to develop. There is not adequate water pressure due to the land's elevation. Development in this area (above 980 feet in elevation) likely would require the installation of a booster pump station with auxiliary

power system and an elevated water tower. Northeast of Evansville's City limits is a large area of land around Territorial Road and County M that will require an elevated water tower for future water service to this area.

Also of concern is the poor condition of the water mains in the oldest portions of the City. The water mains were small when installed and have been narrowed by mineral deposits over the years. Many of these older mains are transite, which becomes very brittle with age. The City replaced the water mains under Lincoln Street in 2003, under Main Street (as far west as First Street) in 2005 and 2007, under Garfield Street in 2013, and 4th Street in 2015. Replacing of mains is planned under South 4th Street, South 2nd Street, Liberty Street and 1st Street in the next 5 years. Replacement of all 4" mains under Roadways is a priority of the Capital Improvement Plan (CIP)

Electricity

Electricity is provided locally by the Evansville Water & Light Utility which charges user fees to customers to cover system maintenance, extensions, and upgrades. The electrical system has excess capacity, and could handle at least double the City's current population. There is the possibility of needing to add an additional transformer bay to the Union Townline Substation within the next 20 years. Evansville Water and Light also buries new primary conductors and utility lines annually, which reduces overall maintenance and the chance of power outages, as well as providing a more attractive streetscape. A new metering system will begin in Evansville in 2015. This system will allow users to view more detailed data regarding their usage and will help to improve Evansville's sustainability and resiliency by allowing individuals with better decision making in power usage.

Natural Gas

WE Energies provides natural gas service to the City of Evansville. This regional company has a long history of supplying safe and reliable service. WE Energies has no immediate plans to expand the type or level of services offered in Evansville. Changes to service are evaluated regularly by WE Energies.

Alternative Energy

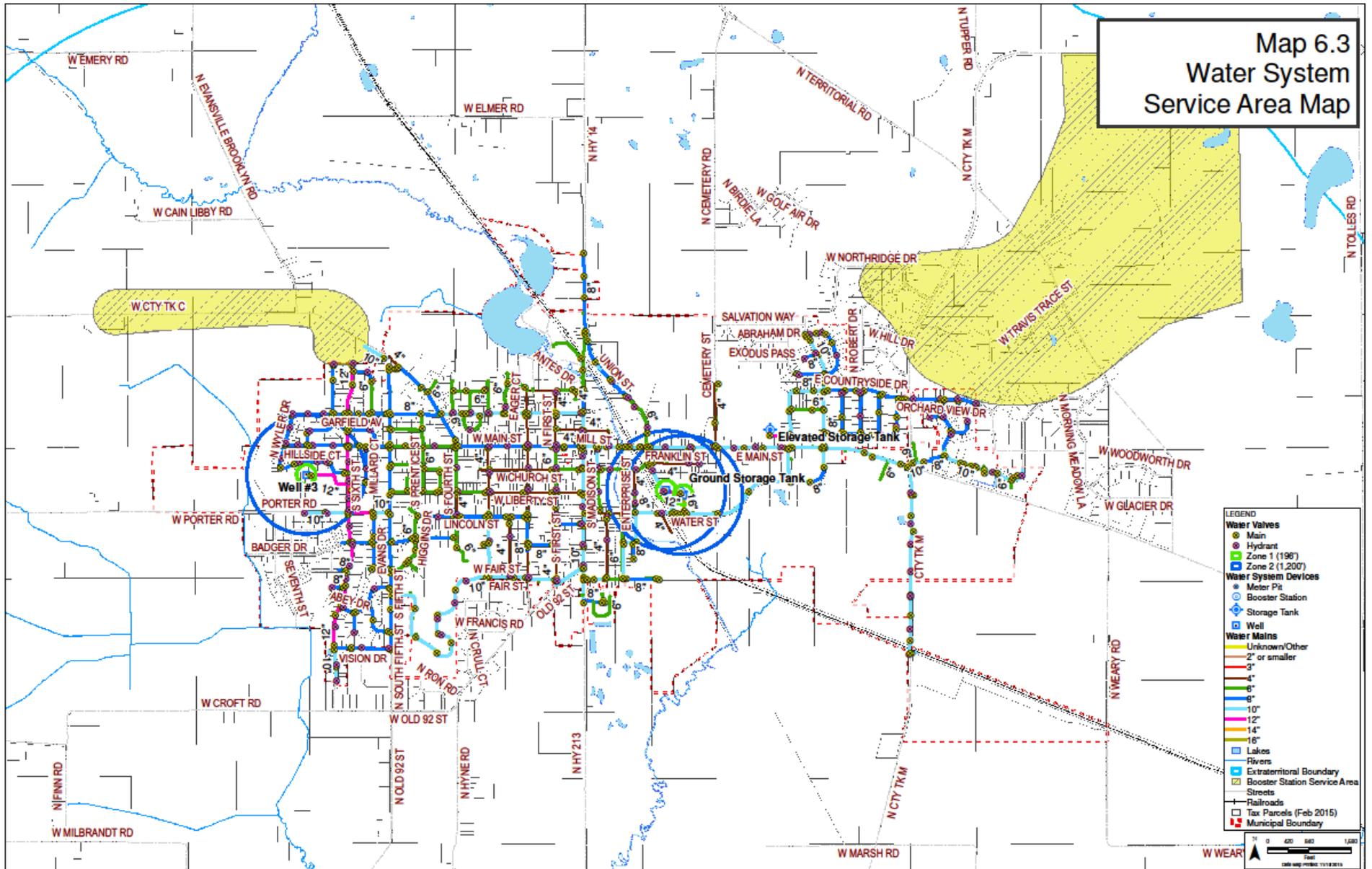
A local group, the Evansville Initiative, worked with the City, schools and local businesses to encourage the use of alternative energies including wind, solar and geothermal. Because of their effort, the high school built in 2002 is served by an extensive geothermal system resulting in significant reduction in natural gas costs. In 2009 the City was awarded a \$50,000 planning grant by the Wisconsin Office of Energy Independence to draft a local 25 x 25 plan to increase the municipal use of renewable energy and renewable fuels by 25% in 2025. The Evansville Initiative was expanded to become the Energy Independence Team, charged with developing the 25 x 25 plan. The plan goal incorporates increased renewable energy use, energy efficiency, and energy conservation activity. Several plan components have been implemented, including installation of LED street lights, construction of a 100 kw wind turbine in 2010, and upgrades to well and lift station pumps.

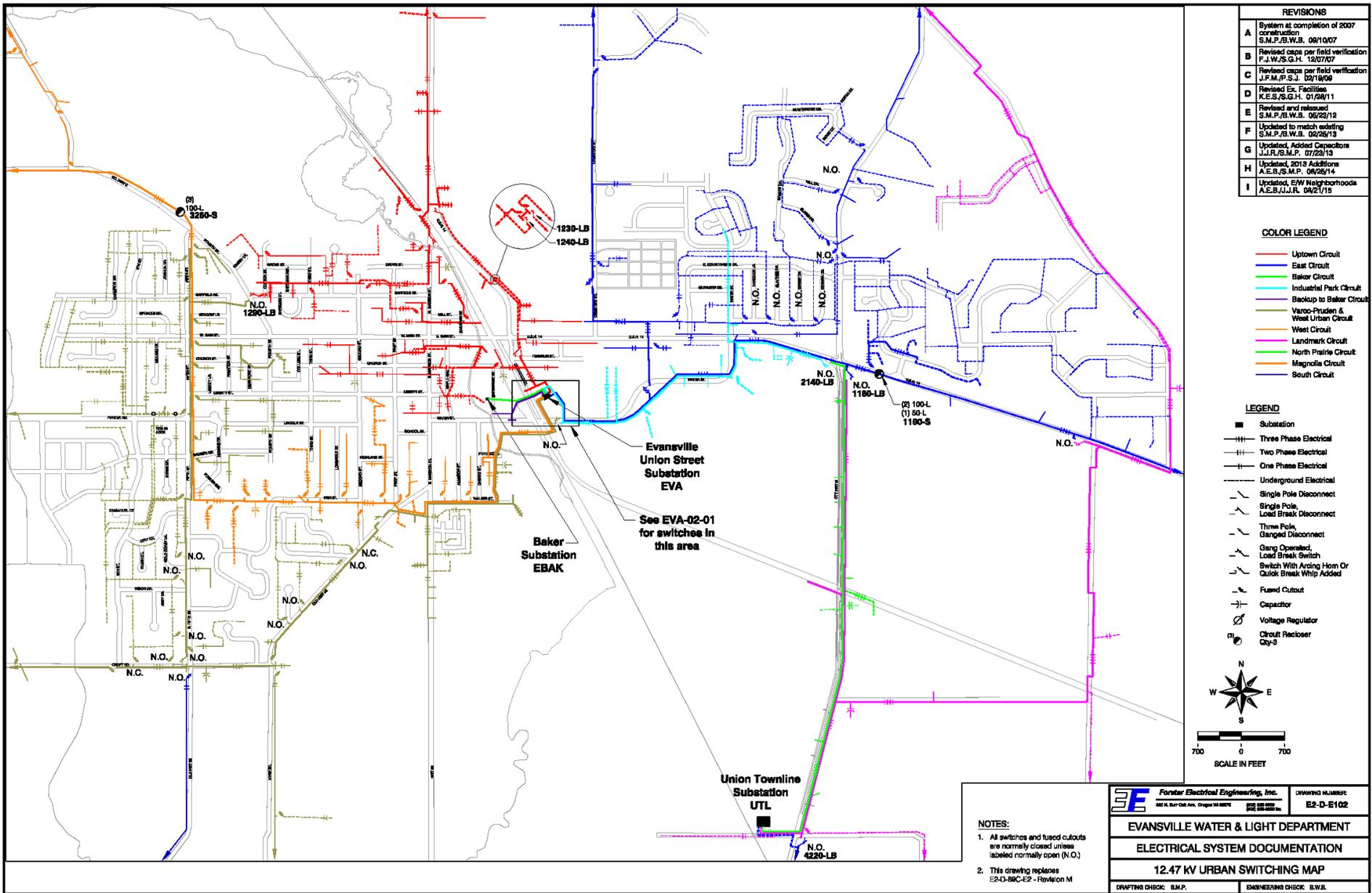
The Energy Independence Team continues to meet to monitor and champion community-wide alternative energy and conservation efforts. The regionally-known annual Evansville Earth Day Energy Fair builds citizen awareness and engagement.

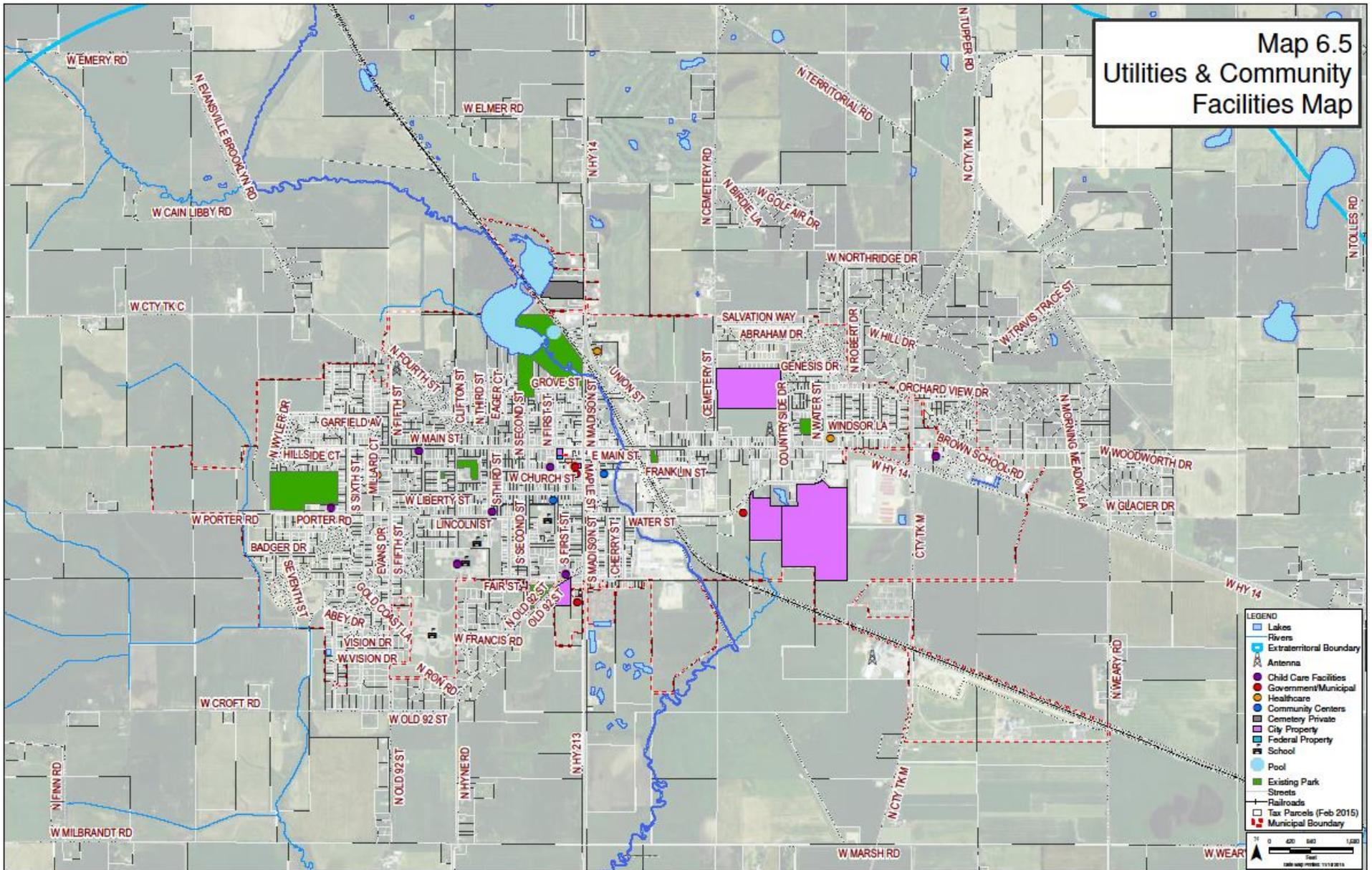


FIGURE 6 A: EVANSVILLE'S WIND TURBINE.

Map 6.3 Water System Service Area Map







Community Facilities Inventory

This portion of the chapter profiles the community facilities available to City residents, including facilities operated by Rock County and private providers.

Park and Recreation Facilities

Evansville adopted an updated *Park and Outdoor Recreation Plan* in 2013. The plan profiles park space within the City and makes specific recommendations for improvements. The recommendations in that plan should be carried through and the plan should be updated as required to keep the City eligible for state grants.

Leonard-Leota Park is the premier recreation facility in the City and will continue in that capacity over the next 20 years. The City maintains a total of seven parks covering approximately 76 acres. The area of Lake Leota is approximately 38.4 acres. Leonard-Leota Park houses the community pool as well. During the 2014 season, the pool had approximately 11,700-12,200 users.



FIGURE 6 B: BRIDGE OVER ALLEN CREEK AT LAKE LEOTA PARK.

In 2015, the total area of the City of Evansville was approximately 2,100 acres, so the combined area of the City's existing parks and Lake Leota was 5.4% of the City's area.

One way of measuring the adequacy of a community's recreational facilities is to determine the number of people they serve or have the capacity to serve. The National Recreation and Park Association recommends a community standard of 10 acres of local recreation land per 1,200 residents.

The current population of Evansville is 5,135 persons (2015 DOA Population Estimate). To meet this standard, the City would need to provide at least 42.79 acres of parkland. The City's parks currently exceed this amount. By 2035, Evansville's population is projected to increase to 6,855 residents, which will mean the City would need to provide 57 acres of parkland. City Parks will still exceed the parkland standards. The *Evansville Park and Outdoor Recreation Plan* provides more specific standards of recommended park acreages based on park type (e.g. Community Park, Neighborhood Park, etc.)

Budget constraints will limit the City's ability to purchase and maintain additional park facilities. Recent park upgrades and dedications have occurred as a result of private donations. By adopting and periodically updating the *City of Evansville Park and Outdoor Recreation Plan*, the City maintains state grant eligibility. Grants, donations, as well as additional funding opportunities identified in the *Evansville Park and Outdoor Recreation Plan*, are encouraged to offset taxpayer demands. The *Future Land Use Map* presented later in this plan incorporate trails and potential park facilities to address resident needs.

In addition to the public recreation facilities and the facilities provided by the school district, Evansville residents and visitors have access to the Evansville Country Club Golf Course, Creekside Place, Rock County park facilities, WDNR lands, snowmobile trails, and the Ice Age Trail.

Park Name	Acres	Recreation Activities	Recreation Facilities
Brzezinski Park	0.3 acres	Picnicking, playground, general open play space	Picnic table, playground equipment, grill
Franklin Street Park	0.6 acres	Baseball, playground, basketball, picnicking, general open play space	Ball field, picnic table, sandbox, basketball standard on a paved playing surface, playground equipment, grill
Seminary Park	2 acres	Passive recreation and nature study	None
Countryside Estates Park	3.3 acres	General open play space, picnicking, playground, soccer, baseball	Picnic table, playground equipment, baseball backstop
Wind Prairie Park	5.4 acres	Passive recreation and nature study	None
Leonard-Leota Park	40 acres	Fishing, swimming, ice skating, softball, baseball, football, disc golf, basketball, volleyball, tennis, biking, skate board area, cross-country skiing, sledding, horseshoes, shuffleboard, playground, passive recreation, nature study, picnicking	Swimming pool, picnic tables, picnic shelter, lighted ball fields, playground equipment, shuffleboard courts, tennis courts, basketball courts, horseshoe pits, sand volleyball court, grills, bleachers, electric score board
West Side Park	25 acres	Picnicking, passive recreation, baseball, softball, soccer	Picnic shelter, restrooms, playground equipment, a ball field, soccer fields
Source: Evansville Park and Outdoor Recreation Plan, Adopted 2013			
<i>To see where these parks are located refer to Map 6.5: Utilities and Community Facilities Map provided in this chapter.</i>			

Open space acreage and facilities at the schools augment the City's park acreage. But these facilities may not be able to meet all the demands of general use by the public. Linear (trail) park facilities, as outlined in the Transportation Element, can also expand recreation choices. The City-owned Bauer House Property on East Main Street is a potential catalyst site for a recreation trail along Allen Creek.

Communication Facilities

Access to communication facilities is very important in the modern economy. Several communication companies provide service to Evansville. The quality of communication services depends on the capacity of the lines and towers serving the City. The City might consider investigating opportunities to encourage the establishment of a local telecommunication utility to reduce resident costs and increase access. This operation could also provide improved Internet access and potentially fiber optic access in the City.

Local and Long Distance Telephone Service

AT&T is the primary local telephone service provider to Evansville. AT&T offers services and packages that are consistently upgraded to reflect new technologies and services. As needed, AT&T considers upgrades to meet the needs of the growing City and surrounding area population. A variety of national companies provide land-line long distance service to Evansville residents, and many Evansville residents use their cell phones to make long distance calls.

Internet

The City of Evansville has a web page at www.ci.evansville.wi.gov, which is used to educate residents about community services and programs. Contact information for elected and appointed officials, as well as meeting agendas and announcements, are posted on the page. Businesses are able to obtain high speed Internet connections through Litewire, Charter Communications and AT&T. Litewire Internet Services, an ISP based in

Evansville offers wireless Internet service for businesses and residences. Charter Communications offers broadband cable modem service for residential and business Internet access. Residents may access the Internet for free at the Eager Free Public Library.

Newspapers

The *Evansville Review* is the primary paper serving the City. The City uses this paper, which is published weekly, to post meeting announcements, minutes, and other articles of general interest. This same newspaper also produces *The Trading Post*, a free weekly shopper. Other nearby daily papers include *The Janesville Gazette*, and the *Wisconsin State Journal*.

Television and Radio

There are no television or radio stations located in Evansville, but there is one radio station, WWHG FM, licensed in Evansville (the station is located in Janesville). Residents receive radio and television station coverage from Madison, Janesville and other areas of Wisconsin and Illinois. Television services are available from Charter Communications and other providers. These companies offer traditional cable and digital packages. Some residents have also purchased satellites to receive additional channels. Television and radio coverage is expected to continue to meet resident needs over the life of this plan.

Postal Service

The City of Evansville has its own postal zip code of 53536. The City post office is located on South First Street. The City has purchased the building housing the post office for a library expansion. The post office will relocate to a larger facility with improved loading and additional parking by the end of 2017. The City is strongly encouraging post office relocation in the downtown area to support community walkability.

Communication Towers

The advent of advanced communication technologies, such as cell phones, has greatly increased the need for towers to provide receiving and sending capabilities. The federal government formally recognized this need by the passage of the Federal Telecommunications Act of 1996. Under Section 704 of the act, the City has the power to regulate the placement, construction and modification of personal wireless facilities, as long as the rules do not unreasonably discriminate between providers or prohibit service.

Any requests for additional tower facilities will require approval under the City of Evansville Zoning Code. All towers in the City are required to provide for co-location of multiple users on a single tower. Section 64.0404 of 2013 Wisconsin Act 20 regulates placement and regulations for communication towers in Wisconsin.

It is anticipated that in the next 5-10 years that the primary coverage area for wireless service in the City of Evansville will continue to expand North and East. Existing and new water towers provide opportunities for cellular tower installations. The City of Evansville should continue to work with state and regional agencies and cellular carriers to expand coverage offerings in Evansville.

Cemeteries

The City of Evansville operates a municipal cemetery, the Maple Hill Cemetery. Located on Cemetery Road in the northeast portion of Evansville (north of USH 14), the Maple Hill Cemetery is about 25 acres in size. The City recently installed a columbarium to offer an additional burial option that conserves land. It is estimated that the cemetery is approximately three-quarters occupied. The City owns approximately 18.5 additional acres adjacent to the cemetery to allow for future expansion.

The St. Paul Catholic Church in Evansville owns and operates the private Holy Cross Cemetery. The cemetery lies partially in Evansville (1.56 acres) and partially in the Town of Union (5.796 acres) and is not yet filled.

Health Care Facilities

There are important health care facilities located in the City of Evansville: Evansville Clinic (A Dean/St. Mary's Regional Clinic) - 10 N. Water Street, Mercy Evansville Medical Center – 300 Union Street, Evansville Manor Skilled Nursing & Rehabilitation Facility – 470 Garfield Avenue, and The Heights at Evansville Manor – 201 North Fourth Street.

The Evansville Dean Clinic is affiliated with the Stoughton Hospital, Dean St. Mary's Hospital in Janesville, and St. Mary's Hospital in Madison. The Mercy Evansville Clinic is affiliated with Mercy Hospital in Janesville. Evansville also has offices of specialty medical practitioners such as optometrists, dentists, and chiropractors. These clinics and medical offices, along with nearby hospitals in Edgerton, Stoughton, Janesville, Monroe, and Madison, offer Evansville residents easy access to primary and advanced specialty health care facilities.

As the population of the City continues to increase, the need for health care facilities will increase accordingly. This will likely bring additional physicians to the area. While it is not anticipated that a hospital will be established in the City, additional or expanded clinic/center facilities are possible. These facilities should locate in areas of the City identified on the *Future Land Use Map* that are allocated for mixed use, traditional neighborhood activity centers, have proximity to important roadways and, if possible, be near more dense and senior housing facilities.

Childcare Facilities

Private childcare facilities available to residents in Evansville include:

- Little Tweets Child Care Center – 709 Brown School Road
- Kids Korner – 264 Lincoln Street
- Magic Moments Child Care Center – 112 W. Church Street
- Small Wonders Christian Daycare and Pre-School – 457 W. Main Street
- Wee Ones – 618 Porter Road
- Kids & Kids Bilingual Daycare – 40 Old HWY 92
- Kids Corner SACC – 420 South Fourth Street
- In-home providers

Dozens of additional childcare facilities are available in nearby communities. Many residents who work beyond the City utilize childcare options near their places of employment. Moreover, residents have informal networks of child care (i.e. family or friends) and some residents provide licensed childcare from their homes. The City has no direct influence over the establishment of new childcare facilities. However, the demand for childcare in Evansville appears to exceed current supply. Furthermore, given the local growth rate, especially in small starter homes (3 bedroom ranches) that are particularly desirable to young couples and families, demand for local daycare likely will continue to be strong. The Evansville Community School District established 4K preschool in coordination with existing childcare providers in the city.

Future childcare facilities should be encouraged to locate near residential neighborhoods and parks.

Evansville Youth Center

As children age, day care is not always the best choice for care. Older students are more independent and often become “latch-key” kids - going home to an empty house for a few hours after school until their parents get home from work. The Evansville Youth Center provides a place for middle school students (grades 5–8) to go after school. The location of the Middle School will influence whether the current building used by the Youth Center will be updated or the center will be relocated.

Eager Free Public Library

The Eager Free Public Library is located at 39 West Main Street. The facility has 6,785 square feet of space. A 1996 Library Services and Construction Act Grant and Community Development Block Grant were used to double the library space and to make the facility handicapped accessible.

Between adult and children's materials, the Eager Free Public Library offers nearly 35,000 items, plus another 150,000 electronic items. The library's collections are strongest in areas of pre-school children's materials and adult fiction. It also houses a unique collection of local historical materials, including files on homes, historic families, and the entire run of every Evansville newspaper, many available on microfilm. The library circulates over 80,000 items per year and approximately 20,000 per quarter, and has increased its circulation substantially in recent years.



FIGURE 6C: EAGER FREE PUBLIC LIBRARY

These increases are expected to continue as the community grows. The library offers high speed Internet access to the public and has a wide variety of programs for infants and pre-schoolers, school-aged children, teens, adults and senior citizens.

While two-thirds of the library's use is by City residents, other library users are residents of surrounding townships.¹ The actual registered borrowers of the library in 2014 was 7,807 people, according to the Wisconsin Department of Public Instruction (DPI).

A 2015 facilities Space Needs Assessment completed by Himmel and Wilson identifies the need for 15,000 to 16,000 total square feet of library space to meet current and future service expectations to 2035. The City has purchased the building housing the post office that is located south of the library. A library expansion is planned for 2018. Library space needs are based on complex formulas. DPI endorses a worksheet by a nationally known library consultant to calculate space needs.² As the population of the service area grows, the need for additional quality space will also increase. When the U.S. Post Office now adjacent to the library relocates, that parcel will provide additional library space in a central community location that would be within easy walking distance for residents and school children. As the Library is a public building on the list of historic landmarks, the only permissible expansion of the library would be toward the rear of the building where the post office is located.

Senior Services

According to the 2000 U.S. Census, 565 people (11.3%) living in the City of Evansville were age 65 or over. Like youth populations, seniors also demand particular services to meet their specific needs.

The Peckham Senior Center at Creekside Place opened in 2011 to provide nutrition services, exercise programs, recreational activities, health care services, and educational seminars on topics of interest to seniors. Creekside Place provides a welcoming, comfortable, and caring environment for seniors, with continuous opportunities for intergenerational activity.

There are also programs through Rock County that provide services and opportunities for older persons living in the City of Evansville. Most notably, the Rock County Health and Human Services Department meets the needs of older adults through the establishment of services in the area of nutrition, transportation, respite care, advocacy, and coordination of services with other public and private agencies.

¹ The library is required by law to serve outlying residents and is paid by the county to do so. Accordingly, the library cannot only consider Evansville's population in space needs assessment, but also the population of surrounding areas included in the library's service area.

² Available on-line at <http://www.dpi.state.wi.us/dpi/dltcl/pld/plspace.html>.

Evansville Community School District

The Evansville Community School District is a showcase feature of the City that draws people to the community. The district is known for its:

- Outstanding education quality;
- Challenging curriculum;
- Advanced coursework offerings and student achievement;

- Extensive athletic and co-curricular activities;
- Experienced and educated professional staff; and
- New and recently renovated facilities.

The Evansville Community School District includes portions of the townships of Brooklyn, Center, Janesville, Magnolia, Porter, Rutland and Union. The number of students served by the district remained relatively constant at about 1,200 students during the 1980s. During the 1990s, the number of students increased significantly. In the mid-1990s, the Evansville Community School District completed an expansion of the middle school, high school and grade school. In 2002, the school district completed construction of a new high school facility. In 2015, 1,735 students are enrolled in the district. The district scores a



FIGURE 6D: EVANSVILLE HIGH SCHOOL LIBRARY

Residential construction is expected to continue in Evansville and the Town of Union. School District leaders expect current facilities to serve the expected population growth in Evansville over the next 20 years. The current JC McKenna Middle School will need significant upgrades or replacement in the next 20 years. Table 6.2 provides a description of the Evansville Community School District's enrollment and estimated capacity.

School Name	Grades	Enrollment**	Estimated Capacity*
Evansville High School	9-12	547	600-700
JC McKenna Middle School	6-8	420	500-600
Theodore Robinson Intermediate School	3-5	412	400-500
Levi Leonard Elementary School	K-2	379	400-500
Source: Evansville 2015 Unit School District			
* School building capacity is a difficult issue to define specifically. The figures provided are rough estimates based on student-teacher ratios, open classrooms, district policies, and other factors. The figures are intended for City use in preparing this Smart Growth Plan. Current estimates should be obtained from the school district.			

The district will begin a facilities assessment in 2016 to better understand future space and building needs. The City should work closely with the school district to address concerns with moving a school from its current location or constructing a new school far from walkable neighborhoods. Potential future school sites and land acquisition in proximity to current sites should be discussed frequently. If a new school facility is to be built to accommodate the growing population, the school district should seek a location that is located on a collector street adjacent to residential neighborhoods and parks to accommodate the large number of area students that arrive by bus. The school should also be connected to local sidewalk and trail facilities to accommodate those students that choose to walk or bike to school.

Table 6.3 on the following page provides a historical detail of the school district's enrollment over the last 20 years.

Table 6.3: Evansville School District Enrollment, 1984-2015

Year	Number of Students	Change in Number of Students	Year	Number of Students	Change in Number of Students
1984-85	2,252	75	1999-2000	2,525	242
1985-86	2,227	23	2000-01	2,527	23
1986-87	2,227	26	2001-02	2,525	42
1987-88	2,222	25	2002-03	2,632	64
1988-89	2,222	232	2003-04	2,662	22
1989-90	2,222	22	2004-05	2,622	25
1990-91	2,242	50	2005-06	2,230	42
1991-92	2,254	22	2006-07	2,225	25
1992-93	2,323	52	2007-08	2,222	262
1993-94	2,342	22	2008-09	2,232	32
1994-95	2,402	52	2009-10	2,206	252
1995-96	2,432	22	2010-11	2,222	222
1996-97	2,420	42	2012-13	2,252	222
1997-98	2,532	52	2013-14	2,222	2402
1998-99	2,562	30	2014-15	2,235	22

Source: Evansville Board of Education School District
 **Third Friday of September 2014-15 Count

Wisconsin has a charter schools program and allows enrollment in other districts through an open-enrollment process. In 2015, 59 student attended Evansville schools under open enrollment and 101 students residing in Evansville attended other districts through open enrollment. The majority of out-going students never attended school in Evansville, but instead chose to remain in their previous districts when their families moved to Evansville. The Wisconsin Charter School Program was initiated in the 1993-1994 school year. Students from Evansville may take advantage of the open enrollment program to attend a charter school or the district could decide to start its own charter school to meet the unique needs of a segment of the population.

In the Evansville Community School District, 95% to 96% of the elementary and middle school-age children attend public schools. Approximately .01% of these children attend home schools, and another 2% to 3% attend private schools in nearby communities. None attend charter schools at this time. Of high- school-age children, 96% attend public schools, and nearly all of the remaining children attend private schools in nearby communities. .5% are home schooled. The school district operates a comprehensive website for those interested in additional information about the schools and programs.

Higher Education

Many outstanding colleges, universities and technical schools are located within a 35-mile radius, which provide education and training for the labor force. The University of Wisconsin-Madison is a world class university with an enrollment of 42,820 students. It is ranked third among all universities in the United States in total expenditures for research and development. It is easily accessible to Evansville by USH 14. Other area colleges include:

- University of Wisconsin-Whitewater - a four-year campus northeast of Evansville;
- University of Wisconsin-Rock County - a two-year campus in Janesville;
- Madison College;
- Edgewood College (in Madison);
- Beloit College - a nationally recognized private liberal arts college; and
- Blackhawk Technical College (in Janesville) - part of the Wisconsin Vocational-Technical school system.

City Facilities

The City Hall, constructed in 1892, is located at 31 S. Madison Street. City Hall once housed the city jail, and there was a horse barn on the lowest level. The bell that once was in the bell tower was used to call volunteer firefighters to the station. The bell is now on display in front of the Fire District Hall on Water Street.

In a 1997 referendum, voters chose to renovate the existing City Hall. In 2000 and 2001, the City completed a renovation of City Hall that added a new wing for an elevator, new restrooms, and a wheel-chair ramp in the front of the entrance to the new wing. This renovation brought the building into compliance with the Americans with Disabilities Act (ADA). The total cost of this project was \$367,000.

The interior of City hall has been renovated and the exterior was repainted and repaired in 2015. The renovated, ADA accessible meeting room is also used as the Municipal Courtroom since it adjoins the chambers of the Municipal Judge.

There are three Municipal Services Garages. The garage on South Madison Street is for street and sewer, while the two garages on Old 92 are for Water & Light. It is likely that the Municipal Services complex will need to be expanded and improved within the planning horizon of this document. The Evansville Police Station is located next to City Hall on Church Street. The Evansville EMS Department is located across from City Hall on Church Street. The Evansville EMS and Police share a garage on West Church Street next to the Police Station.

The Eager Free Public Library is located at 39 West Main Street. The Evansville Youth Center is located near J.C McKenna Middle School on South First Street.

Community Services Inventory

This portion of the chapter profiles the community services available to City residents and those in the surrounding area, including services provided by Rock County in support of local services.

Solid Waste Disposal and Recycling

The City contracts with an independent service provider to provide residential and institutional waste disposal service and recycling. Businesses independently contract for waste disposal services. The former City Dump on Water Street is now the City Yard Waste and Recycling Center, to which residents may bring tree limbs, leaves and garden debris in the spring, summer and fall. During these months, residents may obtain free composted yard waste and wood chips at this center. In the winter, the City uses this center to store snow removed from City parking lots and streets.

Police Protection

With nine full-time officers, including the police chief, and a number of part-time officers, the City of Evansville Police Department provides the community with 24-hour coverage. Emergency response times range between 2-4 minutes. Non-emergency response times vary depending on the time of day. The department strives to keep two officers on duty at all times. In 2014, the Evansville police department earned accreditation through the 4 year



FIGURE 6E: EVANSVILLE CITY HALL



FIGURE 6 □□□□□□□□□□ □□□□□ □□□□□□ □□□

accreditation process of the Wisconsin Law Enforcement Accreditation Group (WILEAG). This accreditation is prestigious and requires an on-site assessment every three years.

The Rock County Communications Center dispatches the City of Evansville Police Department (including 911 emergency service). The center provides 24-hour dispatching services for all law enforcement, fire and EMS agencies in Rock County, consisting of a population of over 160,000 people spanning an area of 720 square miles. The Rock County Communication Center is the only Public Safety Communication Center in the United States to have achieved its fifth 3-year Accreditation by CALEA (Commission on Accreditation for Law Enforcement Agencies). This Communication center is the only CALEA accredited center in the State of Wisconsin.

The City of Evansville Police Department has mutual aid/interagency agreements with the state patrol, the Rock County Sheriff's Office, the Rock County Communications Center and the Town of Union. These agreements allow the City to work jointly with these agencies on a daily basis. The City of Evansville Police Department also has an interagency agreement with the Town of Union for a joint Municipal Court.

The interagency agreement permits the Evansville Police Department to respond to calls to assist the Evansville EMS or the Evansville Community Fire District, issue citations, and investigate incidents anywhere in the Town of Union without prior authorization from Rock County 911 dispatch. The agreement also allows the Evansville Police Department to go anywhere in the Town of Union to investigate incidents and serve citations. The agreement allows Evansville Police Officers to issue citations for traffic offenses anywhere in the Town of Union, which will be processed in the Joint Municipal Court.

The department maintains four police vehicles, an emergency operations trailer, and an All-Terrain Vehicle (ATV). The police department annually reviews equipment and vehicle needs as part of the City's CIP.

The police vehicles are equipped with video cameras and laptop computers that are connected directly to the Rock County Communications Center and the Department of Transportation through the TRACS system. The police vehicles are also equipped with defibrillator units, which Evansville's police officers have been trained to use under appropriate circumstances.

The department has an outstanding history of progressive community protection. Residents are aware of the officers and very willing to report incidents. Officers take pride in the community. During the visioning phase of this planning program, residents said this community is safe. This feeling is due in large part to the efforts of the police officers that are both visible and involved in the community. For instance, officers spend significant time in the schools and at school sporting events. Officers also conduct seminars for banks and local businesses (e.g. how to respond to an alarm). The police department also offers a 24 hour drugs/medicine drop off box for unused or outdated drugs and medications. Evansville's overall crime rate is lower than the overall crime rates of Rock and Dane counties. According to the community survey results, Evansville residents generally feel safe in the City.

Fire Protection

The Evansville Community Fire District is approximately 75 sq. miles in size and serves all of Evansville, nearly all of the Town of Union, and parts of the Towns of Porter, Brooklyn, and Magnolia. The district is a separate governmental agency that has mutual aid agreements with all surrounding districts. These agreements allow firefighters from surrounding districts to assist the Evansville Community Fire District when needed and vice versa.

The Evansville Community Fire District station is located along Water Street. The district relocated to the new building in 2009. The new facility is approximately 18,000 sq ft. in size with 6 apparatus bays (3 drive through bays), sleeping quarters and office space.

The Insurance Services Office (ISO) rates fire protection service for communities across the United States. The rating system scale is out of 10 with 1 being the best. Most insurance underwriters utilize the assigned fire protection rating to calculate residential, commercial and industrial insurance premiums. Fire districts are evaluated on a cyclical basis that is determined by district growth and the size of the population served. The last time the district was rated was more than 10 years ago. The overall district rating was a 7, with a rating of a 5 in the City. The 5 rating in the City is an average rating, and improving this rating probably would require employing at least some full-time professional firefighters. The rating in the City is better than the overall district rating because there is better access to ample water (from hydrants) in the City than there is (from wells, ponds or streams) in the rest of the territory served by the Fire District.

The Evansville Community Fire District annually evaluates the need to expand the size of the department personnel and equipment based on response times, number of annual calls and the area serviced. The district has no immediate plans to expand the number of firefighters. The district currently has a command vehicle, 2 engines, 2 brush trucks, a brush ATV, 2 tankers and a squad car. The district uses a 20-year replacement schedule to replace its engines, pumpers, and tanker trucks. The district is considering a change to a 25-year replacement schedule due to the excellent condition and maintenance of its vehicles.

In the future, there is a potential need for some full-time professional firefighters to work together with the volunteer members of the district. As the City's population grows towards 6,885 the need for full-time professional firefighters will increase. From an economic development perspective, some businesses might not consider locating a new facility in Evansville unless there are some full-time professional firefighters in the community to protect their businesses. In the meantime, the quality of the Fire District's services will depend upon its ability to attract, retain and train paid on-call firefighters. Even if the Fire District eventually employs some full-time professional firefighters, paid on-call firefighters will continue to make up the bulk of the force. The City must continue to support the efforts of the Fire District to recruit, retain, and train paid on-call firefighters.

In 2015, the annual operating budget of the Evansville Community Fire District was approximately \$400,000. The Fire District uses a Capital Improvement Program to budget for major expenditures. The Fire District allocates the cost of the annual operating and capital budgets, net of anticipated fee revenues and other non-tax sources of funding, to the participating communities based on their share of the equalized assessed value within the Fire District.

The City of Evansville is pleased with the quality of service provided by the Fire District. However, there are tensions between the City and the Fire District that must be addressed to preserve the long-term viability of the City's participation in the Fire District. For example, the City's contribution to the Fire District's annual operating and

Evansville Community Fire District

The district has 34 volunteers that are compensated on a per call basis.

The district also has a part-time inspector.

Dispatch is handled through the county dispatch center located in Janesville.

The district responds to 150 – 160 calls per year.

Approximately half of these calls are within the City of Evansville.

The average response time within the City is five minutes.

capital budgets roughly equals the combined contributions of all of the participating townships. If the City's representation on the Fire District Board were proportional to its financial contribution, the City would be entitled to appoint three members of the six-member board, instead of the current two members. In addition, the Fire District only pays a water usage rate for the water it takes from fire hydrants in the City. In contrast, water utility customers in the City (and a small number in Union Township) must pay a water usage rate plus a Public Fire Protection (PFP) rate, and the City must pay the portion of the PFP rate that is not billed to the water utility customers. The residents and property owners who are protected by the Fire District but who are not customers of the Evansville water utility receive the benefit of the City's fire protection infrastructure but pay none of its cost. On the other hand, the Fire District pays the cost of a fire inspector who only inspects property in the City. The City believes the representation on the Fire District Board should better reflect the relative financial contributions of the participating communities and all fire-protection related costs, including infrastructure, should be shared fairly among the participating communities.

Ambulance Service

The Evansville Emergency Medical Service (EMS) is a volunteer, municipality-owned ambulance service/provider, engaged in the business of the transport and care of the sick and injured. The Evansville EMS seeks to provide the highest quality of care at the lowest possible cost to the patients and the taxpayers of the City of Evansville and the surrounding townships.

Like the Evansville Community Fire District and the Evansville Police Department, the Evansville EMS is dispatched through the County 911 center located in Janesville. Evansville EMS staff consists of one full time EMS Chief, 8 licensed EMT volunteers and two certified volunteer drivers serving over 7,000 people in Evansville, the Town of Union, Town of Magnolia and parts of the Towns of Porter and Brooklyn.

Evansville EMS has two ambulances, which completes approximately 500 runs a year. The volunteer technicians can be at the garage ready to respond to a call within 4-7 minutes. On-site response times vary by the time of day and location.

Evansville EMS is a City-run service financed through budget allocations from communities covered by the service and user fees. In 2008, Evansville EMS moved to the former Dean Center building at 11 W. Church St., which provided them with much needed space for training, record storage, and other basic activities.

Utilities and Community Facilities Issues & Concerns

During development of this plan residents, staff and other stakeholders raised issues and concerns about available utilities and community facilities. What follows is a summary of these issues and concerns. Actions to address these items are provided in the corresponding goals and objectives statements at the end of this chapter.

Regionalizing Services

In the wake of Wisconsin's debate over the future of shared revenue, the City of Evansville understands the need to carefully consider all expenditures. This consideration certainly extends to providing utilities and community facilities for the community. To provide efficient, cost-effective services, the City will consider opportunities to regionalize additional services. Regionalizing services can minimize duplication and promote cost efficiency, which may reduce the tax burden for all residents. Shared service opportunities can also include coordination with the school (e.g. shared maintenance and janitorial staff, shared facilities for community recreation). More information about this important topic is provided in the Intergovernmental Cooperation Element.

One potential opportunity to better share services and service costs with neighboring communities is with respect to park facilities. There is the opportunity for surrounding Towns and the County to contribute to the annual budget for major park facilities like Lake Leota, which is used by Town and County residents, not just City residents.

Population Growth

It is clear that continued growth will result in changes to the City's infrastructure. Improvements such as roads, sewer, water, parks, recreational facilities, and schools all need to be coordinated with the housing decisions and vice versa. The availability of utilities like sewer, water, electricity, and communications services is critical to economic development. The availability of utilities and community facilities dictates where development can occur. Potential improvements documented in this chapter include:

- A new or upgraded sewer treatment plant
- Sewer lift stations
- Sewer interceptors
- Water tower
- Electric substation
- School expansions or new facilities
- Additional EMS, fire, police staff
- New police, fire and EMS facilities
- Additional City Staff
- New parks & trails

These improvements are significant and expensive. Accordingly, their development is of concern to local taxpayers.

Utilities and Community Facilities Funding Options

Evansville is constantly seeking opportunities to finance needed utilities and community facilities. There are numerous grant and loan programs that the City may seek to help finance needed improvements. These programs are available through the State of Wisconsin and the Federal Government. What follows is a description of some opportunities available to the City.

Water and Wastewater Grant and Loan Program

The USDA Rural Development (Rural Utility Service) has a water and wastewater grant and loan program to assist cities, villages, tribes, sanitary districts, and towns in rural areas with a population up to 10,000. The program provides loans and grants to construct, improve, or modify municipal drinking water and wastewater systems, storm sewers, and solid waste disposal facilities.

Clean Water Fund Loan Program

The Clean Water Fund Program (CWFP) is one of the subsidized loan programs included in the Environmental Improvement Fund (EIF). The CWFP provides loans to municipalities for wastewater treatment and urban storm water projects. The City used a State Trust Fund Loan with an interest rate subsidized by the Clean Water Fund to finance past projects, and the City intends to explore Clean Water Fund loans to finance replacing sanitary sewer mains in the future.

Wisconsin Community Development Block Grant Program

The Wisconsin Department of Commerce administers the Wisconsin Community Development Block Grant Program to provide cities, villages and towns with a population of less than 50,000 and all counties except Milwaukee, Dane, and Waukesha to obtain matching grants for the installation, upgrade or expansion of municipal drinking water and wastewater systems. Successful applications are based on a distress score, documentation of need, ability to repay, matching fund availability, and project readiness. This program may provide needed assistance to pursue water system upgrades. The City obtained CDBG money to pay part of the cost of the addition to the Eager Free Public Library in 1996.

State Trust Fund Loan Program

The Board of Commissioners of Public Lands provides this loan program with terms of up to 20 years and deeply discounted interest rates. Loans may be used for a variety of purposes including: road improvements, community

centers/halls, trail development, and property acquisition. The funds available fluctuate annually. The current annual loan limit is \$3,000,000. The City of Evansville could utilize these funds for development of additional park facilities.

Rural Development Community Facility Grants

The USDA Rural Development also offers grants to communities seeking to build or improve their community buildings (e.g. halls, libraries, community center, and fire departments). These grants are awarded to communities with a population up to 10,000 based on a competitive application process.

Fire Administration Grants

The Federal Emergency Management Administration (FEMA) offers over \$100,000,000 in annual grant awards to fire departments in six specific areas: training, fitness programs, vehicles, firefighting equipment, and fire prevention programs. Applicants from communities, which serve a population of less than 50,000, must provide a 10% match.

State Stewardship Fund

The Stewardship Fund is the State of Wisconsin's land acquisition program for public outdoor recreation and habitat protection. Administered by the Department of Natural Resources, the fund makes millions of dollars a year available to buy land for parks, trails, habitat areas, hunting grounds, and local parks and for site improvements, like trail building and campgrounds. This fund will be very important to the City going forward.

City of Evansville Capital Improvements Program

A Capital Improvements Program (CIP) is a five to six year short-range plan with updates occurring annually. A general CIP includes a community's capital items such as:

Park acquisition and improvements	Road, sidewalk, trail and transportation installation, repair or replacement
Public buildings improvements and long term maintenance	Repair or replacement of utilities due to age or service needs
Vehicle or equipment purchase and replacement	

Capital items are generally defined as those items that are expensive (cost \$5,000 or more) and will last at least 3 years. Collective replacement or improvement, such as information technology upgrades, combined as an effort to improve a larger or encompassing system would also be considered part of the CIP. The CIP also includes improvement projects necessary for the community's future with an appropriate timeline matched to funding availability.

The City updates the CIP as it approaches the finalization of the annual budget. The City continually makes a list and obtains or maintains cost estimates for a variety of projects to keep funding options available without large lapses in between capital projects. These projects range from small building improvements to large overhauls of infrastructure within the public right-of-way. As the budget allows these projects are ranked after the order of importance of the projects are assessed by the Municipal Services Committee.

Utility Districts

Utility districts provide a variety of public services and improvements including roads, sewers, stormwater, electricity and water. Evansville currently has electric, water, storm water, and sewer utilities. Utility districts establish a "district fund" to finance district improvements. These funds are obtained through taxation of property within the district. Service costs are covered through direct billings. As such, utility districts are another mechanism to fund needed City improvements. Potential utility districts in Evansville include a telecommunications utility and transportation utility.

Community Facilities, Utilities and Services Goals and Objectives

These community facilities, utilities, and services 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 Community Facilities, Utilities, and Services Chapter:

Utilities & Community Facilities Goal #1			
Provide adequate active and passive recreational opportunities of various kinds accessible to all segments of the population and areas of the City.			
Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Coordinate with the school district to improve recreation choices, including the shared use of facilities for community benefit (e.g. ball fields, pool, etc.).	Park & Rec., School District, Common Council	City Budget	Continuous
2. When the City updates the <i>Evansville Park and Outdoor Recreation Plan</i>, update the population projections to reflect those figures provided in this plan, or new figures accepted by the City.	Park Board	City Budget	2018 and 2023
3. Consider natural and man-made features, such as Allen Creek and major streets that may act as barriers for certain portions of the population when locating parks. Provide pedestrian access that is separate from vehicular traffic as needed.	Park Board	NA	Continuous
Utilities & Community Facilities Goal #2			
Ensure that all City development is served by adequate, efficient, cost-effective utilities and community facilities within the City's capacity to provide such services.			
Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Continue to utilize the City of Evansville Capital Improvements Program as a central tool to implement this Comprehensive Plan.	City Administrator, Common Council	City Budget	Annually
2. Educate residents about available community facilities in the area through the City Web Site and articles in the <i>Evansville Review</i>.	City Administrator, Mayor	City Budget	Continuous
3. Continue to communicate with the Evansville Community School District about new development to allow the school district to plan for staff, building additions, and other needs.	City Planner	NA	Continuous

4. Upgrade other utilities located in street rights-of-way when reconstructing streets. The CIP should be used in this capacity as a tool to coordinate improvements.	Municipal Services Committee & Water & Light Committee	City Budget	Continuous
5. Reserve street rights-of-way, parkland and easements in undeveloped areas by amending the Official Map.	Municipal Services Department, Community Development Director & City Engineer	City Budget	Continuous
6. Apply for grants that are available for public facilities improvements.	City Administrator & City Engineer	City Budget	Continuous
7. Pursue opportunities for intergovernmental cooperation to improve efficiencies and reduce costs with respect to garbage collection, road maintenance, equipment purchase and sharing, and snowplowing.	Municipal Services Department & E-U Implementation Advisory Committee, Common Council	NA	Continuous
8. Encourage an improved relationship between the Evansville Community Fire District and Evansville EMS.	Common Council, Fire District Board, EMS Coordinator	NA	2016
9. The City should work with the Fire District to resolve issues of (a) representation on the board is not proportionate to financial contribution and (b) greater fairness in paying for fire protection infrastructure in the City that is used by the Fire District.	Common Council, Mayor, Fire District Board, Town of Union.	NA	2016

Utilities & Community Facilities Goal #3

Provide the City staff and infrastructure needed to meet the needs of a growing population.

Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. As necessary, hire additional professional staff with particular specialties (e.g. economic development, parks and recreation coordination, appraiser).	City Administrator, Common Council	City Budget	Continuous

Utilities & Community Facilities Goal #4			
Provide an efficient, well-maintained system for storm water management.			
Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Develop a regional storm water management plan through a cooperative planning process with the Town of Union.	Municipal Services Committee & City Planner	City Budget	2020
2. Require drainageways be maintained in their natural state to minimize the need for storm sewers and to reduce flooding.	Municipal Services Committee	Private Development	Continuous
3. Consider opportunities to coordinate with the Town of Union in an effort to establish a joint storm water district.	Municipal Services Committee & E-U Implementation Advisory Comm.	City Budget	2020
Utilities & Community Facilities Goal #5			
Maintain a water distribution system that is capable of supplying and distributing potable water within the City.			
Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Plan for financing and construct a new water tower.	Water & Light Utility	Community Dev. Block Grants Utility Revenue & Impact Fess	2020
2. Replace water mains that are less than 6" in diameter with larger diameter water mains.	Municipal Services Committee	City Budget & Private Developers	Continuous
Utilities & Community Facilities Goal #6			
Maintain a sanitary system that is capable of serving the needs of the growing City population.			
Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Install or allow developers to install infrastructure (e.g., sanitary sewer lift stations and interceptors) as needed to accommodate new development along the northern edge of the City's new development north toward Madison.	Municipal Services Committee	Private Developers, Special Assessments or Tax Increment	Continuous

2. Complete a facilities assessment study to determine long-term strategy to provide additional treatment capacity (i.e. new treatment plant).	Municipal Services Committee	City Budget	2025
3. Continue to replace undersized, aged, and damaged sanitary sewer and water mains as necessary.	Municipal Services Committee	Utility Budgets	Continuous
4. Delineate and map long-term City service areas	City Engineer, Plan Commission & Community Development Director	City Budget	Continuous

Utilities & Community Facilities Goal #7

Provide a model for developers with quality City owned property.

Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Adopt water recycling systems and renewable energy goals for City buildings.	Municipal Services Committee, Common Council, Energy Independence Team		Continuous
2. Use architecture and design for City buildings and sites that respects the historic, natural and cultural character of the community.	Plan Commission, Community Development Director, & Historic Preservation Commission		Continuous

7. Agricultural, Natural & Cultural Resources

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- Agricultural, Natural & Cultural Resources Goals 119**

Agricultural, Natural & Cultural Resources Vision

In 2035 all residents have convenient access to neighborhood parks and trails. Regional bicycle and pedestrian trails connect Evansville to neighboring communities and nearby parks. Parks are diverse in size and include both passive and active recreational opportunities.

Evansville's growth has occurred at an appropriate urban density in order to preserve the surrounding rural character, maintain prime farmland, and protect woodlands and wetlands.

Within the City, natural features are preserved through effective ordinances. Trees, undeveloped green space, environmental corridors, trails and creative landscaping are important ingredients that contribute to community character.

Evansville is renowned for its historic character. Residents and business-owners have preserved, restored and maintained the City's historic buildings and neighborhoods. Evansville offers an array of local restaurants, parks and public spaces to provide cultural and entertainment choices to residents.

Policies

It is Evansville's vision that the community will retain its small city charm in a rural setting. Natural resources will be protected and serve as an environmental, recreational, and economic asset to the City. Residential and commercial development will be in harmony with the City's natural environment. The City will also work, in accordance with the Intergovernmental Coordination Element of the Wisconsin "Smart Growth" Law, with neighboring communities, the school district, Rock County, and the State of Wisconsin to ensure that natural resources are adequately protected for future generations. Goals to support this vision are provided at the end of this chapter. Supporting policies are provided below:

- **Stronger Historic Preservation standards and processes are prioritized and encouraged by the City.**
- **Consider the additional costs both for actual construction and needed services associated with developing in areas with engineering limitations (soil, slope, groundwater, bedrock) when determining the amount of the letter of credit that the developer must provide to guarantee the construction of public improvements.**
- **Regulate the type of industrial development near the City's municipal wells to minimize the chances of groundwater contamination.**
- **Encourage the proper handling of wastes and chemicals so that they produce a minimum effect upon ground and surface water.**
- **Plan for and support the extension of public services in an orderly manner to discourage scattered rural development.**
- **Preserve the most significant aspects of the natural resource base, that is, primary environmental corridors and surrounding agricultural lands, which contribute to the maintenance of the ecological balance, natural beauty, agricultural production and economic well being of the City and environs.**
- **Encourage development within the City corporate limits, connected to municipal sanitary and water systems, to promote efficient, compact urban development patterns that maximize available services and include adequate open space.**

Introduction

This chapter provides an inventory of existing agricultural, natural, and cultural resources in the City of Evansville. In addition, issues associated with these resources are discussed and a vision, with supporting goals and objectives, is presented.

Wisconsin's Smart Growth Law includes 14 goals for local comprehensive planning. The City of Evansville believes that the goals listed below specifically relate to planning for agricultural and natural resources:

- Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and environmental corridors.
- Protection of economically productive agricultural areas.
- Protection of agricultural lands for agricultural purposes.

During the 2005 Kick-Off Meeting, residents identified the following values related to this element:

- We value the history defined by historical buildings/ architecture, traditional downtown and beautiful homes.
- We value our well-maintained historic district.
- We value the peaceful, rural agricultural setting beyond City limits.

Agricultural Resources

There is agricultural land within the current City limits, but little of it would be considered prime farmland. The City anticipates that much of the agricultural land within the City limits will be developed, although the City believes substantial portions should be preserved as green space, including environmental corridors, when the land ceases to be actively cultivated.

The City will strongly support the nearby townships in preserving agricultural land in the townships, provided the land to be preserved is not identified in this plan's *Future Land Use Map* as being a likely site of future urban development. The City will consider and likely will attempt to implement any request by the townships for changes in City policy that would assist the townships in preserving agricultural land not marked for future urban development. The City also will consider requests to change this plan's *Future Land Use Map* to preserve as agricultural land areas marked for urban development, but the City will be more reluctant to accommodate such requests, because the areas marked for future urban development can be served efficiently with sanitary sewer service.

Natural Resources and Environmental Concerns

Natural resources help to determine the potential for development. Geology, topography, drainage patterns, floodplains, wetlands, and soil characteristics are among the natural and environmental features that determine if an area is physically suitable for specific types of development.

Preservation of natural resources (wetlands, surface and groundwater, woodlands, shorelines) is an important priority for the City of Evansville. These resources provide recreation opportunities that help to sustain the local economy and enhance the quality of life.

Geology and Topography

The City of Evansville is located approximately 900 feet above mean sea level, in the northwest corner of Rock County. Evansville is just south of where the last glacier advanced in Wisconsin. The area to the north is hilly, consisting of mounds of glacial till caused by melting of the most recent glacier. The area to the south of Evansville contains highly dissected stream valleys cut into the bedrock. The last glacial advance did not affect the area to the south, and the steep-sided stream valleys once found throughout this region of the state remain, since they escaped being ground down and filled in by glacial ground moraine or outwash.

Bedrock in the Evansville area consists of Ordovician-aged St. Peter sandstone, which in some places is overlain by more recent dolomites. The St. Peter sandstone ranges in thickness in the area. Municipal well records indicate the sandstone is approximately 115 – 135 feet thick in the City.

Underneath the St. Peter sandstone is approximately 60 feet of dolomite, below which is at least 600 feet of late Cambrian sandstones.

The City of Evansville is located over what used to be a valley for a tributary to the Yahara River. The tributary flowed to the east along a route that is now STH 14 from Evansville to a point north of Janesville. The tributary cut a steep-walled valley under the present city, and eventually flowed into the Yahara River, and then the Rock River. The tributary cut a steep-walled valley under the present city, and eventually flowed into the Yahara River, and then the Rock River. The floor of the ancient valley under Evansville is approximately 100 feet below the present land surface, while just east of the City the former valley floor is 260 feet below the surface.

When the last glacier started to melt and recede, outwash from the melting of the glacier filled in the ancient stream valley, leaving behind significant depths of relatively clean, permeable sands and gravels in the Evansville area.

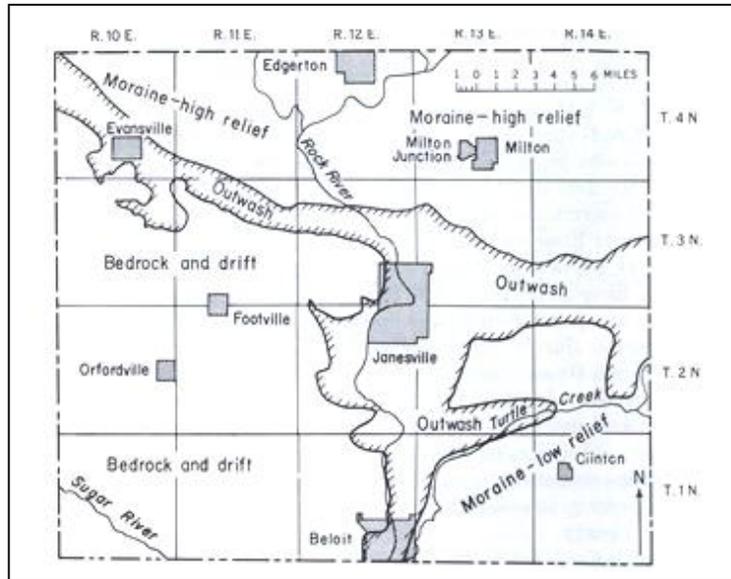


FIGURE 7A: MAP SHOWING PHYSIOGRAPHIC AREAS IN ROCK COUNTY, WI From E.F. LeRoux, *Geology and Ground-Water Resources of Rock County, Wisconsin* 1964

Watersheds and Drainage

The City of Evansville falls within the Allen Creek and Middle Sugar River Watershed. This watershed covers northeast Green County, northwest Rock County and south central Dane County. The dominant land use in the watershed is agriculture. Municipal wastewater treatment plant discharges to surface waters in the watershed come from Belleville and Brooklyn. Treated water from Evansville's wastewater treatment plant is allowed to soak into the ground, and eventually some of it becomes spring water that feeds into Allen Creek

As is discussed in the Utilities and Community Facilities Element, Evansville has a storm water collection system. Storm water from undeveloped areas and older areas of the City flow to Allen Creek. In newer developments, greenways, detention and retention facilities are used to control storm water.

Allen Creek

Allen Creek is the primary surface water feature in Evansville. It enters the City from the northwest and leaves to the south. Allen Creek is the source water for Lake Leota. Allen Creek rises in southern Dane County, flows through northwest Rock County and northeast Green County before emptying into the Sugar River. About 4.5 miles of the stream above Lake Leota are classified Class II and Class III trout waters (WDNR, 1980). Allen Creek below Evansville is on the State's antidegradation list (NR 102) as an exceptional resource water (ERW), affording it a greater level of protection. The stream below Evansville has a very good, diverse warm water sport fishery. There is some public ownership along the stream south of Evansville.

Evansville has a long history of volunteer, state, and municipal efforts to maintain the quality of Allen Creek:

- The earliest documented efforts date back to 1908 with the organization of the Union Drainage District. The purpose of the Union Drainage District was to dredge and rechannel the stream to create more tillable land.
- In 1909 and 1910, dredging the waterway from Butts Corners north to the Dane County line had deepened Allen Creek. During this first dredging of the creek, 77,000 cubic yards of material was removed. This allowed the surrounding land to drain into the creek and what had previously been swampland became tillable farmland.
- In 1951, the creek was dredged again and four laterals were constructed to extend the drainage ditch and drain more wetlands. An estimated 145,000 cubic yards of soil was removed in this process.
- In 1972, the Department of Natural Resources recommended improvements to Allen Creek to create a better Lake Leota environment. These actions were needed for many reasons, including the intensive farming of the land near the creek created erosion into the stream and increased the load of sediment carried into the lake. Actions included:
 - Riprapping the banks of the stream and placing retention ponds at the end of the draining ditch laterals to reduce the amount of silt that was carried by the stream. More than 4,000 tons of quarry rock was used to stabilize the creek banks.
 - Fencing along the shores of Lake Leota and Allen Creek to prevent farm animals from getting into the stream. Cattle were especially harmful to the stream banks, as the dirt gave way under their feet and caused further erosion of the stream.
 - Six cattle crossings were made at various points along Allen Creek.
 - The banks of the creek were also sloped with a dragline and seeded with grass to prevent further erosion.

Lake Leota

Lake Leota is a 40 acre lake divided by a railroad bridge into a smaller, upper lake (north end) and a larger, lower lake (south end). The lower lake has a maximum depth of 18 feet, while the upper lake is much shallower. Pan fish, trout and walleye are present in the lake.

Many questions regarding the status of Lake Leota were in the original 2005 Smart Growth Plan. This plan prioritized the restoration of Lake Leota to be a useable amenity for the residents of Evansville. Since then, the Lake has been dredged to restore it. Public involvement for the 2015 Smart Growth Plan update has confirmed that Lake Leota and Leonard-Leota Park are valuable assets to the Evansville Community. Given the history of the Lake, it will be important to monitor the fore-bay to ensure the lake does not suffer from sedimentation, requiring another premature dredging to restore its usability.



FIGURE 7B: IMAGE OF LAKE LEOTA FROM MILL POND.
Source: Don Thompson



FIGURE 7C: LAKE LEOTA UPPER LAKE.

Shorelines

Shoreland areas in the City of Evansville are limited to Allen Creek and its tributaries and Lake Leota. The City has enacted a wetland and shoreland protection ordinance. However, the City does not currently have regulations to enforce what people who own non-wetland land adjacent to Lake Leota can do with their property that might have a negative impact on the lake. Rock County Shoreland Zoning protects the part of Lake Leota that is north of the railroad tracks, because that zoning was in place before the City annexed the property. However, there is nothing in the City regulations to protect the part of Lake Leota south of the railroad tracks. Shoreland zoning regulations are designed for efficient use, conservation, development, and protection of water resources.

Groundwater & Aquifers

The area around Evansville is underlain by thick sequences of sandstone bedrock, which tend to yield higher volumes of water the deeper a well is cased. Many domestic, stock, and smaller industrial wells in western Rock County draw water from the St. Peter sandstone. Most municipal and larger industrial wells in Rock County draw water from the Cambrian sandstones, which underlie the St. Peter sandstone in the Evansville area.

Beneath the surface of Evansville is the valley of an ancient streambed, which has been filled in by fairly clean glacial outwash. This creates another permeable body capable of yielding water for consumptive use.

There are no significant confining layers separating the glacially laid near-surface materials, the St. Peter sandstone, and the Cambrian sandstones, so the entire groundwater system in the area is considered to be a single aquifer. Groundwater is recharged primarily from precipitation from above. Horizontal groundwater movement is to the east toward the Rock River.

Due to the relatively permeable materials in the area separating surface activities from the groundwater aquifer, wellhead protection programs¹ are necessary to safeguard water supplies in the area. Evansville currently has a wellhead protection overlay district, however, many properties that existed within the overlay district prior to adoption are of an industrial nature. It is important to ensure new industrial uses do not start up as existing uses discontinue.

The arsenic issues associated with drawing water from the St. Peter sandstone aquifer in northeastern Wisconsin have, for the most part, not been identified in southeastern Wisconsin. The elevated arsenic levels found in northeastern Wisconsin have been linked to a narrow sulfide-bearing zone in the top of the St. Peter sandstone. Wells that oxygenate that zone while producing groundwater from it have been found to release arsenic into the groundwater.

In the Evansville area, either the sulfide-bearing zone has been stripped away by past glacial activity, or wells are not oxygenating and drawing water from that zone. Nevertheless, testing potable wells for arsenic is a prudent means to assure a safe water supply.

Wetlands & Floodplains

Wetlands act as a natural filtering system for sediment and nutrients such as phosphorus and nitrates. They also serve as a natural buffer, protecting shorelines and stream banks from erosion. Wetlands are also essential in providing wildlife habitat, flood control, and groundwater recharge. Floodplains serve many important functions related to flood and erosion control, water quality, groundwater recharge and fish and wildlife habitats. Areas susceptible to flooding are considered unsuitable for development because of risks to lives and property.

¹ More than 200 Wisconsin communities have wellhead protection programs in place. For more information refer to <http://www.dnr.wi.gov/org/water/dwg/gw/whp.htm>

Due to these benefits, regulations place limitations on the development and use of wetlands and floodplains. Under sections 87.3 and 144.26 of the Wisconsin Statutes, a municipality has the authority to give greater protection to wetlands, shoreland and floodplain areas. Evansville currently participates in the Federal Emergency Management Agency's (FEMA's) Community Rating System (CRS) program. The CRS recognizes and encourages community floodplain management activities that exceed the minimum National Flood Insurance Program (NFIP) standards. The City of Evansville currently has a Class 7 CRS rating which earns Evansville residents a 15% discount on flood insurance premiums through the NFIP.

Woodlands

Prior to settlement, the vegetation of Rock County was entirely forested with areas of mixed conifer-northern hardwood forest. As people moved to the area, much of the forests were cleared for agricultural crops. The City of Evansville was originally called "The Grove" because of a large stand of timber to the northwest. Early industries included a sawmill and gristmill on Allen Creek that cleared portions of the timber. Evansville has been designated as a Tree City USA for the amount of trees planted by the City in 2001, 2002, and 2003 and has continued to receive this designation through 2014. The City planted many of these trees in the terraces along streets in new residential subdivisions, using funds donated by the developers and builders.

Wildlife Habitats

Unfortunately there is not a source of comprehensive habitat information for Evansville. To protect habitat areas from encroachment, detailed habitat information collected by the WDNR is not available to the public. Resident observation is the best available local resource about wildlife habitat areas.

Primary wildlife habitat areas correspond to the environmental corridors shown on the *Natural Features Map*. These areas provide food and cover for deer, raccoons, skunk and other small creatures common in the area. Nearby farm fields also serve as a food source for deer, sandhill cranes, turkeys and waterfowl in the area. Farmland is also a very important local wildlife habitat that provides travel corridors between waterways and woodlands. Farmland also provides cover opportunities and large contiguous open spaces needed by wildlife.

Aquatic habitats include Lake Leota and Allen Creek. The quality of these water resources as aquatic habitats was discussed in previous sections of this chapter.

It must be noted here that Rock County has had deer test positive for Chronic Wasting Disease. In 2004, the eradication zone expanded from the Wisconsin State Line to USH 14 in Rock County. Thankfully as of March 2015 there were no recent cases reported within Union Township, and the majority of positive samples were found east of Janesville. ²

Evansville Wildlife Area

The Wisconsin Department of Natural Resources manages the Evansville Wildlife Area that is located approximately 1 mile south of the City on STH 213. This property includes 6,567 acres (564 of which is owned by the WDNR and 6,003 is leased). The property includes 12 parking lots for visitor use. Principal wildlife observed in the area includes pheasants, rabbits, deer, squirrels, quail, songbirds, and sandhill cranes. Trout fishing and bird watching are common recreational pursuits by visitors to the property. The Evansville Wildlife Area includes a variety of natural habitats including, marsh, woodlots, stream, cropland and grassland.

Threatened and Endangered Species

There are many threatened and endangered plant and animal species in Rock County. Unfortunately, there is not a specific list or map available for Evansville. The WDNR does have county maps available of threatened and endangered species. These maps are very general and do not specially identify habitat areas within the county.

² Wisconsin Department of Natural Resource, *CWD positives by selection*, March 2015

The reason for this is because the WDNR does not want people to visit or otherwise intrude on the habitats of endangered and threatened species. The WDNR is attempting to identify and catalog endangered plant and animal species across the state. For a complete, up-to-date list, refer to www.dnr.state.wi.us. The state and federal government have programs and laws in effect to protect threatened and endangered plant and animal species in the City of Evansville and beyond.

Exotic and Invasive Species

Non-native, or exotic, plant and animal species have been recognized in recent years as a major threat to the integrity of native habitats and species, as well as a potential economic threat (damage to crops, tourist economy, etc). The WDNR requires that any person seeking to bring a non-native fish or wild animal for introduction in Wisconsin obtain a permit. The City of Evansville can help combat exotic species by educating residents about non-native species, encouraging residents to use native plants in landscaping, and developing ordinances to limit exotic invasive species.

Metallic and Non-Metallic Mining Resources

Since Evansville is located on a glacial outwash plain, it has a good supply of sand and gravel. These deposits are located along Allen Creek and also in the eastern half of the City. There are no metallic or non-metallic mining operations in the City of Evansville.

Soils^{3 4}

There are four general associations of soils in and around Evansville. North of the City is the **Kidder-St. Charles Association**. These are deep, well drained and moderately well drained. Most of this soil is cultivated and used to grow corn, soybeans, small grains and legumes. The major soil types in this association have slopes of less than 6% and no serious limitations for use as home sites and septic tank systems.

The **Plano-Warsaw-Dreden Association** covers most of the City. It consists of deep and moderately deep, well drained and moderately well drained, nearly level to sloping soils over stratified sand and gravel. Most of this association is cultivated and used to grow corn, soybeans, small grains, and legumes. The more sloping soils in this association are subject to erosion. There are many good sources of sand and gravel in this association. Due to the porous substratum, there is some danger of groundwater pollution from septic tank systems.

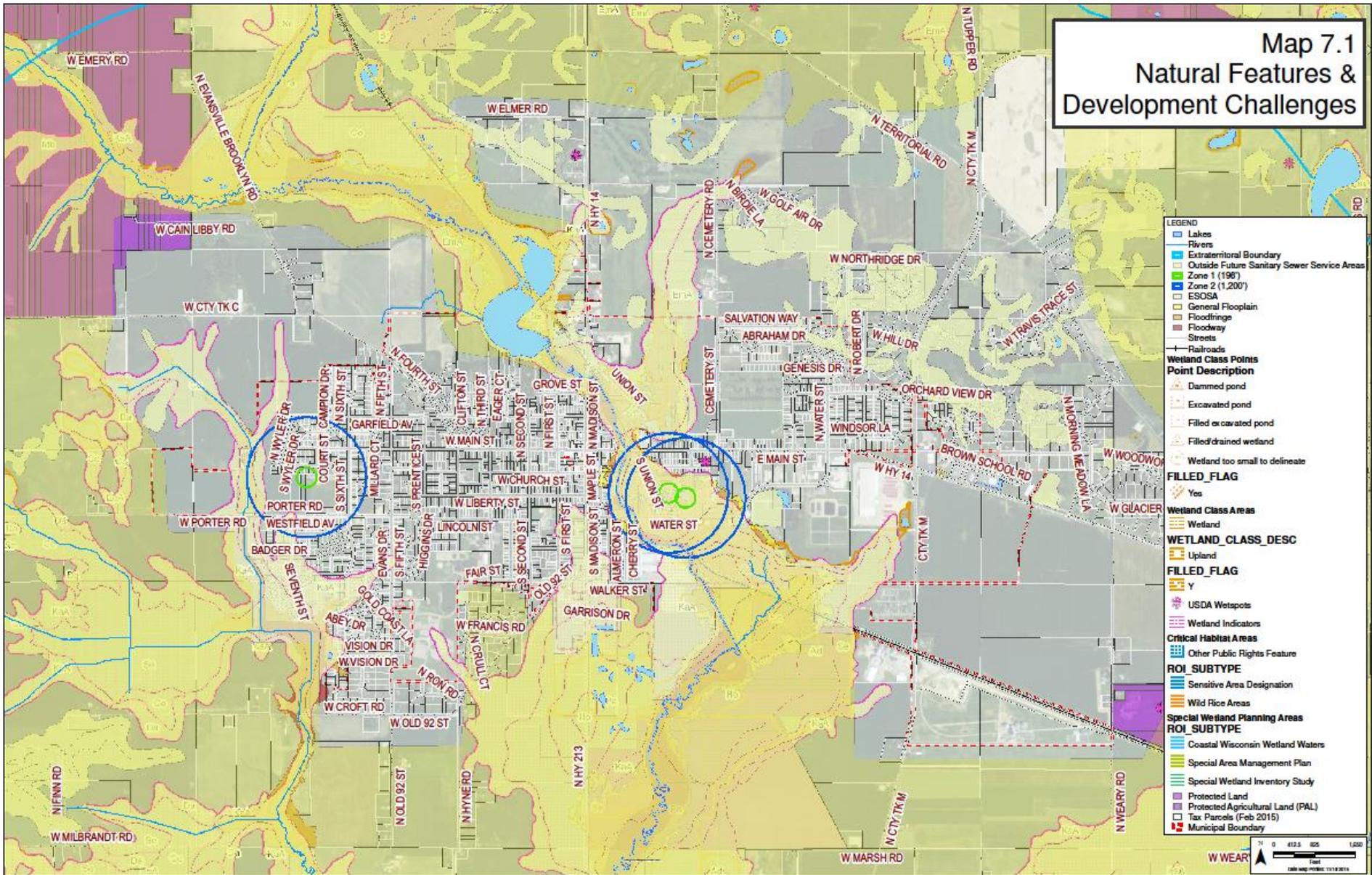
The **Sebewa-Kane Association** is found in the southern and central parts of the City. These are moderately deep, poorly drained and somewhat poorly drained, nearly level and gently sloping soils over stratified sand and gravel.

Most of this association is cultivated and used to grow corn, soybeans, small grains and legumes. Wet soils that have not been drained are either used as pasture land or wildlife habitat. Proper drainage is the main concern in maintaining the wet soils for dependable crop production. The loose sand that underlies the Kan and Sebewa soils can clog tile lines unless precautions are taken to prevent the sand from entering the tile.

The fourth association, **Edmund-Rockton-Whalan Association**, lies to the west and southwest of Evansville. These are shallow and moderately deep, well-drained soils over dolomite bedrock. Much of this association is cultivated and used to grow corn, small grains and legumes. The major soils in this association are not suitable for septic systems. There is a danger of groundwater contamination by unfiltered materials moving through crevasses in the dolomite.

³ Rock County Planning Department. *Evansville Master Planning Program*, Volume 1, February 1977.

⁴ United States Dept of Agriculture Soil Conservation Service, *Soil Survey of Rock County*, 1974.



Map 7.1: Natural Features and Development Challenges Map is based on soils data, which reflect areas of special concern. Specific use of a parcel would depend on further testing of the soils involved.

This map shows areas within the Evansville area with noted engineering limitations. These soils are poorly or somewhat poorly drained and would require special engineering to be built upon. Engineering problems include:

A high shrink-swell potential (the difference in volume of a given weight of particular soil when dry and when moist)

A high water table that can cause problems such as flotation of pipes and frost-heave

The soil may have a low bearing capacity and not be suitable to support the weight of construction

Bedrock near the surface makes digging basements or location of wastewater and water mains difficult

Environmental Corridors⁵

The *Natural Features Map* provided in this chapter includes environmental corridors. What follows is a definition of the areas included in this environmental corridor.

Lowland areas include wetlands, lands in floodplains, shorelands, and lands having wet soils. Much of this land is restricted from development by wetland protection laws. Most of these soils are also restricted from development because of the difficulty in having on-site sewer. These lowland areas include Allen Creek, areas to the North of Lake Leota, and the Evansville Wildlife Area.

Upland areas included in the environmental corridor have slopes greater than 20% and lands within the managed forest law. Areas with 20% or greater slope are very difficult to build upon because they are easily eroded. The intent of protecting these upland areas is to preserve, protect, enhance, and restore significant woodlands, scenic areas, submarginal farmlands and areas having slopes in excess of 20%; to limit erosion and sedimentation; to promote and maintain the natural beauty of the area; and to preserve areas having significant topography, potential recreation sites, wildlife habitat, and other natural resources that contribute to environmental quality.

Air Quality

The following information is from the Wisconsin Department of Natural Resources:

"A few common air pollutants are found all over the United States. These pollutants can injure health, harm the environment and cause property damage. EPA calls these pollutants **criteria air pollutants** because the agency has regulated them by first developing health-based **criteria** (science-based guidelines) as the basis for setting permissible levels. One set of limits (**primary standard**) protects health; another set of limits (**secondary standard**) is intended to prevent environmental and property damage. A geographic area that meets or does better than the primary standard is called an **attainment area**; areas that don't meet the primary standard are called **nonattainment areas**."

Rock County is an attainment area. Based on available data from the Wisconsin Department of Natural Resources, Evansville appears to have good-moderate air quality. Nearby areas to the east along USH 14 and to the south (in Illinois) are classified as having unhealthy conditions for sensitive groups of people (e.g. elderly, children, asthmatics). The nearest air quality monitoring stations are located in Madison and Beloit. More information on air quality is available at www.dnr.state.wi.us/org/aw/air/.

⁵ Much of this section was referenced from the 1996 Evansville Master Plan Update.

Historical Resources

Historical resources, like natural resources, are valuable assets, which should be preserved. The City of Evansville takes great pride in its history. This was clearly expressed in the community's values and strengths listed in the beginning chapters of this plan.

Settled as a village in 1839, Evansville grew as a rural market community. Much of Evansville's heritage architecture is due to the steady growth of the community. A rich variety of architectural styles can be seen in the City. A walk up Main Street is a tour of more than a century of diverse styles in building. The Wisconsin State Historical Society's designation states that Evansville has "the finest collection of 1840's to 1915 architecture of any small town in Wisconsin."

In Wisconsin, Evansville is one of the pioneers in the preservation of heritage resources. During the 1970's evolution of the preservation movement, Evansville civic leaders actively pursued the foundations for the preservation of local historic resources.

In 1976, 22 citizens appointed to a steering committee facilitated a comprehensive survey of the historic structures in the City. A result of this survey was the Evansville Historic District, a 120-acre, 22-block area consisting of most of the downtown commercial buildings and near west side residences. Evansville has eight listings in the National Register of Historic Places. The Eager Free Public Library was listed in 1977 and the Evansville Historic District was designated in 1978. The Historic District listing is 332 structures, 299 contributing and 33 non-contributing. The National Register of Historic Places is maintained by the National Park Service of the United States Department of the Interior. Listed properties are eligible for state and federal tax incentives for qualified rehabilitation and any federally funded project substantially altering a listed structure is subject to review.

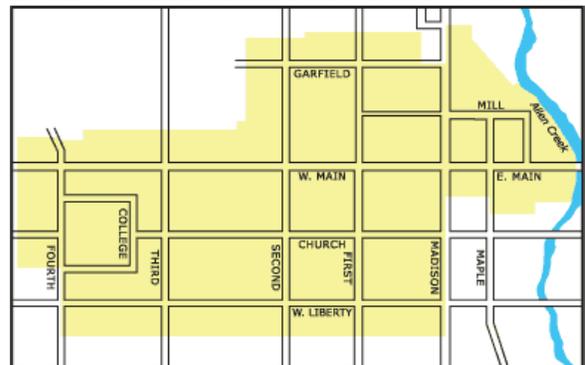
Wisconsin statutes require any city, like Evansville, that contains any property listed on the National Register of Historic Places or the State Register of Historic Places to have an ordinance to regulate "any place, structure or object with a special character, historic, archaeological or aesthetic interest, or other significant value, for the purpose of preserving the place, structure or object and its significant characteristics". The same statute also requires cities like Evansville to regulate "all historical or archaeological landmarks and all property within each historic district to preserve the historic or archaeological landmarks and property within the district and the character of the district". Finally, the statutes provide for creation of a city historic preservation commission to designate landmarks and establish historic districts. (Sec. 62.23 (7)(em), Wisconsin Statutes.)



FIGURE 7D: (TOP) EXAMPLE OF GREEK REVIVAL ARCHITECTURE IN EVANSVILLE HISTORIC DISTRICT.

(BOTTOM) EXAMPLE OF HIGH VICTORIAN ITALIANATE ARCHITECTURE IN EVANSVILLE HISTORIC DISTRICT.

EVANSVILLE HISTORIC DISTRICT MAP



District Boundaries 
Source: Evansville Architectural Survey and Preservation Plan, revised second edition, 1977

FIGURE 7E: EVANSVILLE HISTORIC DISTRICT MAP.

The Evansville Historic Preservation Commission was formed in 1978. The Commission currently consists of seven members appointed by the Mayor, six for staggered two-year terms and an alderperson with a one-year term. The Commission meets monthly and is charged with designation, review and education authority. The Commission receives annual funding from the City budget.

Monies have been used to purchase historical reference materials for the City library, assist in the production of a City brochure, support historic education projects in the school system, supplement restoration funding for projects such as the Baker Building Project of the Evansville Grove Society, the local historical society, and provide funding assistance to the signage component of the downtown building facade improvement program. The Zoning Ordinance, in *Section 130-1121*, also establishes the Historic Conservation Overlay District. It provides regulations in addition to the regulations of the underlying zoning district. The Section states:

These regulations are intended to protect against destruction of or encroachment upon such areas, structures or premises; to encourage uses which will lead to their continuance, conservation and improvement in a manner appropriate to preservation of the cultural and historic heritage of the city, to prevent creation of environmental influences adverse to such purposes, and to ensure that new structures and uses within such districts will be in keeping with the character to be preserved and enhanced, thereby to protect and promote the general welfare by maintaining and increasing property values and making the district a more attractive and desirable place in which to live.

The Evansville Historic Preservation Commission receives notification of all applications for conditional use permits in the Historic Conservation Overlay District and is charged with reviewing the applications and advising the Plan Commission as to whether the conditional use plans are compatible with the surrounding areas.

Since 1978, the Commission acquired 44 preservation easements for significant City historic residences. The City residences with easements display plaques signifying their special historic value to the community. Six of the residences with restrictive covenants are located outside of the Historic District. A preservation easement, also known as a restrictive covenant, is a legal agreement that grants an interest in a historic property, usually to a qualified nonprofit organization or government to accomplish preservation objectives. A property owner transfers to the organization the responsibility to protect the property from changes that would compromise its historical/architectural character. The covenants held by the Evansville Historic Preservation Commission provide protection for structural and/or exterior changes to the property. The easements are recorded in the county records office. The easement is permanently attached to the property title and granted in perpetuity. An easement is therefore binding on all future owners. Preservation easements provide the best protection, other than outright acquisition, against inappropriate alteration of heritage buildings.

In 1985, the City of Evansville was approved as one of the first Certified Local Governments (CLGs) by the Wisconsin Historical Society. Additional administrative procedures are required of CLGs, such as forwarding of monthly minutes of the local preservation commission to the Wisconsin Historical Society and annual reporting to the National Park Service of the Department of the Interior. Certified Local Government status provides eligibility for annual grants administered by the Wisconsin Historical Society with funds provided by the National Park Service. Past CLG funds were awarded to Evansville for the development of rehabilitation guidelines for the Evansville Historic District, heritage architecture educational materials, a walking tour guide of historic structures. Currently,

For More Information...

The **Wisconsin Architecture and History Inventory (AHI)** includes 494 listings for the City of Evansville's. Properties listed in the AHI are part of the State of Wisconsin official historic catalogue. The AHI is comprised of written text (and some photographs) of each property, which documents the property's architecture and history. The AHI inventory is housed at the **State Historical Society** of Wisconsin in Madison and is maintained by the Society's Division of Historic Preservation. For a complete list of catalogued historic sites in the City of Evansville, visit the AHI on the Internet at: www.wisconsinhistory.org/

there are 68 CLGs in Wisconsin and \$75,000-\$100,000 in annual grant funds available. The CLG grant application to update the 1976 inventory resulted in a 2006 intensive resurvey and 6 nominations to the State and National Registers of Historic Places, all of which were successful.

The City of Evansville has shown its commitment to preservation of publicly owned cultural resources. A recent remodeling of City Hall that included making the facility ADA-compliant and updating administrative offices was accomplished while maintaining the integrity of the building interior and exterior. A 1996 addition to the City Library was completed with utmost attention to preservation of the nationally designated historic building. The 2018 expansion will also respect historic and architectural integrity.

Infrastructure improvements can have significant impacts on local cultural resources and the City has provided historic street lighting in the downtown and is sensitive to appropriate street, sidewalk and landscaping improvements. The City's role as steward of publicly owned cultural resources serves as a model for the community.

Cultural Resources

Evansville is a community with a strong sense of local culture. There are nine churches in the City that promote social, cultural, and spiritual growth:

ST. JOHN'S LUTHERAN CHURCH
312 S. Third St. • 608-882-4044

ST. PAUL'S CATHOLIC CHURCH
35 Garfield St. • 608-882-0490

UNITED METHODIST CHURCH
21 S. Madison St. • 608-882-4622

OAK GROVE CHURCH
101 W. Church St • 608-882-4488

CONGREGATIONAL UNITED CHURCH OF CHRIST
112 W. Church St • 608-882-5475

GRACE INDEPENDENT BAPTIST CHURCH
23 W. Church St. • 608-882-5576

EVANSVILLE SEVENTH DAY ADVENTIST CHURCH
463 West Main St. • 608-882-2170

EVANSVILLE COMMUNITY CHURCH
457 W. Main St. • 608-882-6552

FAITH COMMUNITY CHURCH EVANSVILLE
811 Brown School Plaza • 608-436-9778



FIGURE 7F: IMAGES OF EVANSVILLE'S HISTORIC CHURCHES. (A) UNITED METHODIST CHURCH, (B) CONGREGATIONAL UNITED CHURCH OF CHRIST, (C) GRACE INDEPENDENT BAPTIST CHURCH, (D), OAK GROVE CHURCH, (E) ST. JOHN'S LUTHERAN CHURCH, (F) ST. PAUL'S CATHOLIC CHURCH.

Programs and Trends

The following portion of this chapter highlights programs and trends, including city ordinances and downtown revitalization,

City Regulations

The Evansville Zoning Ordinance includes basic provisions for historic preservation (refer to the Economic Development Element for more information). City ordinances also address floodplains, wetlands and stormwater retention and detention (refer to the Agricultural, Natural and Cultural Resources Element for more information). These codes lay the foundation for protection of natural and cultural resources. This plan suggests changes and new ordinances that should be considered.

Downtown Revitalization

In 2004, the City created a tax incremental district, TID No. 5, which encompasses much of the downtown. The City intends to attract redevelopment and rehabilitation projects to the downtown by providing “pay as you go” financial assistance to these private development projects. The City is particularly interested in projects that involve development of new housing, such as condominiums or apartments, which will increase the population density in and around the downtown. Increasing the downtown population density will provide more potential customers within walking distance of the downtown shops and restaurants, which will strengthen the downtown's retail sector. If existing buildings will be demolished as part of downtown redevelopment projects that receive financial assistance from the City, the City will insist that the new buildings have historic appearing façades.

The City anticipates these redevelopment or rehabilitation projects will produce far more tax increment than they consume. This additional tax increment will be used to pay debt service on public infrastructure projects such as the 2007 Main Street Reconstruction Project. This public infrastructure project included enhancements such as historic appearing street lighting, benches, bike racks, and trash receptacles, and a TEA Grant and donated funds allowed restoration of the 1914 brick street. In addition, the City will use tax increment to finance incentive grants for façade improvements to private buildings or to interior renovations needed to retain existing businesses and attract new businesses. The use of tax increment to improve the downtown is coordinated by the Evansville Redevelopment Authority, which the City created in 2004 for this purpose.

ECP Downtown Activities

Since its inception, the Evansville Community Partnership (ECP) has recognized Evansville's downtown as an important aspect of the community's identity and has sought to foster the community's participation in preserving the downtown. Once or twice a year, the ECP recruits volunteers to clean up the downtown, with assistance from personnel from the City's Municipal Services Department. ECP also organizes the downtown flower basket program.

Agricultural, Natural & Cultural Resources Issues

What follows is a description of the major concerns expressed during the planning process. Strategies to address these concerns are included in the Goals, Objectives, and Policies of this element.

Park Planning

There are a number of projects that have been completed since the original Smart Growth Plan or will be completed in 2015, including resurfacing the tennis courts and basketball courts, dredging, and fish stocking at Lake Leota, improvements to historic aspects of Leonard-Leota Park, acquiring land at West Side Park, and a community garden at West Side Park. Future needs include expanding Leonard Leota Park to include more land around the Lake, developing West Side Park, continued maintenance and improvements at the pocket and neighborhood parks, bicycle and walking trails, and a more centralized sports complex.

Additional opportunities exist to share facilities with the Evansville Community School District. Sharing facilities will allow the community to provide more facilities at lower costs to Evansville residents.

Preservation of Environmental Corridors

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. The environmental corridor consists of floodplains, wetlands, hydric soils, WDNR lands, areas of severe slope, and shoreland/wetland zoning.

Environmental corridors are components of the landscape connecting natural areas, open space, and wildlife habitat. They provide physical linkages between fragmented habitat areas and provide animals and insects a means of travel to and from feeding and breeding places. Fish and wildlife populations, native plant distribution, and even clean water all depend upon movement through corridors. 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 functional effectiveness of a corridor depends on the type of species that use it, its size and shape, and its edge effects. Larger corridors offer greater habitat diversity. Linear corridors tend to be less diverse but offer important migration routes. Edge effects include the penetration of wind, light, and sound, as well as visibility beyond and into surrounding areas. They are crucial in determining the type of habitat a corridor will provide.

One way to think of environmental corridors is to compare them to hallways. A building contains hallways, which are places of concentrated movement back and forth; and rooms, which are destination points where people eat, work, play, and sleep. The hallways serve to link places of activity. Environmental corridors increase the value of natural resource areas; Areas of concentrated natural resource activity ("rooms"), such as wetlands, highlands, woodlands, prairies, lakes, and other features, become more functional when linked by environmental corridors ("hallways").⁶

In suburban environments, corridors often lie along stream and riverbanks. More than seventy-percent of all terrestrial wildlife species use riparian corridors. Conservation design and open space development patterns in urbanizing areas have begun to address the importance of maintaining and restoring environmental corridors. Economic benefits of preserving and enhancing these habitat areas include increasing the value of nearby housing sites, reducing the risks of building in areas with soils rated poor for development, providing flood protection, reducing the cost of stabilizing eroding stream banks, and protecting water quality. It is important for the economic health and for hazard mitigation to treat sensitive environmental areas as amenities, rather than obstacles to development.

Shoreland Zoning

There is a need to consider adopting a shoreland protection zone as part of the zoning ordinance. Evansville has a wetland shoreland ordinance to protect wetlands adjacent to bodies of water. But Evansville does not currently have provisions in the zoning code to regulate what people who own land adjacent to Lake Leota can do with

What is Habitat Fragmentation?

A primary threat to wildlife is **fragmentation** -- the breaking up of larger habitat areas into smaller sections.

Fragmentation decreases wildlife population sizes, isolates habitat areas and creates more edges – where two dissimilar habitats meet (i.e. grassland and residential subdivisions).

Carefully planned environmental corridors provide opportunities to reconnect fragmented natural areas and improve habitat for important plant, animal and insect species.

⁶ Environmental Corridors: "Lifelines for Living"; University of Illinois Extension; Fact Sheet Series, 2001-013.

their property that might have a negative impact on the lake. Rock County's shoreland zoning protects Lake Leota from harmful land uses near the lake's shore north of the railroad tracks, because that zoning ordinance was in force at the time the City annexed that part of the lake shore. There is nothing in the City or Rock County ordinances that protects Lake Leota from harmful land uses near the lake's shore south of the railroad tracks.

Similarly, if the City annexes property that contains or borders on a navigable stream, the City will have to choose among the following three options: (1) enforce Rock County's shoreland zoning ordinance, (2) ask Rock County to enforce its shoreland zoning ordinance, even though the property has been annexed into the City, or (3) enact and enforce the City's own shoreland zoning ordinance.

Long-Term Preservation of Evansville's History

At the Kick-Off Meeting, some participants expressed concern that while the City has a significant Historic District and Historic Preservation Commission, Evansville does not do enough to honor local history. Much of this concern seems to stem from the fact that:

The zoning ordinance has limited detail and enforcement provisions.

The City could do more to market its unique parks and historic resources to attract new residents, businesses and tourists.

The City has not maximized its opportunities for historic preservation. For example, the Historic Preservation Commission's preservation easement program was dormant from the mid 1990s to 2004. Discussions with individuals at the Wisconsin Historical Society have indicated that the large number of easements held by the Commission is unique and remarkable, and to their knowledge no other community holds more than one or two easements. Residential property owners have recently approached the Commission about protecting their historic properties through easements. In 2004, Commission members presented information on easements to the historic homeowners group of the Evansville Grove Society. Several homeowners indicated their willingness to pursue easement protection. In addition, because City of Evansville is a Certified Local Government, the City is eligible to receive historic preservation grants, but has made few applications for such grants. The Historic Preservation Commission should become more knowledgeable about funding sources and more adept at writing grant applications.

Strategic planning activities by the Historic Preservation Commission are needed to accomplish Commission training, provide community education of the importance of cultural resource preservation and re-establish designation efforts, among other priorities. The culmination of Commission training and planning efforts would be the development of a community preservation plan. A City preservation plan would provide a road map of preservation strategy and activities for the community and would guide and prioritize the work of the Historic Preservation Commission.

The revitalization of downtown is critical to maintaining important aspects of the character and identity of the City of Evansville as it experiences rapid growth. Refinement of design guidelines for historic storefronts and infill construction in the commercial district, and development of funding sources for renovation/ rehabilitation are items needing exploration.

For it to be financially viable to maintain and renovate historic commercial buildings in the downtown over the long term, downtown businesses need more customers and sales. A considerable amount of vehicle traffic bypasses the current downtown commercial district on Union Street. One of the goals of TID No. 5 is to enlarge the downtown commercial district to the east to include the area between Union Street and Allen Creek. If the Union Street area is redeveloped to entice drivers passing through the city to stop and shop or eat, then the City should explore ways to encourage these visitors to stay longer and visit the shops and restaurants in the existing downtown commercial district.

Loss of Natural Resources

Given the rapid growth rate in the City and surrounding area, and the population projections that indicate this trend will continue, there is a real concern about the impact development is having on natural areas. Preservation of natural resources is important to preserving the rural character of the area, maintaining wildlife habitat, and providing green infrastructure (e.g. wetlands and floodplains for storm water management, scenic areas, etc.) needed to sustain Evansville's high quality of living. The City should watch for environmentally sensitive land near the City's limits to become available for sale and seek assistance from the WDNR, non-profit organizations or private donors to purchase the land for conservation and low-impact recreation uses (e.g., hiking and bicycling).

The City of Evansville can use indicators developed by the Partnership for Sustainable Communities to measure sustainability and track progress towards achieving sustainability goals. The Partnership for Sustainable Communities is an interagency partnership between HUD, the DOT, and the EPA. Indicators include metrics such as city vehicle fleet gas mileage, intersection density, access to safe parks and recreation, access to healthy food options, and many more.

Recreational Opportunities

Public input has demonstrated the strong desire for walking and bicycling trails within the community. Linear recreational areas present opportunities not only for trails but to double as environmental corridors to promote the movement of wildlife. Evansville also has a guided walking tour of the historic district, which requires that sidewalks be well maintained to accommodate the walking tour.

Agricultural, Natural & Cultural Resources Goals

These Agricultural, Natural, and Cultural Resources 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 Agricultural, Natural, and Cultural Resources Chapter:

Agricultural, Natural & Cultural Resources Goal #1			
Carefully consider soil types and natural limitations when approving development projects to avoid costly environmental and developmental problems and aid in the establishment of better settlement patterns.			
Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Require additional analysis for potential development sites prior to approval.	M.S Committee	Private Development Investment	Continuous
2. Communicate and coordinate with neighboring communities, particularly when enforcing extra-territorial zoning, to prevent unsewered suburban and rural residential developments in areas covered by soils identified as being unsuitable for such developments.	City Admin. & Community Development Director	NA	Continuous
Agricultural, Natural & Cultural Resources Goal #2			
Make Allen Creek an asset for the downtown, not an impediment to development.			
Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Encourage appropriate urban development along Allen Creek near the downtown, provided the developer can demonstrate it can be done without creating a high risk of flooding the new development or increasing the risk of flooding downtown.	Community Development Director, M.S Committee, City Engineer	NA	Continuous
2. In the downtown, construct public trails along Allen Creek and clean up its banks so residents and visitors can enjoy walking along the creek between shops and restaurants.	M.S Committee & Parks Board, RDA	City Budget DNR Grants	2020

Agricultural, Natural & Cultural Resources Goal #3			
Protect wetlands in the City of Evansville.			
Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Wetland areas adjacent to Lake Leota or Allen Creek, wetlands within areas having special wildlife and other natural values, and wetlands having an area of five acres or more should not be allocated to any development except limited recreation and should not be drained or filled.	M.S Committee	NA	Continuous
2. To the extent practicable, areas immediately adjacent to and surrounding wetlands should be developed in such a way as to minimize effects on wetlands.	M.S Committee, City Engineer, Building Inspection	NA	Continuous

Agricultural, Natural & Cultural Resources Goal #4			
To preserve, protect and expand the natural resources of Evansville for the use and enjoyment by present residents visitors, and future generations			
Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. All remaining undeveloped lands within designated primary environmental corridors should be preserved in essentially natural, open uses.	Plan Commission	NA	Continuous
2. Enforce the wellhead protection program the City has initiated.	Municipal Services Committee	City Budget	Continuous
3. The City should watch for environmentally sensitive land near the City's limits to become available for sale and seek assistance from the WNDR, non-profit organizations or private donors to purchase the land for conservation and low-impact recreational uses (e.g. hiking, and bicycling).	City Administrator	Non-Profit Orgs., Donations & WDNR Grants	Continuous
4. Ensure a diversity of species and genus for street trees to avoid widespread loss of a monoculture due to disease or pest such as Emerald Ash Borer or Dutch Elm Disease.	M.S Committee	City Budget	Continuous

5. Check the fore-bay of Lake Leota every 5 years to assess sediment deposits.	M.S Committee	City Budget	2015, 2020, 2025, 2030, 2035
6. Use the Partnership for Sustainable Communities indicators to measure Evansville’s progress in natural resource protection and sustainability.	E.I.T, M.S Committee		2017 & Continuous

Agricultural, Natural & Cultural Resources Goal #5

The City should work with the nearby townships to preserve agricultural lands in the townships for long-term agricultural use.

Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Implement the preservation of certain lands in the nearby townships for long-term agricultural use through the City’s extra-territorial land division authority.	Community Development Director	Continuous	Continuous
2. Explore with the Town of Union the possibility of re-establishing joint zoning in the extra-territorial jurisdiction area and/or entering into a boundary agreement.	City Administrator, Mayor, Common Council	City Budget	Continuous

Agricultural, Natural & Cultural Resources Goal #6

Preserve and protect the historic resources of the City to promote the educational, cultural, and general welfare of residents of Evansville and provide for a more interesting, attractive and vital community.

Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Update inventory of historic properties in the City and surrounding area. As available share updated information with the SHPO and encourage other historic preservation groups to do the same.	Evansville Historic Preservation Commission (EHPC)	State Historical Preservation Office (SHPO)	Continuous
2. Promote Evansville’s unique parks and historic district to attract new businesses and tourism.	EHPC, Economic Development Commission, Tourism Committee	SHPO	Continuous
3. Encourage property owners and developers to expand the downtown commercial district.	Chamber of Commerce, Community Development Director, Economic Development Commission	NA	Continuous

4. Amend the B-2 Design Guidelines to provide more protection to historic structures and consider establishing residential design guidelines.	EHPC & Community Development Director	City Budget	2017
5. Promote the historic resources of the community by supporting local preservation groups.	EHPC	NA	Continuous
6. Continue to assist in a facade improvement program for the central business district.	Economic Dev. Committee (EDC) & ERA	Tax Increment or Local Financial Institutions	Continuous
7. Seek available grant money to improve historic structures, promote heritage resources and develop educational materials.	EHPC, Tourism Committee	ECP	Continuous
8. Coordinate with the Rock County Historic Society and SHPO.	EHPC	SHPO	Continuous
9. Amend the historic preservation ordinance to give the Evansville Historic Preservation Commission (EHPC) the power to prohibit alterations of buildings in the historic district.	EHPC, Common Council, Plan Commission	City Budget	2015
10. Educate and train the building inspector and citizens on the historic preservation process.	EHPC, Community Development Director, Building Inspection	City Budget	Continuous
11. Review easement program and enforce existing voluntary covenants prohibiting alterations of buildings in the historic district.	EHPC, Common Council	City Budget	Continuous
12. Utilize the standards promulgated by the U.S. Secretary of Interior for historic preservation projects.	EHPC	Private Landowners	Continuous
13. Expand the Historic Conservation Overlay District to include all historic districts in the City	EHPC, Common Council		

Agricultural, Natural & Cultural Resources Goal #7

Enhance the offering of cultural resources in the City.

1. Expand offering of parks and public spaces to promote cultural and community activities.	Economic Dev. Committee, Common Council, Park & Rec. Department	City Budget	Continuous
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8. Economic Development

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Economic Development Vision

In 2035, Evansville's economy is thriving. Commercial and industrial development is supported by quality infrastructure, including the railroad. The renovated historic downtown accommodates a variety of businesses and residential choices. Expanded tourism and marketing related to trail development and the City's history have supported development in the downtown. Economic development is in harmony with the City's natural environment and residential areas. Employment opportunities for City residents are available both within the City and in nearby communities accessible via USH 14, STH 213/59 with support of transit options.

Policies

The goals and objectives needed to expand the economic base are provided at the end of this chapter.. The location for new business development is illustrated on the Future Land Use Map in Chapter 10. Policies supporting economic development goals are provided below:

- **Create new opportunities by providing assistance to persons and organizations interested in developing new or expanding existing businesses in the City.**
- **Continue to utilize the City's Capital Improvement Program to anticipate future budget expenses and support quality City infrastructure investments that are necessary for economic development.**
- **Promote a strong downtown business district by incentivizing mixed-use and mixed income infill development in and near the downtown to increase the density of potential customers within walking distance of the downtown.**
- **Encourage new commercial development at identified Traditional Neighborhood Activity Center nodes to meet the increased demand for goods and services from the increasing population.**
- **Use the Historic District and associated ordinances and design standards to enhance the attractiveness of the downtown.**
- **Plan for industrial traffic movement to minimize conflicts between industrial businesses and residents.**
- **Require pedestrian improvements and landscaping to screen parking in highway oriented commercial, regional and walkable business districts.**
- **Maximize the City's financial health by supporting city adopted fiscal policies, such as keeping a minimum of 50% allowable debt capacity in reserve.**
- **Leverage existing transportation assets.**
- **Enhance quality of life through sustainable and environmentally friendly economic development practices.**
- **Foster a diverse local economy that recruits new businesses that utilize Evansville's strengths.**
- **Shorten the application and review time for a new businesses to start-up in the downtown.**
- **Encourage street life in the downtown district by promoting areas for outdoor dining and retail sales.**

Introduction

The purpose of the Economic Development Element is to promote the stabilization, retention and expansion of the economic base, and quality employment opportunities. Evansville defines Economic Development as a focus on healthy growth by attracting and retaining a broad range of businesses, organizations and visitors to the Evansville market with agreed upon strategic objectives that serve social common good, support financial well-being, and preserve the environment. To address this requirement, this chapter includes:

- Highlights of the labor force information;
- An assessment of strengths and challenges with respect to attracting and retaining business and industry;
- A list of economic development oriented organizations and programs at the city, county, regional, state and federal levels;
- Economic development opportunities;
- An overview of programs that deal with environmentally contaminated sites for commercial or industrial uses.

Of the 14 state comprehensive planning goals, those listed below relate specifically to planning for Evansville's economic development:

- 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 land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
- Encouragement of coordination and cooperation among nearby units of government.
- Building of community identity by revitalizing main streets and enforcing design standards.
- Providing 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.
- Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.

Economic Development Framework

Labor Force and Economic Base

Some highlights about the Evansville labor force and economic base are provided below:

- City workers are very mobile. Residents take advantage of Evansville's highway access to commute to nearby employment centers, particularly Madison and elsewhere in Dane County, and to a lesser extent, Janesville and Beloit.
- Evansville has a higher percentage of its residents with bachelor or advanced degrees than Rock County, but lower than Wisconsin. Evansville has a higher percentage of residents with associate degrees than the average percentage for Rock County, Dane County and Wisconsin.
- Median age of Evansville residents is 35.2, lower than Rock County and the state of Wisconsin.
- Evansville has a slightly lower participation rate (75.7%) than the Town of Union (79.3%) but higher than other surrounding towns (Magnolia = 61.2%, Porter = 64.7%, and Center = 68.8%). However, Evansville has a higher participation rate than Rock County as a whole (66.6%).
- Median annual earnings in Rock County were 96% of the average state earnings from 2009 to 2013. Median annual earnings paid in Dane County were 110% of the Median state earnings. Median annual earnings paid to Evansville residents are approximately 109% of the state average.

Participation Rate

describes the relationship between the labor force and population. Participation Rate is the percent of residents over the age of 16 that are working or looking for work in a community.

Income vs. Earnings

Income is the total amount of money a household receives from all sources, while earnings are individual wages and salary from a job.

- Similar to the national situation, the median earnings for working Evansville women are lower than working Evansville men, with median earning for women approximately 73% of median earnings for men.

Table 8.1 below provides a breakdown of employment as reported by Evansville residents in the 2013 American Community Survey. Please note that this table shows the numbers of Evansville residents employed in particular industry sectors, regardless of the geographic locations of their workplaces. This table does not provide any information about the numbers of people who work in particular sectors in Evansville. Additionally, due to Evansville's small size, many of the figures have a large margin of error, ranging from 22% to 177%. Unfortunately, this causes the data for Evansville to be potentially inaccurate. However, data at larger scales - County, State, and National - is useful to compare to gain understanding of the broader economic conditions.

	United States	Midwest	Wisconsin	Dane County	Rock County	Evansville¹
Employed population (16+)	141,864,697	31,509,365	2,839,636	279,118	74,771	2,696
Agriculture, forestry, fishing and hunting, and mining	1.9%	2.0%	2.5%	1.3%	1.8%	0.6%
Construction	6.2%	5.5%	5.3%	4.2%	5.8%	5.8%
Manufacturing	10.5%	14.6%	18.2%	9.1%	20.6%	13.5%
Wholesale trade	2.8%	2.8%	2.7%	2.4%	3.9%	2.9%
Retail trade	11.6%	11.5%	11.4%	9.9%	12.4%	10.5%
Transportation and warehousing	4.1%	4.1%	3.6%	2.1%	4.2%	5.5%
Utilities	0.9%	0.8%	0.8%	0.8%	1.0%	0.5%
Information	2.2%	1.9%	1.7%	2.6%	1.9%	3.6%
Finance and insurance	4.8%	5.1%	5.1%	7.1%	3.4%	8.2%
Real estate and rental and leasing	1.9%	1.5%	1.1%	1.6%	1.0%	0.3%
Professional, scientific, and technical services	6.5%	5.3%	4.5%	9.3%	3.0%	6.2%
Management of companies and enterprises	0.1%	0.1%	0.1%	0.1%	0.1%	0.0%
Administrative and support and waste management services	4.2%	3.7%	3.4%	3.0%	3.0%	2.7%
Educational services	9.5%	9.4%	8.6%	13.7%	8.7%	7.9%
Health care and social assistance	13.7%	14.5%	14.5%	14.7%	13.5%	16.8%
Arts, entertainment, and recreation	2.1%	1.9%	1.8%	1.9%	1.3%	1.1%
Accommodation and food services	7.2%	6.9%	6.8%	7.0%	7.4%	5.2%
Other services, except public administration	5.0%	4.6%	4.2%	4.2%	4.2%	2.9%
Public administration	5.0%	3.9%	3.6%	5.1%	3.0%	5.9%
Source: 2009-2013 American Community Survey						

¹ Margins of error for Evansville data ranges from 22% to 177%.

Strengths and Challenges of The City of Evansville's Economic Climate

The City of Evansville has both advantages and challenges when seeking to attract potential businesses and industry. A highlight of the economic climate can be found in the table below:

Strengths	Challenges
High quality of life for residents.	Lack of variety of businesses to meet people's everyday needs.
A municipal electric utility that offers substantially lower rates over the long term than large, for profit electric companies.	Perceived telecommunication limitations.
A great location between two metropolitan areas.	Residents of the City of Evansville are very mobile and can easily drive to nearby communities to purchase services and products.
Young, educated local workforce.	Over half of Evansville households have at least one member who works outside of Rock County.
Full time police department.	The fire district has only volunteer firefighters.
Safe community atmosphere.	High housing prices relative to other Rock County communities.
Historic character.	Poor utilization of downtown parking.
One-stop contact for planning, permitting, and zoning.	Limited available sites for light industry.
Generally, high household and family income levels compared to state averages.	Local businesses do not have hours that meet the needs of the large number of residents who work outside of the community.
Access to rail infrastructure.	Underutilized segments of rail infrastructure.
High income relative to Rock County.	Perceived high property taxes.
Properties with USH 14 frontage.	Poor proximity to major highways or interstates.
High quality, progressive school district.	
Lower housing and living costs in comparison with Dane County.	
Efforts to showcase alternative energy technologies.	

Current Business Inventory

There are five primary business environments in the City of Evansville: downtown, the Water Street industrial development area, the east side development area, neighborhood business development, and USH 14. Additionally, tourism, which is discussed later in this chapter, brings a significant amount of business into Evansville. What follows is a profile of each of these business environments.

Downtown Evansville is the historic heart of the community. It extends along Main Street between First Street and Union Street. Streetscaping improvements have been completed to enhance the historic character of the area. This included improvements to the street surface, sidewalks, signage, building facades, lighting, and plantings. Additional streetscaping could further enhance the user



FIGURE 8A: VIEW OF DOWNTOWN EVANSVILLE BUSINESSES.

experience of the downtown, including curb bump outs to ease pedestrian crossings and additional landscaping. Future efforts should include the promotion of higher density residential development in and adjacent to the downtown to provide a concentrated local customer base and the addition of public gathering spaces to facilitate social interactions and provide an area for events within the downtown. These improvements are important to create a pleasant and unique experience, which is important to incentivize shoppers to visit the downtown.

The Water Street Industrial Development Area is a 60-acre development located south of USH 14 on the southeast side of the City. This area includes large and small industrial uses. The majority of the land in this area has been developed, and the City has seen a shortage of light industrial space in recent years. One of the priorities of the future land use map is the designation of areas that can accommodate further light industrial development within the future boundaries of the City.



FIGURE 8B: IMAGE OF WATER STREET INDUSTRIAL DEVELOPMENT AREA.

The East Side Development Area is located along USH 14 between CTH M and Weary Road. This area is differentiated from development along the USH 14 corridor (described below) because the focus of development is a mix of commercial and industrial. This area has additional sewer capacity to serve larger industrial businesses and freight rail access along the southern portion of the area. This area could accommodate a variety of unique development proposals with a mix of uses.

US Highway 14 has several businesses located along the route in Evansville. Highway 14 receives a large amount of through traffic. Most of the uses along this corridor are highway-oriented commercial establishments. The area where these businesses are located may experience development pressure from commercial establishments seeking larger parcels than those currently available downtown.

Neighborhood Business Development is located within existing neighborhoods. These include convenience stores, dental offices, and home occupations. These businesses provide common goods and services to nearby residents, improving the walkability of the neighborhoods in which they are located.

Regional Employment and Economic Forecasts²

Overall employment is expected to increase over the planning horizon of this document. Historically, Rock County has had a stable local economy with employment rates that were comparable to state and national figures. Demographic factors are a key driving force in these long-term projections. The growth rates of the population and changes in its composition have considerable impacts on the labor force, the unemployment rate, housing demand, and other spending categories.

Wisconsin's population is expected to increase by 800,000 people between 2010 and 2040. The working age population is expected to decline slightly after 2020, while elderly populations will grow significantly. This may lead to increased burdens on social services with a smaller percentage of the population in the workforce.

Overall employment in the state is expected to increase 7% between 2012 and 2022, with goods producing industries increasing 3.8% and service providing industries increasing 8.3%. In the Southwest Workforce Development

² Much of the information in this section was taken from the Wisconsin Long Term Industry Employment Projections 2012-2022 (August 2014) and the Wisconsin Long Term Projections 2010-2020: Southwest Workforce Development Areas (October 2013) released by the Office of Economic Advisors in the Wisconsin Department of Workforce Development.

Area, in which Rock County is included, employment is expected to increase 11.2% between 2010 and 2020, with goods producing industries increasing 8.75% and services providing industries increasing 12.3%.

In summary, the United States, Wisconsin and Rock County are expected to post slower economic growth over the near future than that which occurred through the 1990s and early 2000s. However, as demonstrated by commuting data and surveys, Evansville has strong economic ties to Dane County, which is expected to add approximately 119,000 residents between 2010 and 2040, and approximately 120,000 new jobs by 2035. Dane County's employment growth has outpaced its labor force growth, resulting in more workers commuting into Dane County from surrounding counties. This trend is expected to continue into the future.

For the City of Evansville, these indicators are important because they may impact the quality of life for residents living in the City. Furthermore, these key economic indicators provide a gauge for the City's ability to support additional commercial and industrial development over the next 20 years.

Desired Business and Industry

The City seeks new business development that enhances the quality of life and capitalizes on the varied and highly qualified work force. Businesses and industries that locate in the City should:

- Provide high quality employment opportunities that pay a living wage.
- Be environmentally friendly.
- Fit into the community aesthetically, respecting the historic and natural character.
- Contribute positively to the quality of life of Evansville's residents.
- Enhance the existing mix of businesses by promoting synergies and business clusters.
- Contribute to a diverse and resilient local economy.

The City would like to target the following types of development:

Expansion and Retention of Existing Businesses

Existing businesses should continue to be encouraged to remain in Evansville. Coordination with the Chamber of Commerce and other business organizations to work with and frequently meet with business owners should continue.

Agriculture and Biotech Companies

Given Evansville's rural location between major metropolitan areas, businesses that serve agricultural uses can capitalize on the agricultural land around Evansville. Numerous agriculture-related businesses already exist in Evansville, demonstrating an opportunity for complementary businesses. Examples of these include processing facilities and agriculture supporting biotech facilities.

Entrepreneurs

Entrepreneurial businesses can take many forms, including microbreweries, custom furniture, retail establishments, technology start-ups and many others. Thriving entrepreneurship will lead to a diverse economy that provides economic resilience and an active and vibrant business environment. An existing example in Evansville is a hops analysis lab that analyzes the properties of hops for breweries across the country.

Professional, Educational and Technical Companies

Many communities across Wisconsin share the desire to attract professional, educational and technical companies, such as software consulting firms and software developers, because businesses like these don't rely as heavily on proximity to major roadways and rail lines. A current example in Evansville is XRG Analytics, an international renewable energy consulting business. To be successful at attracting these types of companies, the City of Evansville will need to promote its central location and the numerous factors that contribute to the City's quality of life. For example, the City needs to make potential new businesses aware of the high-quality educational experience available to students enrolled in the Evansville Community School District. The Wisconsin Department

of Public Instruction's District Report Card for the Evansville Community School District demonstrates that the school district exceeds performance expectations for a variety of metrics. (Student achievement, student achievement growth, progress in closing performance gaps between subgroups, postsecondary readiness, test participation rates, absenteeism rates, and dropout rates.) Additional characteristics, which should be promoted to attract professional, educational and technical companies, are Evansville's low median age (similar to that of Dane County), and close proximity to the cultural amenities in Madison, while having a considerably lower cost of living.

Additional Local Retail Choices

To be successful, these ventures will require a unique merchandise selection based on local market demand. Otherwise, potential customers will continue to patronize choices available in nearby communities, including "big box" discount retail stores. Since families and homeowners dominate the local market, potential businesses may include bookstores, music stores, furniture stores, craft/quilt shops, hardware stores, clothing, household goods, etc.

The *Allen Creek & North Union Street Redevelopment Master Plan* identified population thresholds for various types of businesses, which can be used to identify potential business opportunities in the area. To expand the potential customer base, local retail establishments will also need to adapt their strategies to accommodate the large number of residents that leave Evansville during the day, market to surrounding communities and capitalize on the potential the internet provides.

Service Businesses

Service businesses (e.g. restaurants, coffee shops, ice cream parlors, grocery stores, and real estate office development) are also desired in the downtown and along USH 14. These businesses, like retail choices, should seek to capitalize on the local family market and high percentage of homeowners. Potential businesses might include food (i.e. bakery, winery, and pizzeria), movie theaters, accounting and insurance services, interior decorators, and the like. Bed and breakfast establishments are also desired to meet the growing need for local accommodations and to serve non-motorized tourists using regional trails, and scenic county and town roads.

Expanded Industrial Development

Industries are desired to provide quality jobs to local residents. Ideally, industries would capitalize on the City's central location, high quality of life, agriculturally oriented surroundings, skilled workers, and access to the railroad.

Home Occupations

Home occupations are desired in the City. Home occupations often allow professionals to provide services using the internet. Home occupations can also provide a way for entrepreneurs to start a business without making large initial capital investments that are sometimes needed to secure a space.

Neighborhood Commercial Development

Within new residential subdivisions, the potential exists to establish areas for neighborhood commercial development (e.g. daycare centers, convenience stores, dentist offices, etc.) that would contribute to the creation of walkable neighborhoods as discussed in the Transportation Element. These types of businesses already exist in many of the established areas of the City.

Construction and Skilled Trades

Additional opportunities exist in the skilled trades, such as electrical and plumbing. Residential development is strong in the City of Evansville. As such, it continues to provide an increasing share of the area's tax base and has the potential to be a major source of employment.

Economic Development Opportunities

Use of supporting goals, objectives and policies provided in this chapter will help the City to capitalize on these opportunities.

Collaborations between the City of Evansville and Local Businesses

Opportunities were identified in the 2008 *Evansville Economic Development Plan* and the 2012 *Retail Market Analysis* for additional collaboration between the City and local businesses. The City created the Community Development Director position to streamline planning and economic development. With stronger working relationships and open communication, local businesses will better understand local regulations, programs, and plans. Improved communication should result in businesses that seek to partner with the City in its growth and development pursuits.

Regional Economic Development Partnership

Since the City resides between two metropolitan statistical areas, its economy is dependent upon the ebbs and flows of the region. While statistically there are more synergies between the City and the Madison MSA, there are other factors that create alignment with the Janesville-Beloit MSA as well. Therefore, it is prudent and strategic for the City to have active partnerships with the economic and workforce providers that represent both regions, respectively.

The two main organizations providing these services within the Janesville-Beloit MSA include the Rock County Development Agency and the Southwest Workforce Development Board. Meanwhile, the counterparts operating within the Madison MSA include the Madison Regional Economic Partnership (MadREP) and the South Central Workforce Development Board. To augment these regional connections, the City should continually collaborate with local organizations to ensure consistency with respect to harmonizing local alignment as it pertains to economic and workforce development issues.

Tourism

The City recognizes that tourism is an economic driver for the community as well as validation of the quality of life and resources that exist here. The Evansville Tourism Commission identifies tourism opportunities and administers the annual expenditures of tourism dollars.

A new opportunity to encourage tourism is the development of the Ice Age Trail through Evansville. In November 2014, the National Park Service indicated that one of the two proposed routes for the trail will lead through Evansville. The final determination of the Ice Age Trail route through the western half of Rock County will be announced in early 2016. The development of the trail presents an entrepreneurial opportunity for businesses that cater to hikers, cyclists, birders and others who enjoy the trail. Continued enhancements to the downtown and future traditional neighborhood activity centers should be pursued. These enhancements can include encouraging outdoor sales and sidewalk cafes.

Expansion of the Downtown District

Implementing the *Allen Creek & North Union Street Redevelopment Master Plan* to expand Evansville's downtown further east would provide economic development potential to the City of Evansville. In order to implement this plan the zoning code must be amended to allow the types of development that are recommended in the plan. There are a number of recent developments that provide huge opportunities towards the implementation of this plan, including future post office relocation and expansion, City acquisition of the old Bauer Haus property on East Main Street along Allen Creek, and the potential for the Ice Age Trail to run through Evansville.

Special Projects

The relocation of the Evansville Post Office in 2017 provides an opportunity to secure an anchor tenant in a new mixed use building to catalyze redevelopment. This building should be located in the expansion area of the downtown, mentioned above. The City is committed to keeping the Post Office within the downtown to maintain the walkability of the downtown district, which is an asset to Evansville. The City-owned Bauer Haus property at 155 E Main Street provides opportunities to improve the transportation network downtown, provide public space for

activities, to establish a trail along Allen Creek, and to influence desired business development in the downtown expansion area. The Ice Age Trail corridor locating through Evansville offers enormous tourism potential, as well as quality of life and property value improvements for Evansville residents.

Design Standards Ordinance

Evansville's historic downtown is a true community focal point that is important to the residents of the community. To maintain the integrity of this area, Evansville has design standards for non-residential property in the B-2 (central business) district in addition to the basic zoning of a property. However, the design standards do not provide specifics for lighting and façade improvements. Rather, the ordinance includes provisions for building form, including setback, height, mass, horizontal rhythms and vertical rhythms (which generally require that new development be modeled after existing development in the immediate vicinity and conform to the general design theme of the downtown area). The ordinance states that the Plan Commission will determine if new structures, building additions, building alterations, and restoration or rehabilitation correspond to the general design theme of the downtown.

To be more effective, the ordinance must provide illustrations to clarify important design considerations. Likewise, specific information related to signage, lighting, building materials, and landscaping standards should be included to more clearly define what is acceptable and avoid potential inconsistency in the basis of Plan Commission decisions over time.

Any changes to the design standards ordinance must be developed with local business owners and interest groups (e.g. Evansville Historic Preservation Commission, Economic Development Committee and Chamber of Commerce). Updating this ordinance needs to be a near-term priority in order ensure any redevelopment that occurs fits in with the future vision of the Downtown.

Financing for Business Improvements

Evansville has a facade improvement grant program. This program should be continually evaluated to assure it is fulfilling the needs of businesses. To provide additional financial support for business improvements, it is recommended that the City and local banks provide financing for general building improvements for businesses and the replacement of nonconforming business signs. Specifically, the City and local banks should seek to establish a low- or no-interest loan program for facade improvements. The City should also consider financial incentives to encourage continued infill, increase of density and expansion of the downtown. Modernizing the existing revolving loan fund (RLF) application would make that loan program more useful and relevant to businesses.

Industrial Development

The location of a railroad line through Evansville provides opportunities for industrial businesses that could utilize the railroad to reduce shipping costs. The City should participate in or lead efforts to open the northern portion of the rail line between Evansville and Oregon to provide a more direct route to Madison. To promote the incubation of start-ups the city should encourage construction of small scale industrial buildings in areas identified on the future land use map.

Environmentally contaminated sites

Redevelopment efforts can sometimes encounter the challenge of potentially contaminated properties, which are commonly referred to as brownfield sites. Brownfield sites vary in size, location, age, and past use. The term "brownfield" was first used to distinguish developed land from unused suburban and rural land, referred to as "greenfield" sites. A brownfield site can be a former corner gas station or an empty manufacturing plant. These sites pose a number of problems for communities, including:

- Neighborhood deterioration and community blight
- Potential harm to human health and the environment
- Reduced tax revenue and economic growth
- Attraction for vandalism, open dumping and other illegal activity

The WDNR Bureau for Remediation and Redevelopment Tracking System on the Web is available at <http://dnr.wi.gov/topic/Brownfields/clean.html>. This database tracks identified sites from first reporting through closure or no further action. Records are kept in perpetuity regardless of whether or not contamination was actually found, the size of the incidence, and whether or not the site has been cleaned.

Numerous programs have been created to encourage brownfield redevelopment including grants, loans, and tax incentives. Evansville will encourage residents and landowners to pursue the clean up and redevelopment of any contaminated or brownfield site. Likewise, to minimize future environmental impacts, the City will encourage environmentally friendly business development that is properly permitted and regulated to protect the City's natural environment.

Tools to promote economic development

The City of Evansville has many unique opportunities, existing plans, and partner organizations that can be of great assistance to future economic development needs.

Residential Development

As identified in the *Retail Market Analysis: City of Evansville, WI*, the vibrancy and attractiveness of its downtown is vital to display the health of a city. Compact residential development is needed to support local retail and employment. Businesses also need a quality local workforce. It is essential for there to be adequate and diverse housing to accommodate a diverse workforce.

Recommendations from Other Plans and Reports

Recommendations included in these plans should be implemented in conjunction with this comprehensive plan to ensure that the economic development opportunities desired are being realized. This will require coordination with utilities and community facilities, and transportation improvements identified in previous chapters. The recommendations should be reviewed every five years to measure progress and identify additional objectives.

2006 Civi Tek Consulting Commercial Development Design Standards

This report recommended design standards for commercial development, including standards for large format retail stores, franchise design, building design, signage, landscaping, outdoor lighting, and parking. The report also delineated recommended urban design overlay zoning districts to enhance the appearance of Evansville's gateways and other high profile commercial areas.

Some of the recommendations have been implemented, such as the large format retail standards. However, the majority of the recommendations from this report have not yet been implemented. The City should implement any additional recommendations from this report, such as maximum parking requirements, bicycle parking minimum requirements, the adoption of urban design overlay districts, and a revision of the parking standards.

2007 R.A. Smith & Associates Allen Creek & North Union Street Redevelopment Plan

The *Allen Creek & North Union Street Redevelopment Master Plan* was adopted by the City in 2007 to promote and guide redevelopment with the goal of expanding Evansville's downtown to include the areas around Allen Creek and North Union Street.

The Union Street area is an older industrial district, located in a high traffic area that has a number of large buildings and lots. Drainage is a problem due to the location of the parcels between Allen Creek to the west and a wetland to the east. Expanding the downtown area will allow the City to improve the public space within the downtown, and may incentivize people travelling through Evansville to stop in the downtown. It will also provide a more attractive corridor through the City, improving its image. For example, new commercial buildings along Union Street could have dual frontages facing both the street and a potential bicycle and pedestrian path along Allen Creek. This path might someday be extended beyond the south edge of the City to connect with the Ice Age Trail and other regional trails described in the Transportation Element.

The plan provides recommendations for future commercial, residential, and light industrial development within the redevelopment area. These recommendations utilize Allen Creek and associated wetlands as recreational and open space assets, rather than viewing them as hindrances to development. The plan also identifies design guidelines for new commercial buildings, streetscapes, parking lots, and public spaces to maximize the effectiveness of the redevelopment and enhance the downtown environment.

2008 Whalen & Associates Evansville Economic Development Plan

This plan was completed in 2008. The plan identified developing five key strategic areas of the City's economic development:

- Workforce development
- Downtown revitalization
- Business, community and government relations,
- Marketing, and
- The entrepreneurial environment.

2012 Ady Voltedge Retail Market Analysis

Ady Voltedge, a national economic development consulting firm, completed a retail market analysis in 2012. Some key recommendations that the City can act on include:

- Refine a cohesive vision for the downtown shopping area.
- Describe a cohesive vision for the east side shopping area.
- Identify and act on areas of shared needs among business owners – activities that would provide benefits to individual business owners as well as to the shopping areas as a whole.
- Work to increase the awareness and interest in local shops among area residents.

The City should seek to implement the recommendations in the *Retail Market Analysis*, as well as ensure that the analysis is available to the business community.

Tax Increment Financing

Tax Increment Financing (TIF) allows communities to undertake a public project to stimulate beneficial development or redevelopment that would not otherwise occur. It is a mechanism for financing local economic development projects in underdeveloped and blighted areas. Taxes generated by the increased property values pay for public improvements and development assistance.

Tax Increment Districts (TIDs)

Tax increment Districts (TIDs) are used for a variety of purposes and can promote a variety of economic growth. The City has had eight (8) TIDs in total with four (4) currently active as of 2015. The four (4) active districts themselves represent a diversity of economic development and opportunity:

- TID 5 was established as a redevelopment district. This district was used to improve the downtown area, preserve many historic buildings and offer incentives to strengthen the business community in the downtown. Funding was used primarily for infrastructure including stormwater management, a new bridge, sewer improvements, water main replacement, sidewalks, and beautification of the area as well as providing direct incentives for 11 businesses.
- TID 6 was established to accommodate a combination of new commercial and industrial development. TID 6 generates revenue to pay for major City infrastructure that was installed along County Road M. This capital improvement opened a large parcel for future development for light industrial and commercial development along USH 14 and County Road M.

- TID 7 was established with the intention of creating light and heavy industrial development that may make use of the rail or the improved roadway that creates a short connection to USH 14. TID 7 and TID 6 share the same capital improvement project that improved County Road M to carry heavy traffic and provides new water and sewer capacity designed for large industry.
- TID 8 was created to expand our ability to provide long term health care to our residents, create jobs and add property value to the community. This district is isolated to the Heights at the Evansville Manor project and was completed with the aid of TIF funding.

All future TID creations will be carefully considered and are not automatic. The City must consider the “but-for” standard of “without TIF funding the project would not be feasible,” as well as meeting the needs of the community. Prior to consideration, the growth associated with TIF funding should also meet the goals of this comprehensive plan.

General Procedure for Establishing a Tax Increment Finance District (TID)

The City defines a TID. It may range in size from a single block to the entire Downtown.

1. Tax assessments for the district are frozen at their current value.
2. The City, through its tax-increment finance authority, can pay for land acquisition, installation of capital improvements in the district (e.g. streets, lighting, landscaping, etc.) or developer agreements to make it more desirable to developers.
3. When development occurs, the improved value of the district increases. While the TIF district is in effect, the additional tax revenues go to the pay for the debt used to finance improvements in the TID.

More information about establishing a TIF is available in Wis. Stats. Ch. 66.1105(5)(g).

Importance of City’s Financial Strength

Many of City assisted or public-private partnership projects may require City borrowing for either incentives or infrastructure installation. The City is obligated to always consider the “but-for” factor in all TIF agreements or projects. Additional considerations are made when determining the type of incentive offered such as the borrowing capacity of the City.

Positive bond ratings on borrowed funds lead to lower interest loans which leads to more opportunities to work with developers. Economic diversity with a City's strong financial position leads to better bond ratings, leading to better lending options, leading to more opportunities to assist developers in creating a diverse economy. The four (4) current TIDs represent a diversity in development with a mix of health care, redevelopment of an area supporting many small businesses, new commercial development and manufacturing.

Marketing

Evansville has a web page available at www.ci.evansville.wi.gov. The City uses this site as a marketing tool by providing information about community services, programs, organizations and businesses. Preliminary work on an overhaul of the website is underway. The site includes important contacts like the Community Development Director, Economic Development Committee and Chamber of Commerce and Tourism. This type of information is a valuable resource for marketing to professionals seeking development locations. As web marketing materials are updated, coordinated marketing materials should be developed in print format. An economic development video that will inform site selectors, developers and businesses about Evansville is also upcoming. This video should coordinate with web and printed materials.

Programs and Organization Assistance

Capital Improvements Program (CIP)

Through its CIP, the City is able to responsibly plan for future improvements that may generate additional development in Evansville. Additional information about the Capital Improvements Plan is provided in the Utilities and Community Facilities Element.

Revolving Loan Fund (RLF)

The Revolving Loan Fund is provided by the City and maintained by the Evansville Economic Development Committee. The fund is intended to provide low-cost business loans that require repayment. It is designed to facilitate business development projects within the City of Evansville that create investment and employment opportunities, including projects seeking to establish a new operation or expand an existing business in the Evansville area. The application and loan requirements should be updated and modernized to meet the needs of current and upcoming businesses.

Building Facade Improvement Grant (BIG)

The Building Improvement Grant is a matching grant available from the City and maintained by the Economic Development Committee to assist property owners and lessees in making exterior renovations, including entrances, facades, and signs. This program should continue to be promoted and opportunities to expand it should be investigated.

Evansville Area Inventors and Entrepreneurs Club (I&E)

The Evansville Area Inventors and Entrepreneurs Club creates opportunities for inventors, entrepreneurs, investors, artists and like-minded individuals to come together to learn, network, share resources and inspire each other. The Club meets regularly and is open to the public.

Women Encouraging Evansville Entrepreneurs (WE3)

This group of business owners and managers network, share tips and ideas, and collaborate to improve business for all members.

Evansville Redevelopment Authority

In 2004, the City created the Evansville Redevelopment Authority to administer the downtown tax increment district. The Authority already has awarded grants and forgivable loans to redevelop properties and retain businesses in and around downtown Evansville. The Authority welcomes proposals from private investors for public participation in private redevelopment projects within or near the downtown tax incremental district. The Authority is particularly interested in assisting private redevelopment projects that include a substantial condominium or apartment housing component to increase population density in and around downtown Evansville.

Evansville Economic Development Committee and Subcommittees

The City of Evansville Economic Development Committee is the lead agency in the City to assist business and industry in locating in the area. Confidential assistance is available for businesses and industries seeking information on site locations, financing, utility rates, taxes, labor availability and wage rates, housing and other resources available to business and industry in the Evansville area. An outcome of the 2008 City Economic Development Plan was creation of the Community Development Director to coordinate and enhance economic development, providing businesses with "one-stop" communication for planning and economic development. In June of 2015, the Economic Development Committee approved the creation of an ad hoc subcommittee for entrepreneurship. This subcommittee will assess ways and tools needed to help entrepreneurs be successful.

Evansville Tourism Commission

In 2008 the Common Council approved implementation of a 7% room tax. All revenues, by law, are dedicated to tourism and marketing. The Evansville Tourism Commission identifies tourism opportunities and administers the annual expenditures of tourism dollars.

Evansville Chamber of Commerce and Tourism

The mission of the Chamber of Commerce is to provide support to local commerce and industry and to assist in the growth, development and recruitment of business enterprises. The Chamber of Commerce provides programs and events that not only support their members as business owners, but also benefits the Evansville community as a whole.

Evansville Community Partnership

The Evansville Community Partnership is a not-for-profit community group with a mission of involving all community members. They serve as a catalyst and participate in creating a unique, thriving, and prosperous community. The group works together and supports one another by planning and setting goals, solving problems, resolving conflicts, pursuing opportunities, and promoting our community to citizens and the outside world. Some projects include hosting fun family events and beautification projects.

Local Financial Institutions

A number of local, full-service financial institutions serve the City and are active lenders with experience in development refinancing.

Rural Economic Development Loan and Grant Program (REDLG)

This United States Department of Agriculture (USDA) program provides zero interest loans or grants to rural economic development projects through local utility organizations. Examples of eligible projects are business incubators, community development assistance to job creation or enhancement, facilities and equipment for economic development training and education, start-up costs, and business expansions.

WPPI Energy

As a member-owner of WPPI Energy, Evansville Water and Light and its customers are eligible for a number of energy programs and incentives, such as Focus on Energy which provides numerous programs to improve energy and water efficiency assistance to both commercial and residential properties. This includes new construction design assistance, energy saving product installations and energy assessments.

Madison Region Economic Partnership (MadRep)

MadRep is an economic development partnership that serves Columbia, Dane, Dodge, Green, Iowa, Jefferson, Rock, and Sauk Counties. They market the region for new businesses and assist municipalities in economic development.

Rock County Planning and Development Agency

The Rock County Planning and Development Agency provides economic development consultative services for public and private sector clients. These services include, but are not limited to: property acquisition and development; infrastructure development and financing; community advertising and marketing; general community/economic development planning assistance; infrastructure and workforce program design and implementation; and liaison-related duties for the county, region and state. The Agency also serves as the county's primary data collection and dissemination clearinghouse. In addition to these activities, the Agency is the central contact for the following countywide economic, tourism and workforce development related initiatives: Rock County Development Alliance (www.RockCountyAlliance.com); Rock County 5.0 (www.RockCounty5.com), Rock County Tourism (www.RockCounty.org), Inspire Rock County (www.InspireRockCounty.org) and Consider Rock County (www.ConsiderRockCounty.com).

Industrial Revenue Bond (IRB)

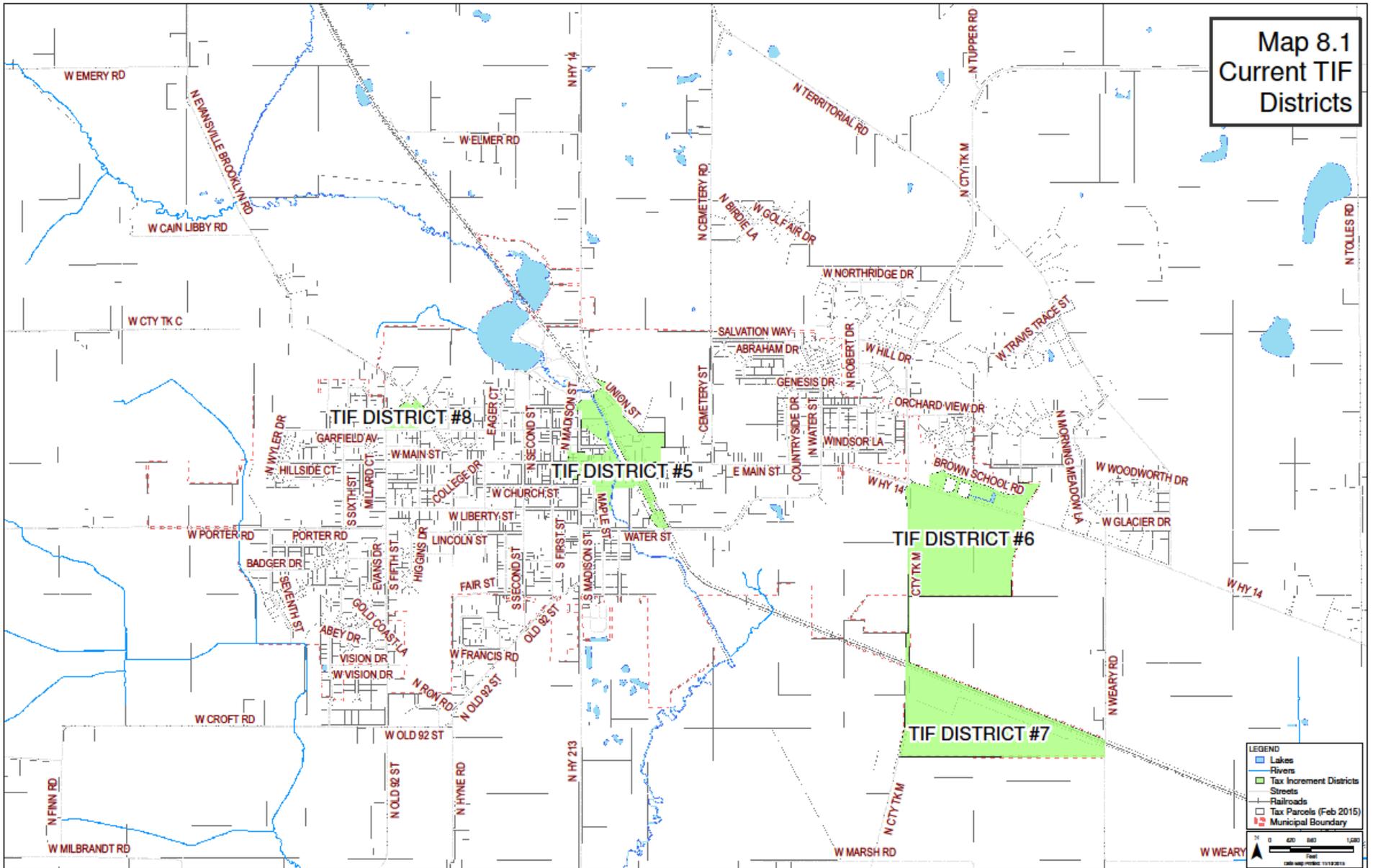
The Wisconsin Economic Development Corporation's (WEDC) Industrial Revenue Bond (IRB) Program allows all Wisconsin cities, villages and towns to support industrial development through the sale of tax-exempt bonds. The proceeds from the bond sale are loaned to businesses to finance capital investment projects at, primarily, manufacturing facilities. Even though IRBs are municipal bonds, they are not backed by the general obligation tax revenue of the municipality. The company or business that will use the facilities provides the interest and principal payments on the loan. For more information on the Industrial Revenue Bond Program, see the Wisconsin Economic Development Corporation website at: <http://inwisconsin.com/>.

Additional State Agencies/Programs

- Wisconsin Economic Development Corporation – <http://inwisconsin.com/>: This department is the state's primary agency for delivery of integrated services to businesses.
- Wisconsin Department of Transportation – www.dot.state.wi.us: The Office of Disadvantaged Business Enterprise Programs encourages firms owned by disadvantaged individuals to participate in all federal and state transportation facility contracts.
- WisDOT Transportation Economic Assistance (TEA) – This program is designed to attract and retain businesses in Wisconsin through road, rail, harbor, and airport projects.
- WisDOT Freight Railroad Infrastructure Improvement Program (FRIP) and Freight Rail Preservation Program (FRPP) – These programs provide assistance in preserving or enhancing freight rail infrastructure.
- Department of Workforce Development – www.dwd.state.wi.us: This department builds and strengthens Wisconsin's workforce by providing job services, training and employment assistance, and helping employers find necessary workers.
- Wisconsin Small Business Development Centers – <http://www.wisconsinbdc.org/about>: These centers help ensure the state's economic health and stability. They offer formative business education, counseling, and technology training.

Federal Agencies/Programs

- US Department of Agriculture Rural Development Administration – www.rd.usda.gov
- US Small Business Administration – www.sba.gov: provides financial, technical and management assistance to help Americans start, run and grow their businesses.
- US Department of Commerce – www.commerce.gov
- US Department of Transportation – www.dot.gov



Economic Development Goals and Objectives

These economic development 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 Economic Development Chapter:

Economic Development Goal #1			
Expand economic development opportunities to “grow” and diversify the local economy and improve the City’s quality of life.			
Supporting Objectives	Champion or Partner	Potential Funding Source	Milestone Date
1. Redevelop and use the Evansville Web Page as an economic marketing tool.	City staff, EDC, Common Council	City budget	2016 and Continuously
2. Develop and make available a guide for local businesses. Include criteria for site development and information about any necessary zoning approvals.	Community Development Director	City budget	2016
3. Make a copy of this Comprehensive Plan and an executive summary of this plan available to local realtors.	EDC, Community Development Director		Continuous
4. Coordinate with other local rural communities and local, county and state organizations to expand regional economic development opportunities.	EDC, Community Development Director		Continuous
5. Attract new businesses through advertising, assisting business prospects through the City approval process, developing and distributing a written community profile, inventorying sites and buildings, and developing a marketing video.	EDC, Community Development Director	City budget	Continuous
6. Determine suitable sites for new and redeveloped commercial and industrial space for new businesses.	EDC, Community Development Director		Continuous
7. Encourage Developers of new residential subdivisions to include sites for walkable neighborhood commercial development. Investigate new opportunities for such development on the West side.	EDC, Plan Commission, Community Development Director		Continuous
8. Study the findings of the Economic Development Committee and Chamber of Commerce Collaboration Strategies and the Evansville Economic Development Plan.	EDC, Community Development Director		Continuous

9. Seek grants to identify and clean-up brownfield sites to create opportunities for redevelopment.	EDC, Community Development Director		Continuous
10. Identify other sources for low interest loans to assist businesses.	EDC, Community Development Director		Continuous
11. Provide strategic tax increment assistance to retain businesses and attract new mixed use commercial and residential development.	EDC, Community Development Director, Common Council		Continuous
12. Update ordinances to streamline approval process. Investigate temporary conditional use permits to reduce time for new businesses to open.	EDC, Community Development Director		2018
13. Coordinate with area banks to establish a participation loan fund for business improvements.	EDC, Community Development Director		Continuous
14. Implement action items from the Ady Voltedge Retail Market Analysis.	EDC, Community Development Director	City budget	Continuous

Economic Development Goal #2

Develop and maintain a physical, cultural, educational, and recreational environment in the City that is conducive to business and residential development.

Supporting Objectives	Champion/ Partner	Potential Funding Source	Milestone Date
1. Ensure proper design for entrances to and exits from commercial establishments so as to promote traffic and pedestrian safety.	EDC, Community Development Director		Continuous
2. Update performance standards as needed (e.g., signage, noise, lighting, vibration).	EDC, Community Development Director		Continuous
3. Evaluate and monitor the level of competitive offerings for Internet access and other telecommunication services needed by businesses and whether service providers are offering services to meet those needs at a price existing businesses are willing to pay.	EDC, Community Development Dire EDC, Community Development Director		Continuous

4. Coordinate with educational and community institutions including: the Evansville Community School District, Evansville Community Theater, Eager Free Public Library, church and civic organizations to market the City’s network of cultural and educational amenities.	EDC, Community Development Director		Continuous
5. Investigate opportunities to coordinate with the Wisconsin Alliance for Arts Education, Humanities Council, and other arts organizations to expand local arts opportunities.	EDC, Community Development Director		Continuous
6. Implement the adopted Park and Outdoor Recreation Plan 2013-2018.	EDC, Community Development Director	City budget	Continuous
7. Develop trail/bicycle way/sidewalk connections between downtown Evansville, city parks and to recreation facilities beyond Evansville (e.g. Ice Age National Scenic Trail, Evansville Country Club and Rock County Park Facilities).	EDC, Community Development Director	City budget	2018
8. Consider the establishment of impact fees to finance needed capital improvements.	EDC, Community Development Director		Continuous

Economic Development Goal #3

Revitalize the downtown to enhance its historic charm, mix of businesses, walkable amenities, and tourist potential.

Supporting Objectives	Champion or Partner	Potential Funding Source	Milestone Date
1. Provide financing and marketing to assist façade improvement projects.	EDC, Community Development Director	City budget	Continuous
2. Incorporate design standards into the ordinance for the B-2 district to support the historic character of the downtown.	EDC, Community Development Director		Continuous
3. Support the historic design/character by investing in and maintaining needed lighting, signage, pedestrian amenities, plantings and other improvements identified in the streetscape plan.	EDC, Community Development Director	City budget	Continuous

4. Support development proposals that provide a mix of uses in the downtown, including residential, retail, and service establishments.	EDC, Community Development Director		Continuous
5. Implement the adopted Allen Creek and North Union Street Redevelopment Master Plan.	EDC, Community Development Director	City budget	Continuous
6. Monitor the need for parking and explore methods to improve parking availability without using up developable land.	EDC, Community Development Director		Continuous
7. Work with the business community to explore the establishment of a Business Improvement District (BID)	EDC, Community Development Director		Continuous
8. Implement strategies from the Evansville Tourism Assessment	EDC, Community Development Director, Tourism Commission	City budget	Continuous
9. Seek opportunities to increase residential densities near the downtown to increase the viability of downtown businesses.	EDC, Community Development Director		Continuous

Economic Development Goal #4

Improve communication and coordination with local businesses to support the retention and expansion of local businesses.

Supporting Objectives	Champion or Partner	Potential Funding Source	Milestone Date
1. Visit existing local businesses to understand opportunities and challenges they face.	EDC, Community Development Director		Annually
2. Guide and mentor businesses about financing opportunities and the City permitting process	EDC, Community Development Director		Continuous
3. Support a diversified economy	EDC, Community Development Director		Continuous
4. Identify leakages in the supply chain of local industries, and work to bring those leakages into the local economy.	EDC, Community Development Director		2017

5. Promote attributes of workforce and city's demographics (workforce is highly educated and younger)	EDC, Community Development Director		Continuous
Economic Development Goal #5			
Enhance environmental, economic, and social goals through sustainable economic development.			
Supporting Objectives	Champion or Partner	Potential Funding Source	Milestone Date
1. Encourage greater onsite stormwater management practices, such as green roofs, to reduce runoff.	EDC, Community Development Director		Continuous
2. Promote the consumption of local foods (through methods such as farmers markets, community gardens and community supported agriculture (CSA)).	EDC, Community Development Director		Continuous
3. Educate business on sustainable practices to ensure the long term health of the Evansville Community.	EDC, Community Development Director		Continuous
4. Identify obstacles to sustainable business practices, such as excessive minimum parking requirements.	EDC, Community Development Director		Continuous
5. Support Ecological bio-diversity through continued and expanded certifications (e.g. Green Tier Legacy, Bird City, Tree City).	EDC, Community Development Director		Continuous
6. Encourage the reuse, retrofit, or redevelopment of existing structures.	EDC, Community Development Director		Continuous
7. Pursue place-based economic development to attract businesses and workforce that are tied to the community.	EDC, Community Development Director		Continuous
8. Encourage partnership with local utilities to conserve energy and reduce energy costs	EDC, Community Development Director		Continuous

Economic Development Goal #6			
Promote Entrepreneurship			
Supporting Objectives	Champion or Partner	Potential Funding Source	Milestone Date
1. Identify opportunities to connect the local economy to entrepreneurship tools.	EDC, Community Development Director		Continuous
2. Seek opportunities to partner with trade schools, the middle school, high school, businesses and organizations to ensure entrepreneurs have the skills needed to succeed.	EDC, Community Development Director		Continuous
3. Nurture the spirit of entrepreneurship to expand the diversity of local businesses.	EDC, Community Development Director		Continuous

9. Existing Land Use

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Introduction

From the historic downtown to the new housing developments, Evansville is a beautiful community with wonderful parks and expanding development potential. These attributes are echoed in the value statements presented in Chapters 1 and 2.

Existing Land Use Inventory

The *Existing Land Use Map* was created from information obtained by the City of Evansville. Existing land use information was initially obtained using the zoning map. Land uses were then verified for properties in question using a combination of visual inspections and utility information. The description of the land use categories illustrated on the *Existing Land Use Map* are as follows.

Single-Family Residential

Single-family residential development is spread throughout the City with the vast majority of neighborhoods in the central and western portions of the City. These consist of detached homes housing a single family. Single family residential is the dominant form of development in the City of Evansville, accounting for approximately 24% of all land use.



FIGURE 9A: EXAMPLES OF SINGLE FAMILY RESIDENTIAL HOUSING.

Two-Family Residential

Two-family residential development is scattered throughout the City. These mostly consist of recently built twin homes, historic two-flats, and single family homes that have been converted to house two units. Two family homes in the older areas of the City tend to be scattered, while two family homes in newer areas are often located on corners or clustered together.



FIGURE 9B: EXAMPLES OF TWO-FAMILY RESIDENTIAL HOUSING.

Multiple-Family Residential

Multiple-family dwellings are defined as residential units with three or more units per structure. These include single family homes that have been converted to multi-unit structures, parcels with multiple structures (e.g. the Prairie Crossing Planned Unit Development), small 5 unit apartment buildings, and 24+ unit apartment buildings and assisted living apartments.



FIGURE 9C: EXAMPLES OF MULTI-FAMILY RESIDENTIAL HOUSING.

Mixed Use

Mixed use land uses are currently concentrated in Evansville's downtown. These are characterized by buildings that accommodate both commercial and residential units within the same structure. Most of these parcels have commercial or retail uses on the lower floor and residential uses on the upper floors, while some have residential uses in a portion of the lower floor as well.



FIGURE 9D: EXAMPLES OF MIXED USE DEVELOPMENTS.

Commercial

Commercial land uses are concentrated primarily along USH 14, in the Downtown, and on the east side. Commercial uses are scattered throughout the City. Commercial land uses include retail businesses, offices, restaurants, gasoline stations and service businesses like real estate agencies, banks, and auto repair establishments. Many commercial uses in the downtown are only differentiated from the mixed use category in that they do not have residential uses on the same property.



FIGURE 9E: EXAMPLES OF COMMERCIAL DEVELOPMENTS.

Industrial

Industrial land uses include light and heavy industrial activities. These include manufacturers, warehouses, laboratories, agricultural processing, and materials storage. Industrial properties are currently concentrated near the railroad corridor and along Water Street.



FIGURE 9F: EXAMPLES OF INDUSTRIAL DEVELOPMENTS.

Government/Institutional

Government/Institutional uses include the city hall, churches, police station, fire station, community center, public parking lots, post office, schools and skilled nursing senior care facilities.



FIGURE 9G: EXAMPLES OF GOVERNMENT/ INSTITUTIONAL DEVELOPMENT.

Parks and Open Space

This category includes public parks and public or privately owned open space, including stormwater management areas.

Wetlands

Areas of land in the City of Evansville that are mapped as wetlands by the Wisconsin Department of Natural Resources and are currently in their naturally undeveloped state.

Agriculture/Undeveloped

Agricultural or undeveloped land in the City is land that is actively being cultivated or is in a transitional period between agricultural and development.

CALCULATING DENSITY

There are two primary ways to express density, net density and gross density.

Net Density is the number of residential units over the number of residential acres.

Gross Density is the number of residential units divided by all land. This calculation includes businesses, parks and open space, and streets.

Table 9.1 below is a numerical breakdown of the existing land uses in the City. The net density (total number of dwelling units divided by all resident acres) in the City is 3.66 dwelling units/acre (2,095 housing units/ 571.72 acres). The current gross density in the City is .989 dwelling units/acre (2,095 housing units/2,117.43 acres).

Land Use	Area (Acres)	% of City Land Area
Residential		
Single-Family		
Two-Family		
Multi-Family	571.72	27.0 %
Central Mixed Use	5.56	0.3 %
Business & Commercial	83.87	4.0 %
Government & Public	197.49	9.3 %
Social Institutional	17.33	0.8 %
Small Scale Industrial	86.23	4.1 %
Large Scale Industrial	135.39	6.4 %
Parks & Recreation	59.69	2.8 %
Open Space/ Conservation	153.16	7.2 %
Agriculture/ Undeveloped	539.49	25.4 %
Right of Way	267.94	12.7 %
Total	2118	100%
<i>Source: City of Evansville GIS</i>		

Land Use and Development Regulations

What follows is an analysis of implemented planning and regulatory tools, which the city currently uses to guide land use in the city and the region.

Zoning

The City of Evansville completed a comprehensive update of its zoning code except the sections on residential land uses in 2000. At that time, the Municipal Code, including the Zoning Code, was recodified. A number of subsequent amendments have been approved to address a variety of issues.

Most of the challenges with respect to the Zoning Code stem from the fact that the code is relatively new. The City also has discovered many errors that occurred during the recodification process. Additionally, many amendments that were adopted have led to inconsistencies within the code when one section was changed, but the same change did not occur in other sections. Copies of the Zoning Code are available at City Hall and on the City's website.

Evansville's zoning code follows a traditional Euclidean¹ model that segregates uses by type and establishes dimensional requirements related to lot size, setbacks and building height. As new uses are created over time, they are listed specifically in the zones in which they are permitted. To be effective, this type of code must list every possible use and establish a zone in which that use would be appropriate. Euclidean codes are based on a philosophy that separation of uses will create a safer, healthier environment.

Alternative zoning models have been developed based on the building form and performance standards. Form-based zoning codes regulate a community based on the appearance (e.g. building line, landscaping, lighting, signage, building size, building materials, building design) rather than the type of use. Some communities are also using hybrid-zoning codes that combine performance and form-based zoning criteria to regulate land use. The City of Evansville Zoning Code does include some performance standards.

Subdivision Regulations and Extraterritorial Plat Review

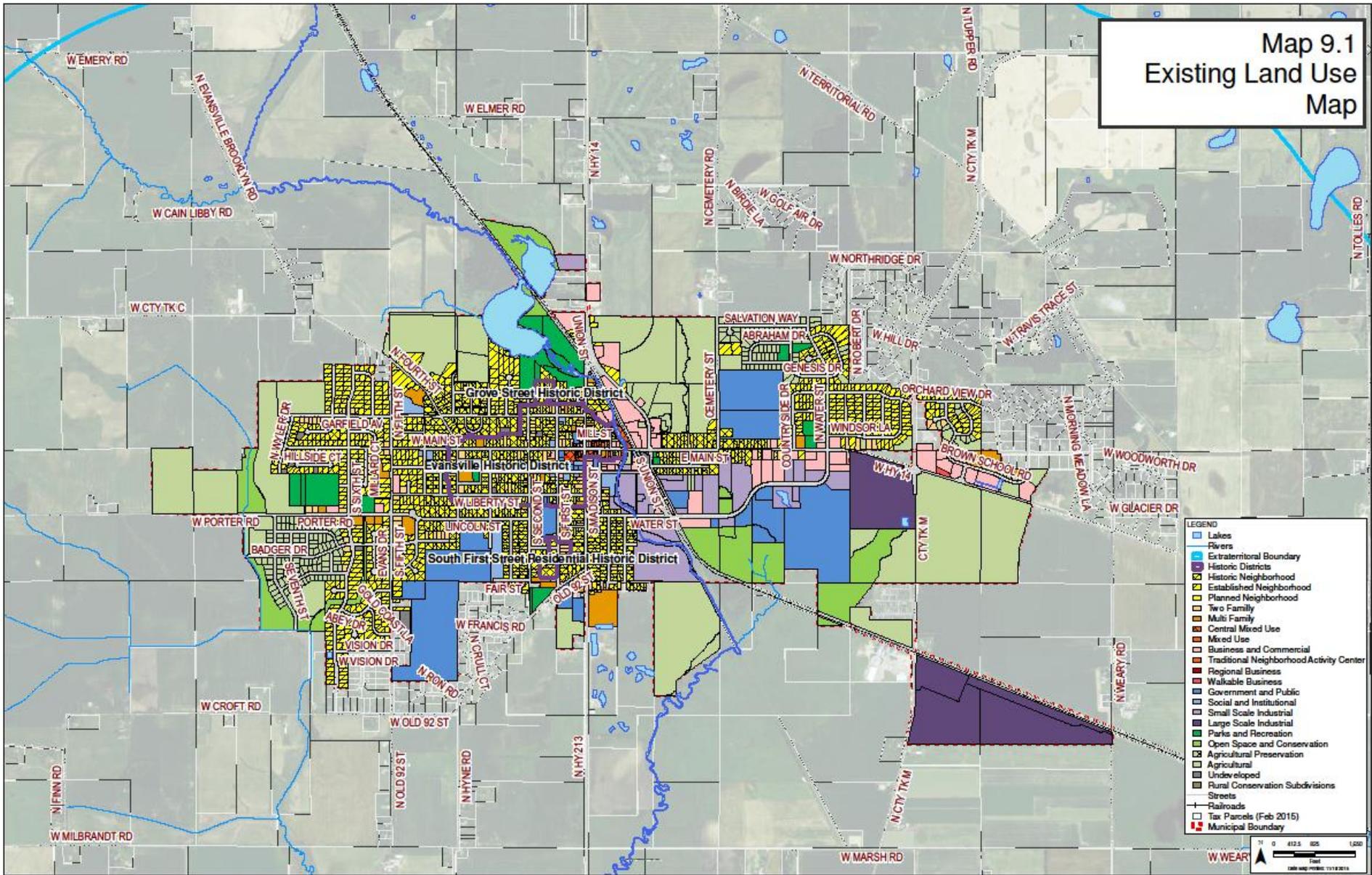
The purpose of a subdivision ordinance is to regulate and control the division of land to:

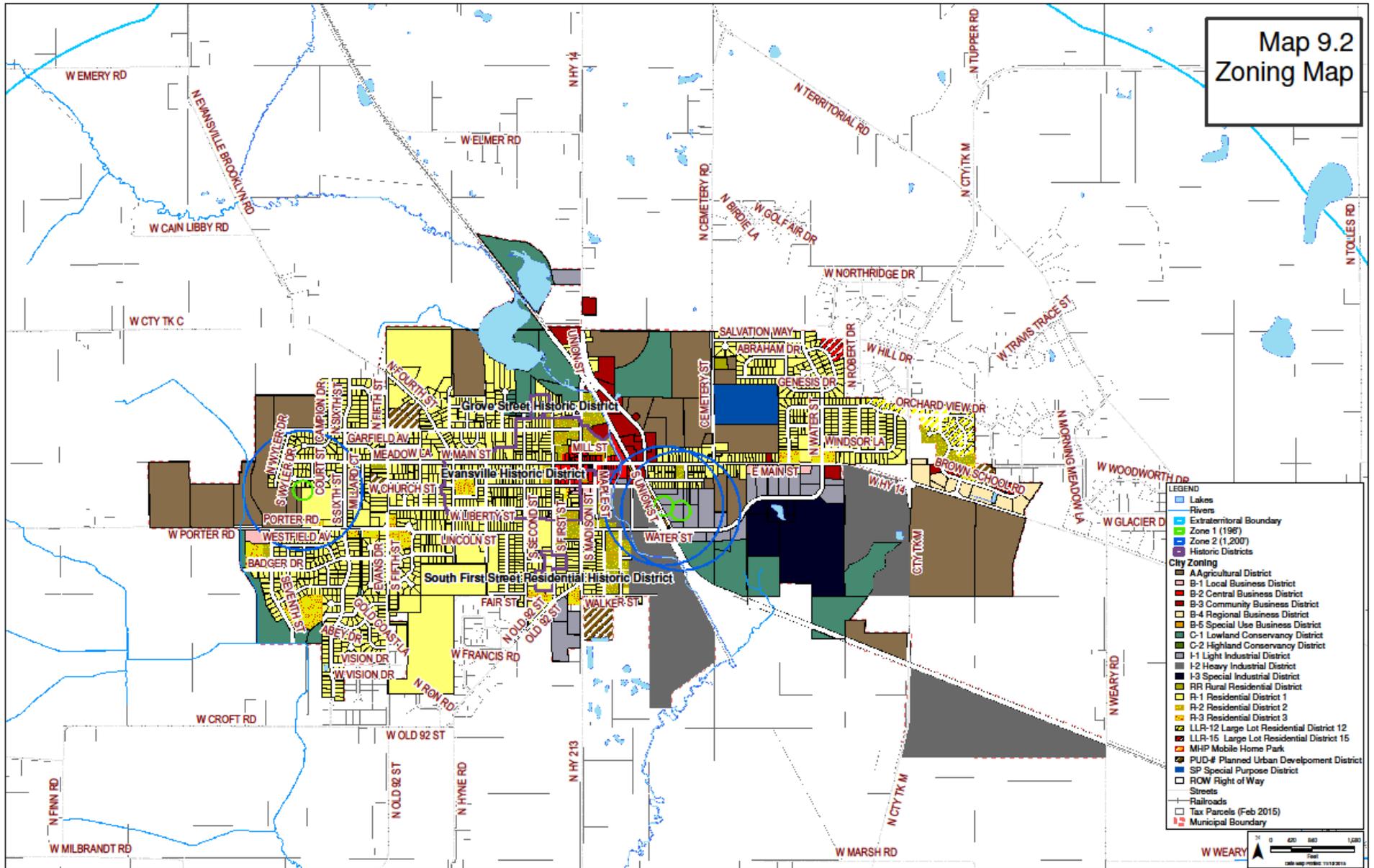
- Require the orderly layout and use of land (e.g. useable parcel shapes, ensure through streets, avoid cul-de-sacs);
- Reduce congestion on streets and highways; and
- Facilitate adequate provision for water, wastewater and other public improvements.

A subdivision ordinance includes technical requirements, design standards for plats and certified survey maps, and required improvements (e.g. stormwater detention, public and private wastewater, land dedication).

The City currently has extraterritorial plat review authority. The extraterritorial plat review authority allows the City to regulate the subdivision of land within the extraterritorial jurisdiction of a municipality (the area surrounding Evansville within 1.5 miles of the City boundary). The objective of extraterritorial jurisdiction is to ensure development occurring outside of the City does not negatively impact the future development of the City or its residents. This authority allows the City to review land divisions that are proposed up to 1.5 miles beyond the municipal boundaries to ensure street extensions, environmental corridors, parks, and other services are appropriately considered for current and future residents of the City and region.

¹ Reference to Euclid vs. Amber Realty Company, 1926 U.S. Supreme Court Decision, which serves as the foundation for zoning practice in the United States.





Extraterritorial Zoning

An important implementation tool for this plan is an extraterritorial zoning code.

The City of Evansville and the Town of Union prepared an extraterritorial zoning code which was repealed in 1988. Accordingly, the City has no extra-territorial zoning authority, only extraterritorial plat review authority.

Official Map

The official map is one of the oldest plan implementation devices at the disposal of the local communities. It is also one of the most effective and efficient devices to manage the problem of reserving land for future public use. Section 62.23(6) of the Wisconsin Statutes provides that the governing body of any local municipality may establish an official map for the precise identification of right-of-way lines and site boundaries of streets, highways, waterways, and parkways, and the location and extent of railway right-of-ways, public transit facilities, and parks and playgrounds. Such a map has the force of law and is deemed to be final and conclusive with respect to the location and width of both existing and proposed streets, highways, waterways, and parkways, the location and extent of railway right-of-ways, public transit facilities, parks and playgrounds. The statutes further provide that the official map may be extended to include areas beyond the corporate limits but within the extraterritorial plat approval jurisdiction of the municipality.

The official map is thus intended to implement the community's master plan of streets, highways, parkways, parks, and playgrounds. Its basic purpose is to inhibit the construction of buildings or structures and their associated improvements on land that has been designated for future public use. Unlike subdivision control, which operates on a plat-by-plat basis, and acts on development proposals, the official map can operate over the entire City in advance of development proposals. The official map is a useful device to achieve public acceptance of long-range plans, since it serves legal notice of the government's intention to all parties concerned well in advance of any actual improvements. It thereby voids the altogether too common situation of development being undertaken without knowledge or regard for the long-range plan.

The City of Evansville has adopted an official map, which includes all of the property within the 1.5-mile extra-territorial limits.

Trends in Supply, Demand, and Price of Land

This portion of the chapter reviews existing trends in the supply, demand, and price of land in the city and region.

Farming

Area farmers are experiencing pressure to accommodate rural residential development. Nearby townships and Rock County identify agricultural preservation within the townships as a high priority. The City and its residents also rely on the preservation of prime farmland both for cultural identity and for economic opportunity. The City strongly supports the townships in preserving agricultural land in the townships, provided the land to be preserved is not identified in this plan's *Future Land Use Map* as being a likely site of future urban development.

The City accommodates residential development within the City at urban densities to help preserve farmland. By coordinating with the Town of Union through extraterritorial zoning, Evansville can better direct development away from farmland and to areas of the City.

Commercial and Industrial Development

Commercial development in the City is concentrated primarily in the downtown and along USH 14. This pattern is expected to continue, though there is some opportunity for neighborhood services to be developed, particularly on the west side of the City. Neighborhood services could include a dentist or doctor's office, optometrists, dry-cleaners, sandwich shops, convenience stores, or similar small neighborhood businesses. If commercial land uses are included within future residential subdivisions, the commercial locations should be explicitly noted on the subdivision plats, so potential purchasers of nearby residential lots will have notice. Larger commercial areas would

remain concentrated in the downtown and along USH 14. Industrial development is concentrated primarily along Water Street and the railroad corridor.

Demand

As reflected in state and local population projections, the City's population is expected to steadily increase over the next 20 years. Accordingly, demand for housing is expected to remain high. New housing construction for all stages of life and all lifestyles will be important to meet local demand. Community survey and visual preference survey respondents indicated they supported offering a variety of local housing types, including single-family houses, two-family dwellings, and multi-family housing. Incorporating universal design and promoting infill development will be necessary to satisfy housing demand. By providing choices, the City can accommodate the housing demands of families, single individuals, retirees, young professionals and others over a broad range of incomes and lifestyles. Without offering diverse housing, Evansville will have difficulty attracting employers and residents, as well as allowing people to remain in Evansville throughout their lifecycle.

Trends in Land and Housing Prices

Land prices in the City are expected to steadily rise in value as more and more people continue to move to the community to take advantage of its great location, schools, parks, and other amenities. After the Great Recession and the associated housing market collapse, America is now seeing a 20 year low in the percentage of home owners. Due to this shift towards renting rather than owning, home prices have recovered slowly post-recession, while rents have increased much faster than incomes. As land and housing prices have increased, housing in the City, particularly rental housing has become less affordable. More information on housing affordability can be found in Chapter 4: Housing.

Annexation

As documented in the Community Profile Chapter, the City is expected to grow. This growth will require annexation. Annexation from neighboring communities can be challenging and result in conflicts. To help mitigate that potential, the City made extensive efforts to include neighboring communities in the planning process to provide opportunities for communication about these challenges. Historically, the City has only annexed land as landowners proposed new developments or as property owners in the Town of Union have requested annexation to deal with failing septic systems by connecting to City sewer and water.

SB 87 (2003 Wisconsin Act 317) prohibits a city or village from annexing any town territory unless the city or village agrees to pay the town, for five years, an amount equal to the amount of property taxes that the town levied on that territory in the year in which the annexation is final. However, a city or village is not required to make payments to the town if the governments enter into one of three specified boundary agreements.

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.¹

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.

¹ 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.

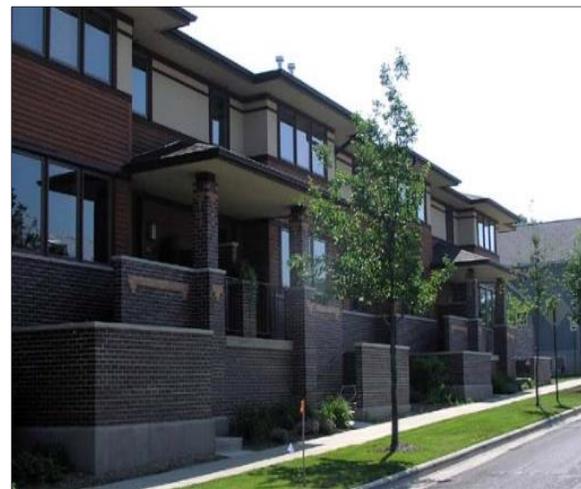


FIGURE10J: PRAIRIE STYLE TOWNHOMES RESPECT REGIONAL ARCHITECTURE IN MIDDLETON HILLS, A TND IN MIDDLETON, WI.
Image Source: dkolb.org



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 ²

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

² Information from 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 Connectivity³

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.

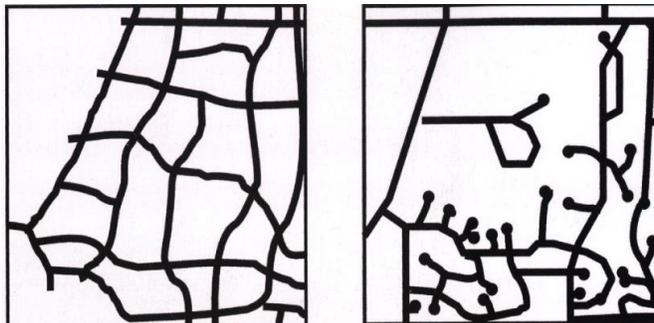


FIGURE 10R: (LEFT) A HIGH-CONNECTIVITY STREET NETWORK. (RIGHT) A LOW-CONNECTIVITY STREET NETWORK).

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.

³ 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.

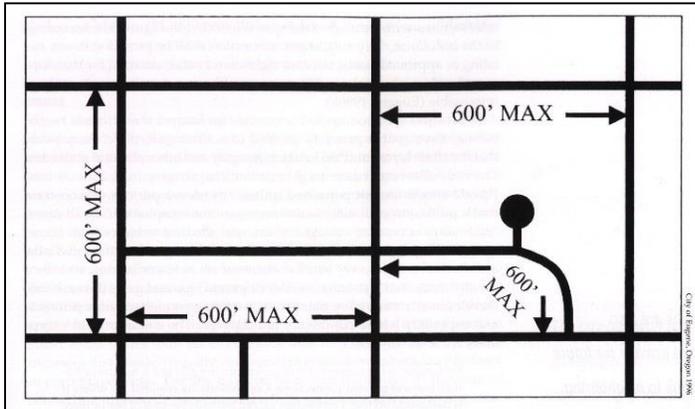


FIGURE 10S: BLOCK LENGTH REQUIREMENT DIAGRAM

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.

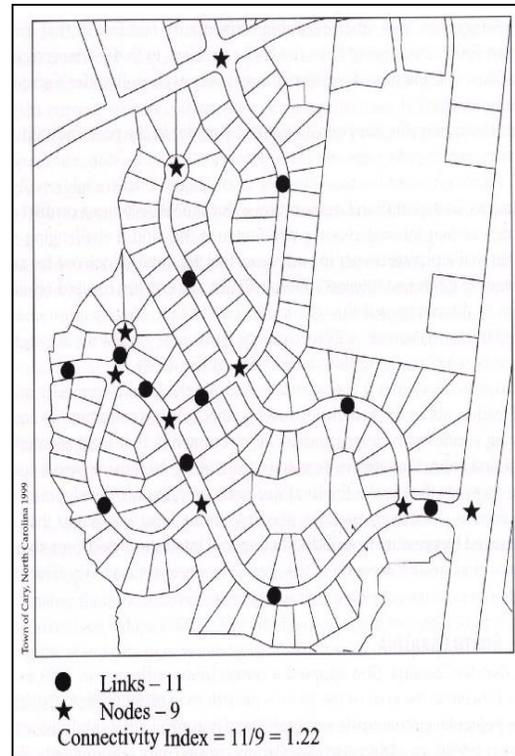


FIGURE 10T: CALCULATION OF A CONNECTIVITY INDEX

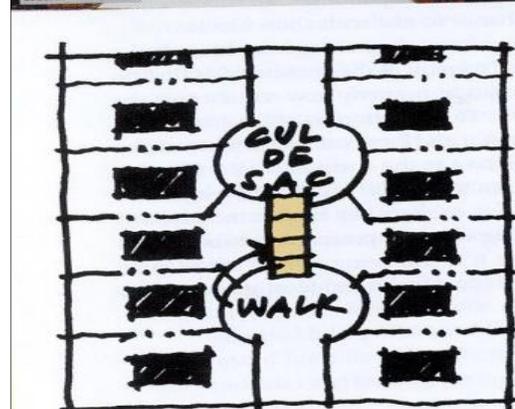


FIGURE 10U: ILLUSTRATION OF WALKABLE CONNECTIONS AT DEAD END STREETS.
Source: Sucher, David, City Comfort, 2003



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) and the International Dark-Sky Association has additional information on this topic (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.

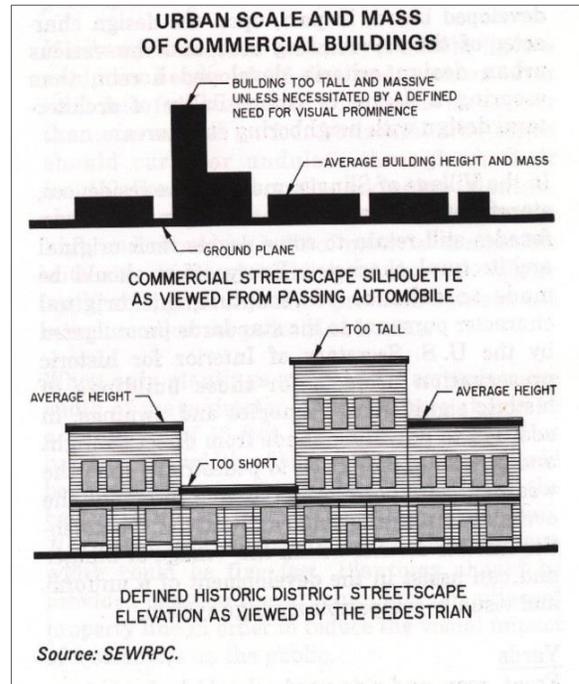


FIGURE 10X: ILLUSTRATIONS OF THE URBAN SCALE AND MASS OF COMMERCIAL BUILDINGS.

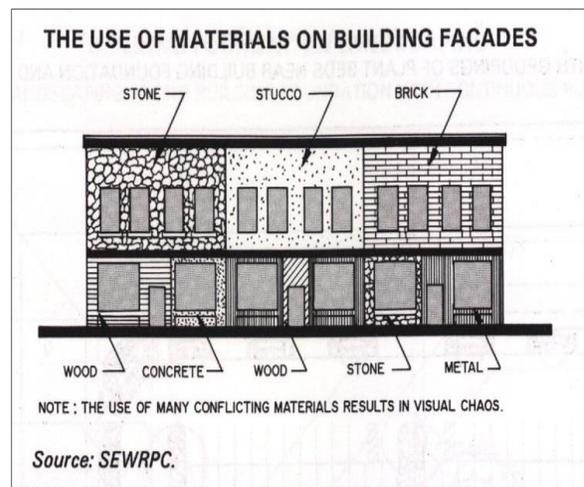


FIGURE 10Y: ILLUSTRATION OF THE IMPACT OF CONFLICTING MATERIALS ON BUILDING FACADES.

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.

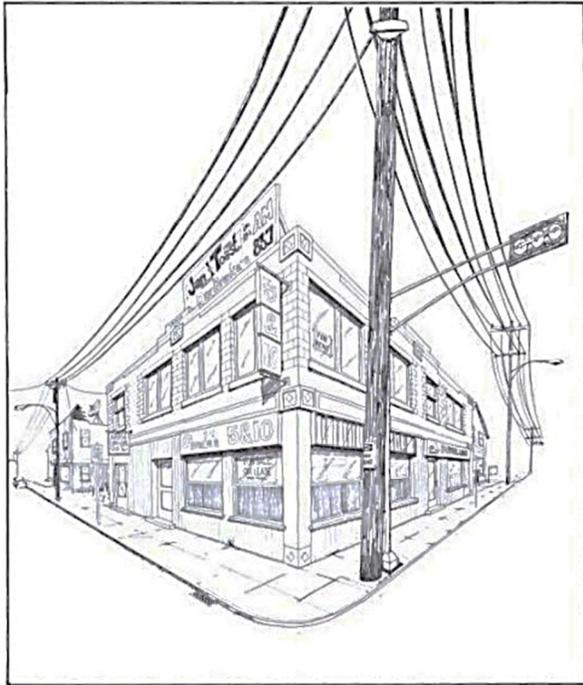
Streetscaping⁴

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.

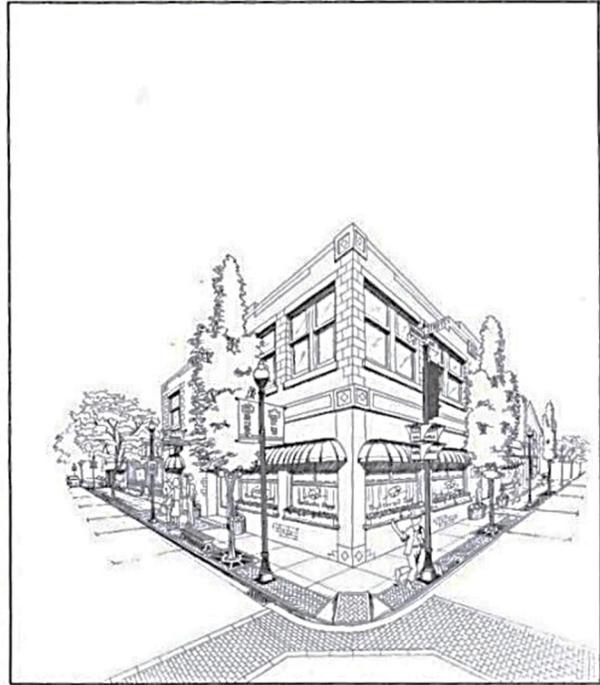
⁴ Ewing, Reid, et. al. July 6, 2015. "Streetscape Features Related to Pedestrian Activity." *Journal of Planning Education and Research*.

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.

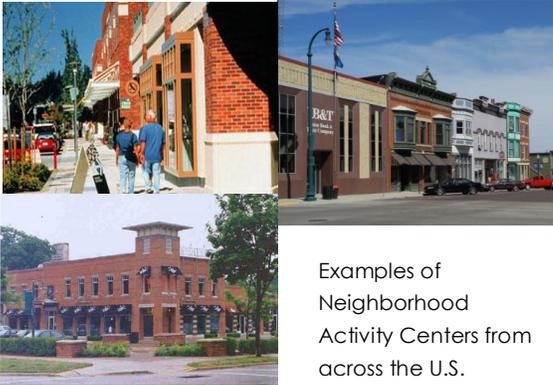
The Future land use map includes an expected future land use boundary, which denotes an estimate of the extent to which development may occur within the 20 year planning horizon. Much of this boundary follows the future sewer service area, which may be somewhat flexible depending on the types and extent 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
	Historic Neighborhood	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.	Mix of R-1, R-2, R-3, B-2, B-1	1-30 du/acre
	Established Neighborhood	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.	Mix of R-1, R-2, R-3, B-1	1-20 du/acre
	Planned Neighborhood	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.	TND, Mix of R-1, R-2, R-3, B-1, B-2	3-25 du/acre
	Central Mixed Use	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-2	
	Mixed Use	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-1, B-2, TND, PUD, R-3	6-40 du/acre

	<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-2, TND, PUD</p>	<p>20+ du/acre</p>
		<p>Regional Business</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-3, B-4, O-1</p>
	<p>Walkable Business</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-2, TND, PUD, O-1</p>	
	<p>Government and Public</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>R-1, R-2, R-3, B-1, B-2, B-3, I-1, I-2, I-3, TND</p>	
	<p>Social and Institutional</p> <p>This category includes nongovernmental social institutions such as churches, community centers and special care facilities such as skilled nursing homes.</p>	<p>R-1, R-2, R-3, B-1, B-2, B-3, I-1, I-2, I-3, TND</p>	

	Small Scale Industrial	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.	I-1
	Large Scale Industrial	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.	I-2
	Parks and Recreation	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.	C-1, C-2, R-1, R-2, R-3
	Open Space and Conservation	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.	C-1, C-2
	Agricultural Preservation	Lands identified by Rock County as priority agricultural lands.	Town Zoning
	Agricultural	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.	A-1, Town Zoning

Rural Conservation Subdivisions	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.	Town Zoning
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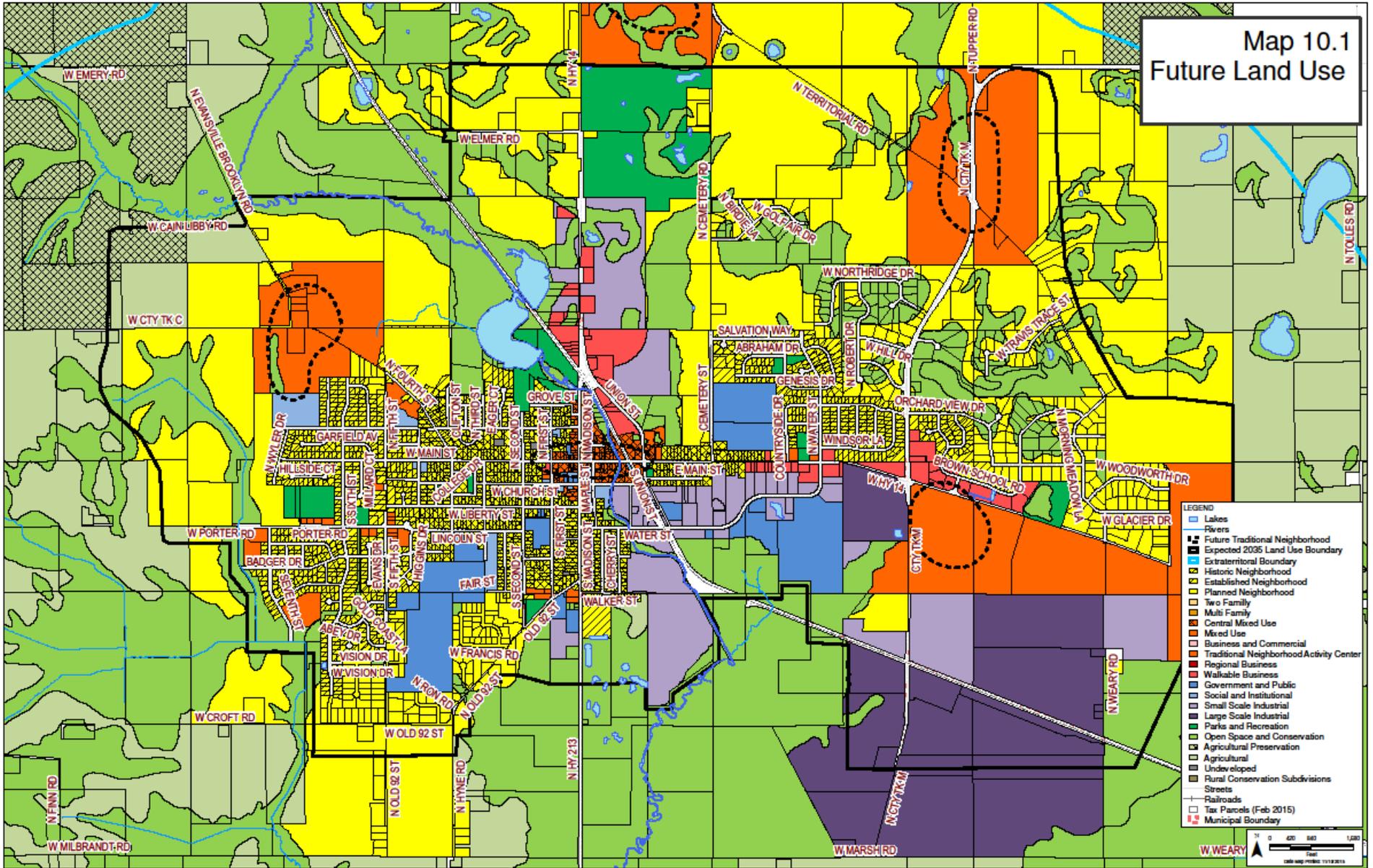
Future Land Use Projections

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

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:

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

Land Use Goal #2			
Resolve annexation and boundary disputes in a mutually beneficial manner.			
Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
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
Land Use Goal #3			
Create a destination point for residents and visitors.			
Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
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

Land Use Goal #4			
Amend the Zoning Code to ensure development is consistent with the residents' desires and visions expressed in this plan.			
Supporting Objectives	Champion Partner	Potential Funding Source	Milestone Date
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

11. Intergovernmental Cooperation

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Intergovernmental Cooperation Vision

By 2035, intergovernmental cooperation efforts have enabled Evansville to establish partnerships with neighboring communities, state agencies, Rock County, and the Evansville Community School District to provide coordinated, cost-effective services. Annexations are considered based on service demands in a fashion to sustain the growth needs of the City, preserve farmland and protect the rural character of surrounding communities.

Policies

The goals, objectives and policies provided generally seek to enhance the lines of communication between area governments. This approach will help to create an environment where cooperation is possible and conflicts are minimized. Goals and supporting objectives are provided at the end of this chapter. Below are the City's policies:

- **Cooperate with all neighboring municipalities, the county, state agencies, and school district for mutual benefit.**
- **Coordinate with communities in Rock County to enhance the region.**

Introduction

Intergovernmental cooperation involves working with neighboring communities and agencies to understand how their future planning activities will impact the City of Evansville. At a minimum, this involves sharing information about Evansville's plan with neighboring communities and agencies and vice versa. However, Evansville believes intergovernmental cooperation should not end with the sharing of plans. Instead, this process should be the beginning for joint planning and decision-making, conflict resolution, and other strategies to promote regional coordination.

The Comprehensive Planning Law requires that the City of Evansville coordinate with:

- Town of Union
- Rock County
- Evansville Community School District
- Wisconsin Department of Transportation
- Wisconsin Department of Natural Resources

Evansville identified the following additional governments, agencies, commissions and boards as those with whom the City should coordinate:

- Evansville School Board
- Town of Magnolia
- Town of Center
- Town of Porter
- Arrowhead Library System
- Town of Brooklyn
- Public Service Commission of Wisconsin
- Wisconsin Historical Society
- Wisconsin Department of Tourism
- National Park Service
- Rock County Supervisors
- Rock County Planning and Development Committee

Intergovernmental Activities and Partners

Many intergovernmental programs already in effect impact the City of Evansville. This section highlights programs that are currently in place.

Adjacent Governmental Units

- Towns of Union, Magnolia, Center, Porter (Rock County)
- Town of Brooklyn (Green County)

The Town of Union surrounds the City of Evansville. As such, the City has the most direct interaction with the Town of Union. Evansville and Union coordinate with one another to provide fire protection service and emergency medical service through the Evansville Community Fire District and the EMS service area. The Town and City have also reached an agreement for the City's Police Department to patrol around the new Evansville High School. The school is located in the City, but one of the driveways into the school enters from the Town of Union on a township road. Through the agreement, the City Police can also patrol this area in the Town.

The City of Evansville's 1.5 mile extraterritorial jurisdiction extends into the Towns of Union, Magnolia, Center, and Porter. In the past, the City had extra-territorial zoning that extended into the Town of Union. An opportunity exists to re-establish extra-territorial zoning to require growth in the extraterritorial jurisdiction of the City that will utilize municipal services rather than low density rural development that will consume more farmland and impact surrounding rural character. From time to time property owners in the Town of Union request annexation into the City of Evansville to accommodate development requests that require municipal water and sewer. This sometimes strains the relationship between Evansville and Union.

Portions of the Town of Magnolia, Town of Porter, and Town of Brooklyn, as well as the Town of Union, participate in the Fire District and EMS service area. (A more detailed description of this service, including equipment, response times and similar information is provided in the Utilities and Community Facilities Element). These multi-jurisdictional efforts provide excellent service for the area. However, there are issues to be resolved with respect to making

representation on the Fire District Board proportional to the funding provided by each jurisdiction and the insufficient contribution from the Fire District to the City of Evansville fire protection infrastructure.

Communities around Evansville share a common rural character, with a strong farming tradition. Residents of nearby communities enjoy access to Evansville's parks, library, and businesses and attend Evansville Community Schools. As a result, Evansville is an important destination point for residents of surrounding rural communities. Some of these resources are funded disproportionately by property tax levies on City residents, meaning some services used by township residents are subsidized by City residents. The City should distribute funding of these services more fairly to reduce the impact on City residents.

At this time, surrounding communities manage their own public service programs (e.g., road maintenance and construction, garbage collection, snowplowing). However, as mutually beneficial opportunities for shared service contracts arise in the future, the City of Evansville is open to considering these options.

School District

The City's relationship with the Evansville Community School District can be characterized as cooperative. The City appreciates the quality service provided by the school district and the fact that the schools are a major draw to the area for new residents. Regular and open communication is critical to ensure that this cooperative relationship will continue and be strengthened as growth continues.

Through intergovernmental efforts, it is believed that operating efficiencies of both the City and the school district can be improved and additional services can be made available to area residents. Discussions have occurred between the City and School District to share new recreational facilities and to coordinate in the siting and planning for facility expansions.

Evansville Housing Authority

The Evansville Housing Authority owns and operates the South Meadows Apartments, offers rental assistance through the US Department of Housing and Urban Development's Section 8 program, and administers the city's Community Development Block Grant funds. City collaboration with the Housing Authority is important to ensure Evansville has an adequate supply of affordable housing.

Rock County

The City of Evansville is located in Rock County. Rock County provides many programs, services, and facilities (e.g., parks) that are available to Evansville residents. Rock County programs that most directly impact Evansville include:

- County highway maintenance and improvement programs
- Sheriff's office cooperation with local police departments
- Library funding support (to help cover the costs of county residents who use the library)
- Rock County transportation services
- Social services
- Blackhawk Technical College

Unfortunately, most County services and programs are concentrated in Janesville and Beloit. Access to these services is challenging to Evansville residents in need, particularly those residents that cannot drive. Evansville encourages the County to consider opportunities to open satellite offices provide additional outreach programs, and improve transportation access.

In those areas where Rock County has jurisdiction, the County attempts to get input from the City before making decisions affecting the City. Likewise, the City has attempted to maintain communication with Rock County by providing recommendations. During the planning process, additional communication with the County was identified as a priority, particularly with respect to County road improvement projects. Future communication will also be especially important as it relates to:

- Water quality
- Stormwater management
- Agricultural and natural resources
- Coordination with the Rock County plans, including their:
 - Comprehensive Plan
 - Farmland Preservation Plan
 - Parks, Outdoor Recreation & Open Space Plan
 - Purchase of Agricultural Conservation Easements (PACE) Program Manual
- Economic development
- Public safety
- Social services
- Workforce development and job training

State and Federal Agencies

- Wisconsin Department of Natural Resources (WDNR)
- Wisconsin Department of Transportation (WisDOT)
- Wisconsin Historical Society
- United States Postal Service
- National Park Service

WDNR and WisDOT are the primary state agencies with whom Evansville must coordinate to achieve the goals and objectives of this plan. Given the size of the historic districts in the City, as well as funding opportunities that are available, the Wisconsin State Historical Society is also an important partner in planning. More information about the programs and services available through the Wisconsin State Historical Society is included in the Agricultural, Natural and Cultural Resources Chapter.

WDNR takes a lead role in wildlife protection and the sustainable management of woodlands, stormwater regulations, wetlands and other natural wildlife habitat areas. Management of the hunting lands located immediately south of the City is also an important area for cooperation between the City and the WDNR. The WDNR also works with SOLE to manage the fish stock in Lake Leota.

WisDOT is a key player in the planning and development of highways and pedestrian/cycling facilities in the City and region. Evansville has a very good relationship with WisDOT. Evansville and WisDOT have been in communication regarding transportation planning in the area. WisDOT held some of their public meetings for the US Highway 14 Corridor Management Plan in Evansville. During Evansville's comprehensive planning process, WisDOT emphasized that it seeks guidance from local plans when planning for future road projects. This emphasizes the importance of Evansville's long range planning, even for projects the City does not directly control, such as US Highway 14.

Open communication and participation in land use and transportation decisions that impact the City will remain important priorities for intergovernmental cooperation.

Intergovernmental Comprehensive Planning Process

To facilitate a planning environment open to intergovernmental cooperation, Evansville sent adjacent municipalities, the WDNR, WDOT, the Evansville Community School District, and Rock County an invitation to participate in an intergovernmental meeting held in October of 2003. The purpose of this meeting was to:

- Provide notification of the City's planning effort at an early point in the program so intergovernmental cooperation opportunities could be an integral part of the plan;
- Learn about existing plans and initiatives developed by these agencies and communities that may impact Evansville; and
- Discuss intergovernmental successes, challenges and opportunities.

A draft of this chapter was forwarded to all invited participants for their review and comment prior to adoption.

Throughout the update planning process, City of Evansville planning staff consulted adopted plans of surrounding towns, Rock County, and the Wisconsin Department of Transportation. On an element-by-element basis, the City also contacted Rock County officials, local school district representatives, neighboring communities, and state agencies to complete inventories of available services, facilities and programs. For example, during the development of the *Transportation Element*, WisDOT was contacted to obtain information available related to transportation facilities and programs in the City of Evansville. Likewise, WisDOT will be provided a copy of the *Transportation Element* to review upon completion. Similarly, the school district, the police department, EMS, and fire district were important resources during development of the *Utilities and Community Facilities Element*.

Throughout the plan development process, the City also coordinated with Rock County to obtain plan-mapping resources.

Existing and Proposed Plans

Adjacent/Nearby Governmental Units

The Town of Union adopted their Comprehensive Plan in 2006.

The Towns of Center and Porter coordinated with the Towns of Avon, Newark, Plymouth and Spring Valley and the Village of Footville to adopt a multi-jurisdictional plan in 2005.

The Town of Magnolia adopted a Land Use, Transportation, and Farmland Preservation Plan in 2007.

To ensure compatibility with the goals and objectives of this plan, Evansville will continue to participate in the planning efforts of its neighboring communities as opportunities arise.

Evansville Community School District

The Evansville Community School District has built facilities to accommodate a significant number of new students coming to the district. Whereas other districts build facilities to accommodate existing student populations, or perhaps projections spanning five to ten years in the future, the Evansville Community School District has built facilities to accommodate anticipated growth over the next several years.

The District is studying options for addressing significant deficiencies in JC McKenna Middle School. It is possible that the District will build a new school. Since the district boundaries extend well beyond Evansville, it is possible that the school may be constructed beyond the city limits. Efforts will be made to closely coordinate with the school district to consider future school locations. Additional information about school district facilities is provided in the *Utilities and Community Facilities Chapter*.

Rock County

Rock County completed and adopted their comprehensive plan in 2009.

There are many other plan documents that the County has prepared that were reviewed in order to develop this plan. These documents include: **Rock County Park, Outdoor Recreation and Open Space Plan, Rock County Land and Water Conservation Plan, Rock County Purchase of Agricultural Conservation Easements (PACE) Program Manual, Rock County Agricultural Preservation Plan, and others**. Information from these documents is profiled in the corresponding element chapter of this plan. For example, pertinent recommendations from the *Rock County Park, Outdoor Recreation and Open Space Plan* are highlighted in the *Utilities and Community Facilities Chapter* and *Transportation Chapter* (related to trails).

State Agencies

The WDNR maintains property management plans, including a plan for the land owned on the south side of the City. This document was used as a reference when developing the Agricultural, Natural and Cultural Resources Chapter, as well as, the Land Use Chapter of this plan.

WisDOT has completed a series of statewide planning documents for use in the development of local comprehensive plans. These documents include plans for the state highway corridors, bicycle corridors, rail corridors, and air transportation. These plans were used as an important reference when preparing the Transportation Chapter of this plan. Furthermore, WisDOT's *USH 14 Corridor Management Plan* identifies potential projects in the Evansville area over the next 20 years.

Intergovernmental Cooperation Goals and Objectives

These Intergovernmental Cooperation 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 Intergovernmental Cooperation Chapter:

Intergovernmental Cooperation Goal #1			
Maintain and improve communication with neighboring communities, the Evansville Community School District, the WDNR, WisDOT, Rock County and other intergovernmental partners.			
Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Continue to actively participate in the comprehensive planning activities of neighboring communities and Rock County.	Community Development Director	NA	Continuous
2. Participate in the planning activities of the Evansville Community School District, particularly with respect to expansion and building of new facilities, and planning of old facilities.	City Administrator & Community Development Director, Plan Commission	NA	Continuous
Intergovernmental Cooperation Goal #2			
Discuss intergovernmental issues in a mutually beneficial manner.			
Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Re-establish periodic joint plan commission meetings between the Town of Union and the City of Evansville.	City Administrator & Community Development Director, Town of Union	City Budget	2017
2. Work collaboratively with the Town of Union during the City's review of extraterritorial subdivision within the Town of Union.	City Administrator & Community Development Director, Plan Commission	City Budget	Continuous
3. Re-establish the EU Implementation Committee to address common interests, including but not limited to rail service, park and ride locations, and transportation.	Community Development Director, Plan Commission, Mayor		2016

Intergovernmental Cooperation Goal #3

Fairly distribute the costs and decision-making responsibilities associated with the Fire District.

Supporting Objectives	Champion/ Partner	Potential Funding Source	Milestone Date
1. Coordinate with the Fire District to review past call record and annual costs to assess the actual share of costs and services each community pays and receives.	City Administrator	NA	2016
2. Revise the payment structure to fairly distribute costs among communities.	City Administrator, Common Council	NA	2016
3. Revise the voting structure of the Fire District to allow participating communities to vote in proportion to their financial contribution to the district. For example, because Evansville pays slightly more than 50% of all district costs, it should have slightly more than a 50% share of the decision-making responsibilities.	City Administrator, Common Council	NA	2016

Intergovernmental Cooperation Goal #4

Coordinate and share community facilities and services with neighboring communities, the Evansville Community School District and Rock County.

Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Investigate opportunities to consolidate and share services with neighboring communities and the school district to reduce costs.	City Administrator, Municipal Services Committee, & E-U Implementation Advisory Committee	City Budget	Continuous
2. Pursue opportunities for the Eager Free Public Library and the Evansville Community School District's libraries to collaborate in ways that will allow them to provide additional services and reduce costs.	Eager Free Public Library & School District	Library & School District Budgets	Continuous
3. Provide additional transportation choices for the elderly and residents without vehicles to provide access to employment and services in Madison and Janesville.	Rock County, Plan Commission	WisDOT & Private Providers	Continuous
4. Investigate opportunities to partner with Rock County, Evansville Community School District, and Blackhawk Technical College to expand social services and job training programs.	AWARE, Economic Development Committee	City Budget	Continuous

12. Implementation

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Introduction

The Implementation Element prescribes those actions necessary to realize the visions presented in this plan.

Supporting policy statements and all goals and objectives of the plan are provided in each associated element chapter. There are often strong connections between the individual plan elements.

Measuring Progress

To track planning progress and help to ensure that the plan is implemented, milestone dates (see definition in box) are provided for each objective. Special attention has been given to the milestone dates to ensure that individual objectives act in harmony with other stated goals and objectives. City staff and the Plan Commission have reviewed the milestone dates to ensure that they are feasible expectations for the City.

To ensure that the plan elements are understood in their totality over the life of the plan, the Evansville Plan Commission, Economic Development Committee, and Municipal Services Committee will annually review the goals and objectives. Part of this effort will also include addressing conflicts which may arise between the nine elements.

Responsibilities

Implementation of the Evansville Smart Growth Comprehensive Plan will be the primary responsibility of the Plan Commission. The Plan Commission will make decisions and recommendations pertaining to development issues, in accordance with this Comprehensive Plan. At least one champion/partner is provided for each objective. This person/agency will work in conjunction, or under the direction of the Plan Commission.

Milestone Date

A specific date, after the adoption of the Comprehensive Plan, when the City will review the plan implementation action to see if the objective has been met and consider additional implementation strategies to achieve the stated goal. It would be preferable to complete each implementation action sooner than the milestone date assigned to it.

Updating the Comprehensive Plan

As stipulated in 1999 Wisconsin Act 9, a comprehensive plan must be updated at least once every 10 years. However, in order to ensure that the City's plan is an effective management tool, the Plan Commission will review the plan goals and objectives annually to track those activities that have been completed, modify remaining goals & objectives, and add additional objectives as needed.

The Plan Commission initiated its first complete update of this plan in 2014. Information from the 2010 census was used to update several tables. This update included a comprehensive review of the inventory information presented in each chapter. Furthermore, the City coordinated with all partners identified in the Intergovernmental Element Chapter to understand any external changes that may impact the plan. Finally, the Plan Commission completed a comprehensive review of all visions outlined in this plan to evaluate progress and consider additional opportunities. Another update should be initiated by 2024 with info from the 2020 census incorporated into the plan.

Implementation Policy

It is the policy of Evansville to use its Comprehensive Plan as a central tool in local decision-making.

Implementation Programs

The Comprehensive Planning Law requires community plans include a compilation of goals, objectives, policies and programs. Included among the objectives are several program initiatives. These programs include: wellhead protection, Main Street façade improvement, and property maintenance. These are in addition to the City's current capital improvements program efforts. These programs complement the visions presented in this plan and impact each of the nine required plan elements.

Another important tool for the implementation of this plan is annexation. The greatest potential for annexation exists along the western and northern boundaries of Evansville. It is anticipated that over the life of this plan, residents in these areas will seek annexation to the City to support development opportunities. When the City annexes property, several issues often arise:

1. Town land divisions, adjacent to the City, approved through certified survey maps (CSM), divide up acreage making it more difficult to layout efficient urban density developments around rural development.
2. Bringing public water and sewer through or around existing CSM developments to nearby vacant land is costly and disruptive.
3. Those annexed sometimes complain about surrounding development at higher density, the high and unexpected costs for them to connect to public water and sewer lines, etc.

Extraterritorial zoning and plat review are the primary tools recommended to address issues surrounding growth of the City into surrounding areas.