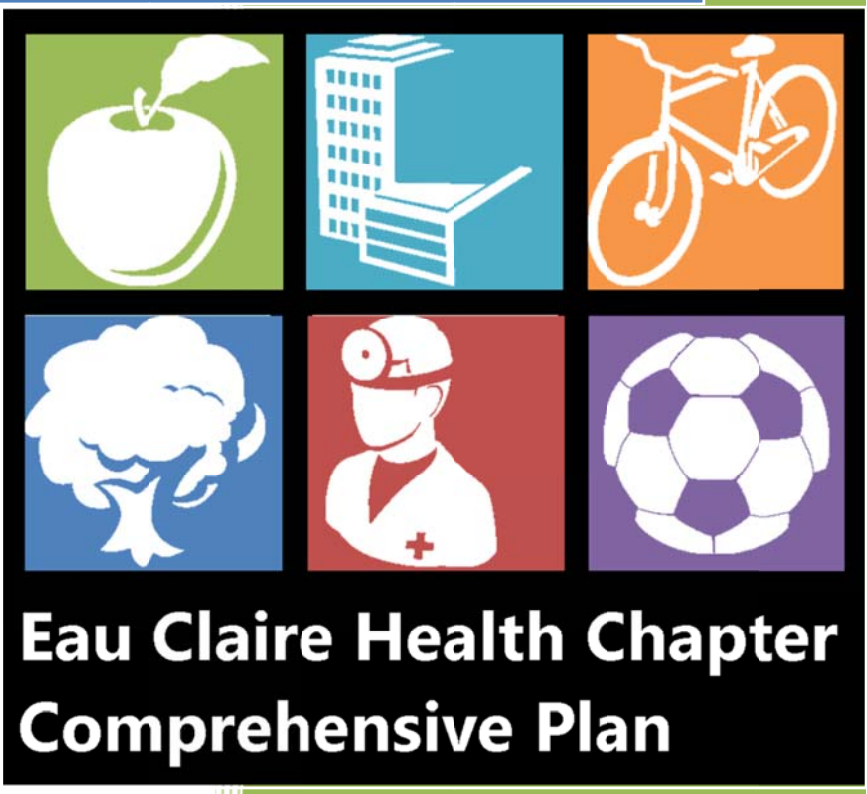
2013

Eau Claire Health Chapter Comprehensive Plan



City of Eau Claire

10/22/2013

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Introduction

OVERVIEW

This chapter is the result of an Eau Claire City Council directive to include a Health Chapter in the City's Comprehensive Plan. In 2011 this project was assigned during a five-year work program update to the Comprehensive Plan. Project work began in 2012.

Numerous U.S. cities are adding a specific chapter or stand-alone plan to address public health in the built environment, in an effort to make communities more livable, increase quality of life and to help reduce chronic disease, obesity, and rising healthcare costs. Public health and planning professionals, along with other concerned groups, are working together to tackle these issues along with other health risks.

The Centers for Disease Control and Prevention (CDC) says treatment for people with chronic diseases such as heart disease, diabetes, arthritis, and cancer accounts for more than 75% of the $2 trillion spent annually on medical care in the United States.[1] Obesity in particular is a major driver of multiple chronic disease outcomes. Obese persons are more at risk for type 2 diabetes, cardiovascular disease, certain cancers, asthma, arthritis, high blood pressure, and high cholesterol levels. Obesity is related to hypertension, depression, and poor reproductive outcomes, including infertility and stillbirth. The annual economic cost of obesity-related medical expenses for Wisconsin is estimated at more than $1.5 billion.[2] Thirty-one percent of Wisconsin children ages 2-4 are reported as being overweight or obese.[3] In 2012, 28% of Eau Claire County adults were obese (having a Body Mass Index of ≥30)[4].

Table 1. **Percent of Wisconsin Adults with Lifestyle Health Risk Factors**[5]

Obese: Body Mass Index (BMI ≥30)	28%
Overweight (includes obese)(BMI ≥ 25)	64%
Diabetes	7%*
Current smoker	21%
High blood pressure	29%
High cholesterol	36%
Lack of physical activity (lack of exercise)	43%
Less than 5 servings of fruits or vegetables/day	77%**

[1] CDC. Healthy Communities Preventing Chronic Disease by Activating Grassroots Change At A Glance 2011. Retrieved April 10, 2013 from http://www.cdc.gov/chronicdisease/resources/publications/aag/pdf/2011/Healthy_Communities_AAG_Web.pdf
[2] Wisconsin Department of Health Services. Obesity, Nutrition, and Physical Activity in Wisconsin Executive Summary. 2008. Retrieved March 21, 2013 from http://www.dhs.wisconsin.gov/publications/P0/P00009.pdf
[3] Wisconsin Department of Health Services. Active Early: A Wisconsin Guide for Improving Childhood Physical Activity. 2011. Retrieved March 21, 2013 from http://www.dhs.wisconsin.gov/publications/P0/P00280.pdf
[4] University of Wisconsin Population Health Institute. 2013. County Health Rankings & Roadmaps. Retrieved on April 10, 2013 from http://www.countyhealthrankings.org/app/wisconsin/2013/eau-claire/county/outcomes/overall/snapshot/by-rank
[5] Behavioral Risk Factor Surveillance System (BRFSS). 2011, *2010, **2009.

A poor diet and lack of physical activity are two of the greatest risk factors contributing to this epidemic. So what can be done? While individuals can make healthier lifestyle choices to significantly reduce their risk for disease and poor health outcomes, other strategies are clearly needed. Since the physical environment is a determinant of health, acting at a city or neighborhood level influences large populations. City policies that shape the built environment either play a role in encouraging or hindering physical activity, eating well or meeting other basic health and safety needs.

PROCESS

Instrumental in making the case to create a Health Chapter, was the initial work of a community stakeholder group whose goal was to promote health in the built environment by improving policy. Eau Claire ACHIEVE's (Action Communities for Health Innovation and EnVironmental ChangE) work was funded by a 2009 CDC grant. Over 2010-2011 they assessed the community's physical activity, nutrition, tobacco use, chronic disease management, and leadership levels using a CDC spreadsheet tool called CHANGE (Community Health Assessment and Group Evaluation). The results described policy scores, actual built environment conditions and recommended improvements.

In 2012, the City's Plan Commission began the official process in creating a Health Chapter by forming an Advisory Committee to help provide public input. Over 70 stakeholders ranging from health professionals, community groups, builders, and designers were invited. On average 30 attended each of the four planning meetings during the fall and winter months of 2012-2013. The first meeting took place on September 18, 2012. ACHIEVE helped bring in a guest speaker, Lance Bernard; a planner who worked for the Minnesota Department of Health to determine if public health was being addressed within communities' comprehensive plans. The meeting provided education on the linkages between health and the built environment and helped kick off the entire process. The second meeting was held on October 18th, where the committee and general public in attendance identified issues germane to the topic. Important issues emerged after a consensus decision-making "dotmocracy" exercise was conducted. The third meeting was on December 18th where the committee and participants started to outline policy responses. After assembling the issues with policy actions, a rough chapter draft was created and reviewed at the last public meeting on January 31, 2013.

Throughout the process the Plan Commission reviewed and gave direction on the issues, policies, and drafts. The City-County Board of Health officially endorsed the chapter on May 15th. After a public hearing on July 1st, the chapter was approved by the Plan Commission. Their changes were included in the chapter. On August 12th, the City Council held a public hearing and on October 22nd they approved the Health Chapter after making a number of minor amendments.

PURPOSE

In developing the chapter, a purpose statement was needed to focus efforts. It was decided that the Purpose Statement for the chapter should be:

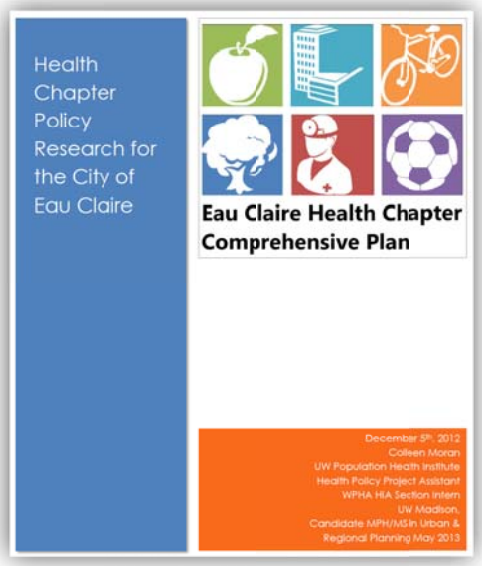
> ***"The purpose of this community effort is to create a Health Chapter in the City of Eau Claire's Comprehensive Plan to help improve human health relative to our built environment."***

Along with this purpose two important definitions were used by participants to understand what was meant by "health" and the "built environment." Both terms as described below are broad in scope. For example, with "health" the term goes beyond the biomedical view and includes dimensions of comfort and well-being. For the "built environment" it goes beyond buildings and roads and includes manicured landscapes such as parks and other public spaces.

> Health: "A state of complete physical, mental, and social well-being and not merely the absence of disease or infirmity," (World Health Organization).
>
> Built Environment: "Those settings designed, created, and maintained by human efforts—buildings, neighborhoods, public plazas, playgrounds, roadways,… parks,… supporting infrastructure systems [such as sewers, gas pipes and electric lines]."[6] A more concise definition might refer to "structures and facilities that we build in urban and suburban areas, as a part of the pattern we use in our current civilization".[7]

POLICIES & SECTIONS

Figure 1. UW Population Health Institute's Research



With an eye on policies that promoted, hindered or overlooked health in the city's built environment, staff performed a baseline analysis and rapid Health Impact Assessment on the existing Comprehensive Plan and other related planning documents. This background work was given to the University of Wisconsin Population Health Institute in Madison. The Institute then provided policy research and approaches on what staff and the Advisory Committee might consider as part of forming the chapter.

Working with the Advisory Committee and citizen participants, six core sections were developed. These sections contain policy strategies that address locally identified issues. The sections are: Active Living, Food & Nutrition, Land Use, Safety & Crime, Drug Abuse, and Environmental Exposures. Each section's introduction includes an Objective Statement (see next page) along with an at-a-glance graphic of built environment strategies linked back to Desired Health Outcomes. These positive health outcomes are important because they build upon parallel local and State efforts. Most significantly, they match up with Focus

[6] Dannenberg, Andrew L., Howard Frumkin, Richard J. Jackson. *Making Healthy Places: Designing and Building for Health, Well-being, and Sustainability.* Washington D.C.: Island Press. 2011.
[7] Anderson, Larz T. *Planning the Built Environment.* APA Planners Press. 2002.

Areas of the City-County Health Department's Community Health Improvement Plan and the State Health Plan, *Healthiest Wisconsin 2020: Everyone Living Better, Longer*. Ties to relevant Focus Areas are noted in each section's introduction.

Figure 2. Chapter Objectives

Active Living

•Objective: The City will strive to increase physically active living opportunities within the built environment.

Food & Nutrition

•Objective: The City will strive to increase safe and nutritious food for healthy eating from infancy through old age.

Land Use

•Objective: Provide healthy living options in urban environments that protect public health and safety.

Safety & Crime

•Objective: The City will strive to protect and improve public safety and security, and reduce crime and disorder.

Drug Abuse

•Objective: Strive to protect the public in situations where drug abuse and tobacco exposure may lead to negative health consequences.

Environmental Exposures

•Objective: The City will strive to minimize or prevent harmful exposure to environmental conditions that are within its ability to manage.

In each section, specific built environment strategies are listed as policies. Policies take the form of guidance to act on a given issue. "Policy" is not meant to merely regulate, but to provide direction to educate, research, incentivize, enhance programs, partner with others, develop internal review policies, etc. One approach does not fit all policy situations and multiple pathways can often provide an answer to the problem.

Throughout the chapter an awareness of the correlations between public health and the built environment was made so that the reader has a better understanding of why improvement is needed. Evidence-based research has been citied and data from national and state studies, City-County Health Department and County Health Rankings data were used. Since the City of Eau Claire shares a health department with the County of Eau Claire, most data is provided on a county-level basis. This can make it difficult to apply numbers to specific city situations given that roughly 64% of county residents live within the City of Eau Claire.

COMMUNITY PARTNERSHIPS

It is recognized and greatly valued that partnering with others in the community has been and will be the key to continued public health success. This remains true in dealing with the built environment. In order to realize many of the Health Chapter policy goals, the City of Eau Claire and City-County Health Department can only do so much as overseers of this plan. Their efforts will mainly consist of promotion, education, health and recreational services, and public work projects. In tackling our community's lack of physical activity, lack of proper nutrition, rise in obesity and chronic diseases leading to skyrocketing healthcare costs, it will undoubtedly take a collaborative approach; not only amongst local governments but school districts, hospitals, clinics, the private sector, non-profits, and other groups in helping the people of Eau Claire achieve healthier and happier lives.

Figure 3. State Health Plan, Healthiest Wisconsin 2020: Partnership Model

A shared approach is needed and the Eau Claire Healthy Communities Council could potentially act in such a way. This experienced Council has a number of Action Teams and one could be created to promote changes in the built environment that improve health. The Council could help to organize partners to aid on specific projects. Partnerships, as noted above, will help to provide the conditions where people can be healthy and improve chances to receive funding and grants.

1. Active Living

INTRODUCTION

The Center for Disease Control and Prevention says less than half (48%) of all U.S. adults meet the 2008 Physical Activity Guidelines. It is recommended adults need at least 2.5 hours of physical activity per week. For children, it was found less than 3 in 10 high school students get at least 60 minutes of physical activity every day, the recommended amount. In 2009, 23% of Eau Claire County adults aged 20 and over reported no physical activity.[1] Inactive adults have a higher risk for early death, heart disease, stroke, type 2 diabetes, depression, and some cancers. Conversely, people who are physically active tend to live longer and have lower risk for heart disease, stroke, type 2 diabetes, depression, and some cancers. Physical activity can also help with weight control.[2]

There are numerous barriers to why people do not get the recommended amount of exercise. As it can relate to the built environment, reasons range from the lack of parks, playgrounds, sidewalks, and bicycle paths to unsafe or not convenient walking distances to homes, offices, schools, and stores. Lack of community and workplace recreational facilities/associated fitness programs are also common.

Chronic Disease Prevention and Management is a Health Focus Area in the State Health Plan, *Healthiest Wisconsin 2020*, and a top priority in the City-County Health Department's Community Health Improvement Plan. This section addresses how urban planning can share a role in these efforts by reducing local chronic disease and obesity rates while increasing mental health.

Objective: The City will strive to increase physically active living opportunities within the built environment.

Desired Health Outcomes:
-Increase exercise and movement
-Decrease heart disease, diabetes, other chronic diseases and obesity
-Increase mental health and community social opportunities

Strategies:
- Quality park system
- Recreational programming
- Walkable/bikable community
- Safe routes to school/parks
- Workplace wellness
- Health resources

[1] University of Wisconsin Population Health Institute. 2012. County Health Rankings & Roadmaps. Retrieved April 9, 2013 from http://www.countyhealthrankings.org/app/#/wisconsin/2013/measure/factors/70/map
[2] CDC. Facts about Physical Activity. Retrieved April 9, 2013 from http://www.cdc.gov/physicalactivity/data/facts.html

ACTIVE LIVING POLICIES

Policy 1.1 Park & Open Space Plan

Update the City's Five-Year Park & Open Space Plan on a regular basis. This plan lays out capital and maintenance improvements for parks, play lots, special area facilities, community athletic fields and open spaces within the city. Healthy parks will attract healthy activity.

When updating the plan cross reference/expand upon pertinent policies from this chapter and from others like the Bicycle & Pedestrian and Waterways plans. If a goal is to empower the community to get the recommended amount of physical activity, then consider how to increase the likelihood that people will use park infrastructure that will aid in developing such habits. An example is to increase people's accessibility to parks via more trail corridors and bike lanes. These "connector" components can be as valuable as parks by compelling physical activity.

Updates to the plan should look at increasing lighting on certain trails and park facilities to encourage more usage. This could be especially important in nudging people outside during the winter cold and dark-season. Winter sports such as sledding, tubing, ice skating, show-shoeing, cross-country skiing, down-hill skiing, and snowboarding could be new features at appropriate parks. An example could be creating a winter activity venue at Pinehurst Park.

Policy 1.2 Existing Plans

Continue to implement current plans and goals. Implement the policies set forth in the City's 2005 Comprehensive Plan, Parks Chapter and other relevant chapters that pertain to healthy living in the built environment. Continue to carry out policies listed in the City's 2010 Bicycle & Pedestrian Plan. This plan has numerous goals and policies dedicated to seeing the stronger realization of non-automobile forms of travel within the city. The effects of implementing these plans will promote physical activity. Some policies set forth in this Health Chapter are meant to build upon and expand ideas found in that plan.

One of the greatest influences in being physically active is spending time in nature. Eau Claire is fortunate to have many natural resource amenities and scenic views. Implementing the goals of the City's updated 2012 Waterways Plan will further capitalize on these assets and heighten their usage.

Policy 1.3 Parks & Recreation

Continue to market and attract participation in park and recreational programs. To enable and encourage the citizens of Eau Claire to be physically active, strengthen the support and funding for the City's Park, Recreation, and Forestry Department's parks, facilities, and recreational programming. Improvements that would positively benefit public health and recreation are developing Northwest and Otter Creek community parks, Pinehurst Park, Jeffers Road Athletic fields, and adding more multi-use trails.

The Parks Department sends out a semiannual recreation program guide called *Prime Times* which lists numerous fitness offerings for children, adults, seniors and the disabled. Some programs have had to be cut, reducing the number of opportunities and overall participation. With the assistance of community sponsors, consider reviving cut programs; for example volleyball winter leagues.

When evaluating recreational program changes or cuts— such as the number and locations of parks in which the River City Adventures program is offered— carefully consider the consequences that losing these programs might mean for the children's health in the affected neighborhood. Attention should be given to areas of people with lesser means so they have at least an equal level of opportunity for physical activity. In many cities, low-income neighborhoods can often lack quality parks, playgrounds and recreational programs. These residents also can be hindered in accessing nearby park facilities by physical and land use barriers (e.g., transportation corridors and industrial districts).

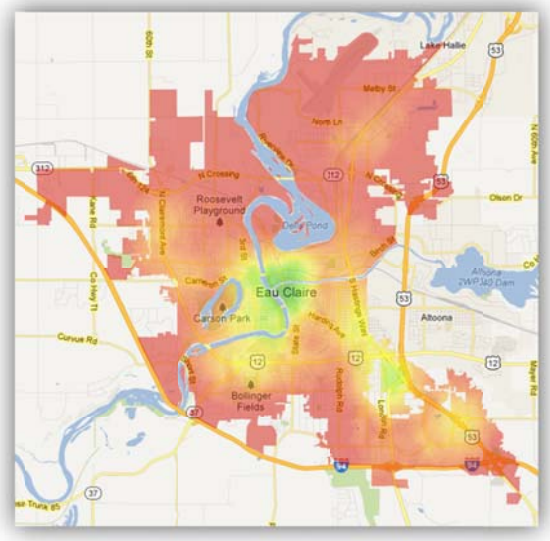
Continue community partnerships with the school district, Eau Claire Community Parks Foundation, sport clubs, organizations, non-profits, citizen groups, companies, and other interested parties to help develop, fund and operate recreational programs, leagues, and events. Some existing examples include working with the baseball and softball little league organizations, partnering with University of Wisconsin - Eau Claire (UWEC) to use facilities like the Carson Park Football Stadium, Bollinger Fields and Hobbs Ice Arena, and teaming up with Volume One magazine to run *Winter After Hours*, an ice skating and social event held at Boyd Park. Along with other examples in the community, these partnerships are invaluable to help provide the opportunities for people to be physically active.

Policy 1.4 Walkable Connected Community

Formalize a planning review policy to examine new subdivisions in relation to internal walkability and context connectivity. Walking must be a priority in a healthy, livable and sustainable city/neighborhood. One of the greatest factors in deciding to make this healthy choice is the difficulty of walking to a destination. Walk Score®, a popular walkability website, identifies how easy it is to live a walkable lifestyle. It measures housing distances from amenities like shops, restaurants, parks, schools, etc., and

the closer the access the higher the score. Eau Claire ranks as a "Car-Dependent" community, scoring 33 out of 100 in 2013. Part of the reason for this is the fact that outside of the core city, post-1950s residential neighborhoods do not have commercial services appropriately integrated within a relative short walking distance to homes. The Walk Score® map of Eau Claire shows this and other development patterns with poor walking areas colored in red.

Figure 4. Walk Score® ranks Eau Claire as car-dependent



As part of fulfilling sustainability strategies in Wisconsin's Green Tier Legacy Community program, a group of UWEC students used Walkscore® to help the City assess walkability in ten selected census tracts. Averages were computed and recommendations were offered in terms of what specific design changes could be made to the built environment.

Planning for vehicles will continue to be important, but oftentimes new subdivisions are reviewed without consideration for what measures are conducive for walking. The degree of relevant internal walking considerations, external connections, access to transit, scale of land use, and distance to destinations can be neglected. Cities such as Portland, OR are now predicating urban planning on a concept of "20-minute neighborhoods"; where people should be able to walk or bike from home to reach the most basic commercial services.

The Planning Division should consider, as part of the review policy, using the "20-minute" concept, a five-minute walking radius model, or similar concepts when reviewing new subdivisions. A five-minute walk is about a quarter of a mile, the distance most people are usually willing to walk before driving. A five-minute measure should be calibrated to the pedestrian's actual path, meaning a person will not walk "as the crow flies." The figure below illustrates actual distances of 1,320 feet via a pedestrian's path. Notice how the two different built environment block styles present different implications in the willingness of the pedestrian to travel by foot.

Figure 5. Quarter-mile Radius Maps (courtesy of John Olson, EVstudio)

The grid neighborhood has high connectivity so more walking paths meet the ¼ mile radius.

The suburban neighborhood has little connectivity from homes to commercial making it auto-dependent.

Depending on the proposed size, block arrangement and land use, using a five-minute "magnifying lens" will help planners visualize the human scale better and the walking challenges that might be faced (i.e., safety, access, connectivity, and proximity to destinations such as transit, grocery stores, retail services, schools and parks. Design recommendations can then be given to developers so that adjustments can be made (e.g., include an easement sidewalk connection in between two houses to access a school). As noted in the Comprehensive Plan for smart growth, the City encourages developers to take advantage of Traditional Neighborhood Development (TND), Planned Development (PD) and mixed use overlay (MX) zoning, all of which promote development patterns that offer travel choice and a mix of destinations.

Policy 1.5 Walk Audits

When considering pedestrian improvements, consider conducting walk audits. "Areas Requiring Further Study" as noted in the Bicycle & Pedestrian Plan, Safe Routes to School, downtown street reconstruction, and sidewalk gaps closures might be logical candidates to perform future walk audits. Other good candidates are Water Street, in and around major retail destinations, and any other places where there is pedestrian conflict or could be a higher than normal level of foot traffic.

www.pedbikeimages.org / Dan Burden

Various stakeholders could be brought together during the preliminary planning stages of street reconstruction or sidewalk/trail development to evaluate walking from different user groups' point of view. This can be undertaken also as part of the safe routes to school/parks projects (noted in following policies). Gather the interdisciplinary group of those who might have an interest in the sidewalk or trail (young, old, people with disabilities, school board, city council, college students, engineers, planners, architects, etc.) to review how to make the walking environment stronger and safer. If applicable, audits should include bicycling and transit as these forms are considered active transportation.

Walkability expert, Mark Fenton, says the key elements of a walk audit should include four things: understand the mix of stakeholder perspectives, educate on what to look for that will lead to more walking behavior, go on the walk, and lastly, discuss findings with the creation of an early conceptual plan. On the walk audit people should note what is good (sidewalks, curb extensions, raised crossings, etc.), what is bad (no sidewalks or crosswalks, "goat paths", wide roads with speeding traffic, giant parking lots), and any surprises (shortcuts, overlooks, benches, places of interest). Sidewalk system connectivity, land use type (home, work, shop, play), proximity to destinations, and density should be described; as all can increase or decrease the likelihood someone will choose to walk. The CDC also offers a Walkability Audit Tool that can be used to perform the assessment.

Policy 1.6 Bicycle & Pedestrian Site Access

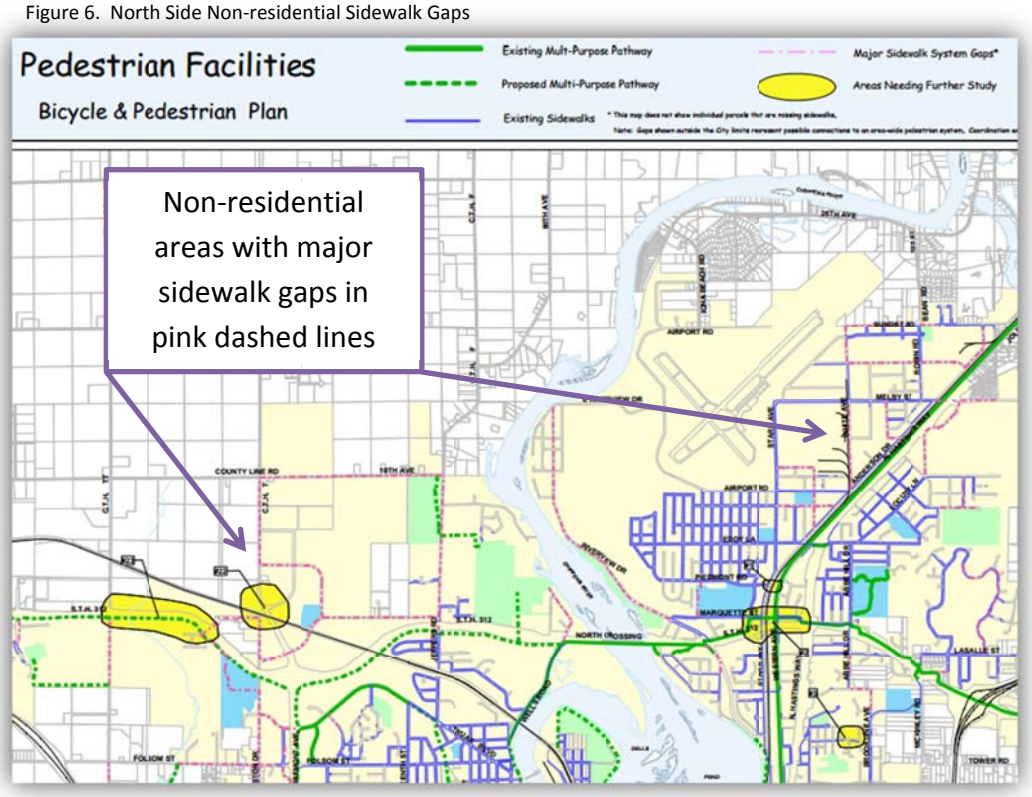
Consider developing review standards for new building site plans to ensure bicycle and pedestrian accessibility and connectivity to such sites are met. In 2012, per the recommendation of the Bicycle & Pedestrian Plan and the Bicycle and Pedestrian Advisory Committee, the City enacted an ordinance that

requires bicycle parking racks in new projects. Next steps are to ensure that these sites are well connected to their surrounding context so that people will be able to safely reach the development.

Policy 1.7 Non-Residential Sidewalks

Consider reviewing the City's past practice of waiving sidewalk requirements for commercial and industrial developments. The Bicycle & Pedestrian Plan's goal is to close sidewalk gaps, including gaps which have developed over time in existing major non-residential areas (see pink dashed lines on the map below for examples on the City's north side). The goal is not only to provide proper walking infrastructure in deficient areas but also to enhance overall system connectivity.

Figure 6. North Side Non-residential Sidewalk Gaps



As part of policy change to encourage transportation choice, health, and safety; consider installing/requiring sidewalks on both sides of the street in retail areas like North Clairemont Avenue and in the ancillary retail developments around Oakwood Mall. For business and industrial areas consider requiring at least one sidewalk on the street so workers can walk on breaks and pedestrians can move safely through these areas. The Sky Park Business Park is a good example of how public sidewalks help promote healthy workplaces. Employees can often be found walking or speed-walking on their breaks. These same sidewalks also serve as a vital link for the residential neighborhoods west of Stein Boulevard to connect with the Chippewa River State Trail.

As business and industrial tax increment districts develop, the City should also consider installing at least one sidewalk when a new street is constructed or when a building site plan is approved. Sidewalks in these non-residential areas should not be considered unnecessary and burdensome to a developer or business; especially when worksite wellness programs are rising in popularity and promoting the very use of such infrastructure for employee physical activity (see later Worksite Wellness policy).

Policy 1.8 Livable Streets

Consider a policy to "reclaim" certain streets to enhance neighborhood livability. A policy would direct the Public Works Department and other assisting departments to consider using various livable street elements where appropriate and financially prudent. Developers should also be encouraged to consider incorporating some features in new subdivisions or site plans. See also Traffic Calming policy in the Safety & Crime section for further information.

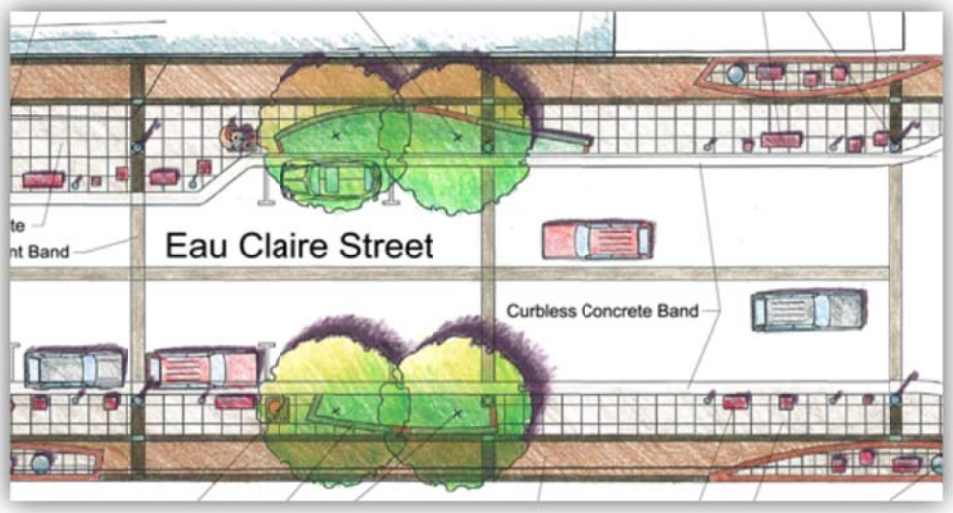
Chicane photo
www.pedbikeimages.org / Dan Burden

It may be seen as counterintuitive today, but streets have always been public places, serving more than just transportation. The San Francisco Public Works Department's *Better Streets* program is an example of one city trying to reclaim certain streets for human use while balancing the needs of vehicular travel and safety. The city considers a wide variety of measures in street projects while also promoting private construction from developers, property owners, merchants and groups of neighbors. A list of possible design elements are: curb extensions, traffic calming circles, chicanes, speed humps, street furniture like benches, raised-crosswalks, median islands, pedestrian refuges, bike lanes, on-street bike corral parking, parklets, living alleys, public art, and allowing intermittent street openings for block parties and street fairs.

While Eau Claire is a smaller city and has snow to deal with, some of these design elements have already been successfully used. South Barstow Street and Water Street have curb extensions and street furniture; First Avenue north of W. Grand Avenue is closed to regular traffic providing a pleasant walking experience; traffic calming islands/medians have been installed in several streets such as along Third Street, Bellinger Street into Fifth Avenue, Whipple Street, Fairfax Street and in the skewed intersection of Woodland Avenue and Agnes Street. Other streets that have parkway features are Park Avenue, W. Madison Street, S. Hastings Way, and Oakwood Parkway. Safe routes to school infrastructure has been installed in W. MacArthur Avenue at Putnam Heights Elementary. Probably the most inventive is the recent reconstruction of Thorp Commons, where pedestrians, bikes and cars are allowed to travel on the same street in a pleasant environment along the Chippewa River. The livable street features include reduced vehicle traffic speed signs, curvilinear pavement markings, and strategic placement of decorative light poles and boulders to slow traffic. A unique concept design is a curbless-street in front of the State Theater (as illustrated for Eau Claire Street reconstruction on the next page). The design allows for regular vehicle

traffic but the street can be temporarily closed for theater pre-show parties, street dances, art fairs, festivals, etc. The City also allows landscaping/flower beds in residential terraces and requires street trees for new developments to help beautify and restore health benefits that only nature can provide.

Figure 7. Curbless Design - Eau Claire Street



Policy 1.9 Open Streets Eau Claire

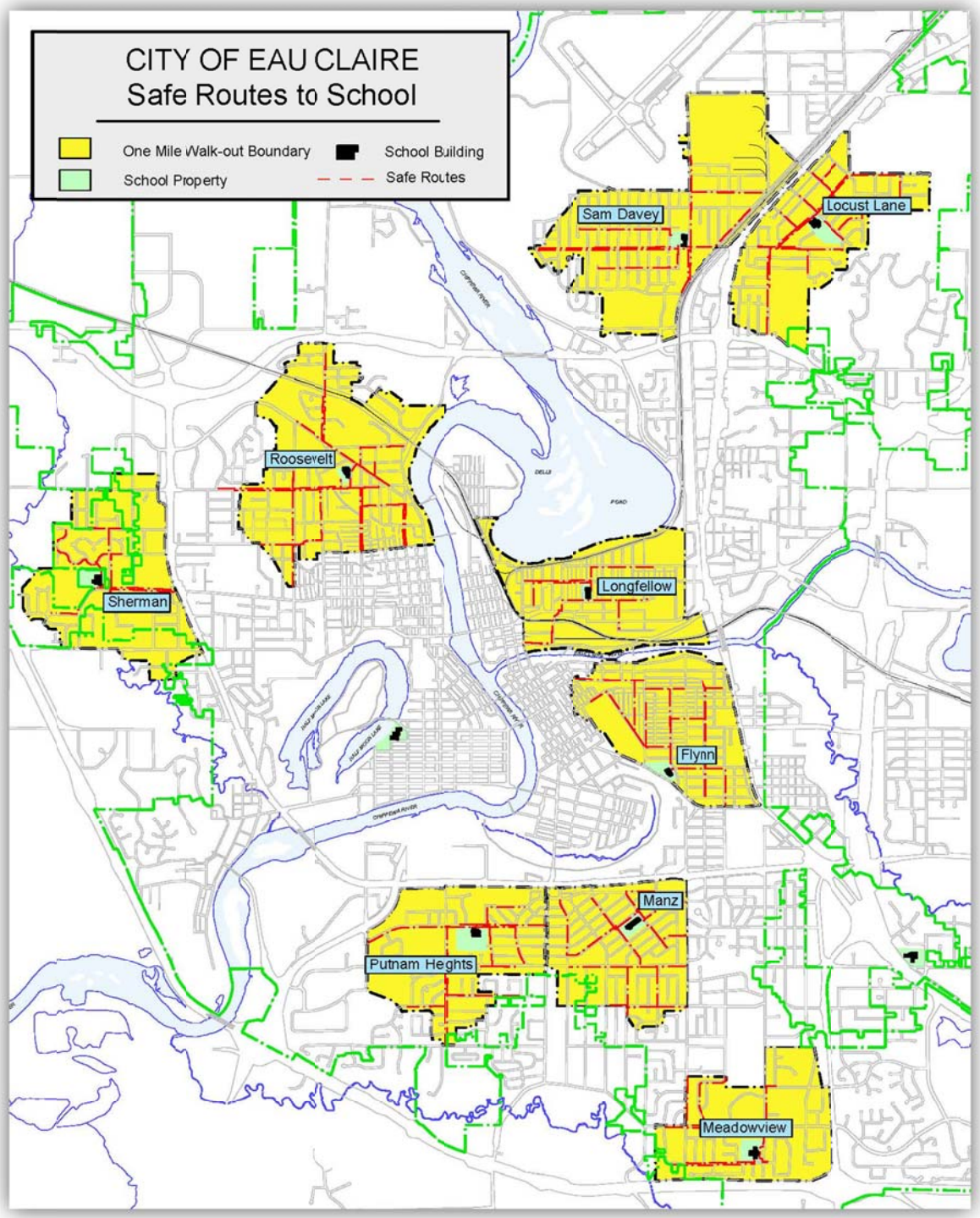
The City could assist community groups/sponsors in the consideration of developing Open Streets/Play Streets Eau Claire events. To address the negative trends of physical inactivity and obesity, make exercise a greater focus in the community while having affordable fun together outdoors. One innovative way is to consider closing down a street or sections of streets on a Saturday or Sunday to hold community recreational days. Other cities have done so and since streets are safe and open to use, people walk, run, bike, skate, play sports, picnic and engage with each other socially. Fitness, dance classes and musical performances are also held on streets. A day or two in the summer would be a logical time to test this idea in the city. Good street closure locations could be on Barstow Street, Water Street or First Avenue since they all are in the central city and accessible to the trail network.

Gus Macker 3-on-3 tournament on First Avenue

Policy 1.10 Safe Routes to Schools

Complete grant funded projects and consider creating a master plan with the help of Eau Claire Area School District. The Eau Claire South Middle School Safe Routes to School (SRTS) Plan is a step in the right direction and a good example of how to integrate surrounding elementary SRTS with a middle school. There remain three elementary schools, two middle schools and both public high schools that lack safe routes. The map on the next page illustrates designated elementary school safe routes within one mile walk-outs.

Figure 8. Elementary Safe Routes to School



Over the last four decades, the obesity rate for U.S. children ages 6 to 11 has more than quadrupled from 4.2% to 17%, and it has more than tripled for adolescents ages 12 to 19 from 4.6% to 17.6%.[3] As a safety and health prevention strategy, Congress initiated the Safe Routes to School program in 2005.

[3] Active Living Research. Active Transportation: Making the Link from Transportation to Physical Activity and Obesity. Research Brief, Summer 2009. Retrieved April 9, 2013 from http://www.activelivingresearch.org/files/ALR_Brief_ActiveTransportation_0.pdf

The City has received around $500,000 in SRTS grants and is working to finish these projects. However, no coordinated plan exists outside of a combined map of all the individual safe routes.

A master plan could fold in existing safe routes to school and bring together the rest of the City's plans for a strong integrated network of bicycle, pedestrian, and transit travel. To secure future investment dollars, a master plan could help the City stand apart when applying for State grants. The Federal MAP-21's Transportation Alternatives (TA) legislation, where SRTS funding is now found, is more comprehensive (facilities for pedestrians and bicyclists, rails to trails, overlook turnouts, community improvements activities like removal of outdoor advertising, environmental mitigation activities, and compliance with Americans with Disabilities Act) and so the competition for these funds will be tougher.

As part of the master plan effort, consideration should be given to a possible Safe Routes to School coordinator. If determined wise, the position could be housed at the Eau Claire Area School District, City-County Health Department, Public Works, Police Department, Healthy Kids Eau Claire County, etc. Other health departments have had a coordinator position funded by State DOT SRTS grants. The coordinator could help ensure the community prioritizes children's health, by bringing stakeholders and volunteers together while helping to implement the master plan and that projects get completed. Reactivating the Safe STEPS committee and the Safe Routes to School Task Force would also aid in creating and fulfilling the goals of the master plan.

Policy 1.11 Safe Routes to Parks

Consider developing safe routes to parks. In the same vein as Safe Routes to School, consider including in the safe routes to school master plan the development of safe routes to the community's parks. This could also be considered in the five-year Parks & Open Space Plan update. Specialized signing and lighting would help identify routes. It is also important to keep these routes "safe" year-round, by providing proper maintenance and clearing snow. Linking SRTS with safe routes to parks could give children the opportunity to play in parks before and after school. This is a tangible way to help them get the recommended 60 minutes of exercise a day. Not only will safe routes to parks help children be more active, it will also help adults find safer ways to get to parks without having to always drive.

Policy 1.12 Active Lifestyles

Study the relationship between the city's various neighborhoods and their proximity to active living resources. Inventory resources such as sidewalks, trails, bike-lanes, off-road bike trails, transit, parks, dog parks, open space, school yards, stadiums, community facilities, canoe/kayak launches, etc. With the challenge winters can bring, catalog also cross-country and snowshoe trails, sledding hills, ice skating, hockey rinks, etc. Pay special attention to "play deserts" (lack of play spaces in low-income areas) or the type and diversity of resources offered in these areas. Map these features to identify the community's free or affordable active living assets. This exercise may prove fruitful not only in identifying deficiencies and strengths, but in making improvements, and serving as a convenient community active living directory/map for the general public and worksite wellness programs to use.

Policy 1.13 Workplace Wellness

Continue to use the City-County Health Department's website materials and programs to promote worksite health and wellness. There are plenty of great resources available from the CDC and the State of Wisconsin's Department of Health Services. Locally, the Eau Claire Area Chamber of Commerce has a worksite wellness program to encourage

businesses' employees to be healthier. Companies get certified depending on their commitment level and implementation of measures such as at-work gyms, fitness classes, "walk and talk" meetings, healthy vending machines, incentives for regular exercise at a gym, credit on health insurance deductibles, etc.

In an effort to combat rising medical insurance costs, many employers, with the help of their health insurers are creating worksite wellness initiatives. The popularity of these programs is growing fast and with good reason. According to the Minnesota Department of Health, for every $1.00 a business spends on workplace wellness, in return they receive approximately $3.00-$6.00.[4] Investing in employee health can be very important to businesses' bottom line. Other studies have shown wellness programs boost productivity, worker morale, and help shed workplace mental stress.

Worksite wellness parking. Photo by Lance Bernard

Working with others such as the the Eau Claire Area Chamber of Commerce's Health & Wellness Committee, consider if the community should attempt to become a designated "Well City USA", where 20% of the city's employment is participating in worksite wellness programs. Another option is to reach a certain percentage of businesses receiving the Governor's Worksite Wellness Award.

The City should encourage businesses to leverage what Eau Claire has to offer by utilizing the built environment (parks, sidewalks, trails, sport facilities, and recreational programming). Employers can encourage "walk and talk" meetings by using nearby sidewalks, parks and trails. The CDC has a good Walkability Audit Tool to evaluate walking opportunities found around a business site. On-site, employers could consider installing bike racks, small gyms, and showers. They could encourage employees to take the stairs rather than the elevator, create breast-feeding privacy rooms and quiet rooms to relieve stress, provide healthy meal or vending options in cafeterias/break rooms, grow a company garden, participate in a farm-to-work program (see Food & Nutrition Policy 2.4), bring plants and nature into the building, or add more windows to view outside scenery. Another unique strategy is to sign or paint parking stalls located farthest away from the workplace entrance, so employees walk more.

Hobbs Ice Arena is a multi-use facility

<u>Policy 1.14 Joint Use Public Facilities</u>

The City and other public service providers should continue to look for more ways to cost-effectively offer joint use of public facilities for physical fitness. For example, Hobbs Ice Arena now includes a fitness gym. Some area schools are open to the public afterhours for

[4] MN Dept. of Health. WorkWell[SM] Healthy Minnesota Workplace Toolkit. Retrieved April 10, 2013 from http://www.health.state.mn.us/divs/hpcd/NGAtoolkit/toolkit.pdf

recreational programs, open gym, swimming, tennis, and track. UWEC's University Recreation & Sport Facilities offers fitness classes and wellness seminars to the public for reasonable fees. There are many other partnerships in the community that could be developed to help keep our citizens active and healthy.

Policy 1.15 Wellness Community Website

Consider collaborative opportunities to support an advocacy campaign website or resource that lists all the various community opportunities related to physical activity, healthy living and challenges people to fulfill their goals. Energize Eau Claire created a brochure in 2007, and it could be updated if more funding becomes available. Stakeholders such as the Healthy Communities Council's Action Teams, City-County Health Department, Parks, Recreation and Forestry Department, YMCA, United Way, hospitals, Volume One Magazine, etc. could collaborate to develop this resource guide for the public. This effort could easily tie in existing efforts such as *Prime Times*, the City's recreation program guide, Energize Eau Claire campaign's website, and Volume One's "Chippewa Valley Health, Fitness and Wellness Guide", etc.

As a component of providing quality of life, more communities are creating active living resources like webpage portals as the go-to place to access information on what the community has available for healthy living (trails, parks, recreational programs, health care, fitness clubs and classes, cooking classes, etc.). Examples of other cities nearby are DuluthFIT, Ramsey County's Active Living Ramsey Communities Initiative website, Healthy Marathon County, and Green Bay's LIVE54218.

Work Implementation Program – (2013- 2017)			
Active Living Section			
Policy	**Task**	**Lead Party**	**Timeframe**
1.1 Planning	Update the City's Five-Year (2013-2017) Park and Open Space Plan.	Parks Dept.	2013
1.2 Planning	Continue to carry out health related policies in existing plans such as Bicycle & Pedestrian Plan, etc.	Multiple Depts.	Ongoing
1.3 Program	Continue to attract participation in park and recreational programs by strengthening, supporting, and funding parks, facilities, and recreation.	Parks Dept.	Ongoing
1.4 Policies	Formalize a policy to examine new subdivisions for internal/external walkability and connectivity	Planning Div.	2014
1.5 Partners	Consider conducting walk audits with partners when evaluating pedestrian improvements.	Public Works Dept.	Ongoing
1.6 Policies	Consider developing review standards for building site plans/developments so that accessibility and connectivity to such facilities are adequately met.	Planning Div.	2013
1.7 Policies	Consider reviewing past practice of waiving sidewalk requirements for commercial and industrial areas.	City Council	2015
1.8 Policies	Consider a policy to use various "livable street" elements where appropriate/financially prudent.	Public Works Dept.	2016
1.9 Partners	Consider closing down a street(s) to hold a pilot community Open Streets/Play Streets event(s).	Community Partners	Ongoing
1.10 Planning, Partners	Working with partners, construct grant funded projects and consider completing a Safe Routes to School Master Plan.	Eau Claire School District w/ City depts.	2014-2016
1.11 Planning	Consider adding in the safe routes master plan the development of safe routes to parks (could be also considered in new 5-year Parks & Open Space Plan).	Park Dept.	2014-2016
1.12 Planning	Study or map the relationship between the city's various neighborhoods and their proximity to active living resources.	Planning Div.	2016
1.13 Program, Partners	Consider promotion on Health Department's website existing best practices/programs which foster worksite health and wellness. Support the Chamber of Commerce's Health & Wellness Committee's existing worksite wellness program.	Health Dept.	2015
1.14 Program	The City and other public service providers should continue to look for more ways to cost-effectively offer joint use of public facilities for physical fitness.	Parks Dept.	Ongoing
1.15 Partners	Consider collaborative support for a website/resource that lists opportunities related to physical activity/healthy living and that challenges people to fulfill their goals. Possibly update Energize Eau Claire's 2007 brochure if funding becomes available.	Health Dept. Healthy Communities Council	2015

2. Food & Nutrition

INTRODUCTION

The U.S. Department of Agriculture recommends a healthy meal diet should consist of a half plate of fruits and vegetables, a half of grains and protein, and alongside, a serving of dairy. "My Plate" dietary guidelines are designed to remind Americans to eat healthfully. In 2012, 28% of Eau Claire County adult residents were obese (BMI >30) compared to 29% statewide.[1] Primary health factors driving this costly outcome are poor diet and lack of physical activity.

This section's purpose is to put forth built environment strategies that will help increase safe and nutritious food for healthy eating from infancy through old age. It also builds upon policies found in the Sustainability Chapter–Local Food Objective. Together, these policies support the Adequate, Appropriate and Safe Food and Nutrition Focus Area goal in the State Health Plan, *Healthiest Wisconsin 2020*. As reflected in the American Planning Association's Policy Guide on Community and Regional Food Planning, there is growing support to include food systems in comprehensive planning as a vital part of a sustainable city. Urban Planners have worked to preserve farmland by restricting sprawl, but within the city a greater emphasis is being placed on how local food development and consumption can enrich and sustain the local and regional economy while meeting the essential needs of proper diet and helping people who are hungry (or food insecure).

Objective: The City will strive to increase safe and nutritious food for healthy eating from infancy through old age.

Desired Health Outcomes:
-Increase consumption of healthy & local food
-Increase access & food security
-Decrease chronic diseases and obesity
-Increase physical activity & mental health from benefits of gardening
-Increase infant growth by encouraging breastfeeding

Strategies:
- Gardens & local food
- Fresh healthy food access
- Year-round public market
- Economic food development
- Food system plan
- Breastfeeding support

[1] University of Wisconsin Population Health Institute. 2013. County Health Rankings & Roadmaps. Retrieved April 6, 2013 from http://www.countyhealthrankings.org/app/wisconsin/2013/eau-claire/county/outcomes/overall/snapshot/by-rank

FOOD & NUTRITION POLICIES

Policy 2.1 Community Gardens

Increase the number of neighborhood and community gardens in public spaces. The Parks, Recreation and Forestry Department's 2011 Park Needs community survey revealed support for allowing community gardens in parks. Planting, tending, harvesting and eating your own food increase physical activity, provide mental health benefits, boost human nutrition, and help to learn how food is grown, something city-dwellers oftentimes lack. The City should assist lead parties in developing food or flower gardens. By policy-practice gardens should continue to be operated by stakeholder groups while the City plays a secondary role (e.g., making sure beforehand garden land is safe to grow food on).

Currently there are nine community gardens, two of which offer rental plots. Started in 1979, the Jeffers Road Community Gardens has rental plots that measure 20' by 45'. Eau Claire County Extension with the help of the Eau Claire Area Master Gardener Volunteer Association administers the garden on City-owned parkland. Forest Street Garden near the Downtown Farmer's Market has rental plots 20' by 20'. A reduced rate is offered to those with limited income. There are raised wheel-chair accessible table-gardens, a garden pavilion and a communal garden where those who work it can receive its harvest. Food from this garden is also donated to feed low income residents at The Community Table.

Eau Claire Community Gardens

- **Lakeshore Park Garden** - Operated by Randall Park Neighborhood Association
- **McDonough Park Youth Garden** - Operated by Eau Claire County-Care of UW-Extension Office
- **North River Fronts Youth Community Garden** - Operated by Eau Claire County-Care of UW-Extension Office
- **Demmler Park Neighborhood Garden** - Operated by the Third Ward Neighborhood Association
- **Boyd Park Gardens** - Operated by the East Side Hill Neighborhood Association
- **Jeffers Rd. Community Garden** - Operated by Eau Claire County/UW-Extension Office
- **Forest Street Garden** – Operated by several sponsoring organizations
- **Eau Claire Exposition Center Demonstration Gardens** – Operated by Eau Claire Area Master Gardeners
- **Putnam Height's Elementary Garden** – Operated by the elementary

Forest Street Community Garden

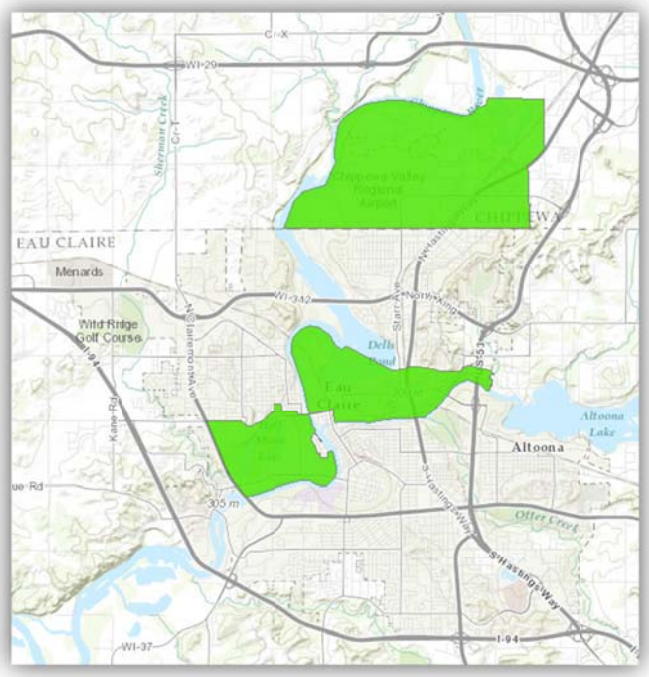
A 2010 survey by Eau Claire County Extension Office of Jeffers Road Community Garden renters identified reasons why gardens are valuable in urban environments. Of those that responded, 56% said

they rent plots because they have no space at home, 12% said they rent their home and cannot put a garden in the landlord's yard, and 22% said they need more space than what is available at home. The survey also found plot renters were driving from the south side of the city to the northwest for the garden and that they desired a location nearer to where they live. Thus, with the lead role of those interested, the City should look at helping to develop a south side community rental garden. Other new community or neighborhood gardens might be well suited in the city's northeast and west locations, and in areas found to be without fresh food access, typically called as "food deserts." School sites may provide good locations as well. The Clear Vision Empowerment Summit's action team on local food development may be a good partner to help identify and organize new sites.

Policy 2.2 Fresh Food Access

To make improvements, consider studying food deserts in the City or County with UW-Extension, ECC Hunger Prevention Coalition, Eau Claire Area School District, UWEC, and other partners. The USDA's Healthy Food Financing Initiative (HFFI) defines a food desert as a low-income census tract where a substantial number of residents has low access (>1 mile) to a supermarket. The USDA Food Access Research Atlas found three food deserts in Eau Claire for 2010. Studies show lower income neighborhoods are at higher risk of suffering from obesity and diabetes if they lack grocery or produce outlets and are crowded with fast-food and convenience stores.[2] Eau Claire currently has the highest percentage of fast-food restaurants compared to other counties in the State.[3]

Figure 9. Eau Claire Food Deserts, USDA Food Access Research Atlas



While the USDA Atlas used 2010 Census data and large supermarket listings, it did not take into account other fresh food resources within the city. These could be smaller grocery stores, corner stores, farmer markets, community gardens, food pantries, and free-meals centers like Community Table. The Wisconsin Food Security Project identifies these and other resources such as farmer markets and stores accepting WIC vouchers, Supplemental Nutrition Assistance Program retailers, summer meal sites, and public schools serving breakfast. Although in scattered locations throughout Eau Claire, some of these fresh food resources are found in the three food deserts. Gas station convenience stores are also making strives but they typically only carry a limited selection of healthy fresh food.

The Eau Claire County (ECC) Poverty Work Group, a subcommittee of the ECC Hunger Prevention Coalition, prepared a Food Assistance Issue Paper in 2008. It cited previous work from a 2004 UW-Extension survey of household food needs conducted at the Eau Claire Area School District's three

[2] California Center for Public Health Advocacy, PolicyLink, and the UCLA Center for Health Policy Research. 2008. Designed for Disease: The Link Between Local Food Environments and Obesity and Diabetes. Retrieved April 8, 2013 from http://healthpolicy.ucla.edu/publications/search/pages/detail.aspx?PubID=190

[3] University of Wisconsin Population Health Institute. 2012. County Health Rankings & Roadmaps. Retrieved April 7, 2013 from http://www.countyhealthrankings.org/app/wisconsin/2013/measure/factors/84/map

lowest income elementary schools (Lakeshore, Longfellow, and Lincoln (now the Montessori). The study indicated 25% of families responding were food insecure and 13% experienced hunger in the past year.

Working collaboratively, the City-County Health Department, UW-Extension, ECC Hunger Prevention Coalition and other stakeholders such as the Eau Claire Area School District, UWEC, neighborhood groups, and concerned citizens, could first catalog and map the city's various food outlets and overlay neighborhood demographics to understand better the relationships and barriers for fresh food access. This exercise may lead to new conclusions about the built environment such as needing a school-site community garden, attracting a mobile grocer or a corner grocer in a location that has low access. Some other strategies are giving support to encourage gas station convenience stores to sell healthier foods, or requiring corner stores with a grocery license to stock a certain amount fresh fruits and vegetables. Community Development Blocks Grant funds or grants from Transform Wisconsin (if available) could be used to help finance community gardens and build the partnership capacity so they can be maintained over time, while strengthening neighborhood reinvestment. The USDA and U.S. Health and Human Services also have dedicated funds to improve access, purchase, and consumption of healthy affordable foods in the establishment of healthy food retail outlets in defined food deserts.

Policy 2.3 Farm-to-Urban Consumer

Develop more farm-to-work or farm-to-school programs. Sacred Heart Hospital contracts with area farmers for produce and meat which they use in cafeteria meals. Chippewa Valley Technical College established a student-run mini-CSA (community support agriculture) in the fall of 2012 using greenhouse and hydroponic facilities. Recently, with the help of UWEC students, the City of Eau Claire's Green Team put together a Farm-2-Work program for employees and it was fully subscribed to in less than a day. In other examples, Wood County, WI health officials and advocates began a program to bring school children out for visits to working farms. They then brought the farm produce to school cafeterias. The Vernon County's Farm to School Initiative has a goal to expand a similar program to all Vernon County school districts. The initiative is run by the school district, AmeriCorps and volunteers and was aided by a Transform WI grant.

A Transform Wisconsin Grant (if available in the next round of funding) may also provide an opportunity to create a farm-to-school program. The Eau Claire Area School District is a member of the Alliance for a Healthier Generation and a program like this would fit well into that initiative. Eau Claire County Extension, River Country Resource Conservation and Development Council, Inc., Wisconsin Farmer's Union, along with other stakeholders might be good partners in creating such a program.

Policy 2.4 Local Food Business

Working with stakeholders, support the economic growth of local food-related businesses. Agriculture in Eau Claire County is big business. An UW-Extension report[4] found the industry provides

[4] University of Wisconsin-Extension, Cooperative Extension. Eau Claire County Agriculture: Value & Economic Impact. 2011. Retrieved April 8, 2013 from http://www.uwex.edu/ces/ag/wisag/documents/agimpactbrochEauClaireCoFINAL.pdf

over 4,480 county jobs and $1.1 billion in sales. The more these dollars can be re-spent in the local economy the better. The City could aid by seeking out and providing incentives to start-ups and local value-added food businesses. Another opportunity is to possibly help in developing a commercial kitchen incubator. Often times starts-up do not have the proper facility to experiment and process larger quantities of food than what a kitchen at home can handle by code. Eau Claire County has already started looking into a kitchen incubator concept at the County Exposition. An economic and market analysis of farming within the immediate region could help identify new niche business opportunities. Applying for Federal Healthy Food Financing Initiative grants/loans could help open up new fresh food outlets such as supermarkets, farmers' markets, and expanded convenience stores' food offerings in low-income and under-served areas. Transform Wisconsin Grants (if still available) may also provide an opportunity to provide incentives in creating farm-to-work/school programs.

Policy 2.5 Public Market

The City and/or Redevelopment Authority should consider developing a year-round public market. The venue could give local food producers a greater chance to sell directly to urban consumers, provide another downtown attraction and possibly serve as key catalyst for redevelopment. The success of the Downtown Farmer's Market has been enormous, however it has reached full capacity for its size and thus there are a number of farmers and CSAs on a waiting list. The space is not enclosed making it impractical for winter use and available parking is becoming an issue as more development occurs in North Barstow Redevelopment District.

Pike Place Market, Seattle, WA. Photo by Wac

Eau Claire Farmer's Markets

- Downtown Farmer's Market – Phoenix Park
- Festival Foods Farmer's Market – Mall Dr.
- Oakwood Mall Farmer's Market – Golf Ave.
- Gordy's Country Market – Birch St.
- Fresh Start Farmer's Mart – UWEC Campus
- Winter Farmer's Market – L.E. Phillips Senior Center

(Source: Western WI Farm Fresh Atlas)

At L.E. Phillips Senior Center, a winter farmer's market runs the second Saturday of each month from November to April. People can purchase quality local vegetables, meat, dairy, poultry and other farm products. The number of winter markets is increasing nationwide. They jumped 38% from 886 in 2010 to 1,225 in 2011, according to the U.S. Department of Agriculture. These markets, defined as those operating between November and March, now account for nearly 17% of the nation's approximately 7,200 farmers markets.[5]

Just as the Downtown Farmer's Market was a key redevelopment catalyst in the North Barstow Redevelopment District/Phoenix Park area, a year-round public market may present another opportunity. A conceptual idea of a year-round public market in the West Bank Redevelopment District was submitted by the City Council President to the Mayor's Institute on City Design in 2012. Architects and planners from across the Midwest gave the City ideas on increasing local food development downtown. The submitted concept was along the west

[5] USA Today. Farmers Markets Go Year-Round as Eat-Local Trend Grows. Retrieved April 7, 2013 from http://usatoday30.usatoday.com/money/industries/food/story/2011-12-21/year-round-farmers-markets/52128314/1

bank of the Chippewa River on the former site of Lange's Cannery, evoking the name "Cannery District". The market's design played-off the canning company's old circular silo. The space was envisioned for local vendors (farmers, bakers, butchers, florists, candy-makers, fishmongers, vintners, brewers, craftspeople, etc.). The design noted other possible fixtures such as a commercial kitchen for cooking classes/business incubator, attached greenhouses, a food cellar, and rental space for events such as weddings and seminars. A restaurant, deli, café, outdoor ice skating rink, and rose/botanical gardens are other elements that could make the project more financially viable. An attached food hub could also be part of the mix (see next policy).

In order to explore the above concept further, the Redevelopment Authority should be heavily involved as they have been purchasing properties in the area and will be completing a specific development plan for the district. Partnerships with food related businesses like Silver Springs, Nestlé, etc., CVTC's and UWEC's food programs, food pantries, hospitals, etc. could be considered in pursuing the creation of such a public market.

Milwaukee Public Market and Findlay Market in Cincinnati are two popular examples of these types of year-round public markets. In downtown La Crosse, Western Technical College, Hillview Urban Agriculture Center and Mayo Clinic Health System-Franciscan Healthcare have plans to create an Urban Landscape and Agriculture Center with greenhouses for year-round food. Although not a public market, the center will be an educational resource for the college and a community venue used for promoting local food and sustainable living.

Milwaukee Public Market. City of Milwaukee, HTWA/BID #2

Policy 2.6 Regional Food Hub

Collaborate with others to research if the region could support a regional food hub. The USDA defines "*regional food hubs"* as a business or organization that actively manages the aggregation, distribution, and marketing of source-identified food products primarily from local and regional producers to strengthen their ability to satisfy wholesale, retail, and institutional demand.[6] A good example of this is connecting restaurants, schools, hospitals, grocery stores, etc. who are looking to incorporate local food into their menus/offerings with supply farmers. Food hubs can make this supply and demand exchange happen. Currently there is no such resource in the area. Fifth Season Cooperative (Vernon County) and Big River Farms (Marine on St. Croix, MN) are good existing models located near Eau Claire but far enough outside the immediate region. The Dane County Planning and Development Department, for example, raised funds for a feasibility study to determine the market viability for a regional food hub. A food hub could also be considered a component of the public market concept addressed earlier.

Local food sales continue to grow, estimated at $4.8 billion in 2008, and were projected to climb to $7 billion by 2011[7], but local farmers continue to face challenges by the lack of distribution, processing and marketing infrastructure to get their products to market. This is especially true for small to midsized

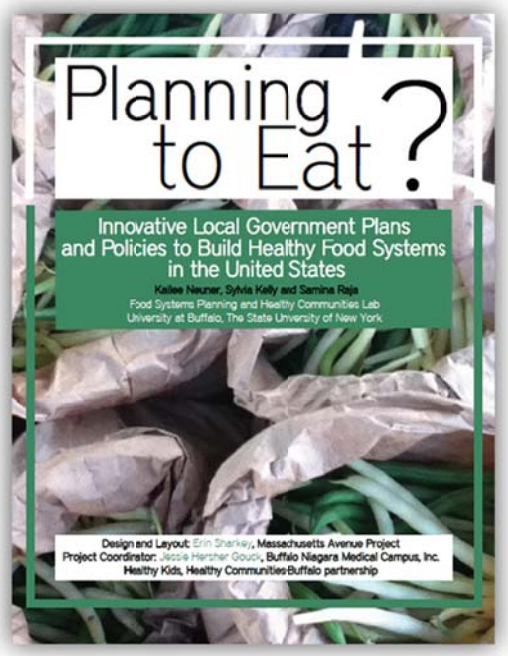
[6] USDA. Regional Food Hub Resource Guide. 2012. Retrieved April 9, 2013 from http://www.ams.usda.gov/AMSv1.0/getfile?dDocName=STELPRDC5097957

[7] Sarah A. Low, and Stephen Vogel. Direct and Intermediated Marketing of Local Foods in the United States, ERR-128, USDA, Economic Research Service. November 2011. Retrieved April 9, 2013 from http://www.ams.usda.gov/AMSv1.0/getfile?dDocName=STELPRDC5097250

farms. In Eau Claire County, over 90% of those who own farms are individuals or families, and the average size of a farm continues to decrease to around 170 acres.[8] While farm size has grown smaller, and dairy continues to be the mainstay, diversification continues as local farms look to fulfill ethnic and specialty niches (such as meat, goats, grapes, apples, etc.). A food hub could help distribute these specialty foods to consumers not only in Eau Claire but to larger markets like the Twin Cities.

Policy 2.7 Community Food Systems Plan

Consider creating a master plan for the community's food system[9]. Instead of independently addressing this section's policies, a master plan could be an option to tie the many strategies into one comprehensive plan.



Although fundamental to thriving cities, food system planning has often been overlooked by U.S. city planners. The American Planning Association has recognized the need to encourage change in this area and has set official policy on food systems planning, which could be useful in shaping such a master plan. Food system plans deal with life-cycle means; from the producing and processing of food, transporting, marketing and selling food, and disposing of food waste. Land uses range from farms, urban gardens, greenhouses, food-related business development, distribution, retail, to food composting.

As part of this effort, the City's zoning ordinance could be reviewed to see how the City already facilitates local food development and where it could improve. Working with local/regional partners such as the West Central Wisconsin Regional Plan Commission, UW-Eau Claire, County Extension, Wisconsin Farmer's Union, etc. would provide greater vision and understanding since the majority of food production comes from outside city limits. With the growing awareness and importance of local and regional food systems, there may also be federal and state funding opportunities to complete such a plan.

Policy 2.8 Lactation Support

Consider expansion of the Northwestern Wisconsin Breastfeeding Networks support of educational services to help foster more worksite breastfeeding locations. Legislation requires by law that employers provide employees with lactation rooms or private areas. The breastfeeding support resources could be augmented to add information on how to create/set up worksite privacy rooms. This information can also help architects plan for these spaces when designing buildings. Private places are important for new mothers so they can pump nutritious milk for their infant on a regular basis and feel unhindered.

[8] See Food & Nutrition section footnote #4.

[9] A food system refers to the network of activities, actors, resources, regulations, and institutions required to produce, process, distribute, and dispose food (from Planning to Eat? as referenced in the above picture)

Work Implementation Program – (2013- 2017)			
Food & Nutrition Section			
Policy	**Task**	**Lead Party**	**Timeframe**
2.1 Partners	Increase city neighborhood and community gardens in public spaces. With interest-groups leading, the Parks Department can assist in developing these gardens.	Interest groups with Parks Dept. assisting	Ongoing
2.2 Partners	Consider studying food deserts in the City and or County with UW-Extension, ECC Hunger Prevention Coalition, UWEC, UW-Stout or with other partners	Health Dept.	2016
2.3 Program	Develop farm-to-work or farm-to-school programs. City's Green Team will pilot an employee farm-to-work program.	Green Team	2013
2.4 Program	Working with stakeholders, support the economic development of area food business.	Economic Develop. Div.	Ongoing
2.5 Planning	Consider developing a year-round public market in the West Bank Redevelopment District.	Redevelopmt. Authority	Ongoing
2.6 Partners	Collaborate with others to research if the City could support a regional food hub.	Economic Develop. Div.	2016
2.7 Planning	Consider creating a master plan for the community's food system.	Planning Div.	2017
2.8 Program	Consider expansion of Northwestern WI Breastfeeding Networks support of educational services to help foster more worksite breastfeeding locations.	Health Dept.	2015

3. Land Use

INTRODUCTION

Studies indicate that improving the social and environmental conditions (60%-70%) is more a determinate of health than genetics (20-30%) or healthcare (10%).[1] Where one lives and where one works matters. For example, living in a blighted older neighborhood may increase one's odds of being exposed to structural hazards, higher levels of poverty and crime. Living a far distance from work leaves little opportunity to walk or bike, and may increase one's housing cost burden by needing to spend more dollars on transportation. Working in a factory that manufactures chemicals may increase one's exposure to toxins. The City of Eau Claire's Zoning Code is designed to try to avert built environment situations that can undermine public health and safety. It states:

> "The purpose of the zoning code is to protect the public health, safety, and welfare; implement and achieve the policies and goals of the city's comprehensive plan; provide adequate light and air; prevent the overcrowding of land; secure safety from fire, panic, and other dangers; and lessen congestion in the streets; encourage efficiency and economy in the use and development of land; facilitate adequate provisions for transportation, water, sewage, schools, parks, and other public requirements…"

To avoid conflicts, the zoning code establishes residential, commercial, industrial, and mixed-use zoning districts with permitted or not permitted uses. Design standards such as setbacks and lot sizes ensure there is adequate provision for air, light, and fire escape. The recommended policies herein serve to reinforce public health planning imperatives as it relates to the built environment.

Objective: The City will provide healthy living options in urban environments that protect public health and safety.

Desired Health Outcomes:
-Increase physical activity by providing transportation options and mixed-use areas
-Lessen exposure to lead, radon, carbon monoxide, mold, etc.
-Improve seniors' well-being by providing life-cycle housing
-Decrease negative health effects due to poor or lack of quality housing

Strategies:
- Sustainable development
- Health impact assessments
- Complete streets
- Transit & demand strategies
- Green & healthy buildings
- Life-cycle & affordable housing

[1] J. Michael McGinnis, Pamela Williams-Russo and James R. Knickman. The Case For More Active Policy Attention To Health Promotion. Health Affairs, 21, no.2 (2002):78-93. Retrieved March 15, 2013 from http://content.healthaffairs.org/content/21/2/78.full.html

LAND USE POLICIES

Policy 3.1 Sustainable Development

Encourage compact contiguous mixed-use development by supporting existing policies within the Comprehensive Plan. The City's 2005 Comprehensive Plan puts forth policies that encourage mixed- and multiple-use development to provide for more compact urban form. Including a diverse mix of housing and destinations (including healthcare services) in compact arrangements will promote healthy living by making it easier to walk, bicycle, and take transit.

National and regional real estate reports[2] indicate that future trends are for in-town living, environmental conservation, and the desire to drive less. Changing demographics of smaller household size, Generation Y and baby-boomer preferences, and rise in ethnic diversity will contribute to the growing urbanization of cities, transportation choice, and greater sustainability. Building these types of developments locally will require developers, builders, realtors, and local government to work together to adapt to the changing market. The City may want to consider incentives such as reduced application fees, expedited permit reviews, density bonuses, etc., to aid in this process.

Policy 3.2 Health Impact Assessments

Explore using the Health Impact Assessments (HIA) process to support health in the built environment. Consider a formalized policy, receive training, build capacity, and pilot HIAs on public or private projects. City Planning, the City-County Health Department, and others should work together. HIAs are undertaken when a built environment issue, proposal or plan has the potential to significantly affect public health. The International Association of Impact Assessment defines an HIA as "a combination of procedures, methods, and tools that systematically judges the potential, and sometimes unintended, effects of a policy, plan, program, or project on the health of a population and the distribution of those effects within the population." HIA case examples have been on large-scale new subdivisions, redevelopments, sub-area plans, transportation corridor projects, environmental remediation, heavy industrial (I-2 district), sand processing plants, updates to comprehensive plans, etc.

Policy 3.3 Complete Streets

Formalize a Complete Streets policy. Led by the Public Works Department, the guidelines will assist staff as they plan new streets, reconstruct existing streets, and help make expectations clear to developers when they propose new subdivisions.

Smart Growth America, Complete Streets Local Policy Workbook, 2012

The Bicycle & Pedestrian Plan states the City should review the feasibility of implementing a complete streets program for the construction of new streets and the reconstruction of existing streets. A "complete street" is a street that is designed for all users, such as motorists, bicyclists, and pedestrians; including people with mobility

[2] On Common Ground. Summer 2010: Megatrends for the Decade. National Association of Realtors® Retrieved March 15, 2013 from http://www.realtor.org/articles/megatrends-affecting-us-all

restrictions. In recent years the City has made strides in providing streets that are safe and convenient for all users. However, not every public-right-of way can accommodate all users in a safe and clearly delineated way. Thus, the City should work towards formalizing its practices regarding the implementation opportunity and challenge of complete streets.

Policy 3.4 Transportation Management Demand

Consider Transportation Demand Management (TDM) strategies to reduce the number of single-occupancy trips and provide more modal choice. TDM strategies are aimed to lessen overall vehicle miles traveled (VMT), congestion, unnecessary idling, greenhouse gases, and local air pollution. Options might include enhancing transit service, encouraging Commuter Choice programs (a fringe benefit plan authorized by Internal Revenue Code to allow employees to save money on their transit expenses), expanding bicycle commuter routes, constructing park-n-ride lots, promoting carpooling and car-sharing, encouraging employers to use flexible work-hour scheduling and telecommuting, and requiring traffic impact analysis for major developments. Other strategies which improve vehicle flow on roadways are Transportation System Management (TSM) techniques, such as providing way-finding signage and using computer software to remotely manage traffic and signal synchronization at intersections. See Comprehensive Plan Transportation Chapter Objectives 5 and 8 for more information.

Policy 3.5 Transit Development Plan

Update the five-year transit development plan. In 2004 healthcare-related trips in Wisconsin accounted for 9.7 million rides, resulting in $188 million of savings in transportation costs and at-home care.[3] The plan update should seek to provide high quality service, serve new areas of the city by adding or modifying existing routes, operate express service or better peak demand frequency, offer Sunday service, and construct a new downtown transit center. The transit center should integrate and connect with pedestrian and bicycle systems to further increase bus ridership via these active transportation modes (riding the bus is considered active transportation since one has to reach the bus stop by walking or biking). Bike racks should be included on all buses to enable more bicycling to the bus stop. If they provide no service of their own, continue to require that developers participate in funding paratransit, in new peripheral developments that lack a bus route. Collaborate on the plan update with the Chippewa Valley Metropolitan Planning Organization (MPO) and stakeholders like UWEC, major employers, etc.

Policy 3.6 Life-Cycle Housing

Consider allowing accessory dwelling units and educating developers/contractors about ways to help seniors live independently longer. An AARP Public Policy Institute report says nearly 90% of people over age 65 want to stay in their homes for as long as possible.[4] In 2011, the U.S. Census estimated there were 41.4 million persons aged 65 and older, or 13% of the population. By 2030, the number of older persons is expected to increase to more than 72 million (20%) and continue to increase thru 2050. Persons over 85 years of age represent the fastest growing age cohort in the U.S.[5]

There are several strategies the City could consider when thinking about providing more life-cycle housing options. Accessory dwelling units (ADUs) are becoming popular with seniors who want to live with their extended family. ADUs are currently only allowed in the City's Traditional Neighborhood

[3] Wisconsin Department of Transportation. The Socio-Economic Benefits of Transit in Wisconsin Phase II: Benefit Cost Analysis. May 2006. Retrieved March 19, 2013 http://wisdotresearch.wi.gov/wp-content/uploads/05-14tranbenefits-f1.pdf

[4] Nicholas Farber and Jana Lynott. Aging in Place: A State Survey of Livability Policies and Practices. In Brief 190, December 2011, AARP. Retrieved March 15, 2013 from http://www.aarp.org/content/dam/aarp/livable-communities/learn/research/aging-in-place-a-state-survey-of-livability-policies-and-practices-aarp.pdf

[5] Environmental Protection Agency's Aging Initiative Home. Retrieved March 15, 2013 from http://www.epa.gov/aging/

Development District (TND). ADUs could be expanded to the R-1 District to give more options. The Aging & Disability Resource Center of Eau Claire County can assist by educating consumers on standards that promote accessibility, adaptability (i.e. universal design), home safety, aging-in-place, and greater independence in built community settings.

Policy 3.7 Housing Deficiencies

Consider new strategies and continue to administer the Intensified Housing Code Compliance Program to ensure minimum housing code compliance occurs. Communities can use several techniques to help maintain a healthy housing stock in dealing with the persistent deterioration of housing and nonconforming situations created by new building codes. Rehabilitation, maintenance, and infill strategies are also listed in the Housing Chapter of the 2005 Comprehensive Plan.

The City-County Health Department's Intensified Housing Code Compliance Program helps to improve the condition of the City's housing units. A systematic approach is used via field surveys to identify housing deficiencies. From 1993 to 2010 the number of blighted or deteriorated homes in the city was greatly reduced, however, Federal Community Development Block Grant (CDBG) funding used for this program continues to decrease. Increasing local funding support could be considered.

Complimentary strategies such as providing education and implementing voluntary, market based programs to create incentives for providing the best quality rental properties possible are other options to consider. Some of these ideas could be added onto the existing voluntary Eau Claire Certified Landlord Program, which mainly provides crime prevention education.

Remodeled Eau Claire home

Policy 3.8 Healthy Buildings

Administer the City-County Health Department's Radon and Lead reduction programs (if Federal funding continues to be available), and consider other education strategies to improve human health in homes, workplaces, and other structures.

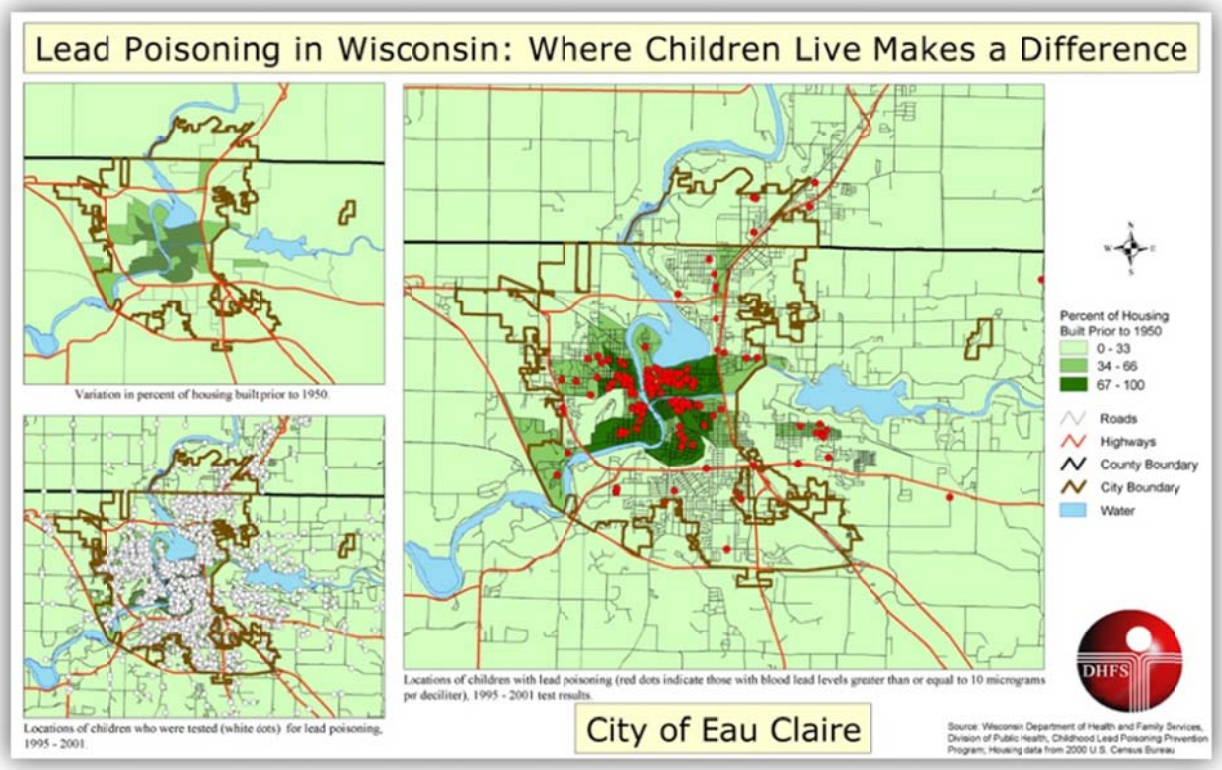
A 2001 U.S. EPA report[6] says on average we spend about 90% of our time indoors, where pollutant levels are often higher than those outside. It goes on to say that most Americans and building managers do not have a clear sense of the significant health risks of indoor pollution or know what they can do to reduce risk for asthma, cancer, and other serious diseases caused by indoor pollutant exposure.

Common techniques to provide a healthy indoor environment are to address moisture and mold prevention, use safer building products (i.e. no to low-toxicity) and custodial care standards, abate lead and asbestos, mitigate radon leaks, and eliminate second-hand smoke. The sustainable or green building movement is an approach to address health and the environment in building design (see the Comprehensive Plan Sustainability Chapter—Sustainable Development policy). The EPA has developed a

[6] Environmental Protection Agency Healthy Buildings, Healthy People: A Vision for the 21st Century. EPA 402-K-01-003. October 2001. Retrieved March 15, 2013 from http://www.epa.gov/iaq/pdfs/hbhp_report.pdf

voluntary guidance document called *Healthy Indoor Environment Protocols for Home Energy Upgrades*, which provides a set of best practices for improving indoor air quality in conjunction with energy upgrade work in homes. This and other trade resources could be referred to when educating builders on the human health benefits of constructing sustainable buildings.

Figure 10. Lead Poisoning in Eau Claire



<u>Policy 3.9 Affordable Housing</u>

Encourage private developers, the City and County to better meet housing affordability needs within the community. The City of Eau Claire Housing Authority's low-income household waiting list has been over 550 since July 2010, and with Federal funding being cut each year, the Authority's ability to meet this need with new public housing is severely limited. Private developers can help meet this market demand by taking advantage of the Low Income Tax Credit Program administered through the Wisconsin Housing and Economic Development Authority, provided eligibility requirements are met. Developers can also work with the Housing Authority to obtain clients from the waiting list when looking to fill their affordable housing. Ideally, affordable units should be mixed with other market rate housing to encourage social and economic equity. See the Housing Chapter, Objective 1, in the Comprehensive Plan for more affordable housing programs.

Work Implementation Program – (2013- 2017)			
Land Use Section			
Policy	**Task**	**Lead Party**	**Timeframe**
3.1 Policies	Continue to encourage compact contiguous mixed-use development.	Planning Division	Ongoing
3.2 Planning	Explore Health Impact Assessment (HIA) process as a proactive tool to support health in the built environment (a focus could be on I-2 land uses).	Planning Division with Health Department assisting/collaborating	2016
3.3 Policies	Formalize in a policy principles regarding complete street implementation.	Public Works Department	2014
3.4 Program	Consider Transportation Management Demand strategies to reduce congestion, vehicle miles traveled, and local air pollution.	Public Works Department	2017
3.5 Planning, Partners	Update five-year Transit Development Plan. Collaborate with major transit users like UWEC.	Transit Division	2014
3.6a Policies	Consider life-cycle housing provisions such as accessory dwelling units in the R-1 District.	Planning Division	2014
3.6b Planning	Educate consumers about accessibility, adaptability, universal design, home safety, and aging-in-place housing options.	Aging & Disability Resource Center of Eau Claire County	2014
3.7a Program	Look for ways to increase support for the City-County Health Department's Intensified Housing Code Compliance Program.	Health Department	2014, Ongoing
3.7b Policies	Consider strategies to ensure minimum housing code compliance continues.	Community Development Department	2017
3.8 Program	Continue to administer the City-County Health Department's Radon and Lead reduction program if federal funding is available.	Health Department	Ongoing
3.9 Partners	Encourage private developers, the City and County to better meet housing affordability needs within the community.	Community Development Department in collaboration with developers/builders	Ongoing

4. Safety & Crime

INTRODUCTION

Public safety is one of the most basic needs of society. The City of Eau Claire's mission statement is to "provide for the common good and deliver services essential for a healthy, safe, and sustainable community." The 2005 Comprehensive Plan and 2009 Sustainability Chapter Objective 6 – Strong and Health Community recognize the role of local government protecting and promoting fundamental human needs. This section expands on those policies and addresses solutions in the State Health Plan, *Healthiest Wisconsin 2020,* Focus Areas of Injury and Violence Prevention and Mental Health.

To the degree the built environment influences stress, illness, injury, and crime, is the degree to which it can be held responsible. For example, changes in roadway designs like divided highways, guardrails, grade separations, crosswalks, curb extensions, pedestrian signs, etc., have been important in reducing the number of injuries and fatalities associated with vehicle travel. Requirements in building codes have decreased fires and reduced falls and injuries by requiring smoke alarms, firewalls and 4-inch vertical bar spacing on railings. The Americans with Disabilities Act has improved accessibility and reduced injury rates. A success story includes playgrounds that have been redesigned to decrease injuries. The Parks, Recreation and Forestry Department provides a "Comprehensive Playground Safety Program" by following Consumer Product Safety Commission (CPSC) guidelines and the American Society for Testing and Materials (ASTM) standards. Providing greenery and parks in neighborhoods can reduce mental fatigue and promote social interaction. The recommended policy considerations in this section aim to improve health outcomes around personal safety and security.

Objective: The City will strive to protect and improve public safety and security, and reduce crime and disorder.

Desired Health Outcomes:
-Increase personal safety and security
-Decrease crime and violence
-Increase mental health
-Increase physical activity

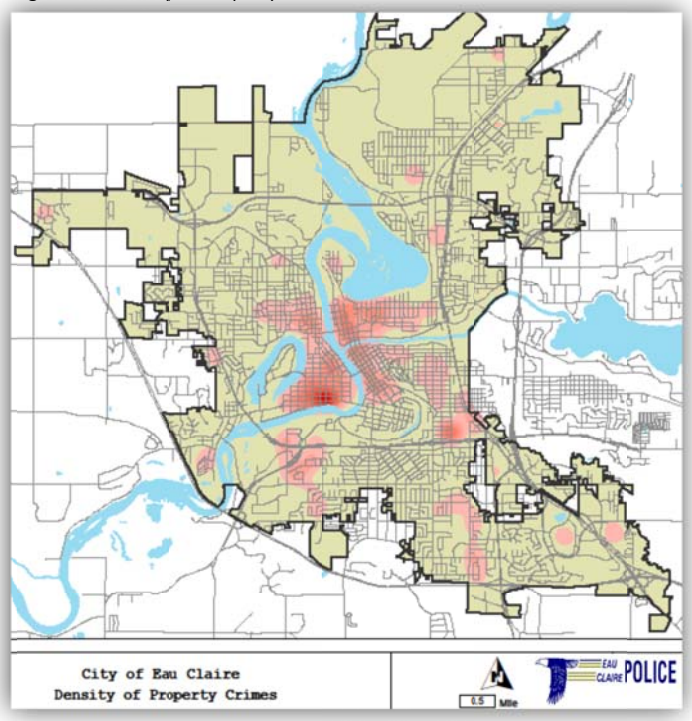
Strategies:
- Crime prevention through design
- Active threat planning
- Traffic calming
- Trail lighting
- Wayfinding signage
- Views of nature

SAFETY & CRIME POLICIES

Policy 4.1 Crime Prevention Design

Consider adopting a formal site plan review policy for Crime Prevention Through Environmental Design (CPTED). CPTED is based on the premise that proper design and effective use of the built environment can lead to a reduction in the fear of crime, incidence of crime, and an improvement in quality of life.[1] Common examples are making sure property and buildings are well maintained (e.g., no broken windows), providing lighting along trails, pedestrian tunnels and alleys, adding cameras and security-call kiosks on school or business grounds. Other approaches include eliminating or redesigning potential hiding spots, hardening potential targets (e.g., installing bollard poles in front of a government building), constructing speed bumps to slow traffic, adding more windows in buildings to better view outdoor activities, graffiti-proofing wall surfaces, etc. Cities are adopting CPTED principles in the shape of policies, ordinances, and overlay zoning districts. These often require that site and building plan reviews are conducted with crime prevention in mind.

Figure 11. Density of Property Crimes, 2011



The Eau Claire Police Department uses a proactive problem-oriented policing strategy and CPTED falls within this approach. The Department's Certified Eau Claire Landlord Program is another way owners can help prevent illegal activity on their rental property. The City's Landscape Manual also aids by asking site designers questions to reduce possible criminal activity.

To advance crime prevention planning, consideration should also be given to interdepartmental staff receiving more CPTED training and then deciding if a more formal policy or ordinance needs to be created. Whether by practice or policy, CPTED will help in preventing crimes such as pan-handling, theft, burglary, vandalism, robbery, rape, etc.

Policy 4.2 Active Threats

The Eau Claire Police Department should aid the Eau Claire Area School District in their assessment of how vulnerable the district's schools are to active threats and help other entities looking for similar

[1] The National Institute of Crime Prevention's Crime Prevention. Retrieved March 20, 2013 from: http://www.cptedtraining.net/index.php

prevention strategies. Active threats can include active shooters, hostage situations, suicide/homicide bombers, and terrorist activities.

In wake of the horrible shootings at Sandy Hook Elementary, at a Sikh Temple in Oak Creek, WI, and a recent campus-wide "lockdown" at Altoona School District, communities are discussing what measures they can take to better safeguard places where people gather. While tragedies caused by evil cannot altogether be prevented, there are steps our community can take. Some physical built environment techniques used to eliminate or reduce the opportunities for active threat attacks are: limiting the number of entries from outside, securing a single-point public access with a check-in counter or cardkey entry system, installing blast-harden entries (i.e. solid concrete "flower planters" in front of a building), minimizing or altering locations where people can hide, such as under stairwells and bushes, installing effective burglar alarms, panic alarms, security cameras and lighting. Other strategies are: knowing the building exit plan by posting maps in hallways, discouraging parking stalls close to the front of a building, being aware of suspicious activity, etc. While some of these strategies might not be practical for all situations, architects and site designers should keep in mind, especially for places of public assembly, these security enhancement strategies. For businesses, depending on the type, they may need to balance the desire for security with the need to attract customers.

Policy 4.3 Traffic Calming

Continue to improve pedestrian and bicycle conflict points with motor vehicles by using traffic calming engineering techniques, education, and enhanced enforcement. The concept behind traffic calming is to slow traffic speeds down and raise awareness of other modes of travel, mainly pedestrian, bicycle, and transit that might share the same road. The Bicycle and Pedestrian Advisory Committee now reviews all newly and reconstructed streets to ensure that these modes of transportation are adequately provided for and addressed for safety. Encouraging safer routes of travel for pedestrians and bicyclists will help promote physical activity. For example, an older-aged couple might decide to walk more often to the park across a busy street if the crossing is safe. For a more detailed discussion about traffic calming measures and "Areas Requiring Further Study" consult the City's Bicycle and Pedestrian Plan. For pictures of traffic calming designs, see the Transportation Chapter of the Comprehensive Plan, Objective 7 – Pedestrian Environment.

Policy 4.4 Trail Lighting

Consider adding more lighting on appropriate City multi-use trails. Increasing more light will allow people extended use, especially in darker winter months, and also add an extra sense of security for users. Lighting should be down-cast and where sensible, install motion-light sensors. Approximately 3 miles of the City's 27 mile multi-use trail system are currently lit.

Policy 4.5 Wayfinding Signs

Continue to incorporate wayfinding signage to reduce confusion and disorientation in urban settings. Just as signs help people navigate the complexities of interstates, they can have the same effect on reducing confusion and anxiety in urban environments, giving people a level of predictability and sense of safety. Wayfinding signage examples might include large and small community identification signs, gateway signs, "trailblazer" signs (directions to significant attractions), proximity signs, bike way signs, park signs, pedestrian kiosks, interpretive signs, historic

district signs, beautification signs (e.g., adopt-a-road), etc. Consider using special uniform design elements (e.g., City logo) and international symbol prototypes to help make recognition of sign information easier for all. Using more wayfinding signage is also a policy found in the Comprehensive Plan's Physical Character Chapter and the City's Bicycle & Pedestrian Plan.

Policy 4.6 Views of Nature

Continue to require the preservation and enhancement of natural features in the city. The City's street tree ordinance, Landscape Manual, Waterways Plan, Urban Forest Management Plan, and Parks & Open Space Plan all promote such purposes. Studies have shown views and access to nature can improve one's mental well-being. Street trees and open space can ease mental fatigue in noisy and crowded built environment settings. Neighborhood parks can provide peaceful locations where social ties between residents can be developed. See the Comprehensive Plan's Natural Resources, Parks, and Physical Character chapters for more detail.

Work Implementation Program – (2013- 2017)			
Safety & Crime Section			
Policy	**Task**	**Lead Party**	**Timeframe**
4.1 Policies	Consider a formal site and building plan review policy using Crime Prevention Through Environmental Design.	Planning Div., Police Dept.	2015
4.2 Planning	Assist Eau Claire Area School District and other entities seeking such help to assess, plan, and prevent active threats. Continue to educate businesses, landlords, and residents on what they can do to minimize risk and crime.	Police Dept.	Ongoing
4.3 Policies, Partners	Continue traffic calming engineering, education, and enforcement to solve situations dangerous to pedestrians, bicyclists, and motor vehicles. Work with stakeholders.	Public Works Dept.	Ongoing
4.4 Program	Consider adding lighting on appropriate City multi-use trails.	Parks Dept.	2014, Ongoing
4.5 Program	Continue to incorporate way-finding signage to reduce disorientation in urban settings.	Public Works & Parks Depts.	Ongoing
4.6 Policies, Program	Continue to require the preservation and enhancement of natural features in the city.	Planning Div. & Parks Dept.	Ongoing

5. Drug Abuse

INTRODUCTION

Alcohol and drug abuse (prescriptions and illegal drugs), and tobacco use and exposure, are two Focus Areas of the State Health Plan, *Healthiest Wisconsin 2020*. Alcohol and drug abuse is a top health priority action item in the City-County Health Department's Community Health Improvement Plan. While drugs may not be directly related to the built environment, there can be indirect negative effects on human health. For example, if a high concentration of bars is allowed within a particular neighborhood, it might lead to more criminal activity, property damage, motor vehicle accidents, and underage drinking.

Wisconsin ranked first in the nation for adult binge drinking from 2001-2010.[1] Within Eau Claire County, 27% of residents drink excessively, which includes binge and heavy drinking (the county range in the state is 14-33%).[2] Tobacco use and exposure combined represents the leading overall cause of death in the U.S. and in Wisconsin it is a major economic burden. Each year in Wisconsin 8,000 people die of tobacco-related illnesses; $2.2 billion is paid in direct health care costs; and $1.6 billion is attributed to lost productivity.[3] Smoking-related health care costs in Eau Claire County in 2007 were $48.6 million.[4] Abuse of or illegal use of drugs greatly costs society in other areas such as crime, hospitalizations, unemployment, homelessness, mental health disorders, and suicide. The 2012 Community Health Assessment of Eau Claire County found that 51% of residents and 53% of community organizations believed alcohol and other drug use was an area in need of improvement. The recommend built environment policies in this section attempt to help reduce the health risks associated with alcohol, tobacco, and other drug abuse.

Objective: The City will strive to protect the public in situations where drug abuse and tobacco exposure may lead to negative health consequences.

Desired Health Outcomes:
-Decrease negative health effects of drug abuse (e.g., crime)
-Decrease rate of underage and adult binge drinking
-Decrease exposure to second-hand smoke
-Increase mental health

Strategies:
- Alcohol distribution research
- Safe-rides directory/parking
- Tobacco-free public events
- Smoke-free multi-family housing

[1] Centers for Disease Control and Prevention. (2011). Behavioral Risk Factor Surveillance System (BRFSS) – Alcohol Prevalence and Trends Data.
[2] University of Wisconsin Population Health Institute and the Robert Wood Johnson Foundation. (2012). County Health Rankings & Roadmaps. Retrieved March 18, 2013 from http://m.countyhealthrankings.org/node/3200/49
[3] Healthiest Wisconsin 2020. Retrieved March 18, 2013 from http://www.dhs.wisconsin.gov/hw2020/pdf/tobacco.pdf
[4] The Burden of Tobacco in Wisconsin. Retrieved March 18, 2013 from http://sep.uwcarbone.wisc.edu/downloads/Documents/programbriefs/The%20Burden%20of%20Tobacco%20Report%202010.pdf

DRUG ABUSE POLICIES

Policy 5.1 Distribution of Alcohol Selling Establishments

Consider studying the relationship between alcohol selling establishments and associated criminal activity in the city. Research was previously done by UWEC in 2009 on areas of the city that have higher concentrations of alcohol selling establishments. The City-County Health Department working in conjunction with the Police Department, UWEC, United Way, and other stakeholders could update this study and determine if additional measures should be considered.

Limiting the level of alcohol access is one factor in preventing abuse. The Water Street Commercial District General Development Plan's zoning is an example of restricting the number of taverns in a given area so related crimes are reduced, property values are not negatively impacted, and there is a guaranteed mix of other commercial uses. Where underage drinking becomes an issue around high schools, other communities have stepped up enforcement on outlets or regulated the proximity of these establishments to schools. An alcohol selling establishment density map could be a helpful tool for the City's License Review Committee to use when making decisions on granting new alcohol licenses and on other related policy matters.

Policy 5.2 Safe Rides Directory/Overnight Parking

Explore setting up a Safe Ride Directory for taverns to have on-hand when people need to find a designated-driver. The 2012 Eau Claire County Health Needs Assessment Survey found some people requesting for such as resource. The survey also noted to consider allowing more downtown overnight on-street parking. Currently, in many places signs indicate no on-street parking from 2 a.m. to 6 a.m. With reconstruction of South Barstow Street there is a chance to reconsider if more overnight on-street parking is appropriate.

Policy 5.3 Prescription & Illegal Drugs

Continue to support the Eau Claire County Prescription Drug Disposal Program. Eau Claire residents are able to bring any unwanted or expired pills, capsules, salves, creams or liquids to one of the collection locations. Often times left-over prescription drugs are found and abused. One-third of Eau Claire County high school students reported in 2011 that it was fairly easy or very easy to get someone else's prescription drugs. The three most common ways youth reported getting prescription drugs was: given to them by a friend, bought them from someone, or took them from home without permission.[5]

To reduce illegal drug use in the built environment continue to monitor places where there is suspicious drug activity and use crime prevention through environmental design measures at places known to harbor this type of activity (see Safety & Crime section for more information).

Policy 5.4 Tobacco-Free Public Events

Consider amending the special event ordinance to restrict smoking during community events on public property. To protect the health and comfort of the public, City buildings, public sport arenas, enclosed park pavilions, etc., are already smoke-free, following State Law. A 2011 Parks Survey found a majority supported tobacco-free City parks. When people are gathered at community events, exposure to second-hand smoke can be quite direct if people are smoking in close proximity to non-smokers. Even brief exposure to second-hand smoke can be harmful. Children and the elderly are most at risk.

[5] PRIDE (Parent's Resource Institute for Drug Education) Survey Reports for Eau Claire County Schools.

The CDC has found that second-hand smoke contains over 7,000 chemicals. Some of the chemicals are toxic and cause cancer, heart disease and lung cancer in nonsmoking adults, sudden infant death syndrome (SIDS), and a number of health conditions in children, including middle ear infections, more severe asthma, and respiratory infections.[6] Measures that help restrict smoking during outdoor community events on public land will help reduce this public health risk. Other communities have gone so far as to completely restrict smoking in public parks.

Policy 5.5 Tobacco-Free Multi-Family dwellings

Explore partnerships that would consider voluntary means to educate, reduce, or limit tobacco use in multi-family dwellings. The Eau Claire Healthy Communities Council and the City-County Health Department should work together with multi-family property owners/managers, renters, and other stakeholders in exploring such possible measures. Property managers already have the legal right to make their buildings and properties entirely smoke-free and Wisconsin Statute § 101.123(2)(a)(8d) prohibits smoking in "common areas of multiple–unit residential properties". Additional measures could be considered from not allowing smoking in individual private residence units, balconies, or patios, to designating specific outdoor smoking areas at reasonable distances away from doors and windows.

Second-hand Smoke is Toxic

The Centers for Disease Control and Prevention says it contains more than 7,000 chemicals such as:

Cancer Causing Chemicals
-Benzene, Formaldehyde, Polonium-210, Vinyl Chloride

Toxic Metals
-Arsenic, Cadmium, Chromium, Lead

Poison Gases
-Ammonia, Butane, Carbon Monoxide, Hydrogen Cyanide, Toluene

A 72% majority of Wisconsin renters prefer smoke-free housing.[7] Second-hand smoke moves easily through multi-family buildings' air ventilation openings, along baseboards, and through electrical outlets. Thirty percent to 60% of the air leaving an apartment may leak into adjacent apartments, resulting in recycled airflow. Smoke residues and toxins can also persist embedding into carpets, fabrics, walls, etc. A smoked-in unit can cost up to three times as much to own since it costs more to clean smoke odors and residues, and insurance costs may be higher due to fire risk. Smoke-free housing shields against possible liability issues, as tenants have successfully won court cases seeking damages against owners for negative effects of second-hand smoke exposure.

[6] Centers for Disease Control and Prevention. Retrieved March 18, 2013 from http://www.cdc.gov/vitalsigns/TobaccoUse/SecondhandSmoke/LatestFindings.html

[7] Center for Urban Initiatives & Research, Survey of Wisconsin Renters: Rules and Preferences Regarding Smoking, 2012. Retrieved March 18, 2013 from http://www.wismokefreehousing.com/

Work Implementation Program – (2013- 2017)			
Drug Abuse Section			
Policy	**Task**	**Lead Party**	**Timeframe**
5.1 Planning, Partners	Consider studying the relationship between the amount of alcohol selling establishments and criminal activity with Police Department, UWEC and other partners.	Health Dept. & Police Dept.	2016
5.2 Program, Partner	Explore setting up a Safe Ride directory for taverns to have on-hand when people need to find a designated-driver. Consider providing more overnight parking downtown.	Health Dept., UWEC, Public Works & others	2015, Ongoing
5.3 Program	Continue to run the Eau Claire County Prescription Drug Disposal Program.	Eau Claire County Recycling	Ongoing
5.4 Policies	Consider an ordinance or special event permit policy that restricts smoking during events using City public property/parkland.	Park Dept. or Health Dept.	2016
5.5 Policies, Partners	Explore partnerships that would consider educating, reducing, or limiting tobacco use in multi-family dwellings.	Healthy Communities Council, Health Dept.	2015

6. Environmental Exposures

INTRODUCTION

This section considers ways the City can better protect the health of our citizens by preventing and or minimizing the risks associated with harmful environmental exposures. Many of the policies in this section address the Environmental and Occupational Health Focus Area in the State Health Plan, *Healthiest Wisconsin 2020*. Other focus areas such as Chronic Disease Prevention and Management, and Communicable Disease Prevention and Control are also touched upon.

In urban environments potential exposure to detrimental conditions can be magnified since buildings and activities are concentrated together. Human health can be compromised by extreme weather, contaminated water and land, unsafe buildings, loud noise, heavy traffic exhaust, factory and power plant emissions, etc. Exposure to flooding, heat waves, allergens, volatile organic compounds, carcinogens, particulate matter, and smog are some common determinates of health for people living in cities. Health disparities in urban environments can also exist with various socio-economic or vulnerable populations. For instance, higher rates of asthma can be found in children living close to industrial areas with heavy air pollution. Land values near these places tend to be less, making housing more affordable to those with lower incomes. Disparity can exist due to the greater health risk faced from adjacent industry's air pollution compared to those living near green space. Illnesses occurring from the exposure may mean more per month is spent in medical costs, though the housing at first appeared affordable.

Situations like this call for consideration of comprehensive improvements to community design so all people in a city are given safe and healthy environments. American Planning Association's professional certification code reflects this principle in that urban planners "shall seek social justice by working to expand choice and opportunity for all persons" (APA 2009). Thus, built environment planning and design choices should be consistent with this ethic, striving to improve the quality of life for all while still allowing for growth and development.

Objective: The City will strive to minimize or prevent harmful exposure to environmental situations within its ability to manage.

Desired Health Outcomes:
-Decrease hazardous exposure to extreme weather events
-Decrease air, water, land, material pollutant and nuisance exposure
-Increase disease prevention
-Decrease health disparities amongst populations

Strategies:
- Emergency preparedness
- Climate change planning
- Clean air, land & water
- Industrial impact mitigation
- Noise management

ENVIRONMENTAL EXPOSURE POLICIES

Policy 6.1 Emergency Preparedness

Implement the recommendations of the City of Eau Claire Natural Hazards Mitigation Plan, 2012-2017. This plan developed by a City Steering Committee, community stakeholders, and the West Central Regional Plan Commission sets out mitigation measures to reduce risks from natural hazards. It serves as a decision-making procedure in times of emergency. The plan provides data on weather trends/forecasts, an assessment of community risks and vulnerabilities, and current and recommended mitigation strategies. Droughts, tornados, wind and hail storms, blizzards, floods, extreme cold and heat, wildfires, power outages, dam failure, and health pandemics like H1N1 are all situations that could occur locally. Disaster Ready Chippewa Valley and Be Ready Eau Claire are local initiatives people can seek out to understand what they can do to prepare for or deal with the threat of a natural disaster.

Late September 2010 Flooding

Policy 6.2 Climate Change

Consider adaptation measures in creating a climate change action plan. According to the National Oceanic and Atmospheric Administration (NOAA) last year was the warmest year on record. The 2012 average temperature for the contiguous U.S. was 55.3°F, or 3.2°F above the 20th century average and 1.0°F above the previous record from 1998.[1] Eau Claire's average temperature has warmed 2.8°F from 43.8°F in 1960 to 46.6°F in 2010; and is projected to warm to 55.3°F by 2090, or another 8.7°F.[2] What the data and modeling show for Wisconsin is that more extreme weather conditions/events will likely occur; ranging from heat waves and droughts to heavier rainfall and foods.

Whether caused by anthropogenic or natural forcings or both, the planet continues to warm and some cities are planning for these associated climate impacts as an essential function of protecting the health and safety of its citizenry. This includes reducing the risk of property damage and loss. The City's Sustainability Chapter recommends developing a greenhouse gas emission inventory and to pursue various mitigation measures (e.g. energy efficiency, green buildings, etc.). The City of Eau Claire 2011 Carbon Footprint inventory found municipal operation's emissions totaled 28,514 metric tons of carbon dioxide equivalents. This report included a set of next step strategies from setting reduction goals to creating a climate change action plan that would include local adaptation measures. Some adaptive

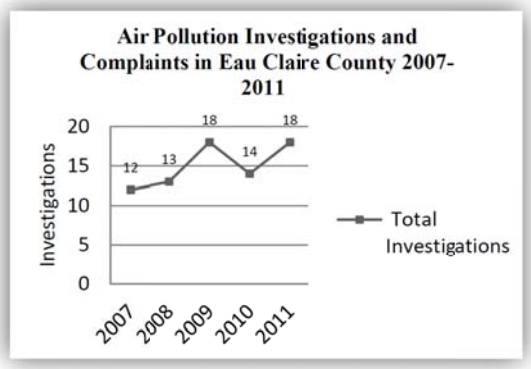
[1] NOAA. Retrieved April 4, 2013 from http://www.ncdc.noaa.gov/news/ncdc-announces-warmest-year-record-contiguous-us
[2] Climate Wisconsin: Stories from a State of Change. Retrieved April 4, 2013 from http://climatewisconsin.org/story/temperature-change

measures could be bolstering stormwater runoff conveyance systems, installing stronger flood prevention/erosion control measures, adding bio-retention facilities, using possible FEMA funds to remove flood-prone homes, increasing tree plantings, and setting up public "cooling centers" for at risk people during heat-waves. Future legislation like what was intended by the Federal STRONG Act (Strengthening The Resiliency of Our Nation on the Ground) may help fund local planning in the face of increasingly extreme weather events.

Policy 6.3 Air Quality

Continue to work with the Department of Natural Resources to protect the city's air quality. Elevated concerns for county air pollution particulates and ozone are usually less than 5 days per year. The Eau Claire City-County Health Department says regular winds and lack of significant population density helps to keep air pollution low. As indicated on the graph, air pollution complaints have increased however.

Figure 12. Air Pollution Investigations



The WDNR maintains an active Air Management Program database of air permits to understand which sites are releasing pollutants. This can give some indication on the immediacy of impact to adjacent properties, especially residential. The WDNR also provides services dealing with mobile air pollution sources such as: quantifying emissions, developing ride-share and eco-driving programs, assisting in idle reduction policies, providing technical assistance on the interaction between land use policies and transportation planning, and educating on the air quality benefits attributed to bicycle and pedestrian enhancements.

Some current City strategies to reduce mobile air pollution include decreasing vehicle miles traveled (VMT) via transit service, an anti-idling municipal fleet policy, and implementing the goals of the Bicycle & Pedestrian Plan (see this Chapter's Land Use section policies 3.4 and 3.5). The City's 25% by 2025 Energy Independent Plan is another strategy in conserving energy, increasing energy efficiency, and installing renewable energy projects. The City further protects air quality impacts on sites through requirements on land use permits and other zoning approval mechanisms.

Policy 6.4 Contaminated Lands & Water

Work to reduce or eliminate human health threats related to contaminated places. Inventory polluted lands and waters, and when warranted, investigate the potential health impacts and redevelopment opportunities. The WDNR maintains the Remediation and Redevelopment (RR) Sites Map, a useful tool in identifying sites and their pollutants. Some of these sites may be in close proximity to water sources, residential areas, or other places of special concern. For instance, efforts to remediate buried gas plant waste in Owen Park found lead, arsenic, industrial cyanide, polynuclear aromatic hydrocarbons, and volatile organic compounds near the Chippewa River.

Owen Park Remediation. Xcel Energy Photo

In attempting to put these lands back into productive use, seek available Federal or State cleanup funds or grants. One possible strategy is to seek State funding to complete a city-wide environmental assessment to assess all contaminated sites in the city. This could lead to further cleanup and redevelopment grant opportunities (e.g., at West Bank Redevelopment district).

Since the 1970s water body quality has improved in the city but protection should continue with emphasis on ground water purification at places like Blue Valley Landfill and City Wells Field. New development mitigation measures for on-shore and upland non-point water pollution runoff should continue by requiring stormwater pollution and prevention plans. See the Waterways Plan's Natural & Cultural Resource Protection Plan for more specific actions.

Permanently polluted properties, such as a landfill, may have the chance to be outfitted with unique applications such as renewable energy installations; turning an otherwise unusable piece of property into a new creative productive use. Under the EPA's "Re-powering America's Land" initiative, the National Renewable Energy Laboratory studied the City's closed Sky Park Landfill for a 3 to 4 megawatt solar electric project. The WDNR was a partner in obtaining the funding for the feasibility study.

Figure 13. WDNR's Remediation & Redevelopment (RR) Sites Map (active and closed polluted sites in Eau Claire)

Policy 6.5 Heavy Industry Impacts

The City should require mitigation on various air, water, noise, and transportation concerns associated with heavy industry. The I-2 zoning district allows heavy industrial uses such as gravel pits, processing plants, railroad freight facilities, and other uses with outdoor activities. Issues that could affect nearby residents are air pollution, fugitive dust, odor, noise, heavy truck/rail traffic, and ground water pollution. These impacts must be carefully reviewed and considered in urban locations. Requiring a Health Impact Assessment could be a wise strategy as part of or before zoning permit approval. A manufacturing plant, industrial sand plant, or other uses with outdoor activities could have major land use implications to the city. The City should also consider information from Wisconsin communities who have had sand plants or other proposals built inside or near their city limits.

Policy 6.6 Noise Issues

Consider developing noise pollution standards on development. The City lacks zoning standards on noise for development and along transportation corridors. The City's current Noise Ordinance allows for filing a complaint when noise is causing a public nuisance. Many cities have a zoning code provision that deals with sound decibel levels for industrial and commercial uses at the edge of the property line. This is to limit off-site noise disturbance with other land uses such as residential. The City's I-2 zoning district

directs louder type industries to these heavy use areas. However, some of these existing areas in the City have adjacent residential (as shown in figure 14). This arrangement should be avoided as much as possible in future planning. The City should review other communities' codes to see what performance standards could work. Greater building setbacks and landscape buffering are just some measures that can be taken.

Figure 14. Noise, Odor and Air Conflicts between Industry and Residential Properties (Google Imagery)

Policy 6.7 Railroad Quiet Zones

Consider studying safety improvements to rail crossings to reduce horn noise. With the increase of freight traffic on local railroads, more horn whistles can be heard throughout residential neighborhoods. Railroads, like other intense transportation activities, may cause psychological effects such as annoyance, and physiological effects such as hearing impairment and sleep disturbance[3].

The Federal Railroad Administration (FRA) allows communities to eliminate horn blowing when they install safety measures along a series of crossings. Some measures are over-or-under bridges, four-quadrant crossing gates, raised mediums, no horn signage, etc. These "Quiet Zones" still allow a train to blow its horn if there is an emergency, but if safety measures are installed trains are required to not blow their horns. Communities like Fargo, ND, and Coon Rapids, MN, have installed significant Quiet Zone infrastructure. Quiet Zones do not eliminate train vibrations or the noise of coupling freight cars.

Hanson Blvd., Coon Rapids, MN

From a land use planning and health point of view, future residential should be located away from the immediacy of rail lines to avoid noise nuisances and associated air pollution. The city has very limited availability of land with railroad access, so the capacity should be reserved for industry and economic development.

[3] Fleming, Gregg and Lee, Cynthia. General Effects of Transportation Noise. Federal Railroad Administration. 2002. Retrieved April 3, 2013 from http://www.fra.dot.gov/eLib/Details/L02689

Work Implementation Program – (2013- 2017)			
Environmental Exposures Section			
Policy	**Task**	**Lead Party**	**Timeframe**
6.1 Planning, Partner	Implement the City of Eau Claire's Natural Hazards Mitigation Plan (2012-2017).	Human Resources Dept.	Ongoing
6.2a Planning	Consider studying adaptation measures in creating a climate change action plan.	Planning Div.	2015
6.2b Program	Explore need for City-County cooling centers as part of the Public Health Emergency Plan (PHEP) committee.	PHEP committee, Health Dept.	2015
6.3 Policies	Continue to work with the Wisconsin Department of Natural Resources to protect the city's air quality.	Community Development Dept., others	Ongoing
6.4a Planning	Create an inventory of contaminated sites in the city.	Risk Management.	2016
6.4b Partners	Seek Federal/State planning or cleanup funds to help put public or private brownfield lands back into productive use.	Community Development Dept., others	Ongoing
6.5 Policies	Continue to require mitigation of air, water, noise and transportation impacts associated with heavy industry.	Planning Div.	Ongoing
6.6 Policies	Develop zoning standards on noise pollution for developments and heavy transportation corridors.	Planning Div.	2017
6.7 Policies	Consider studying safety improvements at rail crossings to create a possible no train whistle "Quiet Zone".	Public Works Dept.	2017

Eau Claire City Council Resolution

No. 2013 - 556

RESOLUTION

RESOLUTION APPROVING THE EAU CLAIRE HEALTH CHAPTER.

WHEREAS, the City of Eau Claire adopted a Comprehensive Plan on September 27, 2005, in accordance with the provisions of Wis. Statutes, Section 66.1001; and

WHEREAS, the City Council in October 2011 amended the Eau Claire Comprehensive Plan to include developing a Health Chapter in 2012 as a component of said Plan; and

WHEREAS, the purpose of the Eau Claire Health Chapter is to bring together community partners to help improve human health relative to our built environment; and

WHEREAS, research shows that the built environment can impact the health of the public by making communities more livable through policy and environmental changes that make the healthy choice the easy choice; and

WHEREAS, the Plan Commission approved the work program in July 2012 for the Health Chapter which included an advisory committee, and coordination with the City-County Health Department and with other interest groups; and

WHEREAS, The Health Chapter Advisory Committee met during public planning meetings to develop the various issues and policy solutions relative to the City of Eau Claire; and

WHEREAS, the Eau Claire City-County Board of Health formally supported the Health Chapter by resolution on May 15, 2013. It found the chapter addresses health issues related to the built environment and committed the engagement of the Health Department in ongoing discussions about implementation; and

WHEREAS, the Plan Commission, after holding a public hearing on July 1, 2013, amended and approved the Health Chapter.

WHEREAS, the City Council finds the Eau Claire Health Chapter to be consistent with said Comprehensive Plan; specifically the Land Use Chapter, Natural Resources, Transportation Chapter, Parks System Chapter, Community Facilities Chapter, Housing Chapter and Sustainability Chapter.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Eau Claire that the City Council hereby approves the Eau Claire Health Chapter as a guide to be used in consideration of future improvements and planning within the community.

Adopted,
October 22, 2013

(SEAL) President Kerry J. S. Kincaid

(SEAL) City Manager Russell Van Gompel

(ATTESTED) City Clerk Donna A. Austad

Eau Claire City-County Board of Health Resolution

Eau Claire City-County Board of Health
Resolution 05-09
Supporting the City of Eau Claire Comprehensive Plan-Health Chapter

WHEREAS, heart disease, stroke, cancer, diabetes, and other chronic diseases are leading causes of death in Eau Claire, and;

WHEREAS, *Healthy Communities Eau Claire* has prioritized chronic disease, alcohol misuse, and mental health as their three community health priorities, and;

WHEREAS, the built environment is defined as the structures and facilities that we build in urban and suburban areas, as a part of the pattern we use in our current civilization, and;

WHEREAS, research shows that the built environment impacts the health of the public by making communities more livable through policy and environmental changes that make the healthy choice the easy choice, and;

WHEREAS, the *Eau Claire City Council and Plan Commission* are considering a Health Plan outlining policies and tasks to address active living, food/nutrition, land use, safety/crime, drug use, and environmental exposures, and;

WHEREAS, the *Eau-Claire City-County Health Department* has as its mission "Keeping people in all Eau Claire City/County communities safe and healthy".

NOW, THEREFORE, BE IT RESOLVED, that the *Eau Claire City-County Health Department* and *Board of Health* support the development of a *City of Eau Claire* Plan that addresses health issues related to the built environment and commits to the engagement of the *Health Department* in ongoing discussions about implementation.

Approved by the Board of Health this 15nd day of May, 2013.

EAU CLAIRE CITY-COUNTY BOARD OF HEALTH

William Bethke, DDS

Don Bodeau, MD

Michael Murray, MD

John Paddock

Merey Price, RN

Gerald Wilkie

Elizabeth Spencer, RD

Kathy Mitchell, PHD