

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 seeks to reflect, to the greatest extent feasible, the desires, expectations and demands of residents and landowners in the City of Evansville.

Land Use Vision

In 2025, 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. stores, schools, parks, downtown). The City has an established industrial development sector that takes advantage of the City's proximity to important rail and highway corridors. Quality industrial and business park space brings new development to the City at a steady pace.

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.
- 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.
- Balancing 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 Evansville planning process was initiated with an extensive vision development 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), transportation (Chapter 5), utilities and community facilities (Chapter 6), natural and cultural resources (Chapter 7) and 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 planning committee provided residents with a variety of opportunities to participate in the planning program. Three activities were particularly instrumental in understanding local development desires and expectations:

1. SWOT, Vision & Value Exercises
2. Community Survey
3. Cognitive Mapping Exercise

SWOT, VISION & VALUE EXERCISES

At the early public planning meetings, residents were asked to participate in a series of exercises designed to solicit ideas about important local values and the City's strengths and weaknesses. Residents were also asked to participate in a visioning exercise to understand their perspective about desired future conditions. These efforts provided a general guide for the planning program. They established a framework for appreciating local resident concerns and expectations of the future. The community strengths, weaknesses, opportunities, threats and values identified by residents are detailed in Chapters 1 and 2. Visions are presented for each element.

COMMUNITY SURVEY RESULTS

Throughout this plan the results of the community survey are highlighted. The complete results are also provided in the appendix. Two questions from the survey are particularly important in this chapter. The first question was:

The current population of the City of Evansville is approximately 4,300. In planning for future population growth, which statement most closely matches your opinion?

- 5% - The City Government should encourage rapid growth in housing & population.
- 49% - The City Government should encourage moderate growth in housing & population.
- 34% - The City Government should limit growth in housing & population.
- 13% - I favor keeping the same housing & population.

To better understand what residents might perceive as “rapid, moderate, or a limit in growth” a second question was included in the survey:

From 1990 to 2000, Evansville’s population increased by 27% (or approximately 1,000 people). Would you like to see the City’s population continue to grow at the same rate, decrease, or remain the same over the next twenty years? (Select One)

- 5% - Increase at a faster rate (2025 population over 7,000)
- 32% - Increase at the same rate (2025 population between 6,000 and 7,000)
- 39% - Increase at a slower rate (2025 population between 5,000 –6,000)
- 23% - Remain approximately the same as it is today (approximately 4,300)

The results of these two questions appear on the surface to be consistent. For example, 5% of the respondents said they think City government should encourage more rapid growth in housing and population, and 5% said they would like the City's population to grow at a faster rate than it currently is growing. In fact, 83% of those who said they wanted to see faster population growth also said they wanted City government to encourage more rapid growth in housing and population.

There was, however, a far weaker one-to-one correspondence in the other responses given to these two questions, although this is not readily apparent on the face of the results. For example, 49% of respondents said City government should encourage moderate growth in housing and population. Only 32% of respondents said they would like the City's population to increase at the same rate as it did during the 1990s. Of the respondents who said they would like the City's population to increase at the same rate, only 49% said City Government should encourage moderate growth in housing and population; 39% of these respondents said City Government should encourage rapid growth. There appears to be a division of opinion among these respondents regarding whether the City's population growth rate during the 1990s was rapid or moderate.

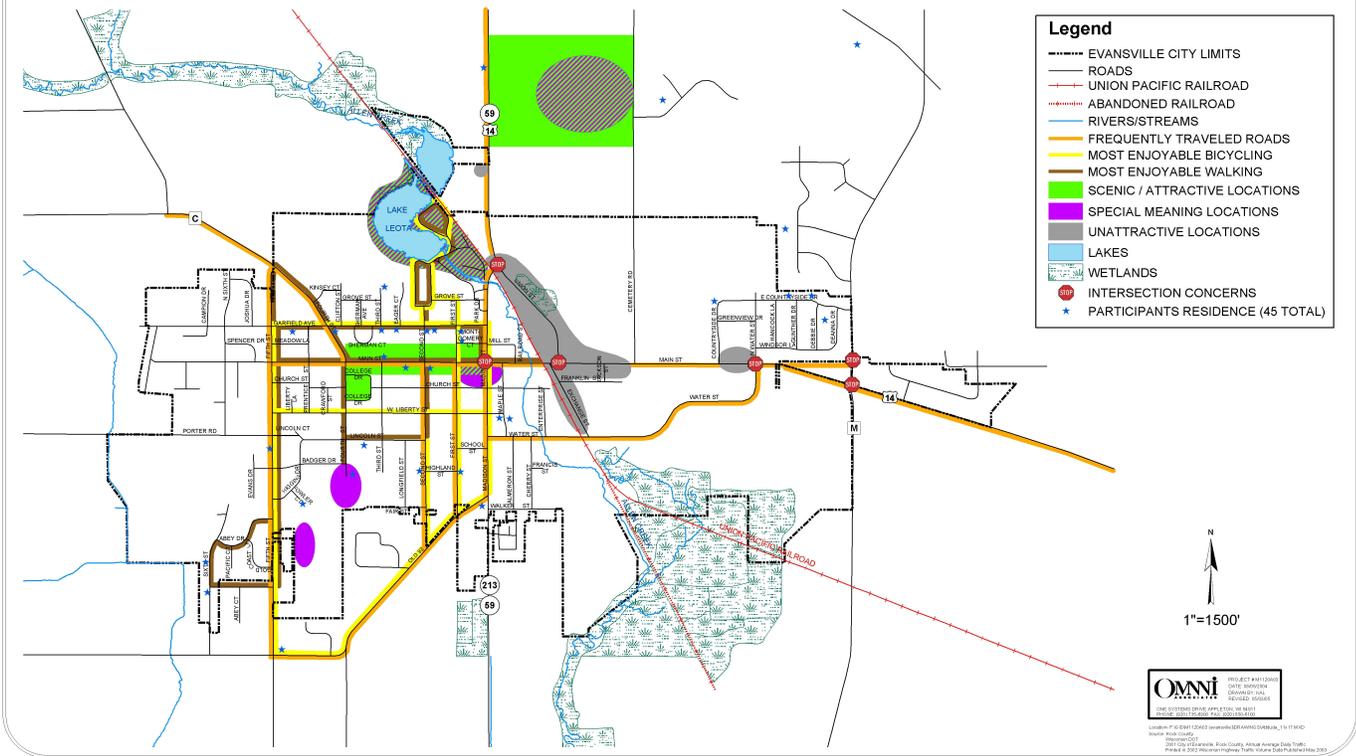
34% of respondents said City government should limit growth in housing and population. 39% of respondents said they would like the City's population to continue to increase, but at a slower rate than it did during the 1990s. Of the respondents who said they would like to see the population grow at a slower rate, only 54% said City government should limit growth in population and housing; 34% of these respondents said City government should encourage moderate growth.

Taken as a whole, these responses appear to indicate a plurality of residents want City government to encourage moderate growth in housing and population, by which they mean growth that is slower than, or at least no faster than, the City's population growth rate during the 1990s. This conclusion also is supported by the fact that many more respondents said they want the City's population to remain approximately the same as it is today (23%) than said they would like to the City's population grow at a more rapid rate than it grew during the 1990s (5%).

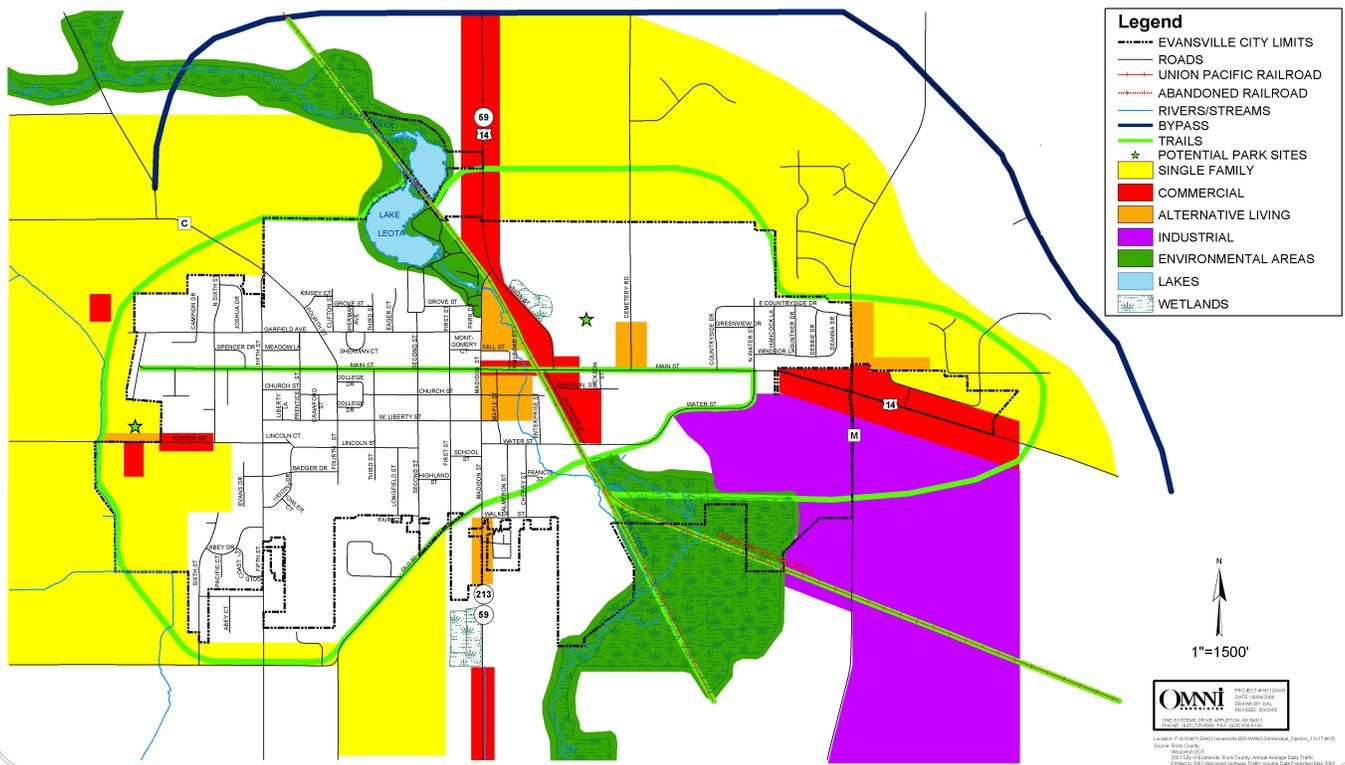
This information was particularly important in estimating the number of future households in the City and also preparing the *Future Land Use Maps*. The plan maps are based on the City’s population projections for a 2025 population of 7,000 residents (Refer to Table 16 in the Housing Element). The City can limit the overall growth rate to accommodate a population closer to 6,000 residents in 2025 by using growth management techniques.

COMPOSITE ATTITUDE MAP

CITY OF EVANSVILLE



COMPOSITE FUTURE LAND USE MAP CITY OF EVANSVILLE



COGNITIVE MAPPING

Cognitive mapping is a planning tool used to determine desired future development. Cognitive mapping is a two-part process. Participants first have the opportunity to create an *Attitude Map* to express their ideas about what areas of the City are attractive and unattractive. These maps also indicate important local travel routes and places that have special meaning. A *Composite Attitude Map* is provided to represent consistent patterns and ideas represented on the maps prepared by individual participants. It is not a direct translation of any single map created during the exercise.

The *Composite Attitude Map* reveals that:

- Residents consider the Main Street Corridor between Madison and Fourth, Lake Leota, and the Golf Course north of the City some of the most attractive features of Evansville.
- Residents are concerned about the appearance of development along USH 14.
- There are a number of popular walking and cycling routes through the western portions of the City.

Next, participants had the opportunity to develop *Individual Future Land Use Maps* based on their ideas, perceptions, experiences and beliefs. After completing their own map each participant worked in groups to discuss their maps and create a group map to represent common ideas. A copy of the *Composite Future Land Use Map* based on the individual maps created, as well as a *Group Majority Opinion Map*, based on the group results is provided in this chapter. The maps reveal a very similar pattern of desired development.



Cognitive Mapping Groups
July 15, 2004

Evansville 2025 – Overall Themes for Planning

There are five central themes to planning for next 20 years of growth and development in Evansville. 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.
2. Design new residential development to be more attractive to people who want to live in an urban rather than a rural setting.
3. Improve mobility and accessibility options available within a comprehensive transportation network.
4. Provide areas for and create a climate to encourage new service/retail/office commercial and light industrial development.
5. Provide abundant recreational choices for residents of all ages with varying interest and desires.

What follows is a description of each theme. As the text reveals, these four 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

This theme is based on the fact that the City is steadily growing and the potential that growth has to change the character of the community. The Wisconsin Department of Administration projections indicate the City’s population will increase to 5,673 by 2025 (an increase of 1,300 residents). Based on building trends and development proposals, the Plan Commission believes the population will grow to 7,000 by 2025, unless City government adopts one or more measures to slow growth. No matter the source, the fact that the City is going to continue to grow is undisputed.

More population projection information for the City is provided in Chapter 3.

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 premature construction or expansion of schools is a possibility that will result in tax increases. 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, by which they mean growth that is slower than, or at least no faster than, the City’s population growth rate during the 1990s.

The Plan Commission encourages downtown revitalization, use of Traditional Neighborhood Design (refer to Theme 2 for more information), walkability, and efforts to promote a collective community image as strategies that will allow the City to grow, but in a fashion that respects the community’s integrity and small-town atmosphere. The *Future Land Use Maps* provided in this chapter are designed to accommodate approximately 7,000 residents in ways that support the unique attributes of the City. The *Future Land Use Maps* accommodate additional growth by providing areas for development, but also respect natural areas (e.g. environmental corridors). 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 AN URBAN RATHER THAN A RURAL SETTING



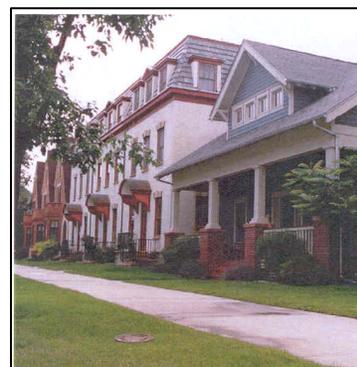
Newer Evansville neighborhoods on east & west side. Characterized by similar building styles, all single-family residential uses, minimal landscaping, and limited pedestrian amenities.

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 in areas with rolling topography. City development is more compact, walkable, neighborhood-based using available water and sewer infrastructure. These different environments offer buyers a choice by providing distinct areas for living.

There are two guiding approaches recommended for future development in Evansville: New Urbanism (refer to Theme 3 for more information) and Traditional Neighborhood Design (TND). The comprehensive planning law defines TND 1 to mean compact, mixed-use neighborhood 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 found in the older parts of Wisconsin’s cities and villages. Principles of TND include:

- **Compact.** TND areas have a higher density than traditional single-family subdivision (i.e. duplexes, apartments, as well as single family homes on smaller lots). Compact development also means that the developed area is designed for human scale, not always the automobile. This includes being sensitive to walking distances, heights of buildings, design of streetlights, signs, sidewalks and other features. 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).
- **Mixed Use.** 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. Mixing land uses can also broaden the tax base. Furthermore, mixed uses can promote different means of transportation (walking, bicycling, automobiles).

Mixed use 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



¹ Model Traditional Neighborhood Development Ordinance, UW-Extension, 2000

residences, town homes, duplexes, and housing for seniors. Mixed use may also mean that residential uses are provided above or in the same building as commercial uses.

- **Street Patterns, Sidewalks, and Bikeways.** TND provides for access through an interconnected network of streets, which facilitate walking, bicycling and driving.
- **Cultural and Environmental Sensitivity and Design.** TND can foster a sense of community identity. The design of buildings and their placement receives special attention. Provision of adequate open spaces, use of indigenous vegetation and the use of environmentally responsive storm water management systems are equally important.



TND Community - Middleton Hills, WI

Using the principals of TND and New Urbanism as a guide, the following strategy is recommended for housing development in Evansville. It is anticipated that developments employing these traits would be approved through the use of Planned Unit Development Zoning or creation of a new zoning district for traditional neighborhood development.

- 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 vs. individual yards in areas with 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, multiple-family (that also share characteristics of single family – balcony’s, bays, porches, detailed architecture, rear parking, front door oriented toward the street), and senior housing in close proximity.
- On street parking for single family and multiple family units.



Examples of desired multiple-family housing in New Urbanism Communities Across the U.S.

New Urbansim and TND approaches can work harmoniously to provide profitable new development patterns that respect the natural setting and promote a high quality of living. Together, these approaches to development combat harmful sprawling practices. Urban sprawl (e.g. scattered, low density, separation of uses, unconnected development) encourages a sedentary lifestyle where residents are forced to drive to destinations. An increasingly sedentary lifestyle is one reason why heart disease, obesity and stroke have increased in American Society. 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 30 years. These factors are now recognized as hindrances to communities' efforts to create healthy, walkable urban neighborhoods. These practices result in isolated, single-use subdivisions that have limited direct street or pedestrian connections to nearby schools, shopping or other destinations.

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: IMPROVE MOBILITY AND ACCESSIBILITY OPTIONS AVAILABLE WITHIN A COMPREHENSIVE TRANSPORTATION NETWORK.²

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 – may also be creating communities where people could be physically active on a regular basis. This theme recognizes the importance of providing alternative transportation choices (e.g. walking, cycling, transit) as a means to promote a healthy and vibrant Evansville.

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. This plan seeks to define those approaches through New Urbanism, which includes or are consistent with, among other things, the following practices:

- 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; and
- Requiring street connectivity.



New Urbanism Estate Homes Located Across from a Park in North Carolina

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. New Urbanism is the revival of the lost art of place making, not just developing. The seven primary principles of New Urbanism are highlighted on the next page along with their relationship to the City of Evansville.

² Section includes excerpts from Zoning Practice, Issue No. 6: Physical Activity, June 2004.

PRINCIPLES

- 1. Walkability**
Most things are within a 10-minute walk (1/4 mi). Pedestrian friendly street design that encourages a greater use of bicycles, rollerblades, scooters, and walking as daily transportation
- 2. Connectivity**
An interconnected network of grid Streets
- 3. Mixed Uses**
- 4. Mixed Housing Types**
- 5. Quality Architecture & Design**
Emphasis on beauty, aesthetics, human comfort, and creating a sense of place
- 6. Traditional Neighborhood Structure**
Discernable center and edge
Public space at center
- 7. Sustainability**
Energy efficient design.
More walking less driving.

RELATIONSHIP TO EVANSVILLE

The layout of the older portions of the City is where walkability is best. Destinations (e.g. schools, parks, shopping) are concentrated in this area. The City has sidewalks throughout the community to make walking a safe choice. Newer neighborhoods have not included destinations for pedestrians.

As is discussed earlier in this Chapter and in the Transportation Element, connectivity is something that needs to be improved in Evansville's newer developments. Connectivity can be improved by providing additional roadway connections and also pedestrian and cycling connections through trails and sidewalks between developments.

The City has a wonderful array of different land uses in the historic areas of the community. Newer developments have tended to segregate uses in accordance with Euclidian zoning principals.

The City has an opportunity to improve its balance of housing types to provide quality living choices, including condominiums, townhomes, apartments and the like. These structures promote affordability and walkability. Moreover, these types of developments allow the City to capitalize on its infrastructure (e.g. water and sewer).

There are limited design requirements for development in Evansville. The requirements that do exist in the Zoning Code are related to setbacks, building height, and density requirements. At the same time, Evansville has one of the richest historic pallets in the State from which to draw upon to promote quality architecture and design.

The older areas of the City follow this pattern with the centrally located downtown, and visible City Hall, library, and churches.

There is a growing interest in energy efficiency in Evansville. This is seen in the innovative technologies used at the High School and also in the comments from the building community during the development of this plan.

The Wisconsin Energy Star Program has guidelines that can be used as a standard for new housing construction and to improve energy efficiency in older homes. Likewise, through planning, the City can promote development patterns and amenities that encourage walking and cycling as viable transportation alternatives to driving.

By employing a New Urbanist philosophy, Evansville can successfully encourage alternative transportation choices and make the street network safer and more efficient. Tools (e.g. traffic calming, trail development, etc.) to promote this transportation theme are highlighted in this chapter.

THEME 4: PROVIDE AREAS FOR AND CREATE 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 commercial and light industrial development within the City. The *Future Land Use Maps* provide for new and expanded commercial and light industrial development in four areas:

1. Downtown Evansville
2. Along the USH 14 Corridor
3. The industrial development area on Evansville’s east side
4. Integrated into new neighborhoods as neighborhood business activity centers

Beyond providing areas for new development, 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 profitable landscapes that respect the natural setting and promote 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 material 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.

Another component, not often appreciated with respect to economic development is the role of the arts. Evansville is a community with a rich artistic appreciation that is represented in its architecture, community events and facilities. The arts contribute to the community atmosphere and quality of living. These contributions help to make Evansville a wonderful place to live, work and play. Therefore, the arts contribute to the marketability of the community as a place to work and open a business.

Moreover, by providing an economic development support system, anchored by local financial institutions, the Evansville Chamber of Commerce and the Evansville Economic Development Committee, in partnership with City leaders and staff, a successful business climate can be achieved.

Included in this chapter, as well as the Economic Development Element, are several specific strategies to support this theme, including (1) USH 14 gateway design; (2) streetscaping; (3) downtown investment and revitalization; and (4) expanded municipal amenities to support economic development.

THEME 5: 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. Moreover, the importance of Lake Leota as a recreational attribute is discussed in the Agricultural, Natural and Cultural Resources Element (Chapter 7). Beyond an inventory of existing recreational choices, this plan evaluates the need for expanded recreational choices as the City’s population increases

and its land area expands. This would include not only new park spaces, but also recreation facilities and trails through the City and beyond. Recommendations for new parklands and trails are illustrated on the *Future Land Use Maps*.

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, parkland (e.g. purchase of more lands), recreational facilities (e.g. indoor pool, senior center, etc.) and equipment, and for the dredging Lake Leota. The results of the community survey, however, showed there was little support for increasing property taxes to pay for dredging Lake Leota.

The Evansville Community School District (e.g. organized sports, arts), Evansville Community Theater Group, Eager Free Public Library, Evansville Senior Center, Dean Community Center, 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 studio, etc.). Additional opportunities for private investment also exist (e.g. movie theaters, comedy club, 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. Given the importance of recreational choices as an integral component of the City's livability, a fifth theme is included here.

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 four themes for planning in Evansville through 2025 and beyond.

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. Growth management techniques include phasing limits on subdivisions based on infrastructure capacities of the City, annual development permit limits, and the use of the *Future Land Use Maps* as a tool for controlling the extent of development. Also, coordination with Town of Union with respect to extra-territorial zoning and to establish regional growth rates is another potentially effective strategy for long-term growth management. The development of growth management techniques clearly supports the first planning theme described in this chapter.

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 four planning themes for Evansville.

- **Public Safety.** As discussed in the chapter on Utilities and Community Facilities, the Evansville Community Fire District will need to either enlarge the existing fire station or construct a new, larger facility to replace the existing fire station. If the existing fire station is not enlarged, it would be prudent to find a central location for the new fire station, so that it will continue to be possible to provide a rapid response to incidents on both the east and west sides of the City. Similarly, the police station should be relocated to a more central downtown location. It might be possible to construct a new facility that would house the fire station, police department, and EMS.

Improved public safety will help to maintain the character of the community. Accordingly, it supports all of the planning themes described in this chapter.

- **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 centrally located. As such, they 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 (i.e. once a school is built, residential development soon follows), 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 these communities.

Rather than locate an exact school site on the *Future Land Use Maps*, two potential sites are identified. The following criteria are recommended for future school location:

- 1) New school facilities should be located within the City as opposed to a rural township locations in order to utilize water and sewer systems.
- 2) New school facilities should be located on collector streets.
- 3) New school facilities should be located within or immediately adjacent to 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 later is particularly important, as more and more business location decisions are based on community quality of living.

- **Trails.** 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. The development of a trail system through Evansville

encourages alternative transportation choices as described in the third planning theme outlined in this chapter and expanded recreational choice as described in the fifth theme.

- **Park & Ride.** Only 20% of respondents to the community survey indicated they would use a park and ride lot; 49% indicated they would not use a park and ride lot, and 31% indicated they do not commute. However, many residents do commute to work each day, and many more commuters are moving into the City every year. Car-pooling saves fuel and reduces the demand for capital investment in arterial street and highway improvements. Given 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. Potential locations for park and ride lots are shown on the *Transportation Plan Map*. In 2004, there were three state vans providing vanpool service in Evansville each weekday.

Similar to expanding trail routes, providing a park & ride helps to encourage alternative transportation choices in Evansville consistent with the fourth planning theme described in this chapter.

- **Expanded Park Facilities.** In the Utilities and Community Facilities Element, the need for additional park facilities is discussed. Future park sites are illustrated on the *Future Land Use Maps*. These sites are recommended to meet the recreation needs of the growing population base. 34% of respondents to the Community Survey said they support, and 13% said they strongly support, using local tax dollars to purchase additional parkland and to install equipment and recreational facilities. However, when asked to prioritize among restoring Lake Leota, constructing new bicycle and walking paths, and creating additional parks with equipment and recreation facilities, a plurality of respondents (41%) to the Community Survey said additional parkland and equipment is their third priority.

Expanded public recreational lands, including trails and bicycle paths, is consistent with several of the planning themes outlined in this chapter and also the philosophies of Traditional Neighborhood Design and New Urbanism. By offering more 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 an urban rather than a rural 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.** 39% of respondents to the Community Survey said they support, and 13% said they strongly support, using local tax dollars to return Lake Leota to being a useable lake. In addition, when asked to prioritize among restoring Lake Leota, constructing new bicycle and walking paths, and creating additional parks with equipment and recreation facilities, a plurality of respondents (46%) to the Community Survey said restoring Lake Leota is their first priority. However, when asked how much in additional property taxes they would be willing to pay to dredge Lake Leota to make it a useable lake again, 26% of respondents said they would pay an additional \$65 to \$80 per year and 10% said they would pay \$95 to \$110 per year, while 41% said they do not want to pay any additional property taxes to dredge the lake (the other 21% said they do not pay property taxes in Evansville). Of the 39% of respondents who said they support using local tax dollars to restore Lake Leota, 9% said they would not be willing to pay any additional property taxes to restore the lake, and 25% said they do not pay property taxes in Evansville (these probably are renters who do not realize the rent they pay includes property taxes). It appears from these results that when

residents that are confronted with bearing the cost of restoring Lake Leota, the level of support for restoring the lake diminishes. As discussed in the chapter on Agricultural, Natural and Cultural Resources, dredging alone will not be sufficient to restore and maintain the quality of Lake Leota over the long term. In addition, steps need to be taken in upstream areas of the Allen Creek watershed to minimize the total suspended solids coming into the lake.

Lake Leota is a local landmark, a destination point, a community asset, possibly the keynote 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 fifth planning themes directed at maintaining the City's small-town atmosphere, providing an attractive urban community setting, and expanding recreational choices.

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. To that end, the *Future Land Use Maps* delineate an environmental corridor based on the natural resources illustrated in the Agricultural, Natural and Cultural Resources Chapter of this plan. The environmental corridor consists of floodplains, wetlands, hydric soils, WDNR lands, areas of severe slope, and shoreland/wetland zoning.

What is Habitat Fragmentation?

Habitat fragmentation is the alteration or fracturing of wildlife habitat into discrete or tenuously connected islands. This results from modification or conversion of the landscape due to development or agricultural operations. Carefully planned environmental corridors provide opportunities to reconnect fragmented natural areas and improve habitat for important plant, animal and insect species.

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, woodlands, prairies, lakes, and other features, become more functional when linked by environmental corridors (“hallways”).³

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.

TRAFFIC CALMING⁴

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

³ *Environmental Corridors: “Lifelines for Living”*; University of Illinois Extension; Fact Sheet Series, 2001-013.

⁴ Information from www.trafficcontrol.org



Traffic Circle – Used at Intersections



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.

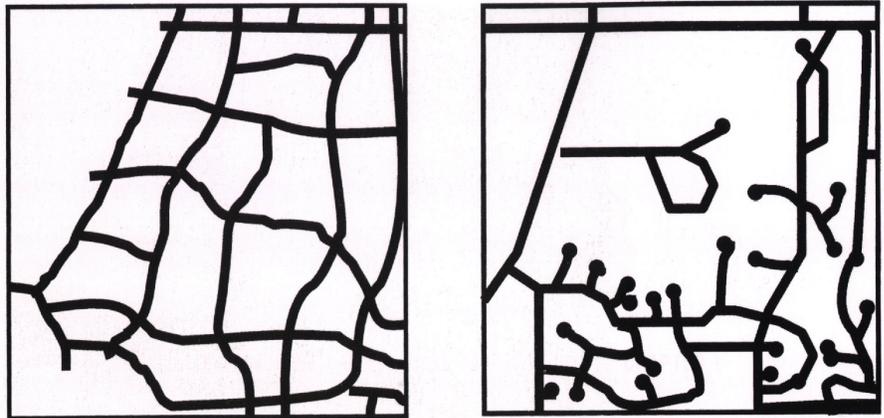
- Chokers, which are curb extensions which result in a single lane
- Allowing parking on one or both sides of a street

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

IMPROVED CONNECTIVITY⁵

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.



(Left) A high-connectivity street network. (Right) A low-connectivity street network).

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.

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. As any resident of Evansville will tell you, 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 in a neighborhood.

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

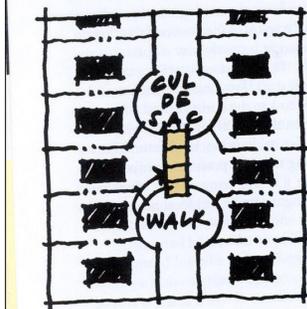
⁵ Planning for Connectivity: Getting from Here to There, Susan Handy, Robert G. Paterson and Kent Butler, Planning Advisory Service Report Number 515, American Planning Association, 2003.

improved street connectivity – before any additional neighborhoods with poor connectivity are approved.

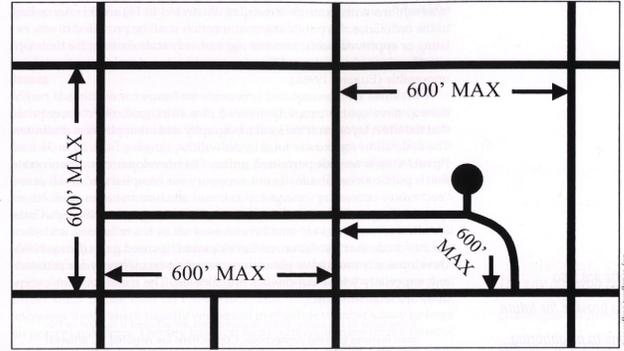
Increasing street connectivity will:

- 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
- 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.

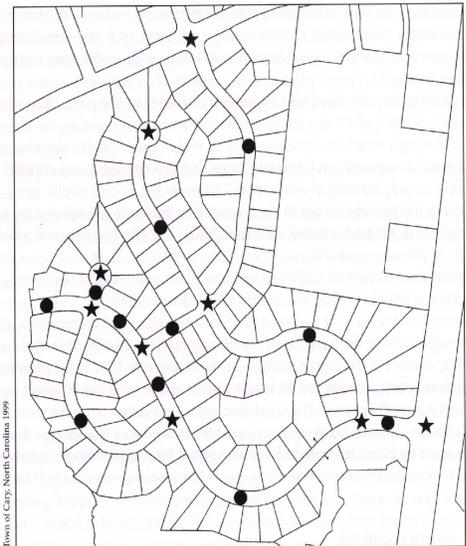
Two approaches have been used most frequently to address the issue of connectivity: block length requirements and connectivity indexes. With a block length requirement, the City controls the spacing between local streets, thereby creating a relatively predictable and evenly distributed network of streets. 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. The City should consider revising this provision to reduce the wide spread between the minimum and maximum permitted block lengths.



SOURCE: Sucher, David, *City Comforts*, 2003



Block Length Requirement Diagram



● Links – 11
 ★ Nodes – 9
 Connectivity Index = 11/9 = 1.22

Calculation of a Connectivity Index

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.

ENFORCEMENT OF OUTDOOR LIGHTING STANDARDS

Increasingly, light pollution caused by excessive 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.

BILLBOARD POLICY

The City's sign ordinance prohibits billboard advertising and the use of tall pylon signs. To preserve and enhance the scenic character of Evansville, the City should consider enacting an ordinance that would prohibit major repairs to or replacement of existing billboards and tall pylon signs as they become damaged or aged, so that over time the existing signs would be removed at no cost to the City.

A billboard policy relates to the central themes for planning presented in this chapter in the same ways as a lighting ordinance. To respect the planning theme aimed at creating a climate to encourage new service/retail/office commercial and light industrial development, it is important that the City allow for adequate on-site signage as permitted through the City's Zoning Code.

DESIGN ORDINANCE

In looking at the historic buildings downtown, one is quick to notice that they look little like the modern 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. excessive parking areas between the building and the road, etc).

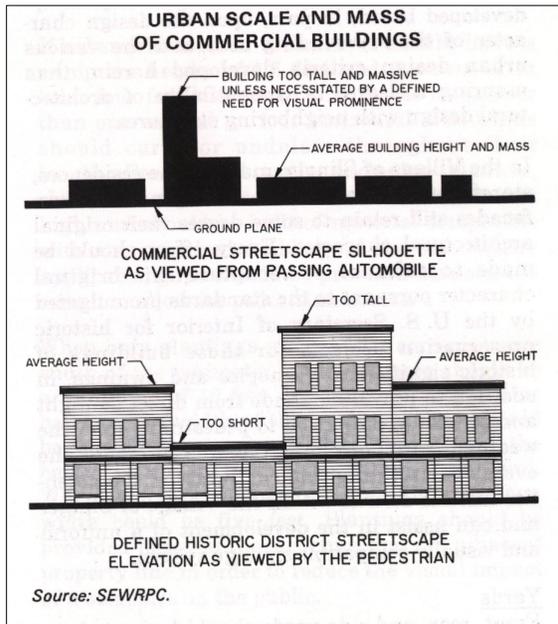
Evansville has the opportunity to revitalize its Zoning Code to attain a number of objectives. The code could do more than merely ensure that new development is properly located. The code could be enhanced to ensure that new development is appropriate in size and scale, attractive, and compatible with a healthy Evansville.

A design ordinance is a comprehensive tool to define specifically what building materials, colors, 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 design standards for non-residential buildings in the B-2 zoning district, but even these provisions could be enhanced.

Except for the design standards that apply to non-commercial buildings in the B-2 zoning district, the Evansville Zoning Code provides few standards for buildings (e.g. minimum building setbacks, maximum building height, regulations on signage), and these standards are either inconsistent with historic development patterns or too vague. A design ordinance provides specific parameters to regulate building location (e.g. requiring new buildings to match the building lines established by existing development). Moreover, a design ordinance can be used to

provide standards to revitalize existing areas that have deteriorated or are in transition (e.g. buildings on USH 14, immediately east of downtown). An important aspect of successful design ordinances is flexibility to allow for new materials and ideas that are compatible with the overall community image.

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

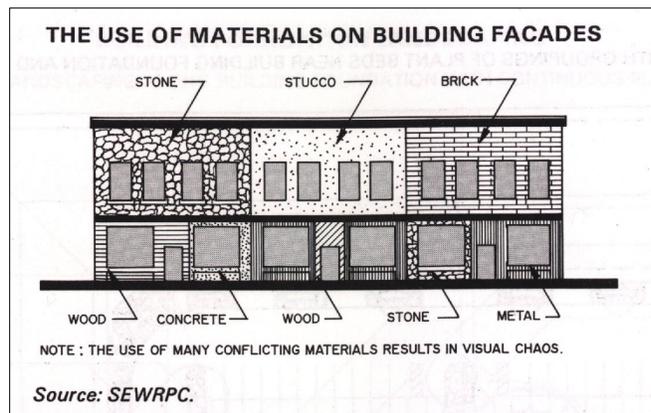


Streetscape Roofline and Roof Shapes

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 and Colors

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

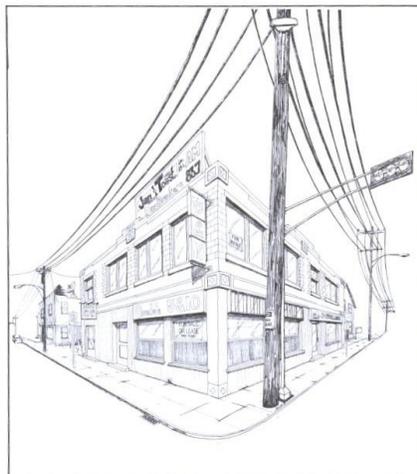
By having ordinances in place to require consideration of design, the City can support several of the central planning themes outlined in this chapter. Specifically, a design ordinance can help to promote a collective community image that will allow the City to grow, but in a fashion that respects the 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.

STREETSCAPING

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. *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.

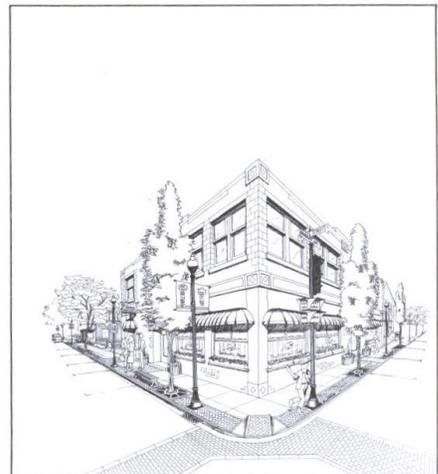
Streetscaping efforts can be used to refresh shopping areas and integrate these areas with the community. Streetscape improvements include: burial of power lines, sidewalk improvements, lighting and signage investments, building façade improvements. These activities are consistent with providing a first-rate urban environment, enhancing Evansville's

TYPICAL STREETSCAPE IMPROVEMENTS APPLICABLE TO HISTORIC DISTRICTS



PERSPECTIVE VIEW BEFORE IMPROVEMENTS

Source: SEWRPC.



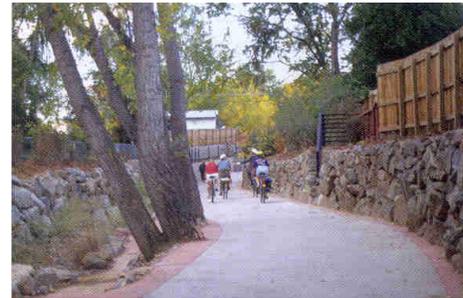
PERSPECTIVE VIEW AFTER POTENTIAL IMPROVEMENTS

small-town atmosphere, and providing areas for quality business development as expressed in the first, second and last planning themes for Evansville.

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. Moreover, by expanding access to the downtown, these improvements offer the additional benefit of supporting business development consistent with the fourth overall planning theme provided in this chapter.



Drainage Way Trail Examples
(Boulder, Colorado)

ENHANCEMENT OF HISTORIC DOWNTOWN EVANSVILLE



Union Bank & Trust Façade Restoration

The heart of Evansville is its historic downtown. Downtown is where 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.

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, some 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 in Need of Sidewalk & Curb

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 (e.g. restaurants, shopping, services). Townhomes, condos or senior housing are all housing opportunities that could 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.

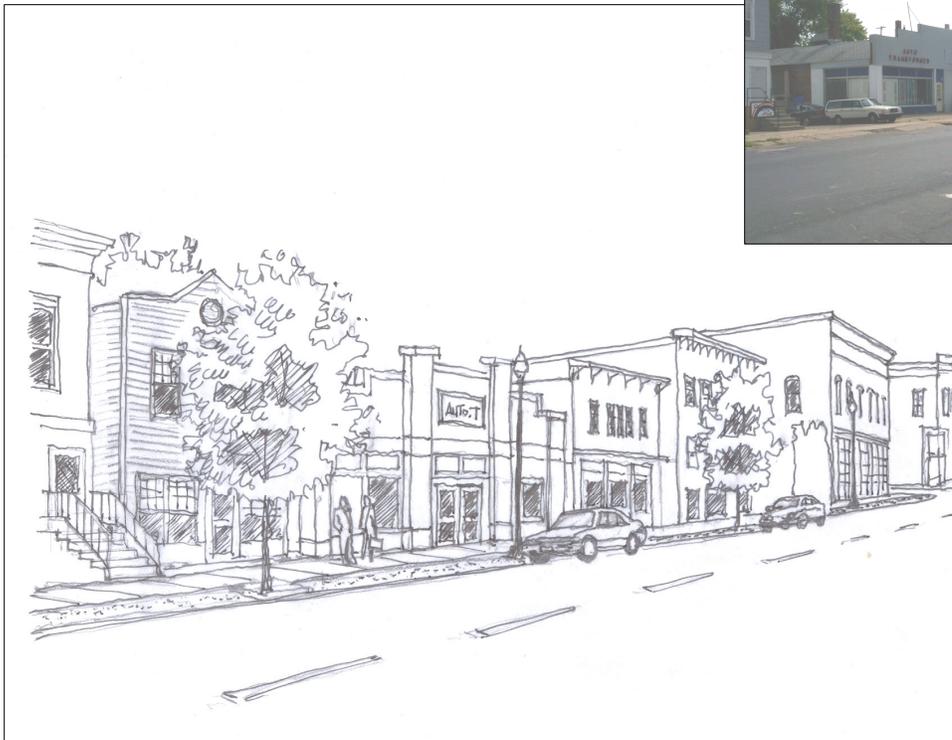
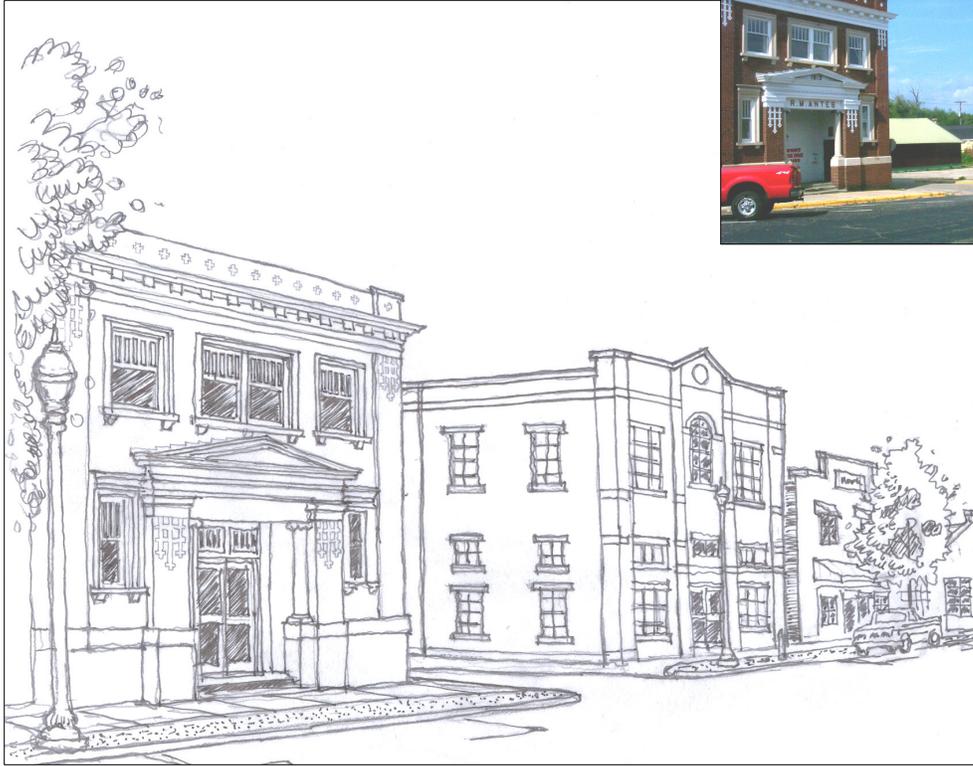
Downtown revitalization will require investment in façade improvements, interior renovations, and streetscaping. To help finance these improvements, many communities have established façade improvement programs that provide low interest loans or grants to property owners seeking to restore the historic character of their building to promote its successful use. Moreover, municipal investments in streetscaping and available grant funding to restore buildings and provide handicap access are important. Below are renderings to illustrate the impact streetscaping could have on Evansville.

The new Evansville Redevelopment Authority will examine ways to use tax increment from the new downtown tax incremental district to encourage facade improvements and building restoration. In addition, the City will improve the streetscape of Main Street during reconstruction projects in 2005 and 2007, which the City hopes to finance in part with tax increment from the new downtown tax incremental district. Finally, the City has been awarded an enhancement grant in connection with the state's reconstruction of USH 14 in 2005. Much of this enhancement grant will be used to dramatically improve the streetscape of Union Street, which the City hopes to integrate into the downtown district.

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, needed local services in a beautiful setting (e.g. parks, landscaping, public art, street and/or sidewalk arches, with buildings located close to the sidewalk to make them easy to walk to), 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 activity.

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.



USH 14 GATEWAY DESIGN

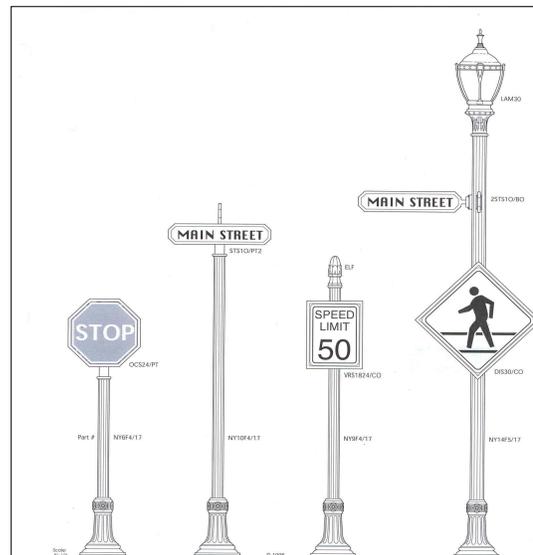
Many participants in the Cognitive Mapping Exercise described existing development along USH 14 as unattractive. The corridor is home to variety of uses that have little relation to one another and are largely automobile oriented. The buildings do not reflect the historic character of the community. 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*.

Streetscaping can improve this corridor 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. As discussed earlier, an enhancement grant will allow the City to make many of these suggested improvements to Union Street in 2005. The City intends to apply for additional enhancement grants in future years.



Samples of decorative lighting that may be an option in Evansville to compliment the historic lighting of the business districts.



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.

With future development on the City’s north side, the corridor also 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.

There are a number of new uses that could be established along the gateways including, restaurants, cafés, pubs, food for the home businesses (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.

Beyond simply providing areas for future business development, this plan recognizes that design improvements to the USH 14 corridor will create a climate that supports business investment in the community. This is completely consistent with the overall planning theme to that effect provided in this chapter.

Coordination with Other Required Plan Elements

HOUSING

Chapter 4 includes an inventory of the existing housing supply, a discussion of housing needs and a series of supporting goals and objectives. This chapter also establishes the policy for maintaining a variety of housing choices. This policy is translated on the *Future Land Use Maps*.

TRANSPORTATION

Chapter 5 includes a plan for transportation improvements, including trails and sidewalks, over the planning period. The walkability and connectivity principals discussed in this chapter support the goals, objectives and policies presented in the Transportation Element.

UTILITIES AND COMMUNITY FACILITIES

Chapter 6 describes the infrastructure available to support growth and development in Evansville. Chapter 6 also highlights the need for expanded fire protection service as the community continues to grow.

AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

Chapter 7 profiles productive agricultural areas, the diverse natural landscape and the variety of cultural resources available to residents. This chapter takes a broader view by looking at areas beyond the City to understand natural resource limitations.

ECONOMIC DEVELOPMENT

Chapter 8 provides a vision and supporting goals, objectives and policies to support economic growth. The *Future Land Use Maps* illustrate the recommendations set forth in Chapter 8.

How Were the Future Land Use Maps Developed?

The *Future Land Use Maps* were 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 of residential areas.

This process resulted in a build-out map for the community that was refined to accommodate expected development over a 20- year and interim (approximately 10-year) development period. The result of this process is the detailed set of *Future Land Use Maps* presented at the end of this chapter.

This plan seeks to respect the 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 Maps*, 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. However, it would be preferable for the Plan Commission to periodically initiate a process to review and recommend changes to the Future Land Use Maps with public participation, so that proposed changes can be considered outside the context of a particular landowner's proposed development.

How Are the Future Land Use Maps Used?

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

- Official Mapping
- Local Subdivision Regulation
- Zoning

City appointed and elected officials should use the plan maps as a *guide* for making future land use decisions.

Developers and residents should understand the plan maps are intended to direct development to certain areas where facilities and services are available.

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. It would be preferable to review and revise the plan once per year.

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 maps) 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 maps) 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 Maps

Provided at the conclusion of this chapter are an *Interim* and *Future Land Use Map* for Evansville. These maps illustrate the anticipated amount, location, and intensity of new development. The *Future Land Use Map* is the primary guide, whereas the *Interim Future Land Use Map* shows some, but not all, of the future development shown on the *Future Land Use Map*. The purpose of the *Interim Future Land Use Map* is to designate where new development should occur first. All proposed development should comply with the *Interim Future Land Use Map* until the map is terminated by Common Council resolution, as discussed below.

The *Interim Future Land Use Map* is intended to provide sufficient area for new development during the period starting with the adoption of this plan and ending 10 to 15 years after adoption of this plan. However, the City recognizes that it is difficult to anticipate the pace of development that actually will occur and the opportunities that might present themselves in the future. Therefore, the *Interim Future Land Use Map* is not a 10-year future land use map or a 15-year future land use map. When the Plan Commission determines that so much of the development provided by the *Interim Future Land Use Map* already has occurred that requiring all proposed development to comply with the map unduly restricts development, the Plan Commission should recommend to the Common Council adoption of a resolution terminating the *Interim Future Land Use Map*. This might occur in 10 years, or it might occur in 15 years, or it might occur sometime in between. It might even occur earlier than 10 years or later than 15 years, but that is considered unlikely, given the desire of current residents not to let growth occur too rapidly and the strong market demand for growth fueled, in large part, by the City's proximity to Madison. After the Common Council receives the Plan Commission's recommendation to terminate the *Interim Future Land Use Map*, the Council will decide whether or not to adopt a resolution terminating the map.

The preceding description of the procedure for terminating the *Interim Future Land Use Map* should not be interpreted to prohibit the Plan Commission from recommending or the Common Council from adopting modifications of the *Interim Future Land Use Map* (or the *Future Land Use Map*) from time to time, as need arises, before the Common Council terminates the map. For example, the City might decide it would be prudent to modify the *Interim Future Land Use Map* in response to the new comprehensive plan that the Town of Union will adopt after the City adopts this plan. An agreement to resolve differences between this plan and the Town of Union's new comprehensive plan, including, but not limited to, a boundary agreement between the two local governments, might require a modification of the *Interim Future Land Use Map* (or the *Future Land Use Map*).

The *Future Land Use Maps* were 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 Maps* designate specific areas to be developed in accordance the requirements of local regulations. Uses are located to take advantage of a cost effective extension of infrastructure. By allowing development to occur in these areas, 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 residential property values will be maintained because there will be no negative impacts from mixing non-residential and residential development.

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

ENVIRONMENTAL CORRIDOR. Based on available mapping data, these areas face environmental limitations that will likely limit their development potential. Should a development proposal occur which includes (or is adjacent to) an environmental corridor, 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 seek to direct development away from lakes, creeks, wetlands, floodplains, areas of severe slope (i.e. more than 12%), hydric soils, and wildlife habitat which this environmental corridor is seeking to protect.

SINGLE-FAMILY RESIDENTIAL. These areas are likely to accommodate infill housing in accordance with the City's zoning requirements.

WALKABLE NEIGHBORHOODS. It is anticipated that these areas will accommodate single-family homes on smaller lots (e.g. 6,000 to 12,000 square feet), as well as parks and stormwater detention areas in accordance with the Housing Strategy described earlier in this chapter.

RURAL RESIDENTIAL AREAS. In these outlying areas, it is expected that much farmland will remain in agricultural production. Residential development will also occur through CSM's and individual lot splits. More limited subdivision development with larger lots and conservation/cluster approaches is also anticipated in these areas.

TOWNHOMES/ALTERNATIVE HOUSING/TWO-FAMILY. These areas allow 2, 3 or 4 units per building. Townhomes are shown as an integral part of new walkable neighborhoods and also adjacent to the downtown. Alternative housing may include second-story residences over businesses downtown, condominium developments, and senior housing. Two-family units included in this category are largely pre-existing in established areas of the City.

MULTIPLE-FAMILY RESIDENTIAL. Any building with more than 4 units is defined as multiple-family residential.

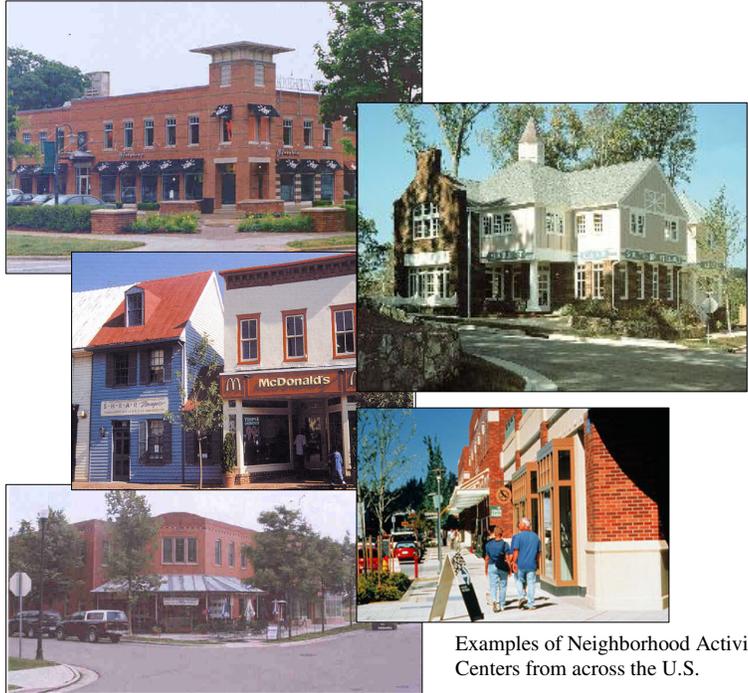
MANUFACTURED HOMES. Existing mobile home park development, expected to continue over the life of this plan, is represented by this category.

COMMERCIAL/RETAIL/OFFICE. New commercial, retail and office uses are shown along the USH 14 corridor. It is anticipated that any new development would be subject to streetscape and design requirements.

INDUSTRIAL. Three categories of industrial development are illustrated on the map. Specifically, existing light and heavy industrial development areas are distinguished and areas for new industrial development are shown. Additional industrial development is shown along the railroad corridor and in the southern portions of the City. It is anticipated that new industrial development will occur in an industrial park setting, similar to the development that has occurred along Water Street.

GOVERNMENT/INSTITUTIONAL/EXISTING PARKS. This category includes City Hall, the Evansville Police Station, Evansville School District sites, cemetery space, and park space throughout the City.

NEIGHBORHOOD ACTIVITY CENTER. These activity centers are intended to accommodate neighborhood services (e.g. schools, churches, daycare, police station, fire station, schools), some office uses (e.g. accountant, attorney, medical office) and small retail establishment. Neighborhood businesses would include coffee shops, beauty salons, drycleaners, ice cream parlors, restaurants, pubs, daycare, movie rental stores, card shop, athletic clubs, etc. More intensive uses like gas stations, strip malls, and big-box retail are not consistent with the activity center. There is also the potential for some second story apartments (above the retail or office uses) in these areas. See pictures at right.



Examples of Neighborhood Activity Centers from across the U.S.

TRAIL/BICYCLE ROUTE. This route is a general guide meant to illustrate that trail development should be considered and trails should be developed across the community to connect the parks, neighborhoods and schools.

USH 14 GATEWAY MIXED USE. An opportunity exists in this area east of downtown to allow a blend of compatible residential and commercial uses. Residential and commercial uses may be concurrent within the same building. All uses within this district should be conducted entirely within an enclosed building, and no outside displays would be allowed. Examples of uses that are may be permitted in this area include: dentist offices, professional offices, home occupations, small retail shops (e.g., floral, craft, candy store) and the like.

AGRICULTURAL/UNDEVELOPED. These areas include farmland and lands that are not presently being farmed, but not classified as environmental corridor.

GREENSPACE/PARK. These areas include undeveloped open corridors that are not classified as wetlands, or currently considered as parks. They may be used as storm water detention spaces, undeveloped green spaces, and perhaps even some future park space.

Table 23 provides a detailed breakdown of projected future development, in five-year increments, in the City of Evansville.

TABLE 23
20-YEAR PROJECTIONS FOR FUTURE LAND USE ACREAGE
(For Evansville Planning Area As Reflected on *Future Land Use Maps*)

Land Use Type	2010 (acres)	2015 (acres)	2020 (acres)	2025 (acres)
Surface Water	95	95	95	95
Environmental Corridor	4,683	4,683	4,683	4,683
Single-Family Residential	650	670	750	850
Walkable Neighborhoods	40	120	300	790
Townhomes/Alternative Housing/Two-Family Residential	40	84	100	128
Multiple-Family Residential	40	45	47	47
Manufactured Homes	0	0	11.5	11.5
Commercial/Retail/Office	85	100	120	139
Light Industrial	80	100	180	238
Heavy Industrial	200	403	450	589
Government/Institutional/Parks	300	300	305	318
Neighborhood Activity Center	10	33	50	86
USH 14 Gateway Mixed Use	5	15	25	33
Greenspace & Future Parks	40	95	160	252
Agricultural / Undeveloped	10,957.5	10,067.5	9,419	8,321
Rural Residential	605	720	835	950

Goals, Objectives and Policies

The City of Evansville anticipates that its population and boundaries will grow over the next 20 years. To ensure that this 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 in Chapter 12 and the policies listed below.

LAND USE POLICIES

It is the policy of the City of Evansville to review all development proposals in accordance with this Comprehensive Plan. Decisions will be based on the guidelines provided in the plan and further discussed in the Implementation Chapter.

Provide sidewalks, trails, and other pedestrian and cycling connections throughout the community to offer a walkable environment.

Promote energy efficiency building and design practices by encouraging development that complies with the Wisconsin Energy Star program or similar programs.

Create spaces throughout the community for citizens to be physically active (e.g. parks, trails, sidewalks).

Build to the sidewalk 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).

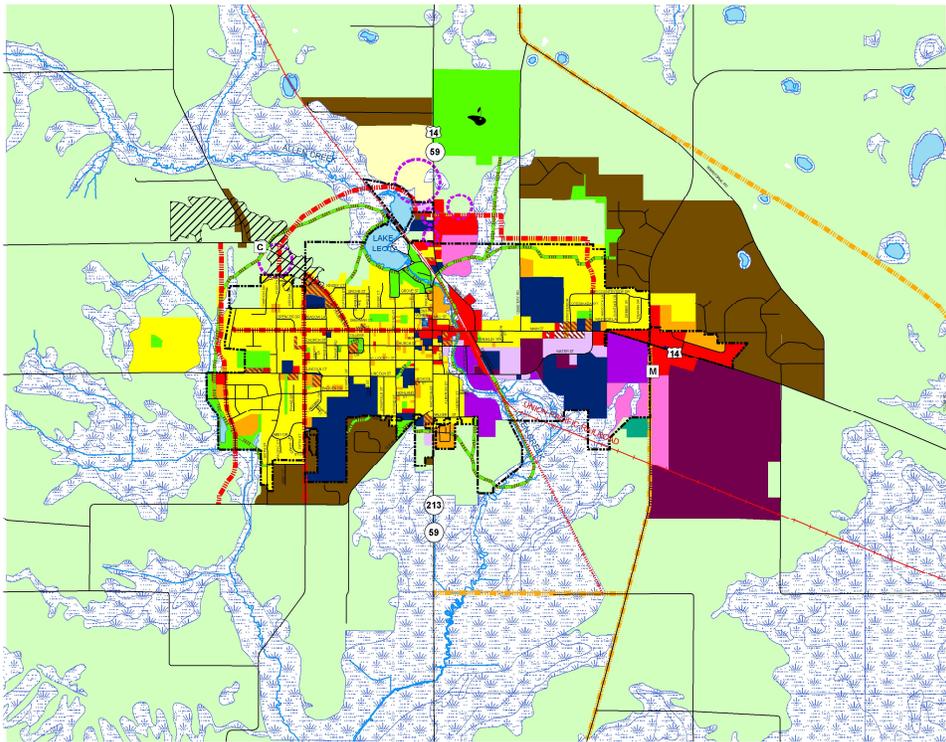
Prohibit parking lots in front of buildings, unless on-street parking.

Encourage infill and new development based on Traditional Neighborhood Design and New Urbanism principals.

Improve connectivity by using grid-like patterns and using trails and sidewalks to make walking easy and safe.

INTERIM FUTURE LAND USE

CITY OF EVANSVILLE



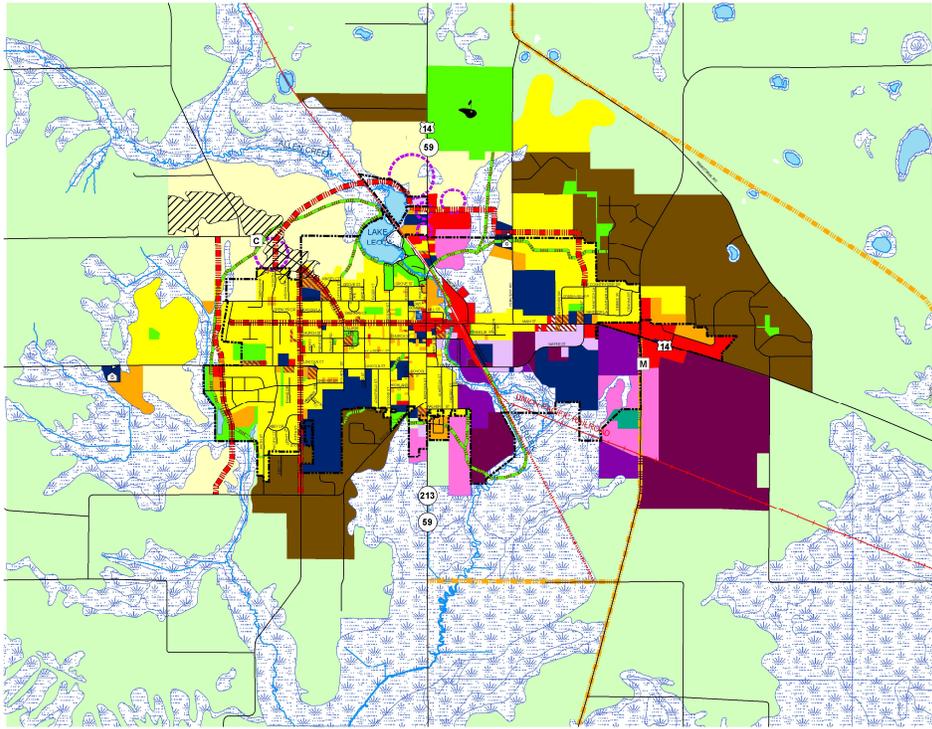
- Legend**
- 2004 CITY LIMITS
 - ROADS
 - UNION PACIFIC RAILROAD
 - ABANDONED RAILROAD
 - RIVERS/STREAMS
 - POTENTIAL TRAILS
 - POTENTIAL FUTURE BYPASS
 - POTENTIAL FUTURE COLLECTOR
 - LAKES
 - ENVIRONMENTAL CORRIDOR
 - SINGLE-FAMILY RESIDENTIAL
 - WALKABLE NEIGHBORHOODS
 - RURAL RESIDENTIAL
 - TOWNHOMES/ALTERNATIVE HOUSING/
 - TWO-FAMILY RESIDENTIAL
 - MULTIPLE-FAMILY RESIDENTIAL
 - MANUFACTURED HOMES
 - COMMERCIAL/RETAIL/OFFICE
 - EXISTING LIGHT INDUSTRIAL
 - EXISTING HEAVY INDUSTRIAL
 - NEW LIGHT INDUSTRIAL AREAS
 - NEW HEAVY INDUSTRIAL AREAS
 - GOVERNMENT/INSTITUTIONAL
 - NEIGHBORHOOD ACTIVITY CENTER
 - USH 14 GATEWAY MIXED USE
 - AGRICULTURAL/UNDEVELOPED
 - GREEN SPACE/EXISTING PARKS/
 - POTENTIAL PARKS
 - LOW WATER PRESSURE AREA
 - PARK & RIDE
 - GOLF COURSE



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 JACQUELINE REEDER

FUTURE LAND USE MAP

CITY OF EVANSVILLE



Legend

- 2004 CITY LIMITS
- ROADS
- UNION PACIFIC RAILROAD
- ABANDONED RAILROAD
- RIVERS/STREAMS
- POTENTIAL TRAILS
- POTENTIAL FUTURE BYPASS
- POTENTIAL FUTURE COLLECTOR
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- NEW HEAVY INDUSTRIAL AREAS
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- NEIGHBORHOOD ACTIVITY CENTER
- USH 14 GATEWAY MIXED USE
- AGRICULTURAL/UNDEVELOPED
- GREEN SPACE/EXISTING PARKS/ POTENTIAL PARKS
- LOW WATER PRESSURE AREA
- PARK & RIDE
- POTENTIAL SCHOOL SITES
- GOLF COURSE

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1"=2500'

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