

# CITY OF EVANSVILLE SMART GROWTH PLAN 2035

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- 2006 civi tek Consulting Commercial Development Design Standards
- 2007 R.A. Smith & Associates Allen Creek & North Union Street Redevelopment Master Plan
- 2008 Whalen & Associates Evansville Economic Development Plan
- 2009 Wisconsin Energy Independent Community Partnership
- 2012 Ady Volvedge Retail Market Analysis
- 2018 Municipal Services Facility Study
- 2020-2025 City of Evansville Park and Outdoor Recreation Plan

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**Appendix A: 2022 Public Participation Plan**







# Public Participation Plan for the City of Evansville 2022 Smart Growth Comprehensive Plan Update

## What is a Public Participation Plan?

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

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

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

## How to Participate

- Planning Materials at Evansville City Hall at 31 South Madison St
- Citywide Public Input Survey
- Monthly Plan Commission Meetings
- Public Comments through phone calls, emails, events, or mail
- City of Evansville Website
- Meeting dates and times will be widely distributed through media releases and the City of Evansville Website, pursuant to Wis. Stat. § 985.02
- Information distributed through the Evansville Review and Evansville Today

### Contact Information

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Evansville, WI 53536

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## Public Involvement Opportunities

### Citywide Public Input Survey – Winter/Spring 2022

A public input survey will be made available in January 2022. The results of this survey will be used to guide the planning process. The survey results will be presented at the March XX Plan Commission meeting.

### Business Survey – Winter/Spring 2022

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

### Public Informational Meeting & Public Hearing – Tentatively June/July 2022

This will be an opportunity for the public to view and comment on a draft version City of Evansville Smart Growth Comprehensive Plan before its final approval in August of 2022. This is an important opportunity for any final input or changes before the plan is officially adopted into law.

### Plan Commission Meetings – Monthly

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

### City of Evansville Website Updates – Ongoing

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

### Public Comments – Ongoing

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

**Adopted by the Plan Commission at its regular meeting on January 4<sup>th</sup>, 2022.**

#### **Contact Information**

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# Appendix B: Community Surveys





# City of Evansville

## Community Survey 2014

### Survey Results

University of Wisconsin – Oshkosh

May 3, 2014

### About the Survey

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

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

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

Sample Size	Margin of Error
100	10%
300	5.5%
400	5.0%
800	3.5%

**EVANSVILLE COMMUNITY SURVEY – 2014  
SURVEY RESPONSES**

**(Note: Percentages reflect only respondents to each individual question)**

**Satisfaction and Engagement**

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

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

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

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

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

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

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

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

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

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

## Views on the Future

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

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

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

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

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

	Very Strong Aspect	Strong Aspect	Weak Aspect	Very Weak Aspect	Neutral/No Opinion
Geographic Location	24.3%	55.5%	9.7%	2.4%	8.1%
Small City Atmosphere	38.0%	50.4%	6.1%	1.9%	3.5%
Housing Opportunities	13.0%	53.2%	18.0%	2.5%	12.7%
Local Employment Choices	1.5%	8.6%	42.8%	37.2%	9.8%
Quality of Schools	28.7%	49.4%	8.7%	2.1%	11.0%
Low Crime Rate/ Safety	29.7%	55.4%	8.2%	2.6%	4.1%
Historic Districts	24.5%	42.2%	14.5%	5.0%	13.9%
Parks and Recreation	30.5%	51.3%	10.9%	2.3%	4.9%
Property Taxes	3.0%	17.1%	32.8%	34.9%	12.3%
Transportation Access	3.4%	14.6%	38.6%	31.5%	12.0%
Close to friends and/or relatives	11.0%	39.9%	15.4%	8.4%	25.4%
Sense of community/inclusiveness	12.5%	47.7%	17.4%	7.9%	14.6%

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

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

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

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

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

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

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

28.9%	Yes
37.7%	No
33.0%	Don't commute to work

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

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

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

	Strongly Agree	Agree	Disagree	Strongly Disagree	Neither Agree nor Disagree
The public library is essential to the quality of life in my community.	47.9%	36.2%	7.0%	1.0%	7.8%
The City of Evansville should use local tax dollars to expand the Eager Free Public Library facility in the next five years.	20.8%	29.4%	22.7%	10.0%	17.2%
The City of Evansville should use local tax dollars for expanded weekend hours at Eager Free Public Library.	13.9%	28.4%	28.7%	8.9%	20.0%
The City of Evansville should use local tax dollars for expanded evening hours at Eager Free Public Library.	11.7%	29.5%	27.2%	8.3%	23.3%
Evansville library should invest in technology such as e-readers and tablet computers for patron use and checkout at Eager Free Public Library.	10.9%	29.4%	26.0%	12.4%	21.3%

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

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

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

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

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

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

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

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

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

37.0% Evansville should be a full-service City where nearly all working, shopping, service, housing, health care, and educational needs can be met.  
 42.2% Evansville should be a fairly diverse community with some commercial, job, and housing opportunities.

3.1% Evansville should focus on being a manufacturing based community

6.1% Evansville should be a bedroom community that is, a primarily residential community with few industries and limited commercial services.

11.7% Evansville should be an agriculturally-oriented community and should strive to maintain as much agricultural land as possible.

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

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



## About the Respondents

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

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

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

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

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

18.2% Rent 81.8% Own

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

2.66 Mean Household Size

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

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

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

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

## 26) Encourage a Sense of Place and Community

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

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

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

Ten percent of the respondents indicated that they wanted the City of Evansville to continue doing what they have been doing. They are satisfied with the overall sense of community.

Another 10% of the respondents indicated that city management needed to be modernized. They felt that the city was run with the "good ole boy" mentality and that a few members of the city made decisions based on their own personal agenda. It was also indicated that city employees needed to be friendlier to its residents and that better communication was needed between city officials and residents.

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

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

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

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

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

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

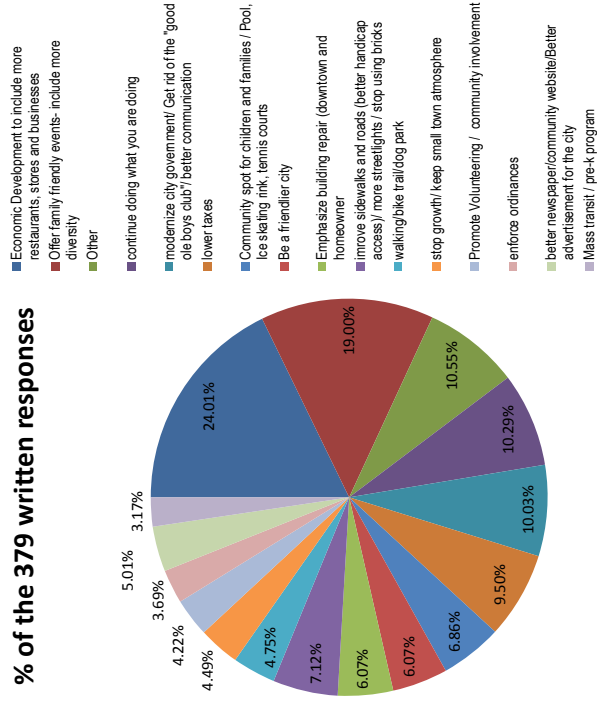
Almost 5% of the responses indicated that the citizens wanted some sort of walking/bike trail. These same people would also like a dog park for their pet to socialize and exercise. Another 5% would like better advertisement for city events. They indicated that a better local newspaper or a community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

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

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

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

**% of the 379 written responses**





# City of Evansville

## Community Survey 2014

### Results Analysis

University of Wisconsin – Oshkosh

May 3, 2014

#### About the Survey

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

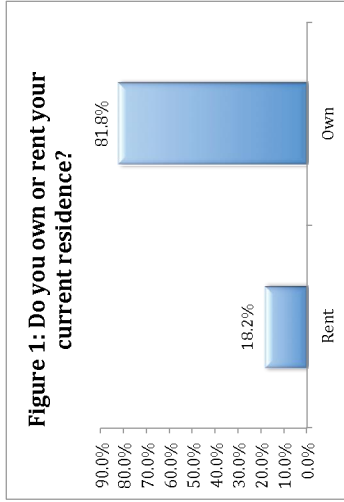
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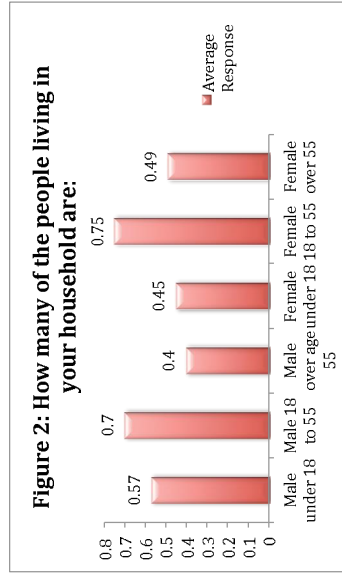
Sample Size	Margin of Error
100	10%
300	5.5%
400	5.0%
800	3.5%

**About the Residents of Evansville**

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



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

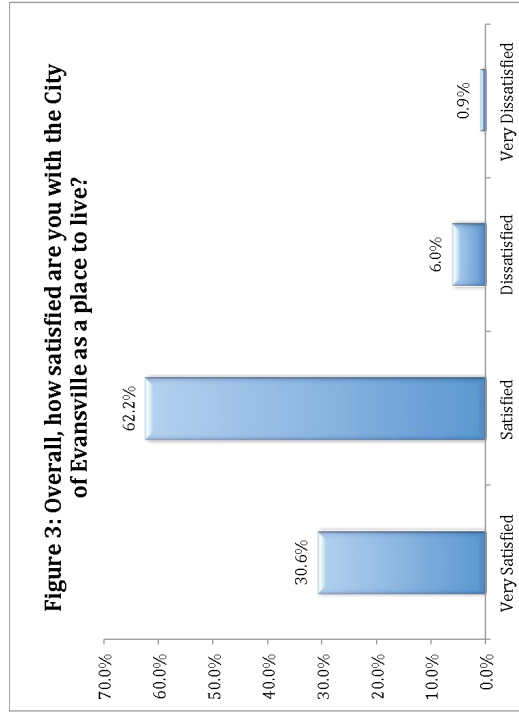


A majority of Evansville residents work outside of the City of Evansville. Two-thirds of respondents, 66.3%, indicate that at-least one member of their household works in Madison or elsewhere in Dane County. A smaller but still significant percentage, 28.5%, indicate at-least one household member works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

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

**Overall Satisfaction and Engagement**

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



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

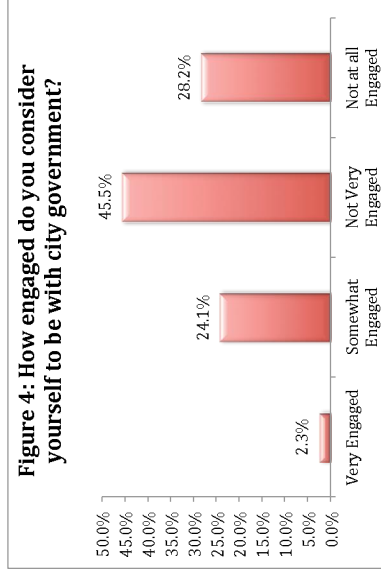
- Garbage and recycling: 88.4%
- Parks and recreation: 82.2%
- Library: 80.8%
- Fire: 80.1%
- Police: 77.8%
- EMS: 74.3%

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

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

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

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



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

**Looking Forward**

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

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

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

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

**Figure 5: Do you support a Park and Ride Targeted Towards Commuters**

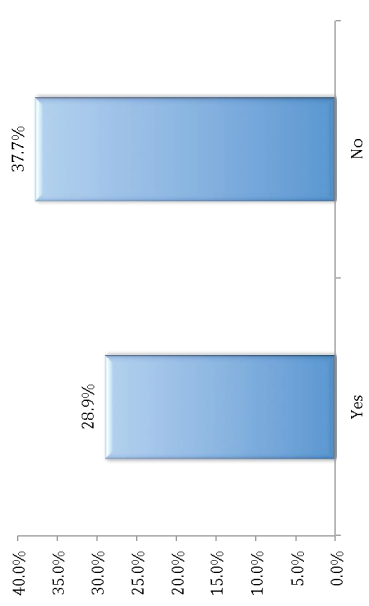
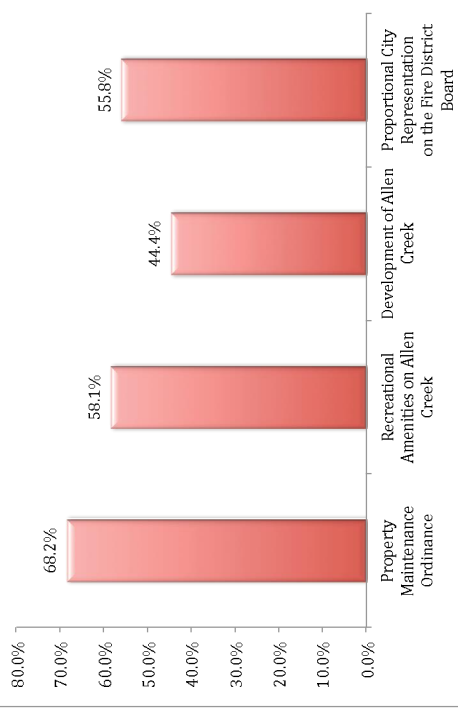


Figure 6 shows the level of support for four other specific proposals for the City of Evansville. A large majority of residents support a property maintenance ordinance to address issues such as peeling paint and excessive clutter, while a slight majority support City representation on the Fire District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

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

**Figure 6: Support for Specific Proposals**

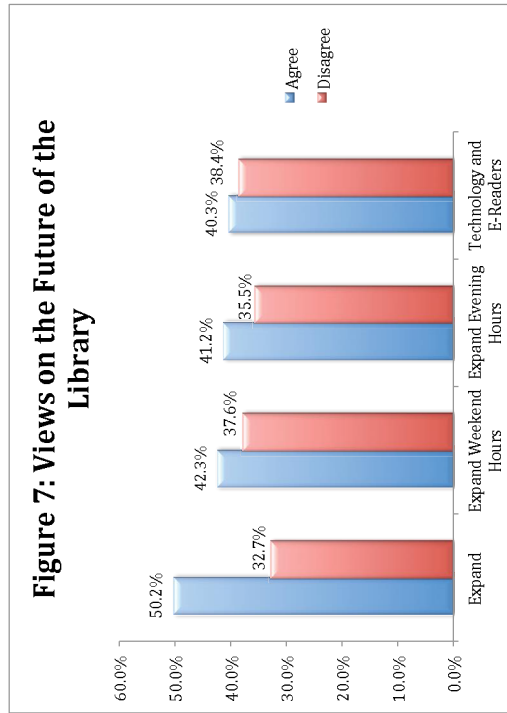


Notably, a significant portion of Evansville residents express no opinion on these proposals, suggesting opportunities to educate the public and perhaps grow public support exist.

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

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

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



### Conclusions

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

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

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

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

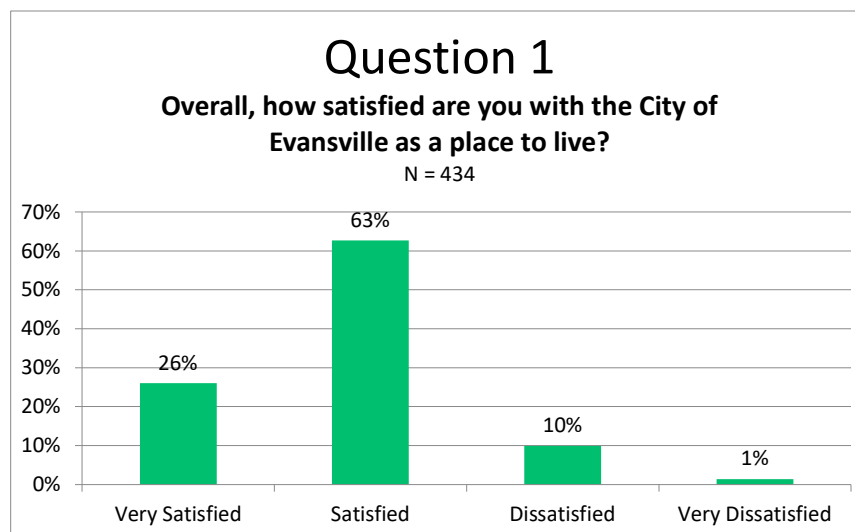
Overall, the 2014 community survey validates the direction taken by the City of Evansville over the past ten years. A diversity of residents think highly of the City, its services, and its attributes. Residents support continued residential growth, and commercial growth through the fostering of entrepreneurialism.





## About the Survey

- Based on a 2014 survey designed by the University of Wisconsin-Oshkosh Business Success Center.
- 23 total questions
- Survey conducted mid-February to April, 2022
- Outreach Efforts
  - Tear-off Flyers at local businesses
  - City Website
  - Utility bill insert (reach of approximately 3,400 City residences and those in surrounding towns)
  - Yard signs in City-owned spaces Word-of-mouth
- Survey Accuracy
  - Target audience was for City residents over the age of 18, or ~3,900 people
  - 439 responses (11.3% response rate)
  - Margin of Error: approximately 4% (5% or below is considered acceptable)
  - Assumed a confidence level of 95% (standard)
  - Translation: with 95% certainty, the responses are accurate within  $\pm 4\%$  of what was reported.



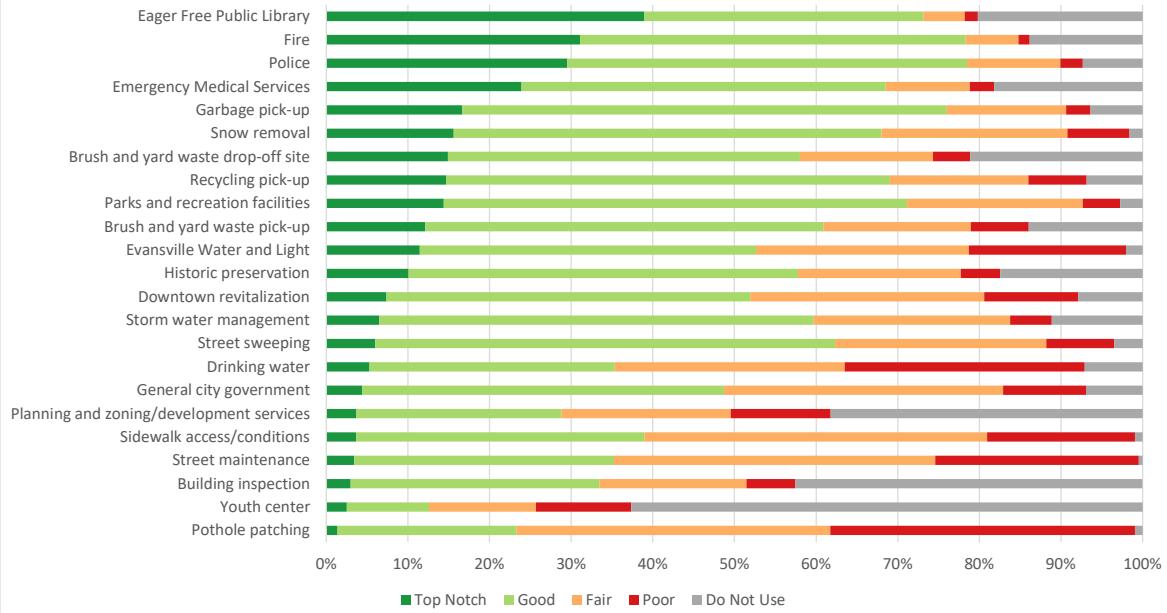
N = # of responses to question

City of Evansville Community Survey 2022  
 Summary Results  
 May 5, 2022

### Question 2

Please rate the quality of the following community services

N = 439

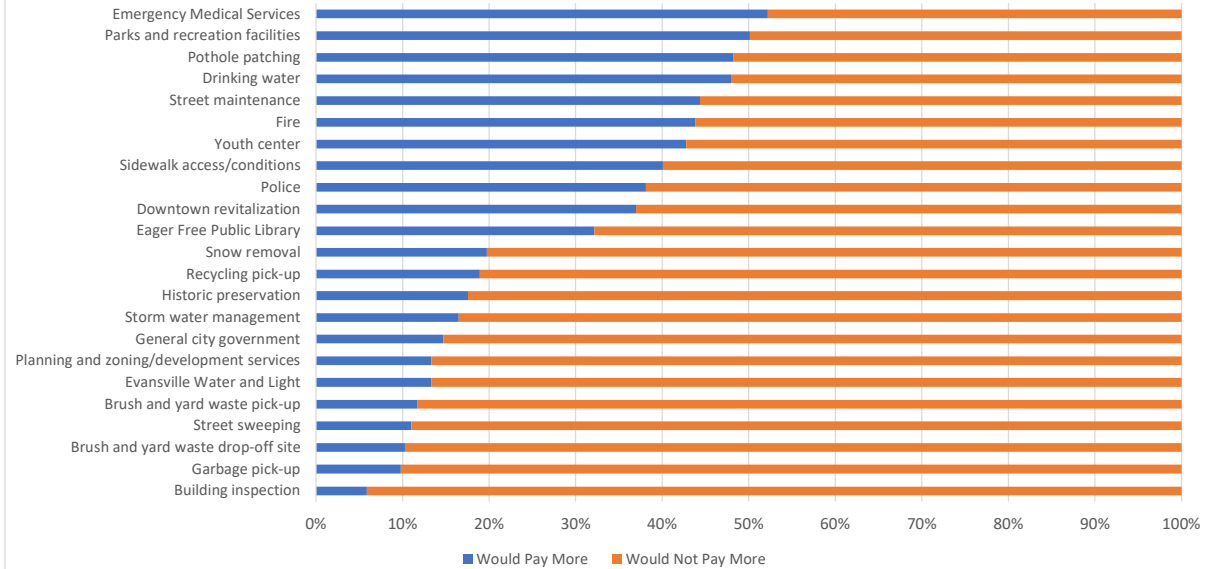


City of Evansville Community Survey 2022  
 Summary Results  
 May 5, 2022

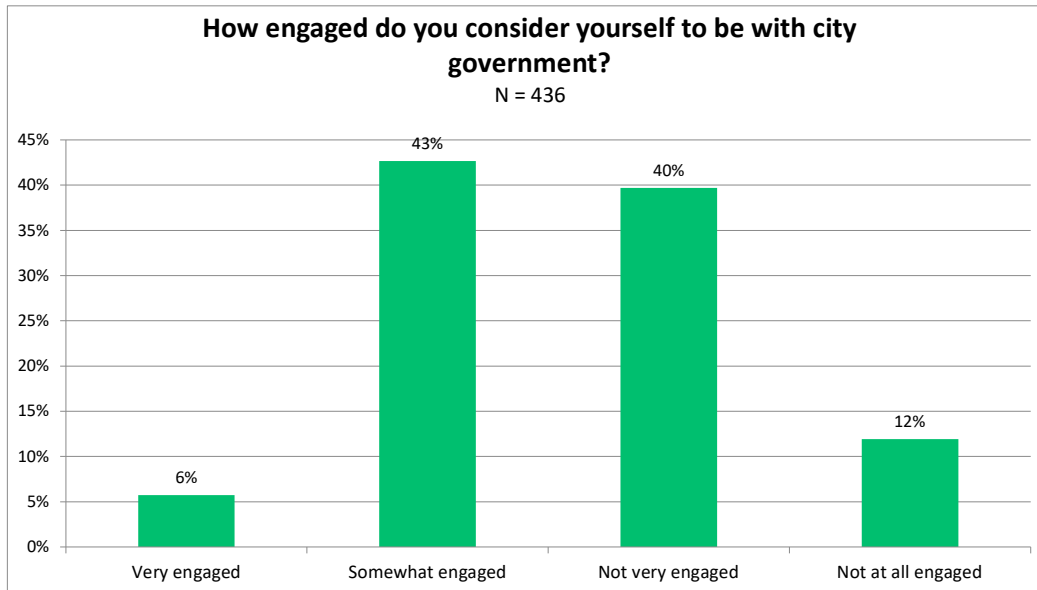
### Question 3

Please state your willingness to pay more, through increased taxes or fees, to improve the following community services.

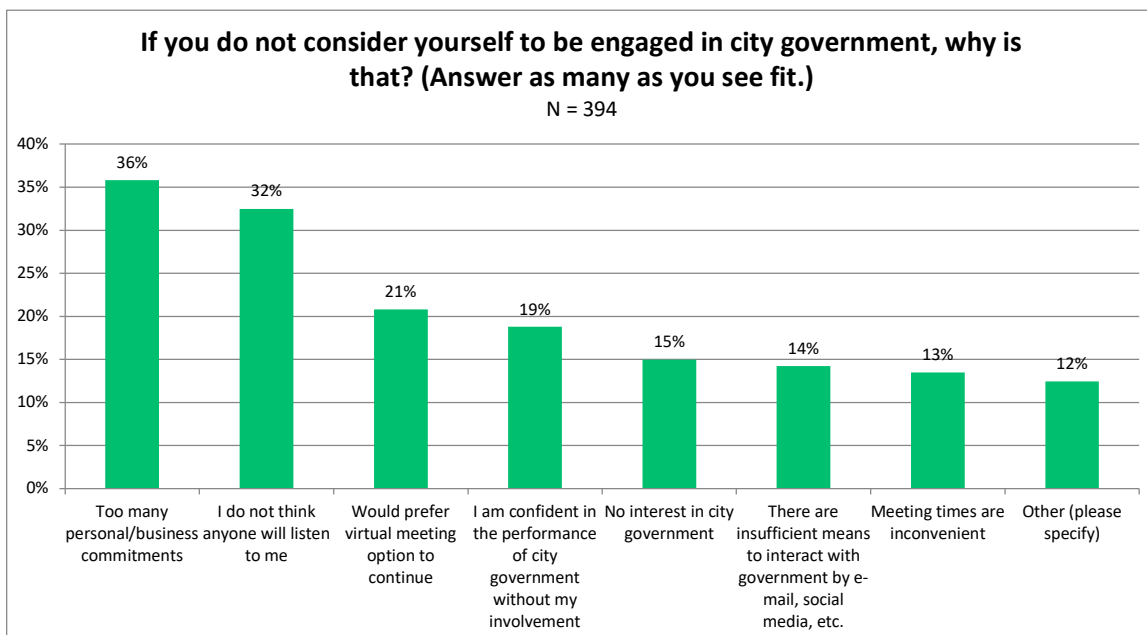
N = 435



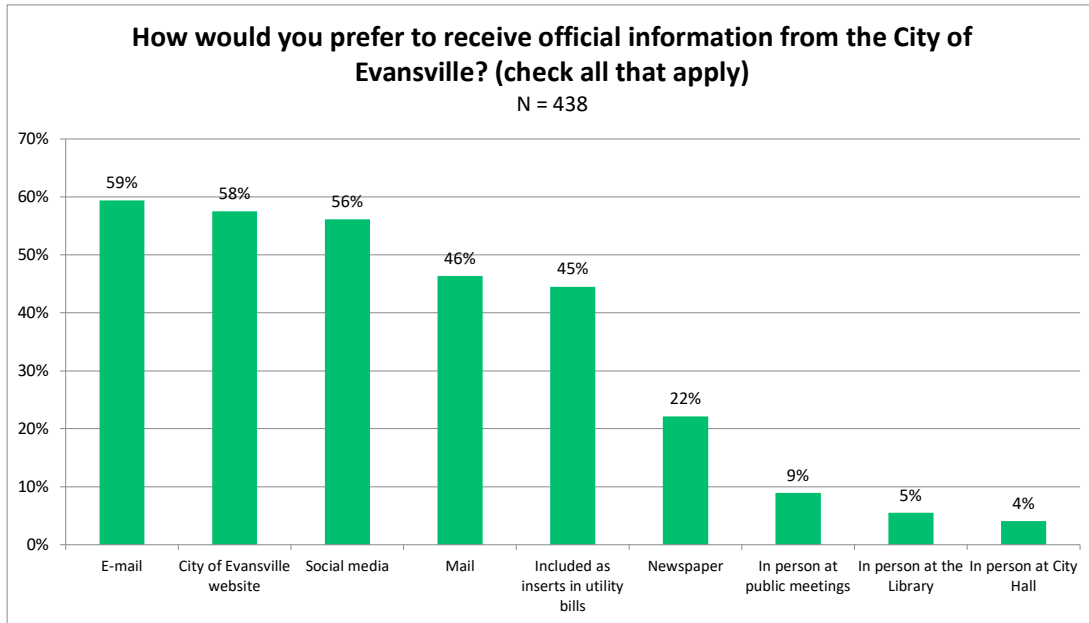
### Question 4



### Question 5



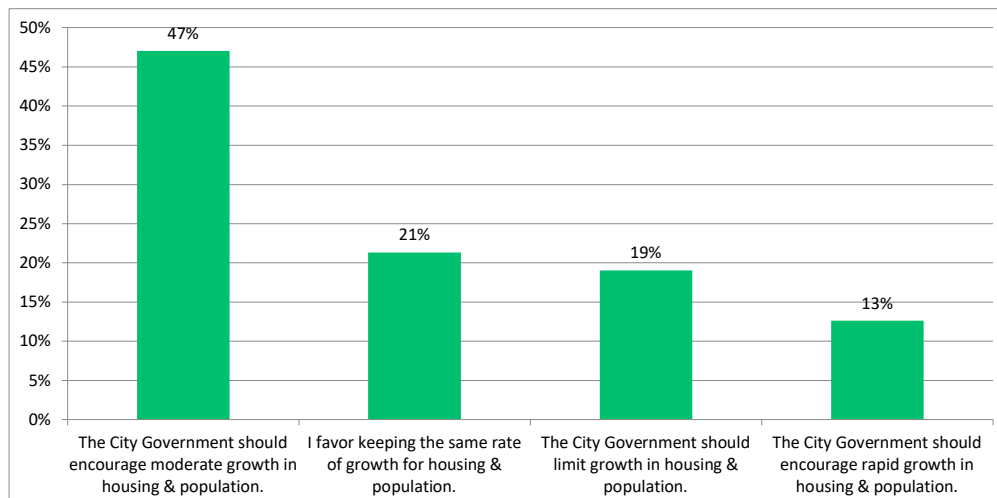
## Question 6



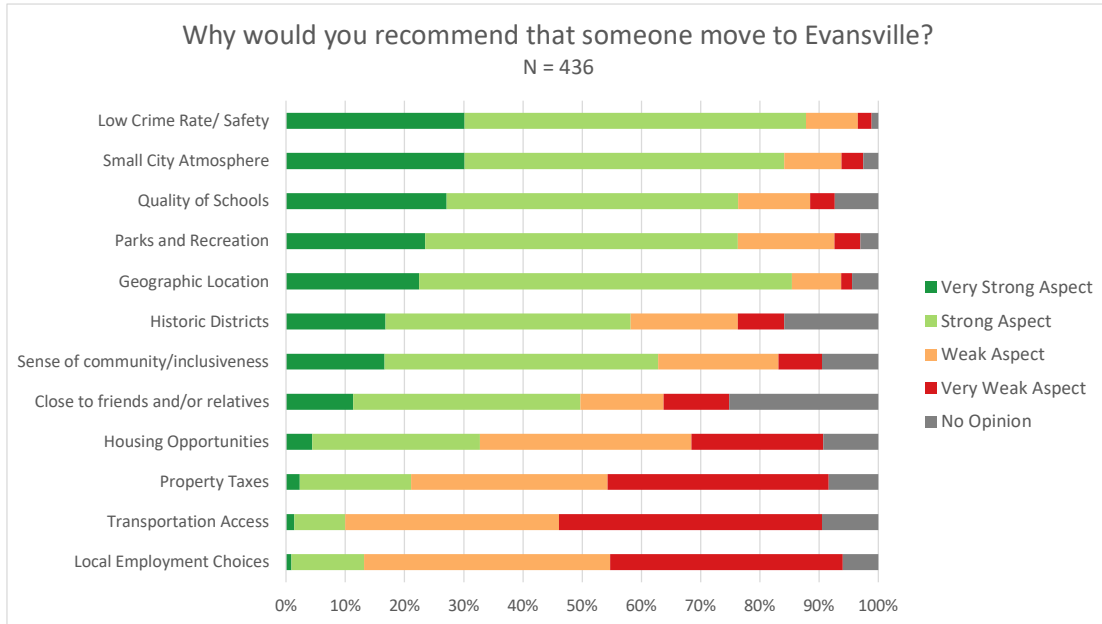
## Question 7

The current population of the City of Evansville is approximately 5,703, a 13.7% increase from 2010. Since 2010, the City has permitted on average 30 new housing units per year. In planning for future population growth, which statement most closely matches your opinion: (Select one)

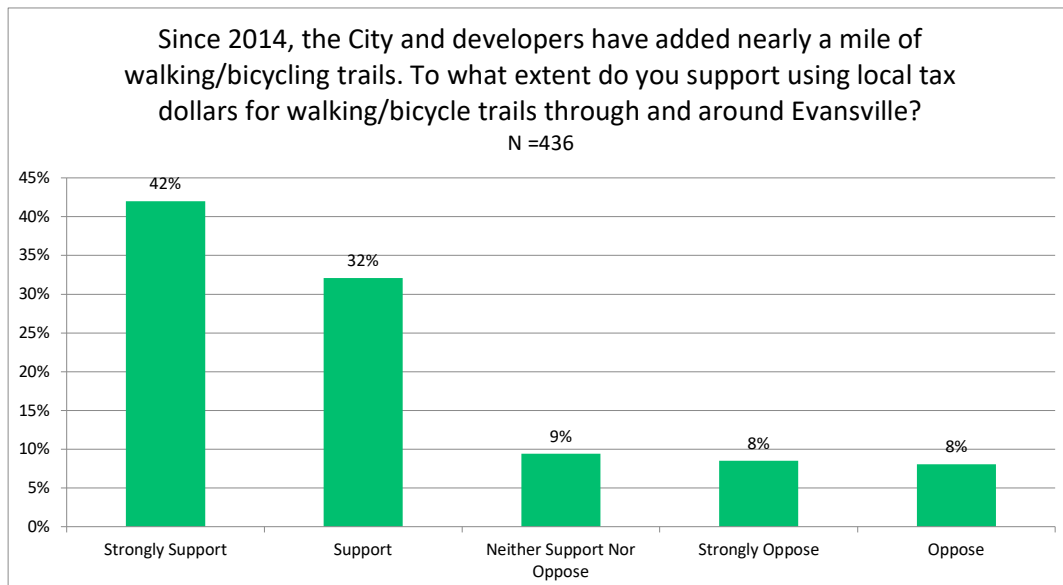
N = 436



## Question 8



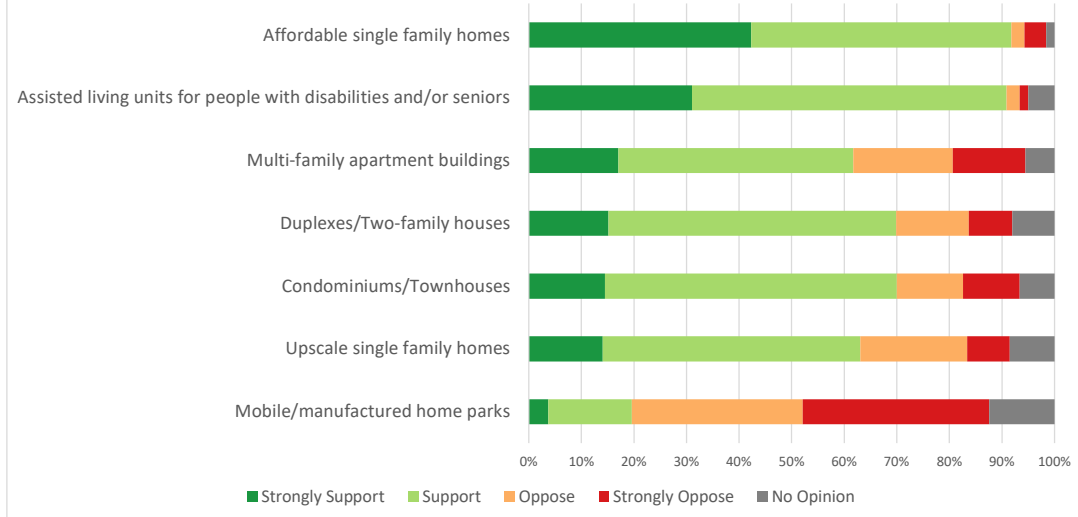
## Question 9



### Question 10

To what extent would you support or oppose the following kinds of future housing development in Evansville?

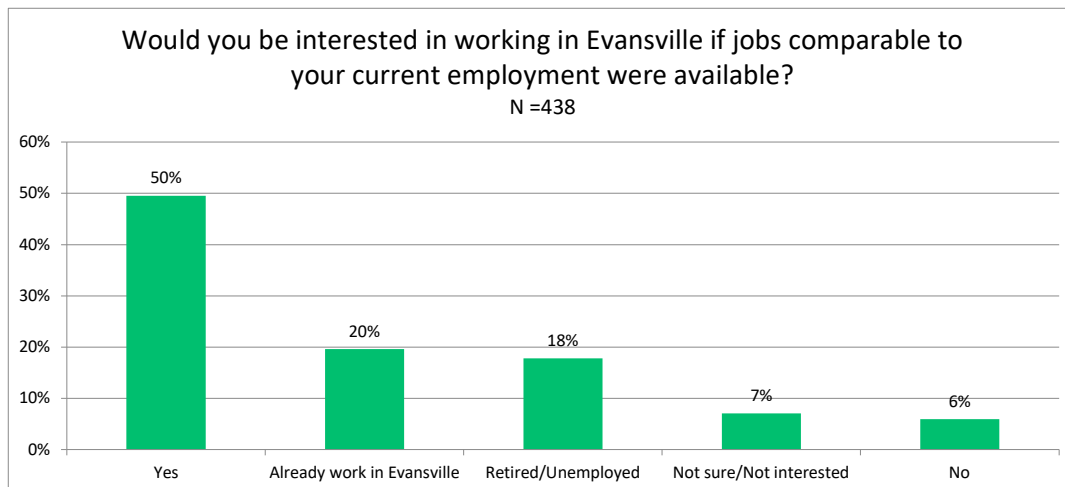
N = 438



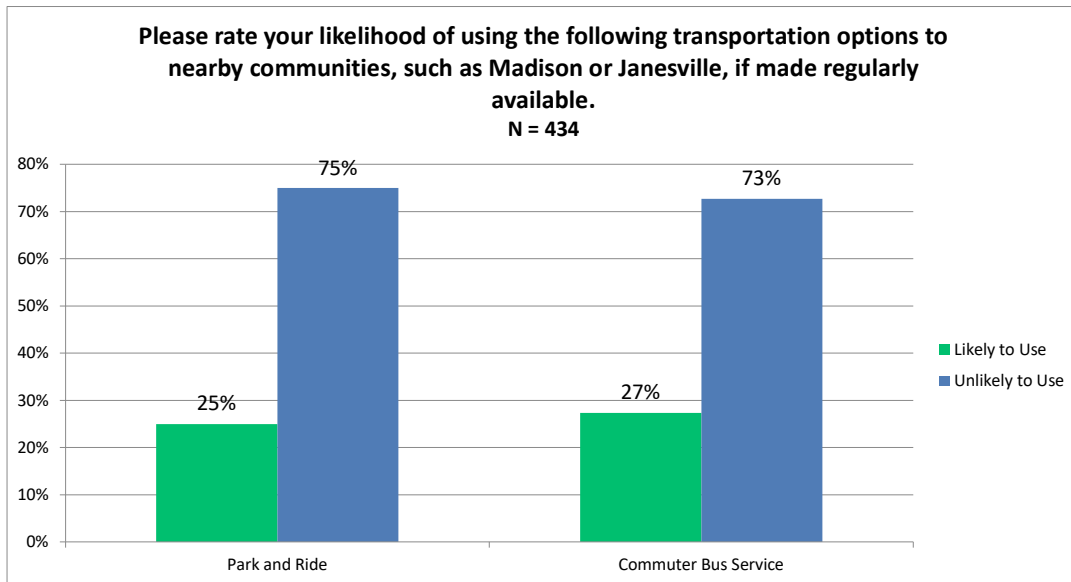
### Question 11

Would you be interested in working in Evansville if jobs comparable to your current employment were available?

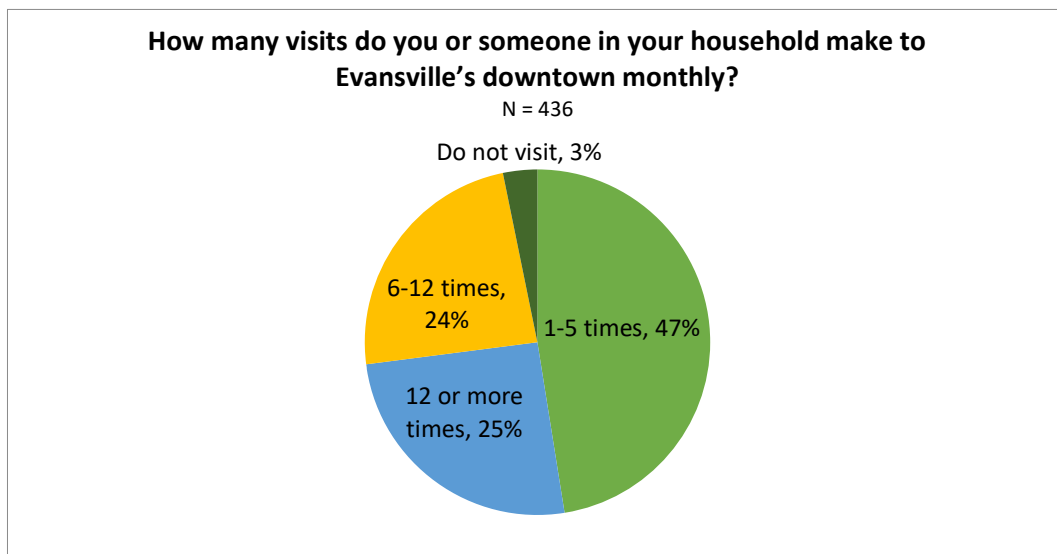
N = 438



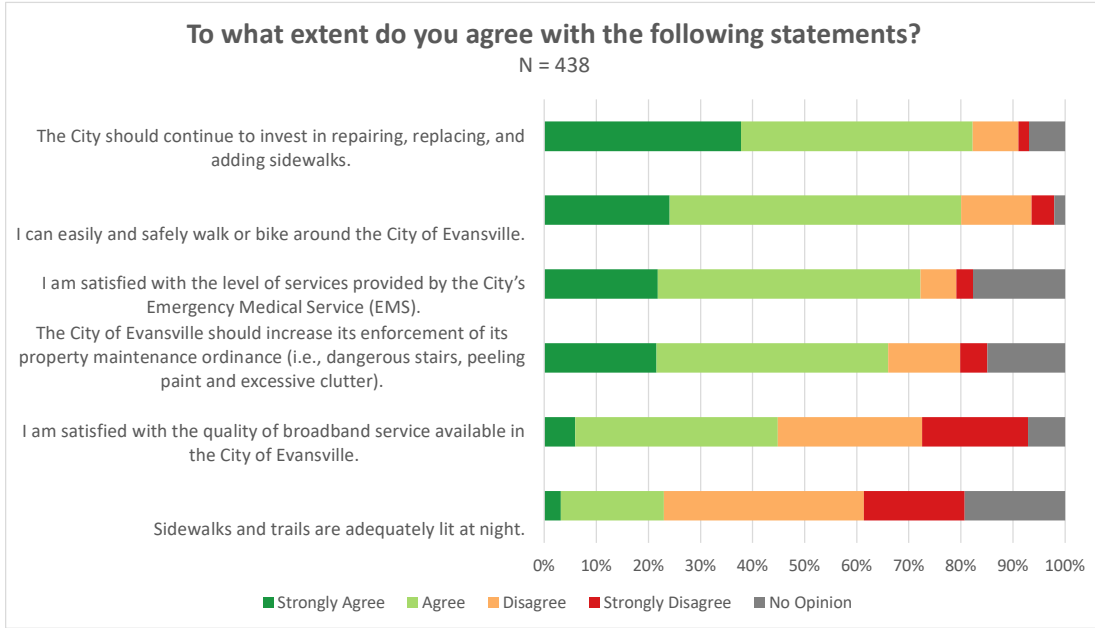
## Question 12



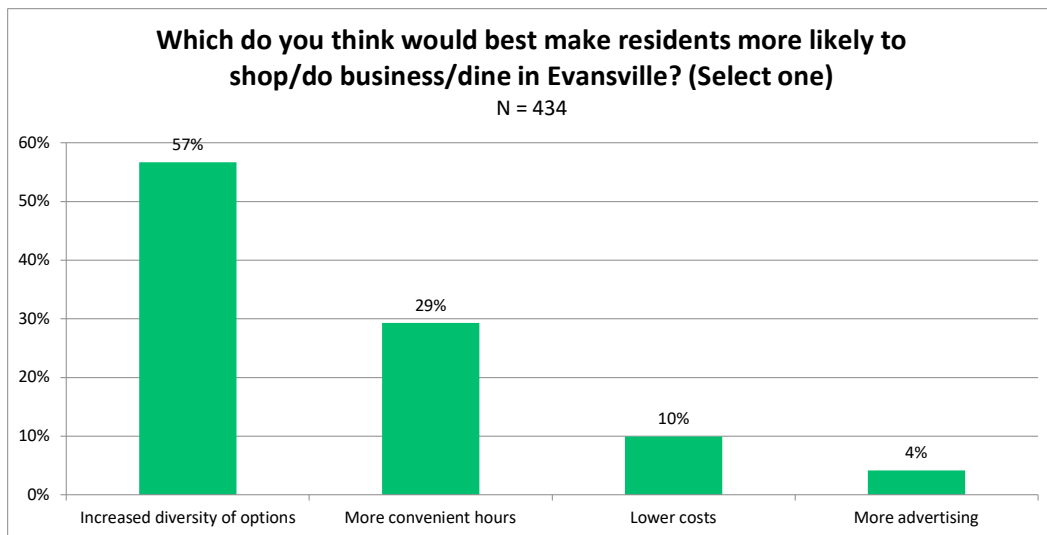
## Question 13



### Question 14

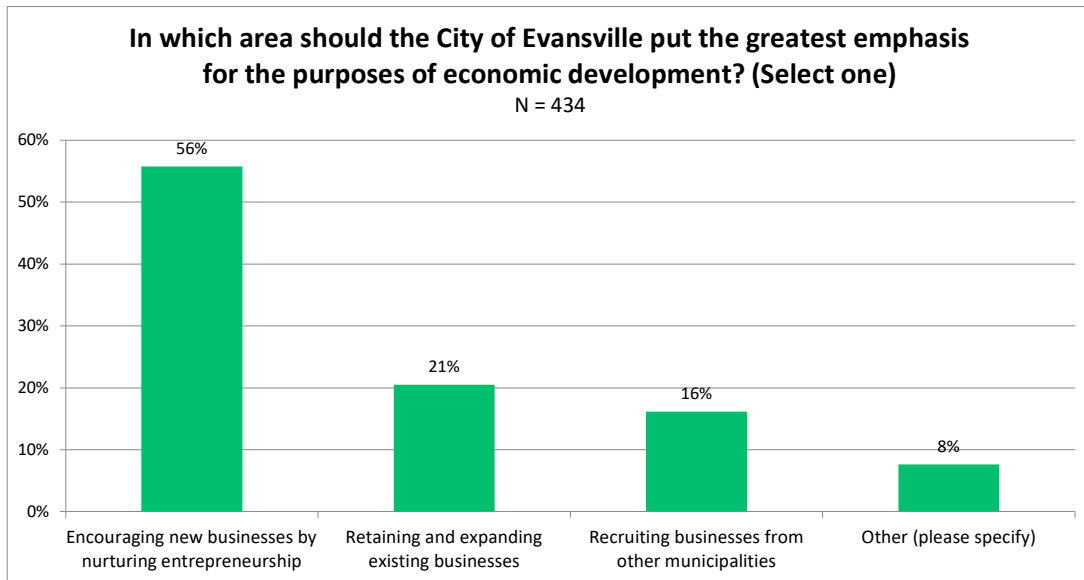


### Question 15

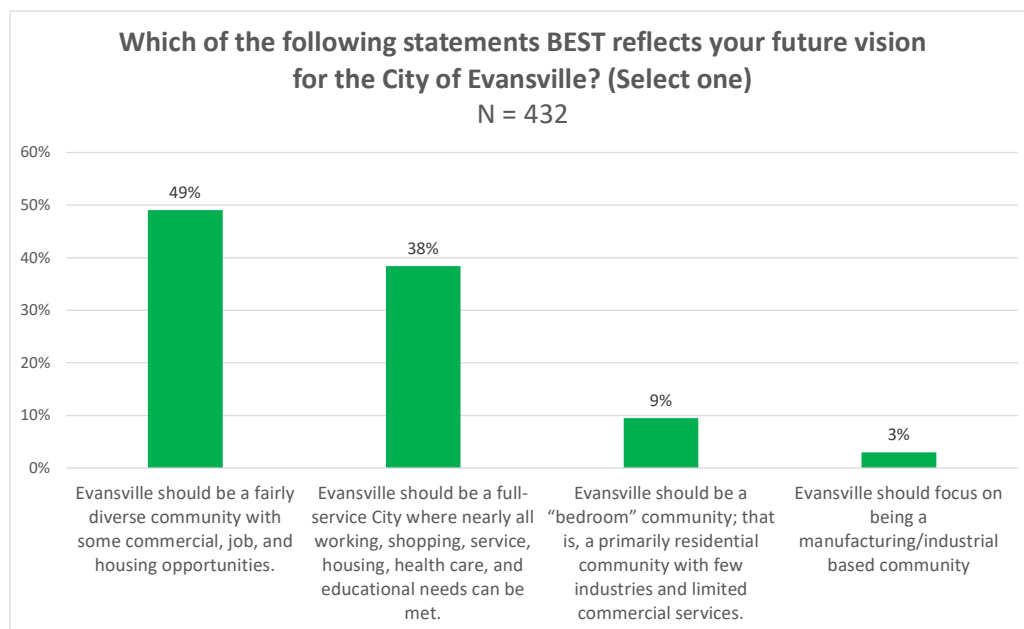




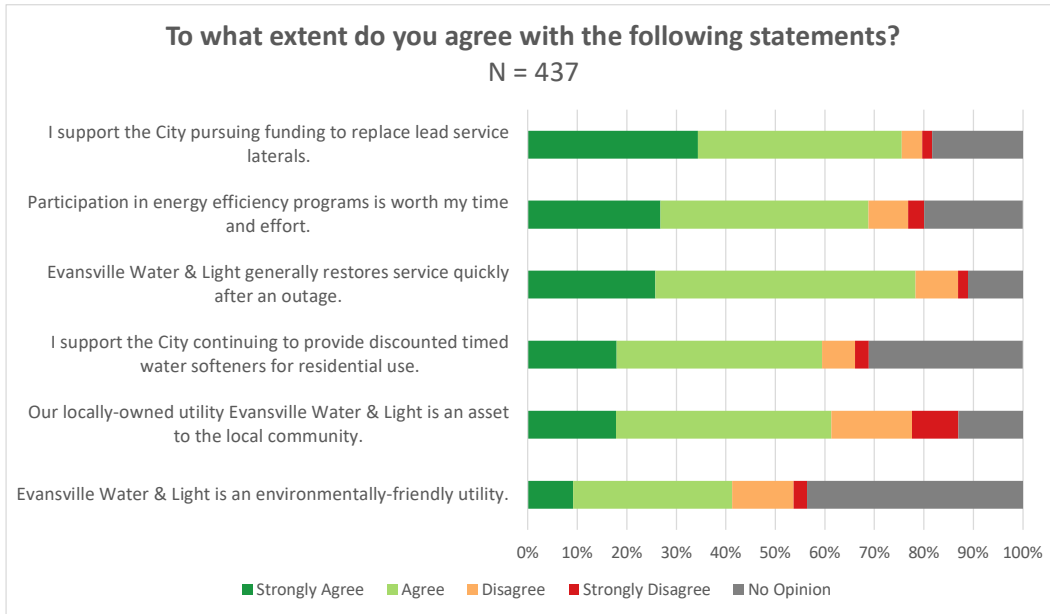
### Question 16



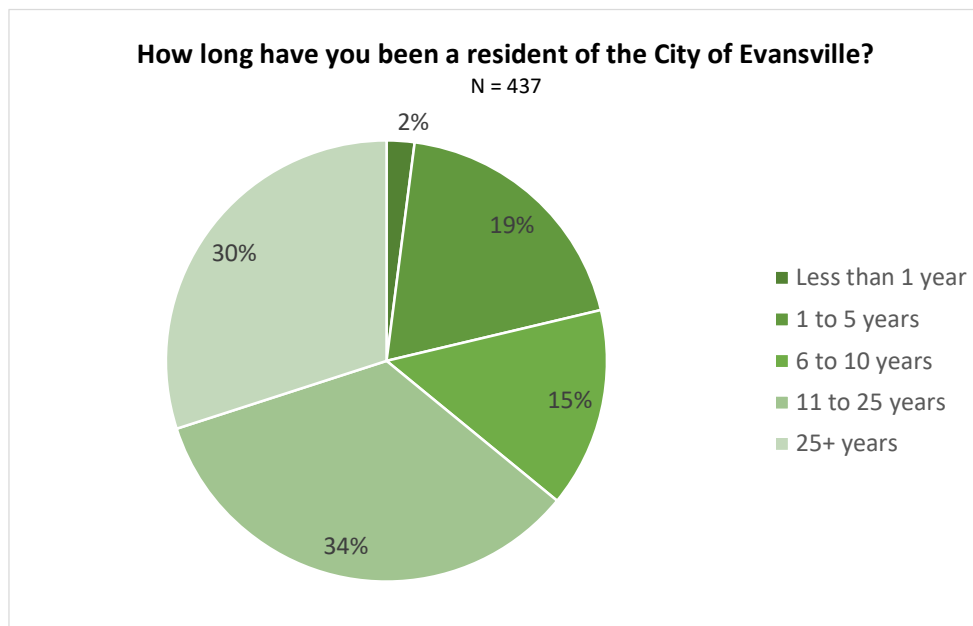
### Question 17



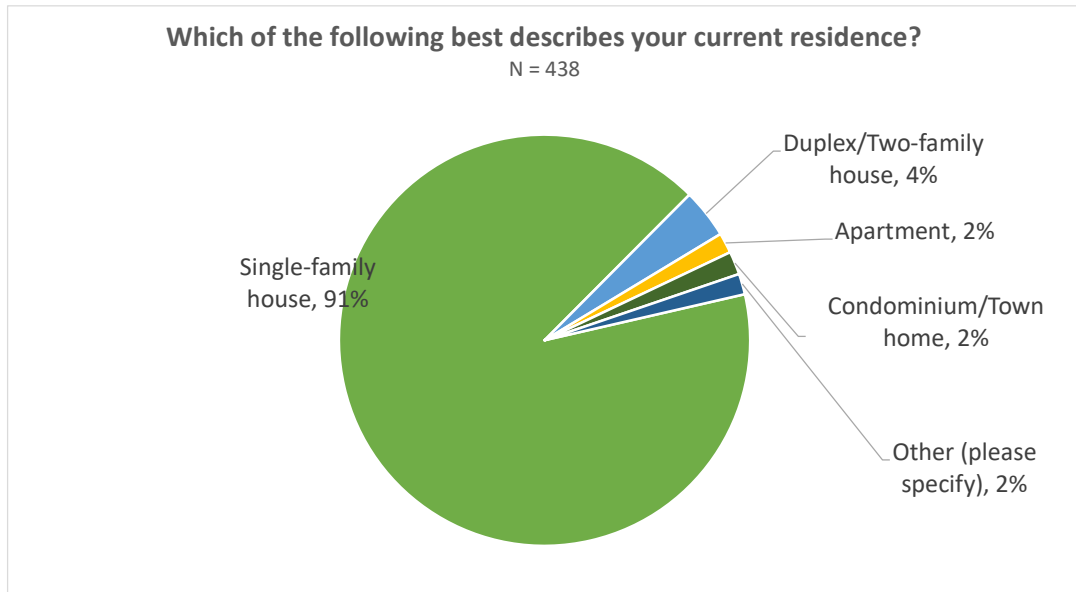
### Question 18



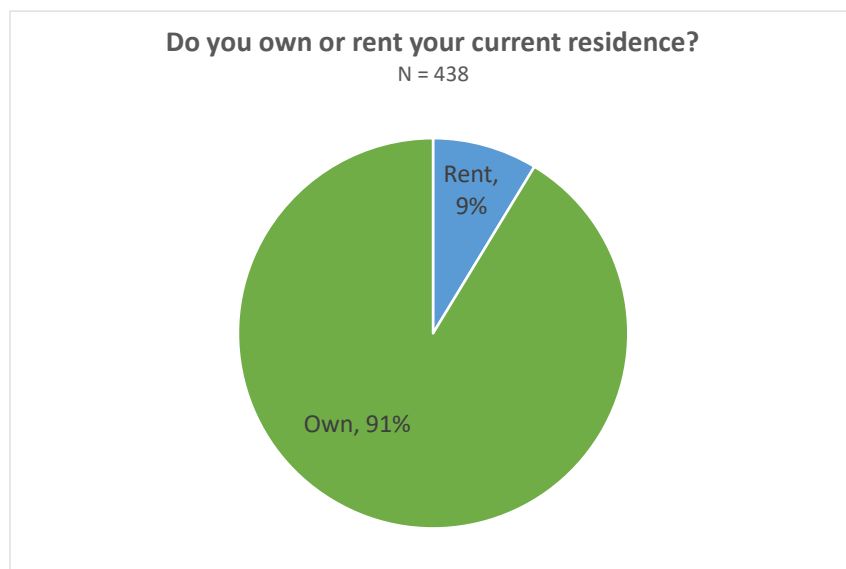
### Question 19



## Question 20



## Question 21

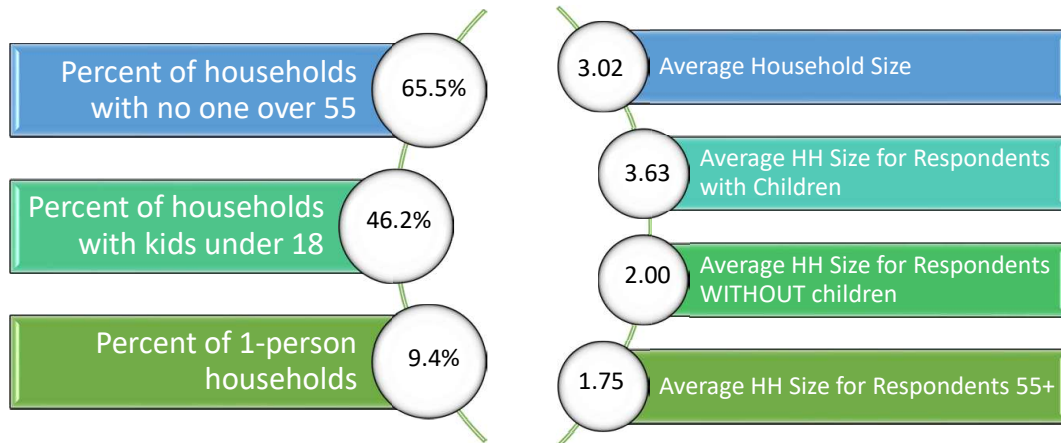


## Question 22

How many people in your household are:

- Under the age of 18
- Between 18 and 54
- Over the age of 55

(N = 436)



## Question 23

Please share any ideas, thoughts, or concerns you may have about the Evansville community.

239 respondents provided additional comments. A full list of responses will be made available in the Appendix of the Comprehensive Plan.

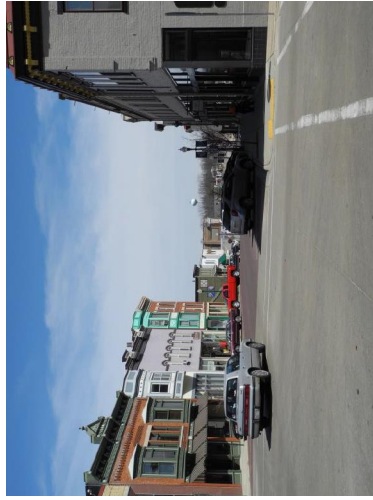


Appendix C: 2015 Visual Preference Survey



# Visual Preference Survey for the City of Evansville, Wisconsin

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Brad Sippel  
April 3, 2015  
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### Executive Summary

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

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

### Introduction

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

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

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

### Community Context

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

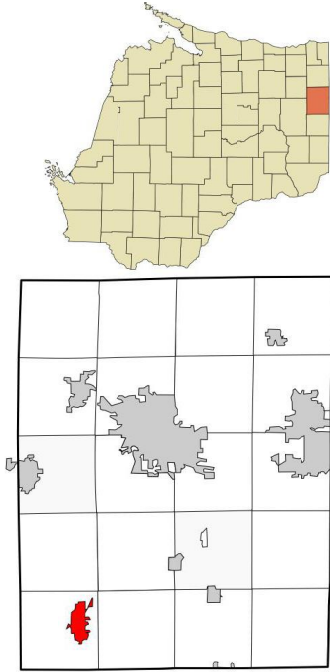


Figure 1: The Location of the City of Evansville within Rock County and Wisconsin.

Source: Wikipedia

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



Figure 2: Evansville's Central Business District

Source: City of Evansville



Figure 3: Evansville's Central Business District

Source: City of Evansville



Figure 4: Typical homes in one of the historic districts

Source: Brad Sippel



Figure 5: Typical new development in Evansville

Source: Brad Sippel



Figure 6: Typical streetscape in an older neighborhood

Source: Brad Sippel



Figure 7: Typical streetscape for new neighborhoods in Evansville

Source: Brad Sippel



Figure 8: Retail and service in the Central Business District

Source: Brad Sippel



Figure 9: Retail and service on the fringe

Source: Brad Sippel

## Methodology

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

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

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

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

### Limitations

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

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

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

## Analysis of Survey Results

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

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

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

### Residential

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



Figure 10: Image 37, 0.35

Source: Brett V/A



Figure 11: Image 26, -1.45

Source: New World Economics

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



Visual Preference Survey for the City of Evansville

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

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



Figure 12: Image 25, 1.92  
Source: Complete Communities - Delanore



Figure 13: Image 5, -1.52  
Source: Streets.MN

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



Figure 14: Image 30, 1.42  
Source: Local Government Commission



Figure 15: Image 9, 0.51  
Source: Local Government Commission

Visual Preference Survey for the City of Evansville

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

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

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



Figure 16: Image 15, 1.69  
Source: Complete Communities - Delanore



Figure 17: Image 21, 0.74  
Source: Okkaboo

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



Figure 18: Image 4, 1.76  
Source: Complete Communities - Delanore



Figure 19: Image 6, 1.42  
Source: Okkaboo

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



Figure 20: Image 42, 1.01  
Source: Complete Communities - Delaware

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



Figure 22: Image 10, 1.65  
Source: Kaphant.com



Figure 21: Image 38-1.11  
Source: Zillow



Figure 23: Image 19, -1.47  
Source: Unknown



Figure 24: Image 41, 1.21  
Source: Brett V/A



Figure 25: Image 28, -0.56  
Source: Complete Communities - Delaware

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

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



Visual Preference Survey for the City of Evansville

Commercial and Mixed Use

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



Figure 26: Image 1, 1.96  
Source: Complete Communities - Dulaney



Figure 27: Image 33, -0.08  
Source: Brett V/A

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



Figure 28: Image 16, 1.04  
Source: Brett V/A



Figure 29: Image 49, 0.19  
Source: Complete Communities - Dulaney

Visual Preference Survey for the City of Evansville

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

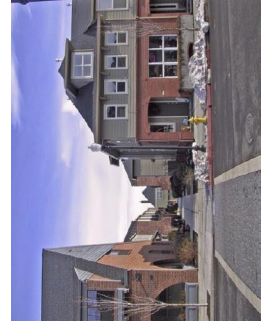


Figure 30: Image 46, 0.58  
Source: Brett V/A



Figure 31: Image 27, -0.16  
Source: Complete Communities - Dulaney



Figure 32: Image 48, 0.55  
Source: Complete Communities - Dulaney



Figure 33: Image 3, -0.11  
Source: Complete Communities - Dulaney

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

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

### Summary and Recommendations

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

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

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



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

Source: Complete Communities - Delaware



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

Source: Brett V/A

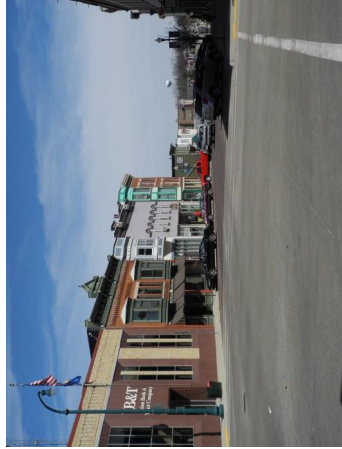


Figure 36: Evansville's Central Business District shares some characteristics with each of the preceding images

Source: Brad Sippel

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

The City should consider methods, such as design guidelines or anti-monotony ordinances, to limit the "garagescape" (A. N. Lessen Associates, Inc., p/70) and make front porches or other human scale elements the dominant features of homes. This is especially true for two-family, multifamily, and single family attached housing, where the visual impacts of a prominent garage and the functional impacts of a wide driveway apron are most noticeable.



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

Source: Brad Sippel



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

Source: Zillow



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

Source: Brad Sippel

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

Significant landscaping should be included for large scale structures and parking lots, including commercial development and multi-family housing. Significant landscaping and screening should be required for any commercial development that has surface parking in front of the structure.

Encouraging infill development of multi-family housing with landscaping and public open space in and near the Central Business District, as shown in Figure 41, would enhance the appeal of Evansville's downtown.

Incorporating these recommendations and other elements of the positively rated images into Evansville's Comprehensive Plan will allow for a better outcome that more closely reflects the vision of the community.

The sooner these recommendations and code revisions can be made, the better it will be for the community. As development that reflects the lower rated images is increasing, Evansville is moving further away from the vision that the visual preference survey assisted to establish.



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

Source: Complete Communities - Delaware



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

Source: Kephart.com



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## Appendix: Survey Images and Average Ratings



1.96031746

Image # 1



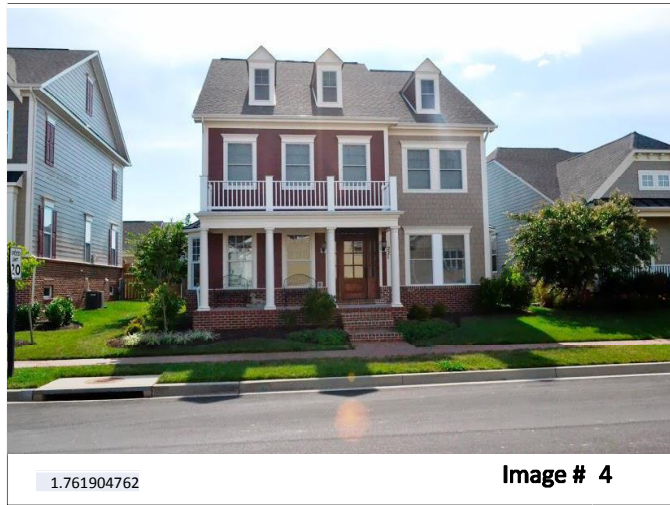
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Image # 2



-0.111111111

Image # 3



1.761904762

Image # 4



-1.515873016

Image # 5



1.420634921

Image # 6



0.198412698

Image # 7



2.071428571

Image # 8





0.511904762

**Image # 9**



1.654761905

**Image # 10**



-0.956349206

**Image # 11**



1.186507937

**Image # 12**



-0.214285714

**Image # 13**



1.400793651

**Image # 14**



1.69047619

**Image # 15**



1.043650794

**Image # 16**





1.043650794

**Image # 17**



1.944444444

**Image # 18**



-1.468253968

**Image # 19**



1.194444444

**Image # 20**



0.742063492

**Image # 21**



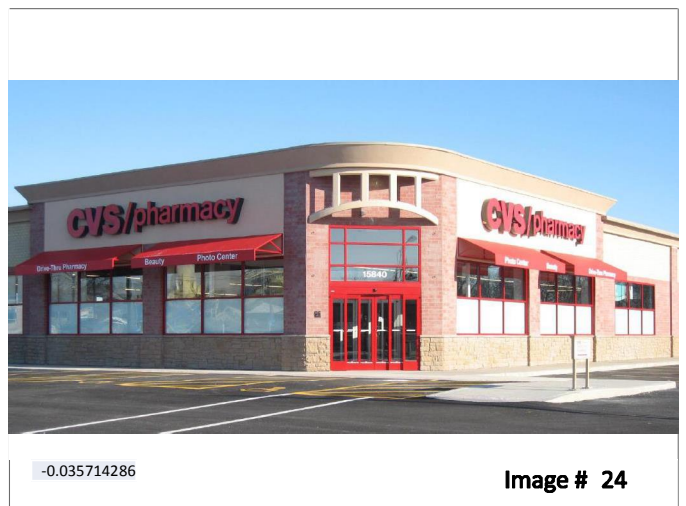
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**Image # 22**



0.678571429

**Image # 23**



-0.035714286

**Image # 24**





1.920634921

Image # 25



-1.452380952

Image # 26



-0.158730159

Image # 27



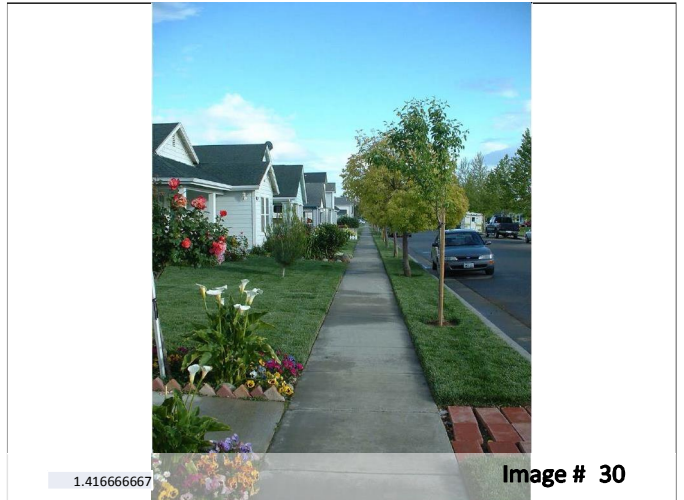
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Image # 28



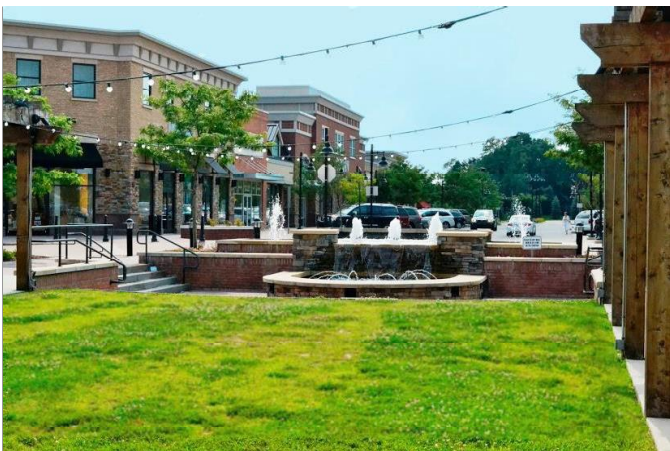
-0.063492063

Image # 29



1.416666667

Image # 30



1.849206349

Image # 31



0.968253968

Image # 32





-0.075396825

Image # 33



1.76984127

Image # 34



1.015873016

Image # 35



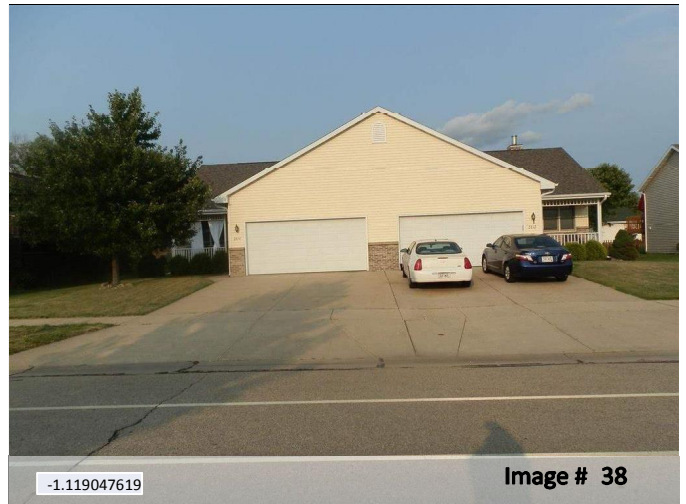
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Image # 36



0.353174603

Image # 37



-1.119047619

Image # 38



-1.23015873

Image # 39



2.511904762

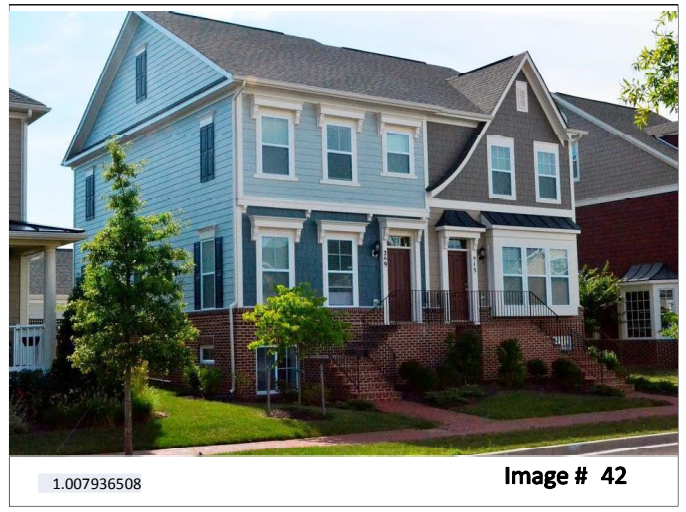
Image # 40





1.206349206

**Image # 41**



1.007936508

**Image # 42**



-0.964285714

**Image # 43**



1.646825397

**Image # 44**



1.773809524

**Image # 45**



0.579365079

**Image # 46**



0.753968254

**Image # 47**



0.547619048

**Image # 48**







**Appendix D: Economic Development Survey Responses**



# Economic Development Survey Responses

Summary of  
"other" responses

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

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

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

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

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

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

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

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

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

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

6 What is the biggest challenge currently facing your business?

- A. Taxes 25%
- B. Customers 32%
- C. Workforce 21%
- D. City Services 2%

Government, networking, facility costs,  
main street visibility, collecting debts,  
macroeconomic conditions.

- E. Other \_\_\_\_\_ 21%

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

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

Tech support, faster internet

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

- A. Yes, this would improve the business climate of Evansville and encourage people to shop here. 16%
- B. No, this would hinder economic growth in Evansville. 14%
- C. I need more information 42%
- D. other \_\_\_\_\_ 28%

Should focus on attracting variety of  
business, business park is better idea,  
special opportunities for one area are  
unfair.

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

**Appendix E: City of Evansville Adopted Plans**





COMMERCIAL  
DEVELOPMENT  
DESIGN  
STANDARDS

EVANSVILLE, WISCONSIN

May 11, 2008

A Report of the Large-Scale Commercial  
Development Study Committee

**Prepared by**  
**Large-Scale Commercial Development Study Committee**

Chris Eager, Chairperson  
Mayor Sandra Decker  
Ald. Bill Hammann  
Karen Alkman, Former Alderperson  
Dean Arnold  
Rebecca DeMaib  
Kelly Gildner (Town of Union representative)  
Janis Ringhand, Former Mayor

**Submitted to**  
**Evansville Plan Commission**

Sandra Decker, Chairperson  
Ald. Mason Braunschweig  
Ald. Bill Hammann  
Cheryl Dickert  
Dave Sauer, City Engineer  
Gil Skinner  
Jeff Vrstal

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

## INTRODUCTION

### Smart growth comprehensive plan

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

### Community character – a reoccurring theme

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

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

### Advisory committee

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

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

### A Key Theme of Evansville's Comprehensive Plan

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

Source: Evansville Smart Growth Comprehensive Plan

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

### Focus of this report

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

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

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

## SETTING

### Commercial development trends and forecasts

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

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

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

### Existing design standards

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

→ renovation and rehabilitation

Large Commercial Buildings in Evansville:

Piggly Wiggly	23,700 sq. ft.
New Ace Building	16,125 sq. ft.

- ♦ new construction
  - ♦ site considerations
- These guidelines are voluntary.

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

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

## REPORT CONTENT

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

Fig. 1. Bank of Evansville



Fig. 2. Citgo / Subway



## DOES SIZE MATTER?

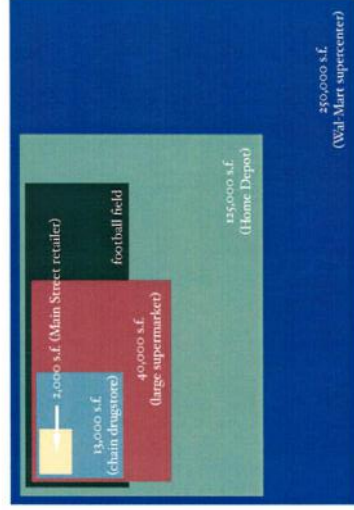
Within the last decade, retail stores have grown substantially larger. A single super-sized retail store can approach 250,000 square feet of floor area with parking for some 500 cars. As the size has increased, so too has the potential for unwanted impacts. At some point, a large-format store becomes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

### Recommendation

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

### Limits Placed on the Size of Retail Stores In Selected Jurisdictions

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



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

## VACANT BUILDINGS AND REUSE

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

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

### Recommendation

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

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



## FRANCHISE DESIGN

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

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

### Recommendation

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

Fig. 4. A National Chain





## BUILDING DESIGN

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

### Recommendation

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

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

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

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

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



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

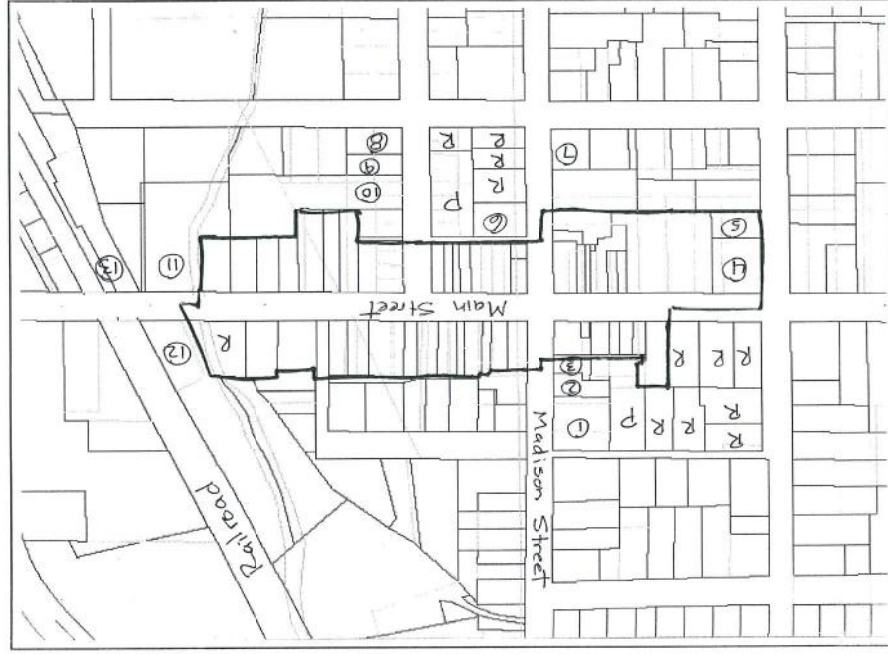


Fig. 7. A store front with false second floor



## Main Street Design Overlay District

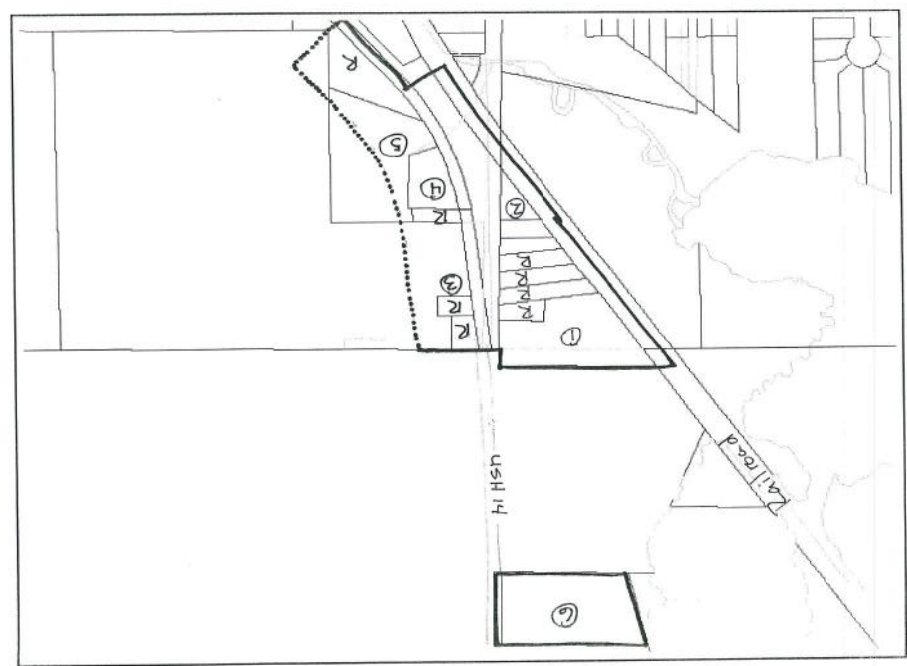
Key	
M&J	1
Union Mutual	2
Laundromat	3
Library	4
Post Office	5
Arndt Plaza	6
City Hall	7
Storage Building	8
Badger Cycle	9
Veterinary Clinic	10
Bauer Haus	11
Mixed Use	12
VFW	13
Residence	R
Parking Lot	P



USH 14 - North Design  
 Overlay District

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

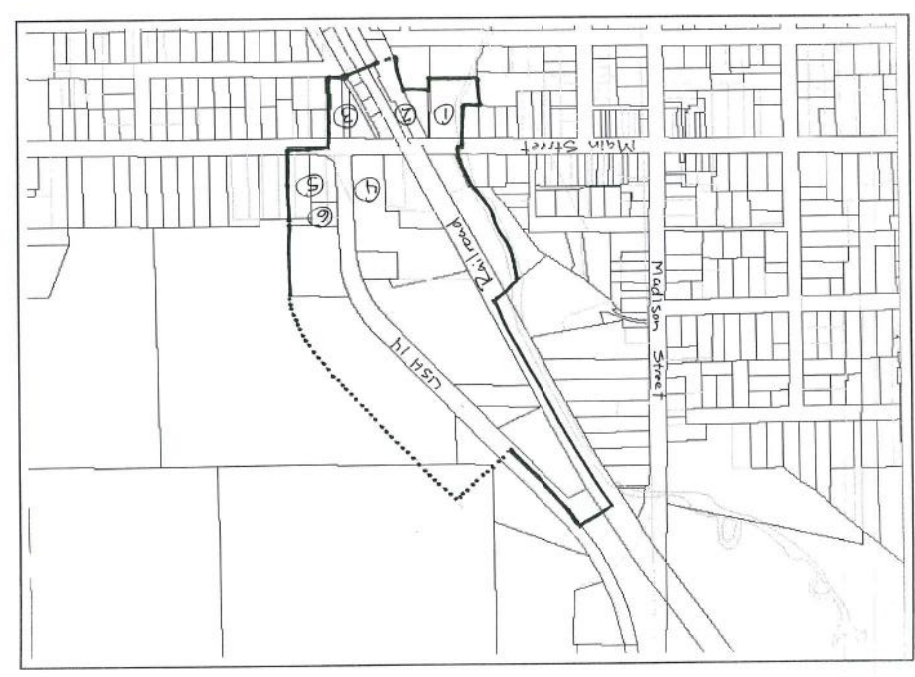
Key



Allen Creek Design  
 Overlay District

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

Key



USH 14 – East Design  
Overlay District

Key

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



**SIGNAGE**

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

**Recommendation**

No changes are proposed.

Fig. 8. An example of a wall sign



Fig. 9. Projecting signs



## LANDSCAPING

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

### Recommendation

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

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



## PARKING LOTS

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

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

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

### Recommendation

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

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



Fig.12. Parking lots occupy large areas and often are not fully utilized





## OUTDOOR LIGHTING

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

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

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

### Recommendation

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

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

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

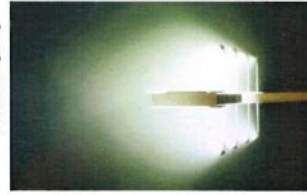
Fig. 13. An example of period lighting



Fig. 14. An example of light trespass



Fig. 15. An example of excessive lighting



"White Light"  
Lighting District



## ECONOMIC IMPACTS OF LARGE-FORMAT STORES

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

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

### Recommendation

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

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

## TRAFFIC IMPACTS

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

### Recommendation

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

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

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

## PUBLIC RECOGNITION OF EXCEPTIONAL PROJECTS

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

### Recommendation

The city should establish a formal program to publicly recognize those development and redevelopment projects (commercial, residential, and institutional buildings and subdivisions) that far exceed the minimum design standards and which exemplify quality design. Those projects designated as an "Evansville Signature Project" can use

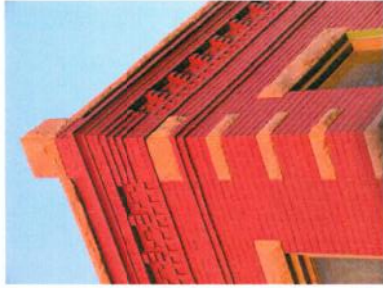
that designation in advertising and in promotion. To preserve the prestige of this designation, no more than two projects would be recognized in each year.

### Evansville Signature Project



In Recognition of Design Excellence

Fig. 16.



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

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

### Housing Policies (Chapter 4)

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

### Economic Development Policies (Chapter 8)

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

### Land Use Policies (Chapter 10)

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

### Chapter 12 – Implementation

#### Housing Goal #3

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

#### Agricultural, Natural & Cultural Resource Goal #6

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

Economic Development Goal #2



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

**Economic Development Goal #3**

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

**Land Use Goal #1**

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

**Land Use Goal #3**

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

**Implementation Goal #3**

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

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

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

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

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

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

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

- F. Entryways.** The primary entrance to the building shall be architecturally prominent and clearly visible from the abutting public street. Such entryway shall incorporate at least three of the following design features:

1. canopies or porticos
2. overhangs
3. recesses/projections
4. arcades

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

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

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

- H. Facade elements. Building facades that are visible from a non-industrial zoning district shall include a repeating pattern that includes at least three of the following elements:

1. color change
2. texture change
3. material module change
4. a change in the plane of the wall exceeding 12 inches or more in width (e.g. offset, reveal, or projecting rib).

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

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

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

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

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

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

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

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

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

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

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

- R. Community amenities. A large-format store in excess of 35,000 square feet shall include at least one of the following amenities as approved by the Plan Commission:

1. water feature,
2. clock tower,
3. outdoor plaza with seating, or
4. other feature that in the judgment of the Plan Commission adds character to the development and contributes to the city's community and public spaces.

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

**General provisions**

- A. Purpose. The standards in this section are intended to support the architectural and historic character of the area and designated historic properties -- the very qualities that made the area and buildings significant. Design review standards for heritage preservation are based on the principle that existing building materials and building details should be preserved and maintained. If replacement of materials is necessary, replacement should be made in materials similar to the original building.
- B. Relationship to other standards. In addition to meeting the standards in this part, all projects must meet the standards of the Evansville Historic Preservation Commission as may be adopted.
- C. Registry of historic properties. The Evansville Historic Preservation Commission shall maintain a registry of historic properties in the district and submit a copy to the city clerk which shall make it available to the public upon request.

**Renovation and rehabilitation of historic properties**

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

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

- C. Stucco surfaces. Deteriorated stucco may be repaired by duplicating the original material in strength, composition, color, and texture.
- D. Doors. Existing entry openings should be retained, where feasible. If additional entry openings are needed (i.e., for deliveries) they should be placed at regular intervals and should be of similar proportions as the original entry. Original or historic features including columns, bulkheads, transoms, moldings, and hardware should be retained; trim should be replicated if replacement is necessary. Wood panel doors with large glass panels were typical of historic commercial storefronts in the district. When historic doors and hardware cannot be repaired, they may be replaced with similar products. If replacement of doors is necessary, replacement doors should be compatible with the design, proportions, and materials of the original door. New doors should be constructed of wood where possible; aluminum or other metal doors should be factory finished in colors complementary to the building.
- E. Windows. Existing window openings shall be retained (i.e., not be filled in with wood, brick, or any other material) along with decorative trim, including lintels, pediments and hoods. If replacement of trim is necessary, the appearance of the original material should be maintained. New window openings should not be added on the primary facade. If new windows are required, wood windows are preferred, particularly on the primary facade. If metal is chosen, it should have a baked enamel or other appropriate factory finish. Metal-clad and/or vinyl-clad windows may be considered for upper-level windows or rear facade windows, with the approval of the Historic Preservation Commission. Non-approved windows may not be substituted after such approval. The Historic Preservation Commission may require samples or examples of replacement windows to determine whether an option is an appropriate replacement. If it is necessary to replace a sash, the replacement sash shall match the appearance of the original sash. Replacement of double-hung windows with single panes of glass or with crank-out windows is expressly prohibited.
- F. Roofs, cornices, and parapets. The historic rooflines including the cornice, parapet, or other elements shall be retained. If a cornice or parapet is missing, historic photographs or examples from similar buildings should be



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

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

**New construction**

- A. Applicability. The provisions of this part apply to the following:
1. new construction projects; and
  2. additions to non-historic properties to the greatest extent feasible.
- B. Facade proportions. Buildings shall have a well-defined base, middle, and top. (need a graphic here) The base, or ground floor, should appear visually distinct from the upper stories, through the use of a change in building materials, window shape or size, an intermediate cornice line, an awning, arcade or portico, or similar techniques. The base, or ground floor of the building, should include elements that relate to the human scale, including texture, projections, doors and windows, awnings, canopies or ornamentation. (See discussion of storefront elements.) The composition of the facade should be similar to facades on nearby historic properties in the district. This includes: (1) proportions of openings, (2) relation of width to height, (3) larger buildings should be broken into a number of smaller bays, to maintain a rhythm similar to the surrounding buildings, and (4) floor to ceiling ratios.
- C. Roofs. Roofs shall be flat or gently sloped, consistent with traditional storefront commercial design. Building tops shall be articulated with detailed cornices or parapets.
- D. Sidewalls. Party wall construction is typical within the district. Therefore, a number of buildings lack visible sidewalls. Where sidewalls are visible, window openings should be consistent in their proportions with those on the front facade.
- E. Building height. New buildings that front on Main Street shall continue the traditional patterns of two or more stories in height. A second story facade may substitute for a second floor. New buildings that do not front on Main Street may be one or two stories in height. A second floor

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

F. Building materials. Building materials should be consistent with the predominant materials used in the district. Masonry shall not be painted. (See masonry standards.) The following materials are appropriate on front or primary facades:

1. wood,
2. brick,
3. natural stone, and
4. concrete and stucco, if approved by the Historic Preservation Commission.

Decorative elements on building facades should be of materials appropriate to the building style and similar to materials used on existing buildings, including metal, wood, stone, polished stone, tile, or glass block. Additional materials may be appropriate on side or rear facades that are less visible from the street, where permitted by the Historic Preservation Commission. Materials that may be considered include:

1. Precast concrete units and concrete block, provided that surfaces are molded, serrated, or treated with a textured material in order to give the wall surface a three-dimensional character.
  2. "Jumbo brick" units should only be used on the lower third of the building wall
  3. Split-faced brick is not appropriate for downtown buildings.
  4. "Novabrick" may be acceptable in some uses.
- G. Percent of facade in openings. The area of the facade occupied by doors and windows shall be consistent with exhibit \_\_\_\_.

**Exhibit \_\_\_\_ Minimum requirements for openings in a facade**

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

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

create a strong rhythm of light and shadow in keeping with traditional architecture. Mirrored glass or glass block shall not be used on street-facing facades. Glass in windows and doors shall be clear or slightly tinted, allowing views into the interior. Buildings with modern curtain walls of windows are not appropriate in the district. Internal window divisions should be consistent with those of surrounding historic buildings, or with established styles within the district. Replacement windows consisting of one undivided pane of glass are not appropriate. I. Accessory buildings. The design of accessory buildings should be simple and unobtrusive. Materials similar to those of the principal building shall be used, but lower-cost alternatives may also be appropriate, as determined by the Historic Preservation Commission. Materials that may be considered include textured precast concrete units, "Novabrick" blocks, jumbo brick and stucco.

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

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

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

1. Covering of certain features prohibited. The use of awnings shall be shall not cover or obstruct the view of distinctive architectural features.
  2. Material. The awning shall consist of canvas or other fabric covering. Wood, metal, and plastic coverings are expressly prohibited.
  3. Side profile. The side profile of the awning shall be flat. Curved awnings are expressly prohibited.
  4. Illumination. An awning shall not be internally illuminated.
- L. Trash enclosures and service areas. Most alleys in the district are too narrow to permit screening of service areas or dumpsters. Where space permits, enclosure are encouraged, using walls or fencing of similar design and materials to the principal building. Consolidation of trash

storage to create common screened areas is encouraged. M. Outdoor lighting. Outdoor lighting shall be consistent with the standards in section \_\_\_\_\_ of the zoning code.

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

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

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

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



# Allen Creek & North Union Street Redevelopment Master Plan



Prepared for the  
**City of Evansville, Wisconsin**  
By R.A. Smith & Associates, Inc.

## Acknowledgements

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## Introduction

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

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

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

will be a critical factor in the future development and viability of the district.

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

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

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

## Allen Creek & North Union Street Project Area

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

### Land Use

The project area consists of 33 properties on either side of North Union Street or Main Street, totaling 39,85 acres. In addition to these, portions of two larger properties, located on the east side of Highway 14, fall into the area.

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

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

### Environmental Features

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

The Federal Emergency Management Agency (FEMA) is currently in the process of updating its 100- and 500-year floodplain mapping for Rock County. Preliminary maps for the City of Evansville indicate that the majority of the project area is outside of the 100-year flood zone. The exceptions to

this are found near the southwest corner of Union Street and Main Street, along a drainage ditch and Allen Creek.

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

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

### Transportation

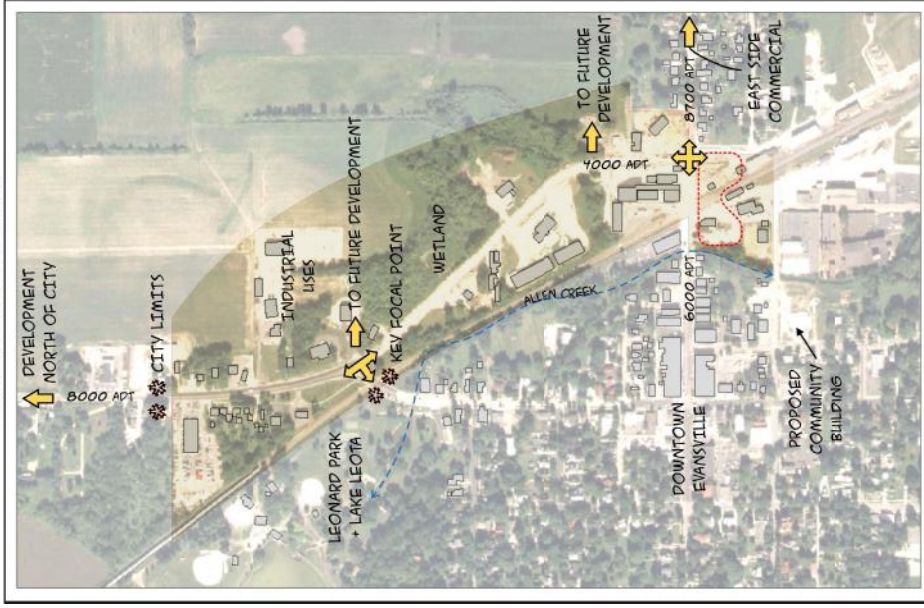
Union Street, which is also U.S. Highway 14 and State Highway 59, is a two-lane highway entering the City of Evansville from the north. The highway was reconstructed in 2005. The portion of the road extending south approximately from Madison Street was built as an urban cross-section with curb and gutter.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



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

There is a sidewalk on the west side of the street that extends from the intersection with Main Street to just north of Madison Street. There is a small seg-

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



ment of sidewalk on the east side of the street near the intersection with Main Street. Decorative lighting was installed on Union Street between Main Street and Madison Street, and overhead power lines were relocated to the railroad corridor. Trees have been planted in the terrace.

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

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

The *2005 Comprehensive Plan* identifies two off-road bicycle and/or pedestrian paths planned

within the project area. These include a trail along Allen Creek and the railroad corridor, linking downtown to Lake Leota, and a second trail extending east from the intersection of Madison Street and

Union Street, connecting to future residential development areas.

**Private Property Development**

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

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

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

- ❖ application of the standards to both new construction and as buildings are altered;
- ❖ requirements for the use of quality exterior materials consistently on all building façades;
- ❖ establishment of a minimum window area on the street elevations of buildings;
- ❖ regulation of the acceptable color palette for buildings;
- ❖ prohibitions on the use of neon lighting, except in signs;
- ❖ requirements for a prominent building entry;
- ❖ orientation of the primary building façade and entrance toward the street;

- ❖ articulation of the façade to break up its mass;
- ❖ variation of the building's roofline;
- ❖ modification of franchise design and color schemes to reflect community character;
- ❖ location of a majority of the parking to the side and rear of buildings;
- ❖ provision of screening for all mechanical equipment;
- ❖ provision of screening for loading areas;
- ❖ regulation of fencing types and its construction;



Looking south on Union Street at the intersection with Main Street

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

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

## Community Input

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

The impact of recent road construction on U.S. Highway 14 and on Main Street has been a consistent concern of many of the stakeholders. There is a perception that this construction has diverted customer traffic, and businesses have suffered from this along with poor access. Some stakeholders commented that a bypass would have a similar impact. The commercial businesses rely on passing traffic for their customers.

Most of the people interviewed agreed that the corridor should remain primarily commercial. Several people noted the potential for neighborhood commercial development on the northern stretch of U.S. Highway 14, where it could serve the daily commuter traffic headed north to the Madison area. One comment specifically singled out hotels as a desirable use within the corridor. At the time, a hotel development was being considered for a site on U.S. Highway 14 just north of Main Street.

There are mixed feelings on what additional land uses, if any, should be permitted. Residential or mixed-use development appears to be favored by a majority, provided that it is secondary to the commercial areas.

There is less support for light industrial uses, yet owners of these businesses tended to express concerns that they might be forced out if the area were to redevelop. Several acknowledged that, due to the nature of their business, their properties may not be particularly attractive.

Property owners generally support redevelopment within the project area. Several property owners indicated that they have considered redevelopment, or would be open to an opportunity if it came along. Of those who have considered redevelopment projects, several would favor multi-family residential or mixed-use buildings, while a couple have looked at strictly commercial development. Completion of the multi-year street reconstruction project is seen as an inducement to spur redevelopment, and some property owners expressed a desire for the City to actively promote this new investment.

Although most interviewees felt that the existing aesthetic along the corridor is less than appealing, business and property owners tend not to favor strict design standards for the project area. There is a concern that these would not be perceived as "business-friendly." A number of business owners commented that the City's effort might be better directed to encouraging better property maintenance. Maintaining green space along the corridor is seen as important as well as promoting the history of the City.



## Market Analysis

Evansville is a small community surrounded by larger metropolitan areas that provide substantial competition for its retail businesses. While this is the first consideration for determining what businesses may be supported within the community, the City's other commercial districts (downtown and East Main Street) further help to determine what businesses may locate within the Allen Creek & North Union Street project area.



Ace Hardware on East Highway 14

### Trade Area and Competition

A quick way to begin defining the City's trade area is to examine the locations and strength of discount and grocery stores in the region. These are evolving, as Roundy's recently acquired Copp's and Dick's Supermarkets, and Wal-Mart is currently planning to replace its discount stores in Stoughton and Monroe with new supercenters selling both general merchandise and groceries.

Evansville has a small Piggly-Wiggly grocery store on U.S. Highway 14 on the east side of the City. There are no general merchandise stores in the community, although Ace Hardware may fill this role to a small extent. For the most part, small communities around Evansville (such as Belleville, Oregon, Edger-ton, Brodhead, Albany, Monticello, and New Glarus) have a similar range of retail shops.

Stoughton has a larger grocery and a Wal-Mart, currently planned for conversion to a supercenter. Already located on an important route to Madison, Stoughton presents stronger competition than other neighboring communities.

To the southwest, Monroe is the principal influence on Evansville's drawing power. That city has a Wal-Mart also slated for conversion to a supercenter, a Farm & Fleet, and a Shopko. Its groceries include a new Piggly-Wiggly, a new Pick 'n Save, and Aldi.

Much stronger competition is located in the metropolitan areas of Janesville and Madison. In addition to regional malls (one in Janesville and three in Madison) these communities have Target, Shopko, Wal-Mart, and Farm & Fleet discount stores, along with grocery chains including Sentry, Pick 'n Save or Copp's, Cub Foods, Aldi, and Woodman's.

The trade area may be further delimited by examining commuting patterns, which serve as a good surrogate for shopping trips. By far the largest flow of workers (37.2%) is northward to the Madison area. In comparison, 20.2% of workers commute to Janesville or elsewhere in Rock County.

Map 2, on the following page, depicts the extent of regional retail competition and a likely trade area for the City of Evansville. This trade area would be applicable to a more general level of commercial activity, including such items as groceries, hardware, pharmacy items, and personal services. Evansville falls almost entirely within the trade areas of its metropolitan neighbors for general merchandise and specialty goods.

### Market Potential

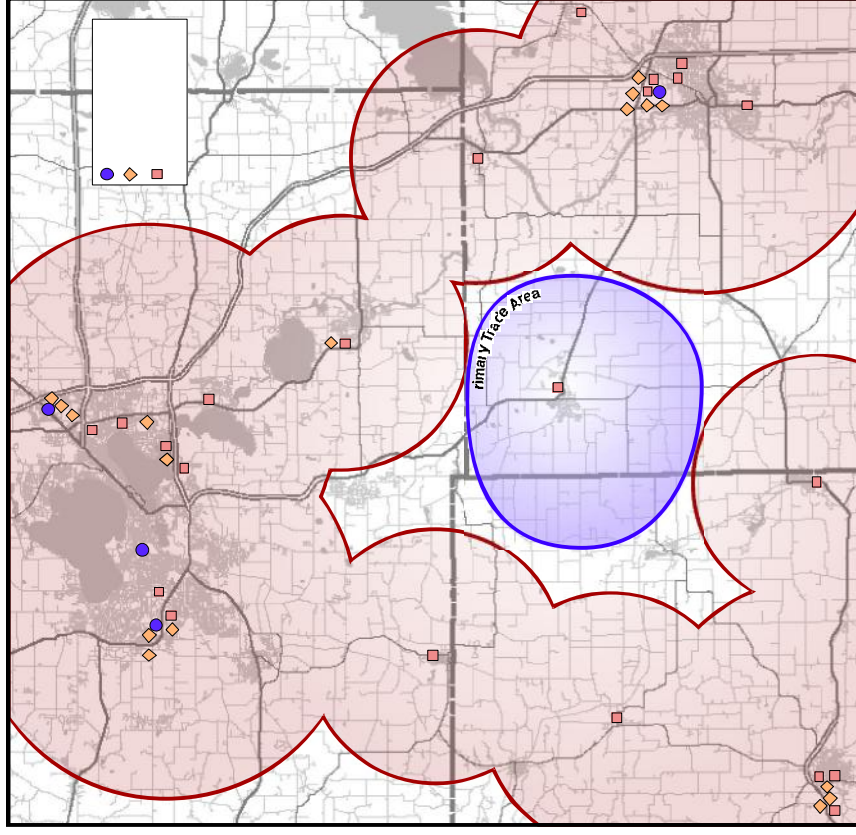
In Wisconsin, the typical household spends about \$23,300 annually on the kinds of goods and services which would be purchased from businesses in a typical commercial setting<sup>1</sup>. There are approximately 10,176 people living within the delineated trade area for Evansville, resulting in aggregate annual purchases of about \$237 million. Given that

<sup>1</sup> Derived from U.S. Bureau of the Census data. This figure does not include rent, mortgage, utility, or similar payments which would not be purchased in a retail setting.

Evansville lacks many common categories of retail goods and services, a substantial share of this market potential is "leaking" from the city to larger communities with a more diverse commercial sector.

### Retail and Service Business Markets

Based on population thresholds for retail stores and services in Wisconsin, the City of Evansville might expect to have several of the retail goods and services listed in Table 1. A population threshold is de-





rived by dividing the population of the state by the number of establishments of a given type. This gives some indication of the number of people in a trade area that may be needed to support a particular kind of business, and in turn, point to market opportunities in the community. Table 1 lists all of the retail and service businesses with a threshold of 20,000 people or less (roughly twice the population in Evansville's trade area). This is not intended to be interpreted as a list of the kinds of businesses to be attracted to the City, but to indicate the character of businesses, which will help to plan an appropriate development pattern to accommodate them.

The retail and service businesses considered most likely to locate within the Allen Creek & North Union Street corridor include business and professional offices, personal services, automotive and convenience-oriented retail, and eating places. The limited trade area population and competition from the well-anchored East Main Street commercial district make significant community-oriented retail (ex., furniture, clothing, general merchandise, etc.) development along North Union Street a difficult proposition.

Professional offices may include legal, medical, financial, or similar kinds of services. Many of these uses are currently located within the downtown area. Locations along North Union Street could provide an expansion opportunity for these existing businesses in addition to sites for new businesses in the community. In addition, this district may be a suitable location for any primary business which operates in an office environment.

Personal services include hair care, spas, laundry, and similar services. This is a growing economic sector nationally, and the area's population growth will only tend to fuel that growth locally. As these new businesses enter the community, they may find the North Union Street area to be a desirable location.

North Union Street, and even more so, U.S. Highway 14 north of the intersection with Madison Street, is the principal route for commuters entering or leaving the City to travel between Evansville and Madison. As such, it is an ideal location for the convenience-oriented retail catering to this market. Examples of these businesses include limited-

Table 1. Retail and Service Business Population Thresholds

Retail Store or Service Type	Population Threshold	Expected Number
Full service restaurants	980	10,338
Limited service restaurants	1,484	71.0
Drinking places	1,487	6.94
Insurance agents and brokerages	1,541	6.60
Offices of physicians	2,000	5.07
Offices of lawyers	2,037	5.00
Offices of dentists	2,146	4.74
Beauty salons	2,240	4.54
Automotive mechanical repair	2,267	4.51
Accounting, tax prep., bookkeeping	2,504	4.06
Commercial banking	2,787	3.93
Offices of veterinarians	2,800	3.92
Computer services	3,624	2.81
Management consulting services	3,696	2.75
Grocery stores and supermarkets	3,999	2.54
Hotels	4,193	2.43
Automotive body and painting	4,793	2.15
Building materials dealers	4,985	2.04
Real estate offices	5,075	2.04
Offices of accountants	5,309	1.92
Gift, novelty, and souvenir shops	5,353	1.83
Auto parts stores	5,366	1.71
Pharmacies and drug stores	6,540	1.56
New car dealers	6,986	1.52
Security brokerages	7,209	1.39
Identity services	7,209	1.39
Tobacco and liquor stores	8,128	1.25
Used car dealers	8,262	1.23
Sporting goods stores	8,386	1.21
Fitness or recreation centers	9,712	1.17
Direct selling establishments	9,763	1.16
Credit unions	9,820	1.12
Home furnishings stores	9,836	1.08
Furniture stores	9,856	1.08
Spa and beverage stores	9,711	1.05
Jewelry stores	9,548	1.02
Souvenir institutions	10,015	1.02
Shoe stores	10,375	0.99
Beauty and hair stores	10,314	0.99
Nursery, garden, farm supply stores	10,385	0.98
Gas stations	10,482	0.97
Hardware stores	10,943	0.93
Other miscellaneous stores	10,996	0.93
Travel agencies	11,023	0.92
Florists	11,532	0.86
Electronics and appliance stores	11,592	0.85
Family clothing stores	12,885	0.79
Offices of optometrists	13,113	0.78
Used merchandise stores	13,188	0.77
Dry cleaning and laundry services	13,433	0.76
Other food and drink stores	14,577	0.69
Book stores	14,710	0.67
Bowling centers	15,085	0.68
Architectural services	15,106	0.67
Car washes	15,524	0.66
Offices of physical therapists	15,566	0.64
RV parks and recreational camps	16,495	0.62
Offices of mental health practitioners	16,577	0.61
Offices of social workers	16,741	0.61
Offices of administrative services	16,741	0.61
Other personal care services	16,930	0.60
Outpatient care centers	17,256	0.59
Offices of other health practitioners	17,322	0.59
Theaters	17,545	0.58
Household appliance stores	18,000	0.54
Optical goods stores	18,881	0.54
ALL STORES AND SERVICES		139,551

mixed-use development (ground floor offices or retail with residential units above) or multi-family residential buildings such as senior-oriented housing and care facilities.

The Comprehensive Plan anticipates a demand for future multi-family housing. Accessibility for commuters, Allen Creek, and the proximity of Leonard Park and the downtown contribute to make this corridor attractive for these uses.

**Relationship to Other Business Districts**

Some of the communities around Evansville have attempted to develop a specialty, tourist-oriented business community in their downtowns. Stoughton and New Glarus have had good success in this, bringing in galleries, antique stores, and other specialty shops. While a similar business cluster has not developed in Evansville's downtown, the City may consider this as an approach to downtown revitalization. These uses would not be attractive for the Union Street corridor.

Filling the downtown's historic buildings with retail shops and services catering to visitors would be a significant inducement for the service businesses now located there to seek new locations on North Union Street. These businesses could be an important market for new development on North Union Street.

In general, the Allen Creek & North Union Street project area will benefit from strong physical ties to the neighboring downtown. There is a good opportunity to create a synergy between these two districts, as they pull more customers when combined than either may pull individually. While the two districts may compete as a location for some types of businesses, there can be variation in their core tenants. Because of their adjacency, it is still more desirable for a business to be located in the neighboring district rather than elsewhere in the community.

service (i.e., fast food) restaurants and gas stations with convenience stores.

Finally, this location may be suited to full-service restaurants. This may especially be true if the site may offer additional amenities such as views of Allen Creek (such as along Main Street) and attractive outdoor dining or event space.

**Additional Market Opportunities**

Several development opportunities may exist in addition to the retail and service uses identified above. These include contractors and related production showrooms, residential housing, and industrial uses.

Evansville has grown rapidly in recent years, as it is seen as a low-cost housing location within a commuting distance of the Madison area. In similar communities, residential growth of this nature has led to growth of the local construction industry. As these contractors seek expanded locations, some may also provide a showroom or retail space in their facilities. This market could be attractive as a means to introduce retail elements into the North Union Street commercial district.

Several construction-related businesses are already located within the corridor. The character of these, though, is more industrial rather than retail. Industrial uses are, in fact, a potential market for property in the corridor, and some light industrial areas are identified on the City's Comprehensive Plan. If these continue to be considered as a targeted use, care must be taken in determining which uses are suitable, and in ensuring a design that is compatible with other desired uses in the corridor.

There are currently a few small, single-family homes located along U.S. Highway 14. While it may not be desirable to replicate this kind of development, residential uses may be compatible with corridor development plans. This may include vertical

## Real Estate Analysis

As noted in the market analysis, commercial opportunities well-suited to the market and to the Allen Creek & North Union Street project area include professional offices, business and personal services, and highway-oriented commercial uses. Additionally, residential and some light industrial uses may be supported in the area.

### Land Use Analysis

In evaluating the physical qualities of the district, some of the likely uses may be better-suited to certain locations in the project area. Generally, the project area may be considered to have three sub-areas, including a downtown extension along Main Street, a downtown fringe or transitional commercial area on North Union Street between Main Street and Madison Street, and a highway commercial area extending along Union Street north of Madison Street.

The current patterns of land use do not necessarily reflect the areas described above. Although there is already some of the clustering described above, there are a variety of uses in the district, and often several on individual lots. These include retail, services, contractor shops, storage, and other activities.

Highway 14 has the highest traffic volume north of the intersection with Madison Street. It is the principal route for commuters exiting or returning to the City. This stretch of the corridor, therefore, is best suited to highway commercial uses. These may include gas stations and convenience stores, fast food restaurants, and other auto-oriented uses. Automobile sales, such as the dealership already located on North Union Street, may fall within this area.

Professional offices, business services, and personal services will be more likely to benefit from proximity to the downtown and would therefore be more suited to locations along Union Street south

of the intersection with Madison Street, or along Main Street.

Retail uses may locate at any point within the project area, however, they are more likely to choose locations along Union Street where on-site parking may be provided.

Residential uses may be appropriate as a secondary use at any location along the corridor. Areas along Main Street and on Union Street south of Madison Street may be more suitable than the northern part of the project area. Residential is not recommended as a primary use at any point along the corridor, with the exception of semi-commercial residential facilities such as assisted living complexes. These should be held to the same design standards as commercial uses.

### Parcel Configuration

Individual properties within the district vary in size from about a quarter-acre to four or five acres, although a majority are less than an acre in size. These are appropriate sizes for the kinds of businesses that are likely to have an interest in locating in the project area. The small professional office, service, and retail uses that can be supported in Evansville will typically locate (or co-locate) in buildings around 2,500 to 5,000 square feet in size. A quarter to a half-acre lot is often sufficient to accommodate buildings of this size. As a result, land assembly is not likely to be a significant component of redevelopment plans for the project area.

Development may be constrained by the configuration of some of the properties in the project area. Many of the earlier-platted lots have frontage that is narrower than the lot depth. Other properties are shallow, particularly on the west side of Union Street near the Madison Street intersection. Finally, some properties on the east side of Union Street will be constrained by wetlands and environmental corridors that prevent development.

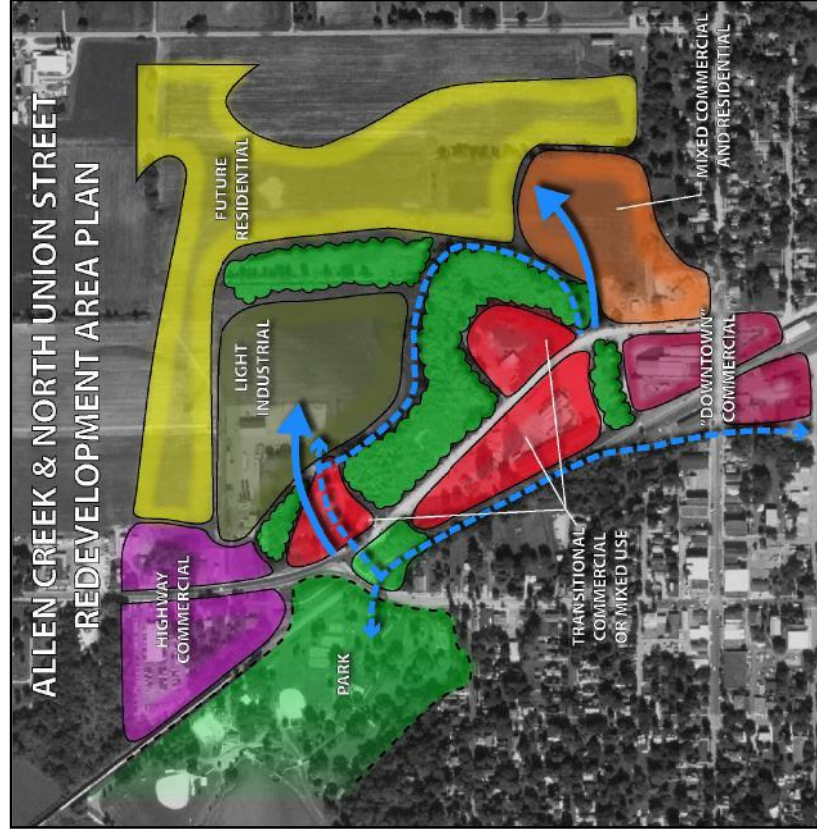
## Redevelopment Plan & Development Standards

The **Allen Creek & North Union Street Redevelopment Master Plan** reflects broad community desires to extend Evansville's downtown, while recognizing market conditions that will determine likely uses and design needs within the project area. The plan seeks to provide a balanced approach to assuring the highest possible design quality while still being attractive to the limited market for new

commercial development that exists in the City of Evansville.

### Plan Areas

The plan divides the project area into several sub-areas, all of which may develop with a different character (although not necessarily different uses).



Allen Creek & North Union Street Redevelopment Master Plan

These sub-areas were delineated based on a combination of market factors and physical features. (See figure on page 15.) These sub-areas should not be confused with zoning districts, as the intentions of the plan may be accomplished by having differing development standards apply within different portions of the same zoning district.

### ✧ Downtown Extension Area

This area includes those portions of the project area on either side of Main Street, extending west from Allen Creek to North Union Street. It is adjacent to the existing downtown, and future development in this area is anticipated to have the same character as in the downtown district.

Properties bordering Allen Creek are expected to develop in a manner that uses the creek as an amenity. A bicycle and pedestrian trail may pass through the area. Upper-level residential

uses are encouraged.

Parking areas on properties located between Main Street and West Church Street are presently used informally as a pathway for vehicle traffic between these two streets. The City has considered construction of an actual street in this location. Concept plans for this area demonstrate how this may be accomplished and provide public parking for businesses at the east end of the downtown.

### ✧ Transitional Commercial Area

This area extends along both sides of North Union Street from the edge of the Downtown Extension Area, north to Madison Street. Site development within this area should create a desirable pedestrian environment, although greater accommodation is made for automobiles than is the case in the Downtown Extension Area. Buildings are still oriented to the street, however, and parking areas are well screened.

### Concept for Downtown Extension Area



This area contains extensive environmental corridors including wetlands. These are anticipated to remain, and will create considerable lengths of green space along the east side of Union Street. Commercial development along that side of the street, therefore, will not be continuous. The plan indicates a path along the edge of the environmental corridor as a preferred means of providing pedestrian access on the east side of Union Street.

✧ Highway Commercial Area  
Further accommodations for automobile traffic are made in this area, in recognition of the traffic volume and the types of businesses likely to be drawn to the area. While more parking may be located near the street, pedestrian access should still be emphasized and the impact of

Allen Creek & North Union Street Redevelopment Master Plan

auto-related features, such as drive-through windows and gas pumps, should be minimized through placement to the side of buildings.

❖ **Mixed Commercial and Residential Area**

This area is likely to be a gateway to future residential development east of the project area. It is a deep site, at least compared to other properties in the corridor. It is also a site where development may be constrained by an environmental corridor, that could become an asset for certain kinds of uses.

The **Allen Creek & North Union Street Redevelopment Master Plan** proposes to use this site as a transitional area between commercial uses (located toward Union Street) and low-intensity office or residential uses further back on the property. These uses would take access on a public road extending from Union Street to future development sites east of the site. One of the goals of this strategy should be to provide a less intensive transition from existing residential uses on Main Street (east of the project area) to the more intensive commercial uses on Union Street.

❖ **Leonard Park Area**

Leonard Park lies north of Madison Street, immediately west of the project area. As Evansville's community park, it is a center for activities and a traffic generator for businesses in the Union Street corridor. The intersection of Madison

Street with Union Street offers an opportunity to extend the park east of the railroad tracks to Union Street. This will create a strong, central focal point in the corridor and an improved gateway to the park.

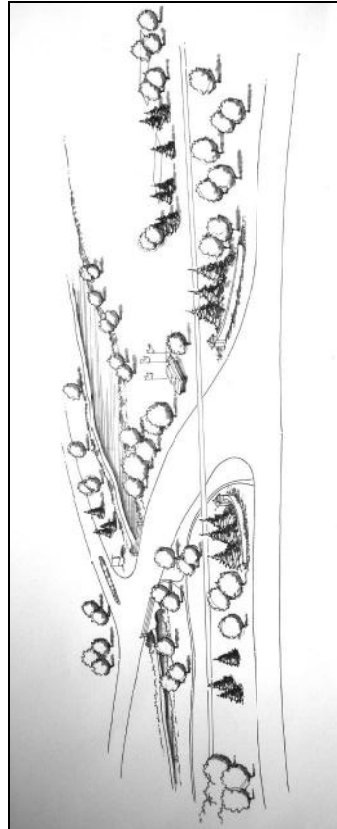
There is a significant area of light-of-way east of the railroad tracks, in which the City of Evansville may create a gateway feature to the park. This should utilize the same materials found in the historic parts of the park, including limestone walls.

❖ **Light Industrial Area**

There is an existing industrial zone east of the project area, near its northern end. The City's **2005 Comprehensive Plan** shows this area expanding, although the Union Street frontage will remain commercial. This **Allen Creek & North Union Street Redevelopment Master Plan** recommends that access to the site be provided by an extension to Madison Street, where traffic control may be provided at some future time, as warrants are established. Madison Street may be extended through the industrial area to future residential neighborhoods indicated in the **2005 Comprehensive Plan**.

❖ **Future Development Areas**

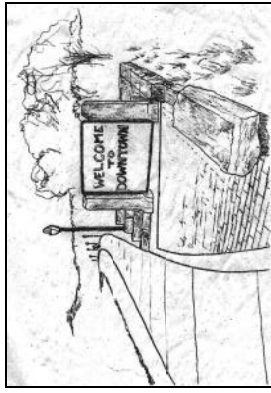
Evansville's **2005 Comprehensive Plan** recommends residential development on land east of the project area. Planning for the North Union Street corridor should provide accommodation



Conceptual gateway feature to Leonard Park from North Union Street at Madison Street

Depending on the volume of traffic and the configuration of parcels, communities will often limit driveway access to one drive for every 100 to 300 feet of frontage. Seven of 23 properties bordering on North Union Street have less than 100 feet of frontage. Another six have less than 200 feet of frontage. This **Allen Creek & North Union Street Redevelopment Master Plan** recommends that the number of driveways be limited to a minimum of one for every existing lot, and no more than one for every 200 feet of road frontage. When adjacent lots are jointly developed or under common ownership, a shared drive may be required so that there is no more than one driveway for every 200 feet of combined frontage.

These access management standards and decisions related to future driveway access may need to be reviewed by the Wisconsin Department of Transportation.



Concept for a gateway feature

**Gateways**

As people enter and pass through the North Union Street corridor, they will encounter several important gateways. These include the entry to the City at the north end, Leonard Park at the intersection with Madison Street, and the entry to the downtown on both Union Street and Main Street. These entries should be addressed with a combination of signage and landscaping intended for both pedestrians and automobiles.

for public road access to these future development sites, providing customers a convenient route to businesses in the corridor and in the downtown. An extension of Madison Street east of Union Street is the most desirable location for this access. A second access point is shown further to the south, through the mixed commercial and residential area.

**Bicycle / Pedestrian Path**

The City of Evansville has long desired a bicycle and pedestrian path following Allen Creek and linking the downtown to Leonard Park. While locating the path next to commercial uses on Union Street might make these uses more accessible, a rail spur would necessitate locating the path next to the road, where there is already a sidewalk. In addition, a path on the east side of the railroad track would not allow views or access to Allen Creek. For these reasons, the **Allen Creek & North Union Street Redevelopment Master Plan** recommends locating the path on the west side of the railroad tracks, along the bank of Allen Creek, from Main Street north to the entrance to Leonard Park.

At Madison Street, the path is shown to split, with an extension across North Union Street to an environmental corridor on the east side of the street. One branch of the path will turn south through the environmental corridor, eventually returning to North Union Street. A second branch of the path would continue east into future development areas. Plans for a senior center are being considered at a location on the southeast corner of Church Street and Maple Street. The path may be extended to Church Street along Allen Creek to provide a connection to this building.

**Access Management**

Traffic on North Union Street varies from 4,000 to 8,000 cars per day. As more businesses locate in the corridor and more workers use the corridor to commute to and from Madison, it will be important to manage access to the highway to maintain traffic flow and reduce conflicts. This is typically achieved by limiting the number of access drives any lot may have, and by encouraging shared access drives whenever possible.

**Development Standards for the Allen Creek & North Union Street Redevelopment Area**



**Development Standards**

Development standards are intended to provide guidance on site and building design for future development in the project area. These standards represent a balanced approach to the community's desire to see the project area develop with a pedestrian character similar to the downtown, and the

realization that new development needs to provide accommodation for automobile traffic. The three commercial areas, mixed-use area, and light industrial area in this plan vary in the manner in which they prioritize pedestrian or automobile orientation, based on the nature of the uses most likely to be found in each area.

The following standards are meant to apply to all new construction or renovation within the project area. These standards are intended to foster a physical environment that is functional and attractive for both vehicles and pedestrians. The development standards will assure a minimum quality of development and a harmonious design for the corridor. The following principles were used in preparing these standards.

- ✧ North Union Street is an urban street and not a rural highway. As such, preference is given to creating a quality urban environment and a functional commercial corridor. Moving traffic quickly is a secondary concern.
- ✧ The public streetscape should be attractive and well maintained. Sidewalks should be

wide, offer a refuge from traffic, and connect all destinations in the corridor. Ornamental lighting and street furniture (benches, trash receptacles, etc.) should contribute to creating a sense of place. Street trees should provide shade for pedestrians and improve area aesthetics.

- ✧ Private development should create an attractive street wall. Buildings should engage both pedestrians through an attractive design, transparent storefronts, entries on the street, and attractive landscaping. Parking and service areas should be easily accessed, but still have a minimal presence from the street.
- ✧ Lighting should be adequate to provide safety and security, without being excessive.

- ✧ Various types of signs should be provided to address both pedestrians and vehicles.

This section begins with general standards applicable in all areas of the Allen Creek & North Union Street Redevelopment Area. Alternate standards for different parts of the project area are identified.

**General Architectural Standards**

The City of Evansville envisions that new development within the Allen Creek & North Union Street Redevelopment Area will be compatible with the historic downtown and neighboring residential districts, and that the corridor will develop in a manner



New building designed in a traditional style

that is friendly to pedestrians as well as automobiles. To that end, the following design standards will apply to the architecture of new or renovated buildings within the project area.

- ✧ Buildings should be designed to reflect traditional architectural styles found in the existing downtown area and adjoining neighborhoods.
- ✧ Buildings will be designed at a pedestrian scale (proportions, massing, articulation, etc.) and exhibit a high quality of detail and materials at the pedestrian level.
- ✧ The primary entry to the building must be oriented to the street facade. Principal entries should be easily identifiable and emphasized through architectural treatment, lighting, awnings, or other appropriate features.
- ✧ Buildings must be designed to be compatible with surrounding development. Excessive dif-

- ✧ ferences in height, scale, color, style, or other characteristics will be avoided, or mitigated through appropriate design techniques.
- ✧ Architectural treatments such as cornices, overhanging eaves, transom windows, awnings, window moldings, sills, horizontal or vertical banding, and similar details should be provided to add interest to the building facade.
- ✧ Architectural treatments (details, materials, fenestration, etc.) will be applied consistently across all visible building facades.
- ✧ Street-level facades should be designed to be mostly transparent (a minimum of 50% transparent or lightly tinted glass). Building design should provide a distinction between upper and lower facades.
- ✧ The building exterior should be designed to reflect the interior arrangement of units through the use of features such as individual entries, groupings of windows, columns or piers, material changes, or other techniques.
- ✧ Uninterrupted wall or roof planes of thirty feet or more will be avoided. Windows, doors, dormers, offsets, or other features may be used to break up the plane.
- ✧ Buildings should incorporate sign bands as an appropriate location for business signage.
- ✧ Buildings located at the intersection of two public streets should incorporate prominent architectural details that enhance the visual quality of the corner.
- ✧ Buildings consisting of two or three stories are encouraged. Where only one floor is provided, a parapet wall or other treatment must be used to increase the building's height.
- ✧ Buildings facades fronting on Allen Creek should incorporate windows, doors, and other detail that creates an attractive appearance from the creek banks. Long, blank walls should be prohibited. Properties on the creek bank should be encouraged to view the creek as an amenity, providing outdoor seating, patios, walkways, or other site amenities tied to the creek.



- ◇ Generally appropriate building façade materials include brick, stone or cast stone, wood, cement resin board, and transparent glass. Materials such as concrete block, tile, concrete, EIFS, metal, spandrel (opaque) glass or glass block may be appropriate as accent materials. Standing seam metal panels, T-111 or similar plywood panels, and vinyl siding should be avoided.
- ◇ Exterior building colors should be compatible and used consistently on all building façades. Contrasting colors and franchise colors should use muted tones. Primary colors should typically be avoided.
- ◇ Customary "franchise architecture" should be modified to fit within the unique context of the project area.
- ◇ Lighting should be provided to illuminate building entries and accent the building façade. Lighted display windows are encouraged.
- ◇ All building mechanical, HVAC, electrical, plumbing, and similar features must be completely concealed from view from any public right-of-way.
- ◇ Garage doors may not face any public right-of-way. When located on a side wall, garage doors will be set back a minimum of fifty feet from the right of way and screened with landscaping.
- ◇ Accessory structures located on a single lot should reflect the same architectural style, materials, colors, and character of the primary structure.

**General Site Design Standards**

- Sites within the Allen Creek & North Union Street Redevelopment Area will be designed to offer an attractive street edge for both pedestrians and vehicles. Buildings and landscaping will help to define a consistent street wall along the corridor. Parking will be located to the side or rear of the principal structure, and service uses will be located at the rear of the lot.
- ◇ Buildings should be placed to help define a street wall along any public right-of-way.

- Minimum and maximum building setbacks are provided as follows:
- Downtown extension area: No setback from Main Street; 5 to 10 foot setback from other public streets.
  - Transitional commercial area: 5 to 10 foot setback from right-of-way.
  - Highway commercial area: 25 foot setback.
  - Mixed commercial and residential area: 5 to 10 foot setback from North Union Street; 25 foot setback from other public streets.
  - Light Industrial area: 25 foot setback.



Example of a traditional downtown with buildings set back from the street.

- ◇ Accessory Structures may be located no closer to any street than the primary structure.
- ◇ In order to maintain the street wall, buildings should be designed to extend across a minimum length of the street frontage. The following standards apply to all street frontages:
  - Downtown extension area: 75 percent.
  - Transitional commercial area: 60 percent.
  - Highway commercial area: 40 percent.
  - Mixed commercial and residential area: 60 percent on North Union Street; 40 percent on other streets.

- ◇ Light industrial area: 40 percent.
- ◇ Building proximity and density are significant influences on the pedestrian environment, and property owners should be encouraged to pursue development that fully utilizes the property available. To that end, the following maximum lot coverage ratios (for buildings and for impervious surfaces) should be established:
  - Downtown extension area: 90 percent
  - building and lot coverage.
  - Transitional commercial area: 50 percent building coverage; 80 percent impervious surface lot coverage.
  - Highway commercial area: 40 percent building coverage; 70 percent impervious surface lot coverage.
  - Mixed commercial and residential area: 50 percent building coverage; 80 percent



**Summary of Proposed Site Development Standards**

Project Area Location	Downtown Extension	Transitional Commercial	Highway Commercial	Mixed Commercial and Residential	Light Industrial
Building Setback (Minimum)	None (Street Only)	5-10 feet	25 feet	5-10 feet (Union Street)	25 feet
Building Setback (Maximum)	5-10 feet (Other)	5-10 feet	25 feet	5-10 feet (Union Street)	25 feet
Street Frontage (Minimum Coverage)	75%	60%	40%	60% (Union Street)	40%
Building Lot Coverage (Maximum)	90%	50%	40%	50%	40%
Impervious Area Lot Coverage (Maximum)	90%	80%	70%	80%	70%
Building Floor Area Ratio (Maximum)	200%	100%	80%	100% (Union Street)	50%
				80% (Other)	50%

impervious surface lot coverage.  
 Light industrial area: 40 percent building coverage; 70 percent impervious surface lot coverage.

- ◇ The following floor area ratios should be established.
  - Downtown extension area: 200 percent.
  - Transitional commercial area: 100 percent.
  - Highway commercial area: 80 percent.
  - Mixed commercial and residential area: 100 percent on North Union Street; 80 percent on other streets.
  - Light industrial area: 50 percent.

◇ An attractively planted landscaping strip should be provided across the entire street frontage of the lot. This landscaping strip should extend 5 to 10 feet back from the street right-of-way, identical to the building setback, and include a combination of groundcover, low (under three feet), and canopy plantings.

◇ A paved pedestrian walkway must be provided from the public sidewalk to the principal building entrance(s).

◇ Parking must be located to the side or rear yard. No portion of any parking lot may extend closer to the street than the street facade of the principal building on the lot, or closer than 10 feet to the right-of-way, whichever is greater.

◇ Parking lots should be screened from the street through a combination of a berm or low wall, along with plants, to a minimum 30 inches in height, extending the length of the parking lot's street frontage. Large parking areas (more than 40 stalls) should include internal landscaping islands.

◇ A minimum of one driveway opening will be provided for existing lots in the project area. A maximum of one driveway opening will be provided for every 200 feet of frontage for existing lots in the project area. Shared driveway openings between adjacent lots are encouraged.

If any existing lot is subdivided, shared access must be provided so that the number of driveway openings is no more than would be permitted for the original lot.

◇ Drive-through or drive-up service areas are permitted at the side or rear of buildings. A single, one-way driving lane may be provided between the building and right-of-way only in the highway commercial area, no closer than 10 feet to the right-of-way, and must be extensively screened with a combination of a berm or low wall, and plantings.

◇ Service areas, including loading areas and trash receptacles, must be located at the rear of any building and screened from view from the public right-of-way.

◇ Where permitted, outdoor storage must be effectively screened from view from any public right-of-way. Stored vehicles or materials may not project above the height of the screening provided.

◇ Adequate site lighting should be provided for both pedestrian and vehicle circulation.

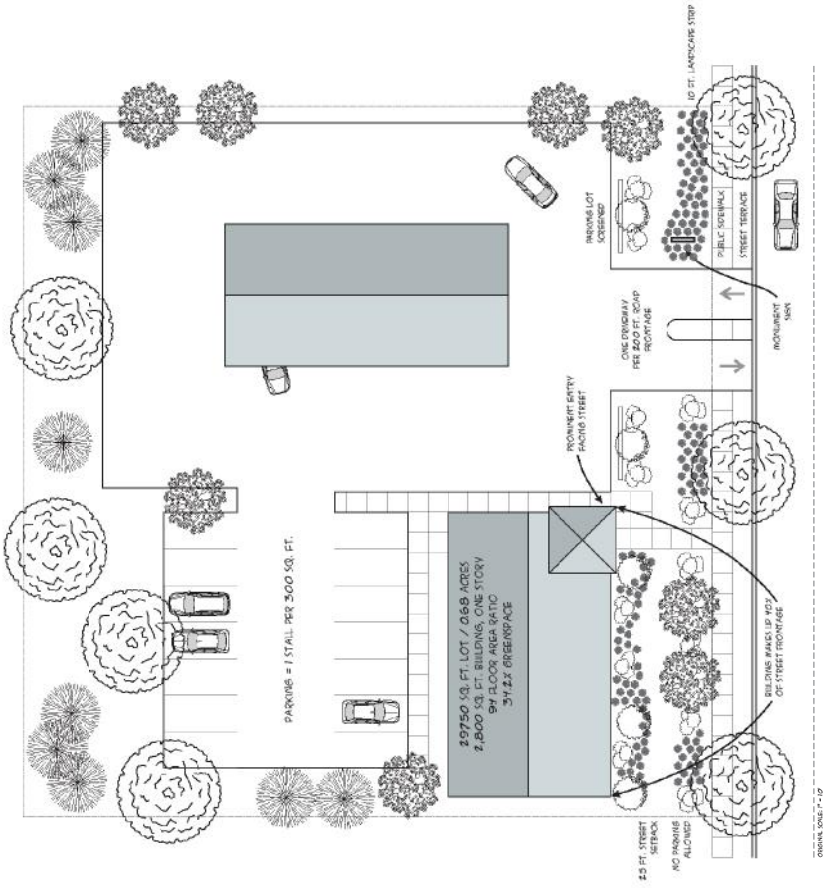
**General Sign Standards**

Buildings are encouraged to provide a combination of signage designed for both pedestrians and vehicles. The following are guidelines for appropriate signage.

- ◇ Signage mounted on a building should be designed to fit within the architecture of the building.
- ◇ Sign colors should be chosen to complement the colors on the building facade. A minimum number of colors is preferable.
- ◇ Indirect lighting is preferable to internally-illuminated signs. Back-lit box signs with translucent faces will not be permitted.
- ◇ One monument sign should be permitted for each development. This sign may list multiple tenants in the development. Monument signs should be no more than 4 feet tall and should be externally-illuminated.
- ◇ One wall-mounted sign should be permitted for each building tenant.

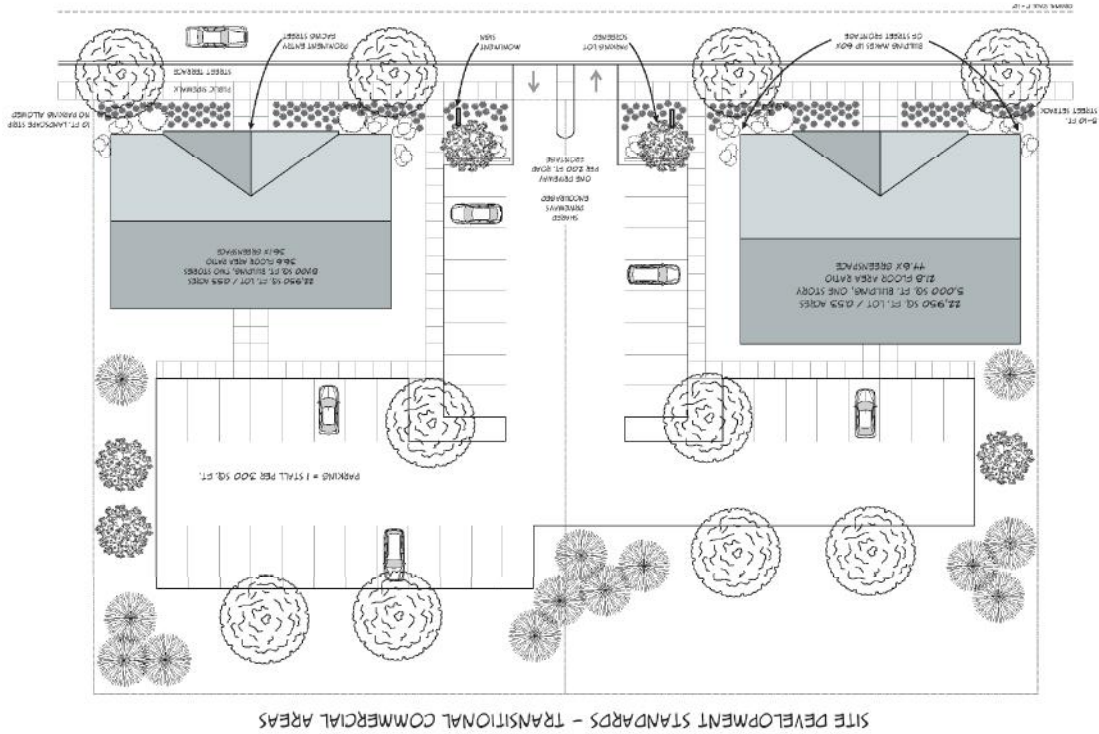
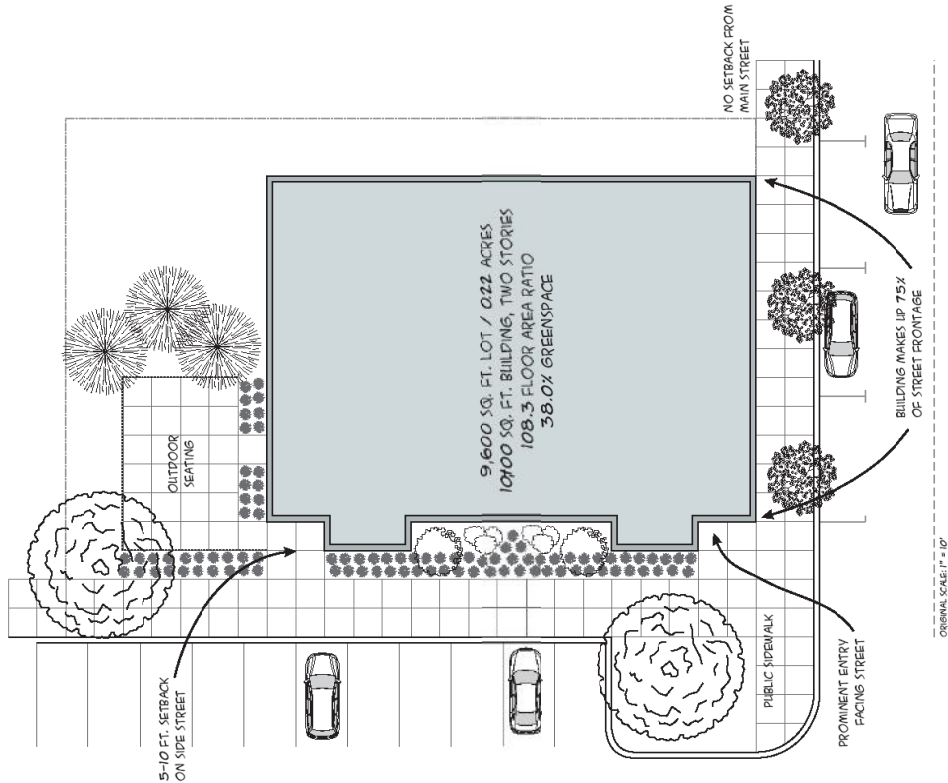
◇ Pedestrian-level signage should be provided on the street-level building facade. This may include wall-mounted or window signs, including a directory of building tenants. Pedestrian signage will not contain characters larger than 2 inches in height, or cover an aggregate area of greater than 10 percent of the street-level building facade.

**SITE DEVELOPMENT STANDARDS – HIGHWAY COMMERCIAL AREAS**



000005 000017 - 10

### SITE DEVELOPMENT STANDARDS DOWNTOWN EXTENSION AREA



### SITE DEVELOPMENT STANDARDS - TRANSITIONAL COMMERCIAL AREAS

## Implementation Strategies

Implementing the recommendations contained in this plan will include both physical improvements and amendments to the City of Evansville's Comprehensive Plan and ordinances. Key implementation measures are discussed in this section of the project report.

### Physical Improvements

The *Allen Creek & North Union Street Redevelopment Master Plan* contains recommendations for several public capital development projects that are meant to spur private redevelopment in the project area. These include:

- ◇ developing gateways to the community and to the downtown;
- ◇ extending the entrance to Leonard Park east to North Union Street;
- ◇ constructing a new street extending between Main Street and West Church Street, in a location west of the railroad tracks; and
- ◇ constructing a bicycle and pedestrian path along the bank of Allen Creek, between West Church Street and the entrance to Leonard Park.

A majority of the project area falls within the boundaries of the City of Evansville's Tax Incremental District No. 5 (TID 5), as amended in 2005. The path along Allen Creek was included as an itemized project in the TID 5 plan, with construction anticipated in 2008. While not listed in the TID plan, the new road and the gateway features may be considered for funding through the TID.

The City of Evansville is considering dredging Lake Leota and potentially making other improvements in Leonard Park within a 2008-2010 time frame. This may be an appropriate time to consider extending the park entry to North Union Street.

### Comprehensive Plan Updates

Neighborhood plans such as the *Allen Creek & North Union Street Redevelopment Master Plan* are typically adopted as amendments to a community's Comprehensive Plan. While this plan provides much greater detail for land uses and development

standards within the project area, it does not include substantial departures from general concepts contained within the *2005 Comprehensive Plan*. Three exceptions to this are

- ◇ the bicycle/pedestrian path shown on the east side of North Union Street;
- ◇ the two future road connections leading east from North Union Street; and
- ◇ a discussion of the proposed U.S. Highway 14 bypass's impacts on both the downtown and the North Union Street corridor.

Of these, the proposed bypass is the most important. The market analysis pointed out the importance of traffic to the commercial viability of the North Union Street corridor. A bypass would divert a substantial portion of this traffic, including commuter traffic to and from Madison. Commercial businesses in both the North Union Street corridor and the downtown would likely suffer from a loss of this traffic. For that reason, the *Allen Creek & North Union Street Redevelopment Master Plan* has recommended that the City reconsider its plans for a bypass, and amend the *2005 Comprehensive Plan* to reflect this change.

### Official Map

The City of Evansville may consider amendments to its official map to reflect the recommendations in this plan. The most important of these would be the new street proposed to extend between Main Street and West Union Street.

### Code Amendments

The development standards contained within this report differ from the standards found in the City of Evansville's Zoning Code in several areas. Changes that may be considered would include:

- ◇ Permit residential uses an accessory use by right within all zoning districts in the project area, while prohibiting or limiting them as the primary use.
- ◇ Allow buildings larger than 5,000 square feet as a conditional use.

- ◇ Allow buildings over two stories as a conditional use
- ◇ Amend the dimensional standards (setbacks, building frontage, lot coverage, floor area ratio, landscaped areas, etc.) to be consistent with the design standards.
- ◇ Establish access management standards consistent with the recommendations in the plan.
- ◇ Adopt design guidelines based on the recommendations of the plan.







*Evansville Economic Development Project*



**Evansville  
Economic Development Plan  
Final Report**

Prepared by:

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

**EXECUTIVE SUMMARY**

**BACKGROUND**

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

**THE PROCESS**

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

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

**KEY STRATEGIC ISSUES**

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

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

**GOALS AND OBJECTIVES**

The goals and objectives for each key strategic issue are:

- **Workforce Development**

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

**Objective #1:** Access and utilize existing business networks

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

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

**Objective #4:** Maximize the use of government networks
- **Business, Community and Government Relations**

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

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

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

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

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

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

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

- Objective #2:** Develop a pilot business for the principle objective of creating a template for new business start-ups.
- Objective #3:** Form a steering committee to develop a user-friendly manual for city government and the public that lists a menu of low-cost tools and strategies for revitalizing Evansville's central business district.
- Objective #4:** Create a green business initiative to form the "Allen Creek Collective," a green business mall in downtown Evansville.
- **Marketing**

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

**Objective #1:** Improve marketing to local and surrounding communities

**Objective #2:** Make Evansville a "destination location."
  - **Entrepreneurial Environment**

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

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

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

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

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

**ECONOMIC DEVELOPMENT PLAN**

**KEY STRATEGIC ISSUES**

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

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

**ACTION PLANS**

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

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

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

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

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

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

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

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

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

#### **OUTCOME MEASUREMENT**

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

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

# APPENDIX

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







**2009  
Wisconsin Energy Independent  
Community Partnership**

**25 x 25 Plan for Energy  
Independence**

**Report completed by:**

**City of Evansville**

**Issue Date: December 31, 2009**

Wisconsin Office of Energy Independence

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**Overview**

**Introduction**

The Wisconsin Office of Energy Independence (OEI) administers energy programs to assist Wisconsin to profitably and sustainably promote energy efficiency and renewable energy resources. The goal of the Wisconsin Energy Independent Community Partnership administered by the OEI is to effectively increase energy independent assessments for Wisconsin communities. Currently, there are many communities across the State of Wisconsin interested in implementing and adopting renewable energy and energy efficient projects. This program will assist 10-15 communities that could be potential pilots or models for completing an energy independence assessment, allowing the community to then move forward with energy efficiency and/or renewable energy projects.

**Definition**

Energy Independent Community (EIC) – a community that is willing to set a goal of “25 by 25” to increase our energy independence, and promote a sustainable energy policy for the State of Wisconsin

**Objectives**

The objectives of the Wisconsin Energy Independent Community Partnership are to:  
 Increase the use of renewable energy and renewable fuels by 25% by 2025 in communities across the State of Wisconsin.

Increase and promote public awareness regarding the benefits of increased energy conservation, energy efficiency, and renewable energy use by counties and municipalities around the state. These benefits include and are not exclusive to: clean air and water, intelligent land management, rural and urban economic development, as well as state and national energy independence.

**Eligible Participants**

Applicant must be a Wisconsin county, city, village or town that has shown willingness to improve the community's efforts related to energy conservation, efficiency and potential renewable opportunities. Applicants, if they are responsible for their own municipal water, sewer, or electrical system, must be in compliance with all appropriate state and federal regulations.

**What was measured? Why?**

Energy usage data was gathered for municipal buildings, infrastructure (water treatment, outdoor swimming pool, and outdoor lighting), and fleet vehicles. The information was used to calculate a current (2008) municipal energy use baseline of 12,472 MMBtu. Using an estimated annual growth rate for municipal usage of 1.4%, the 2025 estimated energy use baseline of 15,797 MMBtu was determined. The 25 x 25 goal is therefore that 3,949 MMBtu of energy be generated from renewable sources. If energy efficiency and/or energy conservation projects are undertaken, the energy use baseline will be reduced by the resulting energy savings, and the 25% goal of renewable resource usage will be lower.

Reducing dependence on use of fossil fuels is the main goal of developing a 25 x 25 energy independence plan. Reduction of greenhouse gas emissions to minimize the local impact on global warming is also an important component of a 25 x 25 plan. Evansville 2008 baseline energy usage produced an estimated 3,646,412 pounds of carbon dioxide. The estimated 2025 energy use baseline generates an estimated 4,618,535 pounds of carbon dioxide. As implementation of specific 25 x 25 projects occurs, greenhouse gas reductions can be calculated.

**Discoveries / Surprises**

An important result of calculation of a municipal energy baseline was identification of how municipal energy use was occurring, and consequently, how greenhouse gas emissions are generated locally. The discovery of Evansville's significant proportion of energy consumption by municipal vehicles (34%) was a surprise. While recognizing that communities vary in infrastructure requirements and facility and vehicle needs, a comparison of the EI pilot communities showed our community distinct in the portion of energy use attributable to fleet. Further exploration of the data showed that vehicle fuel costs were also 34% of total 2008 energy expense and generated approximately 18% of carbon dioxide emissions.

Calculation of the annual total municipal energy costs was illuminating. In 2008, the cost was determined to be \$333,427. While energy costs had been identified by department in the annual budget process, costs had not been aggregated. In this era of tight governmental budgets, selected energy efficiency, energy conservation, and renewable projects can significantly reduce these costs with corresponding positive budget impacts.

Another discovery was the lack of detailed energy data in certain areas. There was incomplete information on fuel usage for individual vehicles, and some fuel invoices did not include the gallons of fuel purchased. Certain buildings or lights were not individually metered, while other metered structures included data from multiple sources. An example is the outdoor community swimming pool. Accurate monitoring of a multi-phase solar heating project at the pool that commenced in 2005 was not possible because the pool meter also included a public works garage located near the pool. This situation has been rectified and current data can be used to measure renewable energy savings.

During the process of analyzing and drafting a 25 x 25 plan, it became evident that smaller communities lack many of the renewable options available to larger governmental units. For example, methane digesters at waste water treatment plants are not feasible for a community of 5,000 residents. Similarly, large-scale wind is too costly for a small community. The result is difficulty in accomplishing significant renewable resource generation at the local level. Energy efficiency and conservation projects are much easier to implement.

A pleasant discovery over the past year has been citizen buy-in and acceptance of local energy planning and initiatives. The Evansville community continues to grow its interest in and commitment to sustainability as evidenced over the years by the strong support for and attendance at the annual energy fairs.

**Total Projects Considered**

The Energy Independence Team began by identifying ten priorities for consideration in development of a 25 x 25 plan for municipal energy use. The Team reviewed the city capital improvement plan for possible projects. Discussion with city department heads identified other potential opportunities. The original ten unranked priorities were:

1. 2009 waste water treatment plant upgrade, with renewable components.
2. Street light upgrades to LED lights.
3. Improvements to public works facility, with possible renewable components.
4. 2009 upgrade of south loop from single phase to three phase line.
5. New vehicle purchases, including exploration of purchase of hybrid "sky-lift" off road bucket/digger/derrick unit and hybrid bucket truck.
6. 2009 energy efficiency possibilities in remodel of old fire station for relocation of police department.
7. Construction of West Side Park shelter/bathroom.
8. Upgrade to variable speed pumps at lift stations.
9. City Hall tuckpointing and other energy reduction measures.
10. Planting/landscaping in city parks and other city areas to reduce mowing and decrease run off.

The Team also developed decision rules to assist in analyzing the priorities and guiding the decision-making in ranking and refining the identified priorities. The guidelines for analyzing potential energy projects are included in the appendices.

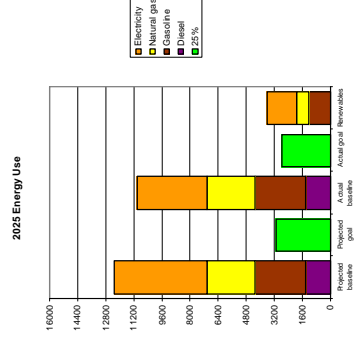
**Pathways to 25 x 25**

The projects identified by the Energy Independence Team, along with some already implemented or in-process activities, will meet or even exceed the 25 x 25 goal.

Evansville is fortunate to be a member/owner of WPPI Energy. In 2009, WPPI Energy achieved the Wisconsin 2015 renewable portfolio standard of 10% six years early. Ten percent of all electricity supplied to member communities is generated from renewable sources. Therefore, 10% of municipal electricity purchased in Evansville is generated from renewables. Since 42% of municipal energy consumption is electricity, 4.2% of energy use is currently generated from renewable sources. Should future legislation raise the renewable portfolio standard to 25% by the year 2025, 10.5% of Evansville municipal use would be generated from renewable sources.

A solar heating project at the municipal outdoor swimming pool has been completed. It is a high visibility renewable energy installation in the community.

The waste water treatment plant upgrade, with its many energy-saving features, is underway. The 100 kW wind turbine has been ordered and foundation work for the turbine has begun. The upgrade will produce annual energy efficiency savings of 170,000 kWh, as well as renewable generation of 1,781 therms from the geothermal system and 139,318 kWh from the wind turbine. Installation of two future 100kW turbines would provide an additional 278,636 kWh of renewable energy annually.





Measures	Name	Savings-to-investment ratio	Savings	Installed cost before incentives	Incentive amounts	Present value cost with incentives	lbs CO2
10%	R Wisconsin RPS Purchased renewable electricity	--	397 kWh	--	--	--	672
0	R LED street light replacement	#DIV/0!	0 kWh	--	--	--	--
On	R Wind turbines	0.05	111938 kWh	181,790.00	181,790.00	-	189,399
On	R Solar for municipal pool	1.42	139318 kWh	425,000.00	308,977.00	116,023.00	235,726
On	R Public works biomass burner	0.51	1078 therms	18,000.00	-	18,000.00	12,621
On	R Public works lighting upgrade	6.58	4330 therms	10,000.00	-	10,000.00	50,696
On	R 2nd wind turbine	1.25	38666 kWh	31,231.00	6,700.00	24,531.00	65,423
On	R 3rd wind turbine	1.03	139318 kWh	425,000.00	300,000.00	107,875.00	235,726
On	R WWTP upgrade	0.61	139318 kWh	425,000.00	300,000.00	93,000.00	235,726
On	R Geothermal at WWTP	0.06	170000 kWh	7,000,000.00	3,400,000.00	3,495,600.00	287,640
On	R Fleet adoption of biofuels	0.05	1781 therms	250,000.00	-	242,750.00	20,852
On	R VFDs for lift stations	1.23	9744.57 gallons unleaded	1.00	-	1.00	190,409
On	E	1.26	66892.2 kWh	76,000.00	-	76,000.00	113,182
<b>Total:</b>				8,766,021.00	4,497,467.00	4,107,779.00	1,334,481

**Baseline lbs CO2:** 4,630,152  
**New lbs CO2:** 3,295,671  
**Reduction:** 29%

The above graph shows a plan that exceeds the 25 x 25 goal, with the current 10% renewable portfolio standard and projects listed in the accompanying chart.

A second phase of the LED street light upgrade that would retrofit historic-style lights with LED lamps is not included in the analysis. Inclusion of the additional street light upgrade will positively impact the 25 x 25 plan results above.

It is noteworthy that carbon dioxide reductions are also greater than 25% with the illustrated plan.

**Projects Selected – Explanation**

Refinement of the ten identified priorities to a list of five project priorities that would reach the 25 x 25 goal was influenced by a number of factors. Some of the deciding factors were assessment of current/upcoming projects for energy saving components, reducing operating costs, reducing carbon footprint, and “2-fers” such as removal of environmental toxins while improving energy efficiency (replacement of mercury vapor street lights with LED street lights is an example). The decision priorities drafted by the Energy Independence Team are included in the appendices.

The five selected projects are:

1. Waste water treatment plant upgrade, including 100 kW wind turbine at site. Two additional locations identified for future 110 kW turbines.
2. Upgrade well and lift station pumps to high efficiency variable frequency drive models.
3. Public works building efficiency retrofits, including lighting and heating.
4. New vehicle purchases that incorporate energy efficiency improvements. Hybrid technology, biofuels, etc. considered for all municipal vehicles.
5. Street light upgrades to LED lights.

The waste water treatment plant upgrade was included in the 2009 capital budget. Work on this project commenced late this summer. Many energy efficient features were included in the project design, including energy-efficient pumps and a vertical loop reactor. Renewable energy components of the upgrade include a geothermal heating/cooling system for the headworks building and installation of a 100 kW wind turbine at the site. Two additional sites for future turbines were identified.

Recent relocation of the public works department into a former grocery store presented energy efficiency improvement and renewable energy possibilities. A lighting plan including off-grid solar light pipes and highly-efficient fluorescent lighting will greatly reduce energy use and substantially lower building electricity costs. A project to heat the public works garage with a biomass burner, using emerald ash borer-diseased wood and other wood debris, is likely to occur in 2010.

Upgrading pumps to highly-efficient variable frequency drive models is a good project for energy use and energy cost reductions. One of the city well pumps has been in operation for more than 50 years. This project has a good financial payback.

Purchasing vehicles with better efficiency is a priority in light of baseline analysis. The city purchased a neighborhood electric vehicle for the water & light utility for

~~shorty heat trips. Two new snow plow trucks and a police department SUV are~~ currently-owned flex-fuel vehicles. New Crown Victoria police squads come standard with flex-fuel capability and will be purchased according to a replacement schedule. Additional options for fleet improvements will be researched. One example is potential purchase of a plug-in hybrid electric vehicle for use in meter-reading in the rural areas of the water & light utility in view of smart-grid technology that may eliminate manual meter-reading.

Street light upgrades are a highly visible energy efficiency project that provides substantial energy cost savings. With project funding, upgrading 320 street lights to LED technology will save 111,938 kWh annually. An additional 71 ornamental historic-style street lights will be converted to LED lamps when appropriate retrofits become available. Our utility is currently testing one model. Financial payback is poor without an outside funding source.

### **Narrative – Potential Renewable Feedstocks**

The Evansville area has a number of renewable energy sources and feedstocks that can contribute to local energy independence efforts.

#### Wind

Sites for three 100 kW turbines at the waste water treatment plant have been identified and included in the 25 x 25 plan. One turbine will be installed in 2010.

A community wind project has been proposed by WPPI Energy/EcoEnergy in the Town of Union. The project would include three 1.5 MW turbines that would be connected to the Evansville Water & Light utility and would provide the equivalence of annual electric consumption of approximately 1,350 average homes. A test tower is currently monitoring wind speed. Soon-to-be-completed Public Service Commission rules for smaller wind projects will impact the future feasibility of the plan.

A 100 MW wind farm has been proposed in the Town of Magnolia by EcoEnergy. A measurement tower is currently monitoring wind speed. Economic conditions will determine future feasibility of the project. Transmission and distribution would not be handled by the Evansville Water & Light utility.

#### Solar

Solar panels currently provide partial heat for the outdoor municipal swimming pool. While no specific additional solar projects have been identified, the permanently open locations of the wastewater treatment plant and the public works facility could be possible sites for future solar energy generation.

#### Biodgas (landfill, agriculturally-based)

Larson Acres, with an expanded dairy herd of more than 5,000 cows, would be a likely location for a methane digester that could feed energy into the Evansville Water & Light utility.

#### Biomass

Evansville has been designated Soybean Capital of Wisconsin by the Wisconsin Soybean Association. Agribusiness is a strong local economic driver, with tremendous biomass opportunities. Agrecol, a rural Evansville business, currently produces fuel pellets from plant waste.

Identified in the 25 x 25 plan is a biomass burner at the public works garage that would use emerald ash borer-diseased wood and other local wood debris.

~~Possible use of a biomass burner to heat a portion of the water and light utility~~ facilities will be researched.

#### **Existing Unknowns – Necessary Information for Future**

There are a number of variables that can impact implementation of the 25 x 25 plan. Having options to adapt to changing circumstances is important to achieving energy independence. Some of the “unknowns” are:

- Future government action and legislation, specifically state rules for community wind projects, increases in renewable portfolio standards, and action on carbon constraints.
- Adequate sources and availability of funding for cutting-edge energy projects that are not financially feasible for communities independently. Examples are wind projects and LED street light upgrades.
- Future global energy demand with impacts on energy costs. The dynamics of energy projects and energy policies may change with the global political and economic climate.
- Changes in technology, e.g. new lighting technologies and smart grid and smart metering development, that may increase energy efficiency.
- Development of biofuels, including new sources and appropriate economics. Evansville has experienced first hand the volatile biofuels market as the financial feasibility of the proposed North Prairie Productions biodiesel facility collapsed.
- Local availability of biofuels. Working with local fuel suppliers to increase availability of alternative fuels is necessary to take advantage of flex-fuel technology.

The Energy Independence Team will monitor future actions and development relating to these and other issues and will recommend revisions and adjustments to the 25 x 25 plan.

#### **Action Steps – Immediate & Long - Term**

There are a number of administrative activities that will occur in 2010. Baseline municipal data will be entered into the Energy Star Portfolio Manager. This program will be used to monitor future energy use of facilities and results of selected energy projects and other energy efficiency/conservation activities.

Detailed energy audits of all municipal facilities will occur in 2010. The goal is to capture the efficiencies of improving building envelopes, encouraging proper use and maintenance of equipment and appropriate use of lighting, etc. Increasing energy efficiency will reduce municipal energy costs.

In 2010 the mayor plans to undertake a second community challenge to increase business and residential participation in renewable energy purchase programs. Evansville businesses and residents currently purchase blocks of clean energy totaling 928,800 kWh of renewable energy annually.

Discover Wisconsin is filming a 30-minute television show about Evansville. One of the film shoots will occur at the April 23, 2010 Energy Fair to showcase community commitment to energy independence and energy education. This is a great opportunity to promote energy independence activities.

On a long-term basis, the Energy Independence Team will continue to meet regularly to monitor 25 x 25 plan implementation/results and promote energy projects involving local businesses, school district, and residences. The Team will update and revise the 25 x 25 plan as needed. The Team will search for funding sources to undertake additional projects.

The following action steps for 25 x 25 projects have been identified:

1. Complete the wastewater treatment plant upgrade and first wind turbine installation in 2010.
2. Complete the public works facility lighting and heating retrofits in 2010.
3. With adequate funding, complete the LED street light upgrade of 320 lights in 2010. Upgrade 71 ornamental historic lights with LED retrofits when feasible by 2020.
4. Upgrade well and lift station pumps by 2013.
5. On an ongoing basis, encourage local availability of biofuels, monitor current development of biofuels, and carefully consider purchases of fleet vehicles in terms of energy efficiency and alternative fuel capability.
6. Secure funding for and install two additional 100 kW turbines by 2025.

**Energy Independence Team Members**

The Energy Independence Team is the most important component of a successful 25 x 25 plan. Plan implementation and community-wide energy projects will be spearheaded by the Energy Independence Team. Much consideration was given to selection of team members.

Evansville already had a small group, the Evansville Initiative, committed to promotion of renewable energy projects. Originally organized nearly a decade ago to advocate for energy-saving features in the design of a new high school, the Evansville Initiative accomplished a successful building referendum that included a geothermal heating/cooling system in the building design. Energy efficiency improvements of existing facilities were also included as part of the project, with additions to two buildings, boiler replacement, and installation of new windows. The group continued to advocate for additional renewable energy initiatives in the community and was successful in receiving a grant to fund the first phase of a solar heating project at the outdoor public swimming pool. All active members of the Evansville Initiative were asked and agreed to join the Energy Independence Team.

The Evansville Team has fifteen members representing a cross-section of the community and its organizations. The members are:

1. Dane Albright-original Evansville Initiative member, community renewable energy supporter.
2. Butch Beedle-middle school teacher, coordinator of annual community energy fair.
3. Steve Carlson-principal engineer in energy consulting firm, original Evansville Initiative member.
4. Heidi Carvin-school district administrator, Evansville Initiative member.
5. Sandy Decker-mayor, Evansville Initiative member, Team leader.
6. Georgja Duerst-Lahti-professor at Beloit College, retired school board member, original Evansville Initiative member.
7. Scott George-Evansville Water & Light superintendent.
8. Fred Juergens-retired alderman, Evansville Initiative member.
9. John Morning-Chamber of Commerce president.
10. Alicia Rankin-WPPI Energy service representative for Evansville.
11. John Rasmussen-retired water & light foreman, performed municipal energy audit and data/information gathering.
12. Janis Ringhand-retired mayor, current alderwoman, original Evansville Initiative member.
13. Jodi Sam-city staff member, Team scribe, and performed data entry/monitoring.
14. Dave Wartenweiler-Evansville Public Works superintendent.

15. Kendall Wethal-small business owner using solar energy, community renewable energy supporter.

During the development of the 25 x 25 plan, the Energy Independence Team met monthly on the first Tuesday at 7:00 a.m. An additional December meeting was held on December 8 to view a presentation of the project assessment program by Sean Weitner of the Energy Center of Wisconsin.

The Energy Independence Team has agreed to continue meeting on a regular basis to monitor implementation and results of the 25 x 25 plan. It will also identify and promote additional energy projects in the future. City staff will work with Alicia Rankin of WPPI Energy to monitor energy use with the EPA-designed Energy Star Portfolio Manager. Jodi Sam will become the city resource person for consumer and business energy programs and incentives. The Energy Independence Team is committed to using the 25 x 25 plan implementation as a stepping stone to additional community awareness and activity that will lead to additional energy conservation, efficiency and use of cleaner, renewable energy.

**Appendix: Guidelines for Project Selection**

Guiding Principles/Decision Rules  
Evansville Energy Independence Team

4/30/2009

Guiding principles and practices as we set priorities and chart a course of action for the City of Evansville's energy efforts:

1. Maximize every facility's opportunity
  - a. (Re)Assess all current and near future projects for ways each can advance energy innovation
  - b. If the City is involved in *anyway*, energy innovation becomes part of the project
2. In projects, actively seek to:
  - a. Reduce long term operating cost
  - b. Reduce carbon footprint
  - c. Minimize short term costs
3. Favor projects that offer "2-fer" or multiple benefits. For example,
  - a. Replace mercury vapor lights to save energy and remove mercury from the environment, ensuring proper disposal
  - b. In lake landscaping, use native plants to save costs of mowing, discourage geese from lake, and keep water cleaner because a native plant buffer filters runoff
4. Strive for economies of scale
  - a. For example, if one wind turbine then explore whether other locations could use same model fruitfully to buy in bulk
  - b. Establish a practice of asking whether another site could benefit from the same application, which means orienting toward thinking about applications for all sites for improvement
5. Assess each project for its potential contributions to
  - a. Evansville's economic development
  - b. Evansville's culture and cultural brand
  - c. Energy innovation is Evansville
6. In cost-benefit analysis consider all items 1-5 above
7. Embrace new technologies and assume audits and some upgrades will be needed every two years
8. Value and plan for the public education aspects of every upgrade or installation
  - a. Undertake "small" improvements on City facilities that can model residential benefits or improvements
  - b. Think about each improvement as a "show place" for visitors—energy tourism

**Appendix: Baseline Energy Consumption Data – Spreadsheets**

See attachment.

**Appendix: Energy Center of Wisconsin Project Measurement Program - Spreadsheets**

See attachment.



2009 Wisconsin Energy Independent Community Partnership

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Please direct any questions electronically to:

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City of Evansville, Wisconsin  
Retail Market Analysis  
January 26, 2012

Retail Market Analysis  
City of Evansville, Wisconsin

PRESENTED TO:

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

PRESENTED BY:

Janet Ady, President  
Ady Volteledge  
613 Williamson Street, Suite 201  
Madison WI, 53703

DATE:

January 26, 2012



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City of Evansville, Wisconsin  
Retail Market Analysis  
January 26, 2012

**Background**

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

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

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

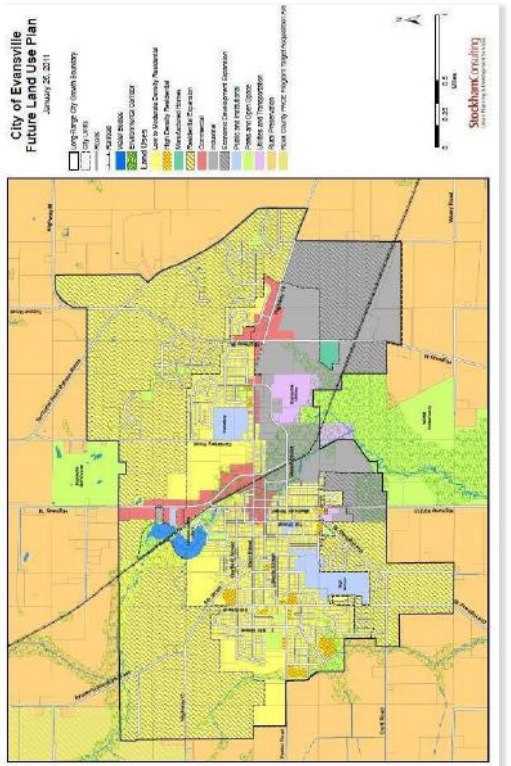
**Current Economic Development Situation in Evansville**

The City of Evansville adopted a Comprehensive Plan in 2006. It has regularly reviewed and updated the plan, including the most recent revision adopted by the Common Council in June 2011. The City also underwent a formal Economic Development Planning process in 2008, resulting in adoption of that plan.

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

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

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



**Objectives**

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

**Overview of Work Plan**

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

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**Detailed Findings**

**Step 1: Retail Gap Analysis**

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

Some key findings:

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

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

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

**Step 2: Input from Local Stakeholders**

Two stakeholder input sessions were completed.

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

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**December 9, 2011 Meeting Participants**

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

**December 12, 2011 Meeting Participants**

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

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

Findings from these groups include the following:

Macroeconomy – Uncontrollable Items

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

Assets

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

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

Operational Items

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

Strategic Choices

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



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

Setting the Stage

1. Retail is just one component of community and economic development, and the one that is the focus of this project. Other generally recognized components include business retention and expansion, business attraction, entrepreneurship, and tourism.
2. Downtowns and retail areas are vital to the health of a city. Perceptions of these areas can make a city attractive (or unattractive) to live, recreate, or grow a business.
3. We believe that Evansville's retail areas hold much promise, and there is great potential to "raise the boat" for everyone, but that the effort to implement the recommendations must be driven by stakeholders – business owners, property owners, civic groups, and others with a "stake" in the success of the local economy.

Recommendations for Evansville

4. Refine a cohesive vision for the downtown shopping area:
  - a. Its theme, or how it is positioned, e.g., The Historic District.
  - b. The mix of consumers it would like to attract – local/regional, destination/every-day shoppers, etc.
  - c. The types of retail operations that would fit in well downtown (new businesses that would both help support existing businesses at the same time be supported by existing businesses)
  - d. The types of hours, parking, etc. that will be required to reach these customers and meet business goals
5. Describe a cohesive vision for the east side shopping area:
  - a. Its theme, or how it is positioned
  - b. The mix of consumers it would like to attract – local/regional, destination/every-day shoppers, etc.
  - c. The types of retail operations that would fit in well in that area (new businesses that would both help support existing businesses at the same time be supported by existing businesses)
  - d. The types of hours, parking, etc. that will be required to reach these customers and meet business goals
6. Identify and act on areas of shared needs among business owners – activities that would provide benefits to individual business owners as well as to the shopping areas as a whole. Examples?

- a. Referral strategies: Maps and descriptions to help refer customers to one another's businesses; promotions that involve patronizing or visiting multiple stores; new partnerships with potential "driver" businesses who are not located either downtown or on the east side.
  - b. Co-op advertising and marketing strategies. Take a poll to see what types of advertising and marketing are of interest to local businesses. Instead of each business buying a quarter-page ad, buy a whole page and promote every participating retailers' business. Same could be done for a billboard, direct mail campaign, etc.
  - c. Targeted customer marketing
7. Work to increase the awareness and interest in local shops among area residents.
    - a. Joint marketing through the school district and school events
    - b. Welcome Wagon-type connections and information to new residents (maps, coupons, etc.)
  8. For a community of its size, Evansville has a good history of events, many of which are known about even outside of the community.
    - a. Work to build awareness and interest of local retail options into these events.
    - b. Consider organizing additional events that support the themes identified for each main shopping area.

9. Publicize available retail properties more widely.
  - a. Do not rely simply on word-of-mouth for advertising. In these tough times, potential tenants have more options and will follow those that are easiest for them. These include online listings that can be found and reviewed over the internet.
  - b. Put together a "Why Evansville?" brochure or packet that summarizes why someone might want to open up a business in Evansville. Talk about consumers with 10-, 20- and 30-minute, the growth in Evansville's population, cost of living, advantage, quality of school district, quality of workforce, investment in downtown revitalization, community support for entrepreneurs, the perception of Evansville as a tourist destination for its historic downtown (per the Visitors Survey), sample rents per square foot relative to competing communities, etc.
  - c. Given the "vision" developed for each shopping area and the types of businesses identified, consider which of these would be good fits for your available properties. Contact associations or groups of these types of companies and advertise your openings, why you think it would be a good fit, and other information about Evansville.

**Step 5: Presentation**

*Present the retail business marketing plan to the project work team.*

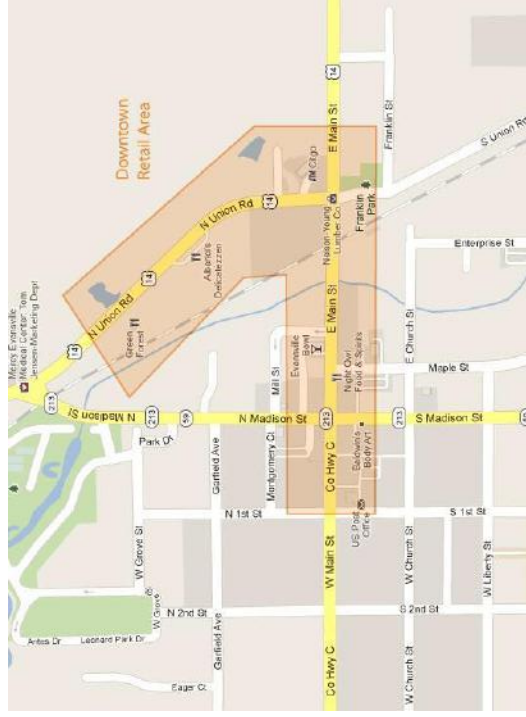
**Step 6: Implementation**

*Assist with implementation as desired*

**Evansville Main Retail Areas**



**Evansville Downtown Retail Area**



**Evansville Brown School Retail Area**



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

Demographic Data (by drive time)			
	10 Minute	20 Minute	30 Minute
Population	7,600	25,186	203,640
Population Growth (since 2000)	21.21%	19.05%	7.53%
Median Age	37.42	37.21	33.13
Median Household Income	\$55,844	\$64,326	\$46,240
High School Graduation Rate	90.97%	92.56%	90.82%
Average Commute Time	27.58	26.59	22.47

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

**Consumer Spending Patterns:**

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

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

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

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

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



retail expands, attract

Consumer Spending Patterns (by drive time)									
30 Minute			20 Minute			10 Minute			
2011 Annual Index to USA	Avg. 2011 Annual % Growth	Household	2011 Annual Index to USA	Avg. 2011 Annual % Growth	Household	2011 Annual Index to USA	Avg. 2011 Annual % Growth	Household	
94	1.54	48,105	109	2.45	55,353	101	2.62	51,197	TOTAL AVERAGE
92	2.50	3,799	106	3.35	4,234	98	3.42	7,673	Total Apparel
103	1.12	10,434	126	2.03	12,582	115	2.24	11,502	Transportation & Auto Expenses
98	4.96	5,119	114	6.03	6,046	102	6.12	5,430	Sports & Entertainment
93	2.14	540	120	2.81	692	109	3.1	631	Pet Expenses
103	1.86	1,988	115	2.71	2,220	114	3.01	2,196	Personal Care & Smoking Products
88	1.51	6,582	106	2.44	7,604	98	2.58	7,178	Housing Related & Personal
94	1.90	2,398	116	2.84	2,925	103	3.04	2,614	Household Furnishings & Appliances
96	2.17	4,771	115	3.03	5,705	106	3.25	5,268	Healthcare
91	1.22	3,579	98	2.25	3,558	85	2.38	3,013	Day Care, Education, & Contributions
96	0.79	3,834	106	1.88	4,214	103	1.86	4,044	Food Away from Home & Alcohol
90	0.89	5,991	102	1.59	6,100	100	1.74	5,956	Food at Home







# City of Evansville, WI

## Municipal Services Facility Study



## Architectural & Engineering Services for The Municipal Service Campus



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# February 09, 2018

### I. EXECUTIVE SUMMARY

Kueny Architects, L.L.C have been selected by the City of Evansville, Wisconsin to conduct an assessment of its Municipal Services Campus facilities located at 15 Old Highway 92. Our objective has been to assess the current buildings and spatial constraints and to provide the City with alternative options in order to meet the City's spatial needs for the next 25-50 years.

The tasks completed to date have focused on data gathering, preliminary design and estimated costs for a possible new Vehicle Storage Addition and Renovations to its existing Buildings #1 and #2. Over the last 20 years, the Village has grown along with its staff. The growing staff requires more operating space for offices, storage and vehicle parking. The Municipal Services Campus primarily consists of its Water & Light Division along with the Public Works Division. The facilities for these two divisions suffer from numerous deficiencies including:

- There is an insufficient amount of office workstations for both Divisions and lack of amenity spaces such as restrooms with showers and lockers.
- There is insufficient space to properly house costly vehicles, equipment and materials.
- There is an insufficient amount of vehicle repair and support space to properly service a growing fleet of vehicles.
- All buildings do not comply with the American with Disabilities Act of 1990 (ADA). The primary deficiencies include a non-existent "path of travel" for anyone in a wheelchair. This would include designated handicap accessible parking spaces and compliant entry/egress with automatic door openers, sufficient space, signage, restrooms and accessible service counter.
- The Public Works building suffers from numerous deficiencies such as leaking roof, deteriorating metal wall panels and columns, insufficient insulation, poor lighting and outdated electrical and plumbing services.

#### Recommendations

The City of Evansville faces the same spatial constraints as many growing communities. Both operations are suffering from similar space conditions, primarily the need for more administrative, amenity and vehicle storage space. Instead of improving two separate facilities with separate offices, amenities, tools and storage, it was decided early on to renovate Building #1 and its 7,100 square feet into a combined administrative, amenity and shop space uniting both divisions into one by constructing a new 38,735 square foot vehicle storage, repair and wash addition unto the existing 13,500 SF Building #2. This scenario would create 59,335 square feet of new and renovated space compared with the existing 42,550 square feet. It would not be cost-effective to remodel the

existing Public Works facility due to its age. *Therefore* we recommend the demolition of the Public Works Building #3 as part of this scenario. Additionally a new 1,000 ton salt dome should be provided along with material storage bins, exterior wash hardstand, paving and a retention pond. The total project cost is approximately 6.6 million dollars. Approximately \$500,000 is for renovations and soft costs.

**Phasing**

The project is expected to be divided into two phases. Phase I includes design and construction of the remodeled office spaces in Building 1, remodeling of shop spaces in Building 2 and construction of the repair bays, wash bay and salt dome. Phase II includes demolition of the Public Works building and construction of the new vehicle storage building. If a new facility is approved it would be designed for the given tasks and would unite two divisions into one resulting in operational efficiencies and future growth for years to come. Projects such as these typically can pay for themselves in as little as 15-20 years through new building system efficiencies and by forgoing wasteful remodeling projects. The next step would be to approve further design assistance and conduct the necessary site design. At the same time, the City should encourage feedback from the community.

**I. BACKGROUND**

Kueny Architects, L.L.C was selected by the City of Evansville, Wisconsin to conduct an assessment of its Municipal Services Campus facilities located at 15 Old Highway 92. The site houses the Water and Light (W&L) and Public Works (PW) Divisions. The City will eventually use our findings, recommendations, conceptual plans and costs in order to determine the most cost-effective solution to meet its current spatial constraints.

The tasks completed to date have focused on gathering data, preliminary design and estimated costs for renovating the Water and Light building and providing new construction for Public Works. Specifically our review included:

**WATER AND LIGHT DIVISION – 15 Old Highway 92**

**PUBLIC WORKS DIVISION – 535 S. Madison Street includes:**

- Streets
- Yard Waste Collection
- Sanitary Sewer
- Road Maintenance
- Cemetery
- Storm water
- Wastewater Treatment

- Parks & Grounds
- Urban Forestry

**Goals and Objectives**

- Assess existing operations and identify spatial constraints and potential building deficiencies at both Water and Light and Public Works.
- Interview key staff members in order to determine short and long term facility space needs of the City for the next 25 years.
- Assess the current site in terms of adequacy of space, traffic flow and adjacency to one another.
- Provide a summary of our findings and recommendations.
- Prepare conceptual existing and proposed plans and budget estimates for each building.

**II. METHODS AND ASSUMPTIONS**

The following tasks were completed by Kueny Architects in order to evaluate and recommend various space need requirements.

- Initial project orientation.
- Interviews with selected employees.
- Review of existing operations so as to determine future needs, assessments included:
  - Staffing Levels.
  - Storage requirements.
  - Administrative functions and archival requirements.
  - Amenity requirements.
- Reviewed findings with effected Divisions and provided recommendations.

**III. FINDINGS**

**The Site**

The City Municipal Services campus consists of two parcels of land. (See drawing PO1). Site #1 houses the Water and Light Division. The adjoining Site #2 houses the Public Works Division, specifically:

- Site #1, Water & Light Division, 3.10 acres.
- Site #2, Public Works Division, 2.60 acres

**Water and Light Division**

The Water and Light Division operates out of two buildings, Operations Building #1 consists of 7,100 square feet and Warehouse Building #2 consists of 13,500 square feet and is used to store vehicles, materials and equipment. Over the years, the pre-engineered metal Operations building have undergone several small renovations and

reconfigurations. Both buildings are generally in good condition and should serve the City well for another 25 years, assuming scheduled updates are made. A priority needs to be made to get Building #1 compliant with the American Disabilities Act of 1990 (ADA). The deficiencies include a non-existent "path of travel" for anyone in a wheelchair. This would include a designated handicap accessible parking space and compliant entry/egress with automatic door openers, sufficient space, signage, restroom and accessible service counter.

*Operationally*, the building currently suffers from a lack of reception, offices and amenity spaces. (See P04 Existing and P05 for Proposed plans).

**Public Works Division**

The Public Works Division operates out of Building #3. It consists of 21,950 square feet and houses administration, amenities, vehicle maintenance and vehicle storage. A small "coverall" salt/sand structure is located south of the main building.

The Public Works building suffers from the following deficiencies, specifically:

- Deteriorating metal wall panels and columns.
- Low ceiling height making it difficult to store larger vehicles.
- Poor traffic flow within the building due to column and wall locations.
- Roof leaks in nearly all areas of the building.
- Insufficient insulation contributing to excessive utility bills.
- Poor lighting.
- Outdated electrical and plumbing services.
- Insufficient amount of vehicle repair and support space to maintain a growing fleet.
- Insufficient and unassigned enclosed areas for materials such as signs, barricades, pylons, pallets. Items are stored wherever there is room creating a safety hazard.
- The amenities including men's and women's restrooms, showers and locker rooms are severely undersized and not handicapped accessible.
- Non compliance to current ADA code regulations, including path of travel, parking and signage.

Operationally, the building suffers from the following deficiencies, specifically:

- Insufficient number of offices and workstations.
- There are no small conference areas to conduct one-on-one business with employees, public or vendors.
- The lobby is non-existent and unsecured.

**IV. SPECIFIC SPATIAL CONDITIONS AND RECOMMENDATIONS**

**Administration - Offices, Conference Rooms/s, Reception Area**

Additional workspaces are needed due to growth along with a small reception area and conference room.

**Recommendations:**

In (W&L) Building #1 provide a 512 SF open office area and reduce the size of the hallway. This will allow several additional workspaces. Create a 130 SF reception area and add 2 small reception offices room 190 SF.

Offices, Conference Rooms, Reception Area			Per plan P01 – Existing (PW)			Per plan P06 – Proposed (W&L and PW)		
Key.#	Description	Size (SF)	Key.#	Description	Size (SF)	Key.#	Description	Size (SF)
#1	Office	140	#1	Office	140	#2	Office	230
#5	Office	230	#11	Office	120	#9	Office	125
#10	Office	106	#11	Office	120	#9	Office	125
#9	Conference	472	#	Conference	300	#5	Conference	472
#	Reception Area	0	#	Reception Area	0	#6	Open Office	512
	Sub-Total	1,032	#	Sub-Total	660	#2	Reception Area	130
						#10	Reception Offices	190
						#11	Office	125
							IT Service Room	90
							Sub-Total	2,098

**Administration – Restrooms, Break, Storage Shops**

Only one small restroom is available for each office staff in both Buildings #1 and #3. The current restrooms are undersized at approximately 110 SF and are non-compliant with the ADA. Accommodations should be made to provide separate Men's and Women's Restroom/Shower/Locker Rooms along with a mud room.

**Recommendations:**

Provide separate Men's and Women's Restrooms in the Administrative portion of Building #1 along with a mud room Two (2) showers for each, maximum with full height lockers per P06 drawing.

Restrooms, Break, Storage Shops			Per plan P05 – Existing (W&L)			Per plan P06 – Proposed (W&L and PW)		
Key.#	Description	Size (SF)	Key.#	Description	Size (SF)	Key.#	Description	Size (SF)
#6	Master Storage	10	#10	Restroom	120	#3	Master Storage	106
#7	Restroom	113	#10	Restroom	100	#7	Restroom	113
#		0	#8	Locker Room	0	#7	Restroom	106
#		0	#		0	#15	Men's RR/Locker	431
#3	Break Room	333	#		0	#16	Women's RR/Locker	340
#2	Mechanical Room	112	#7	Break Room	120	#14	Break Room	310
#9	Hall/Circ	1,516	#		0	#13	Mechanical Room	112
#1	Parking Shop	3,888	#		0	#	Hall/Circ	744
	Sub-Total	6,068	#	Sub-Total	1,540	#17	Parking/Carpentry	2,502
							Sub-Total	4,764

### **Vehicle Repair**

Vehicle Repair services all W&L and DPW vehicles out of an 1,800 SF area including, heavy and light duty vehicles such as sedans, utility trucks, snow removal trucks, and miscellaneous equipment. The Repair Shop lacks sufficient number of service bays to properly maintain the City's equipment including: (17) heavy duty vehicles and equipment and (22) light duty. The staff spends a lot of time moving vehicles around due to the shortage of bays. Besides needing additional service bays, the shop needs more space for tools, parts, tires, bulk fluids and a small area for welding. The lack of repair and support space is limiting the City's ability to maintain its growing fleet or to provide maintenance services to other departments or divisions such as Police or EMS. More space and additional equipment will help process vehicles in less time and could reap substantial savings for the City compared to outside service providers.

#### **Recommendations:**

Provide 2 service bays and welding area, approximately 4,100 SF. Provide an overhead bridge crane and (1) 50,000 ton mobile vehicle lift. Available area for parts area should be nearly doubled. Provide a 5 product overhead fluid delivery system and 200 SF oil distribution room.

### **Vehicle Storage**

The current fleet of **Water and Light** vehicles includes (8) heavy duty vehicles, 14' x35', and (16) light duty vehicles 10'x20'. Currently less than half its vehicles are stored in Building #2 and the remaining in Public Works Building #3. The current fleet of **Public Works** vehicles includes (1) heavy duty vehicle, 14'x45' (8) heavy duty vehicles, 14'x35', and (6) light duty vehicles 10'x20'. All vehicles are stored in Public Works Building #3. Trucks are mainly parked straight-in, straight-out, with a significant amount of floor space being used for barricades, signs, pylons and palliated materials.

#### **Recommendations:**

Provide minimally heated, 50 degree warm vehicle storage for 40 vehicles and equipment. We have planned 32,210 SF of angled parking for the heavy duty vehicles and straight-in straight-out parking for the light duty vehicles. An additional 5,835 SF of lean-to storage is also recommended for the storage of (W&L) trailers. For Building #2, the goal is to rid all vehicles and store mainly materials and pallet stock and to clearly define areas for shop storage, i.e. signs and barricade storage.

### **Wash Bay**

Vehicles are currently washed by hand with a pressure washer occasionally by 1-2 employees in drive aisles when time permits. Each vehicle takes approximately 20-30 minutes to wash by hand.

#### **Recommendations:**

We recommend providing a dedicated wash bay equipped with an underbody spray to clean small as well as large vehicles with multiple spray wands and a catwalk so as to flush water into the spreader boxes and equipment. An indoor wash facility will prolong the life of a vehicle. It's also a lot easier to service and maintain a vehicle that has had regular washing of the body and especially the undercarriage. We have planned 2,425 SF for a manual bay and an exterior hardstand bay to be used as a prewash.

### **Outbuildings & Improvements**

The small "coverall" salt structure shed is insufficient in size and is past its prime as a "temporary" structure. Material storage bins are also needed to store sand and stone tonnage.

#### **Recommendations:**

A 1,000 ton salt dome is recommended to properly house salt and or sand products. For the material storage bins, 160 LF of concrete containment bins or "jersey barriers" are recommended.

## **V. SUMMARY & RECOMMENDATIONS**

### **Recommendations**

The City of Evansville faces the same spatial constraints as many growing communities. Both operations are suffering from similar space conditions, primarily the need for more administrative, amenity and vehicle storage space. Instead of improving two separate facilities with separate offices, amenities, tools and storage, it was decided early on to renovate Building #1 and its 7,100 square feet into a combined administrative, amenity and shop space uniting both divisions into one by constructing a new 38,735 square foot vehicle storage, repair and wash addition unto the existing 13,500 SF Building #2. This scenario would create 59,335 square feet of new and renovated space compared with the existing 42,550 square feet. It would not be cost-effective to remodel the existing Public Works facility due to its age. *Therefore* we recommend the demolition of the Public Works Building #3 as part of this scenario. Additionally a new 1,000 ton salt dome should be provided along with material storage bins, exterior wash hardstand, paving and a retention pond. The total project cost is approximately 6.6 million dollars. Approximately \$500,000 is for renovations and soft costs.

### **Phasing**

The project is expected to be divided into two phases. Phase I includes design and construction of the remodeled office spaces in Building 1, remodeling of shop spaces in Building 2 and construction of the repair bays, wash bay and salt dome. Phase II includes demolition of the Public Works building and construction of the new vehicle storage building. If a new facility is approved it would be designed for the given tasks and would unite two divisions into one resulting in operational efficiencies and future



growth for years to come. Projects such as these typically can pay for themselves in as little as 15-20 years through new building system efficiencies and by forgoing wasteful remodeling projects. The next step would be to approve further design assistance and conduct the necessary site design. At the same time, the City should encourage feedback from the community.



**SITE INFO:**

1. Existing Building #1 - 7,100 SF
2. Site Property #1 - 3.1 Acres
3. Existing Concrete Apron
4. Existing Building - 13,500 SF
5. Site Property #2 - 2.60 Acres
6. Existing Building #3 - 21,950 SF
7. Break - 120 SF
8. Locker - 120 SF
9. Repair - 1800 SF
10. Restroom - 100 SF
11. Office x3 - 120 SF each
12. Existing Space - 1200 SF
13. Existing Silt

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**P01**



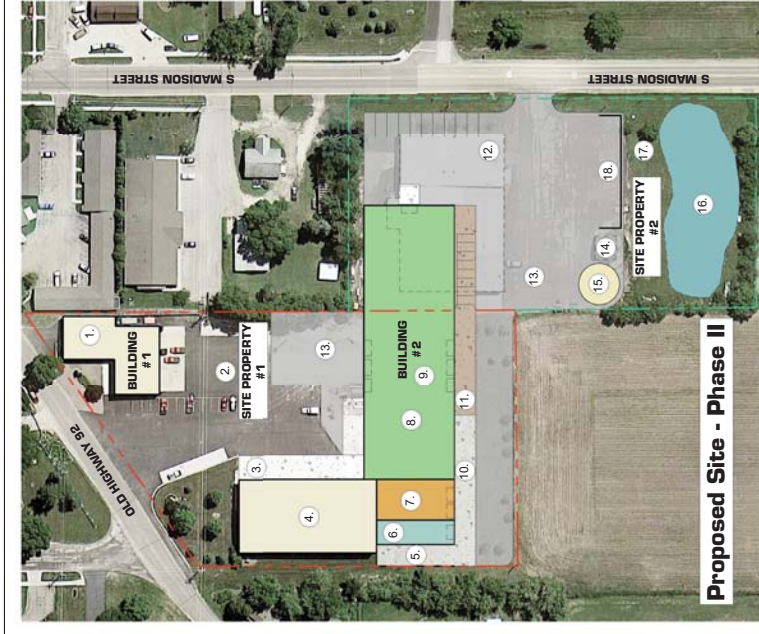
**Proposed Site - Phase I**

SITE PROPERTY #2

- SITE INFO:**
- Existing Building #1 - 7,100 SF
  - Site Property #1 - 3.1 Acres
  - Existing Concrete Apron
  - Existing Building - 13,500 SF
  - Exterior Wash - Phase I
  - Wash Bay - 2,425 SF - Phase I
  - Repair - 4,100 SF - Phase I
  - Vehicle Parking - 32,210 SF - Phase II
  - Overall Building #2 - 51,900 SF
  - New Concrete Apron
  - Lean-To Roof Cover - 5,835 SF
  - Building #3 to remain in Phase I
  - New Asphalt
  - Demo Existing Salt
  - New Salt Dome
  - Proposed Detention Pond
  - Site Property #2 - 2.60 Acres
  - Proposed Yard Storage

**P02**

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**Proposed Site - Phase II**

SITE PROPERTY #2

- SITE INFO:**
- Existing Building #1 - 7,100 SF
  - Site Property #1 - 3.1 Acres
  - Existing Concrete Apron
  - Existing Building - 13,500 SF
  - Exterior Wash
  - Wash Bay - 2,425 SF
  - Repair - 4,100 SF
  - Vehicle Parking - 32,210 SF
  - Overall Building #2 - 51,900 SF
  - New Concrete Apron
  - Lean-To Roof Cover - 5,835 SF
  - Demo Existing Building #2
  - New Asphalt
  - Demo Existing Salt
  - New Salt Dome
  - Proposed Detention Pond
  - Site Property #2 - 2.60 Acres
  - Proposed Yard Storage

**P03**

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**PLAN INFO:**

1. Parking Shop - 3888 SF
2. Mechanical - 112 SF
3. Break Room - 333 SF
4. Office #1 - 224 SF
5. Office #2 - 230 SF
6. Meter - 106 SF
7. Toilet - 113 SF
8. Conference - 472 SF
9. Hall - 885 SF
10. Office - 106 SF

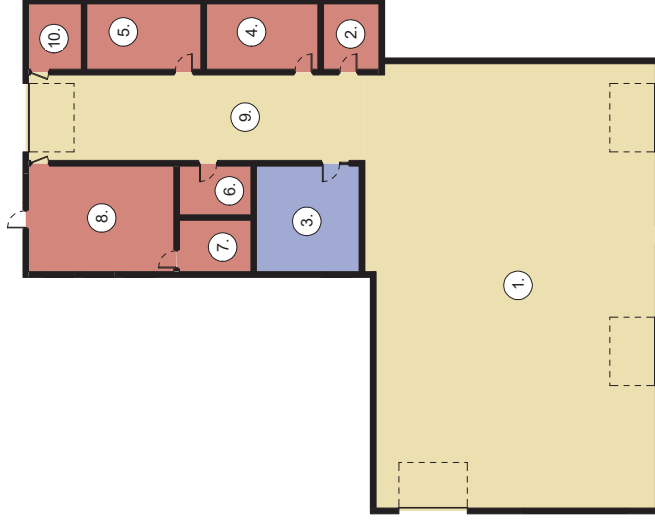
**Department Legend**

- Employee Support - 333 SF
- Office - 1,428 SF
- Shops - 4,768 SF



**P05**

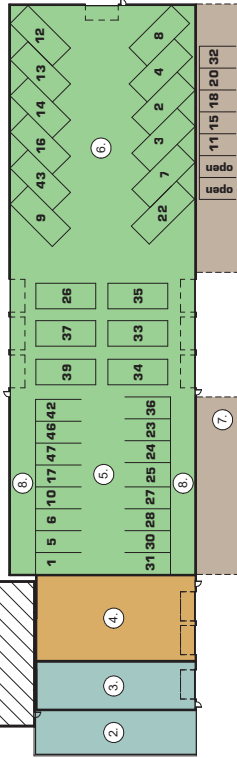
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www.kuenyarch.com



**Existing Floor Plan - Building #1**  
1/16" = 1'-0"

**PLAN INFO:**

1. Existing Building - 13,500 SF
2. Exterior Wash
3. Wash Bay - 2,425 SF
4. Repair - 4,100 SF
5. Vehicle Parking - 32,210 SF
6. Overall Building #2 - 51,900 SF
7. Lean-To Roof Cover - 5,635 SF
8. Material Storage - 2,640 SF



**Overall Floor Plan - Building #2**  
1" = 50'-0"



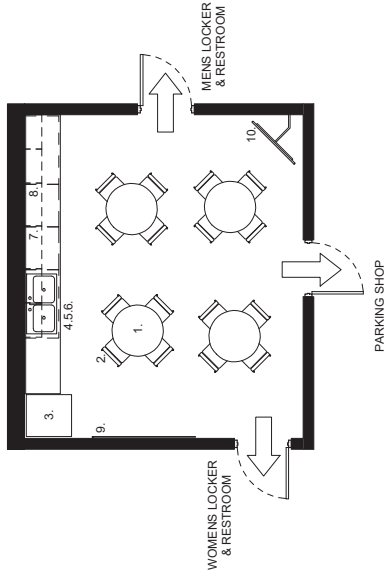
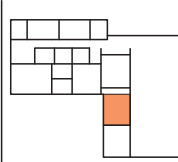
**P04**

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**EQUIPMENT:**

1. Table
2. Seating
3. Refrigerator
4. Sink Unit
5. Counter Top
6. Base Cabinets
7. Upper Cabinets
8. Microwave
9. Bulletin Board
10. Wall Mount TV

**KEY PLAN:**



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**P07**

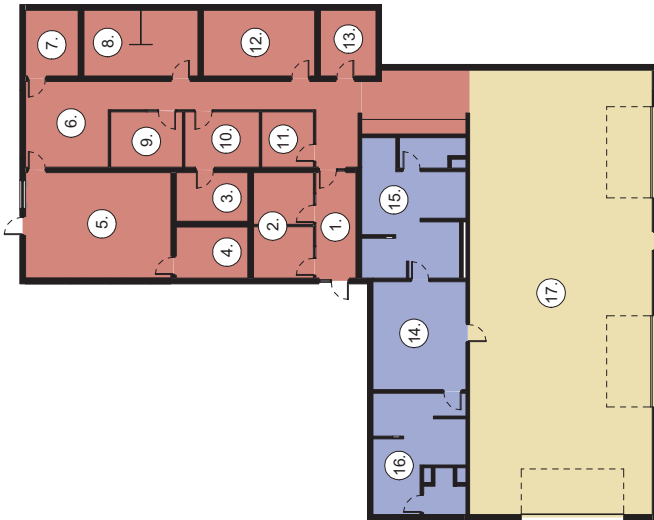
**Programming - Break Room**  
 3/16" = 1'-0"

**PLAN INFO:**

1. Reception - 130 SF
2. Meter - 106 SF
3. Toilet - 113 SF
4. Conference - 472 SF
5. Open Office - 512 SF
6. Toilet - 106 SF
7. Office - 230 SF
8. Office - 125 SF
9. Office - 125 SF
10. IT Service Room - 90 SF
11. Office - 224 SF
12. Mechanical - 112 SF
13. Break Room - 310 SF
14. Mens Locker Room - 431 SF
15. Womens Locker Room - 340 SF
16. Mens Locker Room - 431 SF
17. Parking Shop - 2502 SF

**Department Legend**

- Employee Support - 1,127 SF
- Office - 2,988 SF
- Shops - 2,502 SF



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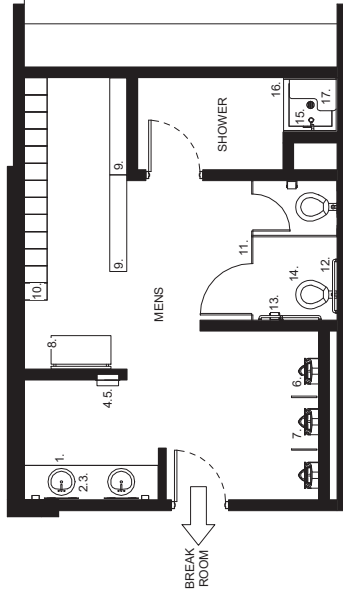
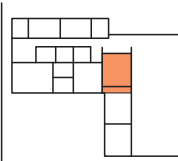
**P06**

**Proposed Floor Plan - Building #1**  
 1/16" = 1'-0"

**EQUIPMENT:**

1. Sink w/ Vanity
2. Mirror
3. Wall Mount Soap Dispenser
4. Paper Towel Dispenser
5. Waste Receptacle
6. Urinal
7. Urinal Screen
8. ADA Bench
9. Locker Room Bench
10. Locker
11. Toilet Stall Partition
12. ADA Grab Bars
13. Toilet Paper Dispenser
14. Wall Mount Toilet
15. Shower Head & Hose
16. Shower Unit
17. ADA Shower Bench

**KEY PLAN:**



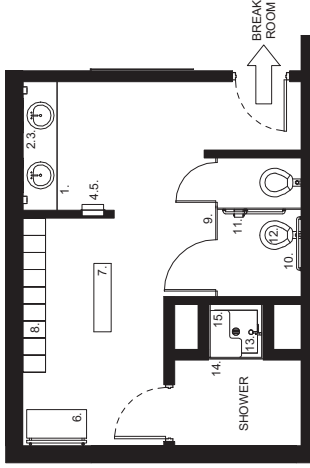
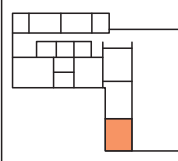
**Programming - Mens Locker & Restroom**  
3/16" = 1'-0"

**P08**  
 KUENY ARCHITECTS, LLC  
 10905 Corporate Drive, Pleasant Prairie, WI 53158  
 phone : 262.827.8101 www.kuensyarch.com

**EQUIPMENT:**

1. Sink w/ Vanity
2. Mirror
3. Wall Mount Soap Dispenser
4. Paper Towel Dispenser
5. Waste Receptacle
6. ADA Bench
7. Locker Room Bench
8. Locker
9. Toilet Stall Partition
10. ADA Grab Bars
11. Toilet Paper Dispenser
12. Wall Mount Toilet
13. Shower Head & Hose
14. Shower Unit
15. ADA Shower Bench

**KEY PLAN:**



**Programming - Womens Locker & Restroom**  
3/16" = 1'-0"

**P09**  
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 10905 Corporate Drive, Pleasant Prairie, WI 53158  
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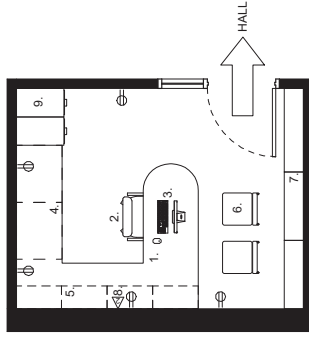


**EQUIPMENT:**

1. Desk
2. Chair
3. Computer
4. Base Cabinets
5. Upper Cabinets
6. Visitors Chairs
7. Bookshelves
8. Power and Data Outlets
9. File Cabinets

**KEY PLAN:**

**KUENY ARCHITECTS, LLC** **P11**  
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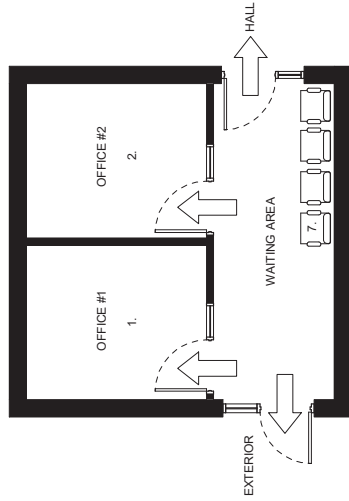
**Programming - Typical Office 1**  
 1/4" = 1'-0"

**EQUIPMENT:**

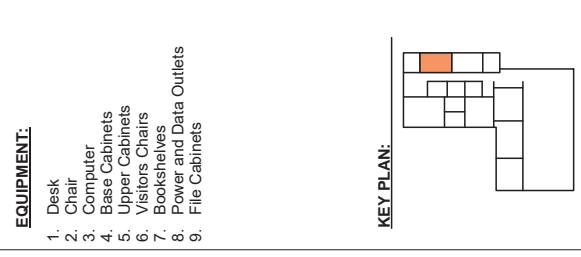
1. Typical Office
2. Typical Office
3. Waiting Area Seating

**KEY PLAN:**

**KUENY ARCHITECTS, LLC** **P10**  
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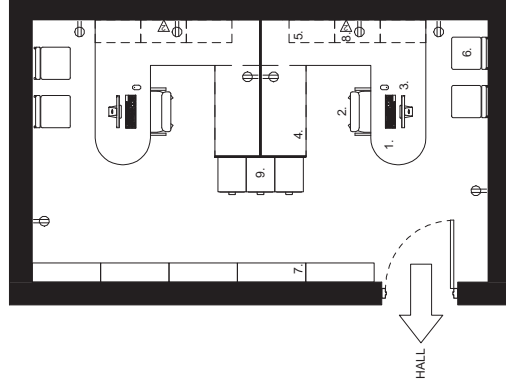


**Programming - Reception**  
 3/16" = 1'-0"



**EQUIPMENT:**

1. Desk
2. Chair
3. Computer
4. Base Cabinets
5. Upper Cabinets
6. Visitors Chairs
7. Bookshelves
8. Power and Data Outlets
9. File Cabinets

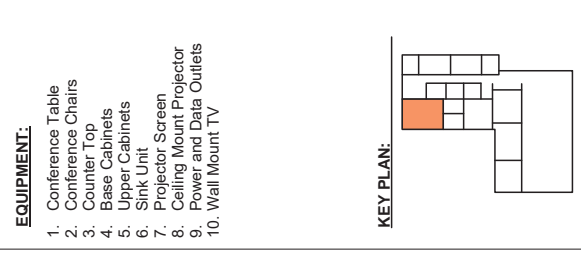


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**P13**

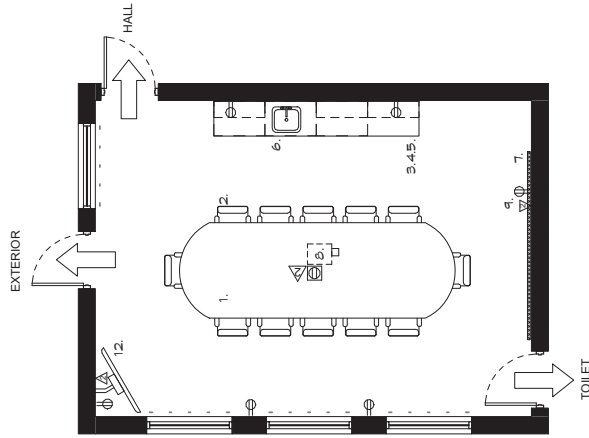
**Programming - Typical Double Office**

1/4" = 1'-0"



**EQUIPMENT:**

1. Conference Table
2. Conference Chairs
3. Counter Top
4. Base Cabinets
5. Upper Cabinets
6. Sink Unit
7. Projector Screen
8. Ceiling Mount Projector
9. Power and Data Outlets
10. Wall Mount TV



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**P12**

**Programming - Conference Room 1**

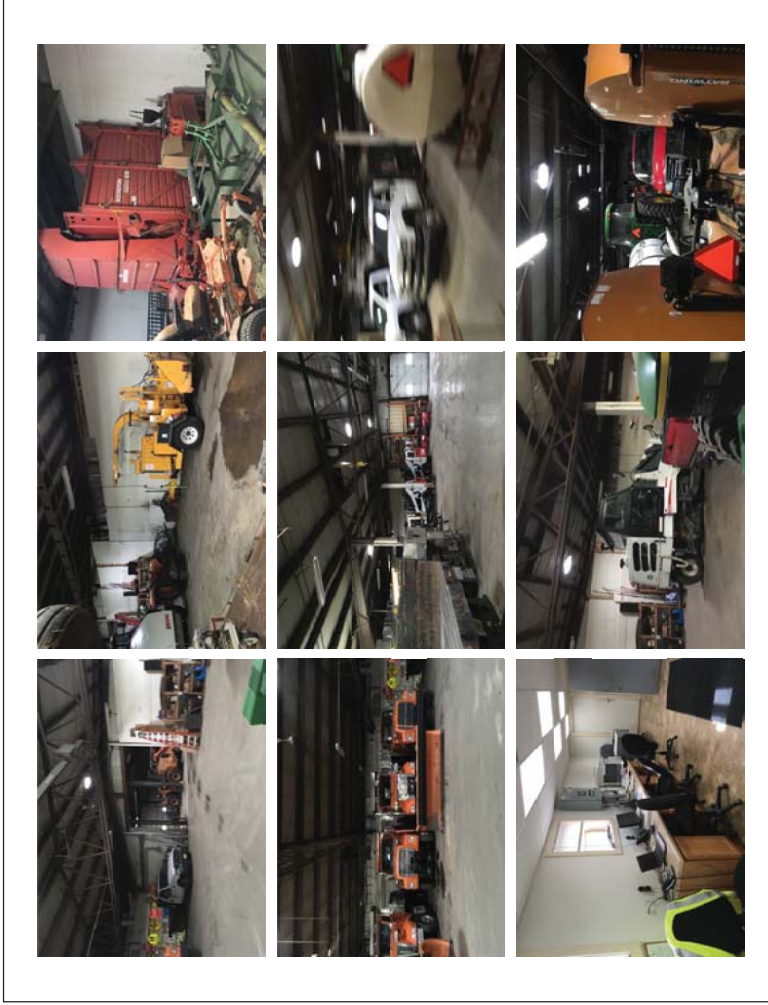
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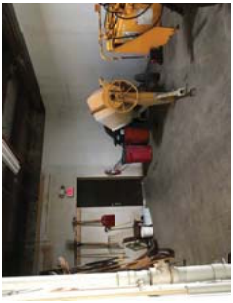
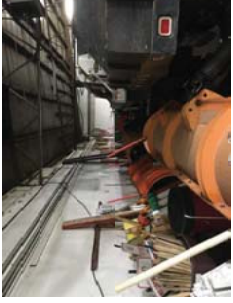
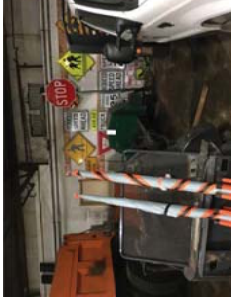
**City of Evansville Vehicle List**

Dept	Vehicle Assigned Number	Model Yr	Name/Body	Site	(1) Small (2) Medium (3) Large	Vehicle ID	New Cost
DPW	1	1986	Ford F150 Truck - paint	12 x 20	1	JTFEF1579GB03155	2,000
DPW	5	1994	Ford Dump Truck	12 x 20	1	FDY682FORVA52504	60,000
WR	6	1995	Brush Bandit (wood chipper & trailer)	12 x 20	1	9718	38,000
WR	10	1997	Chevrolet Pickup Truck	12 x 20	1	1BUD14283X001602	21,000
WR	11	1999	Butler Flabbed (trailer)	12 x 20	1	5H6BF121XLM44138	16,600
WR	15	2004	Vactor EVC102 (trailer)	12 x 20	1	ZFRF18265477004	20,650
WWTP	17	2004	Ford Truck F150	12 x 20	1	JF19U21175040667	14,700
WR	18	2005	Sauber Trailer (pole trailer)	12 x 20	1	5F1EE182XF1024414	7,000
WR	20	2005	Felling (skip loader trailer)	12 x 20	1	JF1FR14579N800687	24,276
WR	22	2005	Ford F150 Truck	12 x 20	1	JF1S334L09H815125	17,715
WR	23	2005	Ford Econoline E350 Van	12 x 20	1	JF1S72138LC87590	24,715
WR	24	2006	Ford F250 Truck F14	12 x 20	1	JG8C14076Z08774	17,061
DPW	25	2006	Chevrolet Flabbed 3500	12 x 20	1	JG8C24076Z08774	31,478
WR	27	2007	Ford F150 Truck Rcab Reed	12 x 20	1	JF1FR140076C46496	31,965
WR	28	2007	Ford F150 Truck Rcab Reed	12 x 20	1	JF1S334L09H815125	22,372
WR	30	2008	Columbus SUV-LIN Electric Vehicle	12 x 20	1	JF1S334L09H815125	22,372
WR	31	2008	Ford F250	12 x 20	1	JF1S72138LC87590	23,032
WR	32	2008	Comtail Excavator Trailer	12 x 20	1	JN1FC20228L163202	6,935
WR	36	2009	Ford F150	12 x 20	1	JF1FR14029C13863	28,490
DPW	42	2012	Chevrolet Truck	12 x 20	1	JG8N1C667129369	44,600
DPW	46	2015	Ford Super Duty F-350	12 x 20	1	JF1S334L09H815125	44,135
WR	47	2008	McCaughey Truck 5/1900	14 x 35	2	JH15366X1E13739	105,000
WR	5	1999	McCaughey Truck 5/1900	14 x 35	2	JH15366X1E13739	102,000
Cometery	3	1994	Perishall Dump Truck (w/air reel trailer)	14 x 35	2	JH194212N10516029	15,600
WR	8	1994	Perishall Dump Truck (w/air reel trailer)	14 x 35	2	JH194212N10516029	15,600
WR	9	1995	McCaughey Truck 5/1900	14 x 35	2	JH15366X1E13739	80,800
DPW	12	2003	Freightliner Truck - Bucket	14 x 35	2	JH194212N10516029	100,000
DPW	14	2002	Ford Truck F350 Flabbed	14 x 35	2	JH194212N10516029	22,640
WR	14	2002	Ford F550	14 x 35	2	JEDAF52426897845	47,100
DPW	16	2004	Ford Truck F150 (parks dept)	14 x 35	2	JF1BE1724G027910	18,000
WR	26	2006	Ford F550 Truck - Bucket	14 x 35	2	JEDAF52426897845	82,500
DPW	33	2009	Perishall Dump Truck	14 x 35	2	JH194212N10516029	82,500
DPW	34	2009	Perishall Dump Truck (wing truck)	14 x 35	2	JH194212N10516029	74,235
WR	35	2009	Perishall Dump Truck (wing truck)	14 x 35	2	JH194212N10516029	78,218
WR	35	2009	Digger-Derrick- international 7500	14 x 35	2	JH194212N10516029	245,276
Cometery	37	2009	Ford Truck	14 x 35	2	JH194212N10516029	43,664
WR	39	2012	International 4400	14 x 35	2	JH194212N10516029	81,975
DPW	43	2013	Perishall Dump Truck (wing truck)	14 x 35	2	JH194212N10516029	89,664
WWTP	7	1995	Freightliner M4-11(Sewer/boilder Truck/Vactor)	14 x 45	3	JFV684C8954639005	120,000

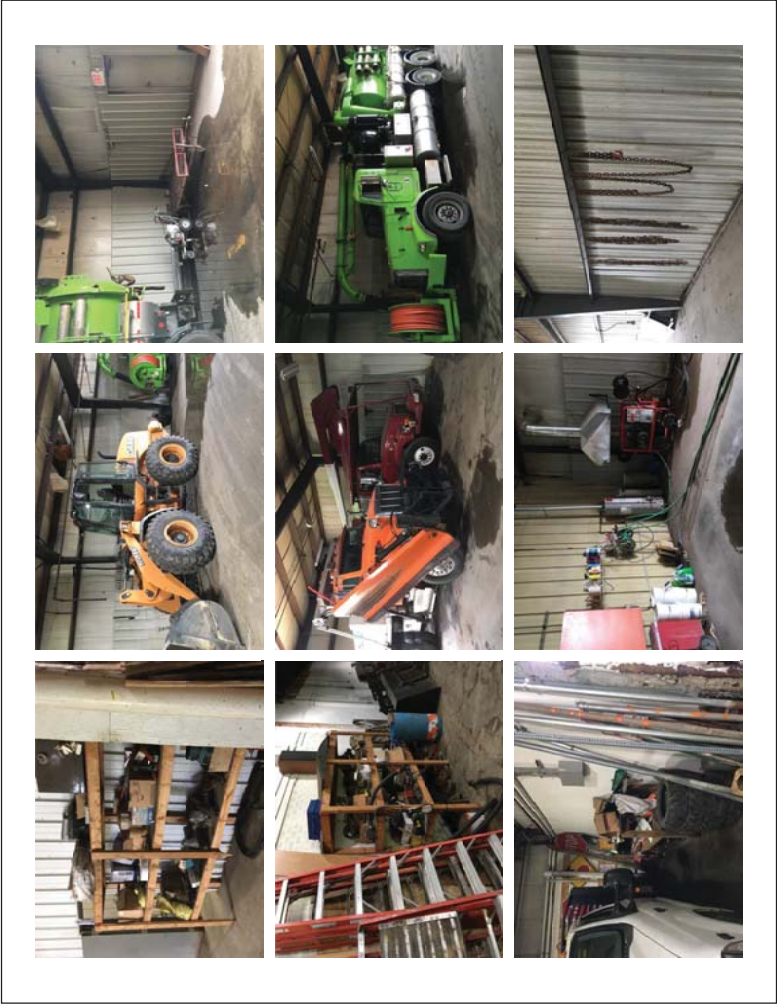
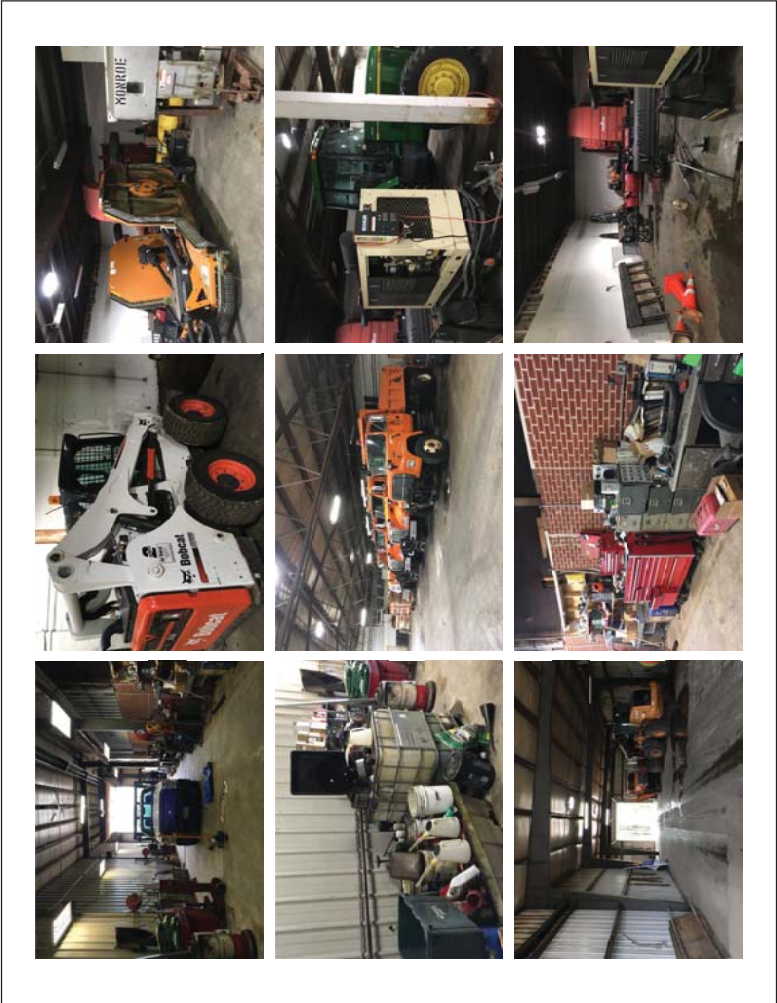
Projected Budget		Budget	Notes
<b>Construction Costs - Phase 1</b>			
<b>Site Development Costs</b>			
Earthwork		\$ 35,000	
Water Main		\$ 18,000	
Sanitary Sewer		\$ 8,000	
Storm Sewer		\$ 26,000	
Pavement	25,750 sq/ft	\$ 180,000	
Landscaping/Site Amenities		\$ 15,000	
Site Lighting		\$ 14,000	
<b>Building Construction Costs</b>			
Remodeled Office Space	Building #1	\$ 297,500.00	
Remodeled Shops	Building #2	\$ 112,500.00	
Repair Bays		\$ 471,500.00	
Wash Bay		\$ 264,625.00	
Salt Storage - 1,000 ton		\$ 165,000.00	
<b>Subtotal</b>		<b>\$ 1,597,125</b>	
Design Contingency @ 10%		\$ 159,713	
<b>Subtotal</b>		<b>\$ 1,756,838</b>	
Construction Contingency @5%		\$ 87,842	
<b>Construction Total</b>		<b>\$ 1,844,679</b>	
<b>Soft Costs</b>			
Site			
Utilities Service Fees		\$ 10,000	
Geotechnical Soils Investigation		\$ 1,500	
Survey		\$ 3,000	
<b>Fees</b>			
Architectural/Engineering		\$ 87,842	
Testing and Special Inspections		\$ 3,000	
Insurance During Construction		\$ 6,000	
<b>FF&amp;E</b>			
Furnishings (including Specifier fees)		\$ 8,000	
Moveable Equipment		\$ 25,000	
<b>Subtotal</b>		<b>\$ 144,342</b>	
<b>Total Project Costs - Phase 1</b>		<b>\$ 1,989,021</b>	

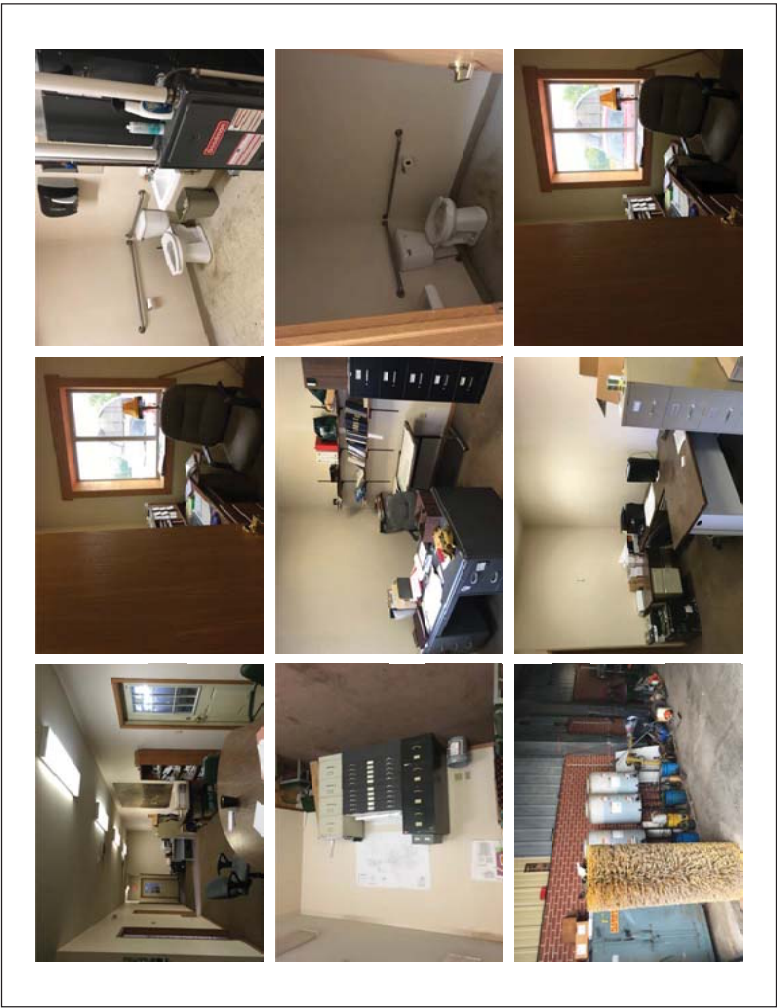
Projected Budget		Budget	Notes
<b>Construction Costs Phase 2</b>			
<b>Site Development Costs</b>			
Earthwork		\$ 50,000	
Water Main		\$ 18,000	
Sanitary Sewer		\$ 8,000	
Storm Sewer		\$ 26,000	
Pavement	39,250 sq/ft	\$ 200,000	
Landscaping/Site Amenities		\$ 15,000	
Site Lighting		\$ 14,000	
<b>Building Construction Costs</b>			
Vehicle Storage		\$ 3,059,950.00	
Covered Exterior Wash		\$ 252,000.00	
Vehicle Mobile Lift		\$ 50,000.00	
Crane		\$ 35,000.00	
Overhead Fluid Delivery		\$ 60,800	
Pressure Washer		\$ 28,000	
Bulk Materials Lean-to		\$ 25,000	
Security Gates/Access Control		\$ 20,000	
<b>Subtotal</b>		<b>\$ 3,861,750</b>	
Design Contingency @ 10%		\$ 386,175	
<b>Subtotal</b>		<b>\$ 4,247,925</b>	
Construction Contingency @5%		\$ 212,386	
<b>Construction Total</b>		<b>\$ 4,460,321</b>	
<b>Soft Costs</b>			
<b>Site</b>			
Utilities Service Fees		\$ 10,000	
Geotechnical Soils Investigation		\$ 2,000	
Survey		\$ 1,000	
<b>Fees</b>			
Architectural/Engineering		\$ -	
Testing and Special Inspections		\$ 2,000	
Insurance During Construction		\$ 7,000	
<b>FF&amp;E</b>			
Furnishings (including Specifier fees)		\$ 5,000	
Moveable Equipment		\$ 25,000	
<b>Subtotal</b>		<b>\$ 52,000</b>	
<b>Total Project Costs - Phase 2</b>		<b>\$ 4,512,321</b>	



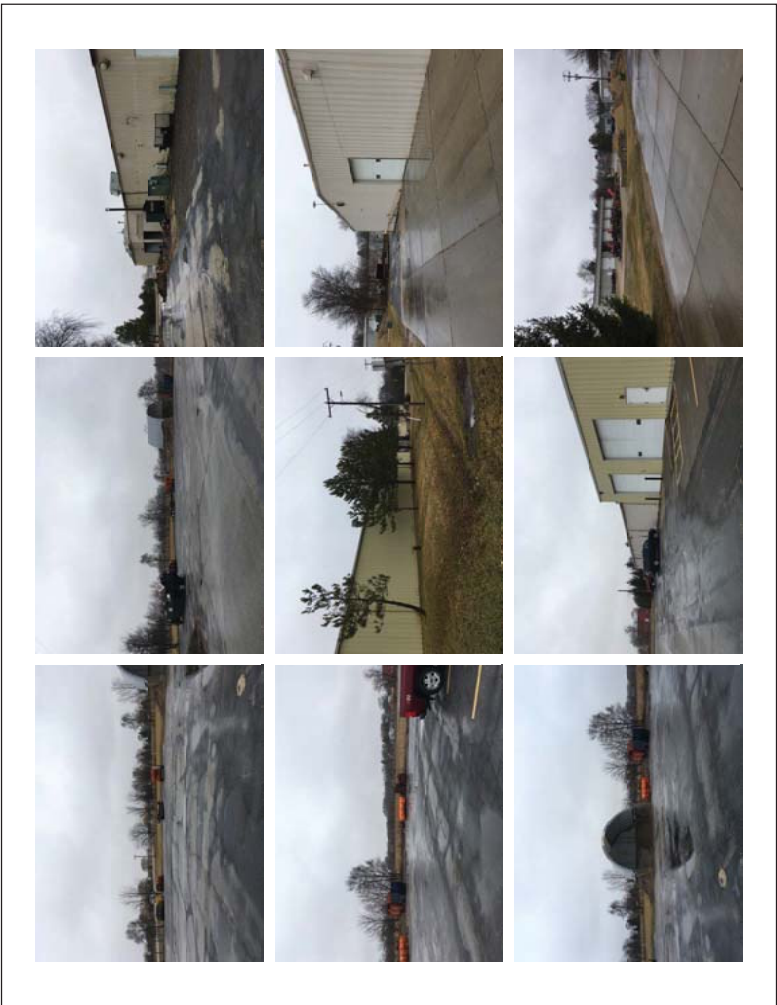


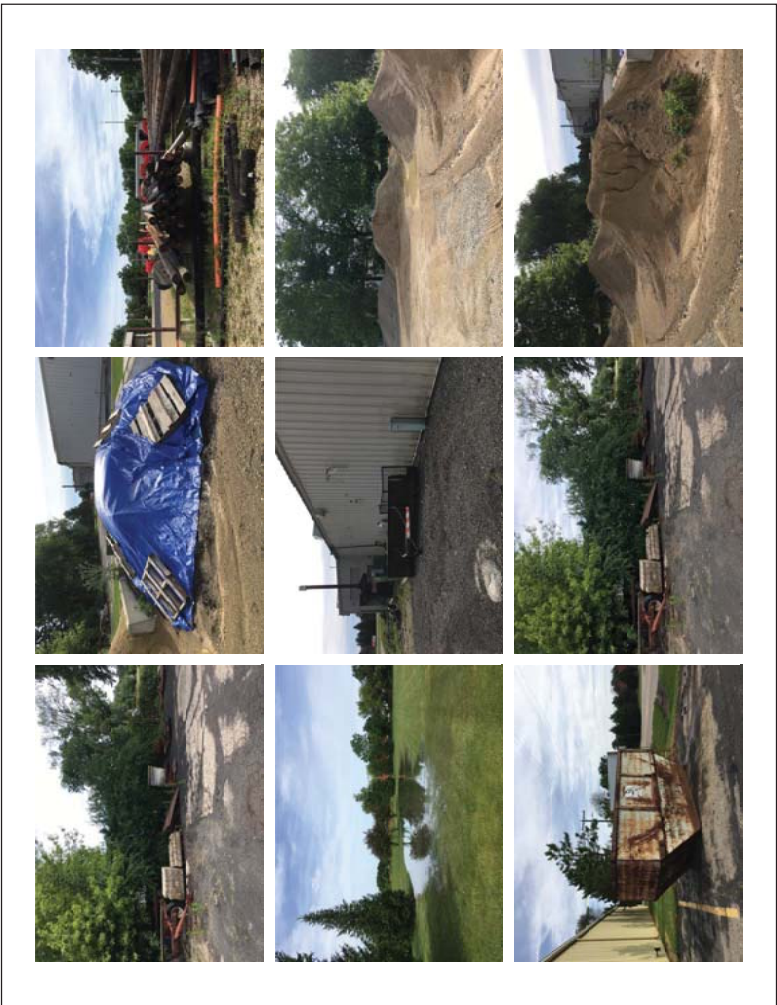
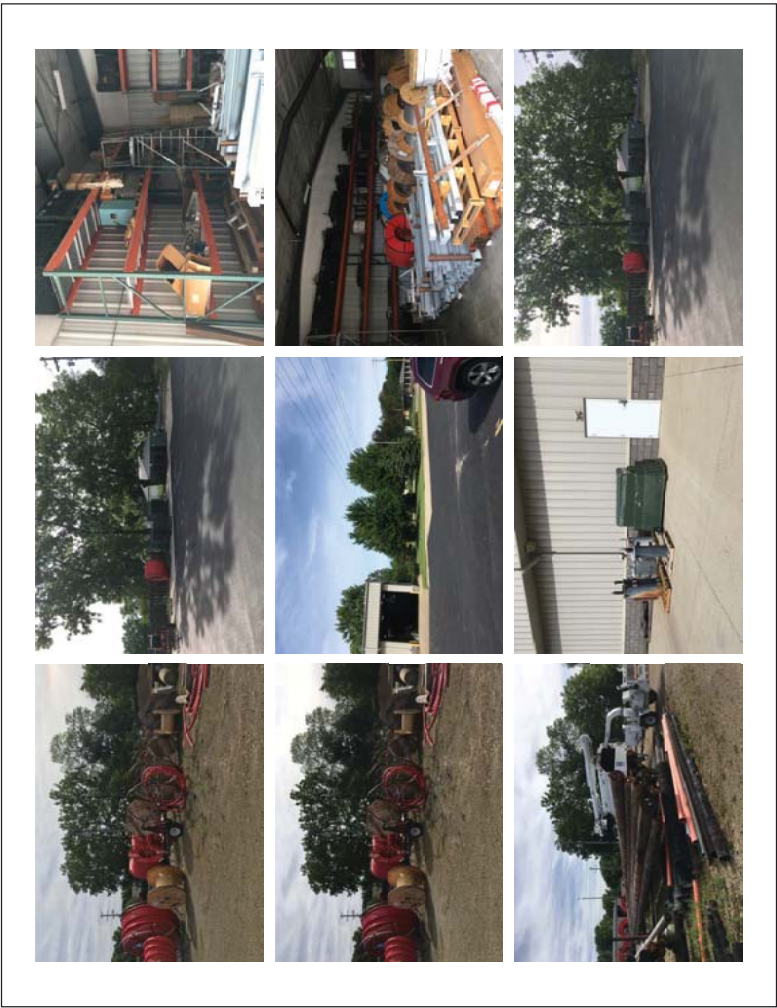




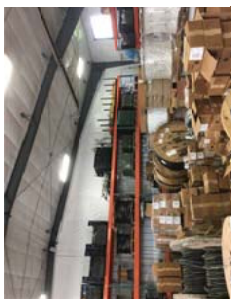




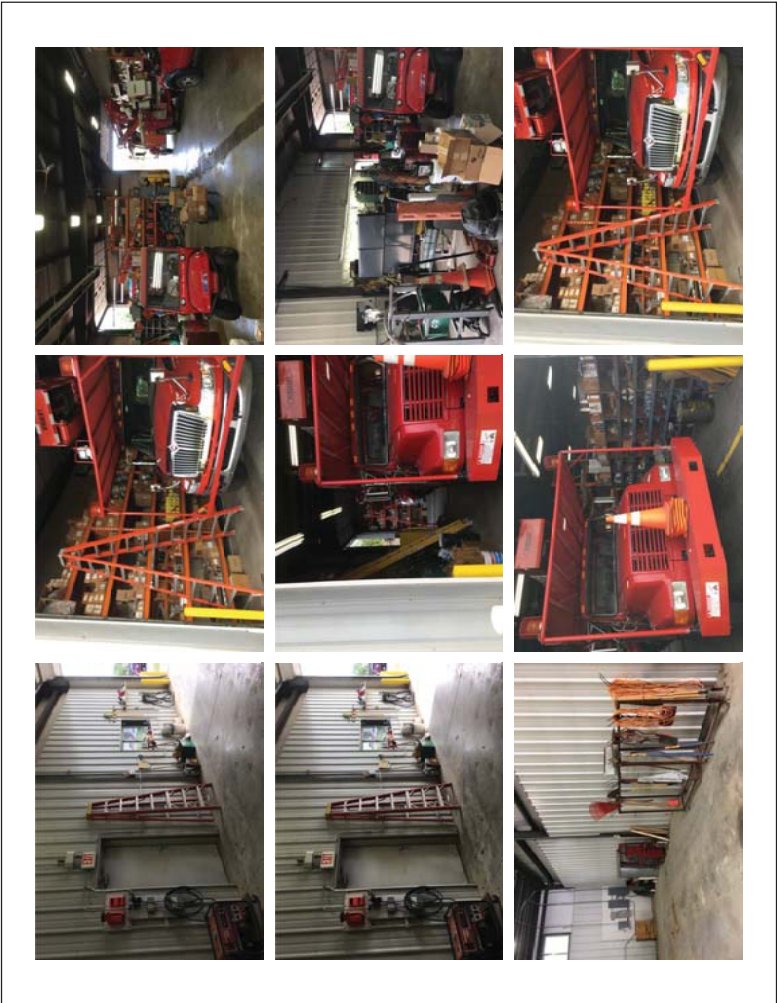
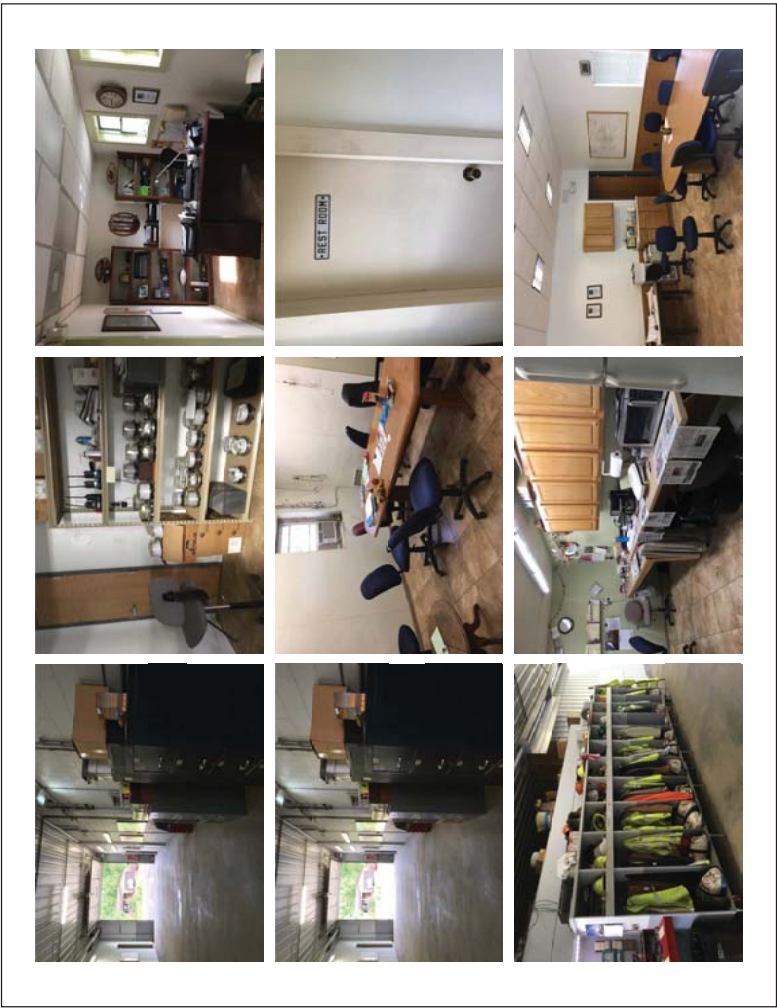












# Park and Outdoor Recreation Plan 2020 – 2025



**City of Evansville, WI**  
**Park and Outdoor Recreation Plan**  
Updated September 2020



Adopted by Common Council Sept. 8, 2020. Originally adopted Dec. 10, 2013.

# Acknowledgements

---

## Evansville Park and Recreation Board

Ald. Joy Morrison, Chair  
Jim Espinosa  
Lyman Fuson  
Darrell Hamilton  
Sue Merritt  
Gene Prudhon  
Matt Pook

## EVANSVILLE PLAN COMMISSION

Mayor Bill Hurlley, Chair  
Ald. Rick Cole  
Ald. Erika Stuart  
Susan Becker  
John Gishnock  
Bill Hammann  
Mike Scarmon

## EVANSVILLE COMMON COUNCIL

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Ald. Bill Lathrop - 1st District  
Ald. Rick Cole - 1st District  
Ald. Erika Stuart - 2nd District  
Ald. Jim Brooks - 2nd District  
Ald. Gene Lewis - 3rd District  
Ald. Ben Ladick - 3rd District  
Ald. Dianne Duggan - 4th District  
Ald. Joy Morrison - 4th District

## EVANSVILLE STAFF

Ian Riggs, City Administrator/ Finance Director  
Jason Sergeant, Community Development Director  
Ray Anderson, Parks Superintendent  
Brian Berquist, City Engineer

*All photos by Jason Sergeant, unless otherwise noted*

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**Acknowledgements**

City of Evansville Park and Outdoor Recreation Plan

**Acknowledgements**

City of Evansville Park and Outdoor Recreation Plan

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# Chapter 1.

## Introduction

### Purpose of This Plan

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

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



FIGURE 1.1: ALLEN CREEK AT CHURCH ST

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

The specific purpose of this Plan is to guide the development and improvement of the City's parks and outdoor recreation facilities over the next five years (2020-2025) to meet local recreational needs and demands. The recommendations detailed in this Plan are based on the extensive public input received by city staff during this process. This Plan will be used to present the community's preferences and needs as well as City decision makers have extensive understanding of the resources available for implementing policies and programs recommended by members of the public. Public policy decisions are contingent upon funding sources, budget priorities, and changing community demographics and needs. For this reason, the Plan should be reviewed annually, and a detailed update should be completed every five years.

The update to and adoption of the Park and Outdoor Recreation Plan is also important in allowing the City to be eligible for various State and Federal park and recreation grants. Some of these grant funds include the Wisconsin Department of Natural Resources (WDNR) Knowles Nelson Stewardship Fund, the Land and Water Conservation Fund (LAWCON), the Acquisition and Development of Local Parks (ADLP) program, the Urban Green Space (UGS) program, and the Urban River Grants program. Chapter 6 and 7 provide additional information on funding opportunities.

The City of Evansville has the responsibility for implementing this Plan, including acquisition, improvement and development of outdoor recreation areas. Policy decisions made by the City's Park and Recreation Board (PRB), Plan Commission (PC), and Common Council for park programs and improvements shall be guided by the goals and recommendations of this adopted Plan. Actual public policy decisions or choices are contingent on funding sources, new opportunities and ideas, evolving growth patterns, budget priorities, and changing community desires and needs.

The development and continual updating of the Park and Outdoor Recreation Plan such as this becomes a valuable asset to the community and contributes to its stability and attractiveness. Updating this Plan on a regular cycle, keeping it less than five years old, is also a requirement of the State of Wisconsin Department of Natural Resources for a community to be eligible for matching government funds for park land acquisition and facility improvements. But just as importantly, throughout this plan the City of Evansville sets a course of action for continued improvement of its parks and outdoor recreation system.

### Methodology

The City of Evansville Park and Recreation Board (PRB) assumes responsibility to help develop, adopt, and recommend a Park and Outdoor Recreation Plan to the Plan Commission and City Council. This Plan was updated by the Community Development Director, with assistance from PRB members and other City staff. To develop the Park and Outdoor Recreation Plan the following planning process was followed:

#### Step 1: Plan for Planning

City staff worked with the PRB, beginning in 2018, to create a planning timeline that would meet the community's needs. The PRB kicked-off the planning process with a public survey available around the community, on paper, and online.

#### Step 2: Inventory Collection and Analysis

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



### **Step 3: Public Input**

Public engagement was emphasized throughout the planning process to ensure that the entire spectrum of community needs was addressed by Plan recommendations. Public input efforts included a public opinion survey, activities at public forums, public informational meetings, "Coffee with the Parks" workshops, meetings with stakeholder groups, and in-person discussions with park users were completed to encourage community input from all ages. These activities and their findings are discussed in detail in Chapter 5.



FIGURE 1.2: COFFEE WITH THE PARKS

### **Step 4: Plan Development**

City staff developed Plan policy, program, and project recommendations based on input from the public, PRB members, and elected officials. PRB and PC members then prioritized recommendations based on a number of criteria.

### **Step 5: Public Hearing and Plan Adoption**

The PRB reviewed this Park and Outdoor Recreation Plan at its meeting and referred it to the Plan Commission on July 21, 2020. The Plan Commission held a public hearing for the adoption of the Plan on August 4, 2020 and recommended approval to the City Council. The City Council approved the Plan through resolution on September 8, 2020. The resolution adopting this Plan is shown in Chapter 8.

### **Step 6: Plan Implementation**

Several methods and procedures were proposed by the PRB to assist in Plan implementation. Implementation strategies are highlighted in Chapter 7. It is critical that implementation of the Plan be monitored, and a number of Plan recommendations emphasize strategies for monitoring implementation.

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

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

# Chapter 2.

## Summary of Related Plans

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

### Past City of Evansville Park and Outdoor Recreation Plans

The first Park and Outdoor Recreation Plan for the City was prepared and adopted in 1994. This plan was then updated in 1999, 2007, and 2013. This Plan updates the 2013 version with an overlook of accomplishments since its adoption, as well as a look to the future of Evansville's parks and outdoor recreation. This Plan is to supply guidance for the development and improvement of the City's parks and outdoor recreation facilities over the next five years (2020-2025).



Figure 2.1 Leonard-Leota Park Rebuilt Fireplace in 2020

Evansville is one of the fastest growing communities in Wisconsin. Residents enjoy seven City parks and an excellent geographical location between Madison and Janesville. During summers, Evansville residents participate in outdoor recreation such as swimming, myriad sports, boating, bicycling, fishing, and walking/hiking. During winter months activities include cross country skiing, ice fishing, sledding, snowmobiling, shoveling and ice skating. Public input gathered for the most recent update to this plan demonstrated an overall satisfaction with the current parks. Public input also revealed opportunities to improve myriad pedestrian connections to parks, expand recreation options, and improve general maintenance efforts. Priorities and opportunities identified in the 2013 plan update served as a "to do list" for the city and were the foundation to many improvements to City parks in the last five years.

Improvements made within Leonard-Leota Park during the 2007 to 2013 time period included repairs to the swimming pool, athletic fields, historic structures, Allen Creek, and Lake Leota. The Lower Park Area had many improvements including: building restorations, upgraded water lines,

a new batting cage was installed, stonework restoration, and upgraded bleachers at the ball diamonds. Major highlights that were done with the help of community organizations during the 2007-2013 time period were: the restoration of the Baker Office Building with the Grove Society, concession stand improvements with the Jays, installation of bat houses with the Eagle Scouts and two flagpole restorations one with the Jays and the other with the Grove Society. Additionally, The Antes Cabin was restored in the Lower Park and the Leonard-Leota Park to the National Register of Historical Places.

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



FIGURE 2.2 LAKE LEOTA IN 2020 FROM BANDSTAND

There were 180,000 cubic yards of sediment removed, shoreland restoration, fish restocking and the beginning of Allen Creek's wall restoration. The removal of the sediment restored Lake Leota to its original 8'-15' depth. Lake Leota was officially re-dedicated with a ceremonial ribbon cutting, canoe parade, and fireworks at the start of the 2009 Fourth of July celebration. Work continues to ensure the Lake's long-term success.

Save our Lake Environment (SOLE) has engaged in a fish stocking program, and the park has undergone significant shoreline beautification, including general cleanup, weed eradication, landscaping, and native planting improvements.

Countryside Park saw many improvements to the playground and outdoor recreation areas. There was a construction project to put restrooms at the park; these were not previously available, and this was the only neighborhood park. There was new playground equipment installed. There were also bleachers installed for the soccer field. The installation included both player bleachers and increased seating for spectators.

Improvements at Westside Park during the 2007-2013 time period included two soccer fields created and maintained for public and club use, playground equipment installed, a parking lot constructed and an identification sign installed at the entrance of the park. There were also restrooms constructed at the park.

### Improvements since the 2013 Park and Outdoor Recreation Plan

Similar to the changes seen between 2007 and 2013, there have been a number of improvements and accomplishments since the 2013 plan update. City of Evansville residents' long-standing legacy of community involvement and strong volunteer ethic has played a major role in the implementation of past park improvements and will continue to play an integral role in the future. These improvements were detailed with the assistance of the Parks Custodian and the Park Board.

The list of accomplishments and improvements since the last Park and Outdoor Recreation Plan is below.

#### Leonard-Leota Park

- Allen Creek wall restoration project continued
- Installed a disc golf course
- Resurfaced tennis Courts
- Skylights installed in some bathrooms
- South (Lower) Diamond backstop replaced and relocated
- Historic Assessment and overview of park completed
- Replaced roof on Park Store
- Rewired and restored fireplace operation in Scout House
- Preliminary study completed to assess options to replace and repair Aquatic Center
- Reconstruction of one of two fireplaces
- Reconstruction of one of two duck houses

#### Countryside Park

- Identified a handicapped parking space on Countryside Drive in front of the park
- Planted more trees
- Installed a new play structure

#### West Side Park

- Installed additional picnic tables
- Planted trees
- Constructed a shelter
- Acquired an additional 10 acres of land adjacent to the park
- Created additional soccer fields
- Created master Plan with three options for future development of the park

#### Brzezinski Park

- Installed accessible swing sets
- Installed accessible picnic table



Figure 2.3: Restored Duck House in 2020

- Installed sidewalk on North side of park

#### Peace Park

- Constructed a Labyrinth
- Installed hard surface walking path
- Installed little free library
- Installed flower garden and landscaping
- Installed bench

#### City of Evansville 2035 Smart Growth Comprehensive Plan

The City of Evansville's award-winning Smart Growth Comprehensive Plan was adopted in 2005 and a major update to the City's Comprehensive Plan has been adopted since 2015. The City developed the Plan to have a more effective tool to address the City's rapid growth rate and desire to maintain its small town charm. The Plan addresses the required plan elements, including issues and opportunities, housing, transportation, utilities and community facilities, economic development, land use, natural and cultural resources, intergovernmental cooperation, and implementation. As part of the planning process, the City created an overall vision for the community, which emphasizes the importance of cooperation between the government, private sector, citizens, and civic organizations. This vision also calls out the importance of the City's natural resources. These themes continued to emerge throughout this park and recreation planning process.

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

- Recommendations in the Transportation Element that a multi-use trail be developed and that Evansville continue to improve its walkability. Bicycling facilities and bicycle friendly city transportation are key ways that the City is looking to make the community a more bicycle friendly environment.
- A recommendation in the Utilities and Community Facilities Element to locate parks and open spaces throughout the community to ensure all neighborhoods have access to these resources.
- A recommendation in the Agricultural, Natural, and Cultural Resources Element to preserve the most significant aspects of the natural resource base. Recreational opportunity along the environmental corridor is also identified by implementing a trail for walking and bicycling.
- An opportunity was identified in the community for a bicycle and walking trail that would be an extension of the Ice Age Trail through Evansville. The trail would create outdoor recreation opportunities to the

FIGURE 2.4:



residents as well as encourage commercial activities along the path this would align with the Economic Development Element.

#### **Rock County 2015-2020 Parks, Outdoor Recreation, and Open Space Plan**

Rock County updated its Parks, Outdoor Recreation, and Open Space Plan in 2015. Many of the recommendations contained within that Plan are relevant to Evansville's park and outdoor recreation planning process, as City residents are served by the Rock County Parks System.

Evansville residents are fortunate to have two unique Rock County parks located in close proximity to the City. Magnolia Bluff Park, located about 6.25 miles southwest of Evansville, is a roughly 120-acre park. It is classified as a County Regional Recreation Area. It houses hiking trails, equestrian trails, parking, restrooms, water pumps, fire pits, and grills.

Gibbs Lake is located approximately 7 miles east of Evansville. Gibbs Lake is considered a County Regional Open Space Park with passive recreation opportunities. It is the largest park in the Rock County system with approximately 299 acres of land. Gibbs Lake Park houses picnic areas, rest rooms, parking, trails, lake access, water dock, park grills, water pumps, and bench shelters. Many of the Gibbs Lake trails are equestrian friendly.

The Rock County POROS Plan's focus is on creating more outdoor recreation opportunities for their residents as well as maintaining and creating green space within the community. These areas relate to the Evansville Park and Outdoor Recreation Plan and will be an area of interest within the plan that is outlined in this document. Evansville will continue to work within this scope to help complement the efforts done by Rock County.

#### **Wisconsin 2011-2016 Statewide Comprehensive Outdoor Recreation Plan**

The State of Wisconsin, much like units of government within the State, updates its Comprehensive Outdoor Recreation Plan (SCORP) every five years. The recommendations of the SCORP can be useful for local governments to understand while developing their respective park and outdoor recreation plans. The most recent iteration of the SCORP covers the years 2011-2016. On the DNR website there is an overview of the 2017 plan and what is to be included in that five-year update, however there is not a copy available at this time.

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

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

According to the DNR website, the future focus for the SCORP will include nature-based recreation and learning activities. They are working on collecting recreation participation data from approximately 6400 Wisconsin residents. This includes surveys at park properties, asking about specific activity involvements and visitor's satisfaction specifically with travel-related spending. They plan to use their public input data within the scope of pursuing more nature-based recreation activities.

With the expansion of the Ice Age Trail going through the City of Evansville, our parks and nature preserves could be highlighted by the state comprehensive parks and outdoor recreation plan. It also gives the City a scope of where the trend of outdoor recreation is going. Nature based activities have been included in our public input survey, and we will be exploring our supply and needs in this capacity in this Park and Outdoor Recreation Plan Update.

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

#### **Westside Park Master Plan**

Three conceptual alternatives were generated for this study. In July 2018 the Park Board was presented each concept and through discussion, concepts were slightly refined into their final versions to include:

- Alternative A attempts to implement all the programming in the WSPC report in the fashion originally imagined by the West Side Committee, which includes a cloverleaf baseball field arrangement.
- Alternative B builds on the existing park layout by leaving the soccer fields in their current location. Softball/baseball fields are added to the west in the expanded park area while trails and other amenities are added in strategic locations.



- Alternative C takes a fresh look at the park and arranges sports amenities around the existing park infrastructure in the northeast corner.



FIGURE 2.5: DRAFT CONCEPT "C" FOR WEST SIDE PARK EXPANSION

**Pool Assessment**

Highlights from the 2017 Report's Findings:

- The pools are 60 years old, most Midwest outdoor pools have a 30-40 year life.
- The original structure is in fair condition but requires yearly maintenance.
- The Bathhouse/Filter building is passed its useful life and is in poor condition.
- The Filtration system is failing, there are only 5 working filters remaining.
- Play equipment is deteriorating, both the large orange slide and the diving board should be replaced.
- There isn't adequate room in the Pool Office, Filter Room or Basket Room for the activities and traffic the pool has.
- The filtration system is not able to sustain an appropriate flow rate for the size and use of the pool.
- The original pool deck is cracking and falling apart. This is a safety and ADA issue.
- Chemical Storage does not have the proper ventilation or space for the chemicals stored on-site.
- The walls of the bath house are falling apart and pose a safety issue
- The current depth of the pool is not suitable for competitive swimming (flip turns should be performed in 3ft or more.)
- The Bathhouse building is in poor condition, with multiple current code and functional deficiencies, and should be the first priority to be addressed.
- The Park Store is in overall good condition but is under utilized.

- An above-grade pool mechanical room would allow for a more efficient filtration system, and safer and better access for the delivery of chemicals.
- The current filtration system should be replaced by fewer, larger models to reach and maintain proper flow rate.

Facility Code Issues:

- Drinking fountains: There are (2) existing drinking fountains and neither are mounted at an ADA-compliant height.
- Access to Office: Door hardware is non-compliant. The door between the Manager's Office and the Check-in area is not wide enough; it should be 3'-0" wide.
- Access to Chemical Storage and Filter Room: All door hardware is non-compliant. Stairway and handrail are non-compliant. Stairway treads and risers do not meet the required dimensions, and handrail should be continuous.
- Code requires at least one lavatory to have insulated pipes or other protection, which is not present.
- In the accessible toilet stall, the toilet is too close to the side wall.
- There are no ADA-compliant signs at the entrances.
- Showers are sharing floor drains. Code requires individual drains for each shower.
- There is not a floor drain in the toilet area.
- PVC supply piping does not meet current code.

Park Store Code Issues:

- There is not an ADA-accessible entrance to the Concessions building.
- Door widths, threshold heights, and door hardware are not ADA accessible.

Parking Code Issues:

- There are (3) parking spaces marked as accessible spaces; only one is required for this size of a parking lot. However, it would need to be van-accessible. The existing spaces do not comply in several ways: the ground surface slopes are too great, there is not an accessible aisle to the sides of the spaces, and the signage is not mounted at the correct height.

Bathroom Code Issues:

- The lavatories need a single-tempered water supply or hot and cold supplies. Currently, only cold water serves the lavatories.
- The shower stalls need one floor drain per showerhead. Currently, two floor drains serve six showers.
- A hose connection is not present.
- A floor drain is not present in the locker room. The stall type urinal currently functions as a floor drain.
- Although much of the waste and vent piping is concealed, it does not appear that an adequate number of vents are present. Typically, each fixture has individual vents.



- Sections of PEX piping are exposed to sunlight, which is contrary to the manufacturer's recommendations.



**FIG. 2.6: WARMING HOUSE DETERIORATION**

**Leonard-Leota Park 2018 Condition Inventory**  
 City Staff requested the Historic Preservation Commission Chairperson (Dan Stephans, Architect) inventory the Park's condition in 2018. This inventory identified several areas that should be a high priority for repair, including completing rebuild of creek elements and general maintenance on all of the buildings. The East Lagoon Duckhouse needs repair and reinforcement. The item of most concern was the condition of the band stand and warming house. Stephans recommended a structural analysis and restoration plan for this building be prioritized. The full inventory can be found in the Appendix.

**Leonard-Leota Park 2009 Landscape Concepts**  
 Farnecology, LLC drafted a series of concept ideas for landscaping around the newly reconstructed Lake Leota. Although these plans are a decade old, they are relevant to some of the opportunities and challenges found at Leonard-Leota Park.



**FIG. 2.7: EXCERPT OF 2009 LEONARD LEOTA LANDSCAPE PLAN**

# Chapter 3.

## Description of the Planning Area

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

### Location

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



FIGURE 3.1: PADDLE BOAT ON LEOTA (CITY FILE)

Four major vehicular transportation routes serve the City of Evansville: US Highway 14 connects Madison and Janesville, State Highway 59 connects Monroe and Edgerton, State Highway 213 connects Beloit, and County Trunk Highway C goes west and connects Monticello. Additionally, the Union Pacific Railroad provides freight rail service and connects Janesville and Chicago to the City.

### Climate

The climate of Rock County and the Evansville planning area is continental, characterized by warm, humid summers and relatively long winters. The variable weather is a result of the alternating high and low-pressure systems accompanied by prevailing westerly winds. The frequent

interaction of cold, dry northern air masses and warm, moist southern air masses contributes to the changing weather conditions resulting in four distinct seasons. Spring and fall are characterized by cool temperatures with short, scattered showers. The summer months are characterized by warm, humid conditions with periodic thunderstorms. The winter months are characterized by cold temperatures with numerous snowfall events. Warm weather recreational activities in the area include swimming, boating, fishing, and hiking. Cold weather activities include cross-country skiing, snowmobiling, ice fishing, and ice skating. The four seasons afford residents of and visitors to the planning area a diversity of outdoor recreation options.

### Topography

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

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

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

### Soils

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

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

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

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

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

The Natural Resource Conservation Service (NRCS) rates soils according to their potential agricultural productivity based on a wide variety of soil characteristics. There are eight categories in this classification system with Unit I soils being the most productive and Unit VIII soils the least productive. Units I, II, and III soils are typically considered prime agricultural soils, as they have exceptional capabilities for agricultural production and require minimal special management practices. Over 95 percent of the soils in the planning area are considered prime agricultural lands.

#### **Water Resources**

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

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

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

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

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



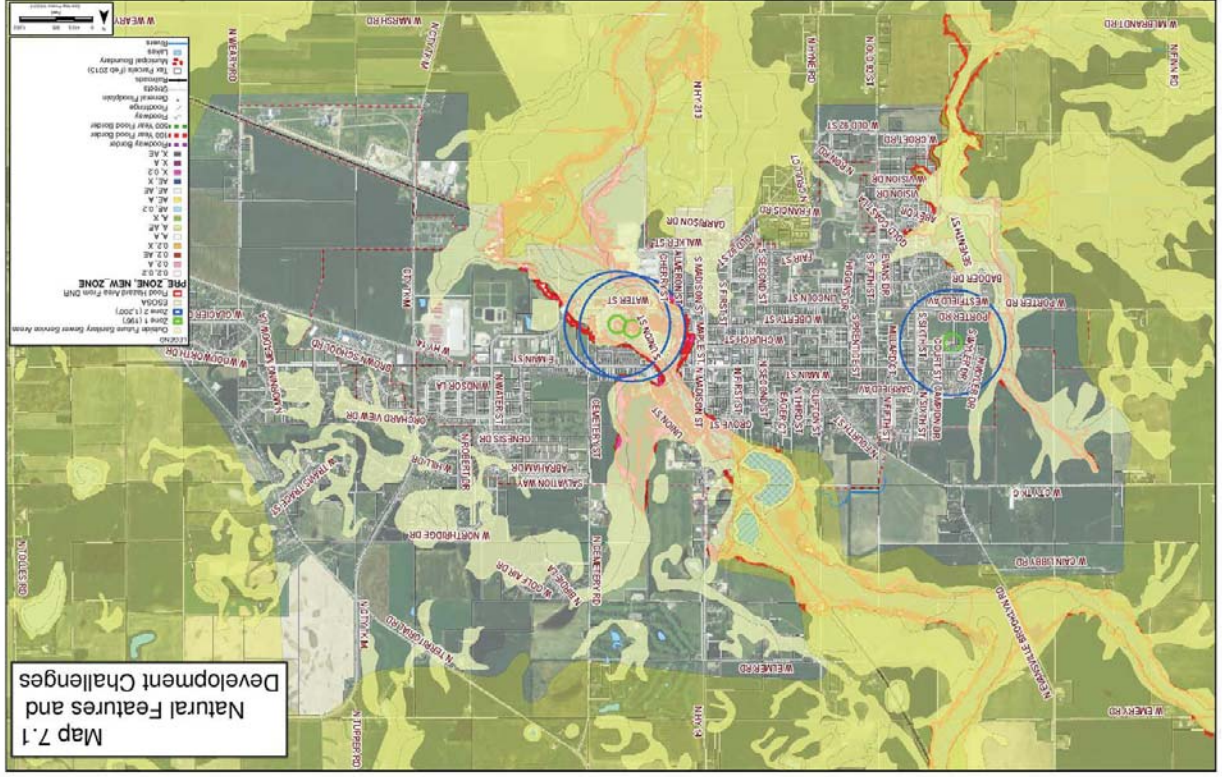
FIGURE 3.2 LAKE LEOTA 2009 DREDGING

#### **Environmental Corridors**

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



Map 7.1, from the 2015 Comprehensive Plan, on the following page shows the environmental corridors of the Evansville planning area. Most of the corridor areas are associated with floodplains and drainageways. One major area is the Allen Creek floodplain and surrounding wetlands. Another major area is a drainageway west of the City. Other corridors include a drainageway to the northeast and steep slopes to the northeast and northwest of the City. A large portion of the environmental corridor south of the City is included in the Evansville Wildlife Area. The Evansville Wildlife Area is a 5,500-acre property, which contains 704 acres of State-owned marsh immediately south of the City of Evansville, 240 acres of State-owned stream bank protection land, and 4,600 acres of private land leased for public hunting in Union, Porter, Magnolia, and Center townships.



### Land Use

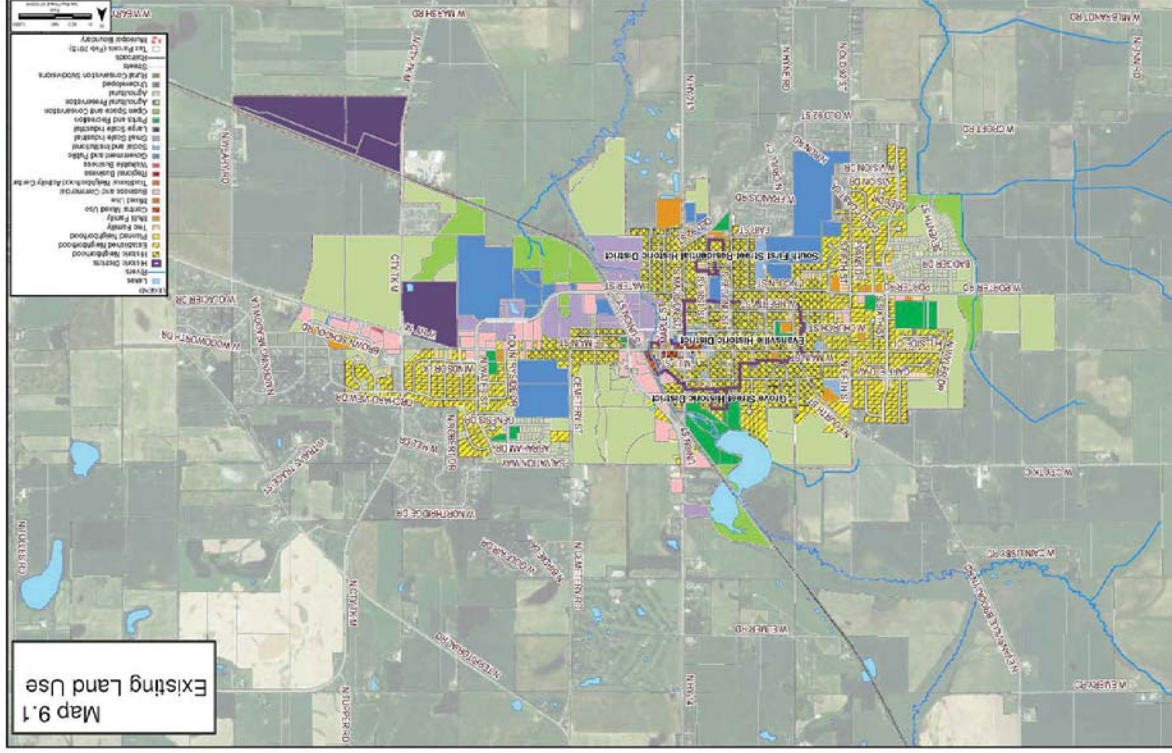
In 2015, the City conducted an inventory of existing land uses as part of the process of preparing and adopting its Comprehensive SMART Growth Plan. The total land areas within the incorporated limits of Evansville at that time was 2,118 acres. This land can be classified as either developed or undeveloped. Approximately 75 percent of the total land area in 2015 was considered developed. Residential land uses made up the greatest portion of the developed land, making up 36 percent of the developed land area. Table 3.1 shows the existing land uses in the City of Evansville in 2015.

**TABLE 3.1: EXISTING LAND USE**

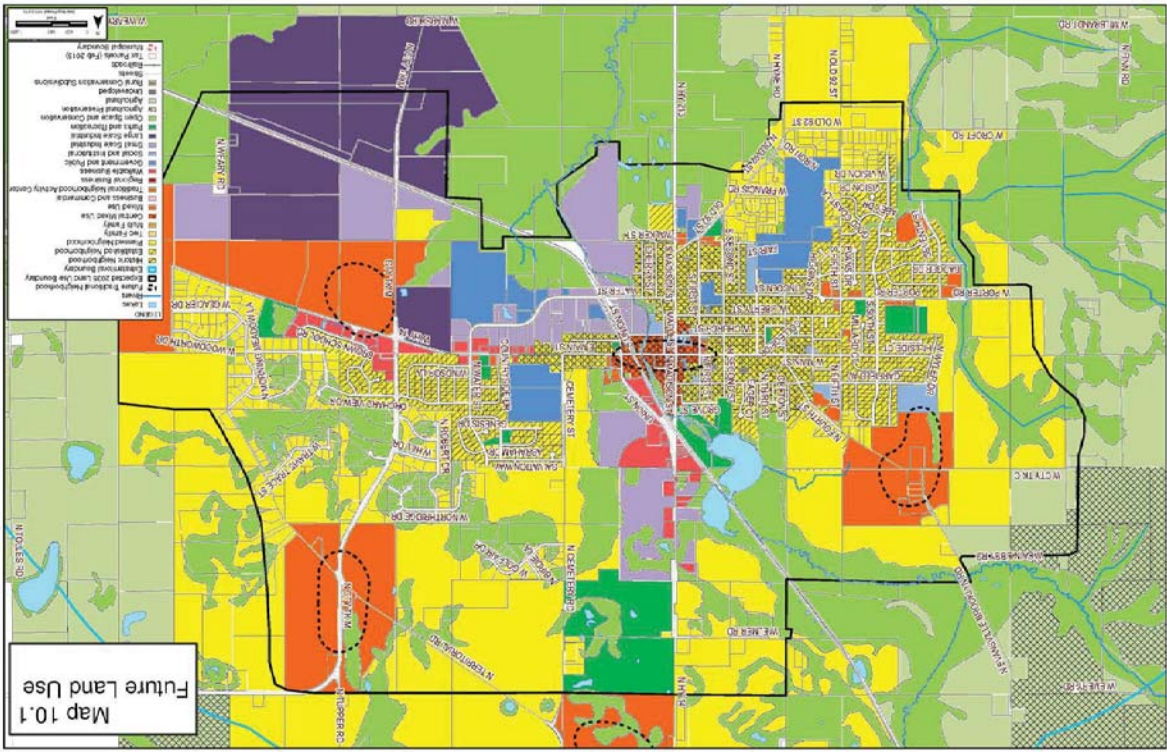
Land Use	Area (acres)	% of City Land Area
Residential (Single Family, Two Family and Multi Family)	571.72	27.0%
Central Mixed Use	5.56	0.3%
Business & Commercial	83.87	4.0%
Government & Public	197.49	9.3%
Social Institutional	17.33	0.8%
Small Scale Industrial	86.23	4.1%
Large Scale Industrial	135.39	6.4%
Park & Recreation	56.69	2.8%
Open Space/ Conservation	153.16	7.2%
Agriculture/ Undeveloped	539.49	25.4%
Right of Way	267.94	12.7%
<b>Total</b>	<b>2,118</b>	<b>100%</b>

Source: City of Evansville GIS

Map 9.1, from the 2015 Comprehensive Plan, on the following page shows the existing land uses within the city. Map 10.1, also from the 2015 Comprehensive Plan shows the anticipated future land uses.







### Population Trends and Projections

The City has experienced dramatic population gains over the last two decades, as shown by Table 3.2. A comparison of growth rates in adjacent communities demonstrates that Evansville has been the fastest growing community in Rock County for the past 30 years. As shown by Table 3.2, the City's share of the total Rock County population is steadily increasing.

**Table 3.2 Historic Population Trends**

Location	1980	1990	2000	2010	2015*	Actual Chg. 1990-2015	% Change 1980-2012
<b>City of Evansville</b>	<b>2,835</b>	<b>3,174</b>	<b>4,039</b>	<b>5,012</b>	<b>5,135</b>	<b>1,961</b>	<b>61.8%</b>
<b>Town of Center</b>	908	861	1,005	1,066	1,055	194	22.5%
<b>Town of Magnolia</b>	746	717	854	767	755	38	5.3%
<b>Town of Porter</b>	940	953	925	945	955	2	0.2%
<b>Town of Union</b>	1,329	1,537	1,860	2,099	2,109	572	37.2%
<b>Evansville Share of Rock Cty. Pop.</b>	<b>2.0%</b>	<b>2.3%</b>	<b>2.7%</b>	<b>3.1%</b>	<b>3.2%</b>	<b>N/A</b>	<b>N/A</b>
<b>Rock County</b>	139,420	139,510	152,307	160,331	160,059	20,549	14.7%
<b>Dane County</b>	323,545	367,085	426,526	488,073	508,379	129,936	38.5%

Source: WI Department of Administration - Demographic Service Center, January 2015; US Census 1980 - 2010  
\* Estimated 2015 population

The City's population gradually increased from 1900 to 1970. The largest population growth occurred during the 1950s, commonly referred to as the "baby boom" years. Population growth continued to increase in the 1960s; however, the rate of growth was substantially lower than previous years. The 1970s marked the first time in Evansville's history that the City's population decreased (1979: 3,229 to 1983: 2,760). A portion of the significant population decrease in the 1970s can be attributed to the high unemployment in Evansville during that period.

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

Table 3.3 demonstrates that the City of Evansville's population is projected to continue to grow at a more rapid pace than surrounding communities and will increasingly make up a larger share of Rock County's overall population.

**Table 3.3 Population Projections 2015-2035**

Year	2015	2020	2025	2030	2035	% Change 2015-2035
<b>City of Evansville</b>	<b>5,255</b>	<b>5,700</b>	<b>6,115</b>	<b>6,520</b>	<b>6,855</b>	<b>30.4%</b>
<b>Town of Center</b>	1,075	1,120	1,160	1,195	1,215	13.0%
<b>Town of Magnolia</b>	755	745	730	705	730	-3.3%
<b>Town of Porter</b>	970	1,010	1,040	1,065	1,080	11.3%
<b>Town of Union</b>	2,150	2,280	2,400	2,510	2,595	20.7%
<b>Evansville Share of Rock County Pop.</b>	<b>3.2%</b>	<b>3.4%</b>	<b>3.5%</b>	<b>3.6%</b>	<b>3.8%</b>	<b>N/A</b>
<b>Dane County</b>	162,550	169,130	174,500	179,360	182,170	12.1%
<b>Rock County</b>	505,410	530,620	555,100	577,300	593,440	17.4%

Source: WI Department of Administration - Demographic Service Center, March 2014

**Population Characteristics**

In developing a community plan, it is essential to understand the characteristics of the population. These characteristics include, but are not limited to, age and sex. Age and sex distribution can indicate trends and conditions of fertility, labor force potential, and migration patterns. Population figures do not provide any insight about the characteristics of the people. To learn more about residents, information about the age and sex of the population must be examined.

In 2016, the population of the City of Evansville was 5,176 people, with 2,502 male residents and 2,674 female residents. As shown by Table 3.4, the median age of an Evansville resident in 2016 was 36.3, which was notably lower than the median age in nearby Rock (39.1) and Green (42.6) Counties and only slightly higher than Dane County (34.7). Recommendations in the Transportation Element that a multi-use trail be developed and that Evansville continue to improve its walkability, bicycling facilities and bicycle friendly city transportation are key ways that the City is looking to make the community a more bicycle friendly environment.

**Table 3.4: Population by Age Group - 2016**

Age	City of Evansville	Rock County	Dane County	Green County
<b>Under 5</b>	8.1%	6.1%	6.0%	5.6%
<b>5 to 14</b>	16.6%	13.6%	11.8%	13.5%
<b>15 to 19</b>	5.4%	6.6%	6.7%	5.9%
<b>20 to 34</b>	18.0%	18.7%	26.1%	15.8%
<b>35 to 54</b>	29.2%	26.7%	25.6%	27.5%
<b>55 to 64</b>	8.1%	13.3%	11.9%	14.9%
<b>65 and Over</b>	14.6%	15%	12%	16.8%
<b>Median Age</b>	36.3	39.1	34.7	42.6

Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates

Table 3.5 tracks the population of City residents, by age group, over a 20-year period. As demonstrated by the table, the percentage of the City's population made up by children 14 years of age and younger grew from 1990 to 2010. Conversely, the share of the City's population made up of residents aged 65 and over shrank during the same period.

**Table 3.5 City of Evansville Population by Age Group**

Age	1990		2000		2010		2016	
	Number	% of Total Population	Number	% of Total Population	Number	% of Total Population	Number	% of Total Population
<b>Under 5</b>	227	7.2%	327	8.1%	430	8.6%	420	8.1%
<b>5 to 14</b>	497	15.7%	667	16.5%	816	16.3%	860	16.6%
<b>15 to 19</b>	197	6.2%	269	6.7%	331	6.6%	278	5.4%
<b>20 to 64</b>	1,703	53.7%	2,229	55.1%	2,870	57.1%	2,861	55.3%
<b>65 and Over</b>	550	17.3%	547	13.5%	565	11.3%	757	14.6%
<b>All Ages</b>	3,174	100%	4,039	100%	5,012	100%	5,176	100%

Source: 1990, 2000, 2010 Census, and 2016 ACS

Several interesting in Table 3.5 may have an impact on the future of Evansville. Because the population as a whole grew from 1990 to 2016, the number of people in each age group grew during the same time period. However, certain age groups grew more rapidly than others. The data reveals:

- The number of children has been steadily increasing. To accommodate growth, the school district built a new high school facility in 2002. The increasing number of school-aged children will influence the types of recreational programs and parks facilities the City provides.
- Inversely, the percentage of Evansville residents aged 65 and over decreased significantly from 1990 to 2010. This bucks the national trend of the "graying" or aging of the population. Although the population in Evansville is not aging as rapidly as the surrounding area and nation as a whole, the City will still want to consider the potential impacts the aging of the largest generation, the baby boomers, will have on the City over the next few decades.

The greatest percentage increase of residents was between the ages of 20 and 64. It is necessary to look more closely at the breakdown within this large age group that comprises the majority of the labor force in the City:

- Census data reveals that the largest portion of this age group is between the ages of 35 to 54 (29.2% of the population in 2016). Most individuals in this category are nearing the

end of their childbearing years. By far, most individuals in this age group are living in families, as opposed to alone or in group homes.

- The population between the ages of 20 and 34 is the next largest segment, with 18.8% of residents falling in this age group in 2016. People in this age group are of childbearing age and include many young families looking for affordable housing choices, good schools, and quality of life amenities such as parks and recreation opportunities.

# Chapter 4. Outdoor Recreation and Supply Inventory and Needs Analysis

## OUTDOOR RECREATION SUPPLY INVENTORY

Parks in the City range from small, neighborhood parks to larger parks that draw regional interest with their natural beauty and variety of recreational opportunities. Table 4.1 below highlights each City park and its amenities, as well as the Evansville Community School District's park and recreational facilities. A golf course and state wildlife area are adjacent to the city as well. All the facilities mentioned below are typically available for use by the general public. Map 4 shows the location of parks within the City of Evansville. A few particularly unique park and recreational facilities in the City of Evansville warrant additional mention in this chapter and are also summarized below.

Table 4.1: Existing Parks and School District Recreation Facilities Available for Public Use

City Park Facilities	Type	Acres	Activities	Facilities
Brzezinski Park	Sub-Neighborhood	0.3	Picnicking, playground, general open-space play, and grilling	Accessible picnic table, trash receptacle, playground apparatus, 2 wheelchair accessible swings, and grill
Countryside Park	Neighborhood	3.3	General open-space play, picnicking, playground, soccer, and baseball	Shelter, restrooms, picnic table, trash receptacle, playground apparatus, baseball backstop, bleachers, and soccer fields
Franklin Park	Sub-Neighborhood	0.6	Baseball, playground, basketball, picnicking, and general open-space play	Ball field, picnic tables, sandbox, basketball hoop on a paved playing surface, playground apparatus, trash receptacle, and grill

Leonard-Leota Park	Community	40	Nature study, historic interests, disc golf, softball, baseball, football, picnicking, passive recreation, tennis, horseshoes, shuffleboard, playground apparatus, skate park, shuffleboard courts, tennis courts, basketball courts, grills, bleachers, piers, boat launch, trash receptacle, and electric score board	Lake Leota, swimming pool with zero-depth accessibility, changing rooms, historic relics, historic structures, disc golf course, covered bridge, picnic tables, picnic shelters, lighted ball fields, various playground apparatus, skate park, shuffleboard courts, tennis courts, basketball courts, grills, bleachers, piers, boat launch, trash receptacle, and electric score board
West Side Park	Community	~25*	Soccer, picnicking, playground, gardening, and general open-space play	Soccer fields, accessible restrooms, picnic tables, playground apparatus, community garden plots and trash receptacle
Seminary Park/ Peace Park	Sub-Neighborhood	2	General open-space play and picnicking	Labyrinth, hard surface walking path, little free library, flower garden, miscellaneous seating.
Wind Prairie Park	Specialized	5.4	Passive recreation, nature study, and walking	Mowed walking path, picnic table, benches, public art installation, and trash receptacle
	City Total	66.6	* signifies both undeveloped and developed land area	
School District Facilities	Type	Acres	Activities	Facilities
Levi Elementary School	Community	~3	Walking, volleyball, basketball, playground, and general open-space play	Playground apparatus, paved and unpaved open play space, indoor multi-use gymnasium facility
Theodore Robinson Intermediate School	Community	~3	Baseball, basketball, football, soccer, softball, tennis, and track and field activities	2 tennis courts, 2 basketball standards, 2 ball fields, playground equipment, trash receptacle, and a track and field area
J.C. McKenna Middle School	Sub-Neighborhood	2.8	Basketball, general open-space play, baseball, roller-blading, four square, and kickball	Basketball court, paved and unpaved open play space, and baseball backstop



Evansville High School	Community	~15	Soccer, softball, baseball, basketball, running, walking, nature study and working out	Running track, football field, 2 soccer fields, 3 baseball fields, a softball field, weight/exercise room, basketball court, school forest and walking area
	<b>School Total</b>	<b>~24</b>	** The field (-) signifies an estimate rather than a measurement.	
	<b>Grand Total</b>	<b>~90</b>		

### Description and Accessibility Assessment

The City recognizes that each recreation facility offers amenities as well as unique constraints. Below is a summary of each facility with need to assess and upgrade existing public facilities to ensure accessibility to all segments of the population. The City has exceeded Americans with Disabilities Act (ADA) requirements in many parks and continues to provide universal access to all parks.

#### Brzezinski Park

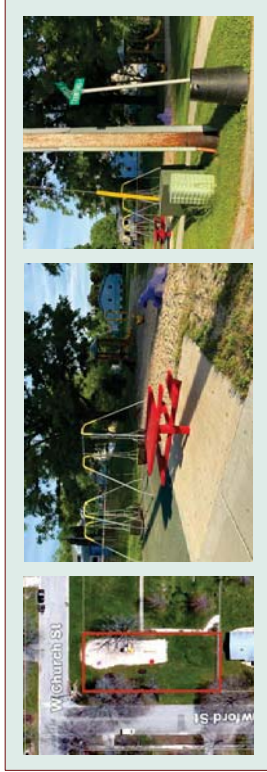


FIGURE 4.1: PARK LOCATION MAP AND PHOTOS

A sidewalk was added along the park's northern boundary in 2016. A curb cut exists to Brzezinski Park from the street. Also in 2016, two wheelchair accessible swings on a soft-surface pad, and an accessible picnic table were installed adjoining the sidewalk (a project pursued by local families).

The park lacks a designated accessible parking space and a sidewalk connection along the west boundary of the park is incomplete. Most of the play apparatus is dated. Signage and other infrastructure in the public street right of way make for a cluttered first impression of the park from the street.

#### Countryside Park



FIGURE 4.2: PARK LOCATION MAP AND PHOTOS

The Park currently has sidewalks along its western boundary. A paved ramp connects the street surface with the sidewalk on the western boundary. A paved walkway connects the sidewalk with the shelter area.

The park lacks an identifying sign and lighting as well as a designated accessible parking space and a sidewalk connection to the soccer field bleachers. A lack of sidewalks on the surrounding block create access challenges, especially when vehicles park nearby for sports events

#### Franklin Park



FIGURE 4.3: PARK LOCATION MAP AND PHOTOS

Sidewalks have been installed along all Park Right of Way boundaries. A curb cut to the Park from Franklin Street has been added and the play structures are adjacent to the existing sidewalk. Use of this park has increased since the addition of the Night Owl Sports Pub and Eatery across the street and better sidewalk connections to Franklin and Jackson Street neighborhoods.

The park lacks a designated accessible parking space and a sidewalk connection through the park that connects the park amenities. Park equipment is in need of repair. This park acts as a



gateway to Evansville's downtown. Upgraded landscaping, lighting and signage are all lacking. Equipment is also in need of evaluation for replacement or upgrades.

**Leonard-Leota Park**

Leonard-Leota Park is one of south-central Wisconsin's most complete and attractive recreation areas. Lake Leota, Allen Creek, and tree cover are principal complements to the area's natural beauty. The grounds and facilities are well-maintained despite heavy use and, in some instances, advancing age. Some mature trees have been removed in recent years; however, the City has undertaken efforts to plant new trees in the Park. The rock walls bordering Allen Creek, installed in a Works Progress Administration (WPA) project during the 1930's, have been the focus of a major restoration projects beginning in 2013.



FIGURE 4.4: HISTORIC STONEWORK



FIGURE 4.5: ACCESSIBLE PIER

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

A walkway through the upper park terminates at a roadway intersection creating chances for unexpected pedestrian and vehicular encounters. Pavement has been extended in some area creating unsightly and poorly utilized vehicle drop off and parking areas. The park sees additions and modifications frequently, these modifications are not guided by an overall master plan for landscaping, amenities, and preservation. A 2019 walk through of the park found many maintenance issues that need to be addressed. Historic stonework elements and buildings lack maintenance. Entrances from Madison, South First, and Garfield Streets all lack consistent signage and a welcoming "sense of entry". Madison Street poses a concern for pedestrians accessing the park due to competition with vehicles. Interpretive signage throughout the park is lacking to better explain to users the history that envelops the park.

**West Side Park**



FIGURE 4.6: PARK LOCATION MAP

Located north of Porter Road and west of South Sixth Street, this former farm field has undergone significant park and recreation improvements since its purchase. Approximately 15 acres of land for a new West Side Park was acquired prior to the City's 2007 Park and Outdoor Recreation Plan. An additional 10 acres has been recently acquired in the development process of the adjacent Windmill Ridge subdivision. There is a plan to further develop the expanded area into a large community recreation space. In 2017 a committee was formed to assess the needs of the community and put together a formal recommendation for the future of the West Side Park. In 2018 a consultant was hired to complete a review the Committee's finding and develop different concepts for development of the park. Those plans and concepts have been completed with the Park and Recreation Board and the City Council highlighting a preferred option regarding the park's 25 acre development. Strategies for funding the further development of the park are being explored.



FIGURE 4.7: ACCESSIBLE PARKING SPACES

The restrooms at West Side Park are ADA accessible and a sidewalk connects the restrooms to the parking lot. Two accessible parking spaces have been dedicated in the parking lot.

The park has a lot of open, mowed grass. A sidewalk from Hillside Court on the north is helpful, but does not interconnect to other sidewalks in the park, leading directly into the parking lot. This creates a hazard to pedestrians entering the park. A similar sidewalk condition can be found on the east side of the park at the South Sixth Street entrance. There also is not a curb dividing the parking lot and the play structures directly next to the parking lot. Interconnected walking/bicycling paths are not installed within the park and to all park entrances.

### Peace Park

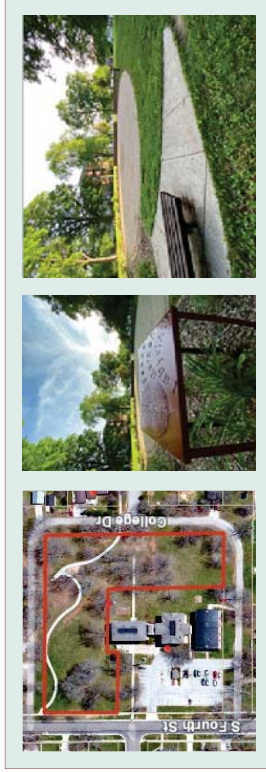


Figure 4.8: Park Location Map and Photos

This park is immediately north and east of three historic seminary buildings converted to apartments in the 1980s. Mainly consists of mowed grass and widely spaced large trees. The Evansville Peace Park has been recently developed on this site by a group of community members, donating much of the time and materials. The park includes an accessible labyrinth/walking paths area-. No additional active play facilities are planned.

A walkway is missing between the labyrinth and sidewalk. The park is also missing a sign and consistent lighting. A sidewalk connection between the nearby apartments and park walkway is also missing.

### Wind Prairie Park



Figure 4.8: Park Location Map

park lacks pedestrian connections to South First and Second Streets, as sidewalks dead-end a few dozen feet from the park. There is also minimal shared utilization by the adjacent housing authority facility and a lack of recreation play apparatus.

Wind Prairie Park is a specialized Open Space consisting of a prairie conservation area in the southern part of the City. The area contains a variety of prairie plant species and a few trees that have been planted along the property's boundaries for screening and beautification. The park was created as part of an artist-in-residence program in the 1980s and it contains a windmill manufactured by one of the City's oldest businesses, the Baker Manufacturing Company.

There is no off-street parking and a lack of a "sense of entry" from public right-of ways. The



Figure 4.9: Park from Street

### Grove Community School Forest

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

Pedestrian connections to existing sidewalks in the vicinity are lacking.

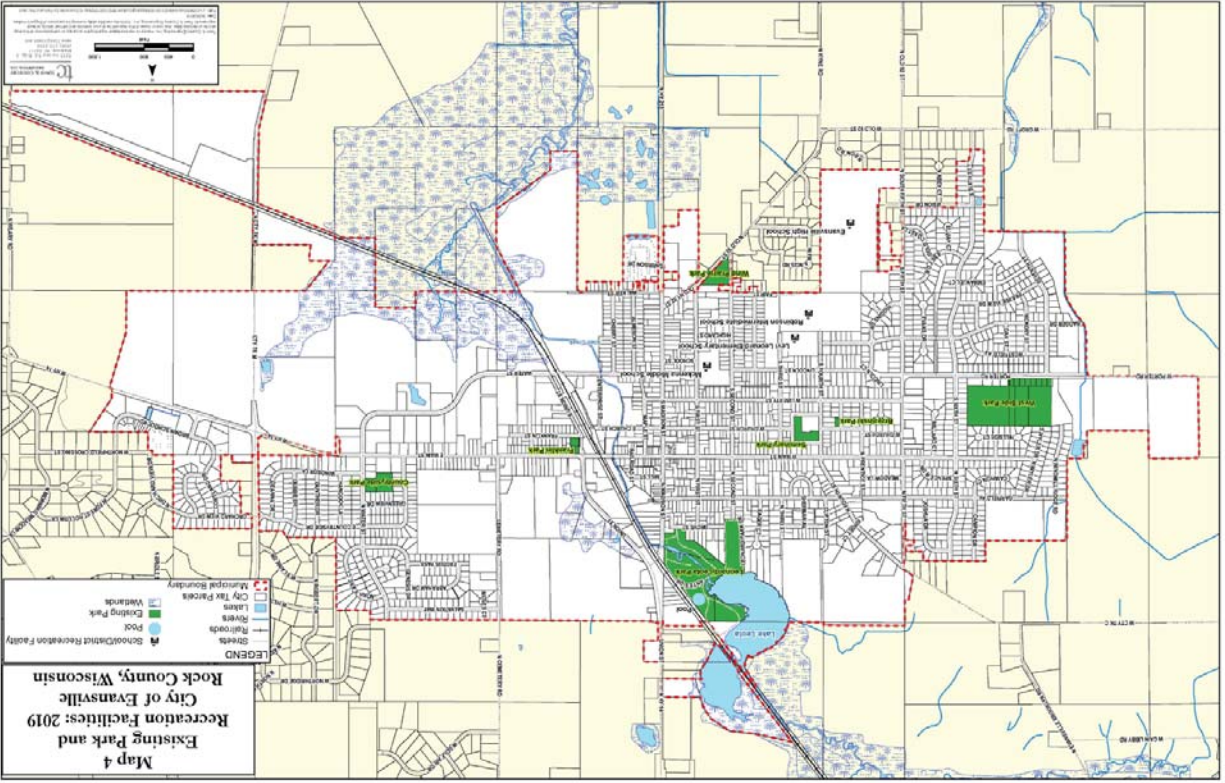
### Evansville Golf Club

Evansville Golf Club is a member owned 18-hole golf course and driving range opened in 1964 and located a short distance north of the City at 8501 North Cemetery Road. The club contains a banquet center, restaurant, bar, shop, and lounge. The High School cross-country course is also located there.

### Evansville Wildlife Area and Footville Public Hunting Grounds

The Wildlife area was established in 1960 and is located south of Water Street and includes an extensive preserve owned by the Wisconsin Department of Natural Resources is often referred to as very scenic by local residents. The wildlife area includes Allen Creek stream bank protection, abandoned rail bridges and beds are all features of the preserve. The Ice Age Trail alliance has closely researched possibilities of looping the trail through the preserve. 707 of the total acreage is state owned, 100 acres are held in easements, and 40 acres are leased.

The Wildlife area lacks pedestrian access from Evansville and is not often promoted to residents as a recreational opportunity.



### NEEDS ASSESSMENT

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

### NEEDS STANDARDS

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

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

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

**Neighborhood parks** primarily serve the active recreational needs of children aged 5 to 15, although some provision should be made for adults and senior citizens in the form of passive recreation facilities such as picnic areas and park benches. Active recreational facilities provided can include: open space for field games, and fields or courts for football, softball, basketball, and tennis. An ice skating rink is one example of the kind of facilities that could be provided during the winter months. Shelter, restroom, and water facilities should also be provided. Generally, this park type is neatly manicured and landscaped, although the opportunity to acquire a parcel which includes small areas of land in a natural state should not be ignored. The service area of a neighborhood park should not exceed 5,000 people. Again, close attention should be given to the location of barriers which may limit the service area of the park. If the population exceeds the maximum limit or the presence of several barriers limits the ability of the intended population to safely gain access to the park, it may be necessary to serve the recreation needs of the area with a combination of two or more smaller sub-neighborhood parks.

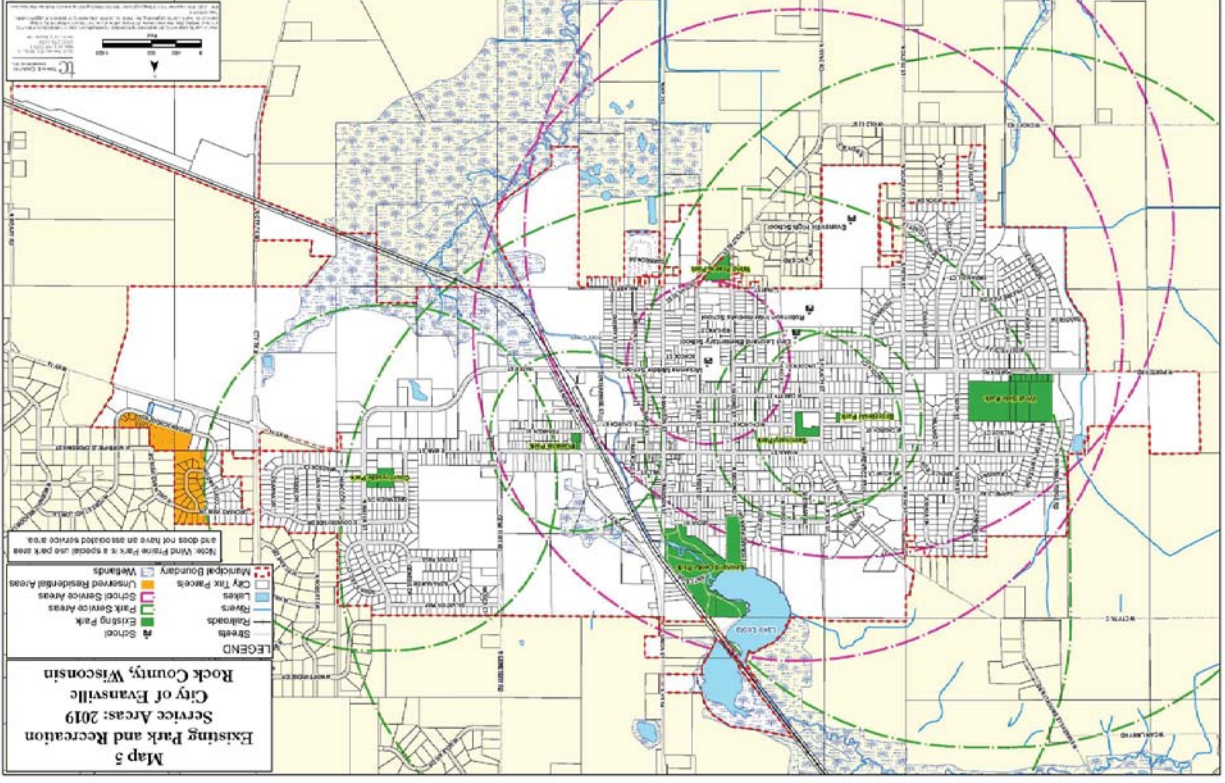


**Sub-neighborhood parks** represent a scaled-down version of the neighborhood park. This park type also serves the active recreational needs of the 5 to 15 age group with some provision of passive recreation facilities for the adult and senior citizen age groups. The population served and service area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

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

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

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

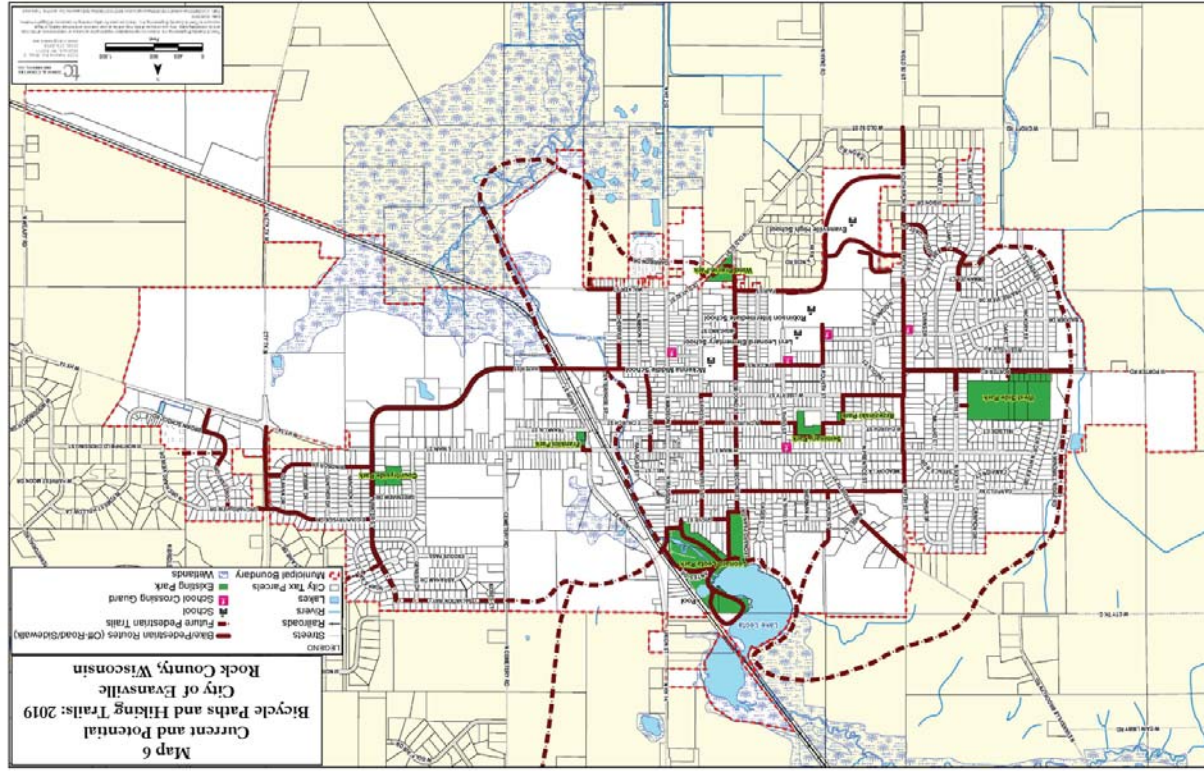


### Improvement Standards

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

Table 4.2. Park Standards				
Park Type	Population Served	Recommended Size (acres)	Service Area (miles)	Recommended Facilities
<b>Community</b>	All Community Residents, including those from the surrounding area	10 to 100	1-3	Water-related activities, competitive sports fields, picnic areas, park benches, playground, tennis court, nature-related activities, ice skating, cross country skiing, shelter, toilet, drinking water
<b>Neighborhood</b>	2,000 to 5,000	5 to 10	0.5	Picnic areas, park benches, playground, areas for field, softball diamond, football field, basketball court, tennis court, ice skating, cross country skiing, shelter, toilet, drinking water
<b>Sub-Neighborhood</b>	500 to 2,500	Up to 5	0.25	Park benches, playground, areas for field, softball diamond, basketball court, drinking water

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





## ACTIVITY STANDARDS

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

The standard is thus a “quality” as well as “quantity” measure. Activity standards are more appropriately applied to large urban areas. In the case of smaller communities the question is not how many facilities to have but whether to have one at all. These standards address both intensive non-resource-oriented and resource-oriented recreation activities.

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

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

Through the use of these activity standards a reasonable determination of facility needs can be made. Table 4.1 above delineates intensive non-resource and resource oriented activity standards that may be useful guides in making decisions concerning recreational opportunities.

## LAND AREA NEEDS STANDARDS

Table 4.3 summarizes the current and projected gross park and open space needs for the City of Evansville. The calculations are based on the population projections shown in Chapter 2 and the gross space standard of 12 acres per 1,000 population. The amount of developed space is

subtracted from the calculated

standard to identify gross space needs for 2015 to the year 2030.

Table 4.3 reveals that the City of Evansville currently has and will continue to have adequate park land area to meet gross space standards for its projected population through 2030.

	2015	2020	2025	2030
<b>Projected Population</b>	5,255	5,700	6,115	6,520
<b>Gross Space Standard*</b>	63.06	68.4	73.38	78.24
<b>Gross Space Developed</b>	90	90	90	90
<b>Gross Space Needed</b>	0	0	0	0
<b>*Gross space standard is based on 12 acres per 1,000 people</b>				

As discussed earlier, park standards refer to acreage distribution, population served, and size and service area for community, neighborhood and sub-neighborhood parks. Table 4.4 illustrates the area needs for the specific types of parks.

Table 4.5 Space Needs by Park Type: 2015 – 2030

Park Type	Total Acreage		Acreage Required / Deficit	
	(2013)	2025	2020	2030
<b>Projected Population</b>	--	5,763	6,295	6,804
<b>Community Parks, including Leota Park, Elementary &amp; High Schools, West Side Park (8 acres per 1,000 people)</b>	76	46.10	50.36	54.43
<b>Neighborhood Parks, including Countryside, and Sub-Neighborhood Parks, including Brzezinski Park, Franklin Park, McKenna School, and Seminary Park (1.5 acres per 1,000 people)</b>	9.0	8.65	9.44 (-0.44)	10.21 (-1.21)
				10.92 (-1.92)

An overview of Table 4.5 indicates a surplus of parkland dedicated to community parks at least until 2030, with a deficit in neighborhood and sub-neighborhood parks appearing sometime around 2020. In general, the parks are distributed well throughout the residential neighborhoods. Continuing to develop the West Side Park is a project of very high priority. Franklin Park is also an important sub-neighborhood park, since it is the only open space for the residents living in the area south of East Main Street and east of South Madison. Both of these busy streets act as barriers for children. Therefore, Franklin Park should be a high priority for further improvements. Acquiring more land for smaller neighborhood parks should be considered as opportunities arise, in order to meet long-term needs.

# Chapter 5.

## Public Involvement

Strategies for engaging the public in the planning process were intended to provide opportunities for encouraging public participation through a variety of different forums and tools. This chapter outlines each strategy and provides an overview of results. Common themes that emerged are summarized in this chapter.

### Public Forums

Public input efforts included activities at public forums, public informational meetings, meetings with stakeholder groups, and in-person discussions with park users were completed to encourage community input from all ages. The City Community Development Director provided information on the Park and Outdoor Recreation Plan and collected input from citizens during public forums, including community forums and events. The primary focus of having booths at these events was to gather input from parents while engaging youth in the planning process. Children were encouraged to draw a picture of their favorite park. While children participated in this activity, staff spoke with parents and guardians about the planning process and recorded their input.

### Public Input Survey

#### Methodology

The primary means of gathering public input for the City of Evansville Park and Outdoor Recreation Plan was a twenty question survey. The survey was created using Google Forms. Staff developed the survey with input from Park and Recreation Board (PRB) members. The survey was open during spring 2018 and extended into the summer of 2018.

Getting the word out about the survey was critical in soliciting responses. The survey was publicized and shared on the City website, newspaper, flyers, social media, with partner organizations, direct emails to park user groups (such as sports teams), and public outreach events that our staff facilitated such as 'Coffee with the Parks' held at Creekside Community Center.

While the majority of respondents completed the survey online, a number of opportunities were available for residents to complete a hard copy of the survey at City Hall, all public forums, and by request. A total of 668 responses were received. About half this number of responses were gathered in a prior community survey for the predecessor to this plan, completed in 2013. Responses summarized in the next section are rounded to the nearest whole number.

### Results

#### IMPORTANCE AND USE OF PARK AND RECREATION FACILITIES AND PROGRAMS

Respondents to the 2018 City of Evansville Park and Outdoor Recreation Plan Survey overwhelmingly indicated that parks and recreation facilities are important to their quality of life. As shown in Figure 5.1, 77% of respondents noted parks and recreation facilities are of very high and high importance, while another 20.1% of respondents indicated these resources were of moderate importance to them. Less than 3% of respondents believed parks and recreation facilities were of low or very low importance to them and their families.

### HOW IMPORTANT ARE PARKS AND RECREATION PROGRAMS TO YOU?

667 RESPONSES

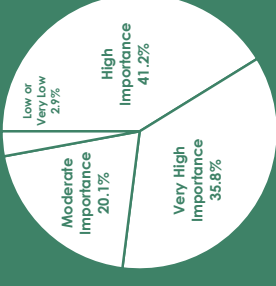
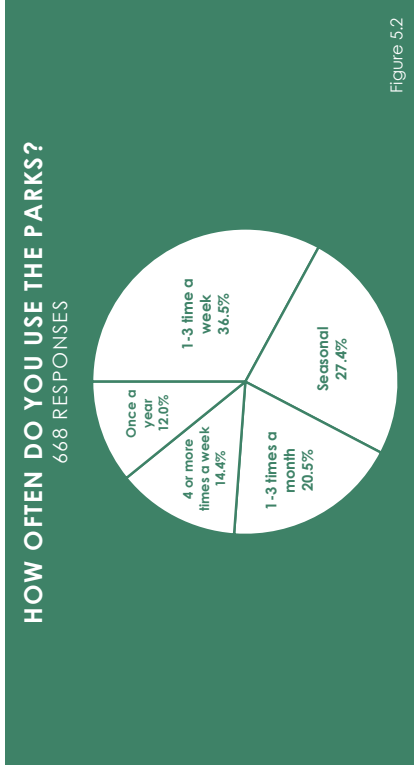


Figure 5.1

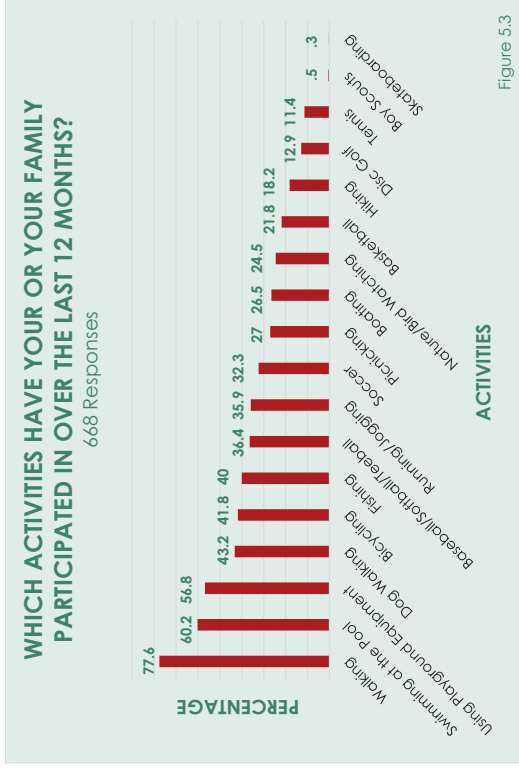
Survey respondents were asked to indicate which three parks they visited most often. Leonard-Leota Park is by far the most visited of Evansville's parks, at 94%. For 55.4% of respondents West Side Park was the park they visited most. Nearly half (45.6%) of respondents had utilized Veteran's Memorial Pool most often, located within Leonard-Leota Park. Countryside Park was most often visited by 23.8% of respondents. The rest of the parks had significantly fewer respondents having visited them most often 9.9% for Seminary Park/Peace Park, 7.5% for Brzezinski Park, 7.4% for Wind Prairie Park, and 2.7% for Franklin Park.

As demonstrated by Figure 5.2, survey respondents visit Evansville parks on a fairly regular basis. About 14.4% of respondents indicated that they and/or a family member visit an Evansville park 4 or more times per week. Another 36.5% of respondents visit a park in the City at least 1-3 times per week. Roughly 20.5% visit an Evansville park 1-3 times per month, while 3% of respondents make a trip to a City park at least once per year. About 1% of respondents indicated that they and/or a family member visit an Evansville park less than once per year.



Survey respondents enjoy a variety of passive and active recreational activities in Evansville's parks, as shown by Figure 5.3. Key points from the responses to the survey question asking which activities respondents and/or their families had participated in over the past 12 months are as follows:

- The most popular activity amongst survey respondents was walking, with 77.6% indicating they and/or a family member had participated in that activity in the past 12 months.
- Swimming at the pool was the second most popular activity, with 60.2% of respondents participating in that activity over the past year.
- Hiking (18.2%), bicycling (41.8%), using playground equipment (56.8%), and picnicking (27%) were the other activities survey respondents indicated that they and/or a family member had participated in over the past year.
- Fishing (40%), dog walking (43.2%), and running/jogging (35.9%) were common activities for survey respondents.
- Baseball and soccer were nearly equally popular amongst survey respondents, with 36.4% indicating that they and/or a family member had participated in baseball/softball or football and 32.3% indicating they participated in soccer over the past year.
- Fewer than 40% of survey respondents and/or their family members participated in the remainder of the activities listed, with 12.9% participating in disc golf, skateboarding, and volleyball in the past year.
- Respondents noted a number of "other" activities they had participated in, including fireworks, kayaking, skateboarding, volleyball, attending baseball games, hunting, kite flying, play dates, holidays, meditating, sledding, walking a labyrinth, sand play, horseshoes, kickball, and family reunions.

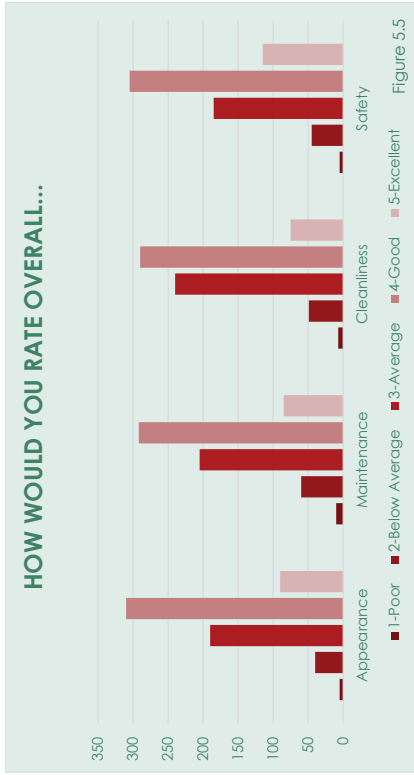


#### OPINIONS ON EXISTING PARK AND RECREATION FACILITIES AND PROGRAMS

Survey respondents were asked to rate each park's recreation facilities and programs in the City of Evansville on a scale of 1 to 5, with 1 being poor and 5 being excellent. Leonard-Leota Park received the highest marks, rated at 3.77 out of 5. West Side Park was second highest rated, at 3.67 out of 5. Veterans Memorial Pool, located in Leonard-Leota Park, was rated 3.37 out of 5. Respondents rated Countryside Park 3.20, Peace Park scored an average of 3.11, while Brzezinski Park averaged 3.05. The lowest scores went to Franklin Park, which was rated 2.86, and Wind Prairie Park, which scored an average of 2.86 as well.

Overall, survey respondents indicated that they were satisfied with the appearance, maintenance, cleanliness, and safety of Evansville's parks. On average, as shown by Figure 5.4, with survey respondents rating the appearance of Evansville's parks at 3.68 out of 5. Respondents rated the maintenance of Evansville's parks at 3.59.

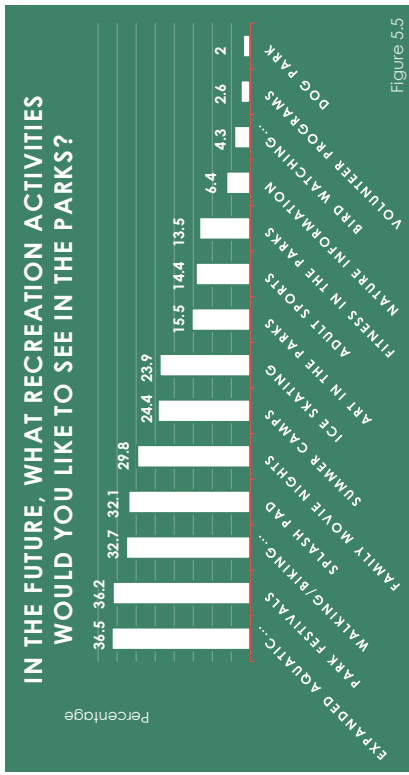
Survey respondents were generally satisfied with the cleanliness of Evansville's parks, indicating they were extremely or moderately satisfied with the parks' cleanliness with a rating of 3.57. Regarding the issue of safety in Evansville parks, respondents were extremely or moderately satisfied, rating safety as 3.74.



When asked "what do you love most about Evansville parks?" Respondents had a number of comments pertaining to the importance of Lake Leota, the historic appearance and beauty of the parks, location of parks that are "within walking distance of ... homes," amenities such as "disc golf [and] ball games," and safety of Evansville's parks.

#### FUTURE PRIORITIES FOR PARK AND RECREATION FACILITIES AND PROGRAMS

Survey respondents were asked what recreation activities they would like to see in Evansville's parks. As shown by Figure 5.5, survey respondents had the strongest response in their desire for an



expanded aquatic center/pool. Another high priority for residents are community festivals held in

the parks. More walking and biking paths, a splash pad, and family movie nights in the parks were the next most preferred items, each indicated by about 30% of respondents. Summer camps and ice skating were each of importance to about a quarter of respondents. About 14% of respondents wanted to see more adult sports tournaments, fitness in the parks and art in the parks. Maintenance of the parks also received much write-in commentary, ranging from poor equipment maintenance to specific notes about plant and animal species, and pesticide use. Concerns were expressed over the condition of historic structures, cleanliness of restrooms and other park buildings. There were safety concerns regarding children, the need for lighting in the parks, and most notably needing a Madison Street crosswalk for safer entrance to Lake Leota Park. Safety concerns were also expressed with an emphasis on vehicle traffic within Lake Leota Park.

#### DEMOGRAPHICS OF SURVEY RESPONDENTS

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

83.2% of respondents were City residents. A majority of the non-residents that responded were from Union Township. 34.9% of the residents were 38-50 years old.

Figure 5.6 shows that over 60% of the survey respondents have lived in Evansville for 15 or fewer years. 21.3% have lived in the City for 5 or fewer years, 15% have lived in the City for 6-10 years, and another 26.8% have lived in Evansville for 11-15 years. This may be indicative of new families moving to the area over the past 15 years, looking for high quality schools and recreational facilities for their children. The remaining 36.9% of survey respondents have lived in the City for more than 15 years.

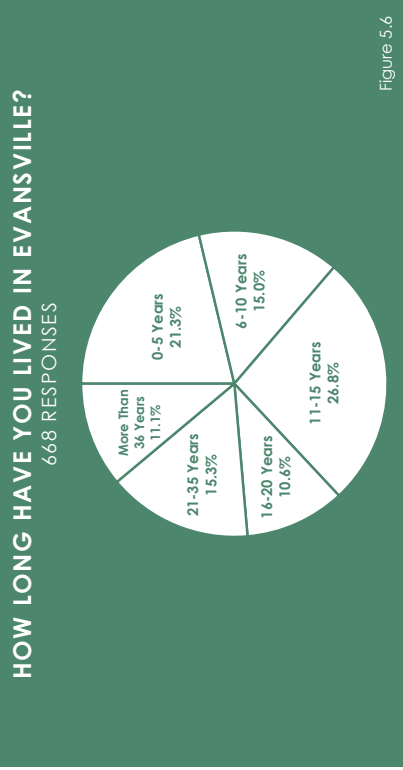


Figure 5.6

The average number of people in survey respondents' households was 3.64. This is significantly higher than the American Community Survey estimate of 2.61 people per household. Most likely, families with children responded to the survey at a higher rate than those without children, leading to the inflated household size. As shown by Figure 5.7, about 3% of respondents had one person households, while another 20.1% had two people living in their household. About 17% of respondents indicated three people lived in their household, while 36.5% of respondents had four people living in their household. About 15% of respondents had five person households, and about 8% of respondents' households were comprised of six or more people.

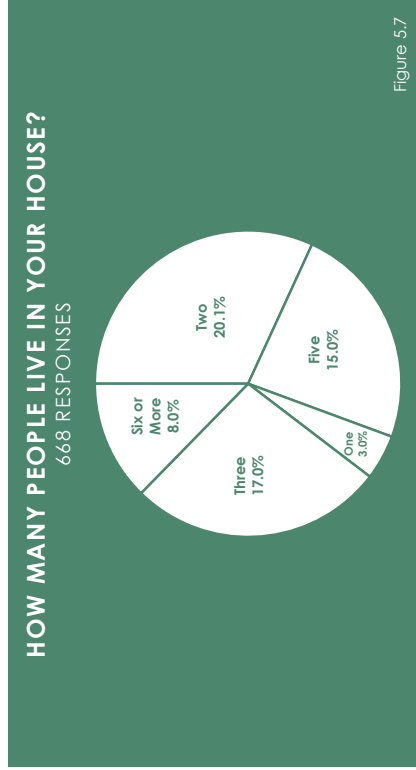


Figure 5.7

Survey respondents were also asked how many children lived in their household. As demonstrated by Figure 5.8, about 27% of households did not have any children. Roughly 16% of households had one child, while another 35% had two children. About 14.7% of respondents had three children living in the household, while 7% had four or more children.

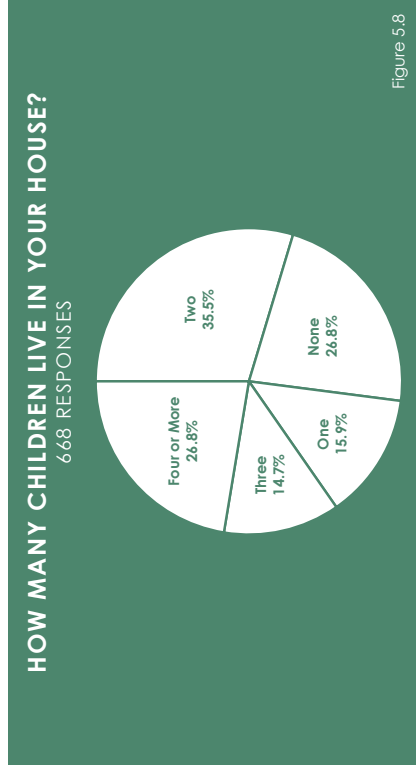


Figure 5.8

#### INFORMATION SHARING PREFERENCES

One question on the survey was intended to assist City staff and officials in determining how residents learn about City information and the best way to reach this audience in the future. In response to the question regarding where respondents found out about the survey, the majority (54.6%) heard about the survey through social media. The City did not directly share or post the survey on social media. The respondents who discovered the survey through social media likely received the link to the survey from other responders. As shown by Figure 5.9, information from public forums (16.6%), on the City website (8.5%), and articles in local newspapers (10%) were the second and third most common way respondents found out about the survey. Information at Family Fun Night (5.8%) and at City Hall (1.3%) were also ways in which a number of respondents learned about the survey.



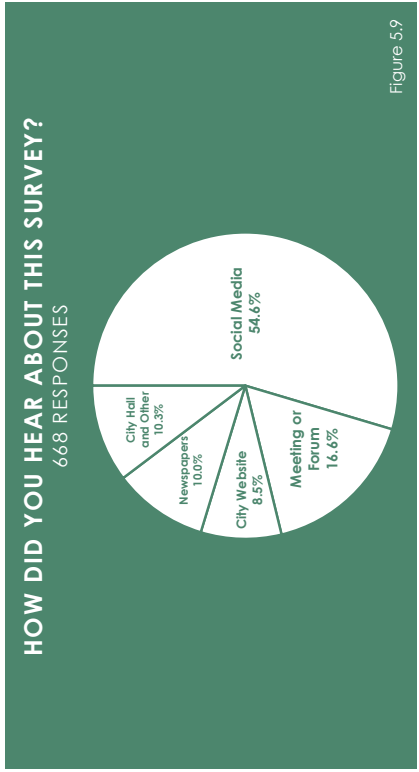


Figure 5.9

# Chapter 6.

## Recommendations

This chapter highlights the goals, policies, and projects developed through this planning effort.

### Goals

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

- 1: To provide a variety of high-quality active and passive recreational opportunities.**
  - Provide recreational opportunities for different ages, interests, and needs.
  - Maximize access to and preservation of relatively scarce surface water resources of the City.
  - Engage citizens in the planning and improvement of City parks.
  - Encourage regular updates of Fees in Lieu of Park Land ordinances for park and recreation land dedication in new subdivisions.
  - Improve or establish a sense of entry and consistent signage for City recreation facilities.
- 2: To preserve the natural and scenic resources for the enjoyment of present and future generations.**
  - Preserve environmental corridors, scenic views, and areas of ecological significance.
  - Encourage conservation practices that improve the quality of the land and water.
  - Preserve wetlands in their natural state.
  - Preserve currently known historic sites and anthropological sites that may be discovered in the future.
  - Integrate recreational concepts, at the policy level, with other planning activities such as land use plans and new subdivision developments.
  - Encourage uses of land and other natural resources which are in accordance with their character.
  - Enhance the environmental assets of the City so that it continues to be an attractive place to live and play.
- 3: To locate park and recreational facilities throughout the community to ensure accessibility for all citizens.**
  - Provide adequate and easily accessible recreational facilities and park land throughout the City.

- Plan park and recreational expansions to meet the needs of a growing city.
- Preserve especially suitable areas for eventual park or other recreational purposes.
- Ensure facilities are accessible for people with disabilities.
- Promote a variety of non-motorized transportation facilities, including bicycle and walking/running paths within the City and connections to regional trail and path networks and recreational facilities beyond Evansville.
- Assure parks are within walkable distances for children and families.
- Provide safe pedestrian access to existing and future park lands.

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

- Use this Park and Outdoor Recreation Plan to help prioritize limited resources.
- Leverage the recommendations in this plan to pursue funding to assist with this plan's implementation.
- Employ a Park and Recreation Director; explore programming expansion.

### Policies and Programs

While physical improvement projects are oftentimes considered to be the more exciting components of a park and recreation plan, implementing new and maintaining existing policies and programs are critical to ensuring park and recreation opportunities are available to all residents. During this planning process, a number of policies and programs were developed based on input from the public, the Park and Recreation Board, staff, the 2013 Park and Outdoor Recreation Plan, and the 2015 Smart Growth Plan. The following policies are recommended for implementation:

- City-Wide Policies and Programs**
  - Encourage the Park and Recreation Board to reference this Plan during budget preparation each year.
  - Provide opportunities for the Park and Recreation Board to monitor and evaluate this Plan's implementation progress.
  - Update this Park and Outdoor Recreation Plan every five years as required by the Wisconsin Department of Natural Resources to reflect citizen opinions and remain eligible for State matching funds.
  - Maintain partnerships to share recreation facilities with School District regarding recreational facilities and programs.
  - Ensure the City's parks are made available to all age groups. Areas and facilities that can support "lifetime" recreational activities should receive as much emphasis as those for team sports.



FIGURE 6.1 LAKE LEOTA FROM BANDSTAND

- Emphasize diversity in tree species to reduce impacts of Emerald Ash Borer, Dutch Elm Disease, and other plagues that can eradicate entire species of trees.
- Continue to fully utilize the provision for land dedication and money in lieu of park land to implement park expansion and facility improvement within the City. Encourage Plan Commission and Common Council adoption of an ordinance to update both provisions.
- Consider acquisition of land adjoining a City park when such land is available for purchase, funding to purchase this land becomes available, and a funded plan is in place for the use and development of any acquired properties.
- Start a volunteer group, such as a "Friends of Evansville's Parks" group, to assist with clean-up, landscaping, beautification, and fund-raising. Encourage local service organizations, interest groups, businesses, and individuals to contribute volunteer labor and donate materials to assist in defraying costs associated with maintaining and improving park and recreation facilities.
- Maintain and improve accessibility to City parks for people with disabilities, children, and the elderly.
- Pursue grant funds where appropriate to stretch the City's tax dollars.
- Maintain a comprehensive inventory of all recreational facilities serving Evansville residents, including city, school, town, and county facilities as part of the five year planning cycle.
- Continue to participate in natural resource-related programs, such as Bird City Wisconsin and Tree City USA.
- Partner with the Tourism Commission to create maps showing walking and bicycling routes throughout the City.
- Partner with the Tourism Commission to promote City parks through regional publications and websites.

#### Park Specific Policies and Programs

- Create a Master Plan for Leonard-Leota Park that includes future modifications, memorial locations, landscape, signage, roadway, parking, and lighting improvements
- Continue to address the maintenance needs of Lake Leota and Allen Creek.
- Continue fish restocking at Lake Leota.
- Develop a plan for Leonard-Leota Park to stabilize, restore and maintain historic structures.
- Promote shoreland restoration and implementation of natural landscapes along Lake Leota.
- Create a fund for Leonard-Leota Park, to which people can donate money for memorials, beautification, and other projects in the Park.
- Enforce fish catch limits for Lake Leota.
- Explore strategies for mitigating problems with geese, particularly at Leonard-Leota Park.
- Complete Development of Westside Park, using the 2018 Westside Park Development Plan as a guide.
- Engage community in a discussion about the future restoration or reconstruction, desired amenities, and desired location of the Veterans Memorial Aquatic Center as outlined in the 2017 Aquatic Center study.
- Create a memorial bench program.

#### Recommendations

City of Evansville Park and Outdoor Recreation Plan

#### Recreation Policies and Programs

- Ensure youth programs are provided as equally as possible for both boys and girls.
- Maintain water-based pool activities and programs.
- Maintain general recreational activities geared toward elementary and middle school children.
- Maintain and expand swim lessons and swim team coordination.
- Maintain low fees for Veterans Memorial Pool, keeping fees close to 50% of the rolling 3-year trailing average of expenses.
- Evaluate pool operations and user fees annually.
- Evaluate and analyze locations for an off-leash dog park in the city.

#### Recommendations by Park

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

To determine the priority levels for each of the recommendations, Park and Recreation Board (PRB) and Plan Commission (PC) members participated in a process to guide a ranking of recommendations. Each recommendation was rated on a scale of 1 to 5, with 1 being the lowest rating and 5 being the highest. Projects preceded with "other" were added in general comments by PRB or PC after ranking was completed.

Below, Table 6.1: Comprehensive List of Recommendations, in rank order by park lists each of these recommendations, along with the score it received and its corresponding priority level.

Table 6.1 Comprehensive List of Recommendations		
Leonard-Leota Park		
Project	Priority Score 1 (low) - 5 (high)	Priority
Complete repairs to the walls of Allen Creek	4.44	Very High
Create an ice-skating area on Lake Leota and open the warming hut for skaters to use in the winter	4.22	Very High
Continue reforestation efforts	3.90	High
Develop a walking/hiking path around Lake Leota	3.90	High
Establish and use shoreline management best practices	3.70	High
Install pedestrian-safe crossings across Madison Street	3.70	High
Maintain historic buildings and structures	3.60	High
Restore and promote Leonard-Leota Park fireplaces	3.50	High
Develop, preserve and maintain historic buildings within the park	3.50	High
Strengthen and Construct a better "sense of entry" from Madison Street approach	3.30	Medium
Install directional signage at the park entrances	3.10	Medium
Install skylight in the bathrooms	3.00	Medium
Repave park roads	2.90	Medium

#### Recommendations

City of Evansville Park and Outdoor Recreation Plan

Develop additional tennis courts	2.90	Medium
Install signage throughout the park that better fits with the historic nature of the park	2.80	Medium
Reconstruct and maintain the duck houses	2.80	Medium
Install interpretive signage throughout the park	2.30	Low
Develop additional basketball courts	2.20	Low
Move the skatepark to a different location	2.10	Low
Install new lighting at the upper ball diamond	2.00	Very Low
Install an outfield fence at the upper ball diamond	1.90	Very Low
Develop a beach and swimming area on Lake Leota	1.90	Very Low
Install a shelter over the shuffleboard court *(Need better access to equipment)	1.50	Very Low
Other: Franklin Park basketball courts		
Other: Clear brush west of warming house		

West Side Park		
Project	Priority Score 1 (low) - 5 (high)	Priority
Create detailed construction plans for park improvements as outlined in the 2018 Master Plan	4.50	Very High
Create a bicycle/pedestrian trail through the park that connects to neighborhoods	4.40	Very High
Plant more trees	4.40	Very High
Increase pedestrian safety to and within the park	3.40	High
Create additional soccer fields	2.90	Medium
Re-designate community garden plots within Master Plan	2.80	Medium
Create baseball and softball fields	2.80	Medium
Other: Dog park		

Bizezinski Park		
Project	Priority Score 1 (low) - 5 (high)	Priority
Complete sidewalk connections on west side of park	4.40	Very High
Designate an accessible parking space adjacent to park	4.00	Very High
Continue to update playground equipment with ADA accessible apparatus when possible	3.90	High
Other:		

Countryside Park		
Project	Priority Score 1 (low) - 5 (high)	Priority
Plant more trees	3.60	High
Install a new accessible play structure	3.40	High

Landscaping along south fence of the park	2.88	Medium
Franklin Park		
Project	Priority Score 1 (low) - 5 (high)	Priority
Replace recently removed trees and add landscape screening	4.20	Very High
Designate an accessible parking space adjacent to park	3.90	High
Update playground equipment with ADA accessible apparatus when possible	3.70	High
Add more toddler appropriate apparatus to attract young families and discourage loitering	3.5	High
Install a "gateway" to City sign, information kiosk, and shelter	3.00	Medium
Other: Resurface Basketball Court		

Peace Park		
Project	Priority Score 1 (low) - 5 (high)	Priority
Remove and replace dead trees	4.60	Very High
Complete landscaping prescribed in Master Plan	3.80	High
Install an identification sign	3.70	High
Install park benches and lighting	3.50	High

Wind Prairie Park		
Project	Priority Score 1 (low) - 5 (high)	Priority
Establish and use prairie management best practices	4.50	Very High
Create a "sense of entry"	3.70	High
Identify on-street parking locations	3.40	High
Add sidewalks to connect park to neighborhood	3.30	Medium
Install interpretive signage	3.22	Medium
Install permanent benches along the mowed path	3.00	Medium

Other New Facilities and Programs		
Project	Priority Score 1 (low) - 5 (high)	Priority
Develop a network of bicycle/pedestrian paths through and around the city	4.50	Very High
Develop a trail along Allen Creek that connects Leonard-Leota Park to Main Street and Creekside Place	4.50	Very High
Explore possibilities to repair and enhance outdoor or indoor pool.	4.10	Very High

<b>Increase routine maintenance efforts for facilities and equipment (paint, cleanliness, vandalism, etc.)</b>	4.00	Very High
<b>Guide development of Ice Age Trail routes through city and through one or more parks</b>	3.90	High
<b>Install recycling receptacles in all parks</b>	3.89	High
<b>Identify top pieces of land for use as an off-leash dog park</b>	3.60	High
<b>Consider adding recreation programming (summer camps, adult recreation, movies in the park, etc.)</b>	3.50	High
<b>Create a splash pad</b>	3.35	Medium
<b>Develop additional "pocket parks" throughout city</b>	3.20	Medium
<b>Explore possible locations for a campground</b>	2.60	Low
<b>Create a sports complex</b>	2.50	Low
<b>Other: Community Fitness Center</b>		
<b>Other: Acquire land on Porter Road</b>		

### Highlighted Projects

The City's Park and Recreation Board have received and analyzed public input, a process summarized by Chapter 2 of this Plan. Based on this information the Board has assigned priorities to the list of proposed park improvements presented in Table 6.1. This section's discussion of some of the higher priority items helps to clarify project parameters, direction and status.

#### Lake Leota Walking/Hiking Path

*"[Around 1979] Brian Anderson, an Evansville Boy Scout, prepared a nature trail along the shore of Lake Leota. There was a booklet available at the public library to describe the trail for those who wanted to walk along the shore. The booklet described a trail that Anderson had marked with small numbered wooden stakes that corresponded to numbers in a booklet written by Phil Kress. Flowers, birds, trees and other wildlife found in the lake area were described in the booklet. There were also plans to expand the trail for night walks, prairie and aquatic habitats." — [www.evansvillehistory.net/LakeLeota.html](http://www.evansvillehistory.net/LakeLeota.html)*

Evansville residents have desired a loop path around Lake Leota for some time. Based on community feedback in 2018, the City's Park and Recreation Board has ranked this as one of the "high" priorities. A lakeside path would increase opportunities for passive recreation within Leonard-Leota Park. Several challenges have prevented the path from being brought into existence already. A Union Pacific Railroad track comprises the northerly bank of Lake Leota, presenting a potential barrier to the route. Wetlands may cause practical problems for trail building around the lake as well. A good preliminary step to better understanding the lay of the land would be to have an engineering feasibility study drafted. Fully encircling Lake Leota may require creative solutions, and could end up consisting of different path types or even a boardwalk style connection in certain areas. Privately owned property abuts more than half of the lake's perimeter. Construction of a trail on private property could compel owners to grant easements to the City along the valuable waterfront portion of their lots. Conservation easements are a type of easement that would allow an individual to retain ownership, yet allow the property to remain undeveloped. An alternative to formal easements could simply be verbal or

"handshake" agreements to allow the public to cross the land. Over the long term, the City should purchase the properties bordering Lake Leota whenever they eventually go on the market.

#### Repair of Allen Creek Walls

City residents and elected officials have identified this repair project as a high priority for a number of years, and five years ago it ranked as the highest priority infrastructure project. After a study commissioned in 2007 assessed the condition of the retaining walls, the repair project began in 2013. The City continues its dedication to this project by incrementally budgeting to repair sections of Allen Creek's walls in a manner that honors the original building techniques. About two years remain until the project reaches completion. The original walls were installed as a Depression-era work relief project and are considered an historic feature of Leonard-Leota Park. As such, repairs will also need to encompass the two lagoons, duck houses, bridges, and stone furniture.

#### Ice Skating Area on Lake Leota

With designation as a National Historic Landmark, Leonard-Leota Park contains a number of historic structures needing maintenance and repair, independent of the ongoing Allen Creek project. One of the Park's contributing assets to its landmark status is a warming house building located on the south shore of Lake Leota. Dating to the 1930's, the original purpose of the building was to make ice skating on the lake more hospitable in wintertime, with the rooftop usable as a bandstand the other months of the year. As the building has been shuttered and trees have populated the adjacent hillside, its only use is as an overlook to the lake for occasional passers-by. Going forward, a formal building analysis will be needed for the warming house. If it is to be used once again for skaters, it could perhaps be in the form of supervised sessions sponsored by local organizations. It is possible that grant money could be obtained for historic restoration through a nonprofit group such as the Wisconsin Questers ([www.wiquesters.org](http://www.wiquesters.org)).



FIGURE 6.3 WARMING HOUSE ON LAKE LEOTA

Access to and Within Leonard-Leota Park  
Crossing Madison Street safely to enter Leonard-Leota Park is a basic practicality. For pedestrians, especially children, the demarcation of official crosswalk striping near the Antes drive intersection is needed. A new crosswalk across Madison Street should logically lead directly to the park's entrance.



It would be desirable to see a welcoming entry point along the Madison Street edge of the park. A vehicle bridge that once overpassed the railroad tracks and creek was removed in the 1980's and replaced with at-grade crossings; with the bridge structure gone, the aesthetic of this side of Leonard-Leota Park has never been the same. No entrance has since been designed for Madison Street even though it is a major City thoroughfare. Today, a fine view of the park can still be had from Madison Street—yet from this vantage a formal sense of entry is lacking. The City should seek proposals for landscaping and signage to define the park's entry point, in coordination with a new pedestrian crossing installed for safety.

Internal driveways and roadways within the park have been modified, expanded or rerouted many times. The State historic assessment of the park identifies the grounds as a designed landscape. The road network, landscaping, and view corridors within the park all contribute to the park's unique design. Pavement should be replaced in some areas, reduced in others, and possibly added in remote locations. Two intersections in the park have been paved, resulting in excessive area of pavement that does not serve a direct circulation purpose. One location, pictured above, is being used as a default parking area. If additional parking is needed, it should be added in remote locations that can be screened by landscaping and pavement should be reduced to narrow these intersections. A master plan for the park's future development would be helpful in outlining how to best solve these issues.

#### **Dog Park**

Neighboring communities have recently designated land specifically for use by dogs, as it has become quite popular for people to visit dog parks with their pets. The City of Milton opened 15-acre Trails Dog Park in 2011; annual volunteer cleanups and private donations serve to maintain it. The Village of Oregon opened 12-acre Jon Blanchard Dog Park in 2013; it is maintained by public works with annual dog license fees and dog park permit fees funding improvements. There's a solid interest in finding a place for a dog park in Evansville. Residents and officials have been discussing the idea in detail, and many people have shared opinions about where a dog park should be located. A recent effort has identified a location on Highway 213, adjacent to City Public Works operations as a possibility. A flood-prone area or other unbuildable land may make a great location for this sort of use. Strong pedestrian access is important and location near more dense development should be considered. A sub-committee will need to be formed to do the work of moving the concept forward, considering already-proposed sites as well as other potentially suitable land, and managing any associated regulations. The sub-committee may be comprised of dog advocates, dog-related business owners, and park board members. For the

#### **Recommendations**

enduring desirability of a dog park, a plan and funding for maintenance must also be established and enforced at its outset.

#### **Allen Creek Trail and Other Multi Use Trails**

The City's Smart Growth Plan recommends a citywide path network for Evansville's future, including a creek-side trail segment that would connect Creekside Place to Downtown Evansville. High-quality places generally provide multiple transportation options for residents, and multi-use trails are practical. A short portion of this trail will be built by 2020 on the east side of Allen Creek heading south from the Main Street bridge. A route has been sketched to extend this trail to Creekside Place. This trail is the start of a larger network that can connect many parks together. Westfield Meadows and Stonewood Grove Subdivisions are obligated to install trail. All future subdivisions should also be required to connect and provide connection to a city wide trail network.



FIGURE 6.5 ALLEN CREEK TRAIL

#### **Public Pool**

In the 1940s and 1950s rising bacteria counts in Lake Leota began to deter swimmers from the lake, and a public swimming pool (Veterans Memorial Aquatic Center) was built nearby the lake as an alternative to it. At over 50 years old, the Aquatic Center has problems. It needs extensive repairs if not total replacement. If the city replaces the pool, it would be wise to reevaluate its location. It may be time to examine the community's current needs for a public pool, and also consider the ways other nearby communities have responded to their desire for a pool.

#### **Routine maintenance efforts**

Public comments often identified deteriorated conditions at the park. Staff and Committee members also identified many areas where maintenance has been overlooked. Some examples are broken or deteriorated light fixtures, faded paint, and overgrown landscaping elements. A detailed checklist should be put in place to assure no items are missed.

#### **West Side Park**

Detailed construction plans for west side park improvements as informed by the 2018 master plan should be completed. Priority should be placed on installed extensive landscaping, screening, and pedestrian connections and loops through the park. A strong effort to plant trees in the park has created beautiful and lasting impact. This effort should be aligned with a detailed landscape plan so type and location of trees can work to outline the park's future. As noted in Chapter 4, Pedestrian access from off-site requires sharing the roadway with vehicles to reach the park facilities. Interconnecting walking/bicycling paths should be developed in the future, with consideration made to ensure the paths are ADA accessible. Sidewalks are lacking on Porter Road and Hillside Court. These streets act as crucial pedestrian connections.

#### **Recommendations**

### **Wind Prairie Park Sense of Entry and Access**

Recent work with the National Park Service on routing of the Ice Age Trail have renewed attention and interest in this park. The park has poor pedestrian access and very little interpretive information. This park should be fully connected with sidewalks to the neighborhood and have a better defined entrance and on-street parking area.



FIGURE 6.6 SIDEWALK DEAD-END AT WIND PRAIRIE PARK

### **Recreation Programs**

Many comments in the survey centered on expansion of recreation programming. Expanded programs might include: Movies in the Park, yoga in the park, kayaking or canoeing, cycling, etc. A central staff person dedicated to marketing and organizing such programming could dramatically expand the depth and reach of recreation programs in the city.

### **Youth Center**

The youth center serves as a vital connection to city programming and middle school youth. Recent discussions have centered on creating a new home for the center. This should continue to be explored. Coordination of Youth Center programming and recreation programming offers a unique opportunity to expand programming and share resources.

# Chapter 7.

## Implementation

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

All recommendations made in this plan are the responsibility of the City of Evansville to implement. These implementations are to be decided upon by the Park and Recreation Board, Plan Commission, and Common Council.

### Funding Sources

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

### Local Sources

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

The City of Evansville will be looking to public-private partnerships to fund and implement many of its parks projects moving forward. Excellent examples of cooperation between the City and local organizations already exist. A few recent examples include:



FIGURE 7.1 ALLEN CREEK TRAIL CONSTRUCTION

- The Evansville Home Talent Baseball Team (the Jays) has fundraised for new facilities at the upper ball diamond at Leonard-Leota Park. Future projects the Jays have identified as priorities include:

- Improve field lighting and energy efficiency
- Rebuild light switch shed to include equipment storage
- Improve dugouts and add shelter over dugouts
- Improve the outside appearance of the concession stand (i.e. new metal siding)
- Install a new cement approach around the concession stand
- Install professional looking garbage and recycling cans
- Save our Lake Environment (SOLE) previously paid for stocking fish in Lake Leota.
- A group of individuals passionate about disc golf combined fundraising efforts with Anfes Fund money to create a nine-hole disc golf course at Leonard-Leota Park.
- Eagle Scouts have built and installed facilities in many Evansville parks, including a fishing pier in Lake Leota, benches, bird houses, and bat houses. The Evansville Woodchucks have contributed their expertise to many of these projects by mentoring Eagle Scouts through their construction of wooden structures.

### Antes Fund

The City of Evansville also has access to a unique funding source for projects at Leonard-Leota Park. The Antes Fund, a trust fund established by Margaret Antes, is managed by the Community Foundation of Southern Wisconsin (CFSW) for improvement and beautification (not maintenance) of Leonard-Leota Park. Each CFSW fiscal year (June 30 to July 1), the Park and Recreation Board may apply to use the interest from the Antes Fund for an improvement/beautification project. The annual interest ranges between \$8,000 and \$16,000 annually. Interest earned must be spent within three years. Funds are distributed in the form of a grant. Recently funded projects include disc golf course facilities and shoreline restoration along Lake Leota.

### State and Federal Funding Sources

1. **Knowles-Nelson Stewardship Program Grants** - Local units of government that have an updated comprehensive park and outdoor recreation plan, such as this City of Evansville Park and Outdoor Recreation Plan, are eligible to apply for four Stewardship grant programs and two related Federal programs administered by the Wisconsin Department of Natural Resources (WDNR) under this grant program. These six funding sources are outlined below.
  - a. **Acquisition and Development of Local Parks (ADLP)** - This program provides aids for the acquisition and development of local parks. Eligible projects include acquisition of land that promotes nature-based outdoor recreation, property with frontage on a water body that will promote water-based recreation, lands that can provide day-use picnic areas, and land for nature-based recreation trails.
  - b. **Urban Rivers (UR) Grants Program** - The program provides up to 50 percent of matching funds for the acquisition of land, or rights on land, adjacent to rivers that flow through urban areas. The intention of the program is to preserve or restore

urban rivers for the purposes of economic revitalization, encouraging outdoor recreation activities, and habitat restoration. Eligible projects include acquisition of lands that preserve natural values, providing new or expanded recreational opportunities, and acquiring blighted lands to restore and complement riverfront redevelopment.

- c. **Urban Green Space (UGS) Program** - The UGS program is intended to provide space in or near urban areas, protect scenic or ecological features, and provide land for noncommercial gardening.
- d. **Acquisition of Development Rights (ADR)** - The goal of the ADR program is to protect natural, agricultural, and forest lands that encourage nature-based outdoor recreation through the purchase of conservation easements. Conservation easements involve compensating landowners for agreeing to limit future development on their land.
- e. **Land and Water Conservation Fund (LWCF)** - This program channels Federal funds to states to provide aids for local governmental units for acquisition and/or development of land and facilities for public outdoor recreation and open space. Cost sharing is a maximum of 50 percent.

f. **Recreational Trails Act (RTA)** - The RTA program utilizes Federal gas excise taxes to fund development and maintenance of recreational trails and trail-related facilities for motorized and non-motorized trail uses.

1. **Recreational Boating Facilities Program** - This program provides state cost sharing assistance to governmental units for feasibility studies for the development or improvement of public access to waters or harbors or access between waterways for recreational boaters. This program is administered by the State Department of Natural Resources and provides cost sharing assistance for up to 50 percent of the cost of a development project.

2. **River Protection Planning and River Protection Management Grants** - These grants are administered by WDNR. The Planning grant provides funding to help form or strengthen a river management organization, conduct river education programs, conduct river assessments, and develop plans. The Management grant provides funding for land or conservation easement acquisition, river restoration, and local ordinance development. **Urban Forestry Grants** - WDNR administers three grants under this program - regular, startup, and catastrophic storm grants. The regular grants help fund municipalities' efforts to develop new, sustainable, innovative urban forestry programs. The startup grants are available to municipalities seeking to start or rekindle an urban forestry initiative. The catastrophic storm grants are available to municipalities for tree replacement, removal, and repair following a catastrophic storm event that resulted in a declaration of emergency by the Governor.

4. **Transportation Alternatives Program (TAP)** - This program, administered by the Wisconsin Department of Transportation (WisDOT), allocates Federal funds for transportation improvement projects that "expand travel choice, strengthen the local economy, improve the quality of life, and protect the environment." Eligible projects include planning, design, and construction of on- and off-road bicycle and pedestrian trails, environmental

mitigation activities, construction of turnouts and overlook areas, management and prevention of invasive species in transportation rights-of-way, and Safe Routes to School programs.

- 5. **Local Transportation Enhancements (TE) Program and Bicycle and Pedestrian Facilities Program (BPPP)** - The TE program funds projects that increase multi-modal transportation alternatives and enhance communities and the environment. The TE program provides up to 80% of costs for a wide variety of projects such as bicycle or pedestrian facilities, landscaping, and streetscaping. The BPPP funds bicycle and bicycle/pedestrian facilities, but not facilities strictly built for pedestrian use. As the projects eligible for both the TE and BPPP tend to overlap, the application process, administered by WisDOT, is the same for both programs.
- 6. **106 Transportation Funds** - These funds are allocated for transportation related projects, possibly including historic transportation uses and connections of Evansville's parks.
- 7. **Wisconsin Questers** have previously engaged with community members about finding projects in parks. They should be contacted as well.

**Private and Non-Profit Funding Sources**

1. **Wisconsin Conservation Corps (WisCorps)** - WisCorps is a non-profit organization that engages young adults in conservation projects on public lands. A municipality, such as the City of Evansville, can hire a crew to undertake a variety of conservation projects, including trail construction, stream bank restoration, reforestation, and invasive species management. WisCorps provides the labor, tools, general project management, transportation costs, and insurance for its workers. The municipality provides the project materials, general project guidance, and a funding match to cover a portion of the crew cost, ranging from \$5,000 to \$7,000 per week of work.

2. **PeopleforBikes Community Grant Program** - This competitive grant program funds community projects up to \$10,000 or 50% of the project cost, whichever is less. Eligible projects include infrastructure for bike paths, trails, lanes, and bridges, end-of-trip facilities such as bike racks and storage, and some advocacy projects that increase ridership and investment in bicycle infrastructure.

3. **Evansville Community Support** - Many local residents and businesses have donated to public causes in Evansville, most recently a 2018/2019 addition to the Eager Free Library. A coordinated campaign may be possible to put a fundraising strategy in place for future recreation needs.

**Regulatory Strategies**

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

**Natural Resources Zoning**

Natural resources zoning may be used to protect shorelands, wetlands, floodplains, woodlands, agricultural lands, groundwater recharge areas, and recreation lands. These districts are usually more applicable in sparsely developed areas where the natural resources are still abundant, but



can also be used in highly developed areas to ensure that open space is accessible to populations in these areas.

The State of Wisconsin Statutes (Section 59.37) and Administrative Code (NR 117) require shoreline, wetland, and floodplain zoning by all cities and villages. Cities and villages are responsible for zoning the incorporated areas. The purpose of these regulations is to protect the shoreline, floodplain, and adjacent wetlands of navigable waters from undesirable use and development. The City of Evansville may zone additional areas beyond those minimum requirements specified in the Statutes and Administrative Code cited above.

**Easements**

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

**Leases**

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

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

**Subdivision Regulations**

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

According to Wis. Stat. 236.45(6)(b), "any land dedication, easement, or other public improvement fee for the acquisition or initial improvement of land for a public park that is required by a municipality, town, or county as a condition of approval under this chapter must bear a rational relationship to a need for the land dedication, easement, or other public improvement or parkland acquisition or initial improvement fee resulting from the subdivision or other division of land and must be proportional to the need." As of the writing of this plan, Evansville City

ordinances required a developer to dedicate land or pay a fee in lieu of park and recreation land dedication of \$1,108.78 per single family lot and \$831.55 per dwelling unit for multi-family lots.

**List of Park Improvement Actions**

This section of the plan highlights the top priorities for park improvements, as identified by the Park and Recreation Board (PRB). As discussed in the "Recommendations" Chapter, the PRB prioritized projects based on three criteria - apparent need/urgency, practicality/feasibility, and personal preference. The Park Improvements Action Items table highlights the top priorities (projects scoring very high, high and medium) for implementation, as determined during that prioritization process.

Table 7.1: Park Improvement Action Items highlights each project, by park, provides cost estimates for the recommended projects, and identifies potential funding sources that could be pursued to assist in implementation. The projects identified below are intended to be a guide for PRB members, elected officials, and staff in decision-making regarding implementing park projects over the 5-year planning period. Projects are contingent upon funding source availability and will not necessarily be included in the City's annual budget or Five Year Capital Improvement Plan.

Table 7.1 Park Improvement Action Items

Legends	
<b>Project Partners</b>	<b>Funding Sources</b>
CC - Common Council	CF - City Funds/Levy
PC - Plan Commission	UF - Utility Funds
TC - Tourism Commission	AF - Anties Fund
PRB - Park and Recreation Board	DC - Developer Contributions
Ad Hoc - Ad Hoc Committee for specific project	AS - Assessments
DNR - Wisconsin Department of Natural Resources	OG - Other Grants
ECSD - Evansville Community School District	P - Private Donations
IATA - Ice Age Trail Alliance	
MSD - Municipal Services Department	
CDD - Community Development Department	
D - Developers	

Leonard-Leola Park	Potential Project Partners	Estimated Cost	Funding Sources
<b>Action</b>	<b>Complete repairs to the walls of Allen Creek</b>	\$220,000	CF, UF, AF, PD & OG
	• <b>Repair or rebuild all remaining stone elements near creek (EG tables, etc.)</b>	\$20,000 +	CF, AF & PD
	<b>Create an ice-skating area on Lake Leola and open the warming hut for skaters to use in the winter</b>	\$10,000-50,000	AF, CF, PD & OG



Action	Potential Project Partners	Estimated Cost	Funding Sources
Continue reforestation efforts	MSD	\$1,500-50,000 depending on project.	CF, PD & OG
Develop a walking/hiking path around Lake Leola	PRB, PC, MSD, CDD	\$20/linear foot	CF, PD, AF & OG
Establish and use shoreline management best practices	MSD	TBD	CF, UF, & OG
Install pedestrian-safe crossings across Madison Street	MSD, PC, CDD	\$20-40/linear foot	CF, AS & OG
Maintain historic buildings & structures	MSD, CC, HPC	\$2,000-5,000 annually	CF, AF, PD, & OG
Restore and promote Leonard-Leola Park fireplaces	MSD, HPC	\$15,000	CF, AF, PD, & OG
Restore, preserve and maintain historic buildings within the park	MSD, HPC	\$5,000-20,000 each	CF, AF, PD, & OG
<ul style="list-style-type: none"> <li>Install historically approved windows and doors in Scout House</li> </ul>	MSD, HPC	\$5,000	CF, AF, PD, & OG
<ul style="list-style-type: none"> <li>Conduct a preservation plan to restore and stabilize the warming house and bandstand</li> </ul>	MSD, HPC	\$1,000-3,000	CF, AF, PD, & OG
Develop and Construct a better "sense of entry" from Madison Street approach	MSD, HPC	\$10,000 +	CF, PD, & OG
Install directional signage at the park entrances similar to "City Hall" sign	MSD, HPC	\$3,000-6,000 each	CF, AF, PD, & OG
Repave park roads	MSD, HPC	\$2,500-4,000	CF, AF, PD, & OG
<ul style="list-style-type: none"> <li>Reduce pavement and restore landscaped islands at intersections</li> </ul>	MSD, HPC	\$150,000-350,000	CF, AF, PD, UF & OG
<ul style="list-style-type: none"> <li>Create crossing and walkway connection at upper park intersection</li> </ul>	MSD, HPC, PC	\$5,000-15,000	CF, AF, PD & OG
<ul style="list-style-type: none"> <li>Use more historically and environmentally appropriate paving methods for parking and some roads (EG reinforced grass pavers, porous pavement, etc.)</li> </ul>	MSD, HPC, PC	\$25-\$40 sq. ft	CF, AF, PD, UF & OG
Install signage throughout that better fits with historic nature of the park	MSD, HPC	\$500-2,500	CF, AF, PD & OG
Reconstruct the 2 <sup>nd</sup> duck house throughout the park	MSD, HPC	\$10,000	CF, AF, PD, UF & OG
Install interpretive signage throughout the park	MSD, HPC	\$500-2,500	CF, AF, PD & OG
Develop a beach and swimming area on Lake Leola	MSD, HPC, PRB	\$100,000 +	CF, AF, PD, UF & OG
Improve access to shuffleboard court equipment	MSD, PRB	\$500-2,500	CF, AF, PD & OG
*Paint Pickleball lines on Tennis Court(s)	MSD	\$500	CF

West Side Park			
Action	Potential Project Partners	Estimated Cost	Funding Sources
Create detailed construction plans for park improvements as outlined in the 2018 Master Plan	MSD, CDD, PC	\$150,000	CF, PD, UF & OG
Create a bicycle/pedestrian trail through the park that connects to neighborhoods	MSD, CDD, PC	\$150,000	CF, PD, DC & OG
Plant more trees	MSD	\$100/tree	CF, PD, & OG
Increase pedestrian safety to and within the park	MSD	\$20/ linear foot for 5' sidewalks	CF & OG
<ul style="list-style-type: none"> <li>Complete Sidewalks on Hillside, Porter, and Court</li> </ul>	MSD	\$20/ linear foot	AS & CF
Create additional soccer fields	MSD, PRB	\$350,000-550,000	CF, PD, DC & OG
Re-designate community garden plots within Master Plan	MSD, PRB, Ad Hoc	\$10,000-20,000	CF, PD & OG
Create baseball and softball fields	MSD, PRB	\$750,000-1M	CF, PD & OG
Brzezinski Park			
Action	Potential Project Partners	Estimated Cost	Funding Sources
Complete sidewalk connections on west side of park	MSD	\$5,000-10,000	CF, PD, AS & OG
Designate an accessible parking space adjacent to park	MSD	\$500-2,000	CF
Continue to update playground equipment with ADA accessible apparatus when possible	MSD, PRB	\$15,000-30,000	CF, PD & OG
Clean up right of way to better improve "first impression" of park	MSD, CDD, PC	Unknown	CF, PD & OG
Countryside Park			
Action	Potential Project Partners	Estimated Cost	Funding Sources
Plant more trees	MSD	\$100/tree	CF, PD & OG
Install a new accessible play structure	MSD	\$15,000-30,000	CF, PD & OG
Landscaping along south fence of the park	MSD	\$2,500-15,000	CF, PD & OG
Add signage similar to "City Hall" sign, benches and decorative lighting	MSD, CDD	\$10,000-15,000 total	CF, PD & OG

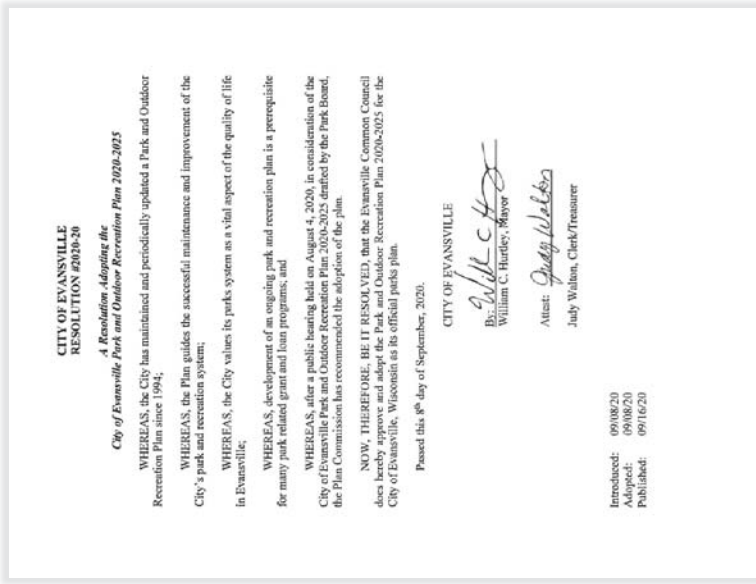
Add sidewalk from shelter to bleachers	MSD	\$20/linear foot	CF, PD & OG
Add sidewalks on nearby streets	MSD	\$20/linear foot	CF, PD, AS & OG
<b>Franklin Park</b>			
<b>Action</b>	<b>Potential Project Partners</b>	<b>Estimated Cost</b>	<b>Funding Sources</b>
Replace recently removed trees and add landscape screening	MSD	\$100/tree	CF, PD, & OG
Designate an accessible parking space adjacent to park	MSD	\$500-2,000	CF
Update playground equipment with ADA apparatus when possible	MSD, PRB	\$15,000-30,000	CF, PD & OG
Add more toddler appropriate and discourage loitering	MSD, PRB	\$5,000-10,000	CF, PD & OG
Install a "gateway" to City sign, information kiosk, and shelter	MSD, CDD, PC, CC, EDC, PRB	\$5,000-15,000 total	CF, PD & OG
Resurface Basketball Court	MSD, PRB	\$5,000-15,000	CF, PD & OG
Add walkway that connects park amenities, decorative lighting, and benches (see pg 4.6)	MSD, PC	\$20/linear foot, \$700-3,500 each light & bench	CF, PD & OG
<b>Peace Park</b>			
<b>Action</b>	<b>Potential Project Partners</b>	<b>Estimated Cost</b>	<b>Funding Sources</b>
Remove and replace dead trees	MSD	\$1,500/tree	CF, PD & OG
Complete landscaping prescribed in Master Plan	MSD	Unknown	CF, PD & OG
Install an identification sign similar to "City Hall" sign	MSD, HPC	\$3,000-6,000 each	CF, PD & OG
Install park benches and lighting	MSD, HPC	\$700-3,500 each	CF, PD & OG
Add sidewalk to nearby multifamily building (see pg 4.7)	MSD	\$20/linear foot	CF, PD, AS & OG
Connect labyrinth and sidewalk gap (see pg 4.9)	MSD	\$20/linear foot	CF, PD & OG
<b>Wind Prairie Park</b>			
<b>Action</b>	<b>Potential Project Partners</b>	<b>Estimated Cost</b>	<b>Funding Sources</b>
Establish and use prairie management best practices	MSD	\$500-1,500 annually	CF, PD & OG
Create a "sense of entry"	MSD, PC, PRB	\$5,000-10,000	CF, PD & OG

Identify on-street parking locations	MSD	\$250-1,000	CF, PD & OG
Add sidewalks to connect park to neighborhood	MSD	\$20/linear foot	CF, PD, AS & OG
Install interpretive signage	PC, ECSD	\$500-2,500	CF, PD & OG
Install permanent benches along the mowed path	MSD	\$700-2,000 each	CF, PD & OG
Consider hard surface walkway through park	MSD, PC, CDD	\$10-20/linear foot	CF, PD & OG
Consider addition of nature based play areas (EG tree swings, log and stick enclosures)	PRB	Unknown	CF, PD & OG
<b>Other New Facilities and Programs</b>			
<b>Action</b>	<b>Potential Project Partners</b>	<b>Estimated Cost</b>	<b>Funding Sources</b>
Develop a network of bicycle/pedestrian paths through and around the city	D, PC	\$20-40/linear foot	CF, PD, DC, AS & OG
Develop a trail along Allen Creek that connects Leonard-Leota Park to Main Street and Creekside Place	MSD, PRB, PC	\$40-50/linear foot	CF, PD, UF, AS & OG
Explore possibilities to repair and enhance outdoor or indoor pool.	PRB, PC, HPC, CC	Unknown	CF, AF, PD & OG
Increase routine maintenance efforts for facilities and equipment (paint, cleanliness, vandalism, etc.)	MSD	Unknown	CF
Guide development of Ice Age Trail route through city and through one or more parks	IATA, DNR	Unknown	CF & OG
Install recycling receptacles in all parks	MSD	\$1,800 per receptacle	CF
Identify top pieces of land for use as an off-leash dog park	Ad Hoc, PRB, PC	None	CF
Consider adding recreation programming (summer camps, adult recreation, movies in the park, etc.)	PRB, CC	Unknown	CF, PD & OG
Create a splash pad	CC, PC, MSD, PRB	\$450,000	CF, PD & OG
Develop additional "pocket parks"	D	\$50,000-250,000	CF, PD & OG
Community Fitness Center	CC, PRB	\$200-250/ sq. ft.	CF, PD, DC & OG
Acquire land adjacent to existing parks	PRB, D, CDD	Unknown	CF, PD, AS & OG
Encourage better pedestrian connection to school forest	ECSD	\$20/linear foot	CF, PD, AS & OG
Create Pedestrian connection to Evansville Wildlife Area (see pg. 4.10)	DNR	\$20/linear foot	CF, PD, AS & OG

\*added by motion of Park Board after plan adoption

# Chapter 8. Formal Plan Adoption

## Adopted Common Council Resolution



# Appendix

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**27.08 City park board, powers.**

- (1) Every city may by ordinance create a board of park commissioners subject to this section, or otherwise as provided by ordinance. Such board shall be organized as the common council shall provide.
- (2) The board of park commissioners is empowered and directed:
- (a) To govern, manage, control, improve and care for all public parks, parkways, boulevards and pleasure drives located within, or partly within and partly without, the corporate limits of the city, and secure the quiet, orderly and suitable use and enjoyment thereof by the people; also to adopt rules and regulations to promote those purposes.
  - (b) To acquire in the name of the city for park, parkway, boulevard or pleasure drive purposes by gift, devise, bequest or condemnation, either absolutely or in trust, money, real or personal property, or any incorporeal right or privilege; except that no lands may be acquired by condemnation for the purpose of establishing or extending a recreational trail; a bicycle way, as defined in s. 340.01 (5s); a bicycle lane, as defined in s. 340.01 (5e); or a pedestrian way, as defined in s. 346.02 (8) (a). Gifts to any city of money or other property, real or personal, either absolutely or in trust, for park, parkway, boulevard or pleasure drive purposes shall be accepted only after they shall have been recommended by the board to the common council and approved by said council by resolution. Subject to the approval of the common council the board may execute every trust imposed upon the use of property or property rights by the deed, testament or other conveyance transferring the title of such property to the city for park, parkway, boulevard or pleasure drive purposes.
  - (c) Subject to the approval of the common council to buy or lease lands in the name of the city for park, parkway, boulevard or pleasure drive purposes within or without the city and, with the approval of the common council, to sell or exchange property no longer required for its purposes. Every city is authorized, upon recommendation of its officers, board or body having the control and management of its public parks, to acquire by condemnation in the name of the city such lands within or without its corporate boundaries as it may need for public parks, parkways, boulevards and pleasure drives. The power of condemnation may not be used for the purpose of establishing or extending a recreational trail; a bicycle way, as defined in s. 340.01 (5s); a bicycle lane, as defined in s. 340.01 (5e); or a pedestrian way, as defined in s. 346.02 (8) (a).
  - (d) To change or improve all parks, parkways, boulevards or pleasure drives within the city limits, controlled by the board, at the expense of the real estate to be benefited thereby, as provided in s. 27.10 (4).



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

**(4)** In every city having no city plan commission under s. 62.23 (1), the common council may provide that the board of park commissioners, if there be such board in the city, shall have the powers enumerated in s. 62.23 (2) and (17). The territory over which the city is given platting jurisdiction by s. 236.10 (1) (b) 2. shall for street, park, parkway, boulevard, pleasure drive and platting purposes be extended to 3 miles beyond the city limits. For the purpose of carrying out s. 62.23 (2) in said extended zone the common council may appropriate out of any available fund a sufficient sum to be used by said board for hiring engineers, surveyors and draftsmen, and other necessary help and assistants in making a comprehensive map of the said city and zone so as to put in concrete form the ideas of the said board as to how future dedications, openings and plattings of streets, highways, boulevards, pleasure ways and parks, or other public improvements or thoroughfares, shall be made; which said map, when adopted by the common council, shall serve as an advisory guide to the said board of park commissioners in making recommendations to the common council in the future as to approving plats, and shall not be departed from except in cases of necessity or discovered error therein.

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

**(6)**

- (a) The board of park commissioners of any city may conduct public concerts within its public parks and pay the expenses thereof out of the park fund. A fee for admission may be charged for the purpose of defraying such expenses in whole or in part.
- (b) The board of park commissioners of any city of the 1st class where there has been hitherto established a driving club or similar organization in connection with

any park under the direction of said board of park commissioners may conduct horse races and driving exhibitions within its public parks and pay the expenses and cost of trophies therefor out of the park fund. A fee for admission may be charged for the purpose of defraying such expenses in whole or in part. Chapter 562 does not apply to any race under this paragraph.

*History:* 1985 a. 225 s. 100; 1987 a. 354; 2017 a. 59.

*Cross-reference:* See also ss. NR 47.01, 47.10, and 47.30. Wis. adm. code.

*A county has full power and control over county park lands even though they are located within the limits of a city.* 60 Atty. Gen. 282.

*A city may not delegate its powers under ss. 27.08 and 27.09 to a county park commission created under s. 27.02 et seq.* 61 Atty. Gen. 229.

**ARTICLE I. IN GENERAL**

**Sec. 86-1. Penalty.**

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

(Code 1986, § 19.15)

**Sec. 86-2. Personnel.**

(a) Aquatic director.

(1) Appointment. The aquatic director shall be appointed annually by the city administrator in consultation with the appropriate department head and committee.

(2) Powers and duties. The aquatic director shall exercise the powers and duties as authorized by the Water Safety Institute, the American Red Cross and the city administrator in consultation with the appropriate department head and committee.

(b) Little League/softball/baseball director.

(1) Appointment. The Little League/softball/baseball director shall be appointed annually by the city administrator in consultation with the appropriate department head and committee.

(2) Powers and duties. The Little League/softball/baseball director shall exercise the powers and duties as authorized by the park and recreation board. Those duties shall include responsibility for coordinating and scheduling all baseball and softball tournaments and the maintenance and preparation of the baseball diamonds for all scheduled ball games and tournaments.

(Code 1986, § 19.08, Ord. 2008-23)

**Sec. 86-3. Closing hours for parks.**

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

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

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

such other person as the park and recreation board may designate. Such application shall state the hour at which such function shall terminate.

(d) Park hours shall be extended to 11:00 p.m. during the summer season (June through August).

(Code 1986, § 19.02; Ord. No. 1998-8, § 1, 7-14-1998)

**Sec. 86-4.**

(repealed by Ord. 2008-23).

**Sec. 86-5. Permit for park use.**

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

(Code 1986, § 19.07, Ord. 2004-15, Ord. 2008-23, Ord. 2016-07)

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

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

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

reservation to the office of the city clerk. Reservations are made on a first come, first served basis, and the reservation should be only for the hours needed.

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

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

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

(f) The use of the press box/concession stand and scoreboard shall require a deposit fee of \$100.00 payable upon Park Board and/or Public Safety approval to the office of the city clerk, along with the rental fee. Seasonal reservations made for use of the press box/concession stand and scoreboard requires one deposit fee and will include the use of the Oscar Dietzsch shelter (when reserved with the upper ball diamond only). The deposit will be returned, provided the area is restored to its prior condition to the satisfaction of the city after inspection by the city designee.

(g) All public school functions and public school athletic programs of the city school district, the city, the city's youth baseball and youth softball leagues, and the youth Evansville Soccer Club shall be exempt from the fees and deposit requirements under this section.

(Code 1986, § 19.04, Ord. 2004-15, Ord. 2008-23)

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

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

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

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

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

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

(Code 1986, § 19.05, Ord. 2008-23)

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

No person shall operate a boat propelled by a motor other than an electric motor on Lake Leota.

(Code 1986, § 19.03, Ord. 2008-23)

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

**ARTICLE II. PARK AND RECREATION BOARD**

**Sec. 86-31. Established.**

There is created a park and recreation board of the city.

(Code 1986, § 19.01(1))

**Sec. 86-32. Membership.**

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

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

(Code 1986, § 19.01(2), Ord. 2006-18)

**Sec. 86-33. Qualifications of members.**

All citizen members of the park and recreation board shall be persons with recognized experience and qualifications and shall hold office until their respective successors are selected and qualified.

(Code 1986, § 19.01(4))

**Sec. 86-34. Oath of members.**

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

(Code 1986, § 19.01(5))

**Sec. 86-35. Compensation of members.**

The members of the park and recreation board shall be compensated as determined by the city council.

(Code 1986, § 19.01(6))

**Sec. 86-36. Vacancies.**

All vacancies on the park and recreation board shall be filled for the unexpired term in the same manner as appointment for a full term.

(Code 1986, § 19.01(7))

**Sec. 86-37. Removal of members.**

Any member of the park and recreation board shall be removed by the mayor for cause.

(Code 1986, § 19.01(8))

**Sec. 86-38. Powers and duties.**

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

(Code 1986, § 19.01(3))

**Appendix C**  
**Park and Pool Maintenance Charts**

Park Operation and Maintenance		Staffing Levels	Tasks
September-October	Park Supervisor and one Public Works employee as needed	November-March	Park Maintenance Supervisor Park Supervisor and one Public Works employee as needed
June - August	Seasonal employees	April - May	Park Supervisor and two or three seasonal employees Park Supervisor and one Public Works employee as needed
			*Mow and trim grass as necessary *Mow and trim grass *Rake lawn and mow *Clean and open restrooms *Prune bushes and trees *Re-seed lawn where needed *Trim brush near lake and railroad tracks *Perform normal maintenance to grounds and equipment. *Build and repair picnic tables *Clean and install playground equipment *General cleaning, painting, and maintenance *Water trees, shrubs, flowers as needed *Remove weeds *Place mulch around trees and shrubs *Shut off water and clean lines *Patch creek retaining walls *Perform patch work on creek retaining walls *Clean and repair playground equipment *Replace and repair picnic tables *Clean and repair shelters *Turn on water by 4/15 *Remove trash daily *Clean and repair maintenance area *Regrave shoulders of park roads and parking areas *Patch and repair roads *Clean and open maintenance area *Clean and repair ball diamonds, tennis courts, and basketball court *Supervise small capital improvement projects *Assist Pool Director as necessary *Clean and repair baseball/softball fields *Assist Pool Director with general maintenance and repairs *Re-seed grass and plant new trees *Assist Pool Director with pool maintenance



Pool and Park Store Operation and Maintenance	
Staffing Levels	Tasks
Late February - March	<ul style="list-style-type: none"> <li>Pool Director</li> <li>Pool Director and two seasonal employees</li> <li>Pool Director and sixteen seasonal employees</li> <li>Pool Director</li> </ul>
April - May	<ul style="list-style-type: none"> <li>Drain and clean pool</li> <li>Supervise pool and park store operations according to operations manuals</li> <li>Open pool second weekend of June</li> <li>Perform final repairs, maintenance and winterizing</li> <li>Prepare income/expenses report on pool and park store operation</li> <li>Touch up painting of buildings/decks etc.</li> <li>Repair pool surface and filtration system</li> <li>Fill pool, check system and heating unit</li> <li>Install ladders, boards, guard chairs and slide</li> <li>Hire and train lifeguards and other seasonal employees</li> <li>Send out notices to residents in Water and Light Bill</li> <li>Pre-season registrations for passes and swimming lessons</li> </ul>
June - August	<ul style="list-style-type: none"> <li>Supervise pool and park store operations according to operations manuals</li> <li>Shut down pool during last week of August</li> <li>Prepare budget for following year</li> <li>Winterize and store equipment</li> <li>Paint and clean as necessary</li> <li>Storage of equipment</li> </ul>
September	

**Appendix D**  
**Leonard-Leota Park Historic Inventory**

Report drafted by Dan Stephens, Historic Preservation Commission

**Leonard – Leota Park**

Leonard – Leota Park was listed on the National Register of Historic Places in 9/4/2012. At that time there were 16 buildings, 21 structures, and two objects, for a total of 40 resources. 29 were considered to be contributing to the Historic District and the remainder, noncontributing, due to the fact that they are of too recent date of construction for National Register of Historic Places eligibility. The construction of much of the Lower Park was made possible by the use of annual project funds that were provided by several federal government Depression era work relief programs between 1933 and 1940, and most of the combined park's contributing resources are examples of the Rustic Style and are the products of these programs.

On Wednesday, August 15, 2018, I did a quick walk through Leonard – Leota Park for the purpose of identifying needed repair and maintenance.

I have provided a few photographs. This narrative will attempt to stand on its own but I will go through the photographs in order and provide information appropriate to each photograph.

**100 HORSESHOE LAGOON WEST**

Built 1935-1936

Contributing resources included two bridges and a duck house.

(Photos 101-109) The duck house has been removed from Allen Creek and is stored outside near the Department of Public Works Storage Shed. The Evansville Preservation Commission and the Wisconsin Historical Society understood that the duck house was to be carefully removed from Allen Creek and stored inside, in a protected environment until such a time as the City of Evansville has an appropriate budget for reconstruction of the duck house in its original location. The City shall move the parts of the duck house to an inside location. It appears there are duck house parts still in Allen Creek that must be removed and stored inside with the parts that are now outside near the Park's maintenance buildings. **This item is high priority.**

(Photo 110) Enlarged the island upon which the duck house was located. The island should be extended upstream and tapered to a point using large stone to direct the water around the island. Provide an appropriate elevation for the duck house. Do this in preparation for reconstruction of the duck house.

(Photos 111-114) Restore stone seat at stone table.

(Photos 111 & 115) Restore stone tabletop at stone table.

**200 HORSESHOE LAGOON EAST**

Built 1935-1936

Contributing resources include two bridges, a duck house, and a fireplace.

(Photos 201-202) Allen Creek rip-rap restoration, an ongoing effort, needs to be done in this area.

(Photos 203-208) At the duck house the following work needs to be done:

1. Remove vegetation.
2. Restore the foundation and enlarged the island upon which the duck house is located. The island should be extended upstream and tapered to a point using large stone to direct the water around the island. **This item is high priority.**
3. Replace the roof.

4. Tuck point where needed.
- (Photos 209-211) Stabilize foundation at approach to bridge. This structural failure is a life safety issue. **This item is high priority.**
- (Photos 212-216) Restore surface approach to bridge. This structural failure is a life safety issue.
- (Photos 209 & 217) Restore walls of bridge.
- (Photos 218-219) Stone table is not stable. Restore table or carefully remove that tabletop to a protected location until such a time as the city of Evansville has appropriate budget for reconstruction the table. This structural failure is a life safety issue. **This item is high priority.**
- (Photos 220-225) Beehive fireplace:
1. Tuck point as required, do not use Portland cement to point stone. Use appropriate mortar.
  2. Remove vegetation.
  3. Remove pavers that back slope into the fireplace.
  4. Through excavation provide positive slope away from the fireplace.

**300 HENNEBERRY SHELTER HOUSE 121 Antes Drive**

The Henneberry Shelter House, built in 1939, is a contributing asset of the Historic District.

At the Henneberry Shelter House the following work needs to be done:

1. (Photos 301-309) Remove the concrete pavement at the east and west walls. The concrete back-slopes into the building causing the lower courses of stone to have a higher than optimal moisture content. The wet stone will deteriorate at an accelerated rate. Through excavation provide a positive slope away from the building.
2. (Photo 310) Roof is in serviceable condition. Determine useful life of the roof and schedule replacement appropriately.
3. (Photos 311-315) Repair fascia and soffit where wildlife is gaining access to attic.
4. (Photos 316-319) Touchup paint and stain.
5. (Photos 320-322) Paint or stain unfinished wood.
6. (Photo 323) Restore plaster.
7. (Photo 324) Paint metal in need of paint to prevent rust.
8. (Photos 325-326) Tuck point as required, do not use Portland cement to point stone. Use appropriate mortar.
9. (Photo 327) Restore window trim.
10. (Photos 328-332) Attic appears to lack appropriate ventilation. There appears to be a partial ridge vent, but the only air intake is where wildlife have created openings to access the area. Gable-end features appear to have possibly once provided ventilation. These features have been cemented shut. Provide appropriate ventilation for the attic. Such ventilation will extend the life of roof, the roof structure, and the ceiling.

**400 ANTES CABIN**

Antes Cabin was built in 1922 and moved to into the Park in 1936. Antes Cabin was moved out of the Park after 2010. The Cabin remains an important historical asset and helps tell the story of the City of Evansville and Leonard — Leota Park.

(Photos 401-402) Antes Cabin has been restored to a tourist cabin and is in good repair.

**500 ALLEN'S CREEK FOOTBRIDGE**

Allen's Creek Footbridge, built in 2002, is a noncontributing structure of the Historic District.

(Photos 501-502) At the Allen's Creek Footbridge the following work needs to be done:

1. (Photos 503-504) Remove wasps' nests.
2. (Photos 505-510) Touchup paint and stain.
3. (Photos 511-515) Restore light fixtures.

**600 ALLEN'S CREEK RIP-RAP**

Allen's Creek Straightening & Rip-Rap was constructed 1933-1937. There was a 1986 project that addressed the Rip-Rap. Rip-Rap restoration is currently being done.

Allen's Creek Straightening & Rip-Rap is a contributing asset of the Historic District.

(Photos 601-614) An excellent job of restoration is being done. Those areas that have not been restored, need to be restored. Where the top of the wall has failed, especially where the wall has failed to the point that erosion is taking place, washing the bank into Allen's Creek, stabilize these areas until restoration can be done.

**700 DISK GOLF STATIONS**

(Photo 701) A nice addition to the Park, providing a frequently used feature. These are noncontributing elements of the Historic District. Maintain the Disk Golf Stations.

(Photos 702-703) Restore retaining wall.

**800 BELL TOWER 120 Antes Drive**

The Bell Tower, built in 1940, was the last project in the Park that was funded by the Federal Work Relief Programs.

At the Bell Tower the following work needs to be done:

1. (Photos 801-804) Replace roof.
2. (Photos 805-807) Through excavation provide positive slope away from the building.
3. (Photos 808-809) Tuck point as required, do not use Portland cement to point stone. Use appropriate mortar.
4. (Photos 810-811) Paint unpainted wood.
5. (Photos 812-813) Touchup paint.

**900 ANTES DRIVE BRIDGE OVER ALLEN'S CREEK**

Antes Drive Bridge over Allen's Creek, built in 1925, is a contributing asset of the Historic District. At Antes Drive Bridge over Allen's Creek the following work needs to be done:

1. (Photos 901-902) Touchup paint.

**1000 TENNIS COURTS AND SHUFFLEBOARD COURTS**

(Photos 1001-1005) The tennis courts and shuffleboard courts were built in 1937-1938 and are contributing elements of the Historic District. The tennis courts are well-maintained. The shuffleboard courts could use maintenance, but are probably not used. This may be because they need maintenance.

**1100 SKATEBOARD AREA**

(Photo 1004) Skateboard area appears to be well-maintained.

**1200 BALLFIELDS**

(Photos 1201-1205) The South Baseball Diamond was built in 1925 and rebuilt in 1933. The North Baseball Diamond was built in 1927 and rebuilt in 1931. Both baseball diamonds are contributing assets of the Historic District.

The ballfields are frequently used and appear to be well-maintained.

**1300 SOUTH BASEBALL DIAMOND BATHROOM BUILDING**

The South Baseball Diamond Bathroom Building, built in 1963, is a non-contributing asset of the Historic District.

(Photo 1301) At the South Baseball Diamond Bathroom Building the following work needs to be done:

1. (Photos 1302-1303) Replace deteriorated plywood.
2. (Photos 1304-1305) Touchup paint.
3. (Photo 1306) Address condition at doorjamb.

**1400 STORE BUILDING**

The Store Building, built in 1939, is a contributing asset of the Historic District.

(Photo 1401) At the Store Building the following work needs to be done:

1. (Photos 1402-1408) Clean and fill (seal) the opening at the bottom of the building to prevent water intrusion. When this is done provide a slope away from the building.
2. (Photos 1409-1410) Tuck point as required. Do not use Portland cement to point stone, use appropriate mortar.
3. (Photos 1410-1412) Touchup paint.

**1500 VETERANS MEMORIAL SWIMMING POOL / FAMILY AQUATIC CENTER**

The Swimming Pool, built in 1958, is a contributing asset of the Historic District.

The Family Aquatic Center, built in 1974, is a noncontributing asset of the Historic District.

(Photos 1501-1504) At the Swimming Pool / Family Aquatic Center the following work needs to be done:

1. Repair plaster at walls.

**1600 DEPARTMENT OF PUBLIC WORKS GARAGES AND STORAGE SHED**

Department of Public Works Garages and Storage Shed, built in 1965 and 1984, are noncontributing assets of the Historic District.

At the Department of Public Works' buildings the following work needs to be done:

1. (Photos 1601-1602) Paint touchup.
2. (Photos 1603-1608) Where metal has been damaged apply paint to prevent rust.
3. (Photo 1609) Repair roof at Storage Building.

**1700 STONE RETAINING WALLS**

(Photos 1701-1702) Repair retaining walls.

**1800 GAZEBO**

At the Gazebo the following work needs to be done:

1. (Photos 1801-1802) Repair roof.
2. (Photos 1803-1804) Paint unfinished wood.
3. (Photo 1805) Touchup paint.

**2900 FIREPLACE**

At the Fireplace the following work needs to be done:

1. (Photo 1901) Tuck point as required. Do not use Portland cement to point stone, use appropriate mortar.
2. (Photos 1902-1904) Clean out firebox and chimney.
3. (Photos 1905-1906) Restore stone cap at the side of the firebox and at the top of the chimney.

**2000 BATH HOUSE**

The Bathroom, built 1924 – 1925, is a contributing asset of the Historic District.

At the Bathroom the following work needs to be done:

1. (Photos 2001-2010) Tuck point as required. This is a concrete block building and Portland cement mortar is appropriate to be used for pointing. Open joints should be pointed with mortar, not caulk.
2. (Photos 2011-2018) Touchup paint and paint unfinished wood.
3. (Photos 2017) Remove wasps' nests.
4. (Photos 2019-2024) Clean and fill (seal) opening at the bottom of the wall. Provide positive drainage away from the building with this detail.
5. (Photos 2001-2002 & 2009-2010) Restore windows.
6. If there is a ceiling in this building, provide appropriate attic ventilation.

**2100 NORTH BASEBALL DIAMOND BUILDING**

The North Baseball Diamond Building, built in 1975, is a noncontributing asset of the Historic District.

(Photos 2101-2104) Touchup paint.

**2200 NORTH BASEBALL DIAMOND BATHROOM BUILDING**

The North Baseball Diamond Bathroom Building, built in 1988, is a noncontributing asset of the Historic District.

(Photos 2201-2204) At the North Baseball Diamond Bathroom Building the following work needs to be done:

1. Touchup paint.
2. Remove stones from roof.

**2300 375 BURR W. JONES CIRCLE**

At 375 Burr W. Jones Circle the following work needs to be done:

1. (Photos 2301-2319) Touchup paint and paint unfinished wood.
2. (Photo 2319) Remove bird's nest.
3. (Photo 2320) Paint metal to prevent rust.

**2400 HORSE BARN SHELTER HOUSE**

The Horse Barn Shelter House, built in 1971, is a noncontributing asset of the Historic District.

(Photos 2401-2405) At the Horse Barn Shelter House the following work needs to be done:

1. Touchup paint.
2. Paint unfinished wood.
3. Remove birds' nests.

**2500 CANON MOUNT**

(Photos 2501-2505) Remove vegetation.

**2600 BANDSTAND – WARMING HOUSE**

The Bandstand – Warming House, built in 1937 – 1940, is a contributing asset of the Historic District.

At the Bandstand - Warming House the following work needs to be done:

1. (Photos 2601-2614) Due to foundation failure at the stair, the stair is pulling away from the building. It is imperative to stabilize his failing foundation condition as soon as possible. This structural failure is a life safety issue. **This item is high priority.**
2. (Photo 2615) The corner of the building at the stair is suffering from this same condition. Corner of the building is being pulled away from the building with the stair. This condition needs to be addressed immediately to avoid further damage to the building. This structural failure is a life safety issue. **This item is high priority.**
3. (Photos 2616-2624) Touchup paint.
4. (Photo 2625) Clean and fill (seal) opening at the bottom of the wall. Provide positive drainage away from the building with this detail.
5. (Photos 2617, 2619, & 2626-2627) Paint unfinished wood.
6. (Photos 2627-2629) Tuck point as required. Do not use Portland cement to point stone, use appropriate mortar.
7. (Photos 2630-2632) Repair wood deck at Lake and paint or seal.
8. (Photos 2618 & 2631) Restore windows.21,
9. (Photos 2635-2638) Replace missing stone at Southeast corner.
10. (Photos 2639-2641) Fill void above South door with appropriate mortar.

**2700 LEONARD PARK SHELTER HOUSE**

The Leonard Park Shelter House, built in 1959, is a contributing asset of the Historic District.

(Photos 2701-2709) At the Leonard Park Shelter House the following work needs to be done:

1. Touchup paint.
2. At steel elements, properly prepare metal prior to paint touchup.

**2800 LEONARD PARK BATHROOM BUILDING**

The Leonard Park Bathroom Building, built in 1912, is a contributing asset of the Historic District.

At the Leonard Park Bathroom Building the following work needs to be done:

1. (Photos 2801-2806 & 2814-2816) Tuck point as required. This is a concrete block building and the use of Portland cement mortar is appropriate. Caulk is not an appropriate pointing material.
2. (Photos 2807-2809) Touchup paint.
3. (Photos 2810-2813) Restore stone element on more side of building.

**2900 LEONARD PARK FIREPLACE**

(Photos 2901-2911) Restore stone fireplace.





uck House Horseshoe Lagoor



uck House Horseshoe Lagoor



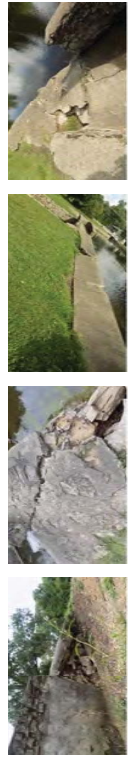
Table and Seats Horseshoe Lt



uck House Hrseshoe Lagoor



ockbridge at Forseshoe Lagoor



ge Approach Horseshoe Lagc



tone Table Hrseshoe Lagoor



uck House Horseshoe Lagoor



uck House Horseshoe Lagoor



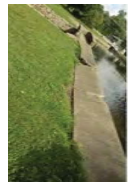
Table and Seats Horseshoe Lt



uck House Horseshoe Lagoor



uck House Horseshoe Lagoor



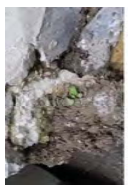
ge Approach Horseshoe Lagc



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uck House Horseshoe Lagoor



uck House Horseshoe Lagoor



Table and Seats Horseshoe Lt



Creek Rip-Rap Horseshoe La



uck House Horseshoe Lagoor



ge Approach Horseshoe Lagc



ockbridge at Horseshoe Lagoor



House Islant Horseshoe Lagc



Table and Seats Horseshoe Lt



Table and Seats Horseshoe Lt



uck House Horseshoe Lagoor



ge Approach Horseshoe Lagc



ockbridge at Horseshoe Lagoor



ve Fireplace at Horseshoe La



ve Fireplace at Horseshoe La



ve Fireplace at Horseshoe La



110 Henneberry Shelter House



115 Henneberry Shelter House



120 Henneberry Shelter House



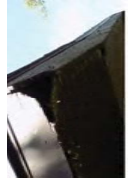
ve Fireplace at Horseshoe La



ve Fireplace at Horseshoe La



106 Henneberry Shelter House



111 Henneberry Shelter House



116 Henneberry Shelter House



126 Henneberry Shelter House



ve Fireplace at Horseshoe La



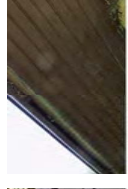
ve Fireplace at Horseshoe La



107 Henneberry Shelter House



112 Henneberry Shelter House



117 Henneberry Shelter House



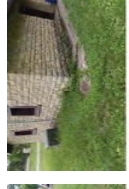
127 Henneberry Shelter House



ve Fireplace at Horseshoe Lagc



103 Henneberry Shelter House



108 Henneberry Shelter House



113 Henneberry Shelter House



118 Henneberry Shelter House



128 Henneberry Shelter House



ve Fireplace at Horseshoe La



104 Henneberry Shelter House



109 Henneberry Shelter House



114 Henneberry Shelter House



119 Henneberry Shelter House



129 Henneberry Shelter House





330 Henneberry Shelter House



331 Henneberry Shelter House



332 Henneberry Shelter House



401 Airtex Cabin



402 Airtex Cabin



501 Allen's Creek Footbridge



502 Allen's Creek Footbridge



503 Allen's Creek Footbridge



504 Allen's Creek Footbridge



505 Allen's Creek Footbridge



506 Allen's Creek Footbridge



507 Allen's Creek Footbridge



508 Allen's Creek Footbridge



509 Allen's Creek Footbridge



510 Allen's Creek Footbridge



511 Allen's Creek Footbridge



512 Allen's Creek Footbridge



513 Allen's Creek Footbridge



514 Allen's Creek Footbridge



515 Allen's Creek Footbridge



601 Allen's Creek Rip-Rap



602 Allen's Creek Rip-Rap



603 Allen's Creek Rip-Rap



604 Allen's Creek Rip-Rap



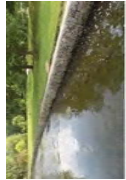
605 Allen's Creek Rip-Rap



606 Allen's Creek Rip-Rap



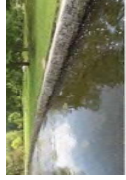
607 Allen's Creek Rip-Rap



608 Allen's Creek Rip-Rap



609 Allen's Creek Rip-Rap at Horseshoe L



610 Allen's Creek Rip-Rap



611 Allen's Creek Rip-Rap at East L



612 Allen's Creek Rip-Rap at East L



613 Allen's Creek Rip-Rap at East L



614 Allen's Creek Rip-Rap at East L



615 Allen's Creek Rip-Rap at East L



702 Disk Golf Stations



703 Disk Golf Stations



804 Bell Tower



805 Bell Tower



806 Bell Tower



807 Bell Tower



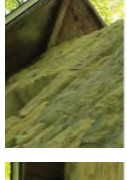
808 Bell Tower



809 Bell Tower



810 Bell Tower



811 Bell Tower



812 Bell Tower



813 Bell Tower



1000 Drive Bridge Over Allens



1001 Shuffleboard Courts



1002 Tennis Courts



1003 Tennis Courts



1004 Tennis Courts



1200 South Baseball Diamond



1201 South Baseball Diamond



1202 South Baseball Diamond



1203 South Baseball Diamond



1204 South Baseball Diamond



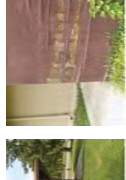
1205 North Baseball Diamond



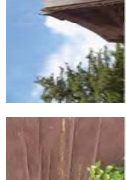
1206 North Baseball Diamond



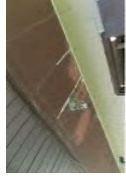
1207 North Baseball Diamond



1208 North Baseball Diamond



1209 North Baseball Diamond



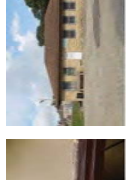
1400 Store Building



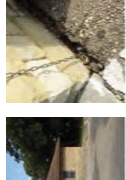
1401 Store Building



1402 Store Building



1403 Store Building

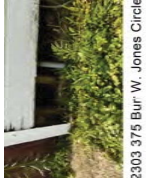


1404 Store Building









2303 375 Bur W. Jones Circle



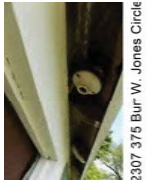
2304 375 Bur W. Jones Circle



2305 375 Bur W. Jones Circle



2306 375 Bur W. Jones Circle



2307 375 Bur W. Jones Circle



2308 375 Bur W. Jones Circle



2309 375 Bur W. Jones Circle



2310 375 Bur W. Jones Circle



2311 375 Bur W. Jones Circle



2312 375 Bur W. Jones Circle



2313 375 Bur W. Jones Circle



2314 375 Bur W. Jones Circle



2315 375 Bur W. Jones Circle



2316 375 Bur W. Jones Circle



2317 375 Bur W. Jones Circle



2318 375 Bur W. Jones Circle



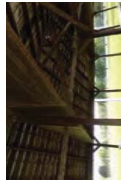
2319 375 Bur W. Jones Circle



2320 375 Bur W. Jones Circle



2401 Horse Barn



2402 Horse Barn



2403 Horse Barn



2404 Horse Barn



2405 Horse Barn



2501 Canon Mount



2502 Canon Mount



2503 Canon Mount



2504 Canon Mount



2505 Canon Mount



01 Bandstand - Warming Hou



02 Bandstand - Warming Hou



03 Bandstand - Warming Hou



04 Bandstand - Warming Hou



05 Bandstand - Warming Hou



06 Bandstand - Warming Hou



07 Bandstand - Warming Hou



08 Bandstand - Warming Hou



09 Bandstand - Warming Hou



10 Bandstand - Warming Hou



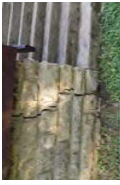
11 Bandstand - Warming Hou



13 Bandstand - Warming Hou



14 Bandstand - Warming Hou



15 Bandstand - Warming Hou



16 Bandstand - Warming Hou



18 Bandstand - Warming Hou



19 Bandstand - Warming Hou



20 Bandstand - Warming Hou



21 Bandstand - Warming Hou



23 Bandstand - Warming Hou



24 Bandstand - Warming Hou



25 Bandstand - Warming Hou



26 Bandstand - Warming Hou



28 Bandstand - Warming Hou



29 Bandstand - Warming Hou



30 Bandstand - Warming Hou



31 Bandstand - Warming Hou



35 Bandstand - Warming Hou



36 Bandstand - Warming Hou



37 Bandstand - Warming Hou



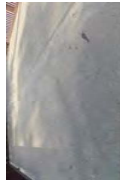
38 Bandstand - Warming Hou



40 Bandstand - Warming Hou



41 Bandstand - Warming Hou



42 Bandstand - Warming Hou



43 Bandstand - Warming Hou

01 Leonard Park Shelter Hou



12 Bandstand - Warming Hou



17 Bandstand - Warming Hou



22 Bandstand - Warming Hou



27 Bandstand - Warming Hou



34 Bandstand - Warming Hou



39 Bandstand - Warming Hou





'02 Leonard Park Shelter Hou:



'03 Leonard Park Shelter Hou:



'04 Leonard Park Shelter Hou:



'05 Leonard Park Shelter Hou:



'06 Leonard Park Shelter Hou:



'07 Leonard Park Shelter Hou:



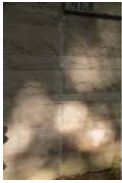
'08 Leonard Park Shelter Hou:



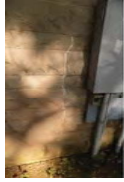
'09 Leonard Park Shelter Hou:



1 Leonard Park Bathroom Bul



2 Leonard Park Bathroom Bul



3 Leonard Park Bathroom Bul



4 Leonard Park Bathroom Bul



5 Leonard Park Bathroom Bul



3 Leonard Park Bathroom Bul



7 Leonard Park Bathroom Bul



3 Leonard Park Bathroom Bul



3 Leonard Park Bathroom Bul



3 Leonard Park Bathroom Bul



1 Leonard Park Bathroom Bul



2 Leonard Park Bathroom Bul



3 Leonard Park Bathroom Bul



4 Leonard Park Bathroom Bul



5 Leonard Park Bathroom Bul



3 Leonard Park Bathroom Bul



2901 Leonard Park Fireplace



2902 Leonard Park Fireplace



2903 Leonard Park Fireplace



2904 Leonard Park Fireplace



2905 Leonard Park Fireplace



2906 Leonard Park Fireplace



2907 Leonard Park Fireplace



2908 Leonard Park Fireplace



2909 Leonard Park Fireplace



2910 Leonard Park Fireplace



2911 Leonard Park Fireplace



Dead Trees in Leonard Park



Iron Grill - 1



Iron Grill - 2



Iron Grill - 3



Leonard Park Bat House - 2



Leonard Park Bat House - 3



Leonard Park Sand Box



Restored Footbridge - 1



Leonard Park Bat House - 1



**Appendix E**  
**West Side Park Concepts**





## Appendix F Pool Concepts

Submitted and reviewed by Common Council



POOL DESIGN SCHEME 2 4.3



VETERAN'S MEMORIAL AQUATIC CENTER - SCHEME 2  
LAKE LOTTA PARK  
EVANSVILLE, WI  
11 SEPTEMBER 2017



POOL DESIGN SCHEME 3 4.4



VETERAN'S MEMORIAL AQUATIC CENTER - SCHEME 3  
LAKE LOTTA PARK  
EVANSVILLE, WI  
11 SEPTEMBER 2017





**Appendix G**  
**Park Action Item Illustrations**

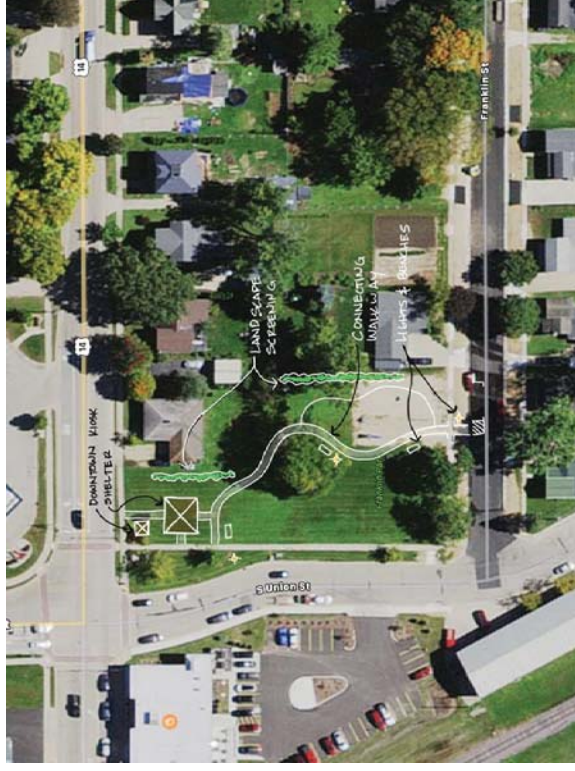
**Peace Park**

Lighting and Signage for "Sense of entry"



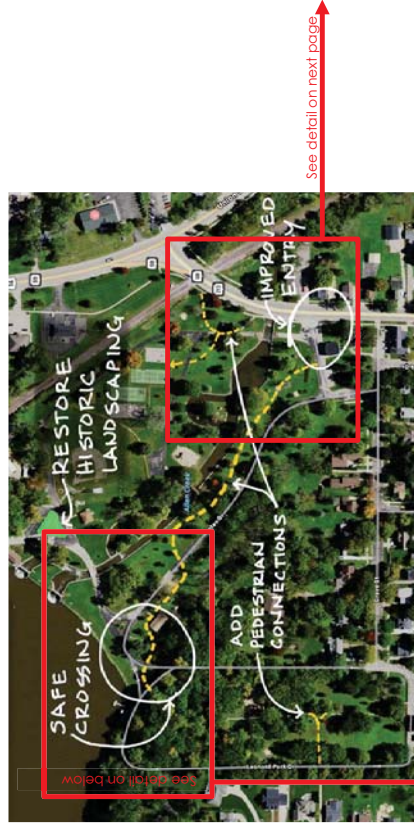
**Franklin Park**

Connecting walkways, lighting, benches, and landscape screening. Kiosk and shelter to integrate and welcome visitors to downtown.





**Leonard-Leota Park**  
 Improved Entry and pedestrian access. A more comprehensive pedestrian walkway system would help with park access. Creating a strong sense of entry will welcome visitors from Madison Street.







## Grasspave<sup>2</sup> Porous Grass Paver

### Made From 100% Recycled Plastic

For a green porous paving solution built to last, trust Grasspave<sup>2</sup> – the industry's leader since 1982. Designed by a Landscape Architect, Grasspave<sup>2</sup> comes in easy-to-install rolls. It's flexible, lightweight, durable and provides design versatility to any project. Due to its incredible strength, Grasspave<sup>2</sup> offers limitless solutions to practical applications such as fire

lanes, parking lots and helicopter landing pads. With an expected lifespan of over 60 years, Grasspave<sup>2</sup> provides a long-term green paving alternative that can reduce CO<sub>2</sub> emissions and filter out environmental toxins through bioremediation. In fact, an acre of grass makes a better "carbon sink" than an acre of trees and produces roughly four times the oxygen.

### Grass is Greener

Grasspave<sup>2</sup> is a 100% recycled ring-on-grid structure that supports and protects grass roots to withstand pedestrian and heavy-weight vehicular traffic. With a compression strength of 15,940 psi, Grasspave<sup>2</sup> is over five times stronger than concrete and can support the weight of virtually any vehicle. 92% void space enables excellent root development and rapid stormwater drainage.

Install 430 square feet of product with one person in five minutes with our easy-to-install rolls. Bend, trim with pruning shears, or use our curve chart to easily create curves or customize layouts.

Made in the USA

### The Grasspave<sup>2</sup> Advantages

- Design Flexibility
- High Compressive Strength (15,940psi)
- Easy, Quick Installation
- 92% Void Space
- All Weather
- Reduces CO<sub>2</sub> and Toxin Filtration
- Long Life Span (60+) Years
- Environmental Beautification

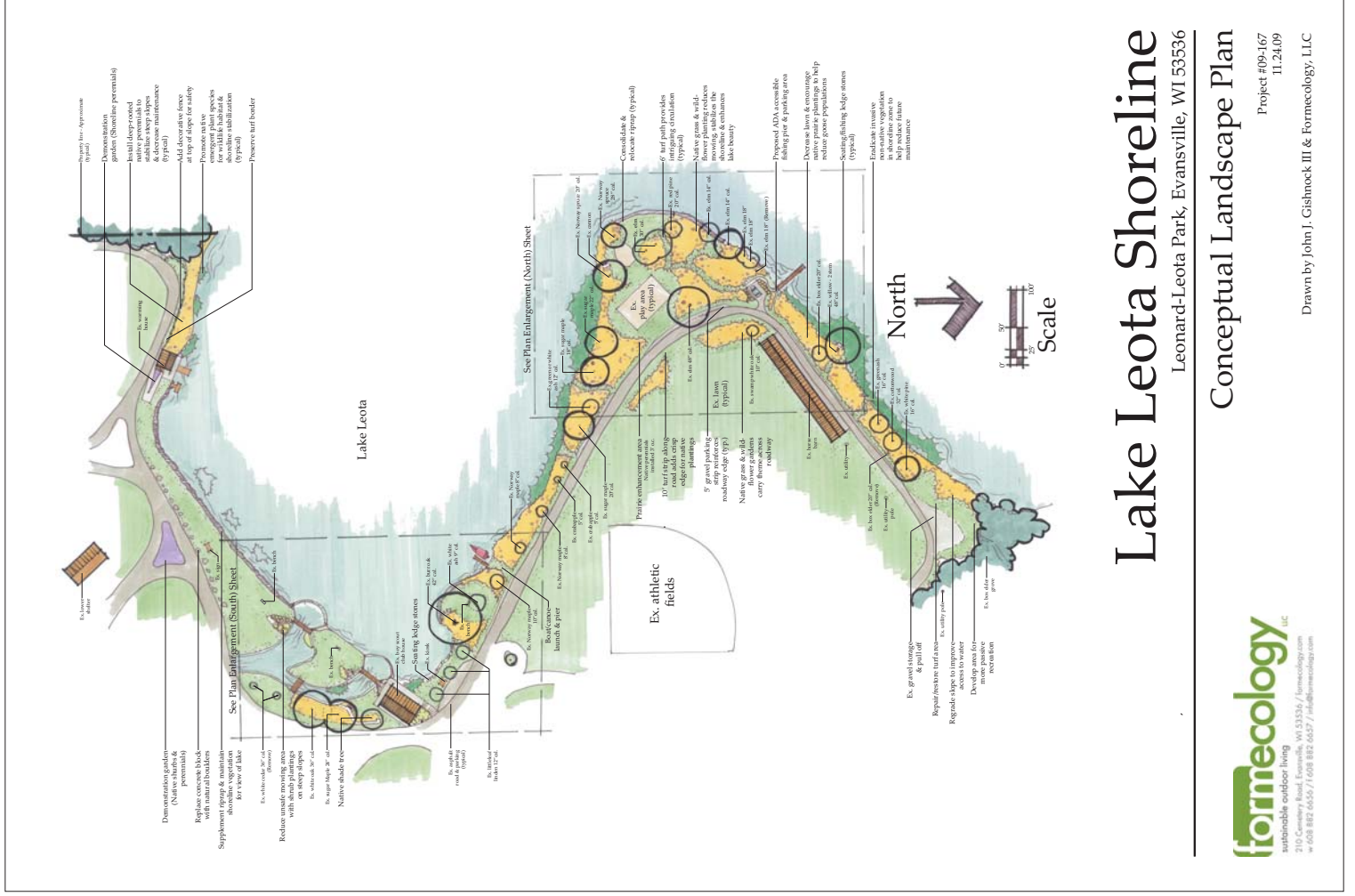
### Applications

- Fire Lanes, Utility and Emergency Access Roads
- Parking Lots
- Driveways
- Outdoor Event Spaces
- Paths and Walkways (ADA Compliant)
- Ramps, Docks and Loading Areas
- Airplane Taxiing Areas
- Helicopter Landing Pads



**Appendix H**  
**Leonard-Leota Park Landscape Concepts**

Concepts drafted by Formecology, LLC

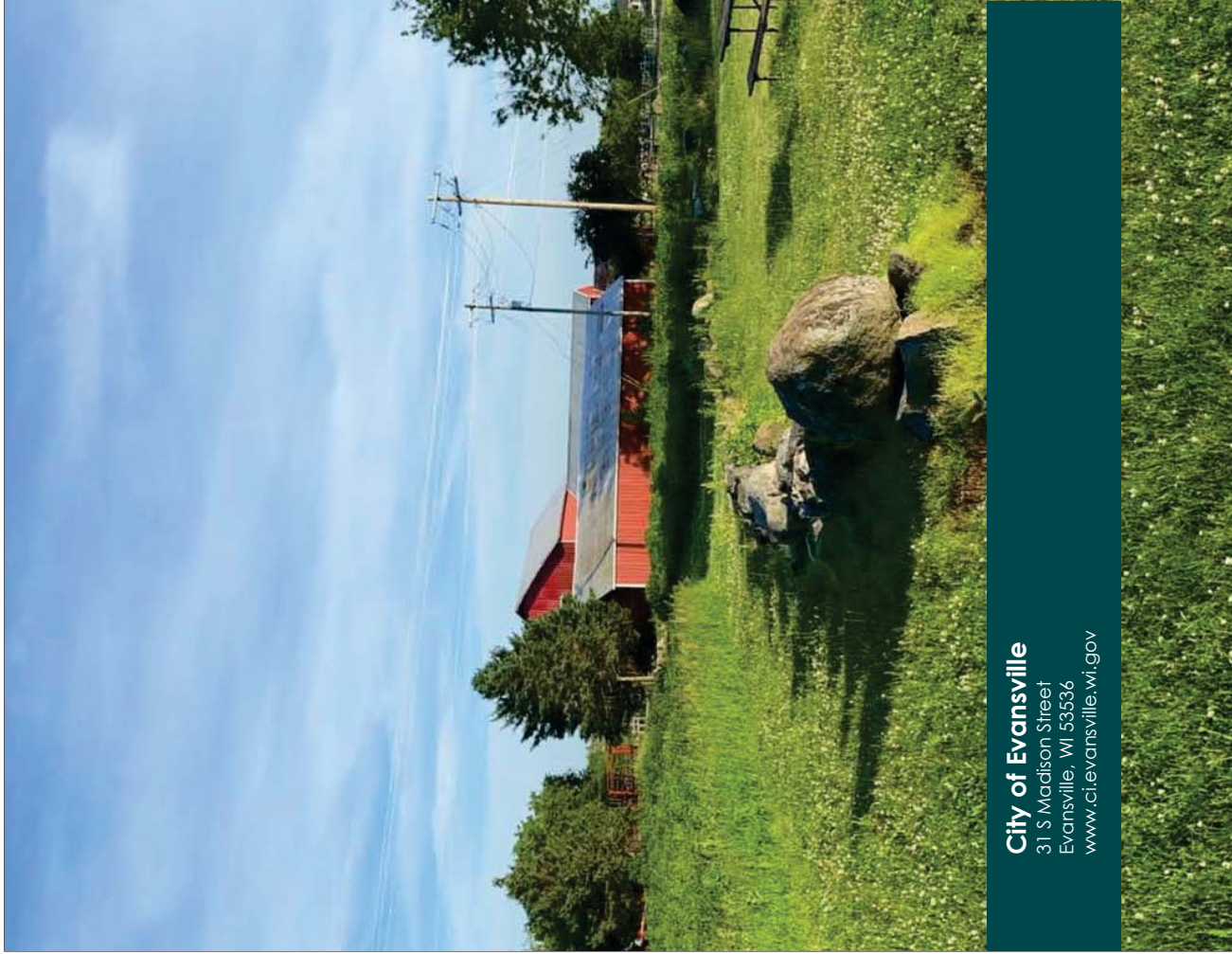


# Lake Leota Shoreline









**City of Evansville**

31 S Madison Street  
Evansville, WI 53536  
[www.ci.evansville.wi.gov](http://www.ci.evansville.wi.gov)





Appendix F: Carbon Neutrality Resolution 2021-21



**CITY OF EVANSVILLE  
RESOLUTION #2021-21**

*City of Evansville Carbon Neutrality Plan 2050*

WHEREAS, the City of Evansville is committed to creating a vibrant future for our community by taking responsible and effective action in all city operations to become resilient to the devastating effect of climate change on our health and well-being, ecosystems and economy; and

WHEREAS, the City has been committed to reducing its carbon footprint since resolving in 2009 to adopt a 25 by 25 Plan as an Energy Independent Community and these recommendations update and succeed that earlier goal; and

WHEREAS, the City envisions a climate and energy planning process that will reflect community values and stakeholder participation to develop carbon neutral means to reach these goals. Stakeholders include residents, low-income and minority populations, large and small businesses, the educational community, institutions, all municipal entities, the building and construction trades, transportation providers, waste companies and many others; and

WHEREAS, the City is committed to ensuring all residents enjoy the benefits of energy efficiency and renewable energy, carbon-free transportation, fair utility rates, and employment opportunities of a clean energy economy; and

WHEREAS, community-based environmental infrastructure development, led by the City's example, will benefit the entire community and provide jobs, increase economic activity, and provide equity benefits; and

WHEREAS, youth and future generations will be most severely impacted by climate change, and it is the duty of current leaders to act promptly and resolutely to mitigate climate change for their benefit; and

WHEREAS, the City acknowledges that low-income residents and other vulnerable communities are often most burdened by energy rates and climate impacts; and,

WHEREAS, these recommendations will advance the City's mission to assure the common good through services essential for a safe, sustainable, engaged and healthy community; and

WHEREAS, the process to achieve these ambitious goals represents a journey that needs to be realistic and sensitive to unintended impacts, careful and ongoing planning is necessary to understand what is practical in the short term while continuing to build efforts in the mid and long-term target ranges, where technological advancements occur and costs decline; and

WHEREAS, these recommendations align with policy and principles within several adopted plans, including but not limited to, the City Comprehensive Plan adopted most recently in 2014 and;

WHEREAS, Evansville's utility provider, WPPI is supportive of the State of Wisconsin's goal to achieve 100% carbon-free energy by 2050 and has continued its longstanding work to reduce CO2 emissions; and

WHEREAS, WPPI's two most recent major power supply resources are renewable and the addition in 2021 of the new Point Beach Solar Energy Center will keep WPPI on track to achieve a more than 45% reduction in CO2 emissions from 2005 levels by 2025; and



WHEREAS, WPPI is engaged in sustainability at the highest level of the company and will be a key partner in creating additional cost-effective renewable energy generation, electrified transportation, energy efficiency improvements, and a progressive grid to assist the City in achieving its clean energy and resilience goals; and

WHEREAS, achieving these energy goals will require concerted action from individuals and the community, from local and state governments, and from businesses and utilities.

NOW, THEREFORE, BE IT RESOLVED, that, given energy efficiency is a key and economical choice for meeting energy needs and reducing our carbon footprint, the City will advance energy efficiency and conservation projects, programs and outreach using a 2019 greenhouse gas baseline to evaluate progress; and

BE IT FURTHER RESOLVED, by the City Council of the City of Evansville that it adopts the following sustainability goals:

- Achieve 100% municipal carbon neutrality by 2050 with an incremental drawdown target of 60% by 2030; and


BE IT FURTHER RESOLVED, the City will meet its 100% carbon neutrality goals for city operations including buildings, infrastructure and fleet by:

- reducing its energy use for city operations by at least 15% by 2030, 40% by 2040 and 50% by 2050; and
- meeting 60% of its electric needs for City operations through carbon neutral energy resources by 2030 and 100% by 2050; and
- meeting 65% of all City operations energy needs with carbon neutral energy by 2030, 85% by 2035, and 100% by 2040; and

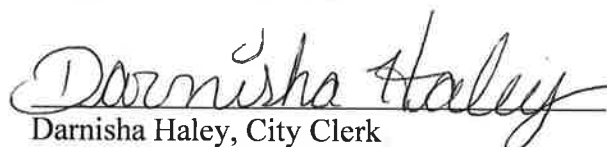
BE IT FURTHER RESOLVED, the City will prioritize carbon-free and renewable resources and programs during the transition to 100 percent carbon neutrality and will encourage and incent comparable measures for businesses and residences within the utility footprint; and

BE IT FURTHER RESOLVED, that this resolution requires that the Mayor, City Council, Committees, Commissions and staff actively reduce climate change impacts by amending and developing plans, ordinances, policies and budgets to move the city operations of Evansville to being a 100% carbon neutral and energy resilient city in order to create a healthier, safer and more prosperous community.

Passed and adopted this 10<sup>th</sup> day of August, 2021.

  
William C. Hurtley, Mayor

ATTEST:

  
Darnisha Haley, City Clerk

Introduced: 08/10/2021  
Adopted: 08/10/2021  
Published: 08/18/2021

## Appendix G: 2023 North Rock County Energy Plan (reserved)

(Plan will be incorporated into Appendix pending adoption in 2023)



Appendix H: Ordinance 2022-12





SECOND READING  
CITY OF EVANSVILLE  
ORDINANCE #2022-12

AN ORDINANCE TO ADOPT A TEN-YEAR UPDATE TO THE SMART GROWTH  
COMPREHENSIVE PLAN OF THE CITY OF EVANSVILLE, WISCONSIN.

The Common Council of the City of Evansville, Rock County, Wisconsin, do ordain as follows:

WHEREAS, Pursuant to §62.23(2) and (3) of Wisconsin Statutes, the City of Evansville is authorized to prepare and adopt a comprehensive plan as in Sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes: and

WHEREAS, The City of Evansville, Wisconsin, adopted the *City of Evansville, WI Smart Growth Comprehensive Plan* in June, 2005 and plan amendments in May, 2011 and November 2015; and

WHEREAS, City of Evansville staff, working under the direction of the Plan Commission and Common Council, have prepared a comprehensive plan amendment entitled *City of Evansville, WI Smart Growth Comprehensive Plan, updated September 2022*.

WHEREAS, The document entitled *City of Evansville, WI Smart Growth Comprehensive Plan, updated September 2022* supersedes all previous comprehensive plans and amendments.

WHEREAS, As part of the City's original adoption of the smart growth comprehensive plan, The Common Council of the City of Evansville, Wisconsin, adopted and has since followed written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required under §66.1001(4)(a); and

WHEREAS, The Plan Commission of the City of Evansville, Wisconsin by a majority vote on October 5<sup>th</sup>, 2015 of the entire Plan Commission has recommended to the Common Council the adoption of the document entitled, *City of Evansville, WI Smart Growth Comprehensive Plan, updated September 2022*: which contains all of the elements specified in §66.1001(2); and

WHEREAS, The City of Evansville, Wisconsin, has held a public hearing September 13, 2022 on this ordinance, in compliance with the requirements of §66.1001(d)(4); and

WHEREAS, The Common Council of the City of Evansville, Wisconsin, does, by enacting this ordinance formally adopt the document entitled, *City of Evansville, WI Smart Growth Comprehensive Plan, updated September 2022*, together with any modifications noted in the minutes of the meeting of the Common Council on September 13, 2022, pursuant to §66.1001(4)(c); and

WHEREAS, This ordinance shall take effect upon its passage by a majority of the members elect of the Common Council of the City of Evansville, Wisconsin, and publication as provided by law;

NOW THEREFORE, The Common Council for the City of Evansville, Rock County, Wisconsin, ordain that the document entitled *City of Evansville, WI Smart Growth Comprehensive Plan, updated September 2022* is hereby adopted.

Passed and adopted this 13<sup>th</sup> day of September, 2022

\_\_\_\_\_(SEAL)  
Dianne C. Duggan, Mayor

ATTEST: \_\_\_\_\_(SEAL)  
Leah Hurtley, Deputy City Clerk

Introduced: August 9, 2022  
Notices published: 08/10/2022 & 08/17/2022  
Public hearing held: 09/13/2022  
Adopted: 09/13/2022  
Published: 09/---/2022 (within 10 days of adoption)

*Sponsored by Alderperson ----- and ----- Cole*

*First reading draft prepared on 08/05/22 by Jason Sergeant, City Administrator*