



September 29, 2020

To: Plan Commission

From: Director of Community Development

Subject: Comprehensive Plan 5-year Review – Work Session #1

At your last meeting on September 14<sup>th</sup>, you directed staff to prepare a work session to further discuss the Comprehensive Plan 5-year review. Attached is the published agenda, which notes that Planning staff would like to walk through more specifics from each chapter, centered on [Chapter 15: Plan Implementation Program](#), which is included in this agenda packet. This chapter will serve as a guide for the next five years of the Comprehensive Plan—before we look to revise the Comp Plan in its entirety in 2025.

As part of your review and context, Associate Planner Ned Noel provides the following introduction to the attached summary of an outcome of the new Renewable Energy Action Plan (REAP):

**A pathway to healthy growth in Eau Claire**

*This fresh study the City commissioned examined the interconnection of multiple planning topics. The idea originated from the City's Renewable Energy Action Plan to correlate compact urban development with reduced vehicle miles traveled and greenhouses gases. The implications of this study reveal that the more mixed use and compact a city is, the greater the community benefits are in land value, active transportation, health, job accessibility, affordability and reduced emissions. Equity sensitivities were also highlighted with Census block groups having greater low-incomes and persons of color. Land use policy improvement recommendations are explained in the second half of the study, and will serve the Plan Commission and staff well in considering next steps, whether during this 5-year update or separately.*

We expect to schedule 2-3 more “work sessions” through the rest of this year, with the hope of concluding our collaborative work early next year.

We look forward to our group discussion!

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Scott H. Allen, AICP  
Director of Community Development



## COMMUNITY DEVELOPMENT

Economic Development: (715) 839-4914

Inspections: (715) 839-4947

Planning: (715) 839-4914

Fax: (715) 839-4939

September 23, 2020

### PUBLIC NOTICE

Notice is hereby given to all residents of the City of Eau Claire, Wisconsin, and to all persons interested that the Plan Commission of the City of Eau Claire will conduct a work session to begin at 5:00 p.m. on Tuesday, September 29, 2020. The purpose of this Work Session will be to discuss the Comprehensive Plan Update.

The agenda for the meeting is attached and comprises a part of this official public notice.

While City Hall offices and meeting rooms remain closed in response to COVID-19, meetings of the Plan Commission are being held virtually through online meeting systems and will be available to the public via Webex using a computer, tablet or smartphone using the link (requires Webex app), or telephone (listen only) using the dial-in number. If you would like to address the Plan Commission you must join the meeting as an attendee on a computer, tablet or smartphone (requires Webex app) using the link provided below.

#### Connection Info:

Event Address for Attendees:

<https://eauclairewi.webex.com/eauclairewi/onstage/g.php?MTID=ef36df4212dc28583c4edc93c03508c93>

Listen Only Conference: United States Toll +1-408-418-9388

Access Code: 146 153 5657

Persons having questions on this plan update should contact the Department of Community Development at 715-839-4914 or at [planning@eauclairewi.gov](mailto:planning@eauclairewi.gov).

This notice is given pursuant to the provisions of Subchapter V of Chapter 19 of the Wisconsin Statutes. Notice is hereby given that members of the Plan Commission may be present at the foregoing meeting to gather information about a subject over which they have decision-making responsibility. This may constitute a meeting of the Plan Commission, pursuant to State ex rel. Badke v. Greendale Village Bd., 173 Wis 2d 553, 494 N.W.2d 408 (1993), and must be noticed as such.

In order to accommodate the participation of individuals with special needs at this meeting, the City will provide the services of a sign language interpreter or make other reasonable accommodations on request. To make such a request, please notify the City Manager's Office at 715-839-4902 at least 2 days prior to the meeting.

  
\_\_\_\_\_  
Scott Allen  
Director of Community Development

c: News Media



## **COMMUNITY DEVELOPMENT**

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### **AGENDA**

**Tuesday, September 29, 2020 at 5 p.m.**

**CITY COUNCIL CHAMBER \* VIA REMOTE ACCESS**

**203 S. FARWELL STREET**

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### **WORK SESSION**

1. Overview of Comprehensive Plan 5-year review timeline.
2. Review of Comprehensive Plan materials.
3. Presentation of Plan Implementation Program assessment.
4. Discussion of Plan Implementation Program assessment.

### **ADJOURNMENT**

The next Plan Commission work session meeting is tentatively scheduled to be held 5:30 p.m. to 6:30 p.m. on Monday, October 19, 2020.

### **NOTICE TO CITIZENS**

Due to requirements contained in the Wisconsin Open Meetings Law, only those matters placed on this agenda may be considered by the Plan Commission at this meeting. If any member of the public desires that the Plan Commission consider a matter not included on this agenda, they should contact the Planning Division at [planning@eauclairewi.gov](mailto:planning@eauclairewi.gov) or 715-839-4914 to have the matter considered for placement on a future agenda.

Plan Implementation Chapter 15	2015 Plan	Indicator	Comment	PC Input?
<b>Table 15-1</b>				
<b>Land Use and Growth Management Plan Actions</b>				
Development Reviews. Use the Comprehensive Plan, the design guidance of this chapter and the Urban Design Plan chapter when reviewing applications.	Ongoing	▲ 3	Standard practice	
Airport Zoning. Create a new zoning district for the regional airport.	2016	▼ 1	Discussion occurred but no action	
Boundary Agreements. Seek to incorporate the peninsulas of the Towns of Washington, Union, Wheaton and Seymour that jut into the City.	2016	▼ 1	Not done; pending 2021	
Altoona. Negotiate future jurisdiction with Altoona.	Ongoing	■ 2	Altoona was not interested	
Perimeter Growth Management. Continue to review applications for land division throughout the Extra-Territorial Plat Approval Jurisdiction.	Ongoing	▲ 3	Standard practice	
Commercial Design Guidelines. Prepare commercial development design guidelines for downtown and a set for perimeter locations.	2016	■ 2	Drafted standards but Council work plan moved back	
Activity Centers. Promote the creation of mixed-use activity centers in present commercial areas	Ongoing	■ 2	Above would help	
Non-Conforming Uses. Continue to review zoning regulations to accommodate the non-conforming status of dwellings in older neighborhoods.	Ongoing	▲ 3	Standard practice	
<b>Table 15-2</b>				
<b>Transportation Plan Actions</b>				
Development Review. Participate in the review of plats and site plans and other city planning; recommend design adjustments to private developers.	Ongoing	▲ 3	Standard practice	
Parking. Implement recommendations of the 2016 Downtown parking study.	2016	■ 2	Some progress. New parking study for 2020	
Galloway Street. Conduct a feasibility study for the proposed Galloway Street bridge and connecting links.	2016-2020	▼ 1	Email Engineering regarding this	
State Street. Conduct a feasibility study for State Street work.	2016-2020	▲ 3	Completed	
Melby Street. Conduct a feasibility study for Melby Street work.	2020-2025	■ 2	Email Engineering regarding this	
Traffic Studies. Conduct traffic studies in these locations: Menomonie Street @ Clairemont – Hendrickson @ Oakwood Mall area @ Cameron – County Highway T. Study and monitor County Highway T for possible improvements and possible transfer to the State.	2016-2025	■ 2	Email Engineering regarding this	
Transit Plan. Implement the recommendations of the Transit Development Plan; site and build a new downtown transit center.	2020-2030	▼ 1	Email Engineering regarding this	
Bike and Ped Plan. Implement the recommendations of the Bicycle and Pedestrian Systems Plan.	2016-2020	■ 2	In development	
Passenger Rail. Monitor the Minnesota passenger rail link study	Ongoing	▲ 3	Plan updated 2019	
Parking. Update the Zoning Code parking requirements	Ongoing	■ 2	Monitoring	
	2016	■ 2	Researching for discussion in 2020	
<b>Table 15-3</b>				
<b>Public Utilities Plan Actions</b>				
Wastewater Plan. Complete the remaining improvements recommended by the 2007 Wastewater Treatment Plan.	2016-2030	■ 2	?	
Chippewa Interceptor. Study the feasibility of and budget for replacing the Chippewa River Interceptor Sewer.	2016	■ 2	Slated for 2021	
Water Plan. Budget for the recommendations of the Water System Evaluation	2016-2025	■ 2	Upcoming	
Aging Water Lines. Replace aging or break-prone water or sewer lines as streets are rebuilt.	Ongoing	▲ 3	Current Work	
Inflow and Infiltration. Continue to make improvements that reduce water infiltration and inflow to the sanitary sewer system.	Ongoing	▲ 3	Current Work	
Plan Updates. Update the two-part 2014 Water Source and Distribution Study every five years. Update the 2007 Wastewater Treatment Plan	2020-2025	■ 2	Upcoming	
USSA Boundary. Study the need to amend the boundary of the Urban Sewer Service Area whenever the Chippewa Falls / Eau Claire Urban	Ongoing	▼ 1	No progress	
Utilities Access Policy. Continue the policy of providing municipal sewer or water service only to (a) properties in the City, (b) properties su	Ongoing	■ 2	Studying	
Sewer System Plan. Prepare a comprehensive sanitary sewer system plan comparable to the 2014 water system plan.	2016-2020	■ 2		
Surface Water. Continue to apply and enforce the provisions of its Surface Water Management Plan and its WPDES Municipal Separate Stc	Ongoing	▲ 3	Standard practice	
<b>Table 15-4</b>				
<b>Parks, Trails and Greenways Plan Actions</b>				
New Perimeter Parks. Acquire land for the six planned Neighborhood Parks and one Waterfront Park located in perimeter locations in con	Ongoing	▼ 1	No progress	
Folsom Street Park. Acquire land for the proposed Folsom Street Park and budget for improvements.	2016-2020	■ 2	Not all land acquired	
Greenway Extensions. Acquire land for Greenway extensions as described in Policy 4-3 of the Parks Chapter. These include the South Barst	Ongoing	▲ 3	Current work	
Other Land Acquisitions. Acquire other properties as listed in Policy 2-2 under the City's five-year Parks Plan.	Ongoing	▲ 3	Current work	
Sherman Creek Park. Negotiate with the Town of Union to make the existing Sherman Creek Park jointly accessible to Town and City reside	2016-2020	▼ 1	No progress	
Existing Parks. Improve existing parks as described in Table 5-3, Objective 7 and the five-year Parks and Open Space Plan.	Ongoing	▲ 3	Current work	
Park Land Dedication. Consider adopting an ordinance requiring land or cash be dedicated with subdividing of residential lots.	2018	▲ 3	Current work	

Plan Implementation Chapter 15	2015 Plan	Indicator	Comment	PC Input?
Half Moon Lake Greenway. Continue acquiring properties around Half Moon Lake as they become available	Ongoing	▲ 3	1 property remains	
Table 15-5				
<b>Natural Resources Plan Actions</b>				
Surface Water Plan. Continue to apply and enforce the provisions of its Surface Water Management Plan and its WPDES Municipal Separat	Ongoing	▲ 3	? Trevor would know	
Public Education. Continue public education about water resources through the leadership of the Chippewa Valley Storm Water Forum.	Ongoing	▲ 3	? Trevor would know	
Zoning. Continue to apply protective zoning regulations especially floodplain and shoreland-wetlands and Section 15.12.290.	Ongoing	▲ 3	Standard practice	
Lowes Creek. Give special attention to surface water management and land development in the Lowes Creek watershed and apply the rec	Ongoing	▬ 2	? Trevor would know	
Half Moon Lake. Continue to work with the Department of Natural Resources to improve water quality in Half Moon Lake.	2016-2020	▲ 3	Updated master plan, treatments continue	
Creek Plans. Update the Comprehensive Stormwater Management Plan by preparing protection plans for the Otter Creek and upper Sherr	2016-2020	▬ 2	? Trevor would know	
Floodplain Acquisition. Acquire developed property located in the 100-year floodplains.	2016-2025	▬ 2	progress in Cannery Dist.	
Street Trees. Prepare and implement a city-wide plan for planting street trees.	2016	▼ 1	?	
Steep Slopes. Consider adopting an ordinance that regulates development on steep slopes consistent with DNR standards.	2016-2020	▲ 3	? complete	
Table 15-6				
<b>Economic Development Plan Actions</b>				
Target Industries. Continue to target industries that may be attracted to local assets and that provide higher-wage jobs.	Ongoing	▬ 2	?	
New Businesses. Work to attract entrepreneurs to Eau Claire who are most likely to succeed at establishing new industries and adding dive	Ongoing	▲ 3	?	
Development Sites. Continue to maintain an inventory of fullyserviced development sites. Act to promote the private development of a ne	2016-2020	▲ 3	?	
Highway T. Improve County Highway T to improve truck access from the north.	By 2030	▲ 3	?	
Passenger Rail. Advocate and support the potential passenger rail service between Eau Claire and the Twin Cities.	2016 until succes	▬ 2	?	
Airport Zoning. Adjust zoning to enable the Regional Airport to add air cargo operations on-site.	2016	▼ 1	No zoning in place	
Cameron Interchange. Continue to advocate for building an interchange on I-94 at Cameron Street.	2016-2030	▼ 1	DOT said no need	
Redevelopment. Continue to support redevelopment and adaptive re-use of contaminated, blighted, functionally obsolete and underutiliz	Ongoing	▲ 3	Progress	
Retention and Recruitment. Maintain a working relationship between local employers and colleges. Continue the public and private camp	Ongoing	▲ 3	?	
Table 15-7				
<b>Urban Design Plan Actions</b>				
Special Places. Continue to protect, interpret and enhance the qualities of the City's "special places" and examples of its cultural and econ	Ongoing	▲ 3	Standard pratice	
City Entrances. Design major entrances to the city with attractive gateway features.	Ongoing	▬ 2	New sign at Birch/Galloway	
Wayfinding Signs. Extend the Downtown wayfinding sign system.	2016-2030	▬ 2	Blue info signs spreading	
Commercial Design Guidelines. Prepare and adopt design guidelines or standards for new commercial development in perimeter, corridor	2016	▬ 2	Drafted	
Multiple-Family Design. Continue to follow the guidelines of the City's Multi-Family Housing Design Manual and the Landscaping Manual	Ongoing	▲ 3	Complete	
New Streets. Build new streets according to the design standards presented in this plan and in the Transportation System Plan chapter.	Ongoing	▬ 2	?	
Street Tree Practice. Strengthen the ordinance and practice regarding the planting of trees along public streets and roads.	2016	▲ 3	Complete	
Street Tree Plan. Adopt a city-wide plan for species and spacing.	2016	▼ 1	?	
Sign Ordinance. Review and consider improving the sign ordinance.	2018	▬ 2	Minor amendments	
Infill Development. Encourage infill development in older, traditional neighborhoods that respects the characteristics and prevalent housi	Ongoing	▬ 2	Some progress	
Activity Centers. Encourage a mixture of compatible land uses in a variety of locations and scales in order to create more vital and walkabl	Ongoing	▬ 2	Redevelopment needed	
Priority Streetscape Improvements. Invest in a higher than normal level of tree planting and decorative lighting along certain designated rc	Ongoing	▼ 1	?	
Green Space Pattern. Continue to build a system of green open spaces for recreation, urban beauty and natural protection that are linked	Ongoing	▬ 2	Some progress	
Table 15-8				
<b>Neighborhoods and Districts Plan Actions</b>				
Planning Summit. Initiate and organize the planning meeting(s) of representatives from the public and private sectors to advance this prop	2016	▲ 3	Complete & Randall Park Revitilization Corp. formed	
Coordinated Community Development. Seek to devise a comprehensive approach to neighborhood improvement. Focus and coordinate e	2016-2025	▬ 2	More neigh assocs formed and one revitalization corp	
Code Enforcement. Become more proactive in the enforcement of external and nuisance violations of the City maintenance regulations.	Ongoing	▲ 3	FTE Code officer	
Rental Housing Inspections. Consider program requiring that rental housing be registered with the City or County and that such housing is	2016	▲ 3	Program in place	

Plan Implementation Chapter 15	2015 Plan	Indicator	Comment	PC Input?
Alley Maintenance. Schedule the repair, reconstruction and snow plowing of public alleys to the same level as public streets.	Ongoing	▬ 2	snow plowing still an issue	
Street Maintenance. Upgrade the standards for the repair of potholes and cracks in local (minor) streets.	Ongoing	▲ 3	Seasonal work	
Parking Regulations. Review parking regulations in congested areas and determine if changes would reduce parking congestion.	2016	▬ 2	Researching	
Parking Sticker Program. Consider a program in which residents of neighborhoods affected by a high number of cars parked by nonresidents	2016	▬ 2	Stalled	
Neighborhood Plans. Continue to update neighborhood plans with help from residents, property owners and tenants.	Ongoing	▲ 3	2 updated	
Land Use Planning. Work with the neighborhood organizations to identify specific locations that are most suited for or in need of redevelopment	Ongoing	▲ 3	Updates to plans	
Organizational Coordination. Host meetings of the neighborhood associations to compare efforts and ideas, resolve any differences near streets	Ongoing	▲ 3	Some mtgs. occurred	
University Communication. Facilitate annual meetings between representatives of the University and the neighborhoods to exchange ideas	Ongoing	▲ 3	Adjacent neighborhoods engage UWEC	
Table 15-9				
<b>Housing Plan Actions</b>				
Housing Division. The Eau Claire Housing Division will continue to administer programs supported by federal block grant money such as housing	2016-2020	▲ 3	Standard practice	
Housing Authority. The Eau Claire Housing Authority will continue to administer federal programs such as public housing and rent assistance	Ongoing	▲ 3	Standard practice	
Code Enforcement. Become more proactive in the enforcement of external and nuisance violations of the City maintenance regulations.	Ongoing	▲ 3	Standard practice	
Rental Housing Inspections. Consider a program requiring that rental housing be registered with the City or County and that such housing inspections	2016	▲ 3	Complete	
Neighborhood Planning Summit. Convene one or more meetings by representatives from the public and private sectors to advance the process	2016	▲ 3	Complete	
Table 15-10				
<b>Historic Resources Plan Actions</b>				
Survey. Regularly update the historic resource survey.	2016-2020	▼ 1	?	
National Register Nominations. Prepare additional National Register nominations for properties and districts as warranted by survey results	Ongoing	▲ 3	Increased list	
Local Designations. Continue to consider additional local designations particularly those properties listed on the National Register.	Ongoing	▲ 3	Increased list	
Opt-Outs. Present options to Council for opted-out properties from historic districts and individual properties.	2016	▼ 1	In 3rd Ward plan	
Landmarks Ordinance. Discuss amendments to the landmarks ordinance with the City Manager and City Council.	2016	▼ 1	?	
Design Advice. Continue to provide design advice in neighborhood and downtown planning and in the structural rehabilitation of historic buildings	Ongoing	▲ 3	Standard practice	
Markers. Expand the historic markers program	Ongoing	▬ 2	Some progress	
Education. Continue educational outreach and interpretative efforts.	Ongoing	▲ 3	Progress	
Table 15-11				
<b>Downtown Plan Actions</b>				
DECI Activities. Downtown Eau Claire, Inc., will continue to market, recruit and advocate for Downtown, working with owners, tenants, the	Ongoing	▲ 3	Standard Practice	
The Confluence. Complete performing arts center and the plaza at The Confluence, the public and private multiple-use redevelopment neighborhood	2018	▲ 3	Complete	
Block 7. Accomplish the redevelopment of Block 7, possibly including additional parking in the Galloway Street ramp.	2018	▬ 2	Parking ramp complete	
Graham Avenue. Achieve redevelopment and remodeling along this street, particularly key riverfront parcels.	2016-2030	▲ 3	Complete	
Bus Transfer Center. Study, relocate and improve the bus center.	2020	▬ 2	DOT grant, design phase	
Eau Claire Street Promenade. Improve the streetscape and rebuild this as a "convertible street" for use during festivals.	2020	▬ 2	Different design chosen	
Oxford Avenue Corridor. Redevelop this area consistent with the recommendations of the West Riverside District Plan.	2016-2030	▬ 2	Plan, TID, trail, new development	
Riverfront Greenways. Fill gaps and extend the greenway system along both rivers; improve neighborhood connector streets.	2016-2030	▬ 2	Progress	
Streetscape Loop. Improve landscaping and lighting in the street loop of Barstow, Madison, Bellinger, Fifth and Lake.	2016-2030	▼ 1	Marginal improvements	
Farwell Street. Study the feasibility of reducing driving lanes and adding streetscape and pedestrian amenities.	2025	▼ 1	No progress yet	
City Hall Plaza. Redevelop the underused property between City Hall and the Phillips Library as either office or public park.	2025	▼ 1	No progress yet	
Bridges. Build beauty and interest into replacement river bridges.	Ongoing	▲ 3	Good progress with Grand Ave., etc.	
Confluence Bridge. Study the feasibility of building a walking and bicycling bridge at the mouth of the Eau Claire River.	2019	▲ 3	Complete	
Master Planning. Prepare a plan for the revitalization of the areas east of North Barstow Street and north of Madison Street.	2016-2020	▼ 1	In new neighborhood plan	
Parking. Implement recommendations of the 2016 parking study.	2016	▬ 2	Study in 2019	
15-12				
<b>Community Facilities Plan Actions</b>				

<a href="#">Plan Implementation Chapter 15</a>	2015 Plan	Indicator	Comment	PC Input?
Fire Stations. Prepare a study in 2016 of fire station locations, facilities and staffing and the advisability of any changes.	2016	▲ 3	Complete	
Schools. Continue to cooperate with the School District for mutual benefit by locating schools and parks adjacent to one another.	Ongoing	▬ 2	Some progress	
UW Campus Plan. Consider adopting into this Comprehensive Plan by reference the 2011 UW-EC Campus Master Plan as the guidance for	2016	▬ 2	Not adopted by used as guide	
Airport. Consider creating a new zoning district specific to the airport so that the airport's rights and responsibilities can be clearly establis	2016	▼ 1	No zoning dist.	
15-13				
<b>Intergovernmental Cooperation Plan Actions</b>				
Intergovernmental Agreements. Continue to follow the provisions of the agreements signed in 2011 with each of the five adjacent Towns.	Ongoing	▲ 3	2021 renew	
ETJ Plat Review. Continue to review all proposed plats and certified survey land divisions in the City's Extra-territorial subdivision review ar	Ongoing	▲ 3	Standard practice	
Future Boundary with Altoona. Negotiate a line to designate the areas that may receive annexation petitions to the City of Eau Claire and t	2016	▼ 1	Early Discussions	
Shared Services Initiative. Continue to participate with Eau Claire County in the Joint Commission on Shared Services Initiatives	Ongoing	▬ 2	What is being accomplished?	
City-County Health Department. Continue to work with the Eau Claire County Health Department on matters of public health and housing	Ongoing	▲ 3	Standard practice	
Highway T. Coordinate with the Wisconsin Department of Transportation on transferring to the DOT the jurisdiction of County Highway T,	2016-2030	▼ 1	Early Discussions	
Passenger Rail. Coordinate with the Wisconsin and Minnesota Departments of Transportation on bringing passenger rail to Eau Claire fron	2016-2025	▼ 1	No concrete decisions yet	
Lowes Creek. Seek assistance from the Wisconsin Department of Natural Resources on protecting water quality in the Lowes Creek waters	Ongoing	▬ 2	? Trevor?	
<b>Other</b>				
<a href="#">Sustainability Chapter</a>	Ongoing	▲ 3	Updated in 2015. 2020 Renewabel Energy Action Plan (REAP) updated the chapter. Sustainability Adv. Committee carries out tasks	
<a href="#">Health Chapter</a>	Ongoing	▬ 2	Major projects complete (REAP, HIA, Public Market Study, 2 edu. BE Fit Forums)	



# Eau Claire Comprehensive Plan 2015

## Plan Implementation Program



City of Eau Claire Wisconsin



## Plan Implementation Program

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## **Plan Implementation Program**

*Eau Claire Comprehensive Plan* must respond to the continuous stream of changes that occur in the community. This chapter describes how the plan's usefulness will be monitored and how it may be amended. .

This chapter of the *Comprehensive Plan* also lists the major actions that the City expects to take to carry out the objectives and policies of the *Comprehensive Plan*. This work plan should be updated annually.

### **Goal and Objectives**

#### **Goal**

**Ensure the ongoing implementation of the *Eau Claire Comprehensive Plan* as a relevant, usable, current and consistent statement of City policy.**

#### **Objective 1 – Annual Report**

Continue to prepare an annual report describing how the plan has been used and what changes have occurred that may affect the relevance of the document.

#### **Objective 2 – Periodic Amendments**

Continue to periodically propose amendments to the plan as conditions warrant.

#### **Objective 3 – Regular Reviews**

Continue to conduct a formal review of the plan at least once every five years.

#### **Objective 4 – Priority Actions**

Continue to establish a schedule of short-term and long-term actions as a targeted work program to guide the ongoing implementation of the plan.

## **Plan Implementation Policies**

### **Objective 1 – Annual Report**

**Continue to prepare an annual report describing how the plan has been used and what changes have occurred that may affect the relevance of the document.**

#### **Policies**

##### **1. Annual Reports**

Every twelve months the Eau Claire City Planning staff will prepare a brief report summarizing:

- How the plan was used to direct major spending, regulatory and construction decisions
- How development did or did not coincide with the guidance of the plan
- How the city has changed in ways that may call for amendments to the plan.

Other City departments and related agencies such as the school district should be consulted for their opinions about these reports as appropriate.

The report should be transmitted to the City Plan Commission and the City Council, and made available to the public. Brief verbal presentation at workshop meetings should be conducted to call attention to the major findings of the annual report.

No plan amendments are necessitated in conjunction with these reports, although such amendments may be appropriate depending on the reports' findings.

### **Objective 2 – Periodic Amendments**

**Continue to periodically propose amendments to the plan as conditions warrant.**

It is appropriate that some parts of the plan are rarely amended while others are highly subject to examination. The features that should be most long-lasting are those that are most fundamental such as the Goal of each Element (e.g., Land Use). The Objectives of each Element are more open to revision, and the specific Policies are most fungible. Changes to the plan maps would, of course, depend on the magnitude of the revision, their relationship to the Goals and Objectives, and the nature of the changing circumstances that lead to the desire for amendments.

#### **Policies**

##### **1. Plan Amendments**

The Eau Claire City Plan Commission will propose amendments to the comprehensive plan from time to time as circumstances warrant. The public, including nearby Towns and Counties, should be notified of these major proposed changes and allowed an opportunity to become informed of the change and comment. The City will consider neighborhood opinion in evaluating how a proposed change would meet the above criteria. The City could consider soliciting public opinion through direct mail survey forms, neighborhood meetings (where applicable), Planning Commission public meetings and the Internet.

### **Criteria to Consider When Reviewing Plan Changes**

These criteria should be considered when reviewing changes to the plan:

- 1.** The change is consistent with the goals and objectives or other elements of the *Eau Claire Comprehensive Plan*.
- 2.** The change does not create an adverse impact on public facilities and services that cannot be mitigated. Public facilities and services include roads, sewers, water supply, drainage, schools, police, fire and parks.
- 3.** Development resulting from the change does not create an undue impact on surrounding properties. Such development should be consistent with the physical character of the surrounding neighborhood or would upgrade and improve its viability.
- 4.** The change allows a more viable transition to the planned uses on adjacent properties than the current land use.
- 5.** The change does not have a significant adverse impact on the natural environment including trees, slopes and groundwater, or the impact could be mitigated by improvements on the site or in the same vicinity.
- 6.** There is a change in City policies or neighborhood characteristics that would justify a change.
- 7.** The change corrects an error made in the original plan.
- 8.** There is a community or regional need identified in the comprehensive plan for the proposed land use or service.
- 9.** The change helps the City meet its life-cycle and affordable housing objectives.
- 10.** The change does not adversely impact any landmarks or other historically significant structures or properties unless mitigated through relocation, commemoration or dedication.

### **Objective 3 – Regular Reviews**

**Continue to conduct a formal review of the plan at least once every five years.**

#### **Policies**

##### **1. Formal Reviews of the Plan:**

At least once **every five years**, the City will instruct its Planning Commission and staff members to conduct a formal review of the entire plan, changing those features and sections that are judged to be out of date and/or not serving their purpose.

At least once every **ten years**, the process for the formal review should involve an *ad hoc* advisory group that assists the City Planning Commission, as was done in 2014 and 2015.

### **Objective 4 – Priority Actions**

**Continue to establish a schedule of short-term and long-term actions as a targeted work program to guide the ongoing implementation of the plan.**

#### **Policies**

##### **1. Priority Actions**

The City will conduct the actions listed in the following tables through annual and multiple-year assignments.

##### **2. Consistency with the Plan**

The City's actions will be consistent with the policies of the Comprehensive Plan. Those actions include but are not limited to:

- Review of development applications
- The capital improvements program
- Neighborhood and district plans
- Plans of other agencies as they affect Eau Claire
- Official Maps\*
- The Zoning Ordinance and Zoning Map\*
- The Subdivision Ordinance\*.

\* Wisconsin law requires that these actions be consistent with an adopted comprehensive plan.

## Major Implementation Steps by Plan Element

**Table 15-1  
Land Use and Growth Management Plan Actions**

<b>Development Reviews.</b> Use the <i>Comprehensive Plan</i> , the design guidance of this chapter and the Urban Design Plan chapter when reviewing land development or zoning applications.	Ongoing
<b>Airport Zoning.</b> Create a new zoning district for the regional airport.	2016
<b>Boundary Agreements.</b> Seek to incorporate the peninsulas of the Towns of Washington, Union, Wheaton and Seymour that jut into the City's geographic area through boundary agreements.	2016 – 2025
<b>Altoona.</b> Negotiate future jurisdiction with Altoona.	2016
<b>Perimeter Growth Management.</b> Continue to review applications for land division throughout the Extra-Territorial Plat Approval Jurisdiction; enforce the regulations for minimum parcel size; protect planned rights-of-way.	Ongoing
<b>Commercial Design Guidelines.</b> Prepare commercial development design guidelines for downtown and a set for perimeter locations.	2016
<b>Activity Centers.</b> Promote the creation of mixed-use activity centers in present commercial areas.	Ongoing
<b>Non-Conforming Uses.</b> Continue to review zoning regulations to accommodate the non-conforming status of dwellings in older neighborhoods.	Ongoing

**Table 15-2  
Transportation Plan Actions**

<b>Development Review.</b> Participate in the review of plats and site plans and other city planning; recommend design adjustments to private or public facilities for capacity, flow, safety and economy.	Ongoing
<b>Parking.</b> Implement recommendations of the 2016 Downtown parking study.	2016
<b>Galloway Street.</b> Conduct a feasibility study for the proposed Galloway Street bridge and connecting links.	2016 - 2020
<b>State Street.</b> Conduct a feasibility study for State Street work.	2016 - 2020
<b>Melby Street.</b> Conduct a feasibility study for Melby Street work.	2020 - 2025
<b>Traffic Studies.</b> Conduct traffic studies in these locations:	2016 - 2025
<ul style="list-style-type: none"> <li>▪ Menomonie Street</li> <li>▪ Clairemont – Hendrickson</li> <li>▪ Oakwood Mall area</li> <li>▪ Cameron – Madison corridor</li> <li>▪ Birch St – Galloway corridor</li> <li>▪ Harding Avenue corridor</li> </ul>	
<b>County Highway T.</b> Study and monitor County Highway T for possible improvements and possible transfer to the State.	2020 - 2030
<b>Transit Plan.</b> Implement the recommendations of the <i>Transit Development Plan</i> ; site and build a new downtown transit center.	2016 - 2020
<b>Bike and Ped Plan.</b> Implement the recommendations of the <i>Bicycle and Pedestrian Systems Plan</i> .	Ongoing
<b>Passenger Rail.</b> Monitor the Minnesota passenger rail link study.	Ongoing
<b>Parking.</b> Update the Zoning Code parking requirements.	2016

**Table 15-3  
Public Utilities Plan Actions**

<b>Wastewater Plan.</b> Complete the remaining improvements recommended by the 2007 <i>Wastewater Treatment Plan</i> .	2016 – 2030
<b>Chippewa Interceptor.</b> Study the feasibility of and budget for replacing the Chippewa River Interceptor Sewer.	2016
<b>Water Plan.</b> Budget for the recommendations of the <i>Water System Evaluation</i> .	2016 - 2025
<b>Aging Water Lines.</b> Replace aging or break-prone water or sewer lines as streets are rebuilt.	Ongoing
<b>Inflow and Infiltration.</b> Continue to make improvements that reduce water infiltration and inflow to the sanitary sewer system.	Ongoing
<b>Plan Updates.</b> Update the two-part 2014 <i>Water Source and Distribution Study</i> every five years. Update the 2007 <i>Wastewater Treatment Plan Facilities Plan Amendment</i> in approximately 2025.	2020 – 2025
<b>USSA Boundary.</b> Study the need to amend the boundary of the Urban Sewer Service Area whenever the <i>Chippewa Falls / Eau Claire Urban Sewer Service Plan</i> is updated by the Regional Planning Commission.	Ongoing
<b>Utilities Access Policy.</b> Continue the policy of providing municipal sewer or water service only to (a) properties in the City, (b) properties subject to a cooperative boundary agreement or (c) land that is the subject of another form of intergovernmental cooperation agreement.	Ongoing
<b>Sewer System Plan.</b> Prepare a comprehensive sanitary sewer system plan comparable to the 2014 water system plan.	2016 - 2020
<b>Surface Water.</b> Continue to apply and enforce the provisions of its Surface Water Management Plan and its WPDES Municipal Separate Storm Sewer System (MS-4) permit.	Ongoing



**Table 15-4  
Parks, Trails and Greenways Plan Actions**

<b>New Perimeter Parks.</b> Acquire land for the six planned Neighborhood Parks and one Waterfront Park located in perimeter locations in conjunction with land subdivision if not before; list improvement costs in the multi-year capital improvements program.	Ongoing
<b>Folsom Street Park.</b> Acquire land for the proposed Folsom Street Park and budget for improvements.	2016 - 2020
<b>Greenway Extensions.</b> Acquire land for Greenway extensions as described in Policy 4-3 of the Parks Chapter. These include the South Barstow District riverfronts, the West Riverside Greenway, the Event Center Greenway expansion, and the Otter Creek Greenway (with Altoona).	Ongoing
<b>Other Land Acquisitions.</b> Acquire other properties as listed in Policy 2-2 under the City's five-year Parks Plan.	Ongoing
<b>Sherman Creek Park.</b> Negotiate with the Town of Union to make the existing Sherman Creek Park jointly accessible to Town and City residents.	2016 – 2020
<b>Existing Parks.</b> Improve existing parks as described in Table 5-3, Objective 7 and the five-year <i>Parks and Open Space Plan</i> .	Ongoing
<b>Park Land Dedication.</b> Consider adopting an ordinance requiring land or cash be dedicated with subdividing of residential lots.	2018
<b>Half Moon Lake Greenway.</b> Continue acquiring properties around Half Moon Lake as they become available.	Ongoing

**Table 15-5  
Natural Resources Plan Actions**

<b>Surface Water Plan.</b> Continue to apply and enforce the provisions of its Surface Water Management Plan and its WPDES Municipal Separate Storm Sewer System.	Ongoing
<b>Public Education.</b> Continue public education about water resources through the leadership of the Chippewa Valley Storm Water Forum.	Ongoing
<b>Zoning.</b> Continue to apply protective zoning regulations especially floodplain and shoreland-wetlands and Section 15.12.290.	Ongoing
<b>Lowes Creek.</b> Give special attention to surface water management and land development in the Lowes Creek watershed and apply the recommendations of the Lowes Creek watershed plan.	Ongoing
<b>Half Moon Lake.</b> Continue to work with the Department of Natural Resources to improve water quality in Half Moon Lake.	2016 – 2020
<b>Creek Plans.</b> Update the Comprehensive Stormwater Management Plan by preparing protection plans for the Otter Creek and upper Sherman Creek sub-watersheds.	2016 – 2020
<b>Floodplain Acquisition.</b> Acquire developed property located in the 100-year floodplains.	2016 – 2025
<b>Street Trees.</b> Prepare and implement a city-wide plan for planting street trees.	2016
<b>Steep Slopes.</b> Consider adopting an ordinance that regulates development on steep slopes consistent with DNR standards.	2016- 2020

**Table 15-6  
Economic Development Plan Actions**

<b>Target Industries.</b> Continue to target industries that may be attracted to local assets and that provide higher-wage jobs.	Ongoing
<b>New Businesses.</b> Work to attract entrepreneurs to Eau Claire who are most likely to succeed at establishing new industries and adding diverse employment opportunities to the city.	Ongoing
<b>Development Sites.</b> Continue to maintain an inventory of fully-serviced development sites. Act to promote the private development of a new location with sites for small industries and support businesses. Also work to promote the private development of an industrial area with rail service.	2016 - 2020
<b>Highway T.</b> Improve County Highway T to improve truck access from the north.	By 2030
<b>Passenger Rail.</b> Advocate and support the potential passenger rail service between Eau Claire and the Twin Cities.	2016 until success
<b>Airport Zoning.</b> Adjust zoning to enable the Regional Airport to add air cargo operations on-site.	2016
<b>Cameron Interchange.</b> Continue to advocate for building an interchange on I-94 at Cameron Street.	2016 – 2030
<b>Redevelopment.</b> Continue to support redevelopment and adaptive re-use of contaminated, blighted, functionally obsolete and under-utilized properties, including those in and near Downtown. Support the ongoing revitalization of the greater downtown and the riverfronts to build a vibrant city center.	Ongoing
<b>Retention and Recruitment.</b> Maintain a working relationship between local employers and colleges. Continue the public and private campaign to retain existing businesses and recruit new ones. Support initiatives that help make Eau Claire a desirable place to live and work.	Ongoing

**Table 15-7  
Urban Design Plan Actions**

<b>Special Places.</b> Continue to protect, interpret and enhance the qualities of the City’s “special places” and examples of its cultural and economic heritage.	Ongoing
<b>City Entrances.</b> Design major entrances to the city with attractive gateway features.	Ongoing
<b>Wayfinding Signs.</b> Extend the Downtown wayfinding sign system.	2016 – 2030
<b>Commercial Design Guidelines.</b> Prepare and adopt design guidelines or standards for new commercial development in perimeter, corridor and downtown locations.	2016
<b>Multiple-Family Design.</b> Continue to follow the guidelines of the City’s Multi-Family Housing Design Manual and the Landscaping Manual.	Ongoing
<b>New Streets.</b> Build new streets according to the design standards presented in this plan and in the Transportation System Plan chapter.	Ongoing

<b>Street Tree Practice.</b> Strengthen the ordinance and practice regarding the planting of trees along public streets and roads.	2016
<b>Street Tree Plan.</b> Adopt a city-wide plan for species and spacing.	2016
<b>Sign Ordinance.</b> Review and consider improving the sign ordinance.	2018
<b>Infill Development.</b> Encourage infill development in older, traditional neighborhoods that respects the characteristics and prevalent housing styles of each neighborhood.	Ongoing
<b>Activity Centers.</b> Encourage a mixture of compatible land uses in a variety of locations and scales in order to create more vital and walkable activity centers.	Ongoing
<b>Priority Streetscape Improvements.</b> Invest in a higher than normal level of tree planting and decorative lighting along certain designated roads as illustrated by Figure 8-3, Priority Streetscape System.	Ongoing
<b>Green Space Pattern.</b> Continue to build a system of green open spaces for recreation, urban beauty and natural protection that are linked by linear parks (greenways), off-road paths and on-street bicycle lanes, and generously landscaped roads.	Ongoing

**Table 15-8  
Neighborhoods and Districts Plan Actions**

<b>Planning Summit.</b> Initiate and organize the planning meeting(s) of representatives from the public and private sectors to advance this proposal for intensified and ongoing neighborhood improvement, including creation of a not-for-profit neighborhood development corporation.	2016
<b>Coordinated Community Development.</b> Seek to devise a comprehensive approach to neighborhood improvement. Focus and coordinate efforts that may already be underway by local organizations other than the City. Involve representatives of allied public or private organizations in planning and implementing this campaign.	2016 - 2025
<b>Code Enforcement.</b> Become more proactive in the enforcement of external and nuisance violations of the City maintenance regulations.	Ongoing
<b>Rental Housing Inspections.</b> Consider program requiring that rental housing be registered with the City or County and that such housing is inspected on a regular basis for conformance to the Housing Code.	2016
<b>Alley Maintenance.</b> Schedule the repair, reconstruction and snow plowing of public alleys to the same level as public streets.	Ongoing
<b>Street Maintenance.</b> Upgrade the standards for the repair of potholes and cracks in local (minor) streets.	Ongoing
<b>Parking Regulations.</b> Review parking regulations in congested areas and determine if changes would reduce parking congestion.	2016
<b>Parking Sticker Program.</b> Consider a program in which residents of neighborhoods affected by a high number of cars parked by non-residents may receive a sticker that allows them to park on their street.	2016
<b>Neighborhood Plans.</b> Continue to update neighborhood plans with help from residents, property owners and tenants.	Ongoing

<b>Land Use Planning.</b> Work with the neighborhood organizations to identify specific locations that are most suited for or in need of redevelopment, including perhaps increases in density, to guide private initiatives. Consider amending the zoning map or text in response.	Ongoing
<b>Organizational Coordination.</b> Host meetings of the neighborhood associations to compare efforts and ideas, resolve any differences near shared boundaries, and provide unified requests to the City.	Ongoing
<b>University Communication.</b> Facilitate annual meetings between representatives of the University and the neighborhoods to exchange ideas about topics of mutual interest and communicate them to the City.	Ongoing

**Table 15-9  
Housing Plan Actions**

<b>Housing Division.</b> The Eau Claire Housing Division will continue to administer programs supported by federal block grant money such as housing rehabilitation loans, weatherization and home ownership.	Ongoing
<b>Housing Authority.</b> The Eau Claire Housing Authority will continue to administer federal programs such as public housing and rent assistance.	Ongoing
<b>Code Enforcement.</b> Become more proactive in the enforcement of external and nuisance violations of the City maintenance regulations.	Ongoing
<b>Rental Housing Inspections.</b> Consider a program requiring that rental housing be registered with the City or County and that such housing is inspected on a regular basis for conformance to the Housing Code.	2016
<b>Neighborhood Planning Summit.</b> Convene one or more meetings by representatives from the public and private sectors to advance the proposal of the Neighborhood Plan for accelerated improvements.	2016

**Table 15-10  
Historic Resources Plan Actions**

<b>Survey.</b> Regularly update the historic resource survey.	2016 - 2020
<b>National Register Nominations.</b> Prepare additional National Register nominations for properties and districts as warranted by survey results.	Ongoing
<b>Local Designations.</b> Continue to consider additional local designations particularly those properties listed on the National Register.	Ongoing
<b>Opt-Outs.</b> Present options to Council for opted-out properties from historic districts and individual properties.	2016
<b>Landmarks Ordinance.</b> Discuss amendments to the landmarks ordinance with the City Manager and City Council.	2016
<b>Design Advice.</b> Continue to provide design advice in neighborhood and downtown planning and in the structural rehabilitation of historic and older non-historic buildings.	Ongoing
<b>Markers.</b> Expand the historic markers program.	Ongoing
<b>Education.</b> Continue educational outreach and interpretative efforts.	Ongoing

**Table 15-11  
Downtown Plan Actions**

<b>DECI Activities.</b> Downtown Eau Claire, Inc., will continue to market, recruit and advocate for Downtown, working with owners, tenants, the City and the Redevelopment Authority of Eau Claire.	Ongoing
<b>The Confluence.</b> Complete performing arts center and the plaza at The Confluence, the public and private multiple-use redevelopment near Eau Claire Street and Graham Avenue.	2018
<b>Block 7.</b> Accomplish the redevelopment of Block 7, possibly including additional parking in the Galloway Street ramp.	2018
<b>Graham Avenue.</b> Achieve redevelopment and remodeling along this street, particularly key riverfront parcels.	2016 - 2030
<b>Bus Transfer Center.</b> Study, relocate and improve the bus center.	2020
<b>Eau Claire Street Promenade.</b> Improve the streetscape and rebuild this as a “convertible street” for use during festivals.	2020
<b>Oxford Avenue Corridor.</b> Redevelop this area consistent with the recommendations of the <i>West Riverside District Plan</i> .	2016 - 2030
<b>Riverfront Greenways.</b> Fill gaps and extend the greenway system along both rivers; improve neighborhood connector streets.	2016 – 2030
<b>Streetscape Loop.</b> Improve landscaping and lighting in the street loop of Barstow, Madison, Bellinger, Fifth and Lake.	2016 – 2030
<b>Farwell Street.</b> Study the feasibility of reducing driving lanes and adding streetscape and pedestrian amenities.	2025
<b>City Hall Plaza.</b> Redevelop the underused property between City Hall and the Phillips Library as either office or public park.	2025
<b>Bridges.</b> Build beauty and interest into replacement river bridges.	Ongoing
<b>Confluence Bridge.</b> Study the feasibility of building a walking and bicycling bridge at the mouth of the Eau Claire River.	2019
<b>Master Planning.</b> Prepare a plan for the revitalization of the areas east of North Barstow Street and north of Madison Street.	2016 - 2020
<b>Parking.</b> Implement recommendations of the 2016 parking study.	2016

**Table 15-12**  
**Community Facilities Plan Actions**

<b>Fire Stations.</b> Prepare a study in 2016 of fire station locations, facilities and staffing and the advisability of any changes.	2016
<b>Schools.</b> Continue to cooperate with the School District for mutual benefit by locating schools and parks adjacent to one another.	Ongoing
<b>UW Campus Plan.</b> Consider adopting into this <i>Comprehensive Plan</i> by reference the 2011 <i>UW-EC Campus Master Plan</i> as the guidance for the properties owned by the University.	2016
<b>Airport.</b> Consider creating a new zoning district specific to the airport so that the airport's rights and responsibilities can be clearly established as they pertain to on-airport land use and development.	2016

**Table 15-13**  
**Intergovernmental Cooperation Plan Actions**

<b>Intergovernmental Agreements.</b> Continue to follow the provisions of the agreements signed in 2011 with each of the five adjacent Towns.	Ongoing
<b>ETJ Plat Review.</b> Continue to review all proposed plats and certified survey land divisions in the City's Extra-territorial subdivision review area to ensure compatibility with the City Subdivision Ordinance and Comprehensive Plan.	Ongoing
<b>Future Boundary with Altoona.</b> Negotiate a line to designate the areas that may receive annexation petitions to the City of Eau Claire and the City of Altoona in the Town of Washington.	2016
<b>Shared Services Initiative.</b> Continue to participate with Eau Claire County in the Joint Commission on Shared Services Initiatives.	Ongoing
<b>City-County Health Department.</b> Continue to work with the Eau Claire County Health Department on matters of public health and housing inspections, particularly in an accelerated neighborhood revitalization campaign.	Ongoing
<b>Highway T.</b> Coordinate with the Wisconsin Department of Transportation on transferring to the DOT the jurisdiction of County Highway T, widening the road and building a bridge over the Union Pacific Railroad tracks.	2016 to 2030
<b>Passenger Rail.</b> Coordinate with the Wisconsin and Minnesota Departments of Transportation on bringing passenger rail to Eau Claire from the Twin Cities and siting the station.	2016 to 2025
<b>Lowes Creek.</b> Seek assistance from the Wisconsin Department of Natural Resources on protecting water quality in the Lowes Creek watershed.	Ongoing



## A pathway to healthy growth in Eau Claire

September 2020

The long-term health, sustainability and equity of Eau Claire, like any other community, depend on the policies and regulations that shape future development and transportation investments. As outlined in the City’s Comprehensive Plan, these policies should promote compact development and reinvestment in existing neighborhoods. To that end, this report, produced by researchers at the University of Wisconsin-Madison, leverages new and existing data to highlight key areas of opportunity and frame supportive policies to help move the City forward.

### Key questions

1. Where in the city can infill development have the greatest impact on people’s health and well-being while supporting a strong local economy?
2. What specific policies can help encourage that form of growth?

### Opportunities for urban infill

Our team developed a numeric index to gauge the potential for infill development citywide (Figure 1). This applies mainly to residential and mixed-use projects or neighborhood-serving businesses. Each parcel in the city was scored based on the following criteria (see Technical Appendix for details):

#### 1. Development potential.

Some areas of the city generate much more value per acre than others and certain properties in those areas hold tremendous untapped potential, both for individual property owners and for the Eau Claire’s general economic outlook.

**2. Accessibility.** Some areas have much better access to jobs, services and the surrounding community, particularly for residents who rely mainly on transit or walking.

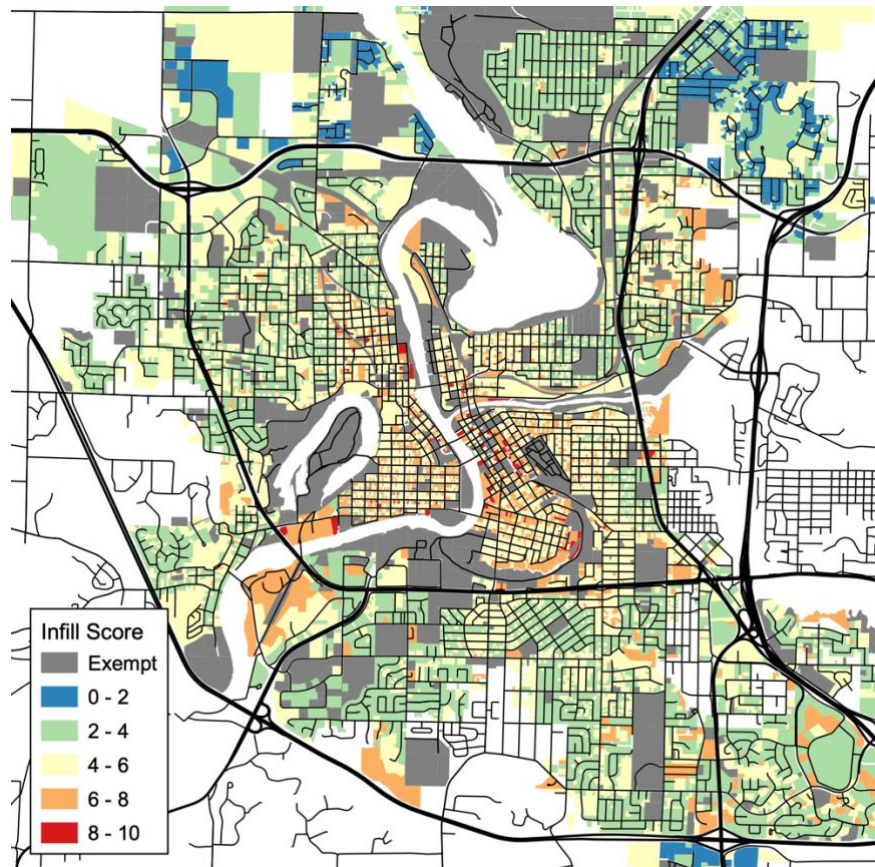


Figure 1. Infill scores throughout Eau Claire



## Health in all policies

Better accessibility has direct benefits regarding people’s ability to get to work and accomplish other important daily tasks. But accessibility by modes other than driving has the important added benefit of lowering automobile use, which can help cut traffic, crashes and emissions, while increasing physical activity through walking and biking. Households in the most accessible areas of Eau Claire, for instance, produce around 40 percent less greenhouse gas emissions from transportation than those in the least accessible areas, and they are many times more likely to commute by active transportation (walking, biking or transit) (Figure 2). Encouraging growth in these places and improving accessibility in others can improve health outcomes citywide.

## Equitable growth

Infill growth, which has many benefits, can also sometimes facilitate rising property values, which then translate into higher rents and potential displacement, if not properly addressed. Areas with populations that might be at risk, including low-income households and communities of color, are flagged in our data for further consideration (Figure 3). Development in these areas should be sensitive to the needs of existing residents and may need to include affordable housing and essential services to offset and mitigate potential negative impacts.

## Consider several projects

The data we compiled for this study sheds light on the potential benefits of infill development and development that improves accessibility overall. Consider three hypothetical projects, for instance: Project A is in one of the highest scoring locations, based on our index; Project B is in a medium scoring location; and Project C is in a low scoring location. Based on the data (Table 1), Project A generates considerably more value per acre, provides much greater accessibility, produces fewer vehicle miles traveled (VMT) and greenhouse gas emissions, encourages more active travel, and incurs lower housing and transportation costs, on average.

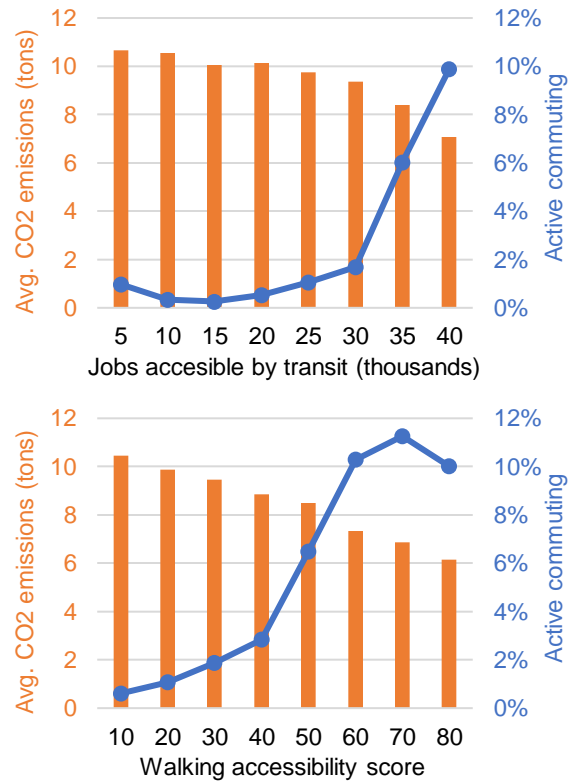


Figure 2. Accessibility and health

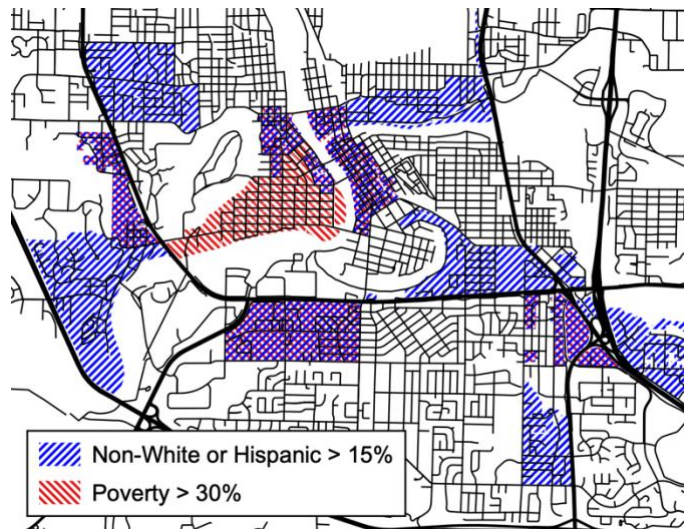


Figure 3. Equity areas in Eau Claire

Table 1. Three hypothetical projects

Typical values from analysis	Project A (score: 8-10)	Project B (score: 4-6)	Project C (score: 0-2)
Value per acre	\$1.14 million	\$660,000	\$450,000
Jobs accessible by transit	37,400	31,600	19,200
Homes accessible by transit	22,000	18,000	8,800
Walking accessibility score (0-100)	65	42	10
Annual VMT per household	16,800	20,700	24,000
Annual tons CO <sub>2</sub> equivalent per household	6.5	8.6	10.7
Active commuting (walk/bike/bus)	11.5%	5.2%	0.4%
Annual housing costs per household	\$9,300	\$12,100	\$16,000
Annual transportation costs per household	\$10,200	\$12,000	\$14,000

## Supportive policies

Land use regulations, including those embedded in zoning district requirements or those in broader rules, such as parking minimums, can make infill physically infeasible or cost prohibitive, even in the most ideal locations. For instance, one-third of parcels scoring 8 or higher using our index are zoned exclusively for one- and two-family development. Our review of the current standards in Eau Claire points to several best practices that could be incorporated into a new overlay district, for instance, or adopted more broadly across Eau Claire, including more outlying developments, to ease responsible development. The City’s existing Traditional Neighborhood Development (TND) and Mixed-use Development Overlay District (MXD) embrace some of these principles, but they are limited to much larger development projects or existing commercial areas, respectively, and may not go far enough for encouraging compact infill. As always, care is needed to ensure new development fits reasonably with the existing growth patterns, while also recognizing that infill is an important transitional step toward responsible urban growth.

### 1. Zoning standards

There are many ways that greater flexibility in zoning regulations can lessen the physical and financial barriers to infill development, while helping to ensure the accessibility and affordability of those projects. These include lower minimum setbacks and parking requirements, for instance, along with allowances for higher densities, taller buildings, and mixed uses within a single site or building (as in MXDs). Developers can also maximize the efficiency of infill development through permitting processes like those currently in place for Planned Developments (PDs). To complement this added flexibility, the City may put additional standards in place to further offset emissions and improve health outcomes, such as requiring solar access and electric vehicle charging infrastructure or bicycle storage and other TDM measures, discussed below.

While many of these standards can be adapted from the City’s existing special districts, some common requirements like minimum open space (15 percent) and maximum lot coverage (35 percent in TNDs) may need to be relaxed further to make projects viable. For small or mid-sized projects, the City may need to consider even higher densities (upwards of 50 units per acre) than

what is currently permitted, and parking requirements may need to be lowered even further or waived in some cases, as described below.

## **2. Parking regulations**

Parking requirements around three spaces per 1,000 square feet or one space per bedroom—common in Eau Claire—often translate to more area for parking than for buildings themselves and can add upwards of \$30,000 per space in construction costs, particularly for structured parking. Much lower standards may be appropriate, especially for affordable housing and in highly accessible places where driving and car ownership tend to be lower. The current flexibility in Eau Claire’s code—shared parking among different types of land uses, off-site parking, and other ad hoc reductions—could be bolstered and expanded upon. Some cities have loosened or eliminated their minimum parking requirements near major transit facilities and in central business districts, while others (e.g., Buffalo, NY, and Hartford, CT) have simply eliminated them citywide.

## **3. Transportation demand management (TDM)**

Infill projects can sometimes elicit concerns about traffic or spillover parking in the surrounding neighborhoods. Therefore, their success often depends on effective TDM, which also lowers automobile use, emissions, and other associated health impacts. TDM programs, which can be prescribed in zoning regulations or in standalone ordinances, typically require developers to limit their traffic impacts through multimodal enhancements such as sidewalks, bicycle accommodations (including lockers and showers), mixed land uses, and transit subsidies. Parking restrictions or fees are also key components of effective programs.<sup>1</sup> Parking spillover issues, which can result from on-site restrictions, can typically be addressed by managing on-street parking through meters and residential parking permits.

*Modernizing Mitigation*, produced by SSTI with the Mayors Innovation Project at UW-Madison, is a guide for implementing TDM programs in the development review process. SSTI also offers technical assistance in this area.

## **Our team**

This project was led by Saumya Jain, Chris McCahill, and Eric Sundquist at the State Smart Transportation Initiative (SSTI), with support from Katya Spear and Marybeth McGinnis at COWS and Victoria Faust at the Population Health Institute, as part of the Legacy Community Alliance for Health initiative. More information about SSTI is available at [www.ssti.us](http://www.ssti.us).

<sup>1</sup> Eau Claire allows 25 percent more parking than the minimum requirement for non-residential uses. An effective TDM program may require much lower parking ratios (at or below the current minimums).

## Technical appendix

### Infill score calculation

The infill score is reported as a value between 0 and 10, calculated as follows:

- Development potential (0 to 5 points; sum of parts below)
  - Relative parcel value (up to 4 points)
  - Undeveloped property (1 point)
- Accessibility (up to 5 points; average of parts below)
  - Jobs accessible by transit (up to 5 points)
  - Homes accessible by transit (up to 5 points)
  - Access to destinations by walking (up to 5 points)

### Data sources and methods

**Development potential.** Development potential is based largely on the assessed value of each parcel, derived from GIS data provided by the City of Eau Claire.<sup>2</sup>

- **Relative parcel value.** The relative parcel value is the difference between its assessed value per acre and the average value per acre for the surrounding block group.
- **Undeveloped properties.** Any parcel with zero assessed building value was considered “undeveloped.”

**Accessibility.** These were estimated by our team for a previous study with the City of Eau Claire using the Sugar Access analytical platform. They are measured based on typical conditions during the peak morning period (7 to 9 AM), including road networks with vehicle speeds from HERE Technologies. Transit routes and schedules are derived from publicly available data in General Transit Feed Specification (GTFS) format. Population and housing data come from the U.S. Census; jobs data come from the most recent LEHD Origin-Destination Employment Statistics (LODES) data; and points of interest (POIs) come from HERE Technologies.

- **Jobs accessible by transit.** This indicates the number of jobs accessible from each Census block, including walking access to and from each transit stop. Jobs are weighted depending on their travel time based on a travel time decay function derived from the 2017 National Household Travel Survey (NHTS). For instance, a job 30 minutes away by transit counts as 0.73 jobs, based on the percent of commuters who travel that far, and a job 45 minutes away counts as 0.58 jobs.
- **Homes accessible by transit.** This indicates the number of households accessible from each Census block group, including walking access to and from each transit stop. Households are weighted depending on their travel time based on a travel time decay function derived from the 2017 National Household Travel Survey (NHTS).
- **Walking access score (0-100).** This score describes the variety and number of destinations—including schools, stores, restaurants, parks, and other services—accessible by walking from each Census block. Destinations receive different weights and walking

<sup>2</sup> Tax exempt parcels were excluded from our analysis mainly because their assessed value is zero (i.e., we cannot properly assess their development potential). However, a number of these parcels are city-owned surface parking lots and properties held by the Redevelopment Authority or religious entities that might be ideal for future development.

segments receive different travel time penalties based on safety and comfort for pedestrians. These parameters are described in the Sugar Access User Guide.

**Data from the Center for Neighborhood Technologies.** Estimates of vehicle miles traveled (VMT) per household, greenhouse gas emissions, and housing and transportation costs are provided by the Center for Neighborhood Technologies (CNT) in their Housing + Transportation (H+T) Index database for each Census block group.

**Active commuting (walk/bike/bus).** The percent of workers commuting by active modes (walking, biking and transit) are derived from the U.S. Census' American Community Survey (2014-2018) for each Census block group.<sup>3</sup>

**Equity analysis.** Equity stakeholder groups (low-income and communities of color) were identified using data from the American Community Survey (2014-2018).<sup>3</sup> Thresholds were selected so that roughly 15 percent of Census block groups throughout Eau Claire County would fall into each group. These include areas where more than 15 percent of residents are non-white or Hispanic or more than 30 percent of residents have incomes below federal poverty thresholds. Equity stakeholder groups also include areas where the average combined housing and transportation costs are greater than \$28,000 per year, based on data from CNT's H+T Index.

<sup>3</sup> Data from the U.S. Census and the American Community Survey were provided by IPUMS NHGIS at the University of Minnesota, [www.nhgis.org](http://www.nhgis.org).