

# **CITY OF EVANSVILLE COMPREHENSIVE PLAN AMENDMENT**

**RECOMMENDED BY THE PLAN COMMISSION MAY 2, 2011**

**ADOPTED BY THE COMMON COUNCIL JUNE 14, 2011**

**PREPARED BY**

**STOCKHAM CONSULTING  
MADISON, WISCONSIN**

## BACKGROUND

The City has initiated the following proposed amendment of the *City of Evansville Comprehensive Plan* originally adopted in June 2005. The amendment is part of the recommended periodic review and update, which is scheduled to occur every five years.

## PROJECTED POPULATION GROWTH AND LAND DEMAND

Since the adoption of the original *Comprehensive Plan* in 2005, the Wisconsin Department of Administration (WDOA), Demographic Service Bureau, has revised upwards the population and household growth projections for the City of Evansville and the surrounding area that is within the City of Evansville's Urban Service Area (USA), which is equivalent to the City's 20-year growth boundary

Based on current WDOA projections, the City of Evansville and the surrounding area within the City's USA is projected to grow to approximately 8,199 persons over the next 20-years. This amount of growth translates to approximately 1,022 new dwelling units, which will require approximately 511 acres of land planned for future residential expansion. Additional land needs to be set aside for non-residential growth and to account for the fact that not all potentially developable land in the City's USA will be offered in the market at the time that there is demand for new land supply. In general, planners set aside 2 to 3 times the projected residential land demand to account for uncertainty in the market place and non-residential land demand. Table 1 depicts the population, dwelling unit, and residential land demand projections for the 20-year planning period extending from 2010 to 2030.

**Table 1 Population, Dwelling Unit and Residential Land Projections (Year 2000 to 2030)**

	2000 (Census)	2005 (Est)	2010 (Est)	2015 (Proj)	2020 (Proj)	2025 (Proj)	2030 (Proj)	Change 2010-2030	Percent Change
<b>Population</b>									
C. Evansville	4,039	4,719	4,982	5,763	6,295	6,804	7,281	2,299	46.1%
T. Union (Portion of USA)	671	716	768	818	867	913	918	150	19.5%
Total Evansville USA	4,710	5,435	5,750	6,581	7,162	7,717	8,199	2,449	42.6%
<b>Dwelling Units</b>									
C Evansville	1,563	1,866	2,097	2,342	2,584	2,815	3,035	938	44.7%
T. Union (Portion in USA)	246	267	291	313	335	356	375	84	28.9%
Total Evansville USA	1,809	2,133	2,388	2,655	2,919	3,171	3,410	1,022	42.8%
<b>Residential Land Demand (Acres)</b>									
	904	1067	1194	1328	1460	1585	1705	511	

## **GROWTH AREAS**

The City of Evansville is relatively limited in the directions in which growth can occur. Potential growth to the west and northwest are limited by the presence of wetlands and hydric soils along Allen Creek and its western tributary. In addition, Rock County has recently designated much of the farmland northwest of the City as a high priority area for the acquisition of development rights for the purpose of farmland preservation.

Growth of the City to the south is limited by large tracts of wetlands and over 500 acres that have been acquired by Wisconsin Department of Natural Resources as permanent conservancy area.

Northward expansion is generally defined by a prominent ridge north of the City and the Evansville Golf Course, which is located east of U.S. Highway 14. The highlands northeast of the city limits are a suitable area for residential expansion. Portions of this area have already been platted with unsewered subdivisions and/or developed with larger "estate homes." However, as new development occurs, new subdivisions in this area should be brought into the City. Newly developing areas adjacent to Cemetery Road, N. Territorial Road, and County Highway M in the Northeast Infill Area should be platted as City subdivisions and served by public utilities.

Map 1 on page 4 depicts the primary areas for City growth and expansion.

The areas most suitable for near-term residential expansion are the West and Northwest Expansion Areas. The West Expansion Area provides approximately 200 acres that are potentially suitable for future residential development. The Northwest Expansion Area provides approximately 320 acres of potentially suitable for future residential development. Portions of West and Northwest Expansion Areas area can be developed without major infrastructure improvements; however, full development of these areas will require a new sanitary sewer lift station and/or directional bore and a new westside water tower and booster pump.

The Northern Gateway Area includes approximately 150 acres of potentially developable land including frontage along U.S. Highway 14 that is suitable for future commercial development. The Northeast Infill Area includes approximately 400 acres of potentially developable land. Development of these areas will require major infrastructure system improvements, including new sanitary sewer lift stations and/or directional bores and a new eastside water tower.

There are approximately 170 acres in the Southwest infill Area City that could potentially be developed for residential use, if a sanitary sewer lift station is constructed to serve the residents in the area who have failing septic systems.

The Economic Development Zone located south of U.S. Highway 14 and east of County Highway M includes large tracts of land suitable for future business and industrial development. This area is adjacent to a rail line and has excellent highway access. There is already a substantial amount of agri-business in this quadrant. There are approximately 400 acres of vacant potentially developable land available for future commercial and business or industrial park development in the Economic Development Zone. Land in this area should be reserved for economic development purposes.

## PHASING

The projected general sequence or phasing of new development is as follows:

**Table 2 Community Expansion Area Phasing**

West Expansion Area	200 Developable Acres	Phase 1
Economic Development Zone (Southeast Quadrant)	400 Developable Areas	Phase 1
Northwest Expansion Area	320 Developable Acres	Phase 2
Northern Gateway Expansion	150 Developable Acres	Phase 2
Northeast Infill Area	400 Developable Acres	Phase 3
Southwest Infill Area	170 Developable Acres	Phase 4

It should be noted that the actual phasing or sequencing of development will depend on market factors, availability of infrastructure, and the timing of development proposals. The phasing referenced above is based on current forecasts, but the phasing sequence could be adjusted based on any of the above factors.

Map 1 on the following page depicts the Growth Phasing Plan and the major expansion areas.

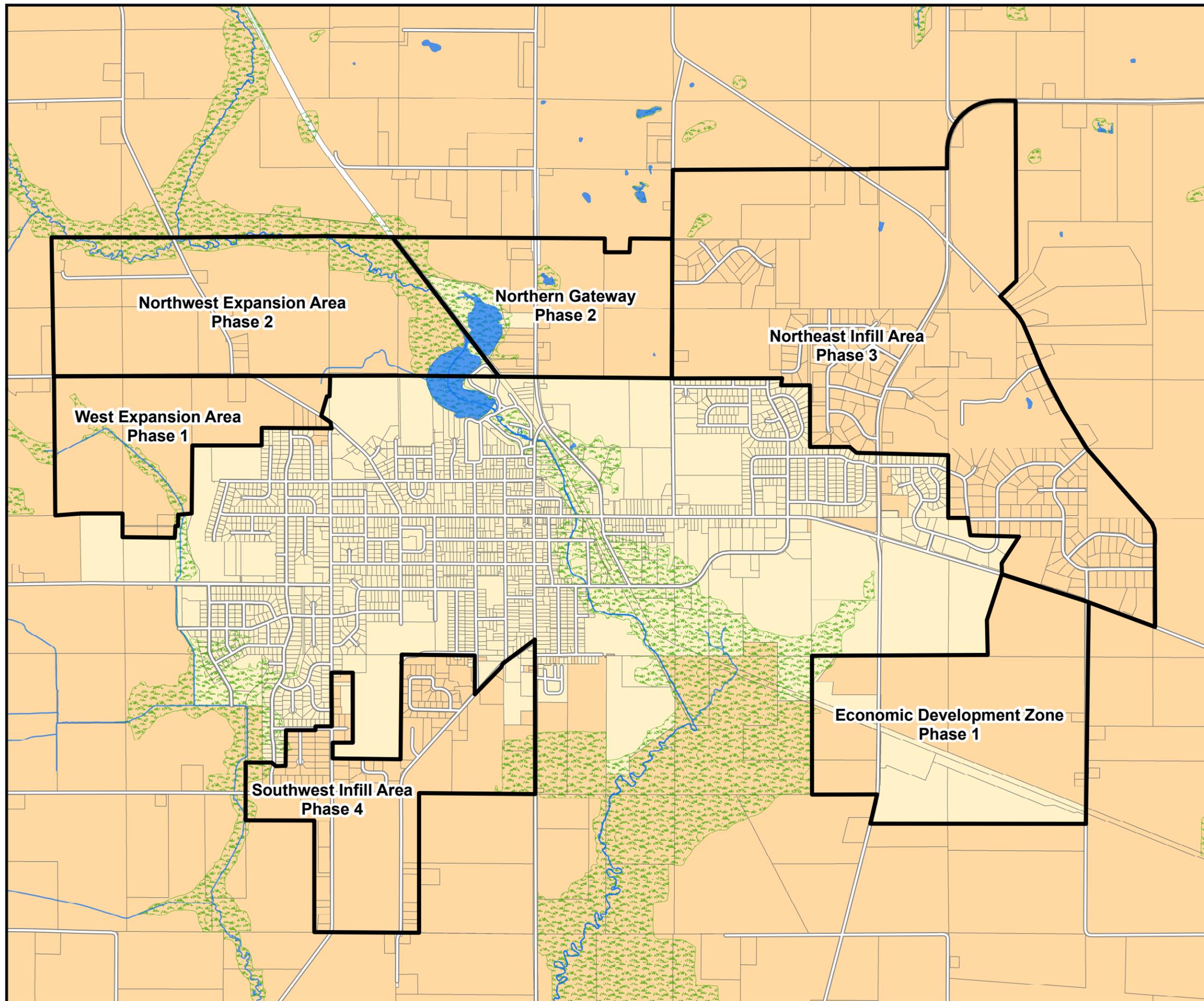
## STATEMENT ON ANNEXATION

The City acknowledges that there are a number of rural subdivisions located with the City's Long-Term Growth Area. It is not the City's intent nor is it within the City's statutory powers to force landowners in these subdivisions to annex to the City without the consent of the majority of landowners residing in the area proposed for annexation, as provided for in Wisconsin's Annexation Law (Wisc. Stats. 66.0217 through 66.0223).

However, nothing in this statement shall prohibit the City of Evansville and the Town of Union from entering into a Cooperative Boundary Agreement, as provided for in Wisconsin Statutes s. 66.0307. This type of agreement requires the approval of both the City and the Town.

# City of Evansville Growth Phasing Plan

January 25, 2011



-  Peripheral Growth Areas
-  Environmental Corridor
-  City of Evansville

DEVELOPABLE AREA	
Economic Development Zone	400 Acres
Northeast Infill Area	400 Acres
Northern Gateway	150 Acres
Northwest Expansion Area	320 Acres
West Expansion Area	200 Acres
Southwest Infill Area	170 Acres



## **ELEMENT 5 TRANSPORTATION**

The proposed amendment of Element 5 consists of the replacing the Transportation Plan Map on page 58 of the original *Comprehensive Plan* with the revised Future Transportation Plan Map on page 7 and the following text additions

### **ARTERIAL AND COLLECTOR ROADS**

Streets and highways are classified according to primary function, either to move vehicles or to serve adjacent land. Arterials accommodate the movement of through-traffic, as well as provide access to local businesses along arterial corridors. Local roads are designed primarily 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.

In general, development adjacent to arterial and collector roads should be planned and designed to minimize driveway curb cuts and points of traffic “friction.” Signalization and signage should be placed to favor the efficient movement of through-traffic on collector and arterial roads. In newly developing areas, subdivisions should be planned and designed to maintain efficient and continuous collector streets connecting the residential neighborhoods to arterials and major destinations, such as schools and shopping districts.

The following are designated functional classifications for major streets and highways in and adjacent to the City.

#### ***Arterial Roadways***

U.S 14 Highway / N. Union Street / E. Main Street (East of Union Street)  
State Highways 59 / 213 / Madison Street

#### ***Collector Roadways***

Main Street (West of Union Street)  
Garfield Street  
Liberty Street (Madison Street to 5<sup>th</sup> Street)  
1<sup>st</sup> Street (Old Highway 92 to Garfield Street)  
4<sup>th</sup> Street (Main Street to Highway C)  
5<sup>th</sup> Street (Croft Road to Highway C)  
6th Street (Croft Road to Highway C)  
Porter Road  
Evansville-Brooklyn Road  
County Highway C  
Water Street  
Cemetery Road  
N. Territorial Road  
County Highway M  
North Ridge Drive

Croft Road  
Old Highway 92  
Weary Road

## **BYPASS ROUTES**

The City and WisDOT have been continuing to examine alternative Highway 14 bypass corridors that would route through-traffic around the central part of the City. A range of potential routes are delineated in the original *Comprehensive Plan* adopted in 2005.

Given recent shifts in transportation facility spending, it is unlikely that a totally new bypass corridor will be acquired and a new roadway constructed within the 20-year planning period. A more probable outcome will be the continued use of the existing roads as “de facto” bypass routes providing the quickest and most efficient routing around the City.

On the east side of the City, N. Territorial Road currently functions as a “bypass route” for through-traffic between Janesville and Dane County. Much of the existing through-traffic utilizes N. Territorial Road and W. Bullard Road to connect between U.S. Highway 14 east of the City and U.S. Highway 14 north of the City.

On the west side of the City, Evansville-Brooklyn Road functions as a “bypass route” for northbound drivers. These drivers use W. Butts Corners or W. Union Roads to connect back into U.S. Highway 14.

In order to maintain the efficiency of the N. Territorial Road Bypass Route and the Evansville-Brooklyn Road Bypass Route, the following policies should be implemented:

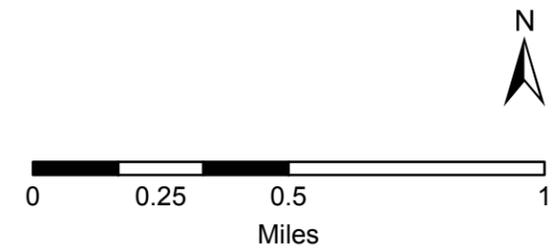
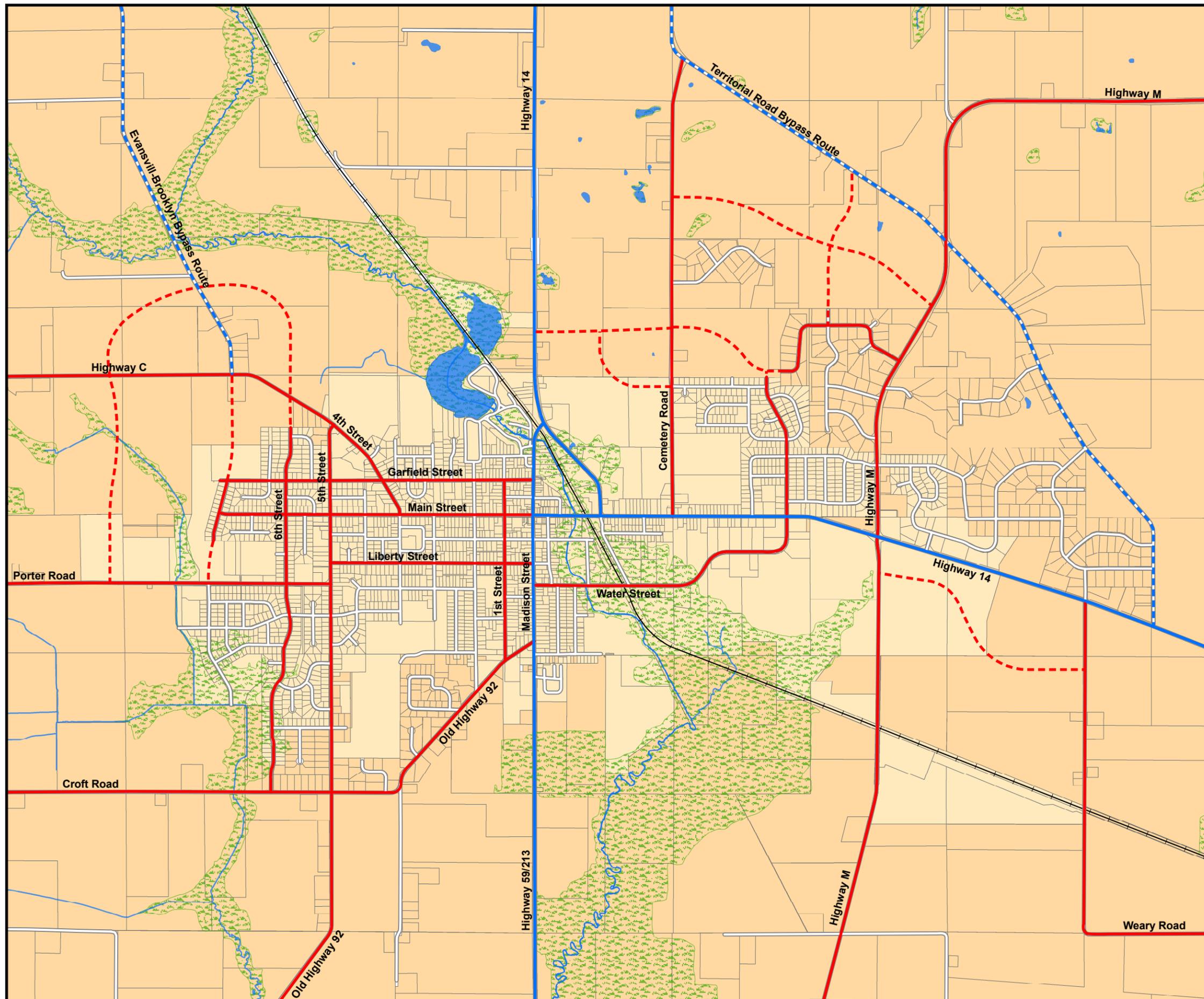
1. Minimize new private driveway openings on designed bypass routes.
2. Orient new developments adjacent to bypass routes so that driveways enter side roads rather than the designated bypass routes.
3. Orient signage at intersections to favor designated bypass routes as the through-roadways.

It is important to the City that U.S. Highway 14 through the City retain its highway designation in order to avoid adversely impacting businesses. If the N. Territorial Road corridor, or any other eastside corridor, is redesignated as U.S. Highway 14 by WisDOT, the existing highway corridor through the City should retain a Business Highway 14 designation.

# City of Evansville Future Transportation Plan

January 25, 2011

- Arterial Highways
- - - Territorial Road Bypass
- Collector Streets
- - - Future Collector Streets



## **ELEMENT 6 UTILITIES**

Since the adoption of the original *Comprehensive Plan* in 2005, the City has expanded its wastewater treatment capabilities and made a series of major infrastructure investments to enable the City to serve a broader area with public utilities.

The City's future long-range service area, as shown on Water Utility Facilities Plan map on page 10 and the Sanitary Sewer Facilities Plan map on page 11 depict the projected extent of the City's utility systems over the next 20-year planning period.

### **WATER UTILITY PLAN**

The major system improvements in the water utility over the next 20 years include a new west side elevated water tower to serve expanding residential neighborhoods in West and Northwest Expansion Areas. Two alternative potential sites are depicted on the Water Utility Facilities Plan. Further study will be required to further indentify the preferred location for a new westside elevated tower. A booster station will likely be required to provide sufficient water pressure along the ridge that generally follows County Highway C northwest of the City.

A second new elevated water tower will be needed on the eastside to serve the Northern Gateway, Northeast Infill Area, and the Economic Development Zone in the southeast quadrant of the City. The best location for an eastside tower is near the high point along County Highway M northeast of the current city limits.

Additional wells may be needed over the next twenty years.

Due to the anticipated costs for major water utility system improvements, the City and Evansville Utilities should consider either impact fees or forming assessment areas as a means of financing major system improvements in newly developing areas. The cost of extending of water mains and service lines to new subdivisions should continue to be the responsibility of individual developers, as new lands are platted.

### **SANITARY SEWER FACILITIES PLAN**

The major sanitary system improvements required over the next 20-year planning period are the construction of either lift stations or directional bores to serve new development areas. With recent improvements in the wastewater treatment plant, the system has sufficient treatment capacity to serve project population growth over the next 20 year planning period.

A new lift station or directional bore will be required in the vicinity of the intersection of 4<sup>th</sup> Street and County Highway C to serve the West and Northwest Expansion Areas.

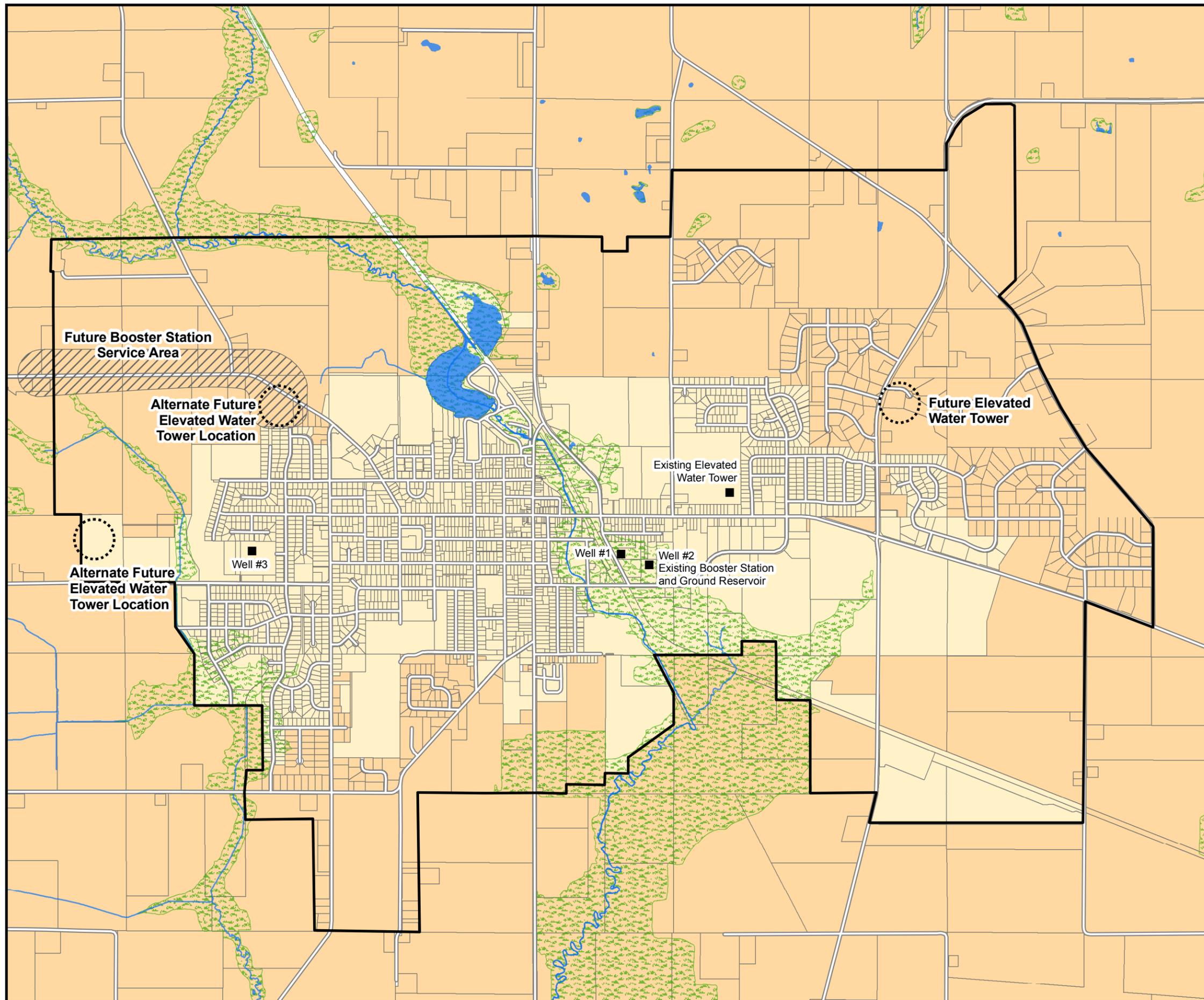
A future lift station will be required southeast of the high school to serve an existing neighborhood in the Town of Union that has experienced septic system failures and new development in the Southwest Infill Area. The timing and financing arrangements for this improvement will likely be determined by the rate of septic system failures in this area.

Another lift station site has been identified along Cemetery Road. This lift station will be necessary to serve the Northern Gateway Expansion Area and future development along the U.S. 14 corridor. This lift station will also likely serve portions of the Northeast Infill Area.

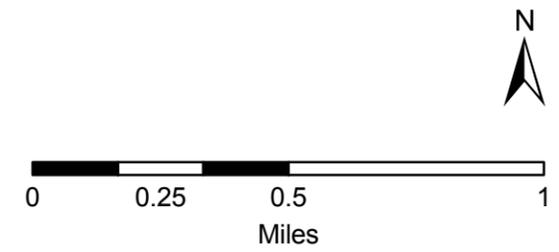
A new lift station or directional bore will be required in far northeast area near the intersection of County Highway M and Territorial Road to serve newly developing neighborhoods in the Northeast Infill Area. An interceptor will be required to connect the far northeast neighborhood sewer lines to the City's central lift station.

Due to the anticipated costs for major sanitary sewer system improvements, the City should consider either impact fees or forming assessment areas as a means of financing major sanitary sewer system improvements in newly developing and infill areas. The cost of extending of sanitary sewer service lines to new subdivisions should continue to be the responsibility of individual developers, as new lands are platted.

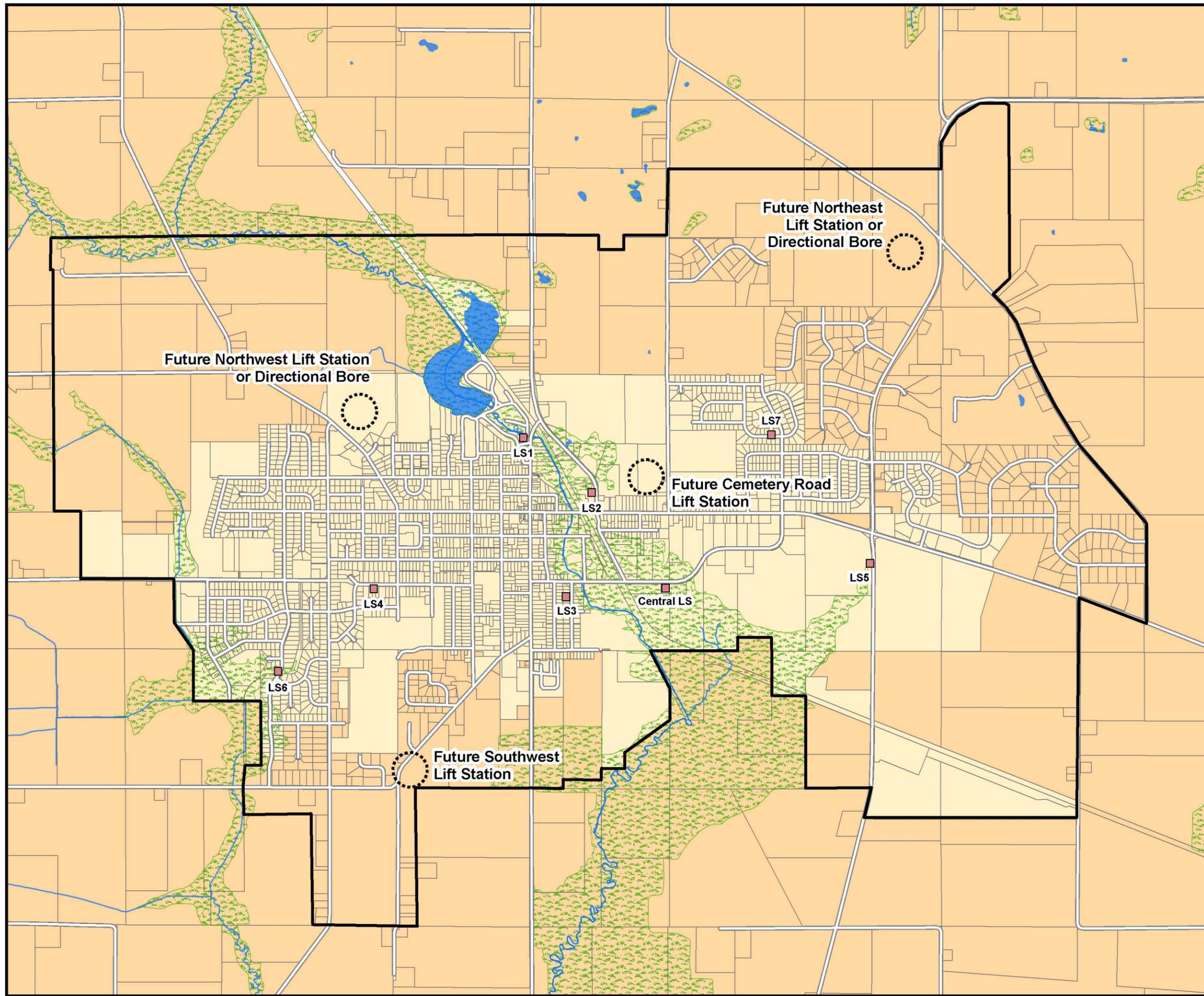
# City of Evansville Water Utility Facilities Plan



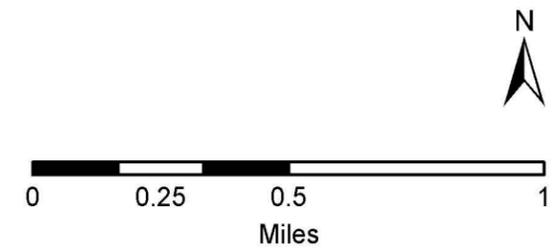
- Long-Range City Growth Boundary
- Existing Facilities
- Booster Station Service Area
- Future Facilities
- Environmental Corridor
- City of Evansville



# City of Evansville Sanitary Sewer Facility Plan



- Long-Range City Growth Boundary
- Lift Stations
- Future Lift Stations or Directional Bore
- Environmental Corridor
- City of Evansville



## **ELEMENT 9 LAND USE**

The proposed amendment to Element 9 consists of the following text and the revised Future Land Use Plan map. The Future Land Use Plan map on page 15 supersedes and replaces the Interim Future Land Use and Future Land Use maps on pages 187 and 188 of the original *Comprehensive Plan adopted in 2005*. The accompanying text in the amendment supersedes and replaces the description of land use categories on pages 183 through 185 of the original Comprehensive Plan.

This amendment also incorporates and reflects previously approved amendments to the *Comprehensive Plan* approved between the adoption of the original *Comprehensive Plan* in June 2005 and the adoption of this amendment.

## **LAND USE CLASSIFICATIONS**

The following is a description of land use classifications depicted in the amended Future Land Map.

**Low to Moderate Density Residential (LMD Residential).** The LMD Residential areas are lands planned for future residential development at residential densities generally reflective of single family development (2 to 6 dwelling units per acres). While the predominant land uses are expected to be single family detached homes, the LMD Residential area may include attached housing units, such as duplexes, four-units, and townhouses within larger developments where the average net density ranges from 2 to 6 dwelling units per acre. LMD Residential areas may also include smaller manufactured home communities (6 or fewer units), neighborhood parks, stormwater management areas, utilities, neighborhood commercial services, public and institutional uses, and other non-residential uses that are part of a master-planned development or are ancillary to the surrounding residential neighborhood.

Subdivisions and developments within LMD Residential areas are encouraged to create “walkable neighborhoods” with sidewalks and/or alternative pedestrian and bicycle trails that are connected to schools, parks, and other community facilities.

**Residential Expansion Areas (RES Expansion).** Residential Expansion Areas are lands outside the current City Limits that are expected to be annexed to the City and served by public utilities as they are subdivided and developed at higher densities. The majority of the properties in the Residential Expansion Area are expected to be reclassified to LMD Residential at the time they are annexed and developed.

Prior to annexation and provision of public sanitary sewers and water supply, lots created by new land divisions outside the City, but within a planned Residential Expansion Area, should be limited to the following:

- 1) Land divisions of agriculturally-zoned property, which create a new lot for an existing residential structure, providing the remaining parcel after the land division is no smaller than 35 acres.
- 2) Land divisions for the purpose of property line adjustments that do not create new buildable lots.
- 3) Land divisions creating no more than 5 lots with a minimum lot size of 10 acres. For all land divisions allowed under this exception, the subdivider must provide a preliminary plat or map for future replatting at higher density and connection to City public sanitary sewer and public water supply at the time that such public utilities are extended to the property. Such preliminary plat or map must be approved by the City Engineer. No more than one land division created under this option may be created in a 20 year period from an original parcel or from contiguous parcels owned by the same land owner.
- 4) Cluster land divisions creating no more than 7 lots averaging less than two acres per lot where the lots are contiguous and at least 10 acres per lot of undivided and undeveloped land is reserved for future development on City public sanitary sewer and public water supply. For all land divisions allowed under this exception, the subdivider must provide a preliminary plat or map for future replatting at higher density and connection to public sanitary sewer and public water supply at the time that such public utilities are extended to the property. Such preliminary plat or map must be approved by the City Engineer. No more than one land division created under this option may be created in a 20 year period from an original parcel or from contiguous parcels owned by the same land owner.

**High Density Residential (HD Residential).** High Density Residential areas are parcels currently developed at residential densities over 6 dwelling units per acre and parcels planned for future residential development at higher densities. Housing in areas classified HD Residential may include mixed-housing types including one and two family residences, townhouses, apartments, and senior-oriented developments.

**Manufactured Home Parks (MHP).** Manufactured home parks include areas specifically designed and licensed for mobile homes, manufactured homes, and modular homes in communities with over 6 units.

**Commercial (COM).** Commercial areas include areas either currently developed with commercial uses or planned for future commercial development. Commercial areas includes lands zoned B-1, B-2, B-3, B-4 or B-5. Permitted land uses in Commercial areas include retail sales, services, and offices. Generally, land designated as Commercial is intended for sales and services conducted within buildings, unless outside sales, display, and/or storage are specifically approved with a Conditional Use Permit (CUP).

**Industrial (IND).** Industrial areas include areas either currently developed with industrial uses or planned for future industrial development. The Industrial area includes lands zoned I-1, I-2, and I-3. Industrial development may include manufacturing, warehousing, wholesaling, contractors' yards, and retail and service businesses that are ancillary to adjacent industrial development with a master-planned business park.

**Economic Development Expansion Area (ED Expansion).** The ED Expansion Area includes land in the southeastern quadrant of the City planned and reserved for future commercial and industrial development. This area is adjacent to the railroad corridor and has excellent highway access. Most of the undeveloped land in the ED Expansion Area is intended to be developed as one or more master-planned business parks that will enable Evansville to be competitive with other communities in southern Wisconsin and northern Illinois in attracting new businesses and providing expansion areas for existing businesses in the community. Commercial areas adjacent to the ED Expansion area that are fronting on U.S. Highway 14 are intended for development with commercial and offices uses ancillary to land uses within the adjacent business park. Residential development in the ED Expansion Area is prohibited in order to preserve this area for business development that will create jobs and provide non-residential tax base in the community.

**Environmental Corridor (EC).** Environmental Corridors are areas within the 100-year floodplain, as delineated by FEMA, or within a wetland, as delineated by WDNR. With the exception of lands already platted and/or developed, the EC is intended to remain permanent open space. Where feasible, parks and trails should be located adjacent or close to EC's to provide access to these areas for open space and recreational uses.

**Public and Institutional (I).** Public and institutional areas are parcels either currently used or planned for public buildings, schools, churches, cemeteries or similar public and private community facilities.

**Parks and Open Spaces.** Parks and Open Spaces include public and privately-owned lands that are preserved and protected for recreational use or permanent open space. Parks and Open Spaces include City-owned parks, regional stormwater management areas, association-owned open spaces, conservancy lands, golf courses, and other similar open spaces.

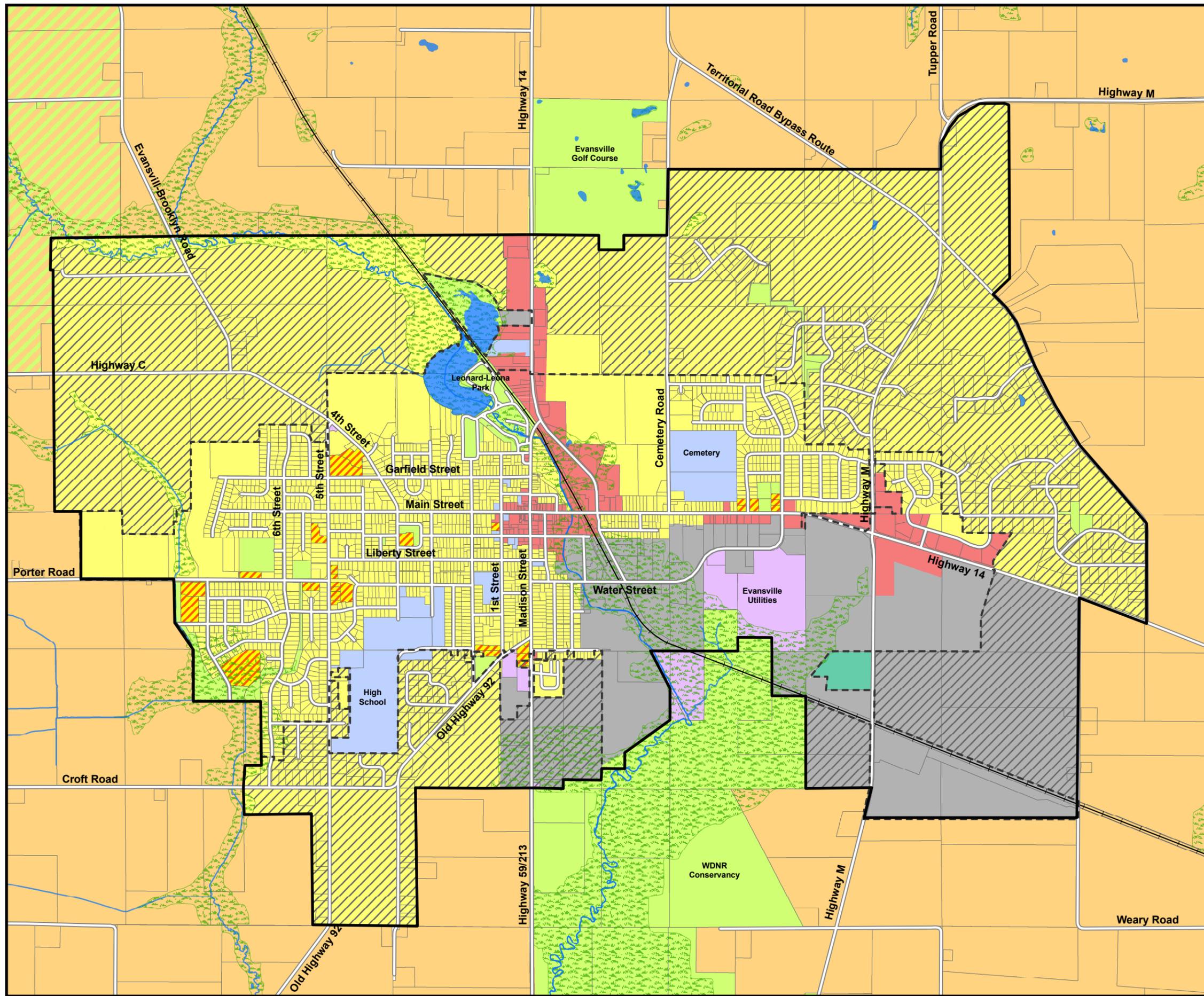
**Utilities and Transportation (U).** Utilities and Transportation areas include public and private land reserved for use by public or private utilities or transportation agencies. Such areas include land used for wastewater collection and treatment, water utility facilities, electric or other power utility facilities, the public works garage, and other similar facilities.

**Rural Preservation RP.** Rural Preservation areas include land outside the current City limits and the Long-Range Growth Boundary that are planned to remain within the unincorporated Towns of Union and Magnolia for the 20-year planning period. Land uses may include agriculture, agricultural-related businesses, rural residences, and other rural uses that are not expected to require public utilities. Land uses in the Rural Preservation area are currently

regulated by the Towns of Union and Magnolia Comprehensive Plans and Rock County Zoning. The City will continue to exercise its one-and-one-half mile extraterritorial land division and official mapping powers to review and approve land divisions within the Rural Preservation area to assure compliance and consistency with City land division policies and future infrastructure plans.

# City of Evansville Future Land Use Plan

January 25, 2011



-  Long-Range City Growth Boundary
-  City Limits
-  Roads
-  Railroad
-  Water Bodies
-  Environmental Corridor
- Land Uses**
-  Low to Moderate Density Residential
-  High Density Residential
-  Manufactured Homes
-  Residential Expansion
-  Commercial
-  Industrial
-  Economic Development Expansion
-  Public and Institutional
-  Parks and Open Space
-  Utilities and Transportation
-  Rural Preservation
-  Rock County PACE Program Target Acquisition Area

