

# 10. Future Land Use

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## Land Use Vision

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

## Goals

- Create a healthy, livable community that attracts quality residential and business development.
- Balance continued growth with the desire to maintain the City's small-town walkability, historic character.
- Create a destination point for residents and visitors
- Design new residential development to be more attractive to people who want to live in a walkable urban setting.

## Policies

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

- Grow in a logical and efficient manner by prioritizing development within Evansville's 20 year growth area.
- Only allow new development that is adjacent to existing development (and City services).  
Direct the majority of the community's growth north, towards Madison.
- Use extraterritorial powers to prevent development at rural densities from occurring within the future growth area of the City.
- Review all development proposals in accordance with this Comprehensive Plan.
- Provide sidewalks, trails, and other pedestrian and cycling connections throughout the community.
- Promote energy efficient building and design practices by encouraging development that complies with the Environmental Protection Agency's Energy Star program, the LEED, LEED-ND, or similar programs.
- Preserve environmentally significant land and environmental corridors and create spaces throughout the community for citizens to be physically active (e.g. parks, trails, sidewalks, natural areas).
- Build commercial and mixed-use structures to the sidewalk and face entrances towards pedestrian traffic to promote walkability.
- Make the front of the building "permeable" (i.e., no blank walls, use windows, doors, material changes and other amenities to keep the buildings interesting).
- Require pedestrian amenities and functional landscaping in parking lots and adjacent to industrial development to improve safety and reduce the visual and environmental impact.
- Discourage parking lots in front of buildings, in favor of on street parking and shared driveways.
- Use Transit Oriented Development principles to increase density around primary transportation corridors.
- Encourage infill and new development based on Traditional Neighborhood Design and New Urbanism principles, especially in and adjacent to the downtown.
- Improve connectivity by using grid patterns and using trails and sidewalks to make walking easy and safe.
- Use metrics such as net density to evaluate new development proposals and to track City progress over time.
- Develop stormwater management areas as functional and attractive open spaces.
- Evaluate the accessibility of land use proposals, including sidewalk ramps, access to spaces, and parking layout.
- Coordinate with utilities and public facilities to plan for efficient growth.

## Introduction

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

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



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

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

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

## Tools & Strategies to Support the Planning Goals

What follows is a description of important planning and regulatory tools and strategies that are important to the successful pursuit of the goals for planning in Evansville through 2040 and beyond.

### Traditional Neighborhood Design and New Urbanism

The City of Evansville is a unique community that offers a walkable mix of uses that attracts residents to the area and showcases the City's small-town charm. Recent development has not always been responsive enough to these priorities. Evansville offers a neighborhood setting that is distinct from nearby towns. Town development is generally on larger lots with little to no community areas, requiring driving for nearly all goods and services. Population trends presented in Chapter 3 indicate that people increasingly prefer the City's more compact, walkable, neighborhood-based environment which uses community water and sewer infrastructure.

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

New Urbanism is an international planning movement to reform the design of the built environment. Its goals are to raise the quality of life and standard of living by creating better places to live. Its principles can be applied both to new development and infill development, or can be used to reconfigure and revitalize declining suburban areas. New Urbanism puts priority upon buildings with front doors and porches, not garages, facing the street frontage. This puts “eyes on the street” as a means to promote safety and a sense of community.



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

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

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



FIGURE 10C: EVANSVILLE'S HISTORIC DOWNTOWN DISPLAYS PRINCIPLES OF TND AND NEW URBANISM

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

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

## Compact

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



Compact development also means that the developed area is designed for human scale rather than the automobile. This includes being sensitive to walking distances, heights and designs of buildings, design of streetlights, signs, sidewalks and other features. Landscaping, including terrace trees, in front yards, and narrower streets help to slow traffic and promote neighborhood safety. The images to the right show examples of attractive, compact housing development. These images were highly rated in the 2015 Evansville visual preference survey.

By embracing concepts of New Urbanism and Traditional Neighborhood Design, the City will enhance its livability and provide a distinctive choice for homebuyers looking for a quality of life that can only be found in Evansville's small-town setting.

### Mixed Use and Mixed Housing

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

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

### Walkable Street Patterns, Sidewalks, and Bikeways

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

### Cultural and Environmental Design

TND can foster a sense of community identity. The design of buildings and their placement receives special attention to promote community interaction and socializing. Evansville has a rich history of architecture in its historic districts,



FIGURE10D: HIGHLY RATED COMPACT SINGLE FAMILY HOME FROM THE 2015 VISUAL PREFERENCE SURVEY. Source: Complete Communities Delaware



FIGURE10E: HUMAN SCALE MULTIFAMILY HOUSING Source: Kephart.com

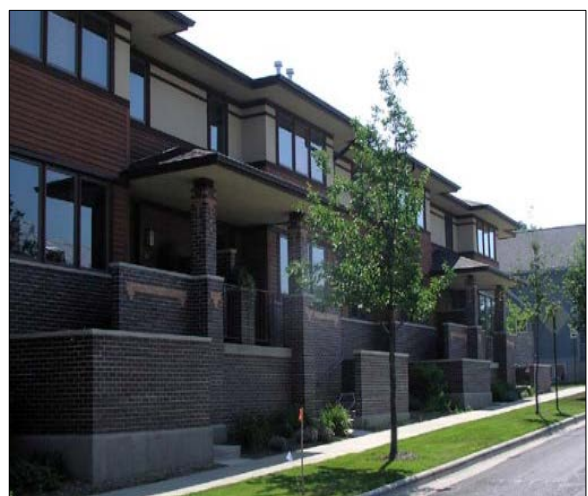


FIGURE10F: PRAIRIE STYLE TOWNHOMES RESPECT REGIONAL ARCHITECTURE IN MIDDLETON HILLS, A TND IN MIDDLETON, WI. Image Source: dkolb.org



**FIGURE10G: MIXED USES AND MIXED HOUSING**

presenting an opportunity to draw from this architecture to create context sensitive design of new developments. Provision of adequate open spaces, use of indigenous vegetation, and the use of environmentally responsive storm water management systems are equally important.

### **Sustainable**

Sustainable neighborhoods improve the health of the residents and increase resiliency to changing energy prices and environmental conditions. Sustainability includes energy efficiency, walkability, stormwater management, and water conservation. The EPA Energy Star Program has guidelines that can be used as a

standard for new housing construction and to improve energy efficiency in older homes. Programs such as Leadership in Energy and Environmental Design (LEED) promotes sustainable building technologies, LEED for Neighborhood Development (LEED ND) promotes more sustainable and well-connected neighborhoods, and the Sustainable Sites Initiative (SITES) promotes sustainability at the site level. Additionally, sustainability measures have been shown to improve quality of life and reduce financial burdens on residents in the long run.

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

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

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

### **National TND Examples include:**

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

### **Local TND Examples include:**

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





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

Source: Veridian Homes, Realtor.com



FIGURE 10I: THE METRO MARKET GROCERY STORE IN GRANDVIEW COMMONS

Source: John Hart, Wisconsin State



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

Source: Veridian Homes



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

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

## Zoning and Subdivision Code Revisions

As the City continues to see its population increase, it can become more challenging to maintain the small-town atmosphere that people value. New development can compartmentalize the community by land uses (e.g. residential areas, commercial areas, etc.), if not properly planned, which is not authentic to the mixed-use

development pattern found in the established areas of the City. Sprawling, auto-dependent patterns that detract from the City's character can result in loss of that treasured small-town atmosphere.

Likewise, poorly planned growth can have an adverse impact on the City's services and facilities. It is critical to make sure that growth doesn't paradoxically affect Evansville's high quality of living. As discussed in Chapter 2, a plurality of respondents to the Community Surveys said they want City government to encourage moderate growth in housing and population.

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

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

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

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

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

#### Evansville's TND Ordinance Criteria:

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

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



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



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

### **Extraterritorial Zoning**

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

### **Official Map**

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

### **Planned Unit Development**

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

### **Growth Management**

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

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

### **Expanded Community Amenities**

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

## School Facilities

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

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

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

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

## Trails and Walkways

The Transportation Element includes a *Transportation Plan Map* that illustrates a potential trail route through the community. The community survey results also clearly express strong support for trail and sidewalk development. A survey conducted as part of the *City of Evansville Park and Outdoor Recreation Plan: 2020-2025* found "more walking and biking trails" to be the 3<sup>rd</sup> highest priority. The development of a trail system through Evansville encourages alternative transportation choices as described in the land use goals outlined in this chapter and expanded recreational choice. Trails have the potential to greatly improve the recreational choices in Evansville, as well as provide an environmental corridor for wildlife movement. Trails and walkways should be located through or adjacent to all new developments.

## Park & Ride

Approximately 29% of respondents to the community survey indicated they were likely to use a park and ride lot if one was established to commute to Madison, Janesville, and other communities; 38% indicated they would not use a park and ride lot, and 33% indicated they do not commute. Given the number of commuters travelling north to Madison, a centrally located Park & Ride could reduce the amount of traffic on USH 14, improving travel times, and safety. Given overall rising fuel costs, it is possible that more and more residents may find carpooling to be a viable transportation option sometime in the future. Similar to expanding trail routes, providing a park & ride helps to encourage alternative transportation choices in Evansville is consistent with the land use goals described in this chapter. Public parking lots in the downtown offer an opportunity to be used for carpooling and can attract morning and evening patrons of local coffee shops and businesses.

## Improved Park Facilities

In the Utilities and Community Facilities Element, the need for additional park facilities is discussed. When using parkland standards, the City of Evansville currently has an adequate amount of parkland to serve a population of over 7,000 residents. However, to maintain the current level of service as population is added there is a need for

improvements to the parks, as well as an increased number of small neighborhood level parks to improve the accessibility. The Orchard View subdivision is especially in need of a small neighborhood park. Potential future park sites are illustrated on the *Future Land Use Map*.

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

### **Lake Leota**

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

### **Downtown Services**

The City is committed to keeping essential goods and services in the walkable downtown where many residents are within walking distance, and the people that do drive to downtown can park their car and accomplish numerous errands on foot. The federal post office moved from downtown to allow expansion of the library. The City should encourage keeping other essential services in or near downtown, such as City Hall, Police, and the public library.

### **Preservation of Environmental Corridors**

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

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

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



## Traffic Calming <sup>1</sup>

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

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

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

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

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

Traffic calming techniques aimed at slowing vehicle speeds are recommended to address traffic on West Main Street, 5th Street, 6th Street and Porter Road. Several different



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



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



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

FIGURE 10M: EXAMPLES OF TRAFFIC CALMING

<sup>1</sup> Information from [www.trafficcontrol.org](http://www.trafficcontrol.org)

traffic calming devices that may be used in Evansville are illustrated on the next page.

## Improved Connectivity<sup>2</sup>

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

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

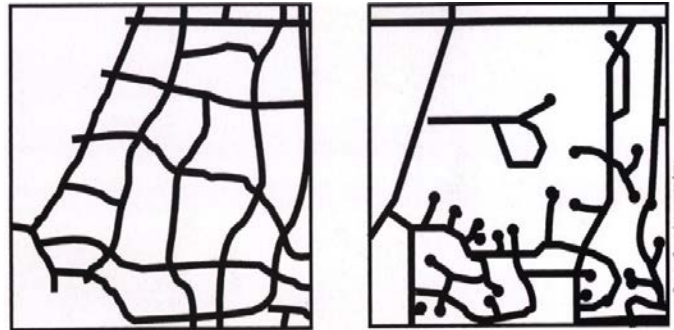


FIGURE 10N: (LEFT) A HIGH-CONNECTIVITY STREET NETWORK. (RIGHT) A LOW-CONNECTIVITY STREET NETWORK).

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

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

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

Increasing street connectivity will:

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

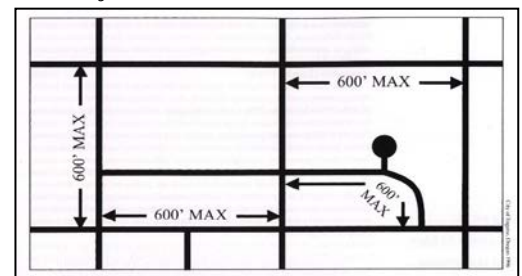


FIGURE 10O: BLOCK LENGTH REQUIREMENT

<sup>2</sup> Planning for Connectivity: Getting from Here to There, Susan Handy, Robert G. Paterson and Kent Butler, Planning Advisory Service Report Number 515, American Planning Association, 2003.

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

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

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

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

- Planning needs for future street connections through stub-out requirements;
- Restricting the use or length of cul-de-sacs;
- Prohibiting gated communities;
- Promoting pedestrian and bicycle connectivity (see illustration);
- Allowing for flexibility through performance standards and incentives; and

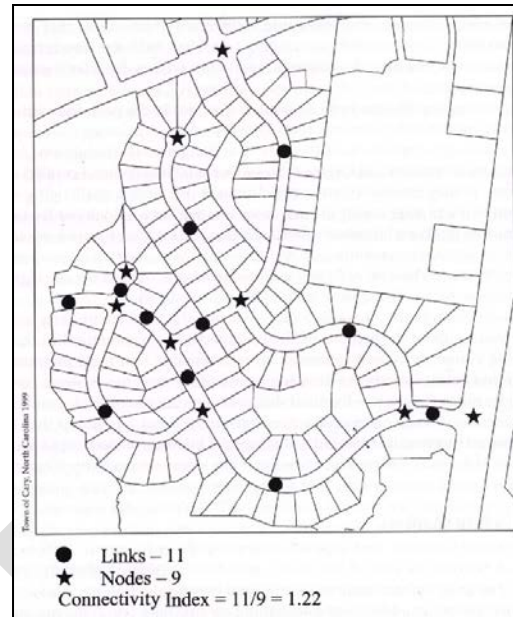


FIGURE 10P: CALCULATION OF A CONNECTIVITY INDEX

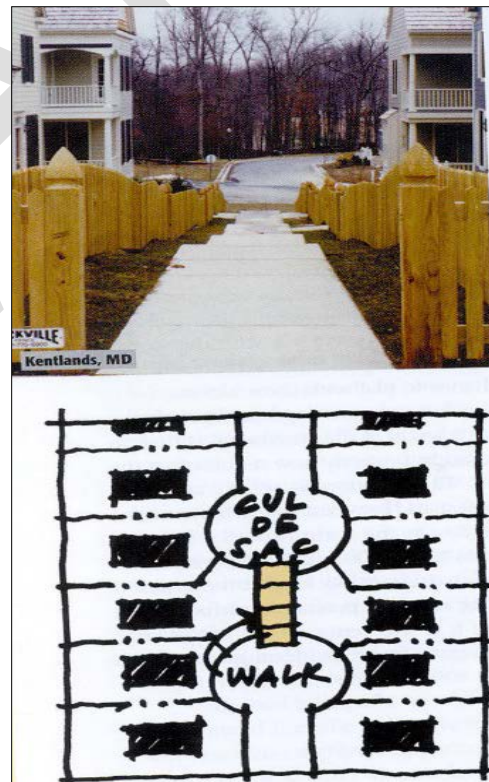


FIGURE 10Q: ILLUSTRATION OF WALKABLE CONNECTIONS AT DEAD END STREETS.  
Source: Sucher, David, City Comfort,



- Giving appropriate consideration to topography, floodplains, and dense drainage networks and to other factors that might limit connections.

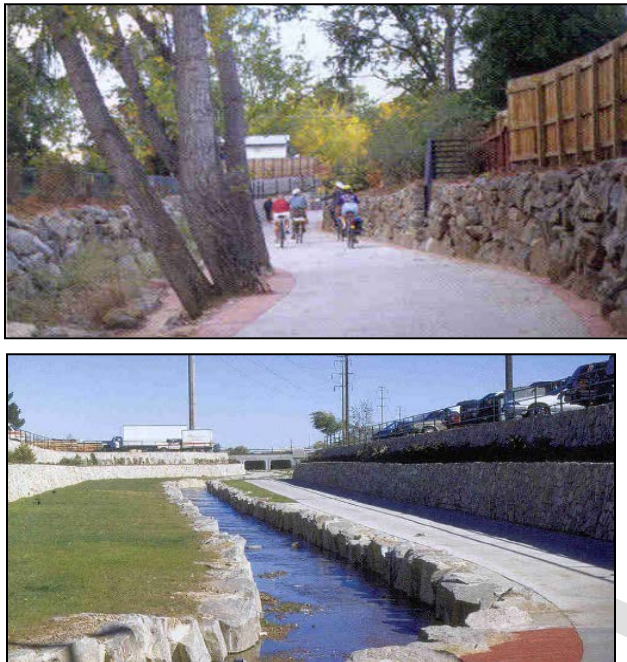


FIGURE 10V: DRAINAGE WAY TRAIL EXAMPLES (BOULDER, COLORADO)  
([www.darksky.org](http://www.darksky.org)).

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

### Enforcement of Outdoor Lighting Standards

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

## Allen Creek Corridor Improvements

Allen Creek is a community asset that has wonderful potential. The creek flows through the center of the community --- from Lake Leota, along the eastern edge of downtown, and south beyond the City. The creek corridor has the potential to be utilized as a trail route. This trail can link the businesses along USH 14 to the downtown. A trail would also open the waterfront to development potential – allowing businesses to have dual frontages along the waterfront and adjacent streets. A plan for the Allen Creek and North Union Street area was adopted in 2008 that covers design and type of development in the area.

## Design Ordinance

In comparison to new commercial construction, buildings in the established areas of the City are built much closer to the street and to one another, on-street parking is permitted, parking is also located to the side and rear of businesses, and signage is smaller. Local ordinances include minimum parking, lot size and setback requirements that are excessive and have resulted in developments that are more auto-oriented than pedestrian oriented (e.g. parking areas between the building and the road, etc).

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

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

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



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

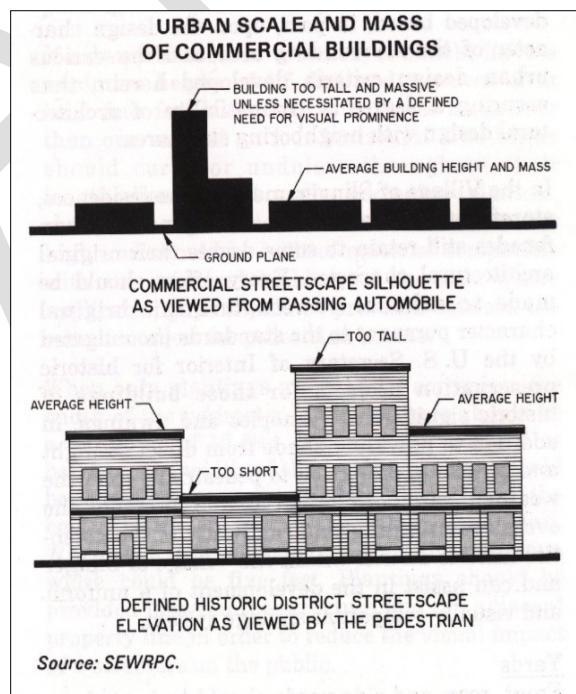


FIGURE 10T: ILLUSTRATIONS OF THE URBAN SCALE AND MASS OF COMMERCIAL BUILDINGS.

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

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

### Roofline and Roof Shapes

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

### Selection of Materials

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

### Historic Architectural Details

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

By having ordinances in place to require consideration of design, the City can support several of the land use goals outlined in this chapter. Specifically, a design ordinance can help to promote a collective community image that will allow the City to grow, but in a fashion that respects the community's integrity and small-town atmosphere. Moreover, a design ordinance will help to more effectively integrate different land uses that together create the desired urban environment. Finally, a design ordinance offers developers a more complete understanding of desired development.

The Historic Preservation Commission adopted Design Review Standards for Commercial Projects in September of 2005 to include review of exterior alterations, new construction, relocation of buildings, and demolition of buildings. Common Council integrated more robust review criteria into the Municipal Code in 2015.

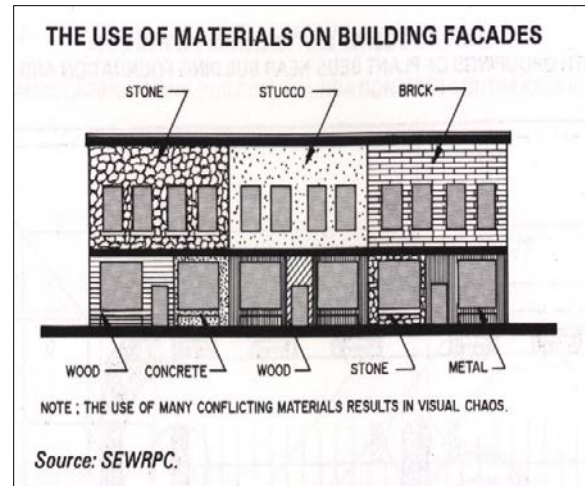


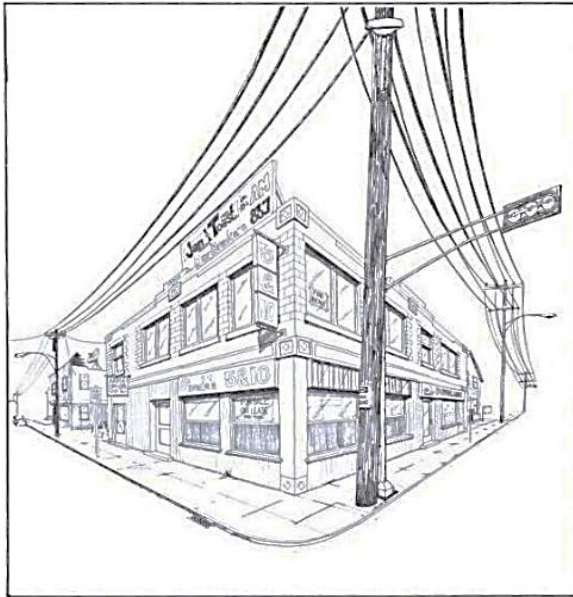
FIGURE 10U: ILLUSTRATION OF THE IMPACT OF CONFLICTING MATERIALS ON BUILDING FACADES.



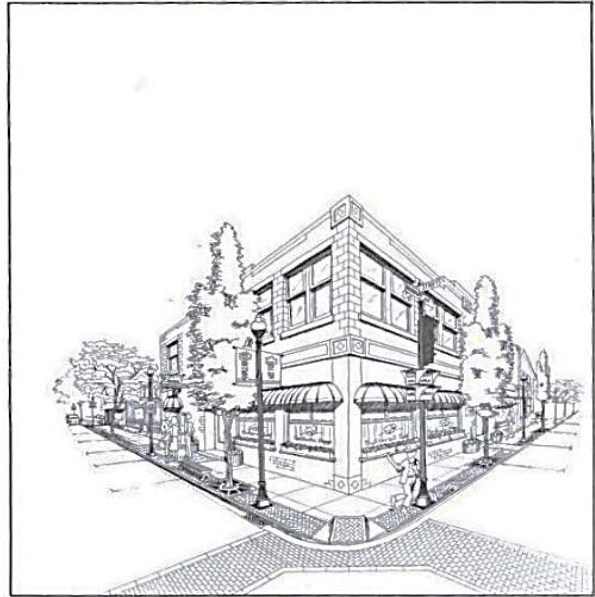
### Streetscaping<sup>3</sup>

Research has shown that good streetscaping is positively correlated with increased pedestrian activity. Streetscaping efforts can be used to refresh shopping areas and integrate these areas with the community. Streetscape improvements include: burial of power lines, addition of terrace trees and plantings, sidewalk improvements, lighting and signage investments, building façade improvements. These activities are consistent with providing a first-rate urban environment, enhancing Evansville's small-town atmosphere, and providing areas for quality business development.

#### TYPICAL STREETSCAPE IMPROVEMENTS APPLICABLE TO HISTORIC DISTRICTS



PERSPECTIVE VIEW BEFORE IMPROVEMENTS



PERSPECTIVE VIEW AFTER POTENTIAL IMPROVEMENTS

FIGURE 10V: COMPARISON OF THE IMPACT OF STREETSCAPING IMPROVEMENTS IN HISTORIC DISTRICTS.

Source: SEWRPC



FIGURE 10X: THE HIGHLY RATED IMAGE FROM THE 2015 VISUAL PREFERENCE SURVEY (LEFT) PROVIDES EXAMPLES OF FURTHER STREETSCAPING, SUCH AS CURB EXTENSIONS, THAT COULD ENHANCE EVANSVILLE'S DOWNTOWN (RIGHT).

Source: Complete Communities: Delaware (left), Brad Sippel (right)

<sup>3</sup> Ewing, Reid, et. al. July 6, 2015. "Streetscape Features Related to Pedestrian Activity." *Journal of Planning Education and Research*.

## Continued Enhancement of Historic Downtown Evansville

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

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

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

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

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

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

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

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



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



## Gateway Design

One way to express the identity of the Evansville community to residents and visitors would be to develop a deliberate experience at gateway points. Major roadways in and out of the City serve as gateways, where people have a sense of entry and exit from a place. Many participants in the 2004 Cognitive Mapping Exercise described existing development along USH 14 as unattractive. The corridor is home to a variety of uses that have little relation to one another and are largely automobile oriented. The buildings do not reflect the historic character of the community. They provide no link to the downtown and they do not relate to Lake Leota or Allen Creek.

Additional streetscaping can improve this corridor and other Evansville gateways by providing a distinguishable business environment that brings customers to the area seeking a different shopping experience. Streetscape improvements to enhance this corridor would include landscaping (particularly in the form of street trees planted along the corridor and leading to downtown), consistent lighting features, and distinctive street signs (including banners).

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

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

Given that many Evansville residents have such a strong employment connection with Madison to the north, it is appropriate for Evansville to articulate its northern gateway closer to Madison.

Establishing urban design districts with design standards along all of Evansville's gateway corridors and investing in public infrastructure along these corridors are methods of enhancing the attractiveness of the corridors and promoting private investments. Design improvements to the gateway corridors will create a climate that supports business investment in the community. This statement is

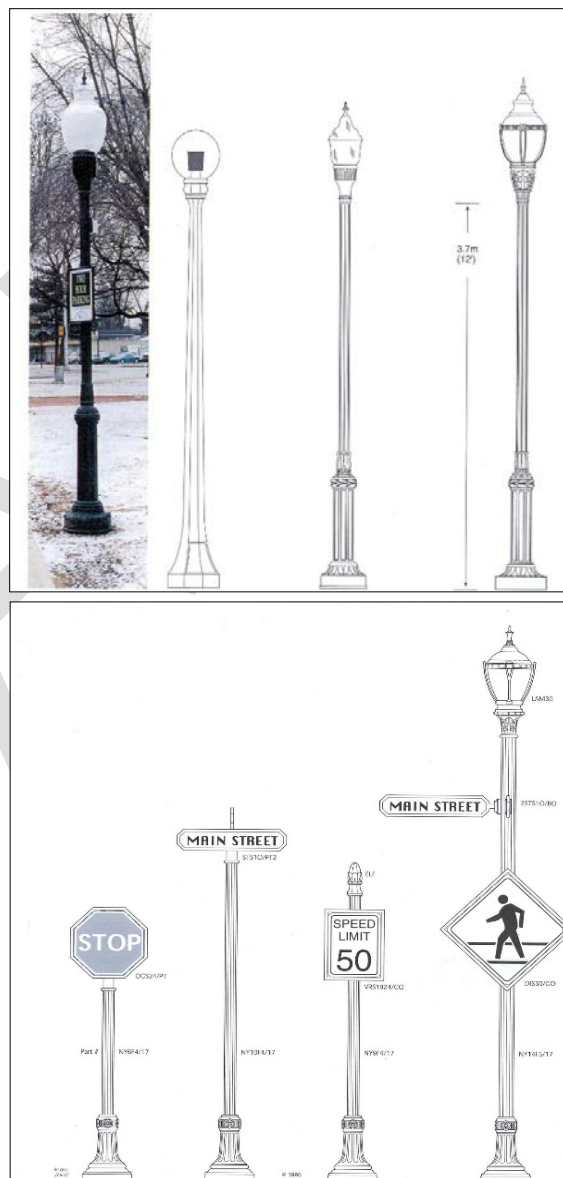


FIGURE: 10Z: (TOP) EXAMPLES OF DECORATIVE LIGHTING OPTIONS IN EVANSVILLE TO COMPLEMENT THE HISTORIC LIGHTING OF THE BUSINESS DISTRICTS.

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

supported by the *Ady Voldedge Retail Market Analysis* for Evansville, which demonstrates the importance of an attractive environment for business development.

## How Was the Future Land Use Map Developed?

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

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

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

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

## How is the Future Land Use Map Used?

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

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

**City appointed and elected officials** should use the plan map in future land use decisions. The City continues to support the use of a detailed site plan review process, including lighting, sidewalk, building design and sign proposals, to ensure that new development is compatible with surrounding land uses and the visions, goals, objectives and policies expressed in this plan.

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

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

Applications for rezoning and development that are inconsistent with the *Future Land Use Map* must still be considered. In some situations, it may be desirable to amend the plan (and map) to accommodate a **compatible**,

but previously unplanned use. Likewise, a change in county or regional policy, technological changes, or environmental changes may also impact the plan.

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

## Introduction to the Future Land Use Map

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

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

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

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

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

# City of Evansville Future Land Use Categories

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



	<p>Central focal point for planned neighborhoods that follow the Traditional Neighborhood Design principles will include one or a combination of: a high density mixed use center, prominent public park or gathering area, or prominent social or civic institutions. Neighborhood businesses could include coffee shops, beauty salons, drycleaners, ice cream parlors, restaurants, pubs, daycare, movie rental stores, athletic clubs, etc.</p> <div data-bbox="495 562 1047 947">  <p>Examples of Neighborhood Activity Centers from across the U.S.</p> </div> <p><b>Traditional Neighborhood Activity Center</b></p> <p><b>B-2, TND, PUD</b></p> <p><b>20+ du/acre</b></p>
	<p>Businesses designed to serve the region, such as automotive dealers, large grocery stores, and big box retailers. Strategic building placement, generous landscaping, and abundant pedestrian amenities should be required to screen parking lots and loading areas, and maintain the small town character and walkability of the City.</p> <p><b>Regional Business</b></p> <p><b>B-3, B-4, O-1</b></p>
	<p>High quality indoor commercial, retail, office, and service businesses designed to be pedestrian friendly. Sites will have generous landscaping and be oriented to minimize the visual impact of parking lots, including sharing parking lots.</p> <p><b>Walkable Business</b></p> <p><b>B-2, TND, PUD, O-1</b></p>
	<p>This category includes public and government uses such as City Hall, the Evansville Police and Fire Station, Evansville Community School District sites, EMT space, cemetery space, and the wastewater treatment plant.</p> <p><b>Government and Public</b></p> <p><b>R-1, R-2, R-3, B-1, B-2, B-3, I-1, I-2, I-3, TND</b></p>
	<p>This category includes nongovernmental social institutions such as churches, community centers and special care facilities such as skilled nursing homes.</p> <p><b>Social and Institutional</b></p> <p><b>R-1, R-2, R-3, B-1, B-2, B-3, I-1, I-2, I-3, TND</b></p>

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

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

## Future Land Use Projections

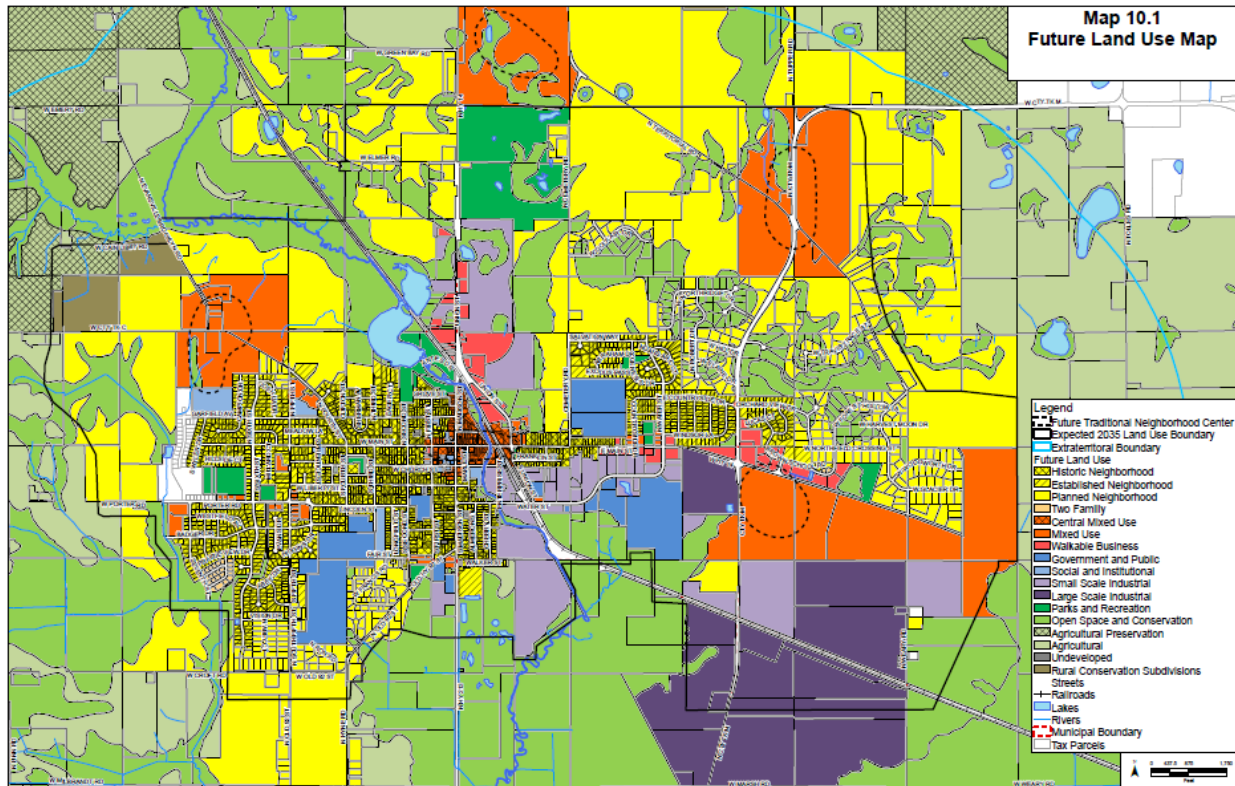
Table 10.1 shows the projected land use needs for residential, commercial, and industrial growth by 2035. It is projected that the City will need an additional 198 acres of land for residential, 30 acres of land for commercial development, and 76 acres of land for industrial development. Typically, these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

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

Table 10.1: 20-Year Projections for Future Land Use Acreage						
	2015	2020	2025	2030	2035	Change in Acreage
<b>Evansville Population Projections</b>	<b>5,135</b>	<b>5,700</b>	<b>6,115</b>	<b>6,520</b>	<b>6,855</b>	<b>n/a</b>
<b>Residential (Acreage)*</b>	572	640	687	733	770	198
<b>Commercial (Acreage)</b>	<b>90</b>	<b>100</b>	<b>107</b>	<b>114</b>	<b>120</b>	<b>30</b>
Business & Commercial	84	93	100	107	112	28
Mixed Use	6	7	7	7	8	2
<b>Industrial (Acreage)</b>	222	245	266	283	298	76
<b>Total Additional Acreage Needed</b>		101	75	70	58	304
<b>Agricultural/ Platted Undeveloped (Acreage)</b>	540	439	364	294	236	-304
* Includes acreage from mixed use development						
<b>Source: WI Department of Administration - Demographic Services Center, March 2014</b>						

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

Map 10.1: Future Land Use Map





## Land Use Goals and Objectives

These Land Use goals serve as a way to put the vision statement into action, through a series of to-dos:

Land Use Goal #1			
Create a healthy, livable community that attracts quality residential and business development.			
Supporting Objectives	Champion / Partner	Potential Funding Source	Milestone Date
1. Review and revise Evansville's zoning code to remove obstacles to walkable urban development and discourage drivable suburban development. This may include revisions to the existing zoning code or the adoption of a form based or hybrid zoning code.	Community Development Director, Plan Commission	City Budget	2023
2. Develop connectivity standards within the subdivision regulations of the Municipal Code to promote better street connectivity though the community.	Community Development Director	City Budget	2024
3. Review and enhance the landscaping ordinance and create a brochure to explain how to use it to make the ordinance more user friendly.	Community Development Director	City Budget	2023
4. Revise the ordinance to allow plantings in terraces adjacent to or near a developed parcel			
5. Use traffic calming techniques in Evansville, including existing and new developments, to increase safety and walkability.	Community Development Director, Municipal Services	City Budget	Continuous
6. Perform a feasibility and corridor study for a trail along the Allen Creek Corridor	Community Development Director		2023
7. Recruit a developer to design and build a Traditional Neighborhood Development in Evansville.	Community Development Director		2020
8. Create a lighting ordinance reduce light pollution and standardize lighting across the City.	Community Development Director, Plan Commission		2023
9. Establish density and design standards using Transit Oriented Development principles along potential transit corridors and park & ride sites.	Community Development Director, Plan Commission		2024

10. Designate areas for and create a climate to encourage new service/retail/office commercial and light industrial development. (Traditional activity centers)	Community Development Director, Plan Commission		2024
11. Mandate all newly annexed or development ready land be zoned TND	Community Development Director, Plan Commission		2024
<b>Land Use Goal #2</b>			
<b>Balance continued growth with the desire to maintain the City's small-town walkability, historic character.</b>			
<b>Supporting Objectives</b>	<b>Champion / Partner</b>	<b>Potential Funding Source</b>	<b>Milestone Date</b>
1. Permit and encourage the development of cluster or conservation subdivisions adjacent to environmental corridors at the edge of Evansville's long term growth area to maintain open spaces, wildlife habitat, scenic vistas and to buffer Evansville and nearby agricultural areas.	Community Development Director, Plan Commission	NA	Continuous
2. Adopt an extraterritorial zoning ordinance to ensure Evansville plans and intentions are made clear to surrounding local governments.	Plan Commission, Common Council, Town of Union Board		2023
<b>Land Use Goal #3</b>			
<b>Create a destination point for residents and visitors.</b>			
<b>Supporting Objectives</b>	<b>Champion / Partner</b>	<b>Potential Funding Source</b>	<b>Milestone Date</b>
1. Improve Evansville's downtown and gateways so that they become a community focal point for quality development using tax increment financing, grants, and private investment.	EDC, ERA, Municipal Services & Chamber	Tax Increment	Continuous
2. Expand identification, wayfinding, and historic street signage to direct visitors through the community and to points of interest. Provide	Municipal Services Committee, Chamber, Tourism Commission	City Budget	Continuous

information kiosks to enhance points of interest.			
3. Improve landscaping of the gateways, particularly the installation of terrace trees.	EDC & Department of Municipal Services	Private Developers, WisDOT	Continuous
4. Standardize lighting to meet the needs of both motorists and pedestrians, enhance a historic theme, and reduce light pollution.	Plan Commission, Municipal Services	Private Developers & City Budget	Continuous
5. Encourage redevelopment of the area through marketing, zoning, and other incentives.	Community Development Director, City Administrator, Common Council, EDC, Plan Commission	Chamber, ECP, City Budget	Continuous
6. Provide abundant recreational choices for residents of all ages with varying interest and desires.	Community Development Director, Plan Commission		2024

#### Land Use Goal #4

**Design new residential development to be more attractive to people who want to live in a walkable urban setting.**

Supporting Objectives	Champion Partner /	Potential Funding Source	Milestone Date
1. Amend the Zoning Code to ensure development is consistent with the residents' desires and visions expressed in this plan.	Community Development Director, Plan Commission		2024
2. Amend the zoning ordinance to allow for a greater mix of commercial and industrial uses in the same district that are complementary to each other.	Community Development Director, Plan Commission, Common Council	City Budget	2023
3. Revise the historic overlay-zoning district to more clearly outline development requirements using form and performance based zoning techniques. Illustrate this ordinance extensively to clarify desired development.	Community Development Director, HPC, Plan Commission, Common Council	City Budget	2023
4. Amend the zoning and subdivision chapters of the Municipal Code to address requirements for conservation subdivision development.	Community Development Director, Plan Commission, Common Council	City Budget	2023

5. Create a design ordinance or a design overlay district with specific standards for gateways, commercial development, industrial development, and residential design; enhance the design standards that already exist in the Zoning Code for downtown development. Illustrate these design standards extensively to effectively communicate desired development.	Community Development Director, Plan Commission, HPC, Common Council	City Budget	2023
6. Complete a critical review of the Zoning Code to consider the potential for replacing the existing code with one based on form and performance standards. This approach would result in far fewer zoning districts and serve to simplify development in the City.	Community Development Director, Plan Commission, HPC	City Budget	2023
7. Restore buffer requirements in the landscaping ordinance between incompatible uses to promote a greater mix of uses while reducing potential conflicts.	Community Development Director, Plan Commission	NA	2023
8. Require landscaping and pedestrian walkways in and around parking lots, especially for large parking lots (e.g. regional businesses, auto dealerships, grocery stores).	Community Development Director, Plan Commission	NA	2023